Guiding the welfare state towards a co-creative and explorative mindset: When a crisis is an opportunity

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Abstract

This paper will describe how Förnyelselabbet, a design driven lab, takes on challenging areas that spans across policy, organizational and sectorial boundaries. The paper will give an account of how Förnyelselabbet has set up its co-creation and engagement process. The process is not specifically devised to deliver solutions at a micro level, but to drive change across the welfare system from policy, over new collaborations to specific service interactions. The lab was initiated as a response to the large number of unaccompanied minors that arrived in Sweden around the fall of 2015, based on political insight and a decision by the Ministry of Health and Social Affairs to explore how design could aid user driven innovation within social health care for children and youths.

KEYWORDS: policy lab, design for policy, policy making, design case

Introduction

Sweden was one of the OECD countries that received the largest number of unaccompanied minors in 2015. The situation for these minors is complex as they meet many different stakeholders throughout their asylum process, but also in the situation they find themselves in with only an appointed guardian present to see to their best interests. The minors easily end up in a no man's land between different branches of government or legislation. Not only are they unaccompanied minors they also become lone minors.

The sheer volume of refugees put the resilience of the Swedish migration system to a severe test, at certain points in time 10 000 people arrived every week. The situation for the unaccompanied minors and similar backdrops were used as a call for not only policy renewal, but also innovative processes for policy making, and sometimes to argue for the use of

system design approaches in policy development. Design as an approach in policy development has received increased attention the last decade (see e.g. Bason, 2014). Policy design has over the years been approached from a policy perspective (see e.g. Howlett, 2014) as well as a design perspective (see e.g. Junginger, 2013). In design and innovation discourse policy labs has been regarded as a form of nexus for combining design and policy making (see e.g. Kimbell, 2015; Bailey & Lloyd, 2016). The lab construct is argued to give better possibilities to do designerly work and policy experimentation.

This paper will contribute with a descriptive account of design within policy making, the process that a design-driven policy lab uses when working across different government organisations and policy areas, within the context of unaccompanied minors.

Related work

In order to relate the design driven lab to policy and policy development a characterization of some of the central concepts will be provided.
The practice of policy development is usually understood as a multidimensional values-driven process, that is complex, contingent and contextual. Public policies are enacted, evaluated and developed within institutional arrangements, by actors in networks that may be part of civil society, a market system, or the governmental structures or overlaps thereof (Maguire, Ball and Braun 2010; Ball 1993; Singh, Harris & Thomas, 2013; Halligan 1995; Colebatch, 2017). Bobrow (2006) describes two overarching approaches to policy design, an institutionalist approach, and a deliberationist approach. In the institutionalist approach the focus is on prescribing procedures and processes, as well as defining the mechanisms that make these operational. In the deliberationist approach the focus is in on the discourse that forms policy, and those that participate in those discourses. Related to the latter is a school of thought that focus on policy enactment (Braun, Maguire and Ball 2010), where the multiplicity in process, context, interpretations, enactments and accounts are central (Colebatch, 2017). Linder & Peters (1988) additionally make a difference between those that focus policy design work on the manifest arrangement, and ideal configurations, of policy elements (May, 1981; Howlett, 2014), and those that focus on the conceptual underpinnings of policy (Linder & Peters, 1988).
In their recent paper Clarke and Craft (2017) make a comparison between design thinking and policy design, using a set of characteristics of design thinking and policy design. There are other attempts to do this, such as the propositions in Considine (2012), the core strategies in Bobrow (2014), and much earlier attempts related to the work of Christopher Alexander, Donald Schön, Victor Papanek and Horst Rittel.

Apart from a set of books and reports on the meeting between policy and design (e.g. Bason 2014, Puttick et al 2014, RSA 2014, Armstrong et al 2014, Kimbell 2015), there is an increasing set of published design research studies on design in policy work. Kimbell (2016) describes one account of using design in policy situations in central government in UK, showing how design practices intersect with policy making practices. Bailey (2016) both reviews current research and give an account of empirical experiences from within. Kimbell & Bailey (2017) make a conceptual description of consequences and implications, especially concerning prototyping in public policymaking.
Several of the design researchers indirectly notice that there is a long history of policy development research touching on design in policy development. Junginger (2012), however, claims that in policy development research, design has mainly been understood as a problem-solving activity. This claim seems to be focusing on the professional practice "design", as it was conceived during the design methods era, and not on policy development as designing,

where designers may be diffuse as well as experts (Manzini and Coad, 2015). In all, there seem to be many perspectives present. Kimbell & Bailey (2017), in their focus on prototyping, in part assumes that policy consists of specific elements, and prototypes contribute to selection between options, resembling an institutionalist perspective. Considine (2012), on another note, equates design with a creative process, and highlights that policy-making also should be viewed as a creative process. Tunstall (2007) posits that policy is made manifest through artifacts, in line with policy enactment (Colebatch, 2017; Koyama & Varenne, 2012)

Contextualizing the policy lab

The policy lab was formed in a nexus of developments among several different actors in Sweden. The multitude of the many voices is difficult to cover, but we will give an account of some of those.

> *All designing is already about systems, even if the object-focus of traditional design practices has obscured this. With recent developments in the field such as service design, design for social innovation and design for policy, the need for designers to engage more seriously with the systemic nature of designing is acute. (Kimbell 2017).*

There are design driven innovation and policy labs formed in many places. In a report from 2016, it is claimed that within the EU there are 65 policy labs (Fuller & Lochard, 2016). Notably, MindLab in Denmark is closing down at the time of writing, and others such as Helsinki Design Lab, RED and others have also closed down. The policy lab that is at the centre of this paper, is not included in the report, so it is a volatile ecosystem.

The Ministry of Health and Social Affairs
How to improve the experiences for unaccompanied minors by using co-creation

The need to create better care for the unaccompanied minors was urgent due to the strained situation after 2015, and the need to bring different stakeholders together was especially pressing. The traditional organisation often see their own responsibility, but are not required to, and not always equipped to, look at the transitions between authorities or organisations. To be able to get an understanding of how it is to live in a complex modern societal challenge, you also need to go to the intersection between sectors. Different perspectives are needed to get an understanding of any situation, both from the users themselves, in this case the unaccompanied minors, and from the professionals around them. The Ministry of Health and Social Affairs acknowledged the need for the social welfare sector to become more innovative, and for the employees to be enabled with tools for co-creation with its users, the minors.

The Swedish Association of Local Authorities and Regions
In need of new methods for complex societal challenges

SALAR, The Swedish Association of Local Authorities and Regions, is an organisation where all municipalities and regions in Sweden are members, and works in between the national government, the legislators and the municipalities. SALAR as an organisation aim to enable its members in their capacity to tackle the complex challenges of globalization and digitalization. The public sector of tomorrow will need to be able to orientate in a different landscape, learning to see an opportunity in not having the right answers at the start of a

process but actually in co-creative processes explore and test hypothesis with the people concerned.

At SALAR, an organisation that handle many different areas of common interest for municipalities and regions in Sweden, there had been a growing interest in new ways to deal with explorative methods for development within complex issue domains. SALAR (2015) describes in its position paper that the public sector is in an important shift, a transition to a more co-creative, less of an expert kind of a mentality. Due to a request from a network representing social-service agencies, sharing a challenge around unaccompanied minors across Sweden, and sharing a belief that co-creative and explorative methods would be beneficial. SALAR was interested in how a lab environment could play a role in addressing this issue, as well as how a lab could contribute to capacity building within the public sector. SALAR was given an assignment in August 2016 from the Ministry of Health and Social Affairs to explore how design could aid user driven innovation within social health care for children and youths. SVID was given this assignment from SALAR who saw the benefit of using SVID as an explorer of uncharted areas of design.

Swedish Industrial Design Foundation (SVID)
Putting design in the public sector to the test

SVID has since a couple of years focused their activities in thematic areas such as, for example, Health and Place-based design. Two large networks were formed, one with municipalities and another with government agencies. The networks gathered an interest and knowledge about the usefulness of design as an approach to tackle complex challenges, and to drive radical change. As the networks grew, the situation of unaccompanied minors became an urgent challenge, that SALAR through SVID jointly decided to tackle by forming Förnyelselabbet.

The initial articulation of the outcome goal for the lab was "Improving the everyday of unaccompanied minors with co-creative methods" given by the Ministry of Health and Social Affairs, Förnyelselabbet became an opportunity to test a lab environment at SALAR and for SVID to explore how design can drive change in the public sector. According to Kimbell (2017) the area of design needs to develop its methodology especially in a more systemic approach.

Förnyelselabbet, in reporting back to the ministry and SALAR, articulates two process goals instead of the earlier outcome goal:

- How to explore the experience of the asylum process for unaccompanied minors in Sweden? (relating to the ministry)
- How to create a plattform for co-creation with actors with the same group of users? (relating to SALAR)

Förnyelselabbet is now an initiative in the forefront of testing how systems design in societal transformation may play out in Sweden. Introducing cross-sectoral collaboration using design methods the lab aims to enable policy co-creation from the grass-roots and up to the policymakers locally and nationally. Hence delivering more disruptive innovations and policymaking as we have learned to see it.

Foundations and background of the case

Förnyelselabbet
Systems thinking and design in complex societal challenges

Förnyelselabbet uses an explorative and iterative design process, aiming at creating capacity within the system, enabling the transition towards a social landscape where the public regions, municipalities and agencies collaborate across sectors.

The design process starts from a wide explorative approach together with one user group, in this case from the unaccompanied minors, and the people working with them, in order to agree on a problem space. The problem space is the frame of the continued exploration where the experience for the user, from several perspectives, are analyzed and then ideated upon (Dix and Gongora, 2011). To be able to test the ideas in a small scale these ideas are visualized as prototypes. The prototypes are created specifically to be tested within local contexts.

Crucial for a lab is to have several perspectives present, why a selection of participants, with suitable level of authority and knowledge are gathered at different occasions throughout the process. It is also important to have mandate to pursue a co-creative process, both as facilitators of the lab but also for the practitioners partaking in the process. Building trust and engagement with all participants is vital for the lab to produce relevant material from which policy can be renegotiated. Driving transformation in the public sector with a lab can also benefit from using indicators for governance that require a user driven perspective and co-creation between actors.

Material representations are used to a large extent through the whole process of the lab. Ethnographers often emphasizes the importance of using representations as enablers for collaborations. (Segelström & Holmlid, 2015) Förnyelselabbet uses externalisations (Dix and Gongora, 2011; Segelström 2012) in all the steps of the process in order to develop and concretise the thoughts and thus get a better understanding of each other in a diverse group.

The policy lab aims to change existing policy, both in written and unwritten laws. The unwritten laws are difficult to take on since we often are loyal to culture and relationships, but we also tend to become blind to how they affect our behavior. Participatory methods are used in order to create knowledge about one another in a system where the actors are dependent on each other (Taguchi and Frid, 2006). Therefore, different actors are working on the same challenge together, but from different perspectives and logic. This is a way to mirror one another and possibly uncover internal processes, cultural practices and norms that do not help the user in focus. This also enable organizational learning and serves as the basis for an ideation process focusing on what the users really need and how to better deliver this in collaboration.

The project´s steering group consisted of representatives from the Ministry of Health and Social Affair's special task force, the National Coordinator for the Development of Care for Children and Youth and representatives from SALAR- both key players and important advocates for driving change at the national and local policy level. The lab has also been in dialogue with the national public enquiry commissioned from the government, who delivered their report in March 2018, on how to develop the Swedish asylum process.

The design case

The case that will be used in this paper as an example of our process that represents an intervention to one of the three key challenges for the eco-system around unaccompanied minors identified during the project; lack of information, functioning networks of adults and self worth/Sense of Coherence, SOC, amongst the unaccompanied minors themselves. *Meet Sweden*, the intervention that will be described in the paper, was tested in Sollentuna municipality and represents one of a total of five interventions created during the project to explore the needs during the asylum process for unaccompanied minors in Sweden. Other interventions were; Collaborating networks of practitioners with Hässelby, Renewed guardianship with Nacka and Oxelösund, the norm and value lab with Mölndal.

During the exploration a need for the minors to be able to understand and feel safe in their process was evident. A tool to aid the minors, the social secretaries in their meetings with the minors, and at the same time it makes visible a policy problem of legislating walls between authorities was developed. All was manifested in an app called *Meet Sweden*.

Meet Sweden is aiming at activating and enabling the minors to navigate and handle the effect of the legislative wall in between authorities and to shortcut communication in the complex system of the asylum process. An unaccompanied minor is estimated to have over 150 meetings with authorities during their first two years in Sweden.

The asylum process is hard to understand for anyone, even for the people working in the system. Thus, risking that the responsibility of understanding the process fully lie on the unaccompanied minors themselves. *Meet Sweden* was developed to make visible and facilitate that situation.

Meet Sweden is a much needed tool for the minors, to help take control of their own process and relationships to different stakeholders and authorities. By using the app, the minors are aided in keeping track of the documentation from one meeting to the other. Enabling for the minors but also making it easier for the civil servants to gain knowledge on what has happened in the previous meetings with other authorities. Förnyelselabbet have met minors who have stated that they do not understand what is being said in a meeting but want to show respect, in line with their own culture, and therefore do not ask questions. At the same time the social servants´ states that they often meet minors who cannot explain what has happened in relevant parts of their own process. *Meet Sweden* can hopefully fill this void and render value to both parties.

Describing the process and methods used by Förnyelselabbet

This section will describe the process and methods used for a systemic view of how design can aid a policy change. *Meet Sweden* will be used as an illustrative example.

Research, strategy and setting up the lab

Aim: Formulate the problem space. Locate relevant perspectives and engage relevant actors for exploration of the problem space.

In order to set the problem space, the given topic was explored widely with qualitative methods together with small groups of participants. To keep the relevance for, and the interest from, the participants it was important to understand what perspectives relevant to include in the exploration of the problem space.

Figure 1 One requirement from SALAR regarding the homes provided to the unaccompanied minors were that they should be "homelike", but it was not specified who decides what "homelike" means. Material techniques were used together with the minors to show what a homelike home is to them. This material has been used in communication with SALAR. (Photo: Fredrik Olausson)

The lab was set up as a collaboration between SALAR's members, the municipalities, government actors and non-profit organisations. A steering group with representatives for those organisations and the minors was formed. Two reference groups of unaccompanied minors, from private housings close to Stockholm, was also set up.

Apart from involving the minors in creating an understanding of the problem space, government actors and civil society actors was engaged. Actors with knowledge from a municipality perspective of the situation for unaccompanied minors was involved to create an initial understanding of the situation in the beginning of the fall of 2016. A quantitative study of relevant statistics and surveys was made, mainly within the knowledge base of the municipalities and government actors. Organizations from civil society was involved as they meet the minors first hand and thus gain qualitative insights. These organisations are crucial to involve, when finding gaps as they are acting between government actors.

In this phase a lot of time was spent on both finding the right organisations and actor in those organisations to involve, explaining the explorative, co-creative process and the relevance for the specific actors to partake. The understanding of the potential use of a design process for complex challenges is still low within public sector.

Figure 2 Left: Five materialisations of the explorations is created based on the research to focus on the experiences of users, here the unaccompanied minors. The

materialisations are used for creating an embodied understanding of the youth's experiences in the room when exploring the problem space in a workshop setting. This is an example of a series of pieces at a workshop for the initial reception of unaccompanied youths with UNHCR. (Photo: Fredrik Olausson)
Right: "You can't be under 18. Your breasts are too big." A Public Counsel told his client, a girl who came alone to Sweden in 2014, then 15 years old. (Photo: Fredrik Olausson)

Decision point 1: Research, that is relevant in a national and a local context, has been done. A joint understanding of the challenge has been reached, and the problem space has been defined. A steering group has been appointed and is involved in all parts of the process to make progression decisions, and in prioritizing what tests the lab should move forward with and thus what policy regulations that should be tested.

Agreement of problem space

Aim: Create a collective understanding of the problem space.

During the fall of 2016 the problem space was explored widely in workshop settings with around forty actors and twenty youths, in order to frame the problem from the user's perspective. The reference group of youths was met both at their housing and invited to come to SALAR. The methods for exploration were open ended, and often started from a blank paper. Förnyelselabbet used for example journey mapping to create an understanding of the experiences of arriving in Sweden by creating a visual image of this together. Drawing, clay and other material suitable for externalisation in order for the participants to express themselves was also used.

Figure 3 Left: An example of open design where you describe your experience by using materialisation to talk about your experiences through something on the table. (Photo: Fredrik Olausson)
Right: Scenarios created around transportation in public health transport with a cross sectoral group with different perspectives at SALAR. (Photo: Hanna Andersson)

The different experiences were then visualised and packaged by the lab designers and shown to other participants at the next lab event. This is a method used in order to make sure that the situations and the different perspectives of the problems surfaces and the gaps become visible and actionable.

The insights were then reformulated in a workshop setting and divided into three problem spaces: lack of information, lack of a functioning network around the minor and a lack of self-esteem.

Figure 4 Some of the insights visualized and placed on the wall during a workshop. (Photo: Stefan Holmlid)

Decision point 2: Create a common understanding for the problem space, prioritize what insights and windows of opportunities to take further into ideation. It is important that the commissioner of the challenge is continually informed so that they still feel that the problem frame is relevant to them and their mandate in the system in order to create change.

Ideas and prototypes

Aim: Create ideas for how to improve the situation for the user, evaluate and create prototypes for test. Create an urgency in the particular system of decision makers by showing possible alternative futures. Prioritize what ideas that have the most impact for the user, the actors and what is necessary for the system to change.

With the three agreed problem spaces, three work groups of approximately ten actors from different sectors and decision levels, were set up from the original group of actors, adding specially invited experts. The minors continued to feed in their expertise to all of the groups. A series of three workshops for exploring, ideating and refinement was set up during the spring of 2017. In between these sessions the designers in the lab were meeting with the minors in a parallel workshop series, making possible for the different perspective to react on each other's work.

During the exploration with the minors an insecurity in meetings with the authorities surfaced. The minors claimed that they didn't understand what is said but don't want to ask. A social secretary in a workshop stated: *"Pretty often you sit opposite a minor who do not know what was said at the previous meeting. And sometimes they do not even know what meeting they have been to."* This stops and prolongs the process. It also shows that the process is not designed around the individual but rather the organisations.

Figure 5 In this phase externalisations are used in order to understand and make the ideas concrete. These prototypes are built with paper materials and used in the workshop for supporting the ideas developed. This is an example from a pop-up lab at Malmö Social Innovation, where a cross sectoral team created concepts for joint integration in Malmö. (Photo: Matilda Legeby)

The information from previous meetings is prohibited from sharing directly between the organisations due to local confidentiality. If the information had been possible to retrieve, it is a process that can take up to 6 weeks. The systemic effect, due to confidentiality between organisations was discussed at this stage.

Continuing on into ideation an idea was born in a workshop with actors and minors to create a simple log of your meetings. This idea was brought to a workshop where several perspectives and creatives where represented. A prototype app "Meet Sweden" was co-created. At this event other actors where invited to a vernissage at the end of the day. During the vernissage a manager from a larger Swedish municipality showed an interest in testing the app.

Meet Sweden, had the qualification for a continuing process from the lab in representing three levels of a system, the individual, the provider of a service and the policy maker:
For the individual you are able to document the meeting, knowing that the information given to you could be understood by the next person of authority you meet.
The actors close to the minor get the information needed in order to proceed with the process without delay. And they will be meeting minors that are better equipped to handle the information given.

At a policy level this idea sheds a light on the inability for different actors to communicate. Instead, the process has relied on the responsibility of the individual to repeat what has been said in previous meetings.
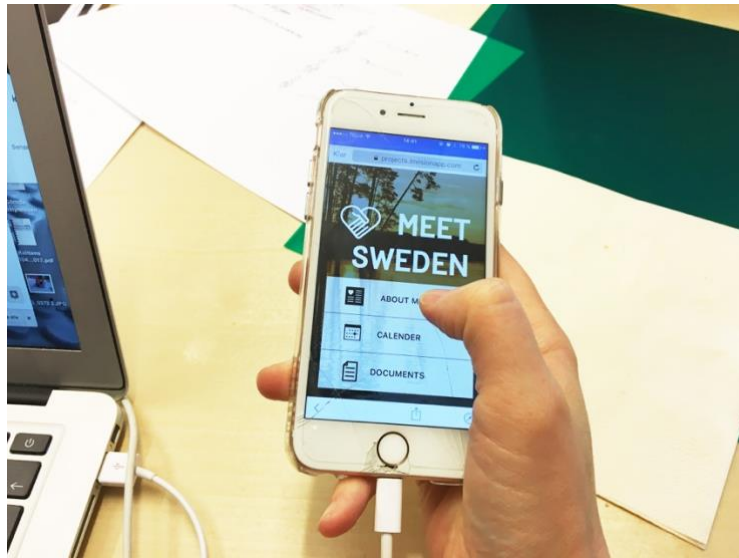
Figure 6 The prototype app was mainly developed in a workshop setting with actors from the public sector, social entrepreneurs, unaccompanied minors supported by creators from Doberman and facilitated by Förnyelselabbet. This prototype is both tested in meetings with the minors, and in meetings with their social secretaries. It has also been shown in different gatherings where the reactions have been strong regarding the need for a change in policy. "How is it possible that the minors have to use their own phone and take the responsibility for the inability to communication in between authorities?" Comment from a public sector representative at a conference when presented to the idea. (Photo: Matilda Legeby)

Decision point 3: The first ideation sessions have been done with broad ideation processes, where all the levels of the lab has been invited together with the users. The insights are communicated through material to show alternative futures of how these ideas would change everyday life for the user, the service provider and the policy level. The ideas have been evaluated on what effect that is created over the three levels of the problem space. If this is fulfilled the prototype can be taken into a test phase.

Tested suggestions of system change

Aim: Refine prototypes at the local level and include a small scale test and evaluation of change possibly needed in the system at a national level.

Due to a manager who saw the use of this idea, the prototype app, was put into a test phase with a small group with three social secretaries in September 2017. They also saw themselves as the ones who would introduce this tool for the minors. The app was used in meetings with the minors in their social welfare office.

The first reactions the social secretaries got on the app from the intended user group, unaccompanied minors, was that it was useful – but not for me. Suggestions came forth that it would be better suited for minors that just had arrived in Sweden. When testing the app with minors who had been in Sweden for a shorter period of time the reactions were different. They would gladly start to use it at once. The app is currently planned to take the next step in development where expertise will be involved. A plan for how to engage minors locally will be made, and also how to bring in more people affected by this at an actors level, such as health care.

To drive policy development Förnyelselabbet is reporting needs in different formats. There was a report delivered to the Ministry of Health and Social Affairs on needs for policy changes. Förnyelselabbet will also create materialisations to aid a round table discussion UNHCR is planning with the Ministry of Justice, and attend national conferences such as with the Swedish National Agency for Education.

Figure 7 Left: Participants from different actors are engaging in understanding what needs to change on the systemic and policy level (Photo: Stefan Holmlid)
Right: Documentation from that workshop (Photo: Stefan Holmlid)

Decision point 4: The prototypes have been tested locally and the result evaluated with the user group with the aid of Förnyelselabbet. Tests that show an improvement for the user are used for further development. Issues that is beyond the level of mandate for the lab is highlighted and brought to attention to the authorities.

Reflections on the work of Förnyelselabbet

On the process

Förnyelselabbet use an iterative design process, but do it in two parallel processes at different levels of users in the system; with the individuals that are affected by policy, and with actors in the policy-making system. This is especially articulated in the research stage, where Förnyelselabbet has been the actor mediating knowledge from the different research strands. The unaccompanied minors claim the main reason for participation in the lab was to be given an arena of speech with an aim to influence the system.

When an agreement has been made of what the problem space is the next step is to try to improve the situation from the perspective of the individual. An analysis is made; is the policy dependent on law, or an interpretation of a law, or simply unwritten rules that is hindering the practitioners to deliver a service that meet the needs of the user? This is explored by putting people with the knowledge and experience of working with those issues on different levels within the system in the same room, or rather, in the same process. A mirroring from other organisations on how they perceive each other's regulation and their possibility to change can create an understanding within their own system of the actual frame for action. This has been stated as a positive learning experience to better understand your own perspective. Both from the minors themselves and the actors.

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What is more direct and evident in the explorations made, is that the minors often have not talked with each other, for example about their experience of their first meeting with the Swedish Migration Agency. The comments of taking part in the exploration have circled around the relief of talking about the situations you have experienced together with others who also have the same experience, in a structured way. It is important that the situation allows for the participants to share their experiences freely, in their own way at their chosen level of depth.

During the course of the project we have seen a decline in interest from some of the partaking actors. One key insight from some of the invited participants that has surfaced, is the loss of connection due a shift in direction of exploration and thus its possible outcomes. This could be a consequence of a too shallow cross sectorial pre-study in the topic, and thus an ability to engage relevant participants with the perspective sought for before the actual start of a workshop series. To keep the relevance, and the interest from the participant it is important with a thorough pre-study, and a deep understanding of the problem space from different perspectives.

On the tools and instruments

An important lesson learned is the difficulty to organize workshops in a way so that both minors and representatives of the system can express themselves freely and give room to explain their situations around the same table.

There has been extensive use of visualization and material externalizations in the processes. The character of the use of these have varied:
- for individual participants to share their knowledge or express a point of view
- to bring input, inspiration and reflection into a meeting
- as fundaments or tools in meetings. Some have been there to be manipulated in meetings
- to collect and summarize meetings
- to be tested
- to communicate to relevant actors.

Whatever the reason (Segelström, 2012), this has been a successful approach used for negotiating assumptions and the creation of understanding across hierarchies and sectors.

On the suggestion of change

The case referred to in the paper, Meet Sweden, delivers change at an individual level, while Förnyelselabbet and its partners, have the means and mandate to create change. The solution makes visible a policy of legislatory hinders between the government organisations causing problems both for the minors and the civil servants. It also makes visible an expectancy on the minors to manage their process, and information around a process you do not understand, largely by themselves. This can be taken further with the pre-understanding of the effect for the individual caused by the legislative policy in between authorities.

On the lab-construct

The position of Förnyelselabbet have been explored alongside the situation for the unaccompanied minors in the project. At the same time as a "neutrality" of a lab, not being an authority is important, the lab also needs relevant partners with a mandate able to make change in the system.

Förnyelselabbet has been able to offer a space where actors are able to meet "on eye level", as one of the smaller nonprofit organisations expressed. This, alongside with meeting the minors in a creative process, has been the most appreciated qualities stated by the actors of being in the lab process.

The lab has just completed its first funded period, and the requirements identified as essential to start a lab process are:
- A complex cross-sectoral societal issue with a defined user affected by the issue.
- At least one organisation with allocated time and resources for partaking in the project.
- A commissioner of the issue with mandate to make an impact of the result.

Driving transformation in the public sector with a lab could also benefit from developed practices at the governmental level.
As SALAR, The Swedish Association of Local Authorities and Regions (SKL, 2015) describes in its position paper the public sector is in an important shift, a transition to a more co-creative, less of an expert kind of a mentality. For creating cultural landscapes as such, within the public sector, it continuously needs to explore from initiatives like Förnyelselabbet. The exploration that Förnyelselabbet has undergone through its initial mission from the Ministry of Health and Social Affairs, has produced a refined idea of how a lab process could be executed in cross sectoral challenges.
To enable initiatives like Förnyelselabbet supporting collaborative lab processes in the public sector, the recommendation is to:
- use indicators for governance in public sector requiring a user driven perspective and co-creation between actors.
- increase the knowledge of explorative development processes in public sector for the procurement of lab resources and design competence.
- advocate guidelines for cooperation between public, private sector and NGO's to increase the accuracy, usefulness and efficiency in the everyday of the users.

On the relations to policy development

There are a set of indicators in the way Förnyelselabbet is approaching policy development that adheres to a deliberationist approach. First there is the idea of setting up a process within the context in which policy development will be done, with an ensemble of actors. Then there is the ambition to let many voices be heard on their own terms, and the efforts in finding those and arranging means in which their voices can be heard. The view that the suggested app is an intervention to create change processes and highlight specific policy challenges, is an interesting connection to policy enactment. Combined with the assumption that a network of actors needs to collaborate to make better policy, is also the conception that the network is structured in layers, that bear witness of a deliberationist view.

However, it is not clear whether the object for policy design consists of the preconditions for renewing policy, or material and intangible elements that needs configuring. It is clear, though, that there is an assumption that there should be made choices between design alternatives in the process.

On the other hand, there are other aspects that indicates that Förnyelselabbet adhere to an institutionalist approach. First there is the idea that policy is made manifest at the individual level through material and intangible elements that can be subjected to design. There is also the way in which articulations of the problem space is done, with problem statements in the format "lack of…" implying a rationality based on whatever outcome, at any level, this lack

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should not be there anymore. Combined with asking for indicators for co-creation within public sector organisation, is also a request for cooperation guidelines, that have clear connections to an institutionalist view.

There is one account of how a formally written statement has changed since the start of the lab, and until the end of the first period of the lab. The outcome based goal to improve the everyday for unaccompanied minors by using co-creation, changed into two process goals focusing on the how's of exploring experiences of unaccompanied minors and of creating a platform for co-creation. The goals are part of two different discourses, one prospective where the mandate to set up a lab for a pressing issue is sought with a certain set of actors and people involved, and one descriptive where the mandate is sought to get acceptance for what has been done by a set of actors and individuals that may or may not be the same.

Förnyelselabbet seem to be a hybrid of at least two approaches to policy design. In what ways this will be a fruitful approach remains to be seen.

Conclusions

In this paper we have contributed with a descriptive account of how a particular design-driven policy lab structures and performs its work. In addition we have positioned this particular case in the wider area of design and policy, with reflections zooming in on the mechanisms of the lab, and reflections zooming out on how the lab relates to different schools of thought within policy development.

Acknowledgments

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