

A community toolkit for improving public service in China



Politecnico di Milano

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Politecnico di Milano, School of Design MSc in Product Service System Design Final thesis A.A. 2018/2019

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Abstract

The capability that service design can offer to public service improvement has been broadly discussed. And there are a lot of studies about exploring how design facilitates public service system innovation in Europe and America, but very limited studies exploring the design practicality in China. The big differences in social systems between China and Western countries have left huge space for deeper exploration. Especially, the Chinese 'community', unlike the Western community, has a dual attribute of institutional governance and citizens' autonomy (Wu, Ma, & Yang, 2013). As rarely design studies have presented the detailed contexts of the 'community service' systems in China from a local scale, this study has explored the current status of community services in China, identify the different roles inside the Chinese from service design point of view, and found the opportunities for service design intervention in the Chinese community centres. With in-place exploration, this study took the Fengle **Community Centre in Anhui Province in China as an example to analyze** the current situations and needs of Chinese community service system and finally designed a set of toolkits for improving the community services together with community workers from the Fengle Community Centre.

Key words

service system design, Chinese community, design for public services, design toolkits, openness of community

Astratto

La capacità che il design di servizio può offrire al miglioramento del servizio pubblico è stata discussa ampiamente. E ci sono tanti studi sull'esplorazione di come il design facilita l'innovazione sistematica del servizio pubblico in Europa ed America, ma pochissimi studi esplorano praticamente il design in Cina. Le grandi differenze nel sistema sociale tra Cina ed i paesi occidentali hanno lasciato enorme spazio per l'esplorazione ulteriore. In particolare, la 'comunità' cinese, a differenza di quella occidentale, svolge il doppio ruolo di governance istituzionale e autonomia dei cittadini(Wu, Ma e Yang, 2013). Poiché gli studi di design hanno presentato raramente i contesti dettagliati dei sistemi del 'servizio della comunità' in Cina a livello locale, questo studio ha esplorato lo stato attuale dei servizi comunitari in Cina, identificato i diversi ruoli dentro i cinesi dal punto di vista del design del servizio, e trovato le opportunità per intervento del design del servizio nei centri della comunità cinese. Con l'esplorazione sul posto, questo studio prende il Centro Comunitario Fengle nella provincia di Anhbui in Cina come un esempio per analizzare le situazioni e bisogni attuali del sistema del servizio della comunità cinese e progettare finalmente un kit di strumenti per migliorare i servizi comunicati assieme agli operati comunitari dal Centro della Comunità di Fengle.

Parole chiave

design del sistema del servizio, la comunità cinese, design per servizi pubblici, kit di strumenti progettati, l'apertura della comunità

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The research on community service design in China is still in its infancy, but through this research, I have met many people who are keen on community service, including ordinary residents, scholars, and volunteers. So in the end, I would like to thank all those who are working hard to improve the quality of community service. I believe that China's community service will certainly get better and better.

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1. Introduction

1.1 Related Terms

1.1.1 Community

The concept of community has been widely defined in the sociology. Ferdinad F. Tönnies firstly referred the community through the theory of Gemeinschaft and Gesellschaft (Community and Society) which is a group of people who share bonds and relationship around traditions, kinship, beliefs, or objectives (Tönnies, 1887). Meanwhile, the European and American sociologists focused on the community's geographical attribution and referred community as "a place". Later, community refers more to social interactions and civil services, as David Bray (2006) introduced community in this mode is "a form of organization through which ordinary people can mobilize their interests in opposition to those of the state"(p. 532). With the emphasis on the civil services, MacQueen et al. (2001) also illustrated that "a core definition of community as a group of people with diverse characteristics who are linked by social ties, share common perspectives, and engage in joint action in geographical locations"(p. 1936).

To have a general definition of community in this research, the author adopted three basic components to describe general concept of the community: 1) a group of people; 2) internal social interactions (social network, cultural and political institution, etc.); 3) specific geographical locations or settings (Park, 1924) (Yu, 2016).



A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

1.1.2 The 'community' in China

The Chinese term for 'community' (shequ) is widely used in the government document, and it has a different meaning comparing to the community defined in the previous paragraph. 'Community' was firstly adopted in the 1980s by the Ministry of Civil Affairs (MCA) as the lowest levels of national territorial division for urban governance: the Street Office and the Residents' Committee) (Cui, 1991). Under this usage, 'community' was associated with the basic administrative units for the issue of public services and welfare provision. David Bray (2006) has concluded three key characteristics of 'community' in this period: "first, the nature and functions of community were to be determined by government; second, the community would perform a largely administrative role; and finally, each community would have a clearly demarcated territorial space. "(p. 534).

But with the increasing demands on social services and the expansion of welfare services in the 2000s, the 'community' is broadened to cover not only welfare services but also culture & sports, healthcare, education, environment, policing, grassroots organisations, etc. (Cui, 1991). The 'community' in this context takes more responsibilities of serving community residents rather than administration comparing the period of the 1980s. The MCA (2000) redefines that 'community' is "a social collective formed by people who reside within a defined and bounded district". And a 'community' can be defined by the following standards as MCA illustrated in 2000, "(1) the use of geographic features, such as road and river, to define community borders; (2) a community should be small enough to maintain the sense of neighbourhood sentiment; (3) a community should be large enough to include necessary community facilities, such as small recreation areas, or small parks; and (4) a community should facilitate local government administration". (Xu, Gao, & Yan, 2005).

It shows emphasis on its administrative units from the definition, and the 'community' plays an important role in governmental intervention that under the control of the enlarged Residents' Committee. The concept of a 'community' nowadays in China refers to a new form of a grassroots organisation composed by a team of officials for providing 'community services'(shequ fuwu) and also for governmental intervention (Bray, 2006). Referring to the general definition of community, the 'community' in China can be illustrated by five key components: 1) a group of people; 2) internal social interaction; 3) with clear territorial boundary; 4) governmental intervention; 5) 'community service' (Li, 2012, p. 17).

1.1.3 'Community Services' in China

The concept of 'community service' is frequently used in the Chinese government document, like the MCA defined it as "welfare services to the residents which, under the guidance of the government, are to satisfy the various needs of members of the community, and structurally to depend on the organizations of street-level and resident committees", while Western scholars uses the concept of 'public service' more often following Adolph Wagner's theory. The similar concepts include 'welfare services', 'social service', 'social work', etc. And some scholars understand 'community' services' as the 'community work' with the purpose of campaigning for public interests, for better services and even for civil liberties (Vass, 1980). Regarding the types of community services, there are different understandings based on classification standards. For example, M. Bayley (1977) introduced the "Care in the Community" and "Cared by the Community", and Pavey and Pstsions (1999) divided community care into "Formal Care" (care from private organisations, volunteers, charities groups, etc.) and "Informal Care" (care from family members, friends, neighbours, etc.). As for the objectives of community services, Dunham believed the goal of community services are, firstly, satisfy the community needs with better resources distribution; secondly, develop cohesiveness and sense of belonging; thirdly, improve the relations within the community and better the power distribution of decision-making (Dunham, 1965).

The definitions in the Chinese context is different from the discussions within Western scholars. The 'community service' is widely used to describe the services that 'community' provides to residents, which includes the employment services, social security services, healthcare services, basic infrastructure services, security services, education services and integrated services (Li, 2012, p. 107). With the development of urban 'communities' since 2000, the 'community' plays a more and more important role in delivering public services and strengthening society management. The Chinese State Council (2006) has pointed out the importance of developing 'community services', and advised that, we have to build the completed community service system and make government public services cover the whole community. And regarding of the 'community services', the National Development and Reform Commission together with the Ministry of Civil Affairs distributed the first national development plan which closely related to 'community services' challenges (National Development and Reform Commission & Ministry of Civil Affairs, 2007).

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

1.1.4 The 'Community Centres' in China

To develop 'community services', the Chinese government makes a lot of efforts to build new community organisations to manage and delivery comprehensive 'community services'. This new form of organisation is the 'community centre'. As Xu, Gao & Yan (2005) indicated that the community centres are new physical infrastructures for "centralising the community services and making them accessible to residents". The 'community centres' are built by local government equipped with a physical space inside the community, basic service infrastructure, and a group of officials. And by the end of 2017, there were already more than 168,000 'community' centres' (including community services centres, stations and stops), and the urban 'community centre' coverage rate was 78.6% (MCA, 2017).

China.

As Bray (2006) described "the 'community And by the end of 2017, there centres' inherit all the infrastructure and were built already more than equipment from the Residents' Committee... it 168,000 'community centres' in replaces, and include office space for the management committee, enquiry counters, meeting rooms, a police post and other areas

> for community activities (exercise classes, social events, and so forth)." Inside the 'community centres', different departments of local government like local Ministry of Civil Affairs, local Social Security Bureau, local Labor Bureau, local Healthcare Bureau and some local social organisations together with active residents are promised to achieve effective and efficient integration for providing comprehensive service to residents in place.

1.2 Research Background

The public services in China now stay in a bad-equipped level, in which the data shows citizen's satisfaction (The overall score of satisfactoriness of public services in China is 58.05 while the full score is 100) and participation rate on public services (The citizen volunteer rate on public service in China is 7% compared with the average level of developed countries 32%) are still low (Zhong, Chen, Liu, & Xun, 2018). However, the current challenges that China faces should be analysed from a view of historical organisational reforms. During the period of highly planned economy, the responsibilities of public services was largely on the socialist workunit (danwei). In the 1980s, Chinese government put more efforts on developing economics, and the work units transferred the burden of providing public services to local governments. And with the old public service system obsoleting, the government released new strategies of building 'community' service' systems. But because of the rapid transformation, the systems have been "a fragmented, inconsistent and incomplete 'community service' system - since different workunits provided different levels and different kinds of services-into one that would be universal, systematic and comprehensive" (Bray, 2006). Moreover, the increasing urban population demand higher standards services, while 'community' services are insufficient and poor-equipped. It requires 'community' to seek resources and partnerships beyond local governments, for example, private enterprises, social organisations and also active residents. These 'wicked problems' of public services in China should be considered in higher order systems, which refers to the 'community service' systems.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

The exploration of design competences on redesigning community service has emerged as a new area. And service design, as an innovative orientation applying human-centred approaches to complex, multi-stakeholders systems, has played essential roles in redesigning public services like healthcare, welfare and transportation (Jones, 2014). And the service design has its own advantages in the visualisation of the service system, and it provides a lot of communication tools like user journey map, system map and blueprint map(Giordano, Morelli, De Götzen, & Hunziker, 2018; Morelli, 2006). From professional practices and operations in developed countries, service design has formed hands-on knowledge and theories for complex social systems and multi-stakeholders' co-creation (Jones, 2018). Meanwhile, a lot of design actions attempt to promote the capabilities of individuals and communities in collaborative services and to bring radical innovations on a local scale which introduce the concept of Community Centred Design (CANTU, 2012b; Jégou & Manzini, 2008). Similar to the service design, the Community Centred Design, according to Meroni (2008), is focused on higher order system-the entire community as positive enabler for local service system change. There are a lot of studies about exploring how design facilitates public service system in Europe and America, but very limited studies exploring the design practicality in China. Furthermore, the big differences of social systems between China and Western countries has left huge space for deeper exploration. Especially, the Chinese 'community', unlike the Western community, has dual attribute of institutional governance and citizens' autonomy (Wu et al., 2013). But still rarely design studies have presented the real context of the 'community service' systems in China in a local scale.

> "a fragmented, inconsistent and incomplete 'community service' system-since different workunits provided different levels and different kinds of services-into one that would be universal, systematic and comprehensive" (Bray, 2006).

1.3 Research Question

Building upon the the existing knowledge, this study has a particular focus on the current 'community services' in China. As deeper exploration of Chinese context, the author finds out the significance of 'community centre' within the systems as a key linking node and facilitator among residents, local governments, and emerging service providers. As the Figure 1 shows below. To facilitate the system to provide better services, the first group should be engaged is the community centre in China.

How might design help to empower the 'community centre' to be a better service facilitators within the 'community service system'?

Then the author rephrases the research questions: how to empower the 'community centre' to be a better service facilitators. Based on the research of babysitting training service in Feleng community centre, the author identified the four main roles in the service system: 1) Service Planners (local government, central government); 2) Service Facilitators (community centre); 3) Service Providers (public institutions, private sectors, third sectors, residents .etc); 4) Service Receivers (local residents). As the Figure 2 shows.

But when the project started in the Fengle Community Centre, the key point that 'what is a good service facilitator among these roles?'. As the project goes on, it is gradually defined that the resource accessibility and transparency is the prerequiste for community centre to become a better facilitator. So the final research question becomes more specific: how to make community centre's service resources accesible and transparent to service receivers, service providers and service planners?

> How might design help to make community centre's service resources accesible and transparent to service receivers, service providers and service planners?

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

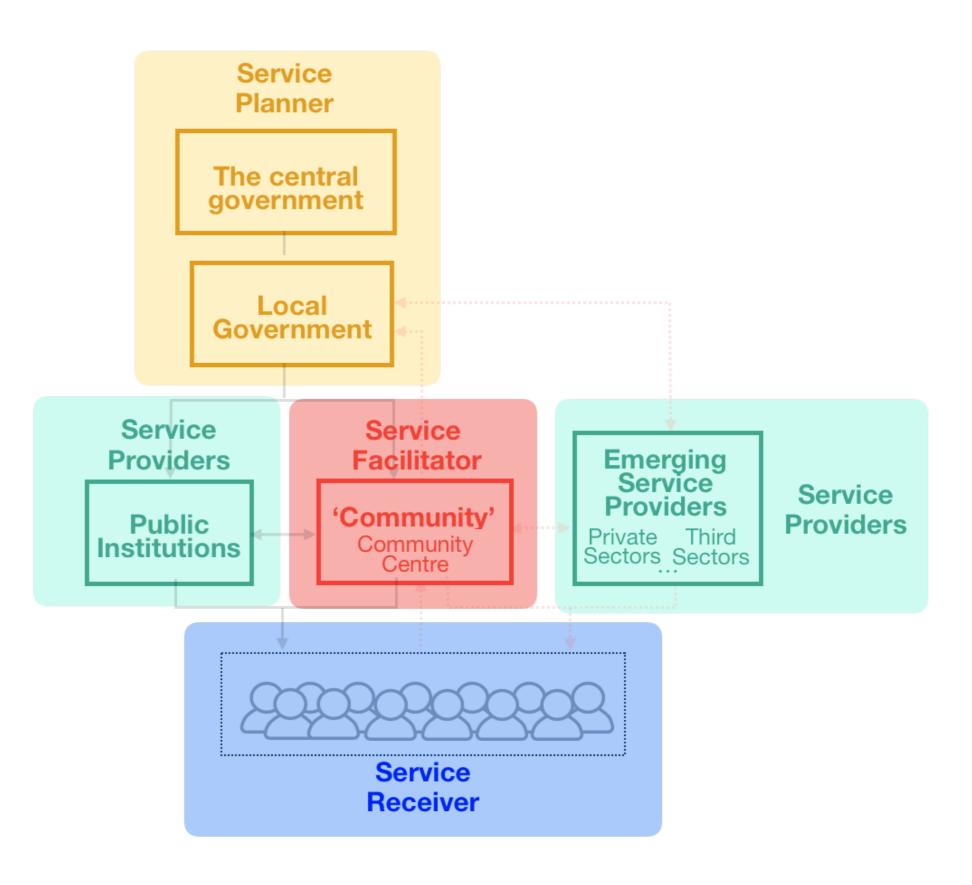


Fig .1 - The community centre roles in the Chinese 'community service' systems, drawn by the author

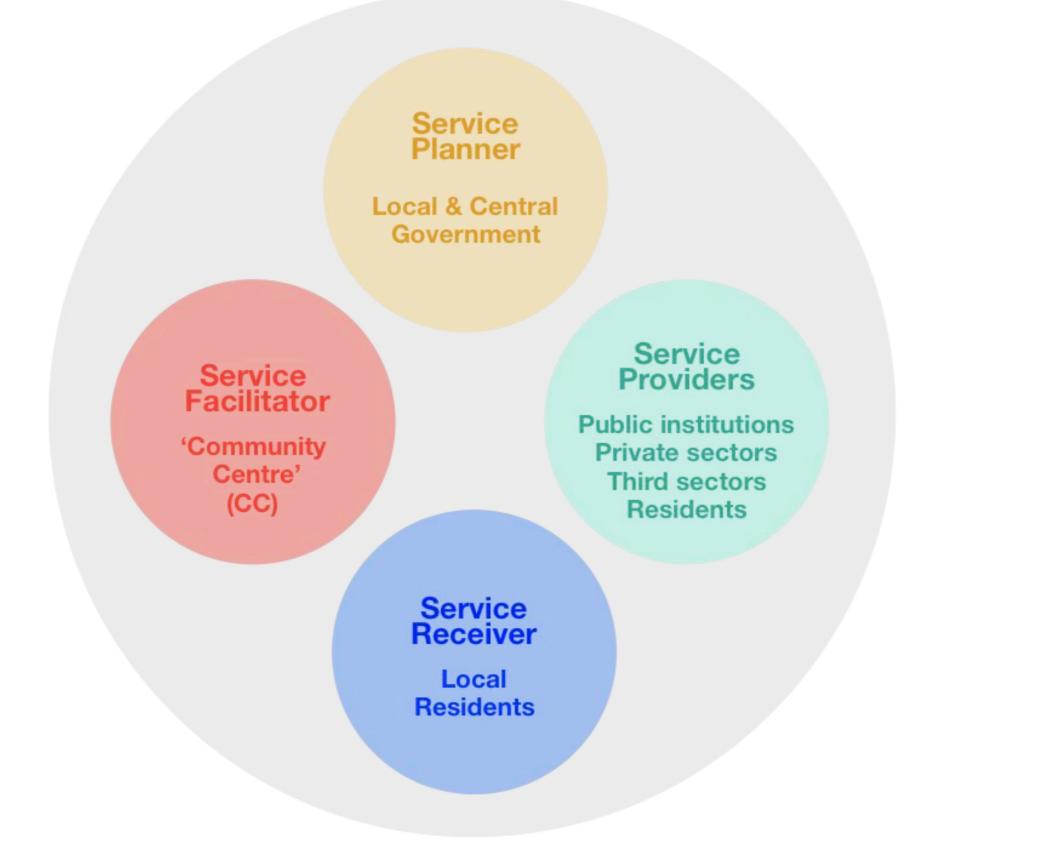
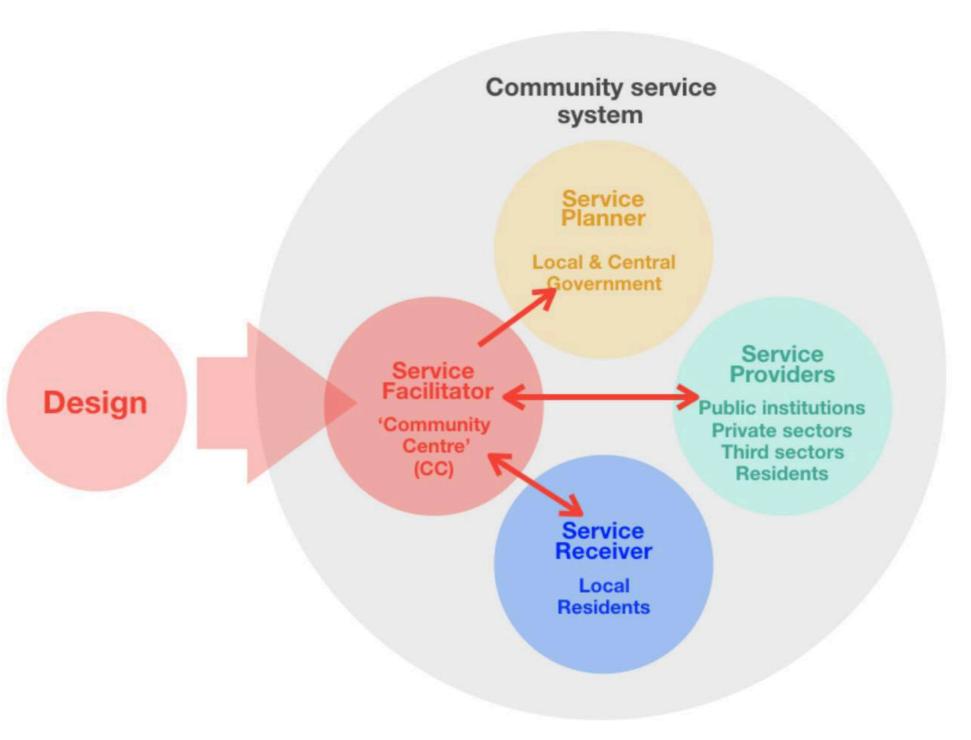


Fig .2 - the Chinese 'community service' systems, drawn by the author



This study would specifically focus on the interactions between 'community centres' and other system stakeholders, with the main objective to explore how might design empower the 'community centre' to be a better service facilitator in community service system in China. And to be a better service facilitator, there are three emerging challenges related to the interactions for 'community centres' in the service provision systems:

The interactions with local residents: From historical view, CC has played a more top-down administrative role than a bottom-up serving role, whose capability to identify local residents' service needs has not been fully developed.

The interactions with emerging service providers: There were limited formal channels for CC to reach private sectors and third sectors before, and they don't have enough evidence to evaluate the qualification of emerging service providers. And in the service delivery period, CC didn't have enough experiences to work with these emerging providers which led low-quality services.

The interactions with local governments: As a historical administration role, CC doesn't have enough experiences to integrate service needs and resources and output completed service insights, suggestions and proposals to local government, even though they are in-place organisation who are close to local citizens and well understand their communities.

How might design empower the 'community centre' to be a better service facilitator in community service system in China. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

And in order to explore this question, it's important to gain evidences on 'community service' systems by field immersion under a specific service topic. In this study, the author went to a typical urban 'community centre' called Fengle Community Service Centre where has an initial purpose of developing community senior care services. The main significance of this study is bring evidences of the lack of experimentation in Chinese public service systems to scholars and designers by closely working with 'community centre' to explore the design intervention strategies on public services in Chinese context.

From the background research and prior findings from design practices studies, the prior finds indicate the target and approaches of the research question, so the athor defined one hypothesis:

Applying and simplified service design tools as tools to facilitate the communication between multi-stakeholder can lead 'community centre' better integrate services resources for planning high-quality activities to residents.

> About the target, the 'Community Centre' is a special node in facilitating services in Chinese context, which seems to be a good access point for design intervention. And related to approaches, taking Chinese 'community service' system as a complex service systems with multistakeholders, the service design tools with a specific focus on visualization of complex system would be helpful tools for designers to foster internal collaboration in this context.

1.4 Research Methodology

Based on the Design by Research, Sevaldson (2010) provided a primary research methodology involving the discoverability and innovation of designing systematic research, and he mentioned nine variables for design research to position design research, as table.1 shows.

Based on the nine dimensions, this research is going to build on the existing knowledge, simultaneously prototyping in a practical context, which indicates the following variables:

1. Descriptive research: This research would introduce certain existing phenomena in a specific context. With a particular focus on who ('community centre') and what ('multi-stakeholders collaboration') is being studied, the whole analysis follows a clear problemsolving process.

2. Applied research: This research tries to apply advanced design theories and strategies into a specific context - Chinese 'community service' systems fields.

3. Library/Field: This research requires an overview of current design practices and researches, and also an understanding of in-place settings. So it will adopt both case studies and field research.

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4. Result oriented research: This research aims at problem-solving, and tries to provide a solution for better collaboration of systems stakeholders under a specific challenges. So it is result oriented research rather than process-oriented research.

5. Dynamic view in the design process: This research is based on existing design methods and applies it in the fields, but apply it into a new context, so it mainly focuses how to innovate the design process and make it suits to the Chinese context.

6. 1st-person perspective: The author would take part in the project as an observer, a designer, and a researcher to be closer to research targets.

7. Top-down theory building: With an emphasis on the specific context, this research builds to test a hypothesis of design theories practicality in the Chinese context with practical field research.

8. Forecasting: The objective of this research is for forecasting the future social innovation model of Chinese public service system, while it is based on case studies and field researches.

9. Contextualized: This research refers to multiple models and approaches from the field of service design and co-creation.

| - | Descriptive research | Normative research | Generative research | |
|-------------------------|---|--|---|----|
| This | This works as a singular scale where one can imagine interpolations between the three modes with normative in the middle. | nterpolations between the three modes | with normative in the middle | ai |
| 2 | Basic research | Applied research | Clinical research | |
| As de prodi | As described by Ken Friedman but with a slight reinterpretation of clinical res production and also feeding back into the others states, as discussed earlier. | oretation of clinical research being a mo s, as discussed earlier. | clinical research being a more active mode of knowledge sed earlier. | Ð |
| က | Library | Lab | Field Gallery | ≥ |
| Seva seem | Sevaldson added the library to Binders and Redstöm's earlier discussed concept of the Lab, the field and the gallery as it seems to work well. One can imagine interpolations between the four states. | earlier discussed concept of the Lab, the tab, the tween the four states. | he field and the gallery as it | |
| 4 | Process oriented | Result oriented | | |
| Ŋ | Stable view on the design process | Dynamic view on the design process | 6 | |
| A cer dynai persp | A central problem in design research is the nature of the phenomena we study. Are the design processes stable or are they dynamic and under constant change? Two questions about the phenomenon of design practice arise: 1) The stable perspective: how are we designing? 2) The dynamic perspective: how can we design differently? | e phenomena we study. Are the design bout the phenomenon of design practic rspective: how can we design differentl | processes stable or are they e arise: 1) The stable ly? | |
| Q | 1st-person | 2nd-person | 3rd-person | |

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| The f has a and t | The first-person perspective corresponds with the practicing individual designer, the insider perspective were the designer has access to tacit knowledge and deep process knowledge. The second person perspective corresponds with group wor and the third person perspective corresponds with the traditional observer position. | ticing individual designer, the insider pe ledge. The second person perspective traditional observer position. | idual designer, the insider perspective were the designer second person perspective corresponds with group work, bbserver position. |
|-------------------------|---|--|---|
| 2 | Top-down theory building | Bottom up theory building | |
| Refe (grou | Refers to deductive, inductive, and adductive modes, testing a pre-formulated hypothesis or building theory from the ground (grounded theory). | esting a pre-formulated hypothesis or k | vuilding theory from the ground |
| ω | Retrospective study | Contemporary study | Forecasting |
| Retro refleo work | Retrospective can be historical studies but also post rationalisation about an individual praxis, contemporary refers to reflection in action but also to case studies as defined by Yin (1994), forecasting involves future speculations, generative work and innovation. | tionalisation about an individual praxis, oy Yin (1994), forecasting involves futur | contemporary refers to e speculations, generative |
| ດ | Isolated | Contextualised | |
| lsola woul the fi | lsolated refers to a fragmented approach where certain things are looked upon separated from the context similar to one would do in a traditional scientific experiment. Contextualised indicates a systems oriented approach looking at the issues in the field or in real life settings. | things are looked upon separated from alised indicates a systems oriented app | the context similar to one roach looking at the issues in |

1.5 Research Structure

In accordance to the research methodology, the construction of the research structure is shaped during the development of the on-field design project. In the case of this research, theoretical analysis and field research of in the 'community' are carried on at the same time. Then, the research questions and hypothesis have formed based on the reflection of background theories, design case studies and field research in the Chinese 'community'.

Following the process that firstly a broader analysis and then an in depth exploration, the context exploration under a specific service topic was conducted as a design project. The final findings and conclusions are the result of joint theoretical research and the design project. The overall research structure is shown in the Figure 3.

In order to test the hypothesis in next chapters, at first, it's important to have a good understanding of 'community service' systems in China through literatures and filed research and introduce why the 'community centre' plays a key role in design intervention. Following, the author would present how the poorequipped public services and systems can be improved with design practices exploring the concept of service design and cocreation. Afterwords an in-depth context exploration in the Fengle community centre would focus on how design facilitates 'community centres' to better integrate resources from multistakeholders for planning community activities in the field. This section will be followed by final findings and analysis on the possible output of design project and outcome of this study.

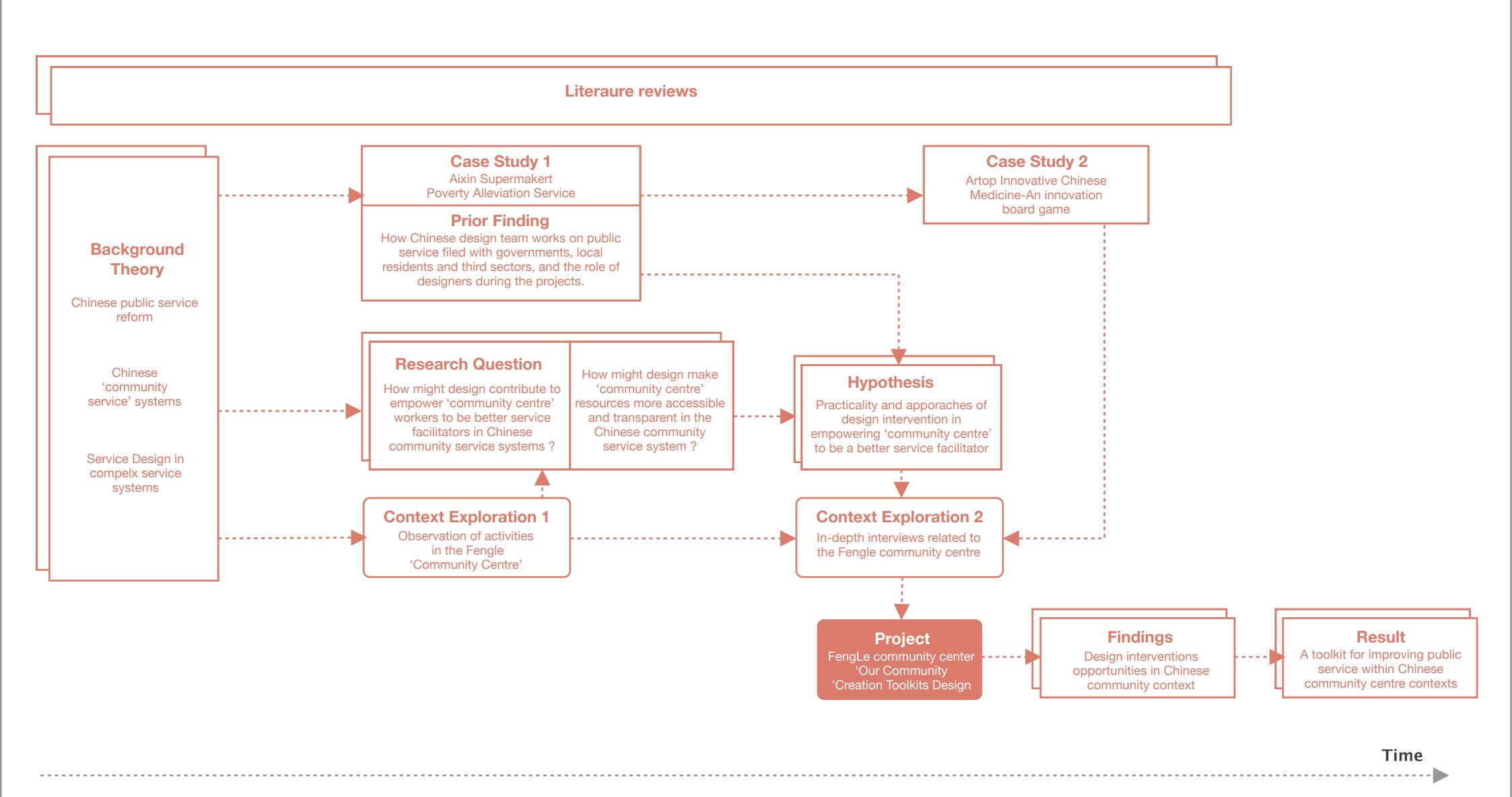


Fig .3 - The research structure, drawn by the author

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- 2. The history of the Chinese 'community services' systems

2.1 A paradigm shift of public services

The public service organisations in the last century were 'classical Weberian hierarchical bureaucracies'. However, as the turndown on of global economic in the late twentieth century, there are emerging focuses on efficiency usage of limited resources (Brown, 2012, p. 4). Societies face common challenges in delivering better quality of services and more choices in the provision of public service to meet citizens' increasing demands and higher expectation in reduced budgets, which drives the paradigm shift of public services.

2.1.1 A shift from Old Public Administration to New Public Management: Call for cost-efficiency services and usercentred models

In this scenario, the New Public Management (NPM) model substituted the Old Public Administration (OPA) based on the top-down bureaucracies with economic theory that citizens were taken as customers seeking for efficient services. It was believed that government can achieve the higher service efficiency and better service quality through transmitting some public services delivery responsibilities to private sectors. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Although the OPA emphasised the effectiveness of the top-down implementation of public services, the NPM provided a new perspective that private sectors get into public fields and seek for effective implementation from the bottom—customers (Janet V. Denhardt, 2007, p. 127). As Denhardt (2007) illustrated in the book:

"The key is that the New Public Management relies heavily on market mechanisms to guide public programs. public managers have initiated efforts to increase productivity and to find alternative service-delivery mechanisms based on economic assumptions and perspectives. They have concentrated on accountability to customers and high performance, restructuring bureaucratic agencies, redefining organizational missions, streamlining agency processes, and decentralizing decision making." (p. 29)

In this stage, with the focus on the effectiveness of services in relation to user needs, the cost-efficiency public services with user-centred pillar are highly demanding.

2.1.2 A shift from New Public Management to New Public Service: Call for collaborative public services and co-production models

Moreover, NPM is going to be developed further by the perspective of 'New Public Service' (Denhardt, 2007) or "New Public Governance" (NPG) (Osborne, 2010), which requires not only effectiveness and efficiency on the management of public services, but also the public engagement and collaborative structures within implementation, as Osborne (2010) pointed out:

"Participationalism encourages on-site participation by users of welfare services, based on the belief that citizens should engage personally in shaping the welfare services they demand. It emphasizes multistakeholder organizations and requires that users become co-producers." (p. 229)

The co-production mechanism comes from community where citizens and public servants have equal responsibilities working on complex public problems, and it argues that taking citizens as customers in NPM decreases the willing of civic participation and ignored public values of public services. Citizens in NPG plays the role of coproducers in a self-governing 'community', and they are taking actions with government together for public interests. In this stage, the collaborative models with multi-stakeholders are in need to facilitate and support the development of public service innovation. Organia structu

Role of

Role of Govern

Key qua And Val

Service

Innova

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

To conclude, a gradual transformation adapted from Dehardt (2007) is summarised regarding the relations between the government and the citizens in Table 2.

| | Old Public Administration | New Public Management | New Public Service |
|------------------|--|---|--|
| isational ure | Bureaucratic organizations marked by top-down authority | Decentralized public organizations by market driven | Collaborative structures with leadership shared internally and externally |
| of Citizens | Citizens as Constituents | Citizens as Customers | Citizens as co-producers |
| of nment | Rowing (Government directly design and implement policies) | Steering (Government acts as a catalyst to unleash market forces) | Serving (Government negotiates interests among citizens and create shared values) |
| uality alues | Bureaucratic, hierarchical, centralisation | Efficiency, customer orientation, decentralisation | Power sharing and collaboration |
| e models | Administering program focusing on a single, politically defined objective | Intra-organisational model that turns input into output | Co-production; hybrid organisational forms |
| ation | Innovation within institutions | Innovation within organisations | Innovation in partnerships and networks |
| | | | |

Table 2 - Comparison among OPA, NPM and NPS paradigms, adapted from Dehardt (2007)

2.2 Chinese public service reforms

Influenced by the public administration theory, the People's Republic of China has generated distinctive models of public service provision within the rapid transformation over the past decade (Liu, 2007). It has been an agreement within the Chinese scholars that the Chinese public administration system has experienced two essential reforms: The first reform happened in the 1980s, achieved the transformation from a bureaucratic government to an economic development government; And the second reform started at the turn of the millennium with the goal to transfer from economic development government to a public service government, which means the great efforts on building and completing the system of public services (Liu, 2007; Li, 2012; Bray, 2006; Shieh, 2011). This chapter would introduce the deep roots of the present 'community service' systems throughout the history of Chinese public administration transformation.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

2.2.1 The shift from socialist workunit (danwei) social service systems to 'community' service systems

As the new People's Republic of China has been founded in 1949, the national warfare systems were in a stage of chaos. Government faced the huge challenges to build new governance systems, and decided to conduct highly planned economic model. To better manage and integrate the society, the government adopted two approaches: 1) socialist workunits (factories, shops, schools, hospitals, Party organisations, etc.) provided cradle to cradle social services to citizens who work inside the workunit; 2) the lowest level administrative unit (Residents' Committee and Street Office) provides basic social services to people outside the workunit (Li, 2012, p. 53).

In this model, the services provided by workunit would cover the majority citizens, while only a small group of citizens rely on the administrative units for basic social services and civic affairs services as the Figure 4 shows below.

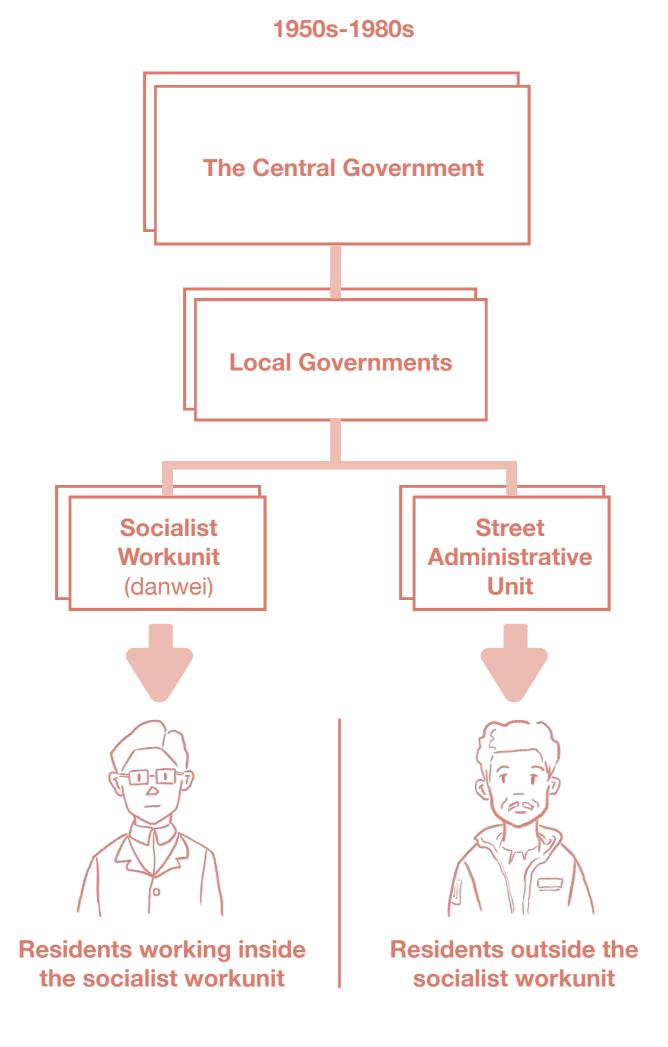


Fig .4 - The public service provision model in planned economic period, adopted from Fengqin Li

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However, too much focus on the political governance and limited freedom of socialist workunit led the dilemma of the national economic development. The market reform started in the 1980s, the government had to rethink its strategy of public services provision. A key goal in that time was to relieve the service functions of workunit and encourage creative workunits to be private enterprises to pursue and develop their core business. In this case, the government especially local governments took over the responsibilities for the production and delivery of public service to the entire residents (Chan, 1993, p. 22). This was the time that the term 'community' firstly adopted by the government, which referred to the lowest levels of administrative units: the Street Office (jiedao banshichu) and the Residents' Committee (jumin weiyuanhui) (Cui, 1991, p. 9). As David Bray (2006) pointed out, "under this usage, community would not be associated with natural social groupings or those formed by common identity, but rather would correlate to existing grassroots administrative units demarcated by the government" (p. 534). During this stage, the public service provision model can be illustrated in the Figure 5.

> "community would not be associated with natural social groupings or those formed by common identity, but rather would correlate to existing grassroots administrative units demarcated by the government"

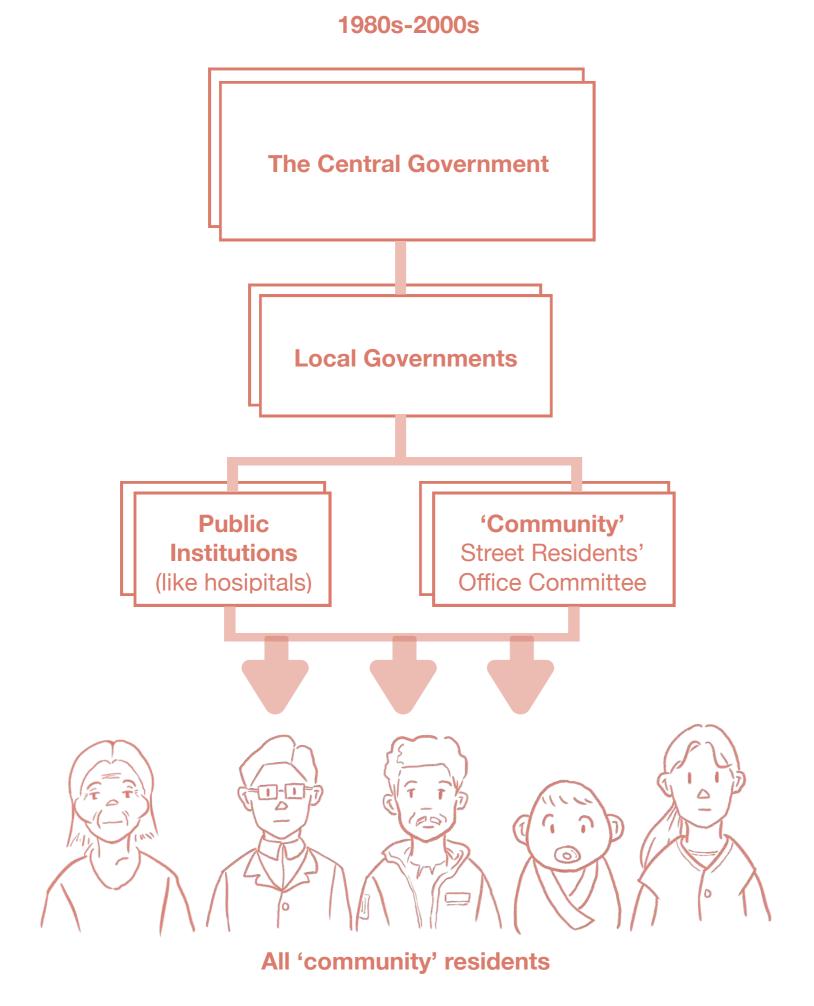


Fig .5 - The public service provision model in the 1980s, adopted from Fengqin Li

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This policy shift was essential to the development of private enterprises and the national economic, however, it caused "a fragmented, inconsistent and incomplete welfare system" (Bray, 2006). The 'community' in this stage would responsible for providing comprehensive services to the entire urban population, which was described as 'community service' (shequ fuwu). State-owned institutions like hospitals and schools provided the basic public service, while the 'community' responded for the majority welfare services including social assistance to the seniors, children, low-income families, the disadvantaged, and so forth (Li, 2012).

This policy shift was essential to the development of private enterprises and the national economic, however, it caused "a fragmented, inconsistent and incomplete welfare system" (Bray, 2006).

But with the sustained and rapid development of economic, the basic 'community service' can't satisfy the increasing demands of citizens, also, the fragmented welfare system appeared to be obsoleted, in particular, it had to keep pace of the changes in the age of population and family structure. The new strategy was needed to cope with the emerging stress (Shieh, 2011, p. 105).

2.2.1 The shift from socialist workunit (danwei) social service systems to 'community' service systems

To change the situation of insufficient and poor-quality 'community' services and provide better and more services to an increasingly diverse and more mobile urban population, the central government encourages 'communities' to seek more partnerships beyond the local governments and develop the capabilities of grassroots, as the fifteenth Congress Jiang Zemin promised:

"The grassroots (jiceng) organs of power and selfgoverning mass organizations in rural and urban areas should establish a sound system of democratic elections and keep the public informed of their political activities and financial affairs so as to enable the people to take a direct part in the discussion and decision making concerning local public affairs and welfare undertakings, and exercise supervision over cadres." (Jiang 1997; translation by Beijing Review)

> The new community organisation is supposed to inherits all the infrastructure and equipment (office space, furniture, tools, etc.) from the Residents' Committees.

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Then, State Council released new strategies to reform the internal system of 'community' system which was called 'community building' or 'community construction' (shequ jianshe) (Bray, 2006; Shieh, 2011) in the 2000s. In particular, the year 2000 was a milestone for 'community building' as the State Council released a formal document called Memorandum from the Ministry of Civil Affairs on Promoting Urban Community Building throughout the Nation.Under this new paradigm, the concept of 'community service' not only related to the welfare services but moved to a broader direction of providing convenience civic affairs services, employment services, social security services, morality and legal assistant services, culture services, healthcare services, environment services, grassroots democracy and so forth (Shieh, 2011, p. 107). To achieve the goal of 'community building', the new 'enlarged' Residents' Committees (RC) together with 'diminished' Street Offices (SO) consist the foundation of the new community organisation-'community centre'. As David Bray (2006) described:

"Where the physical presence of the community centre announces the arrival of the community organisation, the super-abundance of information lends weight to its legitimacy through mapping-out the contours of the new social order and providing clearly articulated norms for the behaviours of both residents and cadres...The new community organisation is supposed to inherits all the infrastructure and equipment (office space, furniture, tools, etc.) from the RCs... in Shenyang, the new 'community activity centres' include office space for the management committee, enquiry counters, meeting rooms, a police post and other areas for community activities (educational classes, culture and sports events, and so forth)" (Bray, 2006, p. 538)

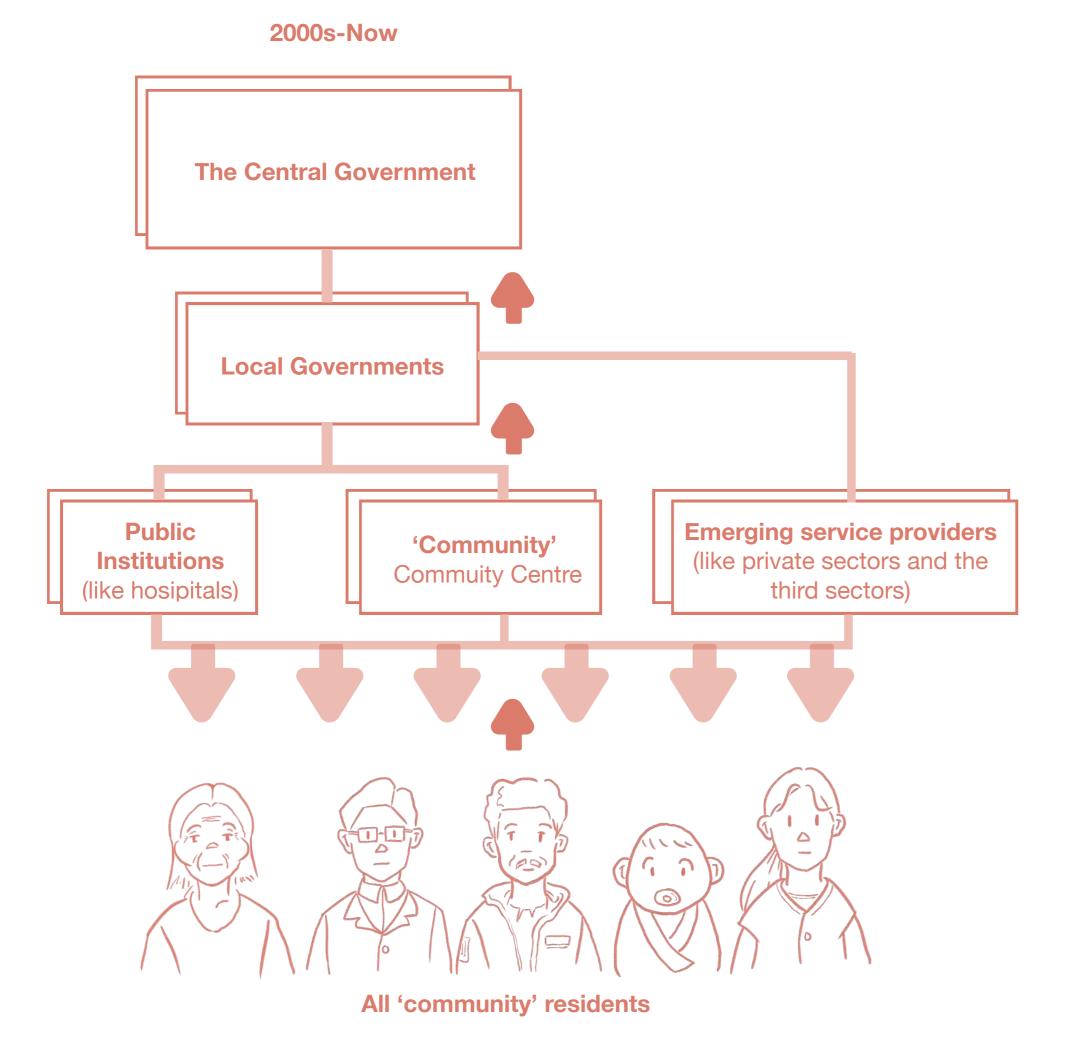


Fig .6 - The public service provision model nowadays, adopted from Fengqin Li

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By the end of 2017, there were already more than 168,000 'community centres' (including community services centres, stations and stops), and the urban 'community centre' coverage rate was 78.6% (MCA, 2017). This reform has far-reaching consequences on the 'community' goals and structures, which emphasise the importance of collaboration within the service systems, as the newest National Five-Year Plan (2016) indicated:

"We will work to improve the community service system and establish mechanisms for coordinated action between communities, social organisations, and social workers. We will improve management platforms for integrated community services, promote interconnectedness between public services, convenience services, and volunteer services, and work to provide one-stop services. We will make sure that integrated community service facilities are established in all urban communities and will make progress in developing such facilities in rural areas."

The new 'community' services system mode emerges in this background, and the promising improvement of service provision structure is the optimisation on the multi-participation mechanism and cultivation of social organisations partnership, private enterprises partnership, and civic engagement under the facilitation of 'community centre' (Li, 2012, p. 190). This mode tends to be a dynamic networking with the radiation effect balancing the interests among multistakeholders in the 'community'(Jing, 2015). With the process of the optimisation, the service provision model tends to reform under the policy shift as the Figure 6 shows.

---- 3.The current 'Community Centre' in China

3.1 The role of 'Community Centre'

3.1.1 The establishment of 'community centre'

Since the beginning of 2000s, there has been a massive social program to integrate the existing administrative structure (Street Office and Residents' Committee) and establish community centres throughout China. By the end of 2017, more than 160,000 community centres (25,000 community service centres and 143,000 community service stations) are built by government as a physical infrastructure to bridge the administrative management with society participation through local cadres inside the 'community centre'. (MCA, 2017) Meanwhile, there was a national standard of establishing community centre facilitation from MCA, which mentioned that each district was asked to establish at least one community centre or station of around 1,000 square meters, and each community service centre has to present at least 8 different social services for elderly, disadvantaged, children, lowincome households and the laid-off workers (Shieh, 2011, p. 109).

By the end of 2017, more than 160,000 community centres (25,000 community service centres A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Also, in the National Five-Year Plan, the MCA presented five principles of community centres,

"(1) to service the people;

(2) to share resources and responsibilities with all who reside in the neighbourhood unit;

(3) to systematically manage and bring together responsibilities and rights;

(4) to expand democracy and residents' selfgovernance; and

(5) to proceed according to the specificities of local conditions."

With the help of this policy and principles, 'community centres' in China already formed a vast community service system after more than a decade of practice (Xu et al., 2005). And the role of 'community centres' is going to be a key facilitators between local government and grassroots organisations (Research Centre of China Local Government, 1993, pp.12-13).

The role of 'community centres' is going to be a key facilitators between local government and grassroots organisations

3.1.2 The service facilitator - 'Community Centre'

As for the role of Chinese 'community centre', Xu, Gao and Yan (2005) have indicated that

"community centers are closely connected to local government in terms of administration, financial support, and primary leadership, they are independent in terms of function and service provision. To ensure that the services meet the needs of residents, the voice of local citizens and local institutions must be heard...the community center is both a service delivery system and an important nurturer of bottomup activities and local governance."

It emphasises the dural attributes of 'community centre'- it is a unique organisation where top-down governance and bottom-up activities are co-living. This unique attribute of 'community centre' enable it to be a perfect service facilitator in 'community service' provision. Based on the service provision model nowadays, the author illustrated the facilitating role of 'community centre' from **the vertical and the horizontal perspective** in Figure 7, and the changes from 1950s to nowadays can be found in the Figure 8.

The comunity centre is a unique organisation where top-down governance and bottom-up activities are co-living.

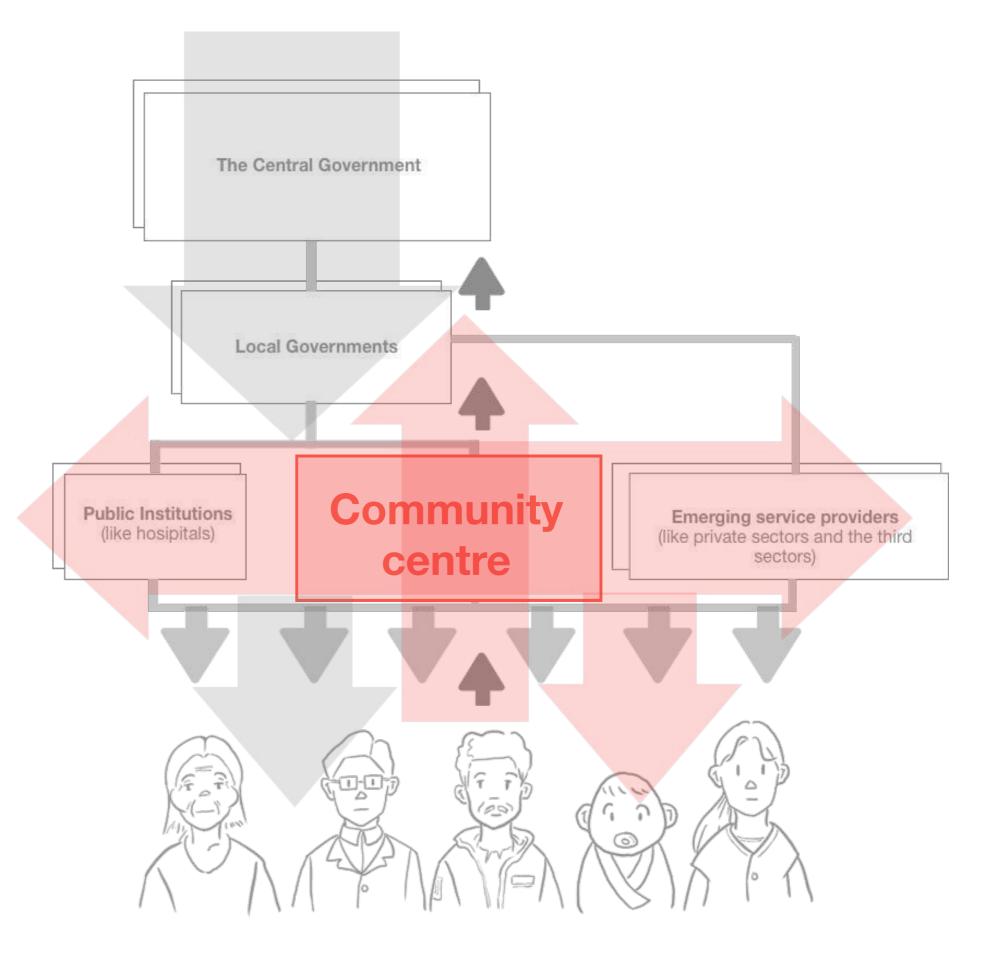
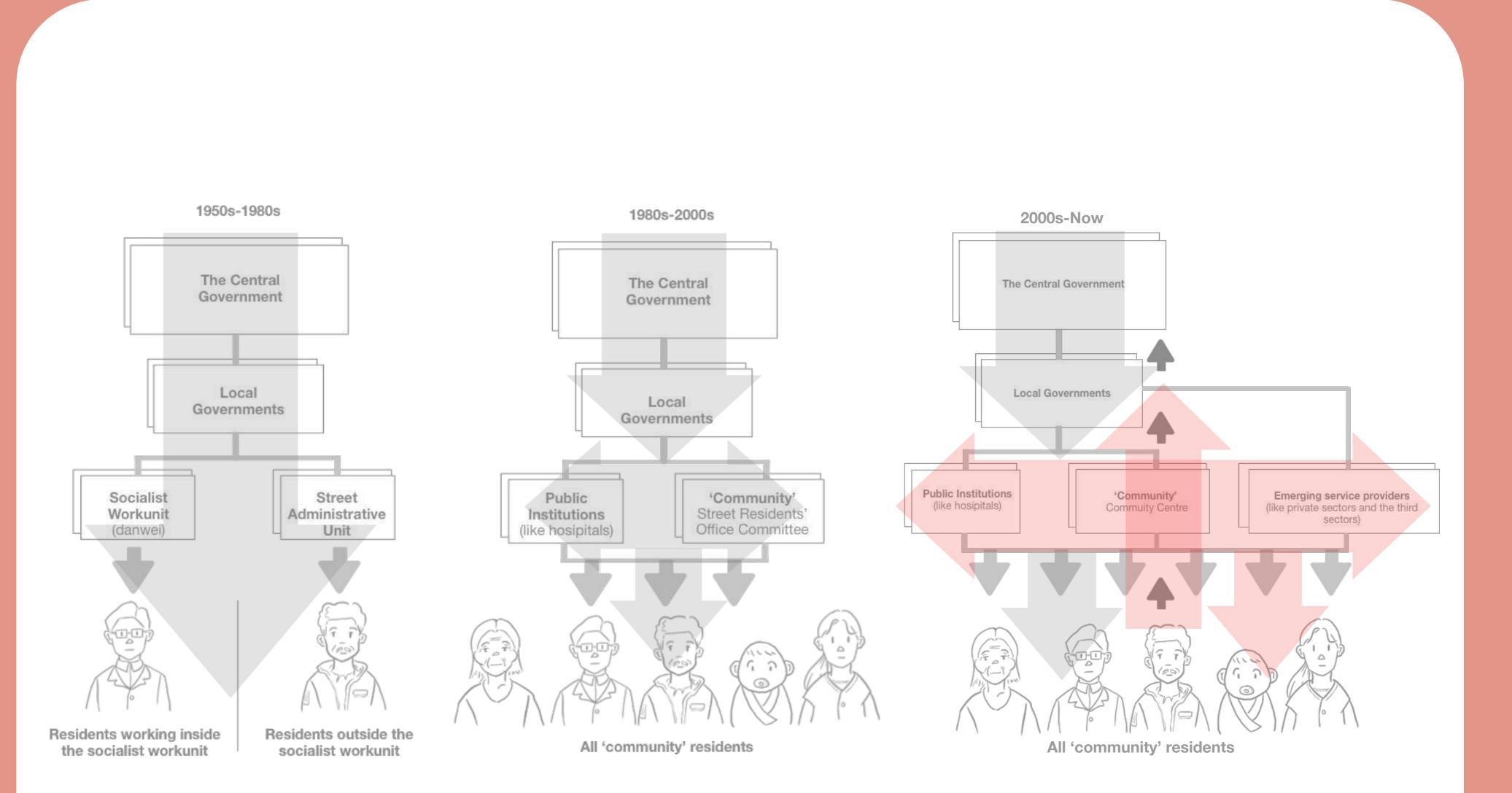


Fig .7 - The public service provision model nowadays, adopted from Fengqin Li





A vertical facilitator between government and local residents

As a grassroots organisation in local territory, the 'community centre' has long-term and stable relationships with local residents, who has great potential to identify service needs from local residents. Meanwhile, the 'community centre' inherits part of administrative authorisation from local government, who is a great portal to bridge local governments and local residents. The promising responsibility of 'community centres' is to better identify the residents' needs, and serve as a communication bridge between local government and residents.

A horizontal facilitator among emerging service providers

As an in-place organisation, the 'community centre' has deep understanding of local resources and contexts, who is promising facilitator to integrate resources from emerging service providers, as the principles two and three indicated, "to share resources and responsibilities with all who reside in the community; to systematically manage and bring together responsibilities and rights", and finally achieve the facilitation of the partnership building between local governments and emerging service providers for better quality services to residents.

A vertical facilitator between government and local residents and a horizontal facilitator among emerging service providers A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

3.1.3 Other stakeholders' roles in the community service system

Referring to the attributes of community centres, other stakeholders' role also can be identified in the similar way, as the Figure 9 shows according to the public service provision model nowadays.

The author identified the four main roles in the service system:

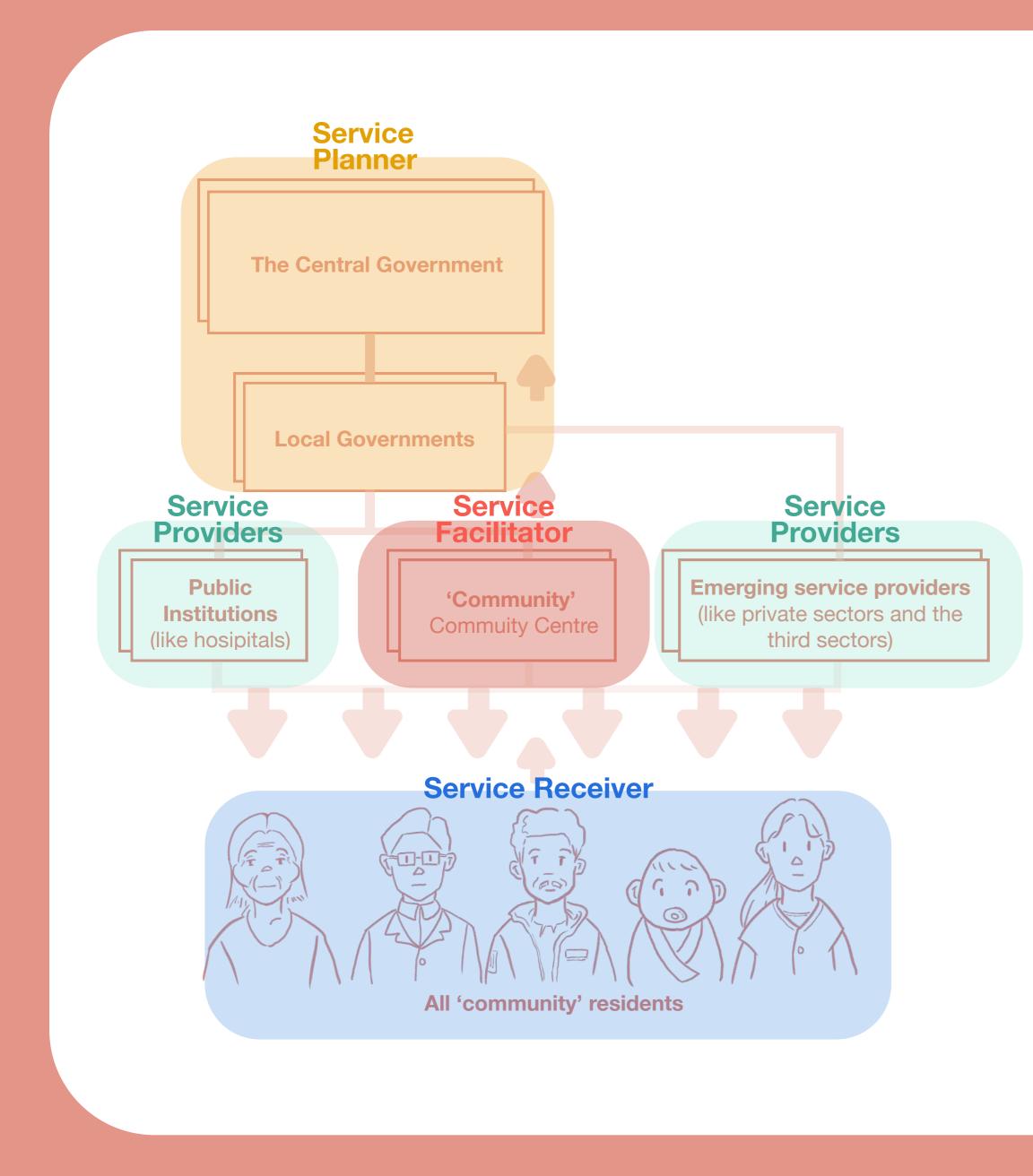
1. Service facilitators: The role who can active participant in the facilitation of the community services and has capability to intergrate resources and enable the communication among multistakeholders, like community centre workers.

2. Service planners: The roles who have the decision-making capabilities and closely work with the policy making on the community services, like local government cadres.

3. Service providers: The roles who directly provide services to the community residents, like public institutions, private companies, third sector organisations

4. Service receivers: The roles who receive the services and the direct users of services, like local residents

The classification also can be seen during babysitting training service in Feleng community centre as the next chapter presented.



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'Community Centre' (CC)

Service Planner



Service Providers



Public institutions Private sectors Third sectors ...

Service Receiver



Local Residents

3.2 Context Exploration: The Fengle Community Centre

3.2.1 The Overview of Fengle Community Centre

Shexian, one of the most famous tourism country-level city belonging to Huangshan city in Anhui province in eastern China (see Figure 10), around 2,122 square kilometres, with a population of around 500,000. Shexian has 15 towns and 13 villages with 10 'community centres', while the Fengle community centre is the youngest one built in 2016 and as a key community centre in the city equipped the newest facilities and the most innovative staff. 'Fengle' in Chinese means a fruitful and happy place.

The territorial area of Fengle community is around 4.8 square kilometres with 8 residential districts, and there are 8,900 long-term residents and 399 registered family in total. The biggest apartment complex in the community is Qichuanxincun Complex with 3,303 long-term residents, and this complex was built under the fund from local government mainly for low-income groups and government servants especially for disabled, seniors, and veteran soldiers, where the houses in this complex are in cheap rent and sale price. In the neighbourhood units, there are 8 state-owned institutions, 50 private enterprises and more than 600 individual and family business.



Fig. 10 - The Fengle community in Shexian, Huangshan city, Anhui Province, drawn by the author



Fig. 11 - The gate and building of the Fengle Community Centre, photo taken by the author

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Fig. 12 - The healthcare room in the Fengle Community Centre, photo taken by the author



Fig. 13 - The sports room in the Fengle Community Centre, photo taken by the author



Fig. 14 - The reading and study room in the Fengle Community Centre, photo taken by the author



Fig. 15 - The one-stop service hall in the Fengle Community Centre, photo taken by the author



Fig. 16 - The dance and Beijing Opera room in the Fengle Community Centre, photo taken by the author

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The area of Fengle community centre is 1097 square meters, located in the Qichuanxincun residential complex, equipped with service counters, convenient station, police stop, volunteer stations, teenagers activity room, children room, senior activity room, senior day care room, women room, library, gymnasium, opera room, calligraphy room, study room, meeting room and so on. And there are 8 formal staff inside the Fengle community centre.



Fig. 17 - The senior daily care and rest room in the Fengle Community Centre, photo taken by the author



Fig. 18 - The children game room in the Fengle Community Centre, photo taken by the author

3.2.2 The establishment of 'community centre'

Most community centres in Shexian facilitate similar service fields, and Fengle community presented a table in the workplace illustrating the service types (see Table 2). In the practical, there are more than 25 detailed service items in one 'community centre'(Li, 2012).

It is important to point out that the direct service providers are There are more than 25 detailed service items in one 'community centre'.

state-owned institutions like hospitals who provides chronic tracking service, third sectors like Chinese volunteer association who provides volunteer educational services and private sectors like the home services company who provides employment tutorial services. The community centre mainly plays a role of facilitator to mediate the service provision in the physical space. Also the community centre has the responsibilities for collecting feedbacks from local residents and convey their needs to local residents, and for participanting the planning process of service decision-making. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Table 3 - Fengle community centre service fields, 2018, drawn by the author based on community centre instructions on the wall of Fengle community centre

| Service fields | Service and Infrastructure |
|----------------------------------|---|
| Cultural Service | reading room, library, game room, opera room, calligraphy room, study room, meeting room |
| Sport and Recreational Service | dance hall, gymnasium |
| Information Referral Services | employment referrals, legal consultation, housing referrals for disadvantaged, employment tutorial service |
| Welfare Service | disabled certification, social insurance service, medical insurance service, senior care program, endowment insurance service, low- income household assist program, heavy disease assist program |
| Health Service | chronic disease tracking, women cancers checking service, primary prevention service |
| Family Planning Service | reproductive health eduction service, reproductive registration, maternal and child health care service |
| Educational Service | volunteer service, community children educational service, environment educational services |
| Marital and Funeral Service | population registration, marriage registration |
| Convenience Service | basic facilities and tools, home appliance repair service, community locker, basic help- line |

3.2.3 Organisational structures in the **Fengle Community Centre**

As the developing of community construction under the policy, the Fengle community centre followed network-oriented structure as the central government required. Based on the interviews with the head of Fengle community centre, it can be concluded that there are seven level actors in this network: The first level supervisors are from Shexian local governments including different departments like Civil Affairs Department, Social Insurance Departments, National Land Management Department and so on, and the second actor and the third actor belong to he group of Fengle community centre, are eight staff who responsible for the all services facilitation mentioned in the previous paragraph and six police officers who responsible for the area around Fengle community. Then the fourth actors are eight resident representatives from eight residential districts in the community, while the fifth actors are eight building property companies in the eight residential district. Finally, the sixth actors are registered volunteers (see Figure 19).

Network-oriented structure

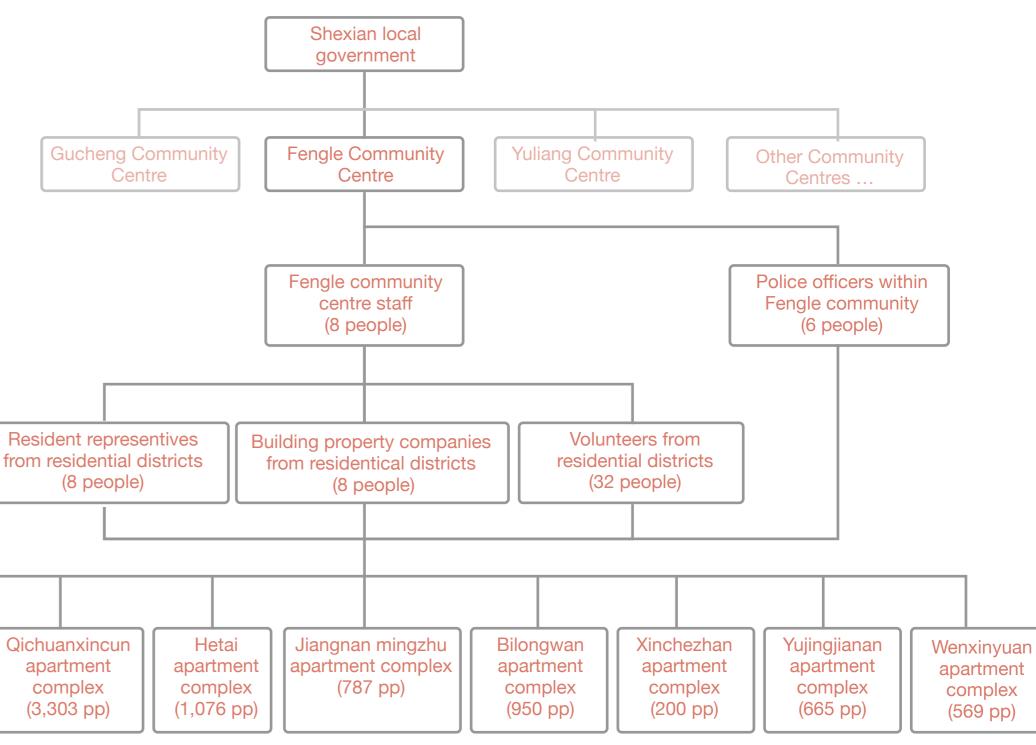
Xinduboyuan

apartment

complex

(899 pp)

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.



pp. =People

Fig. 19 - The Fengle community centre organisational structure, drawn by the author based on the institutional

3.2.4 The community workers in the Fengle Community Centre

As the community centre is the main research focus, it is important to understand the background of staff who are working in the Community Centre. By 2010, there are 430,860 staffs in the local community centres in China, and 5.09 staffs per community centre in average. Most of staffs are under the 55 years old but older than 30 years old, and regard to the education level, over 88% staffs haven't reached bachelor degree (Zhang, 2014).

In this research on the Fengle Community Centre, the author would use the nick name when referring to the staff. The staff in this community centre are not professional social workers but have related working experience in civil affairs field. Actually, here are mainly two channels to hire new staff in the community centre: 1) recommended by local government who had related working experiences in governmental organisations; 2) pass the national civil servant and social worker test, then be allocated to a specific community centre.

There are 8 staffs in total, and 3 of them are contract employee. The oldest staff is 47 years old who has been working in the community for 15 years while the youngest one is 34 years old and has been working in the community for 4 years. The internal management inside the Fengle community centre tends to be very flat, as the head Yao is responsible for the overall activities, and other 7 staff are responsible for different service areas separately as the table 4 below shows.

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But the detailed services fields are too many for one centre with only 8 staff, they have to help each other in different projects to complete the work tasks. Also, considering the complexity of services in the Fengle Community Centre, this research tends to more focus on the single service in the community as presented in the Chapter 4.

Table 4 - Fengle community centre staff, 2019, drawn by the author based on community centre instructions on the wall of Fengle community centre

| Responsibility | Actors that frequently work with |
|---|---|
| Overall facilitation | All actors mentioned below |
| Information Referral Service, Welfare Service | Shexian Ministry of Civil Affairs, Ministry of Social Security and Human Resources (Governmental actors) Residential representatives, Volunteer Association |
| Family Planning Service, Health Service, Marital and Funeral Service, Sport and Recreational Service | Shexian Ministry of Health, Ministry of Civil Affairs, Shexian Polulation and Family Planning Commission, Hospitals (Governmental actors) Women and Children Association, Related private companies, Residential Representatives, Volunteer Association |
| Family Planning Service, Health Service, Marital and Funeral Service, Sport and Recreational Service | Shexian Ministry of Health, Ministry of Civil Affairs, Shexian Polulation and Family Planning Commission, Hospitals (Governmental actors) Women and Children Association, Related private companies, Residential Representatives, Volunteer Association |
| Educational Service, Cultural Service, Welfare Service | Shexian Ministry of Education, Ministry of Culture, Ministry of Social Security and Human Resources, Shexian middle schools (Governmental actors) Local cultural organisations, Related private companies, Residential Representatives, Volunteer Association |
| Educational Service, Cultural Service, Welfare Service | Shexian Ministry of Education, Ministry of Culture, Ministry of Social Security and Human Resources, Shexian middle schools (Governmental actors) Local cultural organisations, Related private companies, Residential Representatives, Volunteer Association |
| Document making and management, Event Promotion | Shexian Ministry of Reform and Development, Ministry of Economy, Office of Broadcasting and Television, Shexian Publicity Department (Governmental actors) |
| Document making and management, Event Promotion | Shexian Ministry of Reform and Development, Ministry of Economy, Office of Broadcasting and Television, Shexian Publicity Department (Governmental actors) |

4. The community services system: Fengle Babysitting Training Service Observation

To have a deep understanding of the 'community service' systems and mechanics in the Fengle community, the author closely observed the interactions among community centres staff, the private company representatives, civil servants from the departments of local government and residents in the service program called Babysitting Training Program, and the author tried to concluded the basic service system roles and interaction processes based on observations and interview within this service.

4.1 Babysitting Training Services in the Fengle Community Centre

It was an event hold by Shexian Ministry of Civil Affairs and Ministry of Social Security and Human Resources, and cooperated with a private babysitting companies who was responsible for teaching the knowledge of babysitting. The target of this event is the laid-off residents especially women in Shexian, and main objective is to help them find babysitting jobs through this one week daylight class. The local government paid the training fees to the private babysitting company, while women can attend the class without any additional fee and just have to show their social security card as the qualification. The final participants were around 70 people. The class was hold every morning in the Fengle Community Centre, and it has contiuned for 14 days in total end with an examination for the participants.

And the Fengle community centre facilitated to promote this event to local residents, provided the infrastructure like meeting rooms, register counter, presentation tools for this events, and also responsible for collecting the feedbacks and presenting to local governments (see Figure 20.a.b.c.d). A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

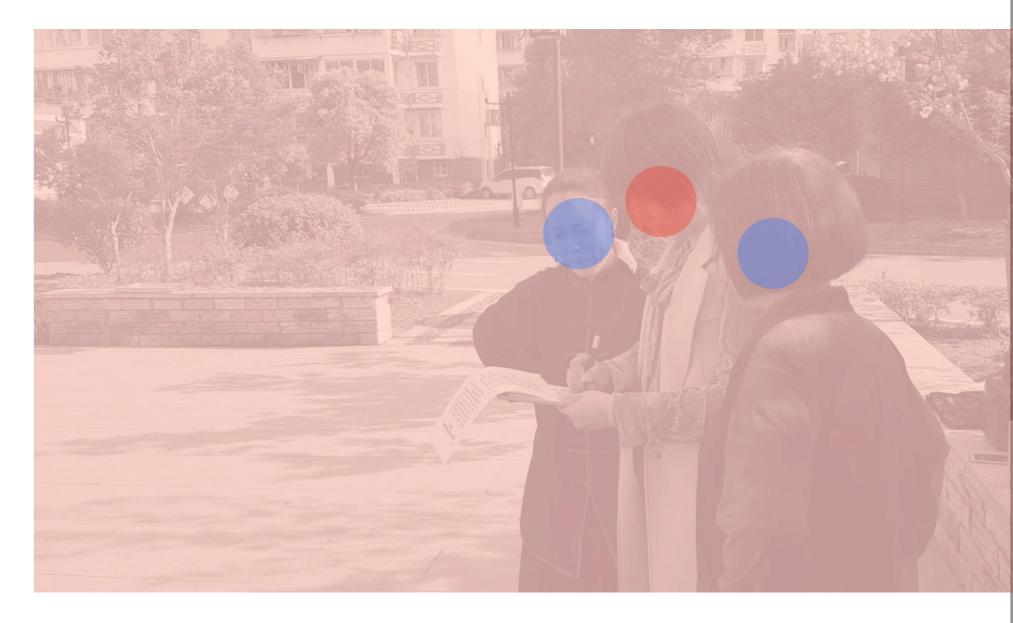


Fig. 20.a - The preparation of the babysitting training service-interview the needs of local residents, took by the author. (The four colors stand for different stakeholders, and the blue is for the service receivers, the red is the service facilitators, the yellow is the service planners, and the green is the service providers)



Fig. 20.b - The preparation of the babysitting training service-place and process arrangement discussion, took by the author.(The four colors stand for different stakeholders, and the blue is for the service receivers, the red is the service facilitators, the yellow is the service planners, and the green is the service providers)

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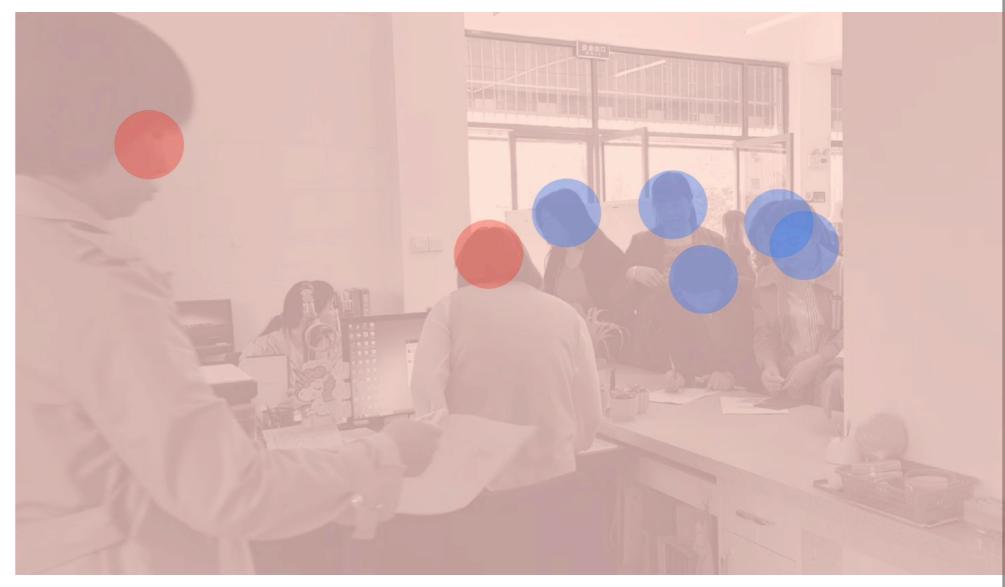


Fig. 20.c - The daily registion for attending the class, the photo took by the author.



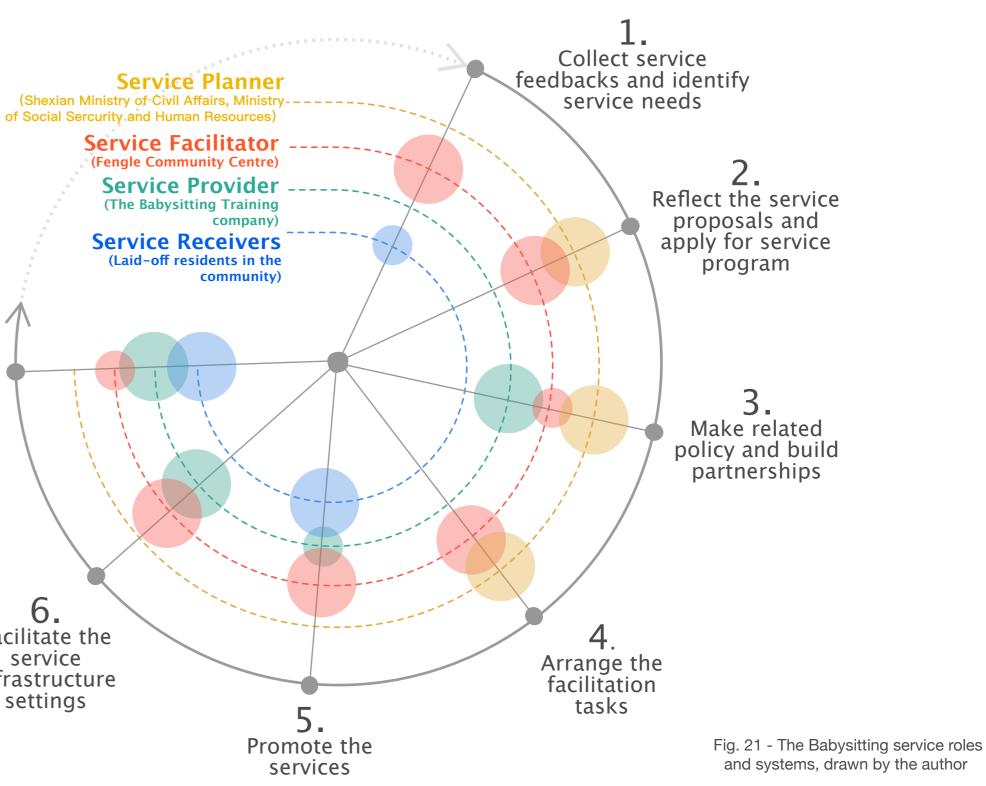
Fig. 20.d - The introduction of this services before the class started, the photo took by the author.

4.2 The service systems in the Fengle Community Centre

During the process of planning and delivering the babysitting training services in the Fengle community centre, it appeared mainly four roles: Service Planner, Service Facilitator, Service Provider and Service Receiver. The service planners are departments in the local government like Shexian Ministry of Civil Affairs and Ministry of Social Security and Human Resources who plan the policy and make the decision on providing what kinds of services. And the babysitting training company as a private sector collaborating with local governments is the real service provider who produces and delivers the services and gets funds from governments. The service facilitator is the Fengle community centre in this process who has to interact with residents for service promotion, with the private company for infrastructure setting, and with local government for service feedbacks delivery. The laid-off residents especially women who are living in the Fengle community and attended to the training class are the service receivers. As the Figure 21 shows below.

And from the interviews with Yao, the head of Fengle Community Centre, the whole process can be described in seven steps: 1) The service facilitator identifies the laid-off residents needs; 2) Then the facilitator presents potential service proposals and suggestions to service planners, and apply for service program for their community; 3) The service planners make the related policy on the services and build A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

partnerships with potential service providers based on the proposals. 4)The service planners arranges the facilitation tasks to service facilitator. 5)The service facilitator helps to introduce the services to residents 6) and facilitate the providers to prepare the services. 7) Finally, the service providers can deliver services to service receivers. And the new services would reach to next iteration with feedbacks of the previous services.



4.3 Problem Definition

It seems to be a smooth and completed process starting from service receivers to planners and then back to service receivers again, but a lot of problems emerged around the service facilitators in the whole process of this babysitting service, especially when the facilitator interacts with service receivers, with service planners, with service providers. From the result of the services, the number of participants in the babysitting training service is 78 from 9 community centres throughout Shexian, while the total number of laid-off women is more than 1500.

When the community centre were preparing the physical rooms and materials like registered form, guide posts for residents, it was a black box as the company didn't know what resources that community centre has and the community centre did't have a clue of what the company need. In the reality, one day before the training class, the company representatives firstly visited the Fengle community centre, and realised that chairs and tables were not enough for participants, then they had to hurry to buy some new tables and chairs and assembled them quickly.

The similar problems happened in the morning of the service started-A lot of participants did't take their social security cards for registering, so around 2 hours postpone because of the chaotic register process. During the training class, half of participants gave up the class before the end, because they did't have time to finish all the class and believed the timetable of the class was unreasonable.

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It was the first time of the company to collaborate with community centres, so it was common that they didn't work very smoothly. But if the community centre as a good service facilitator can prepared better while working with this emerging service providers, it also expand the possibilities of more cooperation in the future, and then the community can enjoy plenty of service resources beyond the public institutions. Meanwhile, the outcome of the service indicated that the services were not planned closely based on the residents' needs. If the community centre can identify the service needs of residents and provided more practical suggestions or service proposals, it would be a more effective and efficient service. From interviews with participants, and observation in the process, the author concluded three main problems of service facilitators.

The service facilitator lacks of capability to identify service resources and service needs

When the staff in the Fengle Community Centre tried to collect the voice of local citizens in step one, they made little efforts on interviewing and analysing the residents needs of babysitting training courses in reality. The need of learning babysitting knowledge comes from hypothesis without in-place research even though the staff of community centre are working inside the community everyday. On the one hand, the staff are not professional social workers or designers, and they have some experiences in civil affairs areas who were managing roles instead of serving roles (Yan, 1997), so they are not used to closely interview and identify the needs of local residents. On the other hand, the staff understand the importance of resident-centred spirit, but they don't know how to effective hear from local residents and how to transfer residents' words to service insights.

The service facilitator lacks of capability to create and present good service proposals to local government

Without enough evidences from residents and without ability to create service proposals, the service facilitators are inactive when they try to discuss with service planners and apply for services programs to their community. In this babysitting training service, the proposal was mainly generated by local government, and the community centre didn't show too much contribution on providing service suggestions based on the understanding of laid-off residents in their own community, which can be a main factor that leads to the low participant and satisfactoriness rate of the babysitting training services.

The service facilitator lacks of experiences to facilitate service providers like private sectors and third sectors who are outside governmental systems.

The community centres are familiar with working with public institutions like state-owned hospitals, schools and different kinds of governmental bureaus while has little experiences working with private and third sectors. In this babysitting training service, the babysitting company provided a rough outline and introduction of the services to community centre about one month before the service, and hope the community centre to help with the service promotion and some infrastructure settings. Then the company just visited the community centre one day before the service to check if everything was ready. Apparently, it was not enough. A good collaborative process and the context between emerging service providers and service facilitators are needed to make the service production process go smoothly.

deliver services

7.

Produce and

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

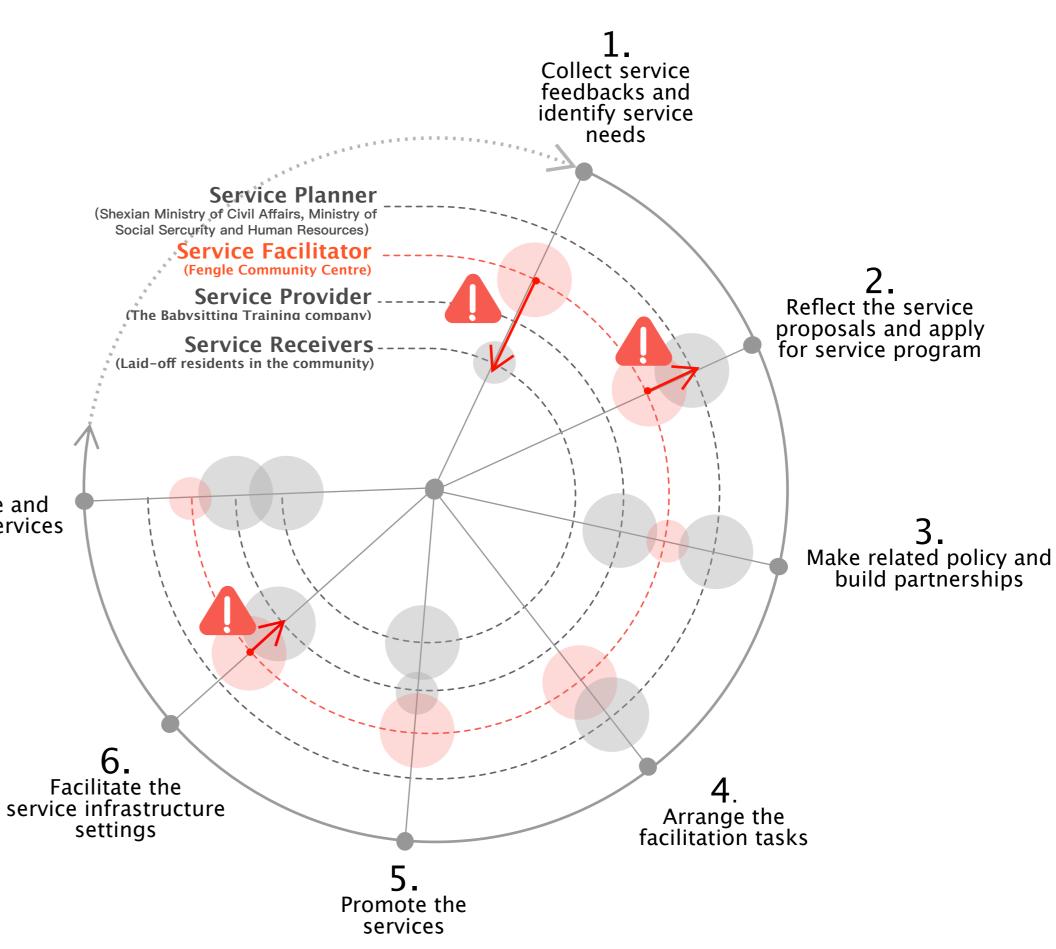


Fig. 22 - The problems druing the Babysitting trainning service in the Fengle Community Centre, drawn by the author

- 5. Designing for Public Service with Community Centre in China

5.1 Designing for the public service

The directions of public service design

Learned from fruitful design practices, Giordano el et. (2018) presented two directions of solving wicked problems: 1) citizens are going to self-organise to create sustainable service solutions; 2) public organisations are looking for new approaches to improve the quality of service offerings and rebuild the relationship with citizens. Considering capabilities of service design, Freire and Sangiorgi (2010) concluded two design strategies: designing with organisations from inside-out and designing with communities and users from outside-in. To be more detailed, the first one is that design works with communities and cities, where design intervenes to facilitate citizens to create sustainable service solutions by themselves through collaborative initiatives, informal networks, self-help groups, in which design works with local citizens and focus on building the citizens' capabilities of selforganising and problem-solving. And the second one is that design works within organisations to embed human-centred design and improve the quality of service provision.

But since the complexity of public service system, working on only one side of the strategies without consideration of interactions among organisations, users and communities,both of these design directions should be taken into consideration from a system view. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Service design for complex service system

Following the previous two design strategies, the emerging wicked problems, like ageing problems and large migration flows, can't be solely solved by one service but should be considered in a complex system and be solved in a higher level with systemic thinking considering both organisations and users. As Cottam and Leadeater (2004) indicated, "A wide range of prominent issues, including the environment, crime, and public health concerns such as smoking and obesity, cannot be adequately addressed by traditional services." Addressed this situation, service design has been considering innovative means for better public services, with a distinctive focus on involving both public organisations and citizens (Sangiorgi, 2011). Furthermore, service design practices have showed the capability of design that can catalyse innovation in the system with multistakeholders including citizens, social organisations and administration as Meroni, Corubolo and Bartolomeo (2017) presenting from the EU-funded project. To sum up, the success of service design in redesign public service "dues to service design's aptitude for system thinking, sense-making and skill training" (Meroni & Corubolo, 2017).

As Amaral and Uzzi (2007) mentioned, "In contrast to simple systems, such as the pendulum, which have a small number of well-understood components, or complicated systems, such as a Boeing jet, which have many components that interact through predefined coordination rules, complex systems typically have many components that can autonomously interact through emergent rules." The public service system is a typical complex service system including diverse resources connected internally and externally to multi-level subsystems by value propositions (Maglio et al., 2009). And the problems related to public service can't be solved separately without the consideration of systems, so the design target is going to be the whole-system ecology (Jones, 2014). Service design has developed integrated design process (Dubberly & Evenson, 2010) while systemic design presented similar design framework based on service design process for facilitating multi-stakeholders collaboration in the complex system (Jones, 2018). Meanwhile, systemic tools like blueprint map, service ecology map, stakeholders map, system map and so on, are essential service design tools which are developed to facilitate dialogues and conversations between different stakeholders and improve the service qualities in the complex system for not only economy increases but also social innovation (Giordano et al., 2018).

System tools of service design for communication

A number of service design tools (user journey, service blueprint, stakeholder map, prototypes) are useful for designers to represent a given context, a concept, a system, a service experience, etc. (Diana, Pacenti, & Tassi, 2012; Giordano et al., 2018; Stickdorn, Schneider, Andrews, & Lawrence, 2011, p. 220). By using visual representations, designers can understand, analyse and furthermore imagine and design new solutions. Furthermore, the purpose of these tools is not limited to representing or communicating, these visualisation tools can be used collaboratively to trigger discussion in a design process. In this way, they may support the collaboration of different people in multiple ways (Gaver, Dunne and Pacenti, 1999; Eriksen et al., 2014; Sangiorgi, Patricio and Fisk, 2017). Here, the author lists some typical system tools of service design

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-Service blueprint map

The service blueprint is a map that accurately illustrates the service system so that the different system stakeholders can understand and discuss it objectively and enable them out of individual opinions. And the service blueprint map shows the service through the whole process of service delivery, the roles of different stakeholders, the visible touch points of stakeholders, and all kinds of invisible internal interactions (Bitner, Ostrom, & Morgan, 2008). There are five components for depicting systems: physical evidences (touch points), user actions, front stage activities of contact people, back stage activities of contact people and the support processes (Figure. 23), which is a good visual tool to identify pain points of current systems and display technical mechanism of potential system.

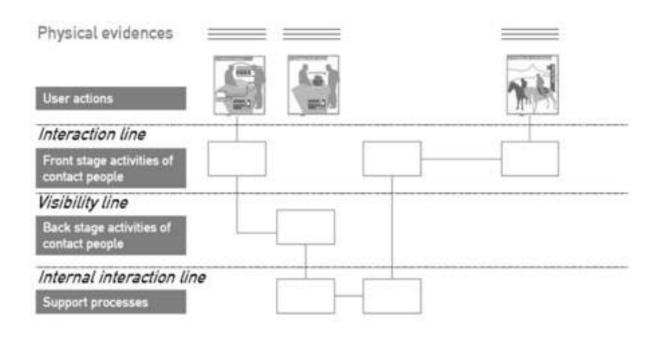


Fig. 23 - Service Blueprint Map (Bitner, Ostrom, & Morgan, 2008).

-Stakeholder map

The stakeholders map is a basic service design tool for system roles' visualisation , and it displays an overview of system network relations which can be uses as the basis of stakeholders' conversation in the workshop. Therefore, the stakeholder map is defined as an essential conversation tool for designing peopleled public services in the recent paper (Giordano et al., 2018), and this paper also provides the usual steps to make a stakeholder map:

"When doing a stakeholder map, the usual steps are the following: identifying who all the involved stakeholders are or which stakeholders might be involved, mapping them visually and finally analysing their relationships (ibid, 2010)."

Stakeholder map as a tangible tool can facilitate designers to open up discussions within the complex system they are working on, also, the visual style of map decreases the learning and understanding load so that enable stakeholders to participate in the design process.

FUTURE

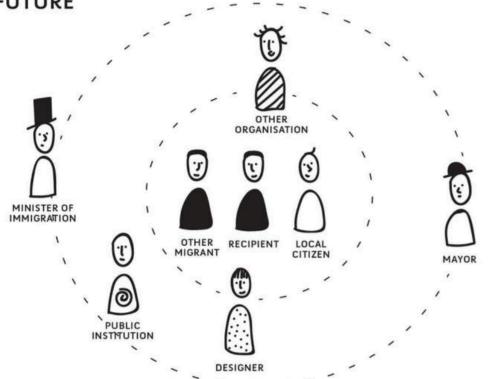


Fig. 24 - Stakeholder map of a future vision done by the design team before the workshop (Giordano et al., 2018).

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-Motivation matrix

In the motivation matrix, every actor's expectations are defined based on their evolvement of the system, and interactions between different stakeholders would be reconsidered (Figure.25).The network, skills, motivation, and knowledges of every actors within the system can be fully displayed in the matrix, which is a helpful tool to explore and analyse the resources of local communities (Manzini, Collina, & Steve, 2004).

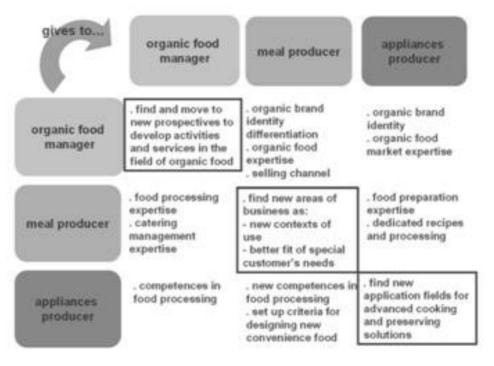


Fig. 25 - Motivation matrix (Manzini, Collina, & Steve, 2004).

-Service system map

The system map is a visual illustration modelling a system through the analysis of the actors' network, the flows of information, goods, and money. The identification of the system actors, interactions and exchanges is critical to explore the hidden system resources, and knowledges that can be mobilised and expanded (Morelli, 2007). The system map consists of actors, products, and infrastructures which indicates potential scenario models of the interaction between stakeholders. It can be described as an adaptive actors' map to analyse various future scenarios as Figure. 26 shows.

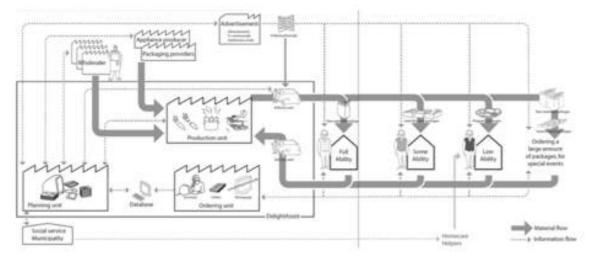


Fig. 26 - Service System Map (Morelli, 2007)

The role of service designer in public service -Facilitator and Capability Builder

To cope with the wicked social problems and improve public service qualities, the role and perception of designers is changing and as Morelli (2007) mentioned:

"Designers will no longer be proponents of a set of products and services to passive users, but rather the facilitators of a system of value co-production. Therefore, they will loose the central role they had in the previous contextual condition, and become catalyses in a networked system."

Furthermore, according to many social innovation programs, public-private partnerships and community initiatives in relation to sustainable public services, the role of designer becomes more diverse as Meroni and Corubolo (2017) illustrated: A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

"Design is a capability that everybody possesses. In its very essence this role is similar to incubating, using a 'collection of techniques that can be used to prove an idea, develop a team and de-risk ventures for laterstage investors' (Miller and Stacey 2014: 4). When it comes to social innovation, the designer's job is thus a mix of capacity building and professional consultancy for designing practices that can be equated with services (European Commission 2013)."

The role of service designer in relation to public service can be concluded into two main roles: the service facilitator and the capability builder.

When a service designer acting as a facilitator, he becomes catalyses to join up different thinkings, motivations from different system stakeholders, enable better collaborations, and mobilise the hidden local resources. With the support of system tools, designers translate conversations into visuals and facilitate collaboration among the stakeholders (Yee, Tan, & Meredith, 2009). Another important role of service designer is the capability builder. Acting as a 'conduit' of knowledge transfer, the service designer embeds design processes and methods into the service organisations existing processes and empower key persons within the system to sustain service once the design intervention has finished which insure the sustainability of service provision (Yee et al., 2009).

5.2 Designing with Community Centre in China

In the Chapter 4 as the babysitting service indicates, the author defined the role of community centre in the Chinese public service system is a key facilitator among residents, local governments, and emerging service providers, while service designer has potential to plays the role of service facilitator and capability builder based on previous analysis. Also, from the analysis of the history of Chinese public service system and the future plan of Chinese Community, the role of workers in Community Centre is a service facilitator both in vertical view between local governments and residents and in horizontal view among different emerging service providers. Then, how might service designers work in the specific Chinese context and what is the role of designers? In this chapter, continuing with capabilities of service designers in public services, the author would analysis the limitation, capabilities and the potential role of designers in the culturally specific social spaces-the Community Centre in China.

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Design for the community service in China

In China, innovation of public services basically has limited relations with service designers. It's more about policy making and public administration reform, however, there are more and more Chinese designers, agencies and design academic departments (see Table 5) start to pay attention to social issues and try to utilise design methodologies and tools in local communities. In this part, the author would analyse the limits and potentials of designer's role in Chinese contexts based on case studies.

Here, the author selects one case in China and conduct interviews with designers from this case to understand the role of service design and designer in Chinese public service fields, and the selecting criteria is that firstly designers are key participants in the program; secondly, designers work on public service issues; and thirdly, designers closely work with local residents, primary-level cadres or, related service providers.

| Orgnizations | Cases Examples | Time | Key participants | Key value |
|--------------------|---|---------|---|--|
| Makepoints (造点) | Aixin Supermarket - Poverty Alleviation Service (爱心超市扶贫项目升级) | 2018.12 | Designers, Local government cadres, Poverty alleviation families | Embody design in local public service system |

Table. 5 Chinese design case study overview, made by the author

Case Study - Aixin Supermarket

Makepoint¹ is the first social innovation design consulting agency in China focused on social values and the common good and it has great experiences working with local governments, social organisations and emerging companies.

Background

The Poverty Alleviation Service Redesign program (also called Aixin Supermarket) focused on how to help the local government cadres and community workers effectively motivate the poverty alleviation families their inner energy towards to the life. Designers from Makepoints together with Fenghuang Press and the psychology experts from Chinese Academy of Sciences went to Neimenggu province and did the field researches, then provided improve proposal of the existing poverty alleviation service. Aixin Supermarket is a tool to help poor households to stimulate their production motivation. Grassroots community cadres will conduct two assessments with scores for poor households every month, which will base on the situation of poor households for household health, production and collective activities. The total score is 50 points per month, which is equal to 50 yuan. Poor households can go to the designated supermarkets in exchange for the corresponding living materials, which are issued once in three months. They cannot be redeemed and cannot be exchanged for alcohol and tobacco.

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Design Process

Makepoints designers visited 13 local households, and conducted in-depth interviews with poor households, normal households and local government cadres from different levels. To get insights from households for some abstract topics, designers prepared new research tools for better communication (see] figure.5.2.1). Through the field research, the Makepoints group found when the poor households chose the living materials, they didn't only choose some consumables, but chose tricycles, cows and other production materials, which showed that they were willing to work hard for a better life. Meanwhile, designers found some problems, for example, the poor households (service receivers) was not informed of the rules of Aixin Supermarkets, so it was difficult for them to make a change in living habits. And the score assessment process lacked transparency, and the fairness of the score is questioned by the service receivers. For the local community cadres, they thought that the workload was too large, and the loweffectiveness lead a lack of enthusiasm in implementation. Moreover, the Aixin Supermarket had very little influence among the service receivers because of some village custom. The poor households usually do not take the initiative to refer to the project with other villagers, and the community cadres hadn't taken responsibility of expanding the publicity of Aixin Supermarkets. Therefore, the other villagers knew less about the project.

¹ https://www.makeapoint.cn/english-1

Final Outcome

The final outcome of the field research is a series of optimisation suggestions. This includes improving the transparency of score assessment process, allowing the poor households to correlate points and actions, so they would understand why their points are low or high; then increasing the collective review process, the community cadres would publicise the scores of the poor households, so that the scored targets can jointly suggest the project; finally adding some more methods to exchange living materials like use cash for exchanging some productive materials.



Fig. 27.a - Aixin Surpermarket program interviews, from the Makepoints website : https://www.makeapoint.cn/178998112759

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Fig. 27.b - Aixin Surpermarket program interviews, from the Makepoints website : https://www.makeapoint.cn/178998112759

5.3 Analysis and Discussion

And it can be understood from the Aixin Supermarkets case. The way of design intervention in the local community field in China nowadays, is more like designers as capability builders trying to develop and embody in user-centred thinking of front-line staff. Designers proposed some suggestions to improve the information transparency and help the service planners (local community cadres) better understand the poor households' real needs through some tools.

The author also interviewed a designer, Zhang, from Makepoints to get deep insights of designer's role and influence in this field. As Zhang said,

"The programs that the service planners are government departments usually focus on the experience improvement of some public space. Although their opinions and thinking to the design more related to the top blueprint style, they still have great interests and are very open to accept the usercentred thinking. And as designers, we can only provide some previous research, design guidelines and some proposals. The actual executors are still the front-line staff like community workers and local government cadres.'

From her words and the Aixin Supermarkets case, it can be understood that designers are more like external experts who intervenes in this complex service systems, tries to find out the key facilitators, and enable them better facilitate the service system. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Designers as capability builders and community workers as service facilitators

As previous chapter mentioned, the roles of service designers in the public service design are facilitators and capability builders. But from the case study and the interviews with the Chinese social designer, the author gradually understood, in the Chinese context, the front-line community workers are the actual service facilitators in the public service system and they are potential enablers for service designers. While designers, in this context, equipped with user-centred thinking and various communication tools which is suitable to the complex systems, play the role of capability builders, and provide tailored proposals to improve the service qualities. the traditional design process introduced by Sanders and Stappers (2008) should be rethought because of the complexities of designing with Chinese communities. The traditional design process is defined as a 'fuzzy front end' with a final solution, but when design activities relevant to complex systems, design process is usually seen as an on-going activity (van der Bijl-Brouwer, 2017) and the outcomes tend to be some tools to enable nondesigners participant in design process. To be more detailed, combined with the condition of Fengle Community Centre, there are three main reasons that community workers have bigger potential to be good service facilitators in Chinese context comparing to service designers.

1. The community workers have lived with residents for long time, for example, Yao as the head of Fengle Community Centre has worked and lived in Fengle Community for 8 years and has organised a lot of activities with local residents together. So community workers have deep understanding of the formal and informal resources in the community like physical materials, official policy, active residents, disadvantage families, and so on. Comparing to service designers, they take advantages of local resources and knowledges to become a better service facilitator.

2. Considering the complexity of designing with communities, the design and evaluation process may cost a long period like much longer than two year, however, service designers cannot closely work in communities for that long period. On the contrary, community workers live close to the community centre and would be long-term stay in the community. Therefore, they may better play the role of service facilitators as they have abilities to closely observe the new service and get feedbacks in time.

3. The cost of service design for on-site public service would be very high. The service design as a young discipline in China, there are a huge lake of available training in service design. On the one hand, there are less than ten universities open the service design master program, so the human resources are poor in this field. And the expenditure to hire a group of service designer conducting field researches and generate proposals that coherent with the context would over 100,000 yuan per attendee depending on the duration and difficulty.

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So, the most efficient way to make full use of the limited designer resources is to gather the designer's power to developing tools, that decrease the learning load to become a good service facilitator in public service system. Designer's responsibility is to create platforms or tools to help the front-line staff to build capabilities as a good service facilitator.

To conclude, designers as capability builders help community workers to become a better service facilitator in Chinese context can be a potential direction to improve the effectiveness and efficient of public service. And as Cantu (2012b) illustrated in the a community centred design:

> "Design professionals are required to have two main competences: on one hand the ability to gain knowledge about the community by field immersion and to develop empathic relations with its members; on the other hand to use design knowledge to design with and for the community, developing tools to enable the co-design of new solutions coherent with the context and allowing nondesigners to apply their knowledge and professional skills to the issues discussed."

To allow the Chinese community workers to apply their own knowledge and professional skills to improve the public service qualities, designers would take the responsibilities to build the community workers design capabilities through designing tools and platforms for them. 6. The design project for community workers in the Fengle Community Centre

6.1 Plan of Stakeholders Interviews

The objective of interviews

From previous chapters, the author researched the broad context of Chinese community centre, and defined the role of designers and community workers. There are three objectives to conduct some in-depth interviews with community workers, private company project managers, and government cadres:

Firstly, to get deeper understanding of community workers' daily work. Then, to figure out community workers' real needs when interact with other stakeholders and other stakeholders' attitudes to work with them. Thirdly, to figure out designers current situation in this field.

The classification of interviewees

As it is defined from the previous analysis, there are four main roles in my thesis as the figure. 28 shows:

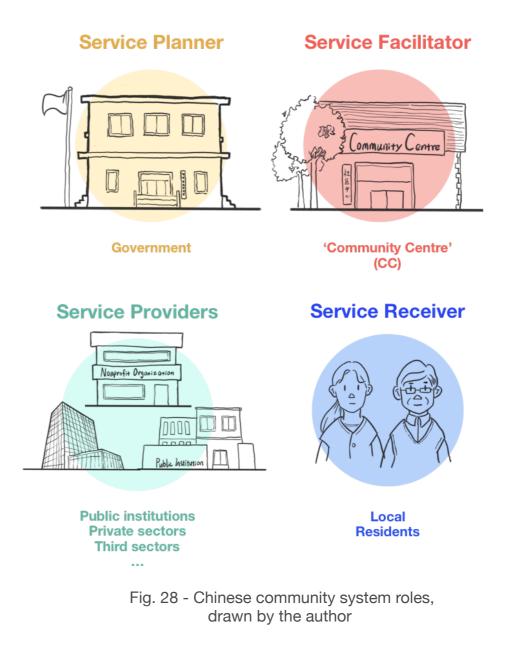
Service facilitators: community centre workers

Service planners: local government cadres

Service providers: public institutions, private companies, third sector organisations and so on

Service receivers: local residents

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The author set up interview plan based on it and focus on firstly these four types of interviewees. In addition, emerging designers who focus on community services in China are included as interviewees for providing working experiences with local governments and communities.

And the following Table.6 hows interview plan by these five types of interviewees.

| Time and Place | 2019.04.07, Shexian 2019.08.10, Shexian | 2019.04.07, Shexian 2019.08.10, Shexian | 2019.08.10, Shexian | 2019.08.10, Shexian | 2019.04.08, Shexian | 2019.07.20, Shenzhen | 2019.08.10, Shexian | 2019.04.08, 2019.08.07, Shexian | 2019.04.09, Shexian | 2019.08.24, remotely |
|-------------------|---|---|--|---|---|--|---|---|--|---|
| Exemplar projects | -Fengle Babysitting training services for laid-off women; -Fengle young volunteers event for the disadvantaged; the disadvantaged; Chinese Valentine's Day; | | -Shexian sanitation improvement services | -Fengle Babysitting training services for laid-off women; | -Shenzhen Zhongjian smart community | Fengle Young volunteers event for the disadvantaged; | Fengle Senior Peking opera events; | -Fengle Babysitting training services for laid-off women; | -Poverty alleviation services -Baby cars rental services | |
| Interview Focus | Community organisational management, local government communication | Community cultural activities, environment service, senior care services, | Educational services, senior care services, volunteer services, | Security services, environment protection services, | Social security and human resources services | Interactions with community workers | Volunteer services | Senior cultural events participants | Babysitting training | Design process, and difficulties of Poverty alleviation service with local government |
| Interviewee | Yao (Head of Fengle community centre) | Luo (Fengle Community centre worker) | Chen (Fengle Community centre workers) | Tu (Shexian Standing Committee member) | Wang (Shexian Vice- Mayor) | Wang Yu (smart community tech company) | Wu (Huangshan 365 volunteer social org) | Tang (active senior residents) | Cheng (laid-off residents) | Zhang Jiaran (social designer from Makepoint) |
| Objective | 1.Understand the work process of community workers 2.Identify the capability of community workers 3.Identify the pain points of communication | | Understand planners expectation for community workers Understand what kinds of service proposal format is more communicable | | Validate the importance of the communication between community workers and service providers Understand their expectation of community workers Understand their communication contents and contexts | | Understand how residents interact with community workers Identify the pain points during communication | | Understand the designers working experiences in Chinese contexts; Understand the case that designers have done and design process Get to know the interaction between designers and local government, social companies and community workers | |
| Type | 1. Community workers (Service Facilitator) | | 2. Local government cadres (Service | Planner) | 3. Private companies, social companies (Service | Provider) | 4. Local residents | (Service Receiver) | 5. Designer (Capability Builder) | |

Table 6 -Interview Plan, made by the author A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

6.2 Data Collection and Analysis

Following the interview plan, the data analysis part also is divided by interviewee types into five parts, and conclude each part with key learnings. In the end of this chapter, the author visualises some key points and learnings for the preparation of further idea generation and development. And the full translated interviews can be found in the Applendix I.

6.2.1 Interview with community workers (service facilitator)

During the 30 min interview with the head of Fengle Community Centre, Yao, the author understand the basic daily work of a community worker, the main actors who they have to daily interact with, and companies and feelings about their work. When interviewed with Luo in 1 hour, who is mainly responsible for the activity planning, the author got to know the process of planning a community activity and the process of annual assessment from local government. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-Key leanings The complexity of multiple actors resource integration

The actors involved in community workers daily tasks are complex, involving both service receiver networks, service provider networks and service planner networks. The overlap of work fields and the differences of work objective lead a lot of conflicts in the process of community service quality improvement. Face to local government, the community workers need to display their unique capabilities and emphasis their importance in the community service system. When they face to local residents, the improvement of resources and information openness is the first step to engage majority local residents, decrease misunderstanding of community centres and also pave the way for local resident participation in the discussion and planing process.

Service Facilitator



'Community Centre' (CC)

6.2.2 Interview with the local government staff (service planners)

During the 20 min interview with the Shexian Standing Committee member, Tu, who shares his opinions on the community work with the author. Because of the special issues of his position, there is no record during the interview. The interviewed data was recorded through notes while interviewing. And this interview is going to understand service planners expectation for community workers and understand what kinds of service proposal format is more communicable.

-Key leanings

The lack of systemic plans of community activities.

When the service planner assess the work of community centres, they would like to see more their systemic plan of the community management, and show their work from point of the effectiveness of the activity not just from responding the inspection. To better facilitate service planners' work, the community workers need innovative and vivid ways to display their works.

Service Planner



Government

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6.2.3 Interview with the relevant private company manager (service providers)

Wang Yu is a project manager in China State Construction Engineering Technology Company, and she mainly focus on the smart community services. The author conducted 1 hour interview with her to validate the importance of the communication between community workers and service providers, understand their expectation of community workers, and understand their communication contents and contexts.

-Key leanings The lack of information and resources accessibility

There is a huge potential to build partnerships between community centres and external private companies. But as a good service facilitator for service providers, it would be better if community workers can clearly present what they are doing, what kinds of resources, information and authority they have. The lack of information accessibility is the key obstacle in the communication between external companies who can provide additional service and community workers.

Service Providers



Public institutions Private sectors Third sectors

6.2.4 Interview with the local residents (service receiver)

Tang Wumei is an active local resident and excellent volunteer in the Fengle Community The 78-year-old Tang Wumei experienced breast cancer surgery in 2010. After her husband died in 2011, she volunteered to be a community volunteer. In the past few years, she has been volunteering to participate in community volunteer activities, taking the initiative to share responsibility for the community, actively helping the elderly residents who have difficulties to solve some of the difficulties in life, serving the residents while sublimating themselves and spreading civilization. She is also a member of the community "Lao Le Beijing Opera" team. Every day, she comes to the community to rehearsal, and participates in the "People's Grand Stage", "Cheongsam Show" and "Our Festival" in the spirit of "obligation and mutual assistance". Various activities such as "Taiji" have given their own strength to build a civilized and harmonious society.

-Key leanings

The lack of transparency of community resources and activities

To build the better communication context between local residents and community workers, it is important firstly guarantee the transparency of community centre. The openness of community centre would encourage more residents participation and pave the way for independence of local residents.

> Service Receiver Local Residents



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6.2.5 Interview with the social designer in China

Zhang Jiaran, a social designer from Makepoints located in Beijing. This interview conducted remotely in half an hour, and the author underhanded the interaction between designers and local government, social companies and community workers.

6.2.6 Interview reflections

The three keywords from interviews are accessible, transparent and systematic view, which are the requirements for the community workers. The main obstacles appear in the interactions among these complex networks are the lack of information and resources openness of community centre with local residents and external companies. As a capable service facilitator, community centre has to firstly make their materials, information and experiences transparent and accessible to service receivers, to service providers, to planners and even to facilitators themselves.

As a reflection of interviews, the author visualised some information from the interviews. From the interview with community workers, the actors involving in the community services are clear, so the author firstly make the actor map. And together with the space analysis of the community centre, the author made a resources map of the community centres which displays all functional rooms and physical materials. Also, following with what Luo illustrated about the process to organize a community activity. The author presented an activity plan journey map.

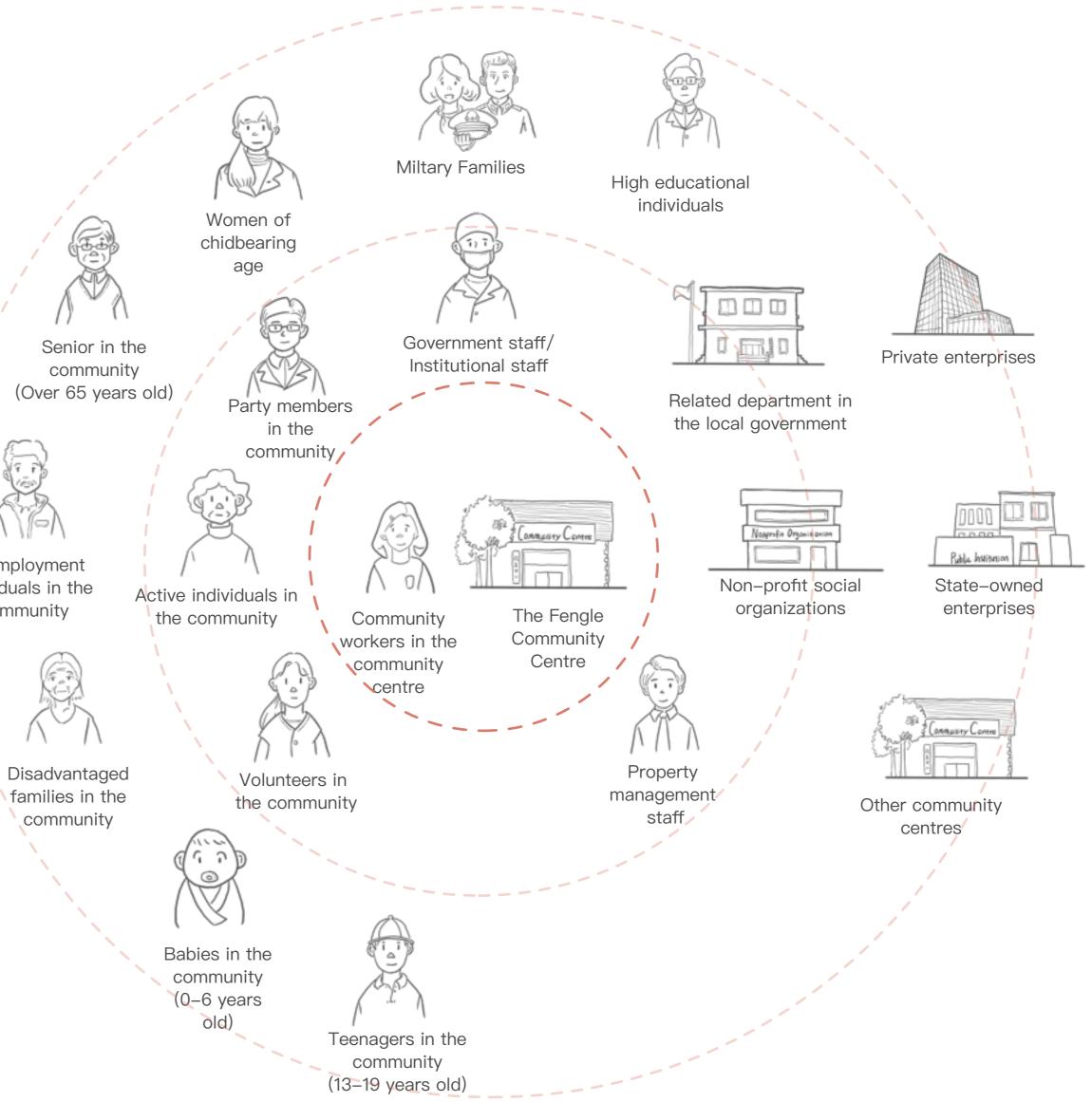
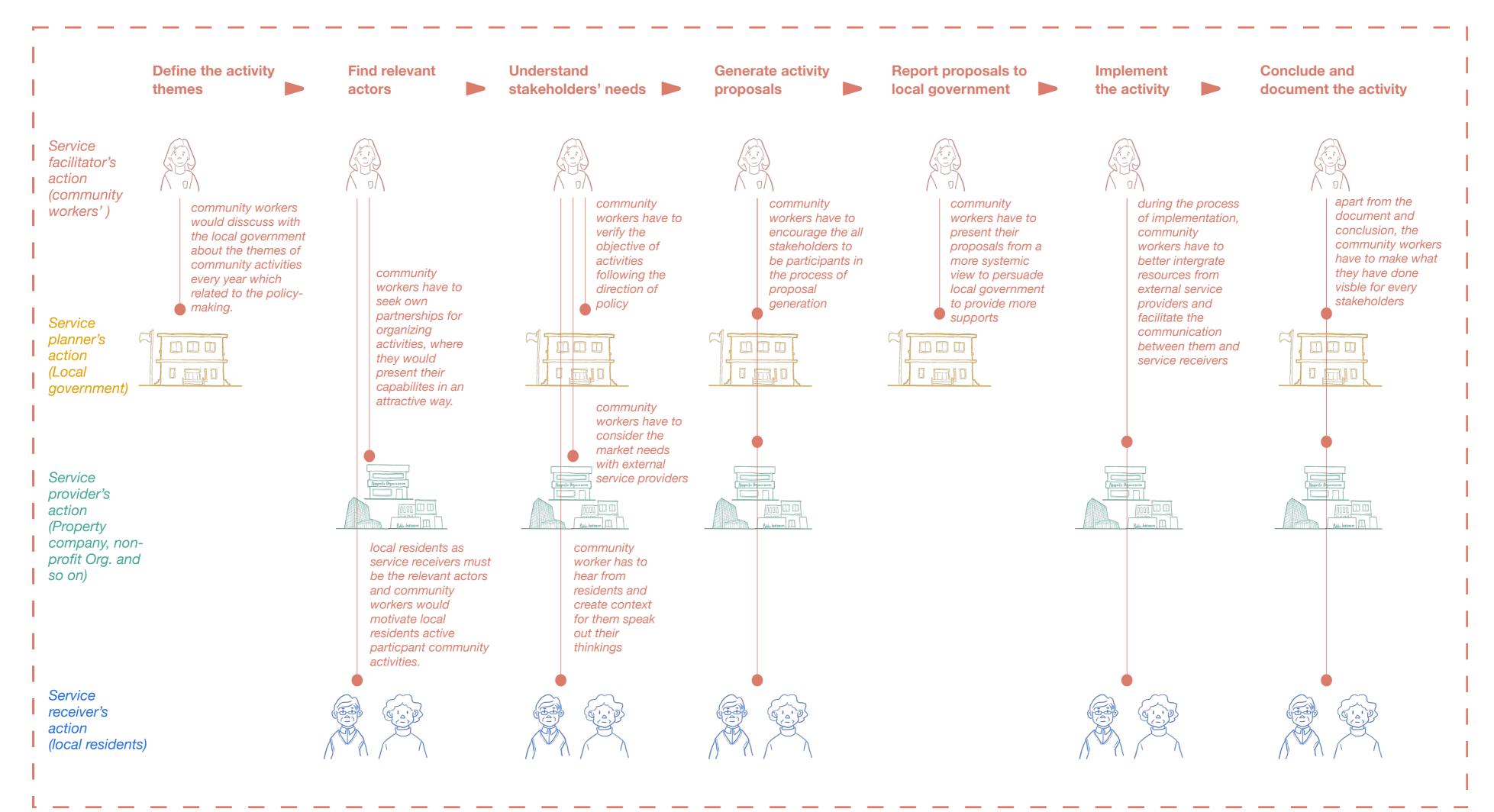


Fig. 29 Stakeholders Map of the Fengle Community Centre

Unemployment individuals in the

community

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example. Fig. 30 An activity planning journey in the Fengle Community Centre



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6.3 Idea Generation and Development

Following the data analysis from the interview, design objective in this stage is enable community workers to become a capable service facilitator through making their materials, information and experiences transparent and accessible to local residents, local government and external private companies.

In this chapter, during the idea generation period, the author proposed two directions and discussed with community workers. And when it comes to idea development period, the instruction and co-design with community workers helps a lot for forming the final design proposals.

6.3.1 The idea one-Visual Community Platform

To better display what community centres are doing and what they have, an online blog or official account can be a channel to bridge the information gap. Especially in China, the WeChat public accounts are very popular with 1,080,000,000 active users and 63,000,000 users over 55 years. And the official account can Official account promoting public services content, community activities and policy information weekly. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

There are already some community centres are trying to do it, but it seems to be not so successful.

The author communicated this proposal with Yao and Luo in the community centre, they also shows negative feedbacks to this proposal. Luo thinks that maintaining a new virtual platform would be their additional work, and the views number of governmental article is very low, so it would not make any differences. The head of Fengle community centre, Yao, think that in the Fengle community, the local residents prefer to visiting the centre directly to get assistance and services in person because they more trust people than the virtual platform. And another view is that the online platform is more like a displaying area, which cannot facilitate a mutual communication, and the information would be displayed on a small screen, the folded information cannot give a systemic view of the community centre.

So the author gradually understood that they need some tools can physically visualise their capabilities, resources and past activities.

6.3.2 The idea two-'Our Community' Creating Toolkits

To clarify and detailed the design objective. The author divides the main functions and targets of the toolkits. On the one hand, this toolkit is for community resources and information displaying, and the displaying targets are local government servants(service planner), and private company managers(service providers). On the other hand, the toolkit is for the community resources recreation and integration, and this target would be the community centre workers. As for the local residents, they are the target both of displaying and participating recreating, as the Figure 31 shows below.

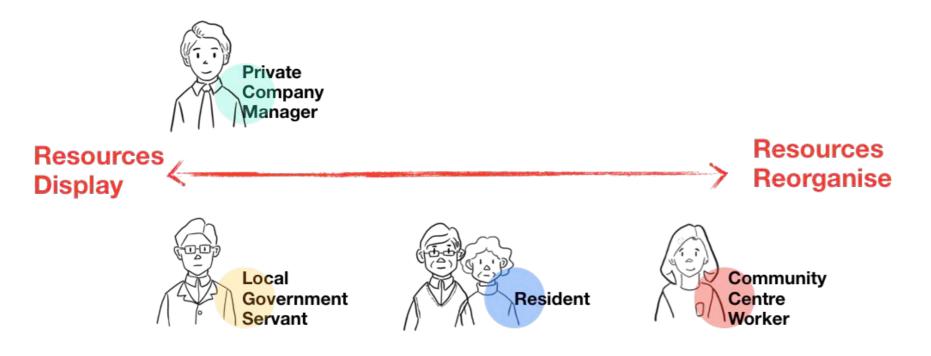


Fig. 31 The function analysis of designed toolkits, drawn by the author

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

The toolkit is going to be designed for displaying services, information and materials of community centre, for planning and recreating community activities

Before designing the toolkits, the author firstly made a research of competitive products. It found out there was no similar toolkits in China in cope with the same problems. So, the author expanded the research range, and found that Topcorps (浪尖尖兵团) had a similar style product called 'Innovative Chinese Medicine' but the product targets are the innovative entrepreneurs.

Innovative Chinese medicine, based on the practical experience and effective method of the nearly 20 years of the Artop Group Design Copany, a set of original innovative thinking underlying framework tools, born out of the whole industry chain design innovative service theory of experiential learning process, covering a wide range , using an extremely efficient and innovative thinking training method with a very low threshold. The toolbox takes innovation as a tool to integrate resources, so they display all resources by 7 types of different cards and then integrate these reduces through an innovation blueprint map with instructions to guide the users do the brainstorming, as Figure 32 and Figure 33 show below.

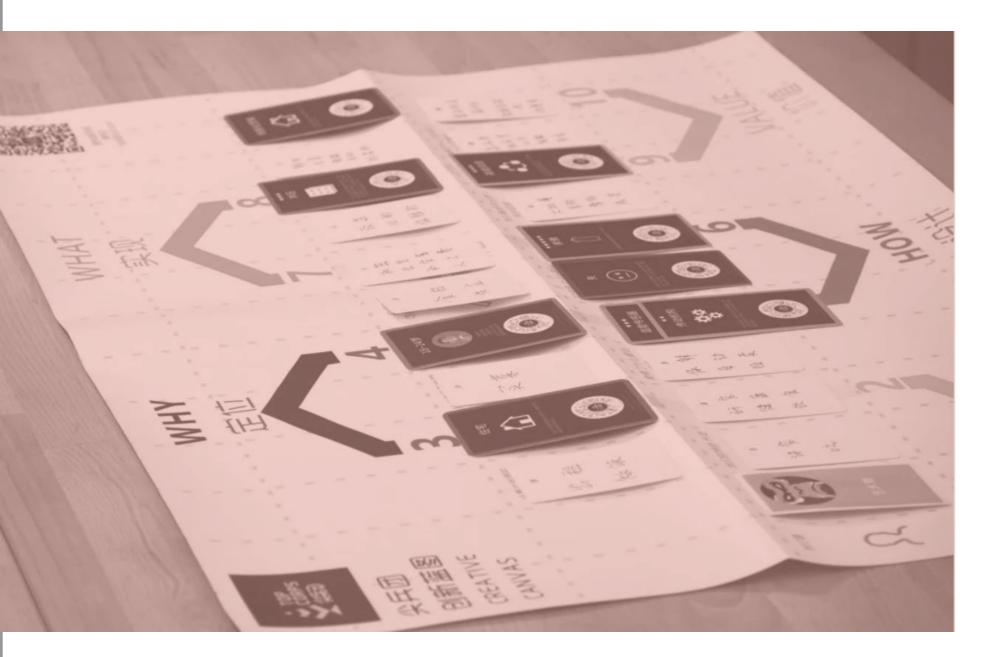


Fig. 32 The innovative blueprint map and the innovation cards, source from https://mp.weixin.qq.com/s/ 29pdiC7bbPVp7Y3MjKDIxA



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Fig. 33 The usage of 'Innovative Chinese Medicine' in groups, source from https://mp.weixin.qq.com/s/29pdiC7bbPVp7Y3MjKDIxA

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example. Learning from the 'Innovative Chinese Medicine', the author designed the 'Our Community' Toolkits.

What's inside the 'Our Community' Toolkits?

There are two key parts of the 'Our Community' Toolkits. One part is for displaying resources, and the designed resources cards and simple spacial model are included. The other part is for reorganising and recreating community resources, and the activity plan map and feedback dots are included in this session.

Resources Displaying Function: Resources Cards and Spacial Model

Firstly, the author considers the displaying function. What to display? From the interviews, it is understood that the community resources can be divided into four parts:

1.the physical materials like meeting infrastructure, calligraphy tables and so on;

2.the human resources-different stakeholders inside the community like volunteers, active residents, military families and so on;

3.the past activity experiences like past activities and services that the community centre provided;

4.And the understanding and knowledge about policy trends and themes.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

So according to this classification, the author designed four types of resource cards to show different types of resources (see Figure 34):

Theme cards for showing the policy trends.
Service Cards for showing the past activities,
Stakeholder Cards for showing human resources,
Object Cards for showing the physical materials,

These four resources cards should be displayed, so the next problem is how to display.

The Community Centre is a physical space, and the space is the container of all different resources. **The simple physical spacial model** would be the ideal tool to display all resources that the community centre has. On the one hand, it provide a clear systemic view of the community centre which is helpful to build a sense of wholeness. On the other hand, it is the most intuitive way to display the community centre and even the seniors and teenagers can understand what it is. And there needs some card slots on the simple physical model for placing cards, as Figure 35 shows.

Fig .34 - The four types of resources cards for the Feleng Community Centre



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A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.



Fig .35 - The simplified physical model of the Fengle Community Centre with resouce cards inside (floors seperated)



Fig .36 - The simplified physical model of the Fengle Community Centre with resouce cards inside (floors together)

Resource Recreation Function: Activity Planning Map and Feedback Dots

With the help of the displaying tools, people can have a clear view of what the community centre is doing and what they have. It paves the way for community workers to discuss new community activities together with local residents and other stakeholders.

According to the process of organising community activities mentioned by the community workers in the interview, and after referring to the style of the service system blueprint, the author designed a more simplified version of the system blueprint to help the community workers to design activities more systematically, and this can also improve resource utilisation efficiency of community centres. It would be more like a board game style with more understandable words, and to improve the resource utilisation efficiency, the four types of resources cards are selected before the start of planning the activity.

And to not change the way that community staff work, this map would be used while discussing the plan of the activity and acts as a tool to organize ideas. After using this tools, community workers still follow their own working process like write the formal plan and make a budget which is the part they are good at. And after the activity, there is a feedback step for checking if participants have engaged people they planned in the map, if they make full uses of the existing objects, if the activity follows the draft plan, if there any new cards should be added. To generate the community own sustainable data base and have a clear view of use rate of different resources, participants have to put green dots on the cards they used in the real activity, and they have to generate new service cards and to supplement other cards according the situation of activity.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

There are 7 steps in this board game (see in next page), and the final outcome is a new service card after a usage.

1. Define the theme of the activity. Participants should place the Theme Cards to describe the type of activity you are going to organize;

2. Refer to the past activities. Participants should place the Service Cards to show the similar activities;

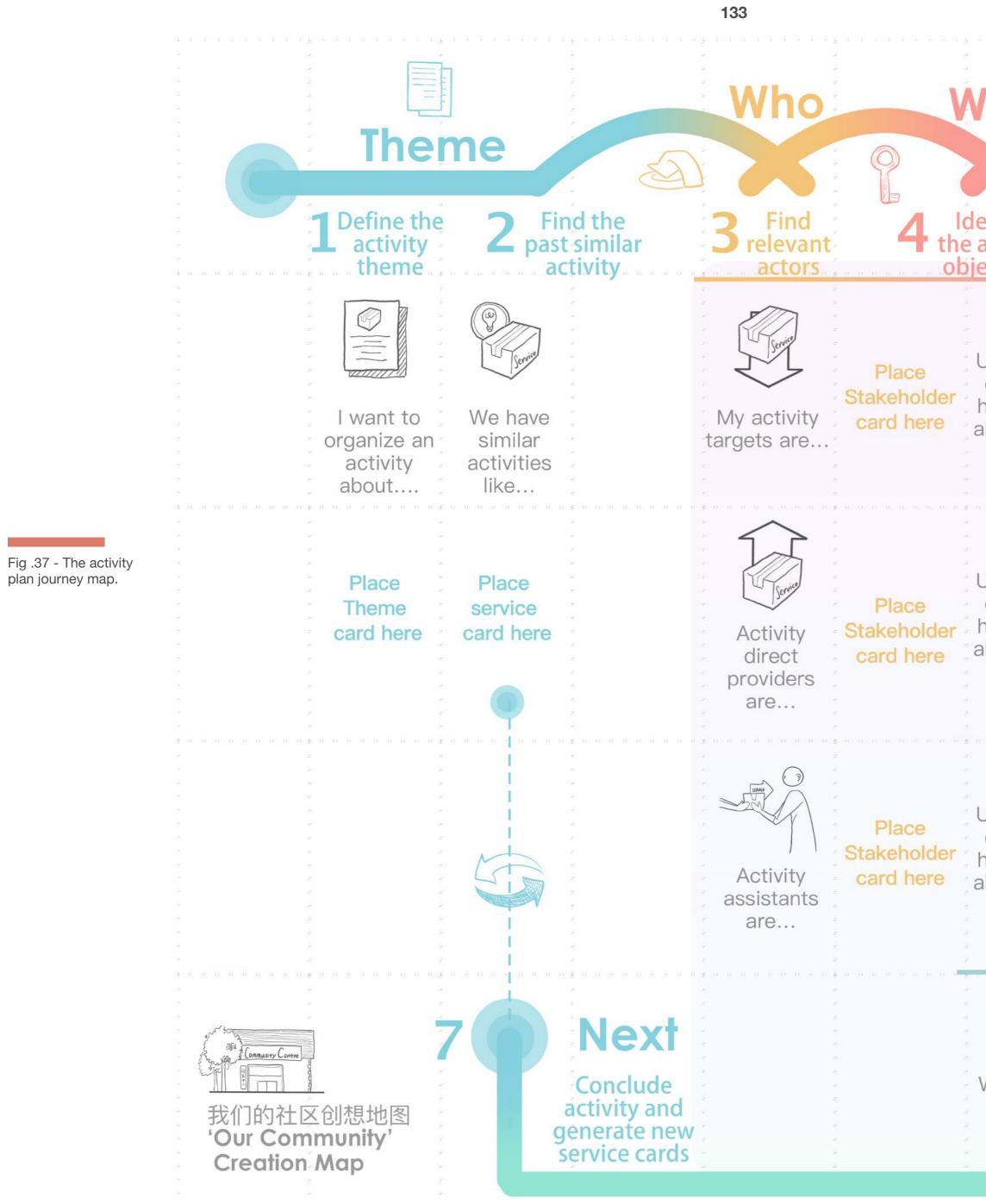
3. Find relevant stakeholders. Participants should place the Stakeholders Cards in the areas of service targets, service providers and other service assistant. Identify the activity objectives.

4. Participants use the post-it to describe the key abilities and needs of each stakeholders that they picked in the step 3.

5. Plan the activity content and process. Referring to the journey of pre-service, during-service and after service, participants use the post-its to plan each stakeholders actions.

6. Plan the required materials. Participants should prioritise existing objects and pick them from the Object cards, and according the situation, they can supplement needed object cards through post-its.

7. Conclude and generate new service cards. This step is after the activities. With the help of previous draft plan, participants would write their own formal plan. After the activity, participants should conclude if they have engaged people they planned in the map, if they make full uses of the existing objects, if the activity follows the draft plan, if there any new cards should be added. Then, participants should stick the green dot on the cards to illustrate the resources they have used in the activities. Meanwhile, they would generate new service card through the card templates according to the situation of activities, and they also can supplement some new cards in this session.



A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community

| Vhy | | How | | | | | |
|---|--|---|------------------------------|------------------------------|------------------------------|------|--|
| dentify activity jectives | Plan the activity proccess | Pre-activity | Dui | ring-activity | After-acti | vity | |
| Use post-it desecribe his/her key abilities and needs | | Use post-it desecribe his/her actions in the activity | | | | | |
| Use post-it desecribe his/her key abilities and needs | | Use post-it desecribe his/her actions in the activity | | | | | |
| Use post-it desecribe his/her key abilities and needs | | Use post-it desecribe his/her actions in the activity | | | | | |
| What things I need to hold the activity | What Plan the needed materials 6 | Place Object card here | Place Object card here | Place Object card here | Place Object card here | | |

6.4 Prototyping and Evaluation

6.4.1 Prototyping with community workers inside the Fengle Community Centre

Who

Prototyping targets are 3 community workers in the Fengle community centre: Yao, Luo and Zhang.

Yao, as the head of Fengle Community Centre, has special value as a prototyping target.

Luo is mainly responsible for activity planning, who can provide more productive suggestions.

Zhang is responsible for general issues of the community, who maybe more unbiased in the prototyping session.

Where

Fengle Community Centre, community library.

How

This prototyping was aimed at testing the possible community resources displaying and integrating style. And this session was designed to understand if the toolkits can frame the issues and help community centre to be more accessible and transparent. When tested with community workers, the prototyping focus on the resources integration part, and attempts to evaluate if the tools can compatible with community staff's daily work processes. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Tools

The Fengle Community Centre simple physical spatial model, resources cards, activity plan map and feedback dots. In the prototyping session, the cards are incomplete, and the designers just choose some typical cards in different types.

Prototyping processes

First of all, there was a small explanation to them about the research. And then it was divided into three stages.

The first stage would be the display of the physical models together with different resources cards of the community centre. And then verify the card classification and model layout with the testee and try to understand their attitudes to this displaying styles. The participants all felt this was an innovative way to show their community, and they provided a lot of supplement about the resources cards especially the object cards and service cards. They all agree that this tool would be very helpful to show a wholeness of the community centre when the government leaders visit the community and assess the work of the community. And they believed that this tool can visualise the community resources intuitively, even people with low education levels can also easily understand. The second stage would be the test of activity plan map. Here, the tester gave a virtual task-plan senior care activity this month through this map. Luo felt surprised that the process of the activity map was very close to her own working process and she though this visualising roadmap presenting a more clear clue when planning a services because every time she plans the activity, she can review again what community centre has done before and what kinds of existing resources in the community centre which would highly improve the usage rate of existing resources. And Zhang considered it as a general tool for participating the planning of community activities, and map provides an equal discussion context.

And the third stage asked them to brightly introduce this toolkits to tester again. This was an attempt to know how they have understood the value of the toolkits. And how they imaged the interactions that the tools would create between community workers and other stakeholders. And then tester asked their overall feelings, the possible improvements about this toolkit.

> With regard to the use of models and activity maps, community workers are very inclined to use this interactive tool, and believe that the assistance of physical tools can make planning and discussion more specific and more systematic.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Key Learnings

All three testees were interested in this toolkits, especially, the part of physical models with resources cards, and they found it being an intuitive and innovative way to make the community centre more transparent.

Although the insufficient resources cards somehow limited the possibilities of further testing of the activity map, the community workers gave useful suggestions on the classification of the cards. They believed it was important to enrich the card, and they take the initiative to propose another willing to spend time together to improve the card system. With regard to the use of models and activity maps, community workers are very inclined to use this interactive tool, and believe that the assistance of physical tools can make planning and discussion more specific. At the same time, the model also provides a good system thinking model, allowing them to consider the wholeness of the community centre more than a single activity in the plan. When there is a need for introducing the community services to higher leader in an in-person visit (it always happen in the community centre), the resources cards and physical model would be the most attractive and quick method to impress the visitors. But about the activity map, a better using context would be a small discussion meeting among the community workers, or in a residential autonomy activity, this tool as an assistant to enable residents to participant in the plan of their own community.



Fig. 38.a The head of Fengle Community Centre, Yao, is testing the prototype, photo taken by the author.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.



Fig. 38.b The Fengle Community Centre worker, Zhang, is testing the prototype, photo taken by the author.



Fig. 38.c The Fengle Community Centre worker, Luo, is testing the prototype, photo taken by the author.

6.4.2 Prototyping with local residents outside of the Fengle Community Centre

Who

Prototyping targets are two local residents. Hong Bo, a volunteer teenager living in the community Tang Wumei, an active senior living in the community

Where

The home of local residents

How

This prototyping was aimed at testing the acceptance of the possible community resources displaying and integrating style. And this session was designed to understand to what extent does the tool promote residents' understanding of the community and to what extent the activity map can motivate residents to participate in the planned community activities.

Tools

The Fengle Community Centre simple physical spatial model, resources cards, activity plan map and feedback dots. In the prototyping session, the cards are incomplete, and the designers choose some typical cards in different types. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Prototyping processes

Similar to the prototyping process with community workers, first of all, there was a small explanation to them about the research. And then it was divided into three stages.

The first stage would be the display of the physical models together with different resources cards of the community centre. And then introduce the card classification and model layout with the testee and try to understand their attitudes to this displaying styles. The teenager and senior were interested in the way of displaying, and would like to spend sometime to read all service cards. After that, they all felt surprised how much work the community workers have done. They all agree that this tool would be very helpful to show a wholeness of the community centre. And they believed that this tool can visualise the community resources intuitively for everyone in the community.

The second stage would be the test of activity plan map. Here, the tester left an open question and let residents to image what kinds of activities they want to have in the community centre which is different from the process when tested with community workers, because residents are more open with designing some new activities regardless of constrains from government. Hong Bo planned a volunteer activity in the community. But he thought it was a bit difficult when he thought about the detailed process of the activity. And Tang considered a new Beijing Opera activity through the map, but she also believed it would be better if the community worker can plan it together with her, then she can verify the possibilities of realise the activity. And the third stage asked them to brightly introduce this toolkits to tester again. This was an attempt to know how they have understood the value of the toolkits. And how they imaged the interactions that the tools would create between local residents and other stakeholders. And then tester asked their overall feelings, the possible improvements about this toolkit.

Key Learnings

The physical model was considered as the most attractive part of the toolkits as it can easily show the overall context of the community centre. And they can easily find out what they don't know about the community centre.

But when the tester encouraged them to use the activity map, it seems to be not easy to get started as they are not like community workers who are familiar with the process of planning an activity. As the teenager suggested that it can be used in some small workshops in the community centre, and teenagers like him would like to learn this new way of thinking.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.



Fig. 39 The Fengle Community teenager resident, Hongbo, is testing the prototype, photo taken by the author.

6.5 Final Design Proposal

Learned from the feedbacks in the prototyping session, and under the help of the Fengle Community Centre workers, the cards system is more completed and friendly. The final design proposal is called 'Our Community' Toolkits, see in Appendix II. Also, to better introduce the toolkit, there is a guideline to describe how to use it. And there are the five parts inside the toolkits taking Fengle Community Centre as an example:

1. A simplified physical model with card slots of the Fengle Community Centre

2. A set of resource cards and blank templets cards (Theme card/ Stakeholder card/ Service card/Object card)

- 3. An activity creation map
- 4. Resource usage dots
- 5. Creation guideline

The design proposal was defined under the specific context in the Fengle Community Centre, so, in order to make this toolkits universal in other communities, the designer further explained the specific preparation and use steps. The author develops the creation journey of universal toolkits step by step in the next part. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Preparation of the toolkits

To start with, the community centre who decides to use this toolkits have to prepare a special plan and pictures of the community centre and send to the design team.

And then the design team would arrange a 1-hour online or offline workshop with the community workers to gather the information to make the resource cards and physical model.

After one week, the community centre would received a set of toolkits. Then, design team would provide a detailed introduction presentation of how to use it, and help community workers to arrange the physical models.

During the usage of the toolkit

The community centre workers can firstly place the physical model with resource cards on a conspicuous place inside the community centre to increase the awareness of local residents and other stakeholders who visit the community centre. And then when they use the activity map and resource cards to plan the community activities, it is like a board game and the final outcome is a clear clue to plan an activity and finally generate new resources cards and evaluate the usage rate of exiting resources cards. There are 7 steps in this board game, and the final outcome is a new service card after a usage.

- 1. Define the theme of the activity. Participants should place the Theme Cards to describe the type of activity you are going to organize;
- 2. Refer to the past activities. Participants should place the Service Cards to show the similar activities;
- 3. Find relevant stakeholders. Participants should place the Stakeholders Cards in the areas of service targets, service providers and other service assistant.
- 4. Identify the activity objectives. Participants use the post-it to describe the key abilities and needs of each stakeholders that they picked in the step 3.
- 5. Plan the activity content and process. Referring to the journey of pre-service, during-service and after service, participants use the post-its to plan each stakeholders actions.
- 6. Plan the required materials. Participants should prioritise existing objects and pick them from the Object cards, and according the situation, they can supplement needed object cards through post-its.

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Conclude and generate new service cards. 7. This step is after the activities. With the help of previous draft plan, participants would write their own formal plan. After the activity, participants should conclude if they have engaged people they planned in the map, if they make full uses of the existing objects, if the activity follows the draft plan, if there any new cards should be added. Then, participants should stick the green dot on the cards to illustrate the resources they have used in the activities. Meanwhile, they would generate new service card through the card templates according to the situation of activities, and they also can supplement some new cards in this session.

After the usage of the toolkit

Every mouths, the community centre would received the feedback investigation of using this toolkits and invitation of toolkits workshops.

7. Conclusion

Current status of community services in China, identify the different roles inside the Chinese through service design point of view, and find out the opportunities for the service design intervention in the Chinese community centres. The initial research question regarded how to improve the community service in China, with deeper research in the system structure and roles of community service in China, the research question became more specific as how might we contributes to empower 'community centre worker' to be a better service facilitator in Chinese community service systems. And then, through the further interviews with community workers, local residents, private company managers, government staff and the emerging social designer, the design objectives become more detailed with specific requirements. The design processes closely follows the analysis of the context of the Fengle Community Centre, and the prototyping session also conducted with community workers in the Fengle. The final design proposal is promoted from a higher level, and think about how to expand the design solution in the Fengle Community Centre to the universal community centres in China as there are more than 168,000 community centres.

7.1 Final Outcomes

7.1.1 The exploration of current status of the community centre in China

To develop 'community services', the Chinese government makes a lot of efforts to build new community organisations to manage and delivery comprehensive 'community services'. This new form of organisation is the 'community centre'. As Xu, Gao & Yan (2005) indicated that the community centres are new physical infrastructures for "centralising the community services and making them accessible to residents". The 'community centres' are built by local government equipped with a physical space inside the community, basic service infrastructure, and a group of officials.

And with the analysis of the history of Chinese community service development, this research defined that the status of community centre in China is a key facilitator from both vertical and horizontal point of views.

A vertical facilitator between government and local residents

As a grassroots organisation in local territory, the 'community centre' has long-term and stable relationships with local residents, who has great potential to identify service needs from local residents.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Meanwhile, the 'community centre' inherits part of administrative authorisation from local government, who is a great portal to bridge local governments and local residents. The promising responsibility of 'community centres' is to better identify the residents' needs, and serve as a communication bridge between local government and residents.

A horizontal facilitator among emerging service providers

As an in-place organisation, the 'community centre' has deep understanding of local resources and contexts, who is promising facilitator to integrate resources from emerging service providers, as the principles two and three indicated, "to share resources and responsibilities with all who reside in the community; to systematically manage and bring together responsibilities and rights", and finally achieve the facilitation of the partnership building between local governments and emerging service providers for better quality services to residents.

-Limitation

There are limited research and analysis from design fields focusing on the community services in the Chinese Context, while a lot of research about community-centred design and social innovation in Italy. In this study, the analysis of Chinese community service system mostly comes from the literature fields of public administration and community sociology, which haven't discussed the role of design yet.

7.1.2 The exploration of roles within Chinese community service system

As the community centre is defines as a service facilitator in the community service system, referring to the research of babysitting training service in Feleng community centre, during the process of planning and delivering the babysitting training services in the Fengle community centre, it appeared mainly four roles: Service Planner, Service Facilitator, Service Provider and Service Receiver.

Service facilitators: community centre workers Service planners: local government cadres Service providers:public institutions, private companies, third sector organisations Service receivers: local residents

In the case of babysitting training services, the service planners are departments in the local government like Shexian Ministry of Civil Affairs and Ministry of Social Security and Human Resources who plan the policy and make the decision on providing what kinds of services. And the babysitting training company as a private sector collaborating with local governments is the real service provider who produces and delivers the services and gets funds from governments. The service facilitator is the Fengle community centre in this process who has to interact with residents for service promotion, with the private company for infrastructure setting, and with local government for service feedbacks delivery. The laid-off residents especially women who are living in the Fengle community and attended to the training class are the service receivers.

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And there is an analysis about the designer's role inside the system. From design researches, it is common to define service designers as service facilitators (Tschimmel, 2012; Wahl & Baxter, 2008; Yee et al., 2009), but in this context, the community workers are the productive service facilitator working inside the community service system. The role of the service designer would be more specific here, the author defined them as capacity builders. Designers as capability builders help community workers to become a better service facilitator in Chinese context can be a potential direction to improve the effectiveness and efficient of public service. And as Cantu (2012b) illustrated in the a community centred design approach. To allow the Chinese community workers to apply their own knowledge and professional skills to improve the public service qualities, designers would take the responsibilities to build the community workers design capabilities through designing tools and platforms for them.

-Limitation

The role definitions in this study mainly based on the interviews and observations during a babysitting training service in the community centre. But this definition also needs to be formally accepted through extensive discussions and more diverse case studies. This study only provides a possibility of defining the roles inside the Chinese community service system.

7.1.3 The opportunities for service design intervention in the Chinese community centres

Referring to in-depth interviews in the Fengle Community Centre, this study explored the possibilities that service design works inside and proposed a universal design proposal for improving the accessibility and transparency of community centre, also for making full use of the community resources and encouraging the participation of community affairs. And the toolkits can be the starting point for designers to understand community workers and work with them. The development of service design, co-design, social design, or communitycentred design in China is still a beginning stage, this toolkits provided a possibility for designers step into the community service system.

From another point of view, the situation that codesign with community workers and build a toolkits together was released under this research. This research explored the similarities between community workers and service designers, and recorded the process of this two roles working together, which provided practical experience for future Chinese community service design research. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-Limitation

At the beginning of this research, it was hard to find a community centre to have in-depth filed researches, and it was also very hard to explain what service designers were doing and why service design could help them work better. The community workers' understanding of the work of design still on the stage of product design and poster design. So the author relied on private relatives relations and finally found the Fengle Community Centre as a field research spot.

So there was an empty area to explore how service design can be introduced into Chinese Community Centres in the first stage. Thanks to the relations with relatives, this research received the utmost support, and community workers showed great interest in my profession. They even proposed the idea of co-design during the prototype testing phase. I am not sure if this is the reason for a personal relationship or the reason for the design. A designer who has nothing to do with the community enters this field and will encounter many difficulties not mentioned in this study, because the author in the Fengle Community Centre also has met some problems about misunderstanding of the design professions.

7.2 Future Development

As the toolkit is in usage at the Fengle Community Centre, and after a year usage, a further evluation of the toolkits will be conducted. One future plan is to continue the improvement of 'Our Community' Toolkit for universal usage in the Chinese community centres, the further research would focus on the prototyping and test in other community centres.

And then following the analysis in the chapter 7.1.3, the another direction is to explore how to introduce design thinking to Chinese community service system, to community workers. As it is mentioned in the interview with project manager, Wang You, the emerging position that related to the plan and organize community resources maybe a joint point for service designers and community workers. So how might researchers image this promising and emerging position can be another interesting topic continuing with this research.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

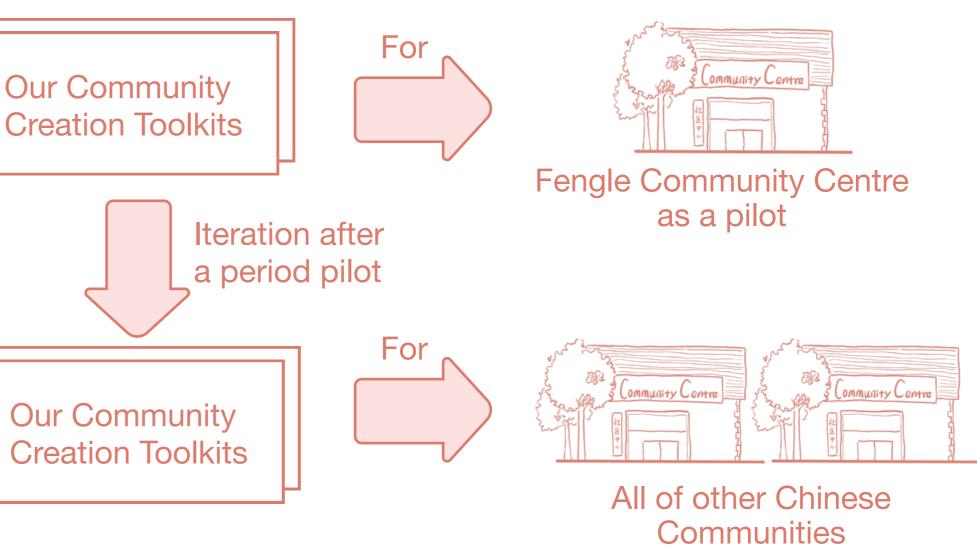


Fig. 40 The future plan of the research, drawn by the author.

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- APPENDIX I THE TRANSCRIPTS **OF FULL INTERVIEWS**



-What's your routine work in the community centre?

Basically, we have annual and month plans according to the local government public service plan. As our main supporter is local government, there are two main parts in our work, administrative services and community activities. And the local government would evaluate our work every end of year based on the residents satisfaction and variety of community activities. And the administrative services are the daily work that provide assistances and consultancy to residents about the public service policy information, for example, we have to inform of the newest social security policy and assist residents who meet the requirement to apply for social aids. Another example can be, we have to help with solving some neighbour's domestic problems. Then, about the community activities, to enrich the community life, we have to organize different activities to facilitate communication among residents and between residents and local governments, for example, we have organize a lot of traditional festival celebration activities, some volunteer activities aiming at disadvantages in the community, and some cleaning activities for the community. Apart from these, we have a theme activity every month without repeating.

So, back to the routine work in the community centre, the administrative consulting work is divided into five areas and we have five staff responsible for these areas representatively, while the left three staff would help out when it is very busy. And about the community service part, because it requires us to prepare and organize. We have three staff mainly work in this area and they have to plan the activities, contact to different cooperators, integrate the resources for the activity, and every time of the end of an activity, we have to document it and make reports for the local government routine inspection. For some big activities, three staff are apparently insufficient, so all staff would participant and take responsibilities. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

Just as what you have seen in the babysitting training activity, on the morning, all our staff facilitated the arrangement of space and helped to guide participants. The same day on the afternoon, three of staff went out to clean the street near the community, while others, some were continue to facilitate the baby-sitting activity, and some were in the downstairs explaining the newest social aid policy to seniors living in the community.

We also have weekly meeting to conclude and reflect what we have done in a week, and plan the work of next week. But I have to admit that the a lot of work are not coherent, and there are always some emergency tasks from local governments and require us to complete immediately.

-Who are the main actors you work with?

Basically, we closely work with local government departments, property companies, private enterprises, volunteers and local residents. When I mentioned the local governments, actually, I am talking about different departments in the local government. Based on different services content, we have to work with various departments.

Just like what happened in the babysitting training activity, it was an activity that the organiser and planner was the Ministry of Social Security and Human Resources. And these government departments paid the baby-sitting training school who was the direct provider of training services. And our duty is to promote the activity in the community, provide the physical facilitation and made sure the activity can go smoothly. After this service, as the physical gains, we got some new tables which bought by the school, and as virtual gains, the head of school was very satisfied the space we provided and he promised some future cooperations with us. Also, we got a lot of materials for the routine work report.

> Yao Head of Fengle Community Centre

When it refers to some community environment protection activities, we closely work with the property company, and volunteers. The property company face some similar assessment from local government as ours. Because there are some overlap work fields between the property company, and our borderline is not very clear, we sometimes have conflicts with them even though we are friends privately. And about volunteers, they are the key human resources in our community activities, and they consist of active local residents who are retired seniors, warmhearted residents, community school students, party members and community workers. As long as we have some community activities, we firstly think about them.

As we have different themes of community activities, we have various target groups who are local residents in the community. Some activities are for all residents, while some activities just for unemployed people, for seniors over 65 years old, for new mothers, for poor families, for teenagers, or for disabled individuals. We need to have a clear overview of the different residents.

-What is the financial resources of the Fengle community centre?

We don't have our own direct financial resources. Our salaries are paid by the local government and our direct leader is the local Ministry of Civil Administration. We only have 1000 yuan per month as the office fund. To have various activities for meeting the requirements of local government, we have to actively find our own sponsors from local government departments to cover all bonuses together with activity fund which means we have to undertake all the tasks from different government departments for get some funds from them. About why they would like to give the sponsor, it is because these departments need our helps to facilitate the final delivery of some services while they have sufficient funds to encourage us to facilitate. Take a simple example, the statistical bureau has the task of understanding the residents' satisfaction of a policy, but they don't have time to make in-house investigation one family by one family and they also are not familiar with these residents.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

So they rely on us, we pick the relevant families and help them to do the investigation. And we can get some funds as compensate. And in the end of the year, some 'rich' department would give us annual bonuses thank to our facilitation.

-What is the process of organising a community activity?

We usually have an oral meeting before the activity to discuss the themes, targets, the participants, process and the task allocation.

We always have fixed themes like healthcare, sanitation, family care, social security, legal system construction, volunteer service, resident autonomy building, and traditional culture. So all the activities we planned should be included into these themes, which meets the requirements of annual assessment from local governments and has direct relations to our bonuses. And about targets and participants, we already build a great relationships with various local residents and consist of a kind of team which guarantees we can always have relevant audiences.

For the process of planning, we firstly taking the existing physical resources into consideration for saving expenditures. Then, we also learn from some similar past services. When we define the target people and other participants, we already have an abstract plan. And we just have to clarify the steps of the activity and allocate the tasks like contact to relevant participants, invite external service providers and materials preparation. During the service, we have a staff take photos. After one activity, we have oral conclusion about the limitatio

> Luo Community work in the Fengle Community Centre

-What do you think of advantages and weakness in your work process for the public service quality improvement ?

For the advantages, as a part of our Fengle community, our team has great enthusiastic to improve the public service quality, and we are front-line staff, in another word, we are 'feelers' of local government and the 'megaphone' of local residents, so we have great potentials to facilitate better public services. But our position is a bit of embarrassing, and we are always in short of expenditure. For the weakness, there are two obstacles in our work: the communication with local government and the communication with local residents.

In the relations with local government departments, we need funds from local governments, so sometimes it appears to be unfair cooperating relationships. To some degree, they don't think highly of our work and overlook our capabilities, which on the one hand, decrease our passion of work and on the other hand, they cannot make full use of our capabilities and resources.

In the relations with local residents, we can only motivate very limited residents. The majority residents still have an abstract impression of our community centre, they don't know what we are doing, and sometime confuse property companies with us. Furthermore, some residents have defensive emotion towards us, because they think we are bureaucracy and what we have done just for pretending not really for the common goods. We can only show our attitudes through long-term getting along with each other.

In the end, We don't have a long-term plan for our community, and the services are usually discontinues without a system view, and some time the services are overlapped which is a waste of our resources. We have done a lot of community activities but just end with tons of documents without any evidences left to improve our impacts. Residents don't know our efforts, capabilities and importance. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-In the preliminary research of my project, I found that the grassroots community workers are very familiar with local community resources and residents, and have close cooperation resources with government functional departments, and have certain administrative power and resident information. It is an important coordinator in community management planning and public services. Grassroots staff have the awareness of working with private companies to provide better services, but the lack of experience in working with companies and the lack of ability to present their own community and administrative resources often fail to achieve effective communication with the company. Therefore, I plan to design some tools to assist the communication between grassroots community and other stakeholders to help them better present their community resources and potentials.

What do you think of the direction of empowering grassroots community workers and enabling them to better play their role in assisting public service output? Do you think it will help your work?

I think it should look good! I feel that it will help, so that when you connect to other stakeholders related to community centre, you can immdiently display a basic understanding of community information, which should reduce some work loads. When are you going to make it, we may have a project soon, and we can see the effect of your work, just don't know if you want to impletate here~

> Yao Head of Fengle Community Centre

THE TRANSCRIPTS OF FULL INTERVIEWS

-How do you work with the Fengle Community Centre? How do you feel about their work?

Community centre is physical for paving the way of smoothly government-citizens communication. To better develop services qualities and quantities, we create different kinds of function rooms and activities. Our bureau is the co-build unit with Fengle Community, so when we have some work tasks related to local residents, we firstly think about Fengle community. And when we have some policy plan that has relations with the condition of local community, Yao, the head of community centre is the person we would like to talk with. She sometime can provide productive proposals with the consideration of real situation of the community.

Basically, I feel satisfied with their work, and I know they are very busy to undertake various tasks from different departments of governments. But It's because of too many work targets and objects, during the visit of the community centre, I feel that the they provides some overlapped services and space without a systematic management, which can't lead us make sustainable plans. Also, it is a waste of resources if they cannot consider the use rate of each function rooms and physical materials.

Tu Shexian Standing Committee member



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A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-I am working on improving the work efficiency of community workers, and what do you think of the direction of helping to build their capabilities of planning activities, and displaying experiences from a more systemic view?

I believe it is a very good direction because when we assess the work of community workers, we can only assess based on some limited standards, but what we really want to know is their soft skills and their capability to build a better community. We also don't want the tons of activity document is just for our assessment, but as a treasure for them planning the future activity and for creating a good community atmosphere. The tools to enable them build capabilities are the most efficient and sustainable way for community construction.

But I think you should think broadly. Actually, our another expectation for community centre is we hope they can motivate the residents own powers. The abilities of government is limited when it comes to complex social problems like ageing society, so we also hope through the community centre, the local residents also aware of their own capacity to participant in the community services. That local residents can independently solve some problems would be the decompression of the local government. So if the tools can also build the capability of local residents, it would be better. But I get to know, it is a process step by step. We can firstly motivate the community workers.

THE TRANSCRIPTS OF FULL INTERVIEWS

-Could you please introduce yourself?

I am Wang Yu, a project manager in China State Construction Engineering Technology Company, and I am responsible for the smart community and the integration of internet products and hardware products. And I focus on the product position of smart community. One project we are doing now is a management system and hardware design for the property company staff who can easily manage the conditions of basic infrastructure like electric appliance, water, and safety. Combining the smart sensors that we put inside the building, we can easily collect the basic data and help property staff make better decisions based on these data.

-Taking the project that you are working on as an example, who is customers, direct users and partners in a project?

Basically in this project, our customer is the real estate developers who buy in our device and system for attracting the homebuyers through this smart community management system. There are still some projects that the customer is the government, who needs our technologies to gather data for better policy making and management, in another word, we provide consulting services for some departments of government, for example, the Electric Bureau and Water Bureau. Starting with the smart community, we can gradually expand our work into smart city. And about the direct users, our users are usually the frontline staff, like the property company staff, the clerk of governments. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

About the partners, we have to closely work with the property management team, but from the point of community, we believe it would be better if we can build some partnerships with the community centre and community workers as we don't have any these kind of relations by now. But this multi-roles in our work lead a lot of conflicts especially when it has relations with money. It is a very realistic problem, how each stakeholders can get satisfied.

-As you mentioned the community workers, how do understand this position and the work field of community in China?

From personal understanding, I think community workers are basic-level administrative units. They are responsible for some administrative services for local residents. But actually, I also find a lot of various community activities that organised by them, and some activities somehow are a part of work of our property companies. So I am not so clear about the boundary line between the local government and the community centre, between the community centre and the property company. I feel that the community centre has partly administrative power, but what they have done sometimes more than administrative issues.

Also, we have the intention to partnership with them, but we don't know exactly what kinds of resources and information they have. They are like a kind of 'black box' for us. To conclude, I think they are mainly gather the needs of local government, facilitate the communication between government and local residents, and also make some plans of community management based on the attributes of the community.

Wangyu

Project Manager of Smart Community tech company -As you said, you are interested to build partnerships with community centre, can you image in what kinds of context and projects, you would work with them?

From your introduction of the community centre, I can image when we work on intelligentializing some old communities, we have to understand the detailed context of the community. Under this context, the community workers would be the ideal channel for us to understand the community. Somehow, they can be our users as well, because some systems we provide can also help them improve the work efficiency.

Take an example, we have the technology of face recognition, and we plan to use it to guarantee the safety of the community. If the community centre can provide us some data base of local residents identification, we can alert residents before the dangerous comes. Also with the help of the community centre, we can define some safety areas, and when the dangers happen, we can use data to facilitate to seek the most effective helps and lower down the loss. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

When you introduce the community workers to me, I remind of an emerging roles in this system. It is responsibility planner of the community, which was introduced by the recent official report of Beijing Town and Country Planing Regulations (北京城乡规划条例修 正草案). This role is the designer of community plan, is the instructor of the plan implementation, is the researcher of planning problems, and also the facilitator of the grass-roots conflicts. They would be a group of professionals who serve the community management, and provide the technical supports. Comparing this role together with the community centre, they have something in common, and both of them has their own talents. The responsibility planner would be very professional groups with the knowledge of technologies and have the capability to make plans from a system level. While the community workers have sufficient experiences working with local residents and good at solve the gross-toot issues and conflicts. In the near future, it must be a promising and needed role.

Wangyu

Project Manager of Smart Community tech company

THE TRANSCRIPTS OF FULL INTERVIEWS

-How do you know the community centre?

At beginning, I have no idea of what it is, and it was built in 2015, I just know it is a new building. I took part in a community event by chance. I have found that the community has a lot of public space for us. But at the time they didn't know how to allocate the space, I just thought about it with them. Finally, through various consultation preparations, we have our own Beijing Opera Room, and I am an administrator. I organized a variety of cultural activities related to Peking Opera and even formed a Peking Opera team. Now when I am free, I will come to the community, do sports or sing Beijing Opera, which already became a part of my daily life. As long as community needs, I am always a volunteer in the community.

-How about other residents' opinions about the community centre?

I think the majority residents are in my beginning stage. They don't know what community centre is doing. Sometimes, it holds some activities, and residents participant just for small gifts. They have not aware that they are the host of community. But they can feel the community really has changed after 4 years the community centre built. Maybe it is just the problem of time. But to accelerate the process, maybe the community centre should show off what they have done, and left strong impression on local residents. And I also know some residents, they don't trust community centres, and they think they just the government staff getting salaries from government to monitor them. So the community workers also have to let residents feel that the community centre stand in their sides, would speak for them and argue interests for them.

A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-What your exception of the relationships between community workers and local residents?

I hope that there will be more mutual understanding between the staff and the residents in the future, and that residents can exert more power in the community center. I hope that the Fengle Community Center will eventually become a real community. This requires, first of all, the functional rooms of our community, the service is more transparent. The premise of communication understanding is information equivalence. I hope to see the traces of residents' activities in all corners of the community centre.

Tang Wumei Local resdients in the Fengle Community

THE TRANSCRIPTS OF FULL INTERVIEWS

-Please briefly describe what social innovation means in your field of work in your field of work. Can you give an example?

Find a combination of social value and business value to better solve social problems. For example, the project of the baby car that cooperates with Didi is actually the social value that connects the commercial value of the market vacancy and the safety of children's travel. More content can look at our official website (https://www.makeapoint.cn/english-1) (Find the case analysis in the previous chapter)

-Please briefly describe your understanding of the current state of China's social innovation and its future prospects.

I feel that it should be a stage of active development. First of all, in the case of the convergence of commodity types, consumers will now pay more attention to corporate social responsibility behind the consumption, so large enterprises needs to constantly exert their strength. In addition, as far as the public service is concerned, I feel that it has been some calls and implementations of national policies in recent years. Here, some social innovation forces are needed.

- Who is the partner? What is the project output? Who is the direct provider of the final service? How long is the project cycle?

The service targets are government-related enterprises and commercial enterprises. The project output depends on the project needs, and there are concepts and actual products. The direct provider of the service may be the business, the relevant government department or ourselves. The project cycle is not necessarily the same, depending on the size of the project. More successful is the last successful landing project. A toolkit for improving public service within Chinese community centre contexts: Taking the Fengle Community Centre as an example.

-Do you have any experience of contact or cooperation with this part of the organization?

There is, is specifically to upgrade the experience of the public space. Although their overall thinking process in the transformation of public space is still biased towards blueprints, they feel that they are very open-minded towards the user-centered thinking and very friendly. Cooperation is our responsibility for the previous research and the proposal proposes some design guidelines and some ideas. The other is to figure out the project objectives and the reasons behind the instructions of companies to convey the instructions, so as to ensure that the solution ends up not only floating on the surface.

-If you are planning to start a project on community services, what do you plan to start with?

Let's first look at what services are, who to serve, and then who is the community who is relevant to the target group. I will start from the user to see their current needs, and then to understand the status quo of the community (first go around a walk to observe and feel, haha, then disguised as a person seeking help to find a community aunt to ask for help, then try again, and then Go to the person in charge to understand the current situation of the system). If the problem is not solved, the community is ignorant, unable or unwilling to solve the corresponding problem, and then consider the corresponding strategy.

> **Zhang Jiaran Social designer from the Makepoints** (photo missing)

THE TOOLKITS FOR THE FENGLE **COMMUNITY CENTRE**

Our Community Creation Toolkits for the Fengle Community Centre

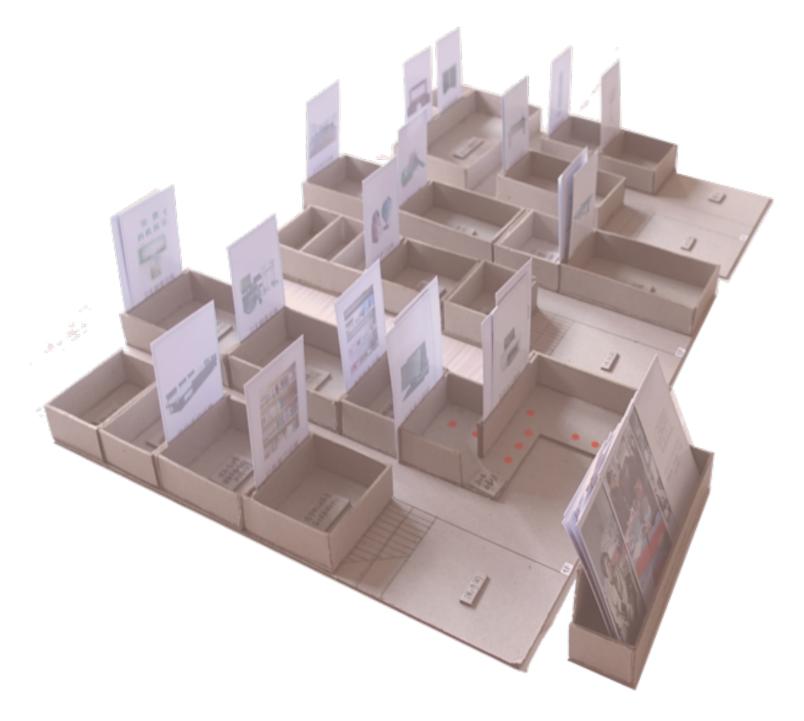


How to start with?

To start with, we want to introduce the 5 parts inside the toolkits taking Fengle Community Centre as an example:

1. A simplified physical model with card slots of the Community Centre

The physical model is designed for displaying the wholeness of the community centre and plays as a physical container of all resources that the community centre has.



2. A set of resource cards and blank templets cards

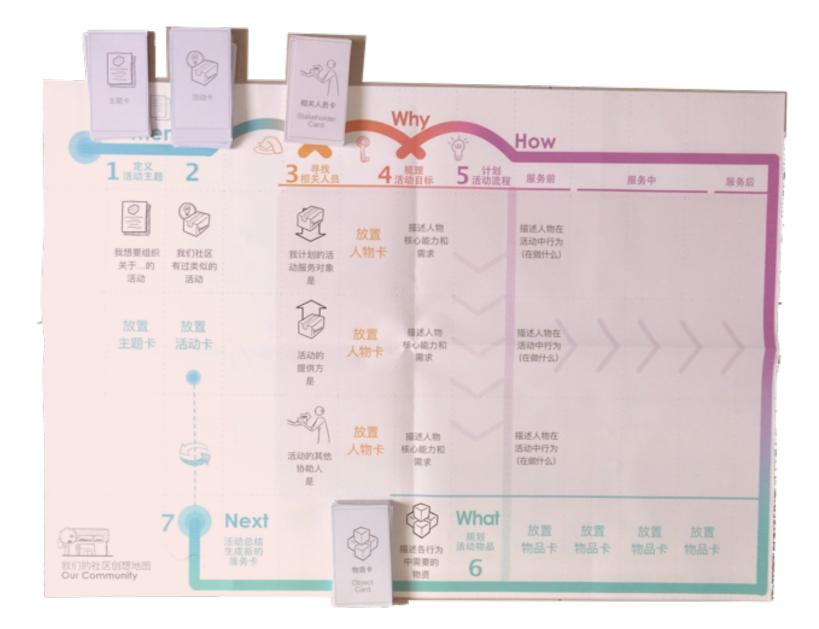
(Theme card/ Stakeholder card/ Service card/ Object card/ Blank card)

The resource cards are designed to visualize different resources that the community centre has. The templates of cards would be open to public, and you can find it in the end of guideline.



3. An activity creation map

The templetes of map is designed for planning community activities and every stakeholders who interested in commuity service can use. And it would be open to public, and you can find it in the end of guideline.



4. Resource usage dots

The dot stickers are used with resources card for count the resource used or motivated rate.



5. This creation guideline

It is this guideline, which would introduce how to prepare and use the toolkits.

What are main functions of the toolkits?

Resource Displaying Function

This toolkit especially the part of physical model is for community resources and information visualization, and the displaying targets are local government servants (service planner), and private company managers (service providers).

When the local government servants visit the community centre, this toolkit would be a perfect tool for helping community workers better introduce their work and for facilitating a more specific discussion with a systemic view of the community resources.

When local residents visit the community centre, the toolkits would improve the openess of the community centre, and it would be an attractive object to creat connections betwwen local residents and community workers.



Resource Reorganize Function

With the help of the activity plan map, the community workers even local residents can easily flow a clear clue to organize better community activities with the full use of the community resources.

Through continue using the map to plan activities and generate new activity cards, the toolkits provide the card system to facilitate community centre workers build their unique activity data base which help them better intergrate the community resources and improve the quality of community services.



How to use it?

The preparation of the toolkits

To start with, the community centre who decides to use this toolkits have to prepare a special plan and pictures of the community centre and send to the design team.

And then the design team would arrange a 1-hour online or offline workshop with the community workers to gather the information to make the resource cards and physical model. After one week, the community centre would received a set of toolkits. Then, design team would provide a detailed introduction presentation of how to use it, and help community workers to arrange the physical models.

During the usage of the toolkits

The community centre workers can firstly place the physical model with resource cards on a conspicuous place inside the community centre to increase the awareness of local residents and other stakeholders who visit the community centre. And then when they use the activity map and resource cards to plan the community activities, it is like a board game and the final outcome is a clear clue to plan an activity and finally generate new resources cards and evaluate the usage rate of exiting resources cards.

- 1. **Define the theme of the activity.** Participants should place the Theme Cards to describe the type of activity you are going to organize;
- 2. **Refer to the past activities.** Participants should place the Service Cards to show the similar activities;
- 3. Find relevant stakeholders. Participants should place the Stakeholders Cards in the areas of service targets, service providers and other service assistant.

- 4. **Identify the activity objectives.** Participants use the post-it to describe the key abilities and needs of each stakeholders that they picked in the step 3.
- 5. **Plan the activity content and process.** Referring to the journey of pre-service, during-service and after service, participants use the post-its to plan each stakeholders actions.
- 6. **Plan the required materials.** Participants should prioritise existing objects and pick them from the Object cards, and according the situation, they can supplement needed object cards through post-its.
- 7. **Conclude and generate new service cards.** This step is after the activities. With the help of previous draft plan, participants would write their own formal plan. After the activity, participants should conclude if they have engaged people they planned in the map, if they make full uses of the existing objects, if the activity follows the draft plan, if there any new cards should be added. Then, participants should stick the green dot on the cards to illustrate the resources they have used in the activities. Meanwhile, they would generate new service card through the card templates according to the situation of activities, and they also can supplement some new cards in this session.

After the usage of the toolkit

Every mouths, the community centre would received the feedback investigation of using this toolkits and invitation of toolkits workshops.

Cards and Activity Planning Map Examples in the Fengle Community Centre

(Cards arraged in the way for two sides print of A4 paper and the map should be print in the size of 540mm*720mm)



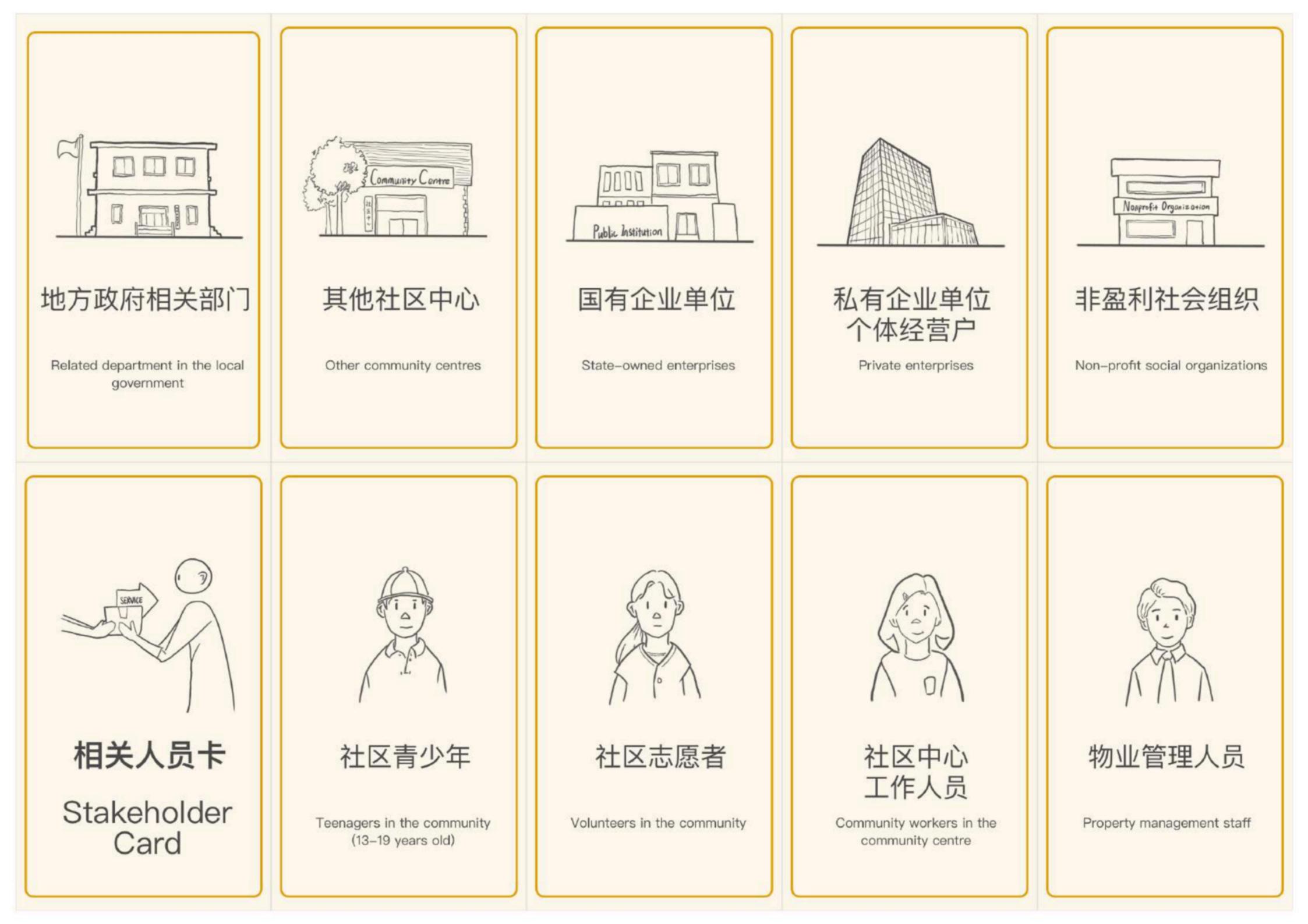


















志愿服务设施 志愿服务奖品

Volunteer Service Facilitation Gifts for volunteers





Meeting Facilitation Meeting tables



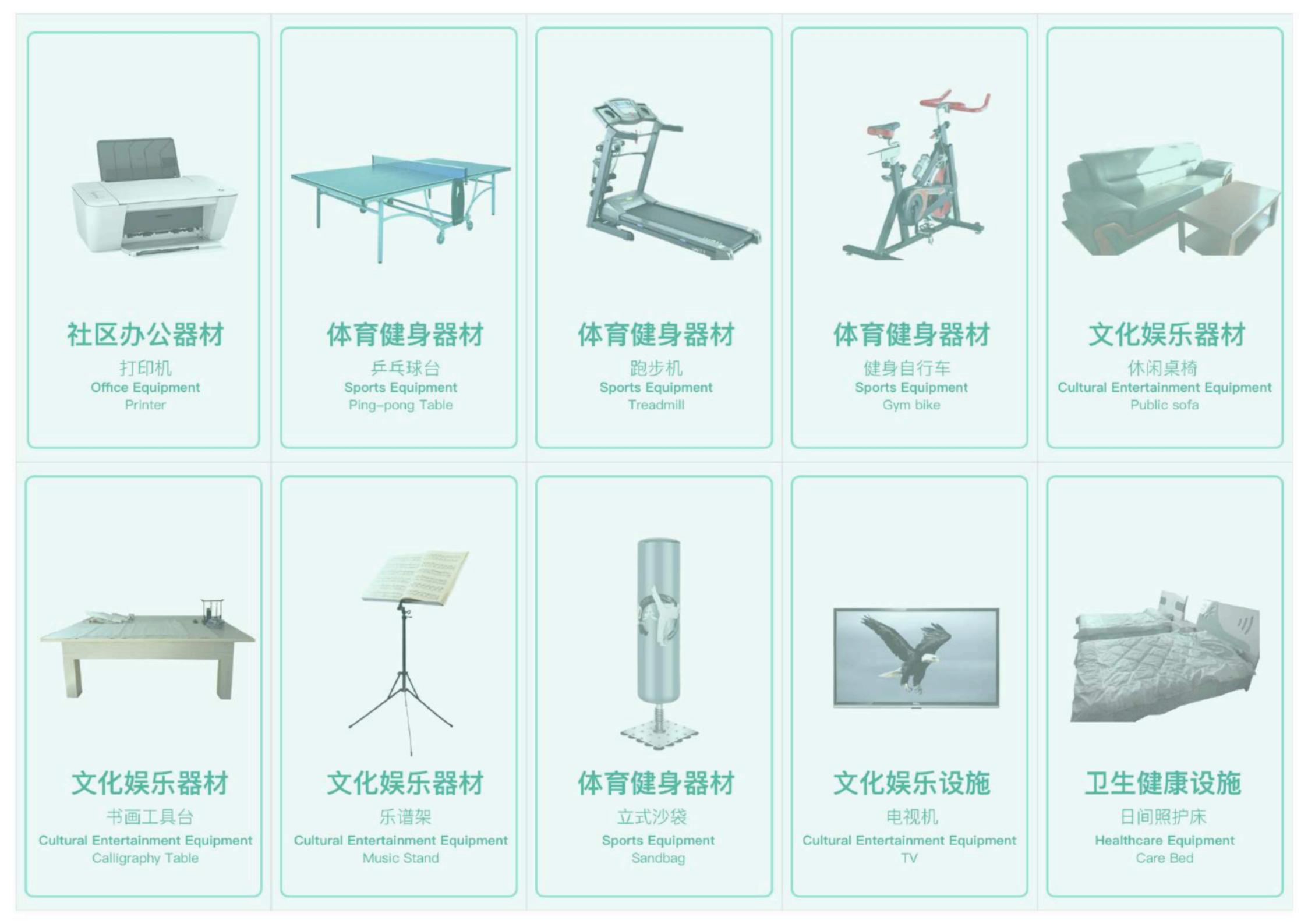
儿童娱乐设施

儿童游乐园 Kid Entertainment Equipment Slides/ Gym horse

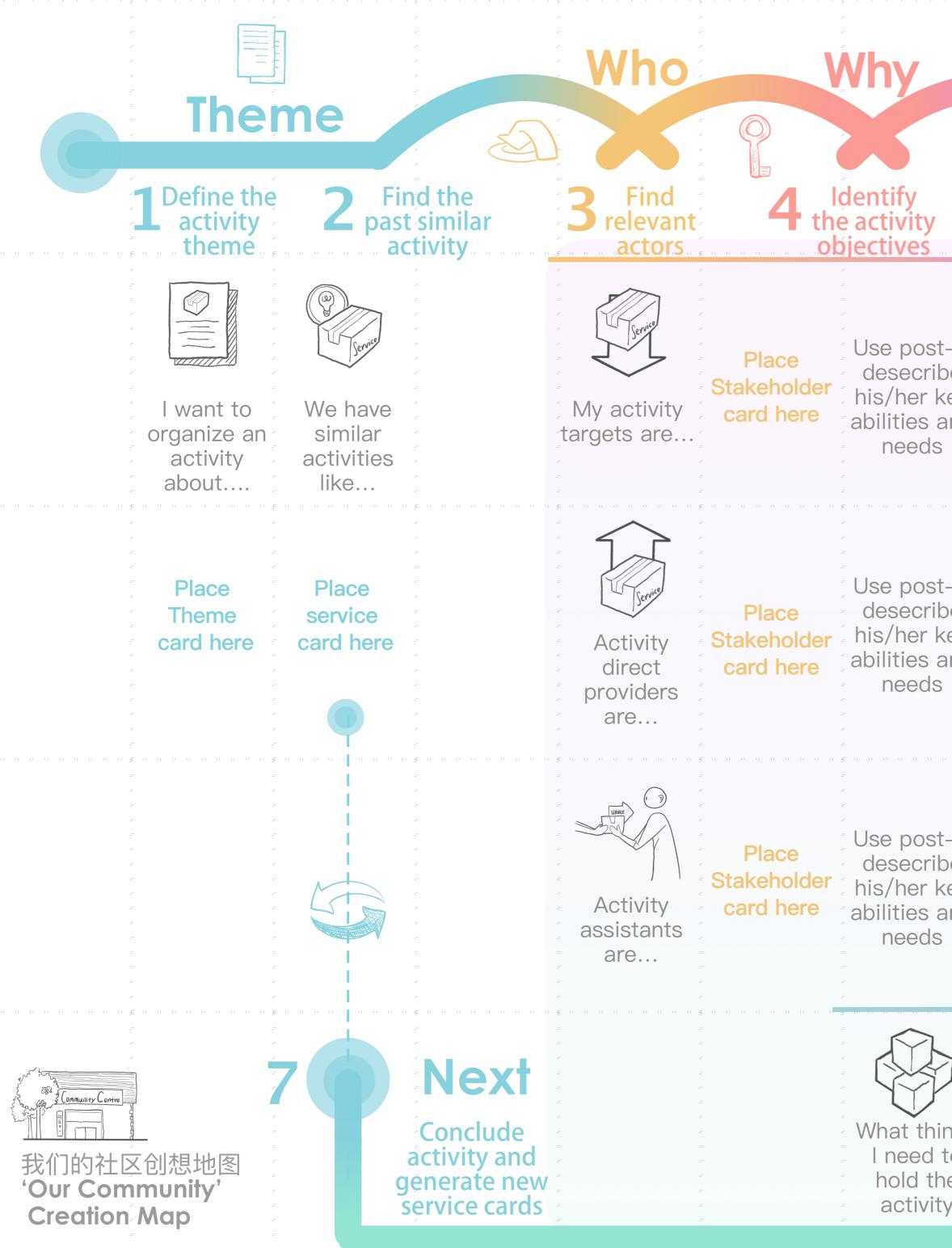


公共学习设施

科普器材 **Public Study Equipment** Study robot/ The globe







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Scan the QR code and get access to the Our Community Toolkit Template

Made by Tu Qianbao