

Enhancing Policymaking *Appendices*

with Design

*MSc Design for
Interaction
thesis by
Geert Brinkman
May 2019*

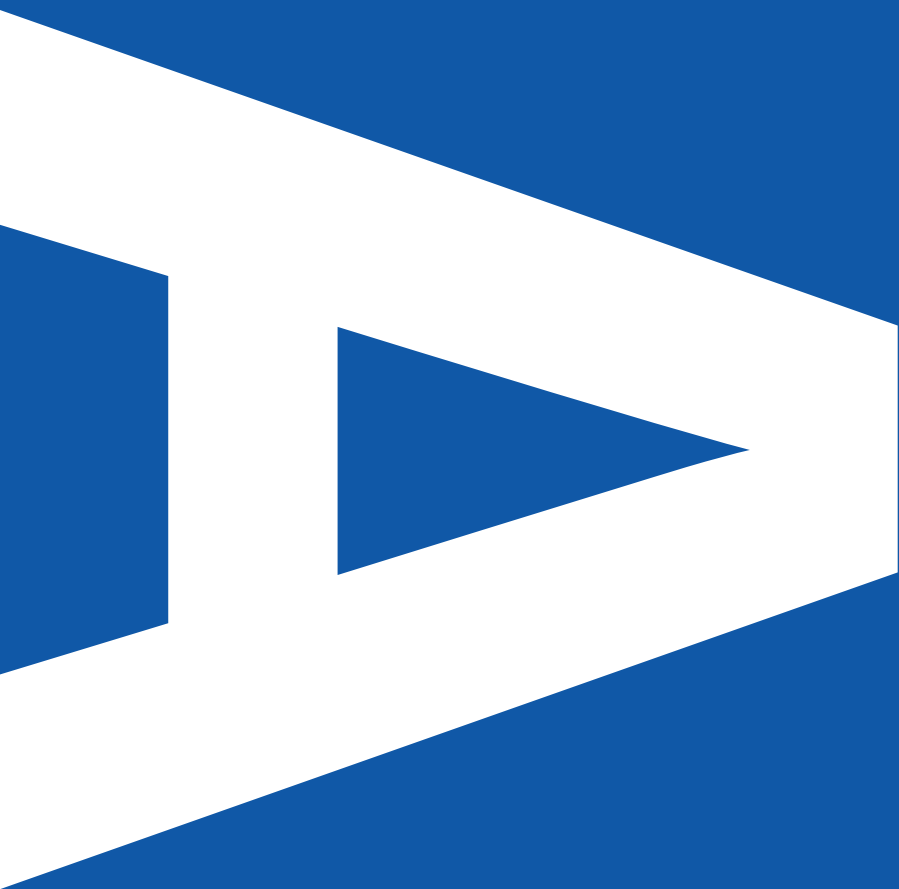
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Appendix A - Pocess

A brief overview of the process of this graduation project is given here.

A. Process

An overview of the process is depicted in the image below. Each process step will be described more elaborately in the appendix sections hereafter.

	1. literature research	2. case studies	3. additional research	4. empirical research	5. design
ACTIVITIES	<ul style="list-style-type: none"> - read books - read papers 	<ul style="list-style-type: none"> - 6 cases - 20 interviews 	<ul style="list-style-type: none"> - read books - read papers - 7 interviews 	<ul style="list-style-type: none"> - ethnographic study - experimental study - 2 focus groups - 3 interviews - observations - 1 creative session - brainstorm - concept development - 4 evaluations 	<ul style="list-style-type: none"> - idea generation - concept development - evaluation - iteration (3x)
OUTCOME	<ul style="list-style-type: none"> - theoretical ground-/framework 	<ul style="list-style-type: none"> - evaluation of policymaking processes - opportunity for enhancement 	<ul style="list-style-type: none"> - substantiation of findings - lessons from design 	<ul style="list-style-type: none"> - 'failed' experiment - insights for policymaking 	<ul style="list-style-type: none"> - guidelines to enhance policymaking

Fig. 1: The process of this graduation project



Appendix B - Literature Research

A description of the initial literature research is given here.

B. Literature Research

In order to form a theoretical basis sufficient understanding of policymaking had to be gained. Moreover, early on in the process it was found that merely a confrontation between policymaking processes and design processes provided insufficient grounding to evaluate policymaking processes and identify opportunities for enhancement. In light of this, it was found that certain types of problems call for certain types of approaches. As such, the initial research cycle revolved around the following questions:

1. How are policies made?
2. What types of problems can be distinguished?
3. What types of problemsolving approaches can be distinguished?
4. How can problem types and problemsolving approaches be matched?

For each research question, literature research was conducted. The search was conducted in a snowball manner - moving from article to article, from topic to topic. Although the search process was not meticulously documented, keywords were documented. As such, the following tables roughly depicts the way the search process unfolded in terms of the snowballing of keywords and topics; the marked topics were eventually used as part of the theoretical ground- and framework.

TOPIC I	TOPIC II	TOPIC III	TOPIC IV
Policymaking	Political system	Policy cycle	Garbage can model
		Policy development process	Punctuated equilibrium
		Policy models	Symbolic policymaking
		Interactive policy formation	Polder model
			Policymaking styles
Policies	Policy instruments	Sticks, carrots and sermons	
		Economic, regulative, communicative instruments	
Dutch government	Constitutional monarchy	European Union	Trias politica
	Representative democracy	National government	Responsiveness
		Provincial government	Legislative branch
		Municipal government	Executive branch
		Voting	Parliament
			House of Representatives

Fig. 2a: Literature research topics

TOPIC I	TOPIC II	TOPIC III	TOPIC IV
Policy problem	Wicked problem	Problem characteristics	Problem-based learning
	(Ill-)defined problem	Problem typology	Problem framing
Methodological congruence	Policy learning	Single/double loop learning	Experimentation
	Organisational change	Experiential learning	Anticipation
	(Organisational) learning	Learning styles	Transdisciplinary knowledge generation
	(Organisational) resilience	Adaptiveness	Ambidexterity
		Reflexiveness	
		Exploration/exploitation	
Problem-solving process			
Participatory governance	Stakeholder engagement	Participation ladder	Consultation
	Invitational governance	Spectrum of public participation	Cooperation
			Deliberation

Research questions

1
2
...

Fig. 2b: Literature research topics



Appendix C - Case Studies

An elaborate description of the case studies is given here. First, the research method will be described. In turn, each separate case study is described.

C.1 Research Description

According to the theoretical framework, six case studies were conducted. The research method that was taken will be described here.

C.1.1 Goal

The goal of the case studies was threefold:

Gain an overview of policymaking processes as well as an in-depth view on certain policymaking practices.

1. Asses the appropriateness of these policymaking processes and practices in light of the determinacy of the problem at hand.
2. Identify an opportunity for enhancing policymaking with design.

C.1.2 Research Questions

In line with the abovestated goals, the following research questions were formulated:

1. What are common problemsolving processes and practices in policymaking at the Ministry of Education, Culture and Science?
2. What are the key factors influencing these problemsolving processes and practices?
3. To what extent are these problemsolving processes and practices adequate to deal with a sufficient breadth of problems (from determinate to indeterminate)?
4. What are the opportunities for enhancing policymaking with design?

C.1.3 Approach

In order to address the research questions, six case studies were conducted: four cases that entailed an entire policymaking process and two cases that zoomed in on particular policymaking practices.

For each of the four process cases data was obtained through available documentation and a semi-structured interview with the lead of the process. This interview revolved around obtaining a detailed description and evaluation of the steps that were taken throughout the policymaking process. In order to gather comparable data, the process template depicted on the table on the next page was used. For each of the two practice cases data was obtained through available documentation, observation and several semi-structured interviews with policymakers and participants involved. In order to further substantiate the findings from these case studies, additional semi-structured interviews about policy making processes in general were conducted. In total twenty interviews were conducted.

In turn, the relative complexity, dynamicity, opaqueness and divergence of perspectives of the different issues of these cases was determined according to the way the issue was framed by the policymakers involved. Based on the gathered data, as well as the determinacy of the issue, these processes and practices were assessed. Subsequently, an opportunity for enhancing policymaking with design was identified.

C.1.4 Case selection

Cases were selected on the basis of informed convenience (read: opportunistic sampling). Criteria for selection were: availability of information and experience, recency (the case took place within the past two years) and breadth in terms of determinacy of the problem. Moreover, the four cases displayed considerable breadth in terms of process: one being highly experimental, another being highly political, and two somewhere in between. In turn, one practice case revolved around the construction of the problem space, and the other revolved around the conception of a solution. As such, an attempt was made to obtain a sufficiently comprehensive view on policymaking processes and practices in order to provide sufficient basis for making generalizations about policymaking at the Ministry of Education, Culture and Science.

C.2 Process Template

The process template that was used in support of the interviews is depicted below.

PHASE			
Goal			
Activities			
People involved			
Outcome			
What went well?			
What didn't go well?			
How could it have been done better?			
What challenges were encountered?			

Fig. 3: Process template

C.3 Interview Scripts

As explained above, twenty semi-structured interviews were held. The interview scripts that provided the backbone of the conversations are given here (translated from Dutch); the interviews were conducted in Dutch.

C.3.1 Interview with Lead Policymakers about Policymaking Cases

Intro

I'm an industrial designer and I want to investigate how a designerly way of problemsolving can contribute to policymaking. To get a better view on making policies, I would like to go through the process developing the [Policymaking Case] with you. Besides this, I am curious about your perspective on the way designers solve problems and how you think (elements of) a designerly way of problemsolving can contribute to making policies. But, to start off with, I have a question about yourself and policymaking in general.

You & Policymaking

1. Can you tell me something about yourself?
2. What is, according to you, good policy?
3. How can you ensure that good policy comes into being?
4. What are challenges in this?

Policymaking Case

1. Is the [Policymaking Case] an example of a good policy?
2. How do you look back on this process?
3. What went well/did not go well?

4. What could have been done better?

I would like to go deeper into this process. That's why I would like to map the process. In order to do so I have made a template we can fill in together (give template & explain).

Based on template:

1. In what phases can the process be divided?
2. What was the goal in each phase?
3. What kind of activities were conducted in each phase?
4. How were these activities conducted?
5. How did the activities contribute to making the policy?
6. Who were involved with these activities?
7. What was their role?
8. What was the outcome of each phase?
9. What went well in each phase?
10. What did not go well in each phase?
11. What were challenges you had to overcome in each phase?
12. How did you do this?
13. Why did you choose for this approach?
14. Is the approach, like we just discussed, a commonly used approach to making policies?
15. In hindsight, how would you have done it differently?

Design

So, like I told, I'm an industrial designer and I want to see how a designerly way of problemsolving can contribute to policymaking. That's why I have also made a similar scheme for a general design process. Maybe we can have a look at it (show scheme & explain design process).

1. What stands out to you when you compare this to the policymaking process we just mapped?
2. Which aspects could have been useful in the process of [Policymaking Case]?
3. Which aspects may be useful in policymaking in general?

Wrap-up

1. Do you have any questions/remarks?
2. Do you know anyone else with an interesting example for my studies?

C.3.2 Interview with Participants at the Dialogue Days

Intro

I'm an industrial designer and I want to see how a designerly way of problemsolving can contribute to policymaking. On the Dialogue Days several creative, designerly methods were applied, that's why it's an interesting case for me to include in my study. It gives me a perspective on how designerly methods currently find their way into the policymaking process. In light of this, I would like to talk about the Dialogue Days, but also about policymaking with regard to low literacy and your perspective on this. If there's time left, I'd like to show you a design process and see how you think this may contribute to making policy. But I'd like to start off with you.

Experience

1. Can you tell me a bit about yourself?
2. What do you do?
3. What is your experience with governments and public administration?

Policymaking

1. When you look at the way governments work, and how policies are made, what do you think about this?
2. What is good policy, according to you?
3. What is needed in order to make good policies?
4. To what extent do you think policymakers

- succeed in this with regard to low literacy?
5. What are the biggest challenges in this?
6. If you were in charge, how would you do it?

The Dialogue Days

Given your expertise:

1. How do you look back at the Dialogue Days?
2. How did you feel about the different activities?
3. What could have been done better?
4. How would you have organised the day?
5. What did you learn at the Dialogue Days?
6. Did the Dialogue Days influence your own view on the problem?
7. What do you think will be the effect of the Dialogue Days on the policy that will be made?
8. It was being said that the Dialogue Days were the starting point for developing the extension of the Tel mee met Taal programme from 2020 onwards. How do you think the rest of the process for developing the extension of this programme should look?
9. If you would write a letter to the team behind Tel mee met Taal about these days, what would you put in there?
10. Would you take part in a day like this the next time?

C.3.3 Interview with Collaborating Partners of the Adult Learning Labs

Intro

I'm an industrial designer and I want to see how a designerly way of problemsolving can contribute to policymaking. As I explained to you I want to include the Dialogue Days as well as the Adult Learning Labs in my study. Because you are clearly very involved with low literacy - I saw you at the Adult Learning Labs and the Dialogue Days - I figured it would be interesting to talk to you about this. When there's time left, maybe I would also like to discuss things with regard to policymaking in general. But I'd like to start with yourself.

Experience

Can you tell me a bit about yourself?

What do you do?

What is your experience with governments and public administration?

Adult Learning Labs

1. Can you tell me about the Adult Learning Labs?
2. How did these Labs come into being?
3. Can you explain me a bit about the process preceding to the Adult Learning Labs?
4. How did you become involved?
5. How did the collaboration between these parties come into being?
6. How did you decide this was the way to go?
7. What do you think about the setup of the Labs?
 - a. The collaboration
 - b. The approach
 - c. The process thus far
8. Can you tell me a bit more about the sessions as part of the Labs?
9. How do you look back at them?
10. Were the relevant parties involved?
11. How do you feel the conversations with the participants went?
 - a. To what extent did you feel they were informative?
 - b. To what extent did you feel they were 'deep'?
 - c. To what extent did you feel everyone was free to talk?

During the last session with the municipal civil servants there was, especially at the start, considerable confusion. I had the feeling that the participants did see it as a real problem, yet the solution was not understood or found most appropriate.

12. How do you feel about this?
13. Are you going to do something about this?
14. What did you learn from the sessions?

Dialogue Days (if there's time)

1. How do you look back at the Dialogue Days?
2. How did you feel about the different activities?
3. What could have been done better?

4. How do you think the rest of the process of developing the extension of the Tel mee met Taal programme should look like?

5. If you would write a letter to the team behind Tel mee met Taal about these days, what would you put in there?

6. Would you take part in a day like this the next time?

Policymaking (if there's time)

1. When you look at the way governments work, and how policies are made, what do you think about this?
2. What is good policy, according to you?
3. What is needed in order to make good policies?
4. To what extent do you think policymakers succeed in this with regard to low literacy?
5. What are the biggest challenges in this?
6. If you were in charge, how would you do it?

C.3.4 Interview with Policymakers/Policy Advisors in General

Intro

I'm an industrial designer and I want to investigate how a designerly way of problemsolving can contribute to policymaking. Given your expertise, I think it is interesting to talk to you.

Experience

1. Can you tell me a bit about yourself?

Policymaking

I would like to go deeper into making policies.

1. What is, according to you, good policy?
2. How can you ensure good policies are made?
3. To what extent do you feel policymakers succeed in doing so?
4. What are the biggest challenges for making policies?

I made a template to depict policymaking processes. I would like to fill it in with you. The question is:

1. How would you depict the ideal process of making good policies?
2. Which phases would you distinguish?
3. What's the goal of each phase?
4. What activities are needed in each phase to achieve this goal?
5. Who have to be involved with these activities?
6. What is the outcome of each phase?
7. To what extent is it possible to put this process to practice?

Design

I have made a similar scheme about a design process. Maybe we can have a look at it (show & explain).

1. What stands out to you when you compare these processes?
2. What aspects of the design process would be useful for policymaking?

C.4 Process Cases

The process cases are described here. Important quotes from the interviews are given throughout.

C.4.1 Case 1: Vocational Education StudentLabs

In order to reduce the dropout rate of ex-vocational education students that flow through to higher education, 29 unique solutions were developed that are currently (being) implemented as pilots across The Netherlands. According to several reports and internal documents and an in-depth interview, the problem - and its determinacy - as well as the process that led to this solution and key factors influencing this process will be elaborated on here.

Problem Description

Each year over 22.500 vocational education students flow through to higher education. This is a big step for these students. In higher education, the educational environment, the way of working that is required, as well as the expectations from the students are rather different. Some of the ex-vocational education students adapt to this new situation quite well. However, a considerable amount of students has difficulties to adapt. Consequently, many of these students drop out within the first few months of the higher education programme (StudentLab, 2017).

Although this has been a recurring issue, the Ministry of Education, Culture, and Science has not found an adequate solution before. Therefore, at some point during the process (as will be explained below), it was decided to do things differently: coming up with a solution was delegated to the students themselves. As a result,

they came up with 29 unique solutions that are currently (being) implemented as pilots across The Netherlands (StudentLab, 2017). These pilots will be the basis for the next policy cycle in a few years.

Problem Determinacy

Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven; one being the lowest, seven being the highest. As can be seen in the image below, each factor was rated a five. A brief description of these ratings is given here:

Ratings:

Complexity - 6

Dynamicity - 5

Opaqueness - 5

Divergence of interests - 5

The high dropout rate of ex-vocational education students that flow through to higher education may be due to a wide variety of factors, such as: a discrepancy between vocational education programmes and higher education programmes, the support given to transition students, locality and accessibility of the higher education institutions, the labour market, the government's role in making the transition, the personal situation of the student, the environment of the student, the motivations and cognitive - or irrational - processes of these students while making the transition, or a combination thereof. Moreover, several different additional problems may lie behind each of these explanations. As can be seen, a variety of elements that are difficult to disentangle is at play. As such, the problem is

considerably complex. Moreover, since quite some of the aforementioned factors are subject to change the problem is rather dynamic. Additionally, there is a large human component in this issue, making it rather intransparent. Furthermore, there are quite some divergent perspectives on both the problem and potential solution directions. All in all it can be seen that the problem is rather indeterminate. The process of coming to a solution - a wide variety of pilots in this case - is actually made

up of one main process and one subprocess. The main process was orchestrated by the Ministry of Education, Culture and Science, whereas the subprocess - conceiving and developing the interventions - was delegated to and orchestrated by a research institute and a consultancy. Both processes will be depicted below. Key factors as well as key activities will be elaborated on hereafter.

	Problem space construction	Solution conception			Solution implementation
goal	Substantiate the problem	Substantiate the problem	Develop a way to proceed	Conceive and develop solutions	Implement the diversity of pilots
actions	Analysis: Gathering statistics Reading reports Expert consultation	Search: Gathering good practices Creation: Brainstorm	Development: Organizing the Vocational Education StudentLabs	Analysis Framing Creation Selection Development (see subprocess)	Implementation: Subsidy application of education institutions for conducting a pilot.
Parties involved	<p>Policymakers</p> <p>Experts</p>	<p>Policymakers</p> <p>Experts</p>	<p>Policymakers</p> <p>Consultancies and research institutes</p>	<p>Policymakers</p> <p>Consultancy and research institute</p> <p>University of Applied Science</p> <p>250 students</p> <p>10 coaches</p>	<p>Ministry of Education, Culture and Science</p> <p>Institution Subsidy Executive</p> <p>Vocational/higher education institutions</p> <p>Students of the executing institutions</p>
Outcome	Clearly substantiated problem	No clear solution direction	Vocational Education-StudentLabs	29 solutions	±70 pilots across The Netherlands in the academic years of 2017, 2018 and 2019

Fig. 4a: The main process of the Vocational Education StudentLabs

	Problem space construction	Solution conception		
goal	Gathering information and framing the problem	Generating potential solution options	Selecting the most suitable solution alternatives and further developing these	Fine-tuning the solutions and developing a plan for implementation
activities	Analysis & Framing: Insight session with students and coaches	Creation: Creative session with students and coaches	Selection & Development: Workshop with students and coaches	Development: Workshop with students and coaches
Parties involved	Consultancy and research institute	Consultancy and research institute	Consultancy and research institute	Consultancy and research institute
	University of Applied Science	University of Applied Science	University of Applied Science	University of Applied Science
	250 students	250 students	250 students	250 students
	10 coaches	10 coaches	10 coaches	10 coaches
Outcome	Several problem frames from the perspective of the students	Several solution directions and more concrete solution options within these directions	A selection of more developed solution options	Further developed solution options and the contours of a plan for implementation

Fig. 4b: The subprocess of the Vocational Education StudentLabs

Key Factors

Agreement

Right from the start there was considerable agreement on the undesirability of the current situation. Yet, there was no clarity on the issue, neither on a solution. This gave the policymakers considerable freedom to do things differently.

“It was about the fact that many students that made the transition from vocational education to higher education dropped out. This happened to almost half of these students. The problem was clear. The solution however, was not yet clear. You can address this problem in many ways.” - Policymaker 1

Ineffectiveness

At some point during the process the policymakers found themselves unable to find a suitable

solution; solutions from the past were deemed ineffective, the usual efforts to find a new solution were unfruitful, and their creativity was exhausted. This was a clear call to do things differently. The agreement on the problem, as mentioned above, allowed the policymakers to do so.

“When finding solution directions in the brainstorm phase, a lot didn’t go well. Everything was already tried without significant success. So our creativity was getting a little exhausted. We didn’t get to new insights. We got stuck. The common patterns of: there is a problem and we find a solution, ofcourse in collaboration with the student advisory boards, didn’t bring us anything. We stagnated. So how can it be done better? You have to break these existing patterns and ways of thinking.” - Policymaker 1

Key Activities

Opening Up

In light of doing things differently in order to find new solutions it was decided to open up the problemsolving process to the the students themselves. Under the supervision of an external research institute these students were given the freedom to develop new solutions.

“We didn’t know how to solve the problem. We could try something again, but it wouldn’t be very well grounded. So what we did, was ask the students themselves. So then the StudentLabs came to life. [...] So our solution direction was actually the StudentLabs.” - Policymaker 1

Framing

By opening up the process to the students themselves, the problem became clear from their perspective. This enabled the development of four new, complementary problem frames: gaining sufficient information about higher education, receiving appropriate guidance while making the transition, boosting the confidence of the vocational education students making the transition, and becoming acquainted with the way of working in higher education (StudentLab, 2017). These new problem frames in turn expanded the solution space; new opportunities for dealing with the issue came to light.

Intervening

The final solution - 29 unique solutions that are currently (being) implemented in 70 pilot studies across The Netherlands - is remarkably diverse. As such, these pilots can help generate knowledge about problem and solution as well as increase the likelihood of finding a suitable solution. Both will be very helpful in developing policy in the next policy cycle.

“Around 30 proposals came out of the StudentLabs. In turn, around 70 educational institutions went on to execute these proposals. [...] So actually here, 70 variations of interventions were tried. All with the same purpose and within the same categories

of framing, yet quite diverse. So that gives, I hope at least, a much larger richness of information about what does or does not work. When you just try out one intervention, you only know if that intervention worked or not, and oftentimes even this is hard to say.” - Policymaker 1

Additional Notes

Besides the above points, it should be noted that the process was not planned beforehand. This allowed the policymakers to flexibly decide what activities were most suited to move from problem to solution. Adjustments - such as opening up and delegating the problemsolving process, and iterating on problem framing and solution finding - were made accordingly.

Evaluation

As can be seen, the process started off rather closed, in exploitative mode. In collaboration with a few experts, the problem was further defined, and solutions were sought for. In light of the intransparencies regarding the experience, motivations, and decision making of students making the transition, this closed approach was not methodologically congruent; it is no wonder these activities were deemed unfruitful.

It was thus rightfully decided to engage in more explorative ways of problemsolving. Particularly opening up was crucial in this respect as this helped alleviate certain intransparencies. As such, it enabled the development of new problem frames, and corresponding solutions, and thus, become ‘unstuck’. So although the process started off methodologically incongruent, it was (more or less) appropriately adjusted along the way.

“So we sought for a new perspective by cooperating with laymen, or experience experts, not the professional experts. And this went quite well. [...] It brought in new energy. Thanks to new people.” - Policymaker 1

This being said, especially the way of experimenting still entailed certain difficulties. First, experimentation took place rather late in the process with fully developed interventions. Since these interventions were all new, intervening early in the process of development may have helped gauge their desirability and effectiveness early on and by doing so enable quicker learning and working towards a solution more iteratively, which is also more suitable in light of the dynamicity of the problem. Second, the diversity of interventions cannot be compared according to the same criteria and the vast number of interventions makes evaluation rather time-consuming. Clearly, evaluation and comparison - the basis for the next policy cycle - are rather complicated in this case. Converging to a more select array of alternatives before implementing them may have helped in this respect.

“It comes with a lot of uncertainty. You have to wait considerably long for the entire execution. This goes on until 2020. Only then the results of all these pilots will come in. This entails an entire cabinet period. So that is longer than the average political horizon. [...] Another challenge is: how to evaluate the enormous diversity of pilots? That is very complicated. [...] It’s almost impossible to conduct comparative research. And this makes it really hard to say something meaningful about the effective constituents.” - Policymaker 1

Conclusion

This policy case is particularly interesting as it entails an unusually large-scale and systematic exploration of solution options. In light of this, it can be seen that agreement on an issue may give policymakers tremendous freedom to engage in explorative ways of policymaking; it allowed the policymakers to open up the policymaking process, have students develop solutions themselves, and pilot a plethora of solution alternatives in order to gain input for the next policy cycle.

“Whether this is a common way of making policy: no. This is a very systematic way of conducting pilots. [...] In many pilots only one or two things are being tried. [...] It would be much more interesting to try out 10 or 15 variants and then you can say something like: well, this worked better than this. And therefore we have to look for solutions more in this direction. [...] Also not much attention is paid to iterative learning. A pilot should actually be the starting point of a learning process. For convenience purposes these pilots start off at a large scale. Oftentimes this entails at least six regions and two or three years. I’m not a big fan of this.” - Policymaker 1

C.4.2 Case 2: Vocational Education Quality Arrangements

To ensure high quality vocational education in The Netherlands, the Vocational Education Quality Arrangements were developed. According to several reports and internal documents and an in-depth interview the problem - and its determinacy - as well as the process that led to this solution and key factors influencing this process will be elaborated on here.

Problem Description

Vocational education institutions in The Netherlands are responsible for providing high quality vocational education that ensures a student’s success on the labor market, successful flow through of students to higher education, and a student’s personal development (Regeling Kwaliteitsafspraken, 2018).

To ensure a student’s success on the labor market as well as successful flow through of students to higher education, vocational education institutions need to align their activities to developments on the labor market as well as curricula of colleague institutions and higher education institutions in the region. In order to do so, vocational education institutions need to collaborate with their relevant

partners; municipalities, companies, public sector organisations, regional boards, other vocational education institutions and applied science institutions, to name a few (Regeling Kwaliteitsafspraken, 2018).

“Now we stimulate collaboration between the different institutions much more. We don’t say compete and may the best win anymore, now we say: make appropriate arrangements about who offers what, look at how you stand out as an institution, look at your neighbours, exchange education offerings so that you don’t do what they do, and so that you can really focus on what you are good at. We emphasize alignment, collaboration, and less competition.” - Policymaker 2

Moreover, vocational education institutions attract a wide variety of students, ranging from students flowing through from high school, job seekers, restarters, alumni, and employed people. Clearly, to ensure a student’s personal development, vocational education institutions need to align their activities to the needs and demands of these different student profiles as well (Regeling Kwaliteitsafspraken, 2018).

As such, the Ministry of Education, Culture, and Science developed the vocational education quality arrangements intended to stimulate vocational education institutions to collaborate with their relevant partners as well as align their activities to the needs and demands of their different student profiles and hereby warrant high quality education (Regeling Kwaliteitsafspraken, 2018). The developed policy is part of an ongoing process based on the evaluation of past policy and experience; the vocational education quality arrangements were first introduced in 2015 (Regeling Kwaliteitsafspraken, 2018).

Problem Determinacy

Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven; one being the lowest, seven being the highest. These

ratings and a brief description of thereof are given here:

Ratings:

Complexity - 6

Dynamicity - 4

Opaqueness - 4

Divergence of interests - 3

As explained, ensuring high quality vocational education entails proper alignment with (developments of) the regional labor market, colleague institutions, higher education institutions and demographics, each having its own elements and interactions directly or indirectly influencing the problem. Clearly the problem is rather complex and continuously - but mostly gradually - changing. As such, ensuring high quality vocational education is of ongoing concern for the ministry. Therefore, although there is significant regional diversity, the ministry has reasonable overview on the issue; it is moderately intransparent. Moreover, as the Vocational Education Quality Arrangements have proven their worth, there is reasonable agreement on both the problem and solution. As such, it can be concluded that the problem is moderately indeterminate.

Process

The process the policymakers went through in order to develop the Vocational Education Quality Arrangements is depicted on the next page. Certain elements of this process as well as key factors influencing the way it took place will be elaborated on hereafter.

Solution conception				
goal	Gather input from the field about ongoing quality arrangements	Selecting points of improvement for the new quality arrangements and developing a concept for further deliberation, negotiations and selection	Selecting final points of improvement in quality arrangements	Finalizing the new quality arrangements
activities	Evaluation: Evaluate quality arrangements Creation: Generate ideas for improvement	Selection & Development: Working sessions	Evaluation & selection: Negotiation and deliberation in the House of Representatives	Anticipation: External examination Development: Internal working sessions Preparing implementation of the new quality arrangements Budgeting
Parties involved	Policymakers External consultancy 5 Vocational education institutions	Policymakers 5 Vocational education institutions Vocational Education Advisory Board	Policymakers Minister of Education, Culture and Science House of Representatives Vocational Education Advisory Board	Ministry of Education, Culture and Science Vocational Education Advisory Board Vocational education institutions Youth Organisation Vocational Education
Outcome	Inspiration document for the new quality arrangements	Concept of the new quality arrangements	Legislative agreement on new quality arrangements	Vocational Education Quality Arrangements

Fig. 5: The process of the Vocational Education Quality Arrangements

Key Factors

Agreement and past policy

As explained, there was considerable knowledge and agreement on both the problem and the proposed solution. This narrowed down the problemsolving endeavours to adapting and improving the existing solution; no time was spent on additional analysis or research, reframing the problem or considering different solution alternatives. Moreover, the effectiveness of the previous quality arrangements provided with sufficient confidence to postpone intervention until the implementation stage.

“We see that the past arrangements had their effect, and that quality - in its full breadth - has improved.”
- Policymaker 2

Key Activities

Opening Up

In order to fruitfully conduct the evaluation, creation, selection and development activities, it was decided to open up these activities to external actors. Collaboration and participatory cooperation were thus clearly emphasised throughout the entire process; external parties such as a consultancy, the vocational education advisory board and several vocational education institutions were involved in evaluating the old quality arrangements, drafting the new quality arrangements, and examining the eventually developed quality arrangements in order to check whether they were congruent with the input that was provided in the early phases.

“When examining we present the arrangements to all the involved stakeholders to see if they are congruent with what they have given us as input. This may lead to some incremental changes in the policy. In turn, the policy can be implemented. This is a standard procedure for every policy that is being developed.” - Policymaker 2

Additional Notes

Apart from what is mentioned above, note that the process was not planned beforehand. Rather, it “unfolded organically”. Throughout the process it was flexibly decided what activities were most suited to move from problem to solution.

Evaluation

As there was considerable knowledge and agreement on both problem and solution, the problemsolving endeavours were rather exploitative; by bypassing analysis, research, reframing, and neglecting potential alternative solutions, the process was clearly geared towards improving the existing solution. Regardless of the complexity, it was treated as a rather determinate problem. As such, the approach was not entirely methodologically congruent.

However, this is justifiable to a large extent due to the strategic choice of opening up the policymaking process from the start. This was necessary in order to evaluate the old quality arrangements, but it also built in a check on whether or not this was a desirable way to proceed. Since the decision to continue and improve the old quality arrangements was confirmed early on, there was no necessity for the policymakers to engage in elaborate analysis, research, reframing and exploring potential alternatives. Moreover, by co-creating the new quality arrangements with several vocational education institutes, the negotiations with the legislative branch were rather smooth. Additionally, this brought a sense of ownership and responsibility with the vocational education institutions that participated. As such, they were highly ambitious in helping improve the quality arrangements.

“The last time we involved the stakeholders during the negotiations, but this actually hampers the negotiations. But when you do this early on, the rest of the process will be smoother, especially negotiations. [...] What you see when you do this [involving the policy target group] is that they get a sense of ownership. They get the idea that they are contributing to the policy that is being developed. This also gives them a sense of responsibility.” - Policymaker 2

Nonetheless, since only five vocational education institutions were part of the participatory process, while there are 66 institutions spread across The Netherlands (MBO Raad, 2017), the likelihood of remaining blind spots is still considerable. The homogeneity of this selection - it were the five best performing institutions - did not help in this respect either. The extent to which these collaborative and participatory efforts were indeed sufficient means of exploration in order to be responsive will truly show during the implementation of the policy.

“This were the top five institutions that were already performing well. They were highly ambitious in their plans and I wonder whether the less performing institutions can keep up. [...] And now we have to see whether the developed policy is really going to be effective. The proof of the pudding is in the eating” - Policymaker 2

Conclusion

This case sheds light on two things in particular. First, it can be seen how opening up has substantial strategic value in policymaking as it benefits the process considerably. Second, it shows how past policies that are deemed effective lay the path for future decisions; the policymakers had no reason to explore the problem or solution alternatives any further. This clearly comes with the risk of blind spots.

C.4.3 Case 3: Vocational Education Right of Admission

In order to ensure a smooth and certain transition of students going from high school to vocational education, the Vocational Education Right of Admission was developed. According to several reports and internal documents and an in-depth interview the problem - and its determinacy - as well as the process that led to this solution and key factors influencing this process will be elaborated on here.

Problem Description

In the past, aspiring vocational education students obtained admission to an educational programme of their choice according to an intake interview with the vocational education institution that offered the programme. Consequently, students were not always admitted to the educational programme, even if they had the right qualifications (MBO Raad, 2018); the Youth Organisation of Vocational Education had received approximately 500 complaints about this. However, this was considered just the tip of the iceberg.

In response to media coverage as well as signals from the youth organisation of vocational education about the issue, the Ministry of Education, Culture and Science decided to change the aforementioned admission procedure; every aspiring student has the right to education. As such, the vocational education right of admission regulations were developed, ensuring a smooth and certain transition of students going from high school to vocational education.

“At some point in the fall of 2014 there was an episode of Nieuwsuur with quite a strong heading: “Vocational education institutions selecting at the gate.”. [...] This was the point when the media sort of catalysed the process. We had received letters from aspiring students that were rejected, but this was the moment we really had to act on it.” - Policymaker 3

Problem Determinacy

Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven; one being the lowest, seven being the highest. These ratings and a brief description of thereof are given here:

Ratings:

Complexity - 2

Dynamicity - 3

Opaqueness - 4

Divergence of interests - 5

The key component in this problem is the admission procedure for vocational education programmes. As such, this issue, as well as its constituent elements can be relatively clearly defined and isolated from its context; the problem is considerably simple. As the admission procedure for certain programmes may change from time to time according to popularity of the programme, the local labour market and the way the vocational education institution sees fit, the problem is somewhat dynamic. Although the problem is considerably simple, as explained, little is known about the magnitude of the problem. As such, the problem is fairly intransparent. This also caused considerable disagreement on the issue, and thus potential solutions. As such, it can be concluded that the problem is moderately determinate.

Process

The process the policymakers went through in order to develop the vocational education quality arrangements is depicted in the process map

below. Certain elements of this process as well as key factors influencing the way it took place will be elaborated thereafter.

	Solution conception						Solution implementation
goal	Define the solution	Gather external input about the first draft Further develop the policy	Assess utility and necessity of the proposal	Review the policy proposal	Evaluation of the proposal by the Parliament	Further develop the policy in terms of the 'lower legislation'	Implement and execute the new law
activities	Search: Internal brainstorm and deliberations Development: Develop first draft	Evaluation: External deliberations Feasibility check Development: Develop law proposal	Evaluation: Policy evaluation by the Council of State	Evaluation: Check whether or not some form of selection by the institutions can still take place	Evaluation: Negotiations and deliberations in House of Representatives and Senate	Evaluation: Negotiations and deliberations with external bodies about lower legislation Development: Develop Vocational Education Right of Admission	Implementation: Inform vocational education institutions, students and inspection
Parties involved	Policymakers	Policymakers Minister of Education, Culture and Science Vocational Education Advisory Board Education Administration Service Vocational Education Inspection	Policymakers Council of State Vocational Education Advisory Board Youth Organisation of Vocational Education	Policymakers Vocational Education Advisory Board House of Representatives	Policymakers House of Representatives Senate	Policymakers Vocational Education Advisory Board Secondary Education Advisory Board Youth Organisation of Vocational Education	Ministry of Education, Culture and Science Vocational education knowledge centre Vocational education institutions Vocational education students
Outcome	First draft of the policy	New law proposal	'Dictum 1' – the Council of State gives consent on utility and necessity of the Vocational Education Right of Admission proposal	Original proposal remains	Legislative agreement on the new law	Vocational Education Right of Admission	Implementation of the Vocational Education Right of Admission

Fig. 6: The process of the Vocational Education Right of Admission

Key Factors

Media

Since the media played a big role in shedding light on this issue, there was considerable urgency in addressing it. As such, there was a certain push to move to a solution instantaneously; analysis, research and framing activities were bypassed entirely.

“We didn’t really map the problem any deeper. We didn’t really get the time and room for this. Immediately a solution was proposed.” - Policymaker 3

Disagreement

As mentioned, there were different views on the problem, and thus a potential solution. This impacted the problemsolving endeavours to a large extent. Since there was little basis for solving the problem - ‘only’ 500 complaints - the two main parties (the Ministry of Education, Culture, and Science, and the Vocational Education Advisory Board) could not find common ground; they ended up opposing each other throughout the entire process. Consequently, the process became rather tedious involving many additional timely steps such as assessment from the Council of State, the demand of an additional review from the legislative branch, and exhaustive to-and-froing of argumentation.

“Many big and small things became political really soon. At the start this was about ‘learnability’ and ‘schoolability’. [...] Then a few months later it was about working out a study advice. [...] And also, for instance, that certain education programmes had certain very specific admission requirements. That became the next hurdle. [...] So everything was immediately looked at through a magnifying glass.” - Policymaker 3

Closedness

As explained, attempts to collaborate with the Vocational Education Advisory Board were counterproductive. Consequently, opening up the problemsolving process to the vocational education institutions and hereby circumventing the advisory board was considered a no-go. As a result, the process remained rather closed.

“It was also complicated because we couldn’t directly speak with the institutions since the vocational education advisory board took charge in the information gatherings. [...] But we definitely didn’t see the opportunity to bypass this. No, in the most ideal case, you collaborate with the vocational education advisory board towards the vocational education institutions. But there was no sense of togetherness in this case.” - Policymaker 3

Key Activities

Iteration

Extensive evaluation and re-evaluation clearly stand out in this process. Nonetheless, this did not result in any changes; the proposal remained the same throughout and was eventually approved by the Parliament.

Additional Notes

It should be noted that the process was not planned beforehand. Rather, it unfolded erratically. Due to the high degree of disagreement throughout the process, many additional steps were taken in order to move from problem to solution. As such, it seems the policymakers were not entirely in control of the process.

“Looking back I find it a pity that we could not have a dialogue with the institutions. [...] I also find it a pity that we did not take the lead more. [...] Also we did not go much further into the problem. We simply did not have the time and space to do this. [...] Also, immediately a solution was proposed by the House of Representatives, like: this is what you have to do.” - Policymaker 3

Evaluation

Clearly the process of developing the right of admission regulations entailed many obstacles; the urgency to deal with the issue resulted in a counterproductive exploitative mode that negatively impacted the entire process. Regardless the little knowledge of the problem, and the highly disagreeing parties, a solution was - almost forcefully - put forward; the approach was evidently not methodologically congruent.

The lack of explorative activities in order to gather the necessary knowledge to further define the problem is key in this respect. Besides the simple fact that this is crucial in any type of problemsolving, this was also the main source of disagreement between the two parties. In the absence of knowledge and data, these two parties could not find common ground on the issue, let alone on the solution.

“All the media attention at the start helped in raising a sense of necessity and putting it on the agenda. But we never really had a good grounding for this. We only had 500 complaints. And this is something we felt throughout the entire process. [...] Because we couldn’t show that this was just the tip of the iceberg, the vocational education advisory board couldn’t see the necessity of making a law for this few people.” - Policymaker 3

In light of this, several explorative activities in the early phases of problemsolving may have helped smooth the rest of the process. First, to strengthen the reasoning behind developing the policy, simple facts and numbers regarding admission could have been acquired. This could have helped answer the question whether or not the 500 complaints truly were the tip of the iceberg and thus determine the necessity of the issue as well as depoliticize it. Second, opening up the process to several additional parties could have brought in additional knowledge and different perspectives. Especially participation could have helped gain unfiltered knowledge and better ground the problem as well as solution. In turn this could

have helped mediate between the two opposing parties. As this case shows, collaboration and/or participation become really complicated with only two disagreeing parties involved. Third, another potential avenue to support finding common ground could have been framing. What kind of problem framing could have helped both parties to agree? And finally, voluntary experimentation with several different admission procedures by the institutions may have helped further explore what kind of admission procedure was deemed most suitable from the perspective of both the institutions and the students.

“Maybe when there are more people around the table, rather than just the Ministry and the vocational education advisory board, the conversation would have been smoother. We were oftentimes the only parties in the issue. Every once in a while the higher education advisory board joined the table, but they remained mostly on the sidelines. We couldn’t really employ them as a lever in our discussions.” - Policymaker 3

Conclusion

The process of developing the vocational education admission rights is a good example of the political side of policymaking. It clearly shows how policymakers are not entirely in control of the policymaking process themselves. Although the urgency called for an exploitative way of policymaking, it was actually counterproductive; it resulted in disagreement amongst the parties, which in turn thwarted the necessary collaboration and participation in order to deal with the issue and thus considerably hampered efficiency. When certain societal issues are put on the political agenda, a sufficient knowledge base and formulating a commonly agreed upon problem frame is a must before moving on to finding a solution. In spite of the urgency, this may require exploration, which, in turn, requires a certain degree of agreement amongst the parties.

C.4.4 Regional Investment Fund Regulations

To stimulate public-private collaboration between vocational education institutes and companies within the region, the Regional Investment Fund Regulations were developed. According to several reports and internal documents and an in-depth interview the problem - and its determinacy - as well as the process that led to this solution and key factors influencing this process will be elaborated on here.

Problem Description

As explained in the case of the Vocational Education Quality Arrangements, vocational education institutions in The Netherlands are responsible for providing high quality vocational education that is congruent with the labor market in the region of the institution. Public-private collaboration between the institutions and companies within the region is found to be a crucial factor to ensure such congruence (Regionaal Investeringsfonds MBO, 2018).

In 2014 the Ministry of Education, Culture, and Science developed the regional investment fund regulations in order to stimulate these public-private collaborations. Through these regulations, institutions and local collaborators can obtain a subsidy - covering part of the costs of the collaboration - if the collaboration meets the requirements as set in the regulations (Regionaal Investeringsfonds MBO, 2018).

These regulations were found to be a suitable means to stimulate public-private collaboration. As such, it was decided to proceed with updated and improved regional investment fund regulations (Regionaal Investeringsfonds MBO, 2018). The process of developing this update will be elaborated on below.

“The Regional Investment Fund Regulations had been running for four years, so we learned from this. Good things, but also less good things, but predominantly good things because from the intermediate evaluation it was found that it was having an effect, that it is having an effect. So then the question was asked: should we proceed with the regulations; are the institutions by now so independent that they can arrange it themselves or do they still need this additional support? It was concluded together that the regulations should be proceeded.” - Policymaker 4

Problem Determinacy

Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven; one being the lowest, seven being the highest. These ratings and a brief description of thereof are given here:

Ratings:

Complexity - 5

Dynamicity - 4

Opaqueness - 3

Divergence of interests - 2

Ensuring congruence with the regional labor market predominantly entails proper alignment of the curricula of the vocational education institutions with regional job requirements, setting up collaborations with regional companies and safeguarding a favourable market position, taking into account the position of regional colleague institutions. As such, the problem is considerably complex and continuously changing. As with the Vocational Education Quality Arrangements, this problem is of ongoing concern for the ministry. Therefore, despite the regional diversity, the ministry has considerable overview on the issue. Moreover, as explained, there was considerable agreement on proceeding with updated and improved regulations. All in all it can be concluded that the problem is moderately determinate.

Process

The process the policymakers went through in order to develop the Regional Investment Fund Regulations is depicted in the process map below.

Certain elements of this process as well as key factors influencing the way it took place will be elaborated on thereafter.

Solution conception					Solution implementation
goal	Deciding on the way to proceed	Generating ideas for improvement	Selecting ideas for improvement, developing a draft solution, gathering input about the draft	Developing the solution and evaluating it	Implementing the solution
activities	Analysis: Study the intermediate evaluation Creation: Brainstorm initial ideas for improvement	Creation: Creative sessions with projectleaders Creative sessions with advisory organisations	Selection: Selecting ideas internally Development: Develop draft based on idea selection Evaluation: Consulting partners	Development: Crystallizing the ideas and developing the Regional Investment Fund Regulations Anticipation: Examining the Regional Investment Fund Regulations with partners	Implementation: Preparing relevant parties, such as: evaluation commission, subsidy executive, institutions
Parties involved	Policymakers Vocational Education Advisory Board Institution Subsidy Executive Platform Beta and Technology	Policymakers Projectleaders public-private partnerships Vocational Education Advisory Board Institution Subsidy Executive Platform Beta and Technology	Policymakers Ministry of Education, Culture and Science Projectleaders public-private partnerships Vocational Education Advisory Board Institution Subsidy Executive Platform Beta and Technology	Policymakers Ministry of Education, Culture and Science Projectleaders public-private partnerships Vocational Education Advisory Board Institution Subsidy Executive Platform Beta and Technology	Policymakers Regional Investment Fund Regulation evaluation commission Vocational Education Advisory Board Institution Subsidy Platform Beta and Technology Vocational education institutions
Outcome	Decision to proceed with the regulations Ideas for improving the regulations	More ideas for improving the regulations	An approved draft of the regulations	Letter to the House of Representatives Regional Investment Fund Regulations	Many good subsidy requests in 2019

Fig. 7: The process of the Regional Investment Fund Regulations

Key Factors

Agreement & Past Policy

As explained, there was considerable knowledge and agreement on the problem and the proposed solution. Consequently, the problemsolving process was rather narrow; additional analysis, research, reframing or considering different solution alternatives were bypassed entirely. As the Regional Investment Fund Regulations were proven to be effective, intervention was postponed until the implementation stage.

Key Ingredients

Opening up

As with the vocational education quality arrangements, it was decided to have external actors collaborate and participate throughout the entire process.

Additional Notes

It should be noted that since there was considerable agreement on proceeding with the regulations - and the marginal changes this entailed - development and implementation did not require any negotiations with the legislative branch; they were merely notified of the changes through a signed letter from the Ministry.

“For these regulations - in contrast to the Vocational Quality Arrangements you discussed with my colleague, in which the consequences were much more impactful - we had formal approval with the approval of the draft of the regulations. With the Vocational Quality Arrangements it had to go through the House of Representatives and all these things. What we did, was inform the House of Representatives through a letter.” - Policymaker 4

Moreover, as with the other previous cases, the process was not planned beforehand.

Evaluation

Due to the experience with the previous regulations, the policymakers were able to engage in considerably exploitative policymaking; the complexity was sufficiently dealt with through opening up and since there was considerable agreement on the issue as well as solution - which was validated through opening up - the moderate degree of determinacy did not necessitate any further exploration. As such, the approach was considerably methodologically congruent.

“Involving the different stakeholders early on really helped. This was good, because we were quite fast in deciding which way to go, but everyone kept us sharp from their own perspective. They asked very good questions. [...] This also helped in the conversations we had in the rest of the process. So involving the stakeholders early on ensured the other phases were smooth.” - Policymaker 4

Conclusion

As can be seen this case is very similar to the vocational education quality arrangements. What makes this case still interesting is that it remained out of the political debate; there may be room for (more) exploration before an issue becomes political.

C.5 Practice Cases

The practice cases are described here.

C.5.1 Case 1 and 2: Low Literacy

Dealing with the issue of low literacy has been part of the political agenda for several decades already. Nonetheless there are currently 2.5 million low literates in The Netherlands (Algemene Rekenkamer, 2016). These people typically have difficulties finding a job, keeping up with the increased digitalisation of our society, receiving and taking part in healthcare, and managing their finances (Rijksoverheid). In short, they have trouble taking part in society. Consequently, this leads to exclusion as well as tremendous societal costs. Clearly, low literacy is a persistently pressing issue.

Since this issue has been on the political agenda for several decades already, the Ministry of Education, Culture, and Science is doing several things in parallel; amongst others, they are co-developing an extension of their ongoing policy programme to tackle low literacy as well as developing a digital learning tool for municipality workers to support them in monitoring and warranting the quality of the course offering for low literates. These two cases provide an opportunity to gain a more in-depth view on policymaking practices at the Ministry of Education, Culture, and Science in both the policy development stage and the policy implementation stage. Each case will be described below.

C.5.2 Case 1: Dialogue Days

As part of developing an extension of the ongoing policy programme to tackle low literacy the Dialogue Days were organized on which relevant parties were invited to evaluate the current programme as well as formulate challenges, ambitions and ideas for the extension period. During these days observations were made and afterwards interviews were conducted with both the policymakers and several participants. As such, this case provides an interesting in-depth view on policymaking practices at the Ministry of Education, Culture and Science in the policy development stage.

Problem Description

In order to tackle low literacy more effectively the Ministry of Education, Culture, and Science, the Ministry of Social Affairs and Employment, and the Ministry of Health, Welfare, and Sports joined forces by initiating the programme *Tel mee met Taal* (Take part with Language) in 2015. This programme aims to address low literacy through developing policies supporting an integrated approach by stimulating collaboration and participation between different actors in different domains, organisations, government levels and departments (*Tel mee met Taal*). Such an integrated approach is necessary in order to track, refer, and support (potential) low literates. The initial programme runs until 2019, however it is decided to extend the programme for the period of 2020 onwards. For the extended period, the Ministry of the Interior and Kingdom Relations is also taking part in the programme. Currently, the plans for extension are being developed.

This development process started off with the Dialogue Days. The Dialogue Days consisted of three days in which relevant parties - meaning municipalities, educational institutes, libraries, public as well as private sector organisations, volunteers, and low literates to name a few - were invited to evaluate the current situation, formulate challenges and ambitions for the coming period, and develop ideas for a more effective approach in order to tackle low literacy and hereby generate potential building blocks for the extension period.

Problem Determinacy

Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven (as shown below); one being the lowest, seven being the highest. A brief description of these ratings is given here:

Ratings:

Complexity - 7

Dynamicity - 5

Opaqueness - 6

Divergence of interests - 6

Low literacy is a very nuanced issue that may develop in youth, as well as in adulthood. Typically, low literacy develops due to a combination of individual, environmental and educational factors. Individual factors may be a person's capabilities and motivation to develop or maintain literacy, or a person's personal situation such as traumas or illnesses causing disturbances in one's development or maintenance of literacy. Environmental factors may be the extent to which one's environment contains literary stimuli or the dominant language and culture in one's environment. Educational factors may be the educational quality, support and attention for literacy development or maintenance in both youth and adult education. Besides these factors, low literacy may be underlying a wide variety of problems concerning one's wellbeing, health, finances, employment and labour market position and self-efficacy in society in general. Additionally,

low literacy is hard to 'track'; typically, low literates find different ways to cope, they are supported by the people surrounding them, and they are ashamed or unmotivated to improve a skill that is considered mundane. Moreover, technological developments of the past decades further stress the necessity of literacy in terms of both keeping up with increasing digitalization as well as increasingly changing job demands.

As can be seen, a wide variety of interwoven factors may be causing low literacy, which, in turn, may be causing all kinds of additional interwoven problems. Clearly, this is a very complex problem. Besides this, quite some of these factors are subject to change; the problem is rather dynamic. Furthermore, the interwovenness of the problem, the diversity of the group of 2.5 million low literates and the difficulties in 'tracking' low literates make the problem highly intransparent. On top of that, there are many different and substantiated ways of looking at the problem; although everyone agrees the situation is problematic, it can be looked at from a self-efficacy, educational, preventative, curative, financial, social, health or well-being perspective (to name a few). All in all, it can be concluded that low literacy is a highly indeterminate problem.

Process

Although this case merely entails a particular participatory practice as part of the policymaking process, it lends itself very well for evaluation in a similar manner as the other cases; during these days, several problemsolving ingredients were incorporated. As such, the flow of activities throughout these days will be depicted in the familiar format. In turn, key factors as well as key activities will be elaborated on.

Problem space construction		Solution conception	
goal	Mapping the current state	Formulating challenges and ambitions in light of achieving a desired state	Generating ideas for solutions and selecting several interesting options
	Further developing the selected ideas		
activities	Evaluation: Positives/negatives: Selecting an image depicting a positive and a negative aspect of the current programme Writing a caption according to the selected image.	Framing: Formulating challenges and ambitions Group discussion about the challenges and ambitions Selection: Selection of the most pressing challenges and ambitions	Creation: Brainwriting Selection: Discussion and idea selection
Parties involved	Organising committee Facilitator Relevant parties: 80 people with different backgrounds: municipalities, libraries, education, private sector organisations, volunteers, low literates, etc.	Organising committee Facilitator Relevant parties: 80 people with different backgrounds: municipalities, libraries, education, private sector organisations, volunteers, low literates, etc.	Organising committee Facilitator Relevant parties: 80 people with different backgrounds: municipalities, libraries, education, private sector organisations, volunteers, low literates, etc.
Outcome	Broad overview of the current situation	Broad overview of the challenges and ambitions for the new programme	A plethora of solution ideas and directions
			Several further developed ideas for solutions and solution directions

Fig. 8: The Dialogue Days

Key Factors

Agreement

Having 2.5 million people in The Netherlands that are excluded from society and are a tremendous societal burden is obviously a huge problem that needs to be tackled. Regardless the wide diversity of interpretations, there is certainly agreement on this, enabling the policymakers to initiate participatory sessions on such a large scale.

Key Activities

Opening up

During each day a diverse audience of around 80 actors from the field took part. Although the name implies otherwise, the Dialogue Days were a form of participatory consultation; the participants merely discussed the issue amongst each other, and not with the organising Ministries. Certain activities guided these discussions and prompted the participants to generate outcomes that would be taken as input by the Ministries.

Framing

The first two activities together involved a process of problem framing. First, the current situation was looked at through an exercise in which participants (individually) had to select an image from a collection of magazines that represented something they found positive as well as negative in light of the way low literacy is currently being addressed. In turn, the participants had to include a caption to their selected images. Second, the participants were asked to talk about their perceived challenges and ambitions regarding low literacy. In groups, participants had to produce several main challenges and ambitions they wanted to work on for the rest of the day.

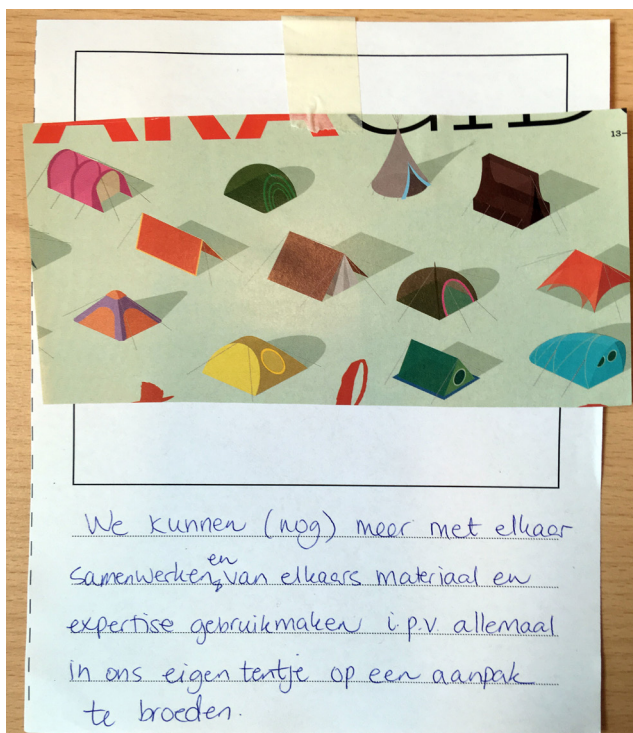


Fig. 9: An example of the outcome of the first activity

Creation

The last activity entailed the creation of ideas for solutions (or solution directions), according to a challenge or ambition that was formulated during the activity before. First, a brainstorming exercise was conducted in order to generate a plethora of solution options. During this exercise, participants were handed a brainwriting form. This form provided space to generate solution ideas for a chosen challenge or ambition. Through several rounds of idea generation, the form was passed on from participant to participant within the same group. Each round, more ideas were generated, and ideas of others were further built and associated on. From this, the most desirable solutions were selected. In turn, these selected ideas were further developed. Each group did this for their two best ideas.

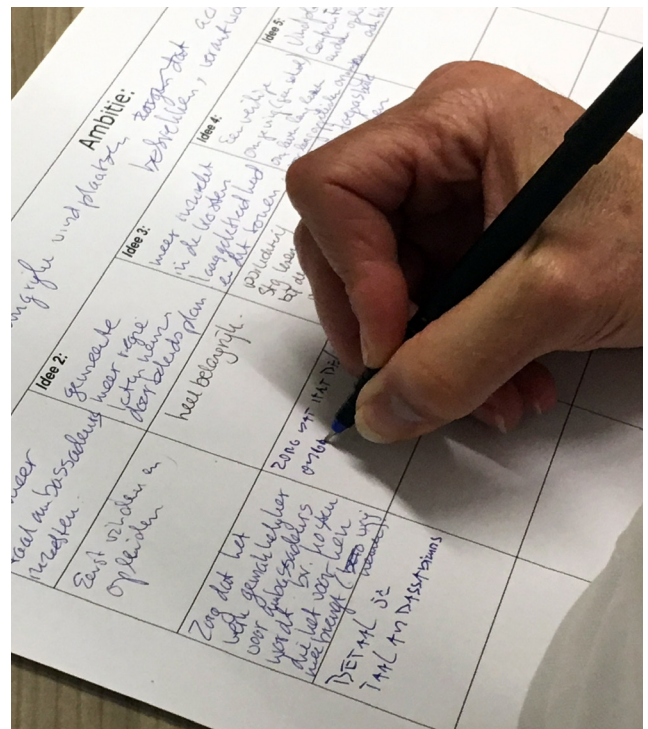


Fig. 10: Filling out the brainwriting form

Clarification

As explained, the first activity entailed both visual and written forms of communication. The rest of the activities, however, merely involved verbal and written forms of communication.

Additional Notes

Although the Dialogue Days were intended to provide input to the collaborating Ministries, these days came with additional side effects that were beneficial for the participants themselves too as the gathering of such an amount and diversity of participants provided an optimal breeding ground cross-pollination of perspectives, networking and initiating collaborations.

“Because the audience was very diverse, so the theme was looked at from different perspectives and I found that very clarifying. [...] One was from a medical background, one was from a social background, another was from a municipal background like me. So we had different types of input. That was fun and inspiring.” - Policymaker (and participant) 6

Evaluation

Opening up and evaluating the current state of the programme, as well as iterating on problem framing and solution creation made a lot of sense in order to gain an up to date perspective from the field and generate potential building blocks for the extension period. As such, the Dialogue Days were a very suitable first explorative step in policy development.

However, the Ministries were not just hoping to gain an up to date perspective from the field; they were also hoping to gather new perspectives to complement theirs. The outcome of the Dialogue Days did not contribute in this respect; much of the input that was gathered was already known to the policymakers, both in terms of the problem and potential solutions. As such, the Dialogue Days merely helped confirm the view of the policymakers.

“But you do notice that with such big groups you don’t directly come to new things. It was a lot of confirmation of what I already knew or heard of. But I did notice it improved stakeholder involvement. It felt as if we have involved the people much more in the development of the extension of the programme. And the themes that we had in mind ourselves were also brought to the table, so we’re all on the same page. So that is a good start.” - Policymaker 5a

In light of this, several points can be taken into consideration. First, the activities throughout the day may not have been optimally suited to stimulate creativity and generate novelty. More associative and provoking brainstorming techniques may have helped explore outside of the box, and thus result in more novelty. Moreover, the predominantly verbal and written forms of communication in the last two activities were not well suited to bridge building amongst the participants; keeping the low literates engaged was rather challenging. More visual and/or physical forms of communication may have helped in this respect. Finally, different types of opening up such as focus groups or one-on-one discussions with a certain selection of people - low literates or experts from different non-related fields, for example - may have helped gather more in-depth knowledge, insights and new perspectives as well.

“Before I hoped that the participants were able to think out of the box, abstract, and think outside of their own ‘bubble’. Only then we can move forward. [...] That actually didn’t happen. It’s very difficult with such a large group. You actually need other methods. Smaller groups. Maybe longer duration. For example, a couple of days with the same group. I don’t think this was possible in this way. So maybe it was an unrealistic hope.” - Policymaker 5a

Conclusion

This case provides an interesting in depth look into explorative endeavours at the initial stage of policy development. As with the StudentLabs, it can be seen that agreement on the issue was crucial in order to be able to initiate in such a large scale participatory practice. Besides this, it shows how methodological congruence - albeit on a different level - applies to further defining the particular activities as well; these should be suited to the purpose and goal as well as the actors taking part in it. So although the Dialogue Days were methodologically congruent in light of the determinacy of the problem and the phase in the problemsolving process, the way they were set up may have not been entirely methodologically congruent in light of the purpose, goal and participants.

C.5.3 Case 2: Adult Learning Labs

In order to enable municipalities to monitor and warrant the quality of literacy education programmes, a digital learning tool is being developed. As part of this, the Adult Learning Labs are organized in which different relevant parties provide input for developing the aforementioned tool. During these labs, observations were made and afterwards interviews were conducted with several people involved. As such, this case provides an interesting in-depth view on policymaking practices at the Ministry of Education, Culture and Science in the policy implementation stage.

Problem Description

Since 2015, municipalities are given responsibility to acquire educational programmes for low literates from regional providers in order to provide educational programmes suited to the particular needs of the particular groups of low literates living in the municipal region. This entails acquiring either formal or nonformal education, depending on what is considered to be suitable. Formal education entails a systematic, intentional and institutional way of knowledge transfer

aimed at obtaining a recognized qualification that is bound by statutory objectives (CINOP, 2008). Nonformal education too is systematic and intentional, yet not necessarily institutional, nor aimed at obtaining a recognized qualification, and hereby not bound by statutory objectives (CINOP, 2008). As such, the quality of formal education is monitored and warranted by the Inspectorate of Education, whereas nonformal education is not. This is considered the responsibility of the municipalities.

However, from an evaluation in 2017 it was concluded that this is rather problematic; the quality of the educational programmes is not properly monitored, let alone warranted in half of the municipalities. Therefore, the Ministry of Education, Culture, and Science looked for ways to support municipalities in monitoring and warranting the quality of the educational programmes they acquire. In light of this, two collaborative and participatory sessions with municipalities, experts, and educational programme providers were organized. From these sessions it was found that some sort of digital platform to support the municipalities in their activities may be a suitable solution. In turn, this finding was translated by the Ministry in more a concrete solution: a digital learning tool (internal document).

In order to develop this learning tool, the Adult Learning Labs were organized. These labs entail a collaborative as well as participatory development process in which this learning tool will be conceived. The collaborating partners are a networking partner, a consultancy specialized in education, a design agency specialized in developing digital learning tools, and relevant experts. Furthermore, the municipalities workers themselves, as well as educational programme providers were participating. As of yet, three collaborative sessions were conducted. These will be elaborated on here.

Problem Characteristics

Although the Adult Learning Labs revolve around developing a solution, the problem will be rated and described more broadly according to the underlying problem: supporting municipalities in monitoring and warranting the quality of the nonformal literacy educational programmes they acquire. Each factor making up determinacy - complexity, dynamicity, opaqueness and divergence of interests - was rated on a scale of one to seven (as shown below); one being the lowest, seven being the highest. A brief description of these ratings is given here:

Ratings:

Complexity - 4

Dynamicity - 4

Opaqueness - 5

Divergence of interests - 4

Insufficient monitoring and warranting of the quality of literacy education programmes may be due to lack of time and resources, lack of capabilities and means or instruments, the wide diversity of education programmes as well as the wide diversity of potential quality indicators that reflect the needs of the particular groups of low literates living in the municipal region. Although the issue can be demarcated to some extent, as can be seen, there are several interwoven elements at play. As such, the issue is moderately complex. Moreover, the aforementioned factors

are all subject to change to some extent; the issue is moderately dynamic. Due to lack of current monitoring, the gray area surrounding nonformal education programmes and insight in the needs of the particular groups of low literates, the issue is considerably intransparent. Furthermore, as explained, there was considerable agreement on the issue, as well as solution direction. Nonetheless, there are many potential solution options within this direction - developing a digital learning tool being one of them. Besides this, the concept of quality itself, as well as the way it should be monitored and warranted are fairly controversial. Therefore, the problem is moderately divergent. It can thus be concluded that the issue is moderately indeterminate.

“Giving municipalities the responsibility to monitor the quality is unrealistic. [...] Municipalities are simply not equipped to monitor the quality of such a diversity of nonformal education programmes.” - Collaborating Partner 1

Process

As explained, three sessions were conducted. As the input of previous sessions was moved on to the next sessions, these sessions were linked to one another as part of a process. In the graph on the right they are depicted as such. Key factors as well as key activities as part of this process will be elaborated on thereafter.

Solution conception			
goal	Gather input from the field about quality education	Gather input from experts about quality education	Select main bottlenecks from previous sessions Select solution form
activities	Analysis: Define (determinants for) quality Define points of attention for monitoring quality Define bottlenecks for monitoring quality	Analysis: Define (determinants for) quality Discuss main points of attention and bottlenecks from session with providers	Selection: Discuss, prioritize and select main bottlenecks from previous sessions Discuss and select potential solution forms
Parties involved	Policymakers Consultancy Networking partner Literacy education programme providers	Policymakers Consultancy Networking partner Experts	Policymakers Consultancy Design agency Networking partner Municipal civil servants
Outcome	List of points of attention and bottlenecks	List of points of attention and bottlenecks	Selection of main points of attention and bottlenecks Preference for certain solution

Fig. 11: The Adult Learning Labs

Key Factors

Narrowness

Although within the direction of digital platforms to support the municipalities in monitoring and warranting the quality of the educational programmes they acquire there are several viable solution options, the proposed solution of a digital learning tool sort of 'sprung' from the insights of earlier collaborative sessions and it was haphazardly decided to proceed to development. As such, the sessions were considerably narrow in focus; they mainly revolved around gathering the necessary knowledge in order to develop the digital learning tool.

"To be completely honest? I have no clue where this solution came from. [...] When I heard this I immediately asked: with whom did you agree on this? Well that never became clear to me." - Collaborating partner 1

Past Sessions

As explained, the sessions took place in a progressive manner; the results from previous sessions were used as input for the next session. This further narrowed down the focus of the sessions: during the final session municipality workers were merely asked to provide their views concerning the previously defined bottlenecks, points of attention, and the potential contents as well as form of the digital learning tool.

Key Activities

Opening up

As can be seen, the Adult Learning Labs are a form of collaborative and participatory consultation. Throughout the sessions, homogenous groups of either educational programme providers, experts or municipal civil servants were asked for input in order to enable the development of a digital learning platform that fits the needs and demands of the municipal civil servants in warranting and monitoring the quality of literacy education programmes.

Clarification

Communication during the sessions was predominantly verbal, which did not seem to cause any misunderstandings.

Evaluation

As explained, preceding collaborative and participatory sessions enabled the policymakers to find a commonly agreed upon problem frame as well as solution direction. In turn, the sessions that were described above enabled the collaborating partners to further define the proposed solution. As such, the approach is considerably methodologically congruent.

Still, the decision to make a digital learning platform entailed a not entirely well-grounded leap from solution direction to solution. Rather than exploring the viable solution options within the found solution direction, the problemsolving activities were prematurely narrowed down to one type of solution. As a result, the proposed solution type was not necessarily found desirable by the participants. This was felt by the collaborating partners too; currently plans are being made to find ways to adjust the development process accordingly. In light of this, opening up was crucial to come to this conclusion. As can be seen, this builds in checks and balances, mitigating the risks that come with methodologically incongruent hiccups.

“I already feared there was no demand for such a learning tool. Municipalities are simply not going to follow online courses. They are simply not going to do this. They rather need some kind of knowledge centre where they can ask their questions, that’s what they are helped with. [...] And this is what the municipalities also mentioned later on. They just want a knowledge centre. [...] But I think we can still tweak the assignment though. Because ofcourse you want to deliver something that is actually going to be used. That’s self-evident. So we are going think about what’s possible still.” - Collaborating Partner 2

Besides this, some points with regard to the sessions can be taken into consideration as well. First, although the homogeneity of the participants during each session allowed for in-depth discussions, it left no room for cross-pollination and gathering new perspectives. Second, as a consultancy took note of the viewpoints of the participants and passed these on to the participants in the next session - hereby acting as an intermediary between the different parties - the participants were only able to gain filtered viewpoints from their predecessors. This resulted in a sense of disconnect; especially the municipal civil servants hard time understanding as well as relating to these filtered viewpoints. Moreover, besides prematurely narrowing down on a solution, the sessions themselves also prematurely narrowed down the discussions around the points found in the preceding sessions. This left very little room for gaining unprompted input, which is clearly at odds with opening up in the first place. Although sessions later on in the process should logically follow the preceding sessions, they need to provide sufficient room for spontaneity.

“In the previous sessions several bottlenecks were mentioned. We bundled them, and they had to choose from this. There was no free choice anymore. They were already pointed in this direction.” - Collaborating Partner 3

Conclusion

This case provides an interesting in-depth look into policymaking practices at the initial stage of policy implementation. Although there was a clear intention to further explore the possibilities of developing a digital platform, due to both prematurely narrowing down on a solution as well as the progressive nature of the sessions, the process had predominantly exploitative traits. Nonetheless, this case shows how opening up throughout the entire process builds in checks and balances and hereby helps steering the process in the right direction. Besides this, as with the Dialogue Days, it shows how methodological congruence also applies to further defining the activities - which is clearly not easy.



Appendix D - Additional Research

In order to substantiate the findings from the case studies, additional research was conducted. This will be described here.

D.1 Literature Research

In order to further substantiate the findings of the case studies, additional literature research and interviews about policymaking and experimentation in policymaking were conducted. Moreover, literature research was conducted with regard to experimentation in design. The research revolved around the following questions:

- 1. Why is policymaking predominantly exploitative?
- 2. Why has experimentation not yet found its way into policymaking?
- 3. How is experimentation conducted in design?

For each research question, literature research was conducted. The search was conducted in a snowball manner - moving from article to article, from topic to topic. Again, only keywords were documented. As such, the following table roughly depicts the way the search process unfolded in terms of the snowballing of keywords and topics; the marked topics were eventually used as part of the theoretical springboard.

Fig. 12a (below) & 12b (right):
Literature research topics

TOPIC I	TOPIC II	TOPIC III	TOPIC IV
Experimentation in design	Prototyping	Types of Prototypes	Role/Implementation/Look and Feel
	Modelmaking	Prototype testing	Make/feel/enact
		Prototyping strategies	Formative/Summative/Validation
		Prototype stages	Qualitative/Quantitative
			Experiential prototyping
			Participatory prototyping

Research questions

- 1/2
- 3

TOPIC I	TOPIC II	TOPIC III	TOPIC IV
Policymaking	Political perspective	Iron triangles	Lobbying
	Institutional perspective	Bureaucracy	Path-dependency
	Cultural perspective	Polder model	Organisational culture
	Rational perspective	Bounded rationality	
Experimentation in policymaking	Policy learning	Experimentenwet	Safe to fail experiments
	Experiments	Experimenteer-bepaling	Fail-safe probes
	Pilots	Economic, regulative, communicative instruments	Cynefin framework
	Randomized controlled trials		
	Proeftuinen		
	Policy labs		
	Praktijkspiegel		
	Hackathon		
	Internetconsultatie		

D.2 Interviews

Seven semi-structured interviews were conducted. The interview script that provided the backbone of the conversations is given here (translated from Dutch). In turn, a table with important - translated - quotes will be provided; the interviews were conducted in Dutch.

D.2.1 Interview Script

Intro

Based on the cases I have studied, I have seen considerable differences in the way policymakers work and the way designers work. Particularly with regard to the way policymaking seems to be predominantly a cognitive process, whereas designers continuously switch back and forth between thinking and doing throughout the process; they conceive something, try it out, learn from this, improve, and work towards a solution. I think this may be helpful in policymaking too. Policymaking may be more informed from practise. As such, I am currently trying to find out how policymaking can be informed more from practise through an experimental, progressive iterative process.

Experimental policymaking

1. When you hear me say these things, what do you think?
2. Why is policymaking the way it is?

Policy Case

1. When I apply these ideas to the [Policymaking Case] I see the following (explain).
2. What is your perspective on this?
 - a. To what extent is this possible?
 - Using the policy goal/intention as a starting point.
 - Considering several options in parallel - that may not have to be fully finished yet.

- Iterating based on the findings from practice.

A process of continuous learning

You get the idea what I'm trying to do here: designing the policymaking process more like a learning process in which practice informs policy instead of policy dictates practice and in which the process actually becomes equally important as the outcome. As such, it is required to:

- Test several ideas in parallel
- Evaluate the experience, not the goal (yet)
- Continuous information exchange between policymaking and practice: more together, each with its own role and task of course.

1. Is this even possible (with regard to time, money, authority, responsibilities, risk, and openness)?
2. Is this even desirable?
3. Can you give me a top 3 of the biggest barriers to overcome in order to embed such a process in policymaking?
4. Can you give me a top 3 of the crucial factors that would make this possible?
5. What would have to be different in the current situation to make this possible?
6. Where do you see opportunities for this?
 - a. In terms of 'room' for conducting experiments like this.
 - b. In terms of certain 'types' of policies.
7. Are there differences here, when you compare national policymaking with municipal policymaking?
8. Where can you find most 'room' to conduct experiments like this?

D.2.2 Interview Quotes

Although seven interviews were conducted, not much new information came to light in the final three interviews. As such, they were not transcribed; only key quotes from the four interviews are given here.

Fig. 13: Quotes from the interviews

Quotes		
CODE	POLICYMAKER 1	POLICYMAKER 2
Political perspective	So a politician analyzes a problem and wants to fix this as quickly as possible, so that they can receive credits for solving the problem and thus profit from this. By, for example, gaining more power in order to be able to realize even more of his or her brilliant ideas in the future. [...] So we never conduct a pilot from a neutral standpoint. [...] Pilots are always super thought through so we have as much confidence on the flawlessness of the pilot as possible. And the evaluation is then aimed at demonstrating the flawlessness of the pilot.	The minister has final responsibility for the way our tax money is spent. As such, she will be risk averse as well.
Institutional perspective	When you live in a society in which people are afraid of making mistakes, and in which mistakes are to be prevented as much as possible, making mistakes is being ruled out with systems, regulations and laws. And then you are not experimenting anymore.	We oftentimes hear this same criticism from institutions. They want to conduct a pilot or experiment and then they say: I am only allowed to do this on this small aspect of something - I want to do this across the board. But for us, this is very difficult to arrange this. Because of laws and regulations we are considerably constrained. And also the minister can't simply say: forget these rulese, just do it. We have to abide to the experimental law.
Cultural perspective	Having courage also has to do with it. This suggests there are risks. Because actually you are going to try out unfinished ideas. So it may go wrong. But we work in a context in which this can be so detrimental that people simply do not want to take this risk. In this context there is a dominant culture in which failure is not accepted.	Also there's the education inspection that can cause the schools to become risk-averse; they end up colouring between the lines. [...] So courage is needed too, at the ministry, but also at the institutions. To go beyond the beaten tracks.
Rational perspective	Maybe there is simply insufficient knowledge and creativity to apply this way of working.	The golden standard is that you arrange a controlled experiment with two groups: an experimental group and a non-experimental group. You randomly assign these groups. With the experimental group you try something. With the non-experimental group you don't try something.

	Quotes	
CODE	POLICYMAKER 3	POLICYMAKER 4
Political perspective	This remains a difficult question. The political aspect. Because politics can be quite determining in these things. In how we have to arrange things.	Saying: we are going to try this, is oftentimes politically difficult. We even have terms for this in the letter to parliament: we are going to explore this, or we need more time. But oftentimes we get an additional push: we are not going to experiment, you just go and arrange this. So oftentimes there's so much pressure that we cannot try out different things first before making our decision.
Institutional perspective	The entire organisation is not suited to working like this. [...] When you look at the way it is designed, you see it is all very linear. "Going into the line" is a good example how this has even become part of our language. So that requires an entire different design of your internal organisation. [...] The core of our processes is still very linear and step-wise. Very sequential. But this is much more cyclical.	Formally we have this in the law, an experimental law. But this is a drama. So we push and pull and try to do as much as possible to not get anywhere near this law.
Cultural perspective		
Rational perspective	This requires an entirely different mindset. And the people doing this, need to be able to get into this mindset. And that is a big challenge.	The requirements of proper scientific research are sometimes so stringent that these experiments don't even get off the ground. And that is something we see more often. That makes it so difficult, to fulfill these basic requirements of proper research. And once you eventually have something that does so, what are you still actually measuring?
Additional quotes from these interviews (used in ethnographic study)	Policymaker 1: The risk is always that the original problem definition may prove to be different in practice. A politician has a certain conception of reality that may sometimes not be in line with actual reality. So then it depends on whether the politician is prepared to solve a different problem. And this may not be the case.	Policymaker 5: When we decide to engage with external parties, especially when it involves money, it is very nice if this can be done through an established party. We know them, we trust them, this makes it much easier. [...] And this is certainly not just the case with low literacy. This happens across the board.

Fig. 14: Quotes from the interviews



Appendix E - Ethnographic Study

A comprehensive description of the ethnographic study is given here. First, the research method will be described. In turn, a rough outline of the policymaking process that was followed as part of this study will be given. Subsequently, brief observation notes that were made throughout the research are included. Clearly, not all of the findings are derived from these notes; many findings were implicitly embedded in the experience.

E.1 Research Description

E.1.1 Goal

The goal of this study was to complement theoretical findings with empirical knowledge about the dynamics of policymaking and hereby identify opportunities and barriers for applying design strategies for experimentation in policymaking.

and concluding with the extension programme that was sent to the House of Representatives. On the side, the Adult Learning Labs were attended, the Life Long Learning Labs were participated in, and an inspiration document for 'new ways of working' as part of the strategic agenda of the department at which the study took place was developed. These experiences all helped develop a view on the dynamics of policymaking.

E.1.2 Research questions

How do policies actually come into being?

What are the opportunities and barriers for applying design strategies for experimentation in policymaking?

E.1.3 Approach

In order to address the research questions, an ethnographic study was conducted at the Ministry of Education, Culture and Science. This study revolved around gaining practical experience, making observations and conducting semi-structured interviews with colleague policymakers as well as relevant others such as stakeholders and collaborating partners.

E.1.4 Activities

The ethnographic study that took place mainly entailed playing an active role in the entire process of developing the extension of the Tel mee met Taal programme, as described in the case studies. This encompassed taking part in both internal and external meetings, organising consultation sessions, writing reports of these meetings and sessions and helping develop plans for the extension of the Tel mee met Taal programme. The entire process of developing the plans was followed this way. Starting with the Dialogue Days

E.2 Policymaking Process

The development process of the extended Tel mee met Taal programme can roughly be broken down in three phases; external deliberation followed by development, concluded with internal as well as external deliberation. The process will not be described as comprehensively as the processes of the case studies; this does not add much to the findings of these studies. A brief description of each phase suffices here.

Part 1: External Deliberation (Jun - Nov)

The development process kicked off with the Dialogue Days in June, as described in the case study. According to the information that was gathered during these days it was found that three themes called more in-depth elaboration: finding low literates, monitoring the effectiveness of literacy courses, and improving the overall quality of these courses. As such, it was decided to deliberate further on these themes with relevant experts. Subsequently, another moment of consultation was organised at the yearly Tel mee met Taal Festival in November.

Part 2: Development (Dec)

Based on all the information gathered in the first phase, plans were developed for the extension of the Tel mee met Taal programme in the month of December. This phase revolved around weekly sessions and homework assignments in which the programme gradually took shape.

Part 3: Internal & External Deliberation (Jan-Mar)

In the final phase, the developed programme - or a part of it - was shown to the relevant stakeholders as well as department managers, directors and ministers of the collaborating ministries. According to the input from these parties, the programme was further finetuned before it was officially presented to the House of Parliament on the 18th of March.

E.3 Observation Notes

During the study it was decided to take notes of observations that stood out. These notes were taken whenever things occurred that were worth noting down. Typically this happened around the weekly meetings of the Tel mee met Taal programme. Notes that stood out most are described here.

Jun:

15 Jun: Wow what an environment. You can see very clearly how politics boils down to everyday work here; everything is discussed. Everyone seems to have to have a say about everything, even the smallest of things. How can these people even get work done?

20 Jun: Such layeredness, it is confusing and seems very inefficient. It is like the game you play in kindergarten in which you sit in a circle and you whisper something in the ear of your neighbour, he/she whispers this to the next person, and the circle goes round in order to see what comes out. This is very visible with the Adult Learning Labs, the education providers have a session together. In turn, the experts have a session together, discussion what was said during the session with education providers. And in turn, the municipal civil servants have a discussion about what was said during the session session with experts about the session of education providers. Can someone please just put them in one room?

27 Jun: People seem to be very busy running from one meeting to the other, jumping from issue to issue, from topic to topic, there's little time/room for engaged, in-depth deliberation or work.

Jul-Aug:

Not much happening - summer recess.

Sep-Nov (process of organising the external deliberation sessions):

Slowly starting up again - what's next?

19 Sep: We're going to organise focus groups in October, next week I have to propose some initial ideas.

26 Sep: After proposing some ideas it was decided to think about this some more. First focus on organising it on such short notice: set dates (25, 30 and 31 Oct) and organise rooms as well as message for the web page.

2 Oct: Different idea - a dinner pensant at a restaurant. Also different dates: 25 Oct and 1 and 5 Nov.

9 Oct: Still discussing the content of the session.

17 Oct: We keep changing ideas for the content of the session. This is frustrating, wasting energy on this. And there is only one week left. No wonder people seem to be so damn busy all the time; if you have this with several things in parallel at different times you are constantly rushed.

23 Oct: Finally, the content of the session is set. Now let's do this.

25 Oct: Interesting session. Unfortunately many familiar people; the unusual suspects are mostly in the other group.

1 Nov: Nice session with enthusiastic people. All in all not that many new ideas though.

5 Nov: Rush rush again for the session this evening; the setup was only drafted yesterday.

7 Nov: On to the next: the session for the Festival. The team agreed to do something else this time; a 'make'-form in which the group tinkers their ideas about solving low literacy with basic materials. We will conduct an internal 'pilot' of this next week the 14th of Nov; good stuff.

12 Nov: All of a sudden it was decided to go with a safer option: a soapbox and Kahoot. It's starting to become very typical; safe choices and last minute switches.

19 Nov: Had the session at the Festival. Turned out to be quite fun. Many similar faces though, and also the same conversations. It's about time to move on to ideation ourselves. Then we can move forward.

21 Nov: Meeting with the Association of Netherlands Municipalities. Interesting to be here. Again quite some familiar faces. Also what was talked about was again the same. The Association of Netherlands Municipalities can only agree on what was said; on the rough outlines everybody agrees.

Dec (development of the programme):

3 dec: For the next session we have a 'homework assignment'. The assignment is to write down your vision for the extension programme of Tel mee met Taal in 150 words. I think I was a bit harsh in this one, but to be fair: 6 months in and we still have issues with formulating a vision for the extension programme - this is ridiculous.

10 dec: Now we have a 'homework assignment' about the goals we want to achieve for the extension programme. I'm again amazed that we are still having conversations at this level.

19 dec: Finally we have a longer session about the content of the policy and the way the goals may be achieved. Now we're getting somewhere.

Jan-Mar (internal & external deliberation):

3 jan: Wow all of a sudden there is a concept letter to parliament. This was collated impressively fast. But are we going to further elaborate on the measures and decisions mentioned in this letter?

6 feb: So now we have concept 10 of the letter. Many iterations, yet in terms of content not much has changed; changes mainly revolve around the way it is framed, structured and ordered in order to ensure the message strikes the right chord. I guess the window of opportunity for thinking about the content has passed - and was surprisingly short.

20 feb: Now it has become very technical. All of the different departments have to have the letter to parliament checked through all kinds of procedures.



Appendix F - Experimental Study

A comprehensive description of the experimental study is given here. First, the research method will be described. In turn, the process will be elaborated on. Subsequently, supporting materials - such as interview scripts and session plans - that were used in each phase will be provided.

F.1 Research Description

F.1.1 Goal

The goal of this experiment was to make an attempt to apply design strategies for experimentation in policymaking and hereby identify opportunities and barriers of doing so.

F.1.2 Research question

How can design strategies be applied in policymaking?

What are the opportunities and barriers for applying design strategies for experimentation?

F.1.3 Approach

In order to address the research question a project was initiated around finding ways to involve sports clubs in tackling low literacy.

F.1.4 Rationale

Parallel to the development of the extension of the Tel mee met Taal programme - as described in the case studies - a project was initiated to further explore the application of designerly strategies for experimentation. The context of this project will be elaborated on here.

As explained, low literacy is hard to 'track'; low literates find different ways to cope, they are supported by the people surrounding them, and they are ashamed or unmotivated to improve a skill that is considered mundane. Particularly the group of people with Dutch as their first language is hard to find, refer and support. For this group of people, factors such as shame, and negative experiences with education play a dominant role. Hence, although approximately 65% of the low literates in The Netherlands have Dutch as their first language (PIAAC, 2012), only around 10-

20% of the people taking part in literacy education belong to this group (based on Algemene Rekenkamer, 2016; de Greef, 2018); there is a clear imbalance. As such, the collaborating ministries of Tel mee met Taal are looking for new ways of finding, referring and supporting low literates, and more particularly the group of people with Dutch as their first language.

The following canals through which this can be done have been identified: corporates, libraries, schools, educational centra, recreative associations and digital media (ECBO, 2011). Currently, mainly corporates, libraries, schools and educational centra are actively involved in this. Besides this, plans of utilizing digital media are being made. With regard to recreative associations, however, not much is known or being done. Since recreative associations play an entirely different role in people's lives as opposed to corporates, libraries, schools and educational centra they may provide a less intimidating environment for low literates, social support may be stronger, and there are opportunities for 'camouflage' (first-aid or bartending) courses or an entirely different approach. Therefore, finding ways to involve recreative associations in finding, referring or supporting low literates was found a suitable case to further explore the application of designerly strategies for experimentation. Within this direction, sports clubs were taken as the main focus.

"We have had many professionals. Many finding places. But within sports, where the target group must definitely be, we still don't have any contacts and we have never explored whether or not something might be possible there." - Contact from Stichting Lezen & Schrijven (Foundation for Reading & Writing)

F.2 Initial Plan

According to the design guidelines a rough initial project plan for conducting discovery and improvement experiments was drafted as follows:

Fig. 15: The initial plan

Month	1	2	3/4
Phase	Initiation	Problem space construction & solution conception	Solution conception
Goal	Find willing sports clubs	Gain insights about both the problem and solution	Further deepen certain solution directions
Actions	Analysis: Conduct relevant research - as far as possible Planning & Creation: Make a plan and generate initial ideas for discovery experiments Contact sports clubs Discuss possibilities with sports clubs	Experimentation (discovery): Conduct multiple, small scale, 'safe to fail' experiments with imprecise solutions at sports clubs Evaluation: Evaluate the experiments Planning & Creation: Make a plan and generate ideas for improvement experiments	Experimentation (improvement): Conduct several sequential experiments with progressive preciseness at sports clubs Evaluation: Evaluate the experiments Report and handover insights and recommendations
Parties involved	Sports clubs	Sports clubs	Sports clubs
Planned Outcome	Initial plan and ideas for discovery experiments Several sports clubs willing to collaborate	Insights about both problem and solution Further plan and ideas for improvement experiments	Insights about potential solution directions Report with insights and recommendations for further work

F.3 Actual Process

Although a rough plan was made beforehand, the way the project unfolded was considerably different. The actual process is schematically depicted here:

Fig. 16: The actual process

	Month	1	2	3	4
Phase		Initiation	Problem space construction	Solution conception	Problem space construction & solution conception
Goal		Find willing sports clubs	Gain insights about both the problem and solution	Frame the problem from different perspectives	Generate ideas for discovery experiments
Actions		Analysis: Conducting literature research Reading news items Planning & Creation: Made a plan and generated initial ideas for discovery experiments Contact relevant parties Municipality of Rotterdam 2 relevant organisations 5 sports clubs	Analysis: 2 focus groups 5 interviews Observed a 'Sportender wijs' ('Sportswise') class Framing: Combine and cluster the data Distill themes	Creative session: Reframing Idea generation Idea generation (self)	Evaluation
Parties involved		1 organisation	3 organisations 5 chairmen of sports clubs 1 hockey team 1 language/sports class 1 trainer 1 coach/parent 1 volunteer	2 colleagues of Tel mee met Taal 2 organisations (3 people) 2 designers 1 psychologist	3 chairmen of sports clubs
Planned Outcome		Initial plan and several ideas for discovery experiments (see explanation below) 1 organisation willing to cooperate	Insights about both problem and solution from a variety of relevant perspectives Matrix of interests of the different parties: Government Sports clubs Trainer/coach Volunteer Parent Member	3 concept ideas for discovery experiments (see explanation below)	More insights about both problem and solution Additional ideas for solutions

F.4 Process Description

The two processes depicted above are strikingly different; the way the process unfolded as such will be described below.

F.4.1 Phase 1: Initiation

The project started off with conducting secondary research in order to gain some first insights and generate some initial ideas for 'safe to fail' experiments. These ideas entailed:

- Sending a reminder to members to pay their membership fees, including an invitation for payment support.
- Organising an open club day with a helpdesk for becoming a member.
- Setting up an information point during match day.
- Sending a Whatsapp message to Whatsapp groups requesting for a reply if the phone number is still correct.

While conducting the research, it was found that this topic was recently put on the agenda by the municipality of Rotterdam; this region was found to be the region to aim for when conducting experiments. The organisations and municipal civil servants that were involved were contacted accordingly. Moreover, since football is the most popular sport in The Netherlands, five football clubs within the municipality of Rotterdam were contacted as well. Eventually, only one organisation - Rotterdam Sportsupport - was willing to discuss possibilities with regard to the project.

Rotterdam Sportsupport was not surprised that none of the football clubs that were approached

had replied (positively, or at all); they were also struggling to put this issue on the agenda of sports clubs. In deliberation with them it was thus found that conducting a focus group with several chairmen of sports clubs would be a suitable first step. The focus group would then serve to gain insights about the problem, discuss and generate initial ideas and at the same time generate buy-in to conduct experiments.

F.4.2 Phase 2: Problem Space Construction

As agreed upon, a focus group was conducted with four chairmen of sports clubs (names provided by Rotterdam Sportsupport), a representative of Rotterdam Sportsupport, and a contact of Stichting Lezen & Schrijven (Foundation of Reading & Writing) (brought in by Rotterdam Sportsupport).

During the focus group different aspects of the problem were discussed. It turned out that few sports clubs were aware of low literacy. Nonetheless, all of the chairmen were able to distinguish potential signals of low literacy at their club, such as being hard to reach via (e-)mail or Whatsapp groups and coming up with typical excuses ("I will have my son look at it", "I will take a look at it at home"). As such, they did recognize a potential role of signalling low literacy.

Moreover, most sports clubs were motivated to play a societal role besides facilitating sports activities; some of the chairmen talked vividly about societal initiatives taking place at their club. One gave Dutch language classes to middle-aged women with a migration background, another gave all kinds of homework and exam preparation

classes, while yet another gave kickboxing classes to intellectually challenged children. As such, they were quite open towards new initiatives.

Nonetheless, throughout the session it became clear that the ideas that were generated in the first phase were not suitable for initial experimentation. Moreover, the sports clubs did not find low literacy problematic; most of the issues potentially caused by low literacy were already sufficiently dealt with. As such, sports clubs had no direct interest in playing a part in tackling low literacy. Additionally, several chairmen expressed discontent about their past experiences of working with governments. For these reasons, the chairmen that were present were a bit reluctant about conducting experiments at their sports club.

“Actually it comes down to the government making the policy - in our case oftentimes the municipality - and we are just the executing party. We always get the tasks: we have to do this, we have to do that. What you just said, people have to eat healthy food, they have to sport, they have to move, etcetera. And eventually we are the ones that have to do something about it. And that is, I think, a bit too much.” - Chairman of a korfbal club

All in all, the focus group helped gain a much better perspective on the interests of sports clubs. However, in order to come up with ideas that were a better fit, a more comprehensive view on the different interests of potential stakeholders as well as the context of implementation was needed. As such, it was decided to conduct additional research. This entailed conducting a focus group with a hockey team, interviews with a trainer, coach and volunteer, and observation of a class of the Healthy Language Table - the Dutch language class to middle-aged women with a migration background. This research helped gain a comprehensive view on the different interests of the potential stakeholders.

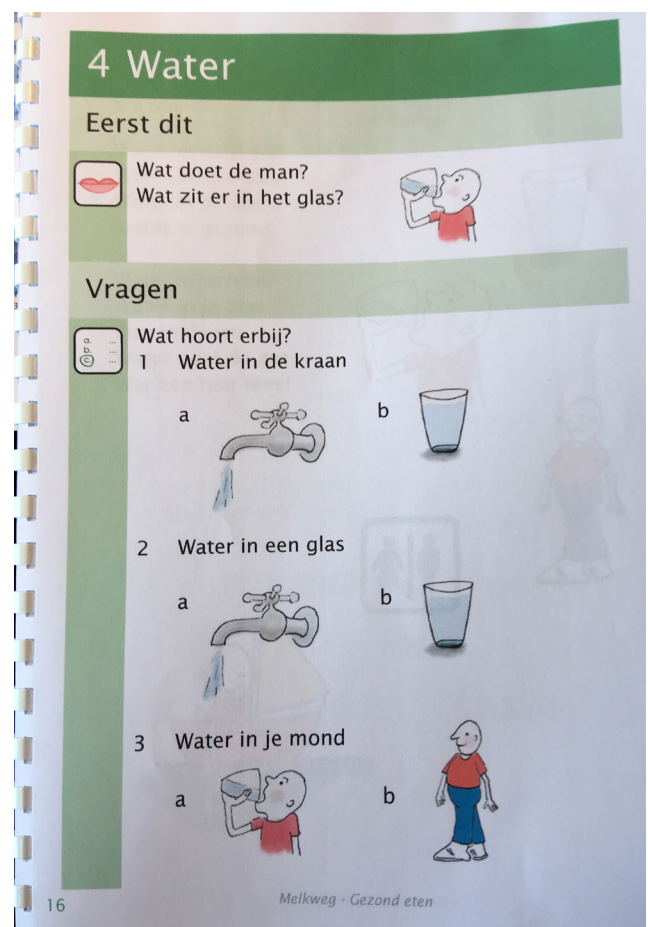


Fig. 17: An example of the lesson material of the Healthy Language Table

F.4.3 Phase 3: Solution Conception

Since sports clubs did not have a direct interest in playing a part in tackling low literacy, it was found that more creative solutions or a reframing of the problem was required. In light of this a creative session was organised. During the creative session a representative of Rotterdam Sportsupport, two professionals from Stichting Lezen & Schrijven, two members of the team of Tel mee met Taal, two designers and a psychologist took part.

First, the participants were asked to come up with overarching themes based on the different perspectives as identified earlier. In turn, based on these themes, they were instructed to generate ideas. After several rounds of brainwriting, a wide diversity of ideas were generated. Based on this, several ideas were selected and evaluated.

After the session these ideas were inventorized, clustered and combined in order to come up with three concept solutions (see images below): team wellbeing (like a party committee, but a wellbeing committee instead), a membership intake and sports clubs united (a partnership between local sportsclubs). Each idea focused on something relevant for sports clubs, while at the same time creating an opportunity to tackle low literacy. The membership intake, for example, may help improve membership engagement while at the same time help gain a better view on the personal situation of members. Team wellbeing, in turn, revolves around improving membership wellbeing, yet at the same time, low literacy may underlie many wellbeing issues. Moreover, sports clubs united may come with benefits such as shared facilities, volunteers and courses while it also puts them in a better position to play a societal role.



Fig. 18: A clustering of the ideas

F.4.4 Problem Space Construction and Solution Conception

Rough design prototypes (sketches and storyboards) were made of these concepts in order to conduct formative tests with several chairmen of sports clubs. These prototypes clearly served a communicative purpose by sparking

lively conversations with the chairmen. As such, much was learned about both the problem and solution. Nonetheless, these prototypes still did not generate buy-in; the sports clubs expressed that they lacked resources in terms of capital and manpower, solutions had become so 'big' that additional support from external parties was required and they were hoping for a fully fleshed out plan. At this point, the project came to an end due to time constraints.

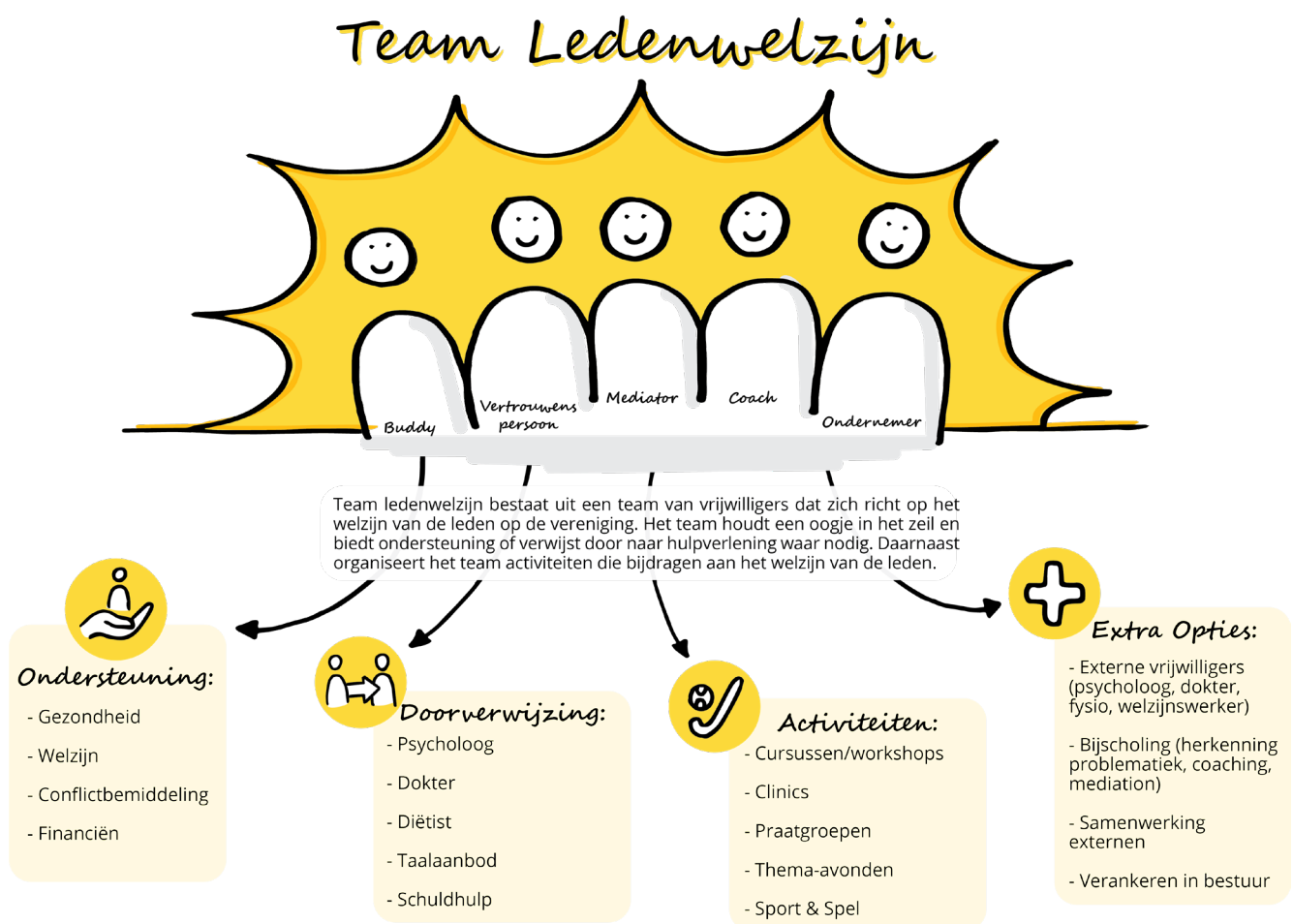


Fig. 19: Concept 1: Team Membership Wellbeing

Lidmaatschapsovereenkomst

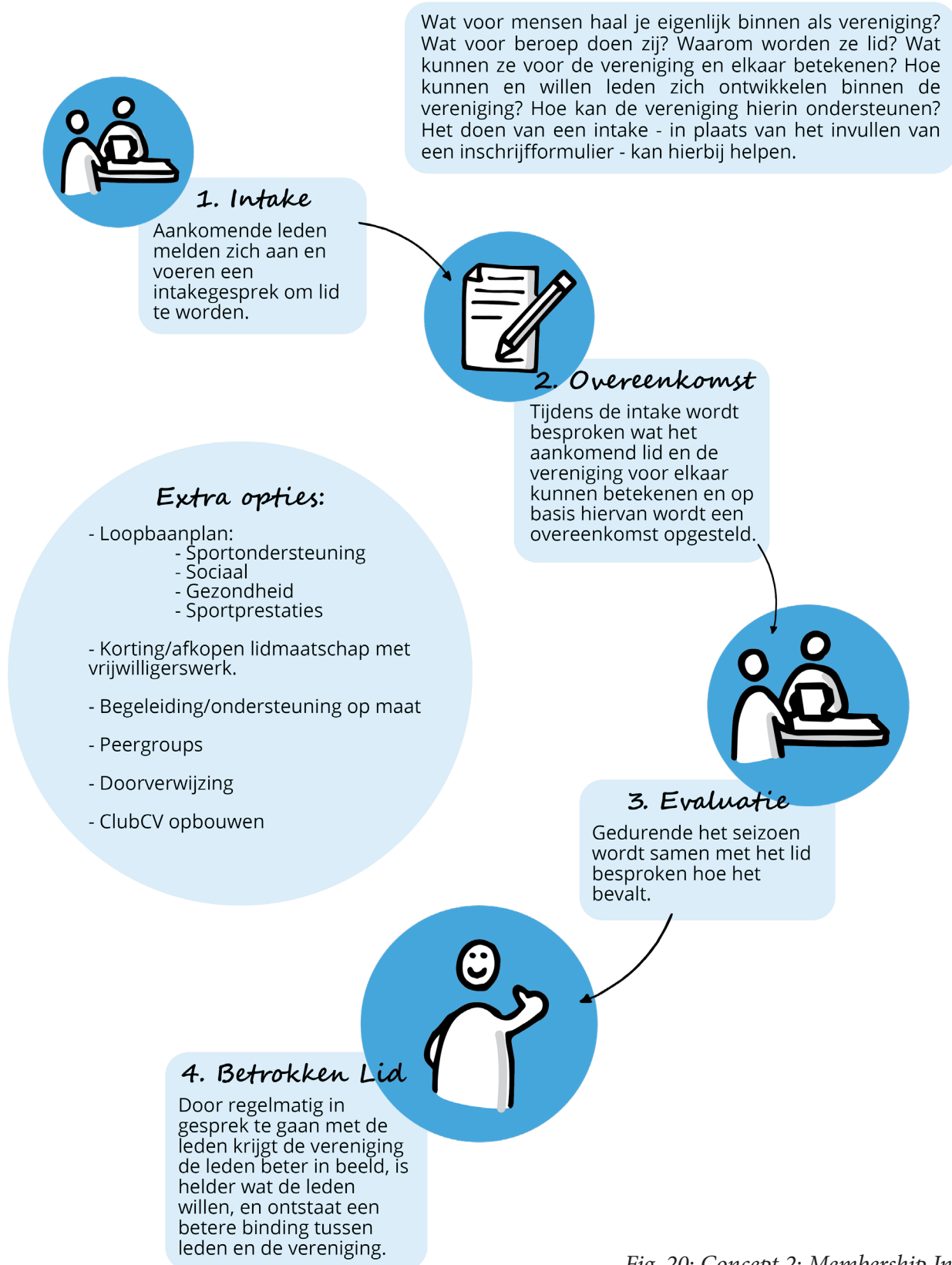


Fig. 20: Concept 2: Membership Intake

Verenigingen United

Verenigingen United is een partnership tussen verenigingen in de omgeving. Samen zijn zij in staat elkaar te helpen en bovendien maatschappelijk een steentje bij te dragen.

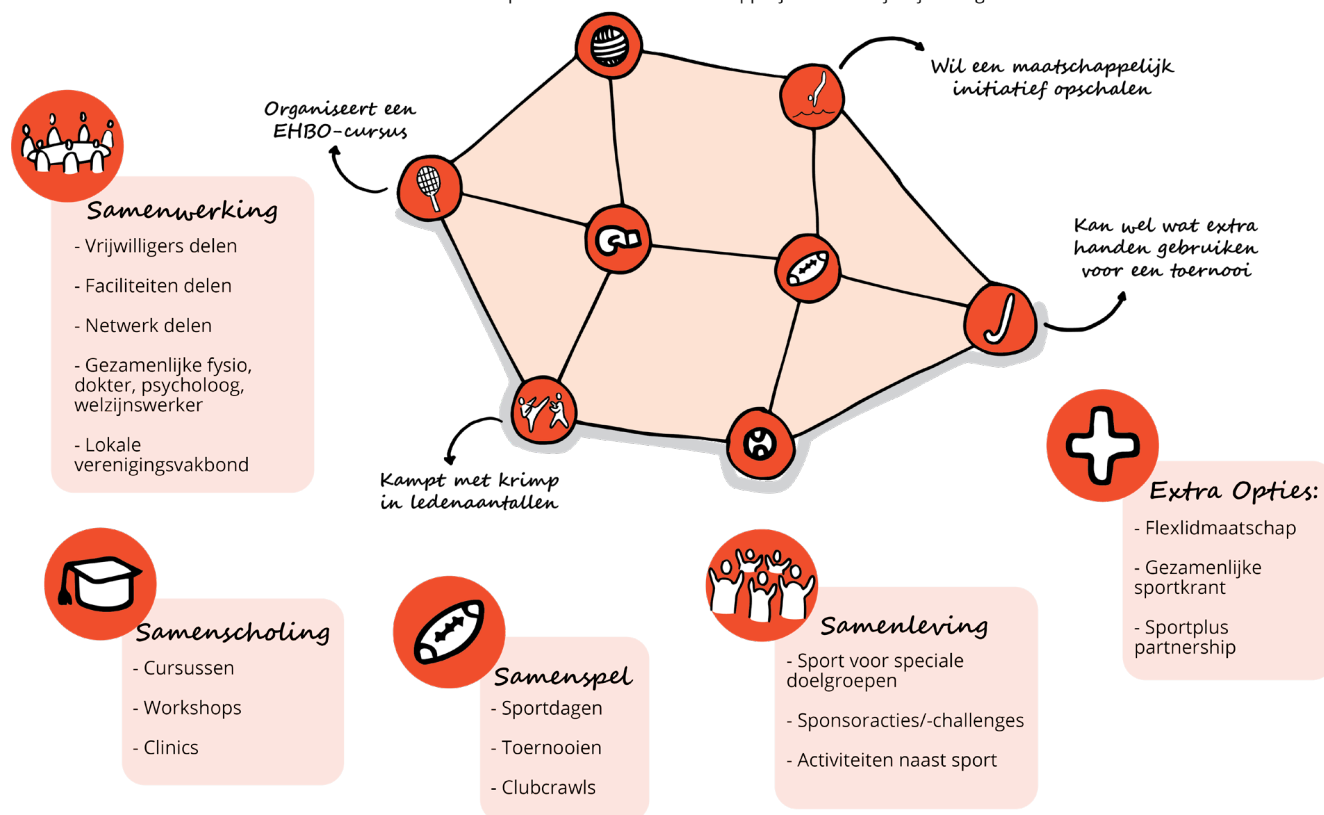


Fig. 21: Concept 3: Sports Clubs United

F.5 Supporting Materials

F.5.1 Focus Group Plan

Goal: Gain insight in the perspective of sports clubs on low literacy and generate buy-in for my research.

Key Question: What's the perspective of sports clubs on low literacy?

Sub Questions:

What do sports clubs know about low literacy?

In what moments or situations do sports clubs encounter low literacy?

What kind of problems that are potentially caused by low literacy are sports clubs dealing with?

What kind of solutions are attractive for sports clubs?

What kind of solutions fit the dynamics and function of sports clubs?

Scenario

The scenario of the focus group is set out below.

Fig. 22: Focus group scenario

Time	Activity	Requirements	Who
-0:15-0:00	Setup: -Prepare flipovers: Mindmap Problem inventory Problem examples Solution examples - Parking lot - Setup camera - Prepare table	Solution conception	Geert/Gwenda
0:00-0:05	Intro	Consent form	Geert
0:05-0:10	Get to know		Group
0:10-0:25	Mindmap	Flipoversheets Post-its Markers	Group
0:25-0:40	Problem inventory	Flipoversheets Post-its Markers	Group
0:40-1:00	Problem selection and deepening	Fill out form	First individually, then group
1:00-1:10	Break: Prepare flipovers for idea generation	Fill out form	Geert
1:10-1:25	Idea generation	Flipoversheets Post-its Markers	Individual
1:25-1:50	Idea selection, evaluation and discussing	Stickers	First individual, then group
1:50-2:00	Wrap up		Geert

Intro (5 min.)

In the introduction describe the graduation project, the goal of the focus group, the planning of the session, and the theme of low literacy.

Get to Know (5 min.):

A get to know each other round:

Who are you?

Which club are you from?

Why are you here?

Mindmap (15 min.)

Goal: Inventorising what sports clubs already know about low literacy, also it's a warm-up by sensitizing them to the topic.

Key question: What kind of associations do sports clubs have with low literacy?

Activity: Group conversation with post-its and flipover.

Output: Flipoversheet with mindmap about low literacy.

Individual (5 min.):

In this first part people write their own associations about low literacy on post-its.

Groep (10 min.):

In turn, these are shared amongst the group, making a mindmap.

Problem Inventory (15 min.)

Goal: Inventorising the problem - from the perspective of sports clubs.

Key question: What kind of problems that are potentially caused by low literacy are sports clubs dealing with?

Activity: Group conversation with post-its and flipover.

Output: Flipoversheets with problems at sports clubs - potentially caused by low literacy.

During this part of the session participants write down problems they are dealing with of which they think may directly or indirectly be caused by low literacy (5 min.). In turn, experiences will be shared amongst the group (10 min.)

Problem Selection and Deepening (20 min.)

Goal: Gain insight in priorities, perspectives and presumptions of sports clubs.

Key question: What kind of problems do sports clubs aim to find a solution for?

Activity: Fill in template in duos and discuss with group.

Output: Filled in template.

Individueel (10 min.):

Duos select a problem they find important. For this problem they fill in the sheet in which more in-depth questions about the problem as well as the desired situation are asked.

Plenair (10 min.):

In turn each duo shares what they have discussed and filled in.

Break (10 min.)

Idea Generation (20 min.)

Based on the selected problems a brainwriting session will be conducted.

Idea Selection (20 min.)

Individueel (10 min.):

First, participants will select their best three ideas.

Plenair (10 min.):

Once everybody has selected their best ideas, the ideas that stand out will be discussed.

Wrap up (10 min.)

Participants are thanked and the rest of the process will be explained. Moreover, the question will be asked who is prepared to conduct 'safe to fail' experiments in feb/march.

F.5.2 Focus Group Consent Form

By signing this form I declare that:

I voluntarily take part in this meeting organised by Geert Brinkman as a part of his graduation project at the TU Delft (Faculty of Industrial Design Engineering), commissioned by the Ministry of Education, Culture and Science.

My participation can be recorded on audio, video and pictures may be taken during the meeting.

The audio, video and pictures that are made during this session may only be used in a confidential, anonymous manner, strictly for educational purposes.

City and Date:.....

Name:

Signature

F.5.3 Phase 1 Interview Scripts

Some interview scripts cannot be retrieved due to poor documentation. Some conversations have been informal - again: poor documentation. However, few interview scripts are retrieved: the focus group with a team of hockey players, the interview with a trainer and a parent, coach and board member. These scripts are provided below. Note that these scripts are all focused on people involved with hockey clubs; in light of time constraints the decision was made to obtain this additional information efficiently by asking people from within the researcher's own social circle.

Interview with Hockey Team

For my graduation project I am trying to see how sports clubs can play a role in tackling low literacy. Low literacy is a big issue in The Netherlands; there are 2.5 million people that have difficulties with reading and writing. As such, they have issues in managing their finances, reading their doctors prescriptions, etcetera. Now as part of this project I want to gain a better view on the perspectives of people at sports clubs, the members, trainers, coaches, parents and volunteers. As such, I don't want to talk about low literacy, I just want to talk about what it's like to be part of this hockey club. What it means to be a member of a team, these kinds of things.

Questions:

1. Why did you ever become a member?
2. Why are you still a member?
3. What does this club mean for you?
4. What do you mean for the club?
5. What do the people at this club mean for you?
6. Would you have your children play hockey?
7. Why hockey and not football? Or an individual sport?
8. Do you also do other things besides hockey at the club?
9. Are your parents involved with the club?

Interview with a Hockey Trainer and Member *Introduction*

For my graduation project I am trying to see how sports clubs can play a role in tackling low literacy. Low literacy is a big issue in The Netherlands; there are 2.5 million people that have difficulties with reading and writing. As such, they have issues in managing their finances, reading their doctors prescriptions, etcetera. Now as part of this project I want to gain a better view on the perspectives of people at sports clubs, the members, trainers, coaches, parents and volunteers. As such, I don't want to talk about low literacy, I just want to talk about what it's like to be a trainer and member of this club.

General Questions

1. Can you tell me a little bit about yourself and particularly your development within the club?
2. Why did you ever become a member?
3. Why are you still a member?
4. What does the club mean to you?
5. What do you mean to the club?
6. Would you have your son play hockey?
7. Why hockey? And not a different (individual) sport?

Perspective as a Trainer

1. Why did you become a trainer?
2. How do you look at the role of trainer within a sports club?
3. For the team/members?
4. For the sports club?
5. What are the three most important things you try to bring in as a trainer?
6. How do you do this?
7. Are these things primarily focused on hockey? Or also things besides hockey?

Perspective on Societal Role

1. What is the societal role of a hockey club?
 - a. For the members?
 - b. For the municipality?
 - c. For the country, even?
 - d. How does the club fulfill this function?

Interview with a Parent, Coach and Board Member

For my graduation project I am trying to see how sports clubs can play a role in tackling low literacy. Low literacy is a big issue in The Netherlands; there are 2.5 million people that have difficulties with reading and writing. As such, they have issues in managing their finances, reading their doctors prescriptions, etcetera. Now as part of this project I want to gain a better view on the perspectives of people at sports clubs, the members, trainers, coaches, parents and volunteers. As such, I don't want to talk about low literacy, I just want to talk about what it's like to be a parent and board member of the club.

General

1. Can you tell me a bit about your history at the hockey club?
2. What did the club bring you?
3. What does the club mean to you?
4. What do you mean for the club?

Perspective as a Parent

1. Why did both of your children end up playing hockey?
2. What are reasons for having your children play hockey?
3. As opposed to an individual sport?
4. What do you expect, as a parent, from a sports club?
5. What can a sports club expect from you as a parent?
6. What can a sports club expect from its members?
7. You have been particularly involved as a parent, why?

Perspective as a Coach

You have also been a coach for a while.

1. How did you like doing this?
2. Why did you become a coach?
3. What are the three most important things a coach should bring?
4. How can a coach do this?
5. How did you do this?
6. How did other parents respond to this?

As a Board Member

You have also been a board member for a while (maybe you still are).

1. How did you like this?
2. Why did you become a board member?
3. What are the three most important functions of a sports club?
4. How can a sports club fulfill these functions?
5. How does the hockey club fulfill these functions?
6. What is the societal value of a sports club?
7. For its members?
8. For the municipality?
9. For The Netherlands?
10. How can a club fulfill its societal role?
11. How does the hockey club fulfill these functions?
12. Why would a sports club also contribute to society?
13. Why would a club refrain from contributing to society?
14. Is this any different from big or small clubs? Or the city or the countryside?

F.5.4 Creative Session Plan

Goal: Reframe the problem and generate solutions and solution directions in light of tackling low literacy via sports clubs.

Scenario

The scenario of the focus group is set out below.

Fig. 23: Creative session scenario

Time	Activity	Requirements	Who
-0:15-0:00	Setup: - Flipovers interests of stakeholders - Flipovers idea generation - Other materials on table - Parking lot - Food/drinks	Factsheet Flipovers with interests of stakeholders Empty flipovers Post-its Markers Stickers Idea development template	Geert
0:00-0:05	Intro	Consent form	Geert
0:05-0:10	Get to know		Group
0:10-0:20	Problem explanation	Factsheet	Geert
0:20-0:40	Identify and select themes	Flipovers with interests of stakeholders Empty flipovers Post-its Markers	First duos, then group
0:40-1:00	Idea generation	Flipovers Post-its Markers	Group
1:00-1:05	Idea selection	Stickers	Group
1:05-1:15	Idea development	Template	Duos
1:15-1:25	Idea presentation		Group
1:15-1:25	Wrap up		Geert

Intro (5 min.)

Welcome everyone, ask to fill in consent form. More explanation will be given after a round of getting to know each other.

Get to know (5 min.)

A round of getting to know each other: who are you and what do you do?

Problem Explanation (10 min.)

In this part the problem will be explained:

Low literacy in general:

What is it?

Why is it a problem?

How many people are we talking about?

Finding, referring and supporting them

The target group

Bridge to sports clubs

Themes (20 min.)

During this round overarching themes will be found with regard to the interests of the different stakeholders (government, the board, the trainer/coach, the parents, the volunteers and the members). Identifying themes happens in two blocks of 10 minutes:

Based on the matrix that is given on the flipover participants will, in duos, cluster the interests of the different stakeholders, and combine and collate these to identify overarching themes. The themes should be given a 'name' - preferably a metaphor.

After 10 minutes the group will discuss which themes were identified and which themes are most appealing.

Idea generation (20 min.)

Based on the identified themes a brainwriting session will be conducted (6 themes, 6 rounds, 3 min per round):

What kind of ideas can you come up with that contribute to the issue of low literacy within this theme?

If people run out of inspiration, throw in some curve balls:

How would you do it if you had all the money in the world?

How would you do it if you had no internet?

Etc.

Idea Selection (5 min.)

Each participant will individually select the best three ideas.

Idea development (10 min.)

In duos one of the top ideas will be selected and further developed according to the form that is given for this.

Idea presentation (10 min.)

Once the duos are finished, they will present their developed ideas within the group. Maybe there's some time for questions and remarks. Some questions can be asked to the group, such as:

What's good about this idea?

What are the weak points of the idea?

How can the idea be improved?

What kind of questions come up?

What other ideas come up?

Afsluiting (5 min.)

Everybody will be thanked.

F.5.5 Creative Session Consent Form

By signing this form I declare that:

I voluntarily take part in this brainstorm organised by Geert Brinkman as a part of his graduation project at the TU Delft (Faculty of Industrial Design Engineering), commissioned by the Ministry of Education, Culture and Science.

My participation can be recorded on audio and pictures may be taken during the meeting.

The audio and pictures that are made during this session may only be used in a confidential, anonymous manner, strictly for educational purposes.

City and Date:.....

Name:

Signature

F.5.6 Concept Evaluation

For each concept

1. Do you have any questions?
2. What comes to mind when you see this?

Before we evaluate the idea, I first want you to imagine that you are going to organise this at your sports club. That's why I first have some questions with regard to the feasibility of the idea:

1. How would you organise this?
2. What is needed to realize this?
3. What kind of barriers do you foresee?
4. What kind of support would be needed for this?
5. What kind of other ideas come to mind while talking about this?

Now that we have thoroughly thought about the idea, I am curious about what you think about it actually.

1. What are the positive points of this idea?
2. What are the negative points?
3. Can you see any improvements already?
4. Can you see this being done at your sports club?

Comparison of concepts

1. Can you explain which of the ideas you like best?
2. Which of the ideas do you think is worst?
3. Do you think they can be combined? How do you think about this?



Appendix G - Guideline Design

The development of the guidelines entailed two rounds of ideation, concept development and evaluation, an iteration and another evaluation. Each step will be described here.

G.1 Ideation I

The end-point of the research was rather diffuse (although in the report the thought process seems linear and logical, in fact it was not, it took some iterations to come to this). As such, the initial ideation was rather diffuse as well. It was something along the lines of: how can policymakers, despite the numerous barriers encountered, and given all of the findings, still embed experimentation early in the policymaking process? The ideation was conducted with two others.

These ideas revolved around: the attitude around experimentation, changing the norm, capability building, experimental enablement, and many more; see the table with an inventory of these ideas on the next page.

Meanwhile, as it was found that experimentation is actually best conducted outside of the political system, closer to the context of implementation, with less decision-making inertia, a more suitable direction was found; ensuring the right conditions for experiments to happen by embedding room for experimentation in the policy. In light of this, several ways of instilling flexibility, diversity and discretion in policies were thought of: modular policies, segmented policies, delegated policies, option menu policies, customizable policies and facultative policies.

Fig. 24: Ideation



1. Attitude		2. Changing the Norm	
a. Experience	Set up a forum for sharing experiences (online/offline) - include interviews/research Live example - hire a design agency Let policymakers with experience in this come over and present a case	a. Competition	Make it a topic of discussion
Taster - pressure cooker/workshop		Internal innovation competition	
Create a penny drop moment - experience the difference with non-experimental, or the necessity of experimentation		Most innovative policy award	Include it in the MBO-Krant
Bootstrapping -> start with improving information exchange & evaluating policies!		Best failure award	Include it in MBO op 9
Do something! Start being the designer!	Failure alarmknop		
Workshops (different types of experimenting: cooking/painting/etc.)	c. Fun	Failures/successes counter	d. Reframing
	Organize internal lab session(s)/workshop(s)	Ambtenarenprijs (met categorieën, jury, academisch voer, etc.)	
b. Examples	Show kids learning	Puntensysteem	Reframe it as an opportunity
	Make it playful - like kids	b. Internal 'Lab'	- for learning
Make a prize/award	Trainee innovation project		- for the unexpected
Example platform/database	Wall of fame	Intern innovation project (like JMP?)	- for richness
- from within ministry	Make a playing corner/table	Internal innovation team -> group the innovators from the ministry together	Reframe it as something positive
- from other governments	d. Nudging	c. Failure/experimentation Support	- being courageous
- from other ministries	Think/Act time -> check in clock or something...		- having guts
- from other countries		Have an internal ambassador of failure/experimentation	- being pro-active "niet lullen maar poetsen"
Show examples of bad polices -> and why they failed		Have a failcoach	- early results + steering
		AA group session about failing	Reframe it as a problem
		celebrate failures (as well as successes) (het Faalfeestje)	

Fig. 25a: An inventory of ideas

Fig. 25a: An inventory of ideas

2. Changing the Norm		3. Capability Building	4. Enablement
e. Policy evaluation	h. Experimental space	a. Capability in Failing	a. Prototyping
Quality monitoring	In place: playroom/table	Set up a course in failing	Generic 'prototype' to make policy tangible
- Participatory ladder	In time: 80/20 time	- with a certificate: Master of Failure	- money pots
- Experimental ladder?	In money: innovation budget		
Quality mark: "op mensen getest"	i. Make process visible		
Policy diagnosis	Make it visible to public	- CV annotation	- network
Policy APK	Co-create the process	- Skill in portfolio	- lego or something
Houdbaarheidsdatum	j. Publicity		
Second opinion	Publicly show how much money is misspent	b. Capability in Experimentation	c. Evaluation
Validation department		Set up a course in experimentation	Evaluation process toolkit
f. Examples	Publicly show how certain policies lack evidence -> so they are experiments anyway	E-learning platform	
Failure examples from the field	Klokkenluider	Videomaking course	d. Taking control
Track failures at department	Het beleid achter het beleid		
Fail-diary at department	Meldpunt slecht beleid	Visual thinking course	e. Innovation plan
Magazine of failures	Anonieme bellijn (intern?)		
Platform for failures		Prototype building course	
Evaluate on process		Put a known policy innovator in each team	
Give grade for the policy based on some sort of rubric			
Failure portfolio		c. Information	
Wall of shame/fame (internal/external)		Booklet	
g. Movement			
Failure month			

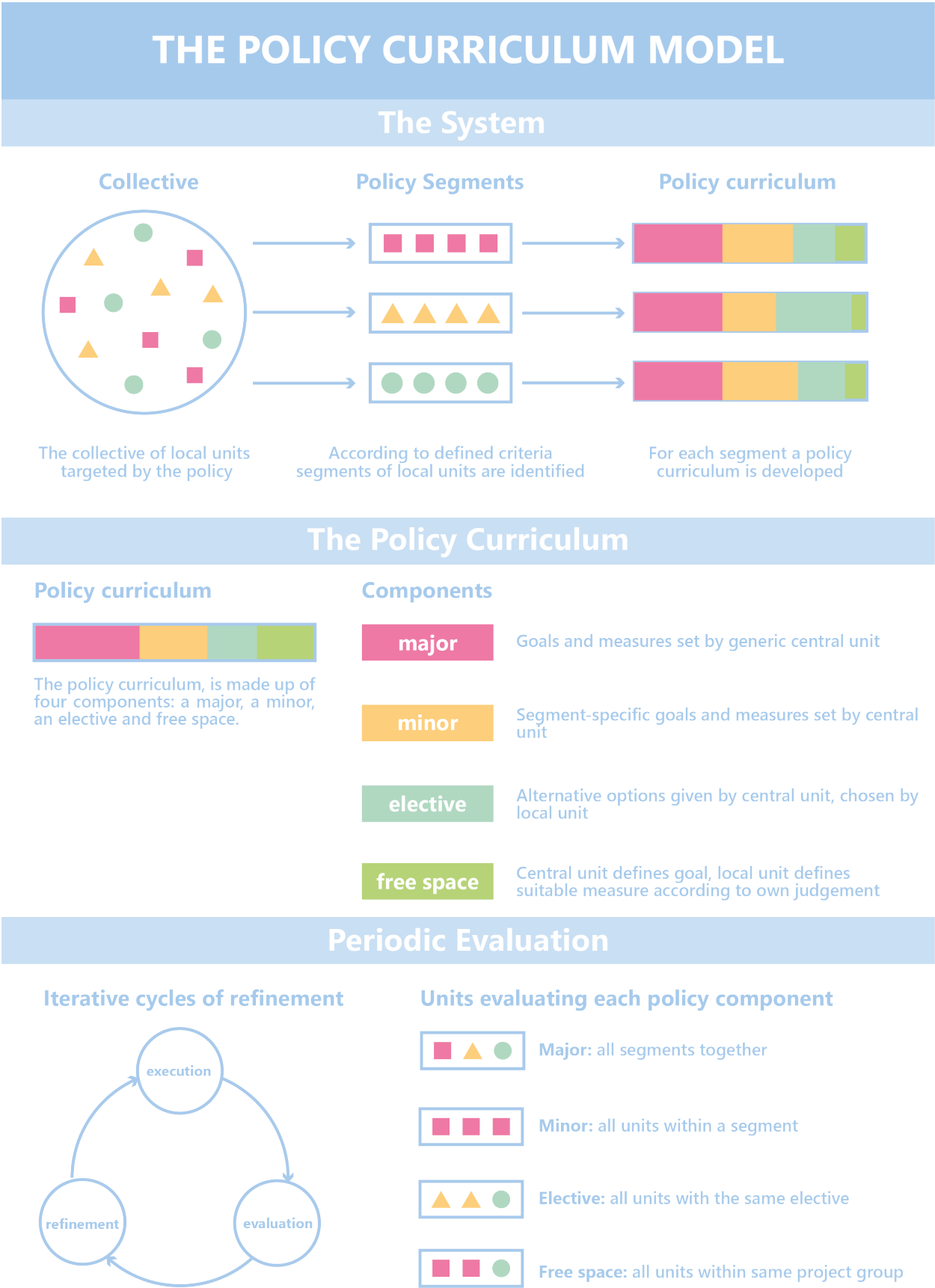
Fig. 25b: An inventory of ideas

G.2 Concept I

Particularly triggered by this last stream of thought, it was thought that the systematic, deliberate manner of experimentation in design - with its different stages (validation, improvement and discovery) - may best be embedded in a policy programme altogether. According to the available knowledge about problem and solution, this policy programme entails a 'final' component, a component that requires validation, a component that requires improvement and a component that is reserved for discovery. As such, exploitation and exploration are appropriately balanced within the policy programme; a problem-congruent policy programme so to speak. The 'final' component is controlled top-down, whereas the discovery component provides full discretion for the policy

implementer. The other two components are sort of a mix (the improvement part may, for example, be the 'option menu'). Based on this, the policy curriculum was conceived (as this - in a way - resembles a policy curriculum) as depicted on the next page.

Now, this model seems very daunting and abstract, but it was argued that the model can initiate itself; by devising a policy made up of solely a discovery component, the improvement, validation and 'final' components can grow as the experiments resulting from the discovery component matures. In order to do so, it was argued, this requires taking into account the willingness and ability of the policy implementer and responding accordingly.



G.3 Evaluation I

In order to evaluate this abstract and not yet entirely thought through concept, three policymakers were consulted. They were asked for input and invited to conduct a thought experiment: devise a policy programme for either the Vocational Education Quality Arrangements (with two policymakers) or Tel mee met Taal (with one policymaker) (see the script below).

From these evaluations it was found that the concept was confusing and too abstract. Much more handholds were required in order to be able to use it. Besides this, there were some doubts about its practical application; is this ever realistically viable? As such, it was decided to go back to the drawing board.

G.3.1 Evaluation I Script

Introduction

After all of my endeavours I realize that policymaking hardly lends itself for an experimental approach - as they do in design. In this aspect, design and policymaking are simply not synchronous. It is like wanting to dance salsa on classical music: it's awkward.

So I realized that experiments are best conducted by the policy implementers themselves. In the policy, however, the required conditions for this need to be ensured. Moreover, I believe that the systematic manner in which designers work towards a solution needs to be embedded into a policy programme entirely. In light of this, the policy curriculum model was conceived.

Policy curriculum model

Explanation: policy curriculum model. And evaluate:

1. What is your first response?
2. What do you think is good/bad?
3. Where do you see barriers for this?
4. Where do you see room for improvement?
5. How is this different from the current way of making policies?

Thought experiment

To see how this might work, I want to do a thought experiment with you. Namely: suppose you had to develop the policy for [Vocational Education Quality Arrangements or Tel mee met Taal] according to this model. How would you do this?

Steps:

Identify segments

Identify generic measures for 'major'

Identify segment specific measures for 'minor'

Identify option menu measures for 'elective space'

Determine discretionary boundaries of 'free space'

Usage:

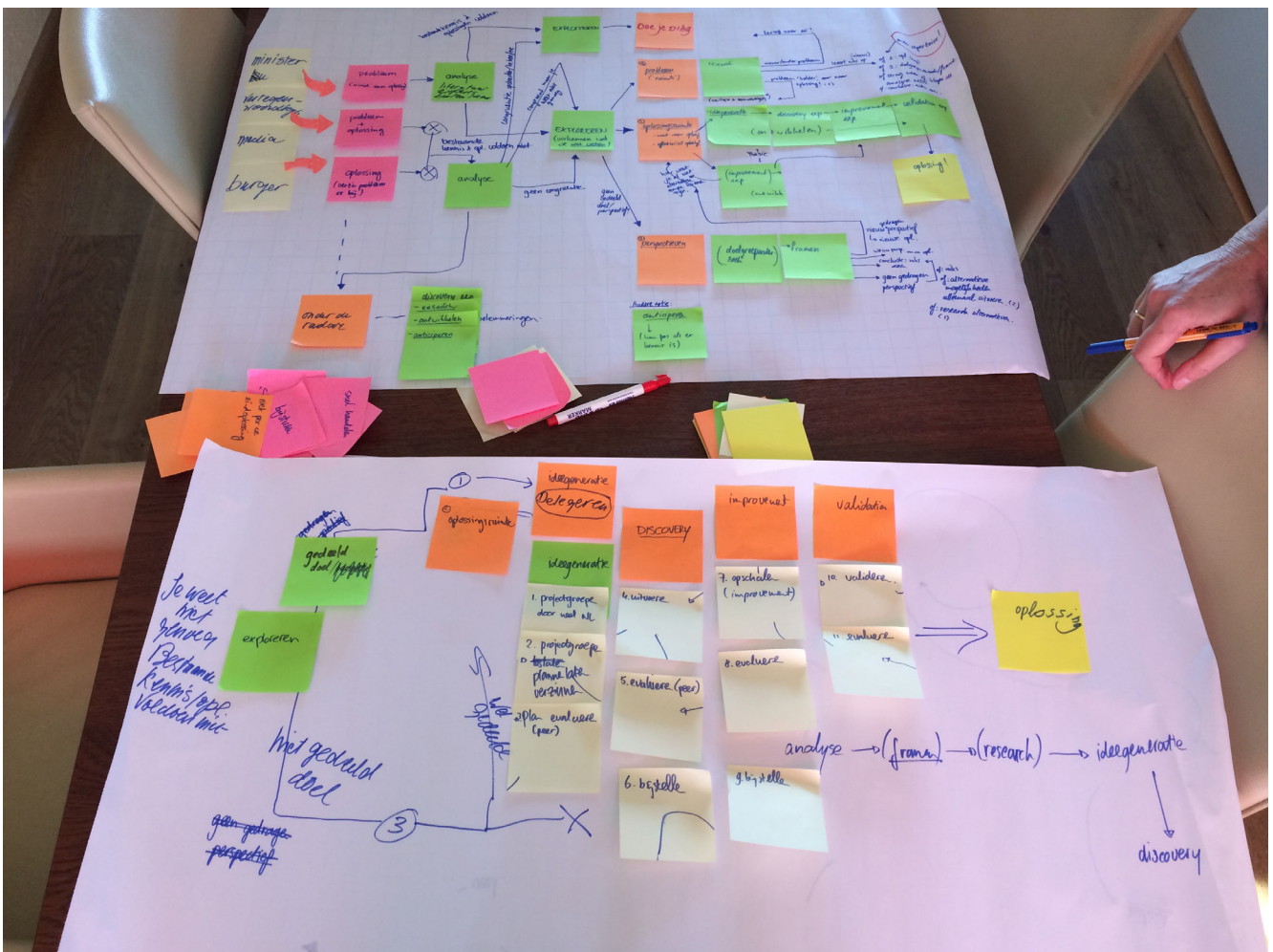
1. Based on this thought experiment, to what extent did this help in developing the policy programme?
2. What worked well?
3. What did not work well?
4. What was missing?
5. Where do you see room for improvement?
6. What may be needed to make this model more usable for policymakers?

G.4 Ideation II

As mentioned, it was found that the concept was confusing and too abstract; in order to have policymakers ensure the right conditions for experiments to happen, they need more tangible, concrete guidelines. As such, another round of ideation was conducted. This round, however, it was more focused, along the lines of: how can policymakers ensure the right conditions for

experiments are met? In light of this, several directions were further explored: (1) responding to the willingness and ability of policy implementers, (2) dealing with the 'windows of opportunity' within the lifeworld and systemsworld and (3) enabling policymakers to make the right choices in terms of defining an experiment(al process).

Fig. 27: Mapping experimental process options



G.5 Concepts II

Eventually, for each direction defined above a concept direction was developed, corresponding to the numbers above, these were:

1. A willingness/ability quadrant with corresponding roles of government.
2. Three windows of opportunity: for practice, policymakers and politics.
3. A 'morphological chart' to define an experimental process.

Each concept is depicted here.

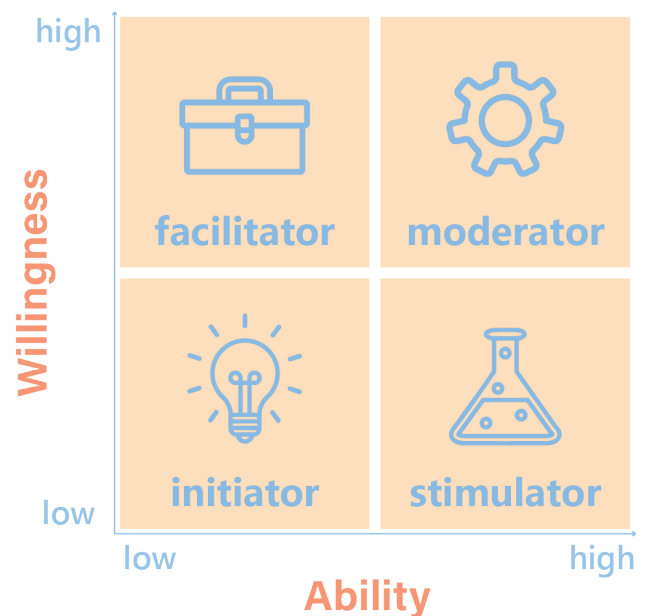


Fig. 28: Concept 1: Willingness/Ability Quadrant

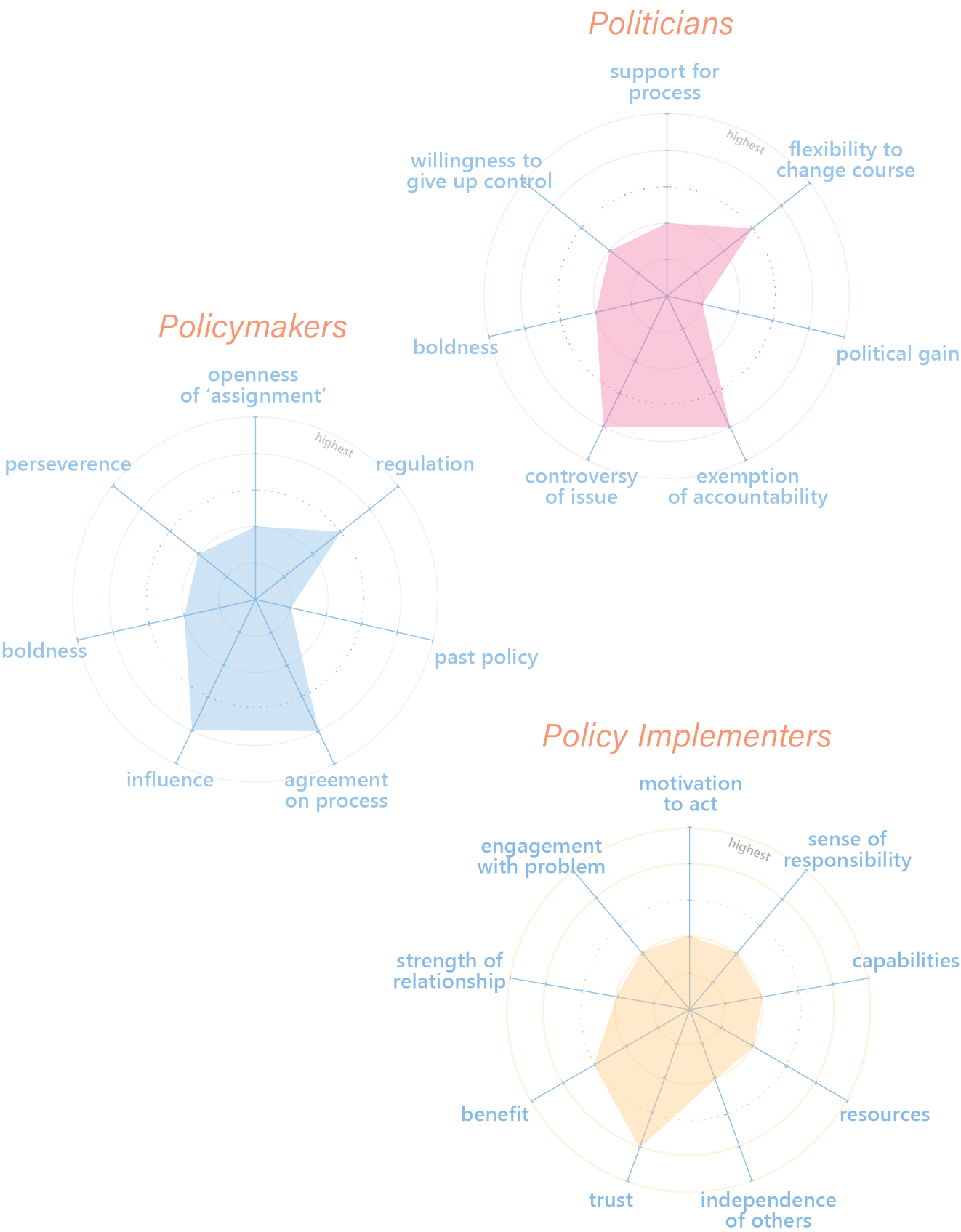


Fig. 29: Concept 2: Windows of Opportunity



Fig. 30: Concept 3: Morphological Chart

G.6 Final Concept

After some consideration the three concepts that were developed were combined into one final concept: the experimental capability guidelines. These guidelines provide three simple steps to ensure that the necessary capabilities for having local actors conduct 'safe to fail' experiments are covered:

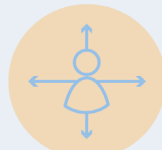
1. Gauging the willingness and ability of the local actor.
2. Determining the required role and capabilities of government.
3. Assembling the people that possess these capabilities.

This concept is depicted on the next page.

EXPERIMENTAL CAPABILITY GUIDELINES



1. Gauge



2. Determine



3. Assemble

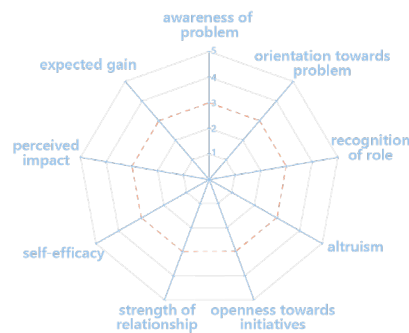
The experimental capability guidelines provide three simple steps for policymakers to ensure that the necessary capabilities are covered in order to have local actors conduct 'safe to fail' experiments, which, in turn, may help inform policymaking.

Step 1

GAUGE

Once a decision has been made to conduct 'safe to fail' experiments, the willingness and ability of the local actors that ought to conduct these experiments needs to be gauged first. According to the factors given on the maps on the right, both the willingness and the ability can be plotted.

Willingness



Ability



----- low/high threshold

Step 2

DETERMINE

The plots that were made in the first step can be used to identify a suitable role and corresponding capabilities in order to have the local actors conduct 'safe to fail' experiments.

	high				
		facilitator	moderator		
	low				
		initiator	stimulator		
		low		high	
			Ability		

role	moderator	facilitator	stimulator	initiator
key capability	management	facilitation	persuasion	experimentation
additional capabilities	- communication - research	- experimentation - management - communication - research	- mediation - management - communication - research	- entrepreneurship - management - persuasion - mediation - facilitation - communication - research

Step 3

ASSEMBLE

Based on the required role and capabilities, a team can be assembled. In support of this, several profiles suited to certain roles are provided.

	account manager	Description: An account manager is an intermediary between the ministry and local actors such as education institutions. This is the person that maintains ties with local actors and acts as a spokesperson as well as source of information. Hereby the account manager is on top of what goes on in the field.
		Key Capabilities: - leadership - networking - planning
		Additional Capabilities: - communication - analysis - guiding group processes
	creative facilitator	Description: A creative facilitator enables groups of people to go through a creative process. According to the given task, the creative facilitator designs and guides this process. This involves giving structure, stimulating participation and ensuring constructive teamwork.
		Key Capabilities: - creativity - designing group processes - guiding group processes
		Additional Capabilities: - visualization - (re)framing - leadership
	policy-maker	Description: A policymaker develops and implements policies. In order to do so, the policymaker analyses societal problems and developments, consults and deliberates with experts and stakeholders, and advises the minister on decision making.
		Key Capabilities: - rhetoric - argumentation - framing
		Additional Capabilities: - analysis - networking - guiding group processes
	human-centered designer	Description: A human-centered designer develops products and services according to the needs, wishes and values of the target group. In order to do so, human-centered designers conduct user research, (re)frame the problem, and come up with a solution through an iterative process of prototype testing and refinement.
		Key Capabilities: - user research - (re)framing - development
		Additional Capabilities: - creativity - visualization - analysis

Fig. 31: Final Concept

G.7 Evaluation II

In order to evaluate this concept, three policymakers were consulted. This evaluation was considerably more thorough: the setup and script are given below.

G.7.1 Evaluation II Setup

Goal

The goal of the evaluation was to gather input with regard to:

1. The applicability and usability of the guidelines.
2. The applicability of the overall concept behind the guidelines.

Evaluation Questions

With regard to these goals, the following evaluation questions were formulated:

1. How does ensuring the prerequisites of having policy implementers conduct 'safe to fail' experiments are met help in making policies in a more experimental manner?
2. To what extent do the guidelines support policymakers in ensuring the prerequisites of having policy implementers conduct 'safe to fail' experiments are met?
3. How does taking into account the commitment, capacity and capability of policy implementers and determining a suitable response accordingly help policymakers in their day-to-day work?

Approach

Although the guidelines revolve around ensuring the prerequisites of having policy implementers

conduct 'safe to fail' experiments are met, no 'safe to fail' experiments were going to be conducted. As such, it was impossible to apply the guidelines to a real-life case. Instead, based on the experimental study as described in the previous chapter, a simulation was conducted. In this simulation the policymakers that took part had to go through a scenario in which they had to develop the extension of the Tel mee met Taal programme. In this scenario, it was decided to find ways to involve sports clubs in tackling low literacy in an experimental manner. As such, they had to gauge the commitment, capacity and capability of sports clubs, determine a suitable response of government, and draft a plan to make the necessary arrangements. This was done according to an audio fragment of the focus group that was conducted with sports clubs as part of the experimental study. In the audio fragment chairmen of sports clubs talk about their commitment, capacity and capability to conduct 'safe to fail' experiments in order to find ways to tackle low literacy. As such, the audio fragment served as a basis to go through the three steps in a realistic manner and hereby gather valuable input about the concept. The following partial transcript of the audio fragment illustrates this well:

"Low literacy, honestly I do not recognize it. But that may also be because I have not been triggered yet. I think that is very important. For example, it does not occur to me to look at it like: can someone actually read? So I think this is very interesting. And I'm curious. I can imagine there's a problem and I think that if you recognize it and make it a topic of conversation you can do something about it." - Audio fragment 1

“But there’s a lot of organisation behind this. Oftentimes these things cost a lot of time and resources. At my club, we are only with the four of us and I am the headtrainer. And together we have to take care of everything. So we simply don’t have the capacity for these things. We also have to work. And if we have to arrange all of this, we cannot handle this. Meanwhile also making sure that contribution is paid. That sort of things. So I do see these things, and I also have ideas about them, but I simply cannot execute them.” - Audio fragment 8

G.7.2 Evaluation II Script

Introduction & Explanation of the Concept

As you know, I have been busy trying to find out how policies can come into being in a more experimental manner, like designers do. In light of this I have found that the policymaking context does not lend itself for this. So I figured: you need to have the policy implementer do this.

As you know, in order to find out how this can be done I conducted an experiment myself. With this experiment I found out that this is not simply a manner of delegation. To have a policy implementer experiment you need to take into account their willingness and ability. Based on these two dimensions you can identify four different roles of government: the role of moderator, stimulator, facilitator and initiator. Each role, in turn, comes with its own required capabilities. As a moderator you need to be able to manage things. As a stimulator you need to be able to convince and persuade. As a facilitator you need to have facilitation capabilities. And as an initiator you need to have experimental capabilities.

Based on this I have developed guidelines to help policymakers identify a suitable role and corresponding capabilities in three steps. [Show overview & explain]. Now I want to evaluate these guidelines with you by going through each step according to a scenario. First, however, I am

curious about your first impression.

What do you think about this?

Do you already have questions?

Simulation

Explanation:

Like I said, I want you to go through each step by means of a scenario. In this scenario you are a policymaker and you are given a policy case in which the decision is made to work towards a solution in an experimental manner. In turn, according to these guidelines, you will ensure that the necessary role and corresponding capabilities are fulfilled.

Scenario:

The scenario is as follows: the extension of the Tel mee met Taal programme for tackling low literacy has to be developed. Low literacy has been on the agenda for several decades and still it is very difficult reaching the target group with Dutch as their first language. You think this may be because currently not the right canals are activated for this: formal canals such as libraries, education, employment and debt support are involved - places that are avoided by the target group and which are associated with shame by the target group. In light of this, you find that sports clubs are a potentially suitable canal. Currently nothing is happening within this direction. As such, it is decided to find a solution in an experimental manner.

Now you know that for this you first need to map the willingness and ability of sports clubs. This rubric and these diagrams help in doing so [give rubric and diagrams]. You organise a focus group with chairmen of sports clubs and this is being said: [play audio file].

Step 1:

Instructions step 1:

Now that you have heard this, how would you assess the willingness and ability of sports clubs?
Can you think aloud while doing this?

Questions step 1:

1. How did you feel about assessing the willingness and ability in this manner?
 2. How does it help?
 3. What worked/didn't work?
 4. Can you identify points of improvement?
 5. How do you feel about the factors I have identified with regard to willingness and ability?
 6. How do you feel about the indicators of each factor - as given in the rubric - in order to assess the willingness and ability?
- Do you have any other remarks about this step?

Step 2:

Instruction step 2:

Ok, next step: can you, now you have mapped the willingness and ability of sports clubs, determine a suitable role and corresponding capabilities of government? Again, think aloud.

Questions step 2:

1. How did you feel about matching roles and capabilities with the willingness and ability?
2. How does it help?
3. What worked/didn't work?
4. Can you identify points of improvement?
5. How do you feel about the roles I have identified with regard to the willingness and ability?
6. How do you feel about the capabilities I have identified?
7. Do you have any other remarks about this step?

Step 3:

Instruction step 3:

Can you, based on the role and corresponding capabilities, assemble the required profiles in order to ensure these are fulfilled?

Questions step 3:

1. How did you feel about finding the required profiles in order to fulfill these capabilities?
2. How does it help?
3. What worked/didn't work?
4. Can you identify points of improvement?
5. How do you feel about the profiles I have identified in order to fulfill the required capabilities?
6. Do you have any other remarks about this step?

Overall Evaluation

Now we have gone through each step I would like to hear your opinion about the concept overall.

1. How do you feel about the concept?
2. What are its positive aspects?
3. What are the negative aspects?
4. Can you identify points of improvement for the concept overall?
5. How do you feel about the applicability of the concept for policymaking?
 - a. For the direction of vocational education.
 - b. For national government.
 - c. For different levels of government.
6. Do you see yourself using this concept?

Leftover Questions

Now I have a few more questions:

1. What kind of policy instruments may fit the different quadrants?
2. What kind of participation forms (see participation ladder) may fit the different quadrants?

Ok, this was it. Do you have any final remarks/questions?

G.7.3 Key Findings

The evaluation provided very rich input about the concept (see table with quotes below). The key findings were:

1. Ensuring the prerequisites of having policy implementers conduct experiments are met is very helpful.
2. There is incongruence between step one and step two: most ability factors identified in step one are related to capacity, yet in step two these are 'compensated' with capabilities. This does not work: you can facilitate all you want, but if there are insufficient resources, the experiment is not going to happen.
3. It feels unfinished: after step three you are only left with an idea of which people you need.

Based on these findings it was concluded that another iteration was necessary in order to align the steps and produce a more helpful result in step three, while keeping the main idea behind the concept: ensuring the prerequisites of having policy implementers conduct experiments are met.

G.8 Iteration

In order to ensure congruence between the first two steps, it was decided to split up the ability in two dimensions: capacity and capability. Accordingly, for each dimension relevant factors were identified. However, now the willingness - reframed as commitment - capacity and capability had to be taken into account. As such, the quadrants did not work anymore; step two had to be redefined entirely. In light of this it was found that, the assessment of the different factors for each dimension point towards a certain response: low commitment calls for encouragement, low capacity calls for equipment and low capability calls for enablement. In turn, different strategies for encouragement, equipment and enablement were identified. Hence, step two was redefined as: determining a suitable response according to the assessment of the different factors. In turn, in order to conclude the first two steps, it was found that the third step should be a rough plan of what kind of arrangements need to be made in order to be able to respond accordingly. This line of reasoning led to the final design of the guidelines as depicted on the next page.

EXPERIMENTAL CONTINGENCY GUIDELINES



1. Gauge



2. Determine

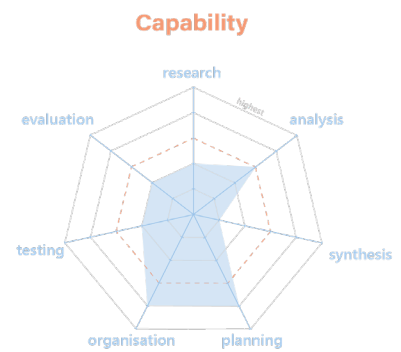
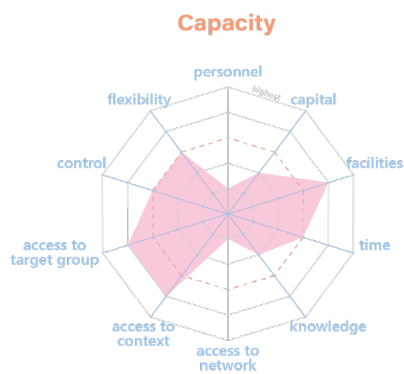
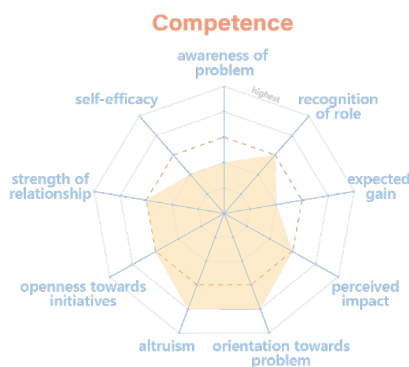


3. Arrange

The experimental contingency guidelines provide three simple steps for policymakers to ensure that the necessary conditions are met in order to have policy implementers conduct 'safe to fail' experiments, which, in turn, may help inform policymaking.

Step 1: Gauge

Once a decision has been made to conduct 'safe to fail' experiments, the commitment, capacity and capability of the policy implementer that ought to conduct these experiments needs to be gauged first. According to the factors given on the maps on the below, the commitment, capacity and capability can be plotted.



Step 2: Gauge

The plots that were made in the first step can be used to determine a response of government in order to have the local actors conduct 'safe to fail' experiments.



Step 3: Arrange

Based on the determined, a rough outline of the necessary arrangements that need to be made for this can be drafted.

	encourage	equip	enable
How will you do it?			
What do you need to do?			
What do you need to have?			
Who do you need?			

Fig. 32: The Final Design

G.9 Evaluation III

In order to evaluate this concept, two policymakers went through the simulation as explained previously. The setup was entirely the same as Evaluation II. The questions, however were slightly different.

G.9.1 Evaluation III Script (part)

Step 1:

Instructions step 1:

Now that you have heard this, how would you assess the commitment, capacity and capability of sports clubs? Can you think aloud while doing this?

Questions step 1:

1. How did you feel about assessing the commitment, capacity and capability in this manner?
2. How does it help?
3. What worked/didn't work?
4. Can you identify points of improvement?
5. How do you feel about the factors I have identified with regard to willingness and ability?
6. How do you feel about the indicators of each factor - as given in the rubric - in order to assess the willingness and ability?
7. Do you have any other remarks about this step?

Step 2:

Instruction step 2:

Ok, next step: can you, now you have mapped the commitment, capacity and capability of sports clubs, determine a strategy according to this checklist? Again, think aloud.

Questions step 2:

1. How did you feel about matching a strategy with the commitment, capacity and capability?
2. How does it help?
3. What worked/didn't work?
4. Can you identify points of improvement?
5. How do you feel about the strategies I have identified with regard to the commitment, capacity and capability?
6. Do you have any other remarks about this step?

Step 3:

Instruction step 3:

Can you, based on the determined strategy devise a rough plan for making the necessary arrangements, according to this table? Again, think aloud.

Questions step 3:

1. How did you feel about devising a rough plan like this?
2. How does it help?
3. What worked/didn't work?
4. Can you identify points of improvement?
5. How do you feel about the questions I have identified in order to fill in the table and devise a plan?
6. Do you have any remarks about this step?

Overall Evaluation

Now we have gone through each step I would like to hear your opinion about the concept overall.

1. How do you feel about the concept?
2. What are its positive aspects?
3. What are the negative aspects?
4. Can you identify points of improvement for the concept overall?
5. How do you feel about the applicability of the concept for policymaking?

- a. For the direction of vocational education.
 - b. For national government.
 - c. For different levels of government.
6. Do you see yourself using this concept?

Ok, this was it. Do you have any final remarks/questions?

G.9.2 Findings

Below, several key quotes from the evaluations that were conducted are given; this entails Evaluation II and Evaluation III since both evaluations provided insights that are relevant for evaluating the final design.

Fig. 33: Quotes of policymaker 1

Coding	Quotes of Policymaker 1 (Old Concept)
Concept	
Value	It is very helpful to systematically think about these things at the start of the process, in this case experimental policy. This makes things very explicit, which helps getting clear for yourself and for others what you do and why you do them. It helps gauge the potential risks beforehand.
Step 1:	
Factors	Logical factors, I don't think you miss anything actually.
Value	Systematically ordering what you heard works well. It also makes you weigh everything rather than only the few things you normally remember from a session.
Points of improvement	Sometimes the descriptions in the rubric are not in a scaled order. For example the orientation towards the problem – is not inclined to act and has more pressing issues to deal with – the latter can be an explanation of the former.
Step 2:	
Value	Although we already do most of these things, this is all very implicit. It works well to explicate what you are doing and why. Also to communicate things to others. And this can help enormously.
Overall guidelines:	
Value	I am also in the team of youth in a vulnerable position. Currently we do experiments with a life-coach, an experiment about vocational education statement and an experiment aftercare. These are actually good steps to take for all of these cases.
Additional remarks	
Value	So based on this first step you determine what you can do, while not explicitly asking the implementer directly. You can do this just as well of course. [...] So actually, most preferably you do this with the policy implementer. And that is something I don't see here yet. I would include this as a solid option. It can almost be like a conversation tool.

Coding	Quotes of Policymaker 2 (Old Concept)
Concept	
Value	These are all aspects that you have to take into account. And with some we do this, for example with regard to capacity. But with some we don't. Actually I think we oftentimes mostly look at capacity rather than commitment because oftentimes we simply impose things on others.
Step 1:	
Value	You see clearly what is needed. If you have a large outlier here, you see it immediately. That's the nice thing of making it visual in this way.
Step 2:	
Points of improvement	Maybe they can conduct an experiment, but they simply have no people or money. What should you then do according to this model?
Overall guidelines:	
Value	Normally we only think about what instruments are needed. Now you also think about other factors.

Fig. 34: Quotes of policymaker 2

Coding	Quotes of Policymaker 3 (Old Concept)
Concept	
Value	It is very useful that at the front end you can ensure that the experiment is well executed. This is a step that is oftentimes skipped. Of course it can still fail, and that is ok, but at least it is not because the necessary prerequisites were not met.
Step 1:	
Value	I like it. This step makes you analyse. And the next step is what you do with this analysis. That, however is not yet entirely congruent.
Points of improvement	Maybe you want to include a step after this that revolves around something like capacity building.
Step 2:	
Points of improvement	When I look at this, I would conclude: an experiment is not suitable at this stage. And then I would like to know, which is more logical even, how I can ensure that conducting an experiment can become a suitable step. The things I need to focus on in order to do so. And what I identified in the first step should help me with this.
Overall guidelines:	
Value	It makes you think about the different factors beforehand that may be helpful for executing your experiment. Now oftentimes the most important factor is a political push. Then the rest is forgotten; a hard power experiment is enforced. So this is useful. A simple tool to ensure the chances of success.

Fig. 35: Quotes of policymaker 3

Coding	Quotes of Policymaker 4 (Old Concept)
Concept	
Value	This first step can also be a feasibility analysis. Based on that you can either determine: this is all too low, we don't do it. Or you use it to filter out which parties to proceed with. For this, it can be very useful.
Step 1:	
Value	These are the logical and necessary questions to ask.
Points of improvement	I would build in a step in between this step and step 2. When you score too many low-lowest, the conclusion may be that this is not the right way to proceed. But now you set it up to determine how you encourage, equip and enable anyway. You can also use it as a decision making model.
Step 2:	
Value	This is a helpful scheme. You clearly see: this is the problem, and behind it a logical action is given. So then it is simply a matter of prioritizing. Clear.
Overall guidelines:	
Value	With the strategic exploration we are looking at how to deal with shrinkage of students. In light of this we want to collaborate with a few student regions, but we still have to determine which ones. In that case, commitment, capacity and capability can be good questions we could ask while selecting these regions. To look at it from this perspective and decide which regions to proceed with accordingly.

Fig. 36: Quotes of policymaker 4

Coding	Quotes of Policymaker 5
Concept	
Value	This touches implementation. Much of what we do does not come even close to this: interacting with the parliament, preparing the minister, sending letters to parliament, etcetera. Most of our work is very 'high over'. This is more about: if you have written this down in a letter, how are you going to implement it. So this is very useful in making the translation from the decisions that are made to the practical implementation thereof. So it does not change anything about establishing a goal and direction. But reaching this goal, by activating the relevant parties in a suitable manner, this is relevant.
Step 1:	
Factors	It is pretty complete and also complementary. I never had the idea: this question I have already answered. So it were all aspects that were answerable without having to see the other aspects first. They followed logically after one another. I think it is a good selection.
Value	To get things clear. It is like a baseline measurement with the policy implementers. It is a clear tool to map this. I think that if you normally go out and talk with the implementers you roughly do this, but this makes it possible in a much more structured manner so it, for example, allows you to compare different implementors. Or find suitable collaborations. So I think it is a useful starting point. But only after you have decided to work with certain policy implementers.
Step 2:	
Points of improvement	What I see now is that there's a lot of actions to do. So I don't know if there's still a step in which you prioritize or cluster, but if this is the endpoint, I can imagine that in practice you might think: this is a lot. So how do you make the choice in this?
Step 3:	
Value	It is a nice funnel. You work towards something. It comprehensively brings together the previous steps.
Overall guidelines:	
Value	You put this in the context of experimentation, but I see it more as utilizing the policy implementers in policymaking. I see the trend of involving more actors and networks in very complex problems. And for such complex problems, which require a networked approach, you need to find new ways of collaborating and organising these collaborations. So for the interaction between the ministry and the implementing actor this is a suitable instrument. Ofcourse, in parallel there are many other instruments required, but what I want to say is that this fits very well within the trend that I see.
Additional remarks	
Value	What I do think is: this is an assessment about others based on a conversation with them. I wonder to what extent these others are capable of doing some sort of self-evaluation. It may even be more accurate. So that may be an interesting aspect. That you have the other do this first step, or maybe you do it together. For each factor you can have an interesting discussion. So there's still potential there.

Fig. 37: Quotes of policymaker 5

Enhancing Policymaking with Design

*MSc Design for Interaction
thesis by
Geert Brinkman
May 2019*