The impact of Human-Centered Design on policy-making

A case study at the municipality of The Hague

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Abstract

The current gap between what municipalities do and what citizens expect, is demanding a new approach for creating public services. This is portrayed by the amount of complaints that the Nationale Ombudsman received about municipal actions which have increased with 15% in 2021 in comparison to 2020.

An opportunity to make room for the citizens' perspective is to apply the design expertise in the policy-making process. Since design has shifted towards Human-Centered Design in combination with co-creative practices, it has become highly suitable in addressing the challenges that municipalities face (Norman, 2013; Camacho, 2016). Consequently, Human-Centered Design has become valuable in the context of policy-making, because of its tools and methods which can carefully consider the human perspective throughout the policy-making proces.

Together with the municipality of The Hague, a project was set up to research how the design team contributes to human-centered policy-making in collaboration with policy and policy execution experts. The research revealed that some challenges arise within the collaboration between designers and experts. Among these challenges are the fact that the working procedures of designers and experts are diametrically opposed to each other, and that the true value that design offers is not entirely seen within the municipality. Therefore, the design vision for this project is that before designers can take on a larger role in policy-making and add human-centered value to policy-making at the municipality of the Hague, policy and policy execution experts need to truly understand and see the added value of applying design.

The insights from the research have led to the design of the Ontwerpwijzer, a conversation tool which aims to build a bridge between the two worlds of design and policy-making and to guide the collaboration in its early stages. The Ontwerpwijzer is used during the intake meeting, in which the details of the project and potential contributions of the designer are discussed. Consequently, this forms an interesting opportunity to show why, what and when design has something valuable to offer to the policy-making process.

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1.

Introduction

1.1 The relevance of human-centered policy making

The current gap between what public organizations do and what citizens expect, is demanding a new approach for creating public services. This is illustrated by the fact that in 2020 the Nationale Ombudsman received more than 25.000 complaints from citizens about government actions (Nationale Ombudsman, 2021). An example of poor government action that received nationwide criticism is the Dutch childcare benefits scandal, in which the Tax and Customs Administration falsely accused more than 42.000 parents of committing fraud. Committees of inquiry have stated that the administration's working procedure was unlawful, improper and discriminatory. This example shows that public organizations need to consider more the citizen's perspective in their current working procedures and systems.

Similarly, municipalities increasingly see the need to listen to citizen's complaints as well. This is portrayed by the amount of complaints that the Nationale Ombudsman received about municipal actions which have increased with 15% in 2021 in comparison to 2020 (Nationale ombudsman, n.d.-a; Nationale ombudsman, n.d.-b). The municipality of The Hague is aiming for more human-centered approaches to capture the citizens' voice. For instance, in 2018 the 'Civic Chamber' (*Stadskamer*) has been set up to amongst others establish contact with citizens and to conduct qualitative and quantitative research on citizen's needs and experiences. Furthermore, several departments of the municipality have internal groups and teams which employ innovative methodologies, among which design thinking. Indeed, an opportunity to make room for the citizens' perspective and the proposed approach in this thesis is to apply research and design activities in the policy-making process.

1.1.1 Design and policy-making: Why combine them?

Over the past years, design has developed into an expertise that is appropriate for social issues. Designers believe that their expertise has a greater purpose and they have the desire to find solutions for issues in the social dimension (Camacho, 2016). Due to these developments, design is now used as an approach to create not only physical products, but really any type of intervention. These interventions could be (public) services, strategies, systems and policies, as long as they cause desired change (van der Bijl-Brouwer & Dorst, 2017).

Municipalities could substantially benefit from collaborating with designers due to the wicked problems the municipalities increasingly face. Korsten (2008) describes wicked problems as 'issues that no one entirely understands and that cannot be effectively addressed by any one person'. Since design has shifted towards Human-Centered Design in combination with co-creative practices, it has become highly suitable in addressing these challenges (Norman, 2013; Camacho, 2016). Human-Centered Design is valuable in this context, because of its tools and methods which are able to carefully consider the human perspective throughout the policy-making process. These shifts in design are further explained in paragraph 2.2.1.

From the designer's point of view, organizational science gives them the tools to realize their process and implement the effects thereof (Schaminée, 2018). Consequently, both designers and municipalities could reinforce each other and benefit from a close collaboration between both parties.

1.1.2 How to combine them?

In order to apply design in the policy-making process, designers are needed in the projects or teams that work with policy and policy execution. As Christian Bason mentions in his interview with Camacho (2016), people with a background in policy can not simply be turned into a designer. Designers possess a type of sensitivity and mindset as well as methods and techniques which are obtained through years of studying and practice. Therefore, it is not an approach that can be mastered in a workshop and that can be implemented instantly. However, Christian Bason states that a certain openness and curiosity is required from officials who want to work with designers and use their practice to reach their goals. To conclude, officials can not be trained to apply a design approach themselves, but can be trained to engage with a design approach.

1.1.3 State of the art

In the last decade, public organizations have been setting up collaborations and multidisciplinary teams with designers, which is a trend that can be seen around the world. Singapore for example, has been using design principles to improve public services, ranging from pension fund contributions to racial integration in public housing - even before these efforts were referred to as 'design' (Low, 2011). Also the UK and the USA have set up multidisciplinary teams within their governments (the United Kingdom's Government Digital Service and US Digital Service) to innovate policy processes for better services. In 2015, the municipality of Eindhoven was the first municipality in the Netherlands which employed a fulltime internal designer to apply design practices in their working procedures (Zeemeijer, 2017). These examples show that public services can be improved through the collaboration of policy experts and designers, since the outcome is more user- friendly and tailored to citizens' needs.

1.2 The municipality of The Hague

In the summer of 2021, this project was started in collaboration with a design team called 'team innovation and public services' at the Department of Public Services of the municipality of The Hague (in dutch: 'team Innovatie en Dienstverlening' at 'Dienst Publiekszaken'). This team is also referred to as 'team iD' and mostly consisted of researchers and designers (next to a manager, a programme manager, a programme secretary and a policy expert).

The way in which team iD is set up within the municipality resembles an in-house consultancy with project-based work. Research and design projects are set up with colleagues (clients) from all departments of the municipality, who are willing to collaborate with researchers or designers. The funding for these projects comes from the client's department. At the moment, each department receives a certain amount of financial resources from the municipality each year. Consequently, departments need to carefully assess on what to spend their resources on.

Research and design projects
Team iD receives various projects from the departments of the municipality with a focus on research and design, policy, programs and projects, or data. If a Research and Design (R&D) project reaches team iD, the staffing that suites the project is assessed and based on 3 phases that team iD identifies. Team iD defines the insight, innovation and impact phase, of which clients can choose one or a combination of the three, namely only insight (i.e. research), insight and innovation, or all three of them.

From a designer's point of view, it would make sense to first conduct research for a specific issue or project, and thereafter, generate ideas and solutions with the insights from this research. Even though this is possible, it is not

always the case that a client's resources are spent on both research and design activities for their project. This is due to the fact that the services that team iD offers need to be funded by the departments.

1.2.1 Studied projects at the municipality of The Hague
This project will be executed by examining 4 policy cases to which Team iD contributed. These include both finished and on-going projects by the time this graduation project was started. Additionally, all cases concern policies in the social domain which tackle social issues. See table 1 for an overview of all cases and their details.

Translation policy
It was decided that the existing translation policy needed revision, because foreign speakers could sometimes not be reached by the municipality. Therefore, team iD was consulted to research the needs that foreign citizens have concerning translated communication. Over the years, the amount of non-natives has risen in The Hague, and so the communication towards these citizens needs to be translated more frequently than before. This is important to make sure these citizens also understand information coming from the municipality and are aware of their rights and duties. It is not useful nor possible to translate all the communication from the municipality, so which information for citizens is crucial to translate, in order for the complaints to decrease?

Cultural education policy
The previous policy vision and policy for cultural education were valid until the year 2020. Consequently, both the policy vision and policy needed to be renewed for the year 2021. The policy vision was already rewritten before it reached the policy expert who was responsible

for the new policy. The cultural education policy determines the content of the cultural education for the children and youth of primary and secondary school. During policy renewal, it was decided that preschool and vocational education should be included as well.

Youth and social support

The execution of the youth and social support (in dutch: *Jeugd Maatschappelijke Ondersteuning*) needed revision because of the complaints it received. The execution had to be more aligned with citizens' needs, and easy and improved access to the youth and social support was needed. At the time, citizens were required to formulate their own request for help, in order to receive the right support. Therefore, team iD was consulted to map and analyze the current access and improve it.

Sports policy

A new and ambitious vision was written for the sports policy which strives towards 100% sports participation of all citizens of The Hague in 2030. The existing policy formed a sound basis, but it needed sharpening in order for all citizens to participate in sports. For this ambitious vision to be met, it was decided that conversations with citizens were needed to find out what motivates and discourages them to sport. For this, team iD was asked for collaboration.

Project	Department	Research / Design	Ongoing / finished	Project type
Translation policy	DPZ	Research	Ongoing	Adjustment of existing policy
Cultural education policy	OCW	Research	Ongoing	New policy
Youth and social support (JMO)	OCW	Design	Finished	Revision of execution
Sports policy	OCW	Research	Ongoing	Adjustment of existing policy

Tabel 1. Details of studied projects

1.3 Project Approach

1.3.1 Objective and scope

In this project, the phenomenon being examined is the human-centeredness of the policy-making process of the municipality of The Hague, through the addition of Human-Centered Design by team iD.

First of all, an overall understanding is needed on the collaborative policy-making process at the municipality of The Hague that policy (execution) experts and designers go through. More specifically, this includes insights on which steps are involved in this process, why and in what order these steps are taken, who the important stakeholders are and where Human-Centered Design currently steps in. Therefore, the first research objective is to gain knowledge about the policy-making process at the municipality and its relation to the design process of Team iD.

Secondly, the human-centeredness that team iD adds to the process needs to be examined. This is done by researching the contributions that the designers and researchers made to the policy (execution) of the 4 cases, and by assessing which of these contributions can be considered as human-centered. Human-centeredness in the context of policy-making can be defined as creating an understanding of citizens' (latent) needs by using tools and methods that carefully consider the human perspective throughout the policy-making process, so that their needs can be translated into human-centered public services and touch points. The formation of this definition is explained in paragraph 2.2.2.

In conclusion, the second objective is to understand to what extent, how and where team iD adds human-centeredness to the policy-making process through Human-Centered Design.

These objectives have led to the following research questions for this project:

Main research question

How does team iD contribute to a human-centered policy-making process at the municipality of The Hague with Human-Centered Design?

Sub research questions

1. What is Human-Centered Design?
   → *Literature research*

2. What does human-centered mean?
   → *Literature research*

3. What does the policy-making process look like at the municipality of The Hague?
   → *Literature research and qualitative research*

4. What does a human-centered policy-making process mean?
   → *Literature research*

5. What is the current added value of Human-Centered Design to the policy-making process?
   → *Literature research and qualitative research*

2.

Background

To create more understanding on the application of Human-Centered Design in the policy-making process in the municipal context, a literature research is conducted. The research is concentrated on the following elements: Human-Centered Design, the definition of human-centeredness, the policy-making process and the added value of design practices in policy-making.

2.1 Research approach

This graduation project emerges at the intersection of three fields: design, human-centeredness and policy-making, as can be seen in figure 1. Before elaborating on the concept of human-centered policy through Human-Centered Design (HCD), all fields will be clarified first by doing desk research and consulting literature. Firstly, a brief explanation is given on why and how design should be combined with policy-making in paragraph 2.2. Afterwards, the developments in design and the shift towards social design are briefly discussed in paragraph 2.3. Additionally, the term 'human-centeredness' is explained based on the definition for HCD. Next, paragraph 2.4 shortly defines the policy-making process based on the policy cycle. Lastly, paragraph 2.5 describes the added value of applying HCD at public organizations and the challenges that arise.
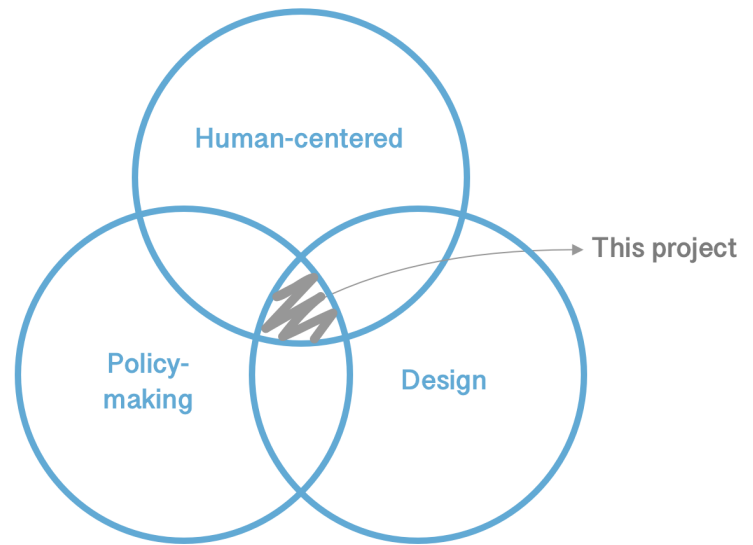

Figure 1. This project in relation to three field of human-centeredness, policy-making and design

2.2 Human-Centered Design

2.2.1 The developments within design

Over the past few decades, design as a practice has transformed significantly. In the following section, the developments within design are theorized with statements from several experts in the design field. The focus in the elaboration below lies on the more recent developments.

Development towards system design

When looking at the evolution of design over time, it shows the logical emergence of the different types of design. Buchanan (2019) shows this evolution in his model of the four orders of design, as can be seen in figure 2. A long time ago, products were invented and manufactured in the place they were used. Therefore, the first designers focussed on visual communication through e.g. signs and symbols, which nowadays is called graphic design. Later on, designing and manufacturing products began to take place outside their context of use, and thus factories and design agencies emerged. Consequently, the second order of design comprises industrial design, or more broadly, 3-D products. The third order of design arised in the 20th century and went beyond product design, towards interaction and service design. At first, interaction design entailed Human Computer Interaction, but over time it has become about all sorts of interaction: e.g. interactions among people or between companies and people. Lastly, the fourth order of design is about designing environments and systems. This system level of design concerns multiple dimensions that should be considered: e.g. society, community, governments and municipalities, laws and public policies. As a result, fourth order design often includes high-

level issues, which ask for the design of the immaterial such as behaviours, relations and values. Correspondingly, this is where the "design" of organizational processes and policies enters the scope of this project, and converges with the design expertise.

In summary, design has developed into a practice that goes beyond traditional product design, and is able to solve intangible, complex and high-level issues. Specifically, this type of design falls under the third order (services) and fourth order (environments and systems), in which services can be seen as the materialization of fourth order design. Public organizations experience and struggle with third and fourth order issues, and thus this forms a great opportunity for design to be involved in problem solving.

Development towards human-centeredness and co-creation

Apart from the design classifications proposed by Buchanan (2020), another tendency within design has emerged over the last few years. This tendency, called Human-Centered Design, can not be compared or placed next to the design orders of Buchanan, since it resembles more an approach or mindset which can be applied to several orders of design. Norman (2013) illustrates this well, by subjecting experience, industrial and interaction design to areas of focus, and by mentioning that Human-Centered Design is a "process that ensures that the designs match the needs and capabilities of the people for whom they are intended" (see table 2). In contrast, other forms of design exist with drivers other than human needs, namely technology, aesthetics and costs (Norman, 2013). A more thorough explanation of Human-Centered Design is given in paragraph 2.3.2.
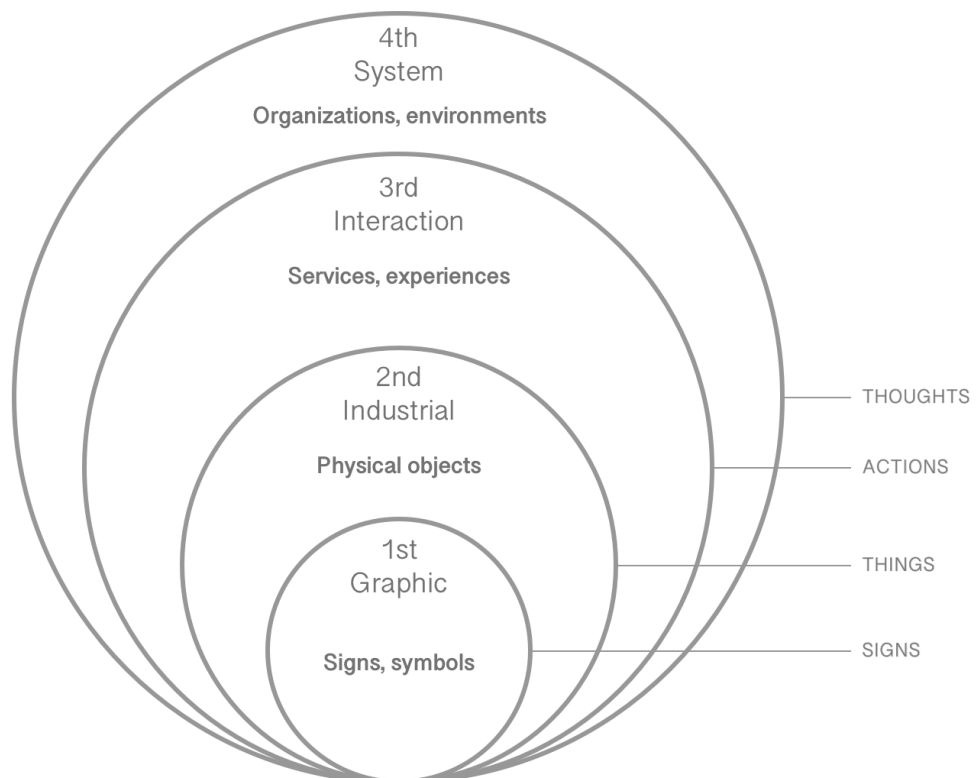

Figure 2. The four orders of design by Buchanan.

Experience design	**Focus areas**
Industrial design	
Interaction design	
Human-centered design	**The process that ensures that the designs match the needs and capabilities of the people for whom they are intended**

Table 2. The relation between the Human-Centered Design approach and other design areas.

In an interview with Christian Bason, Camacho (2017) recognizes this new shift in design as well and describes it as a shift towards a more social dimension in design. Another trend that Christian highlights however, is the shift towards co-creation. Indeed, Schaminée (2019) mentions that the last generation of designers participates in co-creative practices which involve going outside and engaging with citizens and other stakeholders in new ways. The concept behind a co-creative process is that issues and solutions can not be separated from their context. In other words, people who experience an issue should be part of the solution, and thus they should be involved in the process towards this solution. This also means that solving an issue can not be outsourced to anybody outside the context. To illustrate, if the context is a public organization that wants to solve a social issue with designers, this implies that designers would have to work with and within the organization.

To conclude, design is becoming a suitable approach to tackle social issues and create meaningful solutions due to the shifts towards Human-Centered Design and co-creative practices. These trends put the citizens central during the design process, and enable collaboration with all important parties around an issue to jointly solve it, which would both benefit policy-making practices in the municipality of The Hague.

2.2.2 What does human-centered (design) mean?

This project looks at how Human-Centered Design can contribute to a human-centered process of policy-making. Consequently, the human-centeredness derives from a Human-Centered Design approach. As a result, first the definition of Human-Centered Design is discussed, and secondly, the definition for human-centeredness is derived from the former.

HUMAN-CENTERED DESIGN

About human needs and behaviours
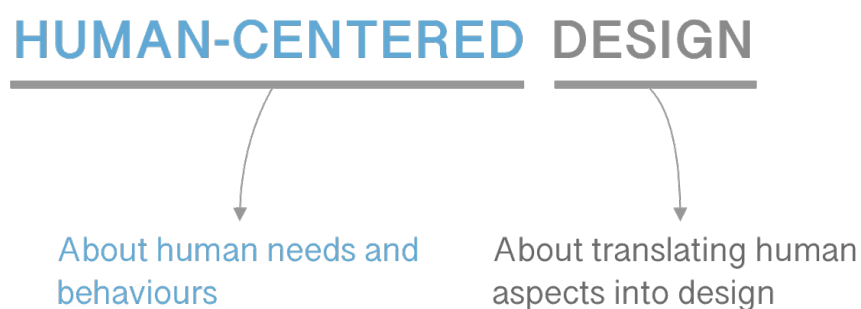
About translating human aspects into design

Figure 3. The two aspects of Human-Centered Design

Literature shows that an adequate definition of Human-Centered Design (HCD), a relatively new development within design, is missing. However, some resemblance is found in how designers are trying to define it. Most of the designers' definitions of HCD can be split into (1) the human aspect and (2) the design aspect, as can be seen in figure 3. The former is often described as understanding, identifying or prioritizing human (latent) needs, capabilities and behavior. The latter is specified as responding to, meeting, or translating these needs through or into design (Melles et al., 2020; Brown, 2019; Norman, 2013). Some designers, like Norman (2013), describe HCD as adding 'deep' consideration and study of human needs, which results in a 'complete' understanding of their needs. It is questionable however, if it is at all possible for a person to completely understand a single person or target group. Hence, a more accurate definition is chosen which resembles the definitions mentioned above.

Although all previously mentioned descriptions show the importance of the human perspective in the design process, no clear consensus exists whether HCD is an approach, philosophy or mindset. Nonetheless, most designers agree that HCD contains a specific set of tools and methods, which are aimed at gaining knowledge about human needs and keeping them centre-stage (van der Bijl-Brouwer & Dorst, 2017). Consequently for this project, HCD is considered an approach with tools and methods that carefully considers the human perspective throughout the design process.

The definition for human-centeredness for this project, can be extracted through the definition for HCD. Considering the above-mentioned definition of the human aspect of HCD, HCD and the current context of policy-making, the chosen definition for human-centeredness can be read below.

Human-Centeredness in the context of policy-making:

Creating an understanding of citizens' (latent) needs, by using tools and methods that carefully consider the human perspective throughout the policy-making process, so that their needs can be translated into human-centered public services and touch points

2.3 The policy-making process

This paragraph discusses the 5 phases of the policy-making process to understand how policy is made and what steps are needed before public services can be used by citizens. Policy can be defined as an answer to a social issue. In turn, an answer can be officially called a policy once it has been accepted by the bench of Mayor and Aldermen. The remainder of this paragraph shortly explains each phase of the policy-making process.

Agenda definition

This is the phase in which the content of the agenda is determined. Social issues that receive media attention and/or wide public attention, have a higher chance of being noticed by policy experts, and thus of reaching the political agenda.

Policy preparation

Policy preparation is primarily needed when new policy is written, or when current policies need to be adjusted thoroughly. During this phase, policy experts gather and analyze information and use that to invent, formulate and illustrate policy advices. Empirical knowledge is key in doing so. The purpose of policy experts here is to write policy as good as possible, which can be measured by fulfilling 2 criteria: the policy should be both reasonable and legitimate.

In practice, there are several problems that commonly arise in this phase. These problems include poor quality of available information, time pressure, lack of contact with citizens, and a lack of coordination and clarity about the assignments to formulate new policy (Overheidsbeleid. Een Inleiding in De Beleidswetenschap, 2014).

Policy decision

At the municipality of the Hague, the agreement or dismissal of a new or adjusted policy is decided upon by the bench of Mayor and Aldermen of The Hague. At this point, also the purposes, policy tools and timeline of further policy actions are chosen and specified.

Policy execution

This phase concerns the implementation of the written policy, in which the chosen policy instruments are used to achieve the purpose of the policy. The execution can be divided into 2 smaller phases. The first phase, the 'policy introduction', entails the preparation of the implementing agency, in which policy execution experts translate the policy decisions into tasks, divide the tasks into subtasks and lastly, charge other policy execution experts with those tasks. In the second phase, the actual policy execution can take place.

Difficulties could arise in the translation from written policy to policy execution. Sometimes the policy can not be written as clear and deliberate as it should be, because knowledge or consensus to fully invent a working policy is missing. According to new research, this might result in not knowing exactly if certain policy instruments will fulfill its purpose (Overheidsbeleid. Een Inleiding in De Beleidswetenschap, 2014). In this case, the policy execution needs further interpretation and shaping by policy (execution) experts.

Next to this, sometimes written policies or laws are not completely readable for policy (execution) experts, which creates a gap between policy and policy execution. The municipality of The Hague is aware of this, and therefore, taking measures in decreasing this gap. Measures include setting up multidisciplinary teams with policy experts and policy execution experts, and motivating colleagues to look for each other.

Policy evaluation

In this last phase, the policy is judged based on the content, the process, and primarily the policy effects. This judgement is delivered by the bench of Mayor and Aldermen, in which it is important that the agreements made in the 'policy decision' phase are reached. The evaluation could result in the adjustment or ending of a policy, which is called feedback.

2.4 Designing within public organizations

2.4.1 Challenges

Design offers a new repertoire that could solve the wicked problems that the municipality increasingly faces. As discussed in paragraph 1.1.1, wicked problems are problems that no one entirely understands, and that can not be tackled by 1 person. Before a successful design process can be performed in this context however, some challenges stand in the way that need to be considered.

First of all, Schaminée (2018) notices that public organizations are not keen on dealing with wicked problems. This is because wicked problems are difficult to deal with and it is not beneficial for an actor to link themselves to these problems, since this adds responsibility (Vermaak, 2015). Second of all, the methods, tools and mindset of the design process are different from what policy (execution) experts are familiar with, and so collaborating with designers adds an extra challenge. Apart from studying a social issue that needs to be dealt with in The Hague, the tensions that arise between designers and experts need to be studied and eased as well. The causes and consequences of these tensions are further discussed in paragraph 2.4.3.

The fact that we are dealing with *public* organizations adds more complexity to these challenges. To begin with, public organizations bear responsibility for citizens, which is a more complex dynamic than any other organization experiences. This responsibility is reflected in the working procedures of municipal officials, who prefer to have control in the policy-making process, work systematically and out of sight of the public. This is further explained in paragraph 2.4.3.

2.4.2 Opportunities

Kimbell (2015) found benefits of applying a design-based approach to policy-making through research at the Policy Lab, a specialist team within the UK government. There is a remarkable resemblance between team iD and the Policy Lab: they both consist of designers, researchers and policy experts, and they use design, data and digital tools to stimulate policy innovation across a public organization. Therefore, the insights obtained by Kimbell (2015) are of great relevance for illustrating the added value that team iD can have in the municipality of The Hague.

According to Kimbell (2015), a design approach helps policy experts in acquiring a new set of capabilities, such as obtaining and understanding early-stage insights, and engaging with implementing agencies, experts and other stakeholders. Design can also help in closing the gap between policy and policy execution, which is a challenge that is currently being addressed at the municipality of The Hague. Another advantage of a design approach is that it reveals the complexity and experience of citizens who suffer from a social issue. Subsequently, this knowledge can help to prioritize certain policy aspects over other ones. Schaminée (2018) agrees that design offers qualities such as empathic research, which can help to create an understanding of citizens' needs, motivations and discouragements.

Correspondingly, the same empathy can be used to determine the motivations and discouragements of all important parties who are affected by a social issue. With this knowledge, a shared view of the issue (or 'frame' in design language) and thus a shared ambition can be defined, which is crucial to connect people. This is important when dealing with wicked problems, since these are issues that can not be resolved by 1 party. Kimbell (2015) supports this by

stating that a design approach is useful to bring different groups of people together to collectively explore a social issue, so that this issue and its solution can co-evolve through multiple iterations.

Lastly, Kimbell (2015) mentions that design facilitates collaboration between people from in and outside the municipality, through more equal participation, the provision of a shared language and approach, and through the acknowledgement of differences of involved parties.

2.4.3 Design for change

The 5 styles of change management

Several challenges arise based on the different working approaches that designers and policy (execution) experts use to foster change. These challenges can be explained with the meta-theory of Vermaak and Caluwé (2002), which also helps to understand how exactly design fosters change. The theory describes the 5 styles of change management: negotiation, empirical understanding, learning, motivating and organic, which are all explained shortly below:

1. *Negotiation*
   This style primarily exists in political environments and fosters change by aligning all interests and negotiating an agreement. Negotiation happens in a game of power and is based on the conviction that all people have shared interests and aim for a shared effect.

2. *Empirical understanding*
   This is a cognitive approach that is centered around rational processes in which steps are taken systematically. Important values are objectivity, verifiability and feasibility. This style is typical for engineers and generally policy experts.

3. *Learning*
   A learning approach in which people gain awareness, capabilities and abilities through a development process. As a result, change comes simultaneously with the approach. This style is preferred by designers.

4. *Motivating*
   This style is based on the conviction that change is fostered when people feel valued and seen in the process, and thus are stimulated correctly. Important values and factors are loyalty, sense of community, involvement and attention for others. This style is typical for HR managers.

5. *Organic*
   This is an approach that is centered around meaning. Change is made when barriers are removed from a process. This style is not typically used by any specific group, but can be encountered in many organizations. An organic approach is often used as a supporting approach to another dominating approach.

When looking at the 5 styles mentioned above, it stands out that the negotiation style is typical for political contexts and that the cognitive style is generally used by policy experts. Indeed, the negotiation and cognitive styles are dominant within a public organization. It is important to mention that none of the change management styles is better than the other. Instead, it depends on the issue which style offers the best fit. The negotiation and cognitive style are useful for solving respectively expert and ethical issues (Korsten, 2008). However, wicked problems can often not be tackled by these styles, and instead require the application of several styles at the same time.

Opportunity: a design approach for desired change

Another option which is quite promising but not listed among the 5 styles of Vermaak and Caluwé (2002), is the design approach. This approach is based on the learning style of change management, and also shows traits of the organic style. Since these styles are mostly unknown to public organizations, it is important to first understand how people who use other styles will react to it and how the learning and organic style can be complementary to other styles. This is important because combining several styles is quite difficult and it can cause tensions between people working with different styles (Schaminée, 2018). Tensions can also happen between the negotiation and cognitive style, but since experts and politicians have been working together for a long time in the municipality, they have mostly found their way in managing tensions. The tensions caused by a combination of different working styles are described in the next sections of this paragraph.

It must be noted again that, just like solving an issue can not be separated from its context, solving a wicked problem can not be separated from the public organization, including its change management styles. Hence, these styles should be part of a social issue as well as its solution. Consequently, it is discussed how design can complement the existing styles within the public organization, and not how design can simply replace the other styles. Therefore, Schaminée (2018) mentions that the best approach for wicked problems is to have design as the leading approach, and to have negotiation and empirical understanding as the supporting approaches.

Coming back to this section's main statement, we need to understand how people from other styles will react to design thinking as an approach to change, because a collaboration between different styles can cause tensions. These tensions need to be discussed and acknowledged to prevent them from weakening

a collaboration between designers and policy (execution) experts. Fortunately, these tensions can be predicted, and therefore avoided if they're identified in time.

Challenge: design and empirical understanding

The cognitive style of empirical understanding stems from the fact that public organizations need to ensure accountability for the decisions made and the money spent, which is a more complex dynamic than to be responsible to shareholders.

Tension 1: a predictable or unknown process
The clash between design and empirical understanding is caused by a difference in core values and key concepts of the styles, as can be seen in figure 4. In a collaboration that holds onto the values of design, designers will feel secure, whereas officials will lose confidence. As a result, officials try to either end the design process and commence their own process, or to manage the process by focussing on a goal. However, the focus then shifts from understanding the problem to solving the problem, which is not fruitful for a design process. This will prevent the evaluation of the current way of looking at the problem, although this might be the exact reason the problem

Empirical Understanding

CORE VALUES $\longrightarrow$ KEY CONCEPTS
Systematics   Objectivity
Sense of purpose   Evaluation
First time right   Modelling
                              Avoiding risk

Design

CORE VALUES $\longrightarrow$ KEY CONCEPTS
Thinking and doing   Subjectivity
Iterating   Interpretation
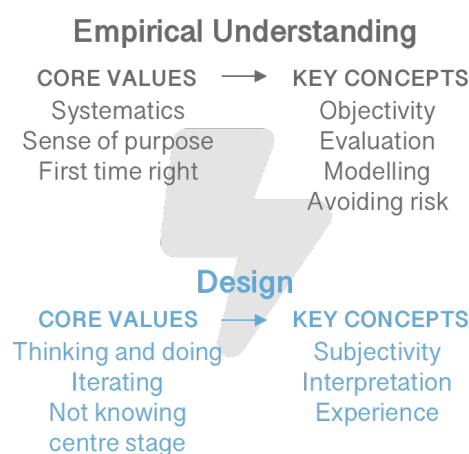Not knowing   Experience
centre stage

Figure 4. The tensions between a Cognitive style and Design

exists. In this case, a common response of designers is to either retreat, or to surprise officials with numerous insights and proposals. Fortunately, this collaboration often goes well, but it requires a proper introduction of designers and an illustration of how positive contributions of designers can lead to a successful result.

A systematical, goal-oriented approach and first time right are core values which are partly caused by the accountability for the time and money that is spent. Norman (2013) discusses this challenge as well and mentions that time and money constraints exist from the start of each development process or project. To handle these constraints, it is advised to separate the research from the development process by ensuring researchers are always doing field research with target groups. This tactic could be applied to the municipality as well, by separating research from the policy-making process and having researchers in touch with citizens constantly. As a consequence, researchers will be informed in time on current or developing issues and potential products and services, and not merely when policy needs adjustment or renewal.

Challenge: design and negotiation

The collaboration between designers and officials with a negotiation style causes the most tensions which consistently arise. These are rooted in the fact that municipalities bear responsibility towards citizens and consequently, policy (execution) experts want to be in control of the process. Whether tensions are created, depends on how much negotiating experts focus on power, and on how sensitive designers are to the political environment. For the tensions described below, a common response for policy (execution) experts is to become isolated instead of vulnerable, and for designers to ignore political hierarchy.

Tension 2: a hidden or open process
Due to the responsibility that aldermen, directors and experts bear, most knowledge, information and conversations are out of sight and hidden from the public. Again, designers behave in a way that is contradictory to the negotiation style. Designers are open about missing knowledge and abilities, and thus about what still needs to be learned (see figure 6). Consequently, they ask for help and experiment during the process.

Negotiation

CHOSEN STAKEHOLDERS

Decide on important — players

Decide on where negotiations take place

Design

UNEXPECTED STAKEHOLDERS

Research with target group indicates important players

New players seem important

Figure 5. The tensions between a Negotiation style and Design

Negotiation

A HIDDEN PROCES

Knowledge, information and conversations are out of sight

Design

AN OPEN PROCESS

Openness about missing knowledge and abilities

Openness on what still needs to be learned

Ask for help and experiment

Figure 6. The tensions between a Negotiation style and Design

Tension 3: chosen or unexpected stakeholders

Because of the control that policy (execution) experts want to keep during the process, they decide on which important players are part of the process and on where the negotiations are conducted. Instead of choosing stakeholders beforehand, designers take an open and curious approach. Alternatively, they let the research with the target group indicate which former player is not as important as presumed, and which new players can be included in the process (see figure 5). The latter might be consciously ignored by experts with a negotiation style.

Tension 4: political vulnerability

Another tension comes forward from the political vulnerability of municipalities (see figure 7). Municipal measures should therefore take into account the (political) feasibility, the implementation, the desired effect and an accurate perception. After all, if proposals fail on any of these aspects, the aldermen of the municipality are held accountable. This is in stark contrast with what designers are used to if proposals fail (**Bowles, bron**). Moreover, this context makes it difficult for designers to take space and create an environment in which design activities are permitted.
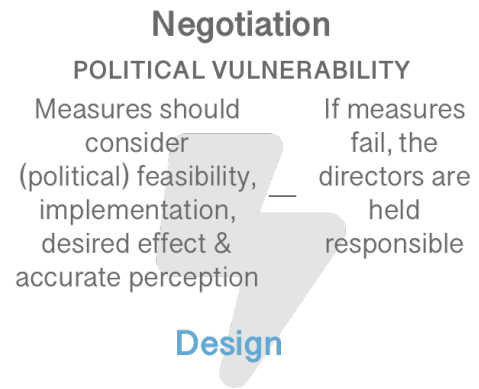
Negotiation

POLITICAL VULNERABILITY

Measures should consider (political) feasibility, implementation, desired effect & accurate perception

If measures fail, the directors are held responsible

Design

Figure 7. The tensions between a Negotiation style and Design

2.4.4 Design for a connective coalition

Tensions can also arise if collaborating parties each take on a different coalition role, which results in different processes and expectations. The different roles that people can take in a coalition are amongst others the directing role and a facilitating role, of which the suitability depends on the specific project or social issue (De Jong, 2016).

The directing role (see figure 8) is the most common and familiar for policy (execution) experts to take on, and also aligns with the common change management styles of experts and municipal officials, as is explained in the previous paragraph. Because of the connective nature of the facilitating role however, this role is the most promising for policy (execution) experts to take on to tackle wicked problems (see figure 9). According to Schaminée (2018), design offers qualities that can help using a connective approach which is needed to solve wicked problems. This is due to the fact that empathic research can be used to discover motivations

and discouragements of important parties, and consequently define a shared ambition, which is previously explained in paragraph 2.4.2. Design helps in assuring the municipality, institutions and target group are intrinsically motivated to be involved in the process of dealing with a wicked problem, which will improve the chances of them actually becoming part of the process.

However, this coalition role and approach are not common for the municipality, since the process towards the aim and aim itself are unknown. As a consequence, adopting this role is quite uncomfortable for officials and experts, and is rather avoided. Tensions can be prevented if the municipality and involved parties discuss and recognize the different coalition roles and its characteristics. This will also simultaneously indicate when to position a design approach.

Directing role

AIM:
Concrete result

APPROACH:
Directive approach

RELATION TO PARTIES:
Predetermined important parties

PROGRESS COMES FROM:
A specific objective within defined time frame and parties safeguarding their needs

Figure 8. The characteristics of a directing role

Facilitating role

AIM:
A movement towards a shared ambition

APPROACH:
Connective approach

RELATION TO PARTIES:
Closer or looser relationships

PROGRESS COMES FROM:
Committal involvement, personal connection and connective ambition

Figure 9. The characteristics of a facilitating role

2.5 Key insights

Design

- Design has developed into a practice that goes beyond traditional product design, and is able to **solve intangible, complex and high-level issues**.

- Design is becoming a suitable approach to **tackle social issues and more specifically wicked problems** due to the **shifts towards Human-Centered Design and co-creative practices**.

- For this project and in the context of policy-making, human-centeredness is defined as creating an **understanding of citizens' (latent) needs,** so that these needs can be **translated into human-centered touch points** and can be **fulfilled by the policy execution.**

Public organizations and policy-making

- The policy-making process consists of 5 phases: agenda definition, policy preparation, policy decision, policy execution and policy evaluation.

- Several **implications** might arise in **the transition from *policy preparation* to *policy execution***, such as when unreadable or improper policies are delivered.

- The latter can be caused by **missing knowledge or consensus**, and forces the policy expert to deliver an inoperative policy with policy instruments that might not fulfill the policy purpose.

- As a consequence, policy execution experts might experience **difficulties in translating such policy into concrete tasks for implementing agencies**. In this case, it follows that execution experts will need to further interpret and shape the execution.

- The municipality of The Hague is aware of the **gap between *policy preparation* and *policy execution*,** and tries to decrease it by setting up multidisciplinary teams and motivating colleagues to look for each other.

- **Wicked problems are difficult to deal with** and it is not beneficial for an actor to link themselves to these problems, since this adds responsibility

- Public organizations bear **responsibility for citizens**, which is reflected in the working procedures of municipal officials.

Designing within public organizations

Opportunities

- A **design approach helps policy experts in acquiring a new set of capabilities**, such as obtaining and understanding early-stage insights, engaging with implementing agencies, experts and other stakeholders, and closing the gap between policy and policy execution.

- Through **empathic research**, a design approach **reveals the complexity and experience of citizens** who suffer from a social issue. Subsequently, this knowledge can help to **prioritize certain policy aspects** over other ones.

- **Empathic research** can be used as well to **determine motivations and discouragements of important parties**. This knowledge can help to create a shared view of the issue and thus a **shared ambition for all parties**, which is crucial to connect people.

- A design approach is useful to **bring different groups of people together** to **collectively explore a social issue**, so that this issue and its solution can co-evolve through multiple iterations and co-creation.

- **Design facilitates collaboration between people from in and outside the municipality**, through more equal participation, the provision of a shared language and approach, and through the acknowledgement of differences of involved parties.

Challenges: different working procedures

- The **methods, tools and mindset of the design process are different** from what policy (execution) experts are familiar with, and so collaborating with designers adds an extra challenge.

- The **negotiation style** and **cognitive style** are **dominant within the municipality**. The negotiation style is typical for political contexts and used by municipal officials in general, and the cognitive style is generally used by policy (execution) experts.

- A **design approach is based on the learning style** of change management, and also shows **traits of the organic style**.

- The best approach for wicked problems is to have **design as the leading approach**,

- and to have **negotiation and empirical understanding as the supporting approaches**.

- Due to differing change management styles, the **working procedures of designers, policy experts and politicians differ greatly from each other.** However, policy experts and politicians have been working together for a long time, and thus have mostly found their way in managing tensions.

- **Core values of policy experts** are systematics, sense of purpose and first-time-right, which is reflected in their work as

objectivity, evaluation, modelling and avoiding risk.

- **Designers' core values** are thinking and doing, iterating and not knowing centre stage, which translates to subjectivity, interpretation and experience.

- A **collaboration between design and empirical understanding** requires a proper introduction of designers and an illustration of how positive contributions of designers can lead to a successful result.

- Since **politicians and municipal officials** bear **responsibility for citizens**, they prefer a policy-making process in which most knowledge, information and conversations are out of sight and hidden from the public.

- This responsibility is reflected too in the **control** that **politicians and municipal officials** want to have **on the policy-making process**.

- This **control** is practiced by **deciding** beforehand **which players are important** and at whose table the negotiations are conducted.

- Due to the **political vulnerability of municipalities**, municipal measures should take into account the (political) feasibility, the implementation, the desired effect and an accurate perception.

- **Designers** on the other hand, prefer an open and transparent process in which asking help, experimenting and empathic research is possible, and in which important players are indicated through research with the target group.

Design for connective coalitions

- The different roles that people can take in a coalition are amongst others the **directing**

role and a facilitating role. Tensions can arise if collaborating parties each take on a different coalition role, which results in different processes and expectations.

- The **facilitating role is the most promising** one for the policy (execution) experts to take on in order **to tackle wicked problems**, due to the role's **connective nature.**

- **Design offers qualities that can help using a connective approach** which is needed to solve wicked problems. This is due to the fact that empathic research can be used to discover motivations and discouragements of important parties, and consequently define a shared ambition.

- However, the **directing role is the most common and familiar for policy (execution) experts** to take on (which aligns with the negotiation and cognitive change management styles of experts and municipal officials). Adopting the facilitating role is not common for experts, and thus this role is rather avoided.

- **Tensions can be prevented** if the municipality and involved parties **discuss and recognize the different coalition roles** and its characteristics.

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3.

Research

This chapter illustrates the qualitative research that has been executed to learn about the policy-making process that policy (execution) experts go through in collaboration with designers at the municipality of The Hague. In this chapter the objective, approach, analysis and results of the qualitative research will be discussed.

3.1 Research objective

The research objective for this project is twofold: first of all, knowledge is needed in the policy-making process that policy (execution) experts go through in collaboration with researchers or designers at the municipality of The Hague. Second of all, the human-centeredness that team iD adds to the policy-making process is researched. This is done by examining 4 policy cases that team iD contributed to, described in paragraph 1.2.1.

These objectives have led to the following research questions for the qualitative research:

Main research question:
How does team iD add human-centeredness to the policy-making process within the municipality of The Hague through Human-Centered Design and where in this process is the human-centeredness currently located?

Sub research questions:

1. What does the policy-making process look like at the municipality of The Hague?

2. What does the policy-making process look like in collaboration with designers?

3. How do designers and policy (execution) experts collaborate with each other and does this collaboration contribute to a human-centered process?

4. What is the added value of design to the policy-making process?

5. In which part(s) of the policy-making process is the added value of design <u>currently</u> located?

6. In which part(s) of the policy-making process is the added value of design <u>ideally</u> located?

3.2 Research approach

Qualitative research is used to gain a better understanding of meanings by studying people's experiences and behaviors in their context (Braun & Clarke, 2013). This type of research suits the project because it can provide detailed, meaningful insights on the perspectives of designers and policy (execution) experts in their collaborative policy-making process.

The qualitative data is collected through in-depth interviews with designers, policy experts and policy execution experts. The interviews with designers and experts served to answer all sub research questions, and therefore, the main research question. Before focussing on these research questions however, it is useful to be knowledgeable on the subject matter of the 4

cases and on the usual working procedures of the municipality. Therefore, it was chosen to first execute the interviews with the designers before interviewing the policy (execution) experts.

3.2.1 Cases of the municipality of The Hague

At the start of this graduation project, the cases to be studied were carefully chosen on the basis of a few criteria. For the validity and completeness of this study, different types of cases were chosen in which either new policy was written or outdated policy (execution) was renewed, and in which design had an impact on policy (execution) or on the internal working processes (see table 2 for the different project

types). In this way, the varying projects that designers work on are represented in the qualitative data. Furthermore, to ensure the relevance of the project outcomes the examined projects were finished not longer than 6 months ago at the time of interviewing. A description on the content of the cases can be read in paragraph 1.2.1.

3.2.2 Sampling

Because of the detailed and complex information that is retrieved from each participant and the timespan needed in order to execute a qualitative study, few participants took part in this study. Considering both aspects, the amount of interviewees is determined by selecting 1 designer and 1 policy (execution) expert per case. Since 1 designer worked on the culture and the translation case, this

participant was interviewed for both cases. This results in a total of 7 participants (see table 3).

3.3 Data collection and characteristics

In August and September 2021, the qualitative data has been collected through in-depth interviews with 7 participants, among whom designers, policy experts and policy execution experts. The interviews were semi-structured with the aim of answering the sub research questions in a well-organized way while still offering the opportunity to go deeper into the topic. Due to the COVID-19 pandemic, the interviews were held both online and offline. The face-to-face (offline) interviews were conducted at the Town Hall of the Hague, and the online interviews were organized through Microsoft Teams or Zoom. All interviewees were spoken to individually and the length of the interviews varied between 30 and 60 minutes. All conversations were recorded (audio and/or video) with prior consent of the participants to be able to analyze the data thoroughly afterwards. Table 3 shows a list of the 7 interviews including their details.

3.3.1 Interviewing guide

As a general guidance for the semi-structured interviews of the 4 cases, an interviewing script was written which consisted open-ended and process-oriented questions. The full interviewing script can be retrieved in appendix B and C. The interview was introduced by explaining the research objective and addressing some of the interview topics. Afterwards, the interview commenced with general, process-oriented questions about the cases. These were mainly aimed at answering the sub-research questions 1 and 2. These questions provided a general outline of the 4 cases which were researched, and gave insights into amongst others the course and motive of the case, the actors and the designers' and experts' role.

Thereafter, the more trivial subject matter was discussed and served to answer the remaining sub-research questions. For designers, the key

questions were aimed at 1) understanding the boundaries of the role of the designer and how that role was experienced, 2) finding out what happens with the insights and proposed solutions of the designers, 3) how human-centered knowledge obtained by designers is transferred to policy (execution) experts and 4) understanding the role of the designer after having completed the project. For policy (execution) experts, the key questions were aimed at 1) gaining knowledge on the policy-making process and the required steps towards policy (execution) 2) understanding the role of the policy (execution) expert in collaboration with designers, 3) understanding how insights and solutions of designers are used and translated to policy (execution), 4) determining the perspective of policy (execution) experts on design and research.

3.3.2 Generative tools

Generative tools were used during the interviews with policy (execution) experts, since they help people to access their understanding of how a system works and to uncover meaning and cognitive understanding (Sanders, 2000). The experts were asked to either draw a timeline of the policy-making process for the concerning case (live interviews) or to elaborate on a previously made timeline (online interviews). Additionally, the experts were asked to highlight 2 positive and 2 negative moments they encountered within the project.

Project	Department	Function	Interview type
Youth and social support (JMO)	OCW	Service designer	Online
		Policy execution expert	Online
Cultural education policy	OCW	Researcher 1	Online
		Policy expert 1	Face to face
Sports policy	OCW	Researcher 2	Online
		Policy expert 2	Face to face
Translation policy	DPZ	Researcher 1	Online
		Policy expert 3	Online

Tabel 3. An overview of the interviewed participants per project

3.4 Data analysis

The research process started with extensive data collection through in-depth interviews, which were all audio recorded. After data collection, the audio recordings were listened back to and detailed notes were taken of the interviews. The drawings of timelines can be found in appendix D. Although time-consuming, transcribing is the first means in familiarizing thoroughly with the data, and may facilitate the next step of re-reading the transcript several times (Lapadat & Lindsay, 1999). From these notes, insights were taken and written on digital post its in Miro. Afterwards, these post its were organized based on themes and chronologically organized in a timeline that shows the policy-making process (see appendix E). The themes were determined at a semantic level, without searching for latent knowledge beyond the explicit meaning of the data (Boyatzis, 1998). Since the objective of this study is to understand the policy-making process and the added value of design, gaining latent knowledge is irrelevant to this study. The extracted data can now be used to form a picture of the phenomenon that is being examined (Dudovskiy, n.d.).

3.5 Research insights

As explained in the research approach in paragraph 3.2, the interviews with designers were deliberately executed first to obtain general knowledge about the working procedures at the municipality of The Hague. Quite soon during these interviews however, it became clear that the designers from team iD have limited knowledge on policies and the policy-making process at the municipality of The Hague. This is explained in the first process insight below. As a consequence, knowledge on the policy process needed to be extracted from the interviews with policy (execution) experts.

3.5.1 Process insights

🟠 = Policy (execution) expert

🔵 = Designer

(1) **"How do you even define policy? I don't know what falls within the boundaries of policy."**

(2) **"Our client is responsible for the adjustment of the policy, but also for the execution. Also for other stuff that does not belong to policy making, such as training people, role descriptions and so on"**

(3) **"You can address administrative questions to policy expert 3. I suppose the memo we deliver is discussed in the city council"**

(4) **"The proces is not complicated for me. I know whom to speak to and conduct each phase in consultation with colleagues."**

Designer's limited knowledge about policy and policy-making

The main process insight after having conducted the interviews with designers, is that designers have very limited knowledge on what a policy actually is and what the policy process looks like (see quotes 1 till 3). This shows how unclear the concept of a policy of policy process is to people, even though having worked (closely) with policy experts.

No policy process or cycle

The policy process is not a linear process with fixed steps that need to be taken. Moreover, it might even be questioned whether there is a policy process at al. Namely, the required steps and the order in which they are taken varies per project. The order of steps is in its turn dependent on the phase in which is decided that policy (execution) needs adjustment, sharpening or renewal, and on how the related department is arranged. The start of a project could be initiated by e.g. officers working with policy, policy execution or evaluation. Accordingly, the policy cycle can be considered as theoretical steps when policy is made and translated into policy execution. In reality, the policy activities of experts are not based on the formal and theoretical models, but have come into existence through developing working procedures in practice. Nevertheless, according to the policy execution expert this does not complicate their work as they know whom to speak to in different phases of the project (see quote 4).

Merged design and policy process

When experts and designers work jointly towards a new or improved policy (execution), the policy-making activities are often alternated with design or research activities. This means that both parties mostly do not work simultaneously on the policy (execution). Policy activities are put on hold when research and design jumps in, and in which the policy activities are resumed with the input from researchers or designers.

The active role of policy (execution) experts

The policy (execution) experts perform an active role in contacting team iD. These experts, i.e. the team's client, contact the design team in order to set up a project. This means that once the experts approach the design team, they are already aware of the existence of the design team and the design expertise. At this point, they have already thought about outsourcing a part of their project and have actively chosen to potentially work with designers.

Team iD: shaping a proactive role in acquisition*

In regard to the previous insight: at the moment, team iD is researching how to reshape the role they have in acquiring new projects, and how to transform it into a proactive role. As mentioned previously, experts from other departments need to find and contact team iD in order to set up a project. Since experts do not entirely understand what design is and how it could be used, experts might approach designers with project types which designers can carry out well, but where the true potential of designers cannot be used. By taking a proactive role, designers can have more control on the type of projects they carry out, and thus the amount of impact they have within the municipality.

*This insight has been obtained in the summer of 2022 through conversations with team members from team iD. Thus, almost one year after the qualitative study had been executed from which the other insights are retrieved.

3.5.2 General insights

● = Policy (execution) expert

● = Designer

(5) "This project [culture education] was a succes, because the policy expert focussed on the question: 'What does the target group think?'"

(6) "Team iD has the expertise to get in contact with citizens. I absolutely don't"

(7) "Sometimes it helps if you ask other people to have a look at your public service. If you have a tunnel vision on your work, how can you know how to improve it?"

(8) "In the orientation phase I thought to myself: this approach is really going to help us in our policy work!"

(9) "The insights [of the sports case] open up conversations with colleagues of other departments to collaborate together."

Bringing in the voice of the citizen is becoming important

Capturing the voice of the citizen and using it as a foundation for policy and policy execution is becoming more and more important at the municipality of the Hague (see quote 5). The foundation of the Civic Chamber alone reflects the efforts of the municipality to give citizens a voice. An example is the culture education case for which the alderman insisted that not only high school students but also students from vocational education were spoken to. Another example is that for the sports case, people in higher positions were interested on what drives or demotivates individuals to exercise.

Added value of design

All policy (execution) experts thought of the contribution of designers as highly positive, and acknowledged the added value of applying design to their projects (see quote 6, 7, 8). Designers contributed to the policy projects by amongst others speaking to citizens, reformulating research questions, making citizen profiles, creating current and desired customer journeys, designing tools that can be used for better policy decisions and defining key aspects of policies. Another advantage is that proposals from designers are more easily accepted by experts because they do not have any interests in the project going a certain way, as may be the case with experts from other departments. Importantly, the designers also offer the experts a strategic advantage: one policy expert mentioned that the research insights of designers can serve as a foundation to justify and fortify their policy proposal towards the bench of Mayor and Aldermen. Lastly, it was mentioned that insights of designers could open up conversations with colleagues from other departments (see quote 9). This could lead to new collaborations and joined forces to improve policies.

Questionable means in discovering citizens' needs

Although the municipality of The Hague becomes increasingly interested in citizens' needs, these are not always discovered through in-depth research and conversations with citizens. The usual working procedures for policy (execution) experts in The Hague consist of conducting research through desk research, panels, questionnaires and by speaking with colleagues (experts with other expertise). Another important means to learn about citizens' needs and wishes is through contacting institutions, since they are in proximity to citizens (see quote 10). Additionally, policy experts sometimes rely on their own assumptions and knowledge about the target group in order to make policy decisions. Using these methods can impede the process of discovering the citizens' true needs and wishes, which is important to create policy (execution) that aligns with citizens. Nevertheless, the latter are methods which are used less and less frequently, since the municipality of The Hague is sincerely aiming for and willing to generate direct contact with citizens so that more decisions can be substantiated. Yet, it remains important to be aware and critical of the approaches that are used to understand the needs of the citizens of the Hague.

(10) "If you want to know what happens in that district, go talk to the cultural institutions of that district!"

Bringing in the voice of the citizen is not always obligatory

Since policy experts write the policy, and policy execution experts configure the policy execution, both experts are responsible for the research to base their decisions on. However, it is no formal requirement in the policy-making process to do in-depth research or to speak directly with citizens. Consequently, it depends on the experts to what extend research is done, through which means, and whether they want to be involved in these activities if they outsource it.

(11) "A common misconception about design is that people think: 'Oh we can make another website"

(12) "As a designer you need to ensure your advices make impact: written advice can be misunderstood, and the design process goes fast for people. Thus, you need to take the expert's hand and not let go too fast after delivering advices or solutions. In practice, there is always a lot to discuss still."

Design: an unknown expertise

Design is a new approach in the context of the Municipality of The Hague. Therefore, not all of the officers know what design is and what it does. Additionally, it becomes harder to know the true value of design and how to fully use its potential (see quote 11). Due to the newness of this approach, most of the internal design teams at the municipality have been set up in the past few years, and so some officers are not aware of their existence. In all projects, the experts decided to contact designers either because one of their colleagues had done research with the designer's team before or because they accidentally stumbled upon the designers through the Civic Chamber. The fact that design is an unknown expertise can be a barrier for officers to apply its approach and to understand where to apply it to.

Explaining the design process and guiding officers through it

Since design is such an unknown expertise at the municipality of The Hague, designers try to explain to their clients what design is about and how it works. The importance hereof is not only to substantiate why they are making certain choices within the process, but also to spread the human-centered mindset that design entails. The bottom-up approach of consulting citizens first before designing or changing any public service, is something the designers believe the municipality could do more. Ideally, citizens are spoken to before some policies or policy executions are newly written, made, adjusted or sharpened. Next to this, it is also important to explain the design approach to increase the chances that the designer's proposals or solutions are properly understood, and adopted or implemented **(see quote 12)**.

Trying innovative approaches…

The municipality seems to be receptive to try out new and innovative working approaches. For instance, several departments have internal groups and teams which employ innovative methodologies, among which design thinking. Additionally, in 2018 the Civic Chamber (dutch: *Stadskamer)* has been set up in the municipality of The Hague. The Civic Chamber is a place to establish contact with citizens, to do qualitative and quantitative research on citizen's needs and experiences, and to evaluate (digital) products, services and policies by the municipality of The Hague. This shows that the municipality is aiming for more human-centered public services and products (see quote 13). However, in order to fully implement new approaches a more open and flexible environment is needed, which includes learning opportunities to make improvements. Due to the political context at the municipality, there is less space for this flexible environment than designers need or are used to. This can cause officers to be hesitant towards and careful with applying design approaches.

(13) "Innovation is a positive thing. Everyone wants to obtain insights from the city…"

… in a controlled working environment

Due to the political context, policy (execution) experts are particularly keen on ensuring their work is meticulous and proper. Additionally, the process towards new policy is just as important as the result, and thus officers want full control over both the process and outcomes. For instance, policy experts need to make sure that they have spoken to all parties concerning the policy, before a policy document is delivered and thus publicly shown. If certain key aspects have not been executed in the process, the director and alderman will be held responsible for this misstep. This may result in negative criticism, and - depending on the severity of the misstep - may even result in officers losing their position. Hence, delivering an incomplete policy document is a serious issue (see quote 14). Due to these conditions in the municipality of The Hague, a design approach does not thrive on this environment. An example of what happens when design is applied at the municipality of The Hague, is that giving citizens a voice during policy-making can cause experts to feel like they are losing control over the process.

(14) "Despite the positive results, my supervisor was not happy with my stubbornness."

(15) "There are myths about doing research, namely that it costs too much time. Instead, policy needs to be written. This is thought about research, even though it's an investment in something that guarantees you are on the right track."

Team iD has been expanded with other non-design expertises*

Over the past year, team iD decided to expand their team with members with other expertises than design and research, such as data analysis, quantitative research and User Experience design (UX design). Consequently, they are becoming a multidisciplinary team with 'less' design and more expertises that can be substantiated by hard data and numbers. Additionally, these disciplines are more acknowledged by the municipality, and it might seem as if the team is giving in to the common work procedures of the municipality. However, <weg> data analysis and quantitative research could reinforce the acceptance and validity of qualitative research and design. An example hereof is the sports project: through qualitative research and design, the motivations and discouragements of citizens of certain districts of The Hague were researched, of which insights were translated into 'sport' profiles. Afterwards, questionnaires were sent out to validate these profiles and quantify them. In this way, qualitative and quantitative research can be used simultaneously to reinforce each other.

Time and costs of applying design

The team of designers is set up as an in-house consultancy at one of the municipality's departments (DPZ), which can be consulted by colleagues from all departments. Each department has a predetermined budget that can be spent on these in-house or other external services, under which this team falls. It is due to this structure that officers need to consider if it is worth to spent their budget and time on research and design activities. Some experts have the impression that research always needs to take long and that it will therefore delay their process. Concluding, research and design is seen not only as an addition, but as a time-consuming one with a price-tag, which is illustrated with quote 15. This can be yet another barrier for officers to adopt a design approach.

Poor communication with higher positions

Officers in higher positions such as directors and aldermen are known to have little time to discuss projects with fellow officers or designers. Nevertheless, updating them throughout the course of a policy process or getting them on board can be very helpful since an officers' accordance is necessary to continue the process. Next to this, an alderman agreeing with your proposal can open up possibilities higher up for the project. Poor communication could result in differences in expectations, unclarity on what needs to be delivered and consequently, the delivery of improper work. The latter could, in a worst-case scenario, cause the bench of Mayor and Aldermen to reject a policy proposal, and therefore put an end to the policy-making process of that project.

*This insight has been obtained in the summer of 2022 through conversations with team members from team iD. Thus, almost one year after the qualitative study had been executed from which the other insights are retrieved.

The current impact of design and stakeholder management

The majority of the designers who worked on the projects does not know exactly what happened with their insights, advices or solutions after they were delivered (see quote 16). Moreover, except for some phone calls, none of the designers were involved in the policy process after having delivered what they agreed upon. Researchers and designers mentioned that it depends on the expert whether they are updated on the policy advances or not. The experts commented that, once the designers had presented the project results and transferred their knowledge, they took insights from their deliverables to renew the policy (execution) or write new policy. Nevertheless, all designers would prefer a larger role to embody their insights or implement their solutions. Especially since their team describes its values as: "Insight, Innovation, Impact", they have the feeling their impact is still quite limited. In order to enlarge their impact, co-creation sessions and stakeholder management is being used in smart ways. For example, designers need to engage not only with clients, but also with their supervisors and aldermen at the right time in the process to show the value they create (see quote 17 and 18). By doing so, team iD tries to increase their possibilities and impact.

(16) "Sometimes you only notice when you walk around in the city whether they've have done something with your advices or not."

(17) "In order to make impact, we need to involve managers. Higher up the possibilities are opened up."

(18) "It's about engaging the right person at the right time who's going to work with it."

(19) "Also for fellow colleagues it can be hard to read policy language and legislations."

(20) "Policy process? I'm not working on the policy, I'm working on the policy execution."

The gap between policy and policy execution

There is a gap between policy and policy execution of which the municipality is aware of. A gap implies that policy and policy execution might not completely connect to one another, and that a closer collaboration might be needed between the two. A gap may result in policy changes not being picked up properly by the policy execution, and vice versa (see quote 19). Consequently, the municipality set up research groups with experts from both departments to minimize the gap. Also, the municipality is encouraging people to seek out their colleagues. What might reinforce the gap, is the fact that policy execution is not seen as part of the policy process. This also became apparent when there was miscommunication when using the word 'policy process' in the interview with a policy execution officer, which is illustrated with quotes 20.

3.6 Key insights

About the process

- Although having worked closely with policy (execution) experts, it still remains somewhat **unclear to designers what a policy is**, **what a policy process looks like** and what policy (execution) experts do.

- The **policy process as described in theory does not exist at the municipality of The Hague**. Instead, policy (execution) experts know through working experience what steps to take for different project types, and whom to speak to at certain points.

- **Policy (execution) experts play an active role in contacting team iD**, which means that when the experts contact the team, they are already aware of the teams' existence and design expertise.

- At the moment, team iD is researching how to **shape a proactive role** when acquiring new projects. This could enable them to choose larger and more suitable projects to fully use their design expertise, and thus **be in charge of the impact** they have.

About design approaches within the municipality

- Over the past few years, the **municipality** has been putting **effort in giving citizens a voice** and **understanding citizen's needs** as a **foundation for policy and policy execution**.

- It is **questionable if the municipality's efforts are successful in discovering what citizens truly need** and in translating those to policy and public services.

- Within the municipality of The Hague it **is no formal requirement to do in-depth research** with citizens. Consequently, it is up to the policy (execution) expert to asses whether a design approach is valuable for their policy project.

- The design expertise is new within the municipality of The Hague. Therefore, the **essence of the design approach and its methods are unknown** to some policy (execution) experts, which makes it **harder to apply the approach**, **know the true value** of design and **how to fully use its potential**. Next to this, some officers are **not aware of the existence of team iD** at the municipality.

- **In-depth research and design** does **not have a fixed place** in the official's **working procedures** and processes.

- Because design is an unknown expertise, designers sometimes **try to explain to experts what they do and why**, to **guide them through the design process** and to **provide experts with tools and tips** on what to do with their deliverables. Designers do this to substantiate their decisions and to **make sure their proposals or solutions make impact**.

- The perception is that some **policies or policy executions can substantially benefit from research and design approaches** that designers apply.

- **Advices from an external party** like designers are **easily accepted** since they do not profit from certain policy outcomes.

- **Designers also offer experts a strategic advantage**, as the designer's insights can be used to **justify or fortify the expert's**

policy proposal towards the bench of Mayor and Aldermen.

- The municipality seems to be **receptive towards new and innovative approaches like design**. Due to the political context at the municipality however, there is **less space for the open, flexible and experimental environment** that designers need or are used to. The political context can cause officers to be hesitant towards and **careful with applying design approaches**, and to **want control over the policy-making process**.

- **Design** is seen not only as an **additional expertise, but a time-consuming one with a price-tag.** This can also form a barrier for officers to adopt a design approach.

- For most of the designers it was **hard to asses if their input made any impact** and **how their input was used** in the studied projects. Therefore, designers would greatly appreciate a **larger role** to **embody their insights** or **implement their solutions**.

- Designers try to perform **clever tricks with co-creation sessions and stakeholder management** in order to **increase their impact.**

- The municipality is making efforts to **reduce the gap between policy and policy execution.**

- Officers from **higher positions often have little time to discuss projects**, whilst discussing projects with them is very advantageous: in the end **their accordance is required**, and they can **open up possibilities higher up**. A lack of contact with higher positions can result in

differences in expectations, unclarity on what needs to be delivered and the delivery of improper work.

- Over the past year, **team iD decided to expand their team** with team members that practice **data analysis, quantitative research and UX design**, of which the two former are more acknowledged expertises by the municipality. Although the team is becoming '**less' about design**, data analysis and quantitative research can **reinforce the acceptance and validity of qualitative research and design**.
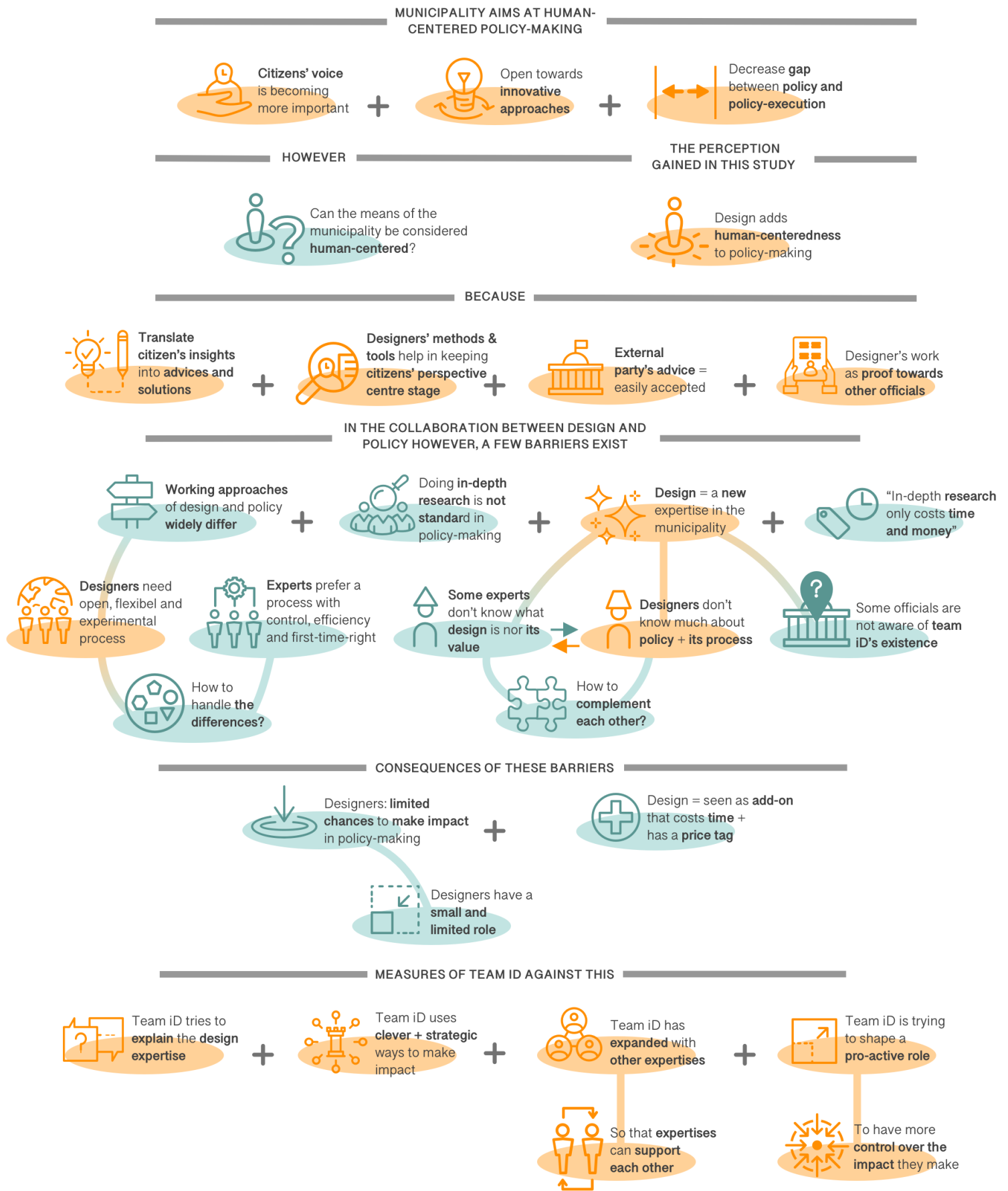
Figure 10. Visual conclusion of qualitative study (Noun Project: Free Icons & Stock Photos for Everything, n.d.)

3.7 Conclusions

The municipality of The Hague seems to strive towards human-centered policy-making

From the qualitative interviews it became apparent that the municipality of The Hague is putting efforts in realizing a more human-centered policy-making process.

First of all, bringing in the voice of the citizen is becoming more and more important. This is reflected in the facts that the Civic Chamber and teams with innovative approaches have been set up over the past years, among which design thinking teams. Next to this, officers in higher positions and aldermen are becoming more interested in contact with citizens and in gaining knowledge on citizen's individual needs and wishes.

Second of all, the municipality is putting efforts in closing the perceived gap between policy and policy execution by setting up multidisciplinary teams and by encouraging officers to approach each other.

Does that mean the municipality of The Hague has a human-centered approach in policy-making?

Even though these efforts are positive and a step into the right direction, it can be questioned whether these efforts are effective and leading towards human-centered policy and policy execution. For example, some ways in which experts have been trying to understand citizens' needs and wishes, such as through contact with institutions and fellow colleagues, can not really be called human-centered as they do not establish real contact with citizens. Thus, these means might provide experts with information that does not portray true needs. Secondly, some barriers are experienced during collaborations between the municipality's experts and design teams. These barriers are described below.

Perception: research and design add human-centered value to policy-making

The interviews with policy and policy execution experts showed that it is perceived that research and design add human-centered value to the policy and policy execution phases. The reason for this is that researchers and designers know how to realize direct contact with citizens, and how to discover citizen's needs and wishes. Apart from this, they are also skilled in translating these needs into concrete advices, ideas and solutions for public services. Designers perform the previously mentioned by reformulating research questions, making citizen profiles and personas, creating current and desired customer journeys, designing tools that can be used for better policy decisions and defining key aspects of policies.

Next to this, advice from an external party such as a design team is easily accepted since they do not profit from certain policy outcomes. Moreover and important to mention, the researchers' and designers' work can be used as proof towards the city council to justify the expert's proposal.

Perceived barriers in a collaboration between designers and policy (execution) experts

However, when setting up a collaboration between policy (execution) experts and designers, various barriers are encountered that could hinder a successful collaboration.

First of all, it is no formal requirement in policy-making processes within the municipality to conduct in-depth research with citizens and discovering their needs to base the policy or policy-execution on. Consequently, it is up to the

policy (execution) expert to asses if research is needed and not everyone feels the urgency to do so.

Another barrier is that design is a new expertise within the municipality. Consequently, policy (execution) experts and officers in general do not entirely know what design entails, what its value is and thus, how to apply it. Additionally, misconceptions exist on when to use design, and it is often questioned if the costs of doing qualitative research will weigh up against the benefits. Another consequence from design being new is that some officers are not aware of the existence of team iD.

On the other hand, designers do not really know what policy is and what the policy-making process looks like. All in all, both parties are not really aware of how to fully complement each other and how to set up a successful collaboration in which both expertises are using their full potential.

Lastly, another barrier is caused by the different working approaches from the experts and designers. Designers need a flexible, open and experimental process, whereas policy (execution) experts are used to working in a controlled process which is effective and first-time-right. These approaches are diametrically opposed to each other, and therefore, both parties may not really be aware of how to acknowledge and handle these differences.

Consequences of the barriers

The above mentioned barriers can all result in experts (subconsciously) underestimating what design has to offer. As a consequence, design might be applied to projects in which its true potential can not be fulfilled. Next to this, designers can only make limited impact within the policy-making process as opposed to what they are capable of, since their role is relatively small and limited.

All in all, at the moment at the municipality of The Hague, design is perceived as an additional extension which is time consuming and expensive.

What does team iD do against these barriers?

First of all, the designers try to explain what design is about and how it works, and try to spread the human-centered mindset that design entails.

Second of all, researchers and designers use co-creation sessions and stakeholder management in smart ways, in order to increase the impact they make. This is done for example by reaching out to important officers in higher positions at specific points in the process.

Another measure that team iD took over the past year, is to expand their team with members with other expertises than design and research, such as data analysis, quantitative research and UX design. Consequently, they are becoming a multidisciplinary team in which the other disciplines can be used to support design and reinforce the acceptance and validity of qualitative research and design.

Lastly, since policy (execution) experts perform an active role in contacting team iD, at the moment the team is researching how to shape a proactive role in acquiring projects. By being more proactive, the team could choose projects in which their impact and role can be larger in the policy-making process.

3.8 Discussion

It must be mentioned that research and design activities should not always be applied for each policy project. Sometimes, existing research from the municipality, other municipalities or the government can be used as a foundation for decision-making. Additionally, sometimes it needs to be assessed where money can be spent on best. Apart from on research and design, money could also be spent on working towards solutions.

Moreover, there are many projects which do not need an intervention of design, and so it is not the aim of design to gain as much significance as traditional policy activities in the policy-making process. As previously mentioned by Schaminée (2018), design is exceptionally useful for tackling wicked problems, since they require bringing together different groups of people and uncovering intrinsic motivations to jointly tackle the problem.

4.

Focus

Based on the conclusions of chapter 5, a vision is formulated which states what is needed before design can be more widely adopted at the municipality of The Hague. Next to this, a design goal is formulated that aligns with the aforementioned vision and that will be used as a guidance to design an intervention for the municipality of The Hague.

4.1 Vision

From the qualitative study it became apparent that policy (execution) experts see and acknowledge that designers have much to offer to both policy preparation and policy execution by applying their mindset, tools and methods. Therefore, the perception is that researchers and designers can add human-centered value to policy-making through collaboration with policy (execution) experts. Yet, the true value that designers can add through their expertise is still not entirely seen. The consequences of the listed barriers portray this: designers have a rather small role during policy-making, which causes designers to have limited impact in the policy-making process. If the real worth that designers add was seen, design would be more widely adopted across the municipality.

At the moment, team iD is taking action against these barriers. As discussed in chapter 3.7, team iD has been expanding their team with other expertises, and they are shaping a proactive rol in acquiring projects. These are important measures that team iD is taking, because they can give the team more control over the impact they make with projects, and improve the acceptance and credibility of design. Next to these measures however, there is still room for improvement in showing the actual value of design to policy (execution) experts and officers in general.

Consequently, with this project the barriers as can be seen in figure 10 will be addressed: 1) the challenge that experts do not precisely know what (a) design (approach) is and its value to the policy-making process, 2) vice versa, the challenge that designers are not completely aware of what (the) policy-making (process) is about and 3) as a consequence of the latter two, the challenge that both parties do not know how to ideally complement each other. This results in the vision that is formulated below which states what is needed before design can be more

widely adopted at the municipality of The Hague. This vision is in line with the statement of Schaminée (2018) that in a collaboration between experts (with a change management style based on empirical understanding) and designers, designers should be properly introduced and an illustration of designer's positive contributions should be given.

Vision:

Before designers can take on a larger role in policy-making and add human-centered value to policy-making at the municipality of the Hague, policy and policy execution experts need to truly understand and see the added value of applying design.

4.2 Design goal

For this project, a design will be invented with the help of a design goal that aligns with the aforementioned vision. Accordingly, this paragraph describes the design goal and the relevance of its components.

Design goal:

Design a process map that supports designers to bring the worlds of design and policy-making closer together by showing the added value of design in the different policy phases.

Process map

It has been chosen to design a process map by visualizing the theoretical steps of policy-making and the added value of design. By doing so, the components of the process map will be recognized by either designers or policy (execution) experts, and will thus form a point of recognition for both parties. Although the theoretical steps of policy-making are a great simplification of the complexities of policy-making, they are still frequently used as a general guidance. Similarly, these steps will not only offer a guidance to show where design can be valuable, but also inform designers on the global steps of this process. On the other hand, these steps will show experts that designers are partially aware of their policy-making activities. All in all, the process map can offer guidance in the collaboration between experts and designers in which both parties are still searching for the right way to implement design in the narrative of policy-making.

lBring the worlds of design and policy-making closer together

The worlds of design and policy-making vary greatly from each other: their tools and methods, mindsets, attitudes, change management styles and the environment in which they usually exist are all different. Absence of mutual understanding of each other's working styles could interfere the collaboration. Without policy (execution) experts knowing what design is capable of, designers are likely to be asked for a limited type of projects, although the designer's potency is much broader. Additionally, without the notion of why designers work the way they do, they might not receive the freedom they need to carry out design activities. Moreover, if design is believed to be characterized by its tools and methods only, it might create the idea that a design approach can be applied by policy (execution) experts too - which was already the case for one of the departments of the municipality of The Hague. For designers, learning about the policy phases and its activities can create understanding about what policy (execution) experts need to deal with, and thus about where to potentially complement their activities. For example, knowing about the perceived gap between policy and policy execution and the possibly unreadable policy documents, forms an opportunity to visualize these documents.

Showing the added value of design

The application of design to create public services for the municipality is still in its infancy. At the moment, design is applied for some projects with regards to new policy (execution) or the adjustment or sharpening of policy (execution). However, it is assumed there are countless other projects concerning policy execution that could too benefit from design, since policy (execution) is continuously adjusted. One of the problems is that most policy (execution) experts and their supervisors are not aware of the added value of design. Consequently, there is often no convincing reason as to why they should prefer design approaches to their own method - let alone standardizing certain human-centered methods, such as in-depth research and contact with the citizens of the target group. Although the latter is desirable, the first step is to show to policy (execution) experts: why design?

In the different policy phases

The current added value could by all means be shown for the policy phases they currently affect. When looking at the strengths of designers however, more policy phases could benefit from design. Moreover, designers aspire a larger role to ensure their input is picked up well and not misinterpreted.

5.

Design iterations

This chapter discusses the concept development of the process map which is gradually refined into a final concept by performing multiple iterations.

5.1 Approach and design guidelines

In order to design the first version of the process map, several design guidelines were defined which the process map should contain. These are described in this section. For the iterations, multiple user tests with primarily designers and researchers have been executed which will be discussed in paragraph 5.3 till 5.7 (see table 4 for the details of the user tests). The user tests were carried out to receive feedback on the usability, readability and the implementation of the concept.

Participant no.	Function	Iteration	Date	Location
P1	Designer	Version 1	15/10/2021	Online: Zoom
P1	Designer	Version 2	4/4/2022	Face to face: Spui
P2	Researcher	Version 2	12/4/2022	Face to face: Spui
P3	Manager	Version 2	12/4/2022	Face to face: Spui
P4	Teamlead	Version 2	26/4/2022	Online: Zoom
P5	Policy expert	Version 3	30/5/2022	Online: Zoom
P1	Designer	Version 3	24/5/2022	Online: Zoom
P6	Digital Marketing consultant	Version 4	25/6/2022	Face to face
P7	Policy expert	Version 4	6/7/2022	Face to face: Spui

Tabel 4. An overview of the user tests after each iteration

5.2 Design guidelines

For the design of the process map, a few criteria are formulated which the design should fulfill. The design guidelines were subject to change when the purpose of the process map was reevaluated in paragraph 5.4.3. Below, the updated criteria are listed:

Usability

- The process map must use clear language, since the process map will be used by both policy (execution) experts and designers. Therefore, the use of buzz words which are common for designers should be avoided.

- The process map must be easy to read at one glance for the use as a conversation tool.

- The process map must present concise information for the use as a conversation tool.

- The process map must be readable from a distance when sharing it on a large screen.

- The process map must be available in a pdf version to be able to share it easily with experts.

Content

- The process map must give the policy (execution) experts an overview of the possible design activities in the policy-making process.

- The process map must make policy (execution) experts aware of the benefits of applying design to the policy-making process.

- The benefits or added value of design must be described per policy phase and must be supported with quotes from the interviews, so that the reader can empathize more with the written matter.

Visuals

- The process map must contain the theoretical policy steps, in order to show the added value of design in the policy-making process. Hereby, it should be considered to what extend the theoretical steps show resemblance to the policy steps that experts commonly execute in practice at the municipality of The Hague.

- The visuals of the process map must demonstrate and highlight the differences between the design and policy-making.

Durability of the process map

- The process map must be easily adaptable by team iD, so that the map can be updated over time to their preference.

5.3 Iteration 1

5.3.1 The process map: version 1

The first version is a process map that shows the steps of the policy-making 'process' that have been completed in the 4 researched cases. In order to create a more accurate map of the process, other steps which were scheduled but not taken yet have been added as well. These steps show a strong resemblance to the theoretical phases of the policy cycle (Overheidsbeleid. Een Inleiding in De Beleidswetenschap, 2014).

The content

What can be read on the post its in the process map are insights on the collaboration between designers and policy (execution) experts which have been mapped on the policy steps. It shows the successes, frustrations, tensions and thoughts of both parties in the collaboration. Moreover, the map presents the stages in which collaboration takes place, and the stages in which either designers or policy (execution) experts are in charge. In this way, it becomes clear at a glance what process steps are taken in renewing or adjusting policy (execution), and which parties are involved in those steps.

5.3.2 User test results

In an evaluation session with participant 1, the following feedback points were given:

1. **Policy steps: step order**
   This version of the process map does not clearly portray in which order the policy steps are taken and the complexity that comes with it. The schematic illustration in figure 11 (see full version in appendix E) gives the impression that the process looks lineair in which the steps are followed from left to right. In reality however, each project is arranged differently according to which department suggests a policy (execution) renewal or adjustment.

2. **Policy steps: naming and executed steps**
   The naming of the policy steps in the dark grey boxes is a bit confusing. Next to this, the policy steps are steps which were taken in the collaboration for all 4 examined projects. However, this gives the impression that all steps were needed for each project, which is not the case. Moreover, the project progress depends on which policy steps have already been taken or not.
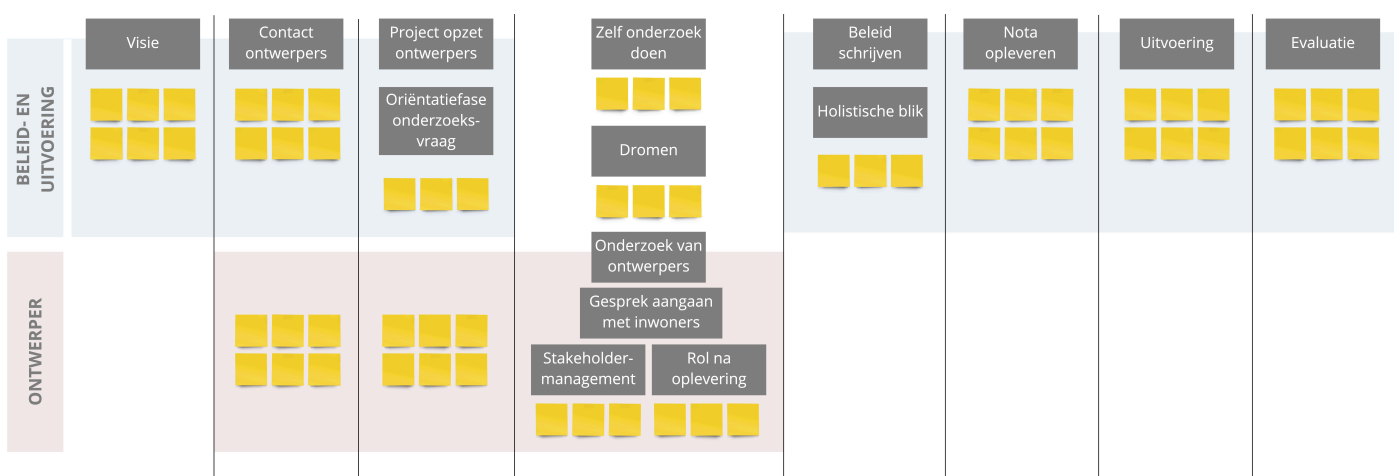

Figure 11. Version 1 of the process map

3. **Division of insights**
   Another point for improvement is the manner in which insights are divided in the process map. In this version, the majority of insights are only grouped per policy step. Any coherence between insights or clusters are not present here, which affects the readability.

4. **Visual representation**
   In relation to feedback points 2 and 3, it was advised to change the visuals of the process map and to arrange the division of insights more schematically under overarching policy steps.

5.3.3 Improvements for redesign

It is chosen to disregard the first feedback point. All policy projects at the municipality of The Hague differ from each other based on the department which starts the project, on which policy steps have already been taken and on how the aforementioned department is arranged. Consequently, it is not useful to show the exact order of the policy steps as each project will have a different progress. Moreover, the aim of the process map is to show the added value of design. For this, a detailed representation of the 4 projects' progression is not needed.

Based on the test results from the previous paragraph, the following points for improvement were noted:

- In reference to feedback point 2, it has been chosen to **apply the policy phases as described in the theoretical policy cycle** in order to improve the clarity and readability of the process map. As mentioned before, not every project goes through the same policy steps. Yet, the most common policy steps should be broadly presented in the process map. Consequently, the clarity and readability of the map can be ensured by finding overarching policy steps that most policy projects go through. The theoretical

policy cycle presents these steps, and thus they are chosen to apply to the process map.

- For the next version of the process map, it is decided to **change the visual representation of the policy steps in the process map**. The current version is quite static and indeed portrays a lineair process from left to right. By portraying the policy phases as separate blocks and by showing in between which policy steps design currently steps in (see figure 12), the process line becomes less static and more playful. The latter more correctly represents the varying order in which policy steps are taken.

- While changing the visual representation and thus the clear division in insights from designers or experts, it is chosen to **keep the division of the insights** between those of designers, policy experts and policy execution experts by using different colours. However, **larger insights can be used as an umbrella** to group smaller and concisely described insights.

5.4 Iteration 2

5.4.1 The process map: version 2

By implementing the improvements of the previous paragraph, version 2 was developed of which a schematic illustration can be seen in figure 12 (see full version in appendix F). This illustration shows 1) the theoretical policy steps from 'vision' to 'evaluation', 2) the phases in which the projects were initiated and 3) the coloured arrows in between the steps that indicate the order in which the policy steps were taken. Arrows of a lighter shade are the steps that had not been taken yet at the time of the interviews. The check marks at the policy step '*beleidsbepaling*' (in english: policy preparation) indicate that the projects had been approved by the bench of Mayor and Aldermen.

As can be seen in the full version of this map, many insights were clustered among the different theoretical policy steps and some among the general insights underneath the policy process. Next to applying the theoretical policy steps, the clustering of insights, colour coded insights (based on who the insight belongs to), tagged insights and coloured arrows (based on the project type) all add some structure and alignment to the process map. Nonetheless, the numerous and lengthy insights are still making it quite hard to read the whole process map and it becomes questionable what the message is of the process map. Consequently, the purpose and audience of this map need to be reconsidered. By clearly defining these, it becomes more clear what the content and lay out of the map should be and will thus change simultaneously.
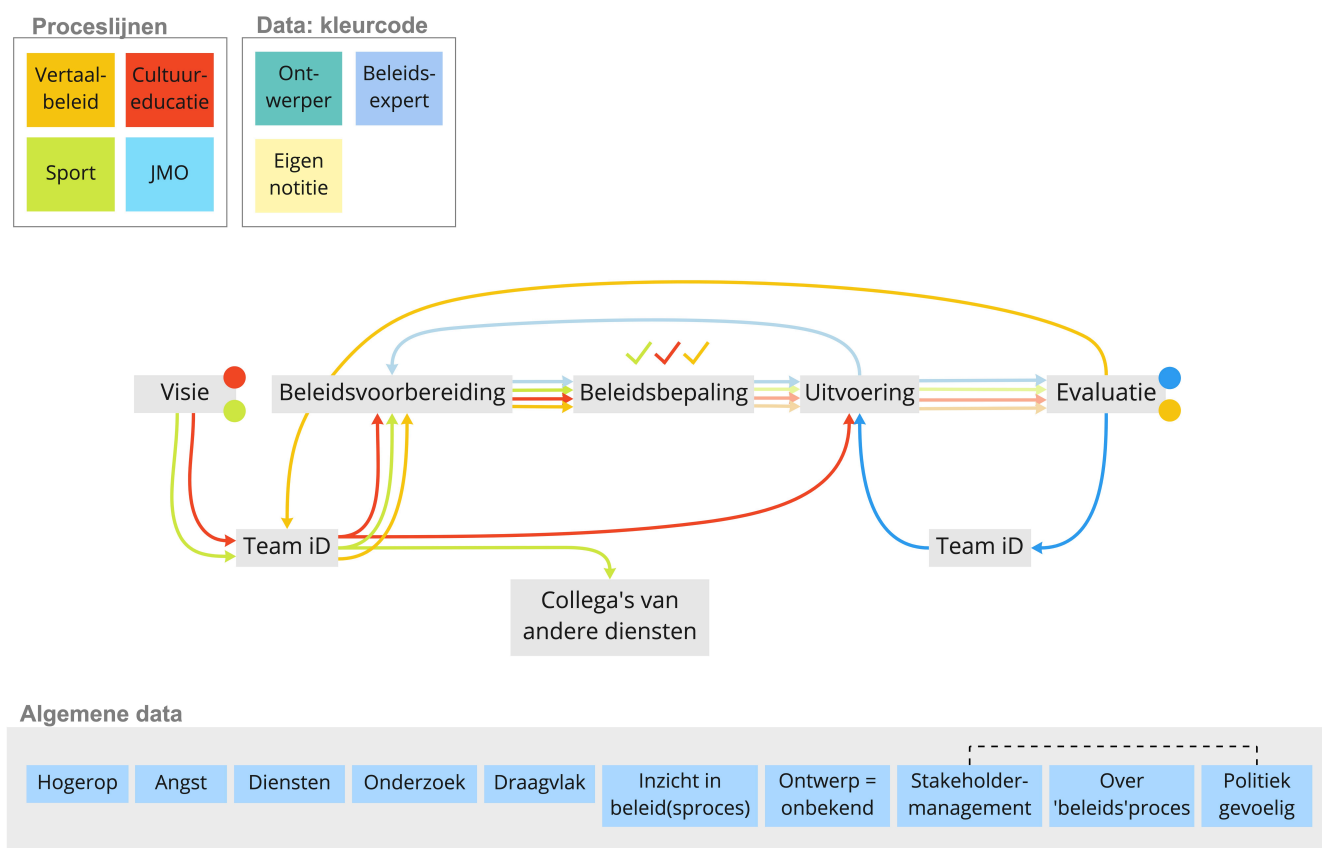

Figure 12. Version 2 of the process map

For this reason, the user tests with version 2 were mainly focussed on finding the purpose of the process map for different audiences. Hence, the user tests were carried out with people from the design team with varying functions, namely with participant 1, 2, 3, and 4.

5.4.2 User test results

- **Use process map as an acquisition tool**
  P1 would use this process map to help them in prioritizing incoming projects. As an in-house consultancy at the municipality, a variety of projects reaches their team regularly. Some projects are on a smaller or larger scale depending on the amount of departments that are involved, and some projects give designers a greater opportunity to make impact than others. Therefore, if project examples are added to this process map, it could be used to assess the impact of similar projects. For this purpose, adding thoughts and considerations as a guidance would be needed too for the reader.

- **Use process map as a conversation tool with clients**
  Both P1 and P2 mentioned that the process map could serve as a conversation tool with potential clients. These clients are mostly policy (execution) experts, but these could also be their supervisors. During the first meeting with a client (the intake), the map could visually assist in discussing where a project stands currently, and which policy steps have already been covered. Next to this, the map could also show the value of design in the different policy steps. In doing so, the policy (execution) experts will be more aware of the possibilities and added value that design offers. Lastly, by showing the policy steps in the process map, it becomes apparent to the policy (execution) expert that the design team is rather informed on the policy steps, and thus on their working procedures.

- **Use process map as a marketing tool**
  P3 mentioned that the process map could also function as a value proposition. Indeed, when

portraying the added value of design for the policy steps, the process map is being used to show what value design offers to potential clients. A value proposition explains how a service solves the client's problem or improves their situation, shows the advantages the client will experience and what disadvantages they wil suffer if they do not engage (Waardepropositie Van USP (Productkenmerk) Naar UBR (Koopmotief), n.d.). Similarly, the process map can function as a tool to sell design as a service to the policy (execution) experts.

5.4.3 Improvements for redesign

At this point, the purpose of the process map was refined with the feedback from the user tests. From the different purposes that were discussed in the user tests, the conversation tool seemed to be the most suitable and promising to work towards. When reviewing the focus of this project, the design goal is to support designers to bring the worlds of design and policy-making closer together. Considering this focus, a conversation tool that is used between designers and policy (execution) experts could fulfill this design goal properly. The other purposes of prioritizing projects and selling design however, are concepts that would be used by designers solely, and contribute far less to the design goal. Moreover, an acquisition tool should contain more in-depth information of the projects in order to design a decision tree. Since the collected data through qualitative study is fairly broad and less in-depth, more data would have been needed to be capable of designing this concept. Given these points, it was decided to implement the new purpose of a conversation tool.

5.5 Iteration 3

5.5.1 The process map: version 3

By having decided on its new purpose, the lay out of the process map can be re-evaluated. In all cases, the amount of information in the process map needs to be reduced. To do so, information that is irrelevant for the conversation tool was left out.

The exact function and foreseen audience of these layers will be discussed more thoroughly in chapter 6 which presents the final concept. Version 3 of this process map can be seen in figure 13 (see full version in appendix H). A more elaborate version that was made in between version 2 and 3 can be found in appendix G. After having revised and removed some of the content of the process map, the content of the Conversation tool has been diminished substantially.

5.5.2 User test results

This version was discussed during user tests with a designer and policy expert, namely P1 and P5. The following feedback points were given:

- **The Content** of the Conversation tool
  Firstly, both P1 and P5 mentioned that the content should be presented more neutral. Since the data is retrieved from a few participants in a qualitative study, it is best to be careful with harsh statements. Secondly, the fact that it contains different types of information is slightly confusing and impacts the readability too. For its new purpose of a conversation tool during intake, the content should primarily include the best practices of design. Rather, P1 advised to create separate layers of the conversation tool, so that the types of information can be divided over the layers.

- **Readability** of the Conversation tool
  Although many content is already left out, P1

mentioned that the process map is still too elaborate. This version would be hard to read for this participant when in conversation with someone and thus difficult to present to a client.

- **Visualization** of the Conversation tool
  The grey arrows which are a simplified version of the colored arrows, cause some confusion. In contrary to the previous version, the types of different projects can not be distinguished anymore. Consequently, the coloured arrows portray

5.5.3 Improvements for redesign

- **The Content** of the Conversation tool
  First of all, it has been decided to only show the added value of design on the conversation tool. This choice has been made by re-evaluating the purpose of the process map and the importance of showing different types of information. This version includes now the added value of design, positive and negative aspects of the collaboration between designers and experts, thoughts of both parties and process insights. However, at the moment it is important for policy (execution) experts to realize the worth of a design approach. Once its worth is seen, more projects can be set up. Then it will be more relevant to focus on how differences of both parties can be acknowledged and how the ideal collaboration looks like. In other words, the purpose of this design is to only show the added value in the different policy phases.

- **Readability** of the Conversation tool
  To improve the readability of the conversation tool, it has been chosen to reduce the amount of used words and to describe the added value in catchwords. The choice is based on the fact that it needs to be readable at one instant without having looked at it beforehand. Since the conference rooms at

the municipality often contain a large screen, it would be useful to use this to show the process map. Consequently, the conversation tool should be readable from a small distance while shared on a screen, and thus the tool is optimized for this specific use case.

- **Visualization** of the Conversation tool
Again, the purpose of the process map is reconsidered in order to improve the visualization of the process map. In this version it is visible that design can step in at two points during policy-making: between 'vision' and 'policy' and between 'policy-execution' and 'evaluation'. These are the 2 main options when it comes down to the types of projects that team iD does. Therefore, it has been decided that it is not useful to show the precise order of all the 4

studied projects, and thus a large part of the arrows can be left out. To visually show to the policy (execution) experts what the 2 main project types are that team iD does, the arrows that indicate this will be kept
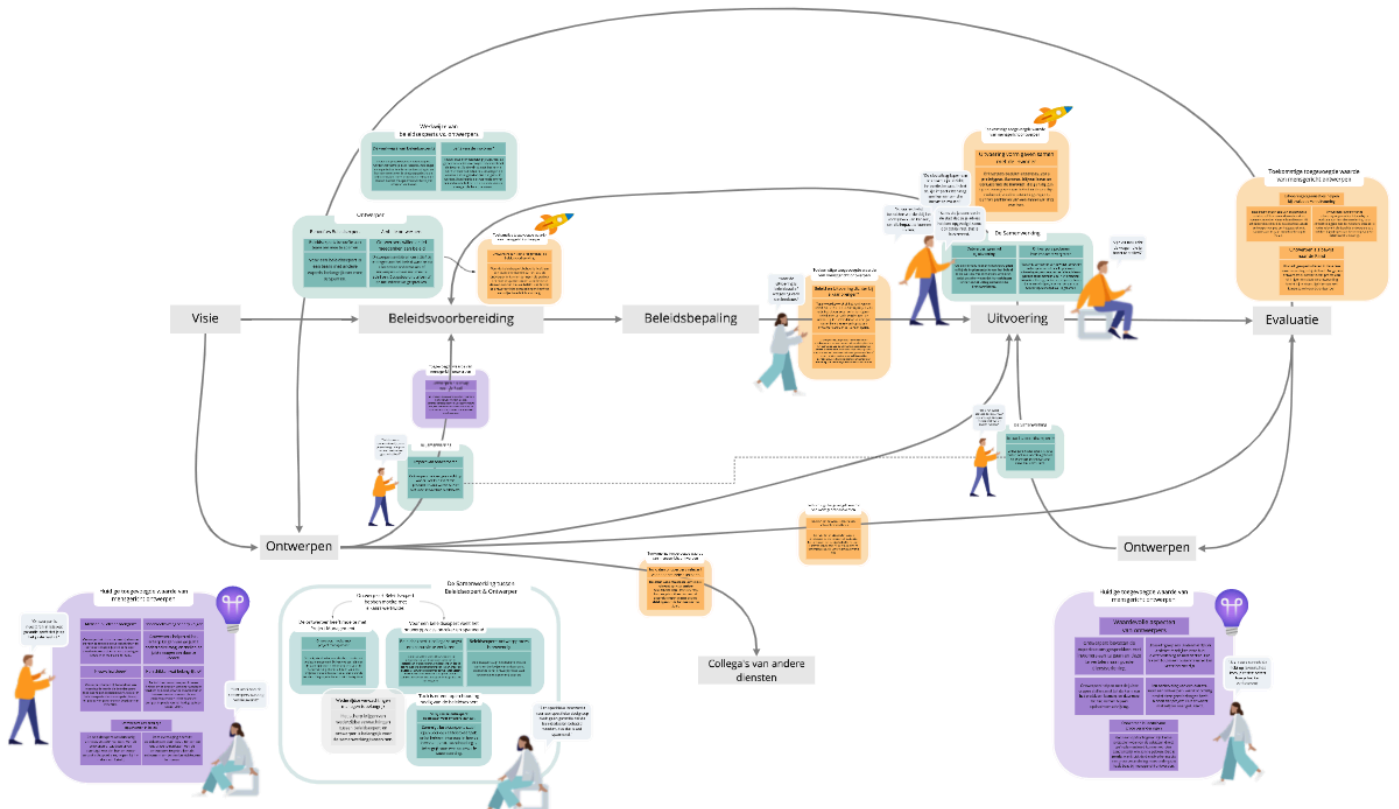
Figure 13. Version 3 of the process map

5.6 Iteration 4

5.6.1 The process map: version 4

It is decided to do a small usability test for the lay out of the process map. During the previous iterations the lay out of the map has already changed considerably. However, since the map will be used as a conversation tool, it is important that the map and it's message become clear at a glance. The message comprises of the following aspects which are listed based on importance:

- The current added value of design per policy phase
- The future added value of design per policy phase
- All policy phases:
  - to indicate the current phase of the project
  - to discuss the phases that have already been completed or that need to be completed

The usability test was performed with participant 6. A few optional lay outs were designed in Miro and shown to the participant. The visuals can be seen in figure 14 (see full version in appendix I).
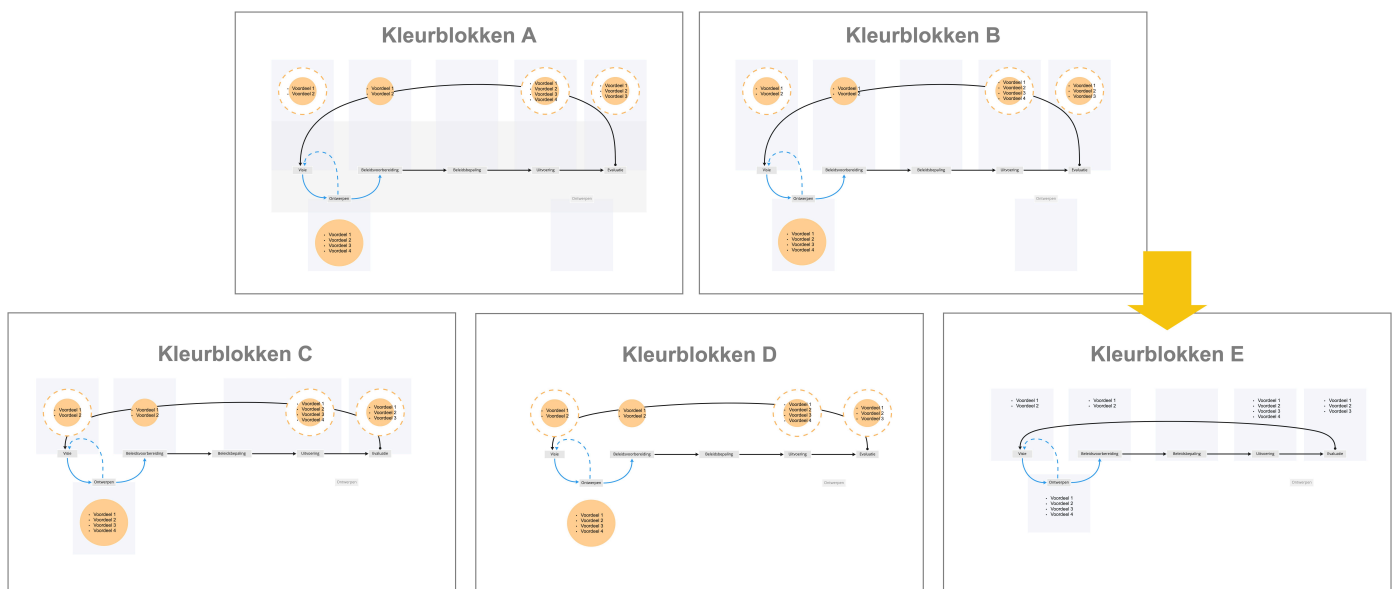
Figure 14. Version 4 of the process map

5.6.2 User test results

- **The current and added value of design**
  In option A till D the orange circles represent the current added value of design, and the white circles with an orange dotted outline represent the future added value of design. According to P6, these circles do not communicate these differences in added value and thus they are visually fairly complicated.

- **The policy process and its phases**
  According to P6, option A of the process map is visually quite crowded with multiple rectangular boxes that are confusing. The fact that these boxes are transparant adds up to this confusion. Consequently, the large light grey box behind the policy phases seems to be redundant, especially when comparing to the other images. The light blue boxes however, are visually helpful to match the written information with the policy phases they belong to, which becomes clear when comparing version D and E.

- **The project types**
  As can be seen in all options except for option E, the upper arrow connecting 'Vision' and 'Evaluation' intersects some of the orange circles. In this evaluation session it came up that this lay out creates the illusion that the information in that circle is relevant at the intersection, whereas the information is only applicable when the arrow points at the policy phase.

5.6.3 Improvements for redesign

After having reflected on the comments from P6, it has been decided to use option E as a basis for further improvement of the conversation tool. The decision that have been made and why are explained below.

- **The current and added value of design**
  For the next redesign, the content of the conversation tool was reevaluated. In the previous iteration, the content of the conversation tool was limited to showing the added value of design. In the versions up until now, the current and future added value have always been shown separately. However, it might be questioned if these should be separated at all. If 'both' added values of design are presented as is, it could stretch the imagination of what is possible at the moment and it could initiate the discussion of these possibilities. In doing so, of course the capacity of the design team needs to be taken into consideration. Consequently, the next version will not distinguish between the 'future' and 'current' added value of design.

- **The policy process and its phases**
  For participant 6 it was visually helpful to include some type of coloured background to distinguish the different policy phases, and to see directly to which policy phase the written information belongs to. Therefore, something similar to the blue boxes in option E will be chosen. Since any visual that supports the division between current and future value is not needed any more, the visual will not be as crowded and chaotic as options A, B or C.

- **The project types**
  The confusion that was caused by the intersection of the arrows and the orange circles of the added value is not relevant anymore, since the above mentioned decisions will create a visual which resembles more or less option E. When looking at option E however, these arrows needlessly take up much space that is similar to the other versions. Although this is not confusing, it is decided that the arrows could be visually less present while still fulfilling its purpose.

5.7 Iteration 5

5.7.1 The process map: version 5

After having redesigned the process map with the recommendations from iteration 3 and 4, the last user test was performed with one of the policy experts which was already interviewed during the qualitative study (participant 7). The process map was printed out and brought to the face-to-face meeting, which took place at the Town Hall of the Hague (see figure 15 and full version in appendix J). This user test helped to determine if the process map contributes to its goal and if it is desirable for a policy expert. Subsequently, the questions in the user test are focussed on comprehensibility, the recognition of the policy steps, usability and usefulness. At the end of the user test the policy expert was also asked whether the process map lacked any aspects that would be valuable to add to it.

5.7.2 User test results

From the feedback given in this user test, the following points formed the highlights:

- According to the policy expert, the **policy steps are clear and evident.**

- The expert mentioned that the **role of design** is distinctly shown in the process map, in which **2 centers of gravity** come forward: one at the vision and policy-making, one at the policy execution and evaluation.

- What is **unclear** to the policy expert is the **cyclic approach depicted by the arrows** that can be seen near the policy phase. The arrows were difficult to understand and it was mentioned that these **arrows** do not represent what happens in practice.

- The expert misses an explanation in the map that explains: **"why design?"** and what the benefits are of applying design in reference to their own methods.

- It was mentioned that it would be valuable to add concrete examples of **what design can deliver:** what type of information, analysis, dashboard or visual can be obtained through design, that can not be obtained with their usual research methods or written policy documents?

- To the policy experts design means: "going off the beaten track" and **"thinking outside the box"**.

5.7.3 Discussion

The feedback of this user test is partly the reason why this project is executed and why it is important to show the added value of design. The policy expert in question was interviewed at the beginning of this project, after having collaborated with researchers and designers. At the time, the policy expert was certainly pleased with the designers' input, and they even recorded the designers' deliverable in policy documents so that it will be used as a decision-making tool for their policy field. Even though the experience and output were quite positive, the policy expert still views design as something that should be applied occasionally when "thinking outside the box" is needed.

The same point of view also demonstrates itself when the expert questioned what difference design can make in comparison to their own methods. It is true that their research methods and written policy documents are adequate for many policy projects, and that deliberate policy can be based on political will or perceived trends. Otherwise, there would have been considerable dissatisfaction among citizens about public services. Even so, the perception is that more projects could benefit from design approaches than is currently the case, which emerges from this validation.

5.7.4 Conclusions

During the user test with the policy expert, some important feedback was obtained. Firstly, the policy expert mentioned that the concept still needs to provide proof in order to know "why design" should be applied for their policy (execution) projects. Furthermore, after having seen and discussed this concept, the expert is still convinced that design should be used when "thinking outside the box" is needed for a certain project. Due to this feedback, it can be concluded that this concept does not convey the true added value of design to the policy expert, and that the perceived added value seems to be the same as before the concept was presented to the expert. Therefore, the concept has failed in bringing the two worlds of design and policy together, and thus this concept has not achieved its aim.

Consequently, some structural changes need to be made to this concept in order for it to still fulfill its purpose. Considering the course and timespan of this project, it is decided to make some final adjustments to the final design that will be delivered to team iD. These are described below in paragraph 5.7.4. Accordingly, the structural changes and the final recommendations will be discussed in paragraph 7.2.

5.7.5 Improvements for redesign

It strikes that the expert's questions were centered around "why" design should be applied, and "what" design can deliver that the expert can not. This is a logical point of view when looking at the expert's working procedures, which are based on empirical understanding and thinking first. Consequently, two adjustments will be made to the process map to contribute to the empirical understanding. First of all, it has been decided to complement the introduction with literature that explains with examples why design is valuable to the field of policy-making. This literature is not evidence-based since there is no evidence that design is valuable in the context of public organizations such as the municipality and government. In response to "what" design can deliver, another layer with concrete example deliverables will be added to the concept, which supplements the conversation tool by showing beneficial deliverables that designers can deliver in different policy phases. Lastly, some minor adjustments will be made to the visual lay out of the process map.
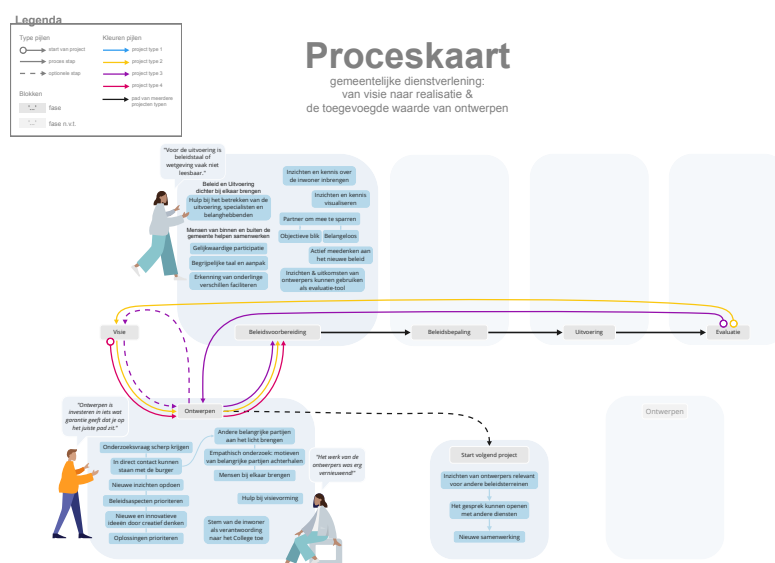

Figure 15. Version 5 of the process map

6.

Final Concept

This chapter discusses the final concept called '*Ontwerpwijzer*' that has been designed in regard to the design vision and goal described in chapter 4, and by completing multiple design iterations described in chapter 5.

6.1 An introduction to the Ontwerpwijzer

The *Ontwerpwijzer* aims to build a bridge between the two worlds of design and policy-making (see figure 17). The 2 expertises vary greatly from each other, since each of them have different tools, methods, values, standards and working environments, with corresponding preconceptions and frustrations. However, through a joint cooperation and by combining human-centered values, methods, tools and attitudes with the expertise of policy (execution) experts, the perception is that the policy-making process itself will become more human-centered, together with it's outcome. Consequently, the *Ontwerpwijzer* aims to improve the collaboration between designers and policy (execution) experts by introducing Human-Centered Design to the world of policy-making. This is done by supporting the collaboration during the first contact moments between design and policy, and by creating more understanding towards each other.

The introduction of Human-Centered Design to policy (execution) experts is given during one of the first moments of contact between a designer and the policy (execution) expert, namely during the intake meeting. In this meeting, the details of the project and potential contributions of the designer are discussed. This short moment of interaction between designer and policy (execution) expert is chosen for improvement since this is (one of) the first face-to-face experience(s) with each other in which the role of design in the policy project is discussed. Consequently, this forms an interesting opportunity to show why, what and when design has something valuable to offer to the policy-making process.

6.2 Ontwerpwijzer

The Ontwerpwijzer is for external use and comes in the form of a PDF and an online document in Miro. It is meant to be shared with colleagues outside the designers team but within the municipality of the Hague. The design consists of 3 layers: the Introduction, the Conversation Tool and the Design Examples.

Next to this, there is a library as well to be able to adjust the Ontwerpwijzer (see figure 16). These layers will be explained in detail in this paragraph.

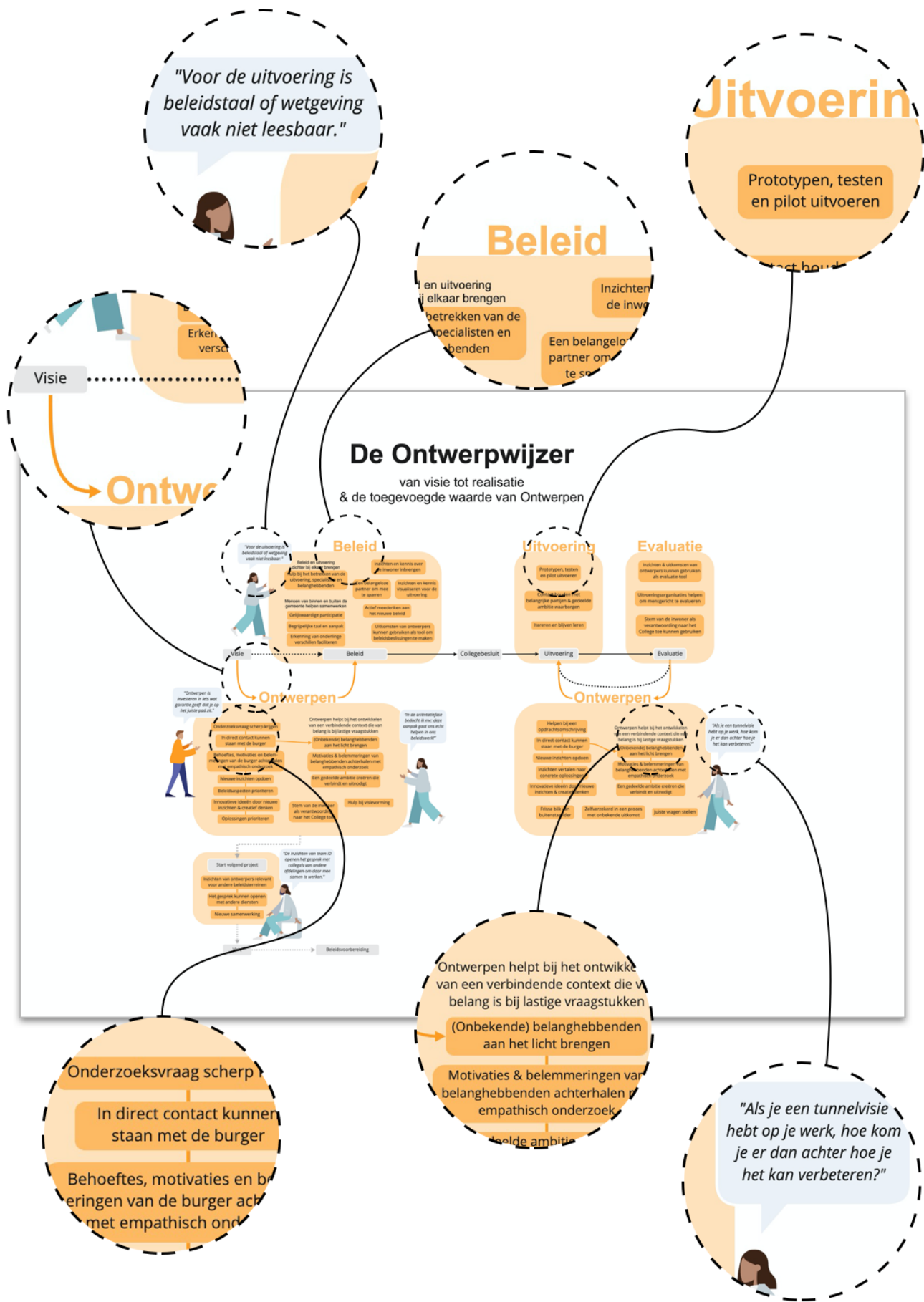Figure 16. An overview of the components of the Ontwerpwijzer

Figure 17. The second layer of the Ontwerpwijzer and details

6.2.1 Introduction

The first layer of the *Ontwerpwijzer* primarily explains to the policy (execution) expert why design adds value to the usual work procedures at the municipality of The Hague (see figure 18). For the experts it is important to read, understand and see any successful examples of applying design to their procedures, so that they do not need to question: "What is in it for me?". Consequently, the introduction illustrates the added value of design based on examples from literature.

6.2.2 The Ontwerpwijzer

The second layer is the conversation tool itself and shows the current and future added value of design in the different policy phases (see figure 17). The added value is described in key words and accompanied by a few quotes by fellow colleagues. The described added value contains methods and tools from the design approach and behaviours which are typical for designers.

As mentioned above, no difference is made between the current and future added value of design. In this way, the designer's ideal role is discussed as well, which might extend the boundaries of what is deemed possible and open up possibilities. Of course, the capacity of the design team should be taken into consideration during this discussion.

The tool shows all the policy phase**s** in light grey boxes. The policy phases of policy preparation, policy execution and evaluation (dutch: *beleid,*
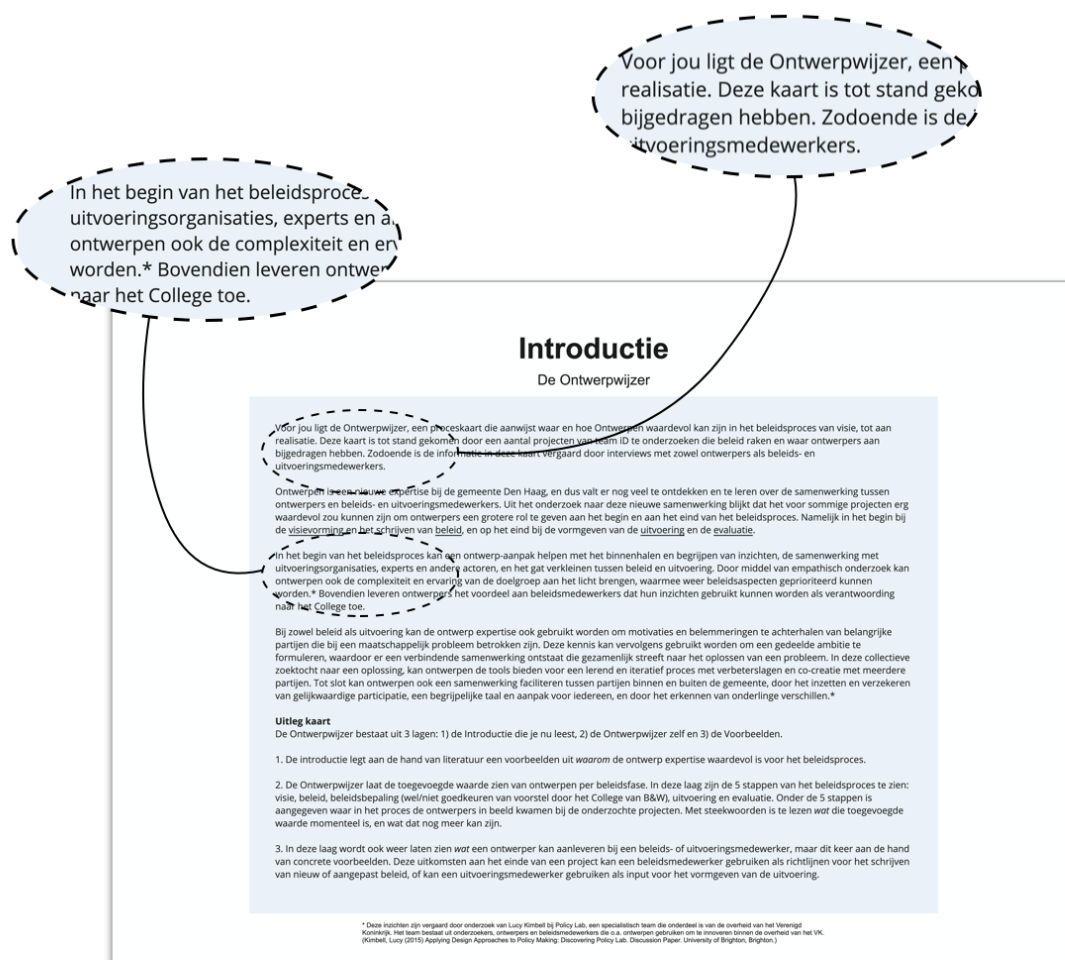

Figure 18. The first layer of the Ontwerpwijzer: the Introduction

uitvoering, evaluatie) have a light orange box attached to them which show the contributions that designers can make in that particular phase. Designers can also play a role in between phases, such as between vision (*visie*) and policy (*beleid*). In these moments, the designer's expertise is applied to come up with advices for policy or solutions for policy execution, in which the experts' role is much smaller.

Due to budgetary restrictions, designers are often asked to play a role in one of the policy phases. Subsequently, parts of this layer can be turned 'on' and 'off' so that one single policy phase is highlighted (see figure 19).

6.2.3 Design examples
The last layer 'Design Examples' of the *Ontwerpwijzer* shows concrete examples of potential deliverables of designers (see figure 20). The deliverables are grouped per policy phase so that it is clear at a glance what designers can offer in the phase that is relevant for the project.
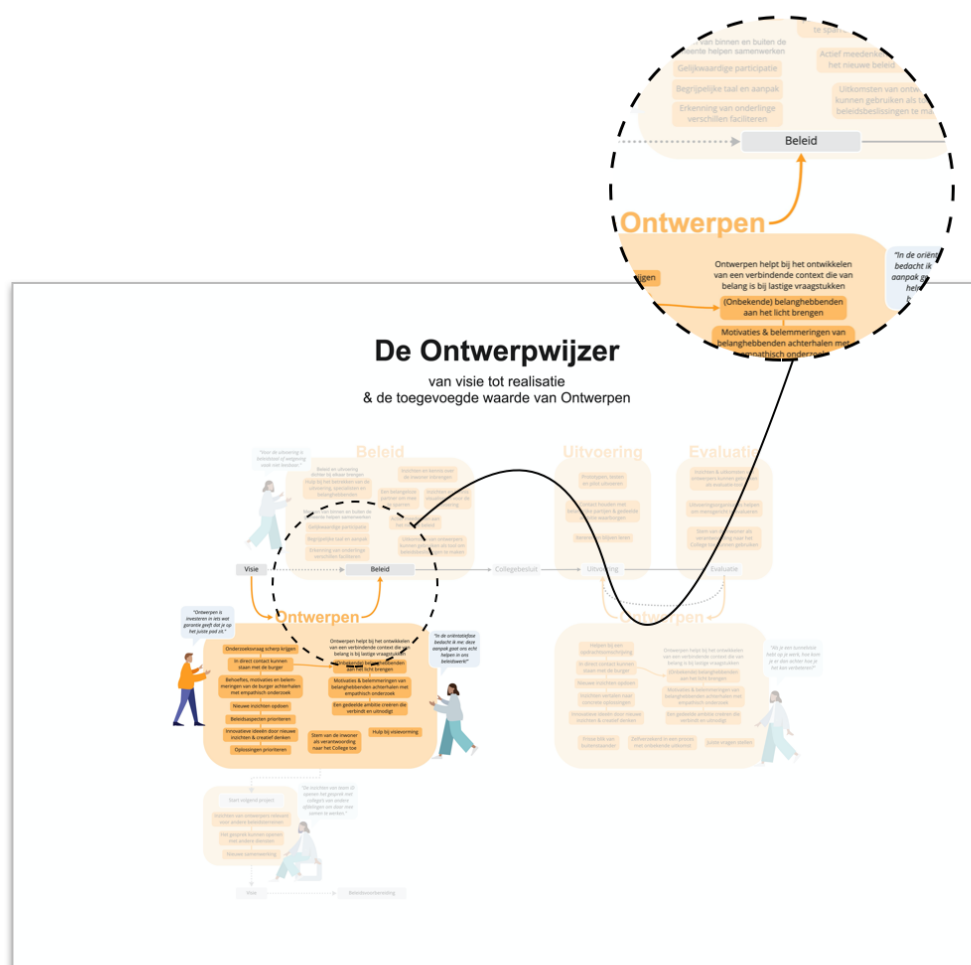

Figure 19. An adjustment of the second layer of the Ontwerpwijzer which only shows one of the (policy) phases

6.3 The format

The Ontwerpwijzer is available in Miro as well as PDF. The advantage of making the process map available in Miro is that it can be adjusted easily at any time. The Ontwerpwijzer can be adjusted through an additional library in Miro which includes all visual components of the design. This improves the usability of the concept, since the expertises that Team iD offers has been increasing over time. Consequently, the Ontwerpwijzer can become a living document that is updated to their preference.
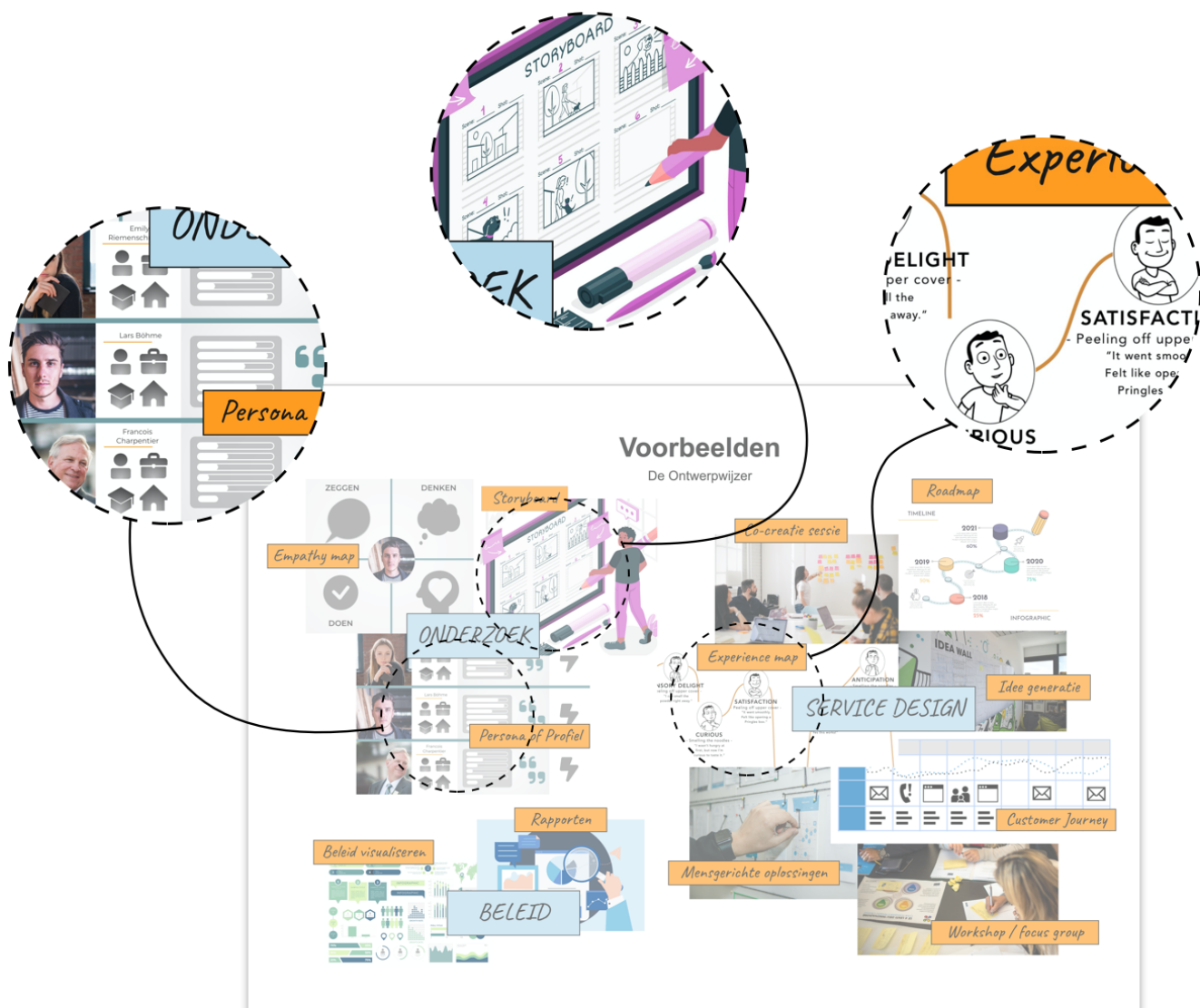

Figure 20. The third layer of the Ontwerpwijzer: Design Examples

6.4 Use scenario

The Ontwerpwijzer is used when a designer comes into contact with a policy (execution) expert. The use scenario is as follows and supported by figure 21:

1. The design team receives an email from a potential client: a policy expert or policy (execution) expert is interested in the design expertise, and they have a project which they want to carry out in collaboration with designers.

2. The design team sends an application form to the client. This form contains several questions to determine the type of project. The intake meeting is planned between the designer and expert, which is often a face to face meeting.

3. The intake meeting takes place at a conference room at the municipality of The Hague. The application form and the project details are discussed, together with the role that the designers will fulfill during the project.
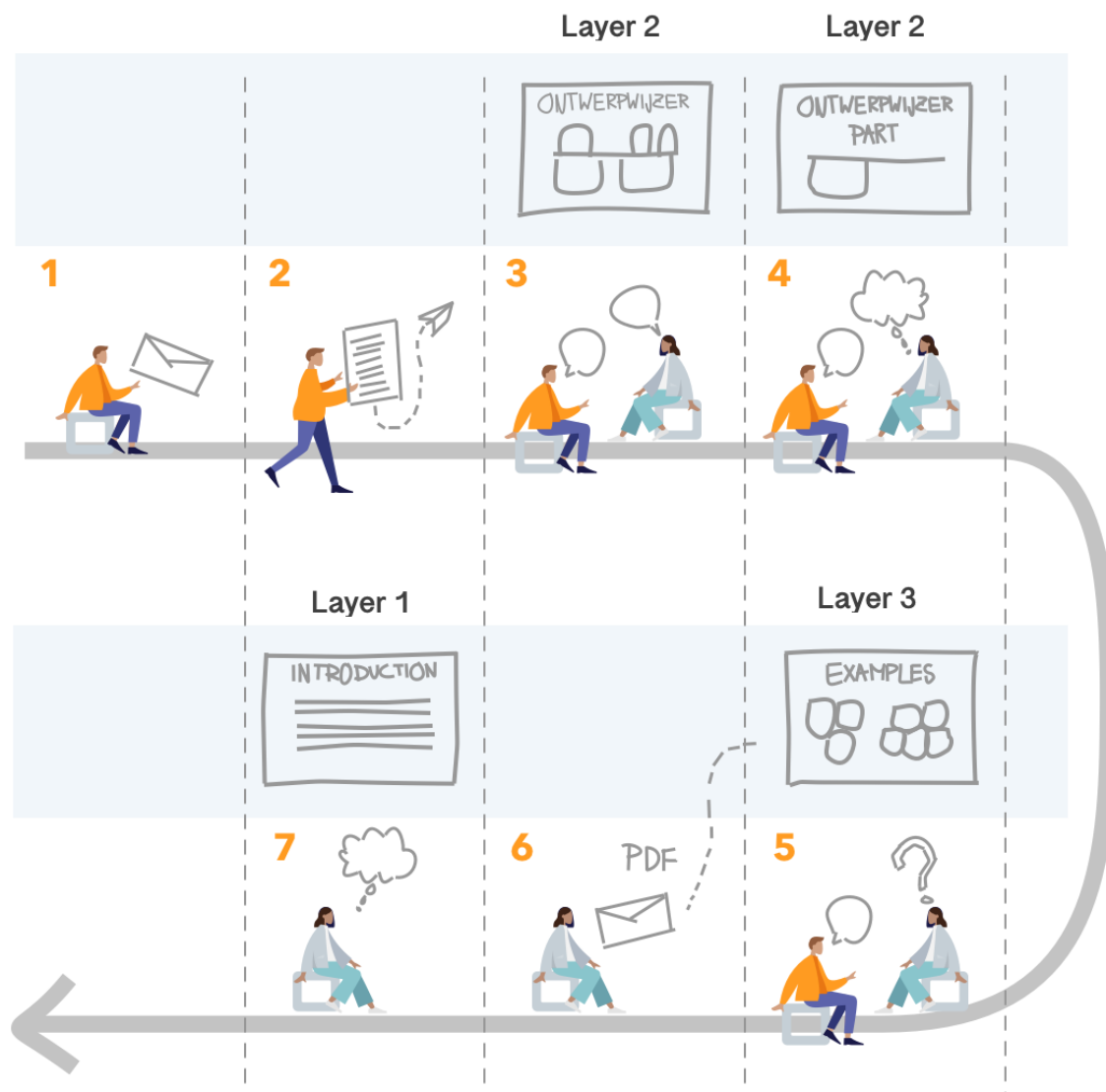

Figure 21. The use scenario of the Ontwerpwijzer

4. During the intake meeting, the Ontwerpwijzer makes its first appearance. **The second layer of the Ontwerpwijzer**, i.e. **the conversation tool,** is shown on a large screen in the conference room, which presents the different policy phases and the value that design can offer for each phase. Firstly, the tool can be used to determine in which phase the project is currently, and which phases have already been completed. Secondly, the phases that need to be performed can be discussed and the contribution of design in those phases.

5. Based on the information from the application form, the designer can choose to focus on certain phases which need the most attention. For this case, certain phases can be highlighted in Miro which adds an extra focus to the relevant phases.

6. At some points during the conversation with the policy (execution) experts, it might become useful to turn towards the **third layer of the Ontwerpwijzer.** This layer shows the concrete deliverables that designers can produce. Therefore, this helps in discussing the concrete value of designers and how experts can use these deliverables.

7. After the intake meeting, the complete Ontwerpwijzer is sent to the client as a PDF document, so that the discussed matter can be reviewed. Next to the discussed layers in this scenario, this document also contains the **first layer of the Ontwerpwijzer**: the Introduction. As this layer explains the value of design with sources of research, it might help the policy (execution) experts in understanding why and how the design approach can bring additional value to their usual working procedures.

6.5 Feasibility

The feasibility of this concept is determined based on a few conditions. The context and its components in which the Ontwerpwijzer should be used already exists, namely the context of an internal design team within the municipality of the Hague, designers, clients, policy or policy execution projects and an intake meeting. As these conditions are already there, this would make the concept feasible.

The feasibility of this concept can be increased if it is used as a living document that is adjusted over time. During the course of this project, the design team has acquired team members with expertises other than (qualitative) researchers and service designers, such as data analysts and quantitative researchers. With these new additions to the team, it has considerably more to offer than at the time of the study of this project. Moreover, the new expertises are able to fortify the design expertise and improve its credibility and acceptance.

Hence, it would be valuable if the Ontwerpwijzer would be adjusted by adding the new expertise after delivering this project.

6.6 Desirability

To assess the desirability of Ontwerpwijzer, the perspective and needs of both designers and policy (execution) experts are examined.

Designer's point of view

At the moment, designers are consulted when experts 'want to do things differently' and try something 'out of the box', or even when research with citizens needs to be outsourced. However, this is not the spot designers want to take in. In response to this, designers feel the need to spread their knowledge and expertise, and to increase their visibility within the municipality. Designers would value a place in the policy-making process in which they are recognized and considered more than is currently the case.

Secondly, designers also want to enlarge their impact by having a larger role in the policy phases than is currently the case. The aim of the process map is not necessarily to spread the expertise of design across the municipality, since the concept is used when clients have already gotten into contact with Team iD. Instead, the concept takes one step back, and improves an interaction that is already there with clients they are already exposed to regularly, namely the intake meeting. This interaction holds an opportunity for improvement by informing clients what design is about and why it is valuable. By doing so, the design expertise is spread through the clients. Although this is on a small scale, from the study became clear that word-of-mouth advertising is one of the most important means in how people learned about team iD.

Thus, it is expected that the designers would benefit from the aim of the Ontwerpwijzer to inform experts on the value of design. Therefore, the design is considered desirable for designers.

Expert's point of view

For a policy (execution) expert who is responsible for a certain policy field or a specific public service, it can become difficult to innovate repeatedly. It follows that at a certain point they might develop a tunnel vision on their work, and thus the need for other people to think along with how to improve their policy or public service. Next to this, it has become clear that the municipality is trying to bring in the voice of the citizen increasingly, but that it lacks the expertise to properly do this. This forms an opportunity for the designer to step in who has the expertise and ability to apply human-centered tools and methods that consider the human-perspective. Additionally, the insight from designers can be used as substantiation in the policy documents that the policy (execution) expert deliver to the bench of Mayor and Aldermen.

Giving the citizens a voice during policy-making happens in numerous ways at the moment. These means however, do not establish real contact with citizens and thus it can be questioned whether the information retrieved through these ways creates a true understanding of citizens' needs. This is where designers could complement the municipality and fulfill its need to establish contacts with citizens.

6.7 Viability

The Ontwerpwijzer introduces design to the world of policy-making by showing why and where design can deliver positive contributions to the policy-making process and what the added value of design is. If this concept is put to good use in the coming year, it is expected that the latter three will result in more acceptance towards designers and recognition of design's value. Consequently, designers and experts will also find more ways to improve their collaboration, acknowledge differences and know how to handle the challenges which are caused by their different working approaches. Under these circumstances, there will be more space for designers to practice their expertise and to increase their impact.

On a longer term, the above-mentioned will allow for the municipality to organize structures that accurately and systematically assess if involvement of research and design is needed and valuable for each policy project. Additionally, each department could have an indicated design team which is regularly consulted by its policy or policy execution experts. The advantage of a designated design team for each department is that the designers will gain experience and become experts on the public services of that specific department. Ideally, the design teams are structured in such a way that the department budget is not needed in order to consult a designer in their department, i.e. a fellow colleague.

7.

Conclusions

7.1 Reflection

This project commenced in the late summer of 2021, and thus the qualitative study for this project took place in the same period. From halfway the project onwards, the project was subject to significant delay due to personal reasons. Because of this, the project has taken a very different direction than was previously planned. This imposes several limitations for the project.

An important effect is that the momentum for this project was lost after the delay. Since the qualitative research was executed in the summer of 2021, the relevance of the research outcomes can be questioned at this present moment. This is particularly noticeable in the gradual changes which occurred within the design team and some of which are still taking place. As described in paragraph 3.7 and 3.8, the design team has been taking measures against the fact that the value of design remains quite unknown in the municipality of The Hague. Not only has the composition of the design team changed through the addition of other disciplines, the design team has also decided to take the lead more in acquiring projects.

As a consequence, the *Ontwerpwijzer* does not fully portray the value that the 'design' team offers, since this value has increased by offering more expertises than research and design. However, the design of the Ontwerpwijzer can still be made useful within the current context of the team. At the moment, a user experience (UX) designer of the team is working on mapping and visualizing all the expertises that their team contains, because of the significant changes in the team composition. Due to the delay and time constraints, it was not possible to contact this designer with the aim of integrating the designer's visuals and the Ontwerpwijzer. Nevertheless, achieving this integration is still possible after the delivery of this graduation project.

The recommended steps in doing so are further discussed in paragraph 7.3 *Recommendations.*

Other consequences of the delay are that certain planned activities had to be cancelled. Originally, the idea was to contact other municipalities as well to compare the findings of the initial research at the municipality of The Hague with those of e.g. Rotterdam and Amsterdam. Since the design teams are differently organized at those municipalities, this could have been interesting to compare.

Moreover, the process map which has been transformed into a conversation tool was supposed to be an intermediate deliverable after the midterm. Afterwards, this map could have been used to signify the opportunities or challenges to design for.

Although the process of this graduation project and therefore its result turned out differently than presumed, this thesis contributes to the broader context of applying design practices at municipalities and public organizations in general. Through the qualitative research at the municipality of The Hague, knowledge has been gained on the collaboration between designers and policy (execution) experts, the complexity of and working procedures of policy-making, the challenges and frustrations that designers and experts experience, and how valuable contributions of designers can be used.

7.2 Service recommendations

Due to the momentum in which the project finds itself in at the moment, the recommendations regarding the Ontwerpwijzer are twofold.

7.3.1 Validation test

In the first place, it is recommended to carry out validation tests with the Ontwerpwijzer at the municipality of The Hague over the next 6 months to assess if the concept contributes to bringing the worlds of design and policy together. For a proper validation, the tests should be carried out during the intake meetings with new clients who have not collaborated with designers yet. The tests can be assessed by asking how design is perceived after using the concept in the intake meeting as described in paragraph 6.4 *Use Scenario*. Next to this, if both parties decide to collaborate together, the extend to which the proposed expanded role of the designer (or researcher) is explored and experimented with can be used as an assessment too.

Positive outcome
If the concept is validated through these steps and thus fulfills its purpose, next steps can be taken in improving the *Ontwerpwijzer*. Firstly, it should be examined which parts of the Ontwerpwijzer have contributed to the validation of the concept, which should subsequently be used in the next version of it.

Furthermore, it is advised to improve the 'Design examples' layer by including concrete examples of successful projects that team iD did for other departments of the municipality. As examples, the projects which have been done more recently and the projects in which multiple departments were involved (and thus large projects with impact) are preferred.

Secondly, it is recommended to look for possibilities to integrate the Ontwerpwijzer with the intake form that team iD uses to determine the type of project. Since the intake form can determine the policy phases in which collaboration will take place, the intake form could be part of the Ontwerpwijzer in which for example policy phases can be 'ticked' if they have been covered already. In doing so, the Ontwerpwijzer will be more embedded in the context of the intake meeting. Although the Ontwerpwijzer already covers the general information that is addressed, the design could more align with the details that are discussed in the meeting. For example, a canvas could be included in the Ontwerpwijzer with topics or questions that should be addressed, and space to write down short notes.

7.3.2 Team iD's expertises: Design complete overview

expertises of team iD. As mentioned before, team iD has expanded with other expertises than design over the last year. Therefore, a UX designer is mapping and visualizing all the expertises at the moment to create a complete overview of the skills of team iD. Importantly, this recommendation can be followed regardless of the outcome of the validation test. Based on the outcome however, this recommendation varies slightly.

In the case that the validation test indicates that the *Ontwerpwijzer* does fulfill its purpose, the design can be used as a foundation to add the other expertises of team iD. In this way, the *Ontwerpwijzer* contains an adequate overview of all the expertises of the design team. Although this project aims to increase the impact of design in the municipality of The Hague, the convergence of multiple expertises can fairly contribute to human-centered public services (bron). Moreover, such an overview can be used to show how the other expertises can support the advices, solutions and other results that design proposes.

In the case that the validation test indicates that the *Ontwerpwijzer* does not fulfill its purpose, it is advised to integrate the *Ontwerpwijzer* and team iD's visual by using the content of the former to supplement the visual. As a supplement, it can be chosen to e.g. add the lay out with the policy phases, the different aspects of added value of design, and/or the proposed future added value that needs to be explored still in the collaboration between designers and experts.

7.3 General recommendations

In addition to the complete overview of expertises of team iD, it is advised that design acts as the principal focus of the overview. Bringing design into focus is important, since design is a new, unknown and mostly underestimated expertise that has untapped potential that could tackle complex, social issues. As Schaminée (2018) mentions, for these issues it is advised to have the design expertise as the key approach, and other expertises as a supporting approach. Although examples of successfully applying design for social issues in public organizations are growing, there is a lack of evidence that design has added value. Therefore, design deserves all the more attention in order to receive acknowledgement within the municipality of The Hague.

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