MOVING FORWARD TOGETHER

A systemic design intervention for
policy-making in a Forensic Psychiatric Centre

Master thesis
Strategic Product Design | TU Delft
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2024

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Master thesis

MSc. Strategic Product Design

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In collaboration with

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Disclaimer.

To ensure confidentiality in this thesis, a few disclaimers must be made.

The name of the FPC in which this research takes place will not be named.

The employees spoken to will be referred to by discipline category, but not named with their specific disciplines.

The process also lacks visual documentation in the form of photographs, as it is not possible to bring a phone inside. The documentation will rely on written notes.

Preface.

Before you is my master thesis report. This is the documentation of the final leg of my studies. Throughout my masters, I had the opportunity to work on many projects for as many different clients, and explore and develop my capabilities as a strategic designer.

I was given the chance to get a glimpse behind the curtains of an usually inaccessible part of the Dutch public sector: a Forensic Psychiatric Center. In this context, I researched the process of internal policy making and the potential added value of a Systems oriented Design approach within this process of policy making.

I want to thank all the people that have made this project possible. First and foremost my graduation committee, for many inspiring conversations along the way. For giving me direction when I was lost, but also letting me explore my intuition. Jotte, your expertise and guidance was of great value in pushing my creativity and making me reflect on the steps that I took. Willemijn, for your knowledge of the public sector and critical attitude. That the way things are should not be taken as a permanence but as something that we can and should challenge.

Also a big thanks to my external mentor, for giving me this interesting, challenging and fun assignment. Your trust and advocacy for me and my project within this context has been so valuable. You got me in the door, and were there for me in navigating this complex context.

Also to everybody at the Forensic Psychiatric Center, who were kind enough to dedicate their time, energy and expertise to help me along. You always spoke to me so openly, and helped me gain a thorough understanding of the context and the internal dynamics. Without you, this project would not have been possible.

Lastly, to all those who patiently listened to my struggles and triumphs throughout this journey. Your unwavering support, encouragement, and inspiration fueled my dedication to see this project through to completion.

Enjoy reading!

Marloes van Dijk

Executive summary.

Forensic Psychiatric Centers (FPC's) provide treatment for patients placed under the Dutch Entrustment Act, aiming to protect society and rehabilitate offenders (De Boer & Gerrits, 2007). Recent developments, such as the 2017 murder of Anne Faber, have increased pressure on FPC's, with a steady rise in patient numbers and budget cuts of 10% over the past 5 years (Knoester & Boksem, 2020; DPG Media Privacy Gate, n.d.). This strain is exacerbated by staffing shortages and high turnover rates. Operating within the FPC system requires precision, given the severe consequences of errors, and involves navigating diverse stakeholder interests, each with their own risk and error considerations.

The policy-making process of the FPC has to address this complexity. The traditional, linear approach to policy making has been said to not always be well equipped for dealing with this complexity. With these given factors, the opportunity was observed to explore the potential added value of a Systems oriented Design approach in the process of policy making. This project has been initiated within that question:

"How can Systems oriented Design approach play a role in the process of policy-making in a Forensic Psychiatric Centre?"

Literature and empirical research findings reveal that the process of policy-making is hindered by different factors, both in the 'hard' systems, like the Document Administration Platform, and the 'soft' systems, which lies in the relationships between actors in the system. In the latter case, a Systems oriented Design approach can be beneficial. The design vision therefor focusses on these relationships:

"The FPC as a collective, that together strives towards an open and learning organization."

The leverage point that was deemed most fruitful to bring this vision into the organization, is the moment of starting the process of policy implementation, when the transfer of responsibility from the Policy advisor to the workforce occurs.

The final concept includes a design intervention to promote this feeling of a collective within a large organization. The intervention aims to address the feelings of uncertainty and distrust that accompany the moment of transferring responsibility from one party to the next.

The intervention "The Implementation Kit" proposes the hosting of a Handover Ceremony to facilitate this transfer. It aims to clarify the roles and responsibilities in the implementation process that is to come, and offers moment to celebrate this new development. By including employees from different departments and disciplines, it can strengthen the connections between parties that don't often meet in their usual daily activities.

Lastly, recommendations are made to the further development and implementation of the Implementation Kit, based on validation interviews with both internal and external parties. The feasibility of applying this concept outside the FPC's context is also discussed.

Reading guide.

Chapter xx	Introduction to the chapter

Chapter Subtitle **Paragraph title** *"Personal quote or definition"*	**Chapter conclusions** XX

Table of Content.

Introduction.   01

This project takes place in a Forensic Psychiatric Centre (FPC) in the Netherlands.

FPC's are a part of the Dutch Custodial Institutions Agency (DJI) that most of us will have heard about. But what actually happens behind those walls, and how patients end up there, is not commonly known. This chapter will explain the context of the FPC, and highlight the relevance and need for this project.

This leads up to the initial project brief: How can Systems oriented Design approach play a role in the process of policy-making in a FPC?

The project approach and set-up of the report will also be briefly discussed.

Background: Forensic Psychiatric Centers.

First, it is important to know what a Forensic Psychiatric Centre (FPC) does, who they treat, and what makes this context so complex.

A FPC treats patients that have been placed under the Dutch Entrustment act [terbeschikkingstelling], meaning that patients are put under hospital order in order to receive forensic psychiatric treatment. This goal of this measure is primarily protection of society and treatment of the offender, in order to rehabilitate patients into the community if possible (De Boer & Gerrits, 2007). In order to be sentenced to the measure of TBS, there are a few criteria that have to be met (Ministerie van Justitie en Veiligheid, 2020; TBS, n.d.; TBS, 2023):

• The patient are not (completely) accountable for their crime, as they were experiencing serious psychiatric problems at the time of committing the offence.
• The psychiatric problems contributed to the individual committing the offence.
• The offence has to be severe: a sentence of at least 4 years is applicable.
• There is a high chance of recidivism (e.i. recommitting an offence).

Figure 1 show the process from admittance to release from a FPC for patients. Patients assessed as being only partly accountable for the offence they committed are expected to first serve their prison sentence, after which they are transferred to one of the 11 FPC's in the Netherlands. If a patient is declared to be completely unaccountable for their crimes due to their psychiatric problems, they are directly placed in a FPC to receive treatment.

The placement order has no set end-date, but there is a review every two years to decide to either extend or terminate the treatment. The patient will only be allowed to go back into society once their psychiatric issues have been treated, to the point where they can return to society in a responsible way. This resocialisation does not happen overnight, this is a process which is gradually build up. The progress of the patient is discussed with a judge periodically, at which time the judge can extend the treatment period by one or two years. The judge consults with an independent advisory committee [Adviescollege Verloftoetsing: AVT] on the progress of the patient, that in turn is informed by the treatment professionals of the FPC (Ministerie van Justitie en Veiligheid, 2020; TBS, 2023, De Ruiter & Petrila, 2018).

This approach to dealing with forensic psychiatric patients is something that is unique to the Netherlands. The FPC's are secure psychiatric hospitals with their own legal framework, falling under the authority of the Ministry of Justice. Most countries do have their own variations of forensic treatment, but this often takes a different shape. Unique to the Dutch system is the distinction that is made between levels of accountability of the patient, the type of disorders being treated in these facilities, and the high level of material and personnel security of the facilities (Weijers & Ter Woerds, 2006) .

Crime is committed

Psychiatric
assessment

Report on partial or
complete unaccountability

Verdict:
A prison sentence + entrustment measure or
only entrustment measure

Treatment in a FPC

Reassessment
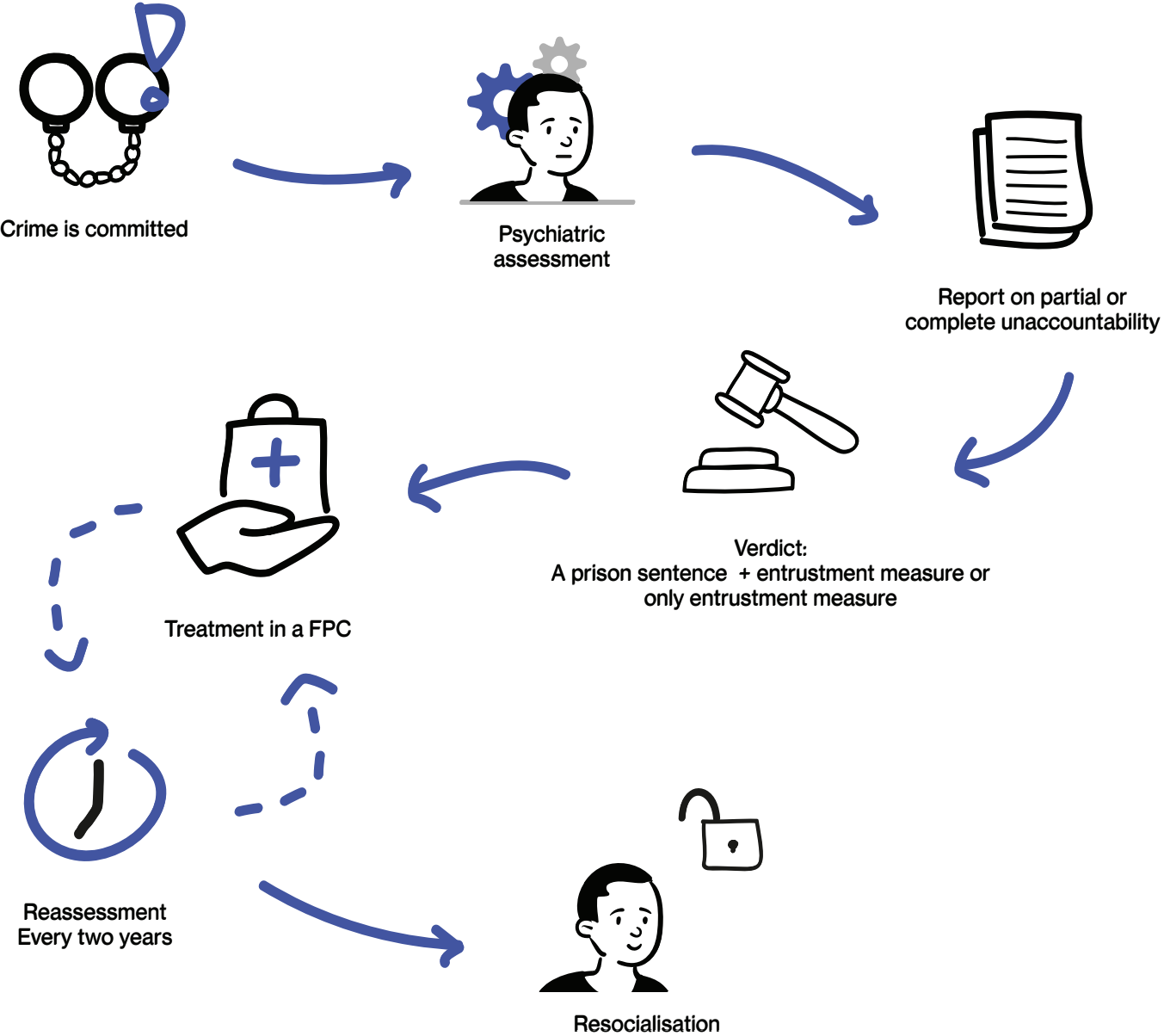Every two years

Resocialisation

Figure 01.   Process of being put under the Entrustment Act.

More patients, decreasing budget

Developments over the past years have increased the pressure on the FPC's. One major occurrence was the murder of Anne Faber in 2017 (Knoester & Boksem, 2020). The perpetrator Michael P. had been able to evade psychiatric treatment by refusing to cooperate with the psychiatric evaluation for a previous felony he committed. Upon his release from prison, he kidnapped and murdered Anne Faber. The conclusion was that the system had been insufficiently able to deal with the situation, with drastic consequences. This has made the judicial system more careful and lead to an increase in psychiatric hospitalisation being imposed on individuals (DPG Media Privacy Gate, n.d.).

Even though the number of patients continues to rise, FPC's have experienced budget cuts of 10% over the past 5 years (DPG Media Privacy Gate, n.d.). This puts extra pressure on the employees of the FPC's, as they are constantly at maximum capacity, but do not get extra resources to deal with this increase in patients. Staffing shortages and high staff turnover also play a role in this, as they do in the entire healthcare sector and safety domain (Knoester & Boksem, 2020; ZZP-erindezorg.nl, n.d.).

All of this also has a negative impact on the effectiveness of treatments. There are longer waiting times for patients to start their treatment, which means that they spend more time in prison than is desirable, or patients are not able to move forward in their resocialisation process. When they eventually do start their treatment, they can find it hard to completely open up to their therapists due to the high turnover in staff.

This prevents the professional and patient from developing the necessary trust needed for effective treatment (Knoester & Boksem, 2020).

On top of this, there are the interests of the political landscape, media and society to manage. Any incident that occurs is extensively analyzed in the media, which influences the perception of society of the FPC's, and in turn the political landscape (Brants, 2008).

This all shows that a FPC is a high intensity and very difficult system to operate in. There is very little room for error, because if errors occur, the consequences can be severe. There are many different stakeholders present in this system, with each their own interests. Risk and error take different shapes for each of the stakeholders.

99,94 procent van alle tbs'ers op verlof ontsnapt niet (maar de rest krijgt alle aandacht)

GGZ-organisaties eisen meer geld en waarschuwen voor onveiligheid

Tbs-klinieken stromen vol na zaak-Anne Faber: 'Rechters zijn angstig om fouten te maken'

Figure 02. Newsarticles on the TBS situation. From De Correspondent (2015), De Gelderlander (2022), Telegraaf (2020)

Stakeholders in the FPC

The way daily operations within the FPC are established, is through policy. Policy describes the guidelines and rules employees should adhere to, in order to work in a safe and consistent way, in accordance with legal requirements and internal agreements. There are many stakeholders involved throughout the policy-making process in the FPC. Each will be briefly introduced below. Throughout this report, the discipline groups will be indicated with a coloured dot, as seen below.

Policy Advisor (PA)
They facilitate the policy development process and manage the body of policy documents of the FPC.

Executive functions
Includes all people who work directly with patients on the workfloor.
Sociotherapist are responsible for the guidance an monitoring of patients in their daily activities.
Heads of treatment are responsible for defining the treatment plans.
Psychologists are responsible for executing treatment.
Psychiatrists are responsible for treatment and the corresponding medication.
Security, Work, Leisure and Sports employees also fall under this umbrella.

Management functions
Include all people who carry responsibility for managing either a patients' ward, specific discipline, or department.

Directors
There are two directors at the FPC. One General Director and one Director of Treatment matters. They are ultimately responsible for everything that happens inside the FPC.

Patients
Patients are an important stakeholder in this system, who are ultimately the ones that experience the effects of the policy outcomes.

External stakeholders
External parties also have a degree of influence on the policy-making system. Government bodies can dictate guidelines and legislation, the media landscape can influence the opinion of the general public and the political landscape, which can feed back into the system.
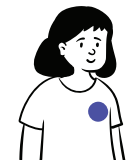
Initial Brief.

An opportunity was observed for design to help the process of policy-making within the FPC. The traditional, linear approach to policy-making that the FPC currently applies, can fall short in this complex and changing landscape. This asks for a different approach. The employees of the FPC mention that they struggle with engaging their employees with policy-making, as well as with a perceived misfit from policy to practice.

In the context of this project specifically, a Systems oriented Design approach was observed to be a potential approach to overcome this gap between policy and reality. It could offer the opportunity to better understand the issues at hand and engage people more in the process of policy-making. Also, a Systems oriented Design approach might be able to make policies more tangible and make it able to test assumptions, while gradually shaping the problem and solution spaces.

The aim of this project is to analyze the policy-making landscape of a FPC through a Systems oriented Design lens. I will analyse the system of policy-making, and identify subsequent leverage points, where small interventions may lead to big (positive) effects throughout the system. For one of these leverage points, a suitable intervention will be designed.

This leads to the initial question:

How can a Systems oriented Design approach play a role in the process of policy-making in a Forensic Psychiatric Center?

This research question encompasses three different elements that need to be explored in the research phase.

01. What is a policy and what are the boundaries of a policy in the context of a FPC?
02. What is the current approach in policy making in a FPC?
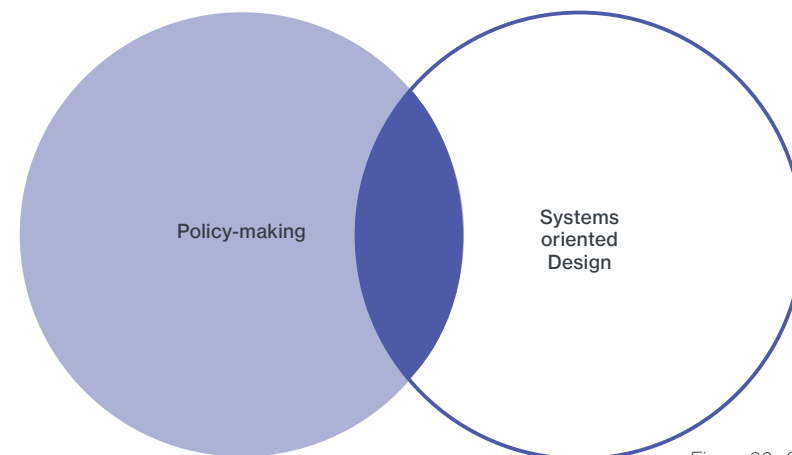03. What is the potential added value of a Systems oriented Design approach in policy making?

Policy-making

Systems oriented Design

Figure 03. Scope of this project

The report broadly follows the set-up of the Systemic Design Framework for public sector innovation (Figure 04).

Orientation and Vision setting
First, the field of Systems oriented Design is explored, and the relevance of this approach in the context of this project is established.

Explore
Secondly, a common definition of policy has to be explored. The term 'policy' in itself is not clear and can have many meanings. In order to be unambiguous about the main topic of this research, this is the first step. Subsequently, the process of policy-making is explored. Once a common definition has been defined, it becomes possible to look at how policy is made.

Each subquestion is answered through a combination of literature and empirical research. These elements are intricately linked and build on one another, which motivates the choice to address them side by side throughout the report. It will be clearly indicated which insights come from the literature and which come from the empirical research.

Insights from practice will be indicated with

Insights from literature will be indicated with

Reframe
The insights collected in the Explore phase will inform the formulation of the Design Brief and corresponding design vision.

Create and Catalyse
The final concept and subsequent implementation strategy will be developed, in which the focus will be on the designing of relationships between individuals in the system.

Continuing the Journey
Gaining the support of management and formulating a clear and convincing story will be a parallel process. The implementation strategy for grounding the concept in the organisation is discussed.
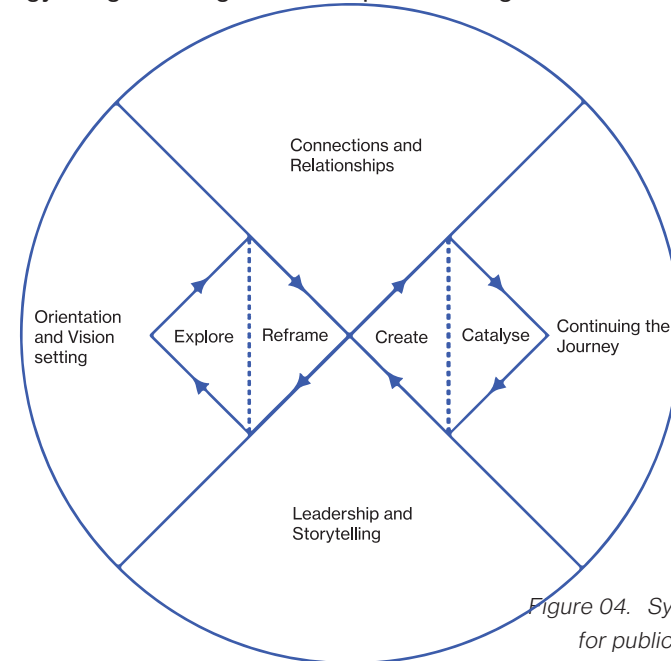
Figure 04. Systemic Design Framework for public sector innovation (Design Council, 2019)

The phase of the report will be indicated through highlighting the current phase in blue.

Methods.

The research conducted in this thesis consists of two parts. A literature study was conducted to gain an understanding of the domain in which this project takes place, as well as theoretical backing and validation of the empirical research conducted in the FPC.

01. Literature review
The literature is chosen thematically, corresponding to the sub-questions formulated in section "Initial Brief". Themes can arise from either the literature itself, or from observations in the empirical research.

01. What is a policy and what are the boundaries of a public policy?
The themes corresponding to this question are: Definitions of public policy, Contents of public policy, Governance, Nature of policy making, Bureaucracy, Technocracy.

02. What is the current approach in policy making?
The themes corresponding to this question are: Policy making cycle, Governance, Stakeholders in (public) policy making.

03. What is the potential added value of a Systems oriented Design approach in policy making?
The themes corresponding to this question are: Wicked problems, Interconnectedness of policy problems, Complexity, Systems oriented design, Leverage points, Social innovation.

02. Empirical research
Alongside the literature review, the empirical research is taking place. This research is situated in the FPC, where I spent one day a week. This makes it possible to relate the found literature to practice, and dive into the culture, processes and relationships of the context.

The empirical part of the research is synthesized in a GIGAMap. This method was developed by Sevaldson (2011) specifically for Systems oriented Design. Gigamapping is a design tool for making sense of complexity. It aids designers abilities to grasp and work with complexity. A map can include different scales of information, from very specific details to general processes. The visual approach allows the designer to connect elements across these scales, without losing sight of the complexity of the system as a whole (Sevaldson, 2011).

This map is primarily meant as a design tool for the designer to structure insights, identify barriers and intervention points. It is not meant as a communication tool. This is why the map itself cannot be found in the report but in Appendix C. The insights gathered from the mapping process contribute to answering the research questions and define direction for the designer, moving towards a solution space.

The insights for the map were gathered through interviews, observations, informal conversations and the GIGAMapping

session. The methods used in the interviews and GIGAMapping session will be briefly explained.

02.01 Semi-structured interviews

In order to get an idea of the process of policy making and the actors involved, semi-structured interviews were conducted with 6 participants. After the first three interviews, a knowledge gap was detected around the policy implementation process. Because of this, the subsequent participants were chosen because of their familiarity with the implementation part of the process.
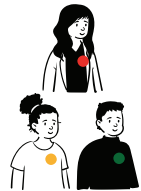
Three PA's were asked about the policy **development** process.
Three participants from executive and management functions were asked about the policy **implementation** process.

The interview guide had to be adapted slightly to fit this shift in scope of the interviews.

Set-up of the interview

The participants were asked to each choose a case of a policy development or implementation they had recently (in the past 1-2 years) been involved in. To support the recalling of process steps, the timeline method was used. This method has shown to increase the accuracy of the recalled events and serve as cues to be able to recall in more detail what had happened (Hope et al., 2013; Kontogianni et al., 2018). The timeline was constructed with the elements displayed in Figure 05.

Participants were asked to map out the different steps as they were speaking, including the activities, actors, and challenges or successes of these different steps. This was especially helpful
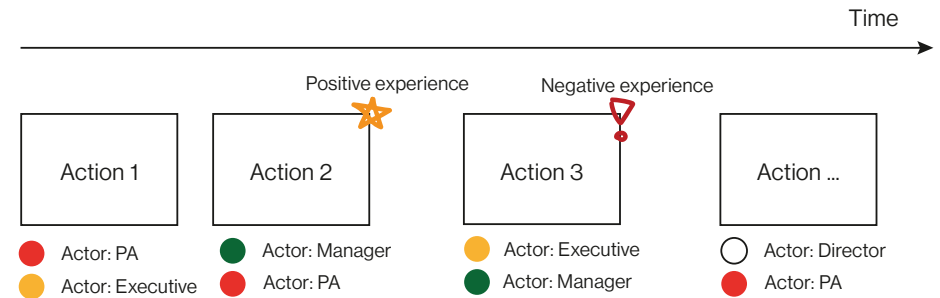
Figure 05. Timeline method of interviews.

for the researcher, as no documentation apparatus could be taken into the FPC, hindering any recordings being made of the conversations. Each subsequent interview was used to validate and enrich the findings of the previous conversations.

02.02. The GIGAMapping session

Multiple stakeholders were identified through the interviews. A selection of these were invited to join the session to further enrich the discovered insights, and zoom out to look at the relationships across the system. This was done in order to identify the types of relationships present between actors (accountability, responsibility, and influence). From the constructed maps, points of interest were identified, for which possible design solutions were suggested in the form of concept posters. In Figure 06, one of the exercises of the session can be seen.

An overview of the interview guides, session set-up and used materials can be found in appendix A and B respectively.
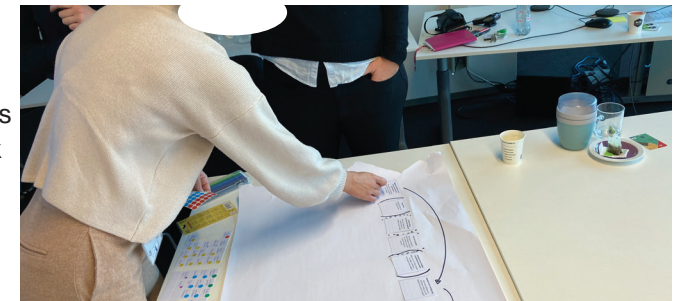
Figure 06. The GIGAMapping session

Conclusions.

In this chapter, the starting point of the project was laid out. The context of FPC's and policy-making was explained, from which the initial brief arose. The research methods used in the 'Explore' phase of the project are introduced.

With this foundation in place, the next chapter will dive into the lens of this project: Systems oriented Design. This will contribute to the Orientation and Vision setting.

Orientation and Vision setting.
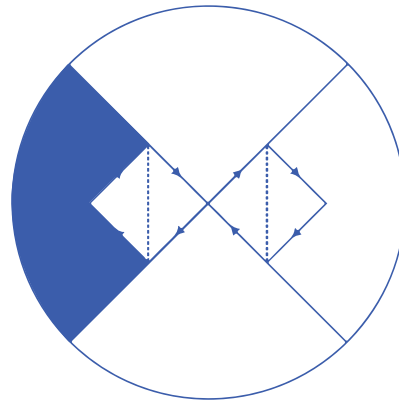
Systems oriented Design.   02

The initial question driving this project is to explore whether, and in what shape or form, Systems oriented Design can take a role in the process of policy-making.

To be able to approach this project through a systemic lens, first the relationship between policy-making and Systems oriented Design must be defined. Why is this approach relevant for public policy problems? Secondly, an understanding of the field of Systems oriented Design must be developed.

In this chapter, the characteristics of public policy, Systems oriented Design and its underlying principles will be explored.

Policy making as a complex (systemic) problem.

Public policy-making has been established in literature as a process that deals with wicked problems (Rittel & Webber, 1973; Kwakkel et. al., 2016; Termeer et.al., 2019; Daviter, 2017). The first definition of 'wicked problems' was posed by Rittel & Webber in 1973:

"A class of social system problems which are ill-formulated, where the information is confusing, where there are many clients and decision makers with conflicting values, and where the ramifications in the whole system are thoroughly confusing."

Rittel and Webber (1973, p. 159) drew the parallel between this definition of a wicked problem and the issues public policy aims to address, thinking of it in a systemic way: *"We have been learning to see social processes as the links tying open systems into large and interconnected networks of systems, such that outputs from one become inputs to others."* Public policy problems have been proven to be complex things, where the problems at hand are far from obvious, and the effects of interventions are hard to define and even harder to predict the outcomes of (Janssen & Helbig, 2018).

The linear, analytical and theocratic approach of policy making as we know it is poorly equipped for dealing with this type of problem. It assumes that there is a 'right' way to do things, which can be achieved by doing extensive research and including the right expertise in the development of new policy. It does not acknowledge the complexity and unpredictability of the problems at hand, often resulting in negative ripple effects of proposed solutions, which can be felt throughout the system.

Approach to complex problems.
Complex problems ask for a different approach.

Snowden (2004) developed the Cynefin framework (Figure 07). The framework describes five decision-making domains: clear, complicated, complex, chaotic and confusion. Each domain describes a mindset in decision-making needed in a particular situation. Following the definition of public policy as a wicked problem, we can state that this type of challenge falls into the "complex" domain (highlighted in blue in Figure 07): a domain where both cause and effect can only be determined in retrospect, and there are no "right" answers to any given problem.

The mindset connected to this specific domain is one of probe-sense-respond. There is a need for a more experimental approach to test the effects of an intervention. These experiments should be designed in a way that is safe-to-fail, to minimize negative effects if an experiment does not work out as intended. Through this probing, one can sense how the system responds to this intervention, learning about cause and effect in a controlled setting before making a decision about whether or not to roll out a solution on a larger scale. These practices are named 'Emergent practices'.

Public policy problems lie in the 'Complex' category

Complex

Probe

Sense

Respond

Emergent practices

Complicated

Sense

Analyse

Respond

Good practices

Confusion

Novel practices

Best practices

Chaotic

Act

Sense
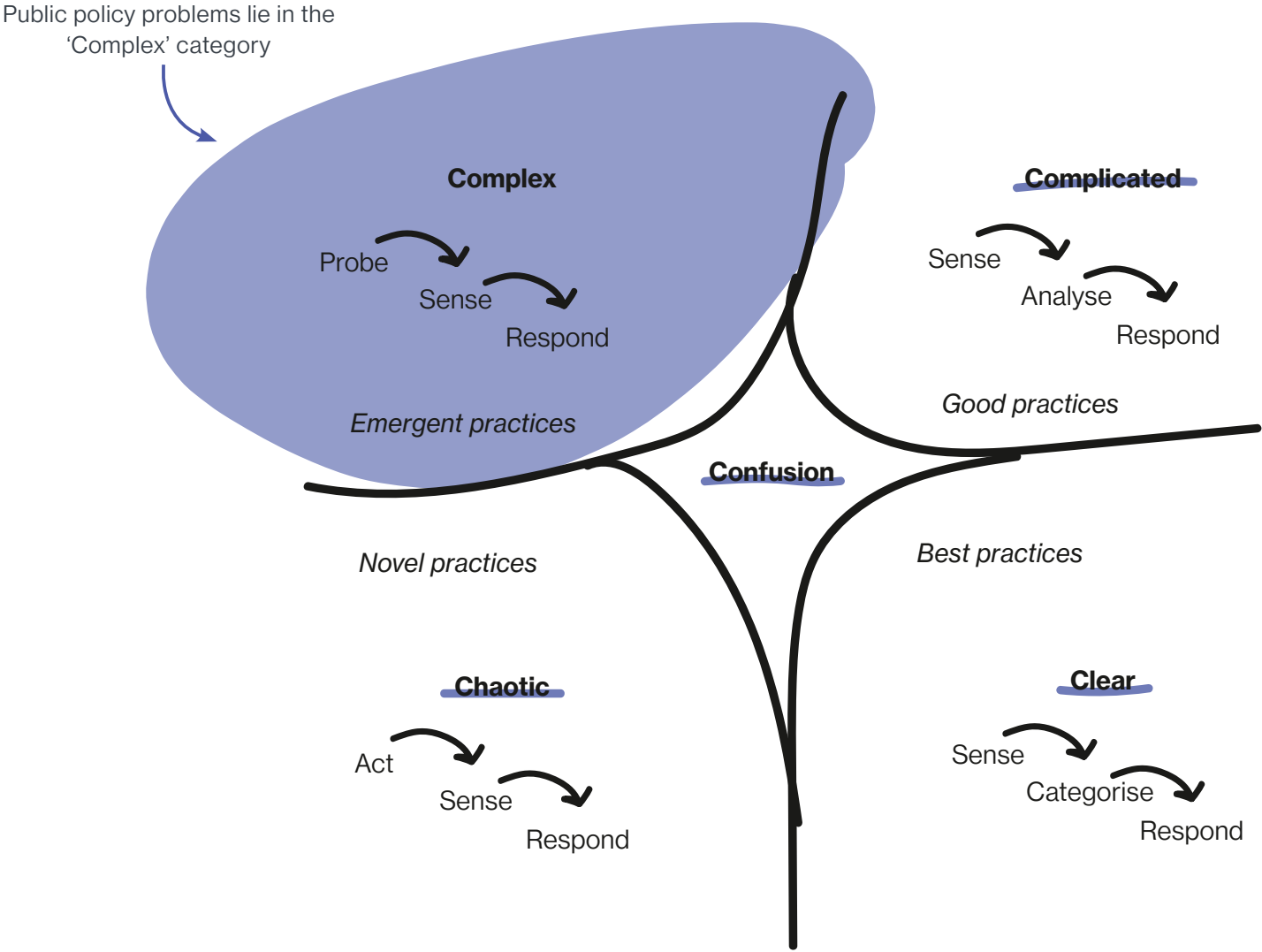
Respond

Clear

Sense

Categorise

Respond

Figure 07. The cynefin model (Snowden, 2004)

Systems oriented Design.

This approach to complex problems aligns with approaches taken in the field of Systems oriented Design (SoD). I say "approaches" here because there is no singular method or paradigm that the field commits to. This is a deliberate choice, as the problems encountered in this field require pluralism and variety in the approaches (Sevaldson & Jones, 2019). However, the underlying principles are consistent throughout practice.

While the approaches to SoD differ from context to context, Van der Bijl-Brouwer & Malcolm (2020) have defined five principles for Systems oriented Design approach in a social innovation context. These principles form the basis for SoD in this context.

Opening up the problem space and acknowledging the interrelatedness of problems.
Recognizing that issues are interconnected and cannot be effectively addressed in isolation. It is crucial to consider these interconnections when formulating the problem, not solely focusing on the primary question.

Developing empathy with the system
Acknowledging and exploring the array of perspectives among stakeholders in the system, and navigating the tensions that arise from such diversity.

Strengthening human relationships to enable learning and creativity.
Emphasizing the transformation of systems by targeting and enhancing relationships among individuals in the system, especially by fostering learning and creativity. This involves an emergent approach, allowing actors the freedom to construct their own ideas without imposing top-down directives (conditions, infrastructure, or enabling platforms).

Influencing mental models to enable change.
Identifying prevailing mental models that hinder the system from facilitating more positive outcomes. While challenging to achieve, this is the strongest leverage point for bringing about systemic change.

Adopting an evolutionary design approach
Taking incremental steps to redirect problematic situations towards a desired outcome, while keeping a broader vision in mind. Seeking momentum within the system through small interventions.

Systems oriented Design (SoD) is inherently generative and creative. The system is probed by the designer to imagine how it might react (sense), in which way they can learn about the system (respond) (Sevaldson, 2017). This aligns with the probe-sense-respond approach described by Snowden (2004).

Conclusions.

02

In this chapter, the suitability of public policy problems for a Systems oriented Design approach was assessed.

By establishing the complex nature of these problems, it can be concluded that the traditional approach has proven to fall short. These complex issues ask for a probe-sense-respond approach, which is inherent to Systems oriented Design. Therefore, the SoD approach will be at the foundation of the execution of this thesis, as well as the foundation of the to-be-designed intervention further on in the project.

Using the principles of SoD in a social innovation context as a starting point, the topics of policy will be explored in the next chapter.

Explore.
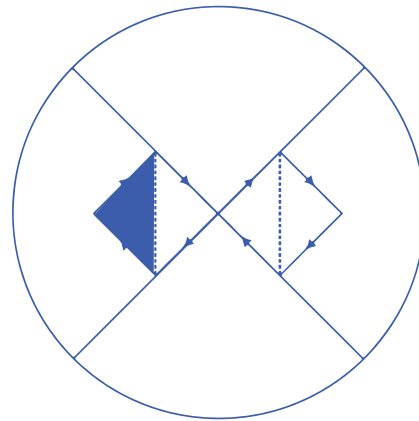
What is policy.   03

Before we can examine the process of public policy-making, it is important to know what the term 'public policy' means. What is public policy, what does it do and what are the boundaries of it? This will form the foundation of this project and will help to shape a common definition of the domain.

First, a general definition of public policy will be formulated, as well as the contents of such a policy. The definition from literature will subsequently be compared to the definition of policy in the FPC, which was found through the empirical part of this research.

Definition of policy.

One of the most established definitions in public policy literature is the one by Jenkins (1978). This definition highlights the complexity and interconnected nature, the need for goal-setting and resource consideration of public policy and will therefor be taken as a starting point for exploring this aspect.

A public policy is: *"A set of interrelated decisions taken by a political actor or group of actors concerning the selection of goals and the means of achieving them within a specified situation where those decisions should, in principle, be within the power of those actors to achieve"*

Firstly, it mentions that a policy is "a set of interrelated decisions". This shows that a policy is not a static object, but rather is made up of multiple decisions that cumulatively lead to an outcome (Howlett & Cashore, 2014; Bekkers, Fenger & Scholten, 2017). This shows the complexity of a policy, as every decision contributing to the policy might fall to different actors within a government, and might involve many non-state actors that are not immediately visible.

Secondly, this definition also addresses the contents of a policy: "selection of goals and means of achieving them". A policy should describe the goals that ought to be reached, once the implementation of this policy is complete, as well as the means and resources needed to achieve these goals (Bekkers, Fenger & Scholten, 2017).

Lastly, this definition includes "those decisions should be within the power of those actors to achieve". This highlights that whatever policy decisions are made, the capacity of the executive actors should be taken into account. The allocation of resources should be achievable for them, in order to ensure effective implementation of the policy (Howlett & Cashore, 2014).

In order for a government to define public policy, it also asks a government to correctly grasp the problems at hand. A public policy is perceived as a solution to a problem or way of moving to a desired state, but this all relies on properly understanding what the problem is (Vaz-Canosa, 2021). All actors at play within the boundaries of a public policy have their own interpretation of the problem, as well as what counts as a proper solution.

Technocracy in policy making

We cannot ignore the external factors that influence policy making. Policy is not made in a vacuum, but is situated in reality and is therefore subject to influence from prevailing ideologies, assumptions, values, power structures, conflict and division (Simeon, 1976; Ball, 1993). The public sector has a long history with bureaucracy and a the corresponding technocratic approach, assuming that a 'right' answer can be formulated if enough data is collected.

In reality, there is often no right solution. Resources are limited, goals and objectives can often not be easily compared

to each other (Simeon, 1976). The outcomes can be equally unpredictable, we cannot always predict what wiggle room actors might find for themselves within the policy once implemented (Ball, 1993).

However, we cannot completely discard bureaucracy. Because of the high complexity of the public sector and the number of actors involved, some sort of structure is needed in order to keep order in the process. The key is here to find a balance between an explorative approach and a closed approach (Vaz-Canosa, 2021; March, 1991).

Content of a policy

As discussed before, a public policy is a complex entity that is formed in the aggregate of multiple decisions taken by multiple actors within a given context. These decisions can be taken at different levels of abstraction, ranging from abstract, to specific, to very concrete, in which each element might involve multiple different actors. In Figure 08, the concept of public policy an its elements can be seem. The different elements will be elaborated upon below (Howlett & Cashore, 2014).

Abstract goals and conceptual means

 Goals: What are the general types of ideas that guide policy development, what is the overarching larger goal?

 Instrument logic: What logic guides the implementation preferences, what logic are we going to use to ensure implementation?

Specific instruments chosen to execute the policy

 Objectives: What does the policy aim to address, what is the specific problem we try to tackle?

 Mechanisms: What specific types of instruments are used, how is the logic executed in practice?

Concrete set-up used when these instruments are put into action

 Settings: What are the specific requirements of the policy when put into action, what does it need to do?

 Calibrations: In what way is the instrument used, how is the instrument set up?

A complete policy must include all the elements named above, in order to cover facets of the situation in which the policy aims to intervene, as seen in Figure 08.

Set of interrelated decisions Goals and means Within capacity to achieve

Public policy

Abstract goals and conceptual means Specific instruments Concrete set up
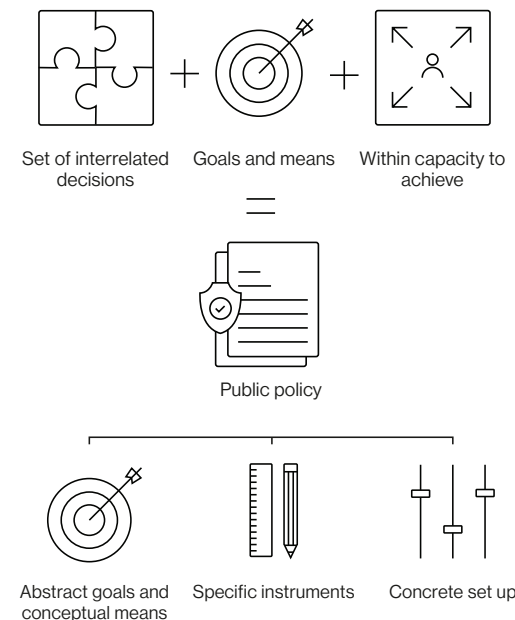
Figure 08. Definition & content of public policy

Policy in the FPC.

When looking at the definition of policy in the context of the FPC, it can be stated that the FPC has quite an interesting position. The FPC falls under multiple higher levels of government. In some cases, the need for (new) policy comes from these organisations. These institutions provide the general outline of what the policy should be, or new legislation is put in place that the FPC has to incorporate in daily operations. The FPC does have the freedom to decide how they are going to fill in the specific details.

The FPC has Policy Advisors (PA's) that carry responsibility for the development and administration of policies. The first conversations and interviews gave insight into the policy landscape of the FPC. Multiple internal documents were also provided to substantiate these insights.

After reviewing the documents provided, a general definition of what constitutes a policy (Quality document) within the context of this FPC was found in the consulted internal documents, concerning the defined process of internal policy making.

"How to work in accordance with legal requirements, internal agreements, and in an unambiguous manner. Documents can be consulted by employees to support them in their work and other work-related business."

From the interviews, a more general definition was also defined.

"A policy discusses agreements about operations and ways-of-working that are valid over a longer period of time, to ensure a consistent way of running the FPC."

The general idea here is that a policy describes the ways in which the employees of the FPC should conduct their work, and the strategic ideas behind them. These should all be aligned with the mission and vision of the FPC to make a coherent story throughout all policy documents and subsequent activities.

Comparison to the literature

When comparing this to the definition found in the literature, it shows many of the same elements. The working definition acknowledges the interrelatedness and overarching goals: legal requirements and internal agreements.

The quality documents are supposed to be supportive of daily activities happening throughout the FPC. The documents are gathered and made available to the organisation through the Document Administration Platform. All employees have access to this platform, and are expected to check regularly to see if they are working according to the latest guidelines.

Types of policy in the FPC

There are multiple levels of abstraction on which documents can be formulated. In many cases, one policy topic might have multiple associated documents, with their varying degrees of specificity. It differs per topic which elements are or are not included. The more specific the documents get, there are usually more of them. The types of documents were found in the consulted internal documents. How the different types are related is depicted in Figure 09.

- Policy [beleid]: a document that describes (proposed) policy. Policy is a behavioural line for realizing certain goals. This can be applied to organisation-transcending, organisation wide or thematic policy.

- Process [proces]: A sequence of activities that have been logically and chronologically ordered and that are oriented towards reaching certain outputs that benefit internal and/or external stakeholders.

- Protocol: A binding prescription, in which a step-by-step approach for how, whom, and with what resources activities and acts should be executed. Protocols are based on rules and agreements and have a judicial foundation.

- Work instruction [werkinstructie]: Detailed instructions by which certain work activities can be executed independently.

- Form [formulier]: A medium by which information, applications or notifications can be filled in, in a uniform, complete and systematic way.

- Format: a template/example by which information can be captured in a uniform, complete and systematic way.

What was observed here is that the decisions that cumulate to the policy are documented separately. They are not gathered into one document. In some cases this can be attributed to the fact that those documents (e.g. protocols) can be consulted by patients. This prohibits those documents from including specific details about activities. An example of this is the manner in which room checks are executed. This information cannot be shared with patients, as it would hinder the work of employees executing these room checks.

While in some cases this is understandable, it does result in a fragmentation of the policy decisions. There is no one document an employee can refer to when looking for support in these documents. They have to consult each level of documents surrounding the topic separately. Associated documents are usually mentioned and linked at each of the document levels.
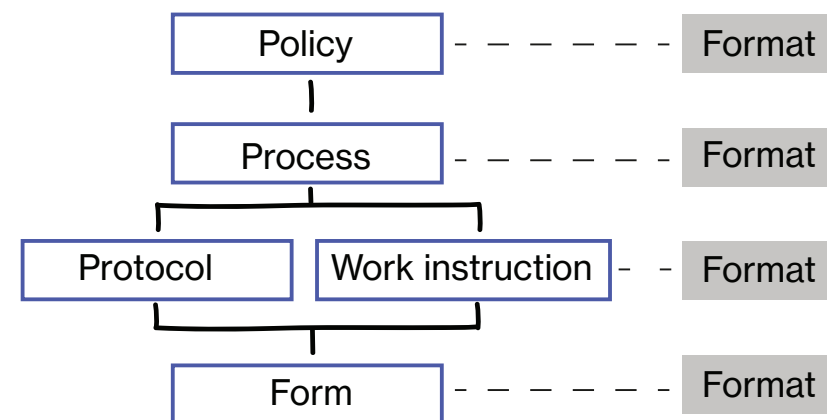
Figure 09. Policy consists of layers of documents

Conclusions.

03

By elaborating on the characteristics and contents of public policy, it has become clear that policy is a fundamental part of operationalisation of a public organisation. It deals with agreements on how to conduct daily operations while keeping the overarching goal of the organisation in mind. This is done through an interplay of different decisions, which apply to a multitude of actors within a given system.

In the case of the FPC, these decisions are scattered across different types of documents. While this is in some cases understandable, it is important to note the effect this might have on the ability of employees to find all relevant information concerning a specific policy topic.

The responsibility for the development and administration of policies falls mostly on the Policy Advisors. They facilitate these processes. Throughout this project, they will be most intensely consulted.

Now that the concept of public policy within the context of this thesis has been established, the process of public policy-making can now be explored. This will be introduced in the next chapter.
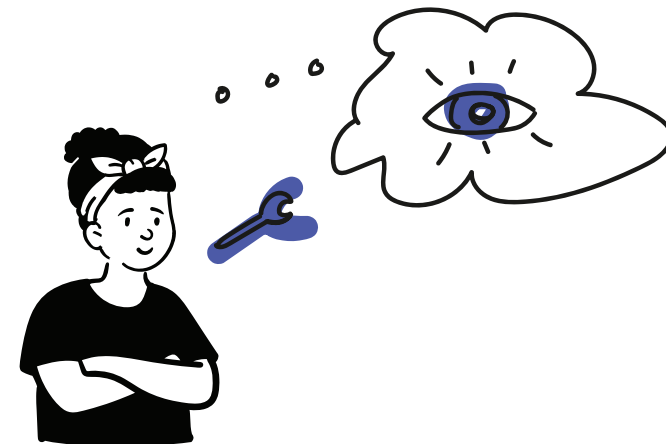
"A policy discusses agreements about operations and ways-of-working that are valid over a longer period of time, to ensure a consistent way of running the FPC."

Figure 10.   Working definition of policy

What is policy-making.

In this chapter, the workings of the process of public policy-making will be discussed. The policy-making cycle will be used as a tool for analysis of the process of policy-making in the FPC.

The different phases of the model will be briefly explained, and their presence or absence in the process of policy-making in the FPC will be examined.

These insights come from the GIGAMapping process. One of the elements was the construction of a timeline, which helped define the phases of policy-making currently present in the approach of the FPC. The timeline can be found in appendix C.02.

The policy-making cycle.

One of the most widely recognized models of policy-making is the Policy design cycle (Figure 11) (Vaz-Canosa (2021), based on Howlett, Ramesh & Perl, 2009). This framework is mostly used to be able to analyse a given policy-making process. It distinguishes 6 different phases:
(00) Problem identification; (01) Agenda setting; (02) Policy formulation; (03) Decision making; (04) Policy implementation; and (05) Policy evaluation.

The different phases will be briefly explained.
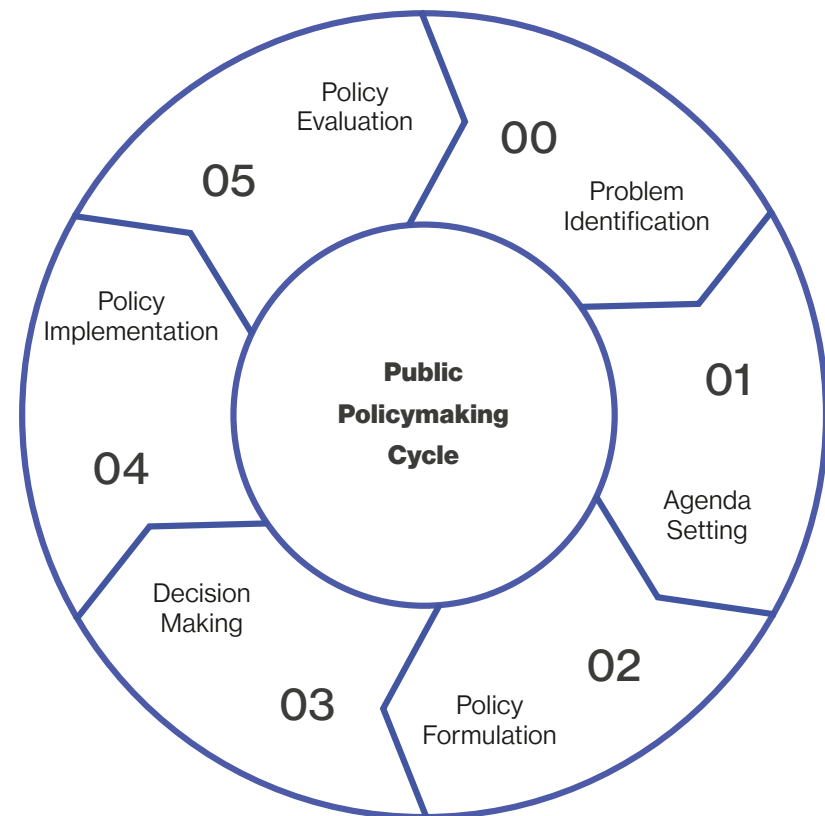
Figure 11.   Public Policymaking cycle (Vaz-Canosa (2021), from Howlett, Ramesh & Perl (2009)

00.   Problem identification
In this phase, problems are sensed (or not) in society and put up for consideration in government. This process is heavily dependent on the current environment and dominant worldviews of that specific time. This will influence which problems are put up for consideration and how these are formulated (Simeon, 1976; Ball, 1993; Vaz-Canosa, 2021).

01.   Agenda setting
The policy agenda is the set of issues that matter to a society in a specific moment in time. This is the selection from problems identified in the first phase. There can be multiple rivaling agendas at play simultaneously. Agenda setting might also be influenced by the availability of possible solutions or the political climate of that time (Vaz-Canosa, 2021).

02.   Policy formulation
 In this stage, policy alternatives for dealing with problems on the policy agenda will be formulated. It is often referred to as the 'policy design' stage. A wide range of approaches for addressing the problem will be identified, as well as the set of policy tools that each approach requires (Sidney, 2007). The policy formulation stage both expresses and allocates power among social, economic, and political interests (Sidney, 2007; Vaz-Canosa, 2021).

03.   Decision making
In this phase, the government chooses a specific course of action from the options developed. This leads to a set of interconnected decisions that various actors are tasked with implementing.

04.   Policy implementation
The implementation of a policy is expected to change the distribution power, goods, and services among the actors involved, in a way that aligns with the interests, feelings and values of the affected parties. In earlier stages, the means of achieving the policy goals have been identified, but these ask for further elaboration on those choices of instruments by the executive branches of government. (Vaz-Canosa, 2021).

05.   Policy evaluation
This phase is crucial to understanding how and if policies are reaching their proposed goals, what effect the policy has, both intended and unintended, and what the cost is. Feedback is gathered about whether the problem as formulated at the start was accurate, as well as about the policy itself. If these results are unsatisfactory, the policy can be adjusted (Vaz-Canosa, 2021).

It is important to note that in reality these different stages are not as explicitly separate. They often overlap and are not quite as linear as depicted in Figure 11 (Vaz-Canosa, 2021). This is merely a tool for analysis.

Policy-making cycle in the FPC.

The policy-making process of the FPC was compared to the phases described in the previous section. Each phase will be briefly examined. How are they present, or neglected, and what is the effect of this? Figure 12 shows the timeline this analysis is based on, with the relevant actors indicated. The complete timeline can be found in Appendix C.02

00.   Problem definition
Signals for the need for new policy present themselves in a very ad-hoc manner. Indicators can come from incidents or other occurrences on the work floor. These are usually not examined critically before initiating the process, but are immediately put on the policy agenda.

01.   Agenda setting
Policy advisor formulates a proposal, defining which policy problem needs solving. This is more something they do for themselves, and is rarely done together with the stakeholders of a specific problem. If it is a bigger assignment, this proposal can be checked with upper management in order to get approval for proceeding.

02.   Policy formulation
Policy advisor identifies the relevant stakeholders and collects the relevant information from them. They write a policy document based on this information. The other stakeholders have minimal involvement in the actual writing. Their interests are included by forming working groups with representatives of the most important stakeholders.

03.   Decision making
This phase is merged with policy formulation, as usually only one proposal is drafted. No alternative options are necessarily explored. Primary decision making falls to the Policy advisor, with minimal involvement from other stakeholders. If it concerns bigger adjustments or new policies, the proposal can be presented to the management team for feedback, but this is often very minimal and does not result in major adaptations of the policy.

04.   Policy implementation
Implementation is not really supported right now. New policy is simply published to the document admin platform. All employees get a notification of this. This phase asks for further elaboration of how the policy is going to be executed in practice, but this often does not happen. The responsible managers are often not thouroughly instructed as to what is expected of them in this stage. This can result in delays in, or even complete neglect of implementation of policies.

05.   Policy evaluation
Evaluation is not consistently present in the process. It often depends on the engagement of specific managers on the topic. There is no process in place to support this. It is not clear who carries responsibility for this, and there is insurance in place to make sure that evaluation takes place. The feedback loop is somewhat present in the review notification in the Document admin platform, but this is often ignored.

00. Problem identification

These steps are often done in a rushed manner, or skipped completely

01. Agenda setting

02. Policy formulation

Signal need for new document or update

Research

Recommendation: Formulate assignment

Plan of Action

Analysis of current policy documents

Form working group

Working group session(s)

This step is sometimes skipped, or combined with the presentation of the final policy proposal

03. Decision making

Write proposal

Middle Management feedback

Final proposal

Publication & communication

Transfer of responsibility to management

04. Policy implementation

05. Policy evaluation

Plan of Action for implementation

Communication to team

Policy is deployed in the work space

Check

LEGEND
○ Director
● Policy Advisor
● Manager
● Executive

Figure 12. Process of policy-making as observed in the FPC

04

Conclusions.

Through analyzing the different phases of the policy-making process, it can be seen that many of the phases happen in an incomplete or rushed manner (Figure 13). The resulting policy-making cycle shows the phases of the cycle as observed in the context of the FPC. Phases [04, 05] are often missing, these are highlighted in grey in Figure 13. Phases [02, 03] are often merged, and some are rushed through [00, 01].

The hustle and bustle of the day have a big influence on the process of policy-making, whereas this should be something that stays constant throughout and more focused on the long-term agreements about operating the FPC.

What can also be noted is the fact that a lot of power in decision-making lies with the Policy Advisors. Where they describe their role as mainly being facilitative, this does not always show throughout the process. Especially in the policy formulation stage, they are ones with the most control over what does and does not end up being included in the policy.

It can also be seen that there is a gap in the process around implementation and evaluation. The loop of the cycle, where implementation feeds back into problem definition, is not present in practice. This makes it nearly impossible to see the effects, both intended and unintended, of developed policy.

These phases are often not done extensively, breaking the cycle

These phases are often rushed through.

Policy Evaluation

00
Problem Identification

05

01

Policy Implementation

Agenda Setting

Public Policymaking Cycle

04

02
Policy Formulation

The Policy Advisor has the most power up to this phase.

03

Decision Making
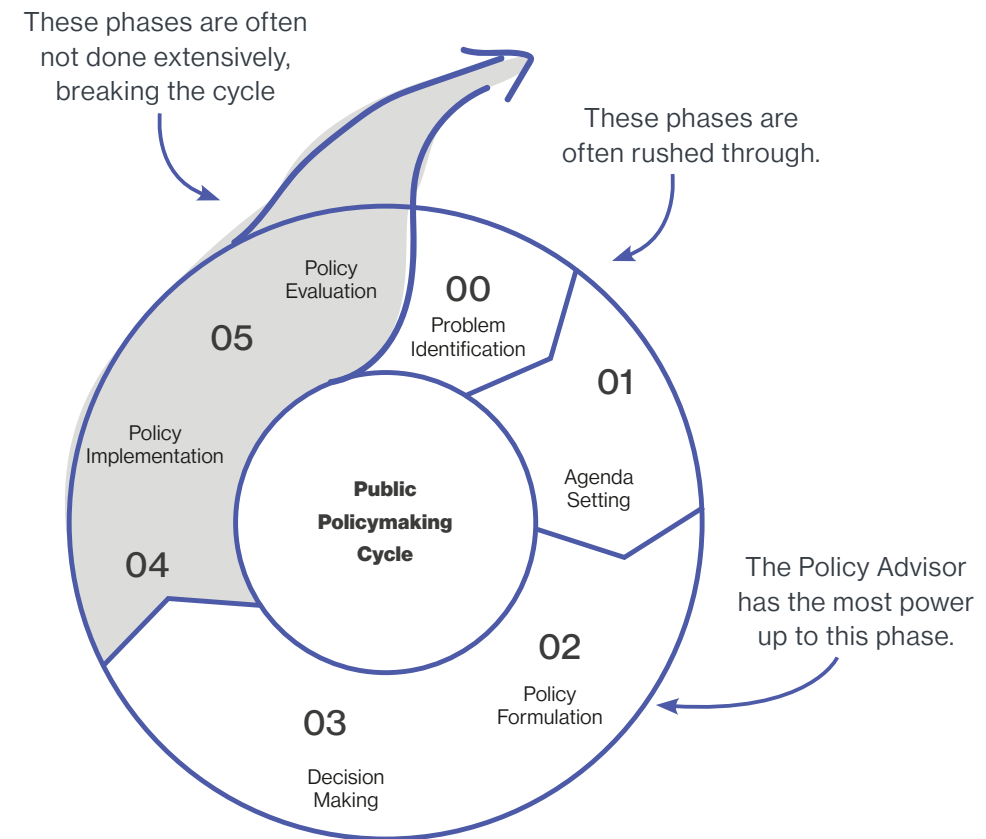
Figure 13. Policy-making cycle as observed in practice

Reframe.
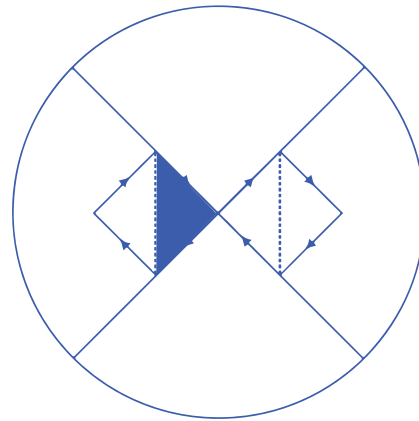
Synthesis.

Throughout the empirical research, a GIGAMap was constructed. The full map can be found in appendix C. For the sake of the readability of this report, the full map was not included here. The map mainly served as a means of making sense and analyzing the system of policy-making for the benefit of the researcher.

In the analysis of the map, six different barriers have been identified. It is important to note that while the barriers are presented separately in this report, they are very much interconnected in reality. They each influence each other, and observed effects can rarely be accounted to just one of the barriers.

Each barrier will be explained, as well as the effect this has on the system. The observed effects cannot be contributed to just one barrier, due to the interconnectedness of them. Because of this, you will see effects reappear at different barriers. The main effects on the system will be related to the principles of SoD from chapter 02, taking into account the interconnectedness of the barriers that contribute to this observed effect.

Barrier 1: Lack of a clear vision.

Observed barrier
Up until recently, there was no clear and up-to-date vision that is supported throughout the FPC. The last update of the vision of the FPC dates back to 2014. This indicates a gap in the FPC's strategic framework.

Observed effect: Inconsistent prioritisation
The lack of clarity has multiple effects. Without a clear vision, PA's lack a guiding framework for prioritizing incoming signals. This contributes to an inconsistent and ad-hoc manner of making policy decisions.

Observed effect: Difficulty in aligning goals and objectives
It also has an effect on decision-making . Without this guiding framework, there is no overarching direction for the FPC. This makes it difficult to make coherent decisions that are aligned with the ultimate goal of the organisation. Employees feel insufficiently supported by their superiors throughout all layers of the organisation, as the lack of clarity hampers the formulation of concrete and well- justified goals and objectives.

Observed effect: Difficulty in constructing a storyline through policy decisions
A vision also serves as a communication tool, both internally and externally. Without this clear storyline, it is challenging to communicate the rationale behind certain policy decisions (see Figure 14). Stakeholders may find it difficult to see how these

policy decisions contribute towards the development of the organisation, and thus will find it more challenging to follow directions.

A new mission & vision is under development and is set to be released in 2024. This shows that this barrier has been widely acknowledged and is in the process of being addressed. This will provide a stronger basis for policy to be built upon.

"We get lost in the hustle and bustle of the day"

Executive 1.

If the overarching vision gets fuzzy...

So will the execution of the vision through policy.

Director   Manager   Executive
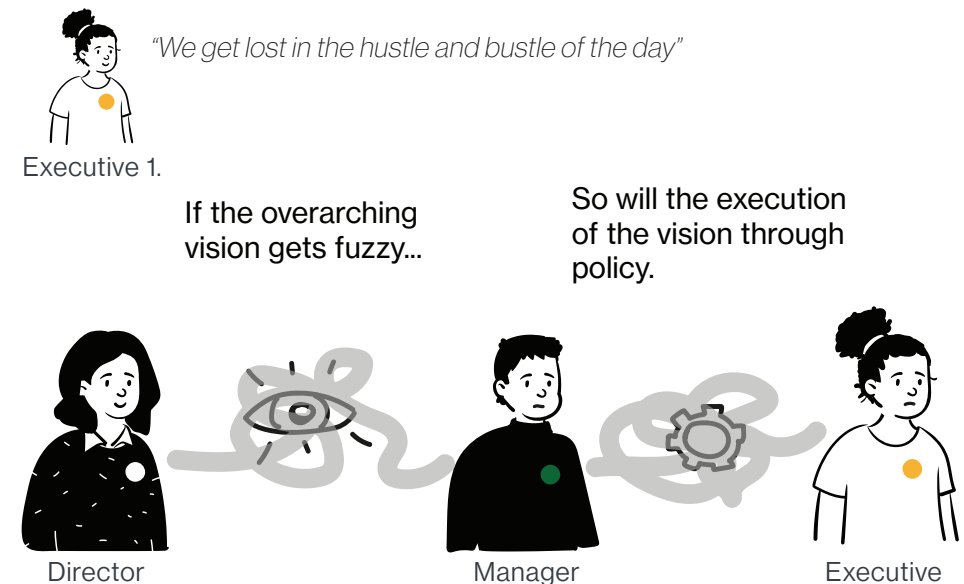
Figure 14. Impact of an unclear organisational vision.

Barrier 2: Obfuscation of document platform.

Observed barrier
The document administration platform has become very overcrowded. Many of the documents are severely outdated and some have not been updated over the course of many years. Despite the lack of updates in the documents, ongoing development has been taking place within departments. Unfortunately, there is no documentation capturing these developments.

Observed effect: Diminished perceived usefulness of policies
The lack of a common basis in policy documents has reinforced the fragmentation between departments of the FPC. Although practices have been continually evolving, this progress happens isolated in the departmental silos. The documents on the administration platform no longer accurately represent current practices and are consequently perceived as less useful by employees.

Observed effect: Unsubstantiated decisions about prioritisation
This issue extends to the PA's, as the disconnection between documents and actual practice makes it challenging for them to assess the current situation when initiating new policy development projects. They do not have a good database to refer back to, making prioritisation of projects difficult.

Observed effect: Policy is not supportive of daily operations
Another effect can be observed once policies are published to the document admin platform. Because of the diminished perceived usefulness of policies, employees are less inclined to check the platform regularly for assistance in their work. This impacts policies' effectiveness in supporting day-to-day operations.

This results in a negative spiral, depicted in Figure 15: there is a notification built into the platform, that reminds the owner of a certain document when it needs to be revised. This notification pops up once a year, but the majority of the documents are so outdated and the perceived usefulness of the platform consistently declines, document owners often ignore this notification. This makes the platform even less useful, and so on.

"There is a huge gap between policy and practice, and it is not always clear what we can do ourselves [within the document platform] and for what we need approval from a PA or management."

Executive 2.
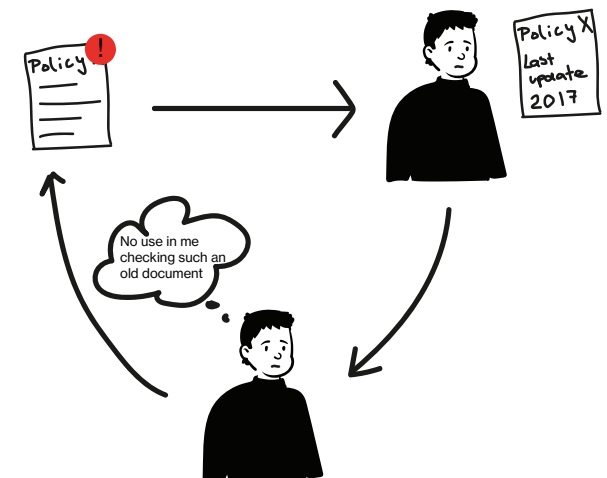
Figure 15. The negative spiral of document updating

Barrier 3: Limited knowledge sharing.

Observed barrier
The different departments in the FPC operate as little islands within the organisation, as seen in Figure 16. Because the document platform has been neglected over the years, every department has developed their own ways of working. Valuable insights derived from their practices tend to remain confined within each department, with no established process for systematically sharing this knowledge across departments.

Observed effect: Reinforcement of fragmentation
This results in a lack of comprehensive understanding of the FPC's overall goals, challenges and strategies. Practices evolve independently, lacking clear alignment with the FPC's overarching objectives.

Observed effect: Inconsistency in implementation
Another effect is inconsistent implementation. When new policies are developed, each department is responsible for implementing these in their respective teams. This lack of communication increases the likelihood of departments interpreting policies differently or prioritizing tasks in varying ways. This further increases the discrepancies in day-to-day operations between departments.

Observed effect: Difficulty in evaluating impact of policies
Without this shared knowledge, evaluating the impact of policies becomes challenging. Departments may struggle to assess the

effectiveness of policies without understanding how it should contribute to the larger goals of the organisation. Additionally, this impedes the organization's capacity to learn from past experiences and refine policies over time, hindering its overall adaptability and improvement.

"How are you still one organisation if you do not have an universal way of working?"

Executive 2.

"In our cross-departmental meeting, we don't have a fixed agenda. Everyone can send in agenda points, but there are no specified topics that we deal with structurally"

Manager 1.
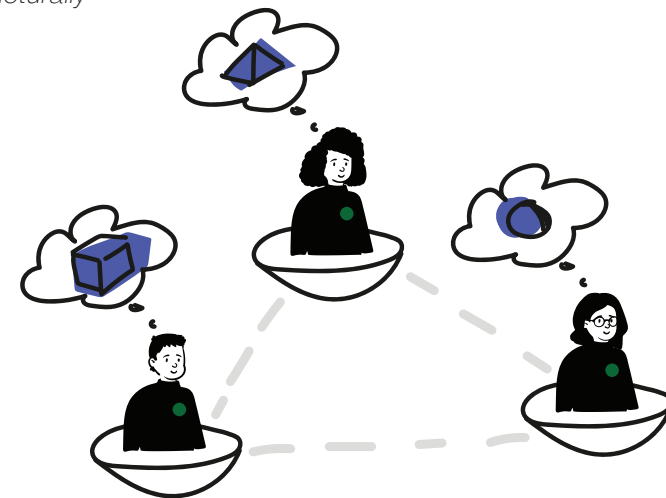
Figure 16. Departments as islands of knowledge

Barrier 4: Inadequate transfer of responsibility.

Observed barrier

Once the final policy document is published, the responsibility shifts from the PA to the managers or management team for practical implementation, as depicted in Figure 17. Although managers are notified of their upcoming role during this phase, this interaction is usually passive. These managers have often not been actively involved in the development process, and are only mobilized once the final policy is published. There is also no clear follow-up to check if implementation has actually taken place.

Observed effect: Challenges in adopting new ways-of-working

Managers often lack a comprehensive understanding of the policy's origin, construction, and purpose. This makes it hard for them to effectively communicate the information to their respective teams. Managers may pass on the policy details to their teams but fail to enforce the implementation further. As a result, employees are left uncertain about their roles in adhering to the new policies, making it challenging for them to adopt new ways of working in accordance with the new guidelines.

Observed effect: Incomplete implementation of policies

Moreover, managers perceive a lack support in the implementation process. The absence of a clear procedural framework leaves them without defined steps for policy implementation. Consequently, there is often no well-defined plan for implementation, resulting in incomplete or no implementation.

The situation is exacerbated by the absence of organizational checks with the responsible managers to verify the actual implementation. This lack of oversight creates an environment where employees and managers find it easy to neglect enforcing the new guidelines.

"The implementation process seems very short, that does not make sense. That is when it [policy] truly begins to mean something."

Executive 3.

"It is unclear who should take responsibility when it becomes apparent that policy has not been rolled out effectively."

Manager 1.

"I've never seen a plan of action for policy follow-up from somebody "

Policy Advisor 1.
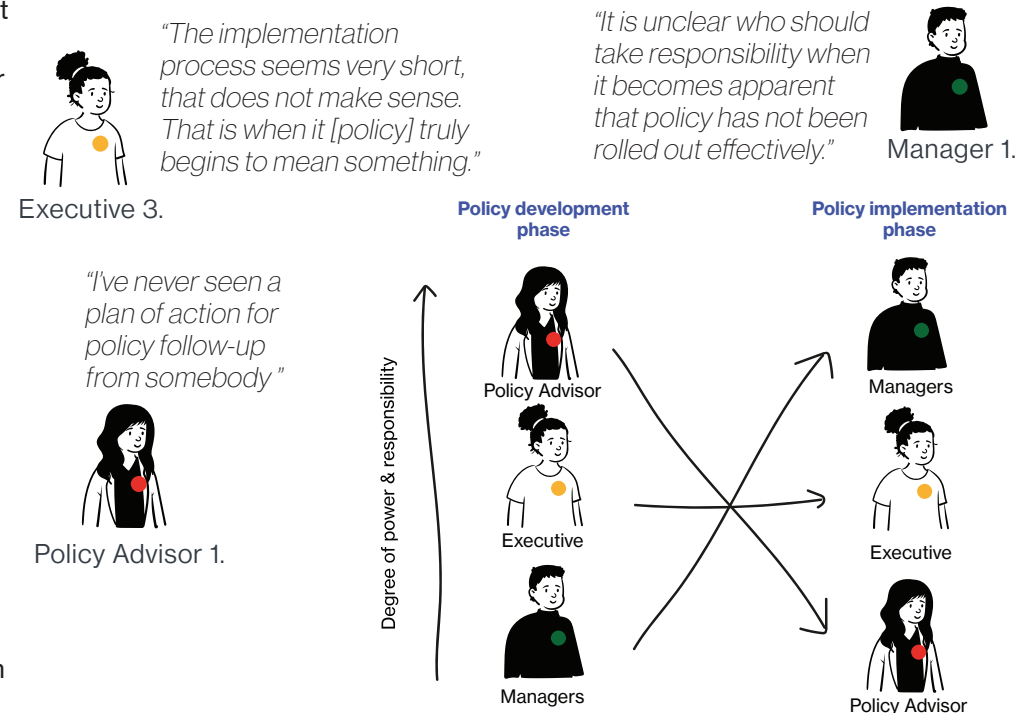
Figure 17. Change in degree of responsibility between phases

Barrier 5: No evaluation on effect of policy.

Observed barrier

There is little to no evaluation on the effect of policies once implemented. There is a negative spiral in place, where policies do not get implemented properly, therefor also hindering effective evaluation. There is no clear responsible party that takes on this role, and there is nobody that collects insights that could come out of an evaluation. This results in the evaluation often taking the shape of the scenario in Figure 18. The revision notification in the document admin platform has not proven to be sufficient for enforcing this feedback loop, as this notification is often ignored.

Observed effect: Ineffective policies

Without systematic evaluation, it becomes very difficult to determine whether policies are achieving their intended goals and what unintended consequences may arise with the implementation of this new policy. This can result in ineffective policies that do not contribute towards the organisation in a positive way.

Observed effect: Diminished adaptability of the organisation

The needs and challenges faced by the organisation are not static. They change over time. Without evaluation, policies become outdated and will fail to address emerging challenges. This hinders the adaptability of the organisation.

Observed effect: Difficulty in aligning goals and objectives

Evaluation also holds individuals or departments accountable for the success or failure of policies. Without this accountability, there is a lack of motivation to ensure policies are effective and aligned with the overarching goals of the FPC.

"Often effects of applying new policies are not asked about thoroughly, it is simply a yes or no question."

Executive 2.

"We struggle with maintaining momentum in implementation and evaluation."

Manager 2.

Are you working according to new policy X?

Yes/No
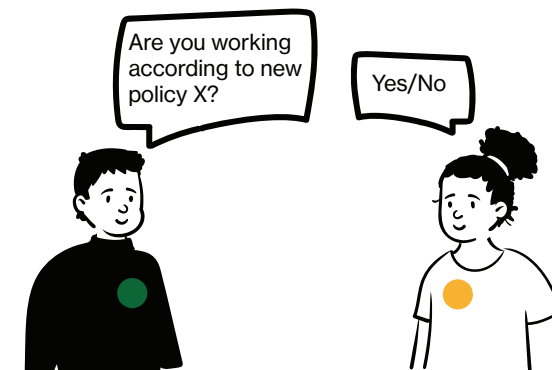
Figure 18. Current evaluation of policy

Barrier 6: Time investment is voluntary.

Observed barrier

Participating in a work group to contribute to the development of new policies done on a voluntary basis. There is no mandatory or structured commitment to contributing to organizational development. This can be partially accounted to the staffing shortage the FPC experiences, as well as the high workload resulting from the shortage. Because of this, policy-making is currently not perceived as an integral part of daily operations by many employees of the FPC, which results in a skewed image of reality being depicted through policies (Figure 19).

Observed effect: Reduced sense of ownership

Employees often do not fully engage with the policy development process. This lack of engagement can lead to reduced sense of ownership of policies and a lower commitment to their effective implementation.

Observed effect: Gap between policy and practice

The voluntary time investment also makes it so that often the same people volunteer to participate in the work groups for policy development. This can lead to an incongruent picture of reality, as the perspectives and experiences of a limited group may dominate the policymaking process.

Observed effect: Diminished adaptability of the organisation

This all contributes to a weakened policy foundation of the organization. Policies are fundamental components that support the consistent running of the organisation. This makes the organisation less resilient, hindering its ability to adapt and respond effectively to changing circumstances. A strong policy foundation can make room for learning and continuous development of the organisation.

"Because of the intense nature of daily activities here, it is extra important to emphasize the need for the development and implementation of new policies. You have to show them that you are trying to make their work easier, not harder."

Manager 1.

"People have become tired of change [verandermoe]. Initiatives often don't make it through the implementation phase, which shapes the precedent that efforts in contributing to policy development are for naught."

Policy Advisor 1.

Workgroup perspective is included in policy-making

≠

While the broader organisation can feel misunderstood
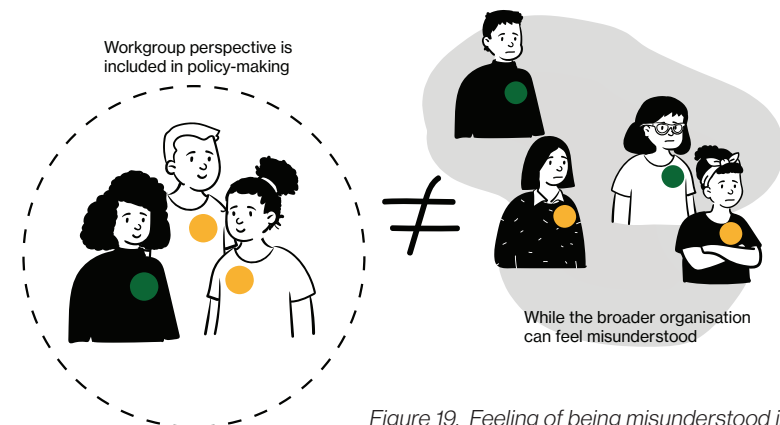
Figure 19. Feeling of being misunderstood in policy

Systems oriented Design in the FPC.

From the identified barriers, relationships with the principles of Systems oriented Design started to emerge (Figure 20). The way these relationships manifest themselves in this system are discussed, as well as their importance within the context of this project.

Opening up the problem space and acknowledging the interrelatedness of problems
The challenges identified throughout this project have all been entangled with one another. It can be clearly seen how they are all interdependent and all influence each other. The to-be-designed intervention(s) should be mindful of this interdependence, and effects on the wider system should be monitored.

Developing empathy with the system
Through the ways of interacting with the stakeholders, the different perspectives were explored and mapped. It could be seen that this mutual understanding and corresponding empathy is not always present between employees of the FPC. This can be partially accounted to the fragmented landscape within the FPC, which means that it is hard to break out of the bubble of your own department or team. In order to arrive to a suitable intervention, creating this empathy can prove to be a valuable tool to achieve systemic impact.

Strengthening human relationships to enable learning and creativity
There are some relationships in the system that have been neglected. There sometimes lacks clear communication and connection between different departments, but also the back office and the work floor. They are separated both physically and mentally, which can be a major hindering factor when trying to develop or implement new policy. There is a high risk of these parties misunderstanding each other, which feeds the relationship of distrust. A chance for the to-be-designed interventions lies in strengthening or creating these relationships.

Influencing mental models to enable change
Because of the obfuscation of the body of policies and lack of follow-through, the mental model has been constructed that policy is not supportive to daily operations. This can be an interesting principle to try and change this around, although this is the most difficult to achieve.

Adopting an evolutionary design approach
This is the approach I will adopt in the subsequent phases of this project. The development of interventions and final concept consist of small steps, in order to sense the response of the system to the interventions. This way, negative effects on the system can be mitigated before scaling up the interventions.

Principles of SoD

Opening up the
problem space

Creating empathy
with the system

Strengthening
human relationships

Influencing
mental models

Evolutionary
design approach

Lack of
clear vision

Obfusciation of
doc platform

Lack of knowledge
exchange

Unclarity in
responisbilities

Lack of
evaluation

Contribution is
voluntary

Identified barriers
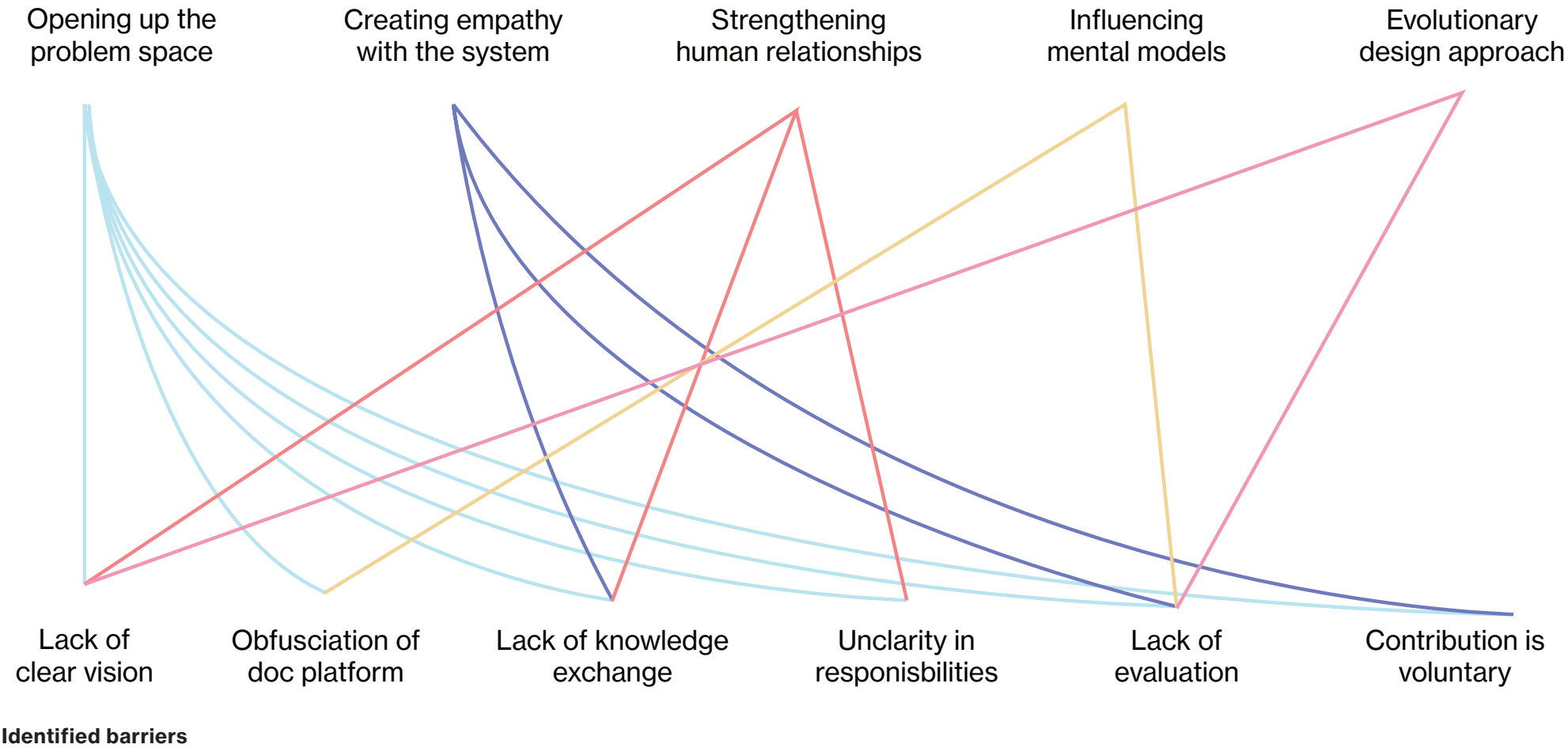
Figure 20. Relation between barriers and principles of SoD

Conclusions.

05

Through analyzing the system of policy-making, multiple barriers are observed. These barriers manifest themselves throughout the system and have a multitude of effects. The barriers can be related to the principles of Systems oriented Design, as described in Figure 20.

Some opportunity spaces were also observed. The organisation is clearly in a transition period. They have had a few especially difficult years, with incidents at high levels in the organisation and major changes in the management team. They are actively making an effort to get the basis back in order, and people are very willing to contribute to bettering the organisational side of operations.

What also stood out is that on a treatment level, the identified barriers are much less present. The lines of communication across departments and disciples are much more robust, information and ways-of-working are shared and evaluated on a regular basis. The FPC states that "everything is treatment". This statement can be used to show the importance of extending this knowledge sharing and evaluation to the operational side of the organisation.

Using the identified commonalities between the barriers and principles of SoD as depicted in Figure 20, we can begin to look forward.

Design Brief.

Through interviews, conversations and the session with stakeholders, it became apparent that the problems at hand were effects of something bigger. The lack of transparency throughout the organisation makes it difficult to join forces when it comes to learning and developing as an organisation. Without constant enforcement, reflection and support, the first reflex is to fall back on old ways of working.

In this section, we start looking forward. What are the main challenges that should be addressed? What goal are we working towards, and what design questions must be answered?

Design Vision.

An environment should be created where employees are be able to function well, making room to learn as an organisation, share knowledge and best-practices, and are able to rely on each other without engendering distrust.

Policy can help to build this structure, as it is something that concerns the entire organisation and is in many ways the connecting factor between departments and disciplines. It connects the overarching goal of the organisation to the concrete execution happening on the work floor.

This led to the following design vision being developed (Figure 21). This vision will be the ultimate horizon that the to-be-designed intervention(s) strive towards.

"The FPC functioning as a collective, with a shared commitment to openness and continuous learning"

This vision encompasses three pillars, based on the identified challenges from the barriers in chapter 05.

01. **Connected [Verbinding]**: Working together towards the same collective goal.

02. **Trust [Vertrouwen]**: Everyone is heard and respected

03. **Professionalism [Gezamenlijk leren]**: Continuously learning and developing as an organisation, just as they ask from their patients.

Connected

Trust

Professionalism

"The FPC functioning as a collective, with a shared commitment to openness and continuous learning"
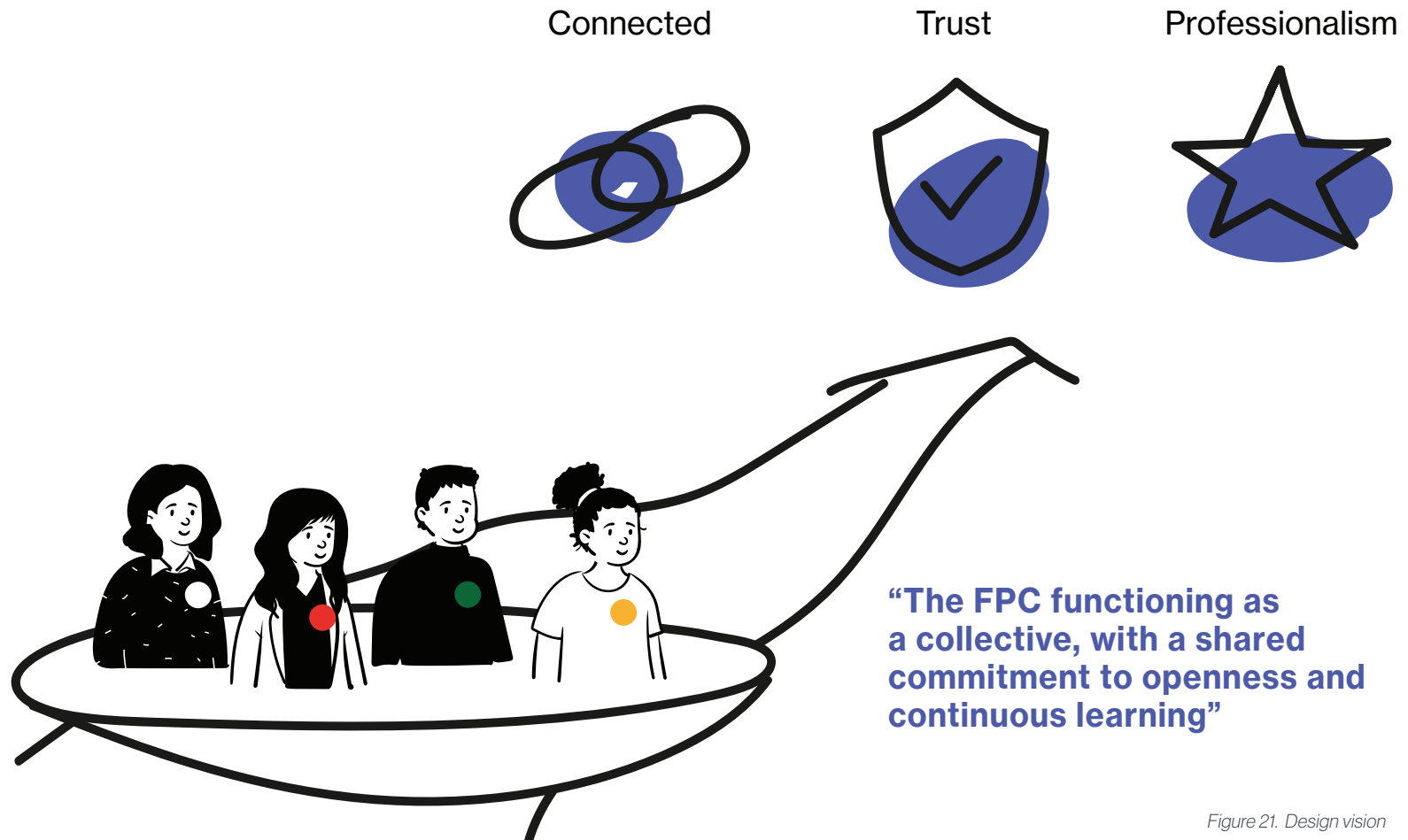
Figure 21. Design vision

Designing for transfer of responsibility.

From the GIGAMap (Appendix C), the most valuable leverage point was identified. This was validated with both the Policy advisors and the Directors of the FPC. The subsequent phases of this thesis will focus on the point of transitioning from the policy development phase to the policy implementation phase.

In this moment, there occurs a transfer of responsibility from the PA's to the responsible managers, and subsequently from the managers to the involved executives, make this moment very interesting. The power/influence dynamics shift drastically (as seen in Figure 16). This transition is currently not well facilitated or supported. This offers a clear opportunity for the to-be-designed interventions.

With my to-be-designed interventions, I aim to add more value to policy implementation by truly making it supportive of daily tasks. It should address the uncertainties and frustrations present in the transition from policy to execution by creating a sense of collective ownership and responsibility. This involves demonstrating that in the execution phase, individuals are not alone, but as an organization, they collectively strive towards a common goal.

The Design Brief has thus been formulated as:

I am going to design a strategic intervention for the transfer of policy from the Policy Advisor to the Executives in a Forensic Psychiatric Centre.

Policy Advisor   Manager   Executive
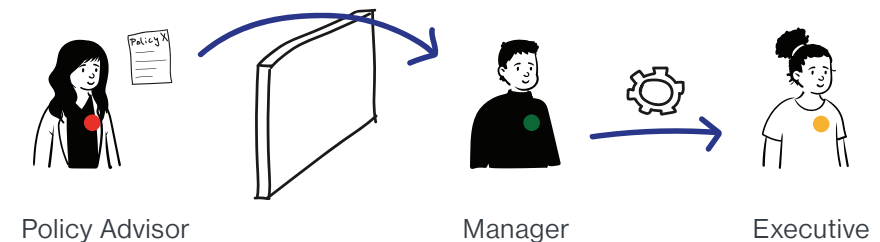
Figure 22. Transfer of responsibiltiy when implementing policy

Conclusions.

06

In this chapter, the focus of the "Create' phase that is to come has been defined. The design vision will be leading in this phase, within the defined solution space of the transferring responsibility from the Policy Advisor in the policy development phase, to the Executives in the policy implementation phase.

The criteria that the to-be-designed intervention will be tested to are as followed.

The intervention should…

01. Foster connection between employees of the FPC
Strengthening human relationships, principle 3 of SoD

02. Create a relationship based on trust
Create empathy with the system, principle 2 of SoD

03. Create the opportunity for developing professionalism as an organisation
Adopting an evolutionary design approach, principle 5 of SoD

04. Tackle the negative mental model of policy not being supportive to daily operations
Principle 4 of SoD

05. Acknowledge the interconnectedness of policy issues
Principle 1 of SoD

In the following chapter, the ideation phase resulting from this design brief will be highlighted.

Create.
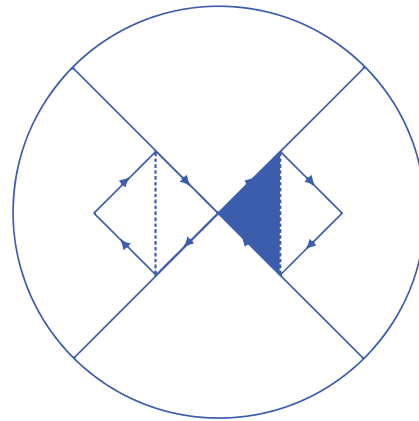
Ideation.

In this chapter, the ideation process that lead to the selection of the final concept will be discussed. This phase consists of a multitude of steps, from individual and collective brainstorming, a creative session with peers, mini-tests, to concept selection. This selection of concepts is further developed, after which a final concept idea is selected.

For a complete overview of the generated ideas and session set-up, see appendix D.   CREATE

Idea generation.

Through two individual brainstorming sessions, one brainstorming session with a designer within the FPC, a first iteration of interventions, and tests of these interventions, and two creative sessions with peers, a multitude of ideas were generated.

The first brainstorming sessions, both individual and with the designer from within the FPC, explored different how-to questions in a mind map. This led to the development of the first ideas for small interventions. These were quickly developed and tested with multiple employees. The insights gained from this formed the starting point for the inspiration session with peers.

Inspiration session
Participants: One IPD master student, one DFI master student, and two SPD master students.
Problem statement: *How can we make policy truly supportive to daily activities by addressing uncertainties in the transfer of policy from the Policy advisor to the workforce?*
Setting: Studio at the Faculty of Industrial Design Engineering.
Duration: 1.5 hours
Goal: Explore the solution space, gain a fresh perspective.

A multitude of ideas were generated. These were subsequently clustered into different categories. The most promising ideas were further developed into a concept in the form of a poster (see Figure 23). A full overview of the generated ideas and session setup can be found in Appendix D.01.

Individual brainstorming
Using the insights from the first round of tests, conversations, and inspiration sessions, I further delved into the solution space. Within this space, over 40 concept ideas were developed in the form of concept cards (Figure 24). Each idea is labeled with the pillars of the design vision and the principles of Systems oriented Design it applies to.

Figure 23. Generated ideas and Concept posters
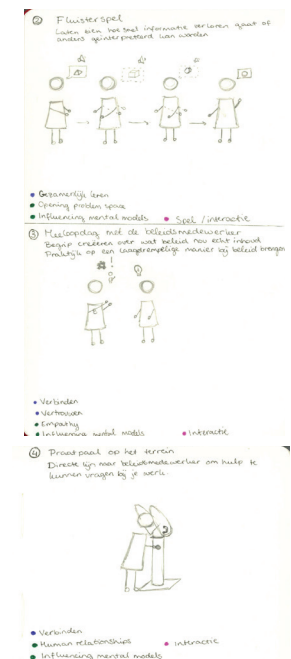
Figure 24. Concept cards

Idea selection.

From these 40+ ideas, a pre-selection of the 10 most promising ones was made. These are presented to two designers from within the organization. At this stage, the selection was narrowed down to three possible concepts. These were selected based on their fit with the insights from this research, as well as the compatibility and desirability of the concept within the context.

The idea selection included the Handover Ceremony, the Buddy System, and the Observation Day.

The three selected ideas were further developed into concepts in the form of storyboards (Figures 25-27). These were presented to six employees of the FPC (3 PA's, 2 Executives, 1 Manager). For each concept, the following three questions were asked:

01. What do you like about this idea?
02. What would you change/substitute/remove?
03. What is needed to make this idea succeed?

By comparing the answers to these questions across the three concept ideas, the fit with the organization and perceived impact could be assessed. The concepts were also tested against the Design criteria from chapter 06.

This selection led to the concept of the Handover Ceremony being chosen.
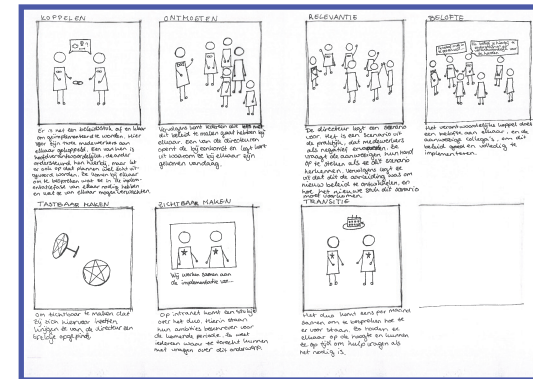
Figure 25.   Handover ceremony
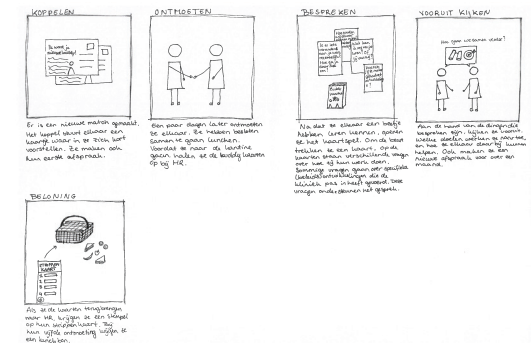
Figure 26.   Buddy system
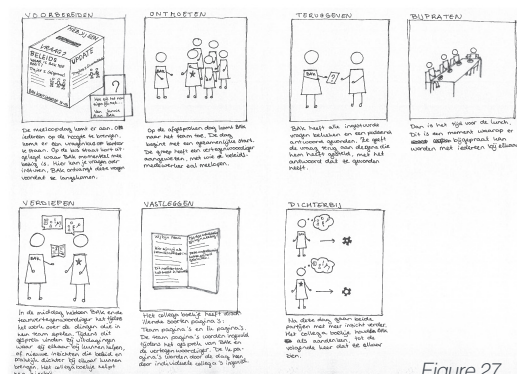
Figure 27.   Observation Day

Conclusions.

07

During the ideation process, many steps were taken iteratively to reach a final concept. Individual and collective mindmapping, a creative session, and in-between validation with the target group led to three concept directions being explored. Through validation interviews with six employees of the FPC, the final concept of the Handover Ceremony was selected.

This concept will be further presented in the following chapter.

Catalyse.
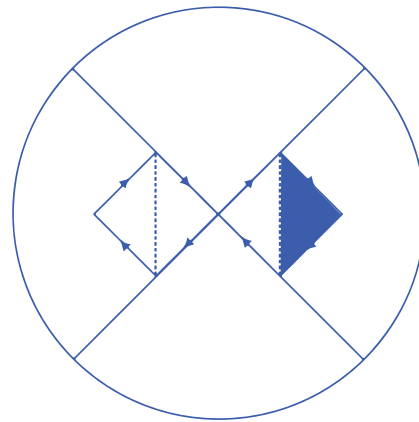
Final concept.

In this chapter, the final concept will be presented. The ambition was to design something that could alleviate the feeling of "throwing policy over the fence" when moving from the development to the implementation phase. Something that brings people together and emphasizes a certain value and importance of a specific policy development. From this, the idea for the Handover Ceremony was developed.

The different elements of the concept will be presented, after which the process in which the concept will be used will be explained, as well as the effect of this intervention on the system of policy-making in the FPC..

The Handover Ceremony.

The Handover Ceremony serves as a dedicated moment for employees to come together and reflect on the significance of the new development. During this ceremony, the importance of the policy or initiative is reiterated, and specific agreements and roles within the implementation process are clarified. This ensures that everyone involved understands what is expected of them and their individual contributions to the implementation process.

In the past, the clinic had a regular plenary meeting in which the organisation could come together to discuss matters that concerned the whole organisation. This meeting has slowly disappeared, due to inconsistent quality and unclarity surrounding responsibility for organising this moment. The Handover Ceremony aims to offer guidance in taking a first step to reestablishing this collective moment, and ensuring a certain continuity and quality in this moment.

The Implementation Kit
To facilitate the Handover Ceremony and equip employees with the necessary resources to navigate the process of organising and hosting the Handover Ceremony effectively, the Implementation Kit was developed (Figure 28). This kit contains all the essential tools and materials needed to conduct a successful Handover Ceremony and support the implementation process that is to come. It serves as a practical resource to guide employees through the transition and empower them to take ownership of the new initiative, while fostering broader engagement within the organisation.

All the elements of the kit can also be found in Appendix G and in the product package. The printed products are delivered in both PDF and Powerpoint format. This way, the elements can be adjusted in the future.

Figure 28. The Implementation Kit

Roles.
In the use of the Implementation Kit and the corresponding Handover Ceremony, there are five different roles involved. These will be explained below.

Director

Chairperson of the Handover Ceremony.
Their presence demonstrates that the implementation is a collective effort of the entire organization: We do this together.

Projectleader

Responsible for the implementation process.
Someone knowledgeable about the policy content.
This person is primarily responsible for the policy implementation process and oversees this within the organization. This person is supported in this role by the Principal.

Process Advisor

Is enlisted upon request of the Project Leader and Principal.
Advises the Project Leader and Principal on the implementation process.

Principal

Ultimately responsible for the implementation process.
Someone who supports the Project Leader in the implementation process and ensures adherence to the agreements and goals set.

Stakeholder

The End User of a specific development.
These are the employees who are tasked with embodying the changes from the policy in the workplace.

Figure 29. The Implementation Kit upon opening

The Content Overview.
This card provides an overview of the contents of the Kit. This would be the first item that users take out of the box, and is meant to guide users through the contents of the Kit and its use.

**INHOUD
IMPLEMENTATIE KIT**

Figure 30. The Content Overview

A personal introduction that emphasizes the goal of the Handover Ceremony: celebrating the implementation of a new policy.

Icons of the different elements of the Kit add to the recognisability of the elements throughout the instructions

A short explanation of the elements users will find in the Kit.

Reference to the Playbook for a complete overview of the process and materials.

The phrase "Have fun!" emphasizes again that the goal of the Handover Ceremony is to have a celebratory moment.

INHOUD VAN DE IMPLEMENTATIE KIT

Fijn dat je aan de slag gaat met de Implementatie Kit! In de kit vind je een aantal verschillende onderdelen. Deze heb je nodig om de Overdrachtsceremonie te kunnen organiseren en uit te voeren. Deze ceremonie is bedoeld om op een feestelijke manier het begin van een implementatie traject van een nieuw beleid te markeren.

DRAAIBOEK OVERDRACHTS CEREMONIE — Een volledig overzicht van de doelen, stappen, rollen en materialen van het implementatie traject.

STAPPENPLAN OVERDRACHTS CEREMONIE — Alle stappen van de overdrachtsceremonie vind je in dit stappenplan. Deze folder vouwt uit zodat je hem voor je op tafel kan zetten tijdens de ceremonie

BEL — Met de bel wordt de ceremonie in- en uitgeluid.

PROJECT TOKENS — Deze tokens worden tijdens de ceremonie door de Directeur aan de Projectleider en Opdrachtgever uitgereikt. Zij mogen deze tokens vervolgens uitreiken aan de collega's die de ontwikkeling hebben geadopteerd.

Kijk voor een volledige uitleg van de fases en bijbehorende stappen en materialen in het Draaiboek.

De ondersteunende materialen kan je vinden op Zenya.
Veel plezier!

Figure 31. The Content Overview

The Playbook.
This booklet contains the 'rules of the game'. The complete run-through of the roles, materials and steps are described here. This is a reference book to guide users through the process of organizing and hosting the Handover Ceremony.

A selection of pages are included in the following section, to highlight the design reasoning of the Playbook. The full PDF of the Playbook can be found in the product package.

DRAAIBOEK
OVERDRACHTS
CEREMONIE

Figure 32. The Playbook

Personal address to
the user of the Kit.

ROLLEN

TIJDLIJN

Jullie, als implementatieduo, spelen een
belangrijke rol tijdens dit moment. Dit vraagt om
enige voorbereiding van jullie kant.

In dit draaiboek vind je een aantal stappen die
doorlopen moeten worden gedurende dit proces:
Voorbereiden, de Overdrachtsceremonie en
Opvolgen. Bij iedere fase vind je een korte uitleg
van het **doel**, de **mensen** die hierbij aanwezig
moeten zijn, de benodigde **materialen** en de
stappen. De benodigde materialen kan je vinden
in de kit.

Doel   Aanwezigen   Materialen   Stappenplan

Veel succes en vooral veel plezier!

Groetjes,
De ontwerper

Om dit proces goed te laten verlopen, zijn er een
aantal verschillende spelers betrokken. Deze
hebben allemaal hun eigen rol. Deze staan hier
onder beschreven.

Projectleider

Hoofdverantwoordelijk voor het implementatietraject.

Iemand die kennis heeft over de inhoud van het beleid.
Deze persoon is hoofdverantwoordelijk voor het
implementatie traject van het beleid en stuurt dit proces
binnen de organisatie aan. Deze persoon wordt hierin
ondersteund door de Opdrachtgever.

Opdrachtgever

Eindverantwoordelijk voor het implementatietraject.

Iemand die de Projectleider ondersteund in het
implementatie proces en hen houdt aan de gemaakte
afspraken en gestelde doelen.

1. Voorbereiden

Draaiboek
Slides Overdrachtsceremonie

2. De Overdrachtsceremonie

Bel
Stappenplan
Project tokens
Slides Overdrachtsceremonie

3. Opvolgen

Project tokens
Format afspraken

5   6   8

Icons to refer to recurring
elements of each phase.

Each role has a designated
figure and corresponding colour
for recognizability.

A global overview of the entire
process is given, with the roles
involved and materials needed
for each step.

The coloured circles represent the roles involved in the given step.

The captions of each step are in the active tense, to show that an action is needed.

STAPPENPLAN VOORBEREIDEN

Doel
Maak expliciet wat de afspraken, rollen en verwachtingen zijn binnen het implementatie traject. Bereid de Overdrachtsceremonie inhoudelijk en praktisch voor.

Aanwezigen

Proces Adviseur   Projectleider   Opdrachtgever

Materialen
- Draaiboek
- Slides Overdrachtsceremonie

1 Houd het Startgesprek
Houd een startgesprek met de Project Adviseur en de Opdrachtgever. Bij dit gesprek krijgt de Opdrachtgever de Implementatie Kit mee.

2 Plan een voorbereidend overleg
Plan een overleg in met de Projectleider en de Opdrachtgever.

3 Bespreek de fases en rollen binnen het implementatie traject van het beleid
Beantwoord de volgende vragen:
- *Wat is jullie rol binnen dit traject als Projectleider en Opdrachtgever?*
- *Wat is de rol van betrokken collega's die met deze ontwikkeling moeten gaan werken?*
- *Wat heb je nodig vanuit de organisatie om dit te kunnen gaan doen? Denk hierbij aan geld, tijd, mensen, etc.*

Denk na over een praktijkscenario
Als Projectleider zal jij tijdens de ceremonie gevraagd worden de aanleiding van dit beleid toe te lichten, aan de hand van een praktijkscenario. Met het scenario moet je de volgende vraag kunnen beantwoorden:

Welke situatie moet dit nieuwe beleid verhelpen of verbeteren? Kortom, wat vieren we als we dit geïmplementeerd hebben?

5 Regel de praktische zaken voor de Overdrachtsceremonie
- Laat de ceremonie op de agenda van het Kliniekberaad zetten.
- Nodig betrokken collega's uit voor de ceremonie.
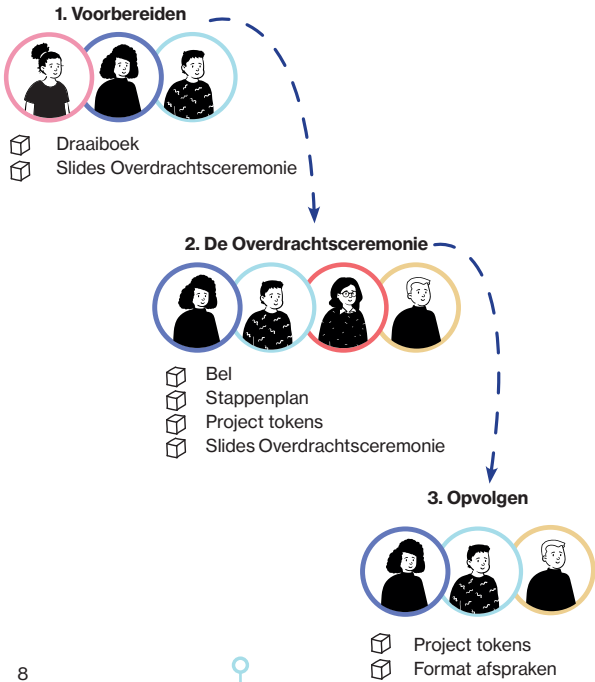- Nodig de Directeur uit voor de ceremonie en brief hen over hun rol tijdens de ceremonie.
- Bestel koffie/thee/zoets bij de keuken.
- Kies een kleur tokens voor het project.
- Pas de ceremonie slides aan. De opzet voor de slides kan je vinden op Zenya: "Slides Overdrachtsceremonie".

11   12   13

Each phase follows the same explanatory setup: From goal, people present, materials, to the steps that need to be taken for the given phase.

The italic sentences are the questions the users should pose to themselves at that time.

The icons of the needed materials are included in the instructions for extra recognizability.

Figure 33. The Playbook

Figure 34. The second layer of the Kit

The Ceremony Roadmap.
This is a harmonica folder that contains all the steps of the ceremony itself. This is meant to provide the user guidance during the Handover Ceremony. They can place the folder on the table in front of them.

By providing an outline of how the Ceremony is supposed to go, you can create a certain repetition throughout the different Ceremonies. This adds to the building of a ritual, something that comes back time and again and follows the same metre.

Offering a set structure for this moment also offers a degree of quality assurance. This increases the chance that the Ceremony holds the same momentum each time it is performed, while also leaving enough room for free interpretation.

**STAPPENPLAN
OVERDRACHTS
CEREMONIE**

Figure 35. The Ceremony Roadmap

The Director has an active role in the Ceremony, to show that the implementation of policies is something that concerns the whole organisation.

The sharing of a concrete scenario from practice that the policy aims to address, makes the relevance of the policy clear to the stakeholders: Why is this important for you?

Who needs to take which step is made clear through the use of the corresponding figure and colour, as well as the title of the role.

DIRECTEUR

1. Welkom heten.

Luid de bel om de ceremonie te openen.

Vraag iedereen in een cirkel te gaan staan.

Leg het doel van de ceremonie uit.

Introduceer de Projectleider & Opdrachtgever.

PROJECTLEIDER

2. Deel het praktijkscenario.

Leg kort uit hoe deze ontwikkeling dit scenario moet verbeteren.

Wat vieren we als we dit geïmplementeerd hebben?

PROJECTLEIDER & OPDRACHTGEVER

3. Deel de gemaakte afspraken. Gebruik deze startzinnen:

- *De eerste stappen die we gaan zetten zijn...*

- *Onze rol hierin is...*

- *We verwachten van collega's...*

- *Van de kliniek hebben we het volgende nodig: ...*

The steps happening during the Ceremony are bounded by a blue line.

The questions the participants of the ceremony should answer are stated in italic.

Using a dedicated set of starting sentences adds to the recognizability and consistency across Ceremonies.

This step happens right after the Ceremony and is therefore not bounded by the blue line.

DIRECTEUR

4. Overdragen.

Overhandig de Project tokens aan Projectleider en Opdrachtgever.

Leg uit waar deze tokens voor zijn: Het symboliseren van de voortgang van het implementatie traject.

Spreek een moment af waarop voortgang teruggekoppeld gaat worden.

DIRECTEUR

5. Afsluiten

Bedank de aanwezigen.

Luid de bel om de ceremonie af te sluiten.

Tijd voor koffie!

PROJECTLEIDER & OPDRACHTGEVER

Direct na het Overdrachtsmoment.

Deel de afspraken op Intranet voor collega's die er niet bij konden zijn.

By ordering some coffee, tea and sweets, you make it a festive moment. This also gives the opportunity to stick around and discuss the development in a more informal way.
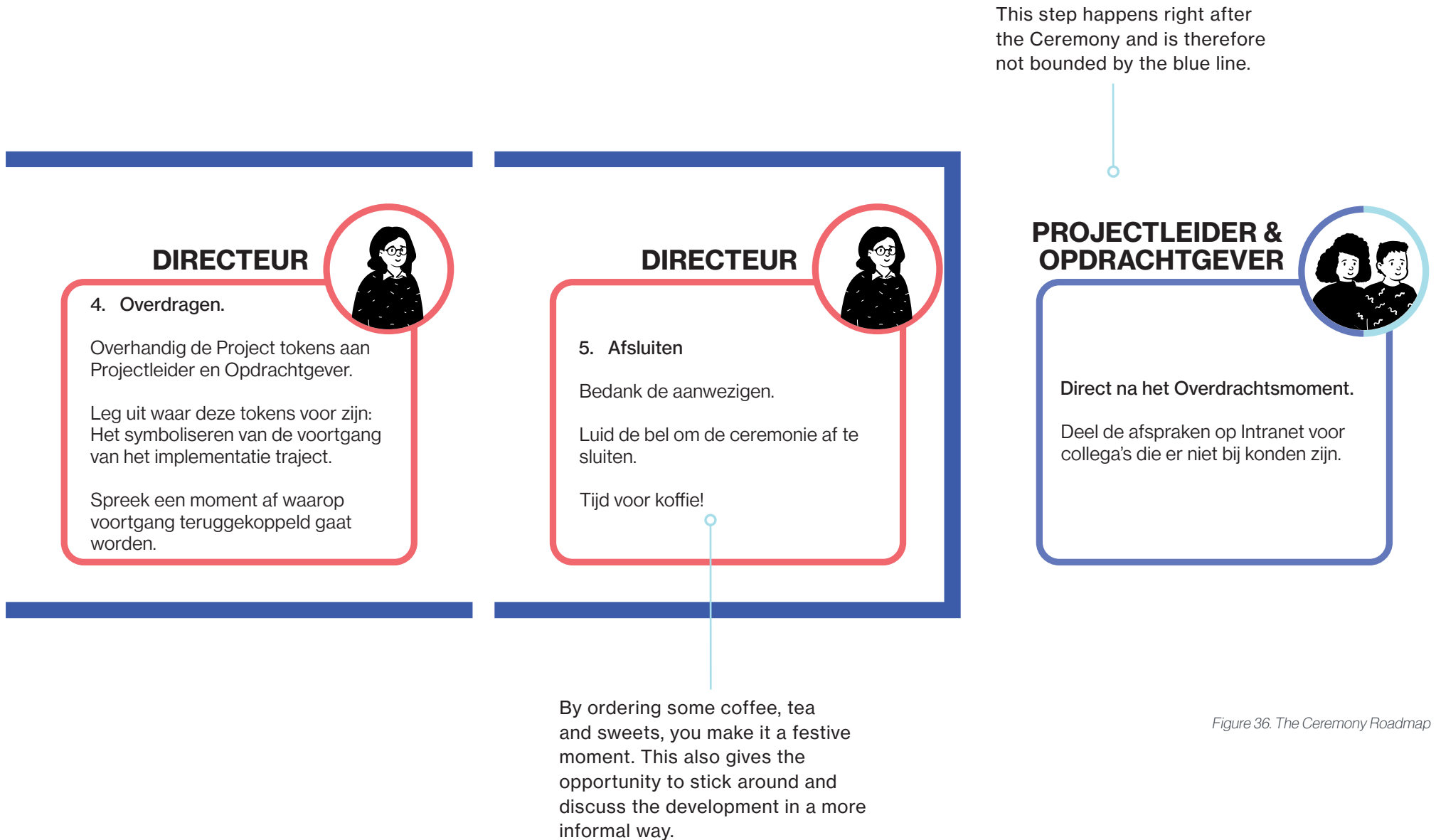
Figure 36. The Ceremony Roadmap

The Bell.
By ringing the Bell, the Ceremony is opened and closed. This adds an element of recognizability and repetition across the different ceremonies. In time, the Bell will be inherently associated with the Ceremony and will help to build the Ceremony into a ritual.

Figure 37. The Bell

The Project Tokens.

Each development is assigned a unique colour token. These tokens are presented by the Director to the implementation duo, consisting of the Project Manager and the Principal, during the Handover Ceremony.

Subsequently, they may distribute the tokens to the teams upon successful implementation of the new policy, at the point that they are able to work with it independently. Each employee will have a designated key chain to collect the Tokens on.
The tokens will be awarded upon positively answering the following question:

"To what extent are you able to independently apply this policy development in your daily activities?"

The requirements for this question will differ per implementation project. The Project leader and Principal will define these requirements in the preparation of the Ceremony by defining when a success can be celebrated within the implementation project.

By adding this physical element to a policy development, you create visibility within the organisation, which momentarily is quite hard to achieve. Policy is a quite abstract concept, the Tokens make it tangible. The unique colour of the Token also adds to the recognizability of a specific development.

As employees carry their keys with them at all times, this will generate small visual reminders of a policy development throughout the workplace.

Figure 38. The Project Tokens

The tokens come in a linen bag with the colour of the tokens indicated.

The tokens can be placed on the designated key chain. This gives the policy visibility throughout the organisation.

Figure 39. The project Token and key chain

The Supportive Materials.

There are two elements that are digitally included in the Kit. These materials are available to download on the Document admin platform. These are intended as digital templates, to be adapted and filled in for each implementation process.

The Ceremony Slides.

These slides can be used during the ceremony. They outline the steps of the ceremony for the participants, with relevant questions at each of the steps.

This slide deck supports the Project leader an Principal in the preparation of the Ceremony. The steps are outlined and the questions that need to be answered can be found here.

The slide deck is available in Powerpoint, so the slides can be easily adjusted by the employees of the FPC.

WELKOM BIJ DE

OVERDRACHTSCEREMONIE

DOEL

DE OVERDRACHTSCEREMONIE

Waarom zijn we vandaag

bij elkaar gekomen?

SCENARIO

DE OVERDRACHTSCEREMONIE

Wat vieren we als we dit

geïmplementeerd hebben?

AFSPRAKEN

DE OVERDRACHTSCEREMONIE

01. De eerste stappen die we gaan zetten zijn...

02. Onze rol als Projectleider en Opdrachtgever hier in is...

03. We verwachten van collega's...

04. Van de organisatie hebben we het volgende nodig: ...

OVERDRAGEN

DE OVERDRACHTSCEREMONIE

Dit project heeft de kleur...

Wanneer vieren we successen?

TERUGKOPPELEN

DE OVERDRACHTSCEREMONIE

Wanneer koppelen we de

resultaten terug?

Figure 40. The Ceremony slides

The names of the Project leader and Principal are included on this format, to make it more personal and to make clear who employees can approach with questions.

Summary of agreements

To be able to update the colleagues that could not make it to the Ceremony, there is a format available. This briefly outlines the discussed roles and expectations for the implementation process. This format is to be filled in by the Project Leader and Principal, and subsequently uploaded to the Intranet of the FPC.

This format is meant to have the agreements discussed in the Ceremony in black and white. This will make it more 'real' and therefore more difficult for people to get out of agreements.

By giving a limited amount of space to fill in the answers, it forces the user to be concise in their answers.

SAMENVATTING AFSPRAKEN OVERDRACHTSCEREMONIE

Naam Projectleider:

Mijn rol als Projectleider is...

Naam Opdrachtgever:

Mijn rol als Opdrachtgever is...

Welke collega's en/of teams spelen een rol? Beschrijf deze rol(len).

Wat hebben we van de organisatie nodig om dit te kunnen doen?

Figure 41. The summary of agreements

Process.

On the next pages, the complete process will be illustrated in the form of a storyboard. The different roles, materials, and actions are narrated.
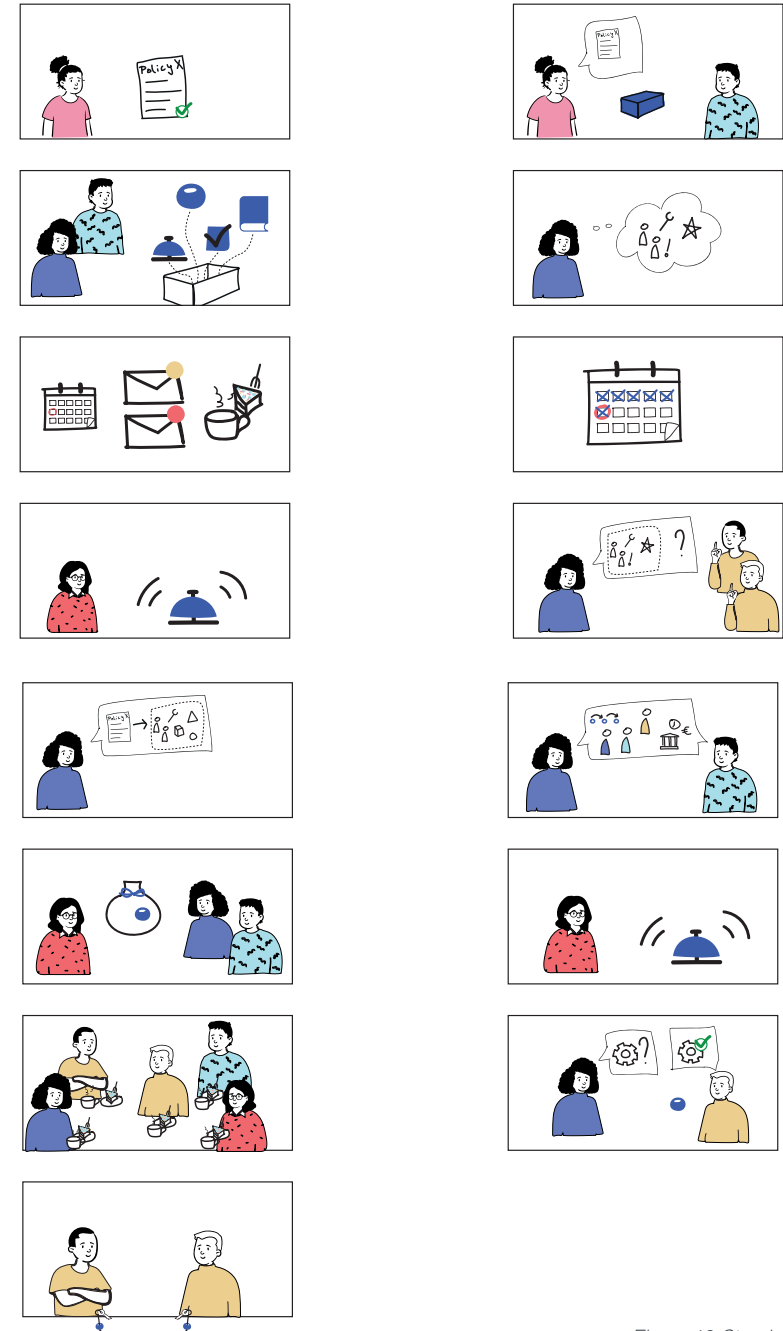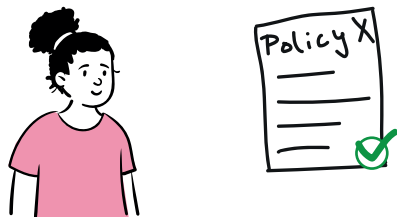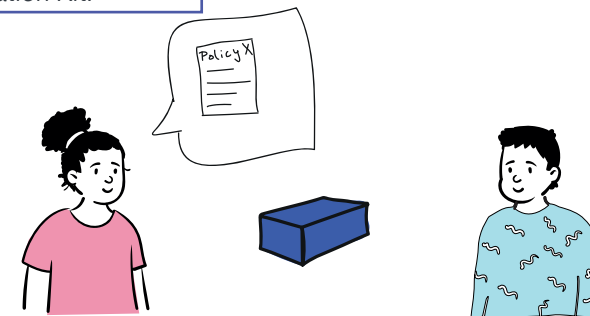

Figure 42. Storyboard.

*This policy is finally ready to be implemented! Lets set up the kick-off meeting with the Principal.*

A new policy document has just been completed. It is about to be rolled out. Therefore, the Process Advisor and the Principal have scheduled a kick-off meeting.

This is what this policy is about. To help you get started, you get the Implementation Kit.

They come together to discuss what has been developed and what this means for the organization. The Process Advisor has brought the Implementation Kit and hands it over to the Principal. They explain what this kit is for: organizing and conducting the Handover Ceremony. The Principal is tasked with meeting with the Project Leader to make preparations.

*What is in the Implementation Kit? What is expected of us here?*
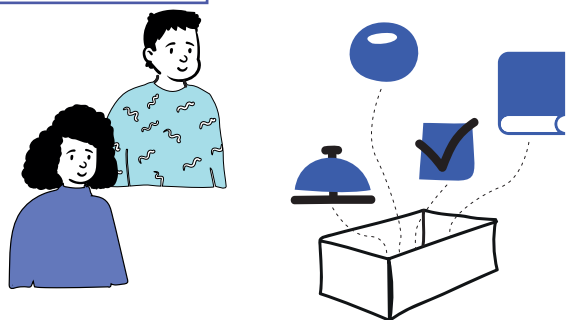
The Project Leader and Principal then meet. Together, they review the contents of the Kit. In the Playbook, they find instructions for the Preparatory step. Based on the implementation plan, they discuss what the implementation process will look like, what their own role and that of their colleagues will be, and what they need from the organization to accomplish this. These are the agreements they will also share with colleagues during the ceremony. They also choose a colour token for the project from the available colours in the 'Project Token' box and adjust the slides they will use during the ceremony.

What was the reason for developing this policy? And what do we celebrate once we have implemented this policy?
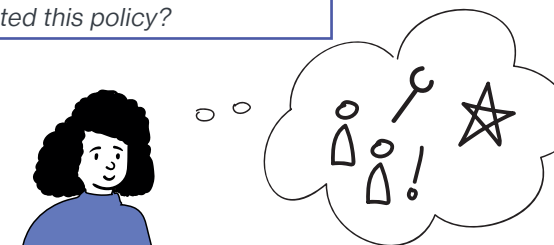
During the ceremony, the Project Leader will once again emphasize the importance of this policy development. This is done by sharing a real-life scenario that prompted the development of this policy. In discussions with the Principal or afterwards, the Project Leader prepares this scenario, focusing on the question, "What do we celebrate when we have implemented this?" How will this policy aim to improve or prevent this scenario? That's what the Project Leader is thinking about.

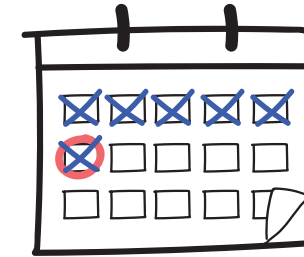*Date is set, invitations sent out, and snacks arranged!*
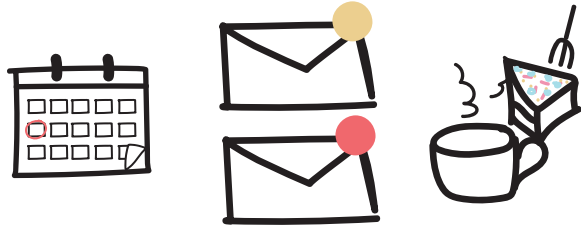
There are also a few practical matters to be arranged for the Handover Ceremony. First, this needs to be put on the agenda of the plenary meeting. Coffee, tea, and sweets are also ordered from the kitchen, and the involved colleagues are invited. The Director is invited separately. They will preside over the ceremony and therefore have an active role. Their role is briefly explained in the invitation.

After a while, the time has come: the Handover Ceremony. Fifteen minutes of the plenary meeting have been blocked off for this moment. Coffee and tea are prepared, the slides are on the screen, and the Ceremony Roadmap is on the table for the Project Leader and Director. The bell is with the Director.

We are going to start with the Handover Ceremony. Can I ask everybody to stand up?
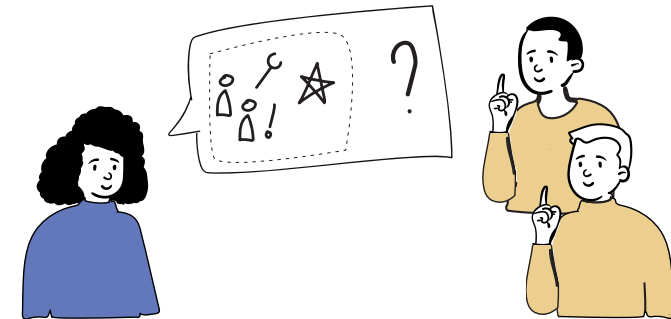

The Director stands up and rings the bell, welcoming everyone and briefly explaining the purpose of this moment: celebrating a new policy that will be implemented. Then they introduce the Project Leader and the Principal associated with this project.

Do you recognize this scenario?
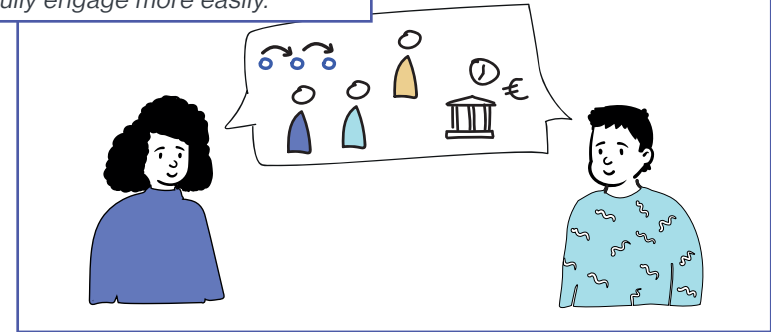

The Project Leader takes over, sharing the scenario they prepared and asking attendees to raise their hands if they recognize it.
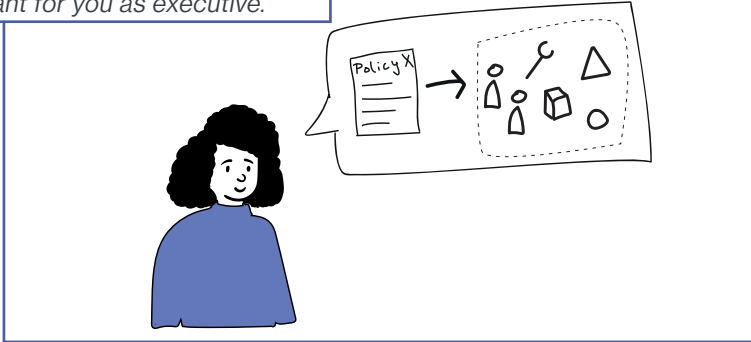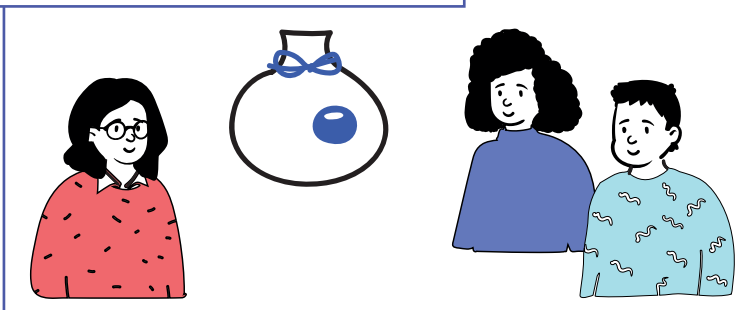
Then they explain how this new policy should prevent or improve this scenario. This demonstrates the alignment of a development with practical needs from the workfloor.

After this, the Project Leader and Principal share the agreements they have made. The starting sentences they use for this are on the slides and in the roadmap.

After sharing the agreements, the Director hands out the Project Tokens in the chosen colour to the Project Leader and Principal. The Director explains that the tokens will be distributed to colleagues by the Project Leader and Principal when they have successfully implemented the policy. The question: "When do we celebrate successes?" is central here.

Finally, the Director agrees with the group on when the progress of the implementation process will be reported back to the organization. Then the Director closes the ceremony by ringing the bell again.
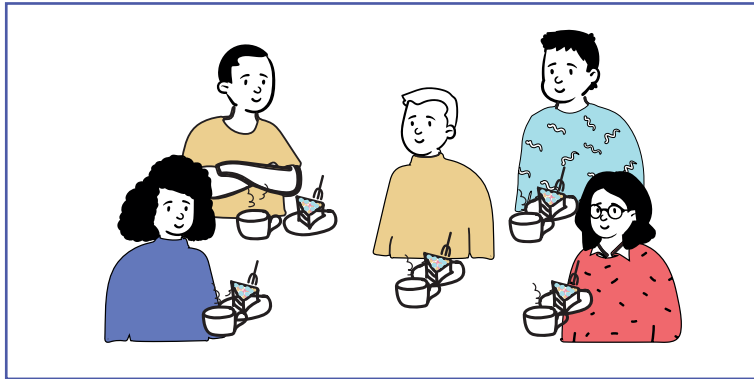
Now it's time for coffee and sweets!

Hey, you have also implemented policy X!
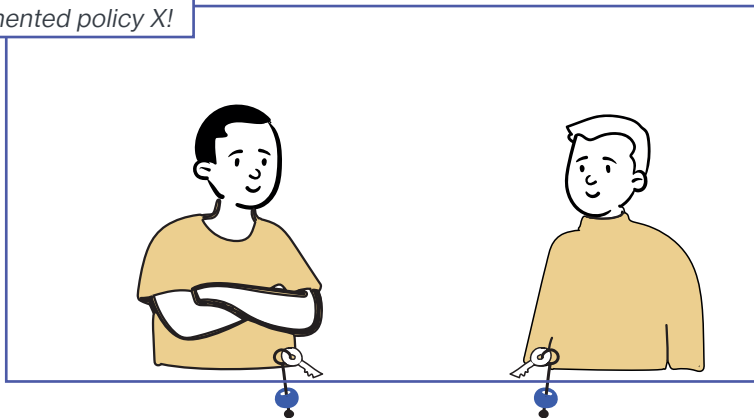
The employees attach these tokens to their key chains. As time passes, as they walk through the FPC, they see more and more tokens of the same colour appearing on key chains.

91

Here you have your Token. Well done!

Now it's time to make it happen. The Project Leader and Principal start rolling out the implementation plan. They periodically meet to see if it's still going according to plan or if adjustments need to be made. During this implementation phase, they gradually distribute the tokens to colleagues who have implemented the development. They use the check question: "To what extent are you able to apply this development independently in your daily work?"

Impact on the system.

The Handover Ceremony will bring about some changes in the system. Based on the GigaMap made in the first phases of this research, the current and the envisioned state of the system can be visualized and analyzed. The relationships between actors in the system (Figure 43), and process of policy implementation (Figure 44) will be discussed.

Relationmap

In the comparison of the two excerpts of the system map (Figure 43), it can be seen that most of the 'Dependency' relationships have been replaced with a 'Responsibility' relationship. This can result in relationships that are based more on autonomy, trust and empowerment (Dean, 2004).

LEGEND

Text in blue, bold & capitals are new relationships

Actors

Dependency

Responsibility

Current system state

Envisioned system state

Figure 43. Current vs envisioned relationmap.

Process of policy implementation.
In chapter 04, the timeline of the policy-making process was presented. With the Handover ceremony being introduced, this process will change, from the moment of implementation on. In Figure 44, the current and envisioned system states for the policy implementation and evaluation are compared.

It can be seen that the process of implementation becomes more defined with the proposed intervention. The steps are more clarified, as are the roles and responsibilities.

Current system state

This step is sometimes skipped, or combined with the presentation of the final policy proposal

Final proposal	Publication & communication	Transfer of responsibility to management
PA writes final proposal, is presented to upper management for go/no-go	Document is publicated on platform and employees are informed	Management is made aware that new/revised policy is ready to be implemented

Start of the implementation process

Plan of Action for implementation	Communication to team	Policy is deployed in the work space	Check
Management makes a plan for implementation. This plan can differ per department	Management communicates the plan to their team	Team (should) start working according to new policy	Is the policy being used? Often a yes/no answer

Envisioned system state

Final proposal	Publication & communication	Project leader and Principal are assigned	Initial meeting	Plan of Action for implementation
PA writes final proposal, is presented to upper management for go/no-go	Document is publicated on platform and employees are informed	A Project leader with subject matter expertise is chosen, and paired with the responsible Manager	Policy advisor and Principal have an initial meeting to brief the Principal on the Policy development	The Projectleader and Principal make a plan of action for implementation. They prepare for the ceremony

Start of the implementation process

The Handover Ceremony	Policy is deployed in the work space	Check	Feedback moment
The Handover Ceremony is scheduled and hosted in the plenary meeting. Employees are informed of their role in the process and celebrate the new policy.	The Project leader and Principal execute their plan of action.	Are employees able to execute the policy independently in their daily work activities? If yes, distribute the Project Token.	In the decided upon feedback moment, check how the implementation is going. Are any adjustments needed, and what have we learned so far?

Figure 44. Current vs envisioned implementation process.

Conclusions.

08

The concept proposes and facilitates the moment of transferring responsibility from the policy development phase to the policy implementation phase. The Handover Ceremony aims to foster the feeling of a collective organisation, by bringing employees together in a festive moment to celebrate the coming of a new policy development. The Implementation Kit was developed to support the organisation and hosting of the Handover Ceremony.

By offering support and guidance in this transitional moment, the feeling of uncertainty and 'being in it alone' can be reduced, and help foster the feeling of being part of a collective.

The impact on the system can be felt in the types of relationships that are altered or created. The Handover Ceremony offers the opportunity to create relationships based on responsibility instead of dependency. This reframes the relationships in a positive way and should create autonomy and trust between the different actors involved.

The process of implementation also becomes more defined, which can offer more guidance than is currently given. This can help to address the feeling of uncertainty surrounding the implementation process.

In the following chapter, the concept is validated with stakeholders, and the implementation of the Handover Ceremony is discussed.

Continuing the Journey.
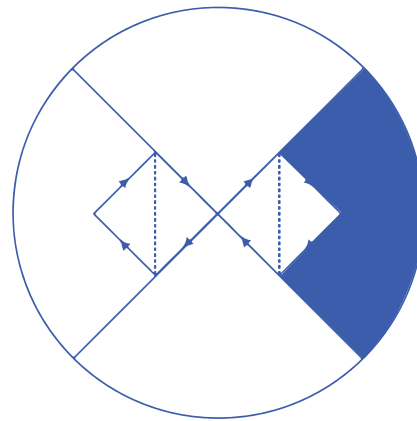
Validation and Implementation.   09

In this chapter, the validation and next steps of the Implementation Kit and Handover Ceremony will be discussed.

The reception of the Implementation Kit was tested in multiple interviews, resulting in insights in the general sentiment, opportunities and challenges this concept will encounter.

Taking these insights into account, the required next steps are formulated, both on a product and implementation level.

Validation.

Approach Internal validation

The validation phase consists of multiple interviews, both online and in person. The aim of these sessions is to evaluate the concept on desirability, viability and feasibility. Each interview lasted around 30-45 minutes.

The in person validation interviews had the following set up. Participants were invited to join in a private room, where the Implementation Kit was placed on the table in front of them. The participants did not receive any information beforehand, but were encouraged to explore the contents of the Kit on their own. They were asked to narrate their actions and thoughts as they went through the contents of the Kit.

The online validation interviews followed a slightly different set-up, as the physical exploration as done in the physical interviews was not possible. This consisted of a short presentation of the context of the project, in which the research and design vision were briefly explained. After this, the contents of the Kit were shown, in the order in which they would occur in the Kit. A brief explanation of the element and its position and role in the process was given. Afterwards, a few brief questions were asked to gain a sense of the attitudes, opportunities and challenges of the concept. The interview guides can be found in Appendix F.

The following individuals or groups participated in the validation interviews:

• Three managers
• Seven executives from different disciplines
• The General Director of the FPC
• Two Policy Advisors
• Two Designers from within the organisation

Attitudes

Critical, but willing stakeholders
The stakeholders involved in the validation sessions have some initial doubts about the willingness of colleagues to participate in the Ceremony. The general sentiment is that this idea is very new to the context, and that it might take some time to adjust to this different approach. However, they all expressed to be personally willing to partake in the Ceremony, and have proposed extensions of the concept further into the 'Preparation' and 'Follow-up' phases of the concept.

Need for involvement and clear communication
The participants expressed a desire for more involvement with and understanding of the processes within the organisation. Employees want to feel more connected with the goals and activities of the organisation, and they expect clear communication about how they can contribute to this. With the introduction of this concept in the context, this need can be satisfied.

Appreciation for the visual and tangible approach in the concept
The participants all expressed appreciation for the visual and tangible elements of the kit. The embodiment of the Playbook and Ceremony Roadmap is playful but attractive, and emphasizes the festive and fun character that is aimed to achieve with the Ceremony as well. The Tokens are another expression of this: it emphasizes the importance of practical and visible aids in the support of these processes and involvement from the organisation.

Opportunities

01.   Positive Approach and Celebratory Moments
The importance of positive approaches, such as highlighting the 'celebratory moment' and celebrating successes, is recognized as a way to potentially increase enjoyment in organizational development and promote engagement in policy developments.

"I wish we would make more time for the 'funness' of our work. This Ceremony does that, which is really nice."

"The idea is actually quite simple, but it does mark this transitional moment. That can make impact."

Executive 1 & 3.

02.   Visual and Tangible Approach
The design of the Kit and its elements is consistent and clear, and the use of the elements of the Kit is analogue and tangible. This is emphasized as an effective way to convey information and increase engagement of the users and participants of the Kit and the Ceremony.

"The use of colours and visual elements is consistent throughout the entire Kit. This makes it easy to see the relationships between the roles throughout the contents."

Executive 2.

"The tokens and the Ceremony generate a certain visibility of an implementation project within the organisation that is currently very difficult to achieve."

Manager 1.

03.   Structure and Overview

The importance of a structured approach, such as chronologically displaying steps in a playbook and explicitly defining roles, is emphasized. This provides overview and coherence, making the process manageable and clear.

"I clearly recognize the elements in the "Preparation" phase that you pose [in the playbook] from my own approach. Only I do not do it as clearly structured as portrayed here." Manager 1.

"Each step is explained briefly, that makes the process quickly clear to me."

Executive 2.

04.   Direct Communication and Visibility

The necessity of direct connection with management and creating visibility for developments is emphasized as a way to demonstrate engagement and create support within the organization. The way the Director presides over the Ceremony has a big effect on the persuasiveness of the moment, which can help to get employees on board with both the Ceremony and the implementation project that is to come.

"The direct connection to the Directors about the implementation of new (policy)developments is really something new. We don't do that at the moment."

Manager 2.

"I am working a plan for implementation of project [x], but I am doing it alone. I notice that it can be quite hard to define the roles and steps by myself. In this phase I would like to also get some input from the Principal or Director, as proposed in the 'Preparation' phase of this process."

Executive 1.

05.   Follow-up

The importance of follow-up during implementation projects is underscored as crucial steps to monitor progress and ensure the success of changes. This also implies the need for monitoring and repeating messages for effective implementation, which is partially realised through the Tokens and the Evaluation moment.

"The unique colour of the Token can generate this visibility which can be so difficult to generate within the organisation, but you have to treat it as more than a 'gadget' in order to give it this symbolic value which you propose." Executive 3.

"We often don't schedule a feedback moment when initiating a new project. I do feel like repetition contributes to the successful implementation of new policies."

Manager 1.

Challenges

01.   Engaging and Inspiring Employees

Distributing tokens as rewards for progress in a project can be an effective way to engage and inspire employees, but it is noted that this can sometimes be challenging in practice. It is important to consider how this can be implemented effectively within the organization. The endorsement from management and directors could be greatly beneficial for the success of the implementation of the Ceremony.

"As an organisation, we are very good in developing nice initiatives and ideas, but not so good at getting them into the organisation. I feel the need for engaging colleagues in some way, but I wonder if these Tokens are going to do the trick. They might, but it would need certain encouragement."

Manager 3.

02.   Stepping out of the comfort zone

It was stated by all the interviewed employees that this concept is something very new for them. They also expressed a concern about the willingness of other colleagues to participate in the Ceremony and displaying the Tokens on their key chain. When implementing this concept, it should start small with employees that believe in the value of the Ceremony. Here again the endorsement of management and directors is believed to be crucial to make this first step in adopting this idea.

"I think you can expect a lot of cynicism when you propose a 'Ceremony'. You would have to generate positive word-of-mouth to get people excited to engage."

Executive 4, 5, 6.

03.   Clarity and Transparency in Procedures

There is a need for clarity and transparency regarding the procedures surrounding the ceremony and the use of tokens. Questions arise about when the tokens come into play, how they are awarded, and what the rules are. This underscores the importance of explicitly stating procedures and expectations within the organization, and this states a subject for further investigation.

"I personally wish we would celebrate successes earlier in the process, we often wait to long to do this. Awarding the Tokens at the 'end' of an implementation project feels too late for me."

Executive 2.

04.   Clarity in Communication

The use of terms such as 'Hand-over' may evoke associations with patients and could lead to confusion for employees. This needs to be communicated clearly as one progresses through the Kit, and at the moment of inviting employees to join the Ceremony.

Approach External validation

The concept was also validated with individuals from outside the FPC. The goal here is to evaluate the desirability, viability and feasibility of the concept beyond the context in which it was developed.

These sessions followed the same set-up as the online validation interviews with employees within the context, but used a different set of questions. The interview guide can be found in Appendix F.

The following individuals or groups participated in the external validation interviews:

- Eight designers from different branches of the Ministry of Justice, i.e.:
  Parole Board [Reclassering]
  Public Prosecution Office [Openbaar ministerie]
  Ministry of Justice
  Custodial Institutions Agency
- Policy Advisor from a different Forensic Psychiatric Centre

Opportunities

01.   Recognizability of the underlying challenges

The external parties all recognized the identified barriers that were presented. This shows that the challenges are not isolated to one single organisation, but a wider spread problem. Commonalities were also pointed out between the developed concept and other initiatives set up within the Ministry or associated organisations. This common ground could be used to introduce this concept in other organisations as well. Interest was expressed to explore these possibilities.

"All organisations like ours [the Ministry of Justice] experience 'implementation problems', getting developments off the ground."

External 1.

02.   Marking the moment

It was stated by the participants that explicitly marking the moment of implementation could be very valuable. The concept introduces a conscious transition from the development to the implementation phase. Through the approach that the concept proposes, the organisation also communicates a dedication to a Project-based approach.

03.   Visibility of a development

Another thing the participants stated as valuable, is the visibility of a development. The Tokens are one way this is achieved, as these are symbolic object that are not confined to one single department, but can work as an overarching connection between departments. Another benefit of this visibility is that it shows which implementation projects are running, also to management and the Directors. This makes it easier to assess if you are perhaps doing too much at a time, and when you might have time to start something new.

"The Tokens add a certain recognisability that arches over departments"

"If you suddenly find yourself with 10 ceremonies scheduled in a short period of time, you'll likely realize that you're taking on too much at once."

External 3 & 8.

Challenges

1.   Support of Management and Directors is crucial

In order to be able to implement such a concept, support from higher levels of management is needed. People will likely not do this spontaneously, they will need some encouragement from their managers. This will show that this is something that the organisation finds important and wants to do.

2.   Narrowly defined moment

This was mentioned both as an opportunity and a challenge. On the one hand, it was perceived as positive that the Ceremony focuses on a specific moment within a larger implementation project, as this makes it manageable and easy to understand the goal of the Ceremony. On the other hand, the underlying processes are also very important and should not be neglected just because 'we have a ceremony'.

"Do you also show the structure of the implementation project in the ceremony? This lies at the foundation of what you want to achieve, and should not be neglected."

External 8.

Implementation.

To integrate the Handover Ceremony into the FPC's operations, methods for incorporating the Ceremony into the organizational structure need to be explored.

Project-based work
The concept fits into the annual plan for 2024 of the FPC. One of the goals for this year is to work more on a project basis. Project-based working is a specific project management methodology where you systematically work on a particular issue. The issue always has a goal and a deadline that is predetermined by the principal or the project leader of the project.

The concept of the Handover Ceremony ties into this ambition of project-based work. It uses the same terminology to strengthen this connection.

In this project-based approach, the Policy Advisor and the Principal have an initial meeting to brief the Principal on the developed policy. In this initial meeting, the Policy Advisor can distribute the Implementation Kit to the Principal, thus initiating the process of the Handover Ceremony. This integrates the concept into current ways-of-working, which increases the likelihood of adoption by addressing factors such as compatibility ("Wat Werkt Bij Implementatie Van Sociale Interventies," 2018).

Reintroducing the plenary FPC meeting
The Handover Ceremony is the central moment. It is focused on creating connection and engagement. For this to succeed, there needs to be a moment in which employees can come physically together. As this moment should not be reduced to an email or online meeting, the reintroduction of the plenary FPC meeting is proposed as a suitable platform for the Handover Ceremony.

The plenary FPC meeting was a regular meeting for (representatives) of all discipline groups in the FPC. Given the envisioned frequency of the Handover Ceremony, convening this plenary meeting once a month is considered an appropriate interval.

Scheduling the meeting at a time convenient for the majority of employees ensures maximum attendance. The proposed time for this when there is an overlap between shifts for disciplines with direct patient contact, which makes it more probable that employees can step away from their activities for a moment to attend.

Engage the Director
As the Director plays an active role in the Ceremony, it is crucial to brief them well on this role when introducing this concept into practice. Getting employees on board with the Ceremony will likely take less effort if the Director is invested and advocates for this.

Pilot the concept
It has been stated by multiple employees that the need of word-of-mouth promotion can prove to be crucial for getting traction for the Handover Ceremony within the organisation. As this concept is something that has not been done before within this context, employees will likely be cynical about the idea at first. However, once they have experienced it, they might be easier convinced of the added value of the Ceremony, as this makes the perceived benefit and observability of the concept apparent ("Wat Werkt Bij Implementatie Van Sociale Interventies," 2018).

Running a pilot also offers the opportunity to evaluate on the effect of the Ceremony. Does such a moment increase the feeling of being part of a collective organisation? Does it clarify the roles and expectations within the implementation process? Are the Tokens awarded at the most suitable time, or should the moment of awarding be defined otherwise? This was not possible to thoroughly evaluate within the context of this project.

Communication to workforce about the Handover Ceremony
The concept of policy within the FPC currently has a negative image. Employees, especially those in executive roles, don't perceive a connection between their duties and policy matters; instead, they feel like they simply follow directives. To encourage their involvement and highlight the relevance of policy developments for them specifically, it is crucial to invite them directly and explicitly explain why this ceremony is important for them. This consideration should be factored in when inviting them to the ceremony, and should be clearly reiterated in the Ceremony: "What is in it for you".

Making the roles part of performance reviews
While it is important to make the integration of this concept accessible, incorporating an enforcement mechanism is also beneficial. Enforcement mechanisms can foster effective accountability and ensure compliance with the set standards (OECD Public Integrity Handbook, 2020). Fulfilling the roles of Project leader and Principal can be evaluated upon during the yearly performance reviews. This way, the effectiveness of the Handover Ceremony can be evaluated and the use of the concept monitored.

Another strategy could involve enlisting department managers as advocates to convey the significance of the ceremony to the workforce. There is a willingness expressed by managers to delegate the responsibility of attending the ceremony through them.

Explore the application of the concept in other institutions.
The interviewed external parties expressed interest in further exploring the possibility of adopting the concept in their respective institutions. This can offer an interesting opportunity for the further dissemination of the Handover Ceremony and can be further explored to assess the viability of this concept beyond the FPC in which the concept was designed.

Conclusions.

Participants' responses are predominantly positive. All respondents express that from their personal perspective, that the Handover Ceremony is something they would like to participate in and would address the issues of uncertainty and disengagement that is currently experienced around policy implementation.

The elements of the Kit are perceived to offer enough guidance to organize and host the Handover Ceremony. The visual appearance is described as coherent and calm. While the embodiment of the Kit is playful, it does not distract from the content and is perceived as a beneficial factor for engagement.

The support from upper management is named as a crucial element for the success of the Handover Ceremony. The proceedings are something that has not been done in this context before, and employees tend to be a bit cynical at first. Encouragement from the Directors and engagement of the Management Team (as participant and Principal) can increase the chances of the Handover Ceremony being embedded in the organisation.

External validation
The Implementation Kit and Handover Ceremony were also presented to external parties from within the justice system, to validate the desirability, feasibility and viability of this concept in other contexts.

The general sentiment consisted of recognition of the identified barriers as something that almost seems universal across the institutions of the justice system. This offers interesting opportunities to explore the application of this concept in these institutions as well.

To wrap up.

This chapter will wrap up the project, through discussing limitations of the research and a process reflection.

Limitations.

Lack of documentation
Because of the characteristics of the context, meaning that it has the highest security level of Forensic care facilities, it was at times difficult to thoroughly document all the interviews, conversations and sessions. It was not allowed to take a mobile phone inside, which led to a dependency on written notes and a lack of visual material from the context.

Unpredictability of the context
Due to personnel shortages and busy schedules, it was often difficult to schedule meetings with more than one person at a time. Daily activities of employees were subject to unpredictability, where unforeseen circumstances such as illnesses or incidents took precedence over scheduled meetings. This is very understandable, but led to meetings sometimes being canceled on short notice.

This resulted in a reliance on the same people being spoken to over the course of this project, who could more easily take time out of their day to give input.

Complexity of the organisation
The Forensic Psychiatric Centers was a context completely unknown. The adjustment period at the beginning of the project, learning to speak the language and terminology, understanding the dynamics and nuances, was crucial for the later stages of the project to be a success. The start-up time was therefore longer than initially planned for.

Process reflection.

In this thesis, the process of policy-making in a Forensic Psychiatric Center was examined through a Systems oriented Design lens, to explore how the approach of SoD might be beneficial to this process. This process reflection assesses the project on its strengths and weaknesses in each of the phases of the Systemic Design Framework for public innovation (Design Council, 2019).

Explore
In the first phase, a thorough understanding of the SoD lens, context and the process of policy making was established. Through the process of mapping the insights in a GigaMap, a design artifact was created in which the different media of insights could be compiled. This led to a rich picture of the system being created.

Reframe
From this system map, six barriers were identified. The barriers could be related to the principles of SoD in a social innovation context, which revealed the common ground between the problem space and the SoD lense. These commonalities formed the basis for formulating the design vision.

Create
The third stage covered the idea generation and final concept development. This stage took a considerable amount of time, due to the complexity of the solution space and context at hand. After much back and forth between idea generation, inspiration sessions, testing and validating directions with employees, a final concept direction was chosen. The continuous back and forth proved to be very valuable for substantiating decisions that had to be made.

Catalyse
In this final stage, the final concept was developed and validated with employees from within the FPC, but also external parties from other institutions within the justice system. Through these conversations, opportunities and challenges of implementing the proposed intervention were discussed. This resulted in concrete steps that need to be taken in order to get this concept into the organisation, and beyond.

Epilogue.   11

After seven months of hard work, feeling inspired and challenged, I am writing the closing words of this thesis. This graduation project has been one of the most challenging endeavors I have undertaken. It has pushed the boundaries of my role and capabilities as a Strategic Designer, and I take pride in the growth and development I have experienced over these past months.

When I began searching for a graduation project, I aimed to tackle a complex issue within the public sector. This led me to my tutors, Jotte and Willemijn, and eventually to my external mentor, who presented the opportunity to delve into the unfamiliar context of a Forensic Psychiatric Center.

To say that this context took some adjusting would be an understatement. It is a part of the Dutch public system that is, and for most people will remain, inaccessible. I had the chance to take a glimpse behind the curtain and truly immerse myself in this unknown world.

The specific context presented challenges, some in very basic ways. For instance, I couldn't record conversations or take pictures during sessions and tests because mobile phones were prohibited inside. This forced me to get creative with note-taking and quick with jotting down my thoughts.

Despite the busyness of daily life and work in the FPC's, employees were always willing to make time for me and discuss the challenging yet rewarding work they do. The conversations I had with them deepened my admiration for their resilience.

The employees I spoke to were largely unfamiliar with the 'designerly' approach to problem-solving. Particularly within the context of policy-making, they often didn't immediately grasp

why and how I wanted to approach this project. Looking back, I might even say that policy-making wasn't the crux of my project. My ambition was to design something that could bring employees together, foster relationships, and cultivate a sense of community within such a large organization.

The insights I gathered were rich, each feeling important in its own right. Making decisions required repeated practice, overcoming any lurking imposter syndrome. As a design student, I learned to strike a balance between instinct and knowledge to make valid choices.

Overall, this project has been immensely rewarding. It introduced me to a new approach to design problems, bolstered my resilience, and fueled my motivation to continue this journey beyond my studies.

Now, as I close this chapter, I look forward to the experiences that lie ahead!

Yours truly,

Marloes

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