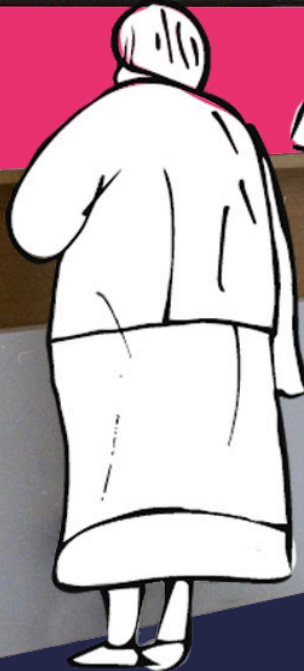# De Erkenningsmethode

Creating realistic assumptions
about the mental capacity of residents

Master Thesis
Stijn Burmanje
Strategic Product Design
TU Delft

De Erkenningsmethode

Creating realistic assumptions
about the mental capacity of residents

Master Thesis

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In collaboration with
Gemeente Den Haag
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" **Hoe dronken ik ook ben,
ik weet altijd mijn BSN.**
Ik ben gereduceerd
tot een nummer."

Homeless Person, The Hague

Executive Summary

Project Motivation

In 2013, Dutch politicians longed for more rigorous actions against fraudulent applications for financial support. They were all done with residents taking advantage of the system and decided to adopt an all-or-nothing approach. Child support applications would be assessed thoroughly and mercilessly. Consequently, that would also mean that the good can suffer from the bad, as stated by the state secretary of finance Frans Weekers (Frederik, 2021).

In the years that followed, about 30,000 parents were wrongly labeled as fraudsters by the tax authorities. These parents had to repay their allowance in full at the slightest mistake. In some cases, a single missing receipt was enough to make parents pay back tens of thousands of euros. To this day, some parents are experiencing the financial, mental, and physical consequences of the fraud hunt. We now label this the Toeslagenaffaire (Eng: The Child Welfare Fraud Scandal). Within public organizations, every effort is made to prevent these kinds of debacles in the future.

Applying Rationalistic Policymaking

The Toeslagenaffaire shows that the government sometimes imposes unrealistic demands on residents. Policymakers assumed that residents understood the rules for applying for benefits and had sufficient capacity to submit applications fully and correctly. However, not all parents can submit monthly forms and indicate changes in their wages in practice. Sometimes they are not even aware of the conditions. Here we see a difference between the policymakers' expectations (the rationalistic perspective) and the capacities of the resident (the realistic perspective). Adopting a realistic policymaking perspective makes public services accessible to more residents, reducing process costs and stimulating residents' self-sufficiency (NL: redzaamheid).

Applying Realistic Policymaking

Within a realistic policymaking perspective, civil servants create realistic assumptions about the mental capacity of residents. This mental capacity consists of two components: the ability to understand the process (NL: denkvermogen) and the ability to act accordingly (NL: doenvermogen). When the procedures of implemented policies match these abilities, the resident will be able to follow the process. If the cognitive load of the policy exceeds the denkvermogen and doenvermogen, the resident faces more difficulties. They might require a customized process, which is costly and inefficient. Assessing the cognitive load of the context and the residents' mental capacity supports policymakers in creating realistic assumptions about residents.

De Erkenningsmethode

De 'Erkenningsmethode' (Eng: Acknowledgment Method) supports policymakers in creating this realistic assumption. Through empathy exercises and context assessments, stakeholders realize the different mental capacities of residents and consider the challenges they face in the policy process. Some residents might not be able to enter the process or get stuck along the way. When participants experience the challenges of certain residents, they can make an informed decisions for the innovation approach.
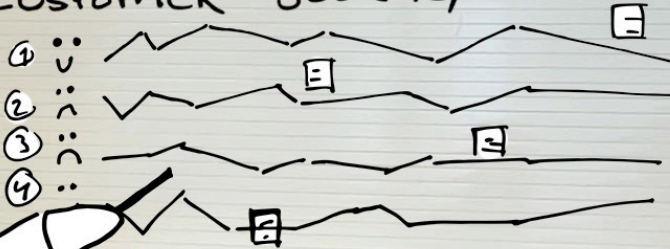
First, participants can choose to let the current process's cognitive load and the residents' capacity remain the same. This might be the case when resources are scarce, or not all profiles receive the same prioritization. Alternatively, the next phase can increase the mental capacity (stimulating residents) or make the process easier (less complexity and more support). Whatever option is chosen, the stakeholders should all be aware of the prioritized approach, acknowledging the consequences for the self-determination profiles.

This way, a more diverse image of residents can be considered when innovating public services. Understanding these residents and acknowledging their problems is the first step in creating more realistic assumptions about the mental capacity of residents.

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Important Abbreviations

DPZ
The Department of Public Services (NL: Dienst Publiekszaken, DPZ) organizes all municipal affairs which directly involve citizens, such as taxes, civil affairs, The Hague Library and The Hague Municipal Archive

SZW
The Department of Social Affairs and Employment Projects (SZW) oversees work and income.

OCW
The Education, Culture and Welfare Department (OCW) offers services such as sport and public health.

Front-office employees
Civil Servants with direct and daily contact with the residents.

Denkvermogen
Denkvermogen (the ability to understand) is the mental capacity to collect and weigh information and draw relevant conclusions.

Doenvermogen
Doenvermogen (the ability to act) is the mental capacity to make plans, initiate, and pursue actions and deal with setbacks.

Toeslagenaffaire
The child welfare fraud scandal is a Dutch political affair in which parents were wrongly accused of fraud with childcare benefits.

UWV
UWV (Employee Insurance Agency) is an organization commissioned by the Ministry of Social Affairs and Employment (SZW). The UWV implements employee insurance and provides services for the labor market. They generally deal with people labeled as 'vulnerable'.

1.
Introduction

This chapter firstly provides an overview of the current problem and introduces the Design Goal.
In the next section, the project context, topic, and stakeholders are explained.
Lastly, the report structure is explained.

1.1 Problem Overview
1.2 Project Overview

1.1 Problem Overview

Every now and then, people get in touch with the government. Some people visit the city hall to ask for a permit or apply for social welfare. Others need to pay a fine or renew their personal document. In The Hague, hundreds of people visit the Public Service counter every day. In most cases, this process goes well. However, some people have trouble following rules and regulations. And this group is growing.

In The Netherlands, 2,5 million people are considered vulnerable. They have difficulties understanding the Dutch language and the political jargon or do not possess the mental capacity to organize their lives. Other people face stressful and complex situations, in which it is hard to keep an overview of the possible solutions. Politicians label their situations as 'multi problems' (Bosman & Boeve, 2021).

Vulnerable groups are always part of society. That is why we invented our social security system, which supports individuals who find themselves in financial difficulties. This system is based on solidarity: all Dutch people take care of each other:

> *"The strongest shoulders bear the heaviest burdens"*
> *(Nicolaas Pierson, Dutch Prime Minister between 1897 and 1901)*

In the coming years, the group of vulnerable people will grow. The Dutch population is aging, and the gap between people with different social-economic statuses increases.

People face more and more stress due to their rapidly changing environment. Digitization and loneliness significantly impact daily life (RIVM, 2018). Simultaneously, the government strives for efficiency: budget cuts in the public and social domain require municipalities to reconsider their public services. The premise: residents should take responsibility.

However, not everyone can take responsibility for his or her own well-being. Not all residents have the same mental capacity to fill in forms or understand regulations. The Toeslagenaffaire has made it painfully clear that the government sometimes imposes too strict demands on the responsibility of residents. It appears necessary for policymakers to understand the mental capacity of their residents before they make new regulations. Especially since this capacity differs per resident and situation. Therefore, my graduation project will focus on the design goal stated below.

With an empathy tool, policymakers will understand the different needs and limitations of residents and design processes accordingly. The tool has the potential to be implemented at other organizations that also encounter vulnerable groups, such as the Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten, VNG), Employee Insurance Agency (UWV), and the Ministry of Justice and Security.

Design Goal:
Creating realistic assumptions about the mental capacity of residents

1.2 Project Overview

Project Context

Project Aim
This graduation project aims to improve policymaking for public services of the Municipality of The Hague. More specifically, the project focuses on the Department of Public Service (NL: Dienst Publiekszaken, DPZ). This department organizes all municipal affairs which directly involve citizens, such as taxes, civil affairs, The Hague Library, The Hague Municipal Archive, and participation and quality of life in the neighborhoods. Residents can contact DPZ via the internet ('click'), telephone ('call'), or by visiting one of the district offices.

Currently, DPZ is in a transition phase, offering more and more services within online environments. The vision of DPZ is to be digital where possible and personal where necessary (Den Haag, 2020). This motto implies a gap between digital services and personal contact. When civil servants understand the mental limitations of residents and corresponding solution approaches, they will be able to indicate when and how to communicate with residents.

Within DPZ, team 'Innovatie en Dienstverlening' works on people-oriented innovation of public services and municipality-wide policy. The team consists of policymakers, researchers, and designers who help (internal) clients get a grip on services and seize opportunities. The graduation project will be carried out from within this team, using experiences and knowledge to shape the project. Ultimately, the design of the graduation project can serve as a tool for the team members to assess the mental capacity of residents in future service projects.

Stakeholders Introduction
This project focuses on connecting residents and municipal policymakers. As mentioned, DPZ is often the first entrance for contact with the municipality. The Department unifies the municipal units in direct contact with the public. Therefore, the residents mentioned in this project can be summarized as all inhabitants of The Hague.

The municipality employees can broadly classified into a back office and a front office. The back office contains civil servants who make visions and values, policymakers who translate visions into policies, and managers who compose goals and targets. The front office of this municipality contains those employees who are in direct contact with residents (see Figure 1).

More information about the stakeholders and work processes can be found in section 2.4
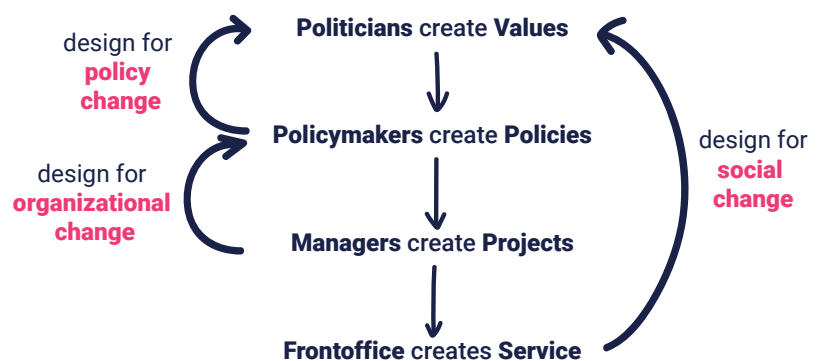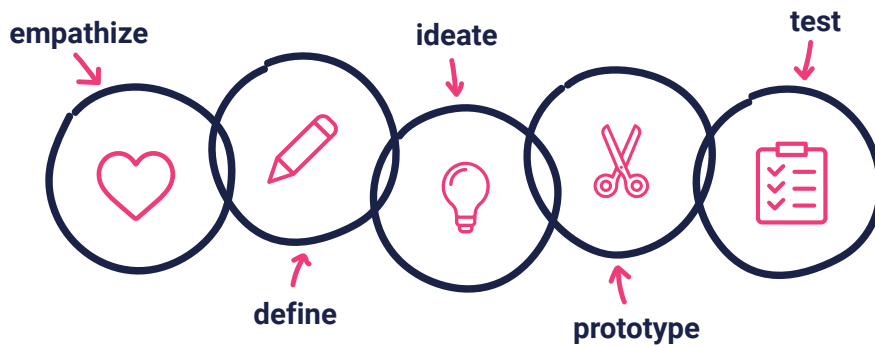

Figure 1: Design Impact

Figure 2: Design Phases

Municipal Innovation

Within DPZ, different teams and departments oversee contact with residents and provide support. For example, front office employees offer specific products, such as passports and permits. Other teams, such as The Hague International Centre (THIC), offer services for specific groups of people. THIC provides information to the international staff of organizations and companies in The Hague, referring residents to the correct departments.

Innovation at THIC
 Processes such as the services of THIC require an understanding of residents, especially when they are less self-sufficient. Residents who do not speak the language or are not familiar with the Dutch Bureaucracy require extra attention when designing municipal processes. When managers or directors initiate such innovation processes, they often contact designers. For example, the design agency Morrow helped map out the various ex-pats and labor migrants to coordinate the services of THIC better. This shows the designers' strength and the added value of the design mindset within the municipality of The Hague.

Reformulating problems by understanding users' needs makes the design methodology efficient. This enables integrated innovation approaches, which are more effective than patching up problem symptoms.

Here, innovation initiation starts at the management level, after which designers help to connect different stakeholders and colleagues within the organization. During this graduation project, these work processes are further discovered and optimized.

Report Structure & Newsletters
The next page provides an overview of the design phases used in this graduation project. The report follows the same structure as the design methodology (see Figure 2). More extensive research and outcomes can be found in the Appendix, separate from this report.

During the graduation project, the stakeholders were informed through various newsletters. This enabled them to provide feedback during the process, and the project gained more momentum within the organization. These can be found in Appendix B.
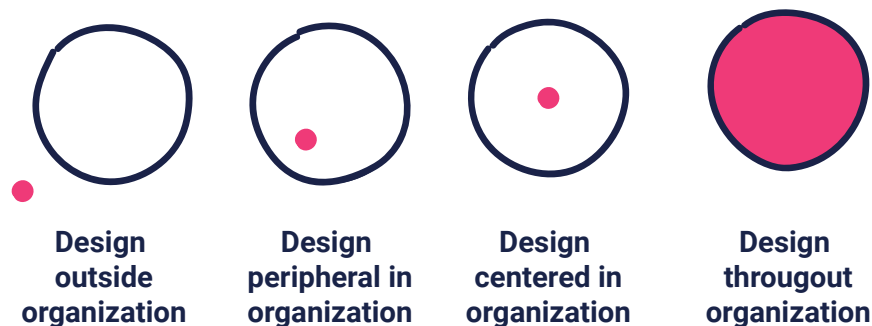
Figure 3: Design Structures (Junginger, 2018)

Design outside organization · Design peripheral in organization · Design centered in organization · Design througout organization

The Role of the Designer

In recent years, design has become so much more than just an add-on to current projects. Design is used as an innovation method, connecting policy intention to the implementation of procedures. Design can the behavior of residents, nudging them towards desired solutions. This way, residents can be encouraged to do good, such as making their homes more sustainable or working on their health. Rather than fighting symptoms, design starts with the user's need to find solutions for the entire system.

Finding structural and integrated solutions within public organizations is sometimes a big challenge. Silos and hierarchical structures prevent an efficient flow of insights and knowledge. Design can offer unique ways of understanding which teams, departments, and experts are relevant to a problem. Design can engage them in collaborating to collectively find new solution approaches (SEE Platform, 2013).

Many public organizations attract designers to create new services from the perspective of residents and entrepreneurs. However, the role of the designer differs per organization. Junginger (2018) identifies four different positions for designers: outside, fractioned, central, and integral (see Figure 3).

According to Junginger, organizations should aim to create an integrated design approach. Linear policymaking models do not exist, and policies will improve if the policy intent or need matches policy implementation. This means that designers are not limited to designing for policy implementation. Designers can contribute to organizational change (involving internal stakeholders), policy change, and social change (involving services and residents). For the designers in the municipality, this means that they should not only form a separate group and accept design cases. They should be part of every project and in every process at the municipality.

Design thinking is not just a way of working. It is a mindset that should be included throughout the whole policymaking circle (see Figure 2). Besides organizational change, this project research will contribute to new approaches to social change. That means that not only processes will be enhanced but also the relation between policy intent and implementation.

Design Process

Design Goal

Design Approaches

Design Choice

Design Presentation

Design Recommendations

Design Goal
Creating realistic assumptions about the mental capacity of residents

Phase 1: Context Research
In the first phase, the context is researched and two design approaches are proposed.
1.   What are the challenges and responsibilities of residents?
2.   What are the misconceptions about residents?
3.   What are innovation barriers for The Hague Municipality

Phase 2: Define & Ideate
In the second phase, the two design approaches are further developed into two design propositions.
1.   A theatre workshop for management and front office employees to create shared understanding.
2.   A method for team Innovatie en Dienstverlening to assess the mental capacity of residents

Phase 3: Prototype & Test
The third phase shows the iteration process of the chosen design approach on the basis of three workshops.
1.   A workshop with residents
2.   A workshop with managers from city district
3.   A workshop with designers & researchers from team iD

Phase 4: Final Design & Recommendations
Lastly, the final design is presented, after which recommendations for future research is proposed
1.   Design overview & Storyboard
2.   Design elements and optimization suggestions

Figure 4: Design Phases

2.
Context Research

This chapter describes in the first section the context of the design goal. The next section describes the implications for the social demain. Then, the municipal structure is analyzed. Lastly, the design approaches are introduced.

2.1 Research Approach
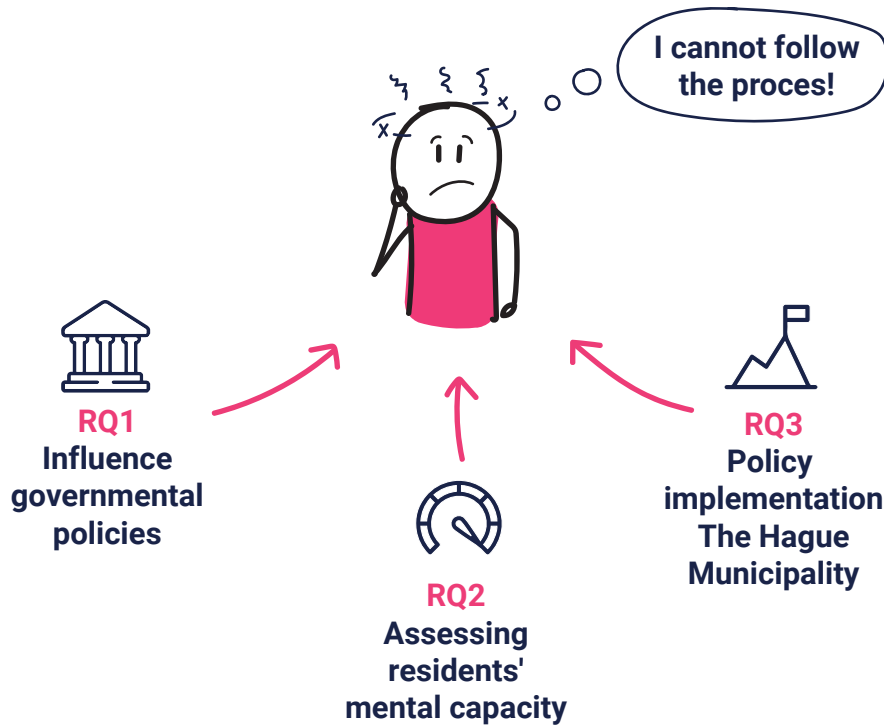
Figure 5: Influence context on residents' mental capacity

As mentioned in the problem overview, the goal of the graduation project is to design approaches that create realistic assumptions about the mental capacity of residents. In this first research phase of the design process, the current context of the design problem is analyzed. The following sections in this chapter describe the relationship between residents and the municipality of The Hague. By understanding the factors that influence the mental capacity of residents, we can propose design approaches in the next phase of the research project. The chapter follows three Research Questions (RQ).

Main RQ: What influences residents to be able to follow the implementation of municipal regulations?

RQ1: How do national laws and approaches in the social domain influence the context of residents? How did this evolve?

RQ2: To what extent do policymakers take the mental capacity of residents into account when implementing new policies?

RQ3: How are policies implemented in the Municipality of The Hague? What is the relation between policy implementation and policy formulation? What are barriers to innovation processes?

2.2 Social Domain: brief history

This section describes the influence of the national regulations in the social domain on the mental capacity of residents. First, the shift in the social domain towards a participatory society is described. In this participatory society, residents are encouraged to be actively involved in the community, take care of each other, and organize their social security. The second part of this section describes the new role of residents in the social domain.

Recovery after World War 2

After the Second World War, the Dutch government focused on recovering an equal society. Marga Klompé, former Minister of Culture, Recreation, and Social Work, was one of this new political stream drivers. Until that time, charity was the primary source of support for those who needed it. (van Dam, 2016). Klompé wanted to end this dependency on the church, family, or neighbors' aid. A good example is the Wet op de Bejaardenoorden (1961), which aimed to end to the often degrading conditions in private homes. Under the De Quay cabinet (1959-1963), Klompé produced one of her biggest legislative achievement: the Algemene Bijstandswet (1965).

For centuries, poor relief has had a humiliating and denigrating character. From now on, the government was responsible for a social safety net. This marked the start of an emancipatory movement. Women were able to divorce their husbands, as they could become financially independent. But also, homeless people and psychiatric patients were able to recover by using financial aid. Marga Klompé called this: "**Van genade tot recht**" ("From grace to justice") (Van der Lans, 2006). However, during the economic crises of the '70s, concerns arose about the affordability of the welfare state.

Freedom of the pillars
In the '60s and '70s, the Dutch population celebrated the freedom of the pillars. Deviant behavior intertwined with normative rules: people were allowed to divorce, start unmarried motherhood and practice their sexual preference. In a short period, many people changed their values and beliefs (Duyvendak, 2004). Emancipation and individualization made the Dutch resident more conscious. They expected the government to take more and more responsibilities on them. Elderly care, child support, and other services and facilities were fundamental rights (Van Dam, 2016).

Professionalism and Efficiency
In 1979, Van Doorn (minister of Culture, Recreation and Social Work) formulated the bottlenecks of legislation in the field of well-being in his so-called "Knelpuntennota." He stated that the uncontrolled growth of activities, regulations, facilities, institutions, and subsidies had become untenable. Residents should be more involved in society and care for each other before seeking governmental help. During this time, the New Public Movement became more dominant: the government should be more professional and efficient. This put more pressure on the welfare state: users of social services have become too dependent on government aid, and social work has become extravagant. As a result of this report, the "Kaderwet specifiek welzijn" was implemented. This law laid the foundations for more decentralized welfare policies. (Steyaert, 2013; Van Dam, 2016).

Modern Social Society
In the following decades, residents were more and more encouraged to be actively involved in community and politics. In 2015, the newly formulated decentralization programs in social care and support "Wet Maatschappelijke Ondersteuning (WMO)" and the "Participatiewet" showed this decentralized tendency (Nijdam, 2020). Municipalities received more freedom to execute and monitor national policies. The underlying idea was that bringing the local government closer to their residents would bridge the gap between residents and politicians.

As a result, municipalities would be more suited to integrate public services, foresee social issues and collaborate with stakeholders to provide better personal care for their residents (Ministerie van Volksgezondheid, Welzijn en Sport, 2020).

WMO: not a provision law

The WMO differs significantly from its predecessor (Algemene Wet Bijzondere Ziektekosten (AWBZ)), as it is no longer a 'provision law': one is no longer automatically entitled to support. Before people receive governmental support, their capabilities and social network are assessed (Brabander, 2014). For some regulations, this approach makes sense:

> *"Now people have to see what they can do themselves and for each other. For a long time, you were entitled to certain things. At one point, everyone over the age of 60 here was automatically given an electric bicycle. Those days are over, and that's a good thing,' says Van der Burg, alderman of Aalten* as quoted in Sociaal Werk Nederland (2017, p. 9).

WMO: concerns

However, there are also significant concerns about the effects of the WMO. Opponents call the law a means to make additional cutbacks. An effective means, according to a letter from Minister De Jonge to the Dutch Senate. From 2015 onwards, the Dutch government would save more than 1.3 billion euros annually (De Koster, 2019). At the same time, municipal costs in the social domain are rising. The Association of Netherlands Municipalities (Vereniging van Nederlandse Gemeenten, VNG) calculated that the cluster 'Maatschappelijke Ondersteuning' and 'Jeugd' contribute to a growth of 1.1 billion euros for municipalities in 2019. From the 352 municipalities in the Netherlands, 80% expected a budget deficit in 2021 due to these increased expenses. In particular, the pressure on aging cities is increasing (De Koster, 2019; BDO, 2021; VNG. 2021).

Healthcare: a responsibility

At first sight, the policy goals of the WMO seem like a simple continuation of the efficiency mindset from the New Public Movement: close collaboration between municipality and citizen to foster efficiency, egality, and quality in the social domain (VNG, 2018). However, the WMO has a more substantive or social objective in addition to these policy goals. The central aim of the WMO is to foster citizen participation, i.e., actively contributing to society. Self-reliance ("zelfredzaamheid") – a precondition for participation – and social cohesion – the expected result of participation – are the other objectives mentioned in the WMO. The Dutch Government regards social cohesion as the primary goal of the WMO (Kwekkeboom & Jager-Vreugdenhil, 2009).

Chain of reasoning

Timmermans (2012) explains that policymakers use these ideologies in a so-called chain of reasoning: one can only participate if one is self-reliant and social cohesion only arises through participation. Self-reliance, in this context, is explained as the amount of agency someone has over his life. By stimulating freedom of choice and autonomy, self-reliance would be increased (see Figure 6).

This would in turn lead to more participation and, in time, greater social cohesion. In other words, residents are responsible for their own social care and should seize opportunities to increase their participation. By taking full responsibility, the involvement in (local) society, i.e., social cohesion, would also grow (Kwekkeboom & Jager-Vreugdenhil, 2009).

The new mantra

Taking your own responsibility has become the norm in the Dutch Society. Mark Rutte, prime minister of the Netherlands since 2010, used this exact concept in his approach to the Covid-19 measures. In a press conference in 2020, he formulated his view on a mature, democratic society:

"In that context, I think it is not appropriate in a mature country to say: we are now going to decide this nationally. […] I also think it is part of a mature democratic country to let people take their own responsibility. And you can see that it works: look at the image on the street."
(Mark Rutte, Ministerie van Algemene Zaken, 2020)

The major bottleneck of this reasoning - and thus the limitation of the WMO - is the narrow, one-sided view of the resident. Both The Netherlands Institute for Social Research (SCP) and the Council for Social Development (RMO) had already formulated their concerns about regulations that place individual responsibility on the citizen before the WMO. These researchers all came to the same conclusion: to be a decent citizen, you will have to fit in the perfect image of the government. In other words, taking responsibility is the same as complying with the norm. Only then you will receive adequate care (Brabander, 2014).

Five years later

Five years after implementing the WMO, the SCP draws up the balance in the report "Sociaal domein op koers?" (2020). They conclude that people had not become more self-sufficient, and that there were few signs of stronger social cohesion. More recently, the mayors of 15 municipalities wrote an incendiary letter urging the to-be-formed Dutch Cabinet to fund long-term programs to bridge the growing social distance for vulnerable groups in society (AD, 2021). It seems that focusing on community participation has led to an ideology in which the resident is capable of being responsible for their own care – or should at least be incentivized to take their own responsibility. However, not all residents possess the same mental capacity to comply with the norms, laws, or regulations.

New Innovation needed

We can conclude that new laws in the social domain, such as the WMO & Participatiewet, brought more pressure on the mental capacity of residents. Everyone is expected to participate and contribute before they can apply for (financial) support. Ideally, this would result in social cohesion. The downside of this solidarity principle is that there is hardly any room for differentiated processes. Without a hardship clause, this governmental approach to organizing the social domain can negatively influence the mental capacity of residents.
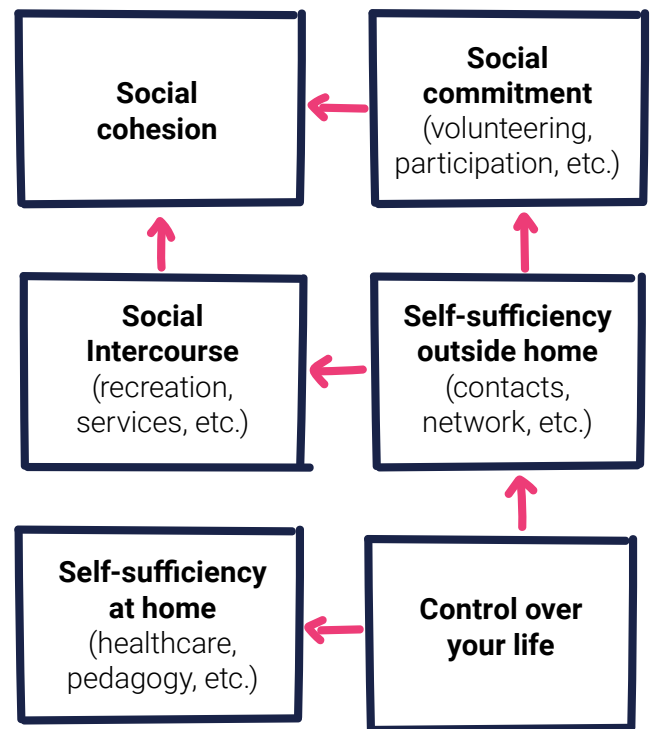
Figure 6: WMO goals

Key Insights Influence national laws on context

- *The participatory society places responsibility on the residents to organize their own social security, which would increase their self-sufficiency and social cohesion.*

- *New laws, such as the WMO show that this decentralized tendency puts more pressure on municipalities to work efficiently and in close collaboration with citizens.*

- *Recently, researchers concluded that people did not become more self-sufficient. The gap between vulnerable groups and adequate social care is growing.*

- *Policymaking requires a new perspective so that social services become accessible to a larger and more diverse group of people.*

2.3 Assessing mental capacity

This section describes how policymakers assess the mental capacity of residents when implementing policies. First, the current policymaking perspective is analyzed. Then, the assessment of non-cognitive capacities is introduced. The last part states the main challenges of new policymaking approaches.

TCU Committee

In the aftermath of policies that fell short, such as the WMO, and debacles such as the "Toeslagenaffaire", the Dutch government focused on bridging the gap between policy formulation and implementation. To understand how governmental organizations can provide social services to those who need personalized care, the Dutch House of Representatives (De Tweede Kamer) set up the committee "De Tijdelijke Commissie Uitvoeringsorganisaties" in March 2020.

The committee concluded that governmental organizations have never truly included the human dimension during the execution of policies. Until that time, the lack of the human dimension was masked by desk employees who offered personal assistance. However, when budget cuts and an 'efficiency mindset' reduced personal contact, problems with public services came to light. Standardized processes, digital solutions, and algorithms offer efficient services for everyday situations.

Excellent service, but not for everybody
Most Dutch people can adapt to this new context. They can submit documents online without additional help or ask for help from their social network. However, residents facing multiple problems and those involved with different institutions (e.g., social services, the housing corporation, and the health insurer) do not fit within this standardized system. In other words, The Dutch Government offers excellent public services, but not for those people who require customized services. The committee states that 20 percent of the cases cannot be solved in the standard system (Kruiter, 2020).

Benefit assessing mental capacity
One can wonder whether this group is critical in the land of policymaking. There are two significant considerations that answer this question.

Firstly, offering (individual) customization for the 20 percent of residents who cannot follow the regular process is costly. Figure 20 shows a simple calculation of the municipal costs for these 'complex cases'. The calculation shows that currently, without differentiated processes, all complex cases cost the municipality almost 800 thousand euros per year. However, when policymakers make a realistic assumption of the mental capacity of residents, policies and services can be implemented so that they are accessible to more residents. As a result, fewer residents need to use extra help, which would save significant costs.

In addition to the financial considerations, the Toeslagenaffaire shows that ignoring residents who do not understand or cannot follow processes causes long-term problems. Many parents ended up in debt counseling and struggled with mental problems. If the mental capacity of these residents is not considered during the implementation process, long-term aid projects must be initiated afterward.

Homo Economicus

Now the question rises how policymakers can transform the unilateral view of citizens into a more realistic perspective. First, we must discover the current view on residents.

Current political approaches are based on an ideal and rational agent as adopted from economic models. In this model, the citizens all resemble the 'homo economicus': they act predictably as all their efforts aim to create the most significant financial benefit. The homo economicus acts entirely rational, functions as a sole proprietor, and invests in his future and the planet (Klamer, 2014; Cohen, 2013).

Human Characteristics
According to Tiemeijer (2021), the homo economicus misses two main human characteristics:

1. Motives: people look after themselves and tend to take care of each other. Tiemeijer states that most people have an incorrigible tendency to look beyond their naked self-interest.
2. Capacity: people are limited in their capacity to see into the future and to attune their behavior to that future. Either they cannot foresee a vivid future that motivates behavioral adjustment, or they do not possess enough self-control to pursue these actions.

The limited rational capacity of people to accommodate their behavior to future needs is not in line with the predictability and responsibility of the homo economicus. Therefore, Tiemeijer calls for a more realistic image of the citizen, using three main components of human nature:

1. Brokenness: the limping between multiple behavioral choices. An example is a dilemma between eating good food and dieting for a summer body or going on a holiday and caring for the environment. Policymaking should attune for these mental conflicts.
2. Limitation: the mental capacity that remains after daily tasks. After a long day of work or taking care of children, people have less incentive to spend time on sports, culture, or political conflicts. Policies that ask more than this limited capacity causes stress.
3. Pluralism: the difference between people and even within people, depending on the context. Policies are often designed for the same type of resident.
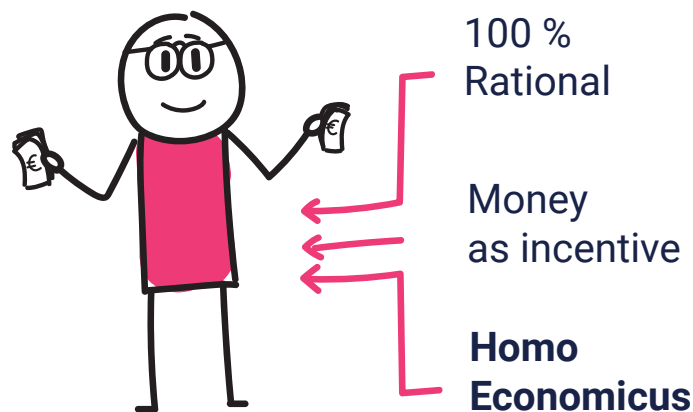

Figure 7 Homo Economicus (Bite-size Econ, 2017)

Realistic Policymaking

In 2017, the Scientific Council for Government Policy (WRR) published a research report in line with the rational policymaking approach from Tiemeijer. According to the report, there are two policymaking perspectives (See Figure 6). Traditional policymaking focuses on the rational citizen, resembling the homo economicus. The researchers Bovens & Keizers call this the rational policymaking perspective: everyone possesses the same mental capacity to understand the law and act accordingly. Only a small group of (vulnerable) people cannot comply with the regulations.

The WRR adds another, more realistic perspective on policymaking in the same report. In this new perspective, the capacity of citizens to make plans and act upon them is limited. This corresponds with the title of their research: "Knowing is not yet doing." The WRR calls this mental capacity 'doenvermogen.' Bovens & Keizer argue that when policies are in line with the doenvermogen, people will be able to follow regulations, contributing to their self-sufficiency.

Difference between residents
The report states that there is a big difference between the mental load of regulations and citizens' (non-)cognitive capacity. The group of people that cannot comply with rules and regulations is not limited to minorities with low intellectual skills. People with a high level of education or a steady social position can also suffer from situations in which their self-reliance is insufficient.

Almost half of all Dutch citizens have difficulties taking control of their lives. One out of three households does not have a financial buffer to compensate for unexpected expenses, such as a washing machine that breaks down.

In The Hague, a quarter of the population is illiterate (Bovens & Keizer, 2017; Bibliotheek Den Haag, 2021). Someone might perfectly know what is best for him. However, acting according to these motives is sometimes tricky. Especially during stressful moments.

Rationalistic Perspective

Assumptions about mental capacity
- Everyone has enough mental capacity
- Exception: a few vulnerable people
- Focus on 'denkvermogen'

Assumptions about behavior
- Knowing leads to doing
- Self-control is unlimited

Implementing policies
- More choice is always better
- Information & financial incentive
- Citzens must know the law

Realistic Perspective

Assumptions about mental capacity
- Normal distribution, some high, some low
- Group of very vulnerable people (20%)
- 'Denkvermogen' & 'doenvermogen'

Assumptions about behavior
- Knowing is not yet doing
- Self-control is limited

Implementing policies
- Reduce temptation and stress
- Steering via choice architecture
- Citzens must be able to follow the law

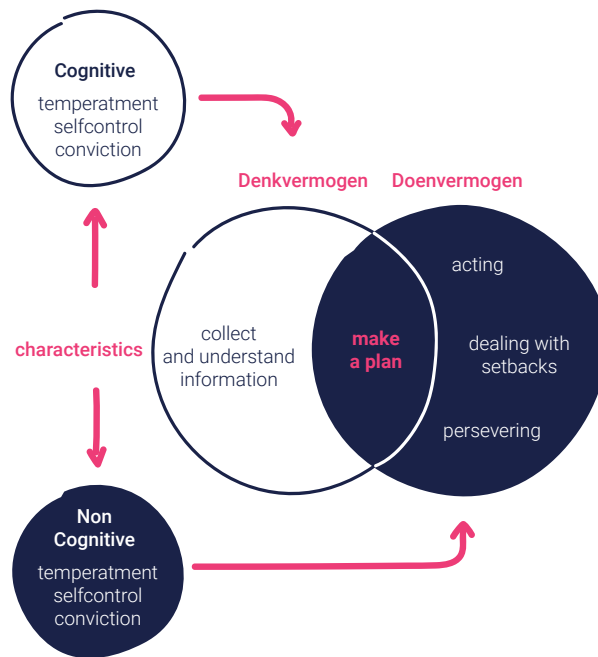*Figure 6: Rationalistic vs Realistic Perspective (WRR, 2017)*

Figure 8: Doenvermogen & Denkvermogen (WRR, 2017)

Doen- and denkvermogen
During a participation lecture in January 2018, Mark Bovens, one of the authors of the WRR report, gave an example of this concept.

At that time, the amount of child support someone receives is based on their current income. If the income changes, people must report this themselves so that their allowance can also be adjusted. When people forget to report this change, they will lose all child support. This requires excellent vigilance from parents in a very stressful time.

To explain the difference in mental capacity between residents, the WRR introduces 'doenvermogen' in addition to the traditional concept 'denkvermogen' to predict behavior (see Figure 8).

Denkvermogen (the ability to understand) is the mental capacity to collect and weigh information and draw relevant conclusions.

The basis of denkvermogen are skills that form the cognitive ability, such as intelligence, memory, and abstract thinking.

Doenvermogen (the ability to act) is the mental capacity to make plans, initiate, pursue actions and deal with setbacks.

Doenvermogen is composed of personal characteristics, such as temperament, self-control, and beliefs. This non-cognitive ability is limited and diminishes in stressful situations. Precisely these situations often demand a lot from one's doenvermogen.

Implementation of Doenvermogen
After the publication of the WRR report, the concept 'doenvermogen' became very popular among public organizations. Different institutions, among which the VNG, the Employee Insurance Agency (UWV), and the Ministry of Justice and Security, started to develop methods and tools to measure the mental capacity of citizens. Using theories from behavioral sciences to predict citizen behavior seemed to make services accessible to a larger group of people and reduce adverse consequences, such as warnings and fees.

"Consciously focusing on doenvermogen [...] is good for citizens and for the UWV. It reduces the need to deviate from the standard process, which can be expensive (in time or resources). [...] It is therefore not only customer-friendly and fair to consider how much doenvermogen how much doenvermogen is required in our processes, but it can also be more cost-efficient."
(UWV, Ministerie van Algemene Zaken, 2020)

The UWV oversees policies that primarily affect vulnerable groups. The employees of the UWV are in contact with those who lost their jobs or are unable to work full-time. The magnitude of the organization and the complexity of individual cases make it very relevant for the UWV to optimize its services without losing sight of the human dimension. That is why Zeeman and Keesman, amongst others, worked on a tool to assess the pressure on the mental capacity of clients.

UWV tool
The UWV-report: "Ontwikkeling van een UWV doenvermogentoets" (2021) describes the assessment of doenvermogen within UWV policies. The doability of policies is assessed using 32 questions. Remarkably, these questions revolve around the processes offered by the UWV: are there enough default options? What is the hardship clause? What is the complexity of the regulations?

Within this assessment, there is hardly any room for differences between the clients of the UWV or situational circumstances that might limit the mental capacity. Zeeman and Keesman, two creators of this assessment, explained why it is challenging to implement such a tool in an interview. According to them, the biggest challenge is collecting and estimating the doenvermogen of the target group. That is why the UWV is hiring more and more behavioral scientists. These scientists help policymakers evaluate whether the policy goal is in line with the expected behavior of the citizens (see Appendix E). As this mandatory evaluation improves the working process, policymakers still do not get in contact with citizens themselves.

Working Paradigm
Zeeman and Keesman explained that realistic assumptions about the mental capacity, i.e., adopting a realistic policymaking perspective, would require civil servants to talk with residents regularly. In practice, policymakers rarely talk directly with residents. They are either uncertain about the value and priority of interacting with citizens or are afraid to be confronted with complex situations and ask the right questions. Changing this mindset would require a paradigm in the working culture that would take years of convincing and adjusting to change. According to Zeeman and Keesman, realistic assumptions about the mental capacity thus require a methodology with practical tools, bridging the interaction gap between policymakers and residents.

Key Insights Mental capacity Assessment

- *Residents appear limited in their mental capacity: they are confined by brokenness, limitation, and pluralism. These types of non-cognitive characteristics can be defined as 'doenvermogen'.*

- *Effective policies are designed to match the cognitive pressure of the policy and the resident's mental capacity. This enables the citizen to take action, which makes them self-sufficient.*

- *The biggest challenge to implementing the doenvermogen assessment is capturing the mental capacity of citizens. Few policymakers can empathize with citizens to understand this capacity.*

2.4 The Hague Municipality

This section describes how policies are implemented at the Municipality of The Hague. First, the municipal structure is introduced. The second part introduces the vision of the Municipality and the main challenges to innovation.

Municipal Stakeholders

The Municipal Council
Municipalities are tasked with matters that directly involve the residents of the city. This includes the provision of services and facilities. For some topics, the municipality must comply with national regulations. Other matters can be discussed and assessed by the Municipal Council. The Council consists of elected representatives and represents different political parties. These representatives create policies, monitor the performance of the Municipal Executive, and represent residents.

The Municipal Executive
The Municipal Executive is the governing body of the municipality. The Board has its administrative powers based on national laws and regulations, such as the execution of the WMO. In addition, the Municipal Executive is responsible for the implementation of council decisions (ProDemos, 2020).

Municipal Departments
The Municipality of The Hague is divided into eight departments. Within these departments, policies are transformed into city-wide frameworks within which the city districts can do the administrative work. In addition, they offer direct support to residents, for example, in the field of participation or work. This research report focuses on the departments dealing with services to vulnerable groups. As mentioned before, assessing residents' cognitive capacity plays a vital role in the social domain. Relevant Departments are OCW & SZW. The Education, Culture, and Welfare Department (OCW) offers services such as sports and public health. The Department of Social Affairs and Employment Projects (SZW) oversees work and income. The last relevant department is DPZ, as they are the first point of contact for residents.

Directors & Managers
Directors and managers lead the municipal organization. They are responsible for the successful implementation of policies. Unit managers are charged with monitoring the front office process, capacity, and scaling up. They often work as operational managers, with a focus on digitalization and innovation of public services.

Front Office
The front office has direct contact with the residents. They provide information and documents to residents from behind the counter, via telephone, or on the internet. The junior employees provide relatively simple services ('level 1 skills'), such as issuing passports and travel documents. Complex services, such as reviewing birth certificates and processing documents in the BRP, are handled by senior employees. Front office employees face a high workload. These employees process 500,000 customer contacts per year, of which more than 400,000 are calls. Consequently, absenteeism is very high at 13%.

Municipality Hierarchy
As Figure 9 shows, the municipality functions in a robust hierarchical system. Policymakers create policies, and the front office must execute them. There is little room for discussion or deviation from the process for the front office employees. They are bound to their department and section. Residents with questions about taxes are referred to another window; homeless people are advised to go to the homeless desk. A study by I&O Research shows that this working method often frustrates government employees. Civil servants cite bureaucracy (slow decision-making) and administrative processes as the most significant disadvantages of a public organization. Some employees consider the manager as control-oriented, not very decisive, solitary, authoritarian, and meddling. They would prefer to work with more autonomy and self-direction. This would improve the workflow and increase happiness at work (Koomen & Kannee, 2018).
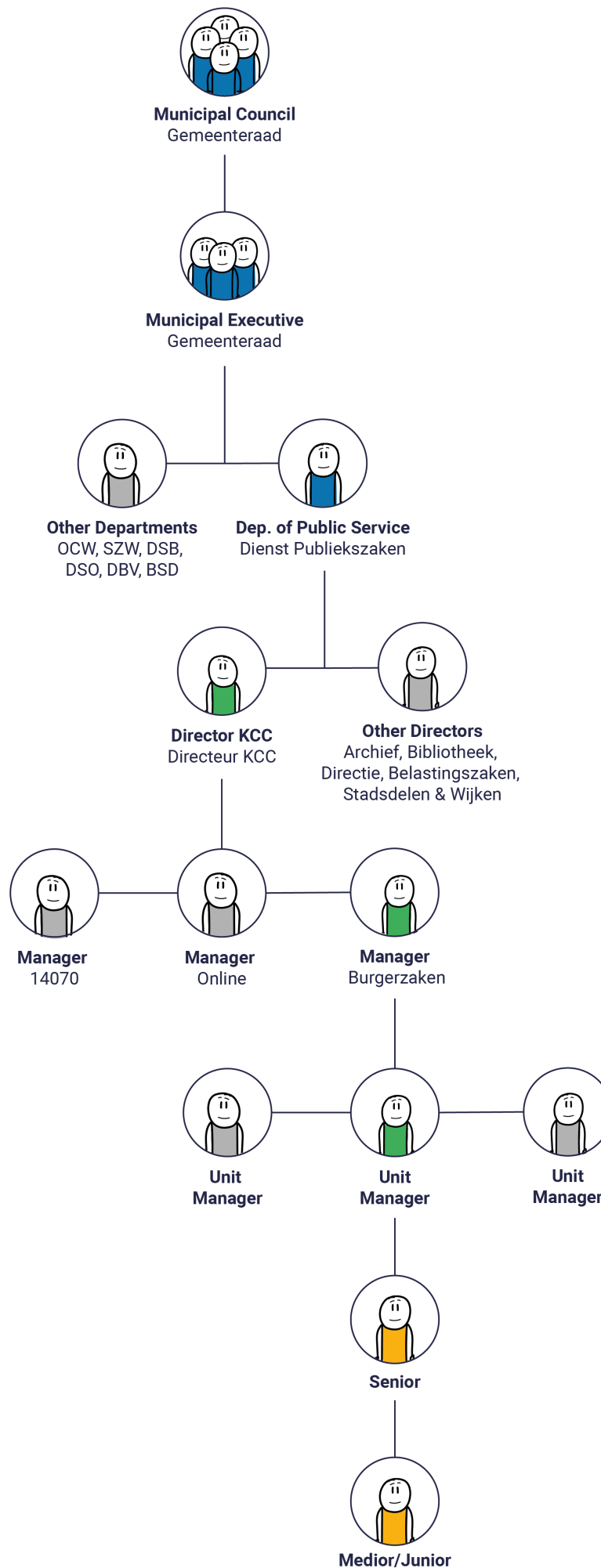
Figure 9: Municipal Hierarchy, based on The Hague internal organogram

Municipal Council
Gemeenteraad

Municipal Executive
Gemeenteraad

Other Departments
OCW, SZW, DSB,
DSO, DBV, BSD

Dep. of Public Service
Dienst Publiekszaken

Director KCC
Directeur KCC

Other Directors
Archief, Bibliotheek,
Directie, Belastingszaken,
Stadsdelen & Wijken

Manager
14070

Manager
Online

Manager
Burgerzaken

Unit
Manager

Unit
Manager

Unit
Manager

Senior

Medior/Junior

In the following quote, Kruiter explains the emergence of this public organizational structure:

> *"In terms of the organizational model, we are still somewhat stuck in the last century. The first hierarchies were drawings of bodies. There was literally the head of the organization at the head of the organization. The people who were academically educated, many had managerial experience, i.e. the directors, determined the direction, after which the hands and feet had to do the work."*
> *(Kruiter, VERSLAGEN OPENBARE VERHOREN 35387, Nr. 3, pg 30, 2021)*

According to Kruiter, employees at the hands and feet of the organization are now better educated and able to deal with complex problems in the implementation phase of processes. Dealing with these problems requires a trade-off between following protocol and taking more time to provide tailored services. Signaling complex cases and knowing how to proceed can only be achieved by experiences in contact with residents. Aristotle calls this: 'practical wisdom' the highest form of wisdom. Kruiter advises policymakers and managers to find this practical wisdom within their organization and use it to improve policies. They can find this wisdom in the workplace, at the counter, or by talking to case managers (Kruiter, 2021).

Vision on Digitization & Public Service

In April 2020, the municipality of the Hague formulated their vision on Public Service in the document "VISIE OP DIGITALISERING EN DIENSTVERLENING 2020-2023", based on the coalition agreement. The document shows the ambition of the municipality to provide accessible, easy, and personal services for all residents.

Digitization of services
The authors consciously chose to combine the visions in digitization and service provision. According to the municipality, the future of public services will be online. Other communication channels will revolve around the online environment.

This is also reflected in the mindset of employees from the municipality:

> *"The first moment of customer contact is always online. That is the front end of our service. We are currently focusing on making information clear and accessible within these online channels.."*
> *Department manager DPZ*

According to the vision document, the starting point of public services is to create integrated facilities based on the online environment. Other channels (telephone and at the counter) are integrated into this environment.

The vision of digitalization revolves around data security, transparency, and innovation. People who cannot follow these processes receive help to become digitally proficient. The focus here is to improve digital skills. According to the motto, public services should be: 'digital where possible, personal where necessary'.

Vision and Doenvermogen
There is little attention to the changing (digital) context for residents in the vision document and how that affects their needs. The document focuses on the digital skills of residents of the Hague, which should be strengthened to be able to use services. The approaches show that most services will be offered online because this is easier and saves costs. The changing environment of residents seems immutable, and everyone will have to adapt. It is debatable whether all public services should focus on digital channels. After all, the concept of 'doenvermogen' teaches us that digital skills (cognitive abilities) do not always ensure that you are resilient in an online world. Stressful or emotional events can cause a need for alternative processes. While the municipality provides a physical service for those who cannot follow online procedures, this option seems only in place for exceptional cases. In general, everyone should use online communication channels. Integrated communication channels thus mean complying with the norm. The second part of the vision document describes the ambitions for public services. There, the non-cognitive abilities seem to make an entrance.

Listen and Understand

In the section on public services, the municipality describes the need to involve experiences and insights from the front office for structural improvement. Employees should aim to listen to the residents and to understand their needs, as stated in the vision document.

"The municipality designs municipal services based on the living environment of residents. [...] To truly improve municipal services for residents, entrepreneurs, and social organizations, the municipality will have to better empathize with their environment. "
(Gemeente Den Haag, Visie op Digitalisering en Dienstverlening 2020-2023; pg 18)

The municipality considers it necessary to listen better to residents, to find out their needs. It expresses the ambition to use these insights, as received at the front office, for a structural improvement of the public services. To do so, the municipality wants to invest in design approaches:

"Therefore, in the coming years, the municipality will focus on applying the people-oriented innovation approach of 'Service Design' [...] The municipality uses instruments such as customer journeys and the Stadskamer (to structurally improve services)."
(Gemeente Den Haag, Visie op Digitalisering en Dienstverlening 2020-2023; pg 17+19)

They specifically mention the use of customer journeys to improve public services. This is closely in line with the ambition of this graduation project. In the previous chapter, researchers pointed out the need for an empathy tool to better understand residents. The municipality underlines this necessity and cites the design methods for innovation. This ensures that the graduation research is relevant for the organization and can be widely supported.

The next section of this chapter describes the main challenges for innovation processes at the municipality.

Key Insights The Hague Municipality

- *The hierarchical structure of the municipality is somewhat outdated, as knowledge from the front office employees is not yet integrated into the vertical communication stream of the organization.*

- *Front office employees have daily contact with residents who face problems or need to (re)new products. Policymakers rarely talk with residents.*

- *The municipality wants to invest in design approaches to better listen to residents and understand their needs.*

2.5 Municipal Innovation

The previous section described the problems for municipalities in the social domain. Inequality among residents is growing, while more and more tasks are the municipality's responsibility. This section aims to find the most promising opportunities within the municipality of The Hague to meet this demand better. First, the developments for public services in the municipality are discussed. Then, obstacles and promising programs are identified.

Social services: new ambitions

Research method
To discover the relationship between residents and civil servants, 20 semi-structured interviews were conducted. In line with the report Vision on Digitization & Public Service, all interviewees indicated the need for better services while balancing cost-efficiency and personal attention. However, some departments have other priorities in customer contact, which causes obstacles to innovation.

Transition of services
The municipality is cutting costs in the social domain and simultaneously transfers more and more services to online environments. This means that policymakers are rethinking the implementation and performance of policies.

"The question now is whether we are a public service provider. And who is our public then? […] We need to focus on expectation management. And more info on the front end of the service. That means more investments in online services."
- department manager DPZ

"Our services should be like a restaurant. Front office employees don't need to know how to prepare all dishes. But they must know what's on the menu. That is a new process: horizontal communication."
- domain advisor SZW

More internal pressure
The municipality seems to be more aware of the importance of inclusive services. It is becoming increasingly clear that investing in the quality of service leads to more satisfied residents and a more efficient organization. And that saves costs. New programs focus on livelihood security and equality of opportunity for residents.

"An inclusive society means social security for everyone. That is why we are starting the 'maatwerk & regie' program. The aim is to analyze whether we exclude people from our services. If we lose sight of those people, they end up at the wrong desk."
- strategist social domain OCW

"Most complaints by telephone are about the status of an application. They ask where their passport is. Or about their permit. We have to make sure we handle that better. That has to do with transparency."
- manager SZW

"Sometimes people get stuck, and then they come back to us. We work like traffic controllers. If you have a complaint with the tax authorities, we refer you to the tax authorities. But what if the tax authorities are the problem? We do not have the capacity to work out cases. But they keep coming back to us."
- advisor civic affairs DPZ

Why is transforming difficult?

Different priorities
Almost everyone in the municipality is aware of the obstacles in executing and implementing services. Municipal officials also work within the possibilities of their limited budget. The big problem is that everyone prioritizes these obstacles differently. With much pressure from their board, the management is focused on providing hard figures. The pressure to achieve targets is mainly sent from the upper managers in the municipality (blue in Figure 9).

This pressure makes process innovation very difficult. There is hardly any capacity available to innovate.

"Right now we don't have time to think about empathy. First, you have to get the basics right. That means functional services: waiting times, throughput times and satisfaction scores."
- manager SZW

"For me, it is especially important to put figures of managers in context. How does a no-show affect the waiting time? And how many customers visit the counter? That is how we can improve."
- policy & advice coordinator DPZ

"Sometimes we clash with our manager. He wants us to work more efficiently. But we are not classified by skills. They say: 'Just sit at the counter and do your work'. They do not use our strengths."
- Front office employee DPZ

No work floor walks
Not everyone in the municipality has the same experience as the front office employees. Few policymakers and directors talk to residents daily. This creates a lack of insight into the activities and obstacles of the various departments and functions.

"I am actually never on the work floor with front office employees. I would be taken in the daily grind of life."
- unit manager DPZ

"You always need commitment from the management team. Not everyone has customer contact. Then that design thinking mindset is missing."
- organization advisor SZW

"You need someone with a genuine heart for front office services on the management team. That's sometimes missing."
- team manager OCW

"Judge-culture"
Earlier in this report, the rigid structure of the municipality is explained. It is hard to signal cases and transfer them to the rest of the organization through the hierarchal system. And those who do

try to signal issues can be afraid of being punished. This sometimes makes it very difficult to have a mutual conversation. As a result, problems are not always seen well by the entire organization.

"The municipality really needs to be a lot more daring. Now only people who do not possess this are hired. That is the municipality culture. A judge-culture."
- manager SZW

"Case managers ask for safety. Sometimes they are afraid to hear that they are not doing their job properly. That they made a wrong judgment. Then you really have to stick your neck out."
- program manager OCW

"My manager has a spreadsheet in front of him with lead times. If those numbers don't drop in six months, I'll just be risking my job. I want to help you, but first, you have to convince my boss."
- unit manager DPZ

Lacking internal infrastucture
As mentioned before, the municipality wrote a vision on public service. Here, they state that best practices from the front office should be used for structural improvement of public services. This means that signals and insights from the front office employees should be transferred to the back-office employees and policymakers. However, in practice, this type of infrastructure is missing. Front office employees are hardly involved in evaluating and improving current processes. Improvised solutions, therefore, get stuck in the workplace.

An example of such a solution is the priority list that desk employees made. At that time, making an appointment to register with the municipality could take a couple of months. This waiting time has financial consequences for residents who could not apply for a bank card and benefit. That is why some employees decided to make a list with priority cases so that they could schedule appointments sooner. With pen and paper, they avoided some negative consequences from the processes.

New infrastructure needs to be in place to redesign processes with insights from the front office. That means that someone has to connect the different departments and stakeholders.

> *"There is actually a very big gap between the manager and the director. In the analyzing sessions, we miss a layer."*
> *- program manager OCW*

> *"Of course, the desk employees can tell me what is going on. But in practice, that rarely happens."*
> *- policy & advice coordinator customer contact DPZ*

> *"In fact, the signals from case managers could be used much better. It is valuable input for new policies."*
> *- policy advisor 'team Inkomen, Armoede en Schulden' SZW*

Lacking future vision

As said before, the municipality aims to digitalize public services. They call it 'following current trends' and 'keeping up to date with developments. The underlying cause is the ambition to work more efficiently. Both for the convenience of the customer and employee and for dealing with the limited capacity of staff and resources.

A concrete example is the extension of the validity of travel documents from five to ten years. This will reduce the number of visitors by 80,000. Furthermore, policymakers foresee a natural flow, in which 'physical customer contacts' decrease during the 'digital applications' increase. This will reduce the number of visitors by 140,000 in 2023 (Bruggeman, 2018).

Integrated services that aim to solve cases early in the process result in more specialized help from front office employees at the physical desks. As more resources will be spent on the online channels, those employees will have fewer colleagues to solve more complex cases. However, there is little attention to new employees' diverse skillset and resilience with the hiring process. This, of course, has to do with the limited capacity and need to hire people. But it now largely lacks a purpose for the physical counters in the future. And without a goal, there is no (sustainable) innovation either.

> *"We need to focus on more info on the front end of the service. That means more investments in online services"*
> *- department manager DPZ*

> *"Standard times are increasing due to digitization. The width of front desk employees is decreasing, but people have to become more and more specialized."*
> *- unit manager DPZ*

> *"We have to provide the best possible service, but there are fewer and fewer people at the counter. There is a serious shortage of identification of cases."*
> *- front office employee DPZ*

Promising approaches

Approaches in the social domain

In 2020, the Hague had more than 27 thousand people on social security benefits ("bijstandsuitkering"). The number of entrants (2900) was much greater than the number of outflows (1800). This shows that more and more people are receiving benefits for a more extended period (CBS, 2021). Of this group, 20 thousand people deal with multiple problems (youth care, drugs, mental or physical issues, etc.). More than half of the welfare recipients are dealing with health issues. They are unable to return to work in a short period. Because problems with income and health often intertwine, the departments of SZW (responsible for benefits) and OCW (responsible for well-being) are increasingly working together. These approaches aim to provide better services based on the resident's perspective. More and more design methodologies are being used within these departments.

> *"Everyone looks differently at the resident. The section 'objection and complaints' sees problems and emotions; the team 'enforcement' foresees other issues. I see much value in design methodologies. Not for the customer, but with the customer in an integrated design approach. Then you work on self-reliance."*
> *- manager SZW*

The departments in the social domain are looking for new methods to help these vulnerable target groups better. Next year, the departments of SZW and OCW are starting promising new programs. These programs are aimed at helping those people who cannot fully reintegrate into society. Ultimately, they hope to increase the livelihoods and self-reliance of residents. This ambition arose from recent publications about the lack of self-sufficiency among residents and the aim to provide better services. It is doubtful whether the municipality reaches all target groups. The department of SZW commissioned an external party to investigate how their services could be improved. This study resulted in a service pyramid, which should indicate the priority in service provision (see Figure 11).

Public Service Pyramid
The service pyramid describes three levels of customer contact. The base layer represents the functionality of services: easy, personal, and reliable services. This can be measured in lead times and customer satisfaction surveys. The second layer describes empathic services. Within this level, there is personal attention for each resident. The municipality expresses sincere attention and care. The top layer revolves around customer binding. People feel connected with the municipality and its employees.

According to the public services manager, all focus should now go to the bottom layer of the pyramid. Without a good base, working on empathic services or binding customers would be useless. That means there is no room for focus on empathy or a parallel process. First, the (functional foundation has to be in order.

Trade-off Triangle
The service pyramid does not directly lead to more empathetic services. It does offer starting points for new forms of work in the social domain. The focus here is mainly on offering more space for customized processes. However, there is a problem with creating more dynamic work processes. It can be challenging to guarantee justice and objectivity in implementing laws and regulations. That is why SZW now works with a trade-off triangle (see figure 10). The idea is that case managers can make a valid assessment if they include the return for society, the legitimacy of the regulations, and the involvement of the citizen.

This trade-off triangle was used in a case in which a woman applied for a fund to buy a bed. She was sleeping on the floor, which gave her sleeping problems and physical discomfort. If the municipality denied the application, the woman would not be able to continue to work and care for her children. She would most likely end up with permanent welfare support, which would cost the municipality much more money. While this application was not completely legitimate (following protocol), her willingness to work and the yield of the return for society made the difference.
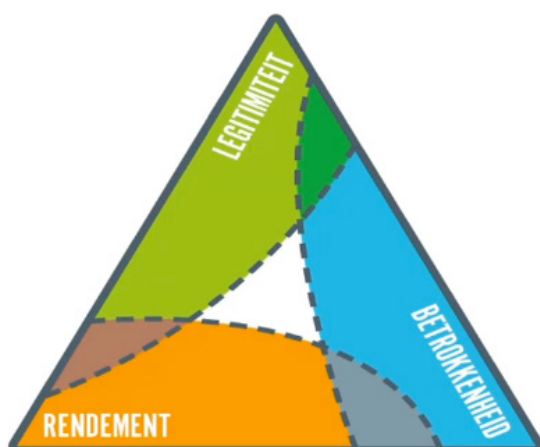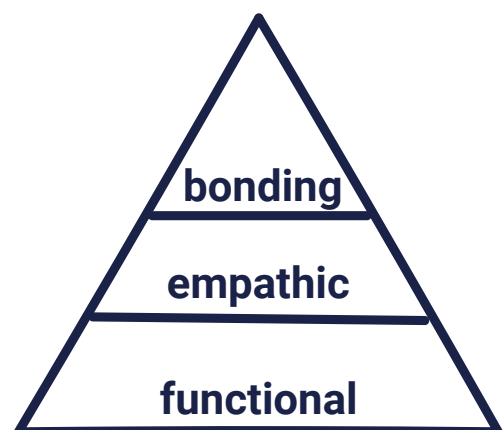

Figure 10: Trade-off triangle SZW

Figure 11: SZW Service Pyramid

Bringing solutions to the front

The trade-off triangle seems to be a good guideline for the employees of process implementation. However, this method is mainly helpful in solving certain cases. It is a significant challenge for change processes upfront. The 'maatwerk en regie' program aims to solve this. For example, the 'doorbraakmethode' works on a structural improvement of the service by receiving signals from case managers and combining them. This is how, as it were, preventive customized services can be achieved.

Another project is the "schuldenlab," which invests in innovative solutions to combat poverty with public and private partners. An example is the 'fixed costs package' initiative. This allows residents to bundle the costs for their fixed costs and reserve them in a particular app. This gives them a grip on the monthly expenses. Also, residents receive a discount if they pay these costs simultaneously. There are no unexpected costs, and residents do not end up in debt.

Case Example: Arie's Car

After Arie lost his wife, he faced financial and mental problems. Debt collectors regularly visited Arie, forcing him to hand in his car. While this seems like a regular procedure, this would cause a chain reaction of new problems. His children, dealing with mental issues, had to be picked up by a chauffeur to be brought to a special school. Different chauffeurs and time schedules caused so much stress that a youth psychiatrist decided that the children could no longer live with Arie. The out-of-home placement would cost the municipality of The Hague 4000 euros per year. According to protocol, Arie would lose his car, job, and children. However, Arie was willing to find an arrangement and contribute to a solution. This solution would save the municipality much money. The municipality decided to hand Arie a cheap car so that he could take care of his children and commute to work.

▶ Experiment met gezinnen in financiële problemen blijkt succesvol

Autootje voor 'probleemgeval' Arie bespaarde tonnen aan zorgkosten

Een gedurfd experiment om 150 gezinnen uit de schulden te krijgen, blijkt een onverwacht succes. Zorgverzekeraar CZ nam een deel van de schulden over, hielp de gezinnen op weg én bespaarde nu al 1,5 miljoen.

Stappen twee en drie zorgden voor huisje, boompje, beestje, ofwel een dak boven het hoofd en een inkomen. Een analyse onder de eerste vijftig gezinnen laat nu zien dat het experiment is gelukt. CZ bespaarde bij hen al 4,5 ton aan directe zorgkosten en denkt dat ze zeker de uitgave van één

adres iets langer, zodat hij een huis, baan en verzekering kon regelen. „Het is nu gewoon een normale jongen met een normaal leven", aldus Blokker.
Stel Sergio had nog een jaar in de nachtopvang geleefd, dan had dit 29.000 euro gekost. En nog eens 8800 euro voor de bijstandsuitkering. „Deze

Figure 12: Newspapar Article Arie

In a recent project from Zeewaardig, designers were asked to collect the opinions and needs of residents to form a "wijkplan". The wijkplan describes the implementation of plans as drawn up by the Council of the municipality. Zeewaardig started with neighborhood research (quantitive and qualitative, near public places such as schools, convenience stores, and community centers). Then, they analyzed their research results and organized co-creation sessions. These sessions varied from group discussions to letting children draw their perfect neighborhood and letting residents pick their favorite neighborhood photo. In the end, several themes were chosen to be further developed into ideas. The full report can be found on the website of the municipality Geldrop Mierlo.

During this project, the designers made a real impact. They enabled residents to collaborate with the project leaders. Previously, the municipality would only inform residents of developments. Now the residents are part of the change. Municipal project leaders have little experience with these design methods and are hesitant to make promises or commitments. That is why they often do not engage in conversations with residents. They do not know where to start or how to proceed. Zeewaardig can give municipalities a better understanding of neighborhood problems and needs. They can force policymakers to listen to these challenges and facilitate conversations.

For Zeewaardig, one of the biggest challenges is to create empathy. Empathy helps the designer to understand neighborhood developments that influence participation. This kind of empathy is something that the policymakers cannot or will not add to the implementation process of policies. With different exercises, they collect the needs and wishes of residents and address these to the policymakers. Still, there is no single approach or tool to help policymakers understand the residents themselves.
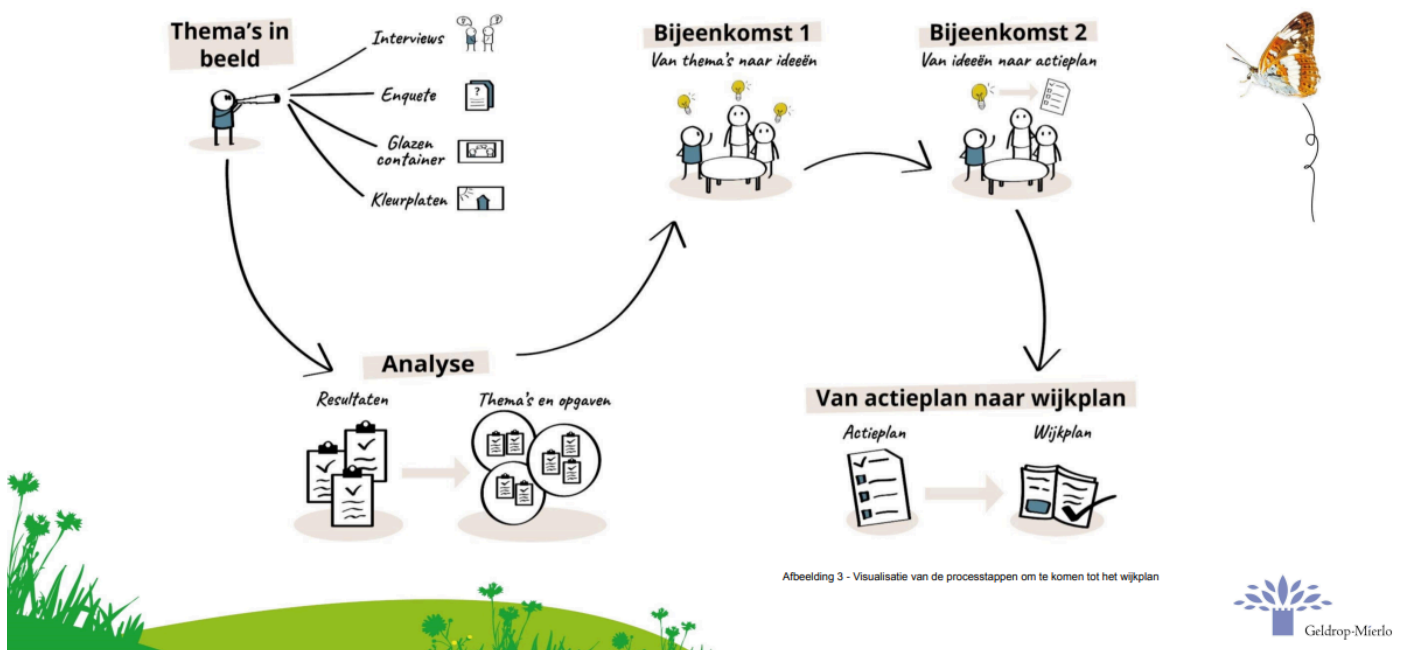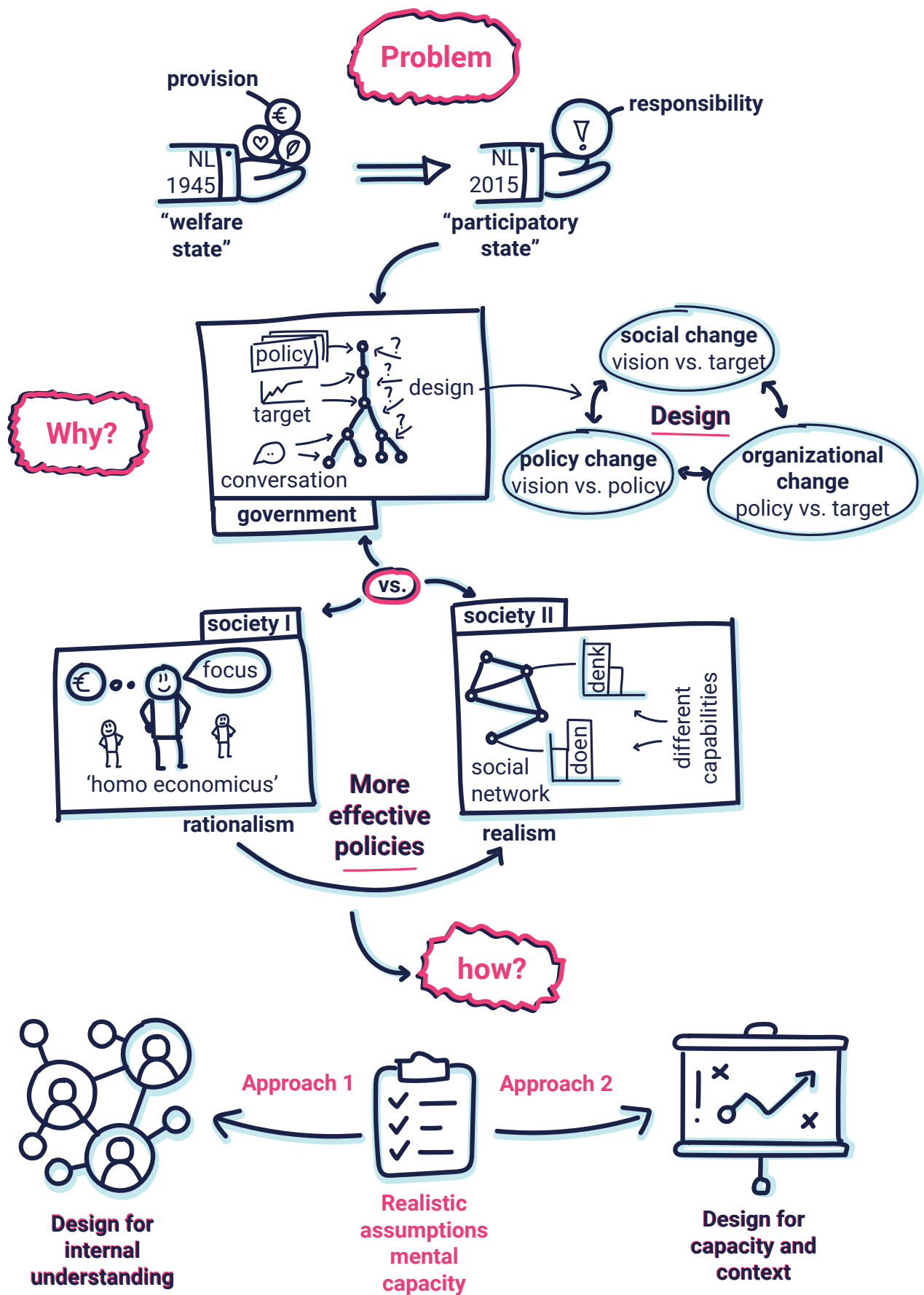

Figure 13: Process flow Zeewaardig

Figure 14: Context research summary (see section 2.6)

2.6 Research Conclusions

Conclusions Research Questions

Section 2.2
Figure 14 and 15 show a schematic overview of the conclusions from the Research Questions answered in the previous sections. Section 2.2 describes how the Dutch Government has put more and more responsibility on residents to organize their own social security. New laws in the social domain show this tendency, in which the resident is expected to first consult their social network before applying for financial support. Simultaneously, the Dutch Government handed many tasks in the social domain to municipalities. The Dutch Government hoped that the close relationship between residents and the municipality would ensure that resources would be used more effectively.

Section 2.3
In practice, the relationship between residents and the municipality faces several significant challenges. Section 2.3 described how residents have a limited mental capacity, as they are confined by brokenness, limitation, and pluralism. These non-cognitive capacities can be summarized as "doenvermogen" (The ability to act). This ability can be even more limited in times of major live events, such as the birth of a child, or stress, such as raising young children or providing informal care. Doenvermogen differs per person and situation, making it practically impossible for policymakers to capture the mental capacity of every resident.

Section 2.4 and 2.5
Section 2.4 and 2.5 describe the challenges for the municipality of The Hague to implement policies effectively. First, budget cuts and the efficiency mindset cause the municipality to offer more and more services in an online environment. This is an example of the rationalistic policymaking perspective, in which the resident is expected to be able to follow processes and accommodate for their own future. In practice, there appear to be different experiences in contact with residents at the front office of the municipality. The internal infrastructure challenges the vertical stream of insights and knowledge that front-office employees experience. Ideally, civil servants who formulate policies would understand the challenges of residents by visiting the front office employees and listening to their experiences. However, policymakers rarely talk directly with residents and front office employees due to limited budgets and prioritization.

Conclusion
As formulated in section 2.1, the main research question asked what influences residents' ability to follow the implementation of rules and regulations. Sections 2.2 to 2.5 showed that the municipality sometimes implements policies that ask for more mental capacities (understanding and being able to act) than some residents possess in certain situations. If this discrepancy is too great, residents must seek specialized support. When their social network falls short, and they cannot receive customized services from the municipality, they will not be able to follow these processes. To prevent debacles such as the Toeslagenaffaire, it is important to either offer customized processes or minimize the cognitive load of policies in the implementation process.
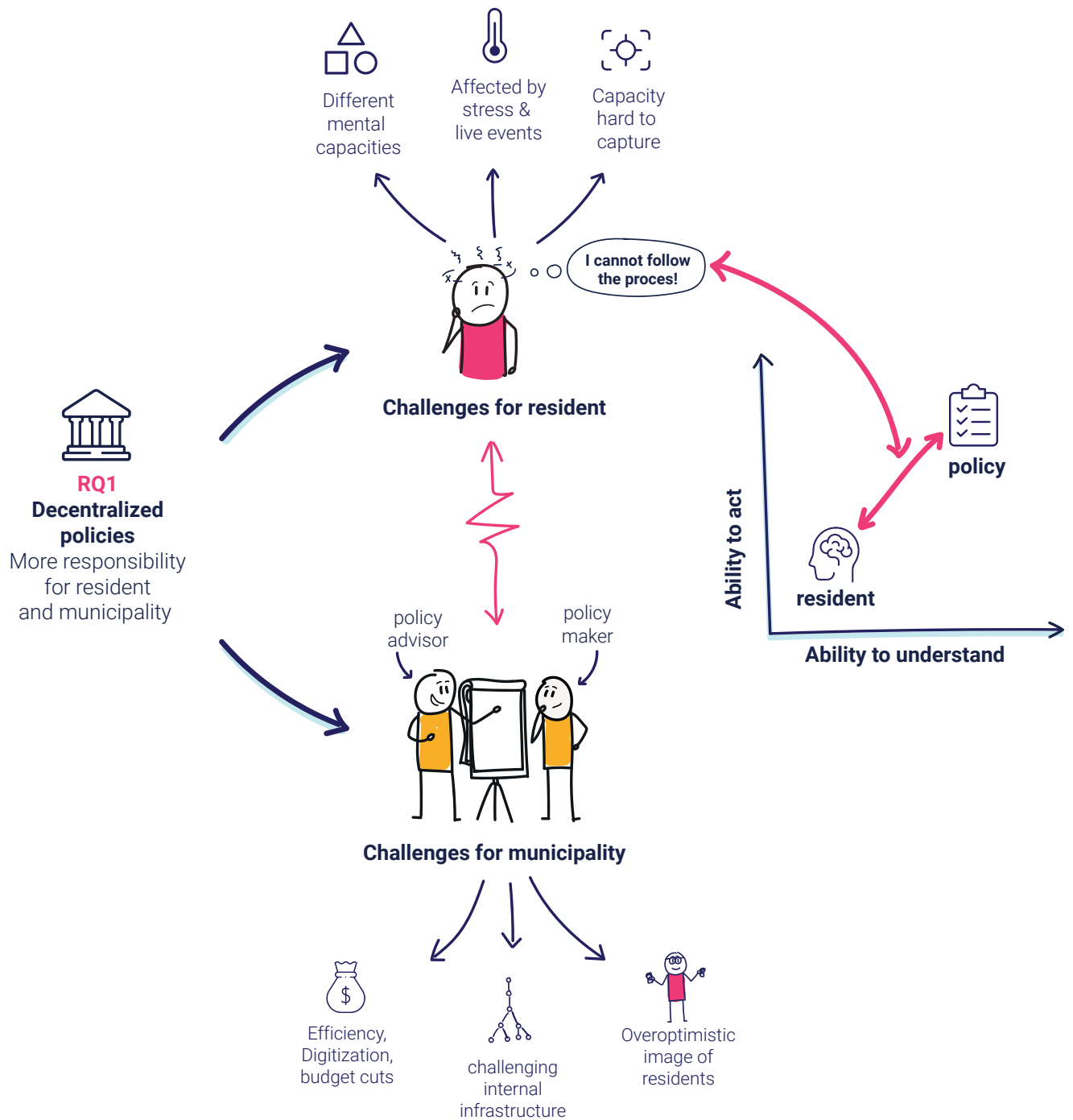
Different mental capacities

Affected by stress & live events

Capacity hard to capture

I cannot follow the proces!

Challenges for resident

RQ1
Decentralized policies
More responsibility for resident and municipality

policy advisor

policy maker

Challenges for municipality

Efficiency, Digitization, budget cuts

challenging internal infrastructure

Overoptimistic image of residents

Ability to act

Ability to understand

policy

resident

Figure 15: Overview Context Research
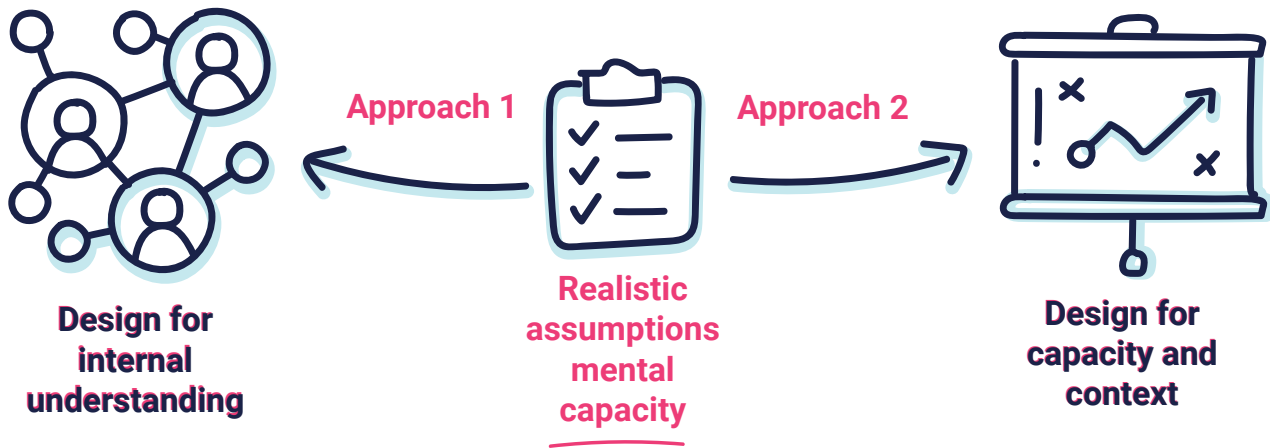
2.7 Design Approach

Figure 16: Two design approaches

From Context to Design Approach

The context research showed that realistic assumptions about the mental capacity of residents could be achieved by reducing the difference between the cognitive load of policies and the ability of residents to understand and act upon the policies. Matching cognitive load and residents' mental capacity would enable more residents to follow municipal processes. This would increase the self-sufficiency of residents and reduce municipal process costs. In the next phase of this graduation report, design approaches are proposed to address the design goal.

Reducing the difference between cognitive load and mental capacity can be achieved by reducing the cognitive load of policy implementation or increasing the mental capacity of residents. When residents are trained to understand policies and act upon these policies, they will be capable of dealing with more complex processes. However, the WRR report shows that doenvermogen (the ability to act) is hard to develop as it is dependent on one's character and skills. In addition, we know that raising intelligence is limited. The design approach, therefore, focuses on municipal strategies to better match policies and residents' mental capacity.

Figure 16 shows two design approaches derived from the challenges in Figure 15.
The Research Conclusions showed both internal and external challenges for the municipality. Internally, due to the hierarchical structure and different prioritization (digitization and efficiency mindset), there is little room for the front office employees of DPZ to offer differentiated processes. There is no common understanding of residents, as insights from the front office are not yet channeled and transferred throughout the municipality. This first design approach revolves around the main Research Question (RQ):

How can you create a common internal understanding of the capacity of residents?

Sub RQs: How can the organizational structure of the municipality accommodate complex cases at the front office? How do you align residents' expectations with the services from the municipality? How can front office employees signal these cases? How can these signals be transferred throughout the whole organization?

The second design approach revolves around the implications of the relationship between residents and the municipality. For public organizations, it appears challenging to adopt a realistic policymaking perspective. This is due to the changing mental capacity of residents, which

differs per person and is influenced by stress and live events. The second design approach focuses on capturing the mental capacity of residents in the implementation process of services within the department of DPZ. The mental capacity of residents can be assessed if there are tools to indicate the cognitive load of policies and the mental capacity of residents. This approach would build upon the insights from the UWV (see section 2.3). Within this organization, they developed a strategy for assessing the cognitive load of new UWV policies. However, they still struggle to capture the mental capacities of their clients. Therefore, this second design approach revolves around the main RQ:

How can policymakers adopt a realistic image of residents while implementing policies?

Sub RQ How can they engage in conversation with residents? How can the 'doenvermogen' of residents be assessed?

These two design approaches are further developed in the second phase of the graduation project. Finally, one design approach is used to build prototypes to test and validate the design.

Interviews
This project uses different research methods to answer the proposed research questions. Semi-structured interviews provide more insight into the work processes of the municipality and the difference between departments in the social domain. All municipal departments in the social domain have their own front desk and policy advisors. The different projects and innovation approaches give this research project more leads and support within the organization. From the interviews with external researchers and designers, we learn more about similar methods of innovating organizational structures and creating a realistic policymaking perspective.

Co-creation sessions
To prototype and validate the design solution, different co-creation sessions are organized. A quantitative analysis gives insight into the needs and beliefs of residents. Three co-creation sessions with residents and municipal employees are organized to test the design solution.

Participants
During the project, many employees within and outside the municipality contributed. Policymakers, directors, and front office employees gave their insights about work processes and opportunities. Some employees from other organizations also gave more perspective on other organizational structures. Designers from different agencies explained how they use design methods to help policymakers understand the context of the residents. Lastly, various residents indicated how they relate to the municipality and the influence on their self-sufficiency. The following list provides an overview of all participants and activities.

Semi-structured interviews:
- 5 external service designers (Bebright, Muzus, Zeewaardig)
- 2 'serious game' designers (Platform 31, Morgens)
- 5 external researchers (Louis Bolk Institute, UWV, National Ombudsman, VNG)
- Coordinator social theatre (Laaktheater)
- 3 homeless people (The Hague)

- manager public services (SZW)
- domain advisor 'financiële hulpverlening' (SZW)
- organization advisor (SZW)
- process manager (SZW)
- coordinator 'Schuldenlab' (SZW)
- policy advisor 'team Inkomen, Armoede en Schulden' (SZW)
- senior domain employee (OCW)
- team manager customer service (OCW)
- program manager JMO (OCW)
- 2 project managers (DPZ)
- policy advisor (DPZ)
- front office employee (DPZ)
- department manager (DPZ)
- 2 unit managers (DPZ)
- advisor civic affairs 'THIC' (DPZ)
- policy & advice coordinator customer contact (DPZ)
- 2 team managers (Stadsdelen en Wijken)

Co-creation/generative sessions:
- 6 employees Stadsdelen en Wijken
- 3 front office employees (DPZ)
- 2 unit managers (DPZ)
- 5 residents (Delft)
- 27 residents (Netherlands)
- 5 designers and researchers (team iD)

3.
Define & Ideate

The two design approaches are further developed into two design propositions. At the end of this chapter, one approach is chosen for the next design phase

3.1 Design Approach 1

Design for internal understanding

RQ1
Who should understand?

RQ2
What should they understand?
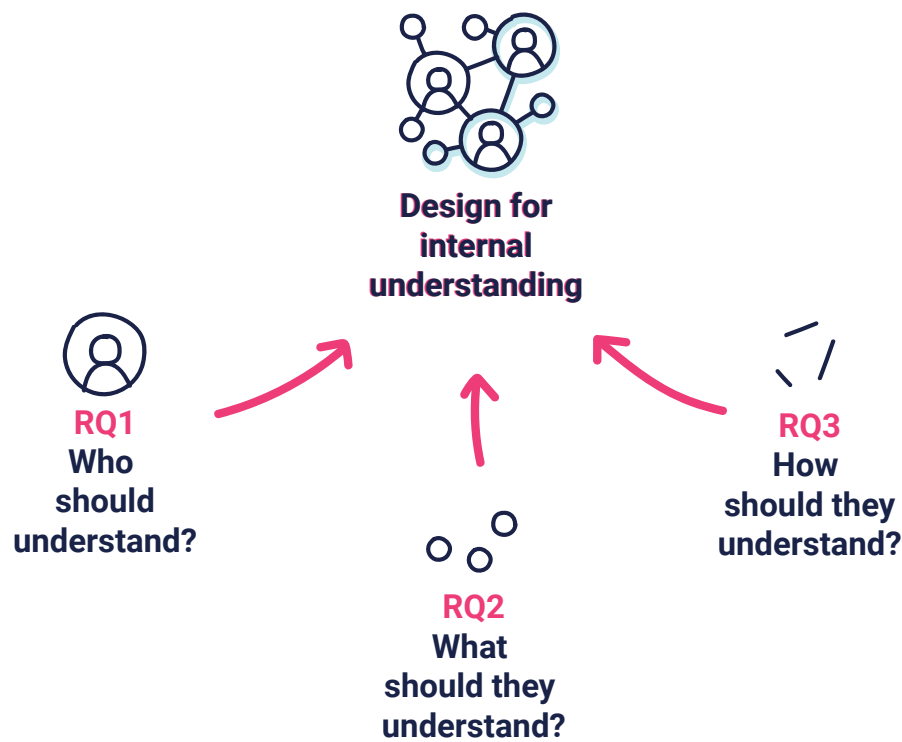
RQ3
How should they understand?

Figure 17: Research Questions Design approach 1

In the context research phase, two design approaches are identified to enable realistic assumptions about the mental capacity of residents. The first approach aims to create a common internal understanding of the capacity of residents. The context research showed a gap between front-office employees and civil servants who formulate policies. If policymakers rarely interact with residents, they will most likely have a different understanding of their mental capacity than those employees with daily contact. Aligning these experiences will create a realistic policymaking perspective. This means that the design will focus on the internal dynamics between civil servants.

Main RQ: How can you create a common internal understanding of the capacity of residents?

RQ1: Which employees should create a common understanding? What do their daily tasks and obligations look like?
RQ2: What does common understanding mean? What should municipal employees understand?
RQ3: How can municipal employees understand the capacity of residents?

3.2 Focus Design Approach 1

This section describes the key stakeholders who are involved in the first design approach. First, the insights from an interview with a program manager are described. Then, the focus of the design approach is stated.

As mentioned in section 2.5, insights from front office employees with direct contact with residents are currently not channeled and spread throughout the organization. Front office employees have limited capacity to signal and assess cases, and municipal directors rarely visit the front office employees to learn about their experiences. Within the municipality of The Hague, there are many points of contact. This forms a gap in knowledge and insights, which prevents policymakers from adopting a more realistic policymaking perspective. A program manager from OCW addressed this issue an in interview:

> *"There is actually a very big gap between the manager and the director. In the analyzing sessions, we miss a layer."*
> *- program manager OCW*

Policy Evaluation Meetings
When this program manager attends evaluation sessions about the results from case managers, she notices that managers and directors have different viewpoints. According to the program manager, directors sometimes overlook the human dimension of processes. The manager recalls a recent meeting in which a process for migrant workers was evaluated. Directors did not understand why some migrants had difficulty making an appointment with the municipality to collect personal documents. They forgot that the migrant workers in question work in greenhouses from 7 a.m. to 9 p.m., so they cannot make an appointment within the regular opening hours of the municipality. This simple example shows that directors sometimes overestimate what people can do. In this evaluation session, the program manager misses case managers and front-office

employees to share their insights. The manager says that the biggest challenge is to create an atmosphere in which front-office employees feel comfortable sharing their experiences. Now, the policy evaluation meetings do not always facilitate these bottom-up insights.

The design of this graduation project could facilitate these bottom-up insights and initiatives. To do so, we must choose which employees to include in the first phase of the prototype. Later, the design approach could facilitate sessions throughout the whole organization.

Focus graduation project
As mentioned before, the graduation project focuses on the department of DPZ. This department is often the first point of interaction for all residents of The Hague. This means that they also interact with vulnerable groups: everyone must pay taxes and renew their passport. This creates many touchpoints between DPZ and the residents. Recent research from team Innovatie en Dienstverlening shows that especially desk employees from the city offices deal with various residents and problems. These employees implemented initiatives to improve services, such as an emergency list for urgent appointments and other customized processes. This design approach will focus on the relationship between these front desk employees and their managers and directors. Ultimately, the design could provide capacity and tools for front desk employees to offer differentiated processes so that more residents would be able to comply with the process.

The second part of this section summarizes insights from a workshop with a DPZ front-office employee. By learning more about these work processes, we understand the main obstacles and are able to formulate solutions for this design approach. The detailed interview results can be found in Appendix F.

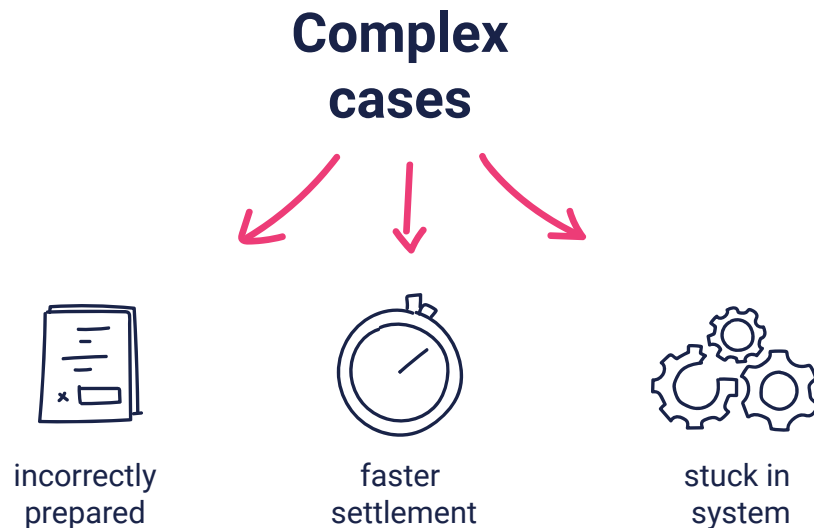Figure 18: residents waiting in line at the DPZ desk >

Complex cases

incorrectly prepared   faster settlement   stuck in system

Figure 19: Complex Cases Types

Work Process Front Office

In the second part of this section, the work processes of front-office employees are further analyzed. When this process is clear, and obstacles are identified, the design approach can be further developed.

Front Office and the KCC

The Customer Contact Centre (NL: KlantContactCentrum, KCC) provides products for all residents of The Hague. It is the place where residents can, amongst others, collect their passport and driver's license or report a move and birth registration. Residents can also apply for their parking permit or get a waiver here. Furthermore, residents can contact DPZ via the internet ('click'), telephone ('call'), or by visiting one of the district offices. The desk employees thus provide visible services for the residents of The Hague.

functions of desk employees

The front desk employees consist of junior, medior, and senior employees. The junior employees provide relatively simple services ('level 1 skills'), such as issuing passports and travel documents. Complicated services, such as reviewing birth certificates and processing documents in the Personal Records Database (NL: Basisregistratie Persoonsgegevens, BRP), are handled by senior employees. Appendix FIXME shows a customer journey of a standard process for residents who have to collect a (personal) document.

Obstacles for Front Office Employees

The biggest challenge for front office employees is the increasing workload and decreasing capacity to help residents who have difficulties following the process. There is hardly any communication with other departments, such as SZW and OCW. These challenges seem to indicate an underlying problem: finding common values within the municipality for the public services. For example, during the training period for new employees, there is no emphasis on the values of the municipality and what that means for that position. There is a demand for 'people-oriented work' at the front office, while the targets from managers mainly demand efficiency. Front office employees must find the scope to offer customization within their capacity. These challenges mainly come to light during procedures that require more time or research than standard cases. These cases are labeled as 'complex'. Here, front office employees must find a balance between offering people-oriented services in customized services and working efficiently. As these complex cases often involve situations in which there is a limited doen and denkvermogen from residents, the graduation project focuses on these processes.

Complex Cases

An example of such a complex case is the application for a postal address. In itself, this is not a complex procedure. The resident makes an appointment, fills in a form, and hands it in at the counter. However, the matter becomes

complex when the request is rejected several times without the resident knowing what went wrong. In this case, this resident, therefore, has a limited capacity to think and act compared to the current procedure. The front office employee must invest extra time investigating what went wrong and how the resident can still be helped.

Process for Complex Cases
There is currently no process for deviation in the protocols at the front office. That means that each complex case requires a separate investigation. The complex cases can be divided into three categories (see Figure 19):
1. The resident has incorrectly or incompletely prepared for the appointment. This can be due to incorrect provision of information or inattention from the resident. An example is bringing an incorrect photo for a passport or making an appointment at the wrong desk.
2. The resident requires a faster procedure. This may be the case when registering with the municipality or renewing a passport before the holiday period.
3. The resident is stuck in the system and rules. The next step in the process requires too much thinking or doing from the resident. This can happen if requests or applications have been rejected multiple times or if there is an error in the system.

Municipal costs of complex cases
Figure 20 shows a simple calculation with educated guesses of the municipal costs for complex cases. The costs are based on the total amount of appointments with the front desk of the municipality and an estimate of the average handling time (Bruggeman, 2018). From the interviews with front office employees and the research from the WRR report, we know that two out of ten cases are 'complex'. The calculation shows that currently, without differentiated processes, all complex cases cost the municipality almost 800 thousand euros per year. This does not include the costs for a no-show appointment.

Total cases/year:	180k
Complex cases/month:	3k (20%)
Extra hours/complex cases:	3k (1h)
Extra FTE/complex cases:	20 (36h/w)
Costs/FTE:	3,3k
Total Costs/complex cases/Y:	**792k**

Figure 20: Municipal Costs Complex Cases

Key Insights Focus Design Approach 1

- *As these complex cases often involve situations in which there is a limited doenvermogen and denkvermogen from residents, the graduation project focuses on these processes.*

- *Complex cases can be divided into three categories. All cases require customized solutions, as there are no standardized procedures for deviant cases at the front office.*

- *When managers and directors understand the complexity of these cases and procedures, they would see the need for procedures to accommodate these cases, saving significant costs.*

3.3 Design with Empathy

Assessing the mental capacity of residents requires policymakers to understand the influence of the context of new policies on the residents. As mentioned in section 3.2, Design Approach 1 focuses on the work procedures from front office employees when dealing with complex cases. This section describes how empathic approaches can help policymakers to make this assessment. The first part of this section describes the definition of empathy. Then, future envisioning is introduced as a method to assess the future context of residents. Lastly, empathy and future envisioning are combined into a combined concept for the design approaches..

The need for design approaches

Empathic Methods
As mentioned before, the assessment of the mental capacity of residents would benefit policy implementation for the municipality of the Hague. If the mental capacity matches the cognitive pressure of policies, more residents would be able to follow the process. This would reduce the workload of front-office employees, reduce process costs, and make residents more resilient. However, it appears very difficult for organizations that execute national laws, such as the UWV and municipalities, to assess mental capacities.

Residents have different cognitive skills per situation. For example, some residents can independently file their tax returns but have difficulty applying for a parking space. Ideally, the cognitive ability of every resident is known so that this can be considered during the implementation of new policies. This would mean that civil servants would have to start conversations with a large number of residents in order to collect needs. However, section 2.5 learned us that most policymakers have little contact with residents due to uncertainty, ignorance, or financial constraints. This calls for a different method to understand residents. Design methods often use empathy to create this type of understanding.

Exploring Empathy

Empathy in Design
In design literature, empathy is described as a deep understanding of the customer's needs and circumstances, involving 'relating to' rather than 'knowing about.' It allows designers to understand how a person might react to events or changes in conditions, even if that perspective is very different from their background, education, or culture. (Sanders & Stappers, 2012; McDonagh, 2010; Kolko, 2015). Empathy requires the designer to immerse in the lives of someone else by stepping into a different perspective. When designers step back out, they can relate that different perspective with their viewpoint. This process of stepping in and out of someone else's perspective allows them to sympathize with someone (i.e., absorbing the feeling) and understand the other person (Kouprie & Visser, 2009).

Empathy in Social-Cultural context
In his book "The Empathic Civilization," Jeremy Rifkin characterizes empathy as a core value that is wired in the human brain. It helps us collaborate, resolve conflicts, and ultimately create a biosphere-wide consciousness to solve complex issues like climate change, pandemics, and inequality. Rifkin argues that one of the essential empathic drivers is to belong. Everyone wants to identify with people around them based on blood ties, religious beliefs, and national identity. Hence, Rifkin (2011) defines empathy as:

The ability to stretch our sensibility with one another so that we can cohere in larger social units.

Choosing Definition

There are three reasons why this definition of empathy would be ideal for implementation in the policymaking process.

- First, it embraces the idea that empathy is an ability that can be stretched. In other words, everyone can develop empathy for other people. Designing a policymaking tool could thus extend the empathic capacity of policymakers.
- Rifkin describes empathy as a mutual connection. The ability to empathize with someone is to form a relationship. Policymakers and citizens should sympathize to come to a mutual understanding. Only immersing in someone else's life, or standing in somebody else's shoes, does not trick. Empathy needs coherence, the quality of forming a united whole.
- Lastly, and maybe most importantly, Rifkin formulates a goal for empathy: establishing a more extensive social unit. This means that empathy is not just a tool for policymakers to discover needs and potential problems in society. It is a method to come to a mutual understanding, which leads to strengthened social cohesion. In a strengthened social cohesion, residents will be able to support each other and require less customized services from the municipality. As a result, they are less dependent on governmental help, making them more resilient.

Future Context

Envisioning without limits

Policymakers can be tasked to envision a context in which the residents act according to new regulations. The future context describes how factors influence the behavior and beliefs of residents in a context which might be different from now. Within Design Thinking, there are several ways to create a future vision. Researchers can use metaphors, priority matrices, SWOT analysis, and other toolkits to imagine the future based on more profound past interpretations (Iversen, 2005; Sanders & Stappers, 2012).

These approaches have in common that they use current trends and user stories to predict the future context. In this regard, Future Thinking is very similar to the Design Thinking Process. Like Design Thinking, Future Thinking tries to understand the user, creating insights into their needs and building a wide range of prototypes and solutions to satisfy them. However, while Design Thinking converges to concrete concepts or products, Future Envisioning diverges into different possible world scenarios (see Figure 21).
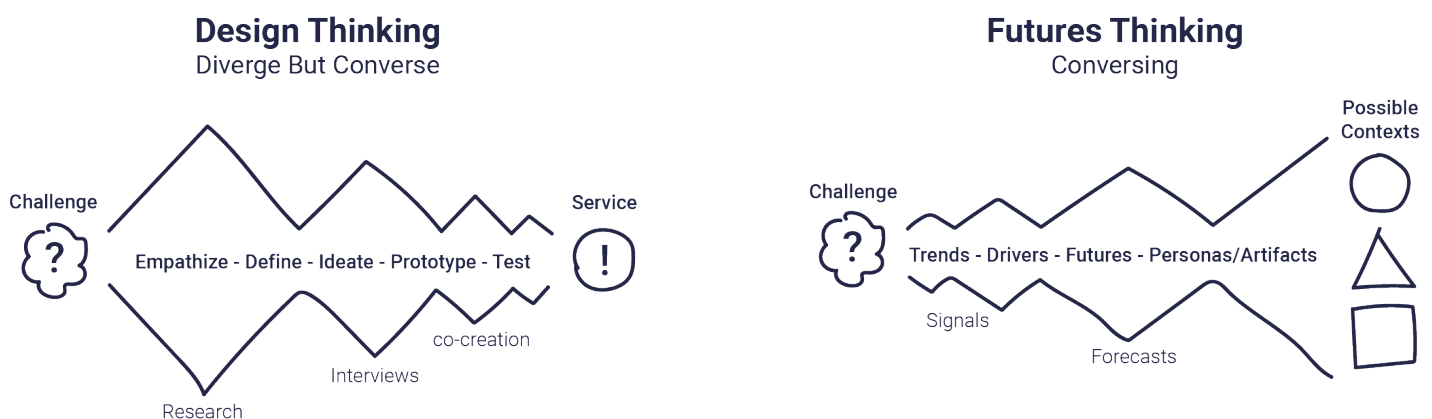
Design Thinking
Diverge But Converse

Challenge
?
Empathize - Define - Ideate - Prototype - Test
Service
!
Research
Interviews
co-creation

Futures Thinking
Conversing

Challenge
?
Trends - Drivers - Futures - Personas/Artifacts
Signals
Forecasts
Possible Contexts

Figure 21: Design Thinking vs Futures Thinking

Future Thinking

Future Thinking aims to inspire by creating a timeline for 10-15 years, in which the factors of the past influence the context of the future (Roumiantseva, 2016). During this research project, the Future is not a fixed time span; it is the extent of change within the current context. Future Envisioning is described as:

The ability to formulate a future in which factors and trends have changed the current context.

This definition of Future Envisioning is helpful in the Design Thinking approach within policymaking. It acknowledges that the future might contain a different context than today. The trajectory of this context is not bound to a fixed timespan but to the amount and speed of factors that influence change. This new context might influence the resident so that they experience the regulations differently. To create empathy, i.e., to come to a mutual understanding between resident and policymaker, it is necessary to research the influence of the future context on the mental capacity of the resident.

Combining Empathy and Future Envisioning

When designing or validating policies, it is essential to consider the effect of the future context on the mental capacity of residents. In other words, assessing the impact of the future context on the doenvermogen requires both the concept of Empathy and Futures Thinking. This approach is what we call Empathic Futures Envisioning. Using this approach will help policymakers better tailor policies and regulations so that more residents can participate in the new process. This makes procedures more efficient so that process costs will be reduced. As more residents can follow the rules and regulations, self-sufficiency will increase. This makes residents less dependent and provides more autonomy.

Empathic Future Envisioning is then defined as the coherence of policymakers and residents to understand the impact of the new context on everyday life.

Key Insights Design with empathy

- *Empathy can be described as the ability to stretch our sensibility with one another so that we can cohere in larger social units.*

- *A policymaking tool can train empathy so that policymakers can stretch their empathic understanding.*

- *Future Empathic Envisioning combines Empathy and Futures Thinking to assess the impact of a new context on the resident's mental capacity.*

3.4 Empathy Through Theatre

Section 3.3 showed that empathy can be used to create understanding of residents with complex cases and should therefore be integrated into the design proposition of this approach. This section describes how participative storytelling can achieve this type of empathy.

From Storytelling to Theatre

Storytelling as Research Method
Researchers use different methods to connect residents and the government. In a way, they all strive for this type of empathy through different approaches. Maike Klip, for example, used photo portraits and stories to convey the work processes of civil servants in the implementation process of public services (debegripvolleambtenaar. nl). Maarten Hoorn (Platform 31) and Jeske Grunterman (Morgens), and Kaila Vreeken (Muzus) use serious gaming to let policymakers step into the shoes of people with complex problems. De Gemeente Utrecht (2020) uses a collection of stories to showcase neighborhood projects and initiatives.

Participative Theatre
The underlying principle of all these approaches is storytelling. Storytelling is the process of creating narratives and facts to communicate something to the audience. Good storytelling presents facts and goals while evoking emotion and energy. The audience will remember the message that the storyteller conveys and be incentivized to act accordingly (Fryer, 2014). Participative storytelling adds the aspect of participation, in which the audience is asked to give input for the remainder of the story and come up with potential solutions. For the design proposition, this would mean that policymakers step in the shoes of desk employees and residents, enacting conversations to understand the challenges for both their colleagues and the resident. Through this 'theatre approach', new insights and knowledge are generated. Appendix G further discusses the theatre approach.

An example of participative Theatre
Erel (2017) describes the application of theatre while researching the problems of racialized migrant mothers. These mothers used theatre to express their feelings and emotions. Researchers also learned about the social power relations that the mothers experience, which they would not have understood otherwise. The migrant mothers used the collective experience to build and articulate knowledge about the enactment of their citizenship.

The example above shows that participatory research in the form of theatre play can present different interpretations of reality. It protects residents from painful or emotional experiences and enables them to tell stories collectively. For vulnerable groups that visit the municipality, this is especially useful. Experience is used to produce knowledge, which can be translated into action. This action can be an intervention in the current process, which is played out in the same session. Theatre constantly reflects the status quo and gives insight into future scenarios. This way, theatre can be used as an empathy tool to understand the obstacles and opportunities in interactions between front-office employees and residents. It provides different knowledge in the 'as is' and 'to be' situations.

Neighborhood theatres
The theater is increasingly used to draw attention to social issues and discuss potential interventions. In so-called neighborhood theaters, people come together to tell stories, write scripts and perform. An example of such an institution is Laaktheatre, in which Sylvia Bos guides vulnerable groups in telling their story. A performance lasts about twenty minutes, after which there is room for a discussion with the audience. An example of a theater project is a performance with people with a mental health condition who struggle to explain their situation to others. After the play, Sylvia discusses with the audience what the characters could have done differently. She regularly invites policymakers, who gain more insight into the motives of these vulnerable target groups.

Figure 22:: Sylvia directs a repetition for a new theatre play with seniors.

3.5 Design proposition 1

This chapter started with two design approaches, with sections 3.1 to 3.4 describing the different elements of the first design approach. This section provides an overview of the conclusions and the substantiating for the design proposition below. The next section (section 3.6) describes the second design approach. At the end of this chapter, one design approach will be selected to be used in the prototyping phase.

Section 3.2 specified the users and setting of the first design proposition. Many insights into the communication between residents and the municipality lie with the front office employees. Managers and directors rarely have direct contact with residents, impeding the adaptation of a realistic policymaking perspective. This perspective is vital for the realistic assessment of the mental capacity of residents.

The policy evaluation meetings form the setting of the design approach. Currently, there are no meetings with directors, managers, and front-office employees.

This approach aims to analyze complex cases for front office employees. These cause a huge workload, reducing the capacity for front office employees to help residents quickly and effectively. There are no procedures in place for these complex cases, which could be solved by this design approach. The approach uses the principles from the Future Thinking Method, as the intervention phase allows different outcomes of the current customer journey.

The design approach offers a method to let directors and managers engage in the working process of desk employees. By using empathy tools, such as the scripting of interactions in a theatre play, understanding is stimulated.

Figure 23 shows the implementation of the design proposition. The solution consists of three phases. First, managers, directors, and front-office employees are invited to an evaluation meeting. Here, anecdotes show which cases are necessary to enact in the second phase. During this phase, participants switch roles to step into each other's shoes and understand challenges. In the last phase, interventions are analyzed, and solutions for innovations are prioritized. This forms the base of the next innovation process.
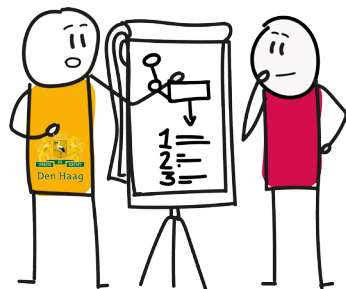
Design Proposition
A theatre workshop for management and front office employees to create shared understanding about the public service procedures for residents.
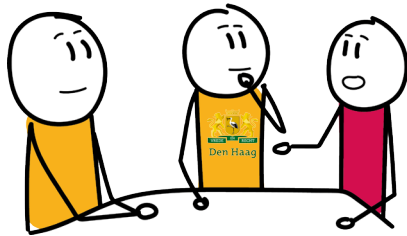
Phase 1
Understanding the context
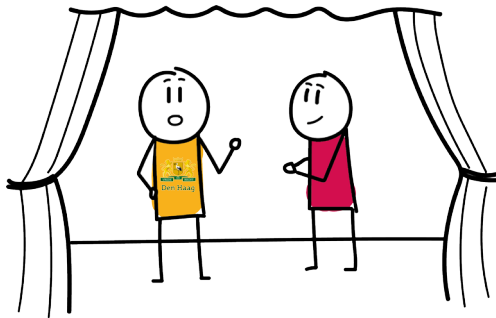
Phase 2
reenacting relevant cases

Phase 3
analysing interventions

Figure 23: Phases Theatre Workshop

3.6 Design Approach 2

Design for capacity and context

RQ1
what is mental capacity?

RQ2
What are differences in mental capacity?

RQ3
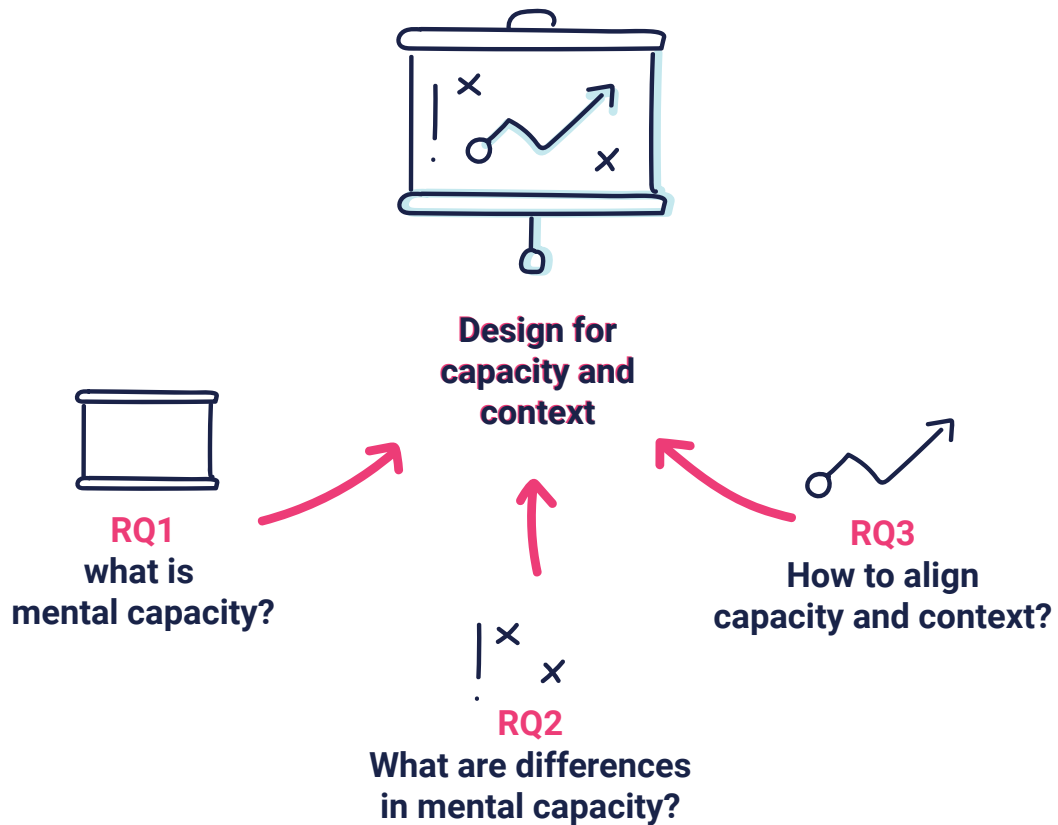**How to align capacity and context?**

Figure 24: Research Questions Design approach 1

The first design approach focused on creating a shared understanding of the resident through empathy exercises. This approach aimed to align experiences and insights throughout the orga-nization. This knowledge could provide a better assessment of the mental capacity of residents. The second design approach focuses on capturing the mental capacity of residents in the im-plementation process of services within the department of DPZ. This approach focuses on un-derstanding how the mental capacity of residents relates to the policies' new context.

Main RQ: How can you capture the mental capacity of residents (denkvermogen and doenvermogen) in the implementation process of services?

RQ1: What is mental capacity? Can you use segmentation for mental capacity? What types of profiles are there?
RQ2: How does mental capacity differ per person and situation? What is the relation between denkvermogen and doenvermogen?
RQ3: How can you align the resident's capacity and policy context?

3.7 Defining mental capacity

Assessing the mental capacity of residents is part of the realistic policymaking perspective as proposed by the WRR. However, section 2.3 showed that this assessment is complicated. The mental capacity of residents is different per person, and even per situation. This section aims to capture the mental capacity of residents by proposing a segmentation matrix. Then, the different segments are further developed into profiles. These profiles can be used as a tool to assess the mental capacity of the residents involved in the evaluated procedures.

From mental capacity to Self-sufficiency

Realistic Residents
If we want to assess the mental capacity of residents, we must first understand the meaning of mental capacity. Webster's dictionary (n.d.) describes mental capacity as:

Sufficient understanding and memory to comprehend in a general way the situation in which one finds oneself and the nature, purpose, and consequence of any act or transaction into which one proposes to enter.

In other words, mental capacity can be formulated as the ability of a person to understand the situation and make a decision. In a political context, mental capacity is the ability of a person can understand the process and make appropriate choices. To properly assess mental capacity, we need to make this concept more concrete. In this design approach, we use the concept of self-sufficiency (NL: zelfredzaamheid) to indicate this capability to make choices. Self-sufficiency can be used to crea-te different resident profiles, which can be placed in the context of the processes of a policy. Ultimately, this can lead to realistic assumptions about the mental capacity of residents. This section parses the concept of self-sufficiency to come to metrics for the assessment.

Self-sufficiency in politics
In 2013, King Willem-Alexander introduced the concept of 'participation society' in his speech from the throne of 2013. Willem-Alexander stated that everyone should be asked to take responsibility for their own life and environment. Since then, this citizen role has been a hot topic in political debate. However, politicians struggle to formulate a clear definition of self-sufficient residents in the participation society. In a letter to Parliament from 2014, Minister Plasterk writes that the new society does not have a final picture. No one knows precisely what the participatory society means for citizens and their self-sufficiency (de Bruijn, 2017).

Self-sufficiency is a much older concept in political debate. The VVD has been using the term since the 20th century to criticize the costs of the welfare state. Based on the liberal principle, all government interventions that affect the independence and self-reliance of residents are rejected. Especially if this is accompanied by higher collective expenses. Much earlier, self-reliance was used to indicate one's mortality. With the development of this morality, residents could rebel against the dominant influence of church and state. This created the direct relationship between self-reliance and independence (Klop, 1996).

Today, the classical liberal philosophy of self-sufficiency is embraced by all sides of the political spectrum. State Secretary Jetta Klijnsma (PvdA) promoted self-sufficiency for the elderly by stating that it would be best to take a vegetable garden. This was later mockingly portrayed as 'moestuinsocialisme' (Du Pré, 2014). Other political parties reframed self-sufficiency into concepts that are better connected with their own political philosophy. That is why there are currently all kinds of different concepts buzzing around in the Dutch Parliament, such as such as 'zelfregie', 'actief burgerschap', 'eigen verantwoordelijkheid', 'samenredzaamheid', 'burgerkracht', 'zelfstandigheid', 'zelfbeschikking', 'zelfsturing', 'sociale veerkracht', publieke vertrouwdheid' en 'sociaal kapitaal' (Peeters & Cloïn, 2012; Postma, 2013). With all these different concepts, it is essential to formulate a clear definition for self-sufficiency.

Self-sufficiency vs. self-determination

The concept of self-sufficiency implies that residents must take care of themselves. As mentioned before, politicians link self-sufficiency with the independence of governmental resources. The pursuit of this independence has become the norm: residents have a duty to take responsibility for their own care (Brabander, 2014). Being dependent on others makes residents less self-sufficient. Self-reliance thus refers to the extent to which a person can lead their own life without being dependent on others (Vlind, 2012).

However, the question is whether we should strive for self-sufficient citizens. The ideal of the self-reliant citizen is strongly reminiscent of the 'homo economicus': a self-reliant, self-employed, enterprising, empowered, responsible citizen. We know that this is not a realistic image of residents. Derksen (in Peeters & Cloin, 2012) states that striving for self-sufficient residents leads to a declining tolerance. Self-sufficient residents would not be able to understand citizens who are not self-sufficient. They do not 'want' to take responsibility. Another implication of striving towards independence is the growing threshold for people who need help. Derksen even states that striving for self-sufficiency leads to wrong behavior patterns. Sennett (in Vlind, 2012) calls this 'the shame of dependence.' Peeters & Cloin (2012) conclude that the call for self-sufficient residents is at the expense of many people who deserve more attention. This means that we have to look for a sharper definition.

Self-determination should be the new mantra

It seems that carrying out daily activities and following rules and policies does not correlate with the degree of independence only. Some people prefer letting others handle their taxes. Others prefer to receive professional care so that the people in their network do not become informal caregivers (Van Deth, Beltman & Poll, 2012). Here, it is crucial that people can make their own choices. People do not have to be self-sufficient, i.e., independent from others, to lead their life. People should be able to choose how to lead and manage their life. This is what we call self-determination (NL: redzaamheid):

The ability to make choices and organize your life.

Self-determination profiles

As mentioned before, currently there are many definitions of self-determination, such as the ability to steer your live or to take responsibility. In this design approach, we identify two components of self- determination (see Figure 25):

1. Choice making ("Keuzeregie"): the number of opportunities a person is given and the ability to use them.
2. Networking ("Netwerken"): the amount of influence from a (social) network when making choices.

Self-Sufficiency
Zelfredzaamheid
Acting with independence

Self-Determination
Redzaamheid
Choosing & Organizing life

Choice making
Keuzeregie
Opportunity & ability to choose

Networking
Netwerken
Influence of (social) network

Figure 25: Self-determination

I see
enough
chances

I prefer doing
it together

I prefer doing
it alone

Orchestrator

Self-reliar

Follower
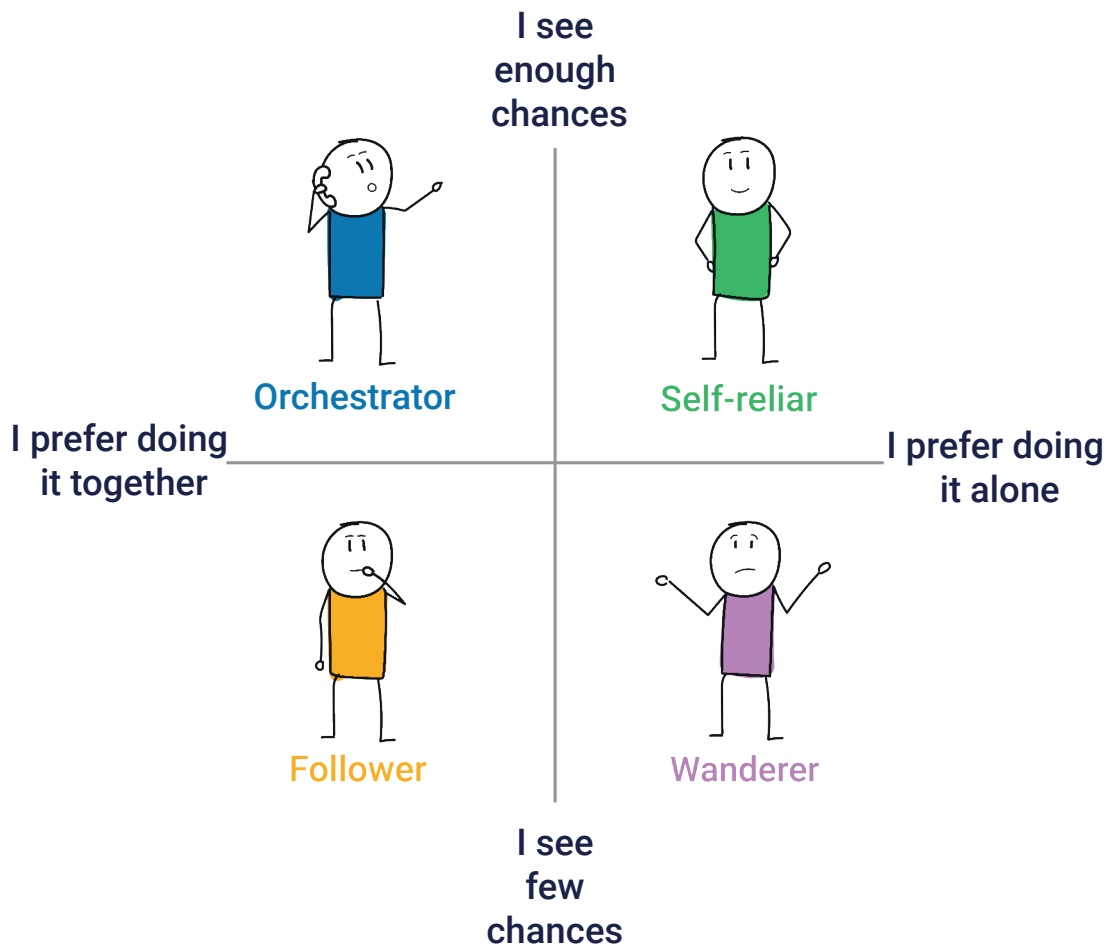
Wanderer

I see
few
chances

Figure 26: SDS Profiles

Self-determination matrix

If we plot the components on the axis, we get a self-determination matrix as presented in Figure 26. This matrix shows four different profiles (NL: redzaamheidsprofielen").

The matrix could be interpreted in two layers. First, it could describe the intrinsic motivation of residents. The system then accommodates residents' empathic understanding, independent of context or different situations. However, the system could also provide a more situational understanding of residents. It would explain how residents behave in a specific context, i.e., reflect their doenvermogen. In assessing new policies (estimating the impact of a new context on residents), the latter would provide more insights. The system reflects four profiles that behave differently in specific contexts.

Enhancing of the Self-determination profiles

During interviews and expert sessions, the profiles are redefined and enhanced. These profiles provide insight into the 'doenvermogen' capacity and the need for self-determination (see Appendix G).

Some personality assessments resemble the self-determination profiles Two of the most popular personality assessments are DISC and MBTI. The similarities and differences are described in Appendix H.
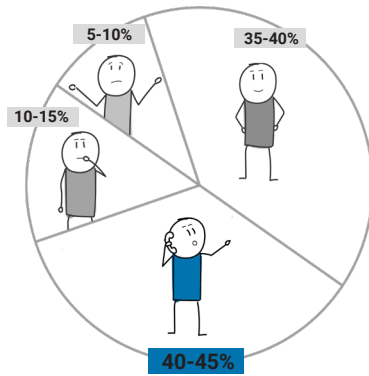
Figure 27: Orchestrators

Figure 28: Self-reliars

Orchestrators (organisator)

Orchestrators take control of their choices by involving their (social) network. The Organizer formulates (life) choices on the advice of neighbors, friends, or family. The orchestrator can also use other professional helplines.

Together with the self-providers, this group comprises 80% of residents who can follow rules and guidelines (Bosman & Boeve, 2021). Examples are residents with a tax advisor or people who use travel agencies to book their holidays.

Character
Orchestrators like to decide for themselves when and how often it receives help from others. They have a strong social environment. Orchestrators will try to solve problems themselves, but depend on the help of others. If this help disappears, the orchestrator can no longer function properly.

Need
    1. Factual Information
"I want to understand how best to act."
    2. Motivation
"I need to be motivated to act."
    3. Independence
"I decide whom I ask for help."

Sometimes it feels like I have so many things to do and arrange. Doing taxes, taking care of the children... I am glad my parents can help. [...] The contact with the municipality sometimes feels like monopoly!
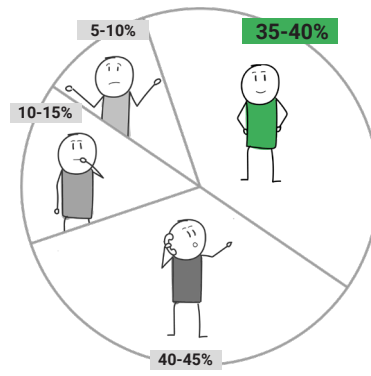*- quote interviewee*

Self-reliars (zelfvoorziener)

Self-reliars take control of his choices and make decisions independently. Self-reliars are not dependent on (subsidized) support. Together with the Orchestrators, this group comprises 80% of residents who can follow the rules and guidelines. Examples are residents who can report insurance questions via an app or file their tax returns online.

Character
Self-reliars would like as much autonomy and freedom of choice as possible without monitoring or interference. They have a large (non-)cognitive capacity. Sometimes, they are too proud or afraid to ask others for help. This isolation can make self-reliars distanced from the other profiles. Some self-reliars do not understand the choices of others.

Need
    1. Detailed Information
"I want to understand which options lead to the best result."
    2. Self-assessment
"Am I missing information?"
    3. Linked Systems
"I would prefer to solve everything at once."

I just like to do things as quickly and efficiently as possible. That is why I want to do everything myself.
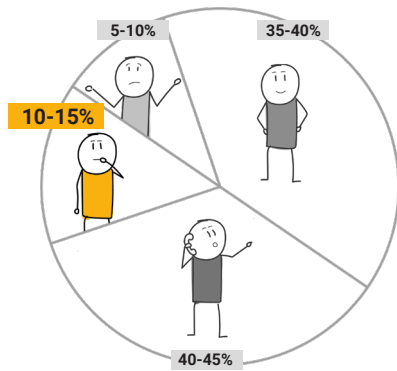*- quote interviewee*

Figure 29: Followers

Figure 30: Wanderers

Followers (volgers)

Followers have little control over choices and leave decisions to their (social) network. Followers are highly dependent on (subsidized) support. Followers may not be heard in their wishes or cannot indicate what they would like differently. Together with the Wanderer, this group comprises 20% of residents who cannot follow the rules and guidelines. Examples of Followers are immigrants who do not speak the Dutch langauge and have to ask their (Dutch-speaking) children to fill in formal documents and make appointments with the municipality.

Character
Followers have to rely heavily on their (social) network. They can receive both temporary and permanent care. Lethargy can be a danger. Sometimes followers are satisfied with their situation, especially when surrounded by their social environment.

Need
   1. Trust in the system
   "I have to leave life choices to others."
   2. Consistency in service
   "Less consistency leads to less confidence."
   3. A step-by-step plan or referrer for info
   "I don't really know where to start."

   If i visit the municipality, they tell me that they first want to talk to my caregiver. I cannot express my own wishes, because they do not listen to me!
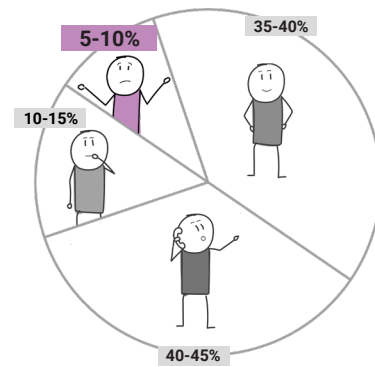   *- quote interviewee*

Wanderers (dwalers)

Wanderers have little control over their choices and no (social) network to fall back on. Wanderers cannot find the service or do not get adequate help. Sometimes they are caught between law and regulation. They are either short-term or long-term part of the vulnerable group. Together with the Followers, this group comprises 20% of residents who cannot follow the rules and guidelines. Examples of wanderers are residents with multiple problems, vulnerable target groups, or residents without a place of residence. A wanderer could be a homeless person without money to buy an ID card, so that they could apply for financial support.

Character
The Wanderer often faces multiple mental setbacks, making logical reasoning difficult. The lack of social support and control can lead to loneliness and more significant problems. Wanderers are often not seen or understood by society, making it difficult to break out of their situation.

Need
   1. A Breakthrough/role model
   "If only there were a role model"
   2. Being seen as a person
   "I am more than my BSN."
   3. Prevention
   "I would do things much differently now."

   I am entitled to basic services. Shelter, income. But I don't always get it.
   - quote interviewee

Detailing the Profiles

To validate and enrich the different profiles, three generative sessions were organized. Participants from the municipality, design students, and other residents could discuss the profiles and add comments. The sessions were both online (via Miro) and offline. First, the participants were told the difference between choice-making and networking. Next, they were presented with the two axes and different profiles. The participants were asked to add each profile's needs, beliefs, obstacles, and opportunities derived from the value proposition canvas (Osterwalder, 2014). The goal of this exercise was to see whether participants could imagine how the profiles could behave in a particular context. Below are the most interesting findings:

Findings profile detailing
- The explanation of the axes was sometimes unclear. The request for help (alone vs. together) seems too absolute: "what if you just ask one person for help? Are you immediately an organizer?" In addition, the amount of choice control also proved challenging to understand. It was unclear whether this concerns the absolute number of choices a person gets. It helped to explain that while the profiles seem absolute, it only tells the preference for each option. An orchestrator prefers to discuss problems before deciding the right solution.

- A self-reliar instead seeks objective information. It is more difficult for participants to empathize with roles they do not take on as much. In many situations, participants identified themselves as self-reliars. That's where they put most of the post-its. They found the other profiles less recognizable. "I don't like situations where I am the follower."

- The group discussion was often about personalities rather than contextual situations. According to the group, everyone wants to be self-reliars or organizers. The debate had to be steered towards the needs of people in certain situations. It proved helpful to give more examples of problems.

- People think quickly in personas. "Construction workers are always followers!" "Immigrants start as wanderers." It seemed challenging to get a feeling for each profile without falling into the trap of prejudice or bias.

- The participants of the session added more details and risks to the profiles. According to the group, orchestrators can be venturous and like to delegate tasks. Wanderers are powerless, Self-reliars can be shy, and followers feel safe. While these characteristics do not have to be accurate, discussing them helped the participants form an image of each profile. That made it easier to see the need and obstacles for the different residents.

Key Insights Self-Determination Profiles

- *Choice-making and Networking abilities indicate the degree of self-determination. The self-determination matrix shows four segments of self-determination.*

- *The matrix shows how different people might behave in a context. For each context, a person can adopt a different self-determination profile.*

- *Every profile has its own needs, obstacles, and risks. When designing new policy procedures, all these profiles should be taken into account to create realistic assumptions about the mental capacity of residents.*

Figure 31: Participants in workshop 1 detailing the SD profils >

Top chart (axes):

Veel keuze ↑
Weinig keuze ↓
SAMEN OPLOST 'Netwerk' ← → Alleen oplost

Orga | ZV
Volger | Dwaler

STAPLES

Bottom chart (sticky notes):

voorzuur · beschikbaar

Berg druk met allerlei in vals hoeken

ondernemend

'Perfectionist'

ZV

Orga

Ongeletterde die zich laat informeren door heikle communitie

Weet waar hij/zij informatie kan vinden verschaffen

Wil onafhankelijk zijn

Sociaal begaan persoon

Zou contact schuw kunnen zijn

Netwerk

veilig, want anderen maken een keuze

Al.. op

Het pad is uitgestippeld

Afhankelijk

weinig steun alleen gevoel grote kloof het systeem

Voelt zich verloren en ...

geen mening

moet wellicht ...

Volger · Dwaler

3.8 Different self-determination

Quantitative study

The self-determination matrix provides insights in the different potential metnal capacities of resident. The question now is whether it is possible to use the coordinate system in different scenarios. After all, from the 'doenvermogen' theory, we know that people have various mental capacities in different situations.

The quantitative study aims to answer the following questions:
The quantitative study aims to answer the following questions:

1. Do people perceive a different level of autonomy for each domain?
2. Do people exhibit different decision-making and networking behavior for different domains?
3. Do people need different help in each domain?

Autonomy per domain
To find out whether it is possible to plot different scenarios on the coordinate system, a quantitative study was done with 27 participants. It is necessary to say that all participants know each other indirectly. This is probably why many participants are in the same socio-economic bubble. However, it is still interesting, if not more, to look at the different scores. Different scores then underline the influence of contextual factors on mental ability. People from the same socio-economic background might perceive the same subjects differently, based on their 'denkvermogen' and 'doenvermogen.'

Five Domains
The participants were asked to fill in a questionnaire containing topics spread over five domains. The domains are derived from the six life domains drawn up by the VNG (2020). The VNG uses these domains to help municipalities formulate an inclusivity agenda. The UN Convention on the Rights of Persons with Disabilities (UNCRPD) forces municipalities to
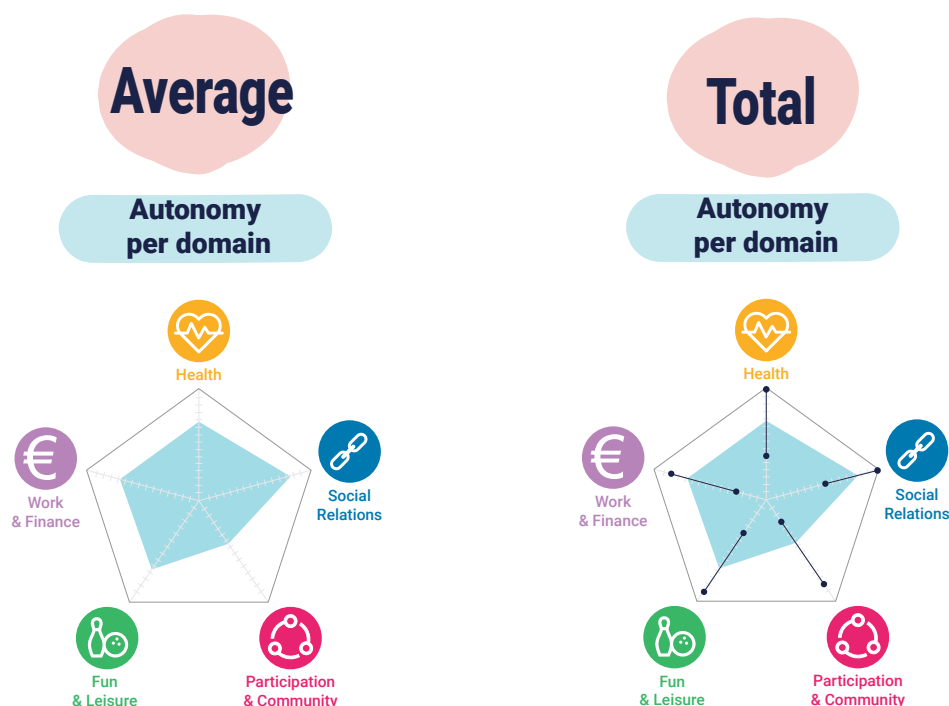
Figure 32: Autonomy per domain

Choice making vs. networking per domain (avarage)

Ik zie
veel kansen

Ik doe het
liever samen

Ik doe het
liever alleen

Ik zie
weinig kansen

Choice making vs. networking per domain (total)

Ik zie
veel kansen

Ik doe het
liever samen

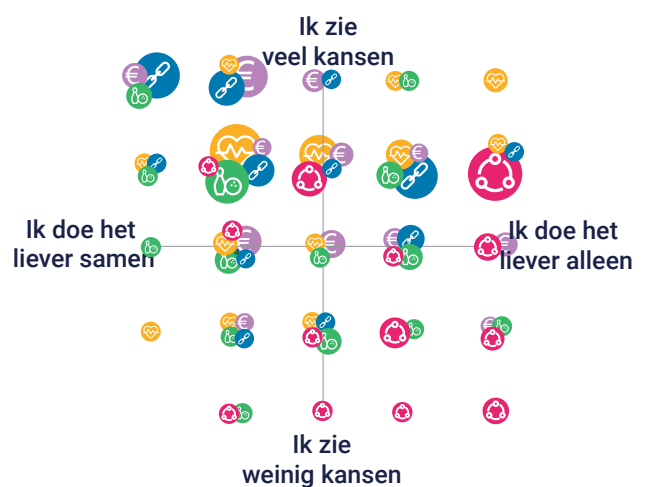Ik doe het
liever alleen

Ik zie
weinig kansen

Figure 33: Choice making vs. networking

make a plan that improves the position of people with disabilities (Briels, 2021). The domains covered in the questionnaire are health, social relations, participation, leisure and work, and income. Participants are asked to score the perception of their autonomy for each domain with three questions. Here, autonomy can be described as the grip on actions in a specific context. The questionnaire and detailed results can be found in Appendix C and D.

Broad Subjects

Of course, these domains are broad. Participants may have different views or associations per domain. In this test, it is not about the results per domain. It does not tell us much about the average perception of people's health. It does tell something about the relationship between the different subjects for each participant. And whether the need to be helped differs per domain.

Autonomy per domain

For each domain, participants had to indicate their perception of autonomy. For the domain health, these questions included: Do you feel mentally healthy? Do you feel physically healthy? Do you have control over your health? Figure 32 shows the average and total score for each domain.

Except for the domain of participation, each domain has, on average, a high autonomy score (above 10/15). The total score tells us that there are participants that give a low autonomy score for these domains. This means that not everyone feels that they have a grip on that life domain.
The average score for autonomy in the participation domain is low (6.5/15). This can be because people consider it less important to be involved in that domain or feel that they cannot influence it. The quantitative study does not give us a definitive answer.

Choice making vs. networking

For each domain, respondents were asked to indicate the level of control and the influence of their social network on choice making (1 to 5). A low level of control (< 3) corresponds with the followers and wanderers in the SDS. A high level of control corresponds with orchestrators and self-reliars. A low level of social network influence (< 3) corresponds with the self-reliars and wanderers in the SDS. A high level of social network influence corresponds with orchestrators and followers.

As can be seen in Figure 33, on average each domain falls in the center of the coordinate system. The right image shows that most of the domains are present in the orchestrator and self-reliar section. However, almost all domains can be found

on both sides of the two axes. This means that some respondents consider themselves wanderers in the field of health, while others see themselves as followers. This confirms the concept of different capacities per domain and per respondent. The degree of choice making and networking thus depends on the person, and the subject or context. Not all people from the same socio-economic group have the same SDS profile, not even for specific domains.

Challenges per domain
The last part of the quantitative study aimed to find each respondent's 'doenvermogen' and 'denkvermogen' capacity. As can be found in Figure 34, denkvermogen corresponds to the amount of information and comprehensibility of the content. Doenvermogen depends on the motivation to act and the persistence to persevere and deal with adversity. In the questionnaire, respondents were asked what they would like to change to improve their autonomy in that domain. Options included receiving more information, understanding information better (both relating to denkvermogen), making choices, having more motivation, and preserving choices (relating to doenvermogen). Participants could also indicate that they do not want to change anything.

Figure 34 shows the average and total score for the required mental capacity in each domain. Most respondents preferred more motivation and the ability to make choices. However, some respondents like more or better information and perseverance. This confirms the findings from the WRR report, stating that too much focus on communication (doenvermogen) is not beneficial for each resident. Once again, answers differed for each domain and each respondent.

Conclusion
In conclusion, respondents gave different scores for each domain and indicate different needs per domain. There is not one respondent with the same SDS profile for each domain. That means that the self-determination and autonomy of residents are dependent on the context. When validating policies, it is thus desirable to assess the mental capacity of the involved residents. Policymakers can then decide if the regulations put too much pressure on this capacity, and whether they want to design an alternative process.
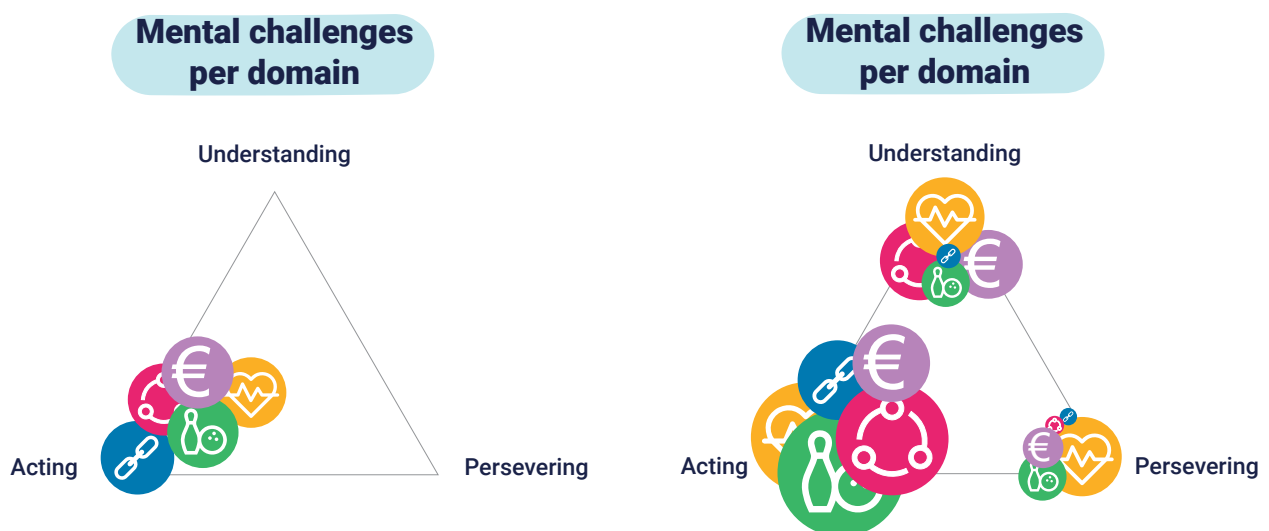

Figure 34: Mental Challenges per domain

3.9 Defining the Context
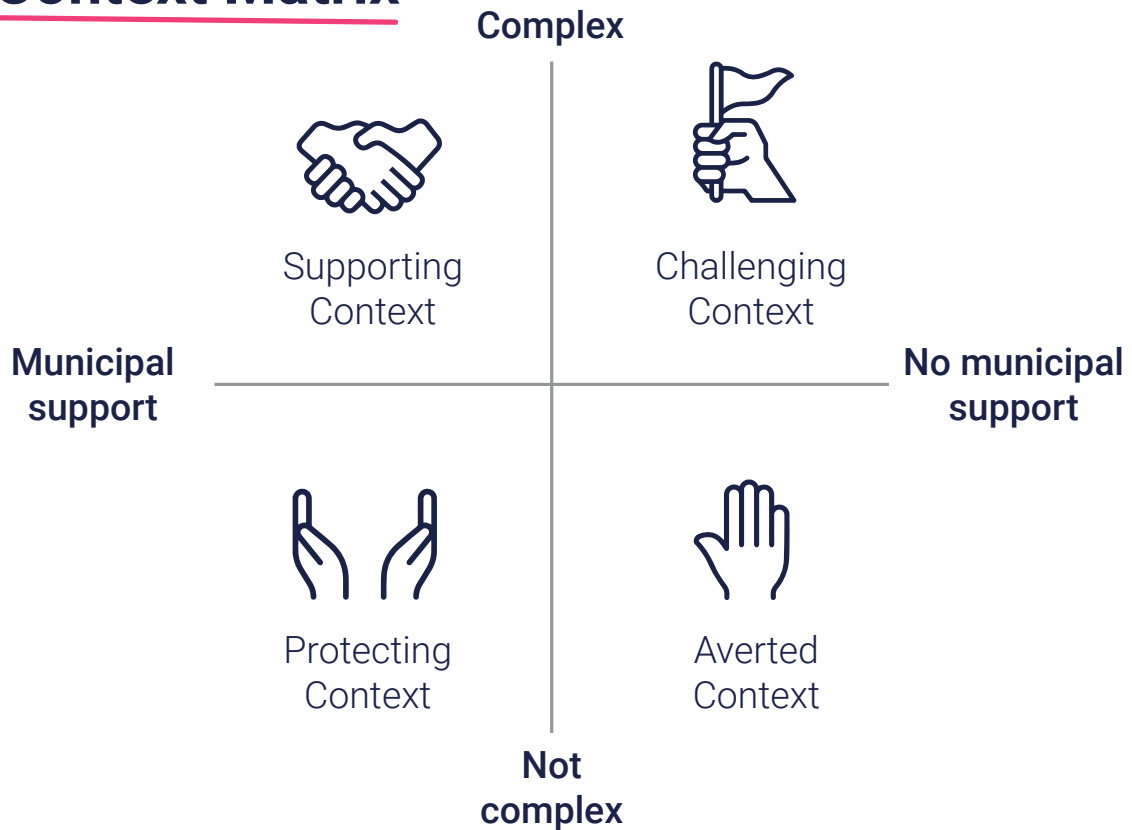
Context Matrix

Figure 35: Context Matrix

The previous section showed a mental capacity segmentation based on the level of self-determination of residents. This provided four types of self-determination, all with different needs and obstacles. To assess whether the procedures of policies accommodate these needs and obsta-cles, we must determine the cognitive pressure of the procedure. For example, an organizer might act differently in a complex situation than in a non-complex situation. This means that we must find a way to indicate the comprehensibility (denkvermogen) and feasibility (doenvermogen) of a context.

For the self-determination profiles, we used the components of networking and choice making. In the as-sessment of the cognitive load of a context, these components are translated into two components that the municipality can influence:

1. The complexity of the process. The residents' ability to make choices depends on the complexi-ty of the process. For example, the number of forms the resident must complete or the jar-gon used in those forms. This relates to the pressure on the denkvermogen.
2. The amount of municipal support. The residents' ability to network with the municipality de-pends on municipal support. For example, the amount and frequency of feedback during the process or the room for customization.

The matrix in Figure 35 shows how these two components create four different contexts.

Now that we have four types of policy context, we must find a way to assess whether a procedure can be labeled as complex and non-supportive. To do so, a standardized assessment is created. This enables policymakers to ask relevant questions about their processes and determine the pressure of the procedure on denkvermogen and doenvermogen.

As mentioned in section 2.3, some organizations have already started to implement assessments of denkvermogen and doenvermogen in current processes. The UWV-report: "Ontwikkeling van een UWV doenvermogentoets" (2021) describes the assessment of doenvermogen within UWV policies. Using 32 questions, the comprehensibility and feasibility of policies are assessed. These 32 questions are clustered and categorized into five categories, influencing the complexity and amount of support (see Appendix J). In the context assessment tool, for each category, the participant has to scale three statements from 1 to 5. The total score determines the complexity and the amount of support. The assessment tool can be found in Appendix K.

By assessing the complexity and amount of support, we can determine the position of the policy procedure in the denk/doenvermogen matrix (see Figure 36). We can indicate whether the mental capacity is sufficient to follow the procedure for each self-determination profile. If the difference between the mental capacity and the cognitive load is too big, residents with that self-determination profile will most likely face difficulties when following the procedure. Policymakers can then determine to change the process, support the resident or leave the situation as is and provide an alternative solution, such as customized services.
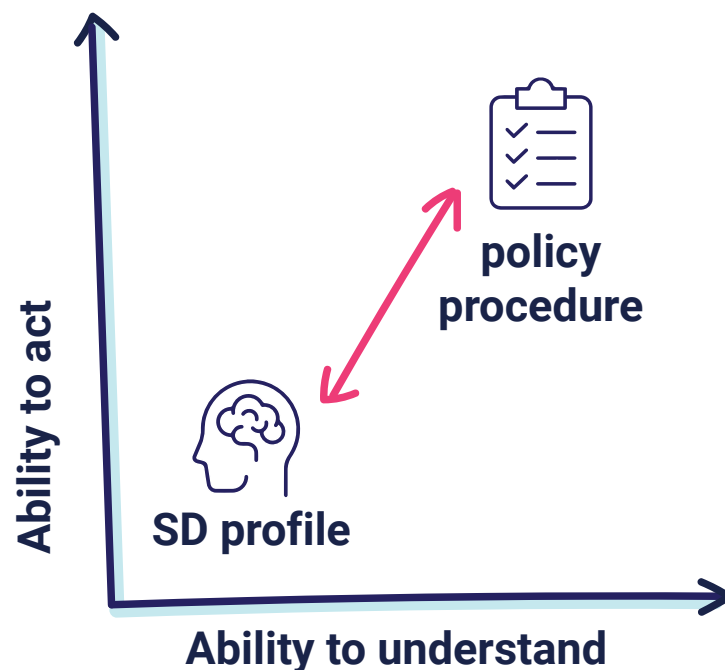

Figure 36; Doen/denk Matrix

3.10 Design proposition 2

This chapter started with two design approaches, with sections 3.7 to 3.9 describing the different elements of the second design approach. This section provides an overview of the conclusions and substantiation for the design proposition below. At the end of this chapter, one design approach will be selected to be used in the prototyping phase.

Designing a tool that captures the mental capacity of residents requires an understanding of the concept of mental capacity and the context of the resident. Aligning these concepts can provide a better understanding of this mental capacity. Section 3.7 describes how self-determination can be used to indicate the mental capacity of residents. Self-determination knows many political and social definitions, making it difficult to find a single indicator for one's self-determination capacity. This design approach uses two overarching components of self-determination: the ability to make choices and the influence (needed) from a social network. These two components can be plotted in a matrix, providing four self-determination profiles (NL: redzaamheidsprofielen).

Section 3.8 showed that the self-determination profiles differ per person and per subject. For example, one might show autonomous behavior when dealing with friends or family but needs support when facing financial challenges. Even more so, the self-determination profiles can exhibit different behaviors when dealing with problems. For example, a person that behaves like an organizer (e.g., asking for health advice from your parents) might benefit from more comprehensive information (supporting denkvermogen).

However, another organizer might want to be motivated to make healthy choices, such as a bonus or appreciation (supporting doenvermogen). In conclusion, we can say that each person can use different self-determination profiles in different contexts, needing different support tools.

The research shows that it is not possible to standardize the assessment of self-determination profiles when evaluating policy procedures. Every person needs different support in distinct situations, especially when facing stressful events. For municipal procedures, residents can likely adopt every self-determination profile. For example, in the case of applying for a passport, the first resident might act as a self-reliar (autonomously arranging the procedure online), while the next resident needs the help of his children to translate the forms. In this design approach, the self-determination profiles are assessed by discussing the relevance of the profiles with stakeholders (managers, front office employees, internal clients, residents).

As this procedure is quite abstract, this step in the design approach requires good facilitation. Currently, some municipal procedures are innovated through team Innovatie en Dienstverlening. These researchers and designers have the experience to organize these assessments, and they are often contacted when procedures need to be revised. That is why this design approach could very well be implemented within the practices of this team.

Design Proposition
A method for team Innovatie en Dienstverlening to assess the mental capacity of residents by indicating the level of self-determination and evaluate the context.

Design Method Proposition

The mental capacity of residents thus differs per person and context. Policymakers cannot label specific groups as organizers or wanderers. For the mental capacity assessment, we need a different approach. Figure 37 shows a strategy for assessing mental capacity. First, we need a clear overview of the current procedures, preferably in a customer journey (see the example journey in Appendix L). Then, we need to determine which self-determination profiles are relevant in this procedure. Next, the context of the procedure is assessed (see section 3.9).

By placing the relevant profiles in the concerned context, we can indicate the mental capacity by assessing the difference between the policy procedure and the profile. Stakeholders can then decide to increase the mental capacity of residents (option 1), make the procedure less complex and offer more support (option 3), or continue with the current procedure (option 2). Making a conscious choice about the mental capacity of residents in relation to the procedure contributes to creating realistic assumptions about the mental capacity of residents.
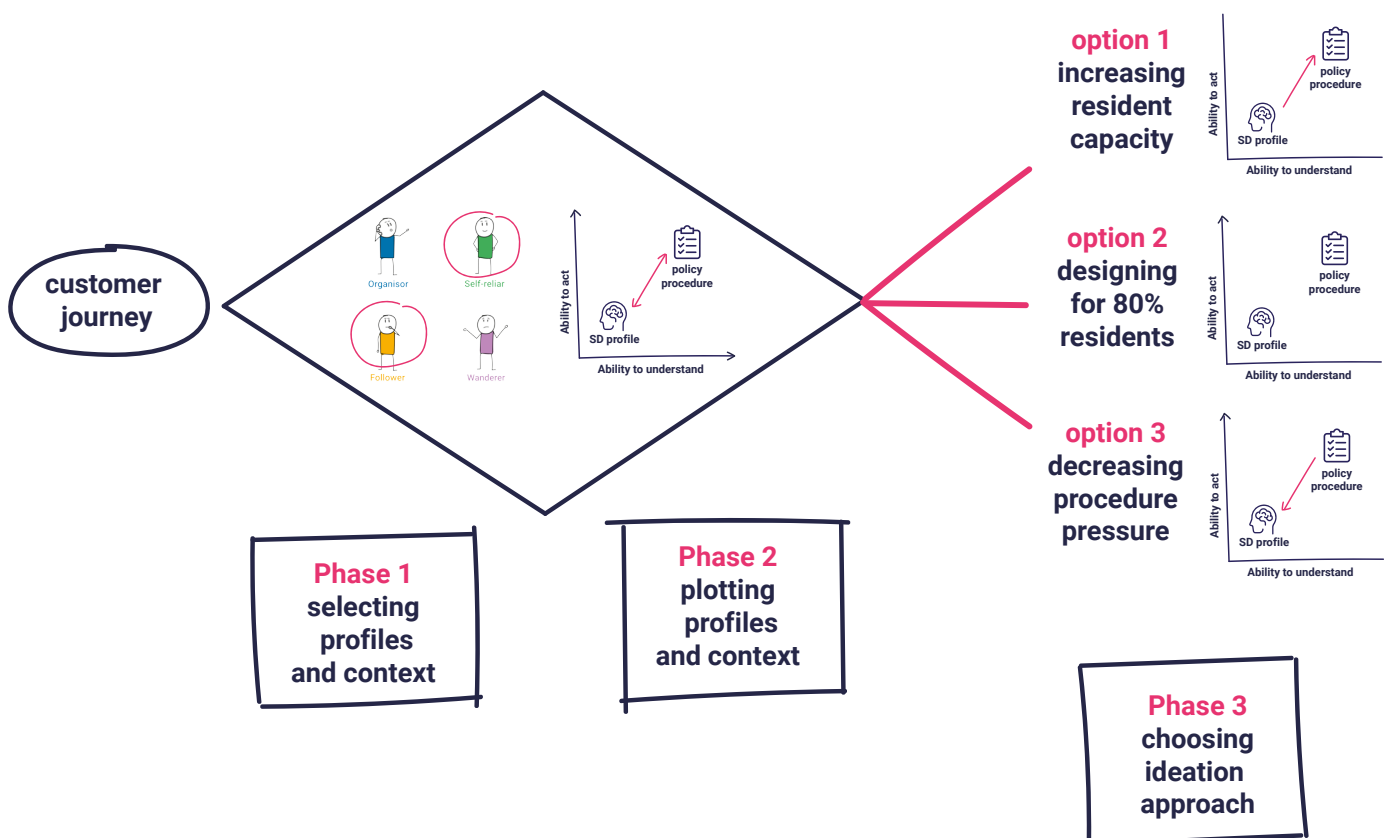

Figure 37: Phases Theatre Workshop

3.11 Choosing a proposition

At the beginning of this chapter, two design approaches were formulated to solve the problem statement: creating realistic assumptions about the mental capacity of residents. Chapter two showed two overarching challenges to overcome in the design concept. These challenges formed the base of the two design approaches. The final section of this chapter shows which approach will be developed further to be validated and implemented.

The First Design Approach

The first design approach aims to create insights into the internal work processes to accommodate realistic assumptions. Currently, not all municipal employees have the same experiences with resident contact. As a result, there seem to be limited common values for contact with residents: desk employees have to provide both efficient and empathic or personal services. Most services are being transferred to online environments, where they seem less personal ("Contact with residents is online where possible, personal when necessary"). Another example is the lack of training on municipal values during the onboarding process.

The first design approach aims to create a shared understanding of the procedures for residents and front office employees. Through theatre exercises, managers can experience the interaction between front-office employees and residents. During the workshop, participants can propose interventions to create a better process for both parties.

The Second Design Approach

The second design approach focuses on the mental capacity of residents and the context of policy procedures. The WRR research and interviews show that capturing the mental capacity of residents and placing it in a new context is very challenging. Every resident is unique and reacts differently in various situations. This design approach provides a segmentation of the different mental capacities of residents. In the proposed workshop, participants can prioritize the current process segments and indicate the procedures' complexity and comprehensibility. They are placing the level of mental capacity in a specific context results in design solutions for the next phase of the policy evaluation process.

Choosing a Design Proposition

Ideally, the two design approaches would be developed simultaneously. If there is a shared understanding of procedures for residents and front office employees and the mental capacity of residents, policymakers will be able to adopt a realistic policymaking perspective. For this graduation project, one design approach is further developed. The trade-off here is between creating empathy through theater exercises or providing tools to evaluate the mental capacity of residents. The next part of the graduation project focuses on the latter.

Benefits Design Proposition

Creating tools for understanding residents connects to the limitations of the WRR report and the process at other organizations, such as the UWV. The WRR provided evaluation reports for policies, but the reports mainly contain advice and recommendations (Bovens & Keizer, 2020). There are no tools to standardize the assessment or implement it directly in the policymaking process. The UWV collected and categorized questions about the process but still has to develop tools to capture mental capacity. Therefore, the second design approach could contribute to these processes, making it also practical for organizations other than the Municipality of the Hague. Furthermore, the assessments can also be used separately. Policymakers can use the policy assessment to evaluate the complexability and comprehensibility of the current procedures.

Secondly, this design approach can be implemented in the current projects of team Innovatie en Dienstverlening. When testing the first design approach, it appeared difficult to enthuse managers for a theater workshop. The capacity is limited and empathic exercises are challenging to implement. Contrary, team Innovatie en Dienstverlening is currently involved in projects that also evaluate the feasibility of policies and doability of procedures. Therefore, this design method can contribute to these processes and be implemented in the organization. The next chapter shows the prototyping of the concept and validation in the current processes of team Innovatie en Dienstverlening.

4.
Prototype & Test

This chapter shows the iteration process of the chosen design approach on the basis of three workshops.
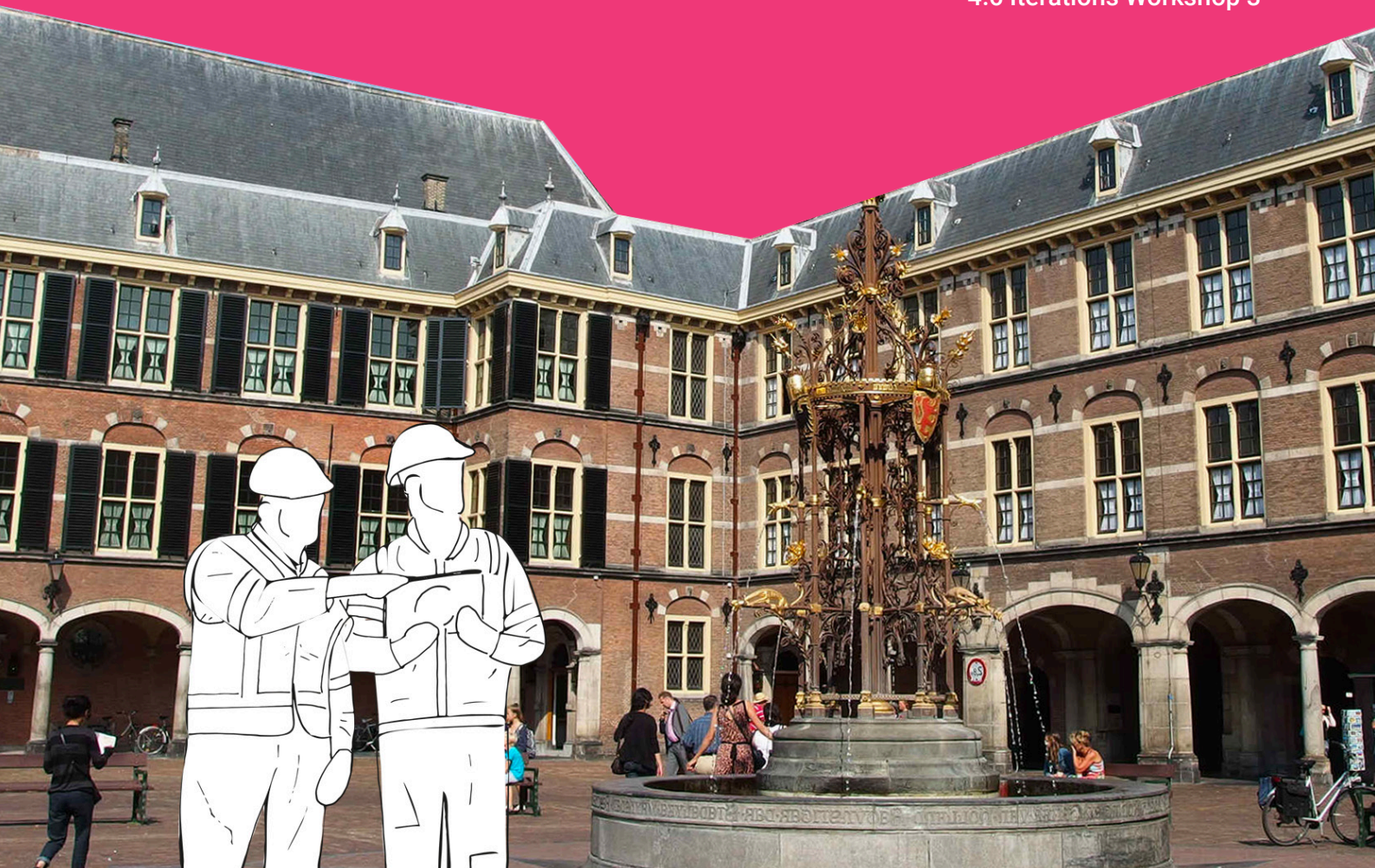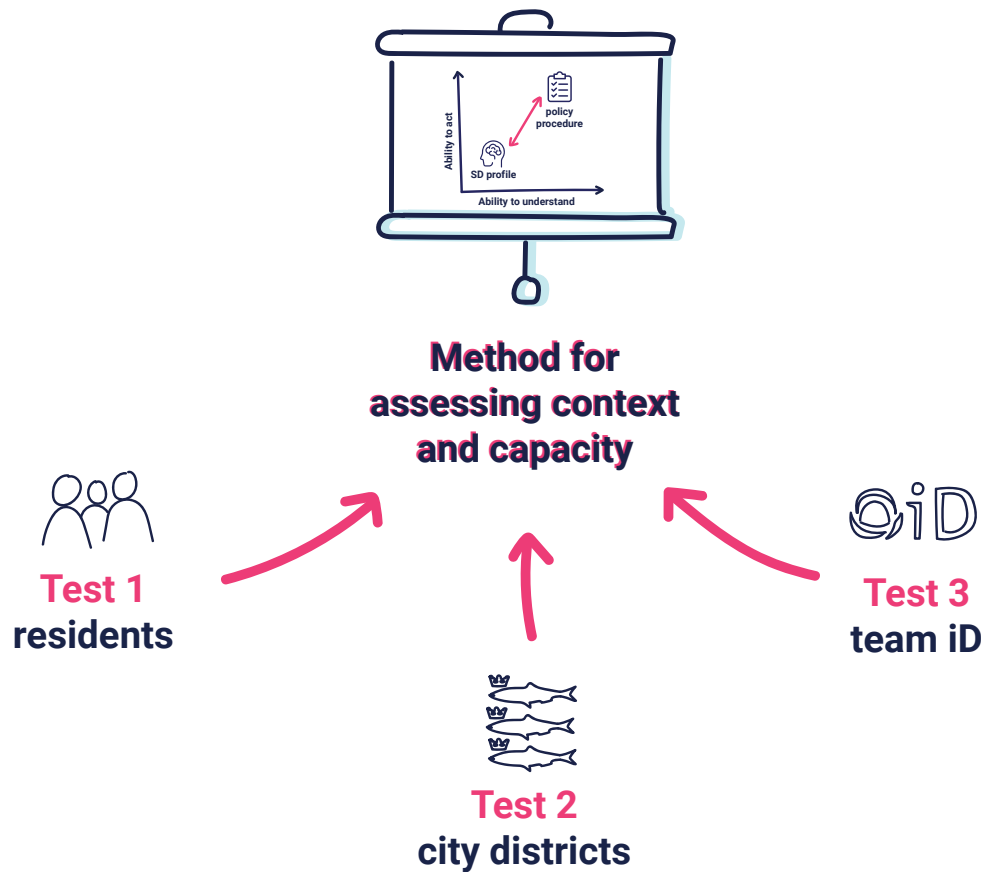
4.1 Protoyping Approach

Figure 38: Research Questions Design approach 1

Now that we have a design proposal, it is time to prototype the workshop and test the different elements.

To do so, two sessions are organized, both with residents and municipal employees. First, a creative session was organized to test the structure of the workshop and the different assignments. In this session, residents with diverse backgrounds participated.

The session aimed to test how people from different backgrounds perceive the self-determination (SD) profiles and use it to enhance the customer journey.

After the first iteration, a second session planned with employees from other city districts. Lastly, the workshop is tested with municipal employees from team Innovatie en Dienstverlening. The end of this chapter describes the final concept.

4.2 Prorototypes

In this section, the design proposal is transformed in a prototype for testing. Figure 37 shows how the customer journey is enhanced by choosing three iteration approaches. This decision is the outcome of the proposed design method. To do so, participants have to identify relevant SD profiles and assess obstacles in the customer journey. Then, the relevant profiles are matched with the cognitive pressure of the context to find design solutions.

As in most workshops, the beginning of the session is designed to get to know each other. For the iteration workshops, this is especially important since the participants do not know each other and they are unfamiliar with this kind of creative sessions. First, participants will be asked to paint and decorate a wooden doll, representing their personality and choice-making strategy (see Figure 40). The dolls are then placed on the SDS profile that best matches their decision-making strategy in a particular context. This way, participants get familiar with the different profiles and the subject of the workshop. The wooden doll also serves as a token during the workshop. Afterward, participants are encouraged to take their dolls home and place them on their desks. This way, the ticket is a reminder of the workshop and the different profiles.

Then, the relevance of this design method is explained to the stakeholders. The goal of the workshop should be clearly communicated, by explaining the self-determination profiles and the different profiles. To make these profiles more tangible, different personas are created. These personas all reflect different self-determination profiles, so that the participants can get familiar and empathize with them. The personas can be found in Appendix M.

Next, the customer journey is presented. The participants will be asked to enact different parts of the customer journey, adding obstacles and emotions from the different personas. Lastly, they are asked to assess the cognitive load of the customer journey as a whole.

Irma van Wijk
Verpleegkundige en moeder

Je hebt een drukke baan, maar vindt familie en vrienden belangrijk. Daarom wil je graag tijd maken voor anderen. In het weekend ga je met je zoon naar voetbal, en drink je op de bank een wijntje met je man.

Het liefst heb jij de touwtjes in handen, en regel je alles zelf. In de supermarkt gebruik je de handscanner. Zo min mogelijk onnodig contact, dan ben je sneller thuis!

Figure 39: Persona card

Figure 40: Wooden token as used in workshop 1 >

Veel

keuz

Trots

Weet
waar hij/zij
informatie
kan vinden
verschaffen

4.3 Workshop 1

This section describes the outcomes of a creative session to test the workshop elements. The sessions are organized with both residents and municipal employees. The first workshop was organized with residents from different backgrounds. The overview and planning of the session can be found in Figure 41. This session aims to see how the participants resond to the self-determination theory and different assignments. The fictive assignments are meant to bring the SDS profiles to life and find flaws in the theory. During the workshop, the participants will be observed (discovering how they act to understand their behavior during the theatre workshop) and analyzed (uncovering unspoken needs and providing inspiration).

Workshop Setup

Goal
Enriching the fictive customer journey with an indication of different mental capacities of residents.

Research Questions
Structure
Is the structure of the workshop clear and logical? Are assignments relevant and well explained? Does the order of the assignments make sense? Which theatre assignments work best for the participants? How can the explanation of the profiles be improved?

Content
Can participants empathize with the different profiles? How can the SDS profiles be enriched? Can participants enact different scenarios and different roles? Can participants analyze the different personas in scenes? Can participants enhance the customer journey accordingly?

Method
Throughout the workshop, participants will be observed. Afterward, the participants are interviewed to hear their view on the assignments and content.

Assignments
The generative session consists of five assignments. First, participants were asked to decorate their wooden token and create a decor. The decor resembles the choice-making context of the participant, introducing the subject of the workshop. Next, the facilitator explains the SDS profiles. Participants are asked to enrich the characters by filling in the customer profiles (pains, gains, obstacles, and enablers). Next, a fictive customer journey for a travel agency is formulated. Participants are asked to enact the contact moments between the employee and customer, according to the different resident profiles. Then, the customer journey is enriched by emotion and need 'journeys' per profile. Lastly, opportunities are analyzed.

Workshop Results

Overall
- The assignments took a lot longer than planned. Almost assignments took twice as long, resulting in a 3-hour session.
- People wanted ground rules: interrupt when necessary, nothing is wrong, etc.
- All assignments are clear and well explained. The structure and order of assignments made sense

SDS Profiles
- Participants understood the SDS profiles but started to connect people to the profiles. This way, the system became an assessment of intrinsic motivation rather than behavior. The following quotes show that the participants seem to use projection, rather than empathy. Projection can be dangerous, as it creates assumptions about people based on experiences. It creates a internal construct about the motivation of a person, rather than external reality. This should be avoided in the next workshop.
a
"I used to work with construction workers. They are all followers."
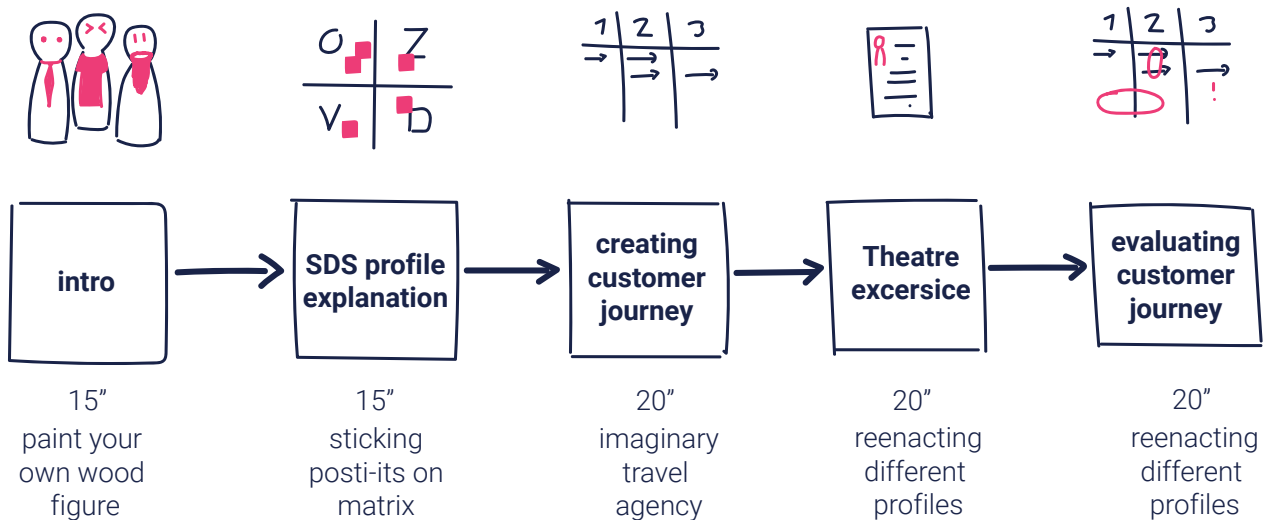
explorative workshop

intro	SDS profile explanation	creating customer journey	Theatre excersice	evaluating customer journey
15"	15"	20"	20"	20"
paint your own wood figure	sticking posti-its on matrix	imaginary travel agency	reenacting different profiles	reenacting different profiles

Figure 41: Setup Workshop 1

"I think some people are born as Orchestrators. Or they strive to be orchestrators."

"If I start a new university project, I feel like a Wander. I do not know where to start or whom to ask for help. That is a really annoying situation."

Customer Journey & Theatre
- The customer journey took too long to formulate together. It would have been better to create the customer journey beforehand
- The acting with only imagination (without profile cards) was too hard for the participants. The cards helped to enact scenes
- After analyzing scenes, participants started to detail the customer journey.

"A customer journey is like a Life Cycle Analysis, but then for interaction"

"The roleplay was not really my thing, but I liked the analysis."

"Ah, so the employee needs to signal what the customer wants before starting her protocol!"

"Actually, you want to have different processes for different customers. That would make the process a lot easier."

"Should we actually design a process for Wanders? How would they best be helped?"

4.4 Iterations workshop 1

This section describes the iterations of the workshop to be implemented in the next session with the managers from the city district of Scheveningen (see section 4.4).

The workshop worked well: the presented customer journey was enhanced after the roleplaying exercises, and new strategies were formulated to accommodate the different self-determination profiles. However, the detailing and discussion of the profiles were sometimes difficult for the participants.

The biggest challenge was that the participants projected their own feelings and needs on the different profiles. They regarded some profiles as inferior and wanted to avoid being one of them in a situation. The participants stigmatized some groups, while the system represented contextual behavior instead of intrinsic motivation. For example, a participant could very well be a self-organizer when their bike breaks down, being able to repair it without any help from friends or a bicycle repairman. However, that same person might consult his friends when he must do his taxes. These kinds of examples should be given throughout the workshop.

Next, the agenda of the workshop needs to be revised. The introduction took too long, and participants did not use the wooden figures as tokens. For the next workshop, the tokens are left out of the workshop, focusing on the personas and the assessment of the context.

Lastly, the participants need more support while doing the empathy exercises. Only giving them instructions ("Be polite and keep the conversation within 30 seconds"), was too difficult for some participants. In the next workshop, the participants will focus on the persona cards, matching them with the different self-determination profiles before adding them to the customer journey.

In the next workshop, managers from the district office of Scheveningen will participate. The advantage of the district offices is the knowledge of the municipal organization and the connection with the local residents. They coordinate with neighborhood managers and receive many signals about the neighborhood and local organizations. It is, therefore, interesting to see whether the managers can empathize with the residents since they are mainly concerned with process management and directing the organization.

This district office use to have desk employees but now only has a back-office due to budget cuts. Most of their interactions with (local) residents are via complaints. While this has a negative connotation, complaints also help to signal issues in neighborhoods. Prior to the workshop, the manager indicated that this process could benefit from an empathic analysis. Before the workshop, the outline of the customer journey for complaints has been prepared (see Appendix FIXME)

Fligure 42: Customer Journey Workshop 1 >

Bedien
T plans
- leguit → opties → Y → roren →
contrnet → info bieden → doel →
Meer info
Sams
Meer
Snelle
info
context, situatie,

4.5 Workshop 2

This section describes the outcomes of the second workshop with managers from the city district office of Scheveningen. The overview and planning of the session can be found in Figure 43. This session aims to see whether the managers can empathize with the profiles and prioritize them on the customer journey.

Workshop Setup

Goal
Prioritizing the self-determination profiles in the 'complaints' customer journey.

Research Questions
Structure
Does the workshop structure help participants come to an assessment of the self-determination profiles?

Content
Can managers empathize with different personas? Can they match the personas to the self-determination profiles? Can they prioritize the personas? Does the customer journey provide enough support to plot the self-determination profiles?

Method
Throughout the workshop, participants will be observed. At the end of the session, participants will be asked to evaluate the workshop to define the added value of the self-determination profiles.

Assignments
The workshop contains four assignments:
1. The customer journey will be discussed. As there was little information about the process of making complaints at the municipality, this discussion is relevant for the next part of the workshop.
2. The participants were asked to read the persona cards and match them with the self-determination profiles. After reading all the cards, the participants are asked to explain their choices and elaborate on the different profiles.
3. All the persona cards are matched with the current customer journey.

Participants are asked whether each persona would be able to complete the journey.
4. The personas are prioritized. Participants are asked whether they would accommodate the process for each persona, even if every new process would cost a quarter of the total budget - thus limiting the other processes. "If you were to choose: 10 new front-office employees for all-round tasks, or five new employees to help the wanderer profiles. What would you choose? What is the balance?"

Workshop Results

SDS Profiles
After showing the different persona cards, the managers seem to understand the different self-determination profiles. While the cards were designed to cover each profile, they placed some cards in the same self-determination profile. This was not a bad thing, as the personas can be interpreted in multiple ways. The participants could explain why both personas had few chances and little support. They could also indicate how the other profiles face different obstacles in the customer journey. Each profile was directly linked to anecdotes.

"Ah, this could be a grumpy man. I remember someone similar I had contact with recently. They have no difficulties in finding the municipality."

"It would be great if people with this profile could find us. Currently, we have very few insights into their problems, while they do face the same challenges. Maybe even more challenges then the other profiles."

Customer Journey
Creating the customer journey proved difficult. There was little desk research or other prior information into the process of filing complaints at the municipality, so most of the journey still had to be developed during the session. This took quite a lot of time, and was very messy.
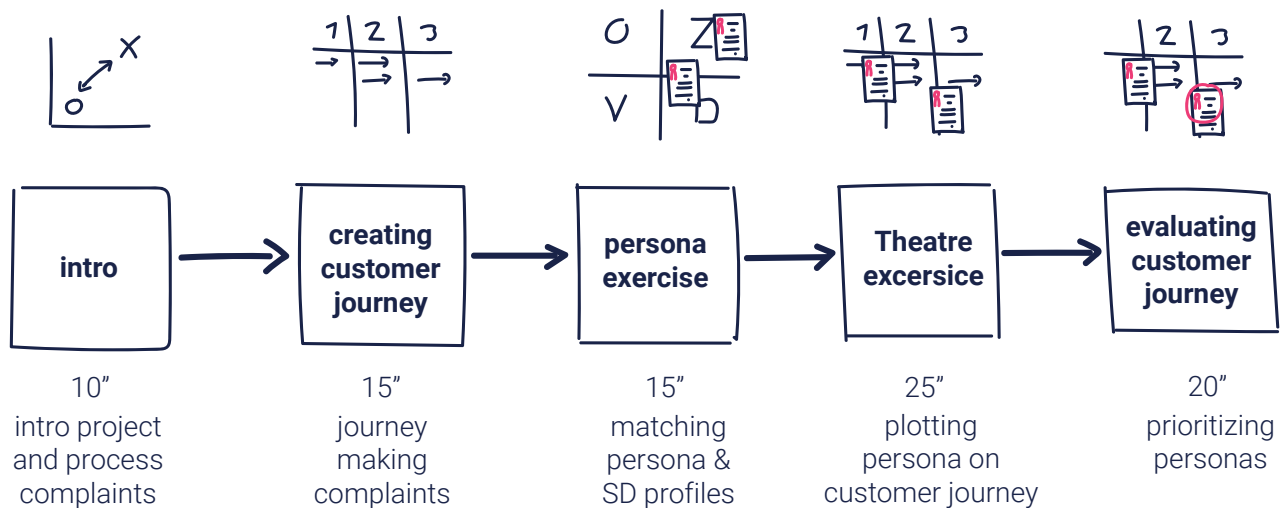
workshop 2

intro	creating customer journey	persona exercise	Theatre excersice	evaluating customer journey
10"	15"	15"	25"	20"
intro project and process complaints	journey making complaints	matching persona & SD profiles	plotting persona on customer journey	prioritizing personas

Figure 43: Setup Workshop 2

We did not have a clear aim at the beginning of the journey, making it difficult to detail each step of the process. Halfway through the journey, we concluded that the initial complaint was actually a report of a problem (NL: melding), which required alternative steps in the customer journey. This also made plotting the profiles on the journey very difficult. During the workshop, for the sake of time we therefore left the journey for what it was. Instead, we focused on the first stage of the customer journey, becoming aware of the problem and initiating contact with the municipality. The participants were asked how each profile would start the process of filing complaints. They concluded that wanderers and followers would face more difficulties during this stage.

Ending of the Workshop
At the end, the participants were asked whether focusing only on wanderers would improve their processes. They agreed that this self-determination profile had the most challenging situation, while the process of making complaints is relatively easy. Hypothetically, they would by most satisfied if the process would be optimized for this group of residents. As the process was quite easy, the city district could best focus on supporting these residents. The managers immediately came up with a solution: "We should help wanderers at the library. This is where we can signal problems that Wanderers face!"

4.5 Iterations workshop 2

This section describes the iterations for the last workshop (see section 4.7). First, the conclusions from the previous sections are addressed. Then, improvemenets are suggested. Finally, the last workshop is introduced.

The workshop started with an explanation of the theory linked to the toeslagenaffaire. This seemed to make the problem clear for the participants: some policies do not match the mental capacity of specific residents. After that, the participants wanted to ask all types of questions relating to the self-determination profiles:

> *"Okay, but everyone is different, right? How can we measure the mental capacity of every single resident? And should we then design a process for every resident? Or over-engineer the process to accommodate every profile? Do we have the same problems in our processes?"*

Of course, the Toeslagenaffaire has a negative connotation for many government employees. Linking this example to the processes of the managers is risky, as it might suggest similar issues or risks in their processes. This requires a good explanation and clarity about the aim of the session.

The participants did not enact scenes or anecdotes from the customer journey during the workshop. As it was challenging to create an understandable journey, only the first phase of the process was discussed. Before starting the next workshop, the customer journey should be prepared. This makes it easier for the participant to find obstacles and emotions for each self-determination profile. Each participant will be asked to empathize with one persona, creating an empathy map (see Figure 44). After they individually determine the obstacles and motivations for their persona, they will have more context while enacting different scenes and plotting the personas on the customer journey.

The last workshop will be organized with colleagues from team Innovatie and Dienstverlenings. As mentioned in the design proposal, they will be the users of the new design method. The workshop aims to introduce and further improve the method. During this workshop, the customer journey of collecting a passport is used. This is a relatively easy and familiar process for the participants. After this workshop, the final design is presented in chapter 5.

Figure 44: Empathy Map

Figure 45: Participants matching SD profiles in workshop 2 >
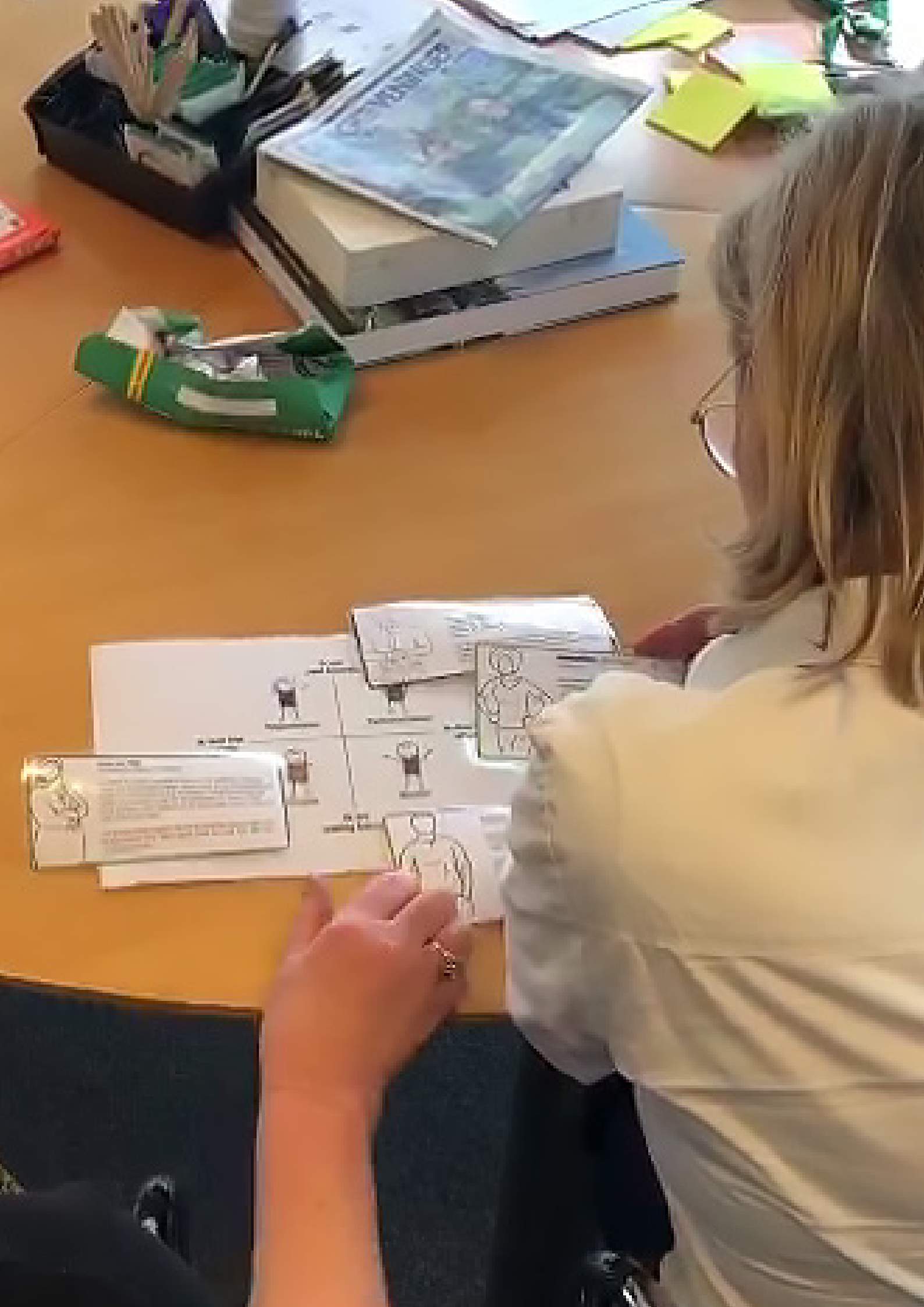
4.6 Workshop 3

This section describes the outcomes of the last workshop with colleagues from team Innovatie en Dienstverlening. The overview and planning of the session can be found in 46. During this workshop, participants are asked to empathize with the different profiles individually and then present themselves in the role of their persona.

Workshop Setup

Goal
Empathizing with the personas to determine the most relevant self-determination profile to innovate upon for the process of applying for a passport.

Research Questions
Structure
Does the individual assignment enhance the group discussion? Can the participants use the insights during the different assignments to make a conscious decision about the ideation focus?

Content
Does the empathy map contribute to empathizing with the persona? Can the participants pre-sent themselves as their persona, indicating the different challenges in the customer journey? Can the participants conclude the most relevant persona for this process?

Method
The participants will be asked to present the findings of the customer journey and finally evaluate the workshop's relevance.

Assignments
The workshop contains four assignments:
1. The customer journey will be confirmed. The participants do not need to contribute to the customer journey, as the steps are already presented. Participants will be able to discuss the journey and ask questions so that everyone has an understanding of the process.
2. The participants are randomly given a persona and are asked to complete the empathy map individually (see figure 44). This helps them empathize with the persona and present the challenges and obstacles in the customer journey.
3. All participants present themselves as the person on the persona cards, indicating how they would follow the process and what kind of emotions they feel.
4. Lastly, the emotions and challenges of each persona are discussed. This results in prioritizing the persona(s), which should be considered in the next phase of the innovation process.

Workshop Results

SDS Profiles
The participants were able to complete the customer journey map and present themselves as the persona in the customer journey. In addition, they all presented different challenges during the process.

"I would not even know where to begin the process. I am just to overwhelmed to understand which steps I should take!"

"Argh! I very much want to collect my passport, but not during business hours. I am either at work or taking care of my children. That is really annoying!"
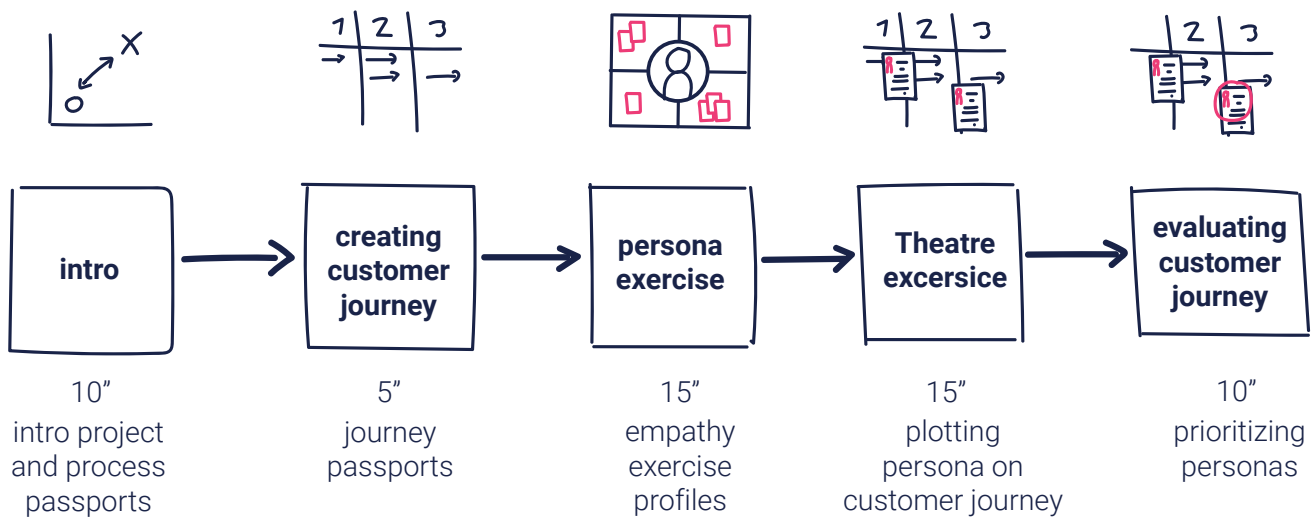
workshop 3

intro	creating customer journey	persona exercise	Theatre excersice	evaluating customer journey
10"	5"	15"	15"	10"
intro project and process passports	journey passports	empathy exercise profiles	plotting persona on customer journey	prioritizing personas

Figure 46: Setup Workshop 3

Customer Journey & Theatre
The journey of applying for a passport was relatively simple, so every participant understood the potential challenges during each process stage. However, there were still some questions about certain steps. If we had more time, presenting the customer journey could have been more thorough so that the participants would have more process steps to connect their challenges. Given the time restrictions, this was not feasible during the workshop.

The participants concluded that both the wanderer and follower persona had trouble at the start of the journey, while the other personas faced challenges during the other phases. The group conclusion focused on the first part of the journey, as these steps prevent some profiles from entering the journey. The process must become less complex for these personas, for example, through a step-by-step plan or additional explanation. As these profiles would probably not be aware of the process, they would have to be proactively approached. This gave a design challenge for the next phase of the process.

4.7 Iterations workshop 3

The last section of this chapter describes the iterations for the final design (see section 4.7). First, the tips and iterations of the workshop are discussed. Then, the last improvements for the final design are proposed.

The participants found it necessary to keep mentioning that the persons on the persona cards are fictive characters. In future workshops, managers could think that the personas are based on interviews and other research. There must be a balance between presetting realistic persons and stigmatizing a group of people in the workshop.

Participants need to have a clear understanding of the customer journey. During all the previous workshops, this feedback kept coming up. Also, participants who are not familiar with design approaches will not immediately understand the customer journey concepts. Therefore, there should be enough time allocated to discuss the journey in the final design. Prior to the workshop, the facilitator should prepare a thorough journey through desk research and interviews. This gives the participants more support during the workshop.

While explaining the different self-determination profiles, it is important to keep mentioning that the matrix describes contextual behavior. Participants often linked persons to self-determination profiles. For example, an ex-pat was considered assertive and a chance taker as he moved to Holland without speaking Dutch. Participants labeled the ex-pat as a self-reliar. The ex-pat might be a self-reliar in the process of immigrating. However, in the context of applying for a passport, the ex-pat might be a follower, as he needs support to understand the process and complete the required documents.

Lastly, the participants needed more support in assessing the context and finding ideas for the ideation phase. It was challenging to place the personas in the correct context and formulate a design solution. In the final design prospoition, a table with design solutions is included (see Appendix N).
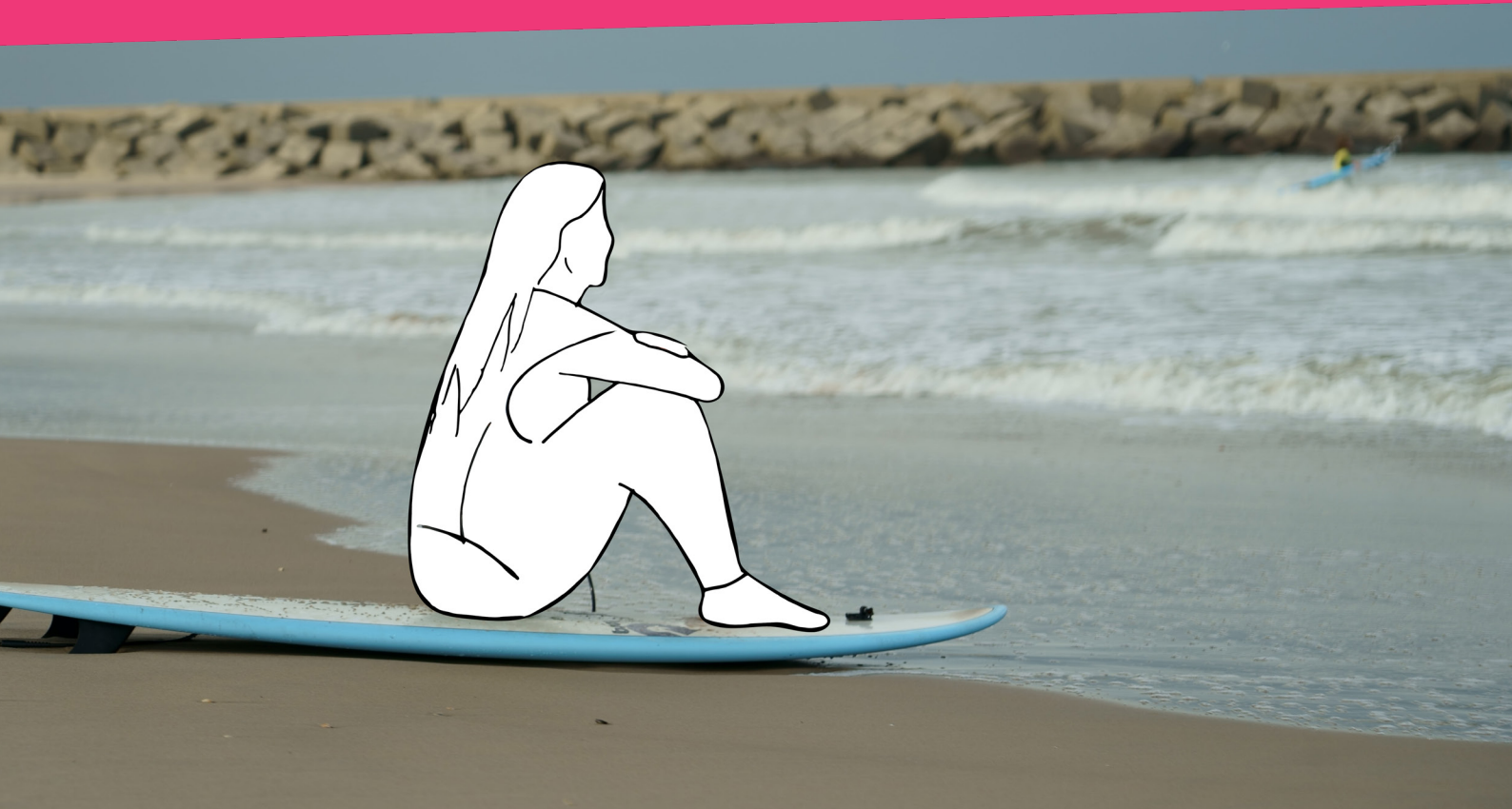
Figure 47, participants completing empathy mapin workshop 3 v

5.
Final Design & Recommendations

This chapter shows the fina l design. Then, recommendations for futurer research are proposed,

5.1 Final Design

step 5
presenting persona in customer journey

step 3
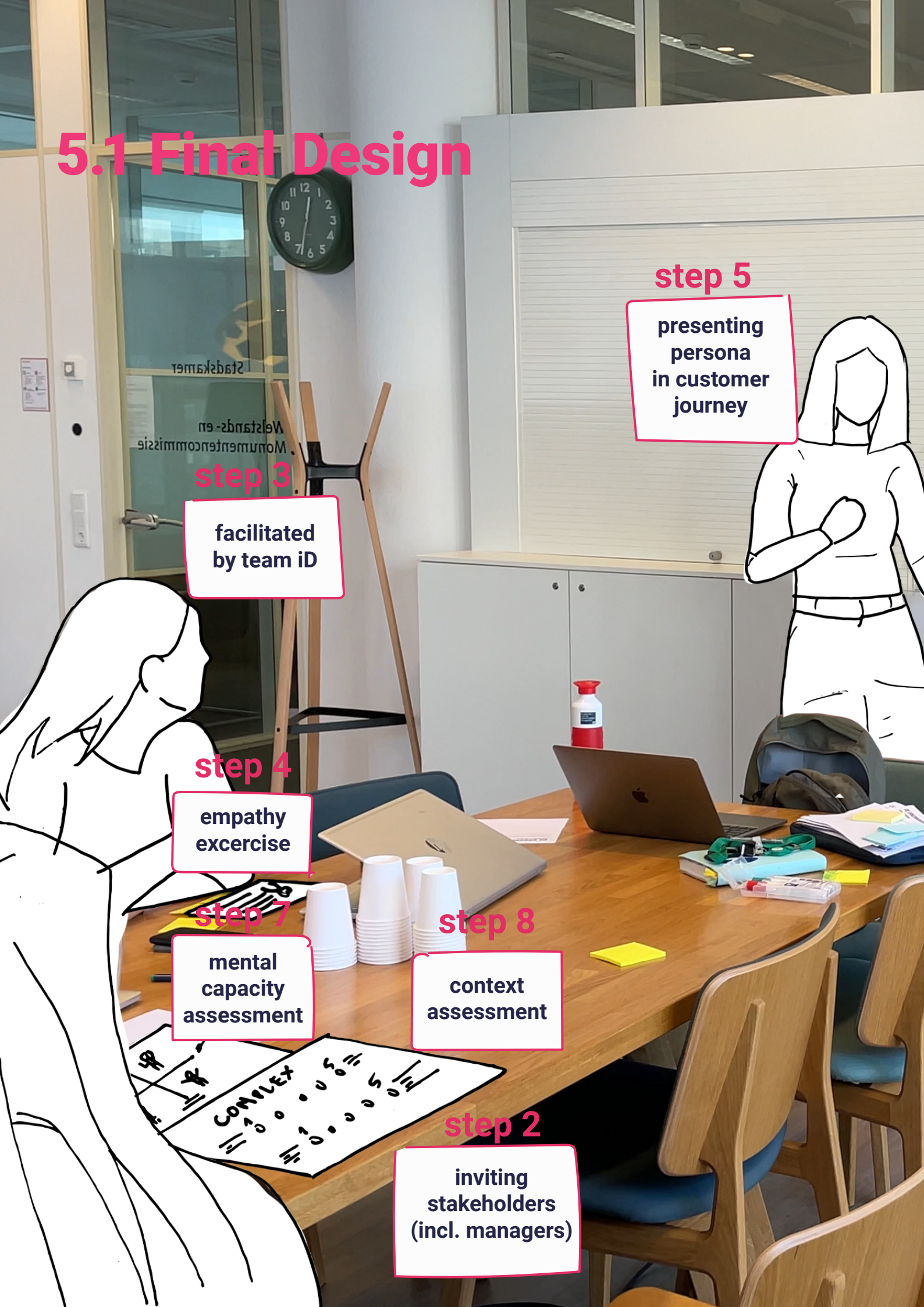facilitated by team iD

step 4
empathy excercise

step 7
mental capacity assessment

step 8
context assessment

step 2
inviting stakeholders (incl. managers)
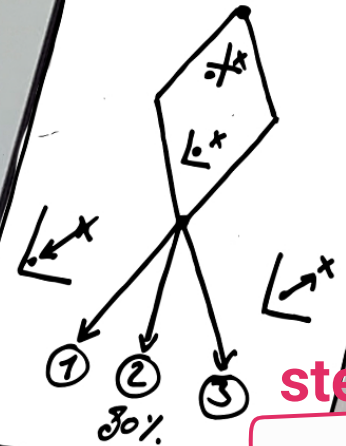
5.2 Storyboard Design

1.
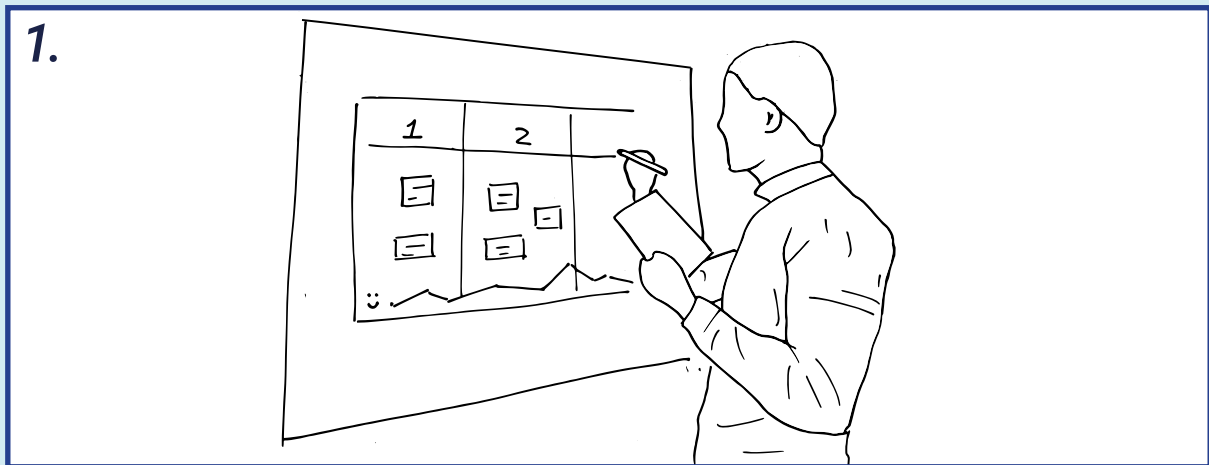
After interviewing and researching the topic, a facilitator from team iD prepares a customer journey and invites stakeholders to the workshop (90-120 min)
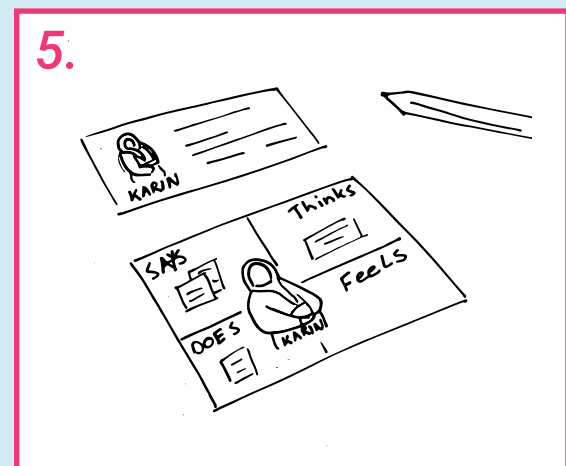
2.
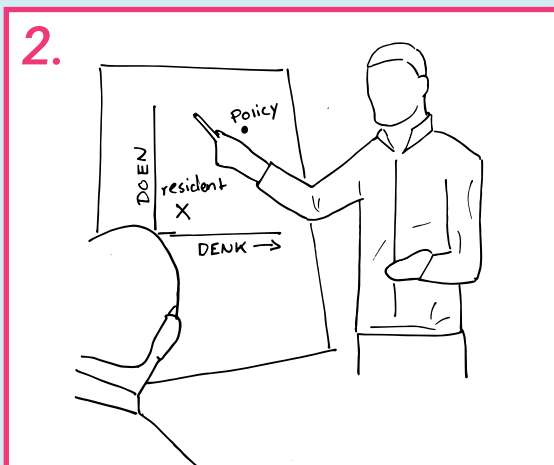
First, the relevance of the workshop is explained (doen/denkvermogen) - 10"

3.
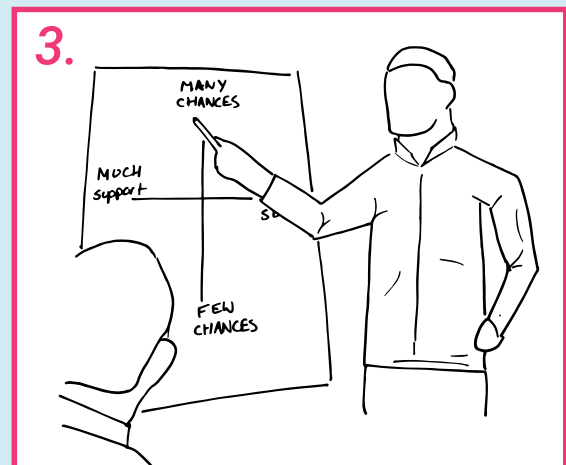
Then, the self-determination profiles are discussed. Anecdotes enhance the story - 10"
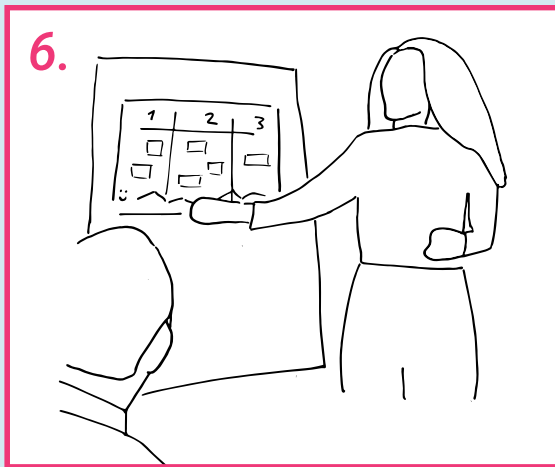
4.
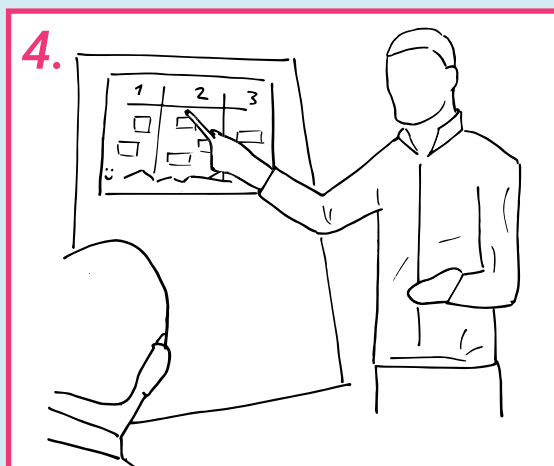
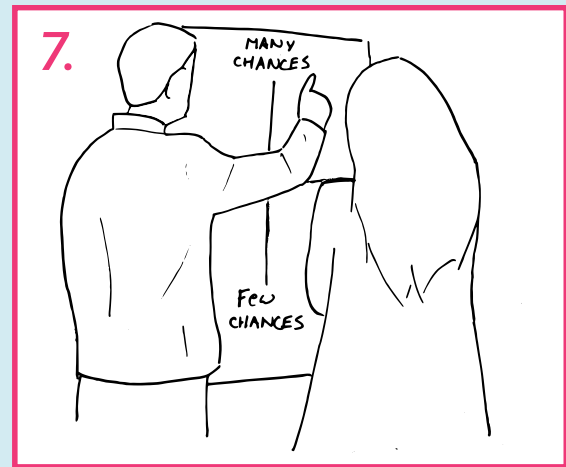*Next, the customer journey is presented. Participants discuss validity - 15"*

5.

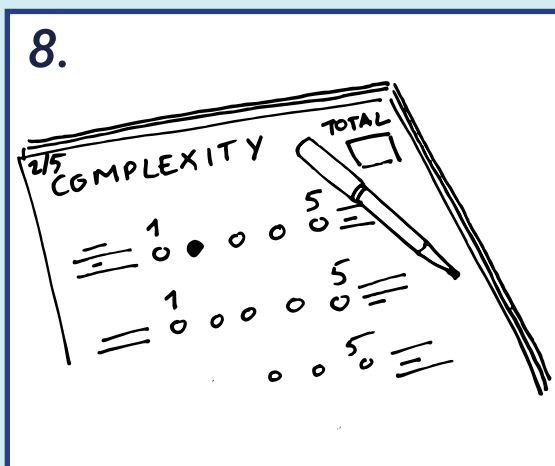*Participants are then randomly given a persona card and complete the empathy map - 10"*
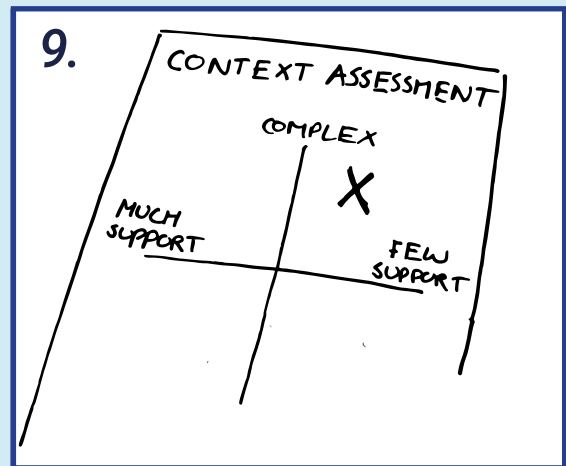
Figure 48: Storyboard Erkenningsmethode

6.

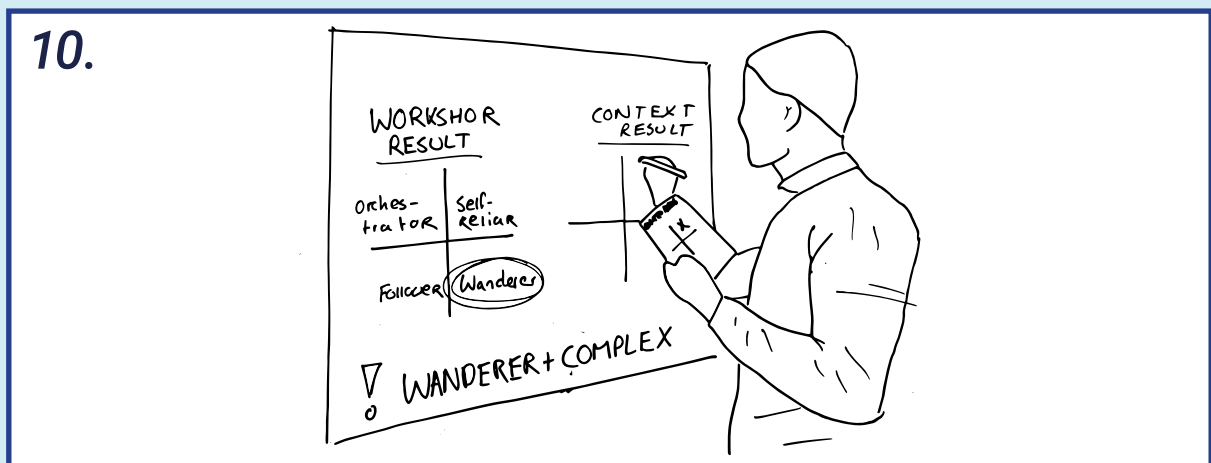*Next, participants present the persona and indicate journey challenges and emotions - 30"*

7.

MANY CHANCES

Few CHANCES

Lastly, participants prioritize the profiles, indicating the ideation focus - 20"

8.

2/5 COMPLEXITY   TOTAL

1 o ● o o o 5 o
1 o o o o o 5 o
          o o 5 o

After the workshop, the facilitator assesses the context complexity and comprehensibility

9.

CONTEXT ASSESSMENT

COMPLEX

X

MUCH SUPPORT

FEW SUPPORT

Then, the cognitive load of the process can be plotted in the matrix.

10.

WORKSHOP RESULT   CONTEXT RESULT

Orches- | Self-
trator | Reliar

Follower (Wanderer)

∇ WANDERER + COMPLEX
0

Lastly, the facilitator combines the insights from the workshop (self-determination profile) and the assessment of the context. This provides insights for the ideation phase.
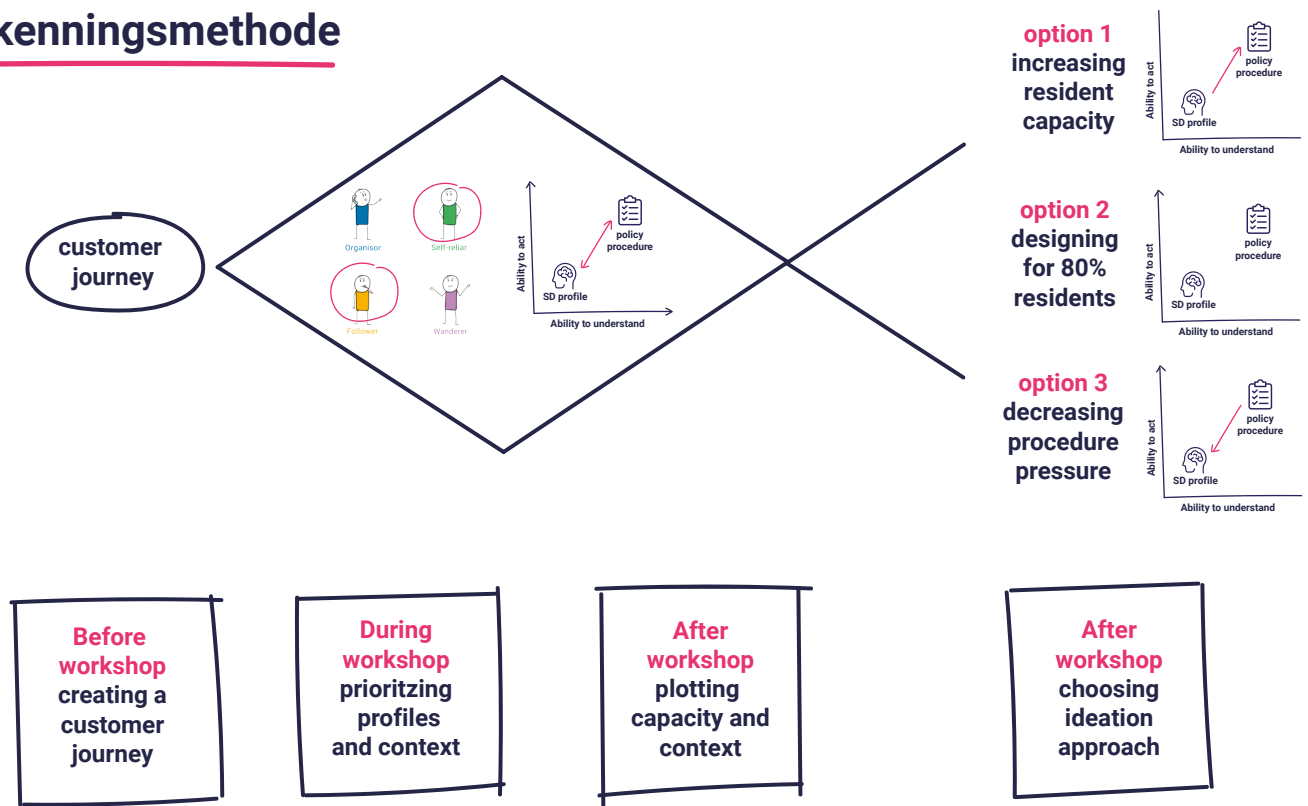
5.3 Design Elements

Erkenningsmethode

Figure 49: overview Erkenningsmethode

This section describes the design elements presented in the final design and the storyboard (sections 5.1 and 5.2). The design elements can all be found in the Appendix.

Name of the method
The final design comprises a method that integrates the assessment of the cognitive capacity of residents in the evaluation process of policy procedures. By estimating the doenvermogen and denkvermogen of both the context and the resident, policymakers will be able to make realistic assumptions about the mental capacity of residents. Ideally, this method will be spread to other institutions that interact with diverse groups of residents, such as the UWV, DUO, and other public institutions.

 This requires a strong name that includes the goal of the method. Therefore, the method is named "De Herkennigsmethode" (Eng: The Acknowledgment Method). The workshop's goal

is not to convince stakeholders to adjust the process or accommodate every resident. However, policymakers should be aware of the difference between residents, acknowledging that some residents might face more challenges during the process. Creating realistic assumptions thus means acknowledging different mental capacities and the gaps in the current process journey.

Implementation
Ideally, civil servants throughout the organization will use the method to create realistic assumptions about the mental capacity of residents. However, we have learned that sometimes, civil servants also deal with limited mental capacities. To overcome this, the method can be divided into smaller segments. For example, the context assessment can be executed separately. As many of the DPZ innovation processes are facilitated by team Innovatie en Dienstverlening, these colleagues will be the first users of the final design. During the last workshop, the designers and researchers from this team evaluated the concept.

Self-determination Matrix

During the workshop, anecdotes and experiences from employees with direct contact should be encouraged. Each example of behavior can be plotted on the self-determination matrix so that the participants better understand the profiles. When all profiles are plotted on the customer journey, policymakers will have a better understanding of the mental capacity of their residents. In addition, the self-determination profiles provide the facilitator with more insights and direction for the next design phase.
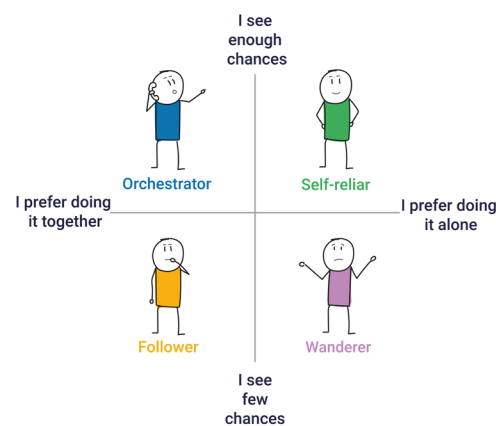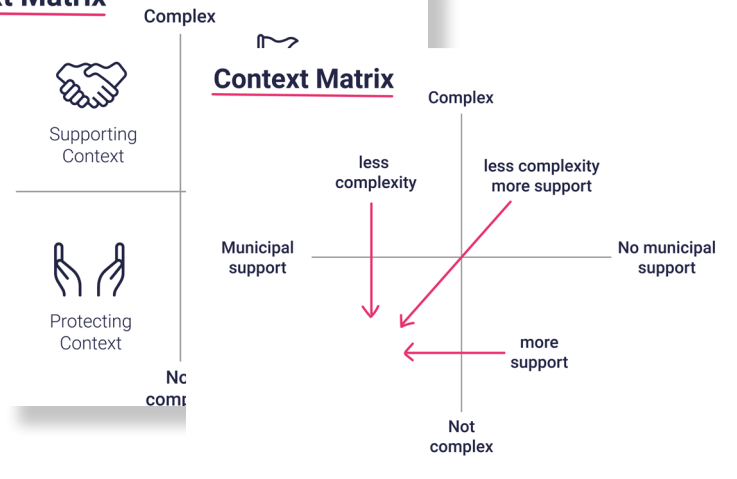

Figure 50: Self-determination Matrix (see appendix H)

Figure 51: Context Matrix (see appendix N)

Self-determination Profiles

The context matrix provides an overview of the complexity and support of the process. After the context assessment, the facilitator will be able to plot the process on this matrix. This will give insight into the cognitive load of the process and can be compared to the mental capacity of residents. The facilitator can choose to reduce the process complexity or increase the municipal support. The type of innovation depends on the self-determination profile.

Persona Cards

The four persona cards make the self-determination profiles more tangible. The summary stimulates empathy and supports the participant's presentation and customer journey plot. The empathy map helps the participants imagine challenges and obstacles for the persona.

Designers can choose to add more persona cards for future projects or remove some. Interviews can serve as inspiration. New cards can be matched to the corresponding context. For all cards, enough fictitious elements must remain. Stigmas should be avoided as much as possible. By linking the persona cards to the self-determination profiles, the cards remain illustrative rather than the subject of the journey. The facilitator should monitor this during the workshop.
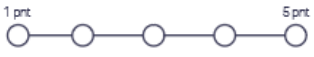

Figure 52: Persona & Empathy Map (see appendix M)

TEIT

ctief tijdens het proces

at om handelingen uit te voeren?

TOTAAL

1. De mogelijkheid om afspraken te maken

1 pnt — 5 pnt

De wachttijd en doorlooptijd bedraagt meerdere weken. Er is geen mogelijkheid voor spoedgevallen.

nvt.
3 pnt

2. De mogelijkheid tot automatisering

1 pnt — 5 pnt

De inwoner moet meerdere formulieren foutloos en volledig invullen en vereisen een

nvt.
3 pnt

Figure 53: Context Assessment
(see appendix K)

Context Assessment

Before or after the workshop, the facilitator can do a context assessment based on research and interviews. As the questions are standardized, the cognitive load of the process can be compared to other processes. The questions are based on the doenvermogen assessment from the UWV (see Appendix FIXME) and validated with the designers from iD. This assessment can also be used separately to gain more insight into current processes.

Ideation Approaches

The workshop should aim to answer which self-determination profiles are prioritized in the subsequent design phase. For the next design phase, there are three approaches. First, the cognitive load of the current process and the capacity of residents remain the same. This might be the case when resources are scarce, or not all profiles receive the same prioritization. Alternatively, the next phase can focus on increasing the mental capacity (stimulating residents) or making the process easier (less complexity and more support). Whatever option is chosen, the stakeholders should all be aware of the prioritized approach, acknowledging the consequences for the self-determination profiles.

Figure 54: Ideation Approaches

Ideation Examples

After the method is implemented, the facilitator from team iD can choose how to proceed. For each self-determination profile, reducing the complexity and increasing the support can be achieved through different approaches. The table in Figure 55 provides an overview of the options. After the method has been used a couple of times, the table can be renewed with new insights.

rchestrators	Self Reliars	Followers	Help Seekers
tact with others imilar situation	Autonomy, staying in control	Customization/ adaptation to situation	role model, a motivation
Warning to event situation	Motivation/ reward for continuing process	Roadmap/ action plan	'Being seen', pro-active approach

Figure 55: Ideation Approaches
(see appendix N)

5.4 Recommendations

This section describes recommendations for future research and design. The section contains recommendations for implementing the proposed design and the second design approach mentioned in section 3.5.

Develop Design Approach 1

This design approach aims to create empathy between managers and front-office employees. Empathy will enable a shared understanding of the process of resident interaction and can stimulate the distribution of knowledge and insights throughout the organization. The proposed theatre exercise can be part of other workshops from team Innovatie en Dienstverlening. The design approach can also be developed into a new workshop.

Allow for a reflection-in-action by including front-office employees in the policy innovation process

First, it was challenging to invite front-office employees to the empathy session. While the employees seemed to like the idea of the workshop, the managers could not find the capacity to schedule such a session. Front-office employees are most needed at the desks, and they have little room to participate in innovation processes. Junginger (2013) labels these insights as 'reflection-in-action', which are critical for the innovation process.

Invite Managers and Directors to attend the Erkenningsmethode workshop

The workshop is most valuable when civil servants with little experience in contact with residents participate. This will create valuable empathy exercises, as they can encounter new challenges by 'stepping in someone else's shoes'. These managers can also provide a mandate to innovate processes by focusing on new self-determination profiles. Here, the facilitator can already validate his approach by letting managers come up with solutions to match denkvermogen and doenvermogen.

Develop personas and design suggestions to better match new contexts

The proposed personas and design suggestions should be tested and developed to fit new contexts. Then, designers can use their experience and insights to bring new personas to life. The method is fluid and can change according to the context and target groups.

Add weighing to the context assessment.

Currently, the context assessment follows a linear scoring. Each question adds the same amount of points to the score. If the assessment is to be developed further, some categories might receive prioritization. Currently, a context is labeled as complex or not supportive when they receive more than half of the points. New research might suggest a different scale, which changes the division of the axes.

Create new quantitative tests to assess denkvermogen and doenvermogen.

In this report, a quantitative test showed differences in denkvermogen en doenvermogen per domain. However, these domains were quite abstract, without in-depth questions about specific scenarios. Future research might provide insights into similarities within domains. For example, a person could differ in doenvermogen when doing taxes compared to doing household chores. However, their doenvermogen can remain the same in other financial subjects. This can provide new suggestions for the ideation phase.

Create a framework to plot mental capacity on the customer journey

During the workshops, the participants indicated that it was sometimes challenging to understand the customer journey and plot the obstacles from their persona. Therefore, before the workshop, the facilitator should prepare this customer journey well. To do so, a standardized customer journey could help the facilitator create understanding among participants.

Acknowledgements

It's a wrap. Exactly one year ago, I started my internship at the Municipality of The Hague with great courage. As a young designer, I always wondered what governmental institutions would look like from the inside, and I was amazed at the work processes and atmosphere within the municipality. During my internship, I could experience what a designer can change in the municipality. And I saw that the design approaches are sometimes spat out, often missed, and occasionally aspired. Especially when processes are evaluated for residents who are labeled as vulnerable, the design mindset proved essential.

I was very happy to continue my journey through the municipality during the graduation project. Here, I was able to take my first solo steps as a designer. I was strengthened by the idea that someone was always looking back to prevent me from tripping (too hard). The first persons that would look back were Tibbe Titulaer, Ilse van der Hoeven and Veerle Migchelbrink. Having them as company mentors challenged me to take the extra step and allowed me to violate etiquette so that I could talk to many important stakeholders. When civil servants call you even late into the evening to discuss the project, you know that they care about you and the project. The latter applies to all colleagues within team iD, from whom I have always received a lot of support and input.

I was very lucky to have Froukje Sleeswijk Visser and Sjoerd van Dommelen as TU Delft men-tors. Initially, Froukje was far too busy to mentor another graduate student but still saw enough potential in my project and me to break open her agenda. During the project, she saw the things I overlooked and pushed me in the right direction. Sjoerd always gave his unvarnished opinion, even on Sunday evenings or via a wifi hotspot during his vacation in France. He saw when I was bluffing my way out of the question, and that helped me face problems.

However, those were not the only persons that would look back at me during the graduation project. Thank you all that participated in interviews and read the newsletters. Thank you, Tony, Michel, Jan, Gijsh, Elena, Kevin, Corrie, and Willie, for listening to my frustrations and project developments, but even more so for offering a much-needed distraction. Thank you, Bart, Steffan, Yamila, and Tim, for helping me with the prototyping, even when that took twice as long as expected. Thank you, Veerle, Manon, Ilse, Benji, and Marty, for helping me with the workshop and appearing in the video, especially on the afternoon before Eastern. You all gave me much more denkvermogen and doenvermogen than I could hope for!

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6.
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