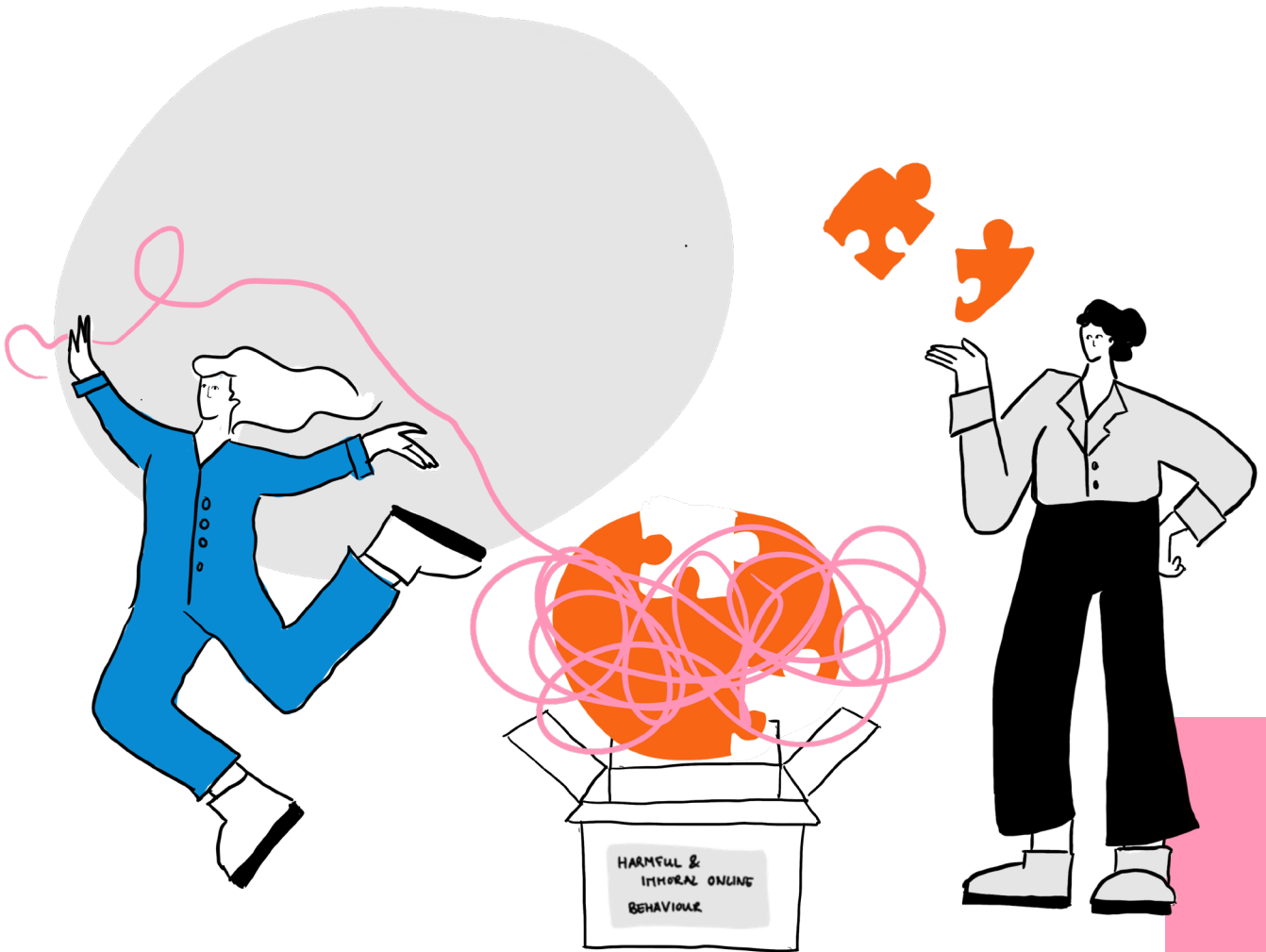


Master Thesis
By Nadiye M. Çakir

Strategic Product Design
Delft University of Technology



Designing for a Pro-Active Ministry of Justice and Security

*A strategy to move towards
actionability in response to Harmful
and Immoral Online Behaviour*

2022

Colophon

Designing for a Pro-Active Ministry of Justice and Security

A strategy to move towards actionability in response to Harmful and Immoral Online Behaviour

Master thesis
Nadiye M. Çakir

April 2022

Strategic Product Design
Industrial Design Engineering
Delft University of Technology

In collaboration with:

Directie X (Innovatie, Kennis & Strategie)
Ministerie van Justitie en Veiligheid

Supervisory Team:

Chair
Dr. Ir. Jan-Carel Diehl

Mentor
Ir. Willemijn Brouwer

Organization Mentor
Ir. Olof Schuring



Abstract



1. Problem:
‘Wicked problems’ like Harmful and Immoral Online Behaviour is a complex social phenomenon which Directie X and the Ministry of Justice and Security feel increasing urgency for.

However, because such a phenomenon is complex and fast-paced it is hard to respond to.



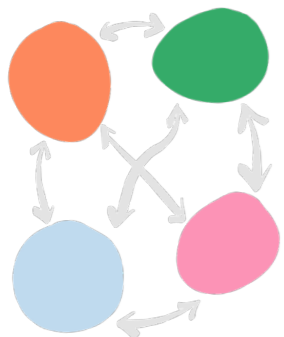
2. Insight:
Since 2018 Directie X has started to draw attention to Harmful and Immoral Online Behaviour within the Ministry of Justice and Security.

But the (potential) stakeholders found the complexity too high to take ownership and action.



3. Process:
The current process is a way of working which has been initiated to respond to wicked problems like ‘Harmful and Immoral Online Behaviour’.

Unfortunately this way of working results in the problem being moved around the Ministry as ‘un-opened boxes’

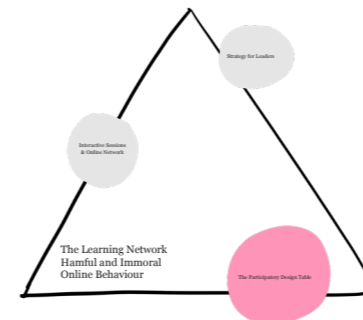


4. Themes:
From interviews, observations, and collaborating with the current process themes emerged surrounding the way of working.

Themes are aspects which hinder ‘opening the boxes’.

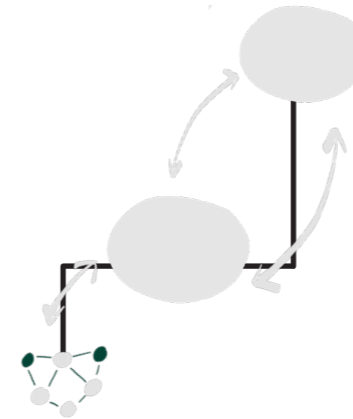


5. Focus:
The Ministry of Justice and Security need to *transition towards an alternative way of working* which *focuses on actionability* to be able to *effectively respond to wicked problems* like Harmful and Immoral Online Behaviour.



6. The learning network Harmful and Immoral Online Behaviour:
A strategy is presented which consists of three horizons to establish the learning network and move towards actionability:

- 1: build on urgency
- 2: enable capacity
- 3: co-create actionability



7. Relevancy:
The current way of working has been acknowledged as being a burden to innovate. This strategy will provide handholds in innovating on processes and way of working.



8. Impact:
(Partly) because of this project design practice within the Ministry of Justice and Security has gained momentum. The strategy offers a clear role for a designer and what it could contribute to the Ministry. It serves as an example of what a designlab could entail in the future. An idea which has been gaining traction during this project!



Preface from Directie X

The nature of the work we do at the Ministry of Justice and Security means that we are mainly reactive. We tend to act in response to incidents. That makes it difficult to have time and attention for long-term issues. The Ministry wants to anticipate the challenges of tomorrow, complex problems such as 'Harmful and Immoral Online Behavior'. Especially because these issues already often show their faces.

Directie X is working on strengthening the Ministry ability to effectively anticipate opportunities and challenges in the environment, for a safe and fair Netherlands, now and in the future. We perform scans to identify new developments in a timely manner and bring the latest knowledge to our colleagues. In short: we connect people with possibilities.

Nadiye came to us about easier, faster and more effective innovation. Her intended solution was to bring more empathy into the way of working, especially in the field of online polarization. My curiosity was quickly awakened. And to be honest I was skeptical because I see the Ministry as very empathetic as it is continuously at the center of society.

This project has put several pieces of the puzzle into place. Why is it so difficult to get started on topics even though they are seen as urgent? What does it mean to implement something new mean and when does it start? How do you create ownership for a complex problem?

Because of the sharp analysis and feedback from Jan Carel and Willemijn, I have learned a lot during the past six months. Thank you for that. And in this way, I would really like to thank you, Nadiye. The results of this project, the way of thinking during the process and the way of working - embracing of the unknown - has been very inspiring for me and I can't wait to continue with this. Above all this, your boundless energy, the confidence in yourself, your trust in me, our coffee(star) moments made me very happy.

Olof Schuring
Directie X



Preface from author

Social design is a creative practice dedicated to understanding social problems and supporting positive social change. Social design doesn't solve social problems. Social design creates opportunities that shift relationships between people and people, and people and institutions, to support positive social change. (Mica, 2022)

Throughout my academic career I have reflected much on the role as a designer in this world. Even though I love beautiful 'things', I did not want to contribute to more 'stuff' in this world. Instead, I started looking for where to make the most impact with my design expertise. I started off designing for a transport problem in Kenya, I then contributed to human centered design at 510 – an initiative by the Netherlands Red Cross. Finally, I ended up at the Ministry of Justice and Security. I was very excited: if there is somewhere you can make an impact it is at the government, right?

This project provides Directie X and the Ministry a strategy which would aid them to become more actionable in response to complex problems like 'Harmful and Immoral Online Behaviour'. It exemplifies how design(ers) can support the Ministry to embrace the unknown and look for outcomes which can increase the response towards complex problems.

During this project, more so than ever, I learned to trust the process. Coming into the Ministry wanting to 'fix' online polarization and coming out with a strategy to introduce design(ers) in response to wicked problems was truly unexpected. I welcomed the freedom given to me to explore where my project could make the most impact and I had a lot of fun embracing this chaotic journey. I enjoyed interacting with different people from the Ministry and trying to empathize with their work and point of views. It felt like a genuine unique experience.

This thesis in front of you is the result of this journey, which would not have been possible without the following people:

I would like to thank my supervisory team: Jan-Carel Diehl and Willemijn Brouwer. They helped me converge countless times. Their constructive feedback helped me throughout this process and grasp the essence of the problem.

I am also grateful for my team at the Ministry: Olof Schuring and Jacqueline de Jong, who helped me navigate through the Ministry and spent a lot of time supporting me in understanding the problem, the process, and the Ministry itself. Thank you for your time and embarking with me on this creative journey.

I also would like to thank fellow colleagues from the Ministry who I enjoyed collaborating with: Franca, Jasmilla, Olga, Niels, Nina, Yera, Devisha, Teun, Oscar, Brigitte and the entire Directie X.

From the TU Delft I want to thank Mieke Bijl-Brouwer, Katrina Heijne, Frido Smulders for directing me to the right resources and information and Josephine and Michelle for their expertise and previous work on the Ministry.

Lastly, a big thank you to my friends who supported me throughout the process and provided ample feedback: Stan, Selma, Cato, Rens, Gittan, Latifa, Gianmarco, Elisabeth and Priyanka.


Happy reading!

*Nadiye
Gakur*

Reading Guide

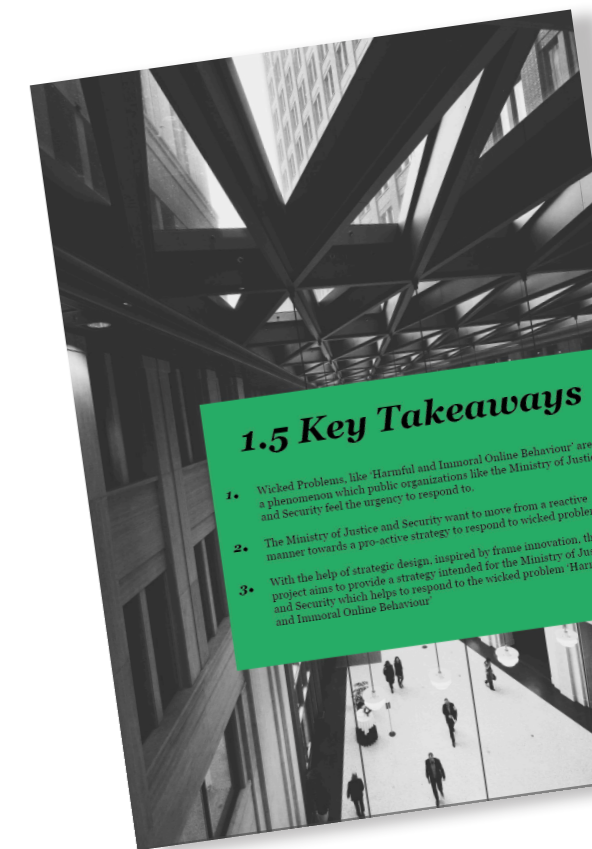
Colour codes:

Different colours represent different parts of the research, the chosen colour is used as the base of the chapter.

-  **Miscellaneous**
-  **Introduction**
-  **Stakeholder overview**
-  **Discover**
-  **Define**
-  **Develop**
-  **Deliver**
-  **Conclusion**

Key takeaways:

Little time? Read the key takeaways!



Visual guidance:

This thesis is fully illustrated by the author to lower the complexity.



Storytelling:

Look out for the box filled with complex issues and information ;)



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1. Introduction

This chapter introduces the goal and the approach of the project.

The first section will elaborate on the context of the project, followed by the current problem and design goal. Then the project approach will be explained, with essential design elements which support the approach. Lastly the project process will be described.

Overview chapter:

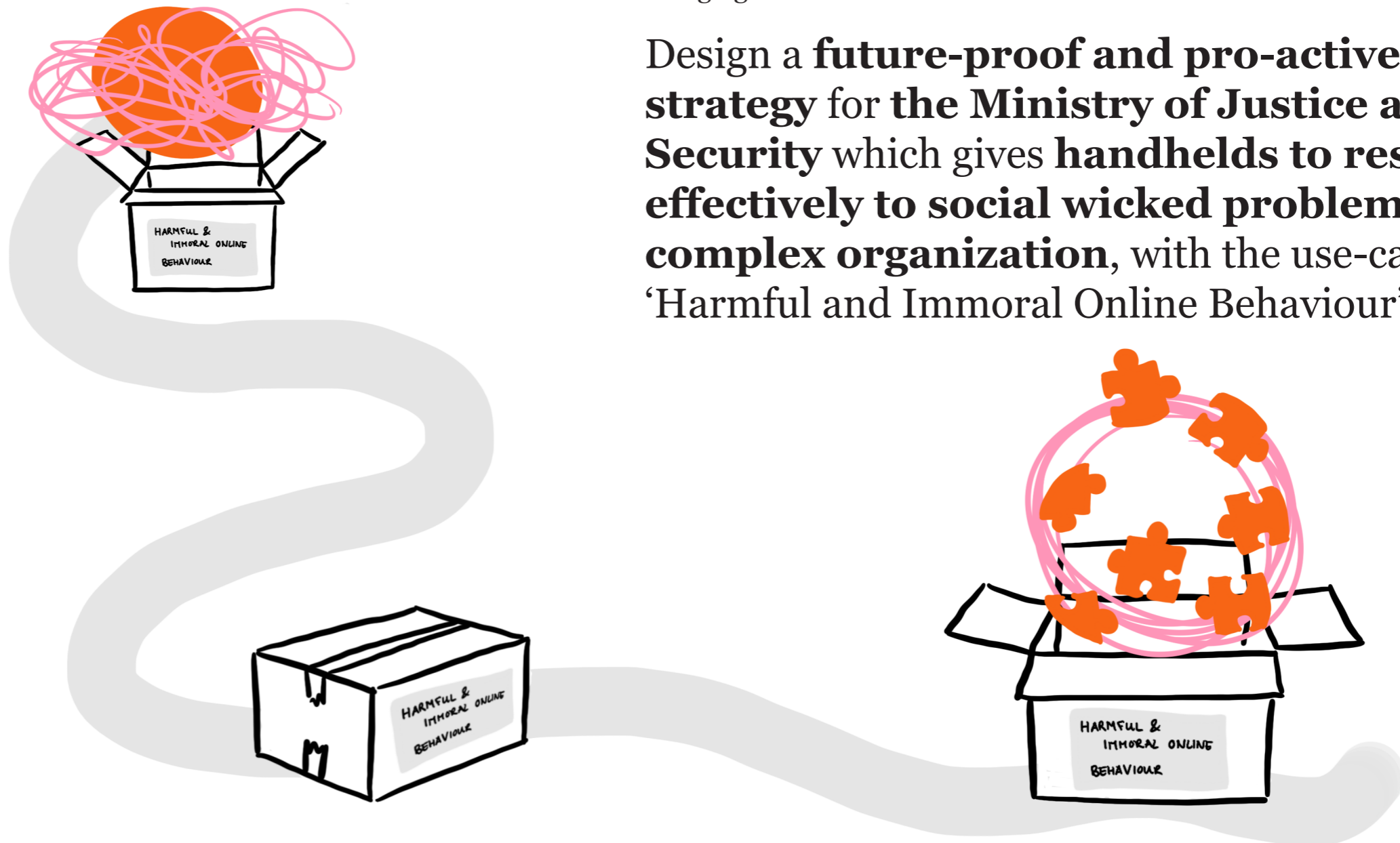
- 1.1 Project Context
- 1.2 Project Brief
- 1.3 Project Approach
- 1.4 Project Process

1.1 Project Context

The Ministry of Justice and Security of the Dutch Central Government covers over 60 organizations clustered over 9 different bodies, which all focus on national security, safety, well-being, and the Dutch law. It is a diverse, complex and hierarchal Ministry, which houses many different structures and cultures. According to Directie X the Ministry tends to operate in a reactive manner, focusing on the daily tasks at hand. As the world is changing quickly, the Ministry wants to work towards a future-proof strategy. As a result, Directie X, the innovation, knowledge, and strategy division of the management department of the Ministry of Justice and Security has been initiated. Directie X is a merge of the divisions 'Knowledge and Strategy' and 'Innovation' and have been together since 2019. Directie X has about 30 civil servants who work towards innovation and resilience for their Ministry. This division signals upcoming relevant social and technical trends and support the Ministry's organizations with their response, with the goal to move towards a pro-active and agile Ministry.

One of the relevant trends that has been on the Ministry's agenda since late 2018 is 'Harmful and Immoral Online Behaviour'. A phenomenon which encapsulates all behaviour done online which borders or exceeds unlawful behaviour. This phenomenon can affect individuals, groups, and the entire society in a whole. It is therefore a trend which the entire Ministry of Justice and Security feels urgency for. However, the online environment is relatively foreign to the Dutch Law and Civil Servants protecting the law. Furthermore, this is a complex and fast-paced phenomenon which involves many different stakeholders. This has resulted in little response from the Ministry, even though a process with many stakeholders has been initiated.

Complex and fast-paced trends like 'Harmful and Immoral Online Behaviour' could also be categorized as a wicked problem. A wicked problem is defined as problems with high levels of complexity, uncertainty, and divergence of values between different stakeholders (Rittel & Weber, 1973). This theory has been resurgent today, due to the increasingly complex challenges society faces on a day-to-day basis (Buchanan, 2015; Norman & Stappers, 2015), like the Climate Crisis, COVID-19 and 'Harmful and Immoral Online Behaviour'.



1.2 Project Brief

The project brief was set up with Directie X to strategize for wicked problems like 'Harmful and Immoral Online Behaviour' with the help of design. The goal of the project is to showcase how design can aid in actionable response to societal wicked problems, and prove the relevance of design in public organizations.

Design goal:

Design a future-proof and pro-active strategy for the Ministry of Justice and Security which gives handhelds to respond effectively to social wicked problems as a complex organization, with the use-case of 'Harmful and Immoral Online Behaviour'.

1.3 Project Approach

As the project progressed, it was evident it was necessary to provide guidance to navigate through a wicked problem, with many different stakeholders involved and with such a complex public organization. The problem as perceived was paradoxical in nature, which asked for alternative perspectives to work towards a solution. Therefore, aspects from 'Frame Innovation' (Dorst, 2015) was used. Frame Innovation is deemed suitable to address problems that are open, dynamic, complex, and networked in nature. These problems are often fuzzy and systemic, with multiple stakeholders involved. Frame Innovation has the following phases: Archeology, Paradox, Context, Field, Themes, Frames, Futures, Transformation, and Integration (figure 1). Throughout this project all steps are explained in every beginning of the chapter.

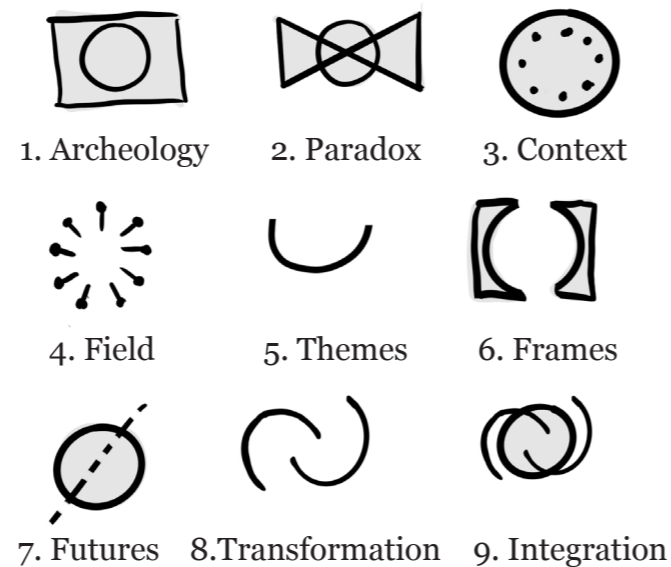


Figure 1: Frame Innovation Steps

Design Elements

There are several key elements in this design process used to go through the different phases of the process:



User needs are central to create value. Human needs during this project have been explored through interviewing and observing users and stakeholders.



Prototyping helps to make ideas tangible with limited resources. It can be used to validate directions and ideas or convince stakeholders.



Creative thinking by looking at problems with a new and fresh perspective.



Stakeholder involvement is essential for the feasibility, desirability, and viability of solutions. By co-creating it enhances ownership and provides different perspectives and knowledge.



Visual Communication enhances the quality of conveying the message as well as stimulating thinking creatively.

1.4 Project Process

This report is structured with the use of the 'double diamond design approach' (Design Council's evolved double diamond, 2019) which has four key phases: discover, define, develop, and deliver. This is an approach familiar to within the Ministry. The discover and develop phases characterizes as divergent, meaning they are exploratory by nature. Define and deliver phases are convergent, which means they narrow down and bring focus. Discover and define dives in to understanding and defining the problem. Once the problem is defined, during the develop and deliver phase the solution area is explored and designed. This approach was used to structure the report and the design process.

Archeology, Context and Field have been used to explore the problem from different perspectives which falls under the divergent Discovery phase (chapter 3). Paradoxes and Themes was applied when it was needed to converge towards concise insights in the define phase (chapter 4). Because the insights guided the designer in a clear direction, the second exploration phase of the double diamond, or the develop phase, frames and futures was only used briefly to explore possible solution directions (chapter 5). Finally, Integration, which covers the last diamond fully, has been used to involve key stakeholders and make them co-owners of the process, to finally, design a feasible and desirable transformation in the deliver phase (chapter 6).

There is an overlap between the double diamond and frame innovation, which is utilized to enhance the storytelling of the process. (figure 2)

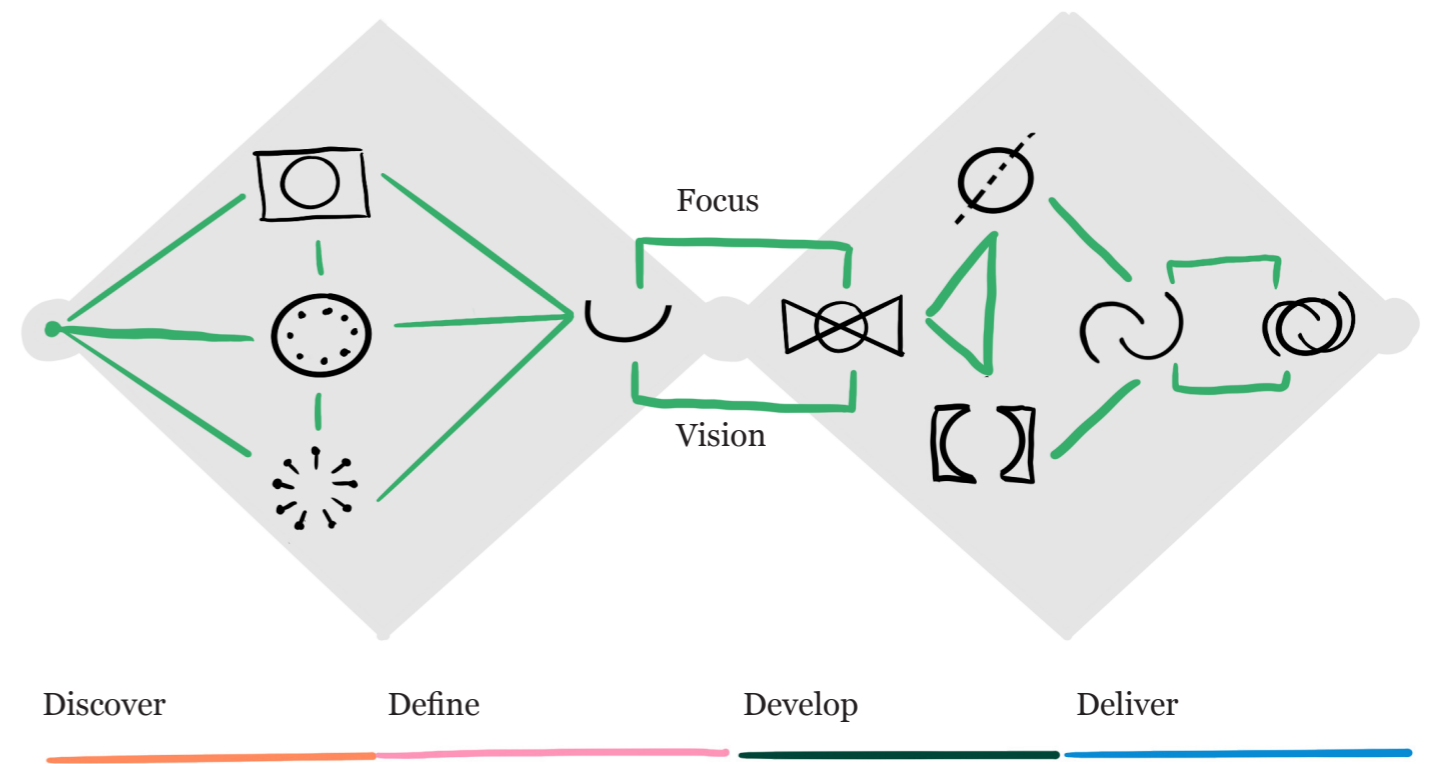


Figure 2: Frame Innovation integrated in to the double diamond

Design Activities

The phases which this thesis describes consisted of the following research and design activities:



Desk research on the use-case Harmful and Immoral Online Behaviour.



Empathy workshop to validate the insights with people from Directie X.



Desk research on the Ministry of Justice and Security and Directie X.



Literature research on existing initiatives for implementing design in governments.



Literature research on designing with(in) public organizations.



Prototyping promising ideas with people from Directie X.



Observations of the current process of Harmful and Immoral Online Behaviour.



Validation interviews with relevant stakeholders.



Interviews with core stakeholders.



Interviews with extended stakeholders.



Mapping value propositions of the stakeholders involved in the current process.



Stakeholder mapping of direct and indirect stakeholders.



Clustering insights into themes.

1.5 Key Takeaways

1. Wicked Problems, like 'Harmful and Immoral Online Behaviour' are a phenomenon which public organizations like the Ministry of Justice and Security feel the urgency to respond to.
2. The Ministry of Justice and Security want to move from a reactive manner towards a pro-active strategy to respond to wicked problems
3. With the help of strategic design, inspired by frame innovation, this project aims to provide a strategy intended for the Ministry of Justice and Security which helps to respond to the wicked problem 'Harmful and Immoral Online Behaviour'



2. Stakeholder Overview

This chapter provides an overview of important stakeholders for this project and their abbreviations.

In the first section the Ministry of Justice and Security will be introduced and their role in the Dutch Government. In the second section Directie X will be introduced. Lastly, core- and extended stakeholders specific to the use-case are identified and discussed.

Overview chapter:

- 2.1 The Ministry of Justice and Security
- 2.2 Directie X
- 2.3 Stakeholders
- 2.4 Key Takeaways

2.1 The Ministry of Justice and Security

Mission:

“Justice and Security works towards a safer and a more just society, by giving people legal protection and where necessary interventions in their lives.” (Rijksoverheid, 2020)

It is essential to understand the Ministry of Justice and Security and its context to understand the complexity of the organization and the political ecosystem it operates in.

The Ministry of Justice and Security is responsible for justice, imprisonment, and public security. Which from here onwards will be referred to as ‘the Ministry’. Under Rutte IV’s cabinet it is one out of 12 Ministries which are part of the Dutch Government (Rijksoverheid, 2022).

The Ministry ensures the rule of law in the Netherlands, to allow people to live in freedom among each other, regardless of their views or lifestyles. This ranges from drastic measures to opening to new perspectives. It requires choices, of which the government weighs up the interests, invests in the future and intervenes when necessary. (Rijksoverheid, 2020)

The Ministry is led by the Minister of Justice and Security and the Minister of Legal Protection, a state secretary, which together forms the political lead of the Ministry. They are selected every four years during the formation of the cabinet (Rijksoverheid, 2022). Furthermore, the secretary general is the civil representation of the head of the Ministry. They are internally within the Ministry selected. There are 9 bodies within the Ministry which

clusters different types of organizations (Figure 3). Each body is led by a director of this cluster. The Ministry is an umbrella of diverse organizations enforcing the law, all having their own work domain and intervene differently in people’s lives. Overall the Ministry hosts over 100.000 employees. (Rijksoverheid, 2022)

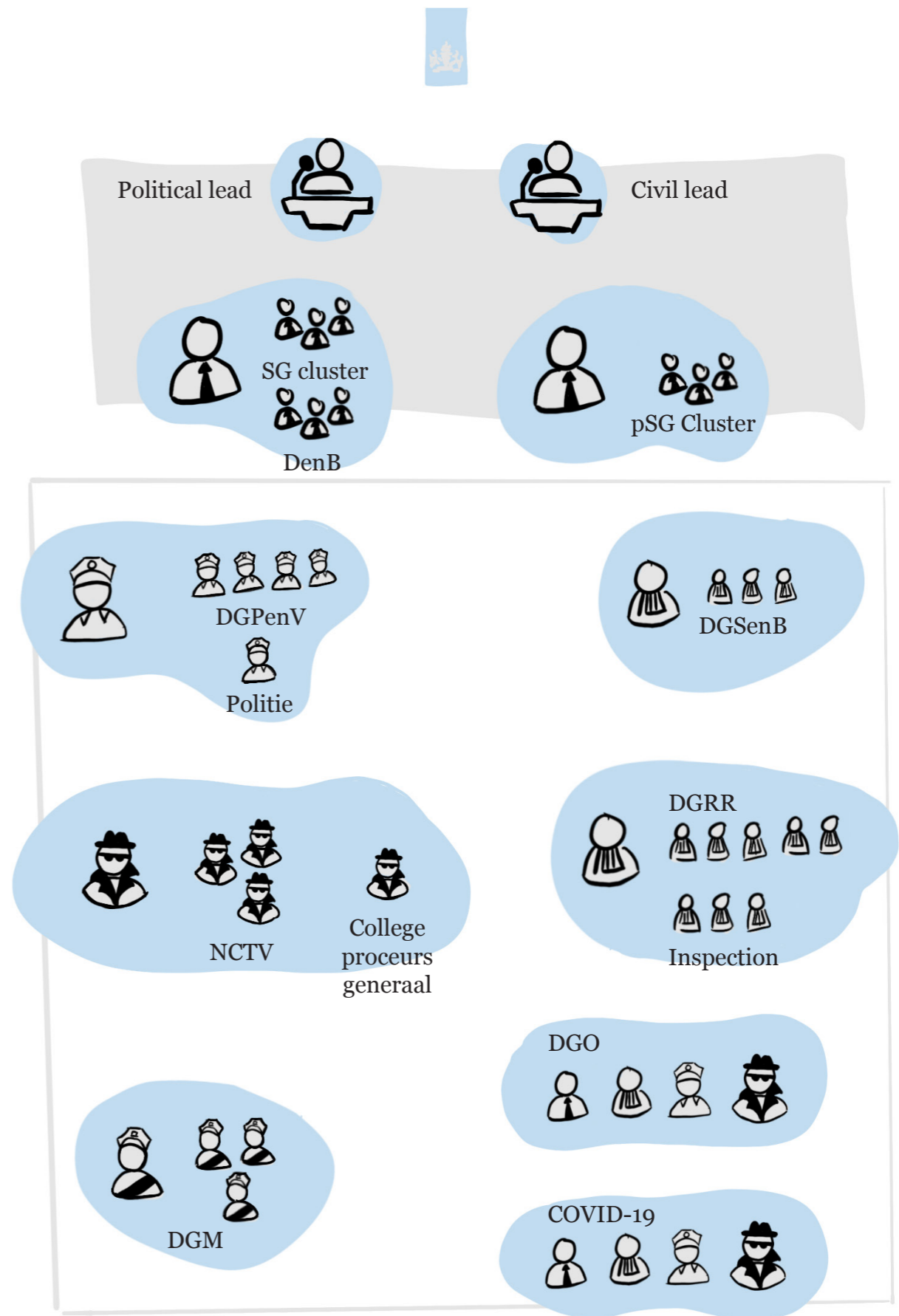


Figure 3: overview of the Ministry’s organization

2.2 Directie X

On behalf of Directie X this project has been initiated. To understand who they are and what they stand for is necessary to design a suited strategy with them.

Since 2019 Directie X, the innovation, knowledge, and strategy division of the management department (or SG Cluster) of the Ministry of Justice and Security has been formed. Directie X is a merge of the divisions 'Knowledge and Strategy' and 'Innovation'.

Directie X is subdivided in to five different programs: Innovation, Technology, Strategy, Knowledge, and Market. Furthermore, there are two extra trajectories which are International and Space (figure 4).

Directie X works with the following core values:

- Future oriented
- Initiating
- Inquiring, self-aware and learning
- Open and empathic
- Energetic
- Flexible
- Result driven
- User-centered and facilitating
- Connecting and empowering

- Collectiveness

According to Directies X many activities within the Ministry are currently done with short sighted intentions (Directie X, 2021), which they would want to improve in structural and professional approaches to facilitate efficient use of knowledge. Directie X does this through **directing** attention towards a path the Ministry should take. The tasks of Directie X involve:

- An advising role to the political lead and state secretary.
- Community management to facilitate networking within the Ministry.
- Look for and address relevant themes for the Ministry which have not yet been addressed properly.
- Coordinate collaboration and facilitate organizational specific transcending activities.
- Policy making for the entire Ministry.
- Stimulate innovation and strategy activities through financial support.
- Coordinate and improve innovation and strategy by collaborating with external stakeholders.
- More efficient and strategic knowledge development.
- Knowledge utilization by focusing more on incubation and execution.

Mission:

“Strengthening the capabilities of the Ministry of Justice and Security by effectively anticipating on chances and challenges from the surroundings.” (Directie X, 2021)

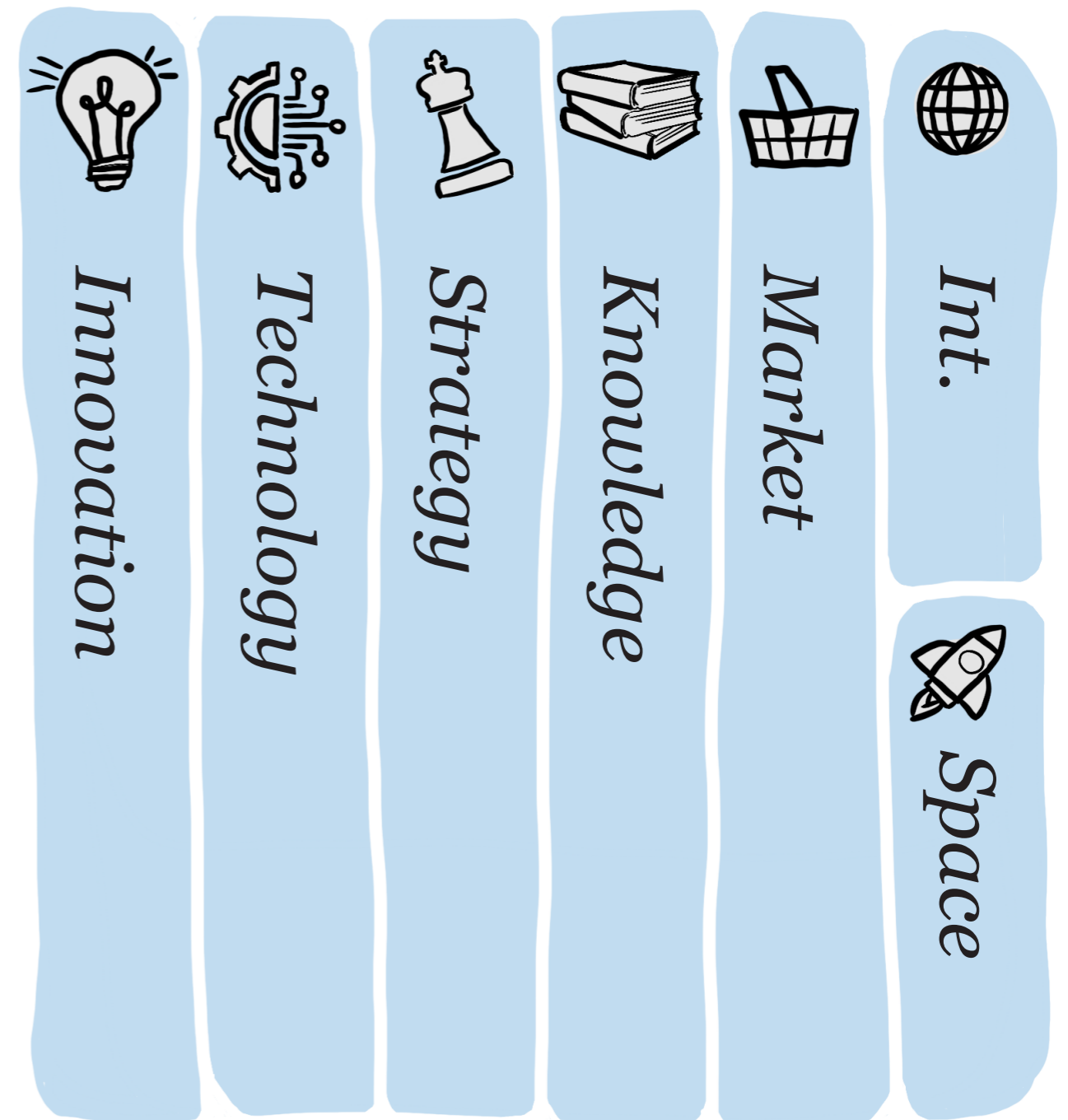


Figure 4: Structure Directie X

2.3 Stakeholders

In this part, the core- and extended stakeholders from the use-case 'Harmful and Immoral Online Behaviour' are elaborated on.

Core Stakeholders

Stakeholders who are the initiators of the use-case.



Directie X (DX): represents the strategist who is directly involved in the process of the use-case.

National Police (NP): represent the group of people from the Nationale Politie's innovation department who are directly involved in the process of the use-case.

Nationaal Coordination Terrorism en Security (NCTV): represents the strategist who has been directed to work on the use-case and is directly involved in the process of the use-case

Extended Stakeholders

Stakeholders who are involved along the process.



Brede Bestuursraad (bBR): represents the group of directors from the 9 different clusters within the Ministry. They meet regularly to discuss urgent matters, like the use-case. Because urgency has been broadly felt among the directors, they have appointed the core stakeholders to work on a response from the Ministry.



Openbaar Ministerie (OM): are the representatives which were invited along the process to be involved to increase support.



Directoraat-Generaal Rechtspleging en Rechtshandhaving (DGRR): are the representatives which were invited along the process to be involved to increase support.



Directoraat-Generaal Politie en Veiligheidsregio's (DGPenV): are the representatives which were invited along the process to be involved to increase support.



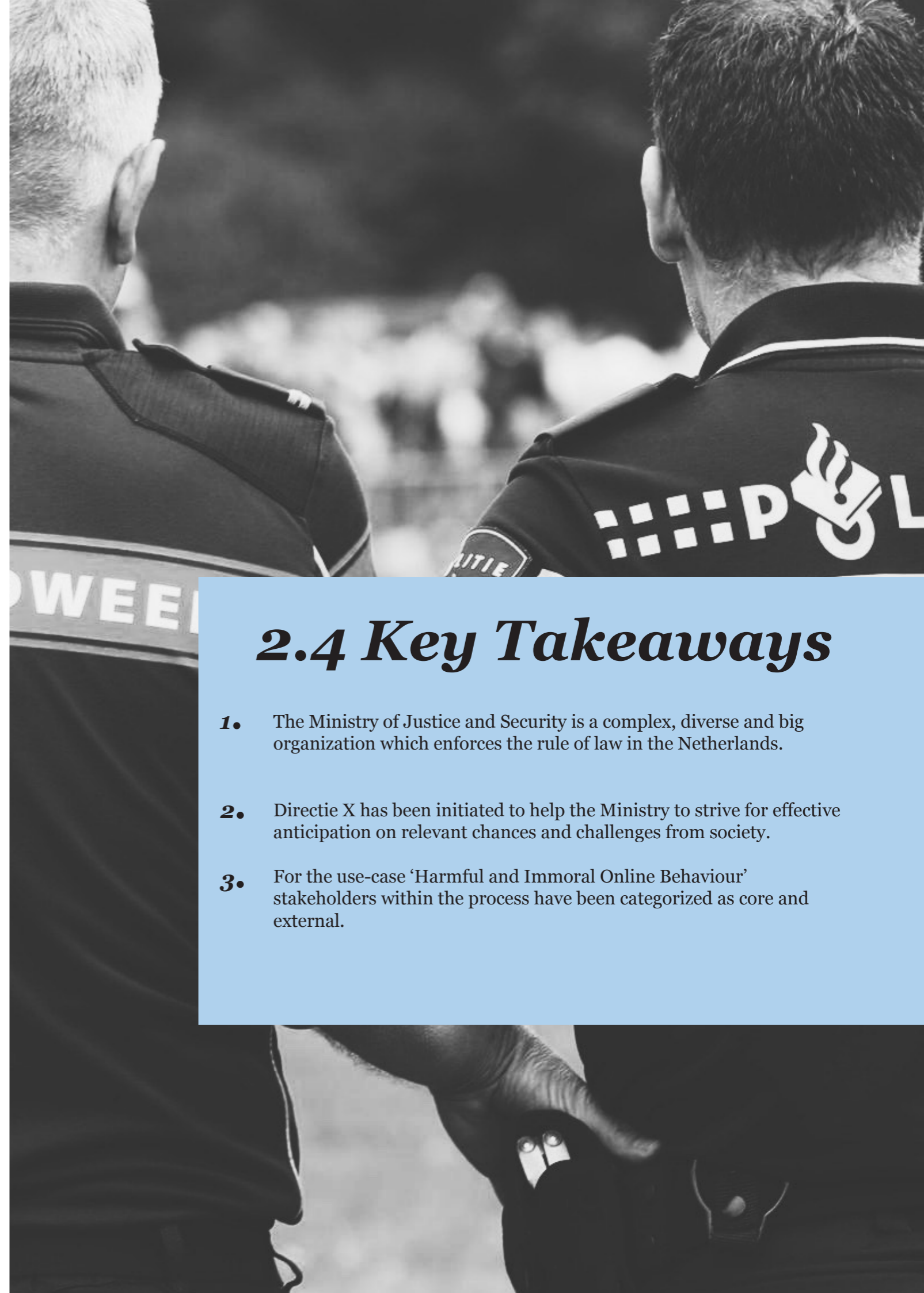
Directie Wetgeving en Juridische Zaken (DWJZ): are the representatives which were invited along the process to be involved to increase support.



JenV Academy: are a young internal organization, which focusses on knowledge spreading. They organize lectures and courses for civil servants from the Ministry. For the use-case they were asked to help spread awareness and knowledge around 'Harmful and Immoral Online Behaviour'.



Rathenau Institute: are an external organization which does research on pressing matters and trends. For the use-case they have been asked by Directie X to publish the report 'Online Ontspoord' which answers the question: What is the size and nature of harmful and immoral behaviour in the Netherlands, what are the underlying causes and mechanisms? Which actions should the government take to reduce this phenomenon? (Rathenau, 2021) They also are involved in further collaboration within the use-case.



2.4 Key Takeaways

1. The Ministry of Justice and Security is a complex, diverse and big organization which enforces the rule of law in the Netherlands.
2. Directie X has been initiated to help the Ministry to strive for effective anticipation on relevant chances and challenges from society.
3. For the use-case 'Harmful and Immoral Online Behaviour' stakeholders within the process have been categorized as core and external.



3. Discover

This chapter presents an overview of the research that has been done to understand the problem space and the stakeholders involved.

It kicks off with an explanation of the research approach, followed by the frame innovation steps: Archeology, understanding the history of the problem. In Context all involved stakeholders are analyzed and lastly, in Field the broader field is explored.

Overview chapter:

- 3.1 Research approach
- 3.2 Archeology
- 3.3 Context
- 3.4 Field
- 3.5 Key Takeaways

3.1 Research approach

The Project Brief (chapter 1.2) describes the design goal and the Stakeholder Overview (chapter 2) presents an overview of the Ministry, Directie X and the stakeholders involved in the process of 'Harmful and Immoral Online Behaviour'. This part of the process focusses on understanding the use-case and its complexity and the roles the stakeholders play in this space. Research according to the Frame Innovation methodology has been done (Figure 5) a sub-research question was composed..

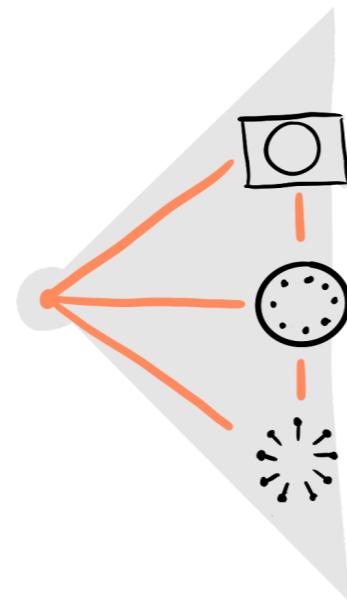


Figure 5: Discover phase

Research question:

What is the current process of 'Harmful and Immoral Online Behaviour' within the Ministry and what are the barriers?

The following activities were done to obtain insights:



Desk and Literature research on Harmful and Immoral Online Behaviour and the Ministry.



Observing (and working with) the current process of Harmful and Immoral Online Behaviour.



Interviewing the core stakeholders involved in the use-case Harmful and Immoral Online Behaviour.



Interviewing the extended stakeholders involved in the use-case Harmful and Immoral Online Behaviour.

3.2 Archeology



During the Archeology phase the history of the problem owner and the initial design goal is analyzed. Sub-questions were formulated to be able to do this:

- What is 'Harmful and Immoral Online Behaviour'?
- How does the Ministry currently operate and how are they approaching the use-case 'Harmful and Immoral Online Behaviour'?
- Who are the current problem owners of 'Harmful and Immoral Online Behaviour' and what actions prevail the problem?
- Which directions have the problem owners intentionally not taken?

Next to desk research done on reports, notes and literature published on the subject of 'Harmful and Immoral Online Behaviour', observing and contributing to the current process has also been done to collect data to answer above questions. Often stakeholders were interviewed for elaboration and perspectives to strengthen the observations. The interview guide can be found in appendix E.

The size and nature of Harmful & Immoral Online Behaviour

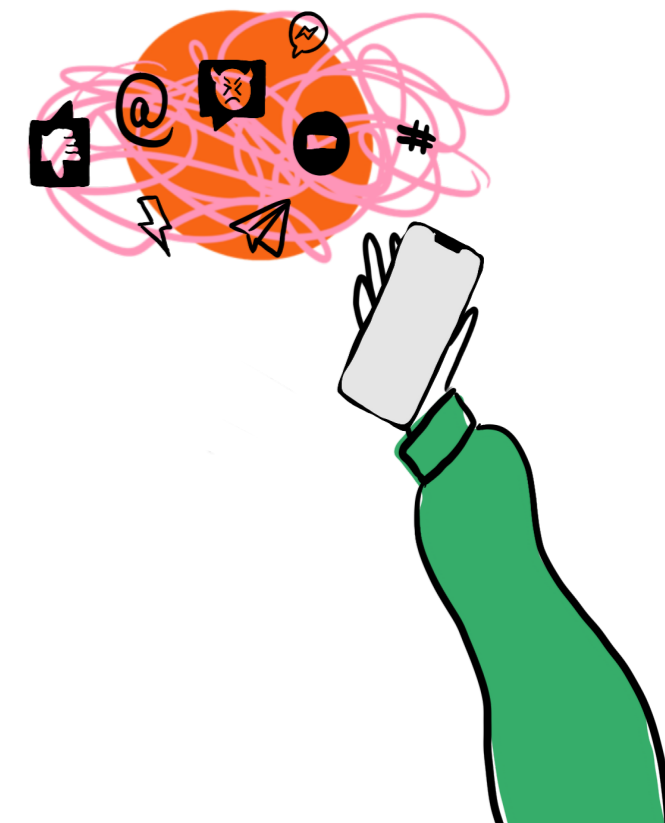
This phenomenon can affect individuals, groups and an entire society as a whole. It can vary from a girl who is starving herself, stimulated by an online community, to the doxing of civil servants or celebrities, to societal unrest because of conspiracy theories and incorrect information circulating around. It is of no doubt that the Dutch will risk being a victim, a perpetrator, or a witness of these behaviours sooner or later. In other words: anyone can encounter Harmful and Immoral Online Behaviour. (Rathenau, 2021)

With the help of 56 experts from academia, policy making, and practice the Rathenau Institute developed a taxonomy describes different types of behaviour that borders or exceeds the law. The reasons why the behaviour is possible online has been identified as mechanisms. These mechanisms inspire, facilitate, and boost Harmful and Immoral Online Behaviour. Mechanisms can have the same role, or even overlap this makes it complex to deal with. (Appendix D)

Harmful and Immoral Online Behaviour

The Ministry tries to address trends relevant to their mission (chapter 2.1). 'Harmful and Immoral Online Behaviour' is a trend which falls under this requirement. It encapsulates all borderline behaviour which is done in the online environment. The internet facilitates behaviour which can easily escalate. For example: normally, an individual would not verbally assault someone on the street. This same individual would not think twice to do so on Facebook. Neither would someone shoplift at a local supermarket, but the same person might experience a low threshold to commit fraud online (Rathenau, 2021).

In 2021 Directie X asked Rathenau to publish a report called 'Online Ontspoord' answering the question: *What is the size and nature of Harmful and Immoral Online Behaviour in the Netherlands, what are the underlying causes and mechanisms? Which actions should the government take to reduce this phenomenon?* (Rathenau, 2021)



The need to act now

The report concludes that it is necessary for the Dutch Government to start playing a more active role online, and suggestions a strategic agenda:



1. Redesign of the online environment

- Intervene on the attention economy
- Reinforce control from users about data and content
- Guarantee legal certainty and legal equality for users



2. Clarifying online standards

- Promote the conversation about norms and values online
- Demand attention for existing norms



3. Protect users and assist victims

- Take care of victims
- Be present online
- Guard the balance between different rights online



4. Strengthen adaptive abilities

- Coordinate expert exchange
- Facilitate networks of involved actors

The four aspects are a combination of direct interventions, collaborations between relevant stakeholders, facilitating interactions with and care for the end-users, as well as strategically preparing for the future context of Harmful and Immoral Online Behaviour. It is intended for the Dutch Government to use as a baseline to research further and think of a collective response.

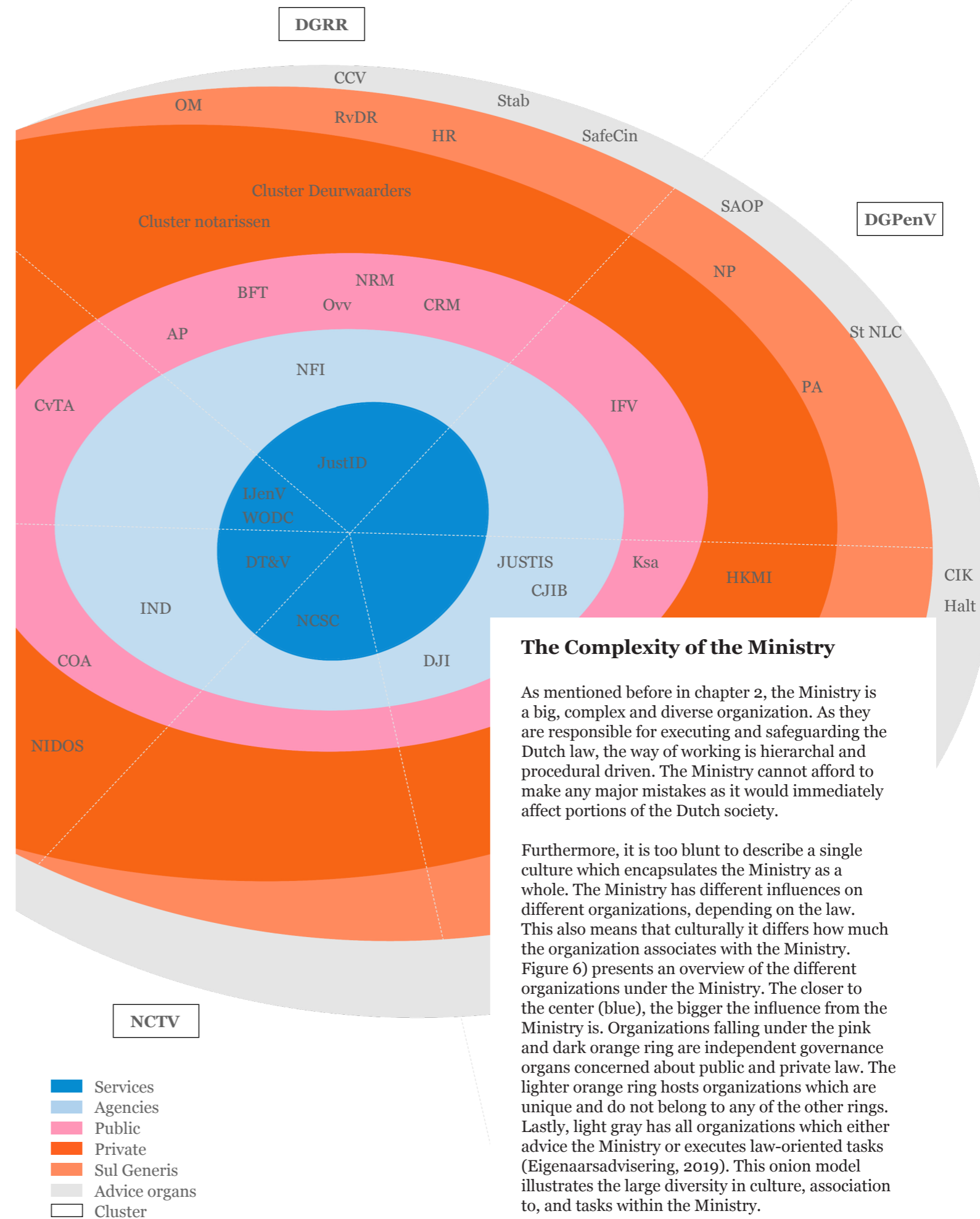
Rathenau Institute initiated a well-researched starting point for the Dutch Government to. They identified many aspects of the problem. As it was an exploratory research, solution areas were intentionally kept abstract to allow the government to interpret further on.

The wickedness of Harmful and Immoral Online Behaviour

A wicked problem is defined as problems with high levels of complexity, uncertainty, and divergence of values between different stakeholders (Head, 2008). According to Schaminée (2018) there are four traits which characterize a wicked problem:

- Dynamic: they change constantly
- Open: they are accessible to many
- Networked: they can rarely be solved by a single stakeholder
- Complex: simple solutions are not effective or permitted

'Harmful and Immoral Online Behaviour' according to Rathenau's report match these characteristics above. It requires an agile response that embraces its complexity in stakeholder management and interventions.



The Complexity of the Ministry

As mentioned before in chapter 2, the Ministry is a big, complex and diverse organization. As they are responsible for executing and safeguarding the Dutch law, the way of working is hierarchal and procedural driven. The Ministry cannot afford to make any major mistakes as it would immediately affect portions of the Dutch society.

Furthermore, it is too blunt to describe a single culture which encapsulates the Ministry as a whole. The Ministry has different influences on different organizations, depending on the law. This also means that culturally it differs how much the organization associates with the Ministry. Figure 6) presents an overview of the different organizations under the Ministry. The closer to the center (blue), the bigger the influence from the Ministry is. Organizations falling under the pink and dark orange ring are independent governance organs concerned about public and private law. The lighter orange ring hosts organizations which are unique and do not belong to any of the other rings. Lastly, light gray has all organizations which either advice the Ministry or executes law-oriented tasks (Eigenaarsadvisering, 2019). This onion model illustrates the large diversity in culture, association to, and tasks within the Ministry.

Figure 6: Organisation scheme (not all is included)

“Civil Servants of the Ministry of Justice and Security are generally protective of their process and very result driven”

- Directie X employee (communications)

The Civil Servant

Civil servants work for central and state governments, and answer to the government, not a political party. When someone works for the Ministry, they too are a civil servant. It is important to note that due to the complexity of this Ministry, people working for it do not always answer to the general term of a civil servant. However, as all employees of the Ministry did a civil servant oath (Rijksoverheid, 2022), certain values are attached to a civil servant.

Generally, civil servants’ tasks involve implementing government policy, which is also called public administration. The traditions regarding public administration represent evolving public values and narratives of legitimation on the role of the government (Bourgon, 2011).

Because the Ministry process driven and concerned with the well-being and safety of the civilians, civil servants within the Ministry are busy and reactive (Directie X, 2021). To be able to ensure law is executed correctly, civil servants work in a process driven manner that is often directed in a hierarchal matter (Braams et al. 2021). These characteristics are highlighted by Braams et al. (2021) as being the main cause why innovation is a challenge for a government.

Because of the process driven methods and the reactive practices, there is little room for reflection (Rathenau, 2020), meaning there is no clear overview of activities and knowledge present within the Ministry. Often practices that could be considered ineffective are maintained this way. An example Rathenau presents in their report ‘Kennis, kunde en beleidskeuzes’ is how complex policy issues are still being treated as gathering as much information as possible without critically asking what to do with this knowledge. It results in regarding knowledge as a ‘final product’ rather than developing knowledge in a co-productive way which is more suitable to the challenges the Ministry face today.

Political and Media Influence

Of course, politics have a great influence on the Ministry. As mentioned before, political lead gets selected every four years. This results in a reorganization each time, where the focus shifts. It makes it challenging for the Ministry to strategize beyond the four-year term of the current cabinet. Safety and Security is also a very trendy topic to debate about in politics and the media. Often promises are made by politicians, which are expected to be executed by the Ministry’s civil servants. One of the reasons why the Ministry often is portrayed negatively in the media is because these promises are not possible to be met (due process driven culture the Ministry has). Politics tend to draw attention mainly towards reactive activities, which media likes to run with. It results in a protective and scared mentality among the civil servants of the Ministry.

Previous work

This project is the third strategic product design thesis that was done in collaboration with Directie X. Even though the focus was on ethics and policymaking around AI, similar conclusions were made about the current practices within the Ministry:

The Ministry lacks a shared vision, aligned prioritization and have differences in interest (Baan, 2021). This is because the civil servants do not have the space to look further ahead, as they are swept away by the issues of today (Geerlings, 2020). Both designers acknowledged the current state of the Ministry is only suitable to react to the issues of today.

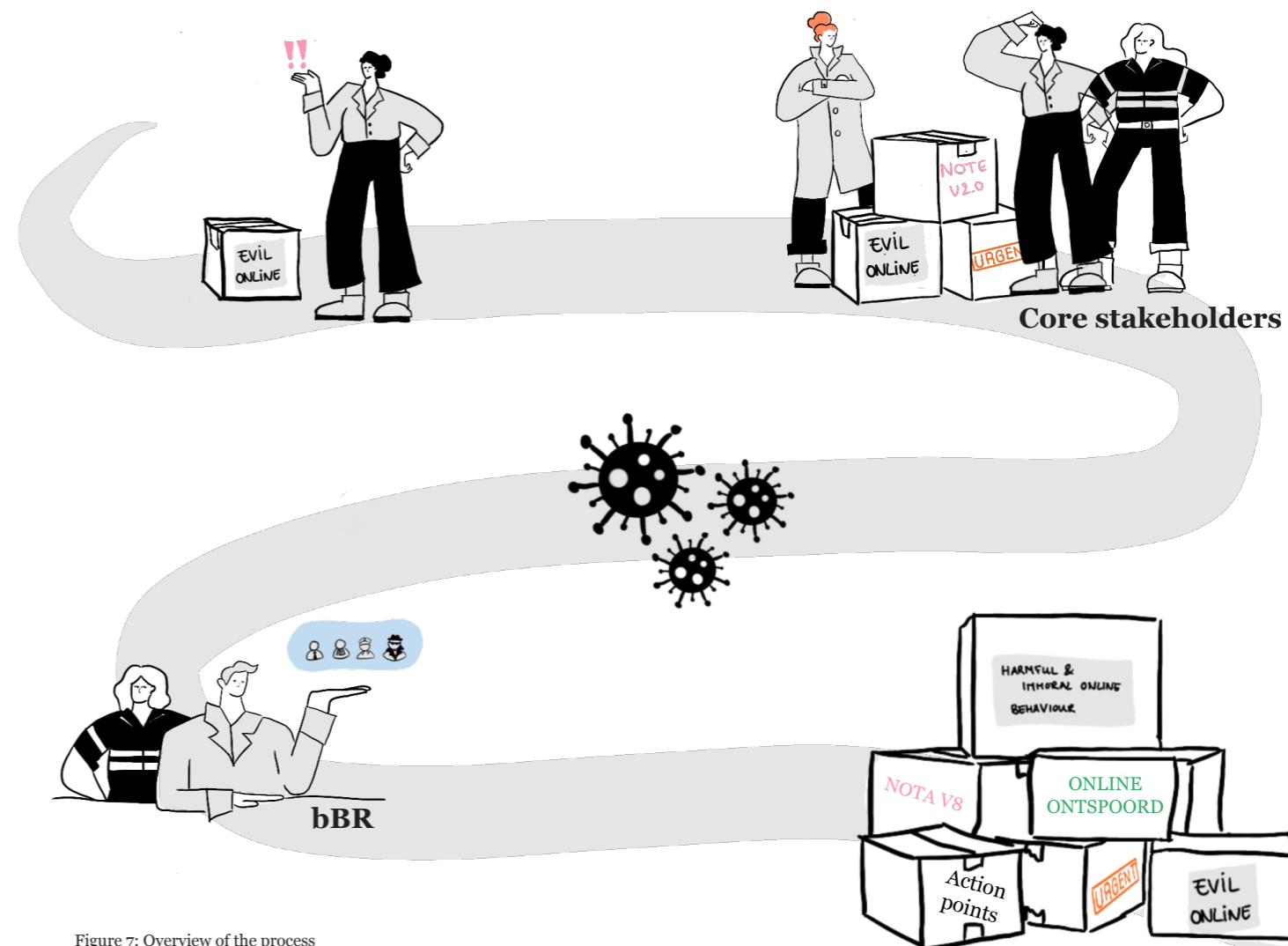


Figure 7: Overview of the process

The process of ‘Harmful and Immoral Online Behaviour’ within the Ministry

As mentioned before (chapter 1.1), in late 2018 Directie X (formally known as Knowledge and Strategy) started drawing attention towards ‘Harmful and Immoral Online Behaviour’. By inviting Jeroen van Hoven to talk about his book ‘Evil Online’ at a monthly bBR meeting they succeeded to communicate the urgency of the phenomenon. The general realization was that there was insufficient response from the government.

A group of ‘core stakeholders’ was assembled which existed out of DX, NCTV and NP, which was based on affinity and feeling of urgency towards the phenomenon. They were assigned to work on a note. A note is a document often used by the Ministry to communicate matters throughout the organization. This specific note would entail the steps necessary to take to respond towards ‘Harmful and Immoral Online Behaviour’.

Due to COVID-19 this process delayed. This is a good example to illustrate how the stakeholders involved were ‘swept away’ by reactive activities. Halfway through 2021, when the intensity of the pandemic lessened, DX re-assembled the core-stakeholders and asked for the Rathenau Institute to publish ‘Online Ontspoord’ (chapter 3.2). From Online Ontspoord the Strategic Agenda was included in the note and taken to the bBR meeting in the summer of 2021.

The four action points presented were:

1. Rearranging the Online Environment
2. A vision on the presence of the Government in the Online Environment
3. Clarifying online norms and values
4. Strengthening adaptive capabilities and knowledge position of the Ministry

The bBR had a refuel of urgency towards the topic and asked for a broader support within the Ministry. New stakeholders were included: OM, DWJZ, DGPenV and DGRR (chapter 2). To enhance ownership among the new stakeholders, a

creative session was hosted by the core stakeholders (figure 8). The goal of the brainstorm was to find which existing initiatives fit under which strategic theme from the note, where there are potential opportunities and how the current four strategic cover the response of ‘Harmful and Immoral Online Behaviour’.

The result of the session showed how the wickedness of ‘Harmful and Immoral Online Behaviour’ and the complexity and diversity of the Ministry collided. The extended stakeholders had much input to add because the four themes allowed much room for it. However, the stakeholders communicated from different levels and cultural perspectives, so that the conversation often jumped from different levels of abstraction. The core stakeholders wanted to include all these insights, which resulted in editing the note towards an even higher abstraction than it already was.

The process with the bBR came to a hold in December 2021, when the bBR did not conclude anything about the new note and was delayed until further notice because of the 2022 formation of the Rutte IV cabinet it was not seen as a priority (figure 7).



Figure 8: Creative session hosted by the core stakeholders

3.3 Context



During the context phase, the involved stakeholders were analyzed. This way the process is seen from human-centered and multiple perspectives.

Stakeholders involved in the process are considered either core or extended. To be able to do this, the following sub-questions were formulated:

- Who are core and extended stakeholders?
- What are their pains and gains?
- What are their needs?

By observing the process and interviewing all stakeholders involved, data was collected to be able to answer above questions. All these insights were gathered and can be found in Appendix F.

Core Stakeholders

In chapter 3.2.3 stakeholders were introduced along the course of the process of 'Harmful and Immoral Online Behaviour'. Stakeholders which are considered being the 'core' are the parties who drew attention towards the phenomenon in the beginning and worked on the early versions of the note. The following paragraphs describe the process from the different perspectives of the core stakeholder group.

Directie X

In Chapter 2 Directie X was introduced with five different programmes, two of these are Strategy and Knowledge. Their task is to signal relevant trends for the Ministry and organize sessions on these trends for relevant Ministry stakeholders to inform and educate them. A strategist from 'Knowledge and Strategy' organized a gathering in late 2018 to draw attention towards 'Harmful and Immoral Online Behaviour'. They felt that the phenomenon was big and important to widely spread awareness within the Ministry.

The main objective of the strategist is to find stakeholders who take up ownership, so that they can continue with signaling other significant trends. This was also their main hurdle during the process: everyone involved already is busy and the phenomenon was abstract, new and had not natural owner. This left the strategist to feel lonely in the process. This was not only witnessed by the strategist, but also by all other stakeholders. The

way the strategist proceeded to invited experts and hire Rathenau Institute to materialize 'Harmful and Immoral Online'. They mentioned this was a common technique they used, as "pressure from outside the Ministry is the most effective approach". Furthermore, they mapped out movements within the Ministry which responds to 'Harmful and Immoral Online Behaviour'. In other words: the strategist turned out to be the owner and manager of the phenomenon within the Ministry (even though they did not want to be the main problem owner). It was challenging experience, as the strategist confirmed that hierarchy and different cultures posed a barrier for collaboration. Management, directors, and sometimes entire departments needed to approve on a note explaining what to do before people were allowed to make time to collaborate.

Nationale Politie (NP)

During the first bBR meeting in 2019 where 'Harmful and Immoral Online Behaviour' was discussed the director of the NP volunteered as a representative. The NP are an organ which has a close relations to the Dutch Civilians. They have first-hand experience with Harmful and Immoral Online and how the Dutch Law has insufficient handholds to respond to cases related to the phenomenon. They are action driven, because they apply the law practically and daily on the streets.

Several different movements took place around the same time. While DGPenV director volunteered as a cluster to take ownership, a strategic advisor from the NP Innovation team also worked on Harmful and Immoral Online Behaviour. Therefore, the strategic advisor was appointed to join the core stakeholder group. They have a clear overview of activities within the NP that respond to 'Harmful and Immoral Online Behaviour'. However, the phenomenon proved to be laborious: there is not natural owner and the complexity was high. There were doubts within the NP if they should be in the core stakeholder group, as the conversation remained very abstract. They felt like there would be much more result when stakeholders would step away from theory.

Furthermore, they noticed that taking ownership was heavily connected to personal interest in an issue, which would mean there should be a focus on intrinsic motivation. They witnessed internal movement among civil servants, which caused intrinsic motivation to move away from the phenomenon.

"When the complexity is decreased and there is more action taken to respond to Harmful and Immoral Online Behaviour, there will be more ownership on execution level."

– Strategic Advisor National Police



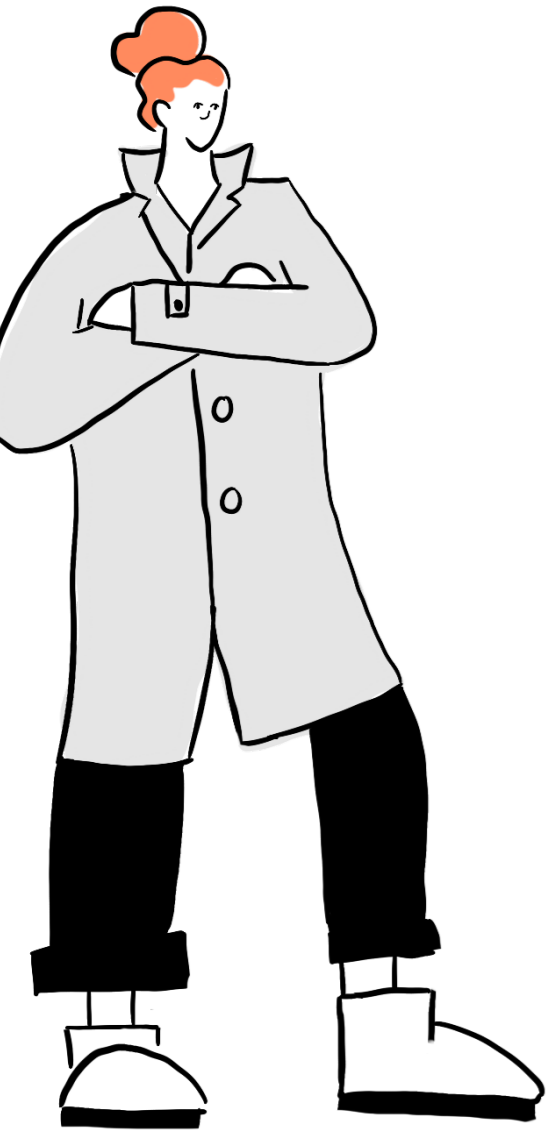
"I have been looking for an owner for Harmful and Immoral Online Behaviour for years now, it has been very draining"

- Strategist Directie X



“I have been assigned to this topic by my boss, it makes it feel like a ‘have-to’”

– Strategic Advisor NCTV



Nationale Coördination Terrorism & Security (NCTV)

The director of NCTV too, came forward in 2019 to volunteer as a representative. The NCTV tracks (potential) national disruptive occurrences. ‘Harmful and Immoral Online Behaviour’ is a phenomenon which also has been on their radar, so the director felt urgency for the Ministry to act upon the phenomenon.

The current strategist working with the core stakeholders has been assigned to collaborate on behalf of the NCTV Director, since halfway 2021. They consider this process to be a ‘have-to’, because they do not see a direct role as the NCTV. The mission of NCTV is to act on national disruptive occurrences which ‘Harmful and Immoral Online Behaviour’ is not. So it does not exactly fit their mission and struggle to find the time to collaborate with the stakeholders and contribute to the process.

Furthermore, they experience the process of this use-case to be painful. They mentioned that they believe stakeholders should have been included much earlier. They observed no ownership and found it frustrating nobody wanted to cooperate. NCTV announced late 2021 to withdraw from the core stakeholders as there were pressing matters at hand for the organization.

Extended Stakeholders

In the summer of 2021, the bBR told the core stakeholders to broaden the support around the response to ‘Harmful and Immoral Online Behaviour’. Stakeholders included were: OM, DGRR, DGPenV and DWJZ (chapter 2). When observing the group of stakeholders during and after the brainstorm (chapter 3.2.3) there was much resistance. Urgency was not the issue: there was a broad concern around the phenomenon that even reached their private lives. In fact, they found it so concerning that it was too big for their own organization, or even for the Ministry. On top of that the stakeholders were rather protective of their agenda, if it does not exactly fit in their organization’s mission they are reluctant to appropriate it. Making them move responsibility around and especially away from them.

The note, which was used to convince the extended stakeholders, was seen as abstract. However, to stimulate ownership, stakeholders were allowed to give feedback. Feedback ranged from all kinds of different perspectives and levels of abstraction. The conversation would shoot from encryption laws to anonymously tracking civilians. They had a lot to comment to the note, showing that the stakeholders probably should have been included earlier in the process.

Brede Bestuursraad

During the research there was no chance to directly speak to someone from the bBR. Insights on this organ have been gathered through perspectives from the core Stakeholders and notes taken at their meeting. As mentioned before (chapter 2) the bBR is a group of directors who meet regularly to discuss urgent matters. For Harmful and Immoral Online Behaviour Directors from the NP and NCTV have been taking ownership and supported the core stakeholders. Because the Ministry works in a hierarchal approach, it is deemed essential to convince the bBR to gain capacity. The note is a document presented to them as a guidance, but they do not ‘approve’ of anything; however, they do decide where time and capacity is spent on. This makes them an essential stakeholder in the process.

“This phenomenon seems more suitable for DGRR or DGRO”

– Strategist OM



The bBR felt the urgency since 2019, however contributed to the delay of the process. The first two meetings the bBR asked for more concrete action plans in the note, the third they asked for more stakeholder involvement. The last meeting concluded that the current approach did stall the process, however more urgent matters were on the agenda. Therefore, the matter was postponed until further notice.

Overview of all stakeholders

Figure 9 shows an overview of the core stakeholders discussed in previous chapters.

It became apparent during the observations and interviews that ownership was the main issue in the process. Stakeholders all felt the urgency of the phenomenon, yet it was too abstract and they had too little time for their organization or they felt it did not fit exactly to immediately take it upon them to start working on it. This resulted in knowledge, notes and action points being moved between the stakeholders as 'boxes of information'. It showed friction between people involved, as no one wanted to 'open these boxes'. This visual overview has also been shared with the directorate (Appendix H)

The response towards 'Harmful and Immoral Online Behaviour' poses striking similarities to the multiple gains approach (Schaminée, 2018) (figure 10). It focusses on mutual interests which through debating and negotiating results in a mutual gain. In the case of the process: it is approached by sharing the common interest of urgency to respond to such a big and complex phenomenon. However, through the debating and negotiating the mutual gain results in no action. As explained in chapter 3.2, the 4 action points the stakeholders are asked to act on, are of too abstract. Through debating and negotiating it did not lead to concrete and action-driven directions but even higher abstraction. (Schaminée, 2018)

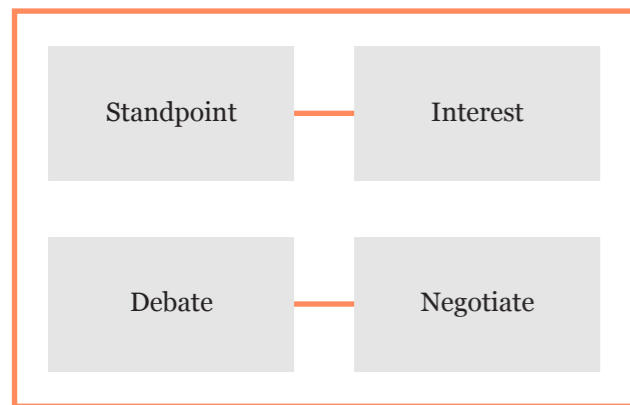


Figure 10: Multiple gains approach

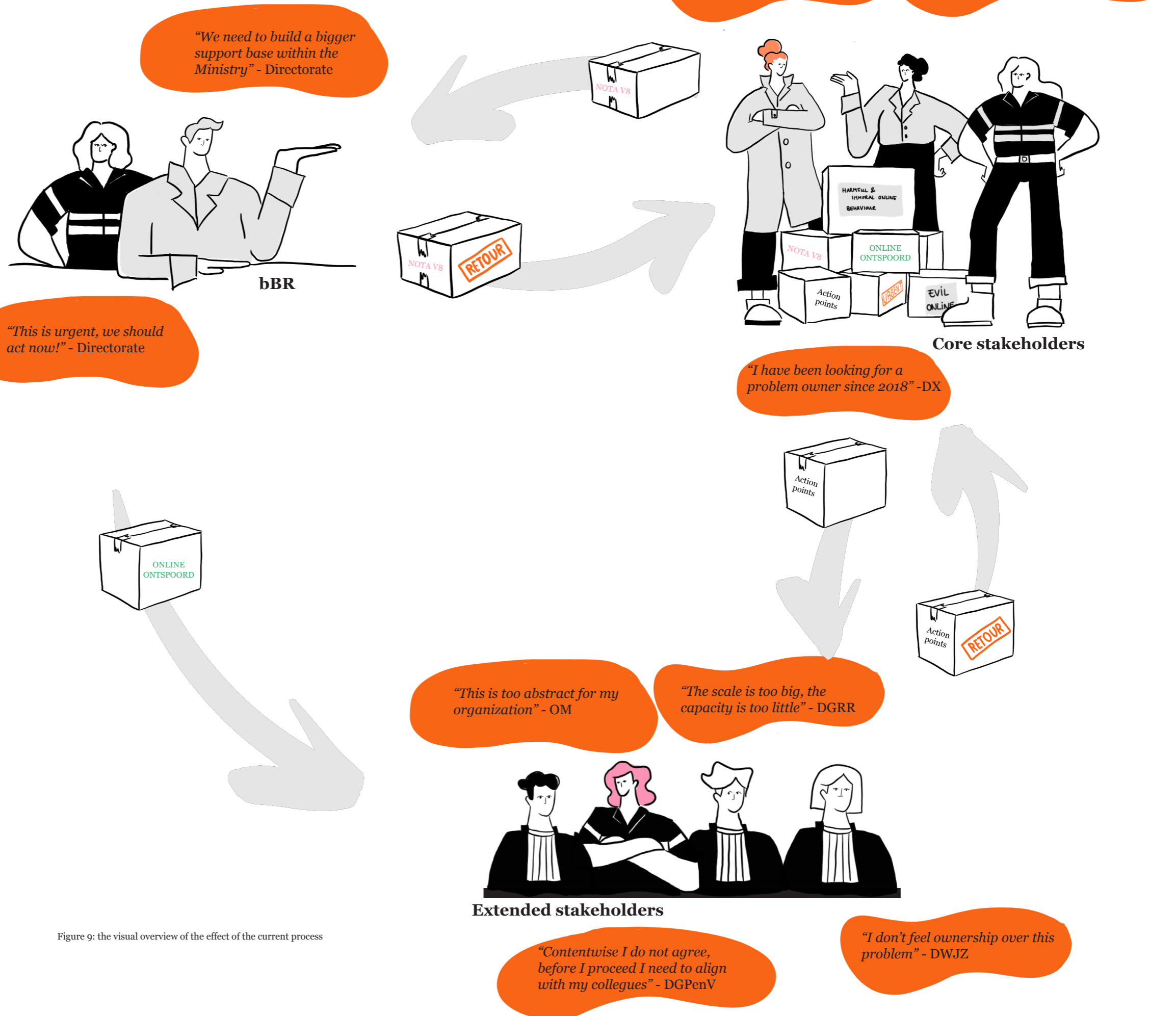


Figure 9: the visual overview of the effect of the current process

3.4 Field



During the Field phase the broader societal field was explored to find opportunities and interesting (potential) stakeholders. To be able to do this, the following sub-questions were formulated:

Which other direct/indirect stakeholders could play a role in strategising for Harmful and Immoral Online Behaviour?

Which of those have common/shared values to the inner stakeholders?

Next to desk research done on reports, notes and literature published on the subject of 'Harmful and Immoral Online Behaviour'. Observing and contributing to the current process of 'Harmful and Immoral Online Behaviour' was also done to collect data to answer above questions. Stakeholders were frequently interviewed for elaboration and perspectives to strengthen the observations. The interview guides can be found in appendix E.

Overview expanded stakeholder field

In figure 11 an overview of potential direct and indirect stakeholders are shown. It is a broad collection of different types of stakeholders which are connected to 'Harmful and Immoral Online Behaviour'. The criteria to include stakeholders in the overview were either being affected by or influencing the phenomenon.

In the overview several stakeholders from different layers are highlighted. As Schaminée (2018) mentions it is important to include design practices next to the multiple gains approach (Figure 12). These practices include co-creative processes which go beyond interests and standpoints, and engages people based on their intrinsic motivation.

Stakeholders highlighted are interesting to include in the process because they have shared interests, values and propositions which can affect the process positively. Every stakeholder which is highlighted has a concern or feeling of urgency regarding Harmful and Immoral Online Behaviour. They are

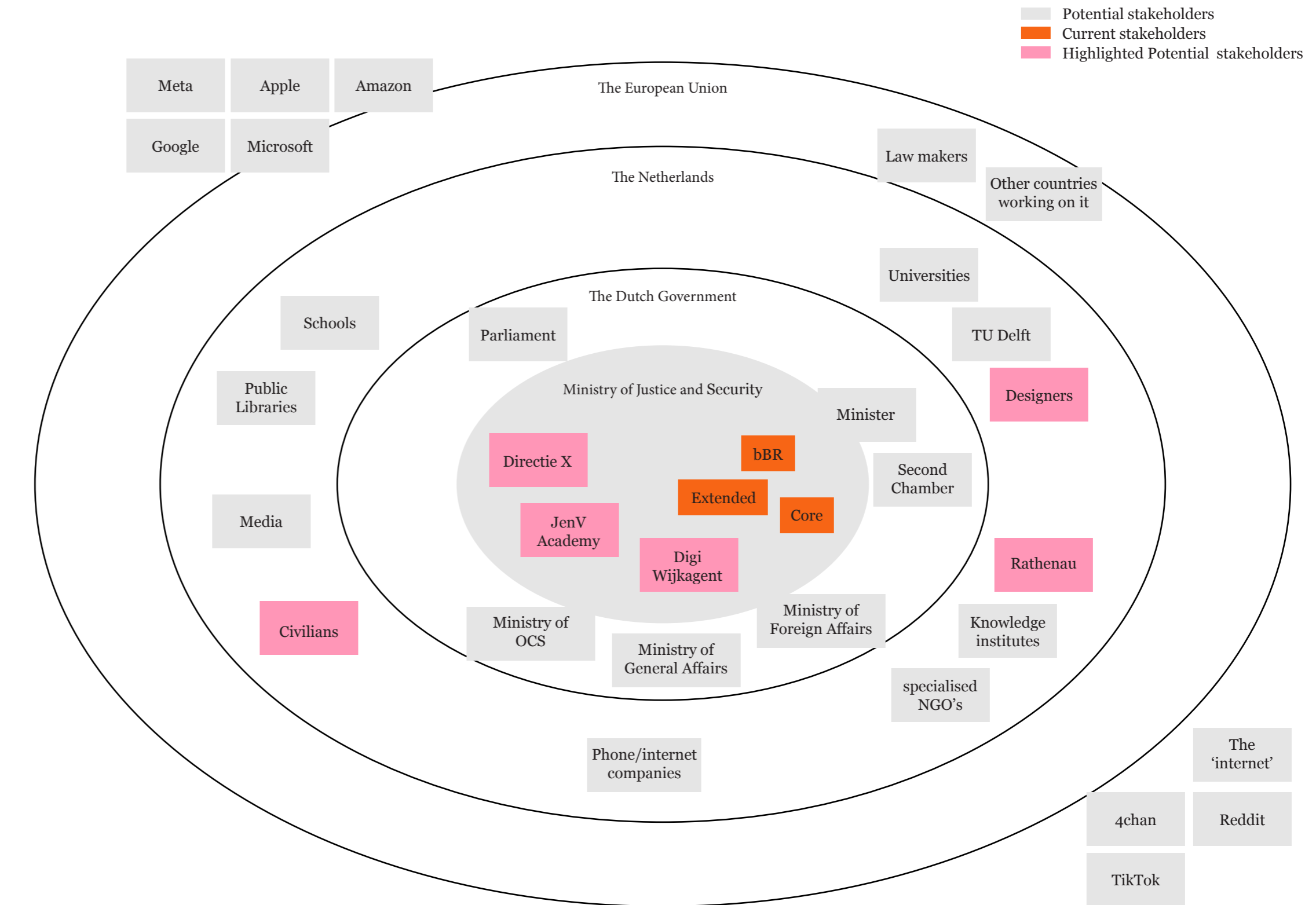


Figure 11: Overview stakeholders

selected over the non-highlighted stakeholders because they are easily accessible from the core stakeholders perspective.

They will be further elaborated in the following chapters. Their most compelling interest is highlighted to understand how to trigger their intrinsic motivation. Furthermore, interesting values are mentioned to indicate their addition to the process.

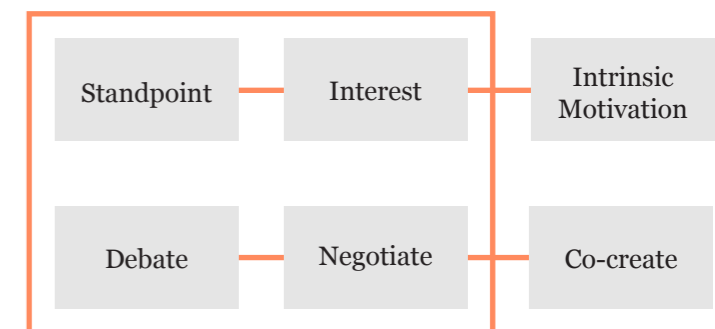
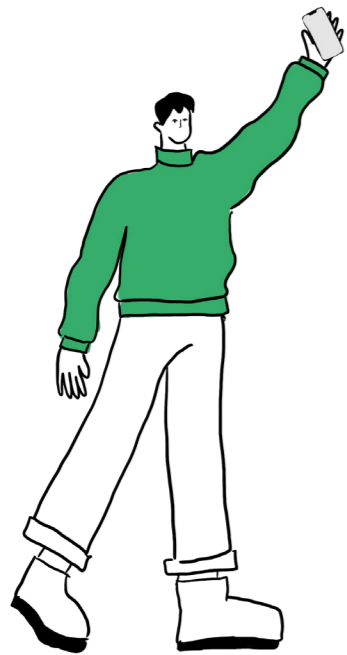


Figure 12: Multiple gains approach with design thinking



The Civilian

Interest: Being protected by their government in the contest of Harmful and Immoral Online Behaviour

Value: Provide end-user insights

During the process it was interesting to observe that the civilian's point of view is barely included in the process. It was only indirectly presented through Rathenau's Online Ontspoord. Of course, because the phenomenon affects literally everybody in the Netherlands who have access to the internet, inner stakeholders were automatically also civilians. However, it is not advisable to let stakeholders take up two stakeholder roles. As values and propositions could clash. This is grounded on the observations done during the process. Design experience shows that to be able to come up with solutions or directions that are desired by their end-users – which are the Dutch Civilians – they need to be included in process.



The Designer

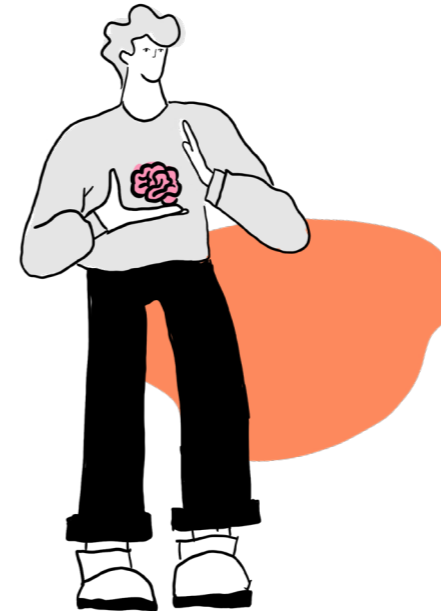
Interest: Maturing design practice by applying it to social wicked problems

Value: Provide design tools to reframe, co-create and move towards tangible results.

Over the past years the notion of design being capable of addressing wicked problems has increased (Buchanan, 1992; Rittel & Webber, 1973). At the faculty of Industrial Design Engineering it has become popular to apply design to use cases involving wicked problems such as: Climate Change, Inclusivity, Energy transitions, etc. In countries like Great Britain (PolicyLab), Denmark (MindLab) and Finland (Helsinki Design Lab) governments already initiated labs which hosts designers applying (strategic) design in governments to support policy making and steer towards synthesis (Holierhoek & Price, 2019).

Topics specifically involving society's justice and security designers have become increasingly active. For example: Dutch Design Week 2021 displayed the Embassy for Safety. This is a group of designers supporting the safety domain by contributing to solutions regarding polarization, undermining and online security with design methodology. (World Design Embassies, 2022)

Designers can help the process of 'Harmful and Immoral Online Behaviour' by supporting the stakeholders in reframing, practice and facilitate co-creativity and move towards action-driven goals.



JenV Academy

Interest: Familiarize with new and unfamiliar educational practices to support the Ministry

Value: Have (physical) space to host educational and knowledge driven sessions

Parallel to the activities around the analyzed process, the strategist from Directie X also focused on 'Strengthening adaptive capabilities and knowledge position of the Ministry' (chapter 3.2.2) by collaborating with JenV Academy to host knowledge-based sessions for the entire Ministry to enhance urgency. JenV Academy finds it important that the Ministry knows about current and future relevant trends.

They are also interested in bringing new forms of learning and practices to the Ministry to be more equipped for innovation. They are positioned central in the Ministry and therefore have easy access to many departments. JenV Academy's role is currently based on spreading more knowledge around the Ministry, which is essential. However, they can also provide a space where all interesting stakeholders mentioned here could collaborate.



Digitale Wijkagent

Interest: Protecting civilians in the online environment

Value: Provide insights to online environments and provide opportunities

The Ministry has several initiatives and projects which respond to 'Harmful and Immoral Online Behaviour'. One of these initiatives is the Digitale Wijkagent. An initiative by the National Police that uses community officers to serve as an online presence. They focus on social media outlets to scope what civilians are currently occupied with online. The purpose of this initiative is to do research on digital criminality, giving tips and information to colleagues within the Police and civilians on how to safely use the internet and communicate potential threats that form online and might take place in the physical world. (Politie.nl, 2022)

Involving an existing initiative in the process could provide tangible insights on the status of the phenomenon, the response to it and what chances and opportunities the Ministry has.



The Rathenau Institute

Interest: As ‘Harmful and Immoral Online Behaviour’ increases in wickedness, they want the Government to respond to this and protect Dutch Civilians.

Value: Expert knowledge and access to experts on ‘Harmful and Immoral Online Behaviour’.

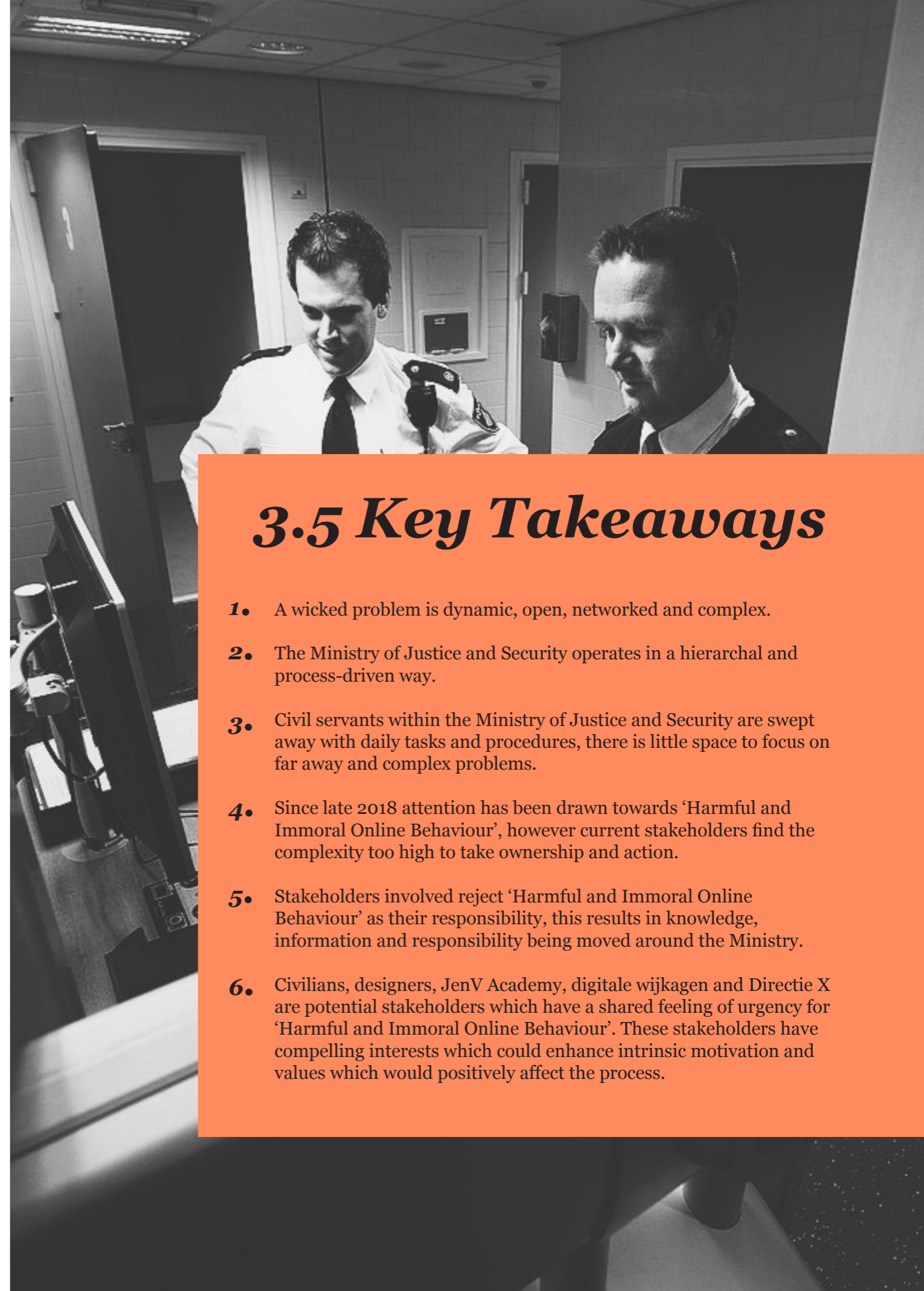
By delivering an extensive explorative study to the Ministry, Rathenau Institute proved to be valuable expert on ‘Harmful and Immoral Online Behaviour’. They also have access to 56 experts regarding the topic (Rathenau, 2021). Originally research done by the Rathenau Institute was used to publish it in the media to exert external pressure on the Ministry. As elaborated in chapter 3.2 this did not contribute positively to the Ministry and its culture. That’s why Directie X’s strategist worked on stakeholder relations which resulted in to the Rathenau Institute being evolved as a trusted source of knowledge to the Ministry. However, expert knowledge can also be used further than a finished product. They have potential to collaborate and think along what the response to ‘Harmful and Immoral Online Behaviour’ should be.

Directie X

Interest: Support the Ministry to practice innovation by drawing attention to future trends

Value: Facilitate the management of networks and strategize a response to ‘Harmful and Immoral Online Behaviour’.

Partly, Directie X is already involved in the current process. Directie X’s Strategist has communicated the urgency, gathered stakeholders, and initiate a network. However, their current tasks do not include spreading and maintaining the ownership of ‘Harmful and Immoral Online Behaviour’. This causes one of the core stakeholders to be part of the ownership issue. A way to overcome this is to revise Directie X’s role in the process. Instead of having one or two separate innovators work separately on the phenomenon, have them collaborate and become gatekeepers. This offers Directie X a pathway towards their interest.



3.5 Key Takeaways

1. A wicked problem is dynamic, open, networked and complex.
2. The Ministry of Justice and Security operates in a hierarchal and process-driven way.
3. Civil servants within the Ministry of Justice and Security are swept away with daily tasks and procedures, there is little space to focus on far away and complex problems.
4. Since late 2018 attention has been drawn towards ‘Harmful and Immoral Online Behaviour’, however current stakeholders find the complexity too high to take ownership and action.
5. Stakeholders involved reject ‘Harmful and Immoral Online Behaviour’ as their responsibility, this results in knowledge, information and responsibility being moved around the Ministry.
6. Civilians, designers, JenV Academy, digitale wijkagen and Directie X are potential stakeholders which have a shared feeling of urgency for ‘Harmful and Immoral Online Behaviour’. These stakeholders have compelling interests which could enhance intrinsic motivation and values which would positively affect the process.



4. Define

This chapter provides the steps taken to turn the insights gathered from the Discover chapter into insights to redefine the problem space and focus on a direction for the design phase.

It kicks off with an explanation of the research approach. Inspired on the frame innovation steps, themes are determined through previous research insights, followed by paradoxes which sustains the problem as perceived. The chapter ends with the redefined problem statement and the key takeaways.

Overview chapter:

- 4.1 Research Approach
- 4.2 Themes
- 4.3 Paradoxes
- 4.4 The Design Focus

4.1 Research approach

Dealing with many different insights, perspectives and structural complexity asked for converging to be able to find a solution space and a good focus. To be able to achieve this Frame Innovation Methodology was applied (figure 13) and a research question was composed.

Research question:

What are the underlying mechanisms/themes which maintains the problem as perceived and how can we reformulate the problem statement to find a suitable solution space?

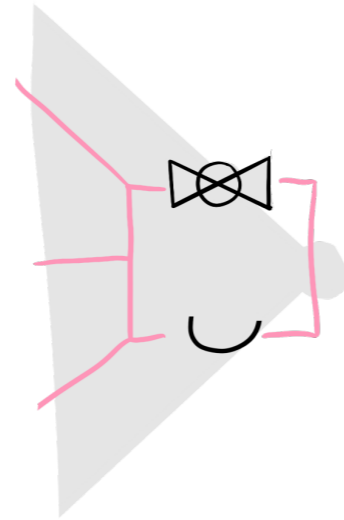






Figure 13: Discover phase

The following activities were done to obtain insights:

-  Collecting and clustering insights and develop themes
-  Host a workshop to validate themes
-  Formulate paradoxes from the insights
-  Define a design focus

4.2 Themes



During the Themes phase insights have been clustered to find patterns and mechanisms which are formulated as themes. To be able to do this the following sub-question was formulated:

Which insights show different perspectives on the same topic?

Insights were clustered per source, followed by clustering per topic. When topics were formed, a title was given to a cluster. (Appendix G) Lastly, all themes will be separately elaborated in the following chapters.

Overview of the Creation of Themes

There were countless insights gathered throughout the research phase. It was necessary to structure and interpret them (Sanders & Stappers, 2014).

This was done through clustering. Firstly, insights we categorized on type. They were either desk and literature research (literature, report, papers, etc), observations or interview insights. Not all insights were included, a selection of the most relevant, repetitive, or ones which added value to other insights were selected. This way it enabled the research to focus towards one direction. Different colours were used for this step.

Using clustering, insights were re-categorized. They were grouped when it was overlapping on a topic or multiple topics. This way clusters were formed by different types of insights (figure 14).

Finally it became clear that the clusters holding different insights were themes. Therefore, the clusters were given names. Themes were showing overlap and related to each other, which is why the themes are presented per group. Figure 15 shows an overview, followed by an elaborated on the themes per group.

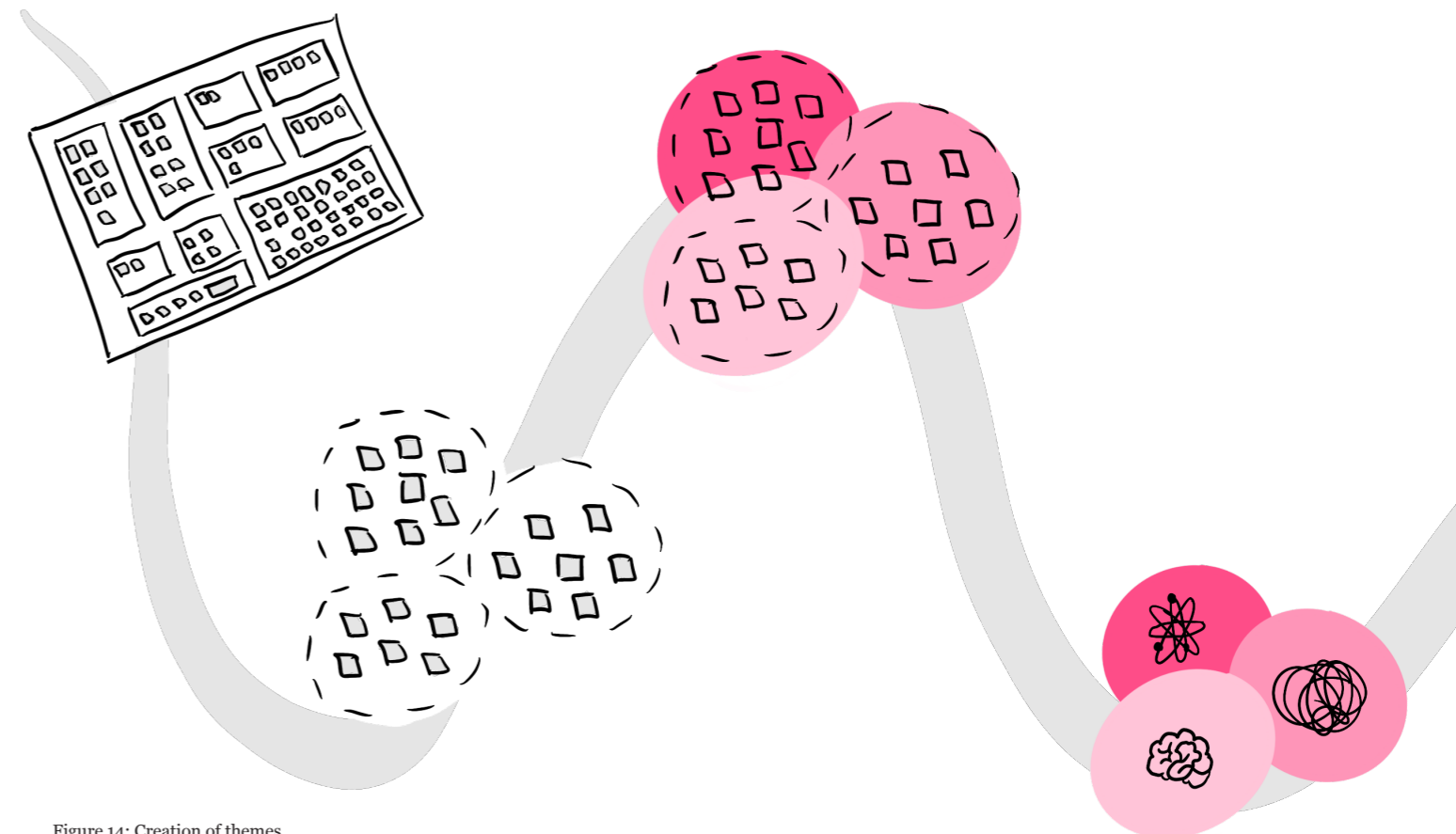


Figure 14: Creation of themes

Harmful and Immoral Online Behaviour

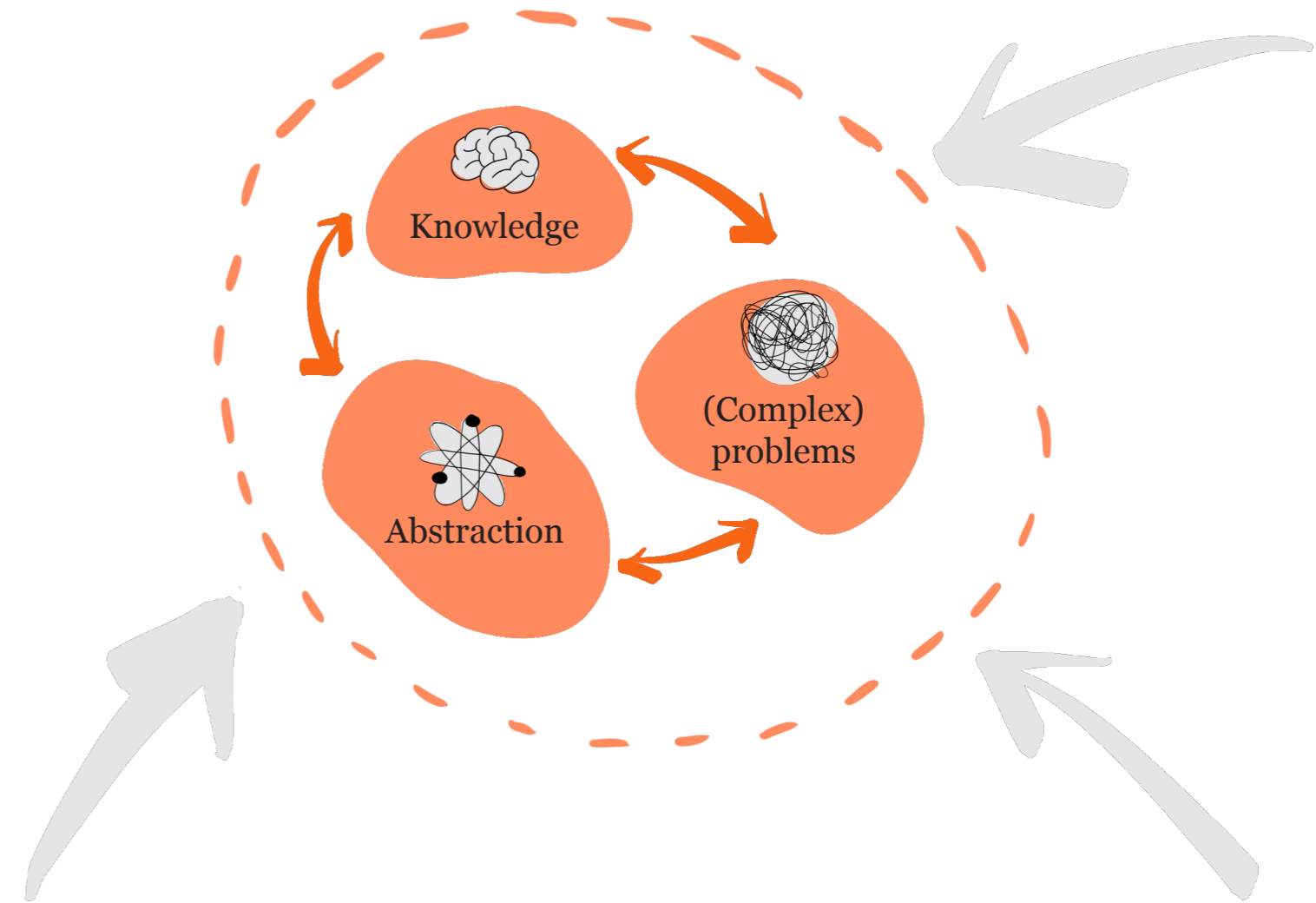


Figure 16: Group: harmful and immoral online behaviour

“The process is going rather slow. I think it is because of the type of topic. It does not fall under a specific typology”

– Strategic Advisor NP



Group: Harmful and Immoral Online Behaviour

The group Harmful and Immoral Online Behaviour is about the themes that describe the phenomenon (figure 16).

(Complex) Problems: The Ministry increasingly must deal with wicked problems.

Abstraction: Complex problems bring a high level of abstraction because the problem is big and complex.

Knowledge: A lot of content driven information about ‘Harmful and Immoral Online Behaviour’ is gathered and shared within the Ministry.

The arrows between these themes signifies the effect each theme has on each other. The complexity of this problem increases the abstraction, that is why much knowledge is gathered. In return because of the amount of information, difficulty to lower abstraction prevails.

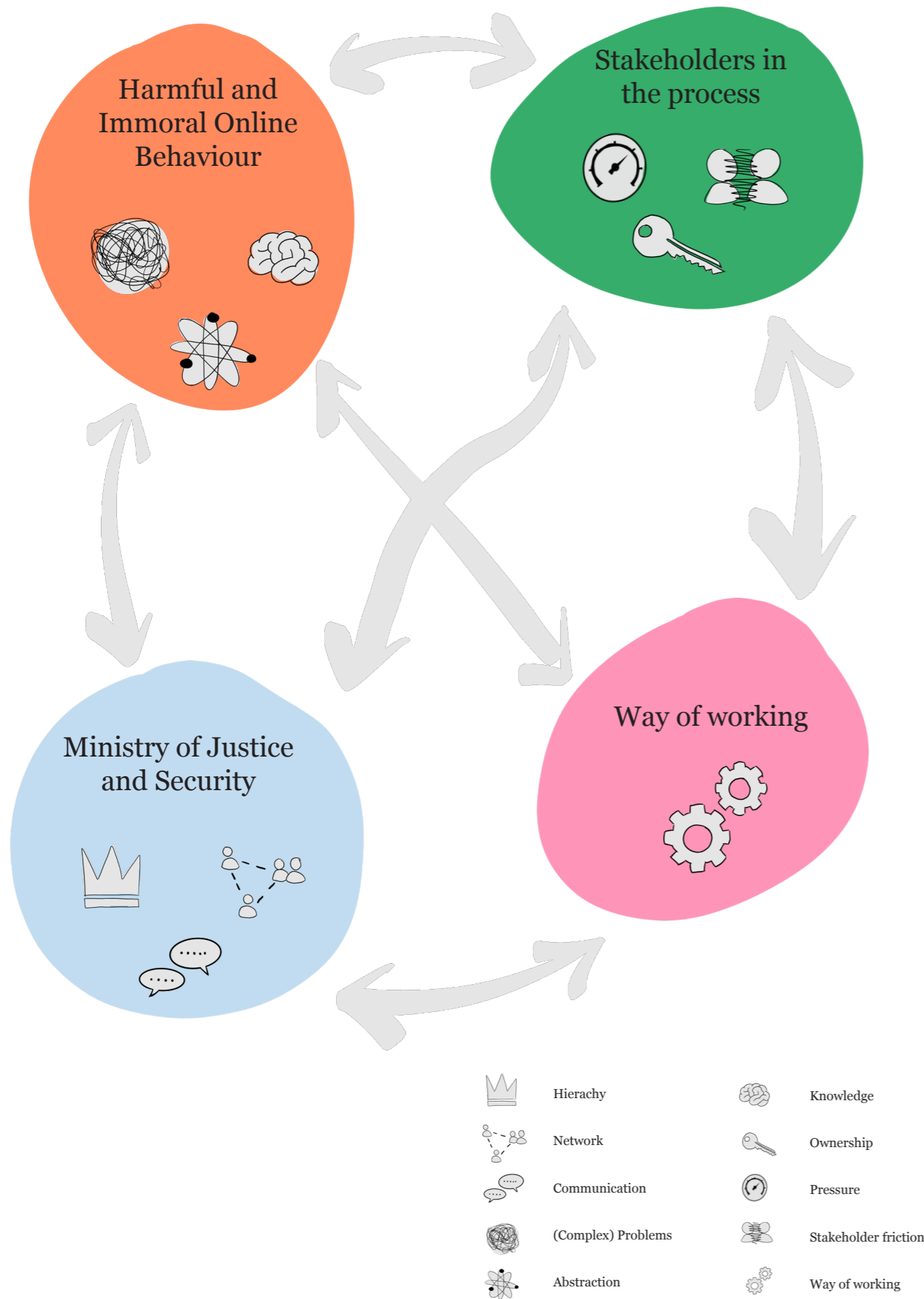


Figure 15: Overview of the four groups and ten themes

“There has been a culture clash with all stakeholders in the process”

– Strategic Advisor NP

Group: The Ministry of Justice and Security

The cluster the Ministry of Justice and Security covers characteristics of the Ministry which affect the process (figure 17).

- Hierarchy:** It is not possible for civil servants initiate a project. It must be approved from higher up.
- Network:** It remains unclear who is working on ‘Harmful and Immoral Online Behaviour’.
- Communication:** It is perceived to be difficult to have and maintain communication within the Ministry.

The arrows between these themes is again the effect each theme has on each other. Because communication is poor, no capacity is given to civil servants to work on ‘Harmful and Immoral Online Behaviour’. Additionally, if communication is not done properly it proves to be hard to have a network which can collaborate on a response to ‘Harmful and Immoral Online Behaviour’.

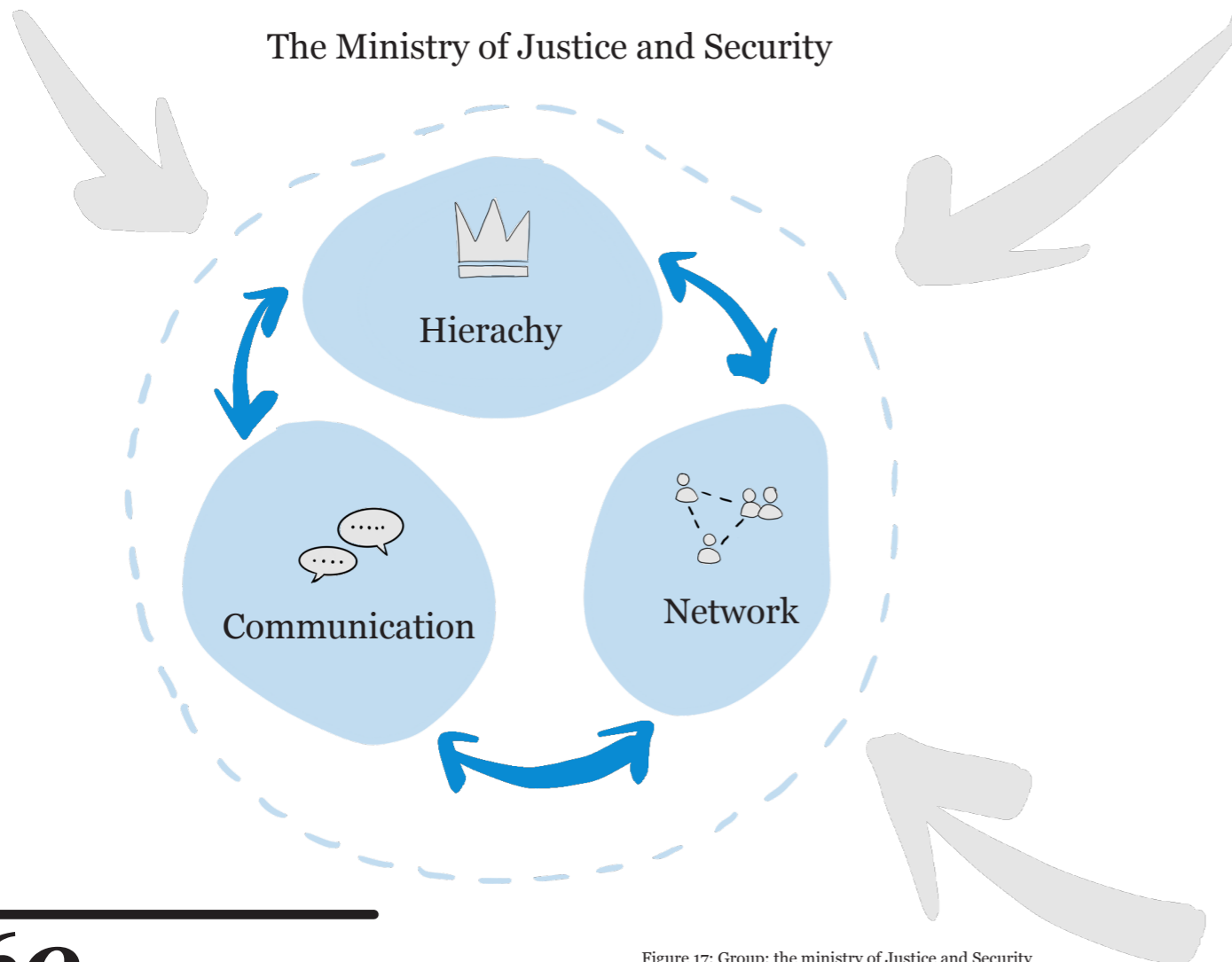


Figure 17: Group: the ministry of Justice and Security

Stakeholders in the process

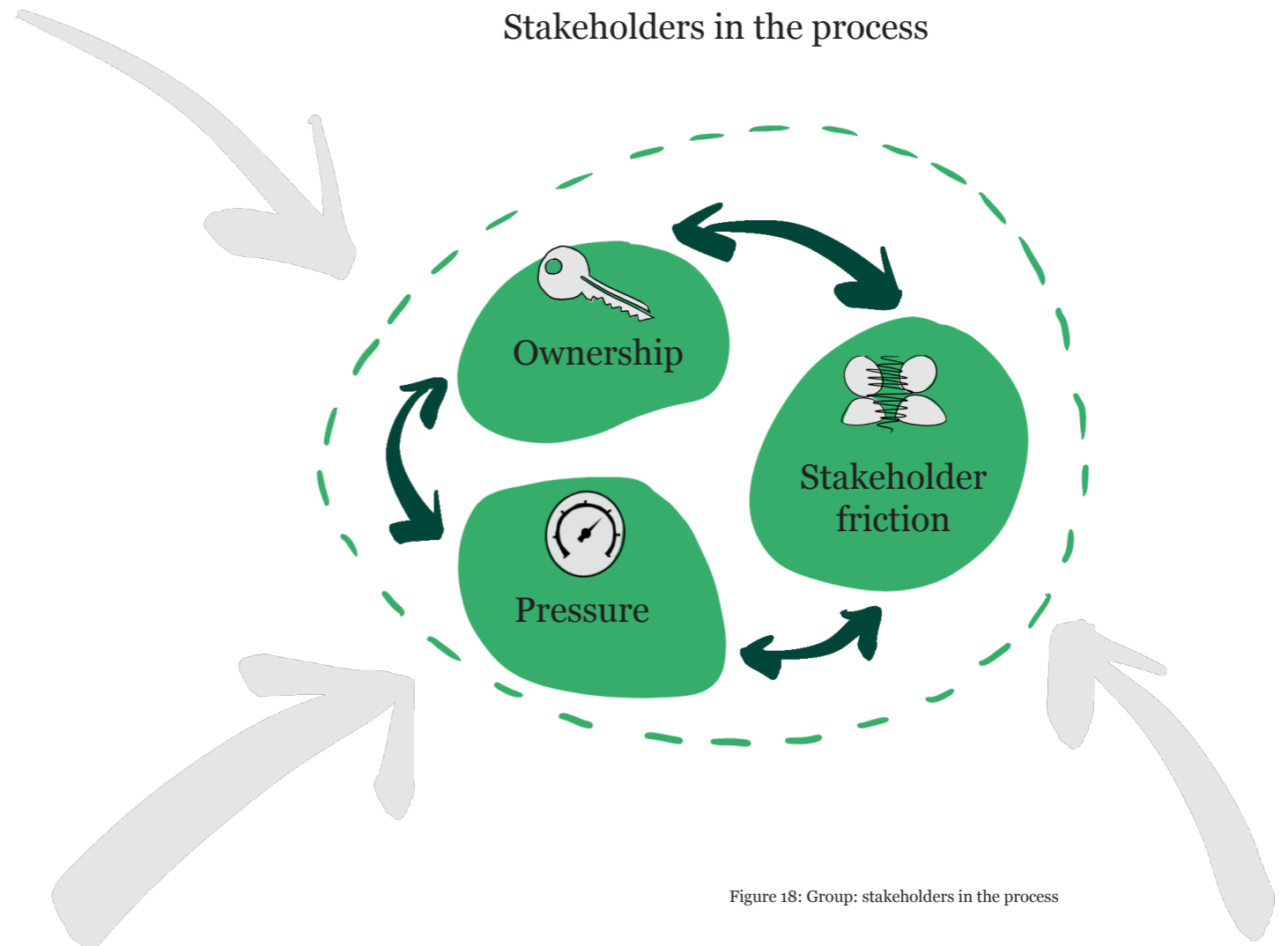


Figure 18: Group: stakeholders in the process

Group: Stakeholders in the process

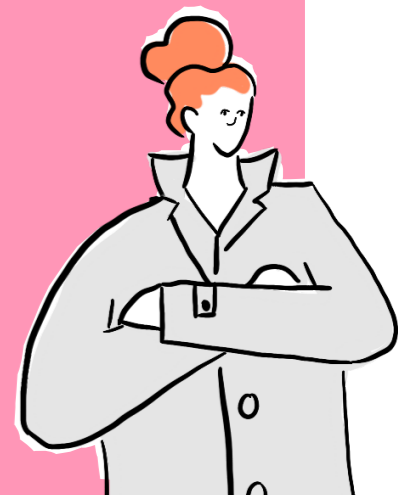
The cluster Stakeholders in the process includes themes that were signaled by the stakeholders involved in ‘Harmful and Immoral Online Behaviour’ (figure 18).

- Ownership:** ‘Harmful and Immoral Online Behaviour’ is so new and big to the Ministry, it does not have a natural owner.
- Stakeholder friction:** Frustration emerges because ownership is moved around and not taken up by anybody.
- Pressure:** Stakeholders are very busy with daily tasks.

The overlap in these themes are once more the effect each theme has on each other. Because ownership is not taken stakeholder friction starts. On top of that the theme pressure causes the lack of eagerness to take up the ownership.

“Sometimes I feel like we are not even in the same national government working for the same goals. Instead, everyone is just protecting their own interests.”

- Strategic consultant NCTV



Observation: All stakeholders involved in the process seem to have their organisation's set frame when looking at Harmful and Immoral Online Behaviour. But because the phenomenon does not fall under any traditional typology no progress towards concrete solutions seem to be made.

Group: Way of working

The cluster on the way of working shows how the collection of themes and clusters are connected to each other (figure 19). It is clear the way of working has been set in place to respond as correctly as possible to complex problems. But the way of working, within the system of all the other themes cause the progression of the process to stall when it comes to concretely thinking of actionable solutions.

You can see figure 11 as a system: not only does every cluster have effect on the way of working, but the themes also have effect on eachother. It means that if you want to positively affect the process, or the way of working, multiple themes need to be taken in to account.

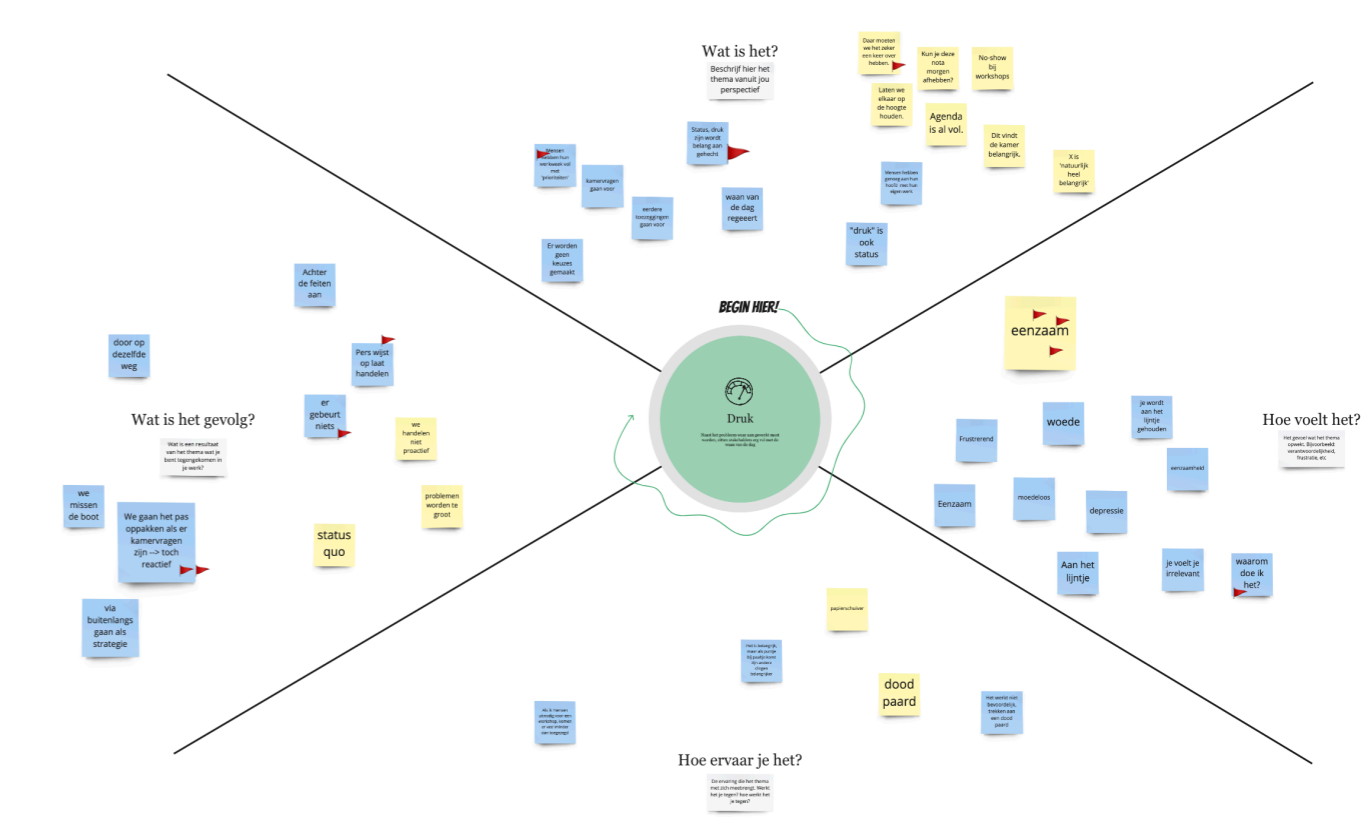


Figure 20: Example of a filled out empathy map

The theme workshop

On the 3rd February 2022 a theme workshop was given to the employees of Directie X. This workshop entailed several steps to help validate the research findings and interpretations as well as introducing and experimenting with a different type of working (further elaborated in chapter 6.2). This workshop took place online.

Set-up of the Empathy Map

Due to potential designer biases, empathizing with research findings was essential. The designer therefore remained the facilitator to not mingle in the insights. After a presentation introducing the themes to the team, participants were asked to form a group based on the theme which spoke most to them. It could be because of the urgency, own experience, or just general interest. After choosing, empathy mapping (Sanders & Stappers, 2014) was used with the intention to stimulate ownership and true understanding of the theme.

They were asked (figure 16):

- What is it?** Participants were asked to describe the theme from their own perspective
- How does it feel?** Participants were asked to describe the feeling which the theme evokes
- How do you experience it?** Participants were asked to think about the experience around the theme
- What are the consequences?** Participants were asked to describe the result the theme brings in their work

For each question 5 minutes were scheduled, the empathy mapping ended with a discussion where the team intuitively flagged PostIts which spoke most to them.

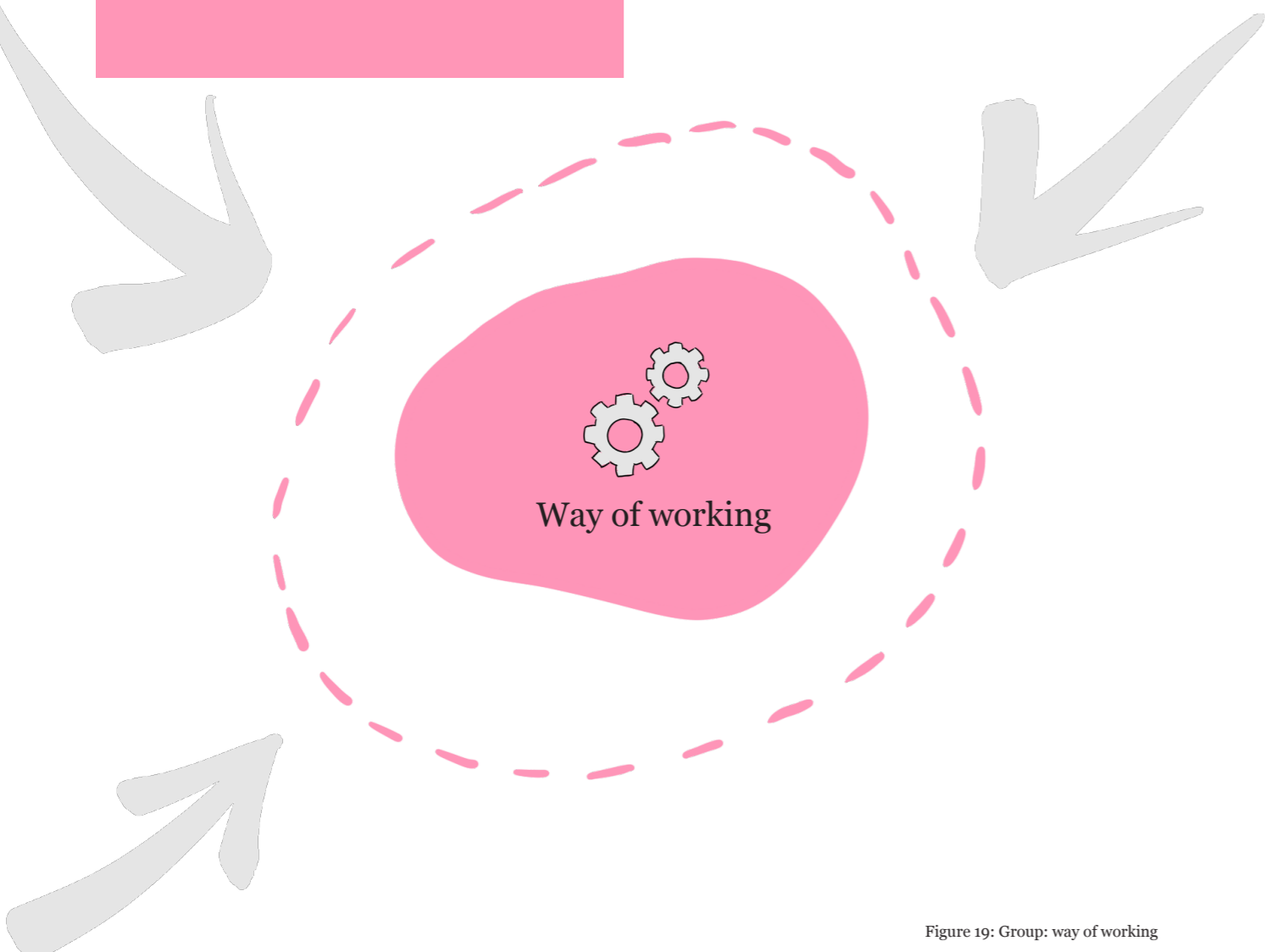


Figure 19: Group: way of working

4.3 Paradoxes

Insights

Directie X found stakeholder friction, pressure, network and complex problems interesting themes. Their insights provided a thicker and broader foundation for the four different themes. It indicated an order of importance from Directie X's perspective. Their insights also proved the themes to not be unique to 'Harmful and Immoral Online Behaviour'. It means that it is valid to explore the needs from a universal perspective so that the experience around it can be understood (Dorst et al.,2016).

Pressure (druk) and stakeholder friction (stakeholder frictie) had such similar input that it was evident it also affected one another. People felt frustration and loneliness around these two themes. Pressure results into friction among stakeholders: because Directie X wants the Ministry to respond to matters effectively and efficiently, they find their selves in the middle of these two themes and observe that barely any progression is made.

Furthermore the network (netwerk) team indicated that they did not really know what the movements were around Harmful and Immoral Online Behaviour throughout the Ministry. They used words as 'chaotic', 'unclear' and 'delaying'.

Lastly the team on complex problems (complexe problemen) emphasized having a network or 'coalition' to be essential, as they also remarked how difficult the response is. It is experienced as challenging, which can flip from a negative to a fun feeling (and the other way around) (figure 21).

These insights triggered Directie X a lot. The themes presented to them were widely felt as the main reason as to why they were not able to do their job properly. They felt that the way this overview of themes was presented to them "has never been presented to them as accurately" as during this workshop. Participants noted "they never thought about problems like this before". Even though it was a confronting workshop, the methodology that was used, gave comfort for the participants to explore themes.

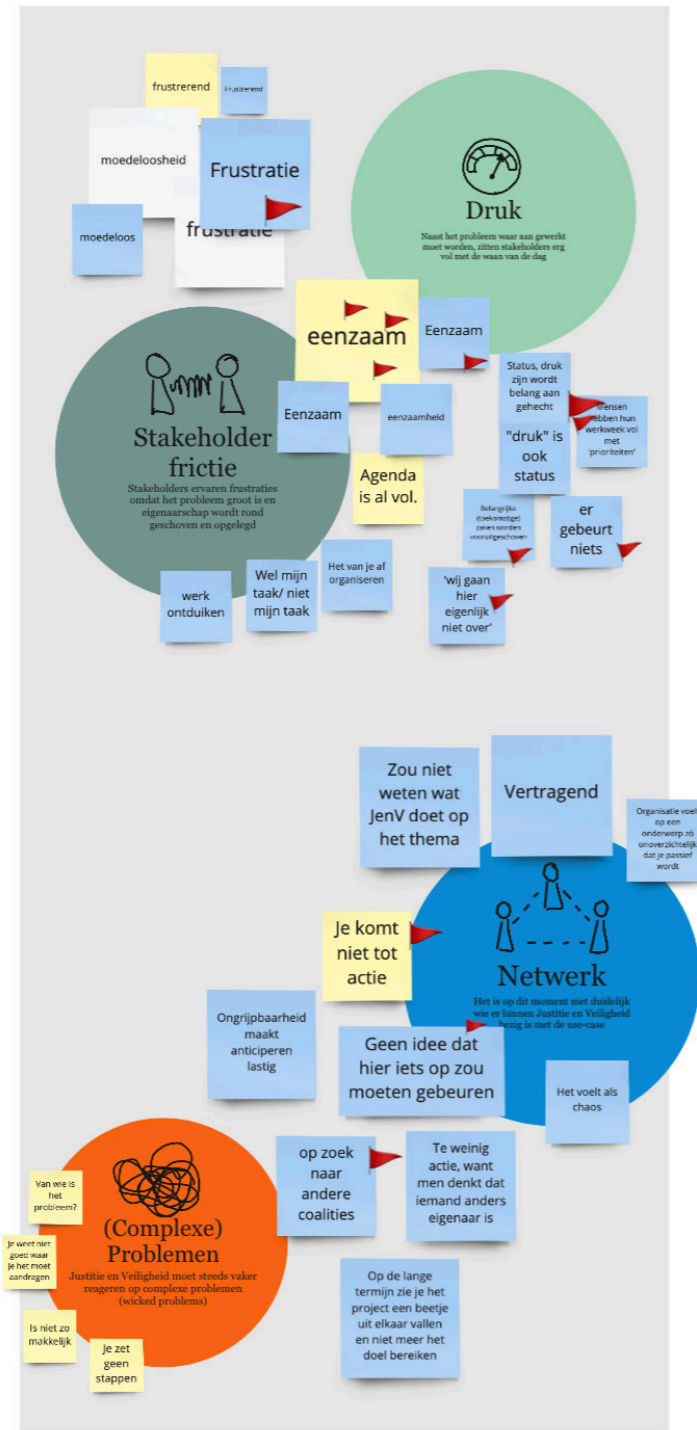
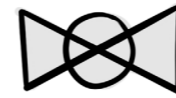
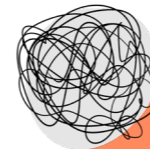


Figure 21: Overview of most important results of the Empathy Map



A paradox is a statement with conflicting rationales. According to Dorst (2015) it is a statement where each part is true, yet not aligned. From the themes in chapter 4.2 paradoxes emerged. Paradoxes

answer will answer the question: *What makes the way of working on Harmful and Immoral Online Behaviour so difficult?* This will offer solution spaces for this project to direct towards. The following paradoxes emerged from the groups:



Group: Harmful and Immoral Online Behaviour

Paradox:
'Harmful and Immoral Online Behaviour' is a big, fast-paced and complex problem which affects everyone. That is why there should be a response to it.
'Harmful and Immoral Online Behaviour' is a big, fast-paced and complex problem which affects everyone. That is why it is hard to respond to it.



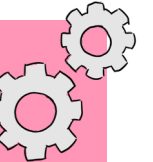
Group: The Ministry of Justice and Security

Paradox:
Stakeholders involved in the process of 'Harmful and Immoral Online Behaviour' feel the urgency to respond to it.
Stakeholders involved in the process of 'Harmful and Immoral Online Behaviour' can not' respond to it.



Group: Stakeholders in the Process

Paradox:
Core stakeholders find 'Harmful and Immoral Online Behaviour' urgent, they find it necessary someone in the Ministry takes ownership of it.
Core stakeholders find 'Harmful and Immoral Online Behaviour' urgent, that is why they are currently owners of it.



Group: Way of working

Paradox:
The current way of working has been established to respond as good as possible on complex problems like Harmful and Immoral Behaviour.
The current way of working is blocking the progression of the response to Harmful and Immoral Online Behaviour.

4.4 Design focus

The system of themes is a presentation of causes in which the paradoxes are rooted.

Focussing on a paradox with its causes will help shifting away from the problem as stated and provides concrete direction.

The key theme and its paradox which were chosen to be most relevant is the way of working. This is because all the themes play a part in sustaining the current way of working. Therefore, the design focus is stated as:

The Ministry of Justice and Security need to transition towards an alternative way of working which focuses on actionability to be able to effectively respond to wicked problems like Harmful and Immoral Online Behaviour.



Why should the Ministry of Justice and Security do this?

The Ministry of Justice and Security hosts many different organizations that encounter social complex phenomena in different ways. They have direct access to and communication with civilians. But also gatekeep, observe and adjust the law. This offers the Ministry knowledge, power and opportunity from different perspectives to be able to respond. Most importantly: their mission to work towards a safer and more just society will be jeopardized if their way of working is not revised.

Why transitioning towards an alternative way of working?

The process of Harmful and Immoral Online Behaviour has shown that the current way of working takes too much time to develop a response. It also results in much frustration of stakeholders involved (chapter 4). There is a need to approach the way of working differently. However, because of the nature of the Ministry this cannot be done overnight, therefore it is needed to approach this in a transitional matter.

Why focus on actionability?

Research showed (chapter 2 & 3) that the current way of working does not result into any action. The process kept circling between stakeholders approving potential directions which could categorize action-driven responses. In other words: no concrete action plans have been made thus far. Even though the urgency is widely felt among the Ministry.

Why effectively responding to wicked problems?

The world is changing, and the change is accelerating. It is necessary for the Ministry to start responding to this change. Until now the Ministry has mainly been occupied with the problems of yesterday, instead of the preparing for the changes of tomorrow. If they do not change this, the Ministry will begin to fail in protecting the Dutch civilians. It is therefore necessary that response is end-user centered, with the right stakeholders at the right time and strategically approached to be effective.

The Ministry of Justice and Security need to ***transition towards an alternative way of working*** which ***focuses on actionability*** to be able to ***effectively respond to wicked problems*** like Harmful and Immoral Online Behaviour.



5. Develop

This chapter's goal is to explore the solution space. This will be done through the following Frame Innovation steps: frames and futures.

It kicks off with an explanation of the research approach and an introduction to transition design. Next, framing is used to explore possible interventions for transition. Futures is used to create a future vision. The chapter ends with a strategic concept.

Overview chapter:

- 5.1 Research Approach
- 5.2 Transition Design
- 5.3 Framing
- 5.4 Futures
- 5.5 Strategic concept
- 5.6 Key takeaways

5.1 Research approach

The paradox around the way of working proved to be a complicated and bigger than the process of 'Harmful and Immoral Online Behaviour'. Novel strategic directions are needed to reinforce the Ministry. Interventions are therefore explored in response to the presented themes in chapter 4. This is done through framing with different themes. A future vision is necessary to direct all interventions to the same future, this vision is in turn used as a tool to substantialize a strategic concept (figure 22).

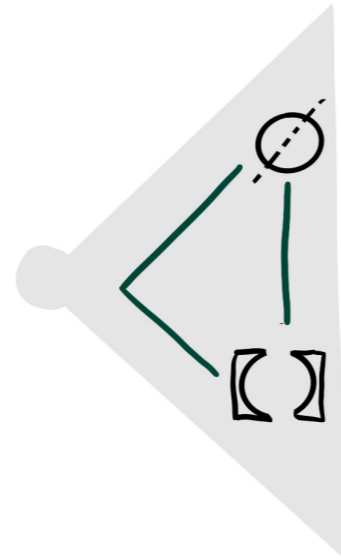


Figure 22: Discover phase

Research question:

What strategic product offers the Ministry an impactful opportunity, that would reinforce working towards actionability when responding to wicked problems?

To be able to answer the research question the following activities were done:



Literature research on transition design.
Desk and literature research on current innovation plans from the Ministry.
Desk and literature research on design in the public sector and governments.
Desk and literature research on agility in companies and governments.



Brainstorm novel ideas and strategies



Visualizing ideas and strategies

5.2 Transition Design

Until now, words like 'intervene' and 'transition' have been used multiple times throughout this project. Words which are rather popular in the design world. This is because since the turn of the century, a series of new approaches to design have evolved from human-centered foundations (Price, 2019). To proceed in a logical sense, it is time to introduce transitional change and transition design. A transition can be defined as a gradual, continuous process of change where the structural character of a society (or a complex sub-system of society) transforms. (Rotmans & Kemp 2003) It is a set of connected changes, which affect each other. It therefore reinforces itself. It is described in four phases figure 23:

1. Predevelopment
2. Take-off
3. Break through
4. Stabilization

Transition design has emerged as a method to address wicked problems by using transdisciplinary knowledge, skills and practices in order to understand, feed, catalyze and change the system the problem lives in (Transition Design Seminar, 2022). Geels (2002) describes three levels that must be aligned for a transition to take place (figure 23):

- **Niche level:** where innovation occurs.
- **Regime level:** where policy frameworks operate.
- **Landscape level:** where megatrends and collective movements take place.

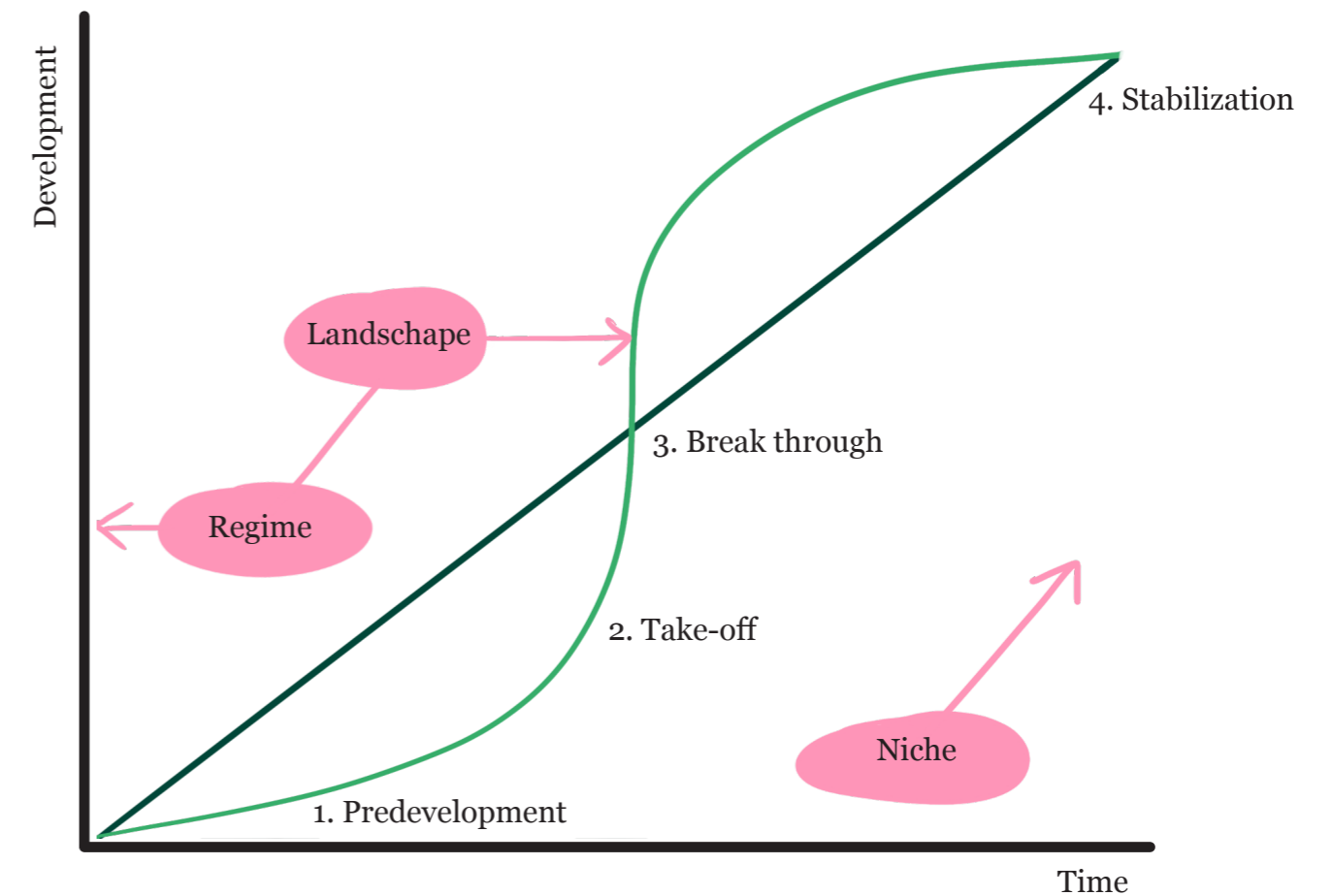


Figure 23: Transition in design inspired on Multi Level Perspective (El Bilali & Hauser, 2017)

Transitions require overcoming 'lock-ins' (paradoxes) or entrenched ways of operating, thinking and being at each level (Lachman, 2013). This approach would match with designing for a new way of working on wicked problems for the Ministry, since it has been identified in chapter 4 as a system full of paradoxes. Designing transitions involves three repeating phrases: reframing present and future; designing interventions, and waiting and observing (Irwin, 2018). A structured way to approach this is to use 'backcasting' (figure 24) where the future vision is taken as the essence and built out as a transition pathway.

Backcasting from a long-term vision to the present creates a transition pathway

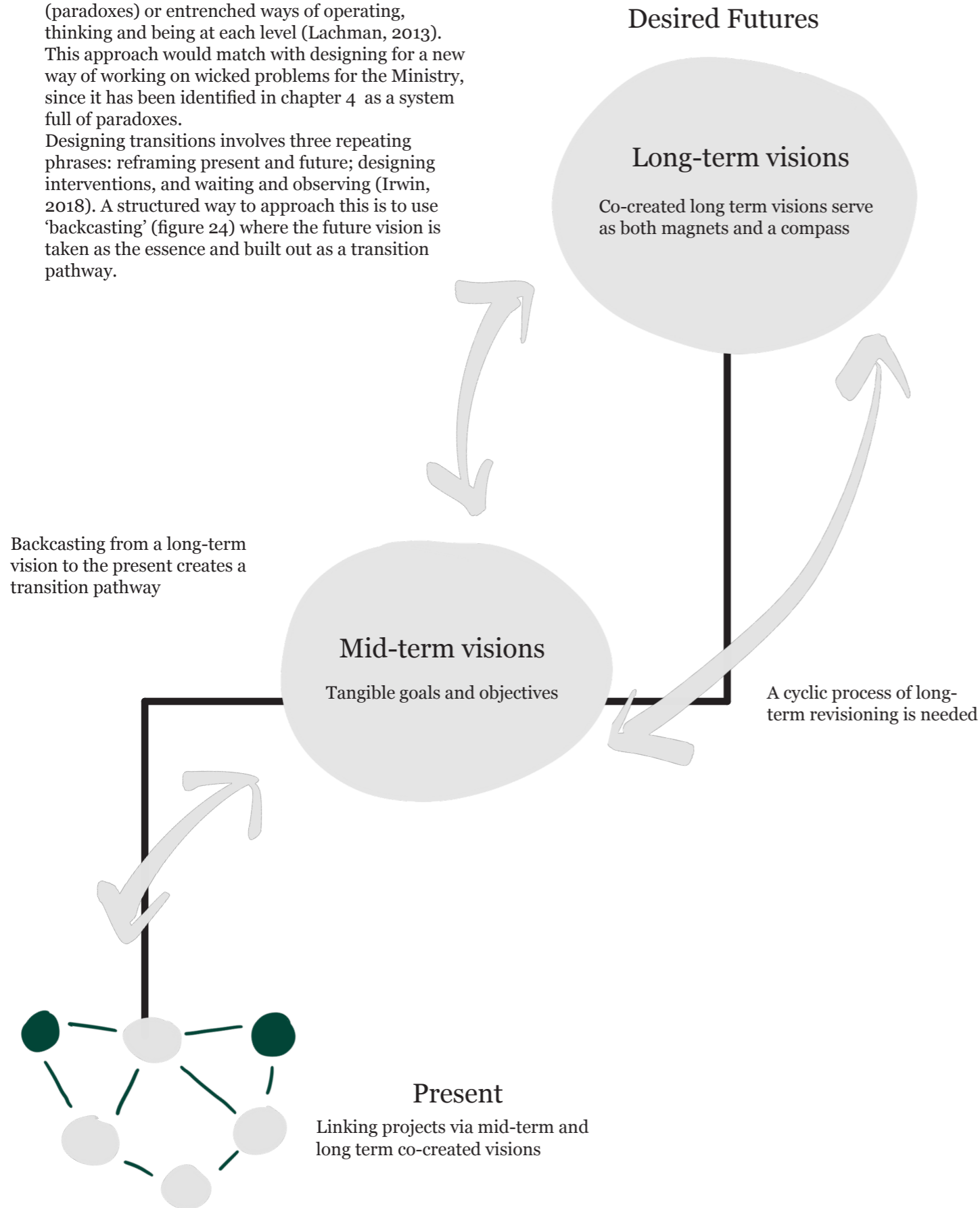
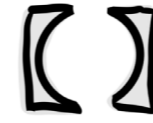


Figure 24: Backcasting diagram inspired on Irwin, Kossoff & Tonkinwise (2015)

5.3 Frames



Frames are used to explore different interventions. The three intervention levels landscape, regime, and niche from transition design theory (chapter 5.2) are used for this. This is done by asking the framing question:

'If the way of working is approached as if it is dependent on...(intervention level), then....'

This is the designer's brainstorming phase. The baseline of this phase consisted out of the chosen key theme 'way of working' from chapter 4 and the design goal 'The Ministry of Justice and Security need to transition towards an alternative way of working which focuses on actionability to be able to effectively respond to wicked problems like Harmful and Immoral Online Behaviour'. A full overview of this phase can be found in appendix I.



The Landscape Level

To explore positive effects on the system from chapter 4 the framing question was formulated as:

'If the way of working is approached as if it is dependent on where collective movement takes place, then what would the intervention entail?'

Insights showed there is no clear overview who is working on the phenomenon. During the process extended stakeholders were included much later and showed resistance. It is needed to strategically think about a network which keeps every important stakeholders at bay.

The landscape level focuses on the collective movement as a response towards a wicked problem. A way to translate this is to start a broad network to stimulate connections. Themes that would benefit from this would be the stakeholder friction and communication. Next to that, Harmful and Immoral Online Behaviour will constantly change, so consistent updates on the knowledge should be provided. Knowledge sharing goes within a network, firstly to reach the right people and secondly to keep the network engaged.



The Regime Level

To explore positive effects on the system from chapter 4 the framing question was formulated as:

‘If the way of working is approached as if it is dependent on where policy frameworks operate, then what would the intervention entail?’

Insights showed there is a clear hierarchal process that must be followed to start a response towards a wicked problem. This shows in chapter 3.2 as the process kept having to go past the bBR to obtain capacity. When capacity is created stakeholders who are assigned to start working on the phenomenon express that they feel ‘forced to’.

The regime level is therefore important to intervene on. Leaders and managements need to understand the urgency and create space for their team to work on complex problems for tomorrow. However, this cannot just be done by giving time, as evident to the insights. Shared ownership should be stimulated and agile methods to stimulate intrinsic motivation could drive the team to shift away from current daily tasks and focus work on the response for the risks ‘Harmful and Immoral Online Behaviour’ could pose tomorrow.



The Niche Level

To explore positive effects on the system from chapter 4 the framing question was formulated as:

‘If the way of working is approached as if it is dependent on where innovation occurs, then what would the intervention entail?’

Insights showed that the lack of actionability was the main result of the current way of working. Many stakeholders struggled at framing Harmful and Immoral Online Behaviour differently from their own organization’s perspective. When the complexity proves to be high, this leads to everyone remaining passive towards a response.

However, the Ministry is a large organization (chapter 3.2) that often already has movement going on somewhere in response to wicked problems. In the case of ‘Harmful and Immoral Online Behaviour’ the NP and other organizations have come forward with projects. Because the high level of abstraction posed to be an issue in the process, it could help resolve it by using initiatives as a starting point and building it further out.

5.4 Futures



From several interviews throughout the process it became clear that the Ministry has no shared future vision (Baán, 2021). The different solution areas that are explored will not be done overnight and requires careful strategic planning. A future vision will provide direction, future goals and value propositions for various stakeholders.

There are some requirements to make a good future vision. Simonse (2017) suggests four distinguished properties of clarity, value drivers, artifact, and magnetism. It needs to have a narrative of what is and what could be. It also needs to guide across different horizons. At the same time transition design requires the vision to be circular, iterative and error-friendly, to be able to envision radically new ideas (Transistion Design Seminar, 2022)

To be able to capture these requirements initial design goal was taken, the mission of the Ministry and the vision of Directie X, the design focus from chapter 4 and the different frames from chapter 5.3 (appendix J). This way a future vision statement has been formulated.

Design goal: a future-proof and pro-active strategy for the Ministry of Justice and Security which gives handhelds to respond effectively to social wicked problems as a complex organization, with the use-case of ‘Harmful and Immoral Online Behaviour’.

“Strengthening the capabilities of the Ministry of Justice and Security by effectively anticipating on chances and challenges from the surroundings.” (Directie X, 2021)

“Justice and Security works towards a safer and a more just society, by giving people legal protection and where necessary interventions in their lives.” (Rijksoverheid, 2020)

Design focus: The Ministry of Justice and Security need to transition towards an alternative way of working which focuses on actionability to be able to effectively respond to wicked problems like Harmful and Immoral Online Behaviour.

Future vision:

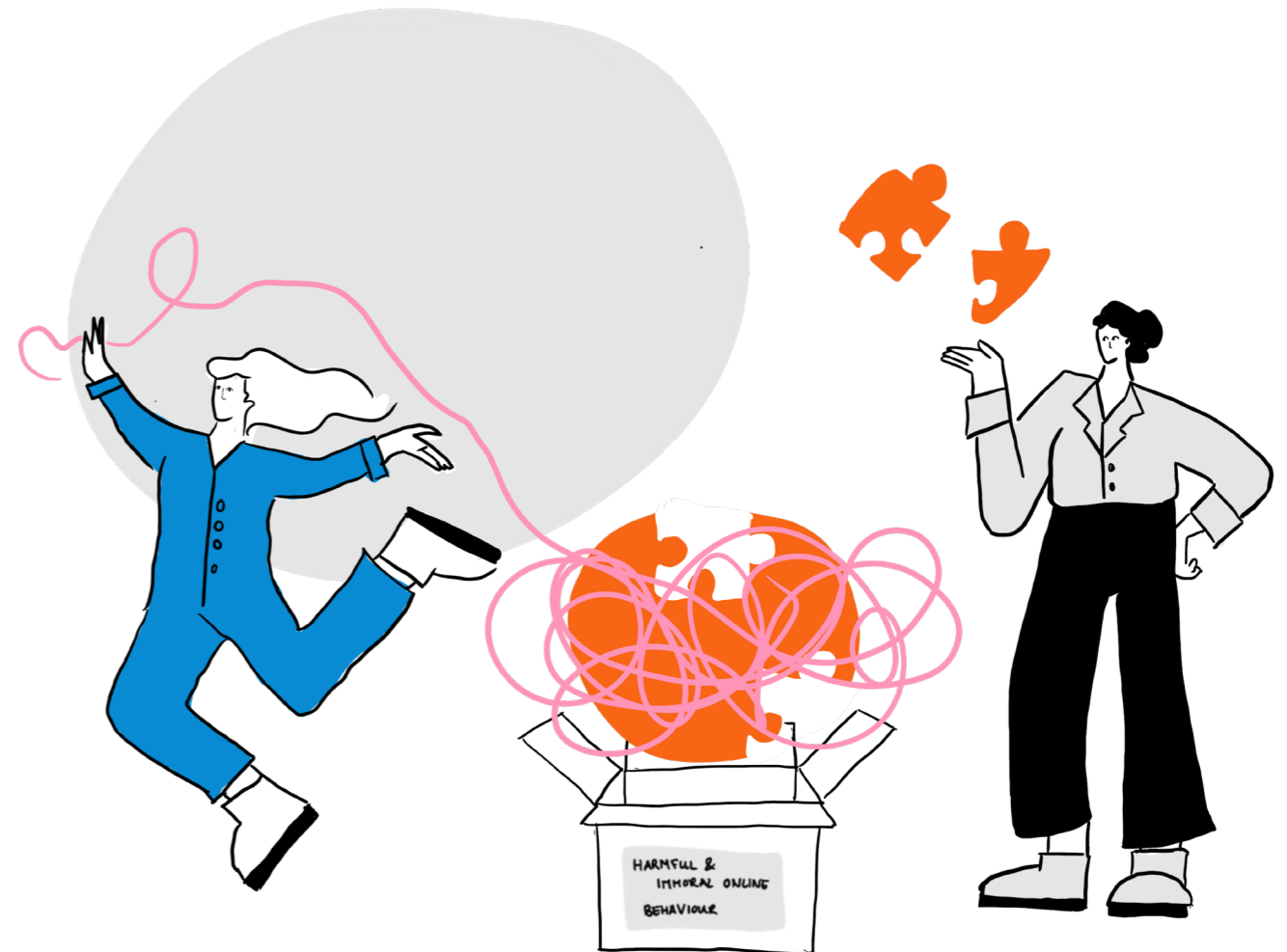
Be a pro-active Ministry that provides safety and security for Dutch Civilians in a increasing complex world.

Instead of moving information and ownership around the Ministry...



And being swept away by the issues of yesterday...

...The Ministry should **promote shared ownership** and **embrace complexity**...



...To be a **pro-active Ministry** that provides **safety and security** for **Dutch Civilians** in a **increasing complex world**.

5.5 Concept Strategy

To tackle 'Harmful and Immoral Online Behaviour', a strategy needs to be designed to reach the future vision. The formulated future vision can be utilized to provide handholds to enable an actionable way of working.

When taking transition design theory (chapter 5.2) in mind and looking at Harmful and Immoral Online Behaviour with its themes (chapter 4) and frames (chapter 5.3) the following three interventions are proposed in figure 25.

Landscape: Interactive Sessions and an Online Network

Goal: spread awareness, gain momentum, grow and maintain a network

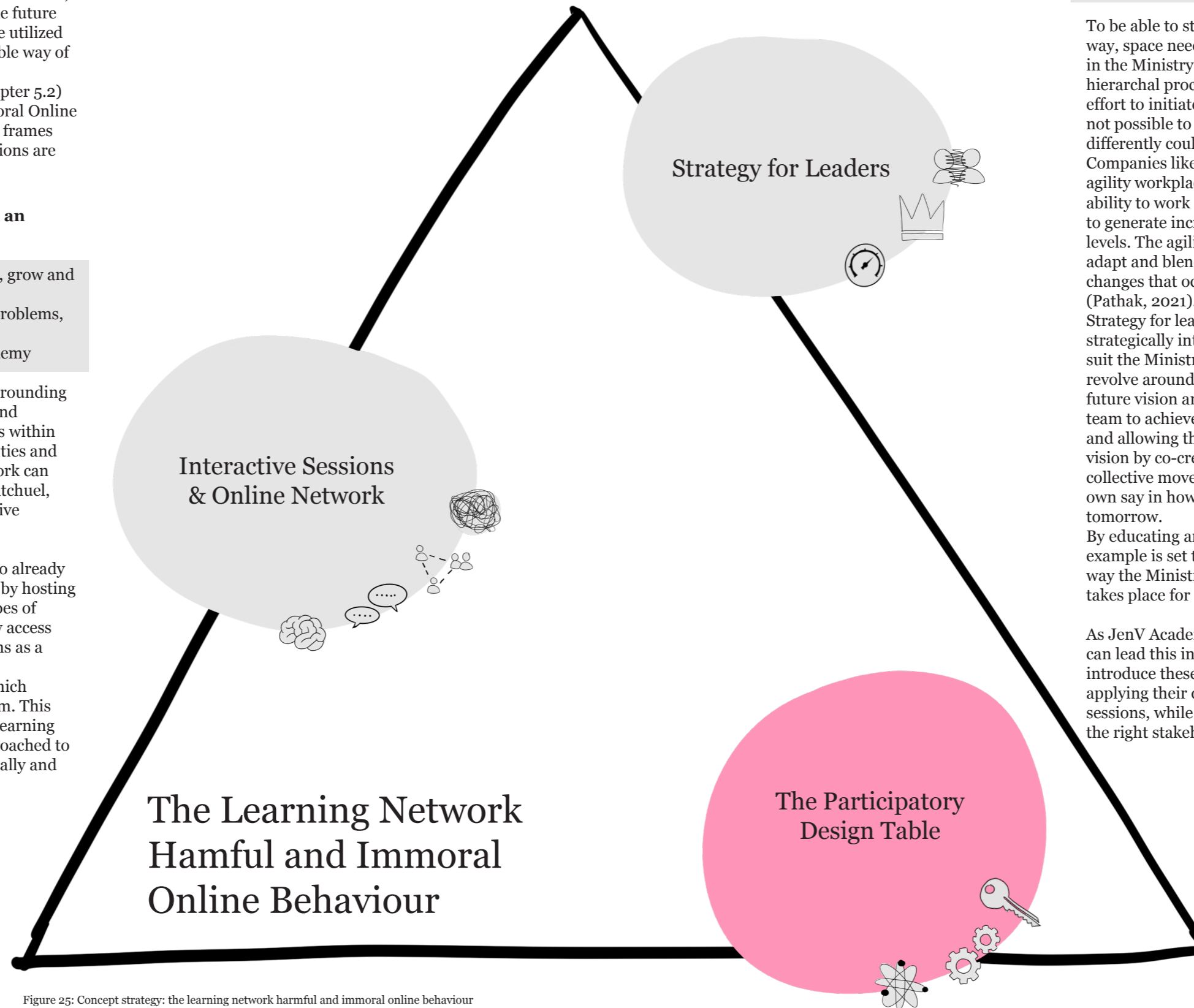
Responding to the themes: Complex problems, knowledge, communication, and network

Stakeholders: Directie X and JenV Academy

Provide knowledge and understanding surrounding Harmful and Immoral Online Behaviour and initiate a network for relevant stakeholders within the Ministry to inform each other on activities and initiatives taking place. This way the network can grow in the 'knowledge space' (Reich & Hatchuel, 2012), maintain itself and initiate a collective movement among the Ministry.

JenV Academy is an educational organ who already focusses on spreading relevant knowledge by hosting sessions that experiment with different types of learning methodology. They also have easy access to many different departments and functions as a central educational hub.

JenV Connect is an online environment which the Ministry uses as a social media platform. This would be a suitable (digital) space for the learning network to be hosted. Who should be approached to join this platform should be done strategically and determined by Directie X.



Regime: Strategy for Leaders

Goal: create space for the Ministry to work on 'Harmful and Immoral Online Behaviour'

Responding to the themes: Hierarchy, stakeholder friction and pressure

Stakeholders: leaders and managements, designers, and Directie X

To be able to start working in a more actionable way, space needs to be created first. Creating space in the Ministry is traditionally done through a hierarchal process which takes a lot of time and effort to initiate. This is a process which is currently not possible to work around, instead approaching it differently could benefit the system.

Companies like Google have been working with an agility workplace which defines an organization's ability to work swiftly, seamlessly, and cohesively to generate increased productivity and engagement levels. The agility trait also helps an organization adapt and blend in well with the developments and changes that occur with time across the marketplace (Pathak, 2021).

Strategy for leaders is an intervention that strategically introduces agility practices that could suit the Ministry. First and foremost, this will revolve around creating shared ownership on the future vision and how to empower and engage their team to achieve said vision. Furthermore, trusting and allowing the team to pave this path towards this vision by co-creating with them can enhance this collective movement. This way the team has their own say in how they spend their time on the for tomorrow.

By educating and co-creating with leaders the right example is set to carry out towards their team. This way the Ministry's mentality "Do as I say not as I do" takes place for "Practice what you preach".

As JenV Academy is the educational organ, they can lead this intervention and organize sessions to introduce these practices. Designers can support by applying their design and facilitation skills in these sessions, while Directie X again, strategically gathers the right stakeholders.

Figure 25: Concept strategy: the learning network harmful and immoral online behaviour

Niche: The Participatory Design Table

Goal: move towards actionability

Responding to the themes: ownership, abstraction, way of working

Stakeholders: existing initiatives, relevant stakeholders, designers, JenV Academy, civilians

When space has been given, it is time to introduce an alternative way of working. The Participatory Design Table is inspired on designlabs in the United Kingdom, Denmark and Finland. It is a first step to introduce a designlab in the Ministry. These labs have proved that designers can support policy making with design practices, by helping embrace the complexity, reframing and synthesize towards results.

Specifically with Harmful and Immoral Online Behaviour the urgency is high, but stakeholders find the abstraction too high to think of solutions. This has to do with stakeholders finding it hard to look at problems from other perspectives apart from their own professional frame. They remain in their own 'knowledge space' (Reich & Hatchuel, 2012)

There have been initiatives operating separately from this process which have started to respond to the phenomenon. This could provide an interesting starting point for the network to grow the niche level in the system. The way to do this is to invite the owner of the initiative, potential stakeholders, an expert on Harmful and Immoral Online Behaviour and a civilian. This way concrete tangibility (the initiative) is the starting point and by providing many different perspectives from different types of stakeholders limitations and opportunities can be explored. The designer can facilitate the session to guide participants towards the 'concept space' (Reich & Hatchuel, 2012), where existing knowledge and concept are taken to build out further within this space. This way more novel knowledge and ideas are generated upon the existing initiative (figure 26).

The Learning network Harmful and Immoral Online Behaviour is a set of interventions which responds on different levels within the system. The intention of the Network is to educate, create space and guide towards actionability.

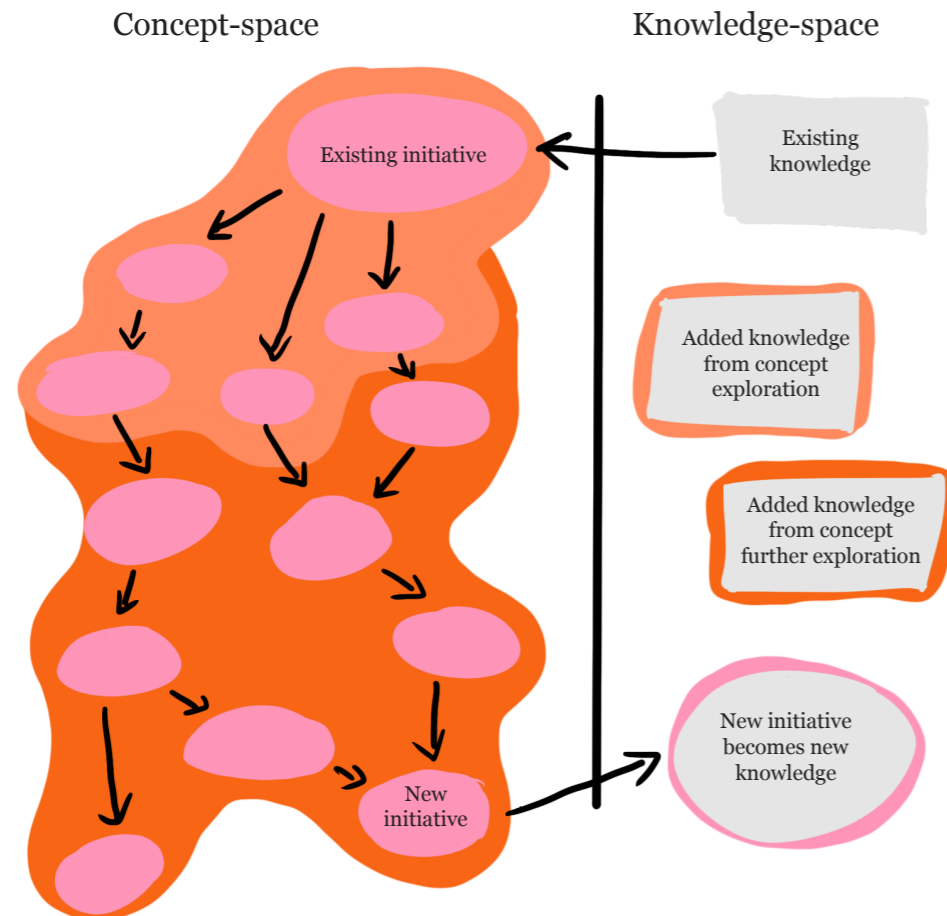


Figure 26: CR diagram (Reich & Hatchnell, 2012)



5.6 Key Takeaways

1. Transition design is a theory to respond to wicked problems by using transdisciplinary knowledge, skills and practices in order to understand, feed, catalyze and change the system.
2. Using the three intervention levels (landscape, regime and niche) from transition design, a brainstorm on three frames was done to discover how to approach the interventions.
3. A future vision was formulated: Be a pro-active Ministry that provides safety and security for Dutch Civilians in an increasing Wicked World.
4. In order to reach the future vision applied on Harmful and Immoral Online Behaviour the Learning Network Harmful and Immoral Online Behaviour is proposed as a suitable strategy with three interventions: the learning network, strategy for leaders and finally the participatory design table.



6. Deliver

This chapter presents the final strategic product and ends with a validation and impact analysis.

The chapter kicks-off with a strategy as a response to the future vision with Harmful and Immoral Online Behaviour as the context. This is done by first using Backcasting, splitting the three interventions up across three horizons and presenting a roadmap, elaborated stakeholders' roles and a scenario describing the workings. Then validation is done through testing part of the system. The chapter ends with analyzing the current and future impact and a conclusion with the key takeaways.

Overview chapter:

- 6.1 Transformation
- 6.2 Integration
- 6.3 Key takeaways

6.1 Transformation



Moving towards actionability as an alternative way of working within the Ministry requires carefully thought-out strategic steps. The change in stakeholder practices and strategies is investigated to be able to increase the implementation success.

Back casting

Chapter 5 explains how back casting is necessary to achieve a transition within a system. This theory is used to deconstruct the Learning Network and stretch it across the transition pathway towards the vision, to present a cohesive and feasible plan to the Ministry. It starts with a desired future, back to present time activities and towards a mid-term vision to stay on track towards this desired future.

This desired future was established as: moving towards actionability as a response to Harmful and Immoral Online Behaviour. To be able to get there it is essential the participatory design table gets implemented in the network, but before this is possible the network needs to be established and crystalized (present) and capacity needs to be enabled (mid-term).

In present time the Ministry needs to assemble and link initiatives and movement on Harmful and Immoral Online Behaviour together and host a space for this network to grow and mature. At the same time, managements and leaders should be introduced to the urgency of the problem and provide tools and strategy guidance for the response. Lastly, design(ers) should be introduced as a support to move towards actionability, by supporting the Network and introducing the urgency.

During the mid-term the tangible goal focusses on the regime intervention. It is necessary to ask if capacity has been given to act upon the urgency, to see if it is feasible to introduce the participatory design table at the end of the pathway. A way to approach this is to introduce agility methodology for leaders and managements leading up to the mid-term vision. At the same time, design and its potential impact should be familiarized through testing the participatory design table with an audience and tangible feedback. What's more is that there needs to be a gatekeeper who track and revision the long-term vision. This is a cyclic process and needs to be done along the pathway (figure 27).

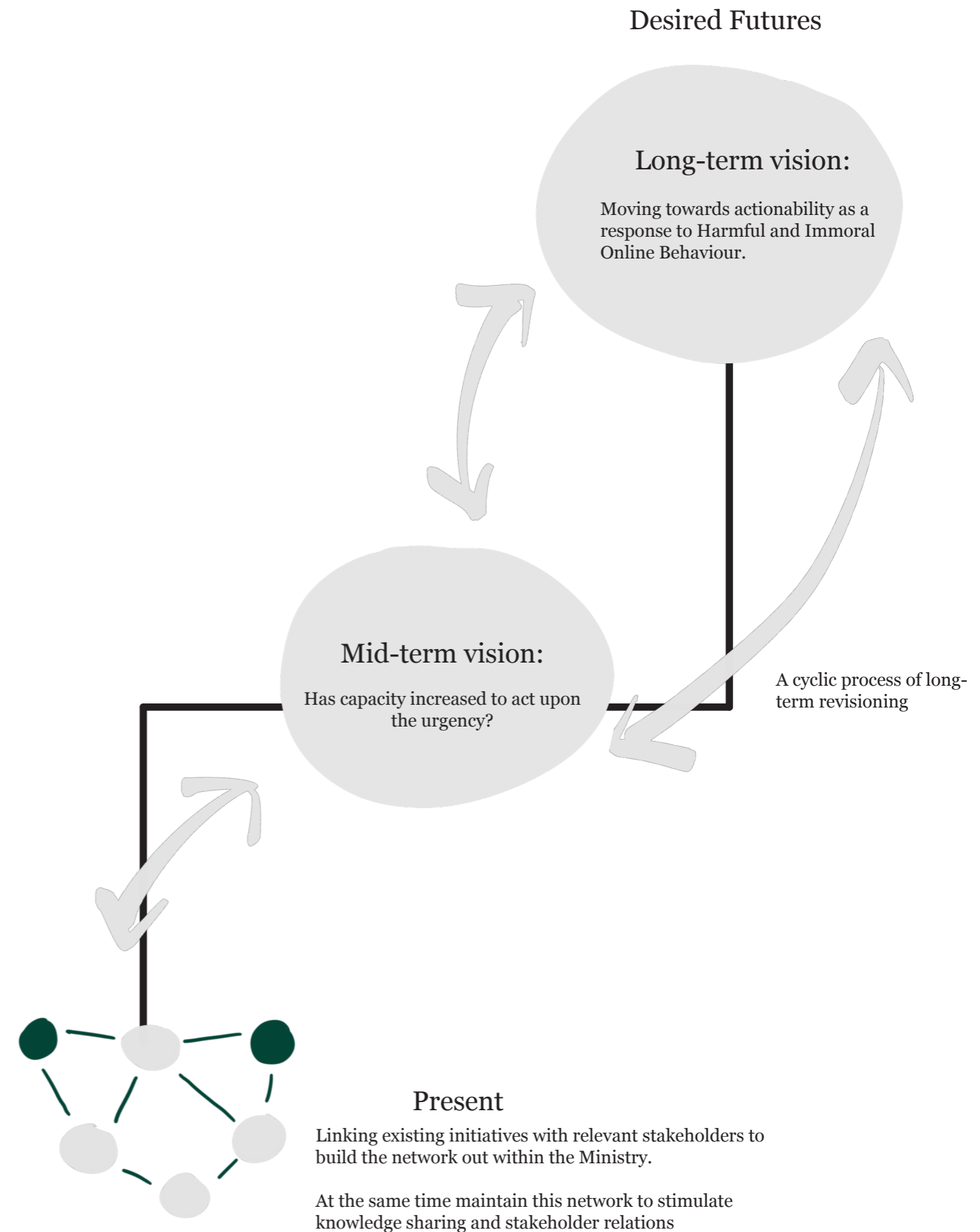


Figure 27: Backcasting diagram to transition to an actionable way of working.

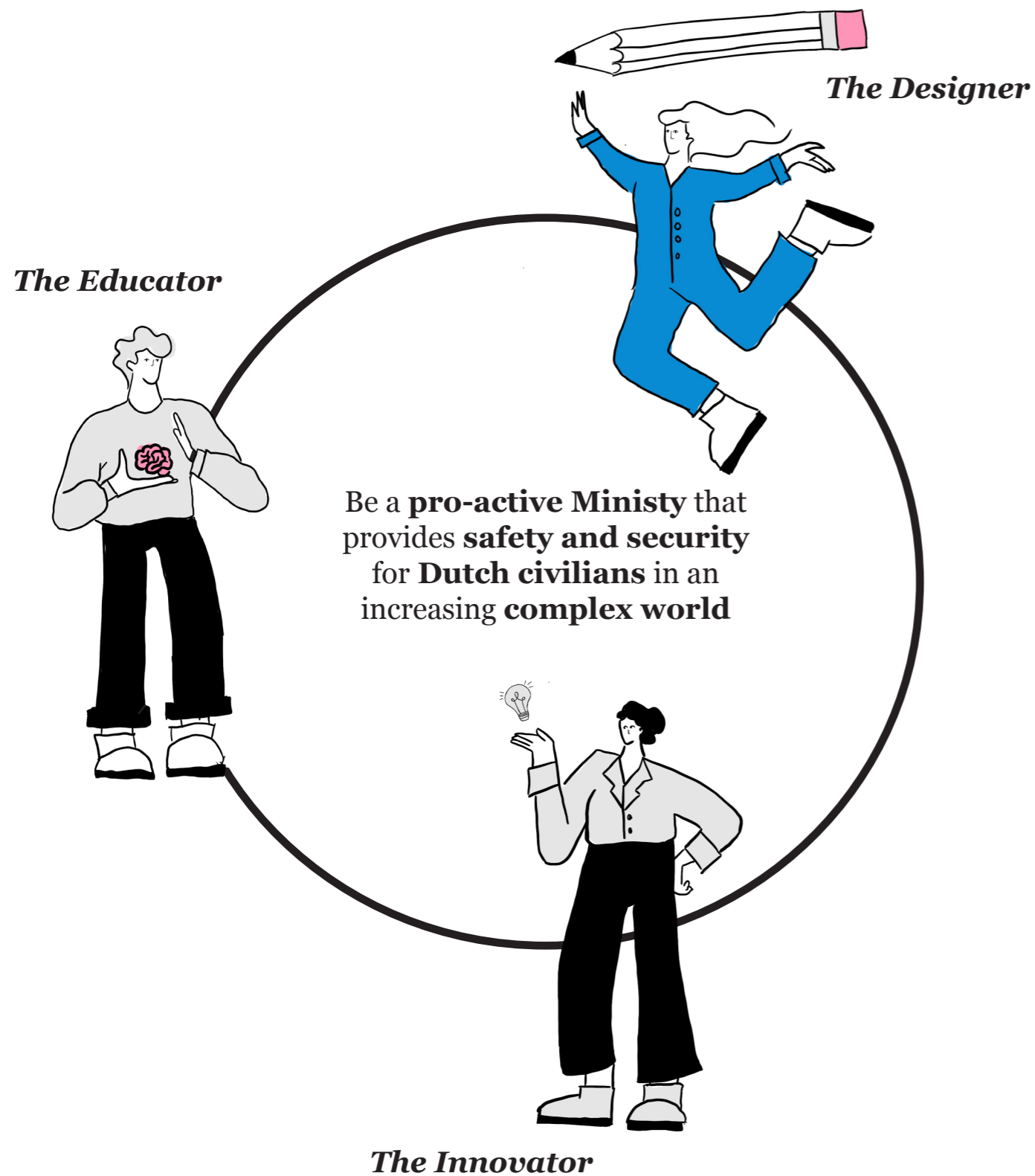


Figure 28: the dynamic of the key stakeholders

Key Stakeholders

To reach the future vision in the context of the use case Harmful and Immoral Online Behaviour, the learning network Harmful and Immoral Online Behaviour needs multiple stakeholders who take ownership. The three different interventions need interconnectedness to establish, grow and mature. Close collaboration is also needed to be able to plan and execute the interventions (they cannot be executed in sequence because the network needs to be introduced strategically to changes).

From chapter 3.4 it became clear that in the broader field there are many potential stakeholders who feel a similar urgency to Harmful and Immoral Online Behaviour and can contribute to the strategy. From these three key stakeholders (figure 28) have been chosen who will play a vital role in accomplishing this strategy:



Directie X: the Innovator

Role: Pioneering and gatekeeping the transition pathway
Value proposition: Establish innovation practices in the Ministry

Throughout the research phase it became clear that Directie X is struggling with determining their direction and what their role exactly entails regarding innovation and how to aid the Ministry. They have successful innovation examples (AI Strategy) but admitted this to be a combination of circumstances which lead to this success. This transition strategy attempts to provide clear steps for Directie X that leads to a similar and desirable result, making them the 'innovators' of the key stakeholders.

Furthermore, Directie X has been directed by the bBR to facilitate innovation within the Ministry. This means that they have the capacity to initiate and take ownership of this strategy. Therefore they are considered the Innovators of the key stakeholders.

With the focus on 'practice what you preach': Directie X should become the pioneers of the learning network in the first horizon. By being the 'innovator', they collect internal and external knowledge and relevant stakeholders to crystalize the learning network

In the second and third horizon it is important to reflect on the mid-term vision. The position of Directie X offers them a holistic view on the process and the progression. It makes sense for them to be the gatekeepers of the transition pathway and revise the vision when necessary. At the same time, as the wickedness of Harmful and Immoral Online Behaviour will increase over time, Directie X needs to continue harvesting the knowledge and relevant stakeholders to keep the Ministry up to speed on their response.

Like a broker (suggested by prof.dr.ir Smulders), the Innovators can connect the right people to the right knowledge. By collaborating with JenV Academy they can supply the knowledge needed to mature the network and provide capacity. Teaming up with designers and giving them the right stakeholders will result into novel outcomes from the concept stage (chapter 5.5).

JenV Academy: the Educator

Role: Provide a space to spread knowledge and practice actionability

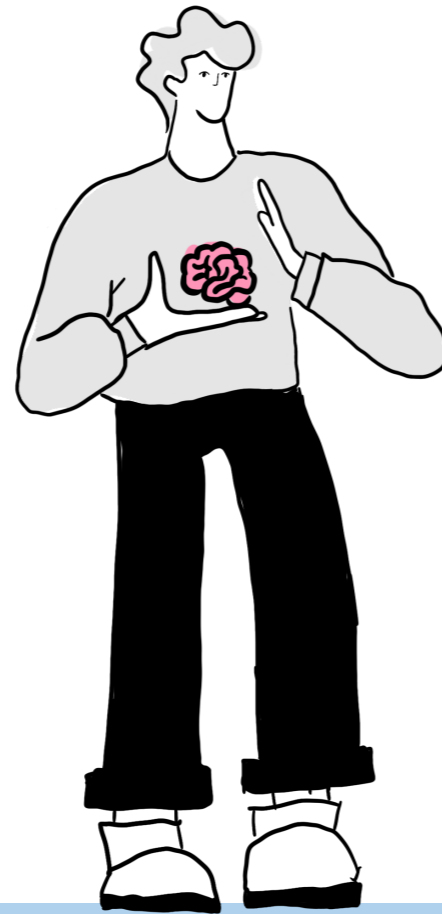
Value proposition: Using knowledge and education strategically for maximal impact

JenV Academy is a newly established knowledge hub. That is why they are eager to increase their impact and teach the Ministry new methodologies and urgent knowledge driven topics. JenV Academy are knowledge spreaders, which would make them 'the educator' of the stakeholders. Meetings already took place between Directie X and JenV Academy on how to communicate and spread the urgency of Harmful and Immoral Online Behaviour. However, they remain knowledge based and operate through transferring this knowledge solely.

They have the position and space to host knowledge- and concept-based sessions, which would match the stakeholder role as an educator. The educators need to make sure knowledge is spread around capacity building to prepare for horizon two. Only this way the mid-term vision will be reached.

For the first horizon they should collaborate with the designer to think of different ways of sharing knowledge among the network. What the knowledge entails (specifically surrounding capacity building) can be extracted again from the innovators. In the second horizon the educators need to accomplish in spreading and landing knowledge on capacity.

The educators should also provide the designer with the (physical) space to test and implement the Participatory Design Table. This will benefit JenV Academy as radical new ways of working are tested and established in their space.



The Educator



Knowledge spreader

Knowledge growth



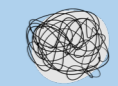
Hosting



The Designer



Creative skill



Embracing complexity & the unknown

The Designer

Role: Guide stakeholders towards actionability

Value proposition: Establish design in (higher level) government setting

When design practice was introduced to the Ministry during previous thesis work, but also during this current project, it proved to be unusual. Prof. dr.ir Frido Smulders, expert on Entrepreneurial Engineering by Design mentioned that designers "do something to understand what the next step should be". This makes them different from civil servants and therefore interesting and strategically wise to include in the stakeholders. Previous work introduced design by focusing on end-user and stakeholder understanding and involvement (Baán, 2021 & Geerlings, 2020). This strategy introduces how design can support co-creation among parties involved by guiding relevant stakeholders from the knowledge space in to the concept space. This should be done at the Participatory Design Table.

Following the strategy, design(ers) should first be further introduced within the Ministry. Supporting the innovator and educator on creatively connecting stakeholders and spreading knowledge would lay a good base. During the project the designer followed the current process of Harmful and Immoral Online Behaviour and provided support through visual thinking and facilitating brainstorming. Furthermore, designers should connect with others also active within the public sector. Contacting design teams at municipalities and foreign

governments will provide guidance on how to establish design within the Ministry. It will also prove the relevancy of design in the Ministry.

In the second horizon the first real participatory design table should be prototyped. The main goal of this prototype will be communicating the urgency and effect of having all important stakeholders present at the table. This way the designer prepares for the third horizon.

In the third horizon the designer should be able to run the participatory design table to deliver actionable results, the general steps at such table can be found in figure 30. They are responsible to guide stakeholders through the concept-base with design activities at the table and feedback the results back to the participants and potentially the rest of the network.

The Roadmap

In figure 29 a roadmap is presented which summarizes the strategic steps necessary to reach the transition to an actionable way of working. By using transition design's back casting, activities were mapped out across three horizons. The pacing of these horizons are determined by the activities. As horizon one is partly initiated already, the time needed to complete these steps are only 3 years. However, as back casting also suggests: A cyclic process of long-term revisioning will take place, so there is space to re-adjust the process. Stakeholders responsible for the horizons are presented, with the resources necessary to achieve the activities.

1. Build on Urgency

2022

2. Enabling Capacity

2023

3. Co-create Actionability



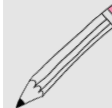
2024

Future vision



Strategy: Establish the Learning Network


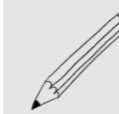

Linking existing initiatives with relevant stakeholders to build the network out within the Ministry.

-  Establish and crystalize the network
-  Enable capacity (prep H2)
-  Introduce creativity



Interaction: Enable the Learning Network

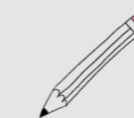


Has capacity increased to act upon the urgency?

-  Provide handhels to facilitate capacity
Urge on capacity
-  Testing co-creative abilities (prep H3)
Prove relevancy
-  Mid-term vision reflection



Product: Equip the Learning Network

Moving towards actionability as a response to Harmful and Immoral Online Behaviour.

-  Facilitate creativity
-  Reflect process
Document action plan (to scale up)
Maintain network
-  Facilitate space
Dare to experiment



Be a **pro-active Ministry** that provides **safety and security** for **Dutch civilians** in an increasing **complex world**



Figure 29: the roadmap towards actionability

The Participatory Design Table

When all the horizons are achieved the capacity is given for the Participatory Design Table commence. It is important to note that there is no one-size-fits-all methodology for this table, a designer is necessary to adjust the activities to fit the needs of the situation, participants and the context. However, in figure 28 a scenario is sketched of how the table could work with the use of a digitale wijkagent. This scenario is based on insights obtained from the validation interview with the digitale wijkagen (chapter 6.2).

“My work is sometimes made difficult by the judicial jungle I am operating in...”

– Digitale Wijkagent, NP



kick-off

Understanding the initiative

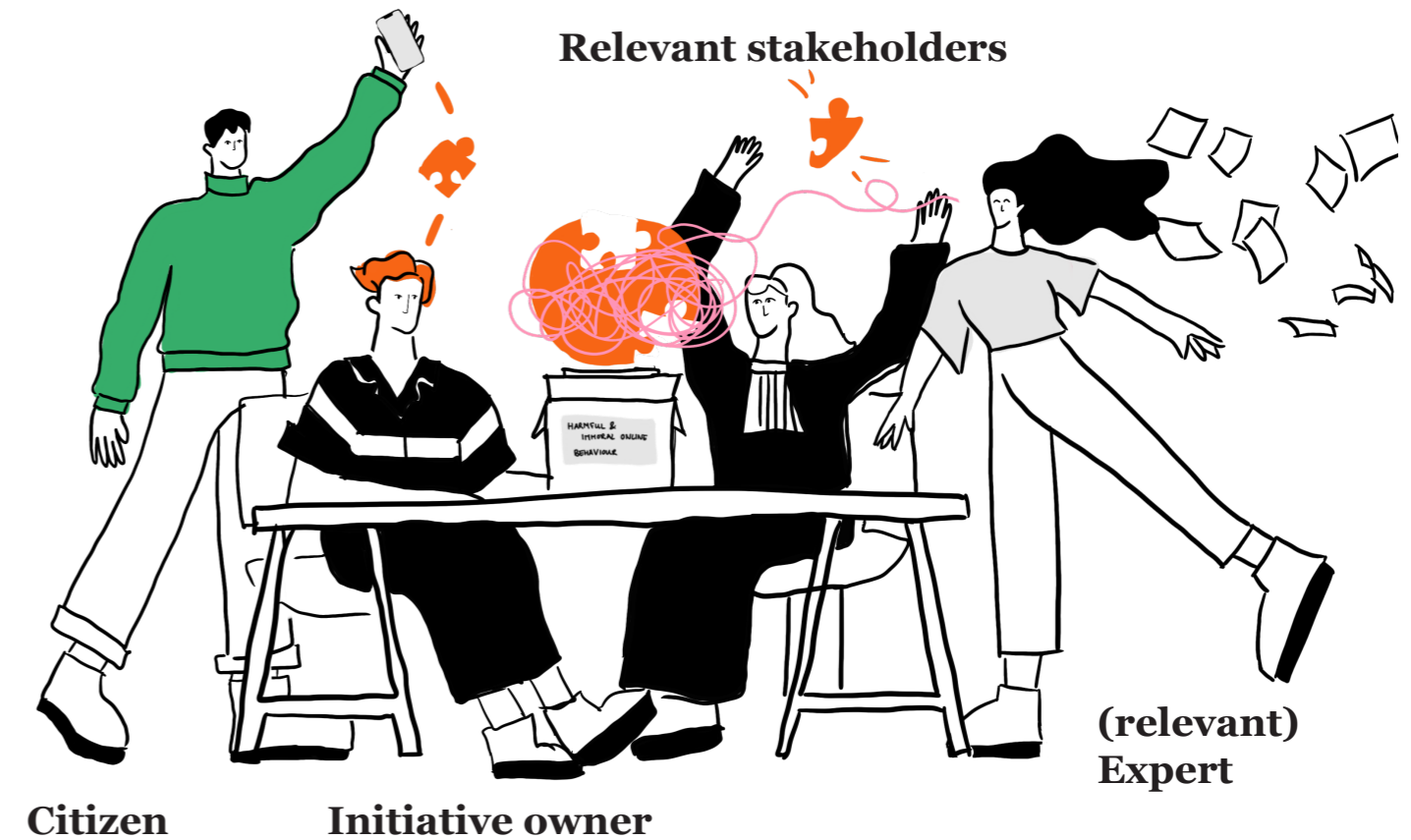
Connecting initiative to problem

search

Find chances and opportunities?

Who to involve?

Who is the end-user?



Citizen

Initiative owner

Relevant stakeholders

(relevant) Expert

co-create solutions

How can we add to this initiative?

What would this addition look like?

What would it contribute in response to the problem?

outcome

Have an idea

Have a plan to test

Iteration/ implementation plan

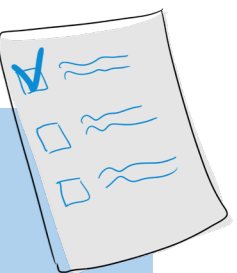


Figure 30: the participatory design table

6.2 Integration



Implementation is a challenging step in design. Next to a strategic plan it is vital to validate and observe responses. Frame innovation defines this step as drawing lessons from the

new approach and identify new opportunities within the network. This is done through mentioning the steps necessary to implement, followed by validation done through interviews and co-creative workshops. This section ends with an analysis of the current and future impact of this project.

Implementation

The following steps need to be taken to implement the roadmap:

- **Hire a designer (or two):** this person can maintain the momentum and keep proving that involving design(ers) in the process will have beneficial influence. This is a tough job, so resilience is needed from this designer.
- **Redefine Directie X:** Directie X has been looking for the right way to be innovative. Reevaluating the current structure of Directie X

is necessary to get the team all heading towards the same direction. Practice what you preach means stimulating shared ownership by doing it yourself. This can be done by focusing more on the problem than the programmes.

- **Establish a consistent and collective bond with JenV Academy:** Directie X and JenV Academy are already collaborating. However, this should be more structured and strategized. When Directie X has its team heading the same goal, they are able to establish a holistic bond with JenV Academy.
- **Organize team sessions:** Practice what you preach! If you want to be the pioneers of an actionable Ministry, Directie X should practice it too. Team sessions are needed to create shared ownership over the new version of Directie X. It should aim for actionable outcomes where agility methods are actively practiced.
- **Dare to be different:** Directie X should be the organ that is truly different from the rest of the Ministry. Try different approaches to work! Ask if the problem is the problem! Be bold!

Validation

As mentioned before: design has been rather new to the government. It was logical to introduce design in the roadmap as a strategic step. Contrary to previous thesis work, it was important to communicate the importance of having a designer on board who guides stakeholders through the concept-stage using creative methodology instead of providing a design tool. Validation therefore focused mainly on the potential of introducing design into the Ministry.

Overall, this project contributed to proving the necessity of design. Using design activities during the process of 'Harmful and Immoral Online Behaviour' a different perspective was given on the issues that arose. By centralizing stakeholder needs and using visual thinking, co-creative sessions, and prototyping to support the process, stakeholders found it to be helpful. Appendix C, K, L shows an example of approaches the designer took to communicate and present design elements in their work and involving stakeholders in their work.

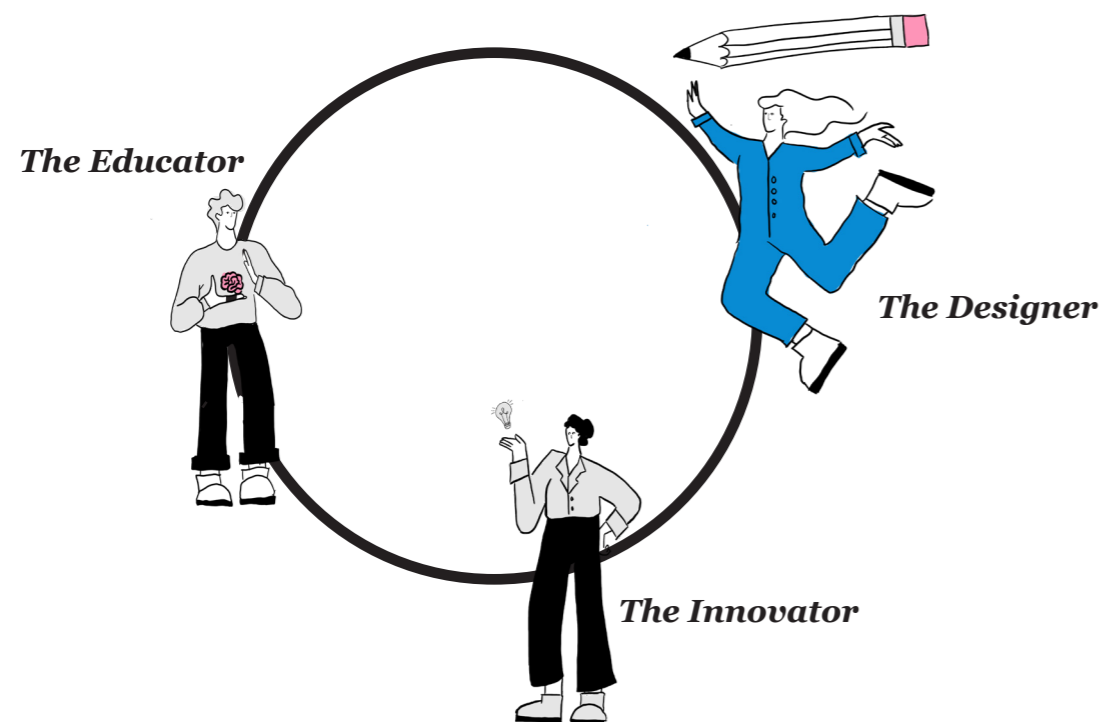
Another validation step were workshops where creative facilitation methodology were used (Heijne & van der Meer, 2019). The first workshop was with extended stakeholders from Harmful and Immoral Online Behaviour (chapter 3.2). The second workshop was with Directie X.

Interviews for validation were also held along the process. The Learning Network was pitched to the core stakeholders, JenV Academy, Directie X and the Digitale Wijkagent. The overall feedback was very positive. They believed in a new way of working and acknowledged that this issue was Ministry broad, some were familiar with creative methods to problem solving and saw potential in the idea. They were eager to test it, but due to time this was not possible.



“So, when can we test this table...? It is making me very excited!”

– Digitale Wijkagent, NP



Workshop Extended Stakeholders - 29 October 2021

Goal workshop: Explore movements within the Ministry responding to Harmful and Immoral Online Behaviour and discover perspectives on the current themes (chapter 3.2).

Approach: Empathizing with Harmful and Immoral Online Behaviour. This was done by asking participants their personal concern on the topic, followed by mapping initiatives out on different themes. Lastly participants could give feedback on the themes by rating and giving positive feedback first followed by negative feedback. This workshop took place in the emergency meeting room of the NCTV.

Result: This workshop showed that this way of working was seen as new and exciting. People involved had not yet experienced a “playful approach” to obtain serious results. However, as the designer was only shortly involved, there was lack of understanding of the process and stakeholder relations. This session showed it was vital to be fully emerged into the process, the problem and the stakeholder relations. Furthermore, the workshop needs to disable endless discussions and enable personal affinity to connect stakeholders.

Workshop Directie X – 3 February 2022

Goal workshop: validate themes found throughout the workshop (chapter 4) and test an alternative and action driven way of working.

Approach: Part of this workshop has been explained in chapter 4.2 as it focused on empathizing on themes found in the research. This was done to validate the design research. Empathy mapping was used to obtain validation. After this actionability, which is suggested to practice in the Participatory Design Table, was tested among the team. There were three rounds where participants brainstormed in a ladder of abstraction style (Heijne & Van der Meer, 2019). Also inspired on Geerlings (2020) Trigger Cards. Participants were asked to think how a theme can positively influence the system. This question was asked three times. Firstly as a ‘hero’, the second as the director of Directie X and the last round asked participants to think what they personally could do. The workshop ended with creating a poster which contained three concrete actions they could take.

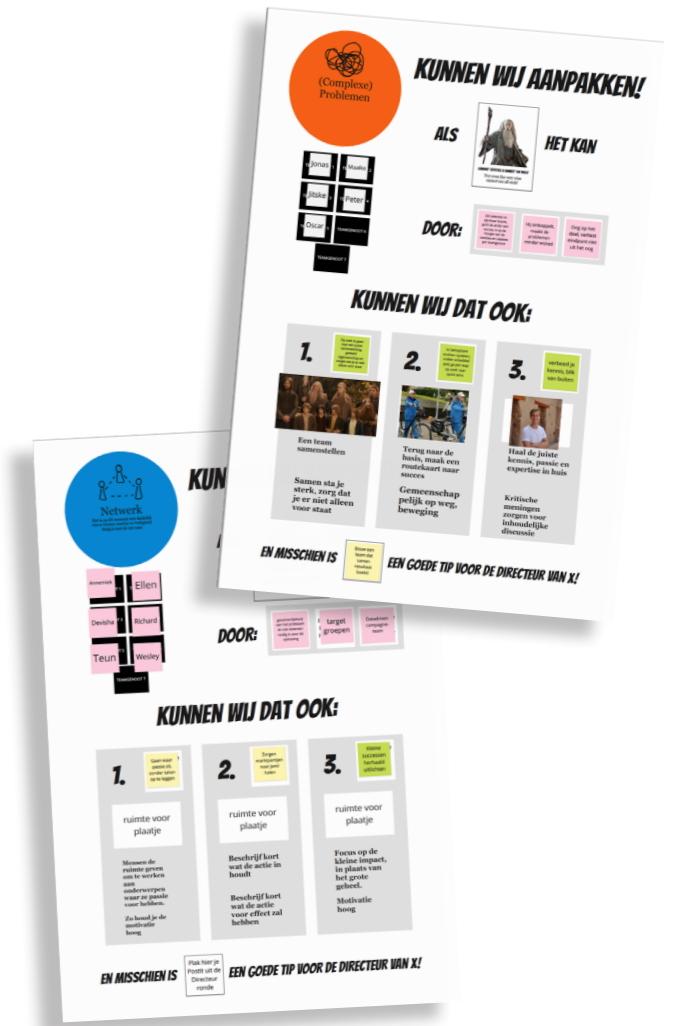


Figure 31a: Posters from the workshop



Figure 31b: Posters from the workshop

Result: Four posters were delivered which had elements of the learning network. (figure 31a & b) This gave an extra validation and increased support on the strategy. Again, participants voiced this to be different from their usual way of working and they reached different results in a short amount of time. This validates that design could offer an alternative way of working. However, the technical aspects of this sessions posed to be the biggest barrier. Running video calls and an online white board on one device was hard for many. This can be overcome by investing more time in preparation of and educating in using such tools, but it is preferred to organize such sessions in real life.

Directie X is not the direct target group but testing this workshop with them proved to be essential to communicate the urgency of having to change the current way of working. This workshop showed how design can support this.

Current impact

Nearing the end of the project, meetings started taking place to brainstorm about a designlab within the Ministry. Because of the workshop, Directie X was once more reminded that they do contribute to the current way of working and were wondering how to overcome this as an innovation department within the Ministry. This caused them to start thinking about what design(ers) can do to help overcome this problem. Even students from prof. dr.ir Frido Smulders were asked to think about what this designlab would entail which led to fruitful discussions with Directie X. If this momentum is being maintained, it would mean this project would have contributed to establishing the first designlab in the Dutch Government.

This is done through using and explaining design methodology throughout the process and communicating this back to Directie X and stakeholders involved in the process. An example of this is how Directie X were drawn closer together during the workshop as they realized they all struggled with similar hurdles. The same goes for the core stakeholders when reflecting on the process and

during the workshop with extended stakeholders. Through design they were able to empathize with each other's concerns.

During meetings between Directie X and JenV Academy, the designer was often also involved. Ideas were also shared from a designer's perspective. A close relation between Directie X (innovator), JenV Academy (the educator) and the designer seemed to have been kickstarted, which could serve as the baseline for implementation of the strategy. This also goes for the Learning Network, which was initiated on JenV Connect by the designer (figure 32).

Lastly, as Olof Schuring mentioned: this project stimulated some people within Directie X to think differently. They admitted that to be innovative their current practices will not suffice. Presenting the themes and paradoxes from the research helped Directie X to approach their way of working in a holistic matter, providing handholds to figure out the 'why'.

“This project serves as an example of what could take place in a designlab within the Ministry”

– Olof Schuring, Directie X

Future Impact

Momentum is key to create continuation and therefore impact. During this thesis more collaborations were established with Industrial Design Engineering and the Ministry. This provides more base for design in the Ministry. However, it is vital to continue the base that has been made by previous work. Future impact is only made if we as designers stop reinventing the wheel and build further on work from other designers. This should be done by connecting with (previous) involved designers and learning from them. To do this, further design work should be done on this project to enhance tangibility and provide the handholds to move towards actionability.

The Learning Network can produce novel and actionable ideas and directions. As the world will increase in complexity and more problems are around the corner, this strategy can provide guidance to navigate through this as a Ministry. This does not only count for 'Harmful and Immoral Online Behaviour', if this strategy proves to be successful for the use case, the likeliness for it to be

scalable to many other issues like the climate crisis or mass migration is large. 'Harmful and Immoral Online Behaviour' bares all the classic characteristics of a wicked problem and is therefore suitable to start with.

If strategic design is applied correctly, designers can steer the future of design in governments. Next to the current talks within Directie X about initiating a Design Lab, designers need to press on this urgency also. This should be done by keeping designers close and proving the added value. Later in 2022 there will be a vacancy within Directie X which invites designers to join their team. This is a major opportunity to start establishing the first design lab in the Netherlands and should be taken seriously! If a suitable candidate takes this position, they will exemplify the role of design, help initiate the first Dutch Design Lab and lastly be an example for future social designers to join them in the government.



Figure 32: Project by bachelor students from prof.dr.ir. Frido Smulders



6. Key Takeaways

- 1.** The transition pathway towards actionability as a response to Harmful and Immoral Online Behaviour focusses on establishing, growing and maturing the learning network and creating space for the participatory design table.
- 2.** The key stakeholders to make the transition happen are the Innovator (Directie X), the Educator (JenV Academy) and the Designer.
- 3.** Introducing design into the Ministry to support a new way of working is a strategic step to initiate the roadmap. Validating design to support a new way of working proved to be new and potentially effective.
- 4.** The current impact of the thesis is a continuation of design practices within the Ministry. Future impact of the thesis will entail initiating a design lab in the Ministry.



7. Conclusion

In conclusion of this project the limitations and further research are discussed

This chapter first dives in to recommendations and ends with the limitations.

Overview chapter:

7.1 Recommendations

7.2 Discussion

7.1 Recommendations

The strategy

For the strategy to be successful it is important to enhance shared ownership over it. A final presentation will be given to Directie X with the intention to kickstart this. But it is then up to the team to take this further. Momentum is key in this context. It is needed to see if the initial roadmap is truly feasible and if not: to iterate further on the idea. Brainstorm sessions should be prioritized on this: it could be the basis of re-shaping Directie X and their activities.

The Ministry

Throughout the Ministry many people are of the opinion that the current way of working interferes with their tasks. It is time to change this. As one of the workshop outcomes suggested: why not start a revolution? Nobody is truly happy and there are ways to change this.

Of course the Ministry has come a long way, but connecting, collaborating and co-creating should be standard practice across the entire Ministry. This will be the glue which would keep the Ministry together.

This project presents a strategy which has the potential to be scaled up. A way to do this is in a collective matter, to decrease the feeling of pressure. Prioritize trends, collectively respond to them and move to the next matter.

Directie X

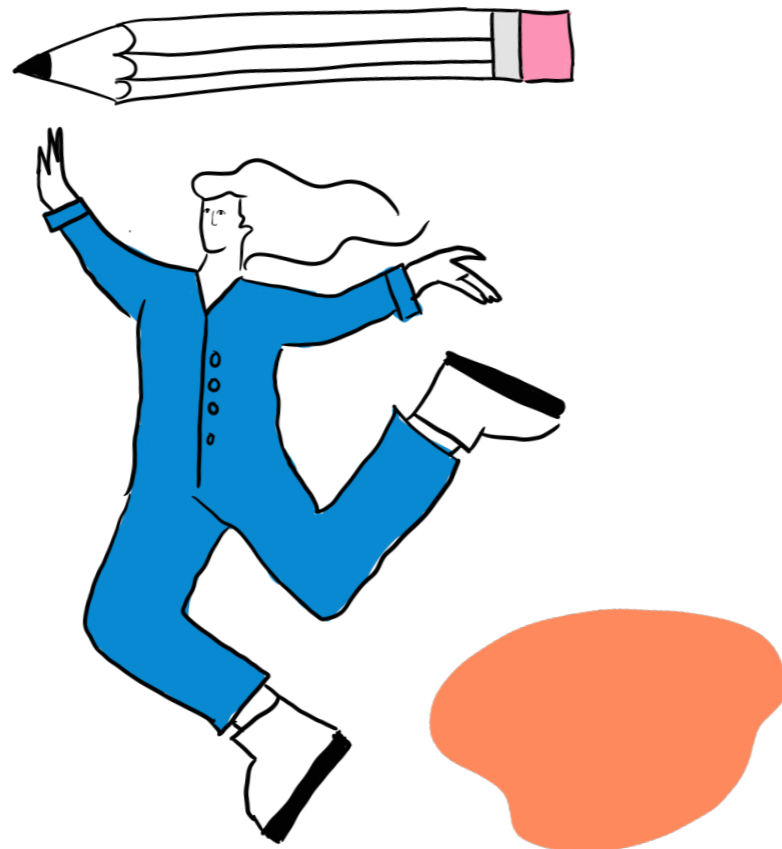
Mentioned a couple of times before but repeated once more: practice what you preach. Being innovative starts with yourself. This starts with reconsidering the different and slightly segregated programmes. A way to do this is to shift focus more towards process driven strategy over knowledge harvesting.

Energy and motivation can be increased by organizing information in different outlets: don't email everything, be concise and use weekstart meetings to let everybody share their activities, needs and victories.

Trends or urgent topics can not just be signalled and thrown across the Ministry. If no ownership is taken, it is hard to stimulate ownership among others. Lastly: hire a designer! They will help you critically asking these questions to the team.

Implementing Design in the Ministry

Initiating a designlab within the Ministry would offer solutions to the initially proposed issues. Embracing design in the Ministry will also help embrace complexity, synthesize and empathize with each other, the end-user and the system. To make sure pitfalls are avoided it is wise to start collaborating with already existing labs in the United Kingdom, Denmark, Finland, but also the design team of the municipality of Eindhoven and The Hague. Setting up a designlab in the Ministry of Justice and Security would make this the first lab in the Netherlands, making the Ministry the most innovative organ of the Dutch Government!



7.2 Discussion

The limitations of frame innovation: It is too broad!

Using frame innovation helped the designer to structure the research and guide towards concrete directions. However there are some limitations to the methodology. Not every step is clearly defined, meaning that there was no clear cue that phases were finished and there was a concrete result. It showed the methodology to be broad. The order of the phases are not necessarily applicable to all problems. This project used paradoxes as a converging tool, even though Dorst suggests it should be a diverging tool. Furthermore, it is a more designer centric approach, which means it does not often suggest to co-create. In the context of the Ministry this would result into undesirable results. Overall, this methodology is suitable for social design, and also applicable if the system is inside of an organization, but because of this, some steps were adjusted or repurposed along the process.

Transition design: holistic approach of problem solving

Transition design theory was the right approach to embark on solving such a complex problem within a complex system. However, because of this all interventions presented remained rather superficial. Elaborating further on the Learning Network, Gaining capacity and the workings of the Participatory Design Table (or the Designlab) needs further attention to be successful. The result of this project only presents the direction the Ministry needs to head towards to be able reach the future vision.

Designer bias: more time is needed to fully emerge into the context

This project took place over 7 months. This is little time to overcome the biases a designer can have. More time is needed to fully emerge into the process and Ministry's system to be able to overcome these biases and truly understand it. It is key to understand how the system makes the human in it (and not the other way around). Empathizing with different people in unfamiliar contexts (not so different from designing in foreign countries!) simply does not happen overnight.

It also proved to be difficult to reach the people to interact with. As 'pressure' was a major theme within

the research, it also emerged in the project itself. But being a designer in this context also affected this: it took time to present to the Ministry the added value of design. This made people hesitant to dedicate time to the project. This asked for much resilience and persistence. If more time was there, a broader base could have been created around the validation.

Communication in the Ministry: language barrier?

Many times language proved to be a hurdle between the designer and the stakeholders. It was interesting to see how language chosen by the designer could mean something different to the Ministry. This did cause the possibility to come across more aggressive than intended. But mostly: it could have meant the designer and the Ministry misunderstood each other. This could mean that conclusions drawn during this project were incorrect or too charged.

Strategic design: design for the greater good?

It is important to note, finally, that strategic design will not fix everything. During this project it might sound that the designers will fix complex problems and the way of working around it just on their own. This is not true. Strategic design will in fact, contribute and support the change in working. But everyone within the Ministry is necessary to contribute. It is also important to mention that without the innovators and the educators, designers will not be able to provide this support.



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Figure 8: Creative session picture taken by author (Nadiye Çakir)

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“Designers experiment to determine the necessary next steps, that’s what makes them different.”

- Prof.dr.ir Frido Smulders