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# DESIGN POLICY ISSUES

## n°1

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### CONTENTS

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Editorial PAG. 01  
"Building an Evaluation  
Culture for Design Policies".

---

Research Abstract PAG. 02  
"DeEP - Design in European  
Policies".

DeEP Research  
Framework PAG. 03  
"Embedding an evaluation  
approach within EU Design  
Policies".

---

DeEP Mind Map. PAG. 07

Research Paper PAG. 09  
"Which role for design in  
collaborative policymaking?"

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Design Policies  
Repository. PAG. 13

EDITORIAL

# Building an Evaluation Culture for Design Policies.

*Design is becoming a strategic lever for innovation policies in Europe. Together with innovation, it is feeding the sustainable development of private and public sectors for increasing competitiveness, growth and jobs. In particular, the European Commission has promoted the EDII Initiative to support the uptake of design culture and through this nurture the EU socio-economical capital.*

*DeEP – Design in European Policies, is one of the funded EDII projects focused on mainstreaming an evaluation culture within design policies.*

*This stands on multiple souls: the link between design and innovation, the awareness around design policies, and the reinforcement of a policy evaluation culture. As part of this, the forecast scenario envisions tools to orienteer policy makers in their future tasks, helping them understand the potential of design in business innovation.*

*The complex path envisioned will surely take longer than a two-years project to be fulfilled. Nevertheless, we wish for this to be the first step toward a design-driven funding/evaluation system, based on radical efficiency, open data, and transparency. DeEP envisions an open, shared, transparent, generative policy evaluation system for design policies. This is our overarching challenge driving an exciting research journey that we hope will ultimately aim at more effective policymaking.*

## Acknowledgments

The DeEP Coordination Staff (**Politecnico di Milano**) would like to thank all the DeEP Consortium for contributing to the progress made in the first year of research.

Thank you also to the European Commission for granting us the opportunity for developing this work, and in particular to the DG Enterprise and Industry as well as all people involved in the EDII Initiative and First Action Plan.

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## RESEARCH ABSTRACT

# -DeEP-

## DESIGN IN EUROPEAN POLICIES

DeEP aims at creating an understanding of the impact of design innovation policies by building frameworks and indicators to evaluate these actions both at a macro (regional, national, European) and micro (specific initiative) level.

The role of design in innovation policies is very fragmented across Europe. Only few governments have developed clear national or regional strategies to include design in innovation policies. On the other hand, it is possible to recognize the effort of all European countries and regions to implement design programmes, although often tacitly, while others occupy a middle position with tacit and explicit design innovation policies.

Furthermore, the difficulties in evaluating the impact of design innovation policies are compounded by this lack of frameworks. There is a lack of evaluation that leads to less effective design innovation policies, disconnected from firms' activities.

DeEP wants to fill this gap by developing and testing theoretical frameworks and practical tools aimed at evaluating the effectiveness of design innovation policies.

The resulting DeEP Evaluation Tool can become an instrument for policy makers, enterprises and other stakeholders involved in design in the policy making cycle to allow the strategic development of new design innovation policies across Europe.

The main deliverables that will be developed throughout the research are:

- A taxonomy of Design Innovation Policies;
- The DeEP Evaluation Tool made of: (a) a Design Innovation Scoreboard to evaluate regional and national performance (set of macro indicators); (b) an analytical framework and indicators to evaluate the impact of specific initiatives directly on companies (set of micro indicators);
- An Open platform for knowledge sharing (online repository of Design Innovation Policies) and for evaluation (web based evaluation tools).

# DeEP Research Framework.

EMBEDDING AN EVALUATION APPROACH  
WITHIN EU DESIGN POLICIES

Evaluating the effectiveness of design policies is one of the most interesting current challenges for the European Union. How to measure the link between policy beneficiaries, their actions, processes, and policy results? In the design discipline and profession, policy making and evaluating is under-explored. On these premises, DeEP has engaged a research path to advocate an evaluation culture for design policies with the great challenge of developing a tool for measuring the coherence between policy objectives and their outcomes. In the following pages, we describe briefly the main challenges faced in the first year of research, highlighting the main issues addressed:

## 1) the definition of design policy;

## 2) the evaluation principle for DeEP;

## 3) the evaluation approach peculiar to design.

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### CHALLENGE 1 – DEFINING DESIGN AND DESIGN POLICY

One of the first challenges faced in the research is the definition of a common language about design, design policies, and design policy evaluation. According to the recent reports published by the EC, DeEP has described design as:

- A process, and an activity, not only the results of the activity;
- A thinking process allowing a broad range of considerations to be taken into account (holistic approach);

- An activity producing products, services, systems, environments and communication;
- A process often taking place in any organisation.

Design (as an activity/process) is embedded into innovation. As Hobday, Boddington and Grantham (2012: 272) state:

*"...design has been either absent or a poor 'second cousin' to innovation policy. Also, from a business and management innovation perspective, research into design is also scarce (...) Analytically, the design policy debate has been largely instrumental, seeking to support policy makers in the shaping of policies to promote design, rather than asking deeper questions about the validity and the efficacy of policies. As a consequence we know little about the 'mental models' (i.e., implicit approaches and assumptions) which underpin design policy making..."*

Design innovation thus cannot be considered only in relation with the production of goods (products and services). It also has strong social, environmental, territorial concerns. Therefore understanding which are the appropriate quantitative/qualitative metrics (indicators) to measure the outcomes of design innovation and design policies is a delicate task that entails many questions.

Building on these considerations, DeEP has defined design as follows: **design is a set of capabilities that enable people-centred innovation.**

This is an adaptation of the definition given by the EU: **"design is perceived as an activity of people-centred innovation by which desirable and usable products and services are defined and delivered. Design has a role to play in business processes**

**DESIGN HAS BEEN DEFINED AS FOLLOWS: DESIGN IS A SET OF CAPABILITIES THAT ENABLE PEOPLE-CENTRED INNOVATION. THIS IS AN ADAPTATION OF THE DEFINITION OF THE EU: "DESIGN IS PERCEIVED AS AN ACTIVITY OF PEOPLE-CENTRED INNOVATION BY WHICH DESIRABLE AND USABLE PRODUCTS AND SERVICES ARE DEFINED AND DELIVERED. DESIGN HAS A ROLE TO PLAY IN BUSINESS PROCESSES AND METRICS (SUCH AS VALUE-ADDING OR COST CUTTING). DESIGN IS CONSIDERED AS A SECTOR IN ITS OWN RIGHT OF SPECIALIZED, PROFESSIONAL ECONOMIC ACTIVITY BY TRAINED AND QUALIFIED PRACTITIONERS AND AS A TOOL FOR BUSINESS AND ORGANIZATIONAL GROWTH AT THE HIGHEST STRATEGIC LEVEL."**

**and metrics (such as value-adding or cost cutting). Design is considered as a sector in its own right of specialized, professional economic activity by trained and qualified practitioners and as a tool for business and organizational growth at the highest strategic level."**

(Design for Growth & Prosperity, p.15)

In the context of the research, design is strictly connected to the field of policies. Thomas Birkland (2001) argues that a singular interpretation of policy does not

**DESIGN POLICIES AIM AT SHARING A SET OF RULES, ACTIVITIES, AND PROCESSES TO SUPPORT DESIGN THROUGH THE REINFORCEMENT OF DESIGN CAPABILITIES AT ALL LEVELS OF THE POLICY CYCLE."**

exist. Few relevant definitions have thus been researched.

Dye states that policies are "whatever governments choose to do or not to do" (1972: 18).

Brooks argues that "*public policy is the broad framework of ideas and values within which decisions are taken and action, or inaction, is pursued by governments in relation to some issue or problem*" (1989: 16).

Cochran et al. refer policies to governmental actions and the intentions that determine such actions (2006).

Cochran and Malone frame policies as "*the study of government decisions and actions designed to deal with a matter of public concern. Policy analysis describes the investigations that produce accurate and useful information for decision makers*" (2005: 1).

Therefore, a wider definition of design policies should include support to the development of new products, processes, and services that are new to the firm or to the market place (Hobday et al., 2012).

Raulik-Murphy and Cawood give a definition of design policies "*as the process by which governments translate their political vision into programmes and actions in order to develop national design resources and encourage their effective use in the country*" (2009: 7).

Hobday et al. consider design policies, "*not as a rational problem-solving activity but as a socially based, collective activity for generating solutions to complex problems and challenges*" (2012: 278).

DeEP defines design policies as follows:

**Design policies aim at sharing a set of rules, activities, and processes to support design through the reinforcement of design capabilities at all levels of the policy cycle. . . . .**

## CHALLENGE 2 – DESCRIBING THE POLICY CYCLE AND THE EVALUATION PRINCIPLE

The policy formation system involves many different players, relationships and processes. The main one is the political system, namely the socio-technical context in which policy making takes place. This could be simplified as the relationship between politics and governance: the politics domain concerns the general scopes that regulate the relationship between state and citizens as well as the system of rules and norms of every human activity within a society; governance represents the tools, procedures and

processes that enable the political system to affirm its actions.

Each political system has a proper governance that enables peculiar ways to transform intentions into tools for action (policies).

Knill & Tosun (2008) identify three main features in a policy making system (or policy cycle): multiple constraints, due to shortage of time, resources, difference of public opinions, etc.; different policy processes, depending on the context and the local government; the iterative nature of the process itself.

In particular, five steps can be recognised, consisting of **(1) agenda setting, (2) policy formulation, (3) policy adoption, (4) implementation, and (5) evaluation.**

### 1.

The first stage in policy making refers to the identification of a public problem, to be given official attention by legislators and executives. Those public problems chosen by the decision makers constitute the policy agenda.

### 3.

Governmental institutions determine the adoption of a policy. This is determined by the feasibility of the policy, which implies considerations about values, party affiliation, constituency interests, public opinion, deference, and decision rules; and bargaining and compromise.

### 2.

Policy formulation involves the definition, discussion, acceptance or rejection of feasible courses of action for coping with policy problems. Policy formulation deals with the elaboration of alternatives of action.

### 4.

Implementation represents the conversion of new laws and programs into practice. Policy success depends on how well bureaucratic structures implement governmental decisions. This can have two approaches: a top-down approach ensures that policy execution delivers the policy outputs and outcomes specified by the policy-makers; a bottom-up view welcomes the contribution of local officials in reshaping broad objectives to fit specific, variable and changing circumstances.

## 5.

Policy evaluation is “the process of determining quality, goal attainment, program effectiveness, impacts, and costs of a policy. The main goal of evaluation is to determine whether policy effects are intended or unintended and whether the results are positive or negative for the beneficiary and the society” (Theodoulou and Kofinis 2004: 191).

Theodoulou and Kofinis (2004) describe different perspectives in policy evaluation:

- Evaluation is the assessment of whether a set of activities implemented under a policy has achieved a given set of objectives;
- Evaluation is the effort that renders a judgment about program quality;
- Evaluation is information gathering for the purpose of making decisions about the future of the program;
- Evaluation is the use of scientific methods to determine how successful implementation and its outcomes have been.

A landscape of approaches, tools, data and indicators exists for policy evaluation. Its main aim is to:

- Evaluate the effectiveness of the design innovation policy in connection with the objectives defined in the agenda setting;
- Support policy makers to develop more effective policies by integrating better evaluation in the policy cycle.

**Three moments are considered for policy evaluation: ex-ante, monitoring, and ex-post.**

### Ex-Ante Evaluation

Ex-ante evaluation precedes decision-making, and pre-assesses the effects and consequences of planned policies in order to “feed” the information into the on-going decision-making process. If undertaken on alternative courses of policies and actions, ex-ante evaluation is useful to selecting alternatives.

### Monitoring Evaluation

Ongoing evaluation identifies the (interim) effects and results of policies and measures implementation and realization while this is still under way.

The essential function is to feed relevant information back into the implementation when this can be used to adjust or redirect the process.

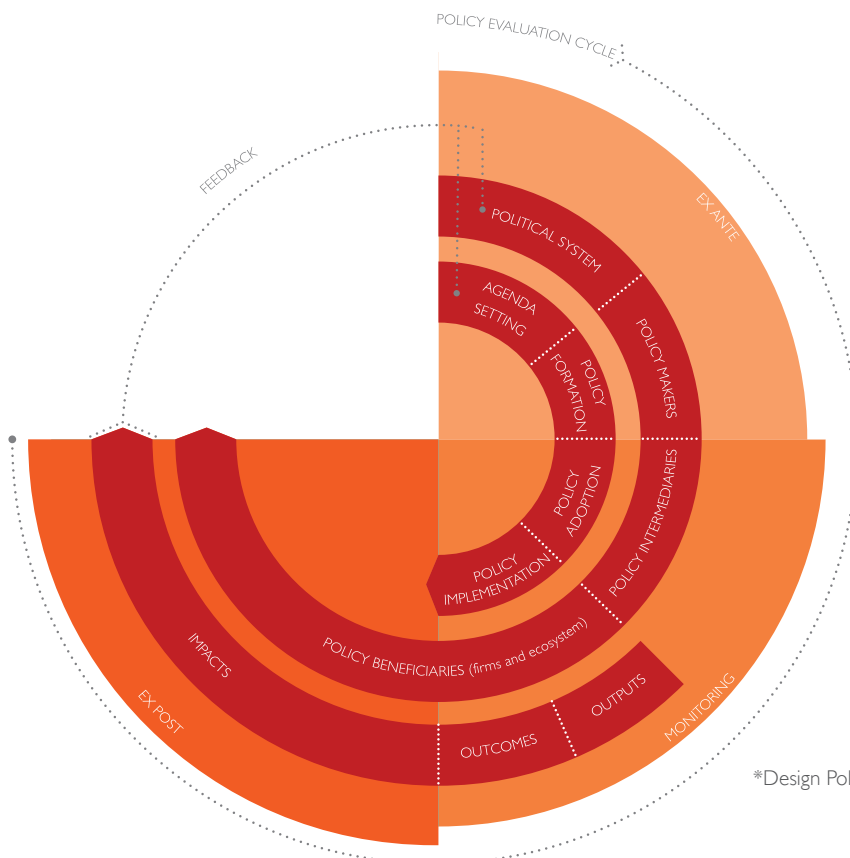
### Ex-Post Evaluation

This assesses the impact of the policy intervention, and provides a feedback on the degree of accomplishment of the policy objectives.

**DeEP has connected the policy cycle described, and the evaluation steps building the research framework as visualised in figure 1. Design Policy Evaluation Cycle\***

Finally to complete the framework, DeEP has stated an evaluation principle that connects the definition of design and design policies, and the policy evaluation cycle:

**The effectiveness of a design policy is measured by the positive change and/or transformation in the stock of design capabilities observed in design policies beneficiaries.**



\*Design Policy Evaluation Cycle

### CHALLENGE 3 – DESIGN CAPABILITIES

The third challenge has expanded on the principle of evaluation, detailing the design capabilities that – measured – express the coherence between policy objectives and results. In particular, design capabilities are defined as the set of competencies needed to carry out design activities. These are recognised in three macro areas: Design Leadership, Design Management, Design Execution.

Each of these is divided in one or more specific skill to detail the focus of the area.

**Design Leadership (holistic view, and understanding how people give meaning to things)** is encountered when design participates to the strategic choices of the firm/organisation, so that a design-driven innovation strategy is the core activity carried out through a people centered approach.

**Design Management (managing the design process and creativity)** is the ability of managing design resources, in terms of human resources, design processes and creativity, economic resources.

**Design Execution (visualising/prototyping, applying new technologies)** involves the presence of human resources with technical skills, design technologies and infrastructures, investments in the NPD process.



These capabilities are useful to orienteer policy makers both in evaluating the effectiveness of design policies, and to assess strategic objectives for the improvement of future actions and initiatives. Moreover they are suggested as a starting point for advocating design-driven innovation through pinpointing a clear value of design in a business context.

Finally, design capabilities are applied within the research to define the appropriate set of quantitative and qualitative indicators, peculiar to measuring design within innovation policies. This will be the focus of the final output of DeEP, and the core of the DeEP Evaluation Tool.

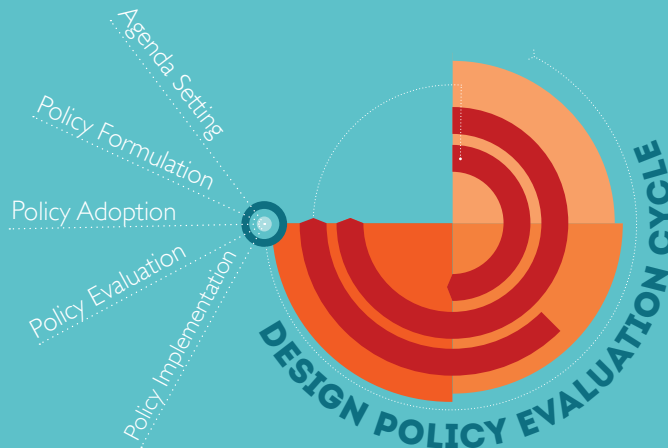
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# DeEP MIND MAP



POLICY  
EVALUATION  
CULTURE



**DESIGN &  
DESIGN POLICY**

*Design*

IS A SET OF  
CAPABILITIES THAT  
ENABLE PEOPLE  
CENTERED  
INNOVATION



**DIPI**  
CASE  
STUDY

EU DIPI

TAXONOMY

AND

Landscape



**POLICY MAKERS  
& FIRMS**  
INTERVIEWS

PAPER



MEASURING  
THE  
EFFECTIVENESS

FINDING A  
COHERENCE  
BETWEEN  
POLICIES  
AND  
RESULTS

CONNECTING  
DESIGN &  
INNOVATION

DESIGN  
DRIVEN  
INNOVATION  
ADVOCACY



WHAT

PRINCIPLE  
of  
EVALUATION

MACRO  
ecosystem

MICRO  
firms



capabilities

design leadership, design management, design execution

INDICATORS

CORE • CUSTOMIZED • PERSONALIZED

TEST

DeEP

TOOL

# Which role for design in collaborative policymaking?\*

\*This article is adapted from the paper  
"MAFFEI, S., MORTATI, M., VILLARI, B. (2013).

Making/Design Policies Together; EAD 2013, April 2013,  
Gothenburg, Sweden"

In this article, we explore collaborative approaches and techniques applied to the process of policy formation. The objective is to discuss the possibilities for co-designing policies through a better understanding of the policy making cycle. Three main reflections are made throughout the discussion: (a) the issues to be considered when including citizens in policy formation, (b) the inclusion of co-design approaches in policymaking, (c) the possibility to include participative processes in the emerging field of design policies.

The idea of collaborative policy making is proposed both to promote the co-design of policies (general field) and to reflect on the future of policy making and design policies through collaborative practices (disciplinary field).

## CONNECTING POLICIES AND COLLABORATION

There are numerous definitions of public policy. Thomas Birkland (2001) argues that a single definition does not exist. Dye states that policies are "whatever governments choose to do or not to do..." (1972: 18). Brooks argues that "Public policy is the broad framework of ideas and values within which decisions are taken and action, or inaction, is pursued by governments in relation to some issue or problem..." (1989: 16). Cochran et al. (2006) refer a policy to the actions of a government and to the

intentions determining these actions. Finally, Cochran and Malone argue that "public policy is the study of government decisions and actions designed to deal with a matter of public concern. Policy analysis describes the investigations that produce accurate and useful information for decision-makers" (2005: 1).

***We consider policies the way in which a Political System shares a set of rules, activities and processes necessary for the transformation of existing conditions into preferred ones.***

This means considering the making of a policy as a two-fold strategic design intervention, where policymaking is intended as a design process, and the policy is the object and result of the process itself (according to Simon's definition (1969) of design – the transformation of a course of action into a preferred one).

The design of public policies, and the introduction of design in innovation policies are acquiring great importance in the European context. It has thus become increasingly interesting to discuss such topics exploring the contribution of the design discipline/practice to helping government and policymakers directly. In particular, this brief article reports on how/where the processes to define and build a policy could be opened, made transparent and adapted to including the participation of citizens. This mainly aims at

**WE CONSIDER POLICIES THE WAY IN WHICH A POLITICAL SYSTEM SHARES A SET OF RULES, ACTIVITIES AND PROCESSES NECESSARY FOR THE TRANSFORMATION OF EXISTING CONDITIONS INTO PREFERRED ONES.**

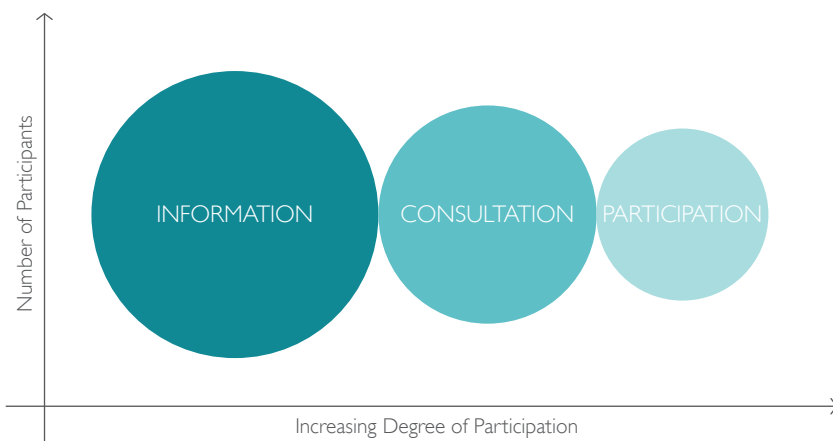


Figure 1

proposing a reflection on the benefits that policymaking could obtain from incorporating co-design approaches and practices.

## ENGAGEMENT AND PUBLIC PARTICIPATION

The idea of involving citizens in the policymaking process can be compared to the current push in design toward user involvement for the production of goods and services. Consumers and users have owned an active role both in the design/production of goods, and in the distribution/evaluation. This is equally developing for governmental processes, where public administrations are increasingly concerned/interested in experimenting user-centric processes and tools, and in considering citizens active agents of change.

Participation in policymaking is not a new topic. In history it is possible to encounter various methods that have been experimented by different governmental forms, nuancing the relationship between government and citizen. In a simplified scale, three degrees of engagement can be recognised (see figure 1):

- Information - a unilateral relationship, where the government shares data with citizens, but leaves them out of the decisional process;
- Consultation – a mutual relationship, where the government not only informs but asks for feedback on its decisions;

- Participation – a reciprocal relationship, where the government involves citizens in the policymaking cycle, given that citizens are sufficiently competent to suggest solutions and contribute to the debate.

Consultation and participation involve citizens in the decisional process, thus opening decision making to representativeness issues. This also identifies a growing degree of democratic efficacy, according to which the power of information is limited; consultation is more effective; participation is the most democratic form, thanks to its deliberative properties (EIPP, 2009). Currently active participation is seldom used and mostly a goal of pilot projects and local experimentations. Moreover it is mainly introduced at the level of programmes and initiatives, and rarely involves policies. *“Notwithstanding the fact that governments’ engagement with citizens has ‘expanded (...) as new techniques have been developed’, the situation in many countries remains ‘a patchwork of initiatives, experiments and established routines’* (OECD, 2001: 2). Partly this is due to the challenges of participation that range from the costs of activation to the management of complexity, and the necessity to ensure that ideas and social groups are fairly represented. Nevertheless this remains one of the most interesting practices to renovate the current democratic forms, as President Barack Obama has shown by emanating a *“Memorandum on Transparency and Open Government”*. In

particular, this states three principles to improve government: transparency, participation, and collaboration, arguing that *“executive departments and agencies should offer Americans increased opportunities to participate in policymaking and to provide their Government with the benefits of their collective expertise and information”* (Obama, 2011).

## COLLABORATIVE POLICYMAKING ON THE FIELD

Collaborative policymaking examples include mainly pilot projects, and experimental programmes, from local projects and guidelines to European platforms, such as:

- Edgeryders - a project promoted by the Council of Europe and the European Commission, led by the Social Cohesion Research and Early Warning Division at the Council of Europe, aimed at creating a vision of how European citizens could influence decision making and policy formation. Its mission is to create a link between citizens and institutions through using massive collaboration mechanisms enabled by internet-based tools;
- Creative Cities – promoted by the British Council talks to city planners, architects, city administrators, artists, NGOs, social workers, and citizens to raise their awareness on the issues concerning the creation of a better urban environment. The project provides new ideas on how to share knowledge, new contacts to develop urban collaborations, new tools to co-design the future city (e.g. the Future City Game™ and the Urban Ideas Bakery);
- The London Collaborative – a programme designed by The Young Foundation to improve the capacity of London’s public sector to meet the future challenges of the city. Collaboration and joint problem solving are applied to four key challenges: new approaches to behavioural change, worklessness, climate change, and understanding and managing population flows. These are worked on by multi-stakeholders teams, including current and emerging

leaders from London's local authorities, the GLA, police, health and other public services;

- Neighbourhood Challenge – an initiative by NESTA focused on supporting community-led innovation. It focuses on fostering creative potential in communities - through empowering their social capital - for becoming active proponents of new ideas and innovation. The action encourages alternative ways for gathering funding and enabling entrepreneurship, enabling people to actively improve their neighbourhood.

All of these examples, can be analysed through the idea of policy communities (EIPP, 2009), a concept that connects communities of practice and interest to the policymaking process. A policy community is essentially a network of people, social groups, governmental departments, and organisations. It is traditionally guided by the government, and is very close to consultation. To enhance such community to the level of participation it is necessary to make it more independent, for example through engaging people around shared interests and on the principles of volunteer work and self-selection. One of the most frequent ways to guide policy communities is through including a facilitator; creating concentric circles of decisional influence (see figure 2). Given the current prominence of these projects to support governmental change, it is interesting to list the most important elements characterising policy communities (see figure 3).

## **01 Voluntary participation and reward (motivation to participate)**

A participative policy community is founded mainly on voluntary recruitment, self-selection and self-management of time and commitment. This is a positive characteristic as it aims at avoiding hierarchies and personal strategies, while inviting aggregation around topics of personal interest and competence. On the other side it risks leaving actions at the embryonic state of ideas.

## **02 Uncertainty in the influence on policymakers and representativeness**

The degree to which the community is capable of representing homogeneously the society (different social groups and ideas) is difficult to be determined. As the mechanism is mainly based on voluntary participation, there necessarily is also uncertainty on the skills and competences of members, which are not selected but trusted. Further, the issue of representativeness is raised, since the number of participants necessary to guaranteeing effective representation is too wide to be efficiently managed through direct participation.

## **03 Quality of the outputs and tacit power mechanisms**

In policy communities, members do not influence directly decision-makers, so to avoid the use of personal strategies that would override collective ones. The idea of using collective intelligence as a tool

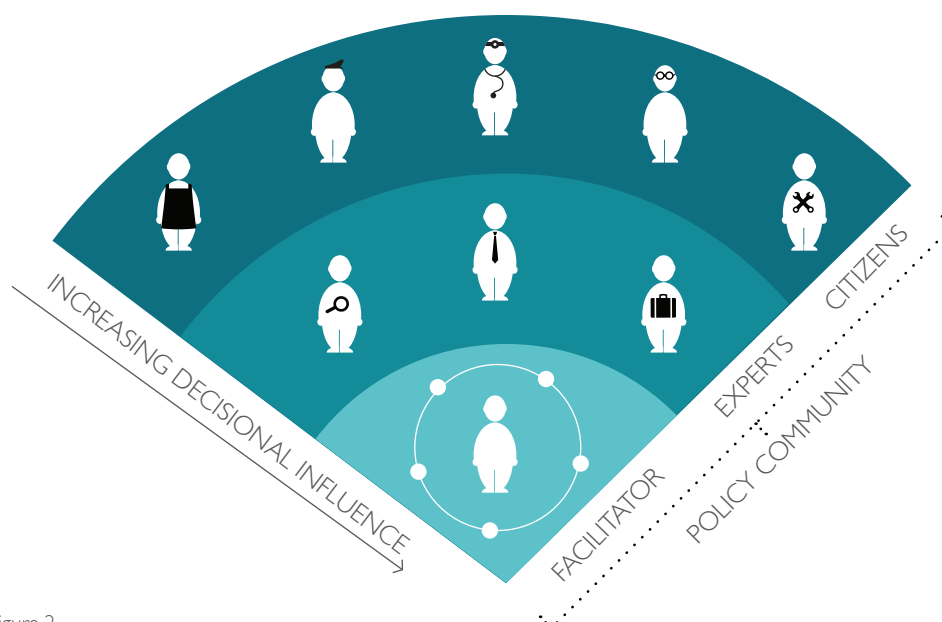


Figure 2

for exploring social problems avoids such mechanisms of tacit power. However it makes more difficult to control the quality of results.

#### **04 Efficacy of costs and timing**

A final consideration is on the costs and timing necessary to activate a participative process. The first are not only financial, but include the management of time and goals, the negotiation of conflicts, and so on. Political costs also exist, concerning the loss of control over decisional processes. Finally both administrators and participants have costs that cannot be avoided: in the first case the cost of maintaining promises, in the second the cost of self-motivation to participate actively.

### **COLLABORATIVE POLICY MAKING**

- 01** Voluntary participation and reward (motivation to participate)
- 02** Uncertainty in the influence on policymakers and representativeness
- 03** Quality of the outputs and tacit power mechanisms
- 04** Efficacy of costs and timing

Figure 3

### **OPEN ISSUES**

#### **01 The connection between co-design and collaborative policy formation**

The co-design of policies could represent a further evolution of the current participative policymaking processes.

Co-design stands for a process that connects designers and non-designers in a shared design endeavour. It focuses on users to consider them active agents of change, thus resembling citizen engagement. It enables users' creativity, mostly through creative sessions, where participants are empowered in taking active ownership of the outcome.

The points of similarity between participative policymaking and co-design are multiple: the central role of users and communities, the importance of creative processes, the collaboration between professionals and other stakeholders, the use of facilitators to support the process, the empowerment of participants to take active ownership of the collective results.

**How can co-design help envision new approaches to citizens/institutions collaboration?**

#### **02 Co-designing Design Policies**

The European Commission is posing increasing attention on design as strategic lever for development. In particular, this is associated with non-technological innovation, as an asset that can transform products in practical and appealing propositions for users (European Union, 2009). Designerly approaches are also prompting the emergence of a new entrepreneurial culture and renewed paths of integration between business and creativity.

These interests are particularly tangible in Innovation Policies, while Design Policies are still under-explored.

Their growth depends largely on the national political and design system, on the initiatives started by single organisations and by individual professionals. Connecting this sphere to the current experimentation on collaborative processes for policy formation could thus generate interesting results and become a best practice for all European nations.

**How can design methods be actively used to develop design policies?**

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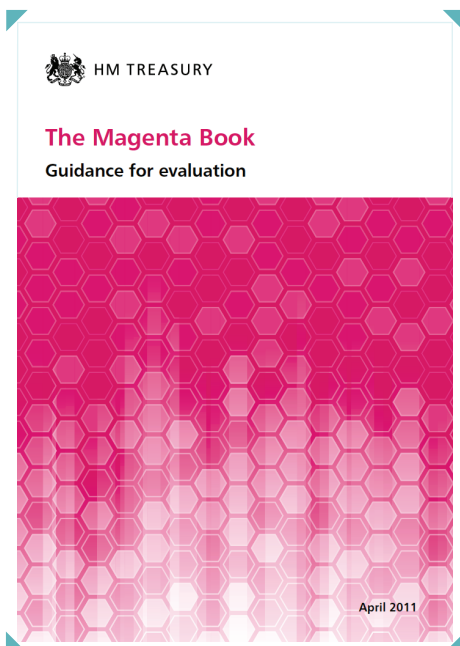
# Repository.\*

\*This section is an extract of the dedicated online repository.  
For further documents/suggestions, please visit: [www.designpolicy.eu](http://www.designpolicy.eu)

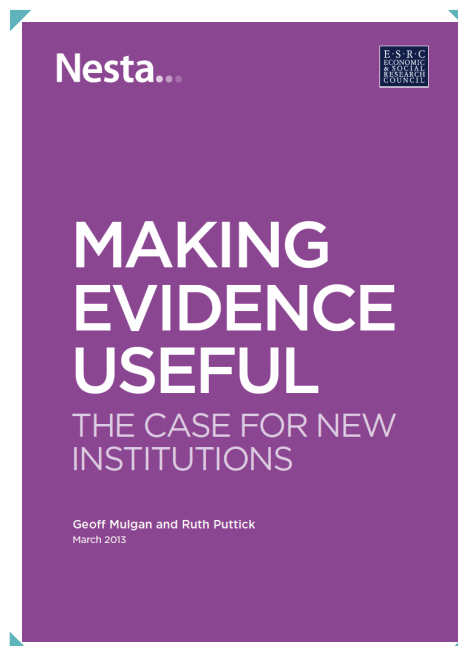
## THE MAGENTA BOOK GUIDANCE FOR EVALUATION

## MAKING EVIDENCE USEFUL THE CASE FOR NEW INSTITUTIONS

## WORLD DESIGN SURVEY



The Magenta Book provides in-depth guidance on how evaluation should be designed and undertaken.



The report discusses the importance of evidences when evaluating policies and their impact, and when influencing decision making



The World Design Survey™ collects information on the status of design policies, industry, culture, and education in 17 regions around the world with the main objective to establish an international design knowledge base system.

# POLICIES FOR DESIGN AND POLICIES FOR INNOVATION: CONTRASTING PERSPECTIVES AND REMAINING CHALLENGES

## DESIGN FOR GROWTH & PROSPERITY REPORT AND RECOMMENDATIONS OF THE EUROPEAN DESIGN LEADERSHIP BOARD



Policies for design and policies for innovation: Contrasting perspectives and remaining challenges

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### ABSTRACT

Innovation policy makers and analysts have traditionally paid little attention to design policy. Design has either been absent or a poor 'second cousin' within the broader field of innovation policy which tends to privilege research and development (R&D). However, in many countries, regarding the contribution of design to innovation, business performance and national economic growth is becoming policy and, in turn, examines policy making from a modern design perspective. Design policies tend to reflect first or second generation models of innovation, rather than systems or network based (third generation) models. However, modern design thinking can be used to help identify problems with the current paradigm of policy making in both design and innovation fields and to suggest alternative approaches which might be useful for both design and innovation policy.

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### 1. Introduction

Innovation analysis and policy makers have, traditionally, paid little attention to design policies and provide little in the way of critical appraisal of policies for design, whether constituted as independent design policies or as part of wider innovation policies. Until very recently the overwhelming focus of innovation policy has been on the role of research and development (R&D) and the public sector science base and, to a lesser extent, technology and engineering policy. As we show below, design has been either absent or a poor 'second cousin' to innovation policy. Also, from a business and management innovation perspective, research into design is also scarce as shown by China and Siegel (2007), Walsh (1996) and Hobday et al. (2011).

This position is now changing with design policies being put forward both independently and, in some cases, as a part of wider innovation policies in many countries. In the UK and European Union, for example, design is increasingly being viewed, belatedly, as an important and integral dimension of innovation policy. There is also statistical evidence to show that design plays a much more important role in national innovation and productivity than previously recognised (OECD, 2009).

Analytically, the design policy debate has been largely instrumental, seeking to support policy makers in the shaping of

policies to promote design, rather than asking deeper questions about the validity and the efficacy of policies. As a consequence we know little about the 'mental models' (i.e. implicit approaches and assumptions) which underpin design policy making.

The purpose of this paper is to provide an innovation perspective on design policy and a design perspective on innovation policy, combining elements of each field. We ask: what is the relationship between innovation and design policy? What do innovation policy models tell us about design policy? How might recent advances in design thinking assist in framing and encouraging both design and innovation policy? The paper focuses mainly on the UK, the EU and the US as leading proponents of both innovation and design policies. Although it is beyond the scope of this paper to review the policies of East Asia, China, India and similar policies within East Asia and China with competition from the latter used to justify further policies in the West. We argue that this might have led to a policy 'arms race' with each country and region attempting to 'beat' the other in policy reporting and policy rhetoric.

The paper is structured as follows. Part 1 defines design and innovation policy, touching on their different traditions and the changing scope of both. Part 2 focuses on design policies and recent attempts to elevate design to a more significant place in innovation policy. Part 3 locates design policy within innovation policy thinking, identifying the character of much design policy. Part 4 argues that new ideas from the 'design thinking' field could well assist policy makers, both in design and innovation policy.

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This paper examines design within the wider context of innovation policy and, policy making from a design perspective. It suggests that design thinking could be used to help identify problems with the current paradigm of policy making in both design and innovation.

Taking a broad-based view of design, the Leadership Board identified twenty-one policy recommendations, grouped according to six areas for strategic design action.



# Partners

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