A Tool for the Public Policy Process

& Stakeholder Engagement:

Using co-design methodologies and principles, how might we support

policy makers and policy influencers to adopt a user-centered

approach to the public policy process and build rapport between

stakeholders?

By Jennifer Chan

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Abstract

This research set out to uncover a specific moment during the public policy process where a stakeholder possesses the power and influence to impact outcomes. In response to a lack of clarity and knowledge as an "average" citizen as to how to enter into and participate effectively in what appears to be a black box of the public policy process, this research was driven by questions like "is it worth my time to participate?" or "are formal methods, like letter writing or a deposition, the only way to participate?"

Starting with a broad focus looking at the entire public policy process and a spectrum of stakeholders, this research evolved by using co-design methodologies and principles. Eventually the research narrowed in to focus on a specific set of lead users and distinct findings which established the design criteria for tool development.

This paper documents the fluidity of a co-design research process, the research stance, methodology, findings, outcomes and revisions along the way. This report demonstrates a unique approach to researching gaps in the public policy process and stakeholder engagement.

The intention of this report is to inspire the reader to further the research outside of an academic setting. When the rules of the game are set by the players, anything is possible.

Keywords: public policy process, stakeholder engagement, co-design, empathy, tools, toolkit, gamification, methodologies, principles

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Executive Summary

All around us, we are surrounded by policies. They are the invisible rules that govern the way we live, work and play. Policies impact everything from how tall your house can be, to the way businesses operate to how playgrounds are maintained. Most people don't fully understand how policies impact our lives, how policies are developed or how we can impact policy development. Public policy is ever-changing.

On paper, the policy development process appears to be a linear process. It is a step-by-step process that moves from problem statement, to definition, to objectives and outcomes. Those objectives and outcomes are developed, analyzed and evaluated into optional solutions and instruments to be deliberated on. A decision is made by elected or government officials. A policy moving forward goes into program design, potential legislative drafting, implementation and planning. The program is implemented, monitored and evaluated. Finally, the process is reviewed and assessed.

The problem is that policy development doesn't happen in a vacuum. The process looks opaque from the outside in, (given policy priorities, urgencies and timelines) the actual policy process does not always follow the theoretical process, and while stakeholder/citizen engagement *can* happen throughout the policy cycle, it is at the discretion of the policy makers when, how and what impact it will have on the outcome. From an outsider perspective, there is not always a clear signal that a policy is being revised/contemplated, what stage of development it is at, nor a clear roadmap on whether

to proactively, or reactively engage with government officials on desired policy changes or outline potential impacts it may have on their business environment.

In Ontario, the government is making strides to improve the way stakeholder engagement is happening. From initiatives like the development of the Open Government Engagement Team in 2013 and Budget Talks - the first digital town hall in 2015 - it is clear the way stakeholder engagement is happening can and is already changing. Alongside the work of the Ontario Government, innovations labs like the MaRs Solutions Lab established in 2012 are working to make public policies processes open, transparent and accountable and work with citizens.

For this Masters Research Project, I wanted to research stakeholder engagement in the public policy process to prototype a co-design tool that would promote and support stakeholders building rapport during the public policy process. I thought that developing a tool that is accessible to a broad spectrum of stakeholders and emphasizes co-design and empathy would help create dialogue and an environment for citizens to have an active role in collaboratively creating solutions in the public policy process. During the design of this tool, 12 primary interviews were conducted, 3 prototyping workshops with 10 playtesters were held to understand users and validate the creation of the tool.

The creation of Policy Fluxx was inspired by the individuals who dedicated their time to help me understand their stakeholder engagement experiences in the public policy process and ultimately it was the shift from events to people that made this tool come to life. Policy Fluxx is a mirror of the ever-changing rules and goals of real-world policy

development. Policy Fluxx as an analog facilitation tool, it is modified from an existing game (Fluxx) developed by Looney Labs in 1997. Policy Fluxx is composed of two distinct parts:

1) a card game that simulates an environment with ever-changing (quasi-random, quasi-individual and collaborative, stakeholder driven) conditions that could have material impact on a policy file; and

2) a futurist scratchpad that takes advantage of the generative policy conditions cards from part 1 and facilitates a foresight scenario discussion where stakeholders are forced to think laterally (leaving behind preconceived policy objectives from an idealized policy context), discuss their views and values and begin to imagine alternate futures.

Within the game play of Policy Fluxx, players are working to satisfy game goals (e.g. achieve the evolving prescribed winning card combination) to win the game and assemble a card combination that they believe should inform the actual policy discussion during part 2. The futurist scratchpad was created to generate a future-oriented actionable and strategic conversation about any policy issue.

To support a generative conversation, the card game portion of Policy Fluxx is comprised of 192 cards. Policy Fluxx is built of 4 basic card types; Actions, Goals, New Rules and Keepers. The Actions are one-time use instructions that can be played by a player during their turn, the Goals designate the prescribed winning combination needed to win the game, the New Rules collect in the centre of the table and continuously change the way the game is played, and the Keepers are the cards each player collects to ultimately achieve the winning combination. In Policy Fluxx there are 5 types of Keepers:

Scenarios, Values, Signposts, Timelines and Trends. To successfully end the game, a player must collect 3 Trends that match the current Goal, have 1 Value card, 1 Signpost, 1 Timeline and 1 Scenario card. Each player must collect the Trends, Value and Signpost on their own. The Timeline and Scenario cards are shared amongst the players and can be used by anyone once they are placed in the centre of the table.

From game play to the futurist's scratchpad, the Keepers are prompts for creating the foresight scenarios. Each Keeper card of Policy Fluxx is well-researched to create a foundation of rigorous data. The content on the cards include a wide range of topics that are social, technological, environmental, economic and political in nature. The card content was taken from specific foresight sources including "Featured Insights" section of the McKinsey & Company Website, the "Future" section of the BBC Website and Trendhunter Website. There are 100 Keeper cards in each deck of Policy Fluxx that holds information about trends, events and societal values to inform stakeholders and to push stakeholders beyond their existing assumptions about a policy issue. Initially playtesters were concerned that trends that weren't directly related to their specific policy area (for example, entrepreneurship in Africa in a discussion about employment in low-income areas) might not be relevant, but subsequent playtester workshops highlighted their value to force more lateral thinking and exploratory policy development beyond what a stakeholder might have insisted in a traditional policy consultation. Having narrowly focused trends also didn't allow for robust conversations about conflicting trends that might impact a policy area.

Policy Fluxx would be used by particular stakeholders tasked to facilitate action-oriented dialogue between and with stakeholders who are inside and outside the public policy process. These "intermediaries" are unique to stakeholder engagement and the public policy process, they can be either inside or outside of the government, and their key roles are to engage with stakeholders. For the most part, intermediaries want more innovative tools for stakeholder engagement but are concerned about the reception of tools and their ability to execute new tools. Policy Fluxx would be most effectively used during an ongoing strategic engagement process initiated by an Intermediary in a multi-stakeholder engagement consultation. Policy Fluxx is designed to be easy to implement and to deliver stakeholder-informed policy recommendations that are data-driven. Through my research, I learned that Intermediaries often want to use more innovative tools but are concerned that too much set up, instructions or synthesis would reduce the receptiveness of the tool. Intermediaries felt that they are typically working in an environment that has a lack of incentive for trying anything new. They don't want to use a tool that is seen as a failure or a waste of time or resources. Intermediaries spoke of specific expectations of stakeholders that limited their use of tools, such as actionable deliverables, a certain level of existing knowledge and a demonstration of concrete next steps. For these reasons, Policy Fluxx has limited instructions and is best learned as you play. Each time you play, you become more comfortable with the concept and can begin to invite more stakeholders to the table.

When speaking with stakeholders, one of the most apparent challenges in stakeholder engagement in the public policy process was the lack of long-term planning at the beginning of policy development with stakeholders both inside and outside of

government. Whether it is the lack of vision of elected officials and a four-year political cycle or the lack of incentive to work on an issue unless it was in a state of emergency, planning longer than 5-10 years never filtered to become a top agenda issue. For example, unless our lakes and oceans are dry, will we ever really be concerned about drinkable water in Canada? The lack of long-term planning sets us up for failure. This was the antithesis adding layers of foresight into the development of Policy Fluxx.

Policy Fluxx invites stakeholders to become players in a game world. It requires stakeholders to suspend their existing assumptions and biases to focus on the game rules and goals. Policy Fluxx, like the original Fluxx, is a game with ever-changing rules and goals. I chose Fluxx as a template for tool development for this reason. The concept of ever-changing rules and goals mirrored what I was hearing from stakeholders over and over again. Regardless of how many times you had been a part of a public policy process, the process always appeared to be changing and different from the time before. There was no roadmap to understand out where you were in the process or what the next steps might be.

Simultaneously, the goal you started with might change multiple times as you are involved depending on changes to research, political agendas, compromises or other stakeholders. Every stakeholder needed to adopt an adaptive strategy to be able to survive the process.

This basic concept allows for every stakeholder to be a part of setting the rules of the game. As an outsider to government, engaging in the public policy process sometimes seems like trying to enter a black box with no concept of how to get in or what to do once

you are inside. With Policy Fluxx, the rules are overt and every player is required to abide by the same rules. This creates an open and transparent process. Policy Fluxx simulates an idealistic stakeholder engagement in the public policy process. Players transition from working on individual goals, to understanding the impact of their moves on others, to sacrificing individual wins for collective goals and even when the game play is over, the players continue to work together to collaboratively write an alternative future and create a shared actionable strategy and next steps. This subtle transition allows players to build rapport with one another before jumping into collaborative work. The goal of Policy Fluxx is to encourage stakeholders to co-design policy solutions to build empathy.

Building on top of a foundation of ever-changing rules and goals, Policy Fluxx aims to provoke long-term dialogue and lateral thinking. I wanted to design a tool that was accessible to a broad range of stakeholders and offered a rigorous foundation of data. Policy Fluxx is intentionally designed to look and feel like a game because this immediately shifts assumptions of what a typical stakeholder engagement process might look like. This reduces the barrier to entry for stakeholders and equalizes the engagement process.

The feedback received about Policy Fluxx has been positive and motivating. To test the validity and usefulness of Policy Fluxx, three prototype workshops were held with playtesters. The playtesters included Intermediaries and other stakeholders interested in policy and foresight. Each round of playtesting revealed high praise on how much fun playing Policy Fluxx was and the value of using a game to do stakeholder engagement. Practitioners felt like this was finally beginning to address their need for tools that

facilitated real policy conversations and deviated from their traditional tools - especially for policy issues that brought together communities of stakeholders in divisive positions. The scenario writing and discussion proved to be a powerful tool to get stakeholders thinking differently.

Similarly, playtesters had a stimulating conversation about rules. As Policy Fluxx is a game centered on the basis of ever-changing rules, it is natural that rules became the focal point of reflection. Policy Fluxx rules are built by the players. By playing a New Rule card, players change the rules for everyone playing. Some rules hinder any player from actually being able to win the game and so one player will have to sacrifice an individual move for the greater good. Sometimes this is strategic and other times it is altruistic. At times the rules can be overwhelming as they compile and add layers of complexity. Players are encouraged to read instructions out loud if they are uncertain how a card will impact the game, thus instigating a dialogue about the rules and their impact. Policy Fluxx makes the rules overt and transparent.

With the rules sitting in the centre of the table, it is up to each individual player to abide by the rules. Although in each game, a "game master" would emerge who took it upon themselves to be the designated player to help other players understand and obey the rules; some players took on an enforcer persona while others took on a narrative persona. One playtester remarked that she didn't like having to obey all the rules, while another playtester reminded her that at least she got a hand in creating these rules, typically in the public policy process the rules are hidden and not everyone plays by the same rules.

The rules and the content are ultimately what makes Policy Fluxx a refreshing tool for facilitating stakeholder engagement. Each Intermediary can facilitate a different conversation depending on the challenges of their stakeholder group to teach about process or outcomes. The flexibility of the tool is what makes it accessible and responsive to the changing needs of stakeholders in the public policy process.

For these reasons, I believe Policy Fluxx can help actively shift the way stakeholder engagement is happening during the public policy process and build rapport between stakeholders. To do this, more people need to have access to this tool. I propose a 3-tiered innovation plan including Learning, Designing and Communicating. To implement the plan, a community of practitioners will be trained in Policy Fluxx and supported to take the tool into their own work, their outcomes will be monitored and evaluated quarterly. Additional internal research and development on content and game mechanics will be supported by external Policy Fluxx Trendsetters who will learn about horizon scanning and contribute to a live database of trends. To broadly share the impact of Policy Fluxx, a quarterly newsletter will be published. Lastly, establishing 2-3 core partnerships with organizations who can champion using Policy Fluxx and secure resources to develop sector specific expansion packs for existing policy issues - for example a non-profit working on changing assessment measurements in public education, a public health unit in a collaboration proposing mental health policy recommendations, or a municipal city department doing stakeholder engagement on upcoming planning issues.

This paper serves as a record of what happened during this research process to hopefully inspire further research. This paper documents the chronological fluidity of a co-design

research process, the research stance, methodology, findings, outcomes and revisions along the way. This report demonstrates a unique approach to researching gaps in the public policy process and stakeholder engagement. This research set out to uncover a specific moment during the public policy process where a stakeholder possesses the power and influence to impact outcomes. In response to a lack of clarity and knowledge as an "average" citizen as to how to enter into and participate effectively in what appears to be a black box of the public policy process, this research was driven by questions like "is it worth my time to participate?" or "are formal methods, like letter writing or a deposition, the only way to participate?"

And while it may be impossible to ever fully answer these questions, this research has addressed aspects of this wicked problem and that is what systems change is all about. When the rules of the game are set by the players, anything is possible.

1.0 Introduction

"Governments and large organizations are facing tremendous transformation challenges if they are to maintain viability in the future. The challenge today is to develop pathways to systemic & strategic improvements. To do so governments are faced with the monumental task of redesigning both the boundaries of complex problems and the ways they deliver." - Helsinki Design Lab, 2010

1.1 About the Report

From the beginning, this research process has been driven and led by co-design methodologies and principles. This meant sharing ownership of the process, methods and outcomes of the research with all participants. Due to this guiding philosophy, this research took considerably longer than anticipated and required revisions to ultimately stay focused. Even at this point of the research, the next steps remain open and this report is a documentation of a beginning and an invitation to continue iterating.

What began as an exploration of a division between "internal" and "external" stakeholders in the public policy process ultimately shifted to deepening understanding of an emergent stakeholder group and potential lead users who blur the lines of "internal" and "external". The shared goals and responsibility to engage stakeholders across the stakeholder spectrum and throughout the public policy process made this newly identified group of "intermediaries", the core user group for tool development.

The inception of this research came from a desire and focus on social change and reform to the existing public education system in Ontario. Like many before me, I was personally driven and passionate to see alignment between my research and my work.

However, upon initial analysis and evaluation, I began to see that where I started looking was not going to be where this research made the most sense. The challenges facing the sectors and many others, seemed to always tie back to policy. With limited experience or knowledge about the public policy process, I began this research under the assumption that there is a gap between what a policy is and the reality that policy affects, that I believe roots back to a lack of stakeholder engagement specifically within policy development. I felt like when stakeholder engagement only happens at the time of policy implementation it is too late, and the window of opportunity to influence the rules is closed. Much like you can't change the outcomes to the game, if you don't play by the rules or so it might seem.

I planned to use this research to solve a problem that I was seeing over and over again. The frustration of not being able to do something because of a policy. Policy is like the big bad wolf when all you want to is see changes made to policies that feel like they are getting in the way or when you want to tear down the house to the studs. Policy is the reminder that we live in a society governed by rules that we don't always get to participate in making.

The twist and turns of this research were unexpected and ultimately led to the design of a game for foresight and policy design. This research wasn't intended to validate a hypothesis or to discover large scale solution to the public policy process, stakeholder engagement and co-design but rather to develop a tool or toolkit to build a culture of empathy. Even the idea of building a culture of empathy seems overly ambitious at this point. A culture change requires years of constant investigation and multiple types of

interventions. Instead this research is intended to document the iterative research process as a means of provoking further research.

Hopefully this research shines a light on the recurring problem of stakeholders' feeling unheard, frustrated with limited avenues to participate and the closed black box of engaging in the public policy process and opens up the need to recognize and implement currently unthinkable solutions in alternative possible futures.

Any useful statement about the future should at first seem ridiculous. - Jim Dator, 2002

1.2 Research Stance

Currently, the public policy cycle is perceived to be one-directional between policy makers and policy influencers. This research is taking the naive position that everyone that works in the government and is therefore "internal" are policy makers and everyone who doesn't work in the government is therefore "external" are policy influencers. From this vantage point, policy makers are insular and their responsibilities primarily consist of balancing political pressure with unreasonable citizen expectations. Conversely, policy influencers are simply clients or users of services who complain about short-term objectives (over long-term investments) and the government's lack of experimental culture.

Table 1: Policy Makers and Policy Influencers

"Internal" stakeholders Policy Makers	"External" stakeholders Policy Influencers
- Policy Analysts - Civil Servants - Elected Officials - Other Levels of Government	- Citizens - Non-profits - Researchers/ Academic Institutions - Businesses - Lobbyists - Media - Think-Tanks

Illustration 1: External and Internal Stakeholders
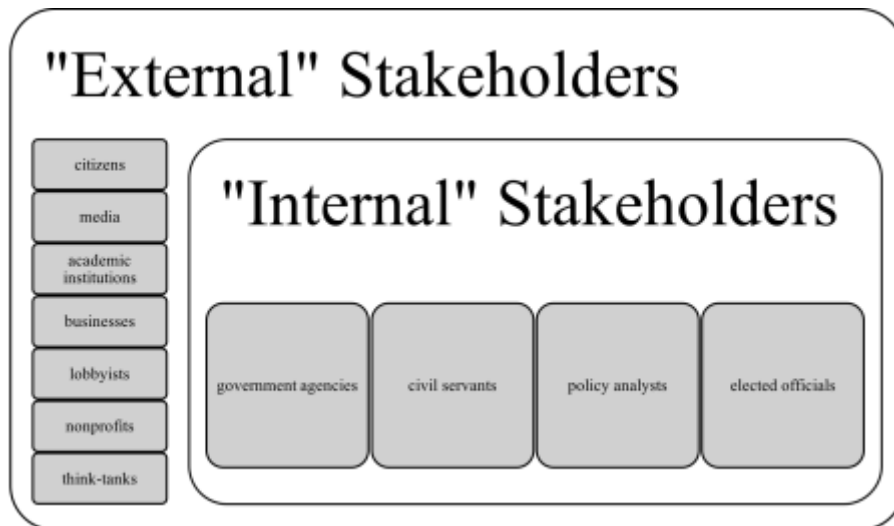
This is a primitive and overly simplistic way to view stakeholders in the public policy process however it was necessary to frame stakeholders in a way that removed traditional definitions based on their professional roles and for any newly identified lead users to emerge.

1.3 Framing the Research

1.3.1 Definitions

Throughout this research, I will refer to the public policy process, stakeholder

engagement and co-design methodologies and principles. As a baseline, I looked at other

sources of research and felt it was best to document those as well as how these definitions

shaped the research. Ultimately, it is the convergence of these definitions that makes this

research unique. While there are many definitions of these words, it was important to

look for definitions that represented my views and the broader goals of this research.

1.3.1.1 Public Policy Process

There are many ways to look at the public policy process.

Illustration 2: Public Policy Process
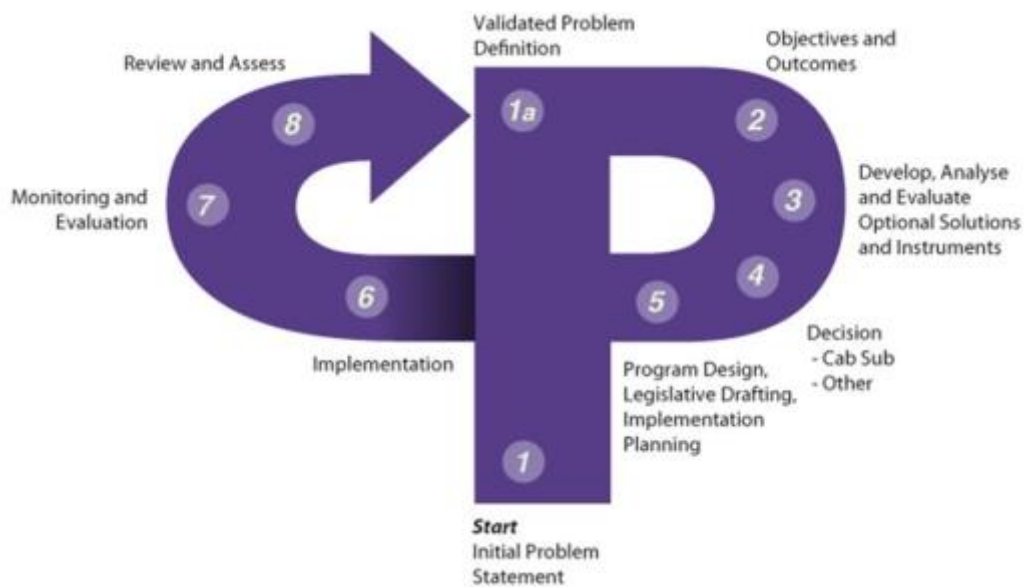
Public Policy Process Diagram, Noah Zon, Maytree Foundation presented at the Ontario Nonprofit Network
Conference 2016

Broken down, it is a process, an outcome, a reflection of social order. For this research, I have taken definition out of "Design and Non-design in Policy Making: When and How Policy Design Matters"[1], which describes policy design as "systematic activity composed of a series of choices, design solutions, that will correspond to a set of possible locations in a design space...this construction emphasizes not only the potential for generating new mixtures of conventional solutions but also the importance of giving careful attention to tradeoffs among design criteria considering instrumental choices." This definition of policy design, which I will refer to as the public policy process, illustrates that the process is a series of phases and choices built on top of previous choices and phases. Much like scaffolding, the public policy process cannot alter the foundation it is built on and is reliant on each piece that came before the next.

1.3.1.2 Stakeholder Engagement

To understand stakeholder engagement, I looked Arnstein's Ladder of Citizen Participation[2] as a reference to articulate how a stakeholder's involvement directly impacts their level of participation. Citizen participation, or even citizen engagement, are not typically defined in the same way as stakeholder engagement. However, I refer to stakeholder engagement as bringing all people who could possibly be impacted by the public policy process into roles of decision-making. This is nearly impossible to achieve in reality, for several reasons. For example, not all stakeholders want to participate but assuming they all did, the current process is not designed for that to happen.

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[1] Capano, Giliberto and Howlett, Michael. "Policy Design and Non-Design in Policy Making: Policy Formulation and the Changing Dynamics of Public Policy." University of Warsaw, 2015
[2] Arnstein, Sherry. "Ladder of Citizen Participation." Journal of the American Institute of Planners, 1969.

Illustration 3: Arnstien's Ladder of Citizen Participation

Figure E-1
The Ladder of Citizen Participation

Source: Arnstien, 1969

Source: Arnstein, Sherry R. 1969 "A Ladder of Citizen Participation," Journal of the American Institute of Planners

So, I refer to the Ladder of Citizen Participation specifically because it speaks to power and participation. I remember listening to a parent speak about wanting to book the school gym to organize a weekend game of basketball for their kids and other kids in the neighbourhood. They couldn't, though, because the Ministry of Education policies wouldn't allow it. The fees and permit process stood in their way, and even the principal, who said they personally wanted to, didn't have the authority to grant access. This didn't sit well with parent and so they took the issue to their school trustee and joined a larger community organization also tackling this very issue. They petitioned, attended town halls and did everything they felt like they could to get their story heard. At the end of the day, though, they still felt like they couldn't do anything to get their kids into an empty gym to play basketball on the weekend.

This anecdote illustrates the mid-portion of the Ladder. Even through consultation and receiving information, an individual stakeholder remains engaged only in degrees of tokenism. Whereas a stakeholder who achieves levels of partnership and citizen control are granted access to degrees of citizen power.

1.3.1.3 Co-Design

The third definition influencing this research is co-design, taking Sanders and Stappers definition "by co-design we indicate collective creativity as it is applied across the whole span of the design process...co-design refers, for some people, to the collective creativity of collaborating designers. We use co-design in a broadened sense to refer to the creativity of designers and people not trained in design working together in the design development process."[3]

For this research, I will take co-design one step further to look at co-design in the public policy process as collaboration between policy makers and people not trained in policy working together. These definitions create the foundation for this research. It is not to say that there aren't other definitions out there, but for the time being these definitions fit with the values and direction of the research.

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[3] Sanders, Elizabeth and Stappers, Pieter. "Co-creation and the New Landscape of Design." ID-StudioLab, 2008.

1.3.1.4 Empathy

Empathy is often referred to as "the capacity to understand what another person is experiencing from within the other person's frame of reference ie. the capacity to place oneself in another's shoes."[4] This is a dangerous position to hold. Taking the example of walking in another person's shoes literally, a man can walk in a woman's high heels. They could feel the pain of their toes going numb. The catcalls walking down the street. The length it adds to your legs. Choosing just the right pair to go with an outfit. All of these actions are possible. But it is extremely hard to articulate the feeling of fear walking down a street late at night in a pair of high heels when a stranger comes down the street towards you and you begin to think that your shoes or outfit or simply being out late at night might be the reason someone doesn't believe your claim of sexual assault. The capacity to "walk in another's shoes" is limiting and diminishes the real goal of empathy. How does this type of example lend itself to thinking about the safety of women walking alone at night, to dignity of reporting sexual assault or to the rights of sex workers?

It is light touch or lip-service empathy that often creates an even larger divide between stakeholders. Even while doing this research, there were times when participants offered suggestions to pretend to be other stakeholders, to try and act out their decisions in a role-playing scenario. This is worrisome because it doesn't give any opportunities to learn about what is actually happening for that stakeholder but rather to rely on your assumptions.

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[4] Bellet, Paul S.; Michael J. Maloney (1991). "The importance of empathy as an interviewing skill in medicine". JAMA

The work of d.school and IDEO around design thinking has tried to elevate the definition and the need for empathy in social design solutions. In "An Introduction to Design Thinking PROCESS GUIDE"[5], the first page reads "Empathy is the centerpiece of a human-centered design process. The Empathize mode is the work you do to understand people, within the context of your design challenge. It is your effort to understand the way they do things and why, their physical and emotional needs, how they think about world, and what is meaningful to them."

This approach to empathy, to think about "what is meaningful to them" is very different than to "walk in another's shoes". Many may argue that you have to start somewhere to getting stakeholders to think beyond their own needs and goals, but I would argue that if you only request light touch empathy than the push to go deeper is harder to achieve.

1.4 A Word About Language

In this research, I will refer to words that have subjective meanings and therefore any given reader may interpret these words based on their existing knowledge or experience and potentially differently than I had intended. I have done my best to offer definitions of words that I thought may be confusing throughout the research. The reader should not feel like my definition or their definition is right or wrong. Instead to look at it as a basis for discussion. It is important to note that while different organizations or sectors may use these words differently, I have tried to use broad definitions to make this research more widely applicable.

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[5] d.school "An Introduction to Design Thinking PROCESS GUIDE." Hasso Plattner Institute of Design at Stanford, 2010.

1.5 Context

I looked at this research as an opportunity to further examine the intersection of the public policy process, stakeholder engagement and co-design. With my existing assumptions about the public policy process, I ventured to bring my experience in stakeholder engagement and co-design to see if this might be a possible solution to this recurring problem.

It seemed daunting to try and tackle anything related to public policy without intimate experience or more specifically an insider's view of how public policy works. I turned to the work of Labs as inspiration. "In the spirit of a creative, open innovation system, the Lab is a structure that not only *thinks*, but also *does*. Traditionally a place for scientists to test hypotheses that lead to potential breakthroughs, the Lab has been re-purposed to address elusive "wicked problems" in society. In this version (sometimes called the innovation, design or change Lab), substitute the scientific method with design thinking as the rigorous and repeatable protocol; swap beakers and Bunsen burners for sticky notes and white boards; and shift from single expertise to multifaceted expertise (usually representing a combination of business, design and humanities – in MaRS' case, add science & tech as well as entrepreneurs of all sorts)."[6] Labs are sometimes referred to as Think-Tanks, both typically operate externally to the government. While Labs are not the only organizations or designers looking at the public policy process, the few that are set the bar high for what can be done as an outsider looking in.

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[6] Torjman, Lisa. "Labs: Designing the Future." Mars Discovery District, 2012.

In particular, one case study resonated as an example of how to approach this research. At a lecture about policy by design, I heard Bryan Boyer, Design Lead of the former Helsinki Design Lab (HDL) speak about their journey to untangle public policy. As the Helsinki Design Lab embarked on doing research on food culture in Helsinki, they met a food truck owner. Tio Tikka owned a food truck and wanted to get a permit. He struggled to find a "fit" for himself in the existing system. When he contacted the department of motor vehicles, they couldn't categorize his type of vehicle, so they sent him to the department of food services. Again, they couldn't categorize his food truck either, he wasn't a restaurant. As a food truck owner, Tio was neither a vehicle or a restaurant, at least not by current standards, and so he remained in limbo. Bryan spoke about the frustrations of seeing gaps in policy and this echoed what I had been seeing as well. Tio's story, along with others, were published into the Helsinki Design Lab's "Helsinki Street Eats: a book about everyday food." HDL's work highlighted the need to think about people's stories during policy development as well as to recognize the gaps in the existing framework. It is the work of the HDL and other Labs that influenced my approach to this research and led me to design my research to developing a tool or toolkit stakeholders in the public policy process to build rapport with one another.

Admittedly, I led this research from my point of view and assumption that stakeholders within the public policy process had little empathy for one another and therefore set out to investigate and ultimately develop a tool or toolkit to contribute to building a culture of empathy by supporting stakeholders to adopt a user-centered approach and build rapport between stakeholders.

It is completely subjective to say that stakeholders in the existing public policy process

have little empathy for one another. To give an example of why I believe this to be the

case in at least some public policy processes, I was recently at an affordable housing

design event where three challenges were presented to participants to think about. A

senior policy analyst stood up in front of 100 participants to speak about an existing

policy challenge. The Ministry was evaluating the Shelter-to-Income-Ratio (STIR) as a

realistic measure for how policy decisions are made. Currently, policy decisions within

the Ministry are based off the standard that all residents have access to affordable housing

if they spend 30% or less of their income on their housing. To begin the session, the

senior policy analysts polled the audience to see how many participants actually fit into

these criteria. Only about 10% of the room said they did. That was a clear representation

that a metric that defines a great deal of housing policies is not reflective of the general

population and there is clearly a lack of affordable housing. Unfortunately, that isn't

enough data to make changes to the existing metric.

Although perhaps there is an appetite for innovation. In 2013, the Ontario Government

established the "Open Government Engagement Team to find ways for the government of

Ontario to be more open, transparent and accountable."[7] The primary recommendation of

the report is to "establish Ontario as Canada's leader in public engagement [and to]

launch a series of demonstration projects across the government to build the skills and

capacity to deliver effective deliberation and collaboration processes."[8]

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[7] Ontario Government, 2013. "Open by Default." Retrieved from https://www.ontario.ca/page/open-default-new-way-forward-ontario

[8] Ontario Government, 2013. "Open by Default." Retrieved from https://www.ontario.ca/page/open-default-new-way-forward-ontario

The report focuses on three distinct components, Open Dialogue, Open Information and Open Data. For the purposes of this research, the Open Dialogue component resonated and illustrated the current and relevant need for this kind of research.

Open Dialogue is described as "using new ways to provide the public with a meaningful voice in planning and decision-making so government can better understand the public interest, capture novel ideas and partner on the development of policies, programs and services."[9]

There is change already happening in Ontario. "With more and more people preferring to interact online, the Province launched Ontario's first digital town hall in 2015. Budget Talks — an interactive, real-time platform — brought new voices to the conversation, with 931 ideas and comments shared. This year, the government unveiled an improved platform for participation — with more ways to exchange and discuss ideas on topics that matter to you. In just eight weeks, [Ontarians] shared 1,732 ideas, cast 53,402 votes and wrote 4,340 comments. As part of these consultations, Ontarians will not always agree with each other or with government. However, it is our hope that through these discussions, people can participate in the Budget process in ever more meaningful ways."[10]

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[9] Ontario Government, 2013. "Open by Default." Retrieved from https://www.ontario.ca/page/open-default-new-way-forward-ontario
[10] Ontario Government. "Jobs for Today and Tomorrow 2016 Ontario Budget." Queen's Printer for Ontario, 2016. Retrieved from:
http://www.fin.gov.on.ca/en/budget/ontariobudgets/2016/papers_all.pdf

Illustration 4: 2016 Budget Talks Participation Infographic

2016 Budget Talks

68,588 unique visits

4,340 comments

6,500+ new accounts

1,732 ideas submitted

53,402 votes

400+ Twitter mentions each week

BUDGET TALKS

How People Participated

Source: www.ontario.ca/page/pre-budget-consultations
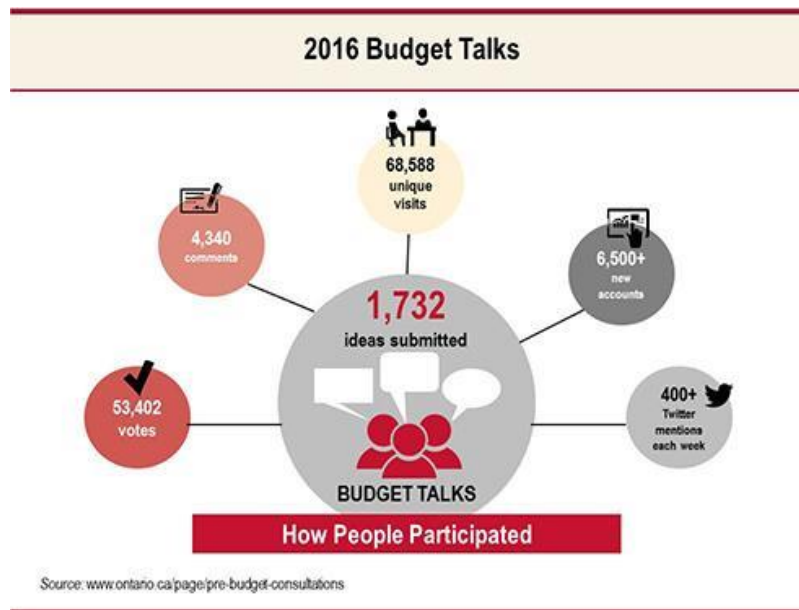
Source: Ontario Government. "Jobs for Today and Tomorrow 2016 Ontario Budget." Queen's Printer for Ontario, 2016. Retrieved from: http://www.fin.gov.on.ca/en/budget/ontariobudgets/2016/papers_all.pdf

This demonstrates a desire to see change in stakeholder engagement. While it is commendable that the Ontario Government is finally taking steps to engage with citizens online, this still isolates citizens who are not sure how to participate, whose ideas don't match those of the political agenda and aren't aligned with the status quo. This process and diagram demonstrate a one-way consultative approach of taking ideas in and then reporting back the results rather than working together to design solutions. Previously in the Stakeholder Engagement definition, I referred to Arnstein's Ladder of Citizen Participation and I think this is an example of making steps towards heading up the ladder. Consultation is only mid-way up the ladder though and, according to Arnstein, offers participants degrees of tokenism. Like Arnstein, I see limitations to consultation. The Budget Talks method in particular focuses on the success of using an online platform for collecting information. It boasts the total numbers of individuals consulted as metrics

of success. How many of those citizens who would have participated regardless of the method or was there in fact an increase in participation? How were the ideas of citizens carried through the process? While the method is moving up the ladder, it is still steps away from degrees of citizen power. However, The Budget Talks demonstrates a shift in stakeholder engagement by the Ontario Government.

The capacity and need for empathy between stakeholders can facilitate constructive collaboration in the public policy process and result in developing policies that are responsive to users' needs. Potentially by bringing stakeholders' individual stories into the process, a tool has the ability to capture and understand user motivations and behaviours. Previously, the anecdote about Shelter-To-Income-Ratio (STIR) demonstrated that the government recognizes that a 30% STIR isn't meeting the needs of most citizens and so it is time to re-evaluate this historic metric. Meanwhile people are living in less than affordable housing situations, with limited access to rental properties, having longer commutes to work, and their work/life balance is suffering. How are housing policies going to help improve people's standards of living?

As the tool or toolkit development intends to use co-design methodologies and principles, it is important to outline that, "co-design encourages the blurring of the role between user and designer, focusing on the process by which the design objective is created", and therefore the process may involve the creation of artifacts, developing a shared vision, facilitated conversations, understanding users through interviews, user journey maps or

empathy maps to name a few - much of this work is documented in the Convivial Toolkit.[11]

1.6 A Working Understanding of Empathy in the Public Policy Process

For the purposes of this research, empathy is being looked at through the frame of developing opportunities for stakeholders to understand another stakeholder's experience and point of view and how that might impact their role in the public policy process.

Empathy is a key part of co-design methodologies and principles. Gaining empathy in your consumer is a primary goal of designers in the design process. In the co-design process, the goal is for all participants to see themselves as part of the design process and to be able to bring their individual experiences into the process as insights for solution development and implementation.

In a typical co-design process, value is placed on stakeholders having equal or shared ownership and accountability in the process and therefore in the outcomes. This principle involves a high level of trust between stakeholders and removal of preconceived expectations and power dynamics. There is a strong need to recognize the existing dynamics and capitalize on the differences rather than let them interfere with a stakeholder's contribution to the public policy process.

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[11] Sanders, Elizabeth. "Convivial Toolkit." BIS Publisher, 2013.

In the public policy process, there are multiple stakeholders with varied perspectives and expectations of how the process "should" work. The "should" perceptions can often cloud a person's understanding of the public policy process and therefore colour the way they decide to or decide not to get involved. A perception that the process should be faster can leave stakeholders feeling like the process is inefficient and like there is a lot of red tape that over complicates the process. Whereas a perception that the process is closed to real feedback may leave stakeholders feeling like the process is rigged against them and decisions are made devoid of consultation. Alternatively, a perception that the process is seamless and there is no room for improvement can lead stakeholders to believe that there is no need for their engagement. Any number of these perspectives or a variation of the them can interfere with a stakeholder's contribution to the public policy process.

Beginning this research, it was my understanding that the public policy process was dynamic and systemic. That there was a pseudo linear process that involved a series of checkpoints, which opened up the next step of the process, which ultimately led to a finished product. I found that this was common among other citizens who lacked a clear understanding of exactly how the process worked and how as an average citizen you could contribute or engage in the process. In doing this research, my hopes were to discover if there is a specific moment in the public policy process that might cultivate building a culture of empathy.

As empathy is the capacity to understand another's frame of reference, this seemed to be an obvious place to look at building a culture of empathy in the public policy process.

Policies are a reflection of an established status quo and the future projection of how to shift current behaviours. Policies are structured to support desired actions and to limit and hinder unwanted actions. For example, there are multiple policies to discourage smoking; from bans of smoking on restaurant patios to hiding cigarette boxes in stores and surgeon general warnings on cigarette packaging. To develop these policies, stakeholders from public health, non-profit organizations, cigarette manufacturers and distributors, lobbyists, various representatives from different ministries need to work together to come to an agreement. There is no doubt that during the development of the policies that conflicting perspectives are present and therefore make the process complex. Finding a solution that works with multiple agendas could result in a compromise that doesn't satisfy any of the stakeholders or could favour one position more than another.

The focus of this research was to develop a deeper understanding of how stakeholders who participate in the public policy process understand the process, their role in the process and how to influence the process as a starting point to investigate where co-design tools might contribute to building a culture of empathy.

As empathy is hard to define or measure, it was important to come up with a narrower lens to look at empathy as it relates to the public policy process. As the research began, the lens for investigating and framing empathy was shaped by the findings from the literature review and primary interviews. For the purposes of this research, it was important to allow space for the lens of framing empathy to be emergent. It is not the intent of this research to develop a tool to quantify how much empathy is being utilized

but rather to encourage empathy as a culture to drive the choice of tools being used and the invitation to stakeholders to participate. This is a subtle difference but a distinct one. To quantify how much empathy is being utilized there would be a need to attribute a quantifiable measure to the way empathy tools are being used or executed. To give a numerical value to how much an individual is or isn't being empathetic would be arbitrary and would likely serve as a contradiction to actually building a culture of empathy.

As a basis for this research, the frame of empathy was left undefined to and by participants. Therefore the research focused on participants understanding of their role and influence on the public policy process, their perception of how multiple stakeholders should be engaged in the process and where they would see room for improvement based on their current knowledge.

Staying away from having participants define empathy allowed for conversations to emerge that weren't about their stance on whether empathy existed or not in a particular circumstance but instead to shine light on their point of view as to how the public policy process worked.

The rationale for not having participants define empathy was motivated by the simple fact that the personal definition of empathy is largely irrelevant to how much empathy is actually being welcomed and encouraged by the process. The public policy process is complex and stakeholders tend to work within the process as the system allows. It became imperative to research how participants had previously engaged in the process

and what their experience had been like to gain an understanding of how different stakeholders understood their inputs and outputs in the process.

As the research progressed having this frame for how to understand empathy constantly needed to be revisited and examined for continuous relevance. There were times during the research process where it would have been tempting to only look for data that would validate one point of view rather than to be adaptive and allow for the data to reshape the frame. As previously stated, it is important in a co-design process to allow for the outcome to be emergent rather than linear.

Ultimately empathy is relative and subjective; therefore, it helped to shape the research but didn't define the direction the research would ultimately take. It caused the research to be observant to participants' experiences, assumptions, biases, expectations and values when it comes to their input and output in the public policy process.

1.7 Research Objectives

1.7.1 Research Question

The intersection of the public policy process, stakeholder engagement and co-design under the frame of empathy is relatively new and not typically explored together. Given the broad and subjective frame of this research focus and the number of ways using an emergent process like co-design methodologies and principles could alter the process, this project continues to look to this guiding question: Using co-design methodologies and

principles, how might we support policy makers and policy influencers to adopt a user-centred approach to the public policy process and build rapport between stakeholders?

To answer this proposed research question, I have further broken up the question into five components guided by the following questions:

1. How do stakeholders understand the public policy process?

2. How do stakeholders value their power and influence within the public policy process?

3. Who are the key influencers in the public policy process?

4. How are co-design tools received by stakeholders?

5. What are specific challenges in stakeholder engagement?

1.7.2 Tool

1.7.2.1 Why a Tool?

There were two ways to approach the intersection of the public policy process and stakeholder engagement, either to focus on making recommendations to the existing process or to offer a tool that works with the existing process.

For the purposes of this research, the focus to offer a tool drove every step of this research process. This research was continuously guided by the concept of developing a tool or toolkit for the intersection of the public policy process, stakeholder engagement and co-design. A tool or toolkit was left open to interpretation and adaptable in response to findings. For example, a tool or toolkit could have been a guidebook to better understand and navigate the existing public policy process as an average citizen or a

catalogue database of collaborative consultations tools to promote open dialogue and action. Wherever the primary research ended, the tool development would be the next step.

1.7.2.2 What is a Tool?

The idea of developing a tool or toolkit was inspired by the work of organizations like the Centre for Urban Pedagogy (CUP). CUP works with policy makers, citizens and designers to re-interpret information to teach stakeholders about specific areas of policy or city infrastructure.

Here are two examples: a graphic booklet in several languages to explain the law to food vendors, entitled Vendor Power! or a travelling suitcase toolkit to explain how the city's sewer system works, entitled Sewer in a Suitcase, are accessible to the "average" citizen.

Illustration 5: Vendor Power!

Source: Urban Justice Centre, "Vendor Power!" Centre for Urban Pedagogy, 2014. Retrieved from

http://streetvendor.org/

Illustration 6: Sewer in a Suitcase

Source: Centre for Urban Pedagogy. "Sewer in a Suitcase." Centre for Urban Pedagogy, 2006. Retrieved from: http://welcometocup.org/Projects/Workshops/SewerInASuitcase

1.7.2.3 Who uses Tools?

These tools help the "average" citizen to navigate and understand the existing system and to start a dialogue between stakeholders.

For the purposes of this research, an average citizen is someone who wants to participate in the public policy process, who is passionate about having their voice heard and contribute to making collaborative decisions. They may or may not have had a lot of previous experience in the public policy process. They don't want to learn about the systemic process of how a policy is made, but does want to see that their input is valued.

These tangible tools and toolkits are playful, accessible, and engaging. These examples helped guide the research objectives of this process.

These tools are often used by facilitators to teach and start a dialogue with stakeholders.

1.8 Outline of Report

The remainder of this report covers methodology, findings, tool development, discussion and conclusion.

In Methodology, I will cover the way this research process met the data requirements, the rationale for using co-design methodologies and principles, the differences between scientific and co-design research process, the participants' roles influencing the process and outcomes of the research and the steps to synthesis.

In Findings, I will report the data collected, the changes made to the research process but the findings, the emergent group of lead users, and the six distinct findings that led to the design criteria for tool development. I summarize the steps leading to the design of the game, the rationale for choosing the game Fluxx as a tool template and introduce the tool: Policy Fluxx.

In Discussions, I relay the interpretations I made to ultimately get to designing Policy Fluxx. I elaborate on my thinking around the research stance, research questions, methodologies, findings and why I believe Policy Fluxx address the design criteria and initial research questions. I end the section with an outline for further research and the limitations on the research thus far.

Finally, in the conclusion I remind the reader that this is not the end but really just the beginning.

2.0 Methodology

To address the research question, specific co-design tools were used to conduct the primary & secondary research. The initial proposed tools include a literature review, semi-structured interviews, a systems map and a group co-design workshop with the same participants throughout the research process. The initial rationale for this approach was to allow participants to build capacity with the tools used for the research and to develop ownership over the potential solution. Due to scheduling challenges, however, it wasn't possible to execute having the same participants available for both the semi-structured interviews and to group co-design workshop.

Additionally, following the first set of semi-structured interviews and systems mapping, it became apparent there was a gap in the research to be addressed before proceeding to a group co-design workshop and so a second round of semi-structured interviews and a ranking exercise was introduced. These multiple tools were specifically chosen to address each component of the research to triangulate the data collected. An additional tool called windtunnelling was selected to analyze data before the second round of semi-structured interviews.

See Table 2: Research Question & Data Collection for an explanation of how each method aligned with the data requirements

Table 2: Research Questions & Data Collection

1. How do stakeholders understand the public policy process?

2. How do stakeholders value their power and influence within the public policy

process?

3. Who are the key influencers in the public policy process?

4. How are co-design tools received by stakeholders?

5. What are specific challenges in stakeholder engagement?

Data Requirement	Method				
	1	2	3	4	5
Literature Review			x		x
Semi-structured Interviews #1	x	x	x		
Systems Map	x	x	x		x
Windtunnelling				x	
Semi-Structured Interviews #2		x	x	x	x
Ranking Exercise				x	x
Co-Design Workshop	x	x	x	x	x
Pre- and Post- Survey				x	x

2.1 Using Co-design Methodologies and Principles

As previously defined, co-design is bringing non-designers or in this case, non-policy makers into the entire design process. For the purposes of this research, it seemed imperative to use and stay true to co-design methodologies and principles while conducting this research.

To implement co-design methodologies to participants through the research process, design-based tools were selected to gather data and to observe usability among participants as they used the tool. In its ideal state, using co-design methodologies and principles encourages a shift of power from valuing traditional forms of expertise and moves the role of designer or policy maker into the hands of all stakeholders to develop a shared sense of ownership.

A sense of ownership can be achieved when sharing the process, being transparent about changes, asking for feedback and communicating what was heard and next steps. There might be a misperception that a sense of ownership is a direct relationship to implementation or that all feedback needs to be met. This is variable based on the participants, but mostly can be achieved by a continued open dialogue held in a respectful way. This helps limit surprises or defensive reactions; most people understand that even when not all their requests are met if they are at least addressed and can understand why. This research process requires a growth mindset.

When conducting a research process using co-design methodologies and principles, it is necessary to hold a growth mindset and allow for changes to be made during the research process to adapt to findings rather than allowing a rigid plan to dictate the outcomes.

Carol Dweck defines a fixed mindset of students as a dangerous way for students to think that "their basic abilities, their intelligence, their talents, are just fixed traits. They have a certain amount and that's that, and then their goal becomes to look smart all the time and never look dumb."[12] To Dweck, in a growth mindset "students understand that their talents and abilities can be developed through effort, good teaching and persistence. They don't necessarily think everyone's the same or anyone can be Einstein, but they believe everyone can get smarter if they work at it."[13]

Much like the way Dweck describes a growth mindset, this research holds principles that a participant's efforts contribute to the research process as much as their expertise. It is not about having the right answers, but to contributing to a process that improves it if they work at it. For the purposes of this research, the following table outlines the distinction between scientific and co-design research.

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[12] Dweck, Carol. "Mindset: The New Psychology of Success." Ballantine Books, 2007.
[13] Dweck, Carol. "Mindset: The New Psychology of Success." Ballantine Books, 2007.

Table 3: Scientific VS Co-Design Research Process

Scientific	Co-Design
- Focus on outcomes - Stick to a narrow definition of experts - Research intent driven to validate assumptions - Led through a top-down fixed mindset - Debrief research process and limitations after completion	- Focus on people's needs and emotions - Be open to a broad definition of experts - Research intent to recognize and document an emergent process - Led through a growth mindset - Revise and reflect on research process when research is in progress

In many ways, the work of Dweck around fixed and growth mindset overlaps with scientific and co-design research methods. In a typical scientific research process, the research begins with a hypothesis and is driven to prove or disprove this hypothesis. In a co-design research process, the research begins with a set of research questions and a proposed research plan, but allows for findings to refine the plan if necessary.

In this research, the intention to use co-design methodologies and principles was to build trust and ownership with participants and allow for participants to take on the role of co-designer and shape and define next steps. This led to several points of adaptation of the research process.

This was made possible by the flexibility of the researcher, the research process and the participants who invested in the process as much as the outcomes. The research process required time to reflect on the process itself as it was happening rather than solely at the end of the process. The results of investigating and potentially changing the research process allows for far more adaptability and therefore reveals an authentic journey. This primary rationale needs to be carefully balanced as it could easily revert to using tools

that are too comfortable to participants and therefore not getting any new information. When a tool is too comfortable, responses can become automatic and repetitive to previous research. This neither benefits the research or the participants.

The participants who decided to take part in this research responded to the values of co-design research process and understood that their participation could result in altering the research process and outcomes. When conducting co-design research, participants may be invited to more than one part of the research process to build their relationship with the research and the researcher. This was true for this research.

By inviting participants to have a co-design role in the research process, there was an opportunity to share the process and outcomes. At some point during this research process, the research shifted from being solely owned and guided by the researcher and instead owned by all the participants who invested their time and input into the process.

As previously stated, having participants engage in the research process at multiple points helps to build trust and ownership, however during this research process that become harder to accomplish. This required a pause and revision to the research process. While this was disappointing at first, it became clear that there were other ways of keeping participants involved and engaged. In the end, it seemed that by simply extending the invitation to stay involved and to participate as they could, participants ended up sharing ownership anyway. Participants who couldn't participate in the initial requested ways offered alternatives and genuinely valued the relationship they had with the research process.

Participants asked to participate in this research were invited based on an existing relationship with the researcher but also for their distinct and specific relationships to the content area. Each participant held a different perspective of the public policy process, stakeholder engagement and co-design. Some participants had more comfort or direct knowledge about the public policy process, stakeholder engagement or co-design, none of the participants were experts in all three areas. During the research process, many participants needed to be reassured that their lack of comfort or knowledge did not and should not hinder their participation. This principle is meant to build trust between the research, researcher and participants.

Building trust with participants requires more time and commitment of the researcher to share the process. Sharing the research while in progress can be vulnerable for the researcher and leave some participants unsure of how to contribute. Some participants wanted to understand the end in order to work backwards. It is possible this is a direct result of being involved in more scientific research projects than co-design research.

Using co-design methodologies and principles throughout this research felt deeply necessary, not only for research purposes, but to have the participants see the differences in their involvement and the influence their engagement had. This was the antithesis of the research and made the entire process more valuable to everyone involved.

In the end, this research was emergent and adaptive to the findings and the needs of the participants. At times, this meant the research process took longer than anticipated and

felt like it meandered away from the initial goals but ultimately resulted in a research process that allowed for growth and depth in the final outcomes.

2.2 Research Process

As previously documented this research process is guided by using co-design methodologies and principles, this meant embedding design-based tools throughout the primary research process as well as documenting the emergent and refined research process. This next section documents the initial research plan, the refined process, the methods used and the impact of this process. Had this research followed a scientific research approach and an intent to validate a hypothesis rather than documenting the emergent process, this research would have had some dramatically different results.

Illustration 7: Initial Research Plan
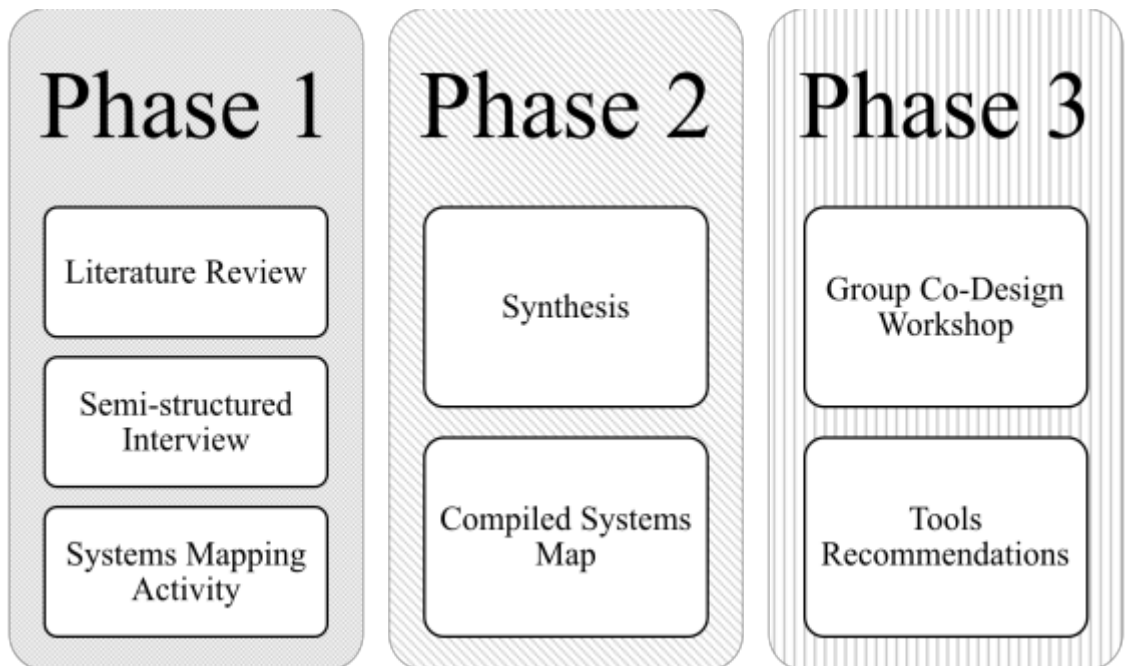
In the initial research plan, research begins with a literature review, leading into a semi-structured interview with a systems map activity, synthesized by the researcher resulting in a compiled system map that would be presented and refined by participants in a co-design workshop and lead to a list of recommendations for tools. This initial research plan invited a set of eight participants to participate in both the semi-structured interview and systems mapping activity and then to follow-up their participation in a co-design workshop to continue their engagement and ownership in the research process and outcomes. This initial research plan end up being flawed in a few ways. It assumed that participants would have the availability to participate in both engagements and that their participation in both was the only way to keep them authentically engaged. However, for the majority of the participants who agreed to participate in the semi-structured interviews were concerned about the time commitment and scheduling to fully participate in both engagements. Fortunately, this didn't ultimately impact their desire to participate.

Subsequently during the researcher synthesis and development of a compiled systems map, it became apparent that there was a gap in knowledge and the initial research plan required revisions anyway. In the end, the research was conducted in three distinct phases.

Each phase of research required reflection and revisions to the research process. The comprehensive research plan resulted in sharing the process and outcomes with participants. Here is an illustrated diagram of the comprehensive research plan.

Illustration 8: Comprehensive Research Plan
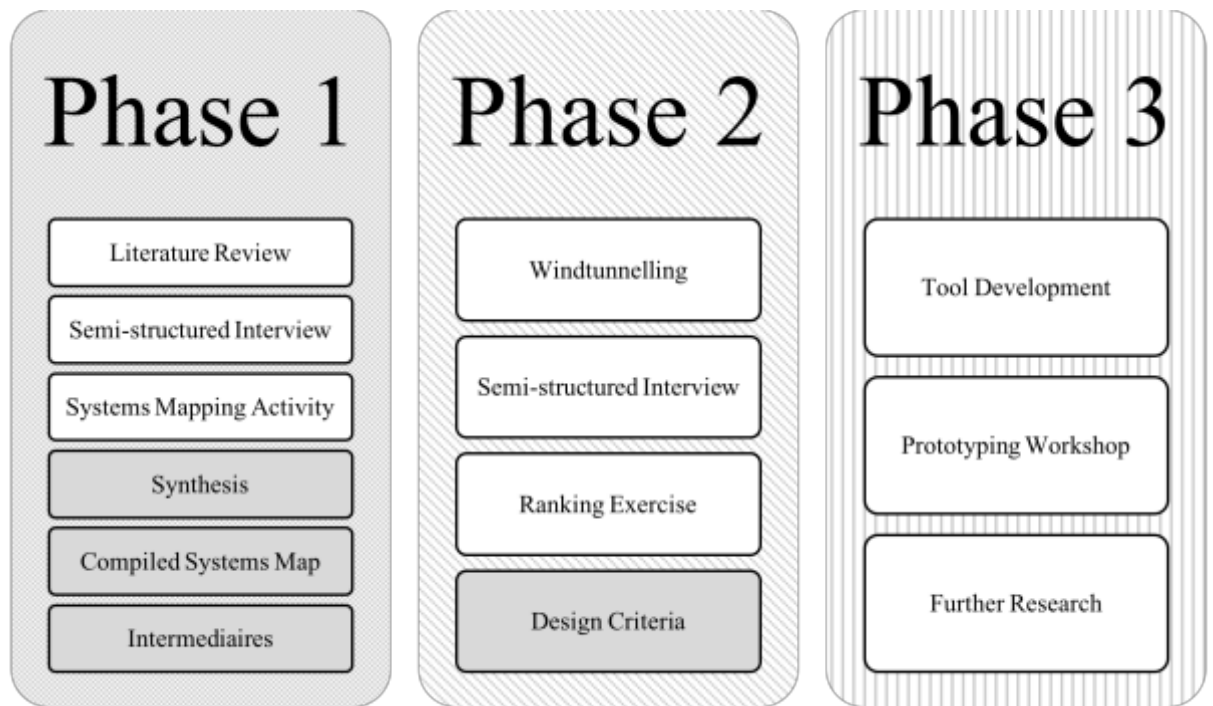
In Phase 1, the research plan was executed similarly to the initial research plan. After the researcher synthesis and development of a compiled systems map, the plan was then revised form the initial proposed co-design workshop to Phase 2 & 3.

In Phase 2, the revised research plan expanded to include a researcher-led windtunelling process, another set of semi-structured interviews with a ranking exercise and researcher

synthesis and tool development. Following Phase 2, the research process still felt

unfinished and so Phase 3 was implemented to close the loop.

In Phase 3, the further revised research plan expanded to include a prototype co-design

workshop with a tangible prototype and concludes this research with a set of

recommendations for further research. This felt like a natural place to conclude this

research.

2.3 Research Methods

As previously outlined this research process is purposely using co-design methodologies

and principles to guide the process, tools used for primary research and researcher

synthesis, and the outcomes. When using co-design tools, the data collected often

requires some level of interpretation. The transcripts of the interviews alongside the

systems maps and ranking exercise done by each participant in Phase 1 and 2 create the

narrative that is uniquely different than if either data collection method were done

independently.

2.3.1 Phase 1

Phase 1 of this research was foundational. All the data collected during this phase, was

largely different than what was originally expected and resulted in a pivot to the research

process and therefore the outcomes.

Illustration 9: Phase 1 of the Research Process

Phase 1

- Literature Review
- Semi-structured Interview
- Systems Mapping Activity
- Synthesis
- Compiled Systems Map
- Intermediaires Research
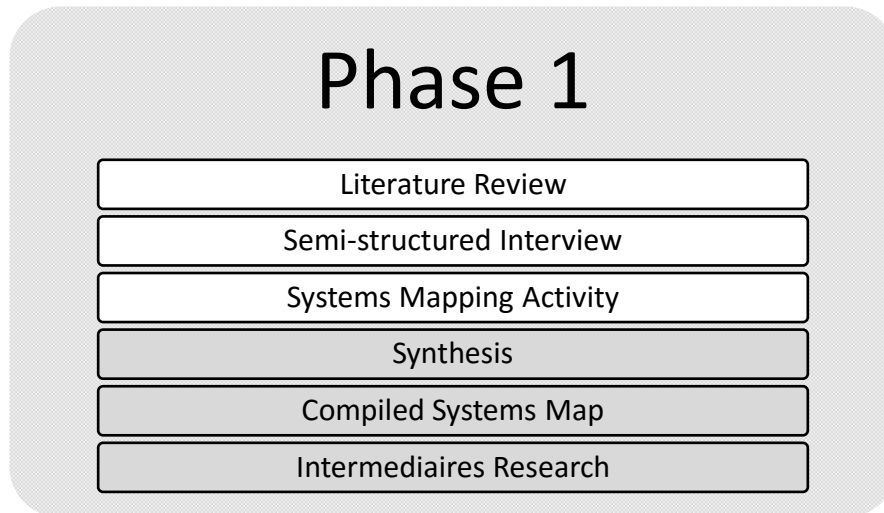
As illustrated in Illustration 8: Phase 1 of the Research Process, this phase includes literature review, an initial round of semi-structured interviews with a systems mapping activity and researcher synthesis with a compiled system map and emergent group of lead users, hereby referred to as Intermediaries. The data collection tools used in this phases of research yielded 3 distinct findings and the introduction of the intermediaries. The findings for this phase and all others can be found in Section x.x: Findings

In this section, the rationale and process for each tool used will be expanded to help inform the reader of the specific methods used and the impact these tools had on the outcomes.

2.3.1.1 Literature Review

This research process began with a literature review to understand the context this research is situated in. To get a better sense of the need and focus of where this research might go. As previously documented in Illustration 7: Comprehensive Research Plan, the literature review happened at the beginning of Phase 1 to build language and definitions, at the end of Phase 1 to compile a list of co-design tools for Phase 2, and then again at the end of Phase 2 to research game theory for tool development. Each literature review process added definitions, context and a foundational understanding of existing work and case studies.

2.3.1.2 Semi-Structured Interviews and Systems Mapping Activity

Going into the initial round of semi-structured interviews, the intention was to understand stakeholder's individual perspectives of the public policy process, their role within the process and their feelings about participation. Combining a list of open-ended questions and requesting participants to draw a systems map of the public policy process, the research focus was to identify a specific moment in the process that might be suitable for intervention.

Image 1: Participant #1 Partial Systems Map from Phase 1
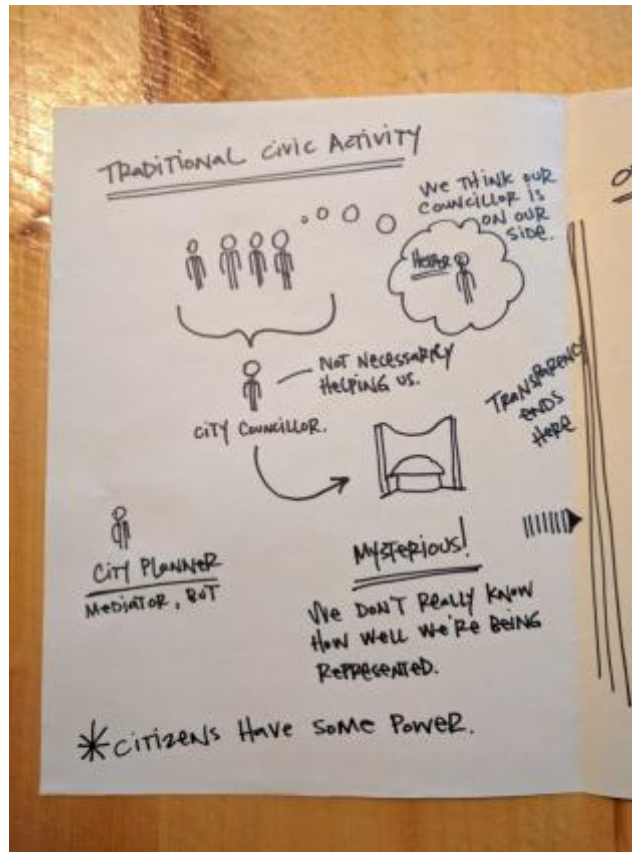
For example, when given a blank piece of paper and markers with the simple instructions, some participants with a greater sense of confidence took to the task with ease and were able to narrate as they drew. Other participants needed time to think before drawing and they did the drawing silently until they were finished and then would verbally walk through the process. One participant reflected that after doing the systems map, she realized that she saw the public policy process differently than she thought she did. This highlighted the importance of offering a variety of ways for participants to contribute and the impact that can have on outcomes. This does however also reveal that extra work is

necessary to make sense of the data collected rather than relying on just an interview transcript.

Image 2: Participant #4 Systems Map from Phase 1
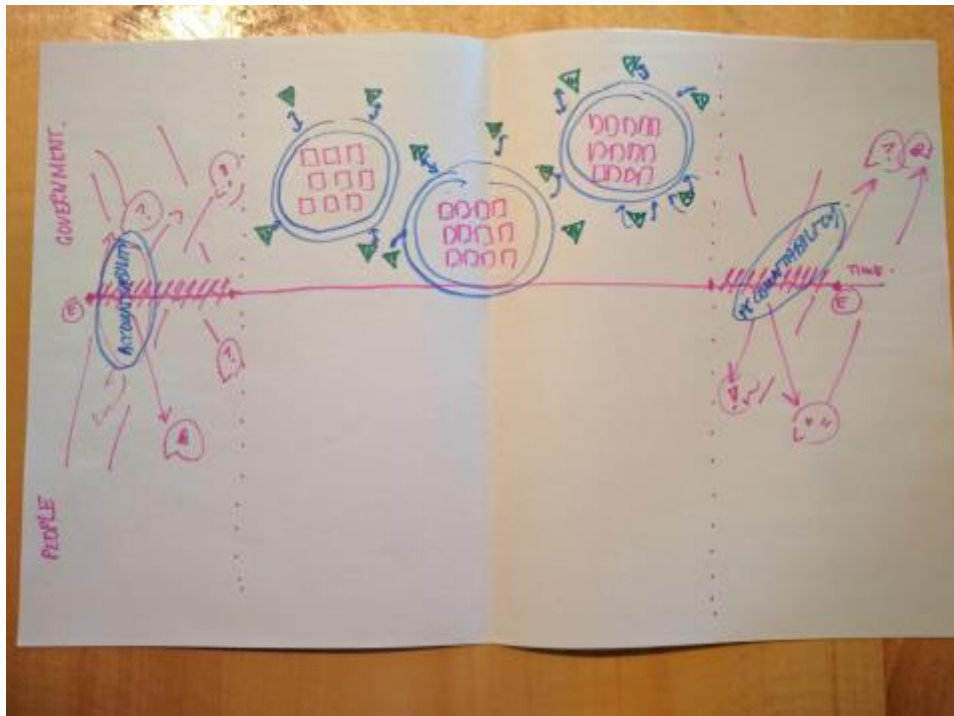
Using a system map alongside the semi-structured interview, participants were asked to graphically share their experiences of engaging in the public policy process. The systems map captures directional flow, steps required within the public policy process and relationships between stakeholders. This primary research technique was intended to bring a visualization and co-design tool into the semi-structured interview to observe participant's comfort levels and offer an additional way of sharing information.

2.3.1.2.1 Stakeholders

For the initial round of semi-structured interviews and systems mapping activities, participants were invited to participate based on specific and distinct roles, either

"internal" or "external" to the public policy process, and their levels of perceived power and influence. Each participant has at some point engaged with the public policy process.

Some participants have more "official" roles within the public policy process. For example, a policy analyst work for the City of Toronto or a project manager working on a government funded initiative with deliverables to make policy recommendations. Whereas others engaged in less "official" capacities, such as a resident working to engage citizens and host a community meeting to petition their elected officials to stop a re-zoning in their neighbourhood. Regardless of a participant's official or non-official role, their individual perspectives informed the findings of this research. This research wanted to respect the broad definition of expertise. The research questions were designed to try and identify a shared moment of intervention between stakeholders regardless of their role.

As previously documented, stakeholders from across the public policy spectrum were interviewed and each asked to create a system map of how they understood the public policy process; this was a key co-design tool to gather data from the participants. Generally, a systems map tool has a variety of potential uses that may be combined depending on the extent of the research. For example, a systems map could be used for generating a current state of understanding, compiling multiple perspectives into one illustration and understanding the flow of input and output within the system.

As each participant had an opportunity to create their own systems map, the maps stood as individual perspectives that could be analyzed alongside the participant's narration of

their understanding. If the systems map had been created as a group, the systems map would be a compilation of views and may represent an "expert" or the loudest voice in the room's perspective. Having participants work on their own map allowed for their perspectives to each carry as much value and weight as the other without being biased by the voices of others. However, it also means that stakeholders do not get a sense of the other perspectives and therefore could contribute to continued thinking that their perspective is a generally accepted one.

Whenever using a co-design tool there may be varying outcomes to consider from the intended to the unknown. This could be attributed to a participant's interpretation or comfort with a tool or to the researcher's expectations of what the data outcomes may be. In this case, there was a shift from the initially expected outcomes to the actual outcomes. When this happens, the research process needs to evolve to adapt to the outcomes otherwise the process will no longer be authentic to the process and would result in a solution that has fewer chances for success.

When conducting the first round of interviews, participants were asked about their professional backgrounds, their experience with public policy and their expected influence on the process. Following these initial questions, each participant was asked to draw their perspective of how the public policy process worked. Participants were asked to narrate their systems map and to point out places where they felt they may be missing information of the public policy process. After completing their systems maps, each participant was asked a series of follow up questions about who they felt were generally

the most influential stakeholders, how they would like to see stakeholders being engaged in the process and the challenges that might arise with changes.

2.3.1.2.2 Interview Guide

For the initial round of semi-structured interviews and systems mapping activity, an interview guide was designed to create structure and to identify basic information from each participant. The initial interview questions asked the participant to outline their current professional role, to relay a story about a time they influenced or were influenced by policy and what prompted their involvement. Following these initial questions, participants were asked to illustrate their interpretation of how the public policy process works including stakeholders involved and their understanding of roles in influencing the outcomes of the process. Participants were asked to narrate their diagram.

2.3.1.3.3 Synthesis

Moving from data collection to researcher synthesis took a considerable shift in thinking. It would have been nice to continue collecting participant stories and engaging in conversations about the public policy process, but at some point the participants and the research process deserved to have the data move forward. To synthesize the data collected in Phase 1, a compiled systems map helped to recognize that there was no overlapping or common moment of intervention for all stakeholders during the public policy process and instead revealed 3 distinct findings and the emergence of the Intermediaries.

2.3.2 Phase 2

Phase 2 of this research was a pivot from the initial research plan. This pivot was necessary after the researcher synthesis in Phase 1.

Illustration 10: Phase 2 of the Research Process
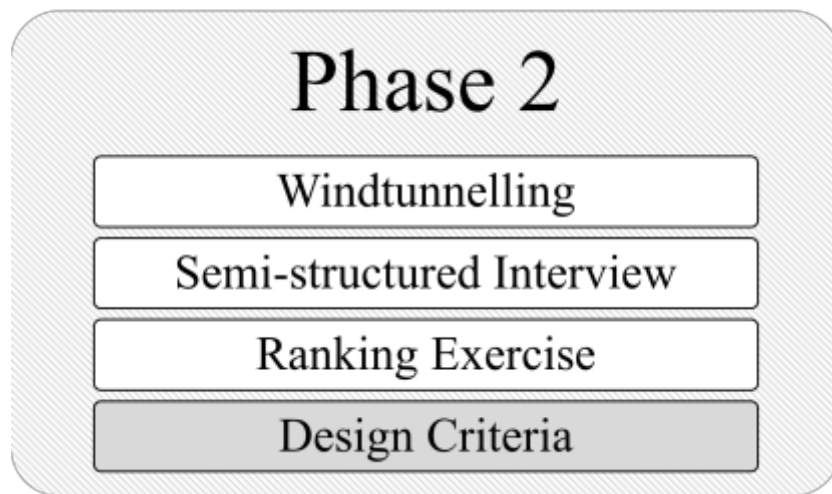
As illustrated in Illustration 9: Phase 2 of the Research Process, this phase includes researcher-led windtunnelling process, a second round of semi-structured interviews with a ranking exercise, researcher synthesis and design criteria for tool development. This phase of data collection was introduced to address the gap of knowledge about intermediaries and to understand their comfort level of co-design tools.

2.3.2.1 Windtunnelling Process

To prepare for this round of interviews, a list of potential co-design tools was compiled and sorted. The initial list of tools came from the IDEO methods cards, Vijay Kumar's

"101 Design Methods: A structured method for driving innovation in your organization" book, and the LUMA Institute "Innovating for People" cards. Accumulatively, these three sources contributed to a list of 206 potential co-design tools. To synthesize the list, two exercises were performed to create comparable data - a researcher-led windtunnelling process prior to the semi-structured interviews and a participant-led ranking exercise during the semi-structured interviews. After windtunnelling process, the initial list of 206 tools was filtered to a new list of 103 tools.

Following the synthesis and feedback from the first round of interviews, the previously planned group co-design workshop was changed to another round of interviews with the intermediaries' subgroup.

2.3.2.2 Semi-structured Interviews and Ranking Exercise

Each participant in the second round of interviews is a member of the intermediary subgroup. To begin each interview, participants were given an update as to where the research currently was and how their previous input had influenced the outcome and resulted in their invitation to the second round of interviews. This gave participants a way of thinking about their role and perspective heading into the second round of interviews which involved another co-design tool and a series of follow up questions. It felt important to remind participants of the context, how it had changed and what their role and influence was on the research. As participants are co-designers on this research process, they contributed formally to the semi-structured interview as well as offered feedback on the research process to continuously improve the final outcomes.

The ranking exercise combined with the semi-structured interviews allows for participants to engage with design tools at a meta-level and respond to how they would most likely utilize tools like these in their work. Participants were asked to review a comprehensive list of tools by reading a brief description prior to selecting if they could see themselves using the tool in their work or not. Then tools that were selected as yes tools were further assessed for usability with their own team, with stakeholders in the community or the government and if the tool could be used in short-, mid- or long-term planning. As participants went through the list of tools, they were asked to put a star beside specific tools that they would like further explanations of once the ranking process was completed. The participants gave narrative to selections they made.

Image 3: Card Sorting Technique

The ranking exercise connected participants directly to a potential toolkit, much like a mini prototype. The ranking exercise was intended to identify specific tools that might be examples of low-barrier tools, however the exercise further revealed additional challenges that ultimately became the design criteria for the development of a new prototype.

2.3.2.2.1 Stakeholders

Regardless of being "internal" or "external" intermediaries, all participants agreed that their role involved stakeholder engagement with government officials and the public. For example, both a policy analyst at the City of Toronto and a policy advisor in a large non-profit work to make policy recommendations after doing multi-stakeholder consultations.

Using co-design methodologies and principles, this research wanted to respond to intermediaries' specific needs and challenges to identify an opportunity to develop a tool to support intermediaries to build relationships between stakeholders.

2.3.2.2.2 Interview Guide

For the second round of semi-structured interviews and ranking exercise, an interview guide was used to structure the interview and to work to identify themes across participants. The participants were asked to silently review a list of 103 co-design tools, to evaluate the tools and then to qualify tools based on specific criteria. This allowed participants individual time to read and digest information, to ask questions as necessary and to respond without much explanation from the researcher. The ranking exercise

combined with the semi-structured interview allowed participants to engage with a sampling of co-design tools at a meta-level and respond to how they would most likely utilize tools like these in their work.

The findings from the initial round of interviews revealed a gap in knowledge about a specific set of lead users. These interviews were intended to gain knowledge about how this specific group of users responded to design methods, their roles as a convener of stakeholders and their challenges engaging stakeholders across the public policy spectrum.

During the second round of semi-structured interviews, participants were asked to rate a list of tools based on their personal experience and then asked a series of follow up questions following the exercise. This allowed for participants to have individual time to read and digest information, to ask questions when necessary and to be able to evaluate tools without much influence or explanation from the interviewer. When sharing the list of tools with participants, some participants expressed a feeling of overwhelming responsibility when completing the task and voiced concern about wanting to "get it right." Other participants said that the list made them feel hopeful and optimistic about what is possible following the research and looked forward to seeing the results. This demonstrates a participant's personal connection, commitment and value they placed on their participation and ownership of outcomes.

This second round of synthesis felt like it brought closure to a lot of unanswered questions left after Phase 1. The synthesis didn't validate the original assumptions made after Phase 1 about the potential direction of tool development, but did result in 3 additional findings. These findings along with the findings following Phase 1 created the design criteria for tool development.

2.3.3 Phase 3

Phase 3 of this research moves a hypothetical tool into reality and begins an exploration of tool functionality and usability.

Illustration 11: Phase 3 of the Research Process
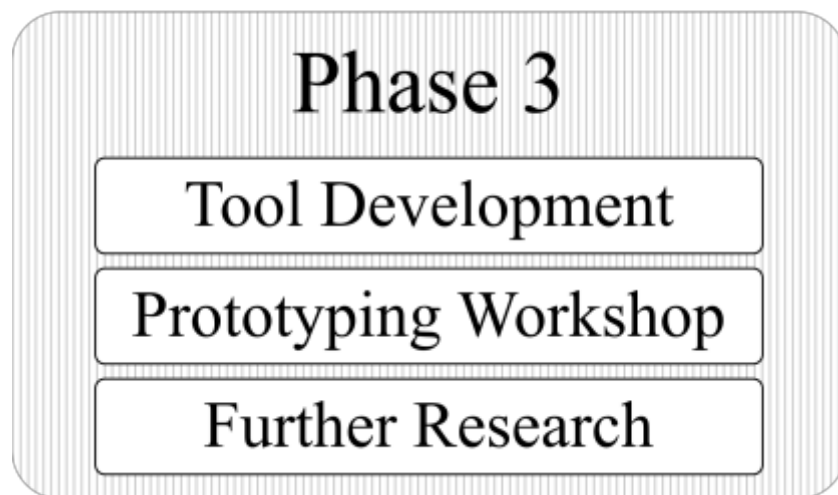
As illustrated in Illustration 11: Phase 3 of the Research Process, this phase includes tool development, a set of prototype co-design workshops and recommendations for further

research. This phase focuses on validating the direction of tool development, the usability by intermediaries and identifying opportunities to iterate the tool.

2.3.3.1 Tool Development

To prepare for this phase of research, the design criteria along with some additional research about game theory and engagement games establish the framework for creating a tangible artifact to be used in the prototype co-design workshops. Previously, the initial research process was aiming to end with a recommendation to development of a hypothetical tool or toolkit, but the research process felt unfinished and so a tangible prototype was required. The tool development resulted in the creation of a facilitation tool and game called Policy Fluxx.

2.3.3.2 Prototype Co-design Workshops

The prototype co-design workshops was the final stage of primary research for this project. The culmination of the findings from two rounds of interviews, systems mapping and a ranking exercise. The participants of the workshops tested the prototype and offered feedback on what worked, what didn't, ways to improve the prototype. The prototype co-design workshops put a tangible artifact in front of participants to interact with and give feedback to. The participants involved in the prototype co-design workshops were new to the research process. Each workshop began with an overview of the research to date.

2.3.3.3 Pre- and Post- Survey

The pre- and post- surveys were designed to capture participant feedback about the prototype before and after they had tested the tool. The pre-surveys asked about participant jobs as internal or external stakeholders and how much time they spend doing stakeholder engagement, current challenges and barriers that intermediaries face when doing stakeholder engagement and assumptions about the proposed tool. The post-surveys asked about what worked and what needed improvement, as well as how the game mirrored their perception of the public policy process. The pre- and post- surveys were intended to capture individual feedback before participants shared feedback with the whole group.

2.3.3.3.1. Stakeholders

To complete this phase of research, 3 prototype co-design workshops were held with playtesters including a variety of intermediaries. Unfortunately, none of the participants who participated in Phase 1 or 2 were available to be playtesters. To begin each prototype co-design workshop, participants were given background on the research to date. Regardless of how much a participant's professional role requires them to facilitate consultations, all the participants agreed that they had limited access to innovative stakeholder engagement tools.

2.3.3.3.2. Synthesis

This third and final phase of synthesis closed the loop on this research process. The synthesis process validated the tool developed was indeed a unique prototype that is very

much still in beta. This synthesis concludes this phase of research with yet another set of

distinct findings and a list of recommended ways to further this research.

3.0 Findings

3.1 Overview

As previously outlined in Section 2.0: Methodology; Phase 1, 2 and 3 ended with researcher synthesis. In Phase 1, the researcher synthesis resulted in a compiled systems map, 3 distinct findings and the introduction of the Intermediaries. In Phase 2, the researcher synthesis resulted in 3 additional findings and set the design criteria for tool development. In Phase 3, the researcher synthesis resulted in a final 3 findings and recommendations for further research. In this section, the data leading to shape the findings will be outlined and then further described in Section 6.0: Discussion.

Illustration 12: Findings - Phase 1, 2 and 3
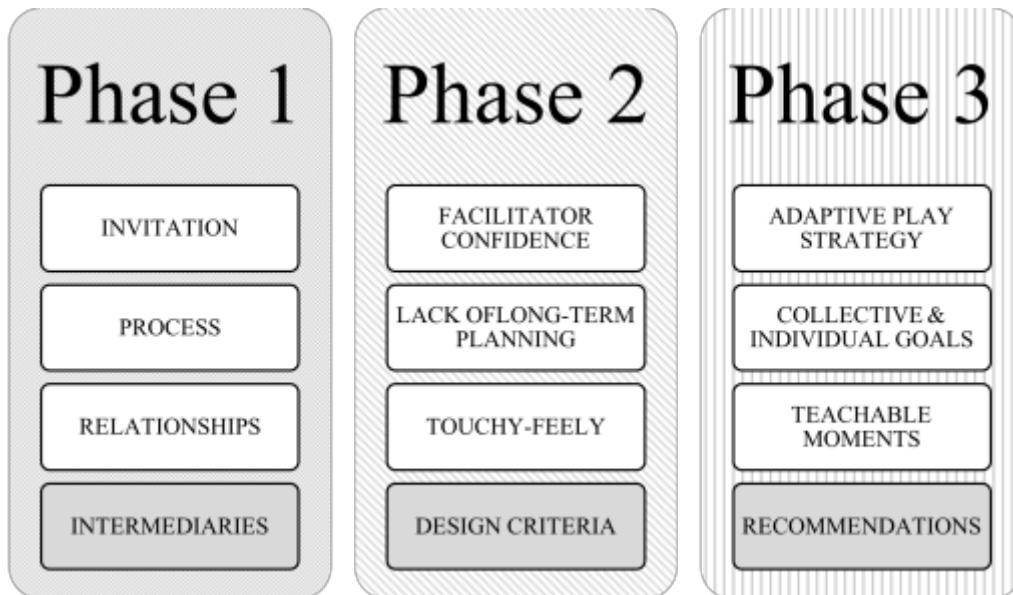
Following each phase of research and researcher synthesis, the findings required a pause in the research process to revisit next steps. Revisions were made to the research process after Phase 1 as findings revealed a gap in knowledge about the newly identified group of lead users. Subsequently following Phase 2, the process was revised yet again to develop a tangible prototype to test and evaluate. The findings of each phase influenced the outcomes of the research as well as the process.

3.2 Findings from Phase 1

In Phase 1, the research focus was initially intended to identify a shared moment of intervention between "internal" and "external" stakeholders regardless of their role within the public policy process. The phase began by defining the landscape this research would take place and articulating key definitions. As the data collection progressed, the starting position and assumptions began to fade and the participant input began to reshape the research narrative.

Illustration 12: Findings - Phase 1
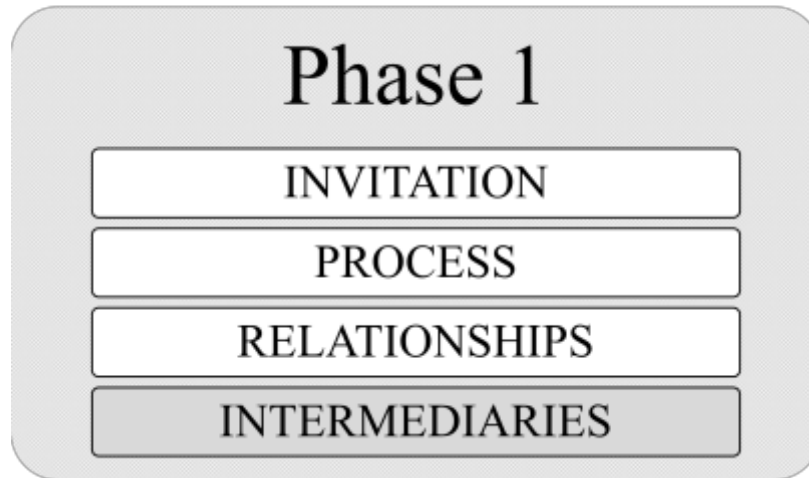
The three distinct findings from Phase 1 are: the invitation, the constantly changing

process, and relationships. To arrive at the 3 findings, the semi-structured interviews were

transcribed and a compiled systems map was created.

Illustration 13: Compiled Systems Map
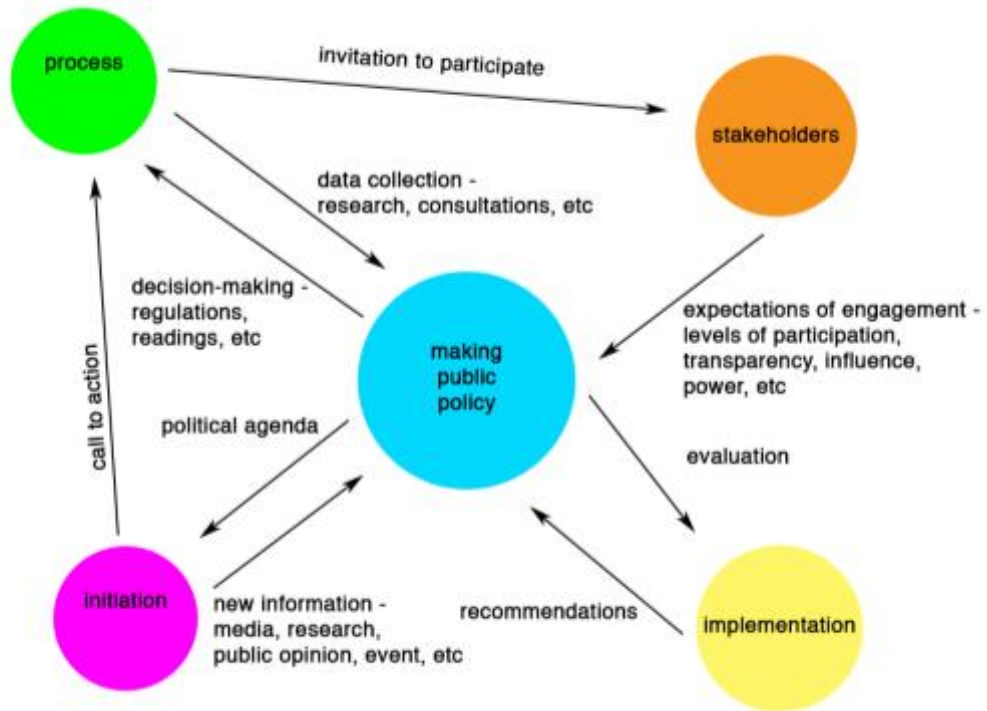
The compiled systems map illustrates the feedback loop created by the public policy

process. The invitation to participate creates opportunities for stakeholder engagement

regardless of when it happens and by who. The constantly changing process and multi-

directionality of inputs and outputs makes it hard for any stakeholder to decipher when it

is best and most effective to enter the process and how to influence what has already

happened. The existing relationships between stakeholders create expectations of how

and when ta stakeholder gets invited to the process and can impact their access to levels

of participation and transparency. This system map only begins to uncover the

complexity of the fluidity of the public policy process and ultimately led this research to

3 distinct findings and the introduction of the previously mentioned Intermediaries.

In the following section, specific quotes and images captured during Phase 1 data collection will provide the evidence for the findings.

3.2.1 The Invitation

The invitation was mentioned by each participant as the entry point to the public policy process. At times the invitation is formal, for example as a part of your job; or informal, a poster for a community meeting hanging at the grocery store. Regardless of the formality of the invitation, participants outlined that the invitation affected the way in which they engaged with the process.

Here are 3 examples of invitations described during Phase 1 data collection:
"Projects start in 1 of 3 ways:

1. Public requested [like by a] nonprofit - not the City. Then [it] could get formally requested through council or committee,

2. City Council directly asks staff to do the work - [and then] get council to agree,

3. City staff work on it independently or ask for council approval.

Ultimately all projects need city council approval." - Policy Analyst, Municipal Government

"Recommendations might go out to the public, with x number of days to respond. Any stakeholder that feels like they might be affected can write in to voice their opinion. Could be made individually or through councillors or recommendations go directly to the governing body." - Project Coordinator, Government Agency

"There was a community meeting in the spring, there were over 100 people there. Most of our communication is done via the Facebook Page. There was also a door-to-door petition that came around. There was a notice about the community meeting [with] a little bit of correspondence from the councilor." - active citizen, Community Organization

Each of these quotes demonstrates the nuances to the invitation. An invitation may impact a participant's participation and is influenced by timing according to political cycles, the way the public policy process is initiated and the confidence and readiness to respond in a moment's notice.

3.2.2 The Constantly Changing Process

Throughout the data collection, the constantly changing process was a focal point of each interview. Every participant spoke about a dynamic journey that continuously changed regardless if it was their first time or 50th. Here are examples of the constantly changing process:

Image 4: Participant #1 Systems Map
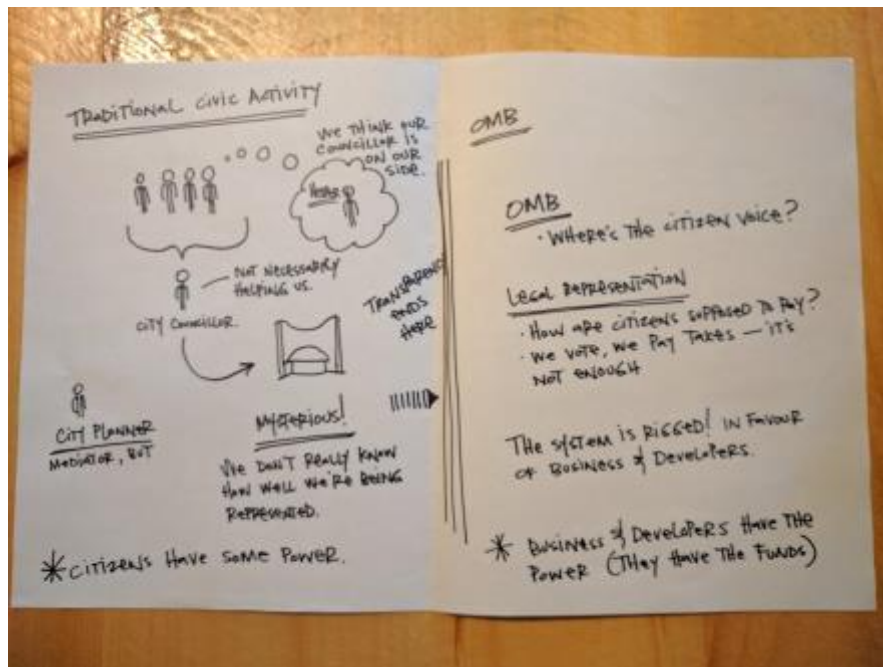
"Where is the citizen voice there?" The transparency seems to end once something

crosses into the OMB...the system feels rigged...If we understood what the argument

position came from, we could shift our strategy. We aren't sure how to fight the battle

right now. People don't have a voice...I think that [the process] is quite dynamic. I have

learned more about the "dark side" having gone through this engagement." - active

citizen, Community Organization

Image 5: Participant #2 Systems Map
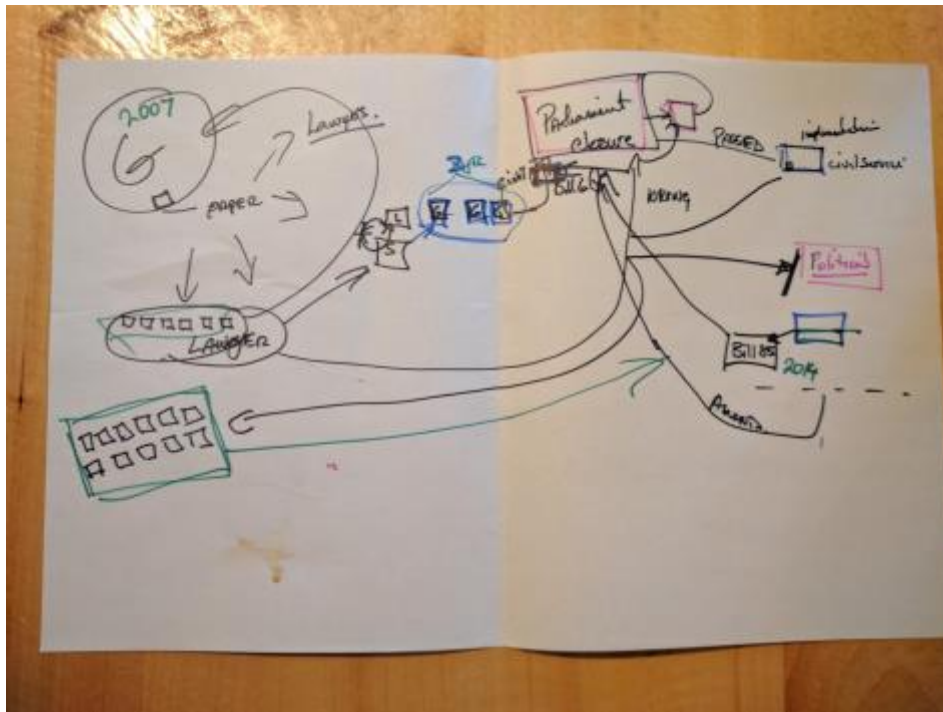
"But government [used to] listen - you could actually pass information up the

bureaucracy and there was support that would come in the form of legislation or funding.

Then, you had to get on the front page of the paper for the government to react. Now, you

can get something on the front page and still get no reaction. There is a scarcity of tax

dollars now. Everyone wants services, but no one wants to pay. Twenty years of

government bashing, people used to respect the government. [It] probably was

unsustainable. But the pendulum has definitely swung, making it hard for government to

react to feedback." Senior Policy Analyst, Nonprofit Organization

Image 6: Participant #3 Systems Map
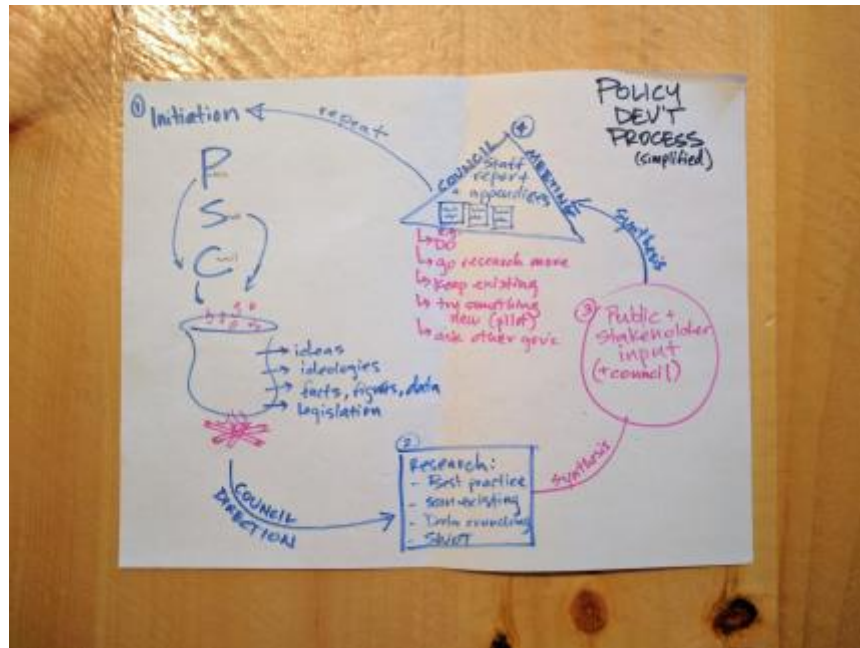
"Depends on how the process is executed. We stand on the shoulders of who came before us. Current data is what informs future decisions. If there is no case for new data, it is hard to prove a new case. Priorities are chosen historically. Data takes time to shift. Synthesis can also change the data, might get over simplified or written to validate a specific point of view. Synthesis might be done individually or collaboratively - depending on [the] project" - Policy Analyst, Municipal Government

Each of these diagrams and quotes illustrates the ever-changing public policy process that a stakeholder needs to untangle to effectively contribute and participate. The constantly changing process may be impacted by varying levels of knowledge or expertise about the existing policy issue and process, the shifting role of government and public perception, or previous data collection process and decisions made by predecessors.

Within the constantly changing process, a few stakeholders spoke about openings in the process that provided opportunities for stakeholders to take action. This opening was aptly referred to as the "policy window". The policy window was described as an opening created by circumstances. A policy window cannot be predicted and doesn't occur in every public policy process.

"[A] hot topic [comes from] community groups, councilors, public or media shining a light. [The topic] might be controversial, [have a] historical element where the topic was previously discussed at council or in the media. Typically, people already have a stance, research has come out and the City has to do their own research. Trigger!" - Policy Analyst, Municipal Government

"Policy window is an opportunity to sneak things in, [get] media attention and it favours your case. You can use that as a way to spark the conversation. Some policy windows are a waiting game. [You] go through your presentations, keep doing your reports, do check-ins with MPP's, don't ruffle feathers, eventually you get a call when interest is heightened [while] waiting for alignment with political will. Try to piggyback with local champions. Government might come to you. These are opportunities that trigger developments of policy" - Project Coordinator, Government Agency

The policy window is like rekindling an old flame. A policy window could be new research, a media outbreak, a current event, an occurrence that drives enough attention back to an old topic that all of a sudden has renewed focus. To take advantage of a policy

window, the stakeholder must be ready to take action with limited resources and time to react.

3.2.3 Relationships

Relationships between stakeholders varied between participants depending on their role. Each participant spoke about the desire to improve existing relationships and trying to seek out new relationships to fill gaps. Often there was overlap about the previously discussed findings of the invitation and the constantly changing process based on stakeholder relationships.

Here are 3 examples of relationships between stakeholders in the public policy process:

"The person I work for... has a close relationship existing [with the Ministry]. We are in regular communication, in the next month we will likely get feedback and requests for revisions. Don't know if the recommendations will be taken. But it is great that we were even asked. Assuming that we have met with them similar times and our work is aligned. So [I} suspect that something will go forward. [I don't know] if we totally influenced or [if] a combination of ideas [are] coming together at the same time. [Either way] there will be some influence. Perhaps there will be no influence. You never known." - Project Manager, Ministry funded Research Project

"There are some really amazing people that live on my street. There is a woman a few doors down who has a lot of connections to city planner, community organizing tools.

And then there are professors from the U of T [University of Toronto], they also seem to have connections and ways of gathering information." - active citizen, Community Organization

"Our group had about 10 core members and 30 additional members, so of the group there were different organizations that could take on pieces. The group was formed in 2001/2 as a result of knowing all these groups were out there lobbying separately, there was no strength-based approach. There is a lot of evidence showing that coalitions are stronger. There was an opportunity to set the mandate and agree on a unified front. We were all investing and all asking for these policy changes. Even though there were different asks for individual risk factors." - Project Coordinator, Government Agency

These quotes describe various relationships between stakeholders. Some of the relationships were existing and some newly formed. Relationships may be influenced by job titles and positions (past and present), the continuous effort put into maintaining these relationships and keeping communication channels open; and common goals and shared work load.

3.3 Formally Introducing the Intermediaries

Previously mentioned several times, during Phase 1 of data collection, a subgroup of the existing stakeholder spectrum emerged as a group of potential lead users; these are the Intermediaries. Previously stakeholders were categorized along a spectrum as either "internal" or "external" to the public policy process. After reviewing the data collected

from Phase 1, the Intermediaries were identified as a group no longer divided by their relative positions to the public policy process but re-categorized by their shared goals to engage multi-stakeholders and make policy recommendations. Intermediaries hold a specific role within the public policy process to work with "internal" and "external" stakeholders, consult both sides of the conversation, and make recommendations that satisfy multiple perspectives.

Within the Intermediaries group, stakeholders may include policy analysts from any level of government, stakeholder engagement coordinators in government agencies, nonprofit organizations or academic institutions.

Using co-design methodologies and principles, the research led to the discovery of this unique subgroup within the broad spectrum of stakeholders. If this research had taken a narrower frame to begin with, it is likely research would have focused a set of stakeholders from either the "internal" or "external" category as these stakeholders have more obvious connections.

This quote best captures the perspective of an intermediary and their role in the public policy process.

"We saw a big gap. The coalition had a lot of players but there wasn't enough mental health representatives. Mental health influences all the conditions we are working with. So when we brought on the mental health initiative we had about 6 months to execute, which was really ambitious. The one common goal that we could focus on was mental

health within all the other factors. Knowing there was a potential policy for development and therefore interest at the government to move it forward, we thought this was the biggest bang for the buck. Supposedly there were pieces that were already created internally within the government, but at the time it seemed too ambitious and not enough consultation [had been done] to go ahead. There needed to be external pressure. This turned into a great opportunity for our group to participate." - Project Coordinator, Government Agency

Illustration 15: Intermediaries in the Stakeholder Spectrum
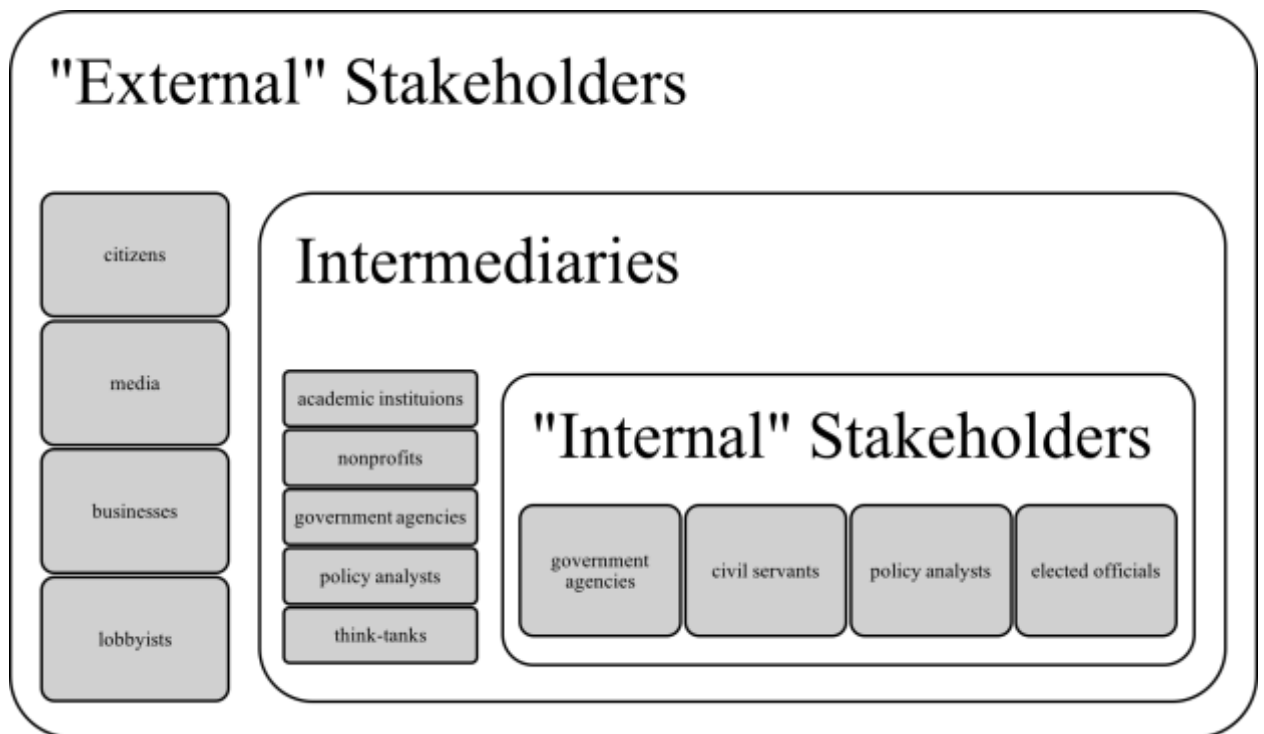
The intermediaries have goals that override their internal or external positioning. Here are the qualities of intermediary subgroup:

- driven to connect the internal and external stakeholder positions

- have existing and respected relationships with both internal and external stakeholders

- are seen as reliable channels of communication

- well researched

- strategic about what policy issues to push and when

Given these characteristics of the intermediary subgroup, it is important to point out what they are not as well:

- not front-line organizations that deliver services

- not able to dictate a policy decision outcome

- not in a position to express personal biases or values

- Not in a decision-making role

Moving into the second round of interviews, this intermediary subgroup became the focus of further research. The intermediaries are in a position to extend inclusive invitations, to monitor and react to constantly changing processes and policy windows, while building relationships with multiple stakeholders. Their work and role in the public policy process allows them to become a lead user of implementing a tool or toolkit for adopting a user-centred approach and building rapport between stakeholders.

From this data, it became evident that the research process in the initial plan needed to be re-evaluated. Initially, the research expectation was that the research would show a clear and specific intervention moment in the public policy process that would encourage a

culture of empathy in the public policy process for all stakeholders however the data began to point in another direction.

3.4 Findings from Phase 2

In Phase 2, the research focus was to better understand the needs of Intermediaries and their reactions to co-design tools. To do the data collection for Phase 2, participants were given a list of 103 co-design tools to rank and discuss during the second round of semi-structured interviews.

Illustration 16: Findings - Phase 2
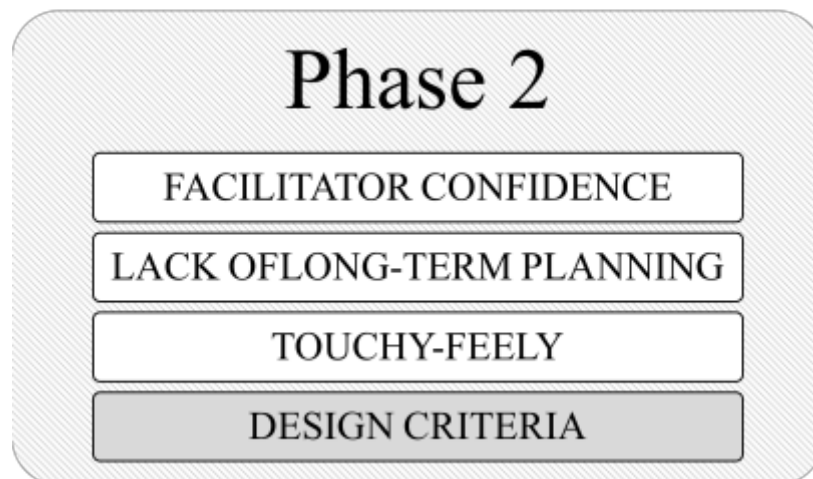
The three additional findings from Phase 2 are: facilitator confidence, lack of long-term planning and touchy-feely. To arrive at these findings, the semi-structured interviews were transcribed.

In the following section, specific quotes captured during Phase 2 data collection will provide evidence for the findings.

3.4.1 Facilitator Confidence

An intermediary is responsible for convening multi-stakeholder consultations to gather data to make recommendations for public policy. As a response to a lack of incentives to try new tools, participants spoke about their hesitations to use "out of the box" tools.

These quotes demonstrate this mindset. "There are a lot of tools. A bit excited to actually get to use some of these tools. I answered on the optimistic side to encourage you, but it would really depend on the particular challenge on hand - depending on the group's culture and readiness. I have tried to bring tools like these into groups before, with a group that I knew well and it still felt like a risk. If you are entering a group that you are unfamiliar then innovation tends to be lower on the list, to be safe and use tools that the group might be more familiar with to manage expectations and relationships. [Then] if something goes wrong, then people blame the facilitator that could set back the group later on for new tools. You only have so much time and money to try new things, especially with media scrutiny. Anything perceived as a failure could have negative repercussions and cause fear for trying new things and creativity.

You need the internal headline to be a success, you don't want the chatter to be that the facilitator didn't know what they were doing or that they were using a toolkit that they

weren't very familiar with I would need to gain experience to feel comfortable with some tools to bring them forward." - Policy Analyst, Municipal Government

"Some of the noes were because the tools were a bit of a foreign concept or would not likely be well received by decision-makers. Some tools seem very very high level and may be a different way of working. So, if it is easier to work with or has worked before. [There] would be an expectation that the data is brought to them finished and not have the decision-makers participate [or] take too much time. It is a nice to do, not a need to do. [These are] great tools, but worried there might not be political will. - Project Coordinator, Government Agency

Each of these quotes illustrates an intermediary's role as a facilitator and how their work culture doesn't currently foster a desire to be innovative or even try new tools.

3.4.2 Lack of Long-Term Planning

An intermediary's work is largely influenced by the four-year political cycle and therefore their ability to put resources towards long-term planning is limited. During Phase 1 of data collection, this was mentioned by a few participants that funding and workload was typically directed toward current issues and looking beyond a 4-year horizon seemed unlikely because so much could change.

Surprisingly as the participants were doing the ranking exercise, they were selecting a lot of tools to be used in long-term planning. In fact of the 103 tools, participants responded

that they would use just over half of the tools for mid- or long- term planning and only about one-third for short-term planning. If the synthesis were to look at the ranking exercise in isolation, it might look like the participants were more likely to do long-term planning over short-term planning. This is why co-design tools were used hand-in hand with the semi-structured interviews.

These following quotes illustrate the lack of long-term planning by intermediaries: "There are some tools that we already use - we can easily get buy-in and get better at using those tools. I have seen some of these tools for long-term planning by external consultants and found them successful for getting out new concepts." - Policy Analyst, Municipal Government

"Conversations started by figuring out what the issue actually is and making sure there is a shared understanding. Being open to a different way of working or might be a more long-term movement. Deep investment from the public health unit for long-term change, [to] build trust to be able to move to bigger issues and work on smaller wins to be able to tackle bigger issues." - Project Coordinator, Government Agency

"[If there is] better long-term planning, requiring X% of budget for long-term planning. Like water - it is never going to be an issue for elections until we are dying of thirst forcing government to have a hard conversation that aren't only motivated by elections" - Policy Advisor, Nonprofit

These quotes begin to identify the lack of long-term planning but the desire to do so. The intermediaries each spoke about the dangers of only working on the immediate fires.

3.4.3 Touchy-Feely

This last finding was heard loud and clear from every participant. Sometimes called touchy-feel, artsy, emotional, airy-fairy or some variation that described the need for interpretation of qualitative data. The fear of using qualitative data greatly ties to facilitator confidence and a lack of tools for long-term planning and a reliance on "tried and true" tools.

Here are some quotes to illustrate this finding:

"The Day in the Life, storyboarding, any tool that brings lived experience - there is a trend to do more of this [type] of work. A dollar bill is put on the table and what choices and limitations come with that [and] challenges from public health are put on decision-makers. Survive on a meal supplement plan - it is $5 a day - Jack layton and Olivia Chow did this. Some public health units have brought in experts to hear about case studies. Need to look at complexity and bring it in...and build comfort levels...the problem is the budget is low." - Project Coordinator, Government Agency

"Generally, the tools that I said no to were on the touchy-feely side. [They] might be more useful for long-term [planning] situations. You only have so many touch points with a particular audience. Feelings and attitudes are less valuable than naming the challenges and opportunities.' - Policy Analyst, Municipal Government

These quotes demonstrate the challenge of implementing fasciculations tools that require

interpretation following data collection and therefore limits the use of most qualitative

tools even those they have proven effectiveness in understanding behaviour and mindset.

To move the findings from Phase 1 and 2 forward, this table illustrates the design criteria

for tool development.

Table 4: Design Criteria

Findings	Design Consideration
The Invitation - the way in which a stakeholder gains entry into the public policy process	Create a tool that allows for an open invitation with low barriers for entry and evens existing power dynamics
The Constantly Changing Process - the ever-changing and dynamic flow of policy development, decision-making and implementation	Create a tool that creates opportunities to discuss and adapt to changes
Relationships - the social contract between stakeholders	Create a tool that creates ways for stakeholders to deal with power dynamics
Facilitator Confidence - the individual abilities of a convenor to promote conversation and deliver results during stakeholder engagement	Create a tool that creates a structured, reduces stress on the facilitator and requires little preparation
Lack of Long-term Planning - the typical time horizons that are looked at strategically	Create a tool that is generative and encourages a discussion about longer time horizons
Touchy-Feely - hard to document qualitative data	Create a tool that leaves little need for interpretation of data

3.5 Findings from Phase 3

In Phase 3, the research focus demanded the creation of a physical tool. The tool was

created to understand its usability and functionality to intermediaries. Policy Fluxx was

created as a vehicle to test out a few base assumptions following Phase 1 and 2. The full process of designing Policy Fluxx is in Section 4.0: Tool Development. This section outlines the 3 final findings of this research process.

Illustration 17: Findings - Phase 3

Once again there are three distinct findings from Phase 3. The findings are adaptive play strategy, balancing collective and individual goals, and teachable moments. To arrive at the findings, the 3 prototype co-design workshops were videotaped, recorded and transcribed. Additionally, participants also completed a pre- and post- survey during the prototype co-design workshops. The following quotes captured during Phase 3 data collection provide evidence for the findings.

The following Table 5: Playtesters summarize the breakdown of participants responsible for stakeholder engagement.

Table 5: Playtesters

Assuming the most basic understanding of the stakeholders involved in the public policy process as either internal or external to the government, how would you classify your current position?			
Internal		External	
67%		33%	
In your current job, how much of your time involves some kind of stakeholder engagement?			
0 - 24%	25 - 49 %	50 - 74%	75 - 100%
44%	22%	22%	11%

3.5.1 Adaptive Play Strategy

During Policy Fluxx player are required to constantly adapt to ever-changing rules and goals. Here are a few comments made after game play.

"It was frustrating having to constantly review the rules. I actually noticed at one point we hadn't been following one of the rules and I kept quiet to avoid using the rule." - Policy Analyst, Federal Government

"I actually love all the rules! It made it easy to play and I liked keeping everyone accountable." - Policy Analyst, Federal Government

"I found that there was a lot to stay on top of and when I finally felt like I was getting it. The goal card would change and I felt like I was starting all over again. It didn't help that

we could actually get enough cards to win either [because of one of the new rules].” -
Stakeholder Engagement, Municipal Government

These quotes demonstrate the need for players to adopt an adaptive play strategy to play
the game. The game rules of Policy Fluxx are meant to simulate a consultation where all
the rules are overt and known by all the stakeholders.

3.5.2 Balancing Collective and Individual Goals

In Policy Fluxx, the end of the game occurs when one player has satisfied the
requirements of the goal. Here are a few examples of players negotiating how they will
their collective and individual goals.

“I had a goal card from the beginning of the game that I knew would be like a “golden
ticket” for me. I specifically chose to save the card until I had all the cards I needed to
win. No one else knew I had this card and that felt very powerful.” - Policy Analyst,
Provincial Government

“I was holding onto a card that I knew could stop someone else from winning, but I
wanted to get to the next step [using the Futurist's Scratchpad]. So I didn't play it so
someone could win faster.” - Policy Analyst, Federal Government

The game requires players to use their moves strategically and each move can either help
themselves or the collective.

3.5.3 Teachable Moments

Policy Fluxx is a game and a facilitation tool, but it is also meant to ignite provocative dialogue between stakeholders and provide opportunities to teach about the existing public policy process and the stakeholder involved.

Here are 3 examples of some of the teachable moments that occurred during the prototype co-design workshops.
"It's a complicated game, but it could be fun as an actual engagement exercise, to encourage people to think about the implications of various policy scenarios" - Stakeholder Engagement, Municipal Government

"I didn't think that a lot of the global or economic trend cards were relevant to me and my work. I struggled to see how my stakeholders would see them as relevant." - Stakeholder Engagement, Nonprofit Organization

"I'd be worried that the foresight language would go over people's heads if they didn't have the background." - Policy Analyst, Federal Government

These quotes demonstrate some of the assumptions and biases intermediaries bring to and deal with during multi-stakeholder engagement consultations. A good facilitator would be able to leverage these moments to teach about the existing public policy process and create an open dialogue between stakeholders.

Ultimately, the findings from phase to phase redefined next steps of the research process and took the researcher and participants on a journey of exploration, discovery and testing.

4.0 Tool Development Process

Throughout this research process the central thread has been to create a tool or toolkit to support policy makers and policy influencers to adopt a user-centered approach to the policy cycle and build rapport between stakeholders. Moving from the first round of semi-structured interviews to the second, there was a potential to create an adapted version of existing method cards that were relevant and relatable to intermediaries. Like many facilitator toolkits, this toolkit would be a card deck of individual co-design activities with basic facilitator instructions (timing, set up, group size, invitations and possible variations).

To further reduce the barriers of using the card deck, a recipe card and tools map would accompany the card deck to help intermediaries identify when in the public policy process a specific tool might be most useful or appropriate. A recipe card would show examples of various activities that could work together depending on a facilitator's goal outcomes or existing group challenges. The tool map would help intermediaries align tools to the divergent and convergent design process and support a decision-making process on introducing a specific tool.

To support the intermediaries and accompany the toolkit, an online database and forum would be available to collect case studies and create a community of practice for intermediaries to support one another and share their successes and failures.

Heading into round 2 of semi-structured interviews, the activities and questions were framed to see if this potential toolkit would be viable. In this case, the findings revealed that a previously conceived toolkit didn't match the current findings. To clearly understand how each finding would translate to specific considerations, the Table can be found in Section 3.5: Findings from Phase 3, Table 4: Design Criteria.

The design criteria plus additional frameworks were investigated as possible inspirations for a new tool or toolkit. This secondary research led to "Engagement Games: A case for designing games to facilitate real-world action" by the Engagement Game Lab. "The Engagement Game Lab is an applied research lab at Emerson College that designs and studies playful approaches to serious problems and tools for civic engagement."[14]

The Engagement Game Lab frames stakeholder engagement in a way that aligns with this research process: "Stakeholder engagement can be a perplexing problem for organizations when considering complex issues. There are many reasons for this...too often, stakeholders able to participate are put into passive roles that prohibit them from engaging in a meaningful way...things seem "out of our hands" ...most importantly, stakeholders are rarely given opportunities to collect, explore and learn essential information and ideas relevant to making informed judgement about the issues."[15]

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[14] Engagement Game Lab, "Engagement Game Lab Website." Emerson College, 2007. Retrieved from https://elab.emerson.edu/
[15] Engagement Game Lab, "Engagement Game Lab Website." Emerson College, 2007. Retrieved from https://elab.emerson.edu/

It became obvious that a game would be a unique way to address the design criteria. "Games create a "magic circle" in which players temporarily drop the rules of reality and adopt fictional rules of the game world"[16]

The Engagement Game Lab promotes their own brand of gaming called Engagement Games. "These new games build off the others [work], but instead of stopping at learning, go one step further: infusing learning with a social system that facilitates real-world action during gameplay. We call these games Engagement Games. Engagement games use game mechanics to bring play and serious real-world processes together, so that real action occurs while playing the game."[17]

For research purposes, several games were tested and evaluated for overlapping attributes to the design criteria. After a grueling search, one game emerged as a template for tool development. It should be noted that "you can't copyright a game mechanic".[18]

In 1997, Looney Labs launched the original version of the game Fluxx, a card game with ever-changing rules, wherein the cards played to win the game change the rules for future play, and indeed the rules of previously-played cards. "Even the object of the game will often change as you play, as players swap out one goal card for another"[19]

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[16] Engagement Game Lab, "Engagement Game Lab Website." Emerson College, 2007. Retrieved from https://elab.emerson.edu/
[17] Engagement Game Lab. "Engagement Game Lab Website." Emerson College, 2007. Retrieved from https://elab.emerson.edu/
[18] Berardi, Gianfrano. "What an Indie needs to know abotu copyright." GB Games Blog, 2016. Retrieved from http://gbgames.com/blog/articles/indie-legal-copyright-and-trademark/what-an-indie-needs-to-know-about-copyright/
[19] Looney Labs. "Fluxx - The card game of ever-changing rules and goals" Looney Labs, 1997. Retrieved from http://www.looneylabs.com/

4.1 Fluxx

4.1.1 Overview

Fluxx is a card game. The game Fluxx is designed to be a game of ever-changing rules and goals. The game was first introduced by Looney Labs in 1997. Since then the game has undergone several expansions with different themes including pirate, zombie, holiday, oz; to name a few. The game has four classic card types making the game easy to learn and play. However, the game quickly becomes chaotic as you New Rules are added. The game requires players to think about their long-term goals in an environment where the rules and goals are constantly changing. Can you achieve the requirements for the current goal before it changes?

4.1.2 Game Play

The game begins with each player being dealt 3 cards and then taking turns following the rules. Rules change when a player puts down a New Rule card. Goals for the game are set by players. To achieve a goal, players must match their cards to the two required cards on the current goal.

Illustration 18. How to Begin Fluxx

Source: Fluxx 5.0 Rules, Looney Labs 2016, Retrieved from
http://www.looneylabs.com/sites/default/files/literature/Fluxx5.0_Rules.pdf

Every game is set up with the Basic Rules card in the middle of the table, 3 cards dealt to each player and the remainder of the cards in a pile beside the Basic Rules. Players proceed to take turns following the instructions on chosen cards. At any time, additional players may join the game by being dealt 3 cards. Players are encouraged to read card instructions out loud if there is any confusion about how the card might impact the game.

4.1.3 Pieces of Fluxx

Fluxx is an adaptation of "1000 Blank White Cards" which is known as a party game or a nomic game. A Nomic game is a game of card creation, game play and epilogue. The main objective of a Nomic game is proposing changes in the rules, debating the wisdom of changing them in that way, voting on the changes, deciding what can and cannot be done afterwards, and doing it. Even this core of the game, of course, can be changed. The game is in some ways modeled on modern government systems. It demonstrates that in

any system where rule changes are possible, a situation may arise in which the resulting laws are contradictory or insufficient to determine what is in fact legal.[20]

1000 Blank White Cards is a game of generating card content, game play and epilogue. The game rules are contained on the cards themselves eliminating the need for a rules book. Typically, at least some of the cards are pre-set prior to and then the deck typically grows to a deck of about 100 cards.

Fluxx has four card types. Each card type has distinct functions and are clearly marked with a coloured stripe and icon. The four types include: New Rules, Goals, Keepers and Actions.

New Rules dictate how the game is played. All the players are required to play by the rules in the centre of the table. Any player may change the rules on their turn by playing a New Rule card.

Goals set out the current requirements to win. The first player to fulfill the requirement (even if it is not their turn) wins the game. Like New Rules, players can change the Goal by playing their card to the centre of the table.

Keepers are thematic cards based on the game's overall theme. Players collect Keepers to match the current Goal.

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[20] Suber, Peter. "Nomic: A Game of Self-Amendment". Earlham College, 2003.

Actions cards have one-time use instructions that may allow players to make extra moves,

remove New Rules or take cards from other players.

These basic card types are the foundation of every iteration of Fluxx.

Here is an illustration of a Sample Game from Fluxx 5.0 Instructions that demonstrates

how the cards are used.

Illustration 19. Sample Game (in Progress)
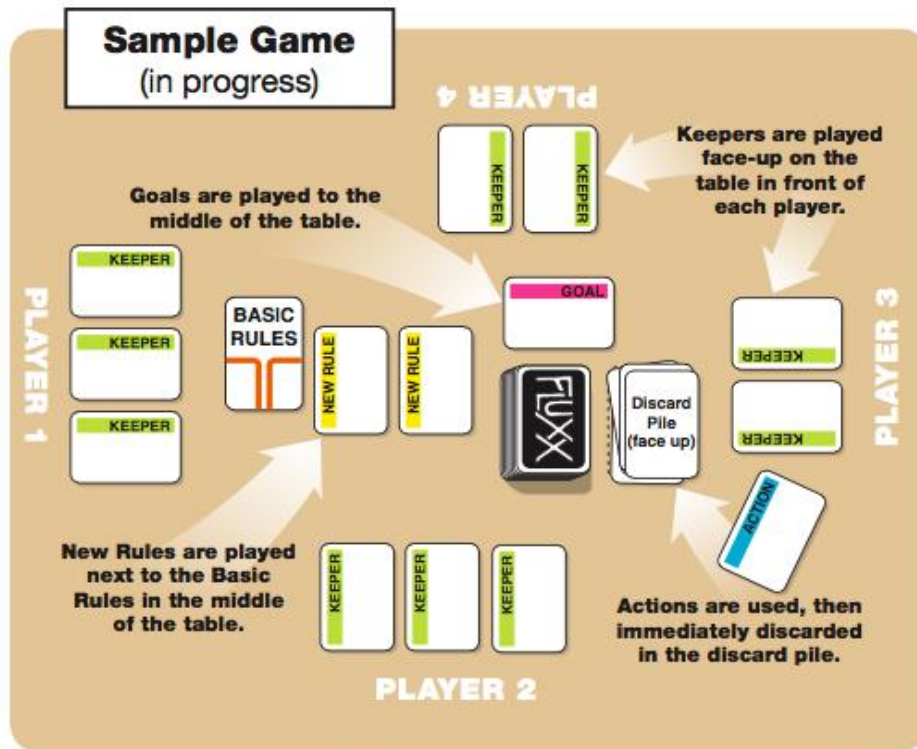
4.1.4 Players

The game requires 2-6 players to start the game. Any player may announce they are going

first by saying "I am first" or by simply placing their hand on top of the card deck to

signify they are going first. Play then moves clockwise unless otherwise instructed.

At any time during the play, players can be added to the game play by being dealt 3 cards.

To learn and play the game, it is recommended that players simply try playing and

through trial and error they will get the hang of playing. This makes the barrier to entry

extremely low and encourages players to learn together.

4.1.5 Why Fluxx?

Here is the rationale for choosing Fluxx to move forward as a template for tool

development.

Table 6: Rationale for Fluxx

Findings	Design Consideration	Rationale
The Invitation	Create a tool that allows for an open invitation with low barriers for entry and evens existing power dynamics	There is a low barrier to entry to playing Fluxx. The invitation to play shifts stakeholders from their "internal" and "external" roles to game players. The game actually invites additional players to join the game at any time during game play by drawing 3 cards.
The Constantly Changing Process	Create a tool that creates opportunities to discuss and adapt to changes	Fluxx is known as the card game of ever-changing rules. Much like the public policy process, players are required to adapt to changing rules and goals and use their moves strategically.
Relationships	Create a tool that creates ways for stakeholders to deal	All players begin the game with the same uncertainties, the game allows for discussion about when power plays are

	with power dynamics	made, how they impact other players and the final outcome of the game.
Facilitator Confidence	Create a tool that creates a structured, reduces stress on the facilitator and requires little preparation	Introducing this game takes no preparation ahead of time for a facilitator other than inviting stakeholders to participate/play. In fact there is an explicit game instruction "if you aren't sure how a card will impact the game, try reading the full text aloud as you play it" This demonstrate that you don't need to know all the rules of the game to play.
Lack of Long-term Planning	Create a tool that is generative and encourages a discussion about longer time horizons	The existing game of Fluxx is designed to adapt to themes.
Touchy-Feely	Create a tool that leaves little need for interpretation of data	Fluxx content allows for content to be customized. Content can be academically sourced, from media or from an organization's existing research.

As a base template, Fluxx established enough of a foundation to move forward for the prototype. For Policy Fluxx, most of the game mechanics remain the same as Fluxx. However, to add a layer to the game to promote long-term planning, foresight terminology and content was added.

"In futures studies, especially in Europe, the term "foresight" has become widely used to describe activities such as:

- critical thinking concerning long-term developments,

- debate and effort to create wider participatory democracy,

- shaping the future, especially by influencing public policy." [21]

For Policy Fluxx, terminology and methodology is borrowed from Jim Dator's work *Four Images for the Future*, "All my life I've laboured to get people to understand that it is not possible to predict the future—to say accurately what will happen before it happens. Once upon a time we lived in societies where such prediction was possible, but for the past several hundred years at least we have lived in a world where the future is fundamentally unpredictable. "[22]

Jim Dator's work promotes looking at alternative futures as a method to build robust strategies that lent itself well to Policy Fluxx.

After spending a considerable amount of time talking about a potential prototype in hypothetical contexts, it became imperative to develop a tangible prototype, even in a low-resolution capacity, to test viability, desirability and feasibility. Initially the prototype was conceived in two possible versions, one for general use and one for more customized use. For research and time purposes, a prototype for general use was developed to test for play mechanics, relative usability by intermediaries and to see if the hypothetical matched reality. As a working title, the prototype is called Policy Fluxx, however will most likely be renamed after this research process as the name Fluxx is under copyright to Looney Labs.

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[21] Dator, Jim. "Advancing Futures: Futures Studies in Higher Education." Westport, Connecticut: Praeger, 2002 Retrieved from: http://www.futures.hawaii.edu/publications/futures-studies/WhatFSis1995.pdf
[22] Dator, Jim. "Four images of future." New Zealand Future Trust, 2013. Retrieved from http://www.nzcer.org.nz/system/files/set2014_1_061.pdf

5.0 Introducing Policy Fluxx

5.1 Overview

Policy Fluxx is an analog stakeholder engagement tool designed to facilitate generative and collaborative discussions about possible futures. The tool is driven by engagement games - the work of the Engagement Games Lab at Emerson College. Through the play of engagement games, stakeholders join in gameplay to participate in tackling real-world problems. In Policy Fluxx, players collect cards to create a scenario set. Once the scenario set is complete, the game is over. Once the game is over, the players use the "winning" scenario set and the Futurist's Scratchpad to craft a possible future scenario. Players are asked to think about Trends, Values, Signposts, Timelines and a Scenario archetype to think about implications, users and possible strategies. Once strategies are generated, players may decide to stop the game play and have a discussion about the plausibility of each strategy to their current work or to play the game again and generate more strategies.

Illustration 20: Overview of Gameplay

Game Play → "Winning" Hand → Futurist's Scratchpad → Generate Scenarios

All scenarios and strategies generated can be shared broadly through a report or in future policy recommendation documents. The prototype of Policy Fluxx was playtested by 10 intermediaries, including players who work for Provincial and Municipal government and nonprofit organizations. Some players had previous knowledge of foresight, but most did not.

The objective of the game is to collect a set of scenario cards to be used to craft a scenario using the Futurist's Scratchpad, the scenario is then used to create potential strategies that can be applied to current policy issues. The goal of this tool is to take stakeholders into the role of game players and hopefully thereby suspending current roles, biases and expectations of present day stakeholder engagement. The template game of Fluxx is the card game of ever-changing rules and goals, which mirrors the findings from the first round of semi-structured interviews about a constantly changing process and asks players to respond to the dynamic process with many moving pieces by being responsive and adaptive to a moving target. Policy Fluxx requires players to stay on top of the changing rules and goals and to strategize moves and power plays accordingly. Any player can alter the rules or goals during their turn, and other cards allow actions to even happen out of turn.

Game play takes 20 minutes to 1 hour to complete. Once the game ends, a facilitated discussion using the Futurist's Scratchpad and creative work takes 30 minutes to 3 hours. Intermediaries could use Policy Fluxx for 1 hour to half day stakeholder engagement sessions to complete one round of Policy Fluxx. Policy Fluxx could be played once or

repeated during one workshop or over several engagements. Policy Fluxx is designed to bring Foresight Terminology and rigour together with an opportunity for stakeholders to take an active role in generating strategies. The cards force players to look at longer than usual time horizons, while bringing current data and trends forward and thinking about plausible implications in a specific policy area. As the content on the cards are broad it encourages players to look at trends beyond their typical frame and as a result makes everyone stretch their thinking. Ultimately using Policy Fluxx as a stakeholder engagement tool is refreshing to traditional methodologies yet still gives intermediaries enough valid research to document and move forward into policy recommendations

5.2 Pieces of Policy Fluxx

Policy Fluxx contains 192 cards, a How to Play booklet, a glossary of Foresight terminology and a Futurist's Scratchpad.

The card deck includes 10 types of cards. The cards in Policy Fluxx mostly follow the template of Fluxx with some additional cards to add Foresight terminology and dynamics into the game play.

The card archetypes that overlap a typical version of Fluxx include: Basic Rules, New Rules, Actions, Surprises, Goals, and Keepers - referred to as Trends in Policy Fluxx. In Policy Fluxx, additional cards include: Timelines, Scenarios, Values and Signposts.

Each card type is introduced to players in the "How to Play" instructions booklet.

Illustration 19. Policy Fluxx Card Types as described in the "How to Play" instructions booklet.

Basic Rules: This is the starting point to each game - the foundation on which the rest of the game is built. These initial rules will be superseded by New Rules during the course of play, but this card should remain on the table at all times. The Basic Rules are: Draw 1 card per turn and Play 1 card per turn (with no other restrictions such as Hand or Trend Limits).

New Rule: To play a New Rule place it face up near the Basic Rules. If it contradicts a New Rule already in play, discard the old rule. New Rules take effect instantly, so all players must immediately follow the New Rule as required. This will often cause the player whose turn it is to draw or play additional cards right away, or it may cause other players to immediately discard some of their cards.

Goal: To play a Goal place it face up in the centre of the table, discarding the previous Goal (if any). The game begins with no Goal in play, so no one can win until one is played. The Goal applies to everyone; as soon as someone meets these conditions, they win! (Even if it's someone else's turn!)

Trend: To play a Trend take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a particular set of Trends, so playing a Trend is always a good thing.

Value: To play a Value take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a Value, so playing a Value is always a good thing.

Signpost: To play a Signpost take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a Signpost, so playing a Signpost is always a good thing.

Action: Actions are used once and discarded. Just do whatever the card says, then place it on the Discard Pile. Actions can sometimes cause major chaos, and yet at other times, have no effect at all. Note that while some Actions may cause additional cards to be played, everything that happens as a result of an Action card is considered part of one "play".

Scenario: To play a Scenario place it face up in the centre of the table, discarding the previous Scenario (if any). The game begins with no Scenario in play, so no one can win until one is played. The Scenario applies to everyone.

Timeline: To play a Timeline place it face up in the centre of the table, discarding the previous Timeline (if any). The game begins with no Timeline in play, so no one can win until one is played. The Timeline applies to everyone.

Surprise: This type of card can be played at any time, even when it isn't your turn. Note that Surprises have two functions, one for during your turn, and one for out-of-turn. Surprises can also be used to cancel other Surprises.

The content for the Trends, Signposts and Values make up the primary generative meat of Policy Fluxx. For the prototype, the Trend, Signpost and Value content was taken from

reputable futurist sources online, primarily from Trend Hunter, McKinsey, and Trend Watching. For research purposes the content for the prototype of Policy Fluxx are general in theme. For future iterations of Policy Fluxx, the content could be geared toward specific policy areas, but it would always be recommended to have some general cards as it promotes lateral thinking and pushes dialogue beyond existing boundaries.

Policy Fluxx could end with these cards. The gameplay alone can facilitate a conversation about adapting to changing rules and goals, to participating with all the rules on the table and shared by all stakeholders. The card game itself is designed to encourage dialogue between stakeholders about participation and engagement in the public policy process.

To advance the dialogue, Policy Fluxx includes the card game as well as a Futurist's Scratchpad. The Futurist's Scratchpad is designed to facilitate a generative dialogue while crafting a scenario and action-oriented strategies.

After the card game is complete, players take the cards that ended the game and use them to fill in the Futurist's Scratchpad.

Illustration 22: Futurist's Scratchpad

Futurist's Scratchpad

Instructions: Use the Futurist's Scratchpad as a template to craft a scenario, action-oriented strategies and to facilitate a conversation about possible futures.

Note: The scenario may cause players to have emotional and passionate conversations about possible futures.

Policy Frame _____

What policy area are you tackling? For example: The Future of Public Consultation

∞ Scenario	⧖ Timeline
♞ Signpost	♥ Value
⩘ Trends	
Implications I *This might happen...*	
Narrative I *A typical day might look like...*	
Strategies I *Actions that might be taken...*	

Share Scenarios on the Policy Fluxx Database
@policyfluxx #policyfluxx

Players are encouraged to share their scenarios and strategies on a Policy Fluxx Database to collect overlapping themes. Due to time constraints, a database was not designed for this research process.

5.3 Cycle of Play

The main play of Policy Fluxx is to bring stakeholders into a game world where all stakeholders are equal, rules are explicit and shared, rules and goals are ever-changing, and all players have the power to change the rules, goals or take actions to help or hinder another player from ending the game. Policy Fluxx is a game designed to promote open dialogue about the public policy process and stakeholder engagement. To initiate play, an open and inclusive invitation must be sent to begin the game. Initiation begins with an open and inclusive invitation. Upon initiation, the cycle of play is quite linear and repeats. The cycle of play includes the following processes: set the policy frame, play card game, craft scenarios, generate strategies, and have open dialogue (See Illustration. 23). At any stage of the cycle of play, additional players are invited to participate through the open and inclusive invitation. The cycle of play is terminated by the players involved.

Illustration 23: Cycle of Play
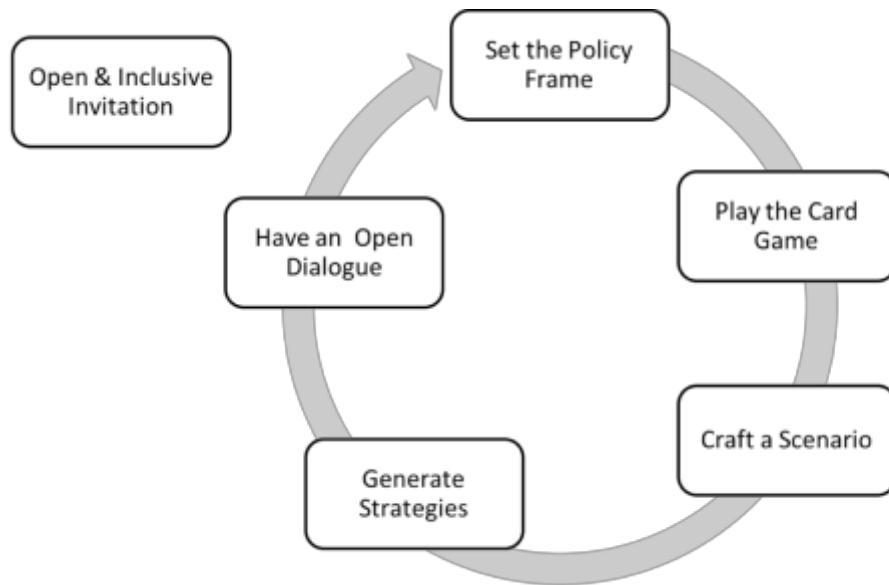
The open and inclusive invitation begins when a convener sets forward an intention to bring stakeholders together, to invite potential players, and to find a space to host the initial game play. This invitation can be verbal or written, can be formal or informal. It is best that the invitation outline that this will require potential players to suspend judgement and bring open minds, creativity and imagination. Potential players should be encouraged to invite additional potential players at any point in the cycle of play.

Once potential players accept the invitation, they become players who work together to set the policy frame and play the card game. The game starts with each player being dealt 3 cards and whoever says they are first, gets to go first. A player can verbally say "I am going first" or be the first to put their hand on the pile of cards to indicate they will be going first.

Each turn, a player draws the number of cards currently required and then plays the number of cards currently required. Each player must follow the rules on the table.

Players follow the rules and work towards the ever-changing goal. Game play ends when one player has achieved the current goal. The cards of the "winning" hand creates the generative prompts to craft a scenario.

To craft a scenario, players take the corresponding cards from the "winning" hand to fill in the blanks of the Futurist's Scratchpad. Then the group works collaboratively to craft a scenario. The Futurist's Scratchpad prompts players to think about Implications - What might happen and Narrative - What might a typical day look like. These prompts are designed to encourage players to think through various outcomes of specific trends and how society might be affected by them.

Once players have worked together to craft a scenario, they can move on to generate strategies that would be relevant to their scenario. These strategies can then be applied to current and existing work to test their robustness. Not all strategies will be applicable or effective across possible futures, which encourages players to have an open dialogue and possibly to continue to generate strategies.

For players who find this process influential can begin the process again by inviting potential and existing players to play Policy Fluxx.

5.4 Players

While technically playable by anyone interested in participating in the public policy process, Policy Fluxx was specifically designed as a tool for intermediaries to use with their stakeholder groups to make policy recommendations. Most intermediaries already have established relationships with stakeholder groups, convene consultations and stakeholder engagement workshops and have built a certain level of trust and rapport. Intermediaries can work inside or outside of government.

It is understood that intermediaries have different relationships with stakeholders varying from "friendly" to "strictly professional" and see their roles as "informative" to "collaborative." Friendly relationships include frequently seeing one another socially outside of work or having shared social circles. Strictly professional relationships include limited interactions and only discussing work related topics. Informative roles include sharing policy positions or research in a mostly one-direction communication channel whereas collaborative roles include working together and having an open dialogue and two-way communication channels. Both friendly and strictly professional relationships can benefit from playing Policy Fluxx and result in action-oriented strategic dialogue. Policy Fluxx is exactly the type of tool an intermediary with a collaborative role would gravitate towards, however it is not likely for an intermediary who sees their role as informative to play Policy Fluxx with their stakeholders.

To gain comfort in playing Policy Fluxx, intermediaries may look to their usual suspect stakeholders to build their own facilitator confidence. Once an intermediary has done so,

Policy Fluxx is a great tool for reach beyond their typical network to invite harder to reach stakeholders into the game play.

Policy Fluxx is most successful in the hands of intermediaries who do not see themselves as experts but as a conduit to bringing stakeholders together.

5.5 Space

Policy Fluxx is designed to be an analog in-person collaborative game. Game play requires players to be together in the same physical space and all have access to the cards. This is best achieved with players comfortably able to reach and read the cards. If possible the game should be played in a space that is neutral to all players involved. This could be a public space like a library, coffee shop or community centre rather than a boardroom. If players begin the game feeling like they are intruding on another stakeholder's territory it may be harder for them to fully become immersed in the game world.

5.6 Interaction Patterns

During gameplay, players shift between the game world and reality. While players are in the game world, the rules are explicit, shared by all and transparent unlike in reality when some stakeholders may know rules that other stakeholders are not privy to. In both the game world and reality, the rules shape the interactions that players have with one

another, the power and influence they have on achieving outcomes or changing outcomes. In the game world, all the players must constantly adapt to the ever-changing rules and goals. These dynamic mirrors interactions stakeholders often have when participating in the public policy process.

Each player begins the game with the same amount of information about where the game is headed as the player beside them. While each player has to deal with uncertainty in upcoming interactions, players do so in their own way; some players thrive while others begin to display visible signs of stress. For example, some players may take unexpected changes to rules or goals as personal attacks to their own game and start to get disgruntled or even mean. In rare cases, there might be a player who isn't trying to win themselves but is trying to facilitate others in achieving their goals instead. The game requires all players to balance individual and collaborative goals. It does not serve any player well to only think of themselves when playing Policy Fluxx.

Once the game play is completed, players shift from balancing individual and collective goals to a collaborative exercise to craft a scenario and generate strategies. This shift encourages players to think about their impact on the public policy process and the differences in their participation based on individual, collective or collaborative goals. This gradual shift to collaborative roles is reflective of changing roles in the public policy process and stakeholder engagement.

5.7 Adaptations and Variations

Each game play of Policy Fluxx will vary from the game before, even if the same players are playing. This is a quality of the game that echoes stakeholder engagement and participation in the public policy process.

Through playtesting, players offered various adaptations and variations that could be introduced as an official rule or as house rules. Official rules are universal across the all game play; no matter where you play Policy Fluxx, the official rules remain the same. House rules are not official rules. An adaptation or variation that remains a house rule would not be expected to be known by everyone that has ever played Policy Fluxx, however some house rules may seem universal. For example, a very common house rule in the board game Monopoly is to have a pool of cash based at the Free Parking space (or centre of the board). A player who lands on Free Parking collects the cash, and the pool is restarted. This is not a part of the official rules but is widely-used anyway.

While playtesting, one variation was introduced which could become a play mechanic but for now remains a "house rule". Before the first cards are dealt, a portion of the Trend cards (approximately 1/3) are separated into an alternative pile. This pile is now called the "policy agenda". The policy agenda is reflective of the constantly changing current popularity of certain trends and the way stakeholders can leverage the "trend du jour". To incorporate the "policy agenda" variation, players turn over a new card from the "policy agenda" pile every round. This newly revealed Trend card remains active for one round, in that time, any player can use the active Trend as a part of their final set of cards to end

the game. This simulates external forces and re-enforces the need to have an adaptive strategy.

Some house rules become so pervasive that players are surprised to know they are not a part of the official rules. This is where the game begins to be owned by the players, further transferring power and influence from the intermediaries into the hands of the players. After all Policy Fluxx is a tool for the public policy process and stakeholder engagement.

6.0 Discussion

6.1 Overview

Looking back at this research process, it is undeniable that the initial definitions and understand of the context created a unique starting position for this research and a considerable amount of learning has happened along the way.

As a reminder, here is a synthesized table of definitions that shaped this research:

Table 7: Summary of Definitions

Word	Research Definition
Public Policy Process	Scaffolding of decision-making factors and influences
Stakeholder Engagement	Opportunities to participate and influence decision-making
Co-design	A non-designer or non-policy maker participating in decision-making
Empathy	What is meaningful to the user
Tool	A tangible way to create dialogue between stakeholders

6.2 Outcomes of Research Approach

Using co-design methodologies and principles throughout this research process led the research down a winding road. Much like the public policy process is perceived to be a

linear process, research falls into the same camp. In reality, however, both need to be responsive, adaptive and iterative. There were times during the many ebbs and flows of the research when it seemed like the process was going to circles. This echoed some of the anecdotes shared by participants during the semi-structured interviews. Often, stakeholders feel like the process is taking too long which may suggest that nothing is happening when in fact most of the action is happening behind the scenes. One Intermediary spoke about the momentum being made "behind closed doors" within government relations, but the need to keep it that way to keep the work going. Not being able to be transparent meant that this Intermediary's community stakeholders thought nothing was happening and that their concerns weren't being addressed. This constant back and forth reduced opportunities to build rapport between stakeholders. The Intermediary noted the frustration of acting as a conduit rather than a convener.

Anecdotes like this ultimately made all the extra time and effort to maintain open lines of communication and using co-design methodologies and principles truly resonate during this research process.

To honestly reflect and revise the research process, constant evaluation of the data collection and synthesis was required. This mostly happened through discussion and review of the data collected. After completing the research in this way, it seems nearly impossible to conceive it happening the way it was initially planned. The errors made in the initial research plan were forgiven as the research evolved.

To complete the research process as initially planned, a different set of participants than those who actually participated would have been needed to be found so that they were available for both the semi-structured interviews with systems mapping activity and the original group co-design workshop. Less than half of the participants who participated in this research through that their schedules would allow for that. Potentially had this research plan been implemented the research would have likely finished in a shorter timeline. Almost certainly the research would have resulted in different findings. Ultimately, the changes made to the research process refined the outcomes to arrive at a game in foresight and policy.

6.3 Research Directives Reflection

1. How do stakeholders understand the public policy process?
2. How do stakeholders value their power and influence within the public policy process?
3. Who are the key influencers in the public policy process?
4. How are co-design tools received by stakeholders?
5. What are specific challenges in stakeholder engagement?

These guiding questions were developed in response to the assumptions of the researcher and limited understanding of the public policy process. Just as the research process and methodology can steer the outcomes of the research, so can the research questions.

Looking back at the five guiding questions, it is clear that the focus on developing a tool to influence the public policy process was a key objective. The assumption that existing

tools don't allow for full participation from all stakeholders who want to participate and the limitations of the current culture of stakeholder engagement and therefore cause a negative perception of the public policy process took this research down a specific path. There are so many other ways this research could have begun. Perhaps if the research was led from the position of discovering the most innovative tools being used and promoting their adoption or dissecting case studies of the public policy process that fit into a criteria of successful stakeholder engagement and were using co-design methodologies and principles.

In this research process, the research questions served as a guiding star for the research to keep directing back to even as the process evolved.

6.4 Methodology Reflection

As stated many times before this research was conducted using co-design methodologies and principles. To read more about why and how this was done, refer back to Section 2.1: Using Co-Design Methodologies and Principles. In this section, see the reflection to picking tools, executing a co-design research process and the learnings of the researcher.

In Phase 1, the semi-structured interview and systems mapping activity led this research and data collection. Having previously conducted research in another project using interviews that resulted in a systems map, it seemed like these two tools would work well together. When conducting the semi-structured interview, the systems mapping activity quickly became a focal point of each session. As soon as participants sat down, their eyes directed their attention towards the paper and markers on the table. Some participants

were clearly excited to participate in a different way than typical interviews. Having items to fiddle with set them at ease. Their eagerness to draw made choosing the systems mapping activity feel validated.

However, not all participants felt the same way. Some participants were apprehensive about having to draw or "be creative".
"I have performance anxiety. A for effort, but C for art." - participant

Luckily, none of the participants refused the activity and ultimately having both verbal and graphic ways to participate helped to give participants options in how they participated. Participants who felt less comfortable with drawing could still share stories while putting minimal effort into the systems mapping activity.

In the initial research plan, the goal was to use these individually drawn systems maps as a talking prompt in the group co-design workshop by offering a compiled systems map for participants to discuss and work on collaboratively to refine and reflect on. Instead the research process took a pivot to respond to the gap in knowledge about the intermediaries instead.

In Phase 2, the semi-structured interviews with a ranking exercise was designed to introduce intermediaries to an existing set of co-design tools and see their responses. Originally the ranking exercise was designed like a card sorting technique.

Image 7: Participant During Card Sorting Technique

Participants were handed a deck of co-design tools each written on a separate slip of

paper. Participants were asked to sort the tools they could see being useful (yes's) from

the tools they wouldn't use (no's). Using a card sorting technique allowed participants to

touch a tangible tool. The action of reading and placing cards into pile simulated the

motions of using a facilitator card tool deck. The participants were then asked to organize

the cards into the tools they could see being used with their internal team, in government

relations, in public consultation and in short-, mid-, and long- term planning using a

horizon map. Two participants got through the card sorting activity and really struggled

with organizing the tools to match the criteria. At this point, participants asked for a

different way to do the activity. The card sorting technique was re-designed into the

ranking exercise. The ranking exercise replaced the pre-existing card sort and horizon

map. This newly designed activity still captured similar data but removed the kinesthetic aspects of the activity.

In the end, the card sorting technique found its way back into the play mechanics of the final tool development. Cards are an accessible tool and the cards in Policy Fluxx could be useful for starting a dialogue without the play mechanics. A great deal of insights came from observing participants interact with the card sorting technique and horizon mapping even if it wasn't ultimately the actual research method used to do data collection.

The ranking exercise was a fairly light-touch version of using a co-design tool. Participants each received 10 pieces of paper, double-sided with a list of 103 tools. For some participants, the list of new tools itself was exciting and piqued their curiosity about what these tools might look like in action. While others meanwhile looked at the list of tools like a test that required the getting the "right" answer. The ranking tool was accessible and created a focal point for dialogue.

Neither the systems mapping activity or ranking exercise were necessarily the perfect or even best tool to be used to conduct data collection, but nevertheless they helped introduce the participants to co-design tools, see what the appetite for co-design tools was like amongst Intermediaries and led to the creation of Policy Fluxx.

To start this research process, a plan and proposal are submitted and approved before any data collection is implemented. As the research process evolved, research methods were

refined to meet the gaps in the initial research plan without needing to introduce new methods that had not previously been approved. If this research were conducted outside an academic setting, it is possible alternative tools may have been more suitable.

The research process and findings are bound together by existing rules and policies - a bit ironic in the context of this paper. The comprehensive research process ultimately was broken down into 3 fairly distinct chunks of research. In many ways, the 3 chunks were like chapters in this research process.

Here is a simplified illustration of the research process:

Illustration 24: Simplified Version of Comprehensive Research Process

In Illustration 24: Simplified Version of Comprehensive Research Process, the 3 chunks of research are: exploration, discovery and testing. Each phase of research required divergent and convergent thinking. In Exploration, the focus to understand the experiences of participants was broad and therefore required inviting participants who had engaged with the public policy process at least once. If the research had invited participants who had never engaged with the public policy process or only if they had lots

of experience, the findings would have been very different. The variations to the research are endless when considering these types of options to the qualitative data collection.

In Discovery, the findings from Exploration had narrowed the stakeholder group to focus on Intermediaries. There are different kinds of Intermediaries. The following diagram illustrates 4 archetypes of Intermediaries.

Table 8: Types of Intermediaries

Likelihood of Using Innovative Design-based Tools in Their Current Work	Low	High	
			High
	"A"	**"B"**	
			Low
	"C"	**"D"**	
	Satisfaction with Existing "Tried and True" Tools		

Policy Fluxx was designed for "D" Intermediaries. They have a low satisfaction with existing "tried and true" tools and low likelihood of using innovative design-based tools in their current work. Intermediaries like the Helsinki Design Lab would be "A" Intermediaries who have low satisfaction with existing "tried and true" tools and a high likelihood of using innovative design-based tools in their current work.

Clearly if the Discovery phase focused on a different type of Intermediaries, Policy Fluxx would likely not have been the outcome of this research.

In the Testing phase of this research, the 3 prototype co-design workshops hosted 10 playtesters. For timing reasons, not all the playtesters were Intermediaries, although the Intermediaries who did participate all belong to the "D" category. In lieu of only having Intermediaries participate in the prototype co-design workshops, the mixture of participants mirrored a multi-stakeholder consultation where most of the participants didn't have existing relationships and had never played Policy Fluxx before. Their reactions were raw and highlighted the social dynamics to consider when introducing a new tool. To get a full sense of Policy Fluxx's effectiveness as a facilitation tool for Intermediaries, it would have been necessary to train a group of Intermediaries to fully use Policy Fluxx and then observe them using the tool independently with their own stakeholders. For the purposes of this research, timing did not allow for this full implementation and observation of Policy Fluxx.

There are many times when this research could have gone down a different path and ended up elsewhere. Those roads untravelled may be explored in further research, but not at this time.

6.5 Findings Reflection

Previously in Section 3.0: Findings, the raw data for each finding from Phase 1, 2 and 3 were set forward as the evidence for the researcher's synthesis. In the following section, each finding and the interpretations of the data that led to the eventual tool development and design of Policy Fluxx.

6.5.1 Findings Reflection from Phase 1

6.5.1.1 The Invitation

The first round of interviews identified several commonalities between stakeholders regardless of their stakeholder position. The commonalities may have been described differently depending on a stakeholder's position or their understanding of the full public policy process, but either way the dynamics demonstrated overlaps in invitation and expectations. The invitation represents entry points into the public policy process.

Several participants mentioned limitations to the invitation process including who is invited to the table, what the invitation looks like and the timing of the invitation that can alter stakeholder engagement in the public policy process. This demonstrated gaps in representation and diversity of voices in consultation and decision-making roles, the communication channel (both formal and informal), and the timeliness of notification about opportunities to participate and influence decision-making.

From the internal stakeholders, previously described as the policy makers, the invitation varied depending on what level of perceived power you possessed in relation to decision-making. For example, a policy analyst and a government agency worker both commented that their best tool for influencing a policy outcome is a great deal of well researched data and solid strategies of what to do next. This work usually came in the form of a report that required a thorough understanding of the issue and could be quickly summarized and

understood within a few pages of text. In both cases, neither stakeholder felt like they had a clear line of communication to decision-makers and they relied heavily on stakeholders who held more rank to sell their case. For these stakeholders, they felt that there was a somewhat open invitation to participate in the public policy process from their position, however that could easily change based on political agenda, timing or media. The invitation status could be changed if an issue lost or gained momentum based on external forces. There was a precarious nature described by the stakeholders.

From the external stakeholders, previously described as the policy influencers, the invitation usually felt limited depending on what level of perceived power you possessed in relation to influencing the decision-makers. For example, a non-profit advocacy worker and a citizen both remarked that you needed to have an established relationship with decision-makers to be invited to have input into the public policy process in an effective way. The citizen relayed details about being invited to a town hall put on by a local councillor about an issue that was particularly volatile at the time and feeling like this might be a good avenue to voice their perspective.

However upon attending the town hall, hearing other citizens share their perspectives but then only to hear the city councillor report a different perspective made them feel like the invitation to participate was in vain. Additionally, the timing of the invitation seemed convenient as it aligned with a pre-election campaign and post-election the city councillor became inherently difficult to reach. At this point, the citizen felt both unheard and closed to future input regarding this policy issue. On the other hand, the non-profit advocacy worker felt that their continuous work to connect and build relationships with government

stakeholders opened up their chances at being invited to discussions about ongoing and developing public policy issues. Of course, developing these relationships took a great deal of time and energy to cultivate and relied heavily on building rapport and trust. Even once that relationship was solidified there were constant risks that the relationship could be severed by changes in position, to the political party, or to political agendas. Therefore, an open invitation could quickly be changed.

The way stakeholders felt about the invitation for input into the public policy process greatly impacted their expectations of the process and therefore their role and the role of other parties in the process. From both policy makers and policy influencers there were described roles of how specific stakeholders did and should act within the public policy process. However, the externally described roles were different from the actual roles. For example, an internal stakeholder outlined that when dealing with citizens there is a need to curate the input experience and guide how the feedback is received. It isn't to say that the feedback isn't relevant or heard necessarily but that there is certainly a great deal of hurdles when trying to include citizen input into final documents and so sometimes it was easier not to. There was one example of how a citizen's feedback largely impacted the internal conversations and became a constant reminder of why they were moving forward with a specific policy direction. In this case the citizen's feedback became the guiding anecdote that humanized the process. However, there did seem to be an expectation of a culture of apathy that no matter how much you invited citizens into the process they had neither enough time or enough knowledge of the policy issue to give critical and constructive feedback.

Alternatively, from an external stakeholder perspective there was a distinct recognition that whenever dealing with internal stakeholders that you were at a disadvantage and that you needed to tread carefully as to not offend anyone and have your invitation revoked. Additionally, there was a strong sense that internal stakeholders didn't really care about external stakeholder perspectives and being able to frame your position as a value proposition was a daunting challenge. External stakeholders felt that you had to use your time with internal stakeholders strategically and constantly bring forward a stronger argument for your position or ask than others external stakeholders, which creates a tension between external stakeholders as well. One external stakeholder explained that often you are fighting with other external stakeholders over pieces of policy issues as the main issue so that your argument can gain momentum and be carried through the public policy development process to implementation.

Furthermore, external stakeholders recognized that they may not have the power to make decisions but they certainly recognized their influence. One external stakeholder spoke about her position of authority when dealing with a city councillor based on her public relations and journalism background that gave her a platform to speak from. Other stakeholders voiced that they recognized their lack of influence as an "average citizen" when dealing with an ongoing policy issue and the need to be working together in a larger organized community group that did carry authority and knowledge of public policy, like academic professors, lawyers and media representation.

At the same time, there was one external stakeholder who emerged as one with a great deal of power; this stakeholder is a registered lobbyist. Several external stakeholder

participants spoke about lobbyists possessing power based on financial resources, existing knowledge of the policy issue and extremely well established relationships with decision makers. The lobbyist represented as an untouchable external stakeholder that often held an opposing view to average citizens, hired by businesses to push forward a specific political agenda.

While external stakeholders, other than lobbyists, felt like they had limited power. However, they did feel like they should have influence in the public policy process as taxpayers and voters. Specifically when elected officials are there to represent their constituents and yet many decisions are made "behind closed doors" in the eyes of external stakeholders. This feels like there is a clear boundary that can't be crossed. Once a decision is made, it feels overwhelming to consider ways to reverse or change a policy before implementation and in reaction external stakeholders lose a great deal of faith and respect in the public policy process.

6.5.1.2 Constantly Changing Process

Many participants outlined that the process changed each time they had been engaged in it. Some participants expressed frustration about how there always seemed to be aspects of the public policy process that were done "behind closed doors" and out of the view of the public. This left them feeling powerless particularly when the process was in favour of stakeholders whose perspectives did not match their own, for example largely driven by lobbyists or political agenda rather than citizen perspectives.

The process was certainly laid out as complex and systemically closed to gathering input from all stakeholders equally. When the process was open, it was filtered by traditional consultation methods and decision-making procedures that were difficult to penetrate. Much like in the findings about timing, stakeholders felt that the process wasn't transparent and articulated a sense of hidden boundaries that especially made external stakeholders feel like their perspectives were not valued.

For example, one participant spoke about their position representing a sector in negotiations and framing of a policy issue, and who felt that representatives from other sectors who had more experience or power over the existing political agenda shadowed their position. As the public policy process developed, they continued to voice a misalignment of perspectives until they reached a decision-making checkpoint, which demonstrated that their perspective was clearly not going to be met. While this felt like a failure at the time, the stakeholders were asked to stay in the conversation as the public policy moved from development to implementation.

In every participant systems map, a confusion about not completely understanding the public policy process led to feelings of frustration, anger and dis-engagement. No matter how many times a participant had been involved in a public policy process, there seemed to be no consistent understanding of how the timing worked. Generally, participants felt like the public policy process was fairly organic and with that multiple factors could alter a public policy process making it difficult to know when to act and at what stage of decision-making the process was truly at.

In summary, the process of the public policy process is constantly evolving and therefore establishing a clear and communicable perspective and authority becomes increasingly important but also difficult for an unorganized group to deliver.

6.5.1.2.1 Policy Window

Some participants spoke about how their work required them to make policy recommendations. Regardless of whether the participant was internal or external to the government, they were asked to present research and perspectives of stakeholders or best practice for recommendations to be built upon. The lack of specific timing of these recommendations differed depending on if the public policy process had been initiated through internal agendas or reactions to external agendas. If the public policy process had been initiated through internal agendas for example being brought forward by a specific elected official or department, then there was already an existing champion and therefore arguing for specific recommendations may be easier to push forward as long as they align with the existing political agenda. Alternatively, if the public policy process was initiated from an external agenda like a reaction to a media story or to external research then establishing an internal agenda and recommendations might be strong-willed or influenced by public opinion.

Additionally, the timing could be impacted by changes in political parties or depending on where the public policy development phases had gotten at the time of an election and therefore became increasingly more difficult to predict what the outcomes might be as motivations and agendas shift quickly.

In one interview, a participant aptly named this dynamic of the public policy process as policy windows. They described policy windows as opportunities within the public policy process where a stakeholder may be able to accelerate the process or gain a champion. For example, if there is media pressure created based on a current event, if another stakeholder group outlines a policy position that demonstrates alignment or if another policy is passed that illustrates value to your policy position then a policy window might present itself.

Ultimately, the stakeholder must be prepared that when the policy window opens that their position is ready otherwise the window could pass and it may be a long time before the opportunity arises again.

6.5.1.3 Relationships

Several participants spoke of relationships that had helped or hindered their influence on the public policy process.

Relationships with other stakeholders within the public policy process were commonly held to as having a great deal of impact on any stakeholder's likelihood to gain influence. Some participants spoke about existing relationships between stakeholders that proved to be beneficial, especially when it comes to building a collective perspective that pleases multiple stakeholders and gains reputation as a broader ask and becomes favourable over an individual stakeholder's perspective.

For example, one participant spoke about working with other organizations that had different missions and could have had competing perspectives but instead came together as a reflection of the community. This enabled the organizations to share the work of advocating and capitalize on their existing relationships while simultaneously building relationships with each other. Additionally, the organizations offered to distribute the front-line work of delivering on the policy when passed thus making the policy ask extremely favourable to the government.

In another example, one participant spoke about cultivating ongoing relationships within internal stakeholders for opportunities to offer continuous feedback and to stay abreast of the current perspectives of other stakeholders. This was made possible because of previous encounters with the same stakeholders. This demonstrated how important an investment it was to keep on top of the issues as well as in good standing with other stakeholders even if your perspectives were not always aligned.

6.5.1.4 Intermediaries

As this research started with a broad perspective of stakeholders and of the public policy process, it became necessary to narrow somewhere. For this research, the Intermediaries stakeholder group became the place to focus. During the first round of interviews, the systems map activity was intended to reveal a shared experience or moment of intervention that all stakeholders experience but perhaps weren't aware of regardless of what public policy process they were a part of. When this proved not to be true by the

data collection performed, it became important to find another way to find a commonality between stakeholders during the public policy process.

The role and category of Intermediaries became an extremely valuable finding in this research process. The pivot to focus on the needs of Intermediaries made this research grounded in reality. With access to Intermediaries for Phase 2 of data collection, it felt less ambiguous than the beginning of Phase 1.

Admittedly, the existing relationships with Intermediaries and being a facilitator made this an accessible entry point for the final phase of research. Working with a smaller group of Intermediaries in Phase 2 helped to isolate some key findings.

6.5.2 Findings Reflection from Phase 2

6.5.2.1 Facilitator Confidence

Each participant displayed a different level of confidence in his or her initial reactions to the list of co-design tools. For some the list seemed to be overwhelming and going through the list itself appeared to cause a bit of anxiety. For example, one participant continuously commented about how their organization had enough tools and it wasn't likely that they would have time for any new tools unless they could see exactly how a new tool would be beneficial over an existing tried and true tool while at the same time noting that the tools they use most often are not really getting what they need done. This tension highlighted that there is a reliance on an old toolkit because of a lack of capacity for professional development and lack of confidence to try out new tools and a need for more social research and development.

Another participant expressed a great deal of excitement when reviewing the list and noted potential opportunities for the use of some tools in their work. They rationalized this by saying it was a more personal bias rather than one that aligned with their current work environment however they were hopeful, and saw this list as a way to introduce new tools and expand their toolkit. Additionally, they spoke about the challenges when trying to bring in a new tool forward during consultation. The participant flagged this as their definition of a lack of innovation and a culture of failure in the public eye. This dynamic, in this participant's view, made it extremely risky to introduce a tool without having full confidence in the success rate of the tool and again fostered a reliance on tools that were already respected whether or not those tools were the most effective for the situation.

In summary, the likelihood of a new tool being introduced came down to the confidence level that a convener or facilitator had in using the tool and being able to back up the outcomes when others might be skeptical.

6.5.2.2 Lack of Long-term Planning

After the first round of semi-structured interviews, the finding of constantly changing processes and specifically of optimizing a policy window made the culture of reactive policy consultation a concern and focal point for the second round of semi-structured interviews.

During the ranking exercise participants were asked to categorize if they could see applications in their current work of a tool working for short-, mid-, or long-term planning. While many tools were categorized as potentials for long-term planning, when the participants were specifically asked about these tools, they expressed that they couldn't really see that actually happening because their team didn't have the capacity to think that far in the future. Most of the reasons related back to the constantly changing process as stated in the first round of semi-structured interviews as well as working in alignment with four year political cycles.

For example, one participant spoke about the limited amount of time you had with stakeholders and the need for an extremely focused conversation that would demonstrate tangible outcomes. These outcomes were needed to validate other research and solidify a position. This did not allow for stakeholders to reflect on further time horizons as it felt like it lost a connection to present day issues and therefore couldn't be evaluated.

The greatest challenge when it came to long-term planning were the expectations that participants held of other stakeholders and themselves. Participants spoke about they way you are "supposed" to act in any given interaction. For example, as an intermediary you are only allowed to ask so much of a stakeholder's time, input or participation and asking for more would be improper. Intermediaries spoke about not wanting to challenge the status quo or to push boundaries, "it just wasn't the way". Intermediaries hold privileged relationships with stakeholders and they don't want to risk losing any of that valuable trust.

Fundamentally, the way participants outlined their expectations of how they felt when they engaged with other stakeholders meant that long-term planning would only work in specific stakeholder circles and intermediaries would require a tool or toolkit that is simple to use and didn't require too much explanation to start the engagement.

6.5.2.3 Touchy-Feely

Similar to facilitator confidence and lack of long-term planning, this last finding is also a challenge in introducing or implementing specific co-design tools and of the challenges it is probably the most difficult to articulate. However, every single participant of the interviews spoke to how they would not use a tool that was too "touchy-feely". Each participant had their own way of describing this challenge, but nonetheless, they all outlined a hesitation to use any tool that might be deemed as too emotional, artsy, touchy-feely or simply hard to interpret into hard evidence. It is the qualitative data that is collected through stories, observations and some generative activities that fell into the category of "touchy-feely".

From a logistical perspective, participants did not want to use any tool that involved a great deal of preparation before going into a meeting or engagement with stakeholders. For example, if you needed to bring craft supplies or use images to try and probe stakeholder's reactions, they were highly unlikely to pick this tool. For example, one participant said that using a tool that involved an explanation that might be confusing or showed a lack of confidence from the facilitator would likely get rejected for a less constructive tool but one that stakeholders are probably familiar with.

Any tool that might involve a great deal of interpretation after collecting evidence was also not seen as favourable. For example, one participant spoke about wanting to take policy makers through a series of empathy tools for them to experience how disabled stakeholders might view a service and how that was quickly rejected by team members as being too hard to put into quantitative data and therefore less tangible when it comes to making policy recommendations.

Similarly, participants were less confident in bringing forward tools that asked stakeholders to have a divergent conversation rather than convergent. They presented concerns that it meant that you didn't know what you wanted and therefore were not prepared to be discussing policy issues with stakeholders. This was the same for both internal and external stakeholders.

Overall, the challenges of the confidence of a facilitator, the expectations of other stakeholder and whether or not a tool was too touchy-feely combined with findings about the invitation, the constantly changing process and relationships between stakeholders involved in public policy are ultimately the design criteria for developing a solution for adopting a user-centered approach and building rapport between stakeholders.

6.5.3 Findings Reflection from Phase 3

6.5.3.1 Adaptive Play Strategy - Rules & Goals

Fluxx is the card game of ever-changing rules and goals, adapting becomes a necessary strategy for any player to adopt.

As players play the game, they need to respond to changing rules, shifting end goals and surprise power moves by other players. These dynamics are all facilitated by the game mechanics and therefore each game is different depending on the cards played and the players. No two games are ever the same, much like what was heard about stakeholder participation in the public policy process.

Illustration 25: Instructions from "How to Play" - Rules

Basic Rules: This is the starting point to each game - the foundation on which the rest of the game is built. These initial rules will be superseded by New Rules during the course of play, but this card should remain on the table at all times. The Basic Rules are: Draw 1 card per turn and Play 1 card per turn (with no other restrictions such as Hand or Trend Limits).

New Rule: To play a New Rule place it face up near the Basic Rules. If it contradicts a New Rule already in play, discard the old rule. New Rules take

effect instantly, so all players must immediately follow the New Rule as required. This will often cause the player whose turn it is to draw or play additional cards right away, or it may cause other players to immediately discard some of their cards.

The game always begins the same way with Basic Rules: Draw 1, Play 1. Throughout the game, the Basic Rules set the number of moves a player has per turn, these rules change when a player plays a New Rule card that changes the number of moves a player gets by changing the number of Draws or Plays. Additional to these New Rules that can change the Basic Rules, there are New Rules that become Meta Rules.

Image 8. Possible Changes to Basic Rules

Image 9. Possible Basic and Meta Rules

At any given time, any player can play a New Rule on their turn. All rules in play affect all players equally. Having the rules set by any of the players and affecting all the players results in an equalization of power and facilitates a conversation about adaptive play as a strategy.

As a New Rule is played, it is set into the centre of the table for all players to see and it is up to each player to read the rules and abide by them. Just as New Rule cards can be played by anyone, Actions Cards can allow a player to remove a New Rule played by another player.

During one of the workshops, a participant gave feedback that they found it confusing to abide by all the rules and found themselves wanting to try and see how much they could

get away with not doing. While another participant in the same workshop remarked that they tried to keep everyone accountable and felt that the ever-changing rules is what worked well about the game and especially loved that the rules were overt. This is unlike traditional stakeholder engagement methods, where not everyone is aware of all the rules and there are therefore limits full participation.

In the instructions for the game, there is an explicit instruction that helps players understand the ever-changing rules, "When playing a card, you may choose any card in your hand. If you aren't sure how a card will impact the game, try reading the full text aloud as you play it."

The ever-changing rules can be supportive to play, for example adding more moves either through additional Draws or Plays to the Basic Rules. This allows players to potentially implement a strategy where they collect more cards to try and complete the end goal, or change the end goal to meet their needs. Alternatively, the ever-changing rules can also be limiting to play, for example limiting how many cards you can have in your hand or forcing you to play cards before you are ready to. There are actually New Rule cards that would hinder anyone from ending the game. This can make the game last longer and some participants remarked how this was similar to working on slow moving public policy issues that are not as trendy as others.

In another workshop, as a New Rule card was played that limited any player from completing the end goal, players kept playing rounds knowing that they couldn't actually win but used that to their advantage. When the game eventually ended, participants

reflected on how the rules in place where no one could meet the goal actually required

them to implement an alternative strategy to ending the game but also allowed time for

them to be more methodical about next steps.

In all the workshops, players helped other players to understand the ever-changing rules.

Some players took it upon themselves to be the game master and keep reminding players

of the current rules and how they impacted the game. Some game masters were more

supportive and other players were more like referees. One participant shared an anecdote

of how this is about building awareness about the public policy process with all

stakeholders.

Ultimately, the ever-changing rules and goals makes adaptive play the shared strategy of

all players and facilitates conversations about responding to, planning for and adapting to

the unknown of what might change next and how that might impact the end goal.

6.5.3.2 Balancing Collective and Individual Goals

To end the game of Policy Fluxx, you need to collect a set of cards to meet the

requirements of the current Goal. As previously stated in the adaptive play finding, as

players play the game, they need to respond to changing rules, shifting end goals and

surprise power moves by other players.

While all players are simultaneously working towards individually reaching a Goal to end

the game, they are doing this to win the game and then move towards working on the

Futurist's Scratchpad and have a facilitated conversation. During the first-round of semi-structured interviews, participants spoke about working to align your individual policy position with the shared or current position and sometimes the best way to get your individual goals completed you need to wait for a policy window to occur. A policy window typically occurs based on political cycles which might shift elected official's motivations to engage in specific policy issues, or emerging trends or research or the latest media outburst.

Illustration 26. Instructions from "How to Play" - Goal

Goal: To play a Goal place it face up in the centre of the table, discarding the previous Goal (if any). The game begins with no Goal in play, so no one can win until one is played. The Goal applies to everyone; as soon as someone meets these conditions, they win! (Even if it's someone else's turn!)

The game begins with no set goal. Throughout the game, players can set a goal by using one of their moves to play a Goal card. Once a player plays a Goal card, they must discard previous Goal, if any. This dynamic requires players to think strategically about when they will play a Goal or how much they will work to achieve an existing Goal, knowing it might change at any moment. Just like any player can play a New Rule, any player can play a Goal card.

Image 10: Sample Goal Cards

In most games, there is one current Goal that all players work toward. There is a New

Rule, called Double Agenda, which can be played as a Meta rule and allows players to

maintain 2 Goals simultaneously. This adds another dimension to the game, when players

have more options to ending the game.

Image 11: Double Agenda

During one of the workshops, a participant gave feedback about how the ever-changing goal dynamic of the game made them cognizant of desire to win the game and brought out their competitive nature. They spoke about how holding onto a Goal card, that they strategically planned to use was much like having an individual hidden agenda in the public policy process.

In another workshop, when a New Rule was played that hindered any player from accomplishing the Goal to end the game, players had to decide how and when they would eliminate that rule. One participant spoke about waiting to do this strategically when they had all their cards in place, while another participant spoke about working to remove this barrier so that everyone had a greater chance of working toward the end of the game.

In all the workshops, participants reflected about the individual play mechanics and the overall goal of Policy Fluxx to use the final cards to facilitate a foresight conversation. In one workshop, a player had shared a powerful Action card they possessed that could stop another player from ending the game and yet was encouraged by another player not to use it so that they could actually move forward in the process. This echoed findings of allowing the public policy process to move forward despite individual goals to get to a place that works for a collective goal.

Ultimately, the ever-changing rules and goals reinforced the different ways stakeholders approach and work towards collective and individual goals. This allowed participants to have a conversation about how this dynamic also impacts their current stakeholder engagement work.

6.5.3.3 Teachable Moments

The game of Policy Fluxx was designed as a facilitator tool to support policy makers and policy influencers to adopt a user-centered approach to building rapport between stakeholders in the public policy process. As participants tested the game and offered feedback, it feels like this goal was met.

In one workshop, participants expressed that they appreciated being able to suspend current roles and perimeters to a policy issue by entering the game world. In particular, one participant shared how they initially didn't think that the exercise would have direct relevance to their current work as they couldn't see clear overlaps between content areas,

however in the end reflected on how that actually supported generative and lateral thinking that they hadn't previously allowed themselves to do.

In another workshop, a participant reflected on how they had previously assumed that all players would respond to rules in the same way and instead realized that the rules of engagement for stakeholders are not often shared and hinders a great deal of participation and ownership over the process and outcomes.

In the same workshop, a participant wondered if the foresight terminology and process would be too complicated for all stakeholders to understand and engage with, while another participant wondered if this very assumption overlapped the fear of engaging stakeholders and resulted in the creation of barriers to civic participation to begin with.

Ultimately, participants could see how this tool would help them learn about others and also created a basis to have a facilitated dialogue about the public policy process and initiate different ways to think about policy issues.

Overall, the findings of adaptive play, balancing collective and individual goals and teachable moments will shape the next stage of iteration to Policy Fluxx. Many participants offered additional support and continued play testing to get Policy Fluxx into their work. It was clear that among the intermediaries who participated in the prototype co-design workshop, there was an appetite for a tool that was engaging, easy to use as well as allowed stakeholders to learn about the current public policy process and support ways to shift their practice.

6.5.4 Policy Fluxx Reflections

The development of Policy Fluxx is the conclusion to an extensive research process. As a key part of using co-design methodologies and principles, it is time to question the validity of this design solution. How well does Policy Fluxx actually address the public policy process, stakeholder engagement and co-design. Previously in Section X: Tool Development, Table X: Rationale for Policy Fluxx summarizes how Policy Fluxx address the 6 findings from Phase 1 and 2. This section attempts to justify Policy Fluxx as the right solution for this research process.

6.5.4.1 Public Policy Process

Rather than trying to make changes to the existing public policy process, Policy Fluxx exaggerates the ever-changing rules and goals and makes them the central mechanics of the tool. This gives stakeholders an opportunity to discuss these dynamics in the safety of the game world. In Policy Fluxx, the rules are overt. The differences between the game world and the real world highlights that even when the rules and goals are transparent there are still challenges to "winning".

6.5.4.2 Stakeholder Engagement

Again, rather than making changes to existing stakeholder engagement methods or process, Policy Fluxx offers an additional tool to highlight some idealistic goals for stakeholder engagement. Policy Fluxx is designed with a low barrier to entry. Even when

a participant has never played Policy Fluxx before, they can easily learn the game rules while the game is in progress since the rules are ever-changing anyway. The game also encourages players to join at any time, even if the game is already in progress. They may need to catch up, but they are invited to join when they are ready rather than just at the beginning or simply being a spectator to the game.

6.5.4.3 Co-design

Policy Fluxx recognizes that not all stakeholders will be ready to let go of their individual goals in the public policy process as soon as they join the process. So the cycle of play and game mechanics allow players to maintain individual goals for the duration of game play. ONce the game play has ended, players have already built rapport and the transition to working together collaboratively is easier. By the time they transition to using the Futurist's Scratchpad, they barely notice the gradual shift. This makes working collaboratively and co-designing scenarios and strategies fairly seamless.

6.5.4.4 Empathy

By playing Policy Fluxx, a skilled facilitator can learn a lot about the stakeholder's individual values and what is meaningful to them. This is an indirect outcome of the tool. To directly build empathy, Intermediaries could use Policy Fluxx to build relationships with stakeholders and encourage stakeholders to build relationships with one another. This could result in stakeholders gaining empathy for one another as they learn to listen and work together. Policy Fluxx is meant to encourage an equal role for each stakeholder as a player in the game.

However, because Policy Fluxx is a game, there might be a temptation for Intermediaries to introduce role playing dynamics and have stakeholders pretend to be other stakeholders. This wouldn't be encouraged by Policy Fluxx as it could lead to false or hurtful assumptions. Instead Policy Fluxx encourages players to be who they are and bring their values into the game world.

6.5.4.5 Tool

Policy Fluxx puts a tangible tool in the hands of Intermediaries. A lot of facilitation and stakeholder engagement tools, still put the control in the hands of the facilitator. Whereas the design of Policy Fluxx automatically transfers power and influence into the hands of the stakeholders as they become players of the game. This encourages players to take ownership of the process and the outcomes.

Ultimately there can be no right answer, but Policy Fluxx is one solution The following sections address recommendations for further research and research limitations.

7.0 Further Research

Following the prototype co-design workshop, play testing, pre- and post- surveys and participant feedback identified specific areas of further research and started a generative discussion of next steps.

Here are the central challenges and recommendations for the next iteration of Policy
Fluxx:

- Unempowered lead users

- Generalized content

- Disconnected play mechanics

- Flat Futurist's Scratchpad

7.1 Unempowered Lead Users

7.1.1 Challenge

While participants shared positive reviews of playing Policy Fluxx, several of the
participants shared concerns of actually using this tool for stakeholder engagement. The
participants worried that stakeholders wouldn't have enough time or bandwidth to
participate meaningfully in the process.

Specifically, one participant said they could easily see Policy Fluxx being used in a social
setting or possibly with a small internal team as a team building exercise, but had a hard
time imagining they could get enough buy-in to use Policy Fluxx in multi-stakeholder
engagement.

7.1.2 Recommendation

Hosted Policy Fluxx training sessions and workshops to build Intermediaries confidence
in the tool and documented case studies to build solid business cases and research to
demonstrate benefits to decision-makers.

7.2 Generalized Content

7.2.1 Challenge

For time purposes, this version of Policy Fluxx was designed with extremely generalized content and that limited some participants from seeing the potential of the tool in their work context. The participants expressed a desire to see a version of Policy Fluxx with focused and catered content.

Specifically, a few participants noted that Policy Fluxx allowed players to do lateral thinking but that they would need some additional cards to help sell the game to decision-makers and to further ground the game in current research.

Here are responses from participant pre- and post- surveys that highlight this challenge: How likely or unlikely would it be to see yourself using a tool like this when it is finished?
"From 1 -10: 5 - although more likely a 8-9 if you could customize it to a specific context easily" - Policy Analyst, Provincial Government

"If there were a way to build-your-own version of the game, with scenarios, trends, values, etc that I could alter I would potentially use it." - Stakeholder Engagement, Municipal Government

7.2.2 Recommendation

Create a database of expansion packs to help customize Policy Fluxx for specific policy issues or work with a client intermediary organization to develop customized cards.

7.3 Disconnected Play Mechanics

7.3.1 Challenge

With additional play mechanics that differentiate Policy Fluxx from the templated game of Fluxx, there are still kinks to the game play. Participants shared in their pre- and post-surveys and feedback, aspects of the game that either made game play feel too transactional or felt unnecessary to the game and could be incorporated in another way.

In each workshop, participants said that the Value, Signpost, Timeline and Scenario cards were necessary to the scenario building aspect of Policy Fluxx but clumsy during play.

From participant pre- and post- surveys:

If you had a magic wand, what would you change about Policy Fluxx?

"Values and Signposts have game mechanics built-in - not just like the cards you need to finish."

"I'd try to make the signpost and values cards mechanically significant before the end-of-game. There seemed to be no reason to privilege one over another beyond internal pleasingness of scenarios."

What was not fun about playing Policy Fluxx?

"Time to win & Flow of the game."

"Slow, took too long to get to the scenario discussion."

7.3.2 Recommendation

Invite Intermediaries to further play test Policy Fluxx, as well as open up play testing to game designers, designers and others interested in further iterate the game to help refine the play mechanics.

7.4 Flat Futurist's Scratchpad

7.4.1 Challenge

The Futurist's Scratchpad was an add-on tool to Fluxx, to make Policy Fluxx a tool for stakeholder engagement and scenario generation. The current probes require a facilitator to explain the instructions and next steps.

Participants feedback validates that the Futurist's Scratchpad has a great deal of potential and value to Policy Fluxx, but as it stands it required too much additional facilitation.

7.4.2 Recommendation

Design a new version of the Futurist's Scratchpad with clearer instructions and probing questions and outline examples of next steps.

8.0 Research Limitations

While this research has offered some useful insights into how to build a culture of empathy in the public policy process, it is not a complete picture of the public policy process landscape and the use of co-design methodologies and principles. Key limitations to this research include:

1. No representation of elected officials or lobbyists

Due to time constraints and personal network, it was not possible to engage any elected officials or lobbyists in a meaningful way. This research emphasizes the importance of engaging stakeholders across the policy spectrum and it is made weaker without the perspectives of elected officials or lobbyists.

2. Personal perspectives and interpretations

As participants were asked to share their personal perspectives their responses were subject to personal bias and interpretation. As a result, the research is only qualitative.

3. Small sample size of participants

The time constraints of this research process resulted in a small sample size of participants, often with only one participant representing a specific stakeholder in the public policy process. This research could have been more robust with a greater number of participants.

9.0 Innovation Plan

The positive feedback following the prototyping workshops led to the development of the following plan for next steps. This research led to distinct findings and Policy Fluxx was one way of executing the Design Criteria. There are other ways that could happen and the following Theory of Change illustrates the core values of continued product development. The Theory of Change for Policy Fluxx is a living document that will be re-evaluated annually.

Table 9. Theory of Change

Input	Activities	Outputs	Impact
The Policy Fluxx approach of co-design and collaborative stakeholder engagement in the public policy process…	… continues through co-design research, partnerships, learning opportunities and shared communication …	…by developing a variety of channels for participation with an open invitation to move back and forth between tiers…	… so participation reflects short and long-term needs of the community, the system and society.
Community			
Policy Fluxx invites a community of stakeholder engagement practitioners who want to see change in the way stakeholder engagement is happening to…	… participate in continued community-based research in a safe environment to learn and test out new methods and contribute to the design of tools by…	… participating in a community of practice that builds confidence in finding new ways of working with stakeholders that maintain an evidence-based foundation and are easy to implement…	…so that there is a balance of qualitative and quantitative data that supports policy recommendations which are built of stakeholder-informed policy recommendations that are future-oriented and actionable.
System			

The Policy Fluxx principles and methods are carried forward…	…by champion users who can mobilize usage across government silos and policy areas…	…so that stakeholders understand how and when their participation can influence outcomes and to…	…create integrated and robust policy recommendations which reflect the reality and diversity of stakeholders.
Society			
Stakeholder voices, stories and lived experiences alongside current trends…	…are reflected in and directly impact the creation of policy development and implementation by…	…building future-oriented policy recommendations by looking at longer time horizons…	…so that stakeholders can participate, feel heard and respected in policy development and implementation.

9.1 Action Plan

The following plan is a projected work plan for year 1 of Policy Fluxx. The plan includes internal and external learning sessions, plans for designing partnerships with individuals and organizations, and communication plans to grow knowledge sharing.

Table 10. Action Plan for 2017

	Spring 2017	Summer 2017	Fall 2017	Winter 2017
Learning			Training Session	
			Master Class	
	Internal R&D – Horizon Scanning			
		Policy Fluxx Hackathon		
Designing		Policy Fluxx Trendsetter Promotion and	Policy Fluxx Trendsetters – Accepting	Policy Fluxx Trendsetters Cohort 1

		Recruitment	Applications	
	Interview and Recruit Partners		Establish core Partnerships	Release partnership expansion packs
Commun icating	Quarterly Newsletter	Quarterly Newsletter	Quarterly Newsletter	Quarterly Newsletter

9.2 Approaches to next steps

Beginning in Spring 2017, research will pick up where it left off with participants to see if there is continued interest in furthering their involvement.

The first steps to launching this action plan will be looking for funding from foundations, crowdfunding and incubators, like the Imagination Catalyst at OCADU. Simultaneously building a team of designers and researchers, an advisory board and a community of practitioners to be playtesters.

Ideally, finding 2-3 partner organizations that would like to contribute to content creation and has an existing community of stakeholder engagement practitioners would further push implementation of Policy Fluxx as a stakeholder engagement tool.

The goal of the next steps is to establish a base of lead users who align with the core values of Policy Fluxx.

10.0 Conclusion

This research has taken a considerable number of twists and turns and in the end the development of an analog facilitation tool, Policy Fluxx. This report documents the first phase of research and is meant to inspire further research. The research process was iterative, messy and continued to evolve throughout implementation.

The research process allowed for multiple co-design methods to be tested and used as central tools to the research. Along the way participants demonstrated a commitment to this research, even if at times their schedules would not allow them to fully participate. This continued support helped propel the research to a prototype.

Having a tangible prototype facilitated robust and generative conversations with participants who want to help scale the development of Policy Fluxx. For this reason, this is the close of the academic research and next steps will happen in the community.

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Appendix A: Interview Materials

Invitation / Consent Form

Date: October 5, 2016
Project Title: Co-designing Approach to Public Policy: Developing a tool for empathy for user-centred engagement

Principal Investigator:
Jennifer Chan, student
OCAD University
███████████
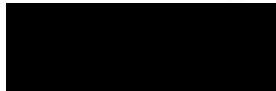
Faculty Supervisor:
Ryan Hum, Adjunct Faculty
Faculty of Design, Strategic Foresight and
Innovation
OCAD University
████████

INVITATION

You are invited to participate in a study that involves research. The purpose of this study is "Using co-design principles and methodologies, how might we design a tool to support policy makers and policy influencers to adopt user-centred engagement and gain empathy for stakeholders within the policy cycle?"

WHAT'S INVOLVED

As a participant, you will be asked to participate in a 3 hour co-design workshop. The workshop will include a pre and post-survey to collect data for feedback. The workshop will be recorded.

POTENTIAL BENEFITS AND RISKS

Possible benefits of participation include contributing to the design of an empathy tool for policy which could contribute to your professional practice. There also may be risks associated with participation such as sharing your personal observations and professional experience in policy *OR,* revealing your biases towards stakeholder engagement.

CONFIDENTIALITY

Participants who wish to remain confidential after participating in the semi-structured interview will be referred to by their professional title in all documentation.

Data collected during this study will be stored on a password protected recording device and hard drive. The original data will be kept until the proposed research is concluded or the report has been published professionally, within a 3 year timeframe. The data will not be used for any purposes beyond the research proposed for OCADU. Access to this data will be restricted to Jennifer Chan and Ryan Hum.

All information you provide will be considered confidential and grouped with responses from other participants. Given the format of this session, we ask you to respect your fellow participants by keeping all information that identifies or could potentially identify a participant and/or his/her comments confidential.

VOLUNTARY PARTICIPATION

Participation in this study is voluntary. If you wish, you may decline to answer any questions or participate in any component of the study. Further, you may decide to withdraw from this study at any time, or to request withdrawal of your data (prior to data analysis November 30, 2016) and you may do so without any penalty or loss of benefits to which you are entitled.

PUBLICATION OF RESULTS

Results of this study may be published in the final report, conference presentations, professional and scholarly journals and Jennifer Chan's Major Research Project. In any publication, data will be presented in aggregate forms. Quotations from interviews or surveys will not be attributed to you without your permission.

Feedback about this study will be available through Jennifer Chan, ███████████ or ███████████

CONTACT INFORMATION AND ETHICS CLEARANCE

If you have any questions about this study or require further information, please contact the Principal Investigator Jennifer Chan or the Faculty Supervisor Ryan Hum using the contact information provided above. This study has been reviewed and received ethics clearance through the Research Ethics Board at OCAD University [2014-46 #]. If you have any comments or concerns, please contact the Research Ethics Office through Christine Pineda at cpineda@ocadu.ca.

CONSENT FORM

I agree to participate in this study described above. I have made this decision based on the information I have read in the Information-Consent Letter. I have had the opportunity to receive any additional details I wanted about the study and understand that I may ask questions in the future. I understand that I may withdraw this consent at any time.

Name: _____

Signature: _____   Date: _____

    Yes, I wish to be attributed for my contribution to this research study. You may use my name alongside statements and/or quotations that you have collected from me.

    Yes, I would like to hear more about the study. You may reach me by (provide contact information):
        Email:
        Post:
        Phone:

Thank you for your assistance in this project. Please keep a copy of this form for your records.

Semi-Structured Interview Guideline

Approximate interview time: 45 minutes - 1 hour

This interview guideline is intended to act as a loose frame of reference for our expert interview process.

INTERVIEW

These questions will act as a guide for our discussion with policy makers and policy influencer experts. The intent is to have an open conversation with each participant, the questions are not intended to be used in a rigorous manner.

1. BACKGROUND

1.1 Can you tell me about your professional background and how you started?

1.2 Can you tell me about a time you influenced policy or was influenced by policy?

1.3 What prompted your involvement?

2. PROCESS

2.1 How is a policy made? (have participant draw the policy process)

2.2 What factors or cultures would you say mostly influences a policy?

2.3 Looking at this drawing, where would you identify places where you think you might be missing information? (gaps)

3. STAKEHOLDERS

3.1 Who would you say are the primary stakeholders who influence policy?

3.2 Of those stakeholders, who would you say is having the greatest influence on policy?

3.3 Who would you say could have a greater influence on policy? (gaps/opportunities)

3.4 What challenges might exist when engaging stakeholders in policy? (gaps)

3.5 How are concerns and real life experiences of stakeholders integrated into the creation of policy?

3.6 What are the most effective tactics to understanding stakeholders motivations?

3.7 What responsibility does the government have to understand stakeholder values and biases?

3.8 If you were to design stakeholder engagement differently, how would it differ and why?

4. OPPORTUNITIES/CHALLENGES

4.1 What would you say are common misconceptions about engaging in policy? (gap)

4.2 From your professional experience, where might someone in your role influence policy? (opportunities)

5. EXIT

5.1 Following this interview, is there anyone else you can recommend speaking to that may be able to offer insight to the role of policy makers and policy influencers?

5.2 Is there any additional information you would like to share?

5.3 Thank you very much for your participation.

Semi-Structured Interview Guideline

Approximate interview time: 45 minutes - 1 hour

This interview guideline is intended to act as a loose frame of reference for our expert interview process.

INTERVIEW

These questions will act as a guide for our discussion with policy makers and policy influencer experts. The intent is to have an open conversation with each participant, the questions are not intended to be used in a rigorous manner.

Update on Research
  - I conducted 8 primary research interviews
  - trying to pinpoint the moment in time during the public policy process for an empathy intervention
  - the process is far more institutional and systemic and organic than I had expected
  - identified lead users as intermediaries between stakeholders - typically working to convene external stakeholders to develop a position while balancing government relations
  - following the interviews I performed windtunnelling on a list of 206 tools
  - based on time, human, financial resources needed + usability as a co-design tool, application to the public policy process, need for previous design training and difficulty to validate evidence without interpretation
  - from that list I have pulled out the top 100 or so tools

1. Here is the list of tools, can you please take 10 - 15 minutes to go through this list and rate them according to the attributes. If you choose no, then carry on to the next tool, if you choose yes, then continue along and fill in the other attributes.

2. Taking a look at the tools you marked as no, can you please tell me why you did so? (filtering out process)

3. Where do you see application for tools like these most likely being used in your current work? (current capacity)

4. What would help you bring a toolkit like this into your existing organizational culture? (future capacity)

5. Where do you see a toolkit like this contributing to building a culture of empathy? (opportunities for change)

Pre-Survey

Assuming the most basic understanding of the stakeholders involved in public policy as either internal or external to government, how would you classify your current position?

Internal   External

In your current job, how much of your time involves some kind of stakeholder engagement?

0-24%   25-49%   50-74%   75-100%

In 2013, Ontario published the report "Open by Default", as a step towards doing consultation differently. The Open Government Engagement team aims to engage, collaborate and innovate with Ontarians.

From your current position, what problems does the government (any level) currently face in consulting with stakeholders?

How are users (intermediaries) solving these problems currently?

How have previous solutions failed?

What do you imagine a foresight policy game to look or feel like?

Post-Survey

What scenario, if any, could you see yourself using Policy Fluxx?

What is the most fun about playing Policy Fluxx?

What is not fun about playing Policy Fluxx?

How does Policy Fluxx mirror policy situations you have been a part of?

What would help get Policy Fluxx in front of stakeholder engagement facilitators?

What additional features could be added to Policy Fluxx to help teach and build stakeholders about the policy process?

HOW TO PLAY

Overview

Policy Fluxx is a very easy game to learn because every card carries its own set of instructions. Many folks find that the best way to learn is by jumping right into the game, but that usually works best if at least one player in the group has played a Fluxx game before. Policy Fluxx mirrors the ever changing dynamics of a typical policy cycle. Rules, actions and goals are continuously changing depending on different players needs and expectations. The best way to influence change is to take an active role in adapting to the rules as they change. So, if this is the first time you are playing the game, don't worry if it takes a few times to get the hang of it. After you have played a few times, you will see no two games happen the same way twice. Policy Fluxx is an interactive facilitation tool used to start a generative conversation around one specific policy question. The goal is to have all the players have an equal active role in changing the outcomes of the future.

Setup

Place the Basic Rules card in the centre of the table. Shuffle the deck and deal three cards to each player. Place the remainder of the deck face down next to the Basic Rules to form a Draw Pile. The game takes shape as players take their turns. The best way to start, is just to start.

Going First

Policy Fluxx is about making moves and taking power when you can. Whoever "calls" it goes first. One way to call it is to just reach out and draw a card from the deck.

How to Play

Policy Fluxx is a game about change, so it's a game that changes as you play it. It begins with just a couple of very simple rules, and becomes more complex as additional rules are added via special cards called New Rules.

Start by following the Basic Rules (draw one card & play one card), and adapt to all additional New Rules as they are played. Players take turns, going clockwise around the table, drawing and playing the indicated number of cards until someone meets the current Goal condition.

On Your Turn:

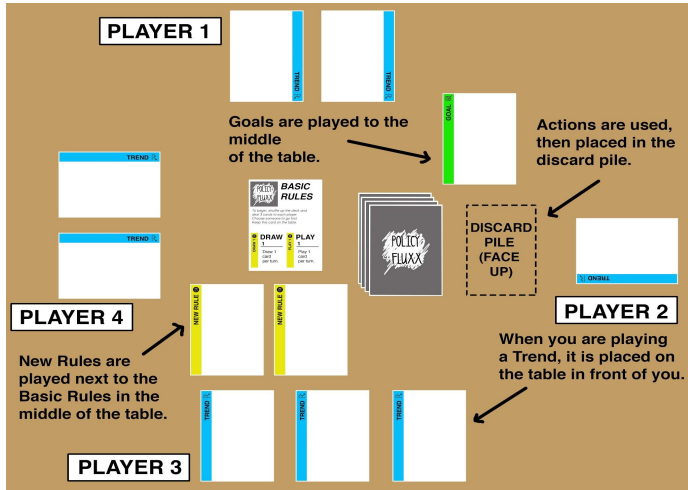1. Draw the number of cards currently required.
2. Play the number of cards currently required.
3. Discard down to the current Hand Limit (if any).

Optional actions allowed by New Rules may be performed at any point during this sequence.

When playing a card, you may choose any card in your hand. If you aren't sure how a card will impact the game, try reading the full text aloud as you play it.

Sample Game in Progress

PLAYER 1

Goals are played to the middle of the table.

Actions are used, then placed in the discard pile.

BASIC RULES

DRAW 1 Draw 1 card per turn.   PLAY 1 Play 1 card per turn.

DISCARD PILE (FACE UP)

PLAYER 4

New Rules are played next to the Basic Rules in the middle of the table.

PLAYER 2

When you are playing a Trend, it is placed on the table in front of you.

PLAYER 3

Card Types

POLICY FLUXX BASIC RULES

To begin, shuffle up the deck and deal 3 cards to each player. Choose someone to go first. Keep this card on the table.

DRAW 1 Draw 1 card per turn.   PLAY 1 Play 1 card per turn.

Basic Rules: This is the starting point to each game - the foundation on which the rest of the game is built. These initial rules will be superseded by New Rules during the course of play, but this card should remain on the table at all times. The Basic Rules are: Draw 1 card per turn and Play 1 card per turn (with no other restrictions such as Hand or Trend Limits).

New Rule: To play a New Rule place it face up near the Basic Rules. If it contradicts a New Rule already in play, discard the old rule. New Rules take effect instantly, so all players must immediately follow the New Rule as required. This will often cause the player whose turn it is to draw or play additional cards right away, or it may cause other players to immediately discard some of their cards.

Examples: After drawing 1 card, you play the "Draw 4" New Rule. Now the rules require you to Draw 4 cards on each turn, but since you only took 1 card before, you must immediately draw 3 more cards. The next player draws 4 cards. They play the "Draw 2" New Rule which changes the rules again, but they draw no more, having already gotten (at least) 2 cards. Since Draw 2 contradicts Draw 4, the Draw 4 is discarded.

Goal: To play a Goal place it face up in the centre of the table, discarding the previous Goal (if any). The game begins with no Goal in play, so no one can win until one is played. The Goal applies to everyone; as soon as someone meets these conditions, they win! (Even if it's someone else's turn!)

Trend: To play a Trend take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a particular set of Trends, so playing a Trend is always a good thing.

Value: To play a Value take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a Value, so playing a Value is always a good thing.

Signpost: To play a Signpost take it out of your hand and place it on the table in front of you, face up. All Goals require you to have a Signpost, so playing a Signpost is always a good thing.

Action: Actions are used once and discarded. Just do whatever the card says, then place it on the Discard Pile. Actions can sometimes cause major chaos, and yet at other times, have no effect at all. Note that while some Actions may cause additional cards to be played, everything that happens as a result of an Action card is considered part of one "play".

Examples: If you play the Action called "Draw 2, and Use Them" you will immediately draw two cards and play them both. If one of those cards is the "Draw 3, Play 2 of Them" you'd keep going, drawing three more cards, playing two cards and discarding the third. All of this activity would be counted as the playing of just one card.

Scenario: To play a Scenario place it face up in the centre of the table, discarding the previous Scenario (if any). The game begins with no Scenario in play, so no one can win until one is played. The Scenario applies to everyone.

Timeline: To play a Timeline place it face up in the centre of the table, discarding the previous Timeline (if any). The game begins with no Timeline in play, so no one can win until one is played. The Timeline applies to everyone.

Surprise: This type of card can be played at any time, even when it isn't your turn. Note that Surprises have two functions, one for during your turn, and one for out-of-turn. Surprises can also be used to cancel other Surprises.

End of the Gameplay

The game continues until someone meets the conditions of the current Goal. There must also be a Timeline and Scenario in play at the time. The player wins instantly, no matter whose turn it is!

Note: The game doesn't end until there is a clear winner. If for some reason two or more players meet the winning conditions simultaneously, the game continues until a single winner emerges.

If the Draw pile runs out, shuffle the Discard Pile, turn it over to make a new Draw pile, and keep playing.

New players may join at any time by being dealt a hand of three cards.

Sample End of Game
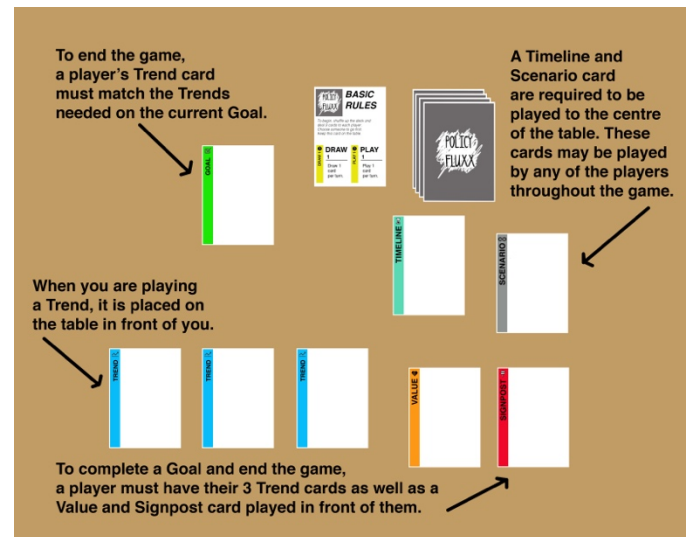
Crafting a Scenario
Players take the end of game cards and use them to fill in the Futurist's Scratchpad. The Futurist's Scratchpad is designed to create the framework for crafting a scenario and direct the conversation towards action-oriented strategies.

Note: The scenario may cause players to have emotional and passionate conversations about possible futures.

Regarding Discarding:
Discarding a card is not the same as playing it. When a card is played all instructions on that card must be followed if possible. You cannot simply discard unwanted cards; you can only discard if compelled by a Hand Limit. (Yes, this means you could be forced to play a card that makes someone else win.)

Frequently Asked Questions

Q. Can you answer more of my questions on the internet?
   A. Yes! Please tweet @policyfluxx with any additional questions.

Credits:

Policy Fluxx is based on Fluxx, published in 1997. Policy Fluxx was created in 2016.

Game Design: Jennifer Chan
Game Advisors: Ryan Hum & Heather Laird
Game Testers: Jon Chan, Clara Stewart-Robertson, Daniel Fusca, Graham Angus, Scott Zoltok, Tim Richardson, Martin Berry and the Test Subjects at Policy Horizons.

@policyfluxx

Foresight Glossary

Foresight
The ability to consider and plan for the future.[1]

Trend
General tendency or direction of a movement/change over time. A megatrend is a major trend, at global or large scale. [2] An event(s) that could cause disruption to you, your work, organization or community. A trend is signifying that something is changing or developing. Typically, a trend requires multiple signals over a period of time to be considered noteworthy. The magnitude or scale of an event(s) could be local, national or global. A trend may be emergent, temperamental or steady in nature.

STEEP Analysis
A framework for a holistic scan of the external environment for factors, from various domains, that an agency needs to take into consideration in its decisionmaking. STEEP stands for:

• Social factors include social and cultural values, and demographics.
• Technological factors include R & D activity, new horizons and research, and the rate and extent of technological change.
• Economic factors include items such as economic growth, interest rates, inflation and international trade.
• Ecological/Environmental factors include aspects such as weather and climate as well as energy and fuel.
• Political factors include a government's policy focus as well as movements on the political scene, e.g., change of power among political parties. This can also include legal and regulatory factors.

Similar frameworks include STEEPLED (adding Legal, Ethics and Demographic factors) and STEER (Socio-cultural, Technological, Economic, Ecological and Regulatory factors). [3]

Implications
A demonstration of some perceived outcomes, an indication of what might happen if the trend should continue to behave in the same magnitude and direction as noted. Additionally could present some alternative impacts should the trend be more emergent or temperamental in nature.

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[1] http://www.csf.gov.sg/docs/default-source/default-document-library/csf-csc_foresight--a-glossary.pdf

[2] http://www.fao.org/docs/eims/upload/315951/Glossary%20of%20Terms.pdf

[3] http://www.csf.gov.sg/docs/default-source/default-document-library/csf-csc_foresight--a-glossary.pdf

Scenario

A description of how the future may unfold according to an explicit, coherent and internally consistent set of assumptions about key relationships and driving forces. [4] A written artifact illustrating a new world composed of current data meant to help readers visualize an alternative future. A scenario is built on a foundation of culture, personas and narratives describing a new world. Using Jim Dator's seven driving forces and four generic images - growth, collapse, discipline and transformation - methodology, each scenario is developed to be a complex alternative future.

Persona

A user persona is a representation of the goals and behavior of a hypothesized group of users. [5] A way to model, summarize and communicate information about people who add complexity to your scenario. Depicted as a specific person/set of people (yet, not typically a real individual) who represent a synthesized version of many people and/or representative of a significant portion of people in the world.

Signposts

Indicators that mark milestones or "waypoints" between a given future and the present day. They can take the form of discrete events or thresholds, but they can also be much more loosely defined, such as trends or patterns. [6] A timeline of events bringing the reader from the future back to present day. Typically major events that may have altered the current trajectory of the future. These events act as markers or warning signs of a plausible future.

Backcasting

The process of working backwards from the definition of a possible future, in order to determine what needs to happen to make this future unfold and connect to the present.[7]

Values

Values can be defined as broad preferences concerning appropriate courses of action or outcomes. As such, values reflect a person's sense of right and wrong or what "ought" to be. "Equal rights for all", "Excellence deserves admiration", and "People should be treated with respect and dignity" are representative of values. Values tend to influence attitudes and behavior.[8]

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[4]
http://www.fao.org/docs/eims/upload/315951/Glossary%20of%20Terms.pdf
[5]
https://en.wikipedia.org/wiki/Persona_(user_experience)

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[6] http://www.csf.gov.sg/docs/default-source/default-document-library/csf-csc_foresight--a-glossary.pdf
[7]
http://www.fao.org/docs/eims/upload/315951/Glossary%20of%20Terms.pdf
[8] https://en.wikipedia.org/wiki/Value_(ethics)

BASIC RULES

POLICY FLUXX

To begin, shuffle up the deck and deal 3 cards to each player. Choose someone to go first. Keep this card on the table.

DRAW 1

1

Draw 1 card per turn.

PLAY 1

1

Play 1 card per turn.

TREND

RESOURCE SLUMP CYCLE

To play this card, put it face up in front of you on the table.

Resource Slump Cycle

Global supply and demand factors have ushered in a 13- to 15-year period of lower global commodity prices. While this slump may boost consumer spending power, it will also create challenges for many resource-exporting countries.[105]

ENVIRONMENTAL

TREND

INTERNET OF THINGS

To play this card, put it face up in front of you on the table.

Internet of Things

The increasing technological sophistication and expanding presence of smart devices, unmanned systems, and robots will reshape businesses and households. The Internet of Things (IoT) will grow, but remain more of a novelty than a necessity. Governments will scramble to keep up with regulating new technologies.[103]

TECHNOLOGY

TREND

ARTIFICIAL INTELLIGENCE

To play this card, put it face up in front of you on the table.

Artificial Intelligence

Advancements in AI are expanding opportunities for research and development, as well as business use cases, but are raising serious questions about the future of labor and even of humanity itself. The most technologically advanced countries will increase investment in AI, supported by private investments and public-private sector partnerships.[102]

TECHNOLOGY

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

CYBER INSECURITY

Cyber Insecurity

Growing cyber security issues will challenge governments and businesses while simultaneously empowering and dislocating individual citizens. In 2016, cyber espionage and attacks by state actors will continue, but attribution will remain difficult. The tug-of-war over privacy vs. surveillance and security will continue, as citizens persist in distrusting their governments on this issue.[101]

POLITICAL

TREND

To play this card, put it face up in front of you on the table.

NATURE OF POWER

Nature of Power

Power is increasingly diffuse and fleeting. A leadership void is complicating the ability to develop effective responses to mounting policy challenges. In 2016, the "offense-defense" balance will continue to favor aggressors and abusers of traditional sources of power (for example, cyber attackers). Individuals will be further elated and terrified by changes underway, from technology to violent extremism.[100]

POLITICAL

TREND

To play this card, put it face up in front of you on the table.

DEPOPULATION WAVES

Depopulation Waves

Emerging markets will contend with outward migration and brain drain, but rapid aging in developed markets will create the greatest depopulation challenges with the most significant economic outcomes. In 2016, large numbers of immigrants will continue to flow into the United States from Central America, and into Europe from Africa and the Middle East. Debate about sustainable retirement and old-age benefits will escalate in developed markets.[99]

POLITICAL

TREND

To play this card, put it face up in front of you on the table.

GLOBAL CLIMATE CHANGE

Global Climate Change

As extreme weather events become more frequent, the economic costs of climate change continue to grow. Melting ice in the Arctic is accelerating sea level rises globally while opening up new shipping lanes and unlocking access to natural resources in the region.[98]

ENVIRONMENTAL

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

GEOPOLITICAL REALIGNMENT

Geopolitical Realignment

Geopolitical instability is increasing. In 2016, Europe will continue to turn inward to grapple with internal political challenges, violent extremism, and the migrant crisis. Tensions will persist between Russia and the West. U.S.-Sino relations will remain strained over maritime claims and cyber activities.[97]

POLITICAL

TREND

MOBILE OPTIMIZATION

Mobile Optimization

Mobile optimization channels will become more popular in the next year. Marketers and companies will realize the need to optimize every digital experience into the smaller screen of the mobile including better payment options.[96]

TECHNOLOGY

TREND

WOMEN FOCUSED STRATEGIES

Women Focused Strategies

As the policymakers debate and implement policies increasing quota for women in boardrooms in 2015, we will see a lot more women focused strategies across companies in different sectors. Many firms, such as car companies will develop specific vehicle models and sales channels for women.[94]

SOCIAL

TREND

"WELLTH" IS WEALTH

"Wellth" is Wealth

Companies will start shifting their strategies from "profit to purpose" by creating wellness experiences through ergonomically designed environments, new wellness features in products, and even health-conscious restaurants (food) to name a few.[93]

ENVIRONMENTAL

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

TRANSPARENCY, NEW GREEN

Transparency, New Green

Increasingly pervasive analytics and collaborative platforms would make data and processes more transparent than ever before. Governments, corporations, organizations, communities, supply chains and even individuals will be more accountable and liable for policies, decisions and strategies.[92]

POLITICS

TREND

To play this card, put it face up in front of you on the table.

PEAK PHYSICAL CURRENCY

Peak Physical Currency

Virtual payments such as mobile payment solutions and other digital wallets will see the decline of hard cash and challenge the credit card market as well. Mobile payments will see growing importance in B2C but also B2B payments, with international B2B platforms emerging for cross border payments.[91]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

CITIES GO SMART

Cities Go Smart

As urbanization increases in scale and volume, cities will begin to compete for foreign investment, tourism and trade. In this quest for competition, cities will increasingly look for business models that generate additional revenue streams including adopting extensive city branding exercises and incorporating smart projects into the city ecosystem.[90]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

MILLENNIAL LEADERS

Millennial Leaders

As the number of graduates increase each year, we expect to see an influx of millennial founders and leaders in the coming year, competing with the likes of Pinterest, Airbnb, Facebook and Instagram, to name a few. Watch out for more horizontal leadership, collaborative working techniques and new career paths.[89]

ECONOMIC

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

GAMER PRESTIGE

Gamer Prestige

As video games become the primary form of paid entertainment their status rises. As more passive forms of paid entertainment decrease in popularity, video games flourish, placing their connoisseurs in a more positive light. Gamers were previously considered social misfits, however as the Internet continues to connect like-minded individuals, the gamer community becomes more prestigious. This speaks to the future of entertainment shifting toward interactivity.[86]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

APPIFIED LIFESTYLE

Appified Lifestyle

Millennials turn to apps that cater to their distinct lifestyle needs. Catering to a generation of young people who prioritize individuality, mobile apps are offering content that caters to specific types of lifestyles and interests. Covering diverse categories such as fashion, fitness and even relationships, apps of this nature not only meet specific needs, but they also reflect a growing desire for targeted content, particularly among young people.[88]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

VIRTUAL TRAINING

Virtual Training

Professions of all kind turn to VR for accurate and efficient education. A clever means to ensuring the accuracy and efficiency of complex employee training programs, virtual reality tools have the power to streamline the process while lessening the strain on human resources. In simulating the multisensory stresses likely to be faced on the job, employers can invest in the preparedness of employees on all fronts and in ways that could potentially prove more exact than traditional means.[85]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

SOCIAL GOOD GAMING

Social Good Gaming

Mobile gaming apps covertly inform consumers on social causes. Moving past their role as mere tools for passing time, mobile gaming apps that leverage their audiences in order to increase awareness around important social causes serve an increasingly important role. Whether as a direct means of raising funds or as a tool for informing individuals, altruistic mobile games are a covert method of engaging consumers around issues that matter.[84]

TECHNOLOGY

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

MULTI-SENSORY THERAPY

Multi-Sensory Therapy

Consumers turn to virtual technology as a therapeutic method. Modern therapy services are applying virtual reality tactics to treatment in an attempt to add interactivity and technological allure. By combining therapeutic solutions with online gaming and multi-sensory visuals, brands are not only making the therapeutic process more engaging, they're also redefining how mental health is approached.[83]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

BRANDED CHALLENGE

Branded Challenge

Brands use the mobile interface as a platform to challenge consumers. In an attempt to improve consumer-brand relationships and heighten overall engagement, brands have developed apps that pose specific challenges to users. This type of branded activity r eveals that consumers not only enjoy engaging and completing tasks, they also like being rewarded for their efforts.[82]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

STREAMLINED ENTERPRISE

Streamlined Enterprise

Businesses turn to cloud-based services to manage transactions. Cloud-based platforms are revolutionizing the way transactions are performed. Instead of going through several different channels, small business owners are able to reliably store information onto a single platform, streamlining the process of purchase and delivery for a significantly lower cost.[81]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

EMPLOYMENT MATCHMAKING

Employment Matchmaking

Millennials turn to apps to streamline the job hunting process. The employment landscape is changing drastically as technology continues to evolve. Younger job seekers have been turning to mobile apps to connect or "match" them with opportunities and employers, much like a dating app would match them with potential mates. The app interface not only streamlines the job hunting process, it also evens the playing field by emphasizing the mutually beneficial nature of the employer-employee relationship.[80]

TECHNOLOGY

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

REMINDER TECH

Reminder Tech

Consumers turn to tech to keep their everyday lives in check. As consumers increasingly look to technology as a way to improve quality of life by tracking metrics related to health and their professional lives, brands are responding in kind with innovations that act as reminders to take care of everyday tasks. This more personal role of these products reflects an openness and desire to more intimately integrate tech into consumers' lives.[79]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

CONNECTED AMBIANCE

Connected Ambiance

Automation reaches new heights with controlled temperature, lighting and smell. Smart home connectivity is going beyond function and into the realm of luxury with connected ambiance. Controlling everything from temperature to lighting intensity speaks to a sense of overall curation that is important for today's consumer. Technology has shifted from something that grants convenience, to a way to gain full control of one's lifestyle.[78]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

GENDER TRANSPARENCY

Gender Transparency

The transgender community establishes a mainstream presence. In recent years, the transgender community has risen to the forefront of LGBTQ efforts with the help of celebrity advocacy and a growing presence in the mainstream media. This is not only an indication of the evolving attitudes towards gender representation, but also an effort on behalf of the transgender community to educate the public by sharing their own personal experiences.[76]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

POP CULTURE GAMING

Pop Culture Gaming

Mobile games indulge the consumer desire to celebrate pop cultural icons. Pop culture-inspired mobile games are a unique symbol of the evolving face of the gaming world. Symbolic of the consumer's inherent fascination with meme culture and the nature of fame, these mobile games provide a new archetype for the average gamer, which includes a more diverse range of people than ever before.[75]

SOCIAL

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

NEWSWORTHY VIRAL

Newsworthy Viral

Traditional media agencies partner with social apps to engage consumers. Innovative partnerships between traditional news media agencies and social apps have given way to a new method of engaging young consumers in regards to breaking news. Building trust around the brand in this way is likely to lead to engagement outside of the digital realm.[74]

TECHNOLOGY

TREND

SOCIALIZED POLITICIAN

Socialized Politician

Political campaigning turns to social media platforms for youthful appeal. In a move to connect with millennial audiences, politicians are turning to social media platforms as an approachable communication tactic. Promoting platforms and sparking discussion through sites like Tumblr and Periscope, political campaigns are using digital platforms to not only reach younger consumers, but also engage with them on a level that they can understand and contribute to.[73]

POLITICS

TREND

HYPER-INFORMED TARGETING

Hyper-Informed Targeting

Brands are using big data borrowed from social media for advertisements. Big data has become a big buzz term with a short history, but while its role behind the scenes has grown in importance, its role in the general public's eye is just one starting to be explored. Marketers are using big data garnered from partnerships with social media outlets such as Tinder and Twitter as the centerpiece of campaigns and branding efforts.[72]

ECONOMICS

TREND

EQUALITY MARKETING

Equality Marketing

Campaigns focused on achieving equality appeal to female consumers. Looking to connect with their female consumers, brands are turning to marketing tactics that level the playing field between the sexes. Targeting issues such as the wage gap and sexual assault, brands seek to become more socially conscious and relevant. Equality-focused marketing is ultimately an attempt to meaningfully engage consumers who are at the forefront of social change.[71]

ECONOMICS

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

YOUTHFUL SUSTENANCE

Youthful Sustenance

Food concepts include age-defying features for the health and beauty conscious. Food products and concepts are concentrating on edible age-defying properties that combat the look and feel of growing older. By putting beauty and health at the fore of culinary ventures, this movement is also focusing on the interests of boomers who aim to combat aging from the inside out.[70]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

CUSTOMIZED WELLNES

Customized Wellness

Boomers turn to personalized health tactics to aid overall well-being. Seeking a more customized method of health and wellness, aging consumers are turning to apps and tech devices that offer heightened personalization. Recognizing the need to differentiate healthcare tactics, brands are tailoring products like health apps and vitamin dispensers to cater each user specifically, allowing aging consumers, like boomers, the chance to monitor their health in a way that recognizes their distinct physical situation.[69]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

CONNECTED MEAL TIME

Connected Meal Time

Products and services aim to foster a sense of togetherness during meals. With consumers' lives busier than ever, the sense of intimacy and togetherness that was once present during family meal-times is now dwindling. People are more likely to eat alone or while on-the-go, and even meals shared with family and friends are cut short or interrupted by a barrage of e-mails and phone calls.[67]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

AESTHETIC ALTERNATIVE

Aesthetic Alternative

Sugar-free products use visual appeal to overcome pessimism. Focusing on the visual aspect of alternatively sweetened products redirects attention, positioning sugar-free products as more special than their predecessors.[67]

SOCIAL

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

To play this card, put it face up in front of you on the table.

WELLNESS VENDING

Wellness Vending

Vending retail expands to include healthy, convenient options. Vending machines are evolving to serve more consumers, satisfying needs well beyond hunger. Specifically, some vending machines are adapting to the health food wave by offering nutritious options.[65]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

FEMINIZED WEARBLE

Feminized Wearable

Wearables are designed to target women to increase demographic reach. Brands are taking a targeted approach to wearables by creating and marketing products specifically towards young women. By incorporating jewelry-like aesthetics, this approach to wearable goods creates a way for women to seamlessly integrate emerging tech into their wardrobes and lives.[64]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

AFFORDABLE SUPERFLUOUS

Affordable Superfluous

Nonessential tech products get a budget-friendly makeover. Allowing those with lower incomes to reap the benefits of what are seen as "unnecessary" tech products, brands are offering consumers attractive cost-conscious alternatives.[63]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

AUTOMATED EMOTION

Automated Emotion

Intuitive technology reveals a consumer need to improve emotional well-being. The current emphasis on well-being is not limited to physical health and fitness; predictive and intuitive technology can also measure, track and augment human emotion by manipulating internal and external factors.[62]

SOCIAL

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TREND

SUPERFOOD EFFICIENCY

To play this card, put it face up in front of you on the table.

Superfood Efficiency

Consumers turn to conveniently formed health foods for easy consumption. Consumers are more concerned now more than ever about getting all the different nutrients they need on a daily basis, which is being acknowledged with superfood-based products designed to be consumed on-the-go.[61]

SOCIAL

TREND

HUMOURIZING PARENTHOOD

To play this card, put it face up in front of you on the table.

Humourizing Parenthood

Modern media's portrayal of parenting places emphasis on satirical elements. In contrast to the serious portrayal of parenthood that is often tied to child rearing, modern media is approaching the subject with a lighthearted feel. Applying a truthful approach in all industries will gain this audience's respect.[60]

SOCIAL

TREND

THERAPEUTIC PLAY

To play this card, put it face up in front of you on the table.

Therapeutic Play

Toys target children's anxieties with helpful stress relief features. As stress and anxieties continue to grow among younger generations, toys brands are adopting a more health-conscious approach to entertainment. Offering interactive, multisensory features to help alleviate stress, these products speak to a growing desire for methods of health and wellness that are less abrasive and more integrated, particularly among youth.[59]

SOCIAL

TREND

WEARABLE PLAY

To play this card, put it face up in front of you on the table.

Wearable Play

Kid-targeted wearables transform playtime into an immersive experience. As wearable technology becomes adopted by the mainstream, brands have begun targeting younger consumers with devices that promote education, fitness and digital literacy. The interactive and transformative properties of such toys not only make sure that play is possible anywhere, but also ensure that children are active agents in the process.[58]

TECHNOLOGY

POLICY FLUXX

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TREND

To play this card, put it face up in front of you on the table.

SIMULATED LEARNING

Simulated Learning

Tech-savvy youth gravitate towards holographic presentation modes. With attention spans becoming shorter and shorter, educators are searching for engaging ways to present new material and simultaneously satisfy their students' digital curiosity. Holographic presentation forms are not only interactive, but also immersive, able to simulate different environments, procedures or speakers to increase involvement in a way that the younger, tech-savvy student will appreciate.[57]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

GENERATION CELEBRATION

Generation Celebration

Boomers look for generation-specific forms of amusement. Many aging consumers have begun actively searching for forms of entertainment that speak to the boomer experience. Much of the entertainment industry is catering to a younger demographic, leading several boomers to produce generational exhibits, festivals and performances. The rise in boomer-specific entertainment indicates that consumers feel a sense of community when it comes to their generation.[56]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

UPCYCLED EATING

Upcycled Eating

Consumers rethink what's inedible amid discussions around food scarcity. reaction to modern concerns around the global food crisis, consumers are re-evaluating what is considered conventionally edible and otherwise. From dumpster diving to pest meat menus, this shift can be seen as the tipping point of concerns around food waste, and points to the future of dining.[54]

ENVIRONMENTAL

TREND

To play this card, put it face up in front of you on the table.

KIDCORE OBSESSION

Kidcore Obsession

A childlike aesthetic is adopted in an extreme extension of normcore. In an intriguing cultural shift, kidcore is the progression of millennial fashion to include nostalgic references to elementary colors and kiddie accessories. This shift can be seen as a response to the hypersexualization of the fashion world as well as the embracing of youth culture by older generations, forcing millennials to dive deeper into the realm of comfort, function and simple design.[55]

SOCIAL

POLICY FLUXX

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POLICY FLUXX

TREND 🌐

To play this card, put it face up in front of you on the table.

ASSISTED CONSERVATION

Assisted Conservation

Consumers consider ways to conserve water in their daily lives. Fresh water may be a renewable resource, but the fact that the earth's supply of groundwater is steadily decreasing remains worrisome. Many eco-conscious consumers already take their water consumption into consideration, but in light of drought situations across the globe, even less eco-conscious consumers are considering ways to conserve water in their daily routines.[53]

ENVIRONMENTAL

TREND 🌐

To play this card, put it face up in front of you on the table.

UPCYCLED PLAY

Upcycled Play

A demand for economical toys sees products crafted from recycled goods rise. Children tend to become bored of toys quickly, which has prompted the development of playthings crafted from upcycled goods to help reduce both cost and waste. This shift sees eco-friendly consumers instilling positive lessons in children earlier, which can, in turn, expand the industry trend from niche to more mainstream.[52]

ENVIRONMENTAL

TREND

To play this card, put it face up in front of you on the table.

SHOPPABLE VIDEO

Shoppable Video

Brands convert video content into direct sales channels. In order to maximize the marketing potential of the digital culture consumers are ingrained in, brands and retailers are eliminating a step in the process by converting video content into direct sales channels. In leveraging the modern consumer's predisposition toward image-centric marketing, shoppable videos serve to bridge the gap between desire and purchase.[51]

TECHNOLOGY

TREND 💲

To play this card, put it face up in front of you on the table.

SERVICE CO-BRANDING

Service Co-branding

Service companies team up with familiar brands to accelerate customer service. Adding a level of ease to well-loved brands, service companies like Uber are collaborating with popular brands to make products more accessible. This shift in customer service, and the way in which a customer experiences a brand's product, signifies that a premium is being put on convenience.[50]

ECONOMIC

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TREND

To play this card, put it face up in front of you on the table.

Branded Customization

Brands allow consumers to personalize both packaging and product. Recognizing the growing desire for customization, particularly in the realm of food and beverage, brands are turning to personalized branding techniques to increase allure. By allowing buyers to customize, brands are putting more power than ever before into the hands of the consumer, ultimately trusting them to create a meaningful experience.[49]

BRANDED CUSTOMIZATION

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

Hyper-Targeted Vending

Vending machines cater to niche consumer interests for custom allure. Moving beyond snack foods and beverages, vending machines are taking a more customized approach by providing goods and services that target a particular gender or social group. Offering everything from bicycle parts to cosmetics and feminine hygiene products, vending machines are using niche products to connect with consumers in a more creative and personalized way.[48]

HYPER-TARGETED VENDING

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

Instant Gratification Kiosk

Convenient kiosks combine the best of online and in-store shopping. As customization in retail continues to dominate, a desire for heightened convenience has typically time-consuming services receiving a mobile redesign. Eliminating the need for a skilled representative, retailers are making things like getting a manicure or customizing drinks more efficient through compact, automated kiosks. This allows consumers to receive the same level of customization in a more flexible and efficient way.[47]

INSTANT GRATIFICATION KIOSK

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

Extreme Retail

Seeking to make an impact, brands turn to bizarre retail locations. Seeking to revolutionize retail experiences, brands are turning to unexpected locations for consumer appeal. Creating retail spaces underwater and in subway cars, brands are looking to not only drive sales, but change the way traditional retail spaces are perceived, helping to create a more momentous shopping experience.[46]

EXTREME RETAIL

ECONOMIC

POLICY FLUXX

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TREND

To play this card, put it face up in front of you on the table.

AUTONOMOUS VEHICLES

Autonomous Vehicles

Instead of relying on drivers, V2V technology leads the way for safety. As autonomous vehicles become a reality, the integration of vehicle-to-vehicle technology as a means of creating safer transportation is on the rise.This signifies a preference for drivers to maintain control while adopting the perks of autonomous technology.[45]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

COMMUNAL PARTICATION

Communal Participation

Public furniture is designed with interaction in mind. It's often that, when in public, people withdraw into the comfort of their devices. Achieving this level of engagement and participation ensures these spaces appear lively and engaging, drawing in more people, and thus, more business.[43]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

LEVITATION TRAVEL

Levitation Travel

Maglev transportation becomes more pervasive as infrastructure expands. Globalization has created the need to move people and goods as fast and efficiently as possible, which is placing maglev technology in the limelight. Purported to be a more efficient and sustainable solution for transportation, the technology answers a demand for modern means of mass travel that's both safe and reliable.[44]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

ULTRAMODERN ELEMENTARY

Ultramodern Elementary

Educators rethink the educational space with contemporary designs. Facing the dramatic rate of technological innovation, educators are tasked with creating a curriculum that evolves with the changing ways in which children process new information. High-tech, design-focused elementary and kindergarten campuses present entirely new models for collaborative and immersive educational environments.[42]

SOCIAL

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TREND

APPIFIED ENTREPRENEUR

To play this card, put it face up in front of you on the table.

Appified Entrepreneur

Tech-savvy consumers turn to mobile apps for business building. Taking a streamlined approach to business, modern entrepreneurs are utilizing mobile apps as a means to efficiently build their brand. By allowing tech-savvy users to build their network, gain insight and even socialize with others in the industry, these apps speak to a shift toward more autonomous, yet equally social, methods of entrepreneurship.[41]

TECHNOLOGY

TREND

RESOURCE SHARING

To play this card, put it face up in front of you on the table.

Resource Sharing

Share culture moves past renting and into giving. The modern consumer has a strong sense of community created by the feeling of closeness created by online interaction. This is the reason for the rise of share and rental culture. Using this idea for more noble causes, consumers are seeking ways to share intangible goods with the less fortunate by lending necessary resources.[40]

ECONOMIC

TREND

TRANSPARENTCY

To play this card, put it face up in front of you on the table.

TransParentcy

Brands connect with millennial parents through marketing transparency. As millennials begin to have children of their own, many of the values associated with the demographic are carried over into parenting purchases. In the hopes of building trust among young millennial parents, brands are highlighting a dedication to health and sustainability with comedic, honest representations of the complexities of modern parenting.[39]

ECONOMIC

TREND

STEMININE PLAY

To play this card, put it face up in front of you on the table.

STEMinine Play

Young girls get involved in science, tech, engineering & math. As the disciplines of science, technology, engineering and math become more and more in demand, forward-thinking parents seek ways to not only teach their children, but specifically their girls, how to get ahead in this sphere. Simultaneously battling the misconceptions of STEM being boring and not for girls, this wave of academic toys shows action taken to ensure children achieve the modern notion of success.[38]

SOCIAL

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TREND

To play this card, put it face up in front of you on the table.

SOCIALIZED REWARD

Socialized Reward

Points programs are integrated into common social networks for youth appeal. Seeking to connect with Millennial consumers in a more approachable manner, brands are using social platforms to offer perks and discounts. Allowing buyers to collect points and earn rewards, turn solo activities into more memorable, social experiences that allow more intimate consumer-brand relationships to take place.[37]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

MONETARY MARKETING

Monetary Marketing

Brands capitalize on the ephemeral nature of emerging social media. Brands aware of the ephemeral direction that social media is moving towards have redirected marketing efforts to follow suit. By using transient social platforms like Snapchat, or devising temporary marketing schemes, brands are appealing to a desire amongst people to consume smaller forms of content in a way that is both easy and efficient.[36]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

SPECTATOR GAMING

Spectator Gaming

Apps that enable broadcasting of user screens illuminate community gaming. Platforms and applications that allow users to broadcast their video game play are becoming a viable alternative to traditional advertising and the next level of community gaming.[35]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

PLAY GAMES, SOLVE PROBLEMS

Play Games, Solve Problems

In the last decade, in the US and Europe but particularly in south-east Asia, we have witnessed a flight into virtual worlds, with people playing games such as Second Life. One surprising trend in gaming is that gamers today prefer, on average, three to one to play co-operative games rather than competitive games. [33]

SOCIAL

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TREND

To play this card, put it face up in front of you on the table.

OBESITY DECREASE LIFE SPAN

Obesity Decreases Life Span

At the same time that the biotech revolution promises longer and healthier life, the exploding obesity epidemic lifts the curtain on a future in which, for the first time, young people may face a life span which is less than their parents. This moving map illustrates the rapidity with which significant obesity has swept through American states, only to be mimicked around the world.[32]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

INVISIBLE COMPUTING

Invisible Computing

As light-based computing, spintronic computing, quantum computing, nanotube computing, and other developments continue to make computers smaller, cheaper, and more powerful simultaneously. This will not stop, soon will have disappeared into clothing, flexible nanopaper screens, all manufactured products, and even human implants. Information and global communication will be the sea that all humans swim in.[31]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

DISRUPTIVE GLOBALIZATION

Disruptive Globalization

Outsourcing of jobs in the U.S. and the lack of new jobs resulting from globalization is twice official estimates. The prospects for exploitation of poor people in developing nations has not disappeared, and continues. Yet stopping globalization may be equally disruptive. [30]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

WAGE STAGNATION

Wage Stagnation

Incomes from wages and capital were flat or fell for two-thirds of households in 25 advanced economies between 2005 and 2014—an explosive increase from less than 2 percent in the previous decade. [1]

ECONOMIC

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TREND

To play this card, put it face up in front of you on the table.

A SHRINKING FUTURE

A Shrinking Future

As the global population grows, global birth rates suggest that the end of growth is as near as mid-century. In fact, large parts of the world face near term population decline if trends stay where they are – Japan, Russia, most of the EU, Canada, Australia, and more.[28]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

AN OLDER FUTURE

An Older Future

Of all the people who ever lived to be 65 years old, some two-thirds of them are alive today. The next 25 years will see the culmination of a grand experiment, in which the question will be how to organize society – work, transportation, communities, old age care, and more – for a time when a quarter of the population is over the age of 65, and many are much older.[27]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

CONSTANT COMMUNICATION

Constant Communication

Wearable augmented reality, via contact lenses or glasses, combined with always on wireless contact with circles of friends and strangers will mean that people will constantly be talking to thin air.[26]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

CROWDSOURCED REWARD

Crowdsourced Reward

Enterprises crowdsource rewards to give back to consumers. Evolving to become more than just a place for marketing and developing products, crowdfunding and crowdsourcing platforms are putting a greater emphasis on the consumer by openly giving prizes and rewards instead of asking for something in return. This signifies a turn toward more consumer-focused online endeavors.[25]

ECONOMIC

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TREND

To play this card, put it face up in front of you on the table.

Reactive Fashion

REACTIVE FASHION

As fashion and technology merge, sensor-integrated apparel takes center stage. Going beyond aesthetic design, fashion retailers are turning to responsive technology for customized appeal. Using sensors to help track and perfect body movements, brands are transforming the way consumers interact with clothing, providing not only function, but also a heightened sense of control.[24]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

Branded Cognition

BRANDED COGNITION

Multisensory experiences create emotional connections within consumers. Branded multisensory experiences covertly engage consumers on an emotional level, strengthening pre-existing ties to the brand and boosting subconscious accessibility. In playing up subtle yet recognizable stimuli, brands can reach consumers in an intimate, emotional way that is sure to resonate as a more positive and memorable relationship.[23]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

Recognition Purchasing

RECOGNITION PURCHASING

Brands convert product interaction into direct sales channels. Innovative shopping apps that use image recognition technology in order to customize recommendations provide a personalized and convenient digital shopping experience. By enabling customers to add items to their shopping carts through taking a photo or scanning barcodes, brands are able to streamline the path to purchase.[22]

TECHNOLOGY

TREND

To play this card, put it face up in front of you on the table.

Streamlined Feedback

STREAMLINED FEEDBACK

Brands encourage customer feedback through user-friendly technology. Sites like Yelp have made feedback unavoidable for restaurants and retailers. To combat this, brands are implementing apps and tech kiosks that not only make the process easy, but in some cases incentivize customer engagement. This is consistent with an increasingly customized, consumer-driven approach to customer service.[21]

TECHNOLOGY

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TREND

EXPERIENTIAL FLAVOURING

To play this card, put it face up in front of you on the table.

Experiential Flavouring

Moving beyond mere taste, consumers turn to interactive flavor enhancements. Moving beyond the allure of exotic flavoring, brands are turning to flavor enhancements that tantalize both taste buds and provide sensory experiences. Using things like flavored straws and powders to encourage user participation, brands are seeking to not only heighten engagement, but make the process of enhancing flavors more customized to consumer tastes.[20]

TECHNOLOGY

TREND

DIGITIZED QUEUE

To play this card, put it face up in front of you on the table.

Digitized Queue

Consumers skip wait times by ordering ahead with innovative apps. As the progression toward streamlining everyday tasks continues, consumers are being enticed by tech-powered services that enable ordering ahead of time or allow for skipping of queues altogether. The emergence of fast-lane apps is representative of the modern consumer's desire to save time wherever possible, while also adding an element of exclusivity.[19]

TECHNOLOGY

TREND

RETAIL COMMUNITY

To play this card, put it face up in front of you on the table.

Retail Community

Stores offer value beyond mere products by serving as community hubs. Tapping into the modern consumer's emotional need to connect to a larger cause, brands are beginning to re-imagine the retail experience as a place for building relationships and cultivating community. The re-positioning of retail destinations as centers of local culture also speaks to the consumer interest in seeking out opportunities for sparking real-world connections in an ever-increasing digital era.[18]

TECHNOLOGY

TREND

AUTOMATED CREATION

To play this card, put it face up in front of you on the table.

Automated Creation

Consumers move from curating to creating with art-encouraging resources. The younger generation is obsessed with avoiding the tedious professions that wreak havoc on their parents, resulting in a need to create. Many online resources and apps have been released as a result.[17]

TECHNOLOGY

POLICY FLUXX

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TREND

CONNECTING TALENT ONLINE

To play this card, put it face up in front of you on the table.

Connecting Talent Online

Online talent platforms are increasingly connecting people to the right work opportunities. By 2025 they could add $2.7 trillion to global GDP. Millions of people cannot find work, even as sectors from technology to healthcare struggle to fill open positions. Online talent platforms can ease a number of labor-market dysfunctions by more effectively connecting individuals with work opportunities.[13]

TECHNOLOGY

TREND

CLOSING THE GENDER GAP

To play this card, put it face up in front of you on the table.

Closing the Gender Gap

Globally, women spend thrice the amount of time as men on unpaid care work—an economic contribution conservatively worth $10 trillion, or 13 percent of global GDP, for which they are not compensated or recognized. Turning to work that is paid and measured, women generate about 37 percent of the world's GDP, despite being about half of the world's total population. For every 100 men, there are only 22 women in ministerial and parliamentary positions.[11]

POLITICAL

TREND

MACHINE WORK

To play this card, put it face up in front of you on the table.

Machine Work

Across all occupations in the US economy, one-third of the time spent in the workplace involves collecting and processing data. Both activities have a technical potential for automation exceeding 60 percent. And it's not just entry-level workers or low-wage clerks who collect and process data; people whose annual incomes exceed $200,000 spend some 31 percent of their time doing those things, as well.[10]

SOCIAL

TREND

UPSCALING MOTHERHOOD

To play this card, put it face up in front of you on the table.

Upscaling Motherhood

Brands targeting mothers turn to all things high end for modern parents. E-commerce channels are birthing a new generation of modern mothers who are well-versed in high-end consumer offerings. As such, brands catering to this demographic are developing upscale products for young female parents who, in contrast to established norms, are replacing frugality with luxury. [16]

SOCIAL

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TREND

To play this card, put it face up in front of you on the table.

Sharing Economy

Compared with older cohorts, young adults are 10 to 20 percentage points more likely to consider and use sharing-economy services for everything from accommodation to car rental to furnishings.[8]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

India's Standard of Living

The official poverty rate declined from 45 percent of the population in 1994 to 22 percent in 2012, however 56 percent of India still lack basic necessities - spanning nutrition, water, sanitation, energy, housing, education, and healthcare.[3]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

India's Female Workforce

Research suggests that women now contribute only 17 percent of India's GDP and make up just 24 percent of the workforce, compared with 40 percent globally. Progress toward gender parity of the region's fastest-improving country, an estimated increase of $700 billion to its GDP in 2025.[4]

SOCIAL

TREND

To play this card, put it face up in front of you on the table.

Income Inequality

Incomes from wages and capital were flat or fell for two-thirds of households in 25 advanced economies between 2005 and 2014—an explosive increase from less than 2 percent in the previous decade. To go from a world where about 2 percent of the people in the developed world were facing this problem to a world where somewhere between 25 percent and 50 percent of people in the developed world are no longer advancing is such a substantial step up.[12]

ECONOMIC

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TREND

To play this card, put it face up in front of you on the table.

ADVANCING AFRICA

Advancing Africa

Between 2010 and 2015, Africa's overall GDP growth averaged just 3.3 percent, considerably weaker than 4.9 percent a year between 2000 and 2008. Household consumption is expected to grow at 3.8 percent a year to total $2.1 trillion by 2025. Africa is home to 700 companies with annual revenue of more than $500 million, including 400 with annual revenue above $1 billion, and these companies are growing faster and are more profitable than their global peers.[9]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

WORKING AGE DIVERISTY

Working Age Diversity

Many younger consumers are under income pressure, are poorer than the previous generation, and are more cost conscious. This group is becoming more ethnically diverse. In the United States, for instance, the share of Hispanic young adults (aged 15 to 34) tripled from 7 percent in 1980 to 21 percent in 2012.[7]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

ELDERLY SPENDING POWER

Elderly Spending Power

This group will grow by more than one-third in number, from 164 million in 2015 to 222 million in 2030. It will generate 51 percent of urban consumption growth in developed countries and 19 percent of global urban consumption growth. By 2030, we expect to see a wider variation in purchasing power among the elderly than we see today. [5]

ECONOMIC

TREND

To play this card, put it face up in front of you on the table.

CHINA'S PRODUCTIVITY BOOM

China's Productivity Boom

China has a vibrant private sector, earning three times the returns on assets of state-owned enterprises. There are now 116 million middle-class and affluent households (with annual disposable income of at least $21,000 per year), compared with just 2 million such households in 2000.

Labor productivity is 15 to 30 percent of the average in countries.[2]

ECONOMIC

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VALUE

To play this card, put it face up in front of you on the table.

Matchmaking Adulthood

Big and small decision making takes a page from Tinder. As Millennials reach adulthood and more important decisions need to be made, the question of how to capture the generation with a notoriously low attention span becomes more pressing. This speaks to the Millennial desire to maintain personal brand, and for quick and easy tech transactions.[121]

VALUE

To play this card, put it face up in front of you on the table.

Developing Economies

The process of globalizing the economy continues, with effects that are both positive and negative. The adjustments that this process brings are generally underestimated, particularly the impact on the middle class in developed countries.[120]

VALUE

To play this card, put it face up in front of you on the table.

Modern Machismo

Men's aesthetics receive revamped modern updates delivering bold statements. Male aesthetics are receiving bold, modern twists that challenge beauty standards and norms. As conceptions of gender roles continue to change, companies are responding accordingly with products suited to consumers seeking brands with an evident understanding of modern male and female identities.[119]

VALUE

To play this card, put it face up in front of you on the table.

Snackable Content

In an era where all consumers, despite age differences, have complete access to a brand's ecosystem through digital channels, the curation of snackable content is the most efficient way to share a brand story.[118]

POLICY FLUXX

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VALUE

To play this card, put it face up in front of you on the table.

Security

In a climate of insecurity, one might think this is just about the threat of terrorism. From a business standpoint, employee and consumer frailty is a possible risk. The bigger issue from a business standpoint is cyber security, the need to develop ethical hacking programs and the appropriate definition of and boundary around privacy.[117]

VALUE

To play this card, put it face up in front of you on the table.

Collaboration

Working in collaboration (which can also mean co-opetition) will be key to managing the changing landscape. It's also a cornerstone mindset for the sharing economy.[116]

VALUE

To play this card, put it face up in front of you on the table.

Snapchat That

From radio and mail, to telephones and television, and now to smartphones and social media, the way we consume and share information is radically different than in the past. Millennials are cutting the landline telephone (and don't even like talking on their cell phones – pls text, thx) and are over paying for cable.[115]

VALUE

To play this card, put it face up in front of you on the table.

No Car. No Home. No Problem.

Thirty years ago, Americans flocked to suburbs and bought affordable homes and cars. Traffic and sprawl were the byproducts. Today, tastes are shifting. Early twenty-somethings are far less likely to even have a driver's license these days, much less have a car of their own. The auto industry is struggling to sell cars to young people, while car-share services like Zipcar and ride-share services like Uber have spread.[113]

POLICY FLUXX

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VALUE

To play this card, put it face up in front of you on the table.

Family Values

Lots of data show older voters placing great importance on traditional family structure and gender roles, while younger voters are more open to same-sex marriage, postponing marriage and childbearing, new gender dynamics in household structure, and cohabitation.[112]

VALUE

To play this card, put it face up in front of you on the table.

Millennials Matter

Consider that someone who casts his or her first vote for President in the year 2016 will, based on average life expectancy, continue voting until the presidential election of 2076. We will discuss the existing research about how partisanship "sticks" and how a voter's preferences when they first begin participating in politics echo through their voting behavior.[111]

VALUE

To play this card, put it face up in front of you on the table.

Older Future

True, they will have down-aged and be healthier longer, and parts of the world will be younger, but this is unknown territory as such a world has never existed before.[110]

VALUE

To play this card, put it face up in front of you on the table.

Constant Communication

This connection to distant realities and disconnection from immediate realities will create a constant tension over the value of being plugged in so thoroughly. This kind of access will be available the world over, at increasingly affordable prices.[109]

POLICY FLUXX

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VALUE

To play this card, put it face up in front of you on the table.

VIRAL ODDITY

Viral Oddity

Novel versions of well-known brands spark worldwide attention. Novelty and oddity reign supreme in the foodie world, but for the mass majority of consumers, full-blown exoticism is still intimidating.[108]

VALUE

To play this card, put it face up in front of you on the table.

TAILORED PRODUCTS

Tailored Products

The variety of consumers that companies can serve has arguably never been more rich and diverse, both across regions and within them. In many markets, companies may need to strengthen their skills in managing overlapping products and brands.[107]

VALUE

To play this card, put it face up in front of you on the table.

FOOTPRINT MATTERS

Footprint Matters

With consumption increasingly dependent on per capita spending, footprint matters. Companies also need to continually adapt to evolving demographics and consumption patterns of cities—and even in neighborhoods within cities.[106]

SIGNPOST

To play this card, put it face up in front of you on the table.

REFUGEE CRISIS

Refugee Crisis

The refugee crises in Europe will remain a major factor during 2016. UN estimates indicate that over one million people have entered Europe with the intention of claiming asylum during 2015. On a global level, UNHCR has stated that the number of forcibly displaced people reached almost 60 million in 2015, an increase of some 40% since 2014.[135]

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

SIGNPOST
To play this card, put it face up in front of you on the table.

Brexit

A key factor shaping Europe's political future in the decades to come is the referendum on the UK's membership of the EU. Referendums always come with uncertainty. Unexpected events can push the results in any direction. The best guess is that the United Kingdom remains in the European Union. The economic and political consequences of a British move towards isolationism are devastating.[137]

SIGNPOST
To play this card, put it face up in front of you on the table.

China Stock Market Crash

China's economic growth has been a key factor impacting the world economy this century. Without it, the recovery after 9/11 or the crash of 2008 would have been more difficult, if not impossible. China is now one of the biggest economic forces in the world, rivaling the impact of both the U.S. and Europe.[136]

SIGNPOST
To play this card, put it face up in front of you on the table.

Renewable Energy

Wind and solar have never really been competitive with fossil fuels, but the status quo will change thanks to technology that enables wider use and better energy storage. In the last decade, the cost of solar energy has already fallen by a factor of 10, and the International Energy Agency predicts that the sun could surpass fossil fuels to become the world's largest source of electricity by 2050.[134]

SIGNPOST
To play this card, put it face up in front of you on the table.

Geonomics

As super computers make the enormously complicated process of genetic analysis much simpler, the authors foresee a world in which "genomic-based diagnoses and treatments will extend patients' lives by between six months and two years in 2025." Sequencing systems could eventually become so commonplace that doctors will have them on their desktops.[132]

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Energy Storage

The price of lithium-ion battery packs could fall by a third in the next 10 years, which will have a big impact on not only electric cars, but renewable energy storage. There will be major repercussions for the transportation, power generation, and the oil and gas industries as batteries grow cheaper and more efficient.[131]

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Global Connections

The disruptive force is the degree to which the world is much more connected through trade and through movements in capital, people, and information (data and communication)—what we call "flows." Links forged by technology have marched on uninterrupted and with increasing speed, ushering in a dynamic new phase of globalization, creating unmatched opportunities, and fomenting unexpected volatility.[130]

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Aging World

The human population is getting older. Fertility is falling, and the world's population is graying dramatically. For the first time in human history, aging could mean that the planet's population will plateau in most of the world. Thirty years ago, only a small share of the global population lived in the few countries with fertility rates substantially below those needed to replace each generation—2.1 children per woman.[129]

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Border Control

In the past, many borders were not clearly defined lines, but were neutral zones called marchlands. For the purposes of border control, airports and seaports are also classed as borders. Most countries have some form of border control to regulate or limit the movement of people, animals, plants, and goods into or out of the country. [128]

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Health Epidemic

A disease outbreak happens when a disease occurs in greater numbers than expected in a community or region or during a season. An outbreak may occur in one community or even extend to several countries. It can last from days to years.

Sometimes a single case of a contagious disease is considered an outbreak. This may be true if it is an unknown disease, is new to a community, or has been absent from a population for a long time.[127]

SIGNPOST

To play this card, put it face up in front of you on the table.

Population Plummet

Global migration and immigration off-sets low birth rates, and one must beware the permanent trend. But, like the aging population, a world in which each year there are fewer people would be unprecedented in modern times.[126]

SIGNPOST

To play this card, put it face up in front of you on the table.

No More Aids

Vaccines that prevent diseases such as measles and rotavirus, currently available in rich countries, will also become affordable and readily available in developing countries. Since it was founded 10 years ago, the Gavi Alliance, a global partnership that funds expanded immunisation in poor countries, has helped prevent more than 5 million deaths. It is easy to imagine that in 25 years this work will have been expanded to save millions more lives by making life-saving vaccines available all over the world.[125]

SIGNPOST

To play this card, put it face up in front of you on the table.

Geopolitics Divide

No balance of power lasts forever. Just a century ago, London was the centre of the world. Britain bestrode the world like a colossus and only those with strong nerves (or weak judgment) dared challenge the Pax Britannica.

A hundred years ago, as Britain's dominance eroded, rivals, particularly Germany, were emboldened to take ever-greater risks. The same will happen as American power erodes in the 2010s-20s. In 1999, for instance, Russia would never have dared attack a neighbour such as Georgia but in 2009 it took just such a chance.[123]

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

SIGNPOST

To play this card, put it face up in front of you on the table.

Economic Crash

There is no precise definition of an economic collapse. The term has been used to describe a broad range of bad economic conditions, ranging from a severe, prolonged depression with high bankruptcy rates and high unemployment (such as the Great Depression of the 1930s), to a breakdown in normal commerce caused by hyperinflation (such as in Weimar Germany in the 1920s), or even an economically caused sharp rise in the death rate and perhaps even a decline in population (such as in countries of the former USSR in the 1990s).[122]

SIGNPOST

To play this card, put it face up in front of you on the table.

End of Fossil Fuels

Fossil fuels, as the name suggests, are very old. North Sea oil deposits are around 150 million years old, whilst much of Britain's coal began to form over 300 million years ago. Although humans probably used fossil fuels in ancient times, as far back as the Iron Age, it was the Industrial Revolution that led to their wide-scale extraction. Fossil fuels are an incredibly dense form of energy, and they took millions of years to become so. And when they're gone, they're gone pretty much forever.[123]

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

Sixty Years

The age Canada begins considering you a senior.

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

Forty Years

The current average age in Canada.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

TWENTY-NINE YEARS

Twenty-Nine Years

The age Canada stops thinking of you as a youth.

POLICY FLUXX

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

TWELVE YEARS

Twelve Years

The average age of a grade 6 student and when Canada considers you an adolescent.

POLICY FLUXX

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

EIGHTEEN YEARS

Eighteen Years

The age of consent and when you can vote in Canada.

POLICY FLUXX

TIMELINE

To play this card, place it face up in the centre of the table. Discard previous Timeline, if any.

EIGHTY-FOUR YEARS

Eighty-Four Years

Current life expectancy of a woman living in Ontario

POLICY FLUXX

SURPRISE

This card can be played at any time, for one of the functions described below, or to cancel a "Surprise" which another player has played.

Veto!

Out of turn:
Discard a New Rule another player has just played, thus preventing it from ever taking effect.

During your turn:
Discard your choice of up to 2 New Rules currently in play.

SURPRISE

CANCELED PLANS

This card can be played at any time, for one of the functions described below, or to cancel a "Surprise" which another player has played.

Canceled Plans

Out of turn:
Discard a "Trend" another player has played, this stopping it from being used.

During your turn:
Discard the current "Trend(s)". Also, all other players must discard a "Trend", or a random card, from their hands.

SURPRISE

STOP THAT!

This card can be played at any time, for one of the functions described below, or to cancel a "Surprise" which another player has played.

Stop That!

Out of turn:
Cancel an "Action" another player has just played.

During your turn:
All other players must discard one "Action", or a random card, from their hands.

ACTION

USE WHAT YOU TAKE

To play this card, do whatever it says, then place it on the discard pile.

Use What You Take

Take a card at random from another player's hand, and play it.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Everybody Gets 1

Set your hand aside.

Count the number of players in the game (including yourself). Draw enough cards to give 1 card to each player, the do so.

You decide who gets what.

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Value Proposition

Pick any Value another player has on the table and exchange it for one you have on the table.

If you have no Values in play, or if no one else has a Value, nothing happens.

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Draw 3, Play 2 of Them

Set your hand aside.

Draw 3 cards and play 2 of them. Discard the last card, then pick up your hand and continue with your turn.

This card, and all cards played because of it, are counted as a single play.

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Draw 2 and Use Them

Set your hand aside.

Draw 2 cards, play them in the order you choose, then pick up your hand and continue with your turn.

This card, and all cards played because of it, are counted as a single play.

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Exchange Trends

Pick any Trend from another player on the table and exchange it for one you have on the table.

If you have no Trends in play, or if no one else has a Trend, nothing happens.

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Share the Wealth

Gather up all the Trends on the table. Shuffle them together, then deal them out, giving the first card to yourself. Cards should all be dealt face down, then revealed at once.

(Everyone will probably end up with a different number of Trends in play than they started with.)

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Policy Window

Reset to the Basic Rule.

Discard all New Rule and leave only the Basic Rules (and any Meta Rules) in play.

ACTION

To play this card, do whatever it says, then place it on the discard pile.

New Order

Reverse the order in which the players take turns.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

ACTION

OUT OF OUR HANDS

Out of Our Hands

Take all cards on the board and reset.

ACTION

DO SOMETHING

Do Something

Set your cards aside. Take 3 new cards. Give one card to the player on your left, keep one card and discard one card of your choosing.

ACTION

NEW POLITICAL PARTY

New Political Party

Each player must choose 1 card from their hand and give it to you.

ACTION

TAXATION

Taxation

Take one random card from every other player's hands.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Empty the Trash

Take all the cards in the discard pile and shuffle them back into the playing cards.

ACTION

To play this card, do whatever it says, then place it on the discard pile.

Change the Rules

Choose any New Rule to discard or exchange with another New Rule in your hand.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Conservationalists

The player who has any 3 environmental Trends on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Triple Fudge Sundae

The player who has any 3 political Trends on the table wins. Plus 1 Value and 1 signpost.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Three's Company

The player who has 1 technology, 1 economic and 1 social Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Triple Threat

The player who has any 3 Trends of the same kind on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Tech Cabinet

The player who has 2 technology and 1 political Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Social Platform

The player who has 2 social and 1 political Trend on the table wins. Plus 1 Value and 1 signpost.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Helping Hands

The player who has 2 social and 1 environmental Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Sustainable Governance

The player who has 2 environmental and 1 political Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Connected World

The player who has 2 technology and 1 environmental Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Green Party

The player who has 2 political and 1 environmental Trend on the table wins. Plus 1 Value and 1 signpost.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

People, People, People

The player who has any 3 social Trends on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Triple Bottom Line

The player who has a social, economic and political Trend on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Money, Money, Money

The player who has any 3 economic Trends on the table wins. Plus 1 Value and 1 signpost.

GOAL

To play this card, put it face up in front of you on the table. Discard previous Goal, if any.

Tech Nation

The player who has any 3 technology Trends on the table wins. Plus 1 Value and 1 signpost.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

NEW RULE

To play this card, place it face up in the centre of table. New Rules take effect instantly. Discard previous Trend Limit.

TREND LIMIT 5

Trend Limit 5

Except during your turn, you can only have 5 Trend in play. Discard extras (of your choice) immediately. You may play new Trends during your turn as long as you discard to 5 when your turn ends.

NEW RULE

To play this card, place it face up in the centre of table. New Rules take effect instantly. Discard previous Trend Limit.

TREND LIMIT 4

Trend Limit 4

Except during your turn, you can only have 4 Trend in play. Discard extras (of your choice) immediately. You may play new Trends during your turn as long as you discard to 4 when your turn ends.

NEW RULE

To play this card, place it face up in the centre of table. New Rules take effect instantly. Discard previous Trend Limit.

TREND LIMIT 3

Trend Limit 3

Except during your turn, you can only have 3 Trend in play. Discard extras (of your choice) immediately. You may play new Trends during your turn as long as you discard to 3 when your turn ends.

NEW RULE

To play this card, place it face up in the centre of table. New Rules take effect instantly. Discard previous Trend Limit.

TREND LIMIT 2

Trend Limit 2

Except during your turn, you can only have 2 Trend in play. Discard extras (of your choice) immediately. You may play new Trends during your turn as long as you discard to 2 when your turn ends.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

NEW RULE

To play this card, place it face up in the centre of table. New Rules take effect instantly. Discard previous Trend Limit.

Trend Limit 1

Except during your turn, you can only have 1 Trend in play. Discard extras (of your choice) immediately. You may play new Trends during your turn as long as you discard to 1 when your turn ends.

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Double Agenda

A second Goal can now be played. After this, whoever plays a new Goal (or causes this card to be discarded) must choose which of the current Goals to discard.

You win if you satisfy either Goal. (In case of a tie, continue playing until a clear winner emerges)

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Curiosity Bonus

If you are playing this game in a public place and a stranger inquires about it, all players must draw a card.

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Swap Plays for Draws

At any point during your turn, you may decide to play no more cards and instead draw as many cards as you have remaining to play. (If Play All, draw as many cards as you hold).

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Income Subsidy

If you have no cards in your hand at the start of your turn, draw a new hand of 3 cards before observing the current Draw Rule.

NEW RULE

RICH GET RICHER

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Rich Get Richer

If you are the player with the most cards, draw 1 additional card at the beginning of your turn.

NEW RULE

INFLATION

To play this card, place it face up in the centre of the table. New Rules take effect instantly.

Inflation

Anytime a numeral is seen on another card, add one to that numeral.
For example 1 becomes 2, while one remains one.

This does affect the Basic Rules.

NEW RULE

DRAW 5

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Draw rules.

Draw 5

Draw 5 cards per turn.

The person who played this card should draw extra cards right away (if needed) so that they have drawn 5 cards this turn.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

DRAW 4

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Draw rules.

Draw 4

Draw 4 cards per turn.

The person who played this card should draw extra cards right away (if needed) so that they have drawn 4 cards this turn.

DRAW 3

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Draw rules.

Draw 3

Draw 3 cards per turn.

The person who played this card should draw extra cards right away (if needed) so that they have drawn 3 cards this turn.

DRAW 2

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Draw rules.

Draw 2

Draw 2 cards per turn.

The person who played this card should draw extra cards right away (if needed) so that they have drawn 2 cards this turn.

HAND LIMIT 5

NEW RULE

To play this card, place it face up in the centre of the table. New rules take effect instantly. Discard previous Hand Limit.

Hand Limit 5

If it isn't your turn, you can only have 5 cards in your hand - discard your choice of extras immediately. During your turn, this rule does not apply to you when your turn is over; discard down to 5 cards.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

NEW RULE

To play this card, place it face up in the centre of the table. New rules take effect instantly. Discard previous Hand Limit.

Hand Limit 4

If it isn't your turn, you can only have 4 cards in your hand - discard your choice of extras immediately. During your turn, this rule does not apply to you when your turn is over; discard down to 4 cards.

NEW RULE

To play this card, place it face up in the centre of the table. New rules take effect instantly. Discard previous Hand Limit.

Hand Limit 3

If it isn't your turn, you can only have 3 cards in your hand - discard your choice of extras immediately. During your turn, this rule does not apply to you when your turn is over; discard down to 3 cards.

NEW RULE

To play this card, place it face up in the centre of the table. New rules take effect instantly. Discard previous Hand Limit.

Hand Limit 2

If it isn't your turn, you can only have 2 cards in your hand - discard your choice of extras immediately. During your turn, this rule does not apply to you when your turn is over; discard down to 2 cards.

NEW RULE

To play this card, place it face up in the centre of the table. New rules take effect instantly. Discard previous Hand Limit.

Hand Limit 1

If it isn't your turn, you can only have 1 cards in your hand - discard your choice of extras immediately. During your turn, this rule does not apply to you when your turn is over; discard down to 1 cards.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Play rules.

Play ALL
_____

Play ALL of the cards in your hand on each turn.

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Play rules.

Play 5
_____

Play 5 cards per turn. If you have fewer than 5 cards in your hand, play all your cards.

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Play rules.

Play 4
_____

Play 4 cards per turn. If you have fewer than 4 cards in your hand, play all your cards.

NEW RULE

To play this card, place it face up in the centre of the table. New Rules take effect instantly. Discard any previous Play rules.

Play 3
_____

Play 3 cards per turn. If you have fewer than 3 cards in your hand, play all your cards.

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

POLICY FLUXX

GROWTH ∞ SCENARIO

To play this card, place it face up in the centre of the table. Discard previous Scenario, if any.

Growth

A continued growth of all modern government, educational systems and organizations. These systems feed the economy to keep growing and changing.

POLICY FLUXX

COLLAPSE ∞ SCENARIO

To play this card, place it face up in the centre of the table. Discard previous Scenario, if any.

Collapse

The economy cannot - possibly, should not - keep growing in our finite world. It should be emphasized here that the "collapse" future is not and should not be portrayed as a "worse case scenario".

POLICY FLUXX

DISCIPLINE ∞ SCENARIO

To play this card, place it face up in the centre of the table. Discard previous Scenario, if any.

Discipline

A disciplined society often arises when people feel that "continued economic" growth is either undesirable or unsustainable. In response to this challenge, people may also orient their lives around fundamental values - natural, spiritual, political, or cultural. Life is then "disciplined" around these values.

POLICY FLUXX

TRANSFORMATION ∞ SCENARIO

To play this card, place it face up in the centre of the table. Discard previous Scenario, if any.

Transformation

When focused on the power of engineering, specifically technology and innovation there is an emergence of a "dream society". It anticipates and welcomes the transformation of all life, systems and society.

POLICY FLUXX

Futurist's Scratchpad

Policy Frame _____
What policy area are you tackling? For example: The Future of Public Consultation
.

∞ Scenario	⧗ Timeline
⚑ Signpost	♥ Value

∿ Trends

Implications	*This might happen…*

Narrative	*A typical day might look like…*

Strategies	*Actions that might be taken…*

Futurist's Scratchpad

Policy Frame _____
What policy area are you tackling? For example: The Future of Public Consultation
.

∞ Scenario	⧗ Timeline
⚑ Signpost	♥ Value

∿ Trends

Implications	*This might happen…*

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Strategies	*Actions that might be taken…*