The Power of Narratives in Policymaking

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To manage her Parkinson’s disease, Sara Riggare spends 1 hour in neurological healthcare and 8,765 hours in selfcare per year.
I am not saying I want more time in healthcare.

However, I am saying that healthcare needs to acknowledge the work we patients do in selfcare and also start working to make use of our observations for their own knowledge.
• “[Narratives] are interpretive devices, through which people represent themselves, both to themselves and to others. ... they circulate culturally to provide a repertoire (though not an infinite one) from which people can produce their own stories” (Lawler 2002: 242)
Medicine vs. Healthcare

• Treating a disease as immediately and effectively as possible

• Creating one’s life stories to maintain or improve QoL for the future
Limits of P4 Medicine

Proactive

Symptomatic

Personal

Public

Predictive and Preventive

Personalised

Participatory

Healthcare

Cf. Auffray, Chen & Hood (2009)
Ethics, Policy, and Reflexion

Reflexive

Personal

Narrative Ethics
Ethics
Narrative-based Medicine
Evidence-based Medicine

Public

Narrative Policy Analysis
Policy Analysis
Narrative-based Policy Making
Evidence-based Policy Making

Substantive
Public Engagement in Science Policy
World Wide Views on Global Warming on September 26, 2009 for COP15 in December
Policy Recommendations

• The environmental factor should take priority in any political decision of countries participating in the conference (Egypt)

• Use a CO2 emission tax from rich countries to support clean technologies in poor countries (Vietnam)

• Establish an international fund from national contributions on a sliding scale, considering income and emissions, to implement a globally standardized active learning program on climate change involving public, private, and non-profit organizations (USA, Georgia)
Policy Recommendations

• Create an international fund where the developed could deposit their technologies in exchange for emissions quotas. Only poor countries can use the technologies from this fund free of charge (Russia)

• Link mitigation and adaptation and mandatory corporate social responsibility to ensure CO2 levels in the atmosphere are lower than 350ppm (the Maldives)

• Our Earth is like a patient with a fever. We must collaborate to save her by sharing our wisdom so as to provide economical and technological remedies to avoid +2 degrees damage (Japan)
Criticisms of Public Engagement

- Public engagement exercises in Europe have been criticised in terms of utility, legitimacy and comprehensibility (Rogers-Hayden & Pidgeon 2007; Rowe et al. 2005; van Oudheusden 2011; Rask 2013)

- Besides serious reflection on the gap between theoretical development and actual practice in science and technology studies (Irwin 2001; Wynne 2006; Delgado, Kjølberg & Wickson 2011), some are more pessimistic about the substantive role of wider engagement in societal decision-making (Lövrand, Pielke & Beck 2011)
Why Public Engagement?

Normative
Instrumental
Substantive
• Identity
• Labour
• Data
• Narrative (Worldview)
• Future

After Fiorino (1990)
Mode 1: Prognostic Orientation

- Metaphor: future ‘cone’ with small opening angle
- orientation: prediction of impacts and consequences

Grunwald (2015)
Mode 2: Scenario-based Orientation

- Metaphor: future cone with larger opening angle
- orientation by scenarios

Grunwald (2015)
Mode 3: Hermeneutic Orientation

What to do in the case of very large opening angles?

Grunwald (2015)
## Orientations of Techno-Futures

<table>
<thead>
<tr>
<th>Approach to the future</th>
<th>Prognostic</th>
<th>Scenario-based</th>
<th>Hermeneutic</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>One future</td>
<td>Corridor of sensible futures</td>
<td>Open space of futures</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Spectrum of futures</th>
<th>Convergence as ideal</th>
<th>Bounded diversity</th>
<th>Unbounded divergence</th>
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</thead>
</table>

<table>
<thead>
<tr>
<th>Preferred methodology</th>
<th>Quantitative, model-based</th>
<th>Quantitative or qualitative; participatory</th>
<th>Narrative</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Knowledge used</th>
<th>Causal and statistical knowledge</th>
<th>Models, knowledge of stakeholders</th>
<th>Associative knowledge, qualitative arguments</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Role of normative issues</th>
<th>Low</th>
<th>Depends on case</th>
<th>High</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Orientation provided</th>
<th>Decision-making support, optimization</th>
<th>Robust action strategies</th>
<th>Self-reflection and contemporary diagnostics</th>
</tr>
</thead>
</table>

Grunwald (2013, 2014)
Questions

• It may be easier to construct ‘scenarios’, which implies there are writers for the scenarios
• However, how to create ‘narratives’, from which people can produce their own stories?
• In other words, how can we internalize a story and share it publicly?
Methodology Part 1: Interactive Public Comments
STIに向けた政策プロセスへの関心層別関与フレーム設計
Framework for Broad Public Engagement in Science, Technology and Innovation Policy
Q1. Interest in Science

Can you please tell me how interested you are in science?

1. Very interested
2. Quite interested
3. Neither interested nor disinterested
4. Not very interested
5. Not interested at all
6. Don’t know

Victorian Department of Innovation, Industry and Regional Development (2007)
Q2. Search for Information

Do you actively search for information about science and/or technology?

1. Yes
2. No
3. Don’t know
Q3. Accessibility and Literacy

When you have looked for information about science and technology in the past, have you generally been able to find what you were looking for?

1. Yes, and it tends to be easy to understand
2. Yes, but it is often difficult to understand
3. No, I often can’t find what I am looking for
4. Don’t know

Victorian Department of Innovation, Industry and Regional Development (2007)
In science and technology,

Interested  ... 52.2%
Potentially Interested  ... 34.5%
Uninterested  ... 13.3%

Nationwide web survey (n=4,159; Mar 2012)
Public comment

A system regulated by the Administrative Procedure Act (1993)
Aggressive and interactive public comment

Citizens and public administrators under 35 in Kyoto City collected diverse comments from the public
Interactive Public Comment (a.k.a. Kyoto Model)

1. Following existing public comment systems based on the Administrative Procedure Act and related regulations of local government, it goes and collects comments from a wide range of citizens (Aggressive public comment)

2. In order to collect comments from wider public,  
   ① it limits the geographical area,  
   ② by taking upstream,  
   ③ plural policy issues at the same time (Guaranteeing public opinions)
Interactive Public Comment (a.k.a. Kyoto Model)

3. It collects comments in an effective, efficient and fair manner for public administration (Reduced administrative burden)

4. It adds to the backdrop of individual public comments (Visualization)
   ① Collecting and aggregating process of the comments
   ② Context and background of each comment
   ③ Characteristic of the issued area (demography and potential bias of opinions)

5. It gives a feedback on how to reflect public comments on policy making to the submitters and the society (Feedback to the society)
Case: Japan Vision 2020
A large movement to change the future of Japan must be created instead of merely focusing on the successful implementation and economic effects of the Olympic Games. Newly created values are approved by Japanese citizens and the international community. A virtuous cycle exists in which new outstanding human resources and knowledge are accumulated.

How should the 2020 Olympics be regarded, and what must be done to realize this vision?

A successful Olympic Games can only be realized under the premise of upgrading Japanese society and its citizens. Strategic creation of breathing space, while maintaining competitiveness in an aging society (a society in which people can continue taking on challenges throughout their lives).

**UPGRADING JAPANESE SOCIETY AND ITS CITIZENS**

Japanese are not just “hardworking”, but create innovation valued worldwide. Realize an Innovative Value Creation Society

Japanese culture is innovative, and yet, values tradition! Strengthen culture and disseminate worldwide Power of Culture

Become a forerunner for a mature society! Create necessary structures adaptable to change Dynamic Total Optimization

Innovative new values are continuously created, allowing people to actually feel their fruits.

Utilize strengths of Japanese tradition

Utilize strengths of Olympic tradition

Collect ideas from internal deliberations of MEXT staff (approx. 350 responses), citizen workshops, intensive consultations with young athletes, artists, researchers and people working in the business industry and research organizations.

**JAPAN Vision towards the 2020 Olympics**

Exhilarating, Cool “Inspiration”

Ties with others, Diversity “Dialogue”

Comfort, Convenience, Efficiency “Maturity”

Collect ideas from internal deliberations of MEXT staff (approx. 350 responses), citizen workshops, intensive consultations with young athletes, artists, researchers and people working in the business industry and research organizations.

**“Feel Olympic inspiration, Individual change, Social change”**

How to realize a safe and secure Olympics
Create a dynamic exhibition which is fascinating
Watch games up close

Collect ideas from internal deliberations of MEXT staff (approx. 350 responses), citizen workshops, intensive consultations with young athletes, artists, researchers and people working in the business industry and research organizations.

**Detailed proposal**

- Increase number of Olympic medals by twofold, up to 80
- World class training facilities, Olympic tourism
- Perform Japanese Undokai (athletic festival) at exhibition
- Create an information system to introduce Japanese culture
- Utilize the spirit of the Olympic Charter in school education
- Host Knowledge Olympics (in Languages, Science, etc.)
- Promote dream-inspiring research development aimed at reforming society: comfortable and safe transportation system, artificial limbs, assisted technology, etc.

Information dissemination on the maturity of Japanese culture, utilizing elderly people and the vitality of local communities, creating social foundations for environmental preservation are directly connected to solving the nations problems.

- Create a barrier-free society nationwide
- Promote sports volunteers, a giving culture
- Revive and renew art competitions
- Rebuild Ueno Culture Gallery into a world-class natural history and art museum
- Promote foreign student exchanges
- Promote volunteer hands-on experiences
- Secure safe and smart energy and a society for such supply and demand
- Research in Japan

2020 Olympics is not just that Tokyo Olympics, but should be regarded as the Japan or Asian Olympics.
## Approaching the Uninterested

<table>
<thead>
<tr>
<th>Events</th>
<th>Percentage of the uninterested</th>
<th>Comments collected</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tokyo National Museum of Science event</td>
<td>5%</td>
<td>46</td>
</tr>
<tr>
<td>Kobe Science Fair</td>
<td>16%</td>
<td>47</td>
</tr>
<tr>
<td>Kyoto 100 Citizens Committee</td>
<td>36%</td>
<td>78</td>
</tr>
<tr>
<td>Kobe Primary School Parents &amp; Teachers Association</td>
<td>80%</td>
<td>86</td>
</tr>
<tr>
<td>Ikoma Kindergarten</td>
<td>67% / 40%</td>
<td>40</td>
</tr>
<tr>
<td>Focus group interview</td>
<td>100%</td>
<td>95</td>
</tr>
</tbody>
</table>
## A New Value for the Vision 2020

“Open and appropriateness” was extracted from 290 comments in ‘Others’ category, which are mostly from the uninterested.

<table>
<thead>
<tr>
<th>ID</th>
<th>Comment</th>
<th>Source 1</th>
<th>Source 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>217</td>
<td>Evidence-based evaluation of outcomes and issues</td>
<td>Ministry of Education, Culture, Sports, Science and Technology (MEXT)</td>
<td>In-house survey</td>
</tr>
<tr>
<td>568</td>
<td>Understanding and examining both benefits and limits of S&amp;T</td>
<td>Citizens (Uninterested: 36%)</td>
<td>Kyoto</td>
</tr>
<tr>
<td>586</td>
<td>There are ethical problems in S&amp;T</td>
<td>Citizens (Uninterested: 36%)</td>
<td>Kyoto</td>
</tr>
<tr>
<td>612</td>
<td>A clear priority of uses of tax money</td>
<td>Citizens (Uninterested: 5%)</td>
<td>Tokyo</td>
</tr>
<tr>
<td>669</td>
<td>It is nice to have information as objectively as numbers</td>
<td>Citizens (Uninterested: 16%)</td>
<td>Kobe</td>
</tr>
<tr>
<td>748</td>
<td>I want to know more how S&amp;T is utilised</td>
<td>Citizens (Uninterested: 67%)</td>
<td>Ikoma</td>
</tr>
<tr>
<td>795</td>
<td>Please do the Olympics safely and smoothly</td>
<td>Citizens (Uninterested: 80%)</td>
<td>Kobe</td>
</tr>
<tr>
<td>798</td>
<td>Think about after the Olympics, for our children</td>
<td>Citizens (Uninterested: 80%)</td>
<td>Kobe</td>
</tr>
<tr>
<td>863</td>
<td>Please tell us how consumption tax is used</td>
<td>Citizens (Uninterested: 100%)</td>
<td>Focus group</td>
</tr>
<tr>
<td>901</td>
<td>It should be publicised how the budget is spent</td>
<td>Citizens (Uninterested: 100%)</td>
<td>Focus group</td>
</tr>
<tr>
<td>904</td>
<td>Politicians' campaign promises should be visualised</td>
<td>Citizens (Uninterested: 100%)</td>
<td>Focus group</td>
</tr>
<tr>
<td>925</td>
<td>It is necessary to use public money in a right way</td>
<td>Citizens (Uninterested: 100%)</td>
<td>Focus group</td>
</tr>
<tr>
<td>926</td>
<td>The public must oversee budget use all the time</td>
<td>Citizens (Uninterested: 100%)</td>
<td>Focus group</td>
</tr>
</tbody>
</table>
Discourse in the Interaction

• Policymaker: What is good for “openness and appropriateness”? I don’t feel empathy for the demand of this value, though it may sound odd.

…

• Researcher: Well, constructing a system for upstream engagement with current or potential opponents is, probably after 3/11, a significantly serious issue, and it’s persuasive.

• Policymaker: Yep, this is necessary in order to share the vision as a guide handed down through future generations.
Interactive Policy Making

A process to increase the influence of citizens on decision making
Methodology Part 2:
*Q Mapping*
1838  Born in Chirlitz/Chrlice, Moravia
1840  Moves to Untersiebenbrunn east of Vienna.
1853  Attends secondary school in Kremsier/Kroměříž, Moravia.
1855–1860  Attends the University of Vienna.
1861–1864  Privatdozent in Vienna.
1864–1867  Professor of mathematics and physics (1866) at the University of Graz in Styria.
1867  Marries Ludovica Marussig in Graz.
1867–1895  Professor of experimental physics at the University of Prague.
1868–1881  Birth of four sons and one daughter.
1879–1880  Rector of the University of Prague.
1882–1883  The University of Prague split into German and Czech institutions.
1883–1884  Rector of the German University of Prague until his resignation in January 1884.
1886  First photograph of projectile shock waves.
1886–1919  Publication of physics textbooks used in German and Austrian secondary schools.
1890  Co-editor of educational journal.
1894  Suicide of Heinrich Mach.
1895–1901  Professor of philosophy at the University of Vienna.
1898  Stroke permanently paralyses the right half of his body.
1901  Official retirement from university position and appointment to the Austrian House of Peers.
1901–1913  Lives in retirement in Vienna.
1908  Max Planck’s first public attack on Mach.
1909  Vladimir Lenin’s book *Materialism and Empirio-Criticism* criticizes Mach’s phenomenalism and philosophy of science.
1909–1913  Mach-Einstein correspondence.
1913  Moves from Vienna to Vaterstetten, Bavaria.
1913  Mach attacks Einstein’s theory of relativity in the preface to a posthumously published book (1921).
1916  Death from heart disease.
Q Methodology

Ellingsen, Thorsen & Størksen (2014)
Q Map of the Perspectives (Nuclear Case)

Yoshizawa (2007)
Q Map of the Perspectives (PV Case)

- **Symbolic** vs. **Substantive**
- **Technocratic** vs. **Democratic**

- **The style of SI exercises**
- **The use of SI**

- **Sceptics**
- **Utilitarians**
- **Scientists**

Yoshizawa (2007)
Conclusion

• In healthcare people need to create their own life stories for the future.

• This suggests that individuals may be able to publicly design futures by presenting their own narrative, not in a way to construct a grand narrative.

• Grounded narratives collected and organized through the process of ‘interactive public comments’ and ‘Q mapping’ would give the participants a sense of self- and shared commitment to the future.