

# HOW TO CREATE A NATIONAL CIRCULAR ECONOMY ROAD MAP

A GUIDE TO MAKING THE CHANGE HAPPEN

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**How to create a national circular economy road map**

A guide to making the change happen

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# Foreword

In 2016, Finland prepared [a national road map to a circular economy](#) under the leadership of the Finnish Innovation Fund Sitra – the first country in the world to do so. The road map created a platform from which to launch and advance circular economy initiatives throughout the country, while ensuring that Finland’s population possesses a shared understanding and the tools to co-ordinate the transition.

The result was a unique combination of strategy, purpose and an action plan. In the road map, there is a strong emphasis on public-private collaboration and, as Finland is a small country, it is not only intended for policymakers but also for municipalities, companies and citizens.

As an independent think-do-and-connect-tank, having seen and assessed emerging solutions since our inception, Sitra had the impetus to share best practices and inspire organisations to contribute their own solutions and proactively engage in the circular economy. Our work was recognised internationally too as Sitra was selected as the winner of the public-sector category of The Circularity Awards, held in conjunction with the World Economic Forum in Davos, Switzerland in 2018.

The road map to a circular economy was made to be updateable. The objectives and the actions required to achieve them would be supplemented before the horizon year 2025, as skills and knowledge on the circular economy accumulate.

Since 2016, other countries have released similar strategies and road maps. To remain a pioneer requires continuous adaptation, which is why in 2019 Sitra launched an update titled [“Critical Move – Finland’s Road Map to a Circular Economy 2.0”](#). Its goal was to chart Finland’s development, raise the level of our ambition, accelerate the change and connect the circular economy to climate change mitigation as a possible solution.

Winning solutions are not simply created using the old way of doing things, but rather by demanding diverse co-operation between the public, private and social sectors and by persevering with effort and commitment. The road map acts as a “wake-up call” and guide for the future-focused thinking of the circular economy’s central interest groups. The road map also acts as encouragement for the actions outlined in the government’s circular economy programme and has already influenced law-making.

The road map and the drawing-up process have attracted a lot of international interest and enquiries. Most of the interest and questions have been about the overall process and particularly how to get started and how to achieve a broad society-level impact with a transformative process. This guide is our answer to those enquiries. In this guide we describe how Finland’s circular economy road map was created and what we learned during the process. We want to share best practices and tips for those devising their own road maps to a circular economy in order to facilitate a global transition to a circular economy.

Creating a path to a circular economy is particularly topical in light of the post-COVID-19 recovery, as the circular economy helps to create new jobs and build more resilience to help avoid future disruptions, while also solving many other ongoing crises, from resource scarcity to biodiversity and climate change.

With this guide, governments, companies and civil society can start down the exciting path towards a society where a good life is no longer achieved by simply producing more goods. We hope the guidebook provides aid and inspiration on the journey towards a circular economy.

Helsinki, September 2020

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# Introduction

A circular economy is the way the world should work – but how do you actually make the transition to a circular economy? Where do you start, what do you aim at and how do you know if you are there?

We have a pretty good idea how to move to a circular economy, in which consumption is based on using services – sharing, renting and recycling – instead of owning things. Materials are not ultimately destroyed but are used to make new products over and over again.

Finland was the first country in the world to prepare a national road map to a circular economy in 2016, under the leadership of the Finnish Innovation Fund Sitra. [Finland's circular economy road map](#), which was subsequently [updated in 2019](#), outlines the circular economy measures to which Finnish state administration, municipalities and businesses have already committed themselves. At the same time the road map presents required measures that do not yet fall under the responsibility of any particular organisation.

To achieve fundamental economic, social and environmental change, a circular economy must be advanced by governments in a co-ordinated manner with sufficient resources allocated to support the change.

A circular economy road map outlines actions that can accelerate the transition towards a competitive and fair circular economy. Creating a circular economy road map is a way of involving stakeholders, highlighting best practices and enabling sustainable change on a national scale. Additionally, in the post-COVID-19 recovery, a circular economy road map can provide both the compass and the engine for a sustainable recovery.

This guide has been compiled based on what has been learned from Finland's circular economy road map process. It features tools, guidelines and inspiration for countries that

want to move towards or are already taking their first steps towards a circular economy.

The guide was created for those who are planning and executing a circular economy road map process – governments, ministries, think tanks, NGOs or independent experts. It is especially useful in a phase where a decision to create a national circular economy has been made but the process is yet to start. However, it can also be used to support an intention to start a circular economy road map process or when updating or revising a circular economy road map.

The road map process consists of nine phases. This guide includes a chapter for each phase explaining what should be done in each phase, who should be involved, what should be kept in mind and how to proceed to the next phase. With the advice and encouragement provided you do not need to start from the scratch. It is, however, important to keep in mind that the phases can overlap, and the estimates for the duration and workload of each phase are only indicative.

The guide can be used as both an inspiration and a guide that walks the reader through each phase of the road map process. It provides detailed information about the different phases of building a road map and specific examples of how it was done in Finland. The guide has been written from a national road map perspective, but it can also be applied at a regional level.

We recommend reading the guidebook from beginning to end before starting a national road map process. This will provide an overview of the entire process and save some unpleasant surprises on the way. When the process is underway, the guidebook can be used to provide detailed guidance for each phase.

At the end of each chapter, you can find a toolkit section. The section includes tools, useful questions and exercises that can be



used during the road map process. They can be used as a checklist for the organisation leading the process or applied to workshop exercises too.

### **Why a circular economy road map?**

The change towards a circular economy is not only a wise move for well-being and competitiveness, but also essential for a sustainable future. The circular economy provides solutions to the biggest challenges we are facing – overconsumption of natural resources, climate change and biodiversity loss.

A circular economy road map is a tool for change: it helps define the required steps and compiles key stakeholders' views on the essential changes and actions required for the circular transformation. It is a document that includes a vision as well as goals and tangible actions that will accelerate a country's transition towards a circular economy.

Shifting to a circular economy requires a long-term effort that spans multiple terms of office. A road map helps to build the necessary timetable for uninterrupted progress.

A circular economy road map compiles the key stakeholders' views on the essential developments and actions required for the transition as well as clarifies their own role in the transition. It is a proven tool for engaging key stakeholders and creating shared understanding about the changes needed on the path towards a future that fits within the planetary boundaries and avoids shortfalls in well-being. The participation of different groups is a matter of fairness too.

In order to successfully start the implementation of the road map and achieve the road map goals, they need to be shared by all who are affected by the process. That is why co-operation based on trust is key throughout the process.

At its best, a circular economy road map is a combination of strategy and action plan. The road map process can also inspire others to become involved in the transition and generate new ideas, actions and initiatives among those who are participating.



### **BENEFITS OF A CIRCULAR ECONOMY ROAD MAP**

- Creates a shared mindset about a path towards a sustainable future
- Offers a way to engage key stakeholders
- Builds a path from plans to action, with clear ownership
- Paves the way for resilience and a more sustainable economy
- Helps achieve the United Nations' Sustainable Development Goals
- Provides a tool for achieving climate targets
- Inspire others to become involved in the transition

## The circular economy road map process in a nutshell

# 1

### **GROUNDWORK AND PRECONDITIONS**

Define the preconditions, create a project plan for the process, define team roles and make sure there are sufficient resources available.

# 2

### **STAKEHOLDERS AND PARTICIPATION**

Identify key stakeholders and make sure they are committed to the process. Form a steering group and identify needs for other working groups.

# 3

### **THE SITUATIONAL PICTURE**

Deepen the understanding about the current state of the circular economy in the country. The situational picture will serve as a solid basis for the next steps.

# 4

### **VISION AND GOALS**

Create an inspiring vision for the road map as well as set specific and measurable goals.

# 5

### **FOCUS AREAS**

Define the focus areas based on the vision and strategic goals. Define the indicators that help measure the transition to a circular economy.

# 6

### **PLANNING THE ACTIONS**

Plan the actions that lead to the road map goals. At best, the circular economy road map is a combination of strategy and tangible action plan.

# 7

### **COMPILE AND PUBLISH**

Start compiling the road map. Ask for stakeholder comments. Communicate to inspire others to start their own actions to promote the circular economy.

# 8

### **EXECUTION AND IMPLEMENTATION**

Define the management model of the road map and ensure stakeholder commitment to guarantee strong implementation. Remember to communicate.

# 9

### **EVALUATION AND REVISION**

Evaluate ongoing projects, explore supplementary actions and decide on updates. Not to forget securing the maximum impact.

# CASE

## Case study Finland: Finland's circular economy road map step by step

### 1. GROUNDWORK AND PRECONDITIONS

The road map work started at Sitra in autumn 2015 with planning the road map process, defining goals for the process and identifying key stakeholders. For the working group, Sitra, together with the minister of the environment, invited different parties from the public, private and third sectors.

### 2. STAKEHOLDERS AND PARTICIPATION

To understand the current and desired state of Finland's circular economy, all 50 members of the working group were interviewed separately. Along with the working group Sitra invited different stakeholders to devise ideas for actions and comment on the road map draft.

### 3. THE SITUATIONAL PICTURE

With the help of findings from the interviews and a comprehensive desk study, a situational picture was drawn up of Finland's current circular economy state. It examined the status of the circular economy in Finland, as well as its strengths and biggest challenges.

### 4. VISION AND GOALS

The target of the Finnish road map is to make Finland a global leader in the circular economy by 2025. The goal was to be reached by promoting the interests of three fields: the economy, society and the environment.

### 5. FOCUS AREAS

Finland's strengths and expertise, the importance of each focus area to the economy and its significance in terms of enabling the circular economy was taken into account in selecting focus areas. The focus areas were a sustainable food system, forest-based loops, technical loops, transport and logistics, and joint national actions.

### 6. PLANNING THE ACTIONS

The encounters of the different stakeholders in society and the shared work process culminated

in three round-table discussions during spring 2016, in which the current state of the circular economy in Finland was assessed, a vision drawn up for the road map, the means for achieving a shared mindset determined and, finally, the measures prioritised and responsibilities allocated for each measure. The Finnish circular economy road map was published in September 2016.

### 7. COMPILE AND PUBLISH

The road map draft was presented and discussed in a seminar open to everyone. Approximately 200 people participated. It was also possible to leave comments and action proposals via online commenting. The road map draft received 350 comments and ideas. The Finnish circular economy road map was published as an electronic publication that can be downloaded from [sitra.fi](http://sitra.fi). All materials were published in Finnish and English.

### 8. EXECUTION AND IMPLEMENTATION

Between 2016 and 2019 Sitra enhanced the practical adoption of a circular approach by providing co-funding for over 70 projects. In addition to Finland's national circular economy road map, several companies, cities and organisations have prepared strategies for the circular economy and seized some of the opportunities offered by it.

### 9. EVALUATION AND REVISION

In 2018, the progress was reviewed by reflecting on the 2016 road map's objectives, focus areas and the progress achieved. The situational picture in 2018 was formed by comparing the 2016 objectives to the picture formed from written sources and expert interviews and by consulting Sitra's circular economy team. Furthermore, 25 Finnish decision-makers, business representatives, officials and circular economy researchers were interviewed. Sitra prepared an update for the road map, together with hundreds of representatives from different stakeholder groups. The updated road map was published in March 2019.



# TOOLKIT

## **Toolkit: how to use this guide**

Whether you are devising a circular economy strategy, programme or road map, this guide will help you reach your goal. Identify your starting point and apply this guide accordingly.

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### **INTENT STAGE**

- There is an intent to move towards a circular economy in my country.
  - This guide will help you build a situational picture of your context and help you to convince the decision-makers to start the groundwork.
- 

### **PLANNING STAGE**

- A decision to create a national circular economy has been made but the process is yet to begin.
  - This guide will help you find ways to get the work started, raise the level of ambition, improve stakeholder participation and clear policy hurdles.
- 

### **IMPLEMENTATION STAGE**

- A circular economy strategy or road map has been created, but actions are missing.
- This guide will help you execute the circular economy road map, identify new actions and measure success. After all, it is important to remain agile in a constantly changing world.

# TOOLKIT

## **Toolkit: seven key lessons from creating a circular economy road map**

### **1. CREATE THE ROAD MAP FROM YOUR COUNTRY'S PERSPECTIVE**

All circular economy road maps are unique, and ultimately the process is more important than the publication itself. Identify your country's situation and find the best ways to proceed.

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### **2. CO-OPERATION IS THE STARTING POINT AND A REQUIREMENT FOR PROGRESS**

Change is difficult to achieve without listening to stakeholders, securing broad commitment and encouraging ownership of the process. Companies, government, civil society and individuals are all needed for the change to take root and grow.

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### **3. MAKE SURE THE ROAD MAP BALANCES ACTION WITH FLEXIBILITY**

At its best, a national guiding document for a transition to a circular economy is a combination of a strategy and an action plan.

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### **4. FORM A SITUATIONAL PICTURE**

Invest time in formulating a comprehensive situational picture or conceptual framework to obtain a baseline understanding of your country or area.

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### **5. THE ROAD MAP MUST BE AGILE TO STAY RELEVANT**

Create an updateable version of the road map to make sure it does not expire immediately. Continuous adaptation through supplementary actions is necessary to address changing needs.

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### **6. MEASURE SUCCESS, MONITOR DEVELOPMENT AND SET STAGES FOR THE JOURNEY**

Establish a clear set of indicators to measure progress towards the goals and assess progress on a regular basis to understand the lessons learned and to adjust as needed.

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### **7. INVEST IN THE EXECUTION**

Ensure that the execution is orchestrated by a competent organisation and that there are enough resources to make the road map a reality.

# 1. Groundwork and preconditions

## Thorough groundwork contributes to future success

It is time to get the work started. In this phase we define the preconditions for a circular economy road map, create a project plan for the process, define team roles and make sure there are sufficient resources available.

### OBJECTIVES

- Recognise the preconditions for road map work.
- Identify and ensure the needed resources.
- Identify key stakeholders.
- Plan the road map process.

### WORKLOAD



### DURATION

2-4 months



## Groundwork and preconditions step by step



### Getting started

The impetus for creating a circular economy road map can originate from different parts of society – the circular economy is not just about legislation and central government. Ministries, non-governmental organisations, companies, municipalities, individuals and research institutes all play a key role and can be the drivers of change.

The government or national ministries are often the ones to start the road map process. However, an official mandate to act is not necessary. The process can be initiated jointly by other stakeholders as well. Neutral encounters, dialogue and co-operation between different sectors and stakeholders in society – businesses, politicians, scientists and non-governmental organisations (NGOs) – are required in the creation of circular economy solutions.

One of the objectives of a circular economy road map is to create a shared mindset for promoting the circular economy among all the above-mentioned parties. The shared mindset across societal sectors is necessary to identify the most effective means to bring systemic economical change. If the country already has circular economy activities, the road map can take a more explicit approach to outlining specific activities and responsibilities.

### Plan the process

Forming a shared understanding and vision about the necessary work is key to a successful process. It is also important to outline how the road map is linked to other processes related to the transformation to a circular economy.

A good way to start the work is to benchmark circular economy work and road maps of other countries, to source different ideas that may best fit the respective country. Gather those kinds of ideas and processes that could support and help your work.

Plan the process and timetable in the beginning as well as you can, bearing in mind that changes can occur. Good project man-

agement skills are essential in taking a road map project forward.

In particular, keep these kinds of questions in mind:

- What are the main phases and milestones of the project?
- What will happen during these phases?
- Who will be responsible for the different parts of the project?
- What kind of timeline is realistic?
- What kinds of preconditions, barriers and risks might there be?
- What kinds of resources do you need to get the job done?

As a result, you should have an initial project plan including the most important steps, different roles, timeline, preconditions and resources – these are also discussed further in following chapters. Guides for project and general road map management can be found from the internet.

### Secure team resources

Make sure you have enough time for the process and enough resources in your team to create the road map. Financial resources will be discussed in an upcoming chapter.

A small team of between two and four people that can allocate their working time for the road map process is recommended. The core team is responsible for the planning and execution of the process and can consult others or get support for the process.

Make sure to involve other ongoing circular economy activities and initiatives in the road map process for a wider impact, synergies and the optimal use of resources.

### Secure funding for the road map

The road map initiative should have some funding allocated to the process. A political mandate usually guarantees some funding and the costs of the road map work are modest compared to potential gains.

The road map process itself requires some finances for workshops, round tables and other possible events, expert services (back-

ground study, interviews, etc.), publications and other additional materials, and communication.

It is also highly recommended to map out possible financing options for the execution of the road map at the earliest possible phase. Is there some funding allocated for that purpose or are there other possible funding sources that could be used? For example, in Europe, the European Union offers funding that is earmarked for climate-related projects.

There should not be any costs for the stakeholders in participating the process. At the same time the stakeholders are expected to participate as part of their own work. Stakeholders participating in the process can provide their input to the circular economy development, scout for new co-operation possibilities and network with key experts.

### Core participant roles

The process **owner** is responsible for planning and executing the road map work and process. It should be a respected and neutral agent from society that has the power to effectively convene a heterogeneous group of stakeholders while prioritising fair and just change. Either a ministry or an independent and reliable organisation could assume such an ownership.

The **steering group** consists of key stakeholders (such as ministries, research institutes and business authorities). It has a key role in drafting the road map and facilitating implementation of the planned actions. A steering group size of between 20 and 30 members should allow for round-table discussions. Meetings should be organised three to four times a year.

For the facilitation, preparing materials and assisting with drafting the road map, **use support**, for example a research institute think tank or a consultancy firm. Supporting partners can be involved throughout the process or during a particular phase.

The **secretariat** is led by the process owner. It consists of the representatives of the most important ministries and the aim is to

facilitate close co-operation and dialogue between these. The secretariat comments on materials and is included in the planning of steering group meetings. This group should be significantly smaller than the steering group in order to remain agile and enable effective dialogue.

**Participating stakeholders** consist of a broad range of parties from the public, private and third sectors (for instance NGOs). Participation can be enabled via a core working group as well as thematic workshops with open invitations.

All key **ministries** should engage in cross-administrative co-operation.

### Implementation time

For the whole process, from planning to finalised road map publication, it is good to reserve at least a year. Enough time should be reserved for the planning and the background work. You need to know the baseline situation of the country to get the work started and to be able to focus on the right things.

The workshops and other forms of participation can be done during a shorter time span, but it is very important to invest in dialogue in many ways during the whole road map process. In order to succeed, the road map needs to be supported by multiple stakeholders.

Reserve enough time for the identification of potential actions and related opportunities for co-operation. Make sure that participating organisations have the time to make the necessary decisions internally. Also reserve time for the stakeholder commenting and going through the comments as well as editing the road map into a publication.

After publishing the road map be prepared for active communication.

# CASE

## **CASE STUDY FINLAND: HOW DID IT ALL START?**

The circular economy and its opportunities have long been a topic of discussion in Finland. Such discussion has mainly centred around making optimal use of organic side streams and the recycling of waste. For instance, together with trade unions, environmental organisations, waste-sector operators and the Finnish Innovation Fund Sitra, in the summer of 2014 a coalition of organisations gathered by the Association of Finnish Environmental Industries and Services (YTP) published a joint statement, "Towards the circular economy – Finland's recipe for success".

Together with McKinsey, Sitra conducted the first assessment of the circular economy's potential for Finland. The report "The opportunities of a circular economy for Finland" was published in November 2014. It explores the economic potential of the circular economy in five sectors: the machinery and equipment industry, the paper industry, the food industry, construction and private consumption. The report sought to map out the tangible opportunities, particularly for companies, which already lie before us.

In the spring of 2015, the circular economy was selected as one of the spearhead projects of Prime Minister Juha Sipilä's government programme, which involved a government investment of 40 million euros in the circular economy. Meanwhile, the European Union was preparing a new, more ambitious Circular Economy Package aimed at creating an operating environment enabling the transfer to a circular economy.

Sitra was contributing to these developments by fostering a shared strategic intent aimed at moving Finland towards a circular economy.

# CASE

## **CASE STUDY FINLAND: CORE PARTICIPANT ROLES**

Sitra was the initiator and responsible for leading the road map process as the owner. Through the whole process it worked in close co-ordination with the Ministries of Environment, Agriculture and Forestry, Economic Affairs and Employment, and Transport and Communication, which formed the secretariat. Sitra also worked in close collaboration with Business Finland (the Finnish governmental organisation for innovation funding and trade, travel and investment promotion).

In spring 2016, almost 50 different parties from the public, private and third sectors (for instance NGOs) were invited to the road map working group. This working group met in three round-table sessions and contributed to drawing up the road map. In addition, the road map was also presented at several other events arranged by Sitra, allowing a wide stakeholder participation.

The working group was followed by a 21-member Circular Economy Steering Group (2017-2019) that consisted of leading decision-makers from businesses, administration, research and NGOs in Finland. It supported Sitra in defining the national circular economy objectives, in outlining strategic policies and in the implementation of the steps of the road map.

Sitra invited tenders from consultants to find support for following the process through. Deloitte, which was chosen to do the work, contributed a way of thinking from the world of business to the process, which it had gained from different types of strategy work.



# TOOLKIT

## Toolkit: make sure you have the necessary preconditions for the road map process

Thorough groundwork contributes to a successful road map process. Before you start the work, make sure you have a solid team, a plan and the necessary resources to hand. These questions will help you see if you have what it takes to get going.

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### IS THERE GOVERNMENT SUPPORT AND AN OFFICIAL MANDATE TO ACT?

Yes                      If no, consider...

- Spending time building an understanding of why a circular economy road map would be the best way to start the transition to a circular economy. Identify key decision-makers and try to convince them first. You can use this guide as a reference. It might also be helpful to benchmark what other countries have done and use those as an example.
- Government is often the driver in the road map process, but a circular economy road map can be created without an official mandate too. The process can be initiated jointly by other stakeholders, for example by NGOs, think tanks or a group of organisations and companies. Consider this way if there's no sign of governmental activity.

---

### IS THERE A PROJECT PLAN AND ENOUGH RESOURCES FOR THE ROAD MAP WORK?

Yes                      If no, consider...

- Making the project plan as detailed as you can, bearing in mind that changes can occur. Make use of the findings in this chapter. By its own nature, the road map process is evolutionary, so not everything can be planned right away. Communicate the plans openly to the relevant stakeholders.
- Strengthening the team. A small team of two to four people is recommended for the road map process. Consider using external support, for example consultants.
- A government mandate usually guarantees some funding for the process but if this is not the case, explore other funding opportunities. It is possible to create the road map with quite a small amount of money, but more funding is needed for the implementation.

---

### ARE THE MAIN ROLES AND RESPONSIBILITIES CLEAR?

Yes                      If no, consider...

- Do you have a dedicated owner for the road map process, someone who oversees co-ordinating and taking the road map process forward?
- Do you have an initial idea of what other kinds of participatory roles are needed in the process and how you will handle these? For example, the steering group, secretariat, support and other participating stakeholders.

# 2

## 2. Stakeholders and participation

### Systemic change only happens together

In this phase we identify key stakeholders and make sure they are committed to and involved in the process. We form a steering group and identify needs for other working groups.

#### OBJECTIVES

- Understand and identify the key stakeholders regarding the road map process.
- Involve these stakeholders in the early stages of the process, for example via steering groups or other working groups.
- Create a plan for continuous stakeholder communication and engagement.
- Figure out ways for larger stakeholder participation by using workshops, round tables or online commenting, for instance.

#### WORKLOAD

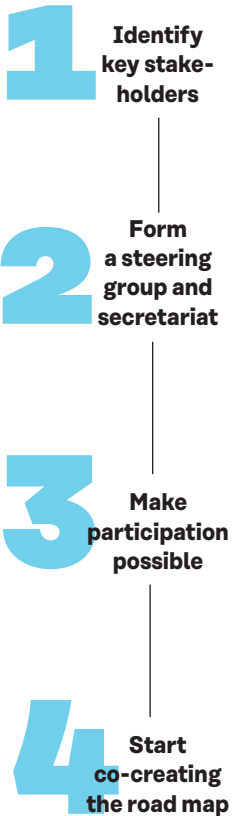


#### DURATION

3-4 months



## Stakeholders and participation step by step



### Identify key stakeholders

Systemic change is difficult to achieve without working with a wide set of stakeholders, securing broad commitment and encouraging ownership of the road map and its actions. Collaboration is the starting point and a requirement when creating a circular economy road map.

The road map compiles the key stakeholders' views on the essential changes and actions required for the transition. Therefore, it is essential to identify the most important organisations and gatekeepers who should be involved in drawing up the road map. Remember that these stakeholders are the experts on how to make the change towards a circular economy in their field. Also consider "outside-the-box" stakeholders – for example, it is important to get future decision-makers involved as well. Think carefully about which stakeholders hold the key positions in your country when talking about a circular economy.

The government, business sector, academia, civil society and individuals are all needed in the transition towards a circular economy and they all have their own unique role. A circular economy road map makes these roles clear and creates a shared understanding of what we need to do together to achieve a circular economy. The road map is not just about finding the right steps and answers; it is about creating ownership through the co-creation process.

Collaboration is based on trust. Make sure that whoever is creating the road map is a respected and neutral agent that puts effort into making the change fair and just.

### Form a steering group and secretariat

The steering group is the guiding and advisory body for the road map. Its primary goal is to support the making of and encourage the implementation of the road map and to capitalise on the results.

The steering group promotes the road map progress with assistance from high-level

external stakeholders and international co-operation. The composition of the steering group should take into account the broad-based nature of the circular economy by including representatives from the private sector, public sector and NGOs.

Form the steering group by identifying key stakeholders and leading decision-makers who are able to encourage and accelerate the transition towards a circular economy. These can be, for example, ministers, high-level policy officers, company CEOs or NGO executive directors. Think about their motivation to be involved and address them from this angle. When the steering group is decided, appoint a chairperson for the group.

It is also recommended that a road map secretariat is formed (as discussed above), which ensures dialogue between ministries, participates in the drafting of the road map documents and comments on the outcomes. Invite key policy officers from different ministries but keep in mind that their number should be smaller than those in the steering group, to ensure agile and efficient working.

Besides a steering group, the need for other working groups, such as thematic groups for different focus areas, can be considered at this point. The subject of thematic groups is addressed in more detail in the section covering focus areas.

### Make participation possible

Throughout the process, make participation possible for the stakeholders you have identified. Encourage broad participation via the steering group and secretariat and later via the thematic working groups, open workshops, crowdsourcing (including online commenting) or events targeted at different stakeholder groups. By inviting participation, you will also retain stakeholders.

Invest in dialogue in different ways. Meet a variety of society influencers from all areas of politics, government, research, economic life and civic organisations.

### **Start co-creating the road map**

When drafting and compiling the road map itself, it is important to do so together with the stakeholders. Make participation possible in different ways, for example through interviews, round tables, workshops, crowd-sourcing and targeted events for different

stakeholders – without forgetting to ensure good communication. Different ways to engage stakeholders will be discussed in more detail in chapter four.

If you feel that there is a need for a launch event or an introductory workshop, this is a good time to do just that.

# CASE

## **CASE STUDY FINLAND: STEERING GROUP AND SECRETARIAT**

To ensure the effectiveness of the circular economy road map and its implementation in Finland, Sitra set up a Circular Economy Steering Group, consisting of leading decision-makers from key stakeholders in the fields of business, administration, research and NGOs.

The group convened three times a year and its term ran from 1 January 2017 to 31 October 2019. The 21-member steering group was co-chaired by Kimmo Tiilikainen, Minister of the Environment, Energy and Housing and Kirsi Sormunen, a professional in corporate board work.

The steering group supported Sitra in defining the national circular economy objectives, in outlining strategic policies and in the implementation of the steps of the road map. The steering group participated in formulating the strategic goals for the updated road map. Steering group members also promoted the message in their own networks and acted as the voices and faces of the change. Since all the members were leading decision-makers in different fields, an important task was to engage and motivate different sectors and industries to make the shift towards the circular economy and to co-operate with each other.

The steering group also had an important role in spreading the word about Finland's circular economy solutions globally and strengthening Finland's international position as a leading country in the circular economy. Its members participated in a circular economy seminar Sitra organised in Brussels and attended a study trip to the Netherlands.

To ensure the dialogue within the government, Sitra formed a road map secretariat consisting of representatives from the key ministries related to the circular economy. The secretariat was updated on a regular basis about how the work was going to make sure that the ministries shared up-to-date information. All the important decisions and drafts were passed to the secretariat for comment.

# TOOLKIT

## Toolkit: ensure committed participation

Invite forward-looking and solution-oriented people to join the road map process. In the end, the most important thing is a commitment to shared goals and the shared responsibility to take actions forward. The road map is about creating ownership through the co-creation process – it can also be used to bring new stakeholders onboard.

---

### HAVE ALL RELEVANT STAKEHOLDERS BEEN IDENTIFIED AND ARE THEY INVOLVED IN THE PROCESS?

Yes                      If no, consider...

- Thinking carefully about which stakeholders are in a key position in your country for the transition to the circular economy. Create a stakeholder map. Identifying and engaging circular economy change makers is an essential precondition for the process.
- What is the best way to get key stakeholders involved in the process? Depending on the person, it can be an invitation to be part of the steering group or secretariat or, in later phases, an invitation to a workshop.
- Offering different ways to participate – for example open workshops, crowd-sourcing (such as online commenting) or events targeted at different stakeholder groups. There are no one-size-fits-all solutions.
- Continuing the recruitment – it's an ongoing process. Keep an open mind and aim for a diverse group of committed stakeholders; a good match can often be found in a surprising place.

---

### DO YOU HAVE AN EFFECTIVE STEERING GROUP AND SECRETARIAT?

Yes                      If no, consider...

- Does the composition of the steering group reflect the systemic nature of the circular economy?
- Have you identified representatives from the public sector, the private sector, academia and NGOs?
- Do you have key stakeholders and leading decision-makers in your steering group? Is your steering group able to encourage and accelerate the transition towards a circular economy?
- Have you appointed a chairperson(s) for the steering group?
- Do you have a road map secretariat that features representatives (like policy officers) from the key ministries?

# 3. The situational picture

## A situational picture of current activities and possibilities paves the way forward

In this phase we deepen the understanding about the current state of the circular economy in your country in a participatory way that involves relevant stakeholders. A situational picture will provide a solid foundation for the next steps.

### OBJECTIVES

- Create an overview of the current state of the circular economy in your country.
- Identify ongoing circular economy activities in your country and their synergies with the road map.
- Conduct interviews to explore the role of the stakeholders and their views on how the transition to a circular economy could be implemented in your country.
- Analyse the country overview and interviews to form a situational picture of the country's current circular economy state and potential focus areas.

**WORKLOAD** ● ● ● ○ ○

**DURATION** 2-4 months





## The situational picture step by step

### 1 Country overview

### 2 Interview stakeholders

### 3 Collect and analyse

### 4 Form a situational picture

## Country overview

A comprehensive overview of the current state of the circular economy in your country is essential when forming the situational picture. The overview can be in the form of a desk study and it should address other projects and initiatives going on, detail the road map's role based on these, identify synergies and obtain initial knowledge about the framework of the road map work.

With a comprehensive country overview, you will be able to define the role and relations of the circular economy road map clearly compared to other strategies and action plans.

When you identify ongoing projects with synergies to the circular economy road map, it might be wise to include the projects and the organisations in the road map process. The road map can act as an umbrella that collects the relevant projects and initiatives and aligns them to form a clear big picture – the circular economy is in itself an umbrella concept that combines the best solutions from the past with the modern.

The need to conduct additional research can be considered but it is not required to proceed in the road map process. For example, before the road map Sitra conducted a study about circular economy opportunities for five different sectors in Finland, which acted as a solid base for the road map work.

## Interview stakeholders

After the country overview, it is time to interview the most important stakeholders. The purpose of the interviews is to gather the opinions of the key stakeholders concerning the actions required to transfer to a circular economy and their organisations' role in the transition.

The interviews can also be used to assess the views of key stakeholders about the current and target state of the circular economy: what they see as the goal of the road map and what the work should focus on. It is also important to discover what they

see as their own role in making the transition.

The interviewees should represent a broad range of stakeholders, from government, companies, municipalities, organisations and research institutes. Remember to include the voices of the future, for example students and youth organisations.

Schedule the interviews in the early phases of the road map process. Send the questions beforehand with a short introduction, explaining what the circular economy is, why it is important to create a circular economy road map and the road map process in a nutshell.

It is good to have at least two people carrying out the interview; one can be responsible for asking the questions and the other can document the discussion. To outline the big picture, it would be good to have the same people carrying out all the interviews. The responses should remain anonymous so that individual respondents cannot be identified by the data.

After the interviews, identify key findings from the notes. They will act as background material for the situational picture and during further phases when drafting the vision and focus areas of road map.

## Collect and analyse

Make sure that the country overview is precise enough and all the interviews are done. Go through all the materials and summarise the key findings. Consider what the most important observations are.

In addition to the national work, remember to review the scope of the circular economy in other countries and examine what actions they are taking to enhance the transformation. This way you can double-check that all the aspects have been taken into consideration or whether there is still a need to hold more interviews, for example.

The background report highlights the international state of the circular economy

and examples of actions: pioneer countries, their commitments and EU-level targets.

### **Form a situational picture**

The situational picture is a combination of the most important findings from the country overview and the stakeholder interviews. It provides a cross section of the current state of the country's circular economy and the strengths that stakeholders believe should be the foundation for the road map in terms of vision, goals and focus areas.

The results of the situational picture can be classified into four main findings:

- The current status of the country's circular economy (including other projects and initiatives going on)
- Current strengths and weaknesses
- The foundation for the vision and goals
- Provisional focus areas

The results of the situational picture offer a foundation from which to start

building the road map's vision and goals.

Use the most important findings to create a first draft of the road map's vision and goals. Remember that this is the first step on the way to a common understanding about the vision and goals, so leave room for adjustment.

Take into consideration synergies with other strategies and action plans that you have identified in the background study. Make sure that the road map adds value to the existing work.

In a similar way to the goals and vision, the situational picture also gives an idea about what could be the provisional focus areas of the road map. Provisional focus areas can be economically and politically important sectors that have a high circular potential.

An important thing to keep in mind at this point is the linkages between the focus areas. The provisional focus areas should

# CASE

## **CASE STUDY FINLAND: A PRE-STUDY AS A STARTING POINT**

A starting point for Finland's road map to a circular economy was a study published by Sitra in 2015 called [The opportunities of a circular economy for Finland](#). This provided a strong basis for Finland's road map work and many parts of it were useful when building the situational picture about the circular economy.

The study examined the value potential of the circular economy for Finland in five sectors, suggesting that even according to cautious estimates the circular economy offered two to three billion euros of value potential to Finland by 2030.

Another study published in the same year was called [The economic value and opportunities of nutrient cycling for Finland – The opportunities presented by the nutrient economy](#) (2015). In collaboration with Gaia Consulting, Sitra performed the first assessment of the economic potential of nutrient recycling for Finland. Nutrients are a crucial resource for society. Major economic value lies in the development of efficient nutrient cycles, as well as the reduction of nutrient loss and of the resulting harmful environmental emissions.

not be stuck in their own silos, but rather form synergies with each other. Remember that the circular economy is about making a systemic change to how our society works.

When forming the situational picture, keep in mind trying to find your country's circular economy strengths and weaknesses. Strengths provide the basis for the focus areas and offer tangible actions to get started

with. Weaknesses are something you need address and develop systematically over a longer period of time to make the change happen fully.

The situational picture can be published as an appendix to the road map and the most important findings can be summarised in the road map.

# CASE

## **CASE STUDY FINLAND: THE SITUATIONAL PICTURE**

Understanding of the current and target state of Finland's circular economy was enhanced by means of a country overview and stakeholder interviews. A total of 63 people were interviewed during the project and they represented a broad range of stakeholders.

The interviews were analysed and key findings were summarised and used in the road map process and in forming the situational picture. The situational picture was published as part of the road map. The final report was the analysis based on the stakeholder interviews and the country overview.

The situational picture highlights the international state of the circular economy and examples of actions: pioneer countries, their commitments and EU-level targets. One of the central aims was to understand how Finland was positioned in 2016 in relation to the global leader target that was set. The situational picture provided a cross section of the current state of the Finnish circular economy and the strengths that stakeholders believe should be the foundation for the journey towards the global leader goal.

# TOOLKIT

## Toolkit: identify the most relevant interview topics and themes

Interviews are a tool for gathering an insight that helps you build the situational picture. Build your own interview questions but feel free to use those below.

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### AMBITION LEVEL AND VISION

- Why are we striving for a circular economy? Where is it taking us?
  - Where could our country be in one year/five years/10 years?
  - How high should we aim? What is our ambition level?
  - Are we aiming for economic benefits, social benefits or ecological benefits, and to what extent? Is it to give us a competitive advantage, a higher employment rate, sustainable use of natural resources, a decrease in pollution, a better quality of life, etc.?
  - What should our vision be? What is the best thing that could happen to us?
- 

### IN PRACTICE

- What could the vision mean in practice? Consider the operating environment, natural resources, new growth, employment and the environment.
  - How could the goal be reached? What do you see as the three most important areas to improve?
  - What do you see as relevant building blocks for making the change happen? Identify the perspectives that should be considered (for instance, legislation, funding, research, commercialisation, technology and digitalisation, value chains, communication, etc.).
- 

### GOOD PRACTICE

- What do you consider as good circular economy examples, cases or practices we could follow and learn from?
- 

### YOUR ORGANISATION

- What is the role of your organisation in the process?
- What are the actions you could carry out or support?
- What are your strengths?
- What are the biggest opportunities and challenges in your organisation concerning the circular economy?

# 4. Vision and goals

## A shared future vision acts as the foundation for the road map

In this phase we create an inspiring vision for the road map as well as set specific and measurable goals.

### OBJECTIVES

- Evaluate the vision drafts and review them with stakeholders.
- Draw up an inspiring vision for the road map. With a convincing vision you can inspire and commit stakeholders.
- Define the long-term goal of the road map. What will the circular economy look like in your country in the future?
- Set metrics for the desired impact.

### WORKLOAD

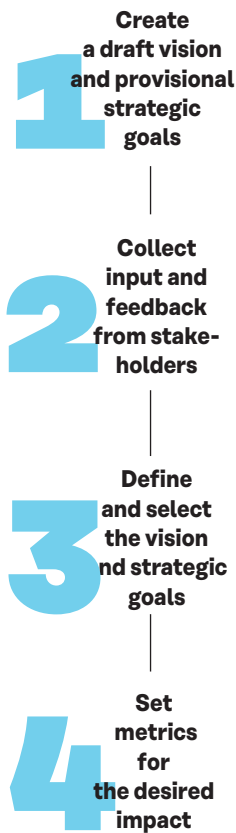


### DURATION

1-2 months



## Vision and goals step by step



### Create a draft vision and provisional strategic goals

Setting the goal and creating the right mindset are the starting points for the road map. A vision is a description of a desirable future. Define the target year and the desired outcome for the road map. These could correspond with national carbon-neutrality targets, for example, but other kinds of targets can also be set.

To start the vision work, prepare first a draft of the vision and strategic goals based on the situational picture and the stakeholder interviews. This first draft can be drawn up by a small group, for example by the “owner” and the road map’s secretariat. Challenge assumptions and be open to different opinions.

In this phase, create a narrative for the desired future. You can use the following kinds of questions to stimulate thought:

- What will the circular economy look like in the future?
- What does the transition from the current linear economy to a circular economy require?
- What do we want to achieve with the circular economy?
- What kind of strategic goals would support the vision?

The overall aim of the circular economy road map is to initiate or to contribute to the move towards a circular economy, but specific objectives for the road map should also be defined. For this purpose, we recommend defining some strategic goals. They substantiate the vision and make it more tangible. By evaluating the progress of strategic goals, we can also chart how the work is progressing in relation to the vision.

### Collect input and feedback from stakeholders

Develop the draft further in an interactive working process with the steering committee. Further on, enable larger stakeholder participation via round tables or workshops.

Present the drafts and the work collaboratively first with the steering group and later

with other stakeholders to gather their views on the drafts and develop them further.

Round-table discussions or a workshop are good formats for this work. One way to work with the draft is using voting and revising the selected draft to define a final vision and goals for the road map.

Make sure that all the participants can have their opinions heard and that the final version is something that everyone participating in the process can agree on. However, where there are differences of opinion, final choices need to be made based on the joint discussions.

### Define and select the vision and strategic goals

At best the joint vision describes the fundamental motivation for systemic change and links it to existing political goals in other policy areas. Based on the vision a narrative can be developed that stresses the importance of the transformation to a circular economy.

When the desired outcome is defined, start thinking backwards from the vision to the present and outlining what steps are needed to achieve the vision. “Backcasting” can be used as a planning method. It starts by defining a desired future (e.g. vision) and then looks back to assess what would be required to get there.

Strategic goals can be quantitative or qualitative in nature. Quantitative goals might include measurable goals for resource productivity, circular actions, waste generation or greenhouse gas emissions. They can also be linked to other policy goals, for example climate neutrality targets or circular economy financing. Qualitative goals on the other hand are often defined by terms like “world leader” or “best in”.

Often one of the aims for a circular economy road map is to co-ordinate activities to address global challenges and international objectives, such as resource scarcity, climate change, global value chains and the UN Sustainable Development Goals. Therefore, the strategic goals are often cross-sectoral.



### **Set metrics for the desired impact**

Once you have the vision and goals, set strategic and long-term metrics to monitor the change. Measuring helps both the government and its partners make sure the transition to a circular economy is on course and enables adjustments to be made. Depending on the country's prior circular economy activities the metrics can be specific or on a more general level.

The statistics available can be used, but new initial data and new kinds of statistical methods are also needed to monitor and assess the progress in order to ensure that there is absolute decoupling of economic growth from resource use. For this purpose, close co-operation with the national statistics authority and an environmental institute is recommended.

# CASE

## **CASE STUDY FINLAND: SUGGESTIONS FOR METRICS**

In connection with the updated Finnish road map to a circular economy, proposals for indicators were drawn up. They are based on the key indicators for green growth defined in the Finnish Government analysis, assessment and research activities project "Key indicators for green growth and material and resource efficiency". They also allow monitoring of the progress of a circular economy from the perspective of strategic goals.

- The share of national added value related to circular economy business
- Patent applications related to the circular economy
- The resource productivity or the added value obtained through the expenditure of unit resources
- Total raw material consumption by material categories and the share of renewable raw materials of the total consumption
- The volumes and reuse of industrial, construction and municipal waste
- The share of renewable and low-carbon energy of final use
- The carbon footprint of the average Finn

Statistics Finland, the Finnish public authority for statistics, produces the vast majority of Finnish official statistics. It is also working with the [Finnish Environmental Institute in a research project developing indicators for the circular economy](#).

The Finnish Government is preparing a strategic programme for promoting the circular economy. Part of this work also includes defining indicators. The programme will be prepared and submitted for approval by the government during 2020.

# CASE

## **CASE STUDY FINLAND: THE ROAD MAP'S VISION AND GOALS**

The vision of the Finnish road map is to make Finland a global leader in the circular economy by 2025. This will be achieved by promoting the interests of three fields: the economy, society and the environment. This vision emphasises the state's role in facilitating a progressive growth platform that is favourable for the domestic market and companies. The vision also includes a strong company, export and technology orientation combined with a search for comprehensive solutions and co-operation covering the entire value chain. The aim is to strengthen Finland's competitiveness, and to create new jobs and sustainable growth

A circular economy is not created with only the domestic market in mind – the vast opportunities presented by the global market are at the core of the road map's long-term vision.

The same vision of becoming a global leader is valid for the updated version of the Finnish circular economy road map but it begins with a new idea: Finland must ensure its survival in a world where our economic competitiveness and well-being can no longer be based on the wasteful use of natural resources.

The updated road map sets out four strategic cross-sectoral goals that the implementation of a circular economy requires:

- renewal of the foundations of competitiveness and vitality;
- the transfer to low-carbon energy;
- natural resources to be regarded as scarcities;
- everyday decisions to work as a driving force for change.

These strategic objectives extend throughout the whole of society. The road map 2.0 uses society's different sectors to depict in even more detail the visions of a circular economy.

### **CENTRAL GOVERNMENT**

Vision – The next level of the circular economy will be achieved if all sectors of government work together across administrative silos.

### **LOCAL AUTHORITIES**

Vision – Cities and municipalities activate and encourage enterprises, communities and residents to participate in the circular economy. Public procurement is carried out according to circular economy principles.

### **ENTERPRISES**

Vision – The linear way to make profit does not work anymore. Instead of products, companies offer solutions. Five circular business models are here to help.

### **INDIVIDUALS**

Vision – Growing demand accelerates the supply side of circular services and solutions. The way we consume plays a key role in this transformation.

# TOOLKIT

## **Toolkit: a checklist for building the vision**

To build or evaluate your vision, consider the following:

- 1.** Which megatrends are most important to your country or organisation?
- 2.** What are the values underlying your vision?
- 3.** What kind of qualitative or quantitative targets is your vision associated with?
- 4.** What is the target group for your vision? Who needs to hear about it?
- 5.** How would you explain your vision in a single sentence?
- 6.** Who are stakeholders or enablers for your vision?  
Whose help do you need to shape this vision?
- 7.** What weak signals can you identify?
- 8.** Which existing solutions support the realisation of your vision?
- 9.** What kind of presumptions are there underlying your vision?

# 5. Focus areas

## Focus areas help make sense of a near-limitless subject

In this phase we define focus areas based on vision and strategic goals. We also define indicators that help us measure the transition to a circular economy.

### OBJECTIVES

- Define focus areas based on the road map's vision and strategic goals.
- Prioritise and select focus areas according to their economic importance, linkages to existing national goals or their political relevance to the country.
- Define the goals and metrics for the focus areas.

### WORKLOAD



### DURATION

1-2 months



## Focus areas step by step

### 1 Define and select the focus areas

### 2 Draft focus area goals

### 3 Define the metrics

### 4 Begin to identify actions

## Define and select the focus areas

Focus areas are topics that will be used to advance the circular economy. Define focus areas based on the findings in the situational picture and according to the vision and strategic goals. The identified strengths in the situational picture provide a basis for defining focus areas and the vision and strategic goals also will offer an idea of the best direction to take.

For example, focus areas could be those sectors that have high economic importance, huge circularity potential, existing national goals or other political relevance. They can also be selected based on existing best practices, which can be scaled up and spread to other sectors. It is important to combine the selected focus areas with a cross-sectoral perspective that looks beyond single material loops or industrial sectors that allow inclusive partnerships.

The horizontal focus is relevant because it enables the introduction of innovative concepts and practices that enhance the circular economy in multiple sectors and that build links across sectors. It contains the framework that enables a circular economy, including legislation, innovation, public procurement, network building and co-operation.

Focus areas may also be defined according to product lifetimes, stakeholder perspectives or existing national initiatives and agendas.

## Draft focus area goals

Stemming from the road map vision and goals, set clear goals for each focus area.

Goals help to describe the desired future and formulate actions that are needed to reach it.

Key milestones and targets for each focus area should be clearly laid out in the road map. They form a basis for monitoring and evaluating progress. Take into consideration focus area-related national goals and make sure that they are in line with the focus area goals.

## Define the metrics

Define the indicators for focus area goals. Compared to the road map's strategic goals defined in the previous chapter, focus areas can be measured with more specific indicators.

Monitoring is key to understanding how the different focus areas are developing and to assessing the actions taken. The results of monitoring can be used to set new priorities or define new actions.

At a more advanced level, creating a monitoring system for the circular economy can be included as an action in the road map. The Netherlands is at the forefront of monitoring and has developed a comprehensive monitoring system.

## Begin to identify actions

The vision, goals and focus areas form the basis of the road map. Once these are defined the work can proceed to forming tangible actions. The actions should contribute to achieving the vision and goals. These issues are discussed in the next chapter.

# CASE

## **CASE STUDY FINLAND: FIVE FOCUS AREAS**

The Finnish circular economy road map features five focus areas:

### **1. A SUSTAINABLE FOOD SYSTEM**

Consumers will consume food that has been produced with a wiser use of raw materials that starts in primary agricultural production. Nutrients are recycled.

### **2. FOREST-BASED LOOPS**

The forest industry's global competitiveness will increase with new commercial products, services, co-operation models and digital technology.

### **3. TECHNICAL LOOPS**

Minimising the use of virgin raw materials and maximising the length of material and product life cycles will create a competitive edge.

### **4. TRANSPORT AND LOGISTICS**

Transport will develop into a seamless, smart system that uses fossil-free fuels.

### **5. JOINT NATIONAL ACTIONS**

Legislators, companies, universities and research institutes, consumers and citizens, and vibrant regions are all needed to achieve systemic change.

# TOOLKIT

## Toolkit: make sense of a near-limitless subject

Narrowing down the scope of the circular economy road map is not an easy task. But it is essential to help you avoid the risk of trying to do all things for all people. The following questions and tips can help you define a focus based on your vision and strategic goals.

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### ARE YOU ABLE TO DEFINE FOCUS AREAS BASED ON THE SITUATIONAL PICTURE AND THE VISION AND GOALS?

Yes                      If no, consider...

- Double checking the work done in previous phases. The strengths identified in the situational picture and the vision and goals should give a direction for the focus areas.
- Doing additional desk study research on sectors and themes that are important from the country's perspective and that are linked to the circular economy.
- Holding an additional working session with the steering group backed up by a couple of interviews, if you have not already found the solution.

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### DID YOU CONSIDER THE FOLLOWING QUESTIONS WHEN CHOOSING THE FOCUS AREAS?

- Do the focus areas have economic importance and high circularity potential?
- Are they linked to existing national goals or otherwise have political relevance?
- If the focus areas are sectoral, do they have links with each other and a horizontal perspective?

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### DO YOU HAVE GOALS AND METRICS FOR THE FOCUS AREAS?

Yes                      If no, consider...

- Continuing the work of defining the focus area goals. Clear goals help to identify the desired future and formulate actions that are needed to reach it. Define the most important desired outcome of the focus area and formulate the goal around it.
- Having an indicator for all the goals you have defined. Figure out how and with what kind of data you could measure the progress. Benchmark what kinds of indicators are



# 6. Planning the actions

## Actions and ownership make the road map a reality

In this phase we plan the actions that lead to the road map's goals. At best, the circular economy road map is a combination of strategy and tangible action plan.

### OBJECTIVES

- Ensure commitment by drafting the actions together with the implementers.
- Evaluate and choose the most effective actions for the road map.
- Identify missing actions in areas that are crucial for the transformation to a circular economy.
- Allocate responsible organisations for each action.
- Create a tangible action plan for a circular economy.

### WORKLOAD



### DURATION

2-3 months



## Planning the actions step by step



### Create the actions together with the stakeholders

To ensure commitment and to encourage stakeholders to take ownership of the actions and the road map process, it is essential to develop and plan the actions together.

Co-creation is one of the keys to a successful road map. The more parties involved, the more multi-voiced the road map is, which leads to a better and more “anchored” result.

Planning the actions together with the stakeholders requires careful thought. There may be situations where you need to find compromises and align interests. If there is a shared sense of enabling commitment to the vision, goals and the focus areas of the road map, it makes it easier to devise and plan the necessary actions.

Start by inviting the key stakeholders identified in the previous phases to get together. Then, based on your vision, goals and focus areas, start to define actions. It is useful to provide a framework to support this process, perhaps based on the evaluation criteria discussed in the next chapter.

When working with stakeholders you can employ different co-creation methods – round-table discussions, workshops or online participation through digital working environments. It is essential to plan these sessions carefully and to have comprehensive facilitation and co-creation knowledge. This should be provided by your supportive partner, for example a think tank or a consultancy firm.

### Evaluate and choose the viable actions

After the actions have been agreed upon with the stakeholders, they all need to be carefully addressed, evaluated and prioritised in order to choose the viable actions for the road map.

A framework for evaluating the ideas is useful, when starting to evaluate and choose the actions for the road map. It is good to have this in mind when drawing up the actions with the stakeholders.

Examples from the evaluation criteria in Sitra’s work:

- Supporting the overall road map vision and goals
- Connection to one or more focus areas defined in the previous work
- A concrete project with a significant impact on the circular economy in terms of economic, environmental and social values
- Potential to scale
- Measurable and time bound
- An organisation responsible for implementing the action

### Identify additional actions

When you have drafted and selected the actions together with the stakeholders, it is time to evaluate if the actions are in line with the road map vision and goals. The key question is, do the actions contribute to the goals and vision or is something missing?

It is possible that the actions created together with stakeholders in the previous phase do not cover everything needed to fulfil the road map vision and goals – and this is fine. That is why it is essential to keep up the work and identify additional actions that may be needed in order to achieve the road map goals. This is the last chance to make sure the road map includes all the actions needed and that it covers all the focus areas.

Start by analysing all the available actions together with the supporting organisations involved in the road map process, for example a research institute, think tank or consultancy firm.

Compare the existing actions with your goals to see how close they take you to your desired future. Looking at the vision and goals, what is needed to get there? Think especially about what is still missing and what is already well covered. Try to identify the organisation that will be responsible for taking these new actions forward.

### Find an owner for each action

At this point you should have an almost complete list of the road map actions. The organisations responsible for each action might not be identified yet – especially for the actions identified in the previous phase.

If the actions identified together with the stakeholders still lack a dedicated owner, actively engage with potential organisations to make sure someone is committed to taking each action forward. Book one-on-one meetings and discussions in smaller groups, and reflect on and modify the actions together with the organisations if necessary.

If possible, try similar ways to find a dedicated organisation for the additional actions identified in the previous phase. This should not be neglected, because actions identified at this stage might end up being the most important ones. If you cannot find an owner for one or more actions, list them in the road map as actions still missing an owner.

### Compile a list of the actions

After these steps, you should have a set of tangible actions that help you attain the road map vision and goals. You should also have several committed stakeholders ready to take the actions forward.

# CASE

## CASE STUDY FINLAND: PLANNING THE ACTIONS WITH STAKEHOLDERS

Co-creation was one of the successes of the Finnish road map. When the Finnish road map to a circular economy was created in 2016, planning the actions and the shared work process culminated in three round-table discussions.

The participants in these discussions were invited by careful stakeholder mapping and the goal was to gather the key change makers from different fields that play an important part in Finland's transition towards a circular economy. Almost 50 different parties from the public, private and third sectors were invited to the discussions.

In these discussions the actions were planned and prioritised to meet the road map goals and responsibilities were allocated for each action.

All the actions were developed based on the stakeholder work and consultation process, but where there were conflicting ideas, Sitra made the final choices.

In the first road map each of the six focus areas comprised one key project and approximately 10 pilot projects. Altogether the road map had 64 actions. In addition, there were policy recommendations for each focus area.

In the road map published in 2016 the actions were divided into three levels.

- Key projects in the focus areas: flagship projects for the development of a circular economy.
- Focus area pilot project: first-phase development trials for a circular economy.
- Policy actions for establishing a circular economy: legislation and other administrative requirements.

# TOOLKIT

## Toolkit: ensure that the road map is a call to action

Specific and time-bound actions will make the road map a reality. Evaluate and choose the most effective ones. Ensure commitment by drafting the actions together with stakeholders.

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### HAVE YOU MANAGED TO CREATE EFFECTIVE ACTIONS FOR DIFFERENT SOCIETAL SECTORS TOGETHER WITH THE STAKEHOLDERS?

Yes                      If no, consider...

- Evaluating the stakeholders you have chosen. Do you need to bring new stakeholders on board?
- Carrying out another round of action planning – this is perfectly acceptable. Keep in mind the need for effective actions that take the circular economy forward in different societal sectors.

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### DO THE IDENTIFIED ACTIONS HAVE CLEAR OWNERSHIP AMONG THE STAKEHOLDERS?

Yes                      If no, consider...

- Continuing to work on the actions together with the stakeholders and finding the right motivation to ensure commitment. It takes time and effort to get the stakeholders onboard properly.
- How to find and activate owners for those actions that are still unclear.

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### DO THE IDENTIFIED ACTIONS MATCH THE AMBITION LEVEL OF THE VISION AND STRATEGIC GOALS?

Yes                      If no, consider...

- What the missing actions are that led you to the road map goals and vision.
- Identifying them and starting to work on them together with the relevant stakeholders. There might also be ongoing activities that could feed into the road map.

# 7. Compile and publish

## The publication of the road map is the starting point of the actual journey

In this phase we start compiling the actual road map. Submit the draft version for stakeholder comments and prepare the road map for publication. Plan communication in a way that inspires others to devise their own actions to promote a circular economy.

### OBJECTIVES

- Include a broad cross section of the road map's stakeholders to ensure engagement and commitment.
- Consider updating the road map when choosing the publication format.
- When writing the final version, focus on the reader and aim for inspiring text that urges the reader to act.
- Communication is vital and should be fully integrated into the work and continue after the road map is published.

### WORKLOAD



### DURATION

3-4 months



## Compile and publish step by step

### 1 Create the road map draft

### 2 Gather stakeholder input

### 3 Compile the road map

### 4 Finalise and publish

### 5 Communicate actively

## Create the road map draft

After choosing and evaluating the actions, you have all the necessary elements to create a draft version of the road map – the situational picture, vision and goals, indicators, focus areas and the action plan.

The next step is to create a draft that is “good enough” to be published in order to gather input from the stakeholders.

The most important thing with the draft is that you can communicate the big picture and the most important features of the road map. There is no need to entirely finalise it since it will find its form after receiving input from the stakeholders.

## Gather stakeholder input

It is essential to include the voices of a wide cross section of the road map’s stakeholders. A genuine sense of agency ensures engagement and commitment, while diversity allows for a more dynamic process and a more effective result.

Publish the road map draft and gather input from the stakeholders who were part of the process or openly crowdsource to gather input from a broader audience. Explore different formats for publishing the draft for comments, for example via online tools.

Remember to actively communicate that the draft is available for comments.

While gathering stakeholder input, you can continue encouraging the stakeholders to take ownership of the road map actions or to publicise their support.

In case the stakeholders suggest new actions, talk with the organisations involved and see whether these could be added to the road map. Use the same kind of evaluations as with the previous ones.

## Compile the road map

Once there is enough input from the stakeholders, it is time to pull everything together. Go through all the material collected from the stakeholders and include the key observations and comments about the road map.

Start on working and writing the final version of the road map. Make sure that the

communications team is involved and have from the start a common understanding of the end results and formats.

Keep the text short and simple and use pictures and visual elements when possible, to make the road map more user-friendly and understandable. Focus on the reader and aim for inspiring text that urges the reader to act. Prefer to use the active voice over the passive.

When writing the road map, keep in mind that everyone reading it should be able find their own role, find out more about the vision and activity, and begin their own actions to promote a circular economy.

## Finalise and publish

After the writing is completed, schedule enough time for the editorial and layout work. It is recommended that a professional writer or editor goes through the text and that publishing professionals design the layout.

Allowing for an opportunity to update the road map should also be considered when selecting the format. Reports, working papers and leaflets all lend themselves to online publication.

You could also provide PowerPoint slides or an introductory video to be distributed freely with the road map. Consider publishing versions, or at least an executive summary, of the road map in other languages.

## Communicate actively

Communication is vital. Actively communicate with the stakeholders and the broader audience when publishing the road map. Promote the actions and the organisations committed to taking them and encourage them to publicise their work.

Consider a publication event, to which you could invite the most important stakeholders. Link the road map to current societal discussions highlighting the opportunities that the circular economy offers.

Remember that even though the road map is now complete, the journey along road has only just begun. Invite others to join the journey.



# CASE

## **CASE STUDY FINLAND: GATHERING STAKEHOLDER INPUT AND PUBLISHING THE ROAD MAP**

In Sitra's work the road map draft was presented and discussed in a seminar open to everyone. Participants had the chance to propose actions for the road map and to leave their own comments on the road map in a facilitated exercise.

Approximately 200 people took part in the stakeholder event. It was also possible to leave comments and action proposals via an online comment channel or by email directly to Sitra. The road map draft received 350 online comments and ideas.

The Finnish circular economy road map was published as an electronic publication that can be downloaded from [sitra.fi](http://sitra.fi). In addition, a leaflet and infographics regarding the life cycle of materials were published. The second edition of the Finnish road map was an online publication on Sitra's website. It also included a summary (PDF), PowerPoint slides and a short introductory video. All materials were published in Finnish and in English.



# TOOLKIT

## Toolkit: how to put it all together, how to communicate and what to publish

At this point you have an almost complete road map. What to publish and how to communicate about it is very important in order to make an impact and get everyone onboard.

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### HAVE YOU OFFERED THE STAKEHOLDERS A CHANCE TO COMMENT THE ROAD MAP DRAFT?

Yes                      If no, consider...

- Gathering input from the stakeholders who have been part of the process and from a larger audience. This can be done through online commenting, for example. Perhaps consider an online platform that is open to everyone.
- Creating a genuine sense of involvement to ensure commitment. Diversity leads to more effective results.

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### CONSIDER THESE QUESTIONS BEFORE PUBLISHING THE ROAD MAP

- Have you created all the necessary elements of the road map – the situational picture, a vision and goals, indicators, focus areas and an action plan?
- Have you included the key observations from the stakeholder comments in the road map?
- Consider the best publication format for your needs. Is there a need for a print publication or would an online publication be the best solution? You can also create different versions for different target groups, for example a summary that explains the road map to people not familiar with the circular economy.
- Has the road map undergone editorial work? Is the language accessible and easy to understand?

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### HOW TO COMMUNICATE

Impactful and inclusive communication is key throughout the process but is especially important when publishing the road map.

- Consider writing a circular economy story that inspires and allows others to connect. Have people read it and ask what they think. Use the story as a guideline for all communications.
- Make sure someone is responsible for communications and that sufficient resources are available. Plan communications in a manner that inspires others to start their own activities to promote the circular economy.
- Keep in mind that everyone should be able find their own role in the transition to a circular economy while reading the road map document. After reading the document, one should be able to grasp the vision and have a clear idea about their own role in a transition to a circular economy.
- Keep the communication going after the road map launch. Success stories and good examples are good ways to keep the story alive.

# 8. Execution and implementation

## From plans to action: an explicit implementation strategy is essential for achieving strategic goals

In this phase it is time to define the management model of the road map and ensure stakeholder commitment to guarantee a strong implementation. Support the goals with active communication.

### OBJECTIVES

- Invest in the execution. Even a good road map or strategy can falter because of poor execution.
- Ensure that the change is co-ordinated by a party that has the skills and resources to act as a driver of change.
- Progress requires the implementation of policy actions, key projects and pilots.

### WORKLOAD



### DURATION

2-3 years



## Execution and implementation step by step



### Define the management model

A cross-sectoral perspective is vital for enhancing a circular economy, which can be ensured by establishing an independent operational unit or a ministerial working group of key ministries for promoting the circular economy. This would also provide a responsible guarantor with a long-term mandate that spans several legislative periods.

In many cases the responsibility for implementation is shared between several different bodies. Creating an explicit implementation strategy with clear responsibilities is highly recommended. Defining the milestones for implementation and creating a schedule helps to move on to the implementation phase. Define which measures will be implemented first and by whom and which policy actions need to be implemented first.

The role of the process owner changes when the road map enters the implementation phase. The same body is rarely effective at both devising the road map and implementing it. Therefore, it is important that the ownership is transferred smoothly to the implementing party when making the transition from planning to action.

Responsibilities can be shared during the transition, as long as mutual responsibilities are clear. The role of the road map owner changes from creating the road map to overseeing the actions and the big picture, as well as identifying synergies. In addition, the responsible party will continue to work on updating the road map and calibrating the actions with the vision and goals.

Public authorities play a key role during the implementation, particularly ministries and agencies. However, the implementation should not fully rely on public authorities. Private entities can promote the circular economy on a more practical level and act with agility. Enterprises are, after all, the driving force behind a circular economy.

### Involve stakeholders and find synergies

Commitment from the key participants in the road map and an implementation model that concentrates on results is intended to ensure an effective realisation of the targets and actions. One function of the road map is to share best practices and inspire organisations to contribute their own solutions and proactively engage in the circular economy.

Inclusive partnerships are important because the circular solutions are simply not created using the old way of doing things, but rather by demanding diverse co-operation between the public, private and third sectors as well as through persevering effort and commitment. Public authorities can bring together broad networks to build inclusive partnerships.

The main responsibility for road map implementation lies with the owners of the actions and the pilot projects, who can ask for assistance from stakeholders, the steering group, the project administration and their networks as needed.

### Map funding models for road map actions

Depending on whether there is funding and to what extent it is allocated, other existing funding opportunities should be identified. New initiatives need funding.

It is also worthwhile identifying the opportunities for investment support to enable businesses to transform their business models in line with the recommendations of the road map. These could be governmental innovation funds or private funds with a circular economy focus.

#### 10.4 Communicate actively and openly

Support the goals with active communication. Focus on the change and encourage new stakeholders to think about how they can be part of the change. Use the narrative about the desired future. Create the key messages together with the stakeholders involved in the road map work and make sure the stakeholders do participate in

communications. Clearly convey the vision and the results of the work. Examples of success stories are a good way to keep the narrative lively.

Invest in international co-operation. It is also worthwhile including material in

other languages in order to speed up international co-operation. Highlight the best national practices and identify good practices from other countries.

# CASE

## **CASE STUDY FINLAND: IMPLEMENTING THE ROAD MAP**

Between 2016 and 2019 Sitra promoted the implementation of the road map to a circular economy by providing funding for over 70 projects focusing on common cross-sectoral actions that affect all of society and the road map's focus areas. For example, the Finnish education system is in the process of introducing circular economy perspectives to teaching, and the Kemi-Tornio's circular economy industrial park is disseminating its circular model for heavy industry to other parts of the country. Sitra has also been involved in the testing of new regional mobility services, and the generation of regional, sustainable food systems in Finland.

Many firms and organisations have developed their own circular economy actions in line with the circular economy road map. Several companies have already prepared strategies for the circular economy and seized some of the opportunities offered by it.

In 2017 an "Action plan for a circular economy" was drawn up by the Ministry of the Environment, the Ministry of Economic Affairs and Employment, the Ministry of Agriculture and Forestry, and the Finnish Innovation Fund Sitra. It was described as a follow-on to the circular economy road map published the previous year and featured actions for promoting the circular economy during the incumbent government's term.

Finland's circular economy goals are embedded in the government's current overarching agenda "Inclusive and competent Finland – a socially, economically and ecologically sustainable society" (2019). The government is currently preparing a strategic circular economy programme. With this programme, the Finnish Government wants to strengthen Finland's role as a trailblazer in the circular economy. The programme work is led by a steering group and a working group and a secretariat is assisting the work.

The programme, when launched at the end of 2020, will set objectives and indicators, specify the measures to be taken and allocate the resources needed to promote the circular economy.

# 9. Evaluation and revision

**Chart the results, ensure the level of ambition is high enough, accelerate change and supplement the big picture as necessary**

In this last phase we evaluate ongoing projects, explore supplementary actions and decide on updates. Not to forget securing the maximum impact.

## OBJECTIVES

- Evaluate ongoing projects and supplement the actions to ensure the level of ambition is high enough.
- The road map must be agile to work in this rapidly changing world.
- Secure the maximum impact.

## WORKLOAD



## DURATION

**3+ years**



## Evaluation an revision step by step

**1** Evaluate ongoing projects

**2** Explore supplementary actions

**3** Decide on the update

**4** Secure the maximum impact

### Evaluate ongoing projects

Systemic change requires regular evaluation of road map projects. Without measuring we cannot evaluate the progress. The steering group, key people in the focus areas and the project's administration could meet two to four times a year to examine the road map's implementation and the future direction – progress will be compared with the systemic change goals and the operating environment.

The monitoring results can be used as a baseline when defining new priorities, with the help of which the long-term circular economy goals can be reached. The information received does help decision-makers, but, in addition to that, it should act as a driver for new actions.

It is useful to undertake a mid-term review to see how the actions have advanced and if there is a need for supplementary actions. The road map can act as a source for inspiration for others to create their own measures for advancing the transition. A mid-term review also provides an opportunity to identify potential new road map actions and to assess whether the goals are in sync with the actions.

### Explore supplementary actions

Stakeholders should be involved in defining new actions and new synergies among stakeholders. New actions must fulfil the criteria and goals set in the road map.

Depending on the situation and decisions, the road map could be updated or act as a source of inspiration that generates new actions without the need to update it.

### Decide on the update

During the launch phase of the road map, the focus will be on resourcing and implementing the actions in the focus areas, furthering the policy actions and clarifying the goals.

It is advisable to create a version of the road map that can be updated easily to avoid its content becoming out of date. To remain a pioneer requires continuous development, the building of supplemental actions and reacting to the changing situations in the world. One way to ensure this is to update or undertake

an interval analysis at an early stage, preferably after a few years.

To ensure effective monitoring and evaluation, the road map should specify when any follow-up will be carried out. All organisations involved in the road map, including key stakeholders, could meet to review the road map progress, collect input for updating the road map and plan the future. But some organisation must have the ownership of the road map and the responsibility for the update.

### Secure the maximum impact

The question of ownership leads us to the very important last phase of this process, namely securing the maximum impact. We have discussed the importance of the process owner in several chapters. However, when the road map is ready the ownership might change since the implementation phase has a different focus to the drawing-up stage.

If such a change occurs, it is important to secure continuity, for example by having the process owner from the drawing-up stage continue as a steering group member in the implementation stage. The implementation phase involved securing financing, driving the transformation forward with policy instruments and mobilising other stakeholders for the transformation.

Central government plays a key role in promoting the circular economy and can significantly affect the realisation of a circular economy across the whole of society by leading by example and through its steering measures. The strategic and continuous promotion of the circular economy requires parliamentary co-operation extending over government terms, where the circular economy is promoted in collaboration with key ministries. Cross-administrative co-operation is essential.

It is important to recognise and anticipate crucial moments and events and to exploit momentum to ensure maximum impact. These could include events like parliamentary elections or the publication of the government programme.

# CASE

## **CASE STUDY FINLAND: EVALUATING THE FINNISH ROAD MAP**

In 2016, before the road map was launched, two international experts assessed the road map and offered some recommendations. In particular, Sitra noted the recommendation to instil the circular economy in the minds of future generations.

As noted by an outside evaluation of Sitra, a common vision has been created and different agents have supported the vision during the road map process. The road map acts as a guide for circular economy interest groups' future-focused thinking. The road map further encourages actions in the government's circular economy programme and influences law-making.

# CASE

## **CASE STUDY FINLAND: UPDATING THE ROAD MAP**

To remain a pioneer requires continuous adaptation, which is why Sitra started to plan the updating process in spring 2018. Its goal was to chart Finland's development, increase our ambition, accelerate the change and promote the circular economy as a tool for mitigating climate change.

In the summer of 2018 Sitra's experts, assisted by Deloitte, prepared proposals for the updated road map targets. Material for the work was gathered from the situational picture and interviews conducted with decision-makers and experts. The Circular Economy Steering Group also participated in the formulation of the goals.

In September and October 2018, five interest group workshops were held, during which the outlines of strategic and group-specific objectives were worked on and actions for the road map were defined. Representatives from government, companies, municipalities, NGOs and research institutes were invited to the workshops and altogether 110 people participated. The workshops led to 29 new actions that stakeholders have committed to take forward.

In addition, circular economy initiatives from other operators were identified at this stage and developed into road map measures. Sitra also identified 13 measures and themes of essential importance from the perspective of central government. These initiatives are targeted at areas that are deemed to be in particular need of comprehensive promotion of the circular economy but have yet to be embraced.

The editorial process of the road map manuscript was carried out by Sitra in late 2018 and digital publication and other materials were produced by Sitra early 2019. The update, entitled "Critical move – Finland's road map to a circular economy 2.0", was published in March 2019 to coincide with the parliamentary elections in Finland.

The updated road map asserts that the basis for competitiveness and vitality should be renewed so that circular economy solutions are at the heart of a growth strategy and economic competitiveness. Achieving the goals of the Paris Agreement demands a move towards a society that produces less carbon and where producing fewer materials is essential.

Just like the first road map, the updated version also includes descriptions of the measures of essential importance for the circular economy to which Finnish stakeholders have already committed themselves. There are measures under way in central government, towns and cities, the business world and the everyday lives of Finnish people. The road map lists almost 30 new vital actions adopted by organisations in Finland in addition to some suggestions aimed at central government that have yet to be embraced.



# TOOLKIT

## Toolkit: what to do when the road map is ready?

To remain a circular economy pioneer requires continuous development and broad co-operation. The work is not done when the road map is ready and published.

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### IS THERE CLEAR AND MEASURABLE PROGRESS IN THE PROJECTS IDENTIFIED IN THE ROAD MAP?

Yes                      If no, consider...

- Charting the results and, if needed, supplementing the actions to ensure a high level of ambition.
- Exploring supplementary actions.
- Evaluating whether there is a need to update the actions defined in the road map.

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### IS THE CIRCULAR ECONOMY BEING PROMOTED STRATEGICALLY TO EXTEND OVER GOVERNMENT TERMS?

Yes                      If no, consider...

- Finding ways to ensure cross-administrative co-operation. Co-operation between several ministries is needed.
- Recognising and anticipating the crucial moments and events to ensure maximum impact and to exploit the momentum for the road map's implementation.

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### IS THE IMPLEMENTATION OF THE ROAD MAP HAPPENING ON A BROAD FRONT?

Yes                      If no, consider...

- The fact that boosting the circular economy requires both top-down and bottom-up approaches.
- Also actively engaging the members of the steering group in the implementation phase.
- Mobilising new stakeholders. Emphasise the fact that the circular economy helps to secure future economic activity.
- That the circular economy can help to meet various national and international commitments. Make sure to connect the road map to other related strategies and commitments.

# RECAP

We have now gone through the circular economy road map process from beginning to end. Here is a recap of the nine steps that will help you to build a circular economy road map:

## **1. GROUNDWORK AND PRECONDITIONS**

In this phase we define the preconditions for a circular economy road map, create a project plan for the process, define team roles and make sure there are sufficient resources available.

## **2. STAKEHOLDERS AND PARTICIPATION**

In this phase we identify key stakeholders and make sure they are committed to and involved in the process. We form a steering group and identify needs for other working groups.

## **3. THE SITUATIONAL PICTURE**

In this phase we deepen the understanding about the current state of the circular economy in the country in a participatory way that involves relevant stakeholders. The situational picture will serve as a solid basis for the next steps.

## **4. VISION AND GOALS**

In this phase we create an inspiring vision for the road map as well as set specific and measurable goals.

## **5. FOCUS AREAS**

In this phase we define the focus areas based on the vision and strategic goals. We also define the indicators that help us measure the transition to a circular economy.

## **6. PLANNING THE ACTIONS**

In this phase we plan the actions that lead to the road map goals. At best, the circular economy road map is a combination of strategy and tangible action plan.

## **7. COMPILE AND PUBLISH**

In this phase we start compiling the actual road map. Open up the draft version for stakeholder comments before publication. Plan the communication that will inspire others to start their own actions to promote the circular economy.

## **8. EXECUTION AND IMPLEMENTATION**

In this phase it is time to define the management model of the road map and ensure stakeholder commitment to guarantee strong implementation. Support the goals with active communication.

## **9. EVALUATION AND REVISION**

In this last phase we evaluate ongoing projects, explore supplementary actions and decide on updates. Not to forget securing the maximum impact.

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# Useful links and tools

## Circular economy playbook

The circular economy playbook provides companies with a set of tools for transforming to sustainable business. It contains plenty of practical examples of how to implement circular business models and shows what kinds of capabilities, skills and technologies are needed for this.

Two circular economy playbooks have been published: one for manufacturing industries and the other for chemical industry companies.

### **Circular economy business models for Finnish SMEs in the manufacturing industries**

[The playbook](#) produced by Sitra, Technology Industries of Finland and Accenture Strategy helps growth-oriented small and medium-sized enterprises discover international competitiveness in the operating models provided by a circular economy.

### **Sustainable and circular business models for the chemical industry**

This circular economy playbook provided by the Chemical Industry Federation of Finland, Business Finland and Sitra offers [sustainable and circular business models for the chemical industry](#). It provides companies with tools for evaluating their operations and creating new sustainable business models.

## Circular economy at all levels of education

In the transition to a carbon-neutral society, circular economy expertise will be required in all sectors of society and in all workplaces. Since 2017, Sitra has funded the development of circular economy education across the whole education system in Finland to the tune of almost 4 million euros.

## The most interesting companies in the circular economy in Finland

This is a list compiled by Sitra to showcase Finland's most inspiring examples of the circular economy. The examples on the list have been divided according to different circular economy business models. Currently Sitra is collecting a selection of circular economy solutions that are among the most viable, promising, scalable and impactful in the world.

## Competence and training centre for industrial symbiosis in Kemi-Tornio

The Kemi-Tornio region has [a well-functioning model for the industrial circular economy](#). The aim is to spread this regional model for an industrial circular economy throughout Finland by creating a national network of [eco-industrial parks](#) to enable greater co-operation.

### **Shared table – a model of community food assistance**

We expanded the communal food aid model of the City of Vantaa and the Vantaa Parish Union to 15 municipalities to reduce food waste and to promote a sustainable food system [by sharing key successes, lessons learned and practices](#). The Shared Table model combines the use of waste food and communal food aid activities. The purpose of the activities is to reduce food waste and increase the well-being and agency of the recipients and distributors of food aid.

### **World Circular Economy Forum**

[The World Circular Economy Forum](#), held in Helsinki for the first time in June 2017, is one of the most important international circular economy events and a showcase of Finnish circular economy expertise to the world. The 2018 forum was held in Yokohama in Japan before the event returned to Helsinki in 2019. In 2020, the forum will be virtual, as WCEFonline. The plan is for the main forum to take place in Toronto in Canada in September 2021, following a smaller WCEF event planned for the Netherlands in April.

### **EU database on existing strategies for the transition to a circular economy adopted at national, regional or local level by public authorities**

The European Circular Economy Stakeholder Platform has compiled [a database of existing strategies](#) for the transition to a circular economy adopted at national, regional or local level by public authorities.

# HOW TO CREATE A CIRCULAR ECONOMY ROAD MAP

*A guide to making the change happen*

## WHY?

The change towards a circular economy is not only a wise move for well-being and competitiveness, but also essential for a sustainable future. The circular economy provides solutions to the biggest challenges we are facing – overconsumption of natural resources, climate change and biodiversity loss.

## HOW?

Finland was the first country in the world to prepare a national road map to a circular economy in 2016, under the leadership of the Finnish Innovation Fund Sitra. Finland's circular economy road map, which was subsequently updated in 2019, outlines the circular economy measures to which Finnish state administration, municipalities and businesses have already committed themselves. At the same time the road map presents required measures that do not yet fall under the responsibility of any particular organisation.

A circular economy road map is a tool for change: it helps define the required steps and compiles key stakeholders' views on the essential changes and actions required for the circular transformation. It is a document that includes a vision as well as goals and tangible actions that will accelerate a country's transition towards a circular economy.

[Download the publication: How to create a circular economy road map.](#)

## WHAT?

Finnish Innovation Fund Sitra has compiled a guide based on what has been learned from Finland's circular economy road map process. The guide features tools, guidelines and inspiration for countries that want to move towards or are already taking their first steps towards a circular economy.

The guide can be used as both an inspiration and a guide that walks the reader through each phase of the road map process. It provides detailed information about the different phases of building a road map and specific examples of how it was done in Finland. With the advice and encouragement provided you do not need to start from the scratch.

## WHO?

The guide was created for those who are planning and executing a circular economy road map process – governments, ministries, think tanks, NGOs or independent experts. It is especially useful in a phase where a decision to create a national circular economy has been made but the process is yet to start. However, it can also be used to support an intention to start a circular economy road map process or when updating or revising a circular economy road map.

## **THE CIRCULAR ECONOMY ROAD MAP PROCESS IN A NUTSHELL**

### **1. Groundwork and preconditions**

Define the preconditions, create a project plan for the process, define team roles and make sure there are sufficient resources available.

### **2. Stakeholders and participation**

Identify key stakeholders and make sure they are committed to the process. Form a steering group and identify needs for other working groups.

### **3. Situational picture**

Deepen the understanding about the current state of the circular economy in the country. The situational picture will serve as a solid basis for the next steps.

### **4. Vision and goals**

Create an inspiring vision for the road map as well as set specific and measurable goals.

### **5. Focus areas**

Define the focus areas based on the vision and strategic goals. Define the indicators that help measure the transition to a circular economy.

### **6. Planning the actions**

Plan the actions that lead to the road map goals. At best, the circular economy road map is a combination of strategy and tangible action plan.

### **7. Compile and publish**

Start compiling the road map. Ask for stakeholder comments. Communicate to inspire others to start their own actions to promote the circular economy.

### **8. Execution and implementation**

Define the management model of the road map and ensure stakeholder commitment to guarantee strong implementation. Remember to communicate.

### **9. Evaluation and revision**

Evaluate ongoing projects, explore supplementary actions and decide on updates. Not to forget securing the maximum impact.



## **KEY LESSONS FROM CREATING A CIRCULAR ECONOMY ROAD MAP**

1. Create the road map from your country's perspective
2. Co-operation is the starting point and a requirement for progress
3. Make sure the road map balances action with flexibility
4. Form a situational picture
5. The road map must be agile to stay relevant
6. Measure success, monitor development and set stages for the journey
7. Invest in the execution

## **BENEFITS OF A CIRCULAR ECONOMY ROAD MAP**

- Creates a shared mindset about a path towards a sustainable future
- Offers a way to engage key stakeholders
- Builds a path from plans to action, with clear ownership
- Paves the way for resilience and a more sustainable economy
- Helps achieve the United Nations' Sustainable Development Goals
- Provides a tool for achieving climate targets
- Inspires others to become involved in the transition

*A circular economy road map is a tool for change.*

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KUINKA TEHDÄÄN

# KIERTOTALOUDEN TIEKARTTA

*Käsikirja kestävän muutoksen tueksi*

## MIKSI?

Siirtymä kiertotalouteen, jossa tuotanto ja kulutus perustuvat omistamisen sijasta palveluihin, on järkevä ratkaisu kilpailukyyn ja hyvinvoinnin takaamiseksi tulevaisuudessa. Kiertotalouteen siirtyminen on myös välttämätöntä, siellä se tarjoaa ratkaisuja ilmastonmuutoksen torjuntaan, luontokadon pysäyttämiseen ja luonnonvarojen ylikäytön lopettamiseen.

## MITEN?

Sitran johdolla laadittiin vuonna 2016 Suomen kansallinen kiertotalouden tiekartta, ensimmäisenä maailmassa. Tiekartasta julkaistiin päivitetty versio vuonna 2019. Kiertotalouden tiekartassa kootaan yhteiskunnan keskeisten toimijoiden näkemykset kiertotalouteen siirtymisen kannalta olennaisista muutostarpeista ja toimenpiteistä.

Kiertotalouden tiekartta on työkalu, jonka avulla yhteiskuntaa voidaan kehittää kohti kiertotaloutta. Tiekartta määrittelee konkreettiset askeleet muutokseen ja kokoaa yhteen keskeisten yhteiskunnan toimijoiden näkemykset tarvittavista toimenpiteistä. Tiekartta sisältää vision, tavoitteet ja konkreettisia toimenpiteitä. Näin tiekartta luo yhteistä tahtoa kiertotalouteen siirtymiseksi nopeasti ja reilusti.

## MITÄ?

Sitra on koonnut Suomen kiertotalouden tiekartan laatimisessa kertyneet opit käsikirjaan, joka tarjoaa työkaluja, ohjeita ja inspiraatioita valtioille, jotka haluavat siirtyä kiertotalouteen laatimalla oman kansallisen tiekarttansa.

Käsikirjaa voi hyödyntää sekä taustamateriaalia että käytännön työkaluna tiekarttaprosessissa. Se sisältää tarkan kuvauksen tiekarttaprosessin eri vaiheista ja käytännön kokemuksia Suomen tiekarttaprosessista. Käsikirja takaa, että ensi askeleitaan kohti kiertotaloutta ottavien valtioiden ei tarvitse aloittaa tyhjästä.

## KUKA?

Käsikirja on tehty kaikille, jotka suunnittelevat tai laativat kiertotalouden kansallisia tiekarttoja: hallituksille, ministeriöille, tutkimuslaitoksille tai asiantuntijoille. Käsikirja on erityisen hyödyllinen tilanteessa, jossa päätös kiertotalouden tiekartan laatimisesta on tehty, mutta prosessi ei ole vielä alkanut. Käsikirjaa voi käyttää myös tiekarttatyön aloittamisen vauhdittamiseksi tai silloin, kun tiekarttaa päivitetään.

## **TIEKARTTAPROSESSI VAIHE VAIHEELTA**

### **1. Pohjatyö ja reunaehdot**

Määrittele työn reunaehdot, laadi projektisuunnitelma, määrittele vastuut ja varmista, että työhön on varattu riittävästi aikaa ja resursseja.

### **2. Sidosryhmät mukaan**

Tunnista keskeiset sidosryhmät ja varmista, että ne ovat sitoutuneet prosessiin. Muodosta ohjausryhmä ja selvitä muiden työryhmien tarve.

### **3. Tilannekuva**

Selvitä perusteellisesti kiertotalouden tila maassasi. Kattava tilannekuva luo pohjan seuraaville vaiheille.

### **4. Visio ja tavoitteet**

Laadi tiekartalle inspiroiva visio. Aseta tarkat ja mitattavat tavoitteet.

### **5. Painopistealueet**

Määrittele vision ja tavoitteiden pohjalta työn painopistealueet. Aseta indikaattorit, joiden avulla siirtymää kiertotalouteen voidaan seurata ja mitata.

### **6. Suunnittele toimenpiteet**

Suunnittele toimenpiteet, joiden avulla tiekartan tavoitteisiin päästään. Parhaimmillaan kiertotalouden tiekartta sisältää strategian ja konkreettisen toimintasuunitelman.

### **7. Kokoa ja julkaise**

Aloita tiekartan kokoaminen. Pyydä kommentteja ja palautetta sidosryhmiltä. Viesti tavoilla, jotka innostavat muutkin mukaan edistämään kiertotaloutta omilla toimillaan.

### **8. Toteutus**

Määrittele, miten tiekarttatyötä johdetaan ja seurataan. Varmista, että sidosryhmät ovat sitoutuneet myös toimenpiteiden toteuttamiseen. Muista viestiä avoimesti.

### **9. Arvointi ja päivitys**

Arvioi, toteutuvatko tiekartan toimenpiteet, selvitä onko uusille toimenpiteille tarvetta ja päivitä tiekarttaa tarvittaessa. Jatkuva arviointi on tärkeää vaikuttavuuden takaamiseksi.



## **VINKKIÄ KIERTOTALOUDEN TIEKARTAN TEKIJÄLLE**

1. Laadi tiekartta oman maasi olosuhteisiin sopivaksi
2. Yhteistyö on onnistumisen lähtökohta ja edellytys
3. Varmista, että mukana on sekä sovittuja toimenpiteitä että joustovaraa
4. Muodosta kattava tilannekuva
5. Liian jäykkä tiekartta ei pysy muutoksen mukana
6. Mittaa onnistumisia, seuraa kehitystä ja aseta välitavoitteita
7. Muista panostaa myös toimeenpanoon

## **MIKSI LAATIA KIERTOTALOUDEN TIEKARTTA?**

- Luo yhteisen tahtotilan ja reitin kestävään tulevaisuuteen
- Ottaa sidosryhmät mukaan muutokseen
- Rakentaa polun suunnitelmista toimintaan ja varmistaa omistajuuden
- Vahvistaa resilienssiä ja rakentaa kestäväää taloutta
- Auttaa saavuttamaan YK:n kestävän kehityksen tavoitteet
- Tarjoaa työkalun ilmastotavoitteiden saavuttamiseen
- Inspiroi ja kannustaa muita mukaan muutokseen

*Systeminen muutos  
tehdään yhdessä.*

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HUR GÖR MAN UPP  
EN VÄGKARTA FÖR  
**CIRKULÄR  
EKONOMI**

*Handbok till stöd för hållbar förändring*

### **VARFÖR?**

En övergång till en cirkulär ekonomi i vilken produktionen och konsumtionen istället för ägande övergår till tjänster, är en vettig lösning för att trygga konkurrenskraft och välfärd i framtiden. En övergång till en cirkulär ekonomi är också oundviklig, för det erbjuder lösningar för att bekämpa klimatförändringen, stoppa naturens försvinnande och upphöra med överexploateringen av naturresurser.

### **HUR?**

Under Sitras ledning gjorde man år 2016 upp en vägkarta för cirkulär ekonomi, den första i världen. En uppdaterad version av vägkartan publicerades 2019. I vägkartan för cirkulär ekonomi sammanställs de centrala samhällsaktörernas syn på vad som behöver ändras och åtgärder som krävs för en övergång till cirkulär ekonomi.

Vägkartan för cirkulär ekonomi är ett verktyg för att utveckla samhället mot cirkulär ekonomi. Vägkartan definierar de konkreta stegen mot förändring och sammanställer de centrala samhällsaktörernas syn på de åtgärder som behövs. Vägkartan innehåller en vision, mål och konkreta åtgärder. På så sätt skapar vägkartan en gemensam vilja att snabbt och rättvist övergå till en cirkulär ekonomi.

### **VAD?**

Sitra har sammanställt lärdomarna från utarbetandet av vägkartan för cirkulär ekonomi i Finland i en handbok som erbjuder verktyg, anvisningar och inspiration för stater som vill övergå till cirkulär ekonomi genom att utarbeta en egen nationell vägkarta.

Handboken kan användas både som bakgrundsmaterial och som ett praktiskt verktyg i vägkartprocessen. Den innehåller en noggrann beskrivning av de olika skedena i vägkartprocessen och praktiska erfarenheter av Finlands vägkartprocess. Handboken säkerställer att stater som tar sina första steg mot en cirkulär ekonomi inte behöver börja från noll.

### **VEM?**

Handboken har utarbetats för alla som planerar eller utarbetar nationella vägkartor för cirkulär ekonomi: för regeringar, ministerier, forskningsinstitut eller experter. Handboken är särskilt användbar i en situation där ett beslut om att utarbeta en vägkarta för cirkulär ekonomi har fattats, men processen ännu inte har inletts. Handboken kan också användas för att påskynda arbetet med vägkartan eller när vägkartan uppdateras.

**Ladda ner publikationen: [How to create a circular economy road map \(på engelska.\)](#)**

## VÄGKARTSPROCESSEN STEG FÖR STEG

### 1. Grundarbete och ramvillkor

Ange ramvillkoren för arbetet, gör upp en projektplan, definiera ansvar och se till att avsätta tillräckligt med tid och resurser för arbetet.

### 2. Intressegrupperna med

Identifiera de centrala intressegrupperna och se till att de är engagerade i processen. Bilda en styrgrupp och utred behovet av andra arbetsgrupper.

### 3. Lägesbild

Ta grundligt reda på den cirkulära ekonomins tillstånd i ditt land. En heltäckande lägesbild skapar en grund för de kommande faserna.

### 4. Vision och mål

Skapa en inspirerande vision för vägkartan. Ställ upp exakta och mätbara mål.

### 5. Insatsområden

Definiera arbetets insatsområden utifrån visionen och målen. Ange indikatorer för uppföljning och mätning av övergången till cirkulär ekonomi.

### 6. Planera åtgärder

Planera åtgärder för att uppnå målen i vägkartan. I bästa fall innehåller vägkartan för cirkulär ekonomi både en strategi och en konkret verksamhetsplan.

### 7. Sammanställ och publicera

Börja sammanställa vägkartan. Be intressegrupperna om kommentarer och återkoppling. Kommunera på ett sätt som inspirerar andra att delta i främjandet av en cirkulär ekonomi genom att själva agera.

### 8. Genomförande

Definiera hur vägkartsarbetet leds och följs upp. Se till att intressegrupperna också har förbundit sig att genomföra åtgärderna. Kom ihåg att kommunicera öppet.

### 9. Utvärdering och uppdatering

Bedöm om vägkartans åtgärder genomförs, ta reda på om det finns behov av nya åtgärder och uppdatera vägkartan vid behov. Kontinuerlig utvärdering är viktig för att garantera genomslagskraften.



## TIPS FÖR DEN SOM GÖR UPP EN VÄGKARTA FÖR CIRKULÄR EKONOMI

1. Gör upp en vägkarta som passar förhållandena i ditt land
2. Samarbete är utgångspunkten och en förutsättning för framgång
3. Se till att både överenskomna åtgärder och flexibilitet ingår
4. Skapa en heltäckande lägesbild
5. En för stelbent vägkarta hänger inte med i förändringar
6. Mäta framgångar, följ utvecklingen och sätta upp delmål
7. Kom ihåg att även satsa på verkställandet

## FÖRDELAR MED EN VÄGKARTA FÖR CIRKULÄR EKONOMI

- Skapar ett delat tänkesätt om en väg mot en hållbar framtid
- Erbjuder ett sätt att engagera viktiga intressenter
- Bygger en väg från planer till åtgärder, med tydligt ägarskap
- Banar vägen för motståndskraft och en mer hållbar ekonomi
- Bidrar till att nå FN:s mål för en hållbar utveckling
- Ger ett verktyg för att uppnå klimatmålen
- Inspirerar andra att bli involverade i övergången

Systemisk förändring  
kräver samarbete.

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