



Askel

Steps towards circular textile futures

DESIGN FOR GOVERNMENT 2021

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1. Introduction

The Brief

This report aims to showcase the overall journey undertaken during the Design for Government course in the Spring of 2021. The course enables design students to navigate complex challenges present in the government and the public sector through ‘designerly’ approaches to policy-making and public service provision.

Our project will be explored in all its phases: research, development, and delivery of our proposal – Askel: Steps towards circular textile futures.

The brief for this project, “Reducing the carbon footprint of procurement services”, was commissioned by the Ministry of Economic Affairs and Employment (TEM), represented jointly by the members of the Kela family unit and TEM, and sponsored by the ORSI research project consortium. In addition, other actors involved were KEINO, Competence Centre for Sustainable and Innovative Public Procurement, and Business Finland, a funding body for innovative public procurement. The brief was driven by the goal of using the maternity package as an example to inform legislation, and the role of working methods and policy changes that can be scaled to other procurement processes across public services in Finland.

Our commissioners asked us to identify the main barriers that hinder the establishment of sustainable and innovative public procurement as the norm.

Addressing the required task, we identified two key barriers through our research: lack of shared understanding of sustainability among stakeholders and sustainability criteria being limited to product level.

As a result, our proposal seeks to respond to the insights uncovered by providing new means of collaboration that can help align, rethink, and discuss goals for the Kela maternity package. To overcome the barriers of sustainability being an ambiguous term, we frame the procurement process within the context of the circular economy – and 9R framework. The end outcome of this new dialogue is a checklist of actionable and shared sustainability criteria for innovative circular public procurement.



Context | Textile Industry

In order to respond to the brief, it was crucial for us to situate it in its broader context, namely the textile industry. Every year, approximately 40,000 mothers in Finland receive the Maternity Package: with 50 items in the 2021 edition (Kela, 2021). The items include mostly textile products as well as a few care products for both the newborns and the parents. This led us to reflect on the environmental and social impacts that the products might leave behind.

Currently, the systemic impacts of this industry are immense, and the current consumption of 62 million tons of clothing is unsustainable and based on destructive practices, such as increased land use, water pollution, and exploitation of labor.

Plastics have made clothing production even cheaper, and fiber mixes make recycling harder. The problem is not only the production methods, but the production volume which mostly ends up in landfills (Cornell, Häyhä and Palm, 2021).

Therefore, the overall goal should be to find ways to reduce the amount of clothing produced and shift towards regenerative circular economic approaches which are in line with Finland's goal of becoming carbon neutral by 2035 (Ym, 2019).



62 million tons of clothing consumed



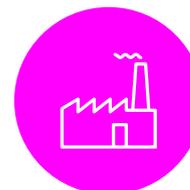
set to use 35 % of more land by 2030



20 % of world industrial water global pollution



170 million children are engaged in child labour



set to use 25 % of carbon budget for 2°C warming by 2050



~ 1 % is recycled into new clothing; 83 % sent to landfills

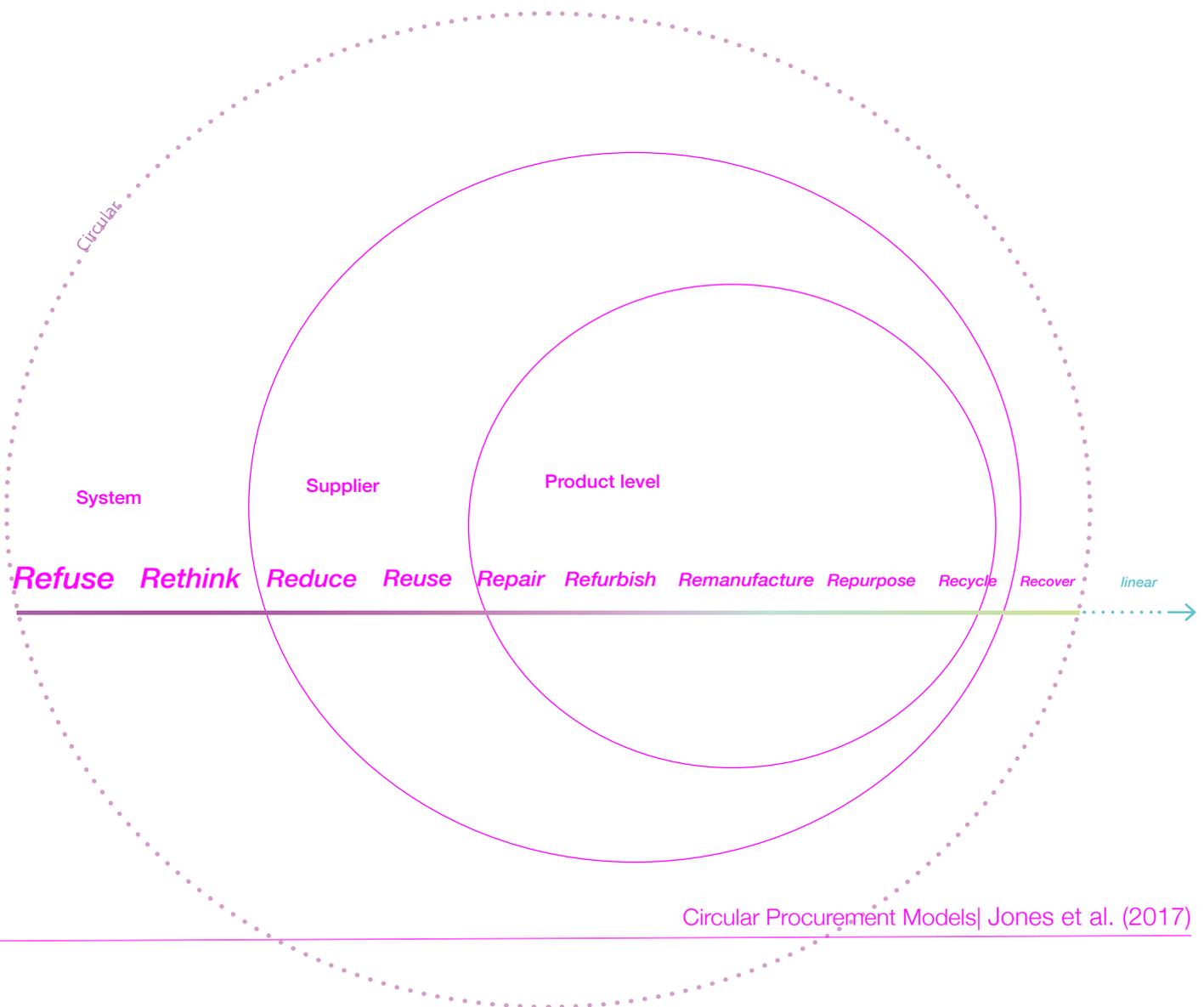
Rethinking the Brief

To advance towards the latter, we started rethinking the brief, which was mostly concerned about reducing the CO2 footprint of the items inside the maternity package.

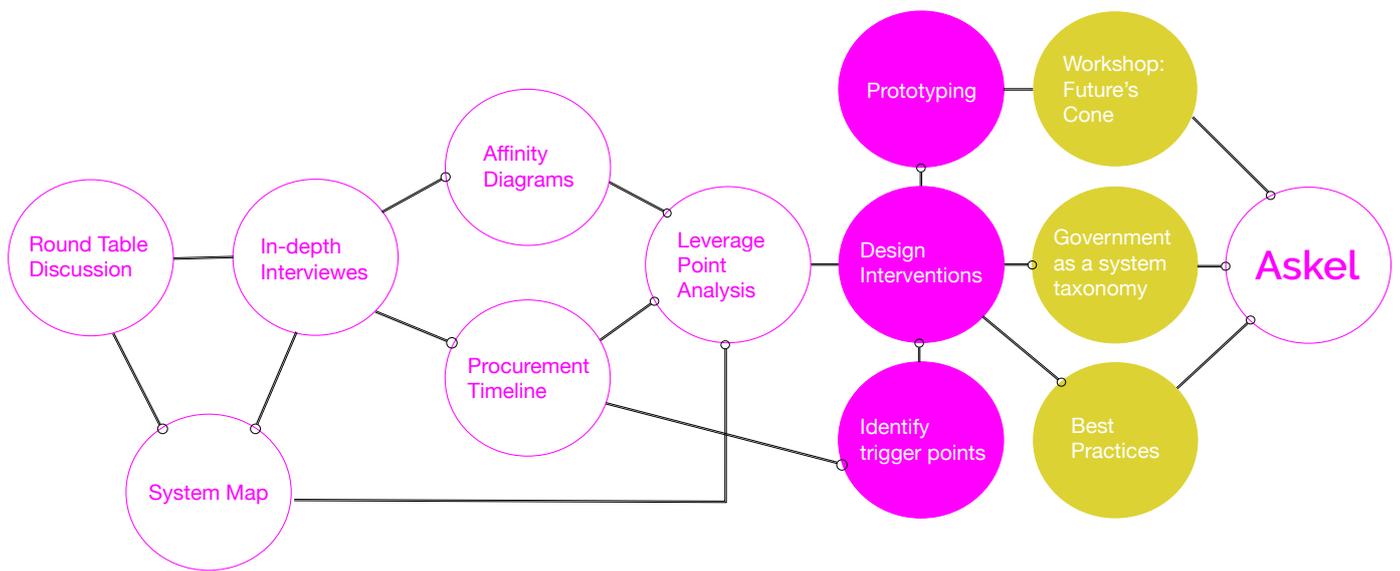
Here, we identified a product level understanding of sustainability. However, to transition from linear to circular economies, we urge governments to move towards supplier and system level understandings.

The 9R framework (Appendix 3) was utilized to demonstrate that a more linear approach, such as recycling, saves little resources in comparison to higher level circularity, such as reducing, refusing, and rethinking materials.

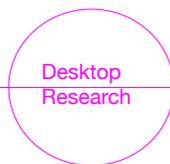
Therefore, our direction seeks to introduce to the government alternatives that could unleash much higher positive systemic impacts.



2. Methodology



Exploration



Desktop
Research

Solution Space

Desktop Research

We started our project path with desktop research, and the first object of study was the maternity package followed by the case brief. The materials of the maternity package were investigated by tracing the producers that provided the products for the package and looking at secondary sources, like Finnwatch, that exposed risks of human rights problems.

Our group decided to focus on the textiles within the maternity package, because the textile industry is one of the world's largest polluters (Cornell, Häyhä and Palm, 2021) and needs profound transformation to become socially and environmentally sustainable.

The case brief was thoroughly analyzed, which led us to identify that the current problem framing was concerned with reducing unsustainability (carbon emissions) and appealing to eco-efficiency (symptom treatment), rather than creating sustainability; which requires industrial restructuring (Ehrenfeld, 2006).

Further, we continued our research by mapping out the stakeholders that were mentioned in the case brief with special attention given to KEINO. Through our research into the materials provided, we identified the gaps in our knowledge on public procurement, such as legal frameworks, and sought to improve our understanding through interviewing the relevant stakeholders.

Additionally, we looked at relevant articles in EU's public procurement laws, with attention given to the possibilities for innovative procurements such as Article 31 on Innovation Partnership. Our desktop research indicated that there were many opportunities for the government to be more ambitious in their public procurement, still within the legal boundaries.

We used two best practices guides mentioned below to inform us on public procurement and circular business models.

- Australian governments' sustainable procurement guide for checklist examples.
- EU's public procurement for a circular economy for tangible examples.

Research Process

Following the initial desktop research, our design process continued with a **round table discussion** where representatives from Kela, Keino, Syke and the Ministry of Economic Affairs and Employment (TEM) provided the supergroup with their insights and answered our questions in relation to public procurement. The discussion was particularly interesting, because the stakeholders had never met previously, nor had an open dialogue on public procurement of the maternity package.

Following the discussion, we interviewed 19 stakeholders with other supergroup members. The **interviews** were semi-structured with questions ranging from what the current sustainability understanding of the interviewees is, to how the practicalities of the procurement process enable or inhibit innovation.

We interviewed:

- ② end-users;
- ③ producers that had participated in the procurement process;
- ① consultancy for sustainable businesses;
- ④ representatives from niche textile innovation companies;
- ③ representatives from Kela;
- ① from each knowledge resource - Keino, Syke, Motiva, VTT;
- ① representative from Hansel;
- ① senior officer from Ministry of social affairs, Finland (STM).

Even though we were able to capture many different perspectives, there are still some aspects of the process that need to be better understood, for which we would have liked to interview people that were directly involved in the procurement within Kela. However, it was difficult to arrange interviews with some stakeholders due to the time constraints.

The information gained through these interviews, discussions, and desktop research helped us in mapping the systems map, creating affinity diagrams, and drawing the procurement timeline. Further information on these will be provided in the analysis section of the report.

The synthesized information in the form of insights was translated into design drivers through leverage point analysis. Finally, a supergroup **workshop** was organized with the stakeholders to validate our proposal and further develop it.

3. Analysis

Affinity diagram

To analyse the data gathered from the interviews, we used affinity mapping to “synthesize idiosyncratic observations to find new hypotheses” (Lucero, 2015, p.2).

All the insights were grouped into common recurring themes to identify the main barriers and opportunities. We identified four key groups that relate to communication, practical, technical and sustainability issues.

This systematic approach allowed us to uncover patterns and hierarchical relationships between the insights.

The four groups, with their corresponding insights from the interviews, can be seen below in the reduced version of the affinity diagram.



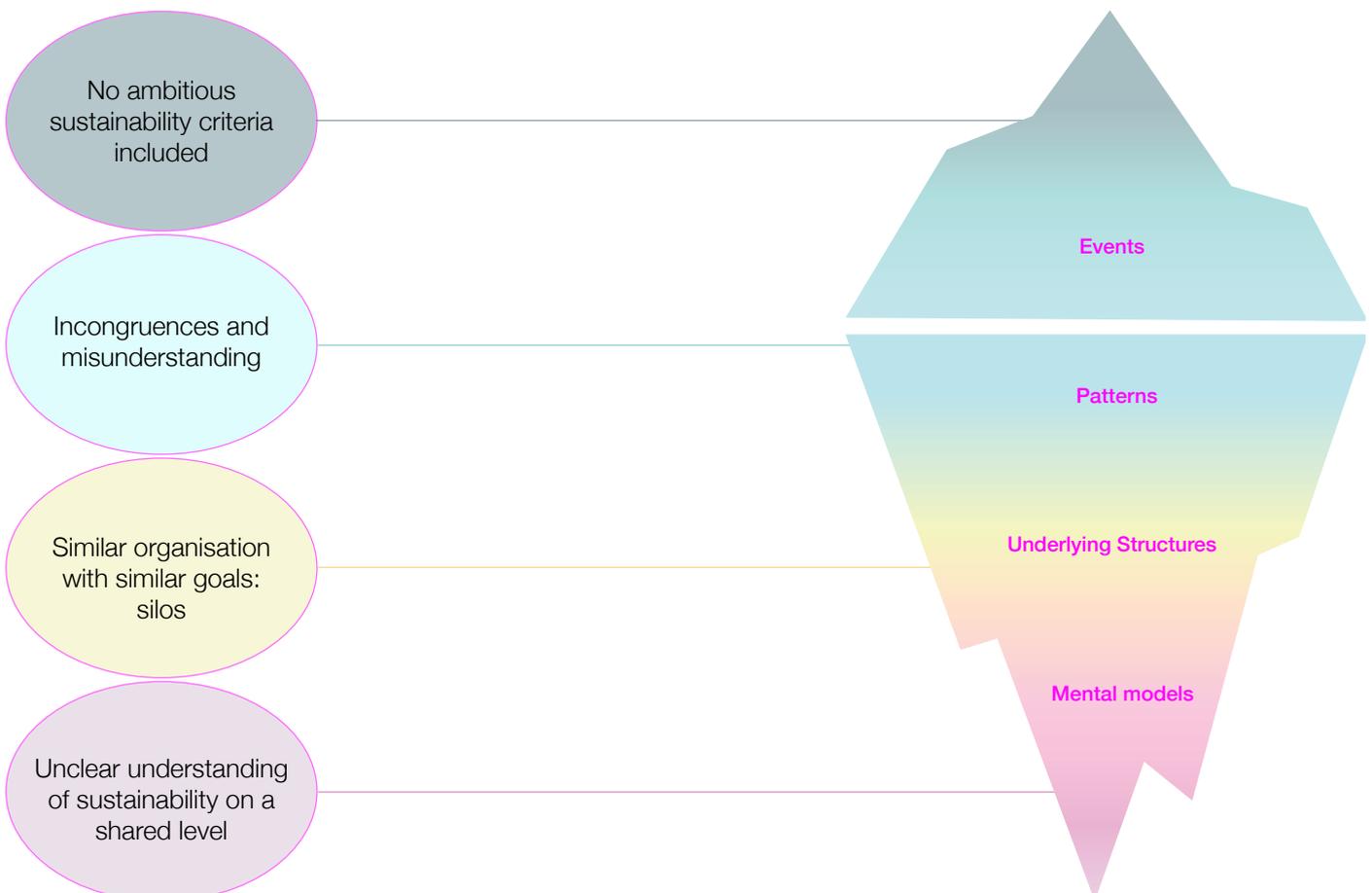
Iceberg Model

We used the iceberg model, a systems thinking tool, to contextualize the insights from the affinity diagram. Following, we uncovered insights according to events, patterns, underlying structures, and mental models.

The iceberg model helped us get a deeper understanding of the complexities of multiple organizations, which we soon realised were entrenched by entirely different understandings of what sustainability is.

The latter is located at the bottom of the iceberg, “under the water”; where mental models and values, seen as deep leverage points by Meadows (1999), can greatly influence shallow and visible occurrences. To shape the mental models of sustainability, more tangible models and understandings of sustainability within the context of public procurement are required.

The visualisation below thus depicts an initial understanding of our system at hand.



Meadows (2021)

Systems thinking

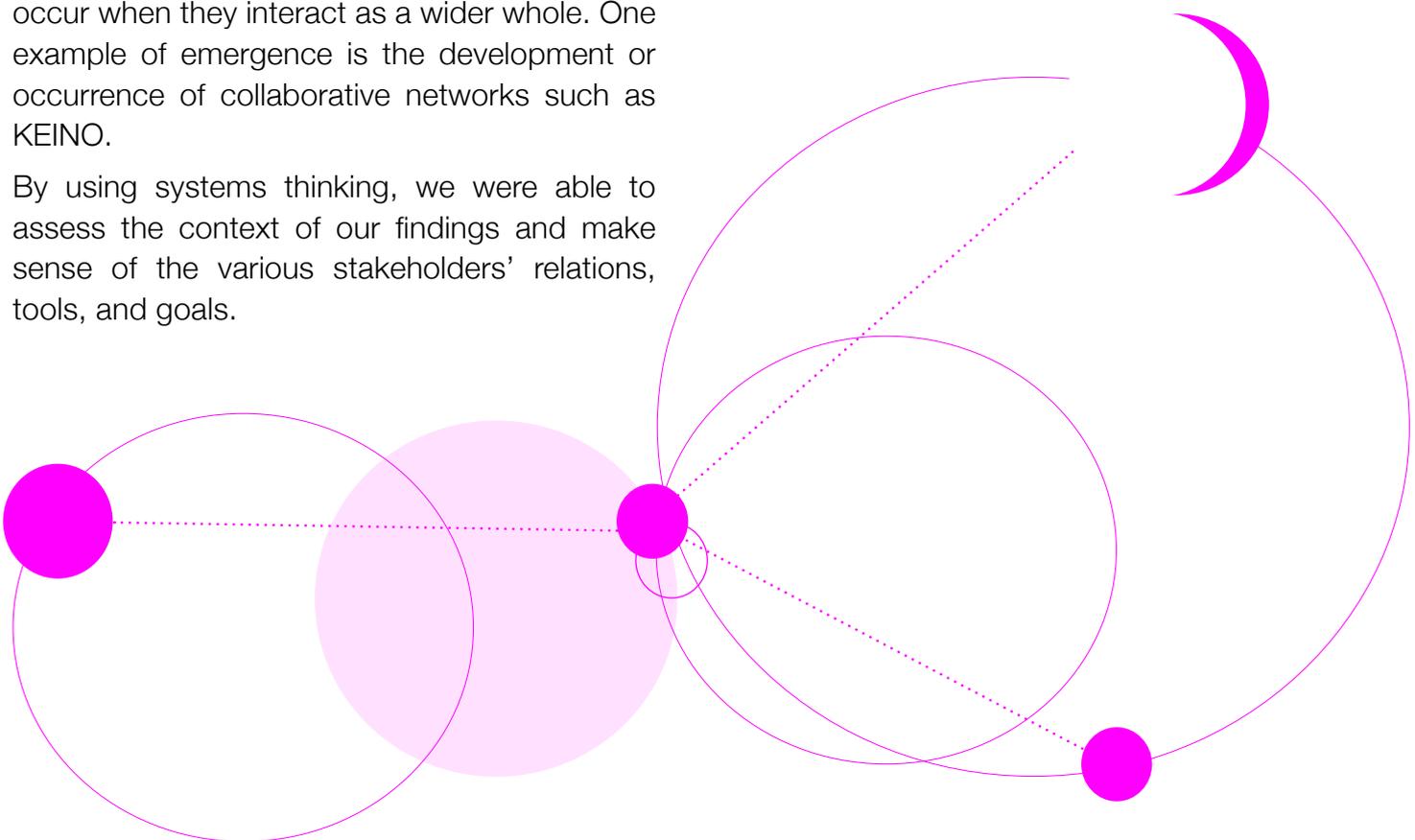
The government can be thought of as a complex system, with internal and external organizations, that are systems of their own with different people, rules, practices, and goals. Design for Government, and the Creative Sustainability program at Aalto University makes extensive use of systems thinking to address complex problems, thus we applied a systems approach to analyze our case.

Systems thinking, as taught by Donella Meadows, emphasizes concepts such as emergence: behaviors that are not present in individuals or single parts of a system, but that occur when they interact as a wider whole. One example of emergence is the development or occurrence of collaborative networks such as KEINO.

By using systems thinking, we were able to assess the context of our findings and make sense of the various stakeholders' relations, tools, and goals.

One of the most tangible sensemaking tools from systems thinking is the use of systems maps; our map shows connections between stakeholders: humans, organizations, and technical platforms (Figure 1).

By creating systems maps, our team was able to analyze which parts of the system were most relevant to our focus area and prioritize which stakeholders to interview and invite to workshops.



Abstract visualisation of system's networks

Systems Map

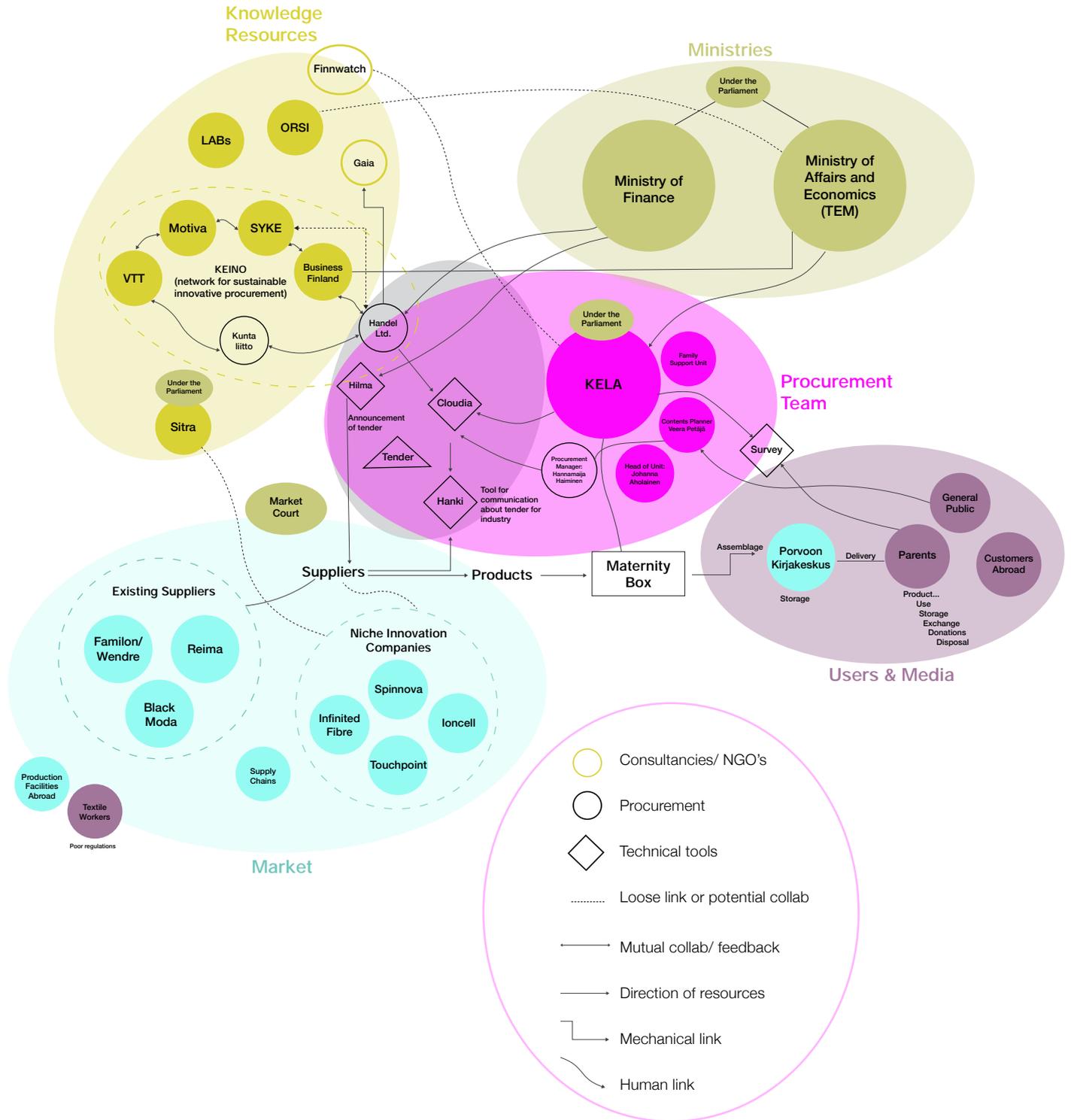


Figure 1

Leverage points analysis

Another aspect of systems thinking is the concept of leverage points (Appendix 1). We used leverage point analysis to identify which intervention or design proposal had the most impact in terms of changing the system of public procurement for the maternity package. There were three leverage points which we evaluated: the structure of information flows (access to information); the power to add, change, or self-organize system structure; and the goals of the system.

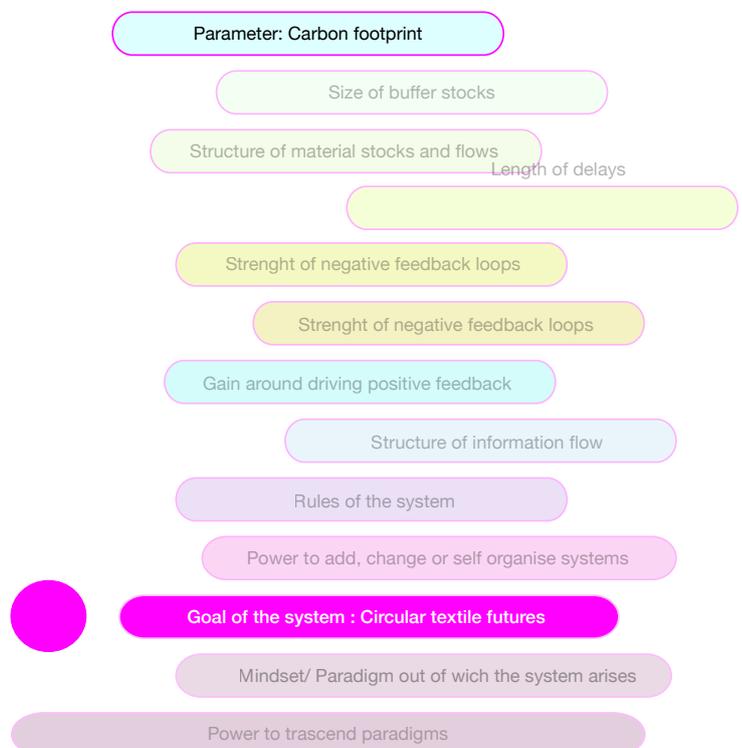
The leverage points we evaluated are all considered to be deeper leverage points, meaning that they will have a more transformative impact, on the process of procurement in this case.

Parameters are the least impactful way of changing a system and our brief asked us to reduce a parameter, the carbon footprint. However, we finally chose to target a deeper leverage point: the goal of the system, which would influence shallower leverage points as well.

Today, the goal of the maternity package is to provide every child with the same opportunities, and what we are suggesting is a change towards more ambitious sustainability goals that is agreed upon collaboratively; a process that can be applied for public procurement in general.

Shallow leverage point

Deep leverage point



Meadows (1999)

4. Insights

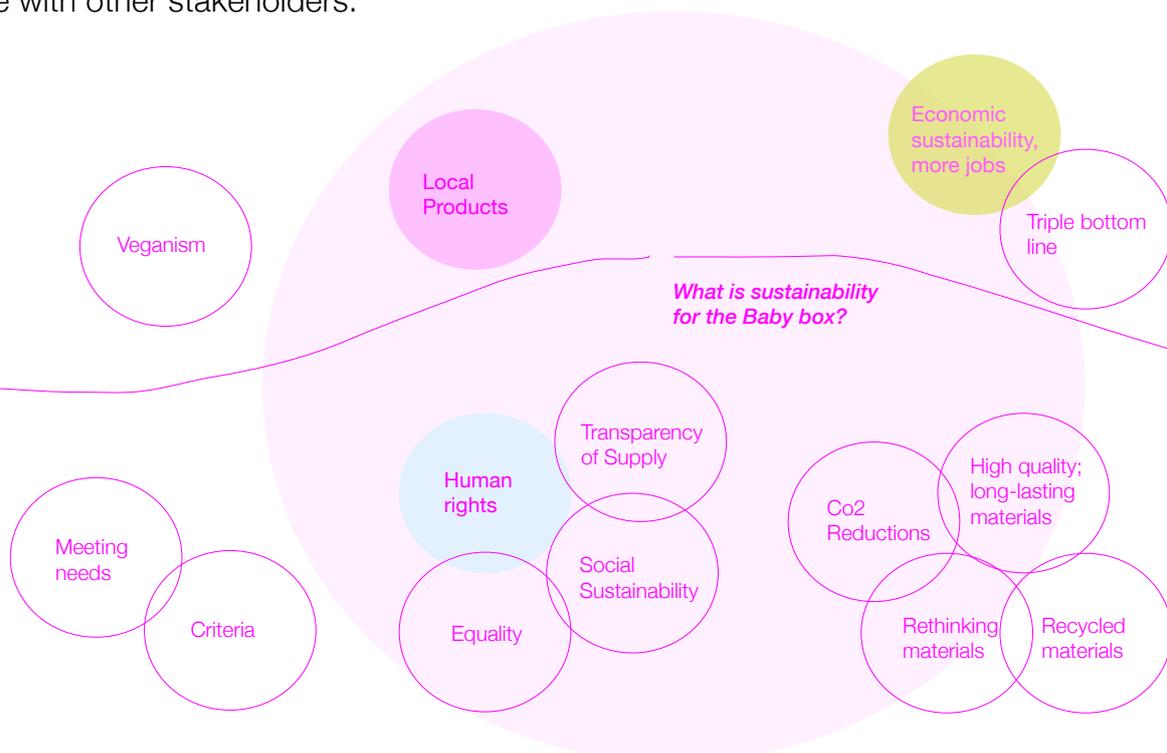
1. Lack of shared understanding

We asked everyone we interviewed one question: “What is sustainability to you?” The responses we got varied from very product oriented views and generic theories to human rights issues and even economic sustainability, such as creating more jobs. This can be seen in the diagram below where the different responses are mapped.

While these were all “correct answers”, there was no common understanding or shared goal for sustainability that all stakeholders were aiming for. Since sustainability is such a complex topic and has many different layers, it can be rather ambitious to expect a shared understanding when the stakeholders are separated in organizational silos; they tend to experience limited interaction and absence of dialogue with other stakeholders.

This lack of shared understanding was what we further identified as the misalignment and fragmentation of goals among stakeholders. For Kela, equality seemed the most important; producers wanted clarity and new markets; Keino stakeholders were most concerned with various forms of sustainability; TEM was innovation and market oriented; and users wanted quality products and freedom to choose.

Through our first insight we knew we had to establish a way to create a shared understanding that the stakeholders could work towards through the procurement of the maternity package.



2. Top-down & limited communication

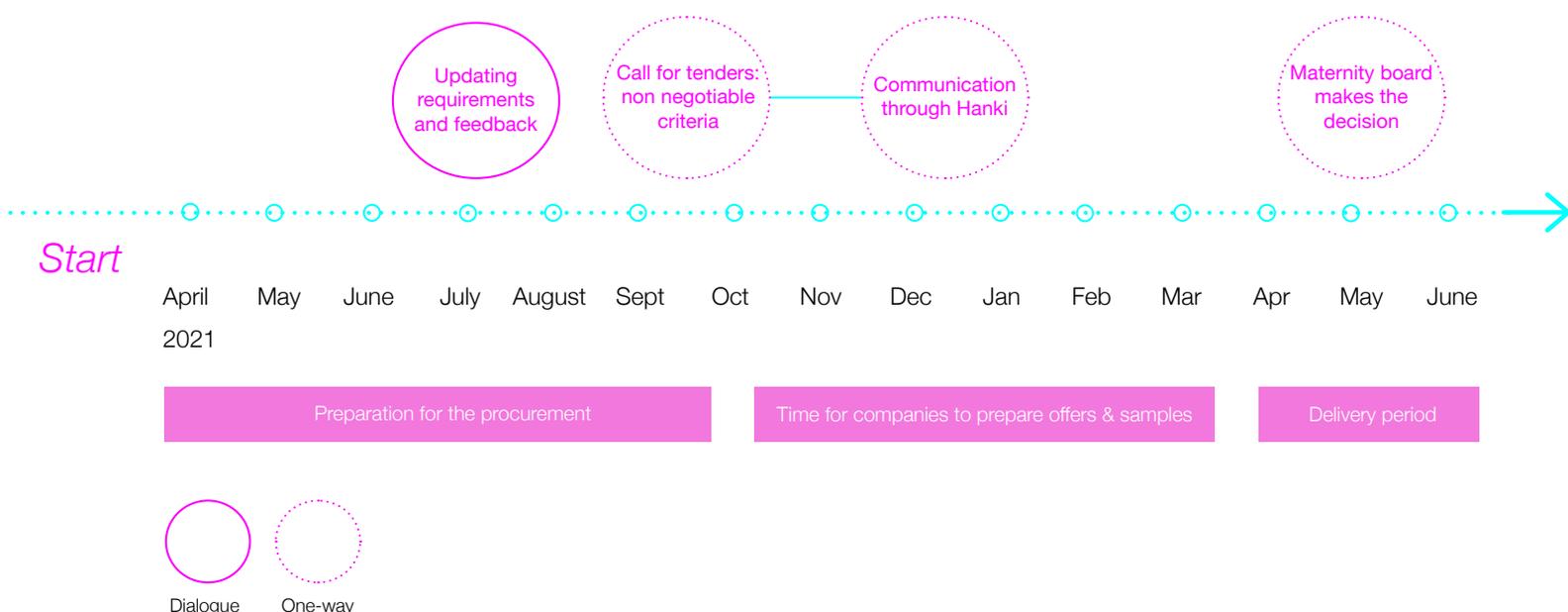
On mapping the procurement timeline, we found that the process lasts for a whole year, but the only form of dialogue happens during the summer when Kela updates the requirements and asks for feedback. After that, Kela publishes a call for tenders and the producers can communicate through an online portal named Hanki.

Then, finally, Kela announces the decision for the package. Hence, the second insight refers to top-down communication and lack of dialogue throughout the process.

This further contributes to the lack of shared understanding of sustainability.

Thus, our proposal aims to facilitate the flow of communication among different stakeholders to create transparency and shared goals.

“The process became harder as there was no way to ask questions. We submitted two hours before the deadline as we had to figure out a lot of stuff.” - Producer



Current Procurement Timeline

3. Product-oriented criteria

The last insight that informed our proposal was that the current criteria of the maternity package are limited to the product level. For example, textiles must comply to ensure no hazardous chemicals are used, and to make sure there are no loose parts for the baby's safety. Product quality is also measured in terms of functionality, material, innovativeness, and aesthetics.

Today, no products are returned from users, and the interaction ends with receiving the package. Organic materials and recycled fibers also give the supplier additional points when competing for the tender.

To move beyond the product level sustainability, procurement practices must consider the business model of the supplier, and which industrial systems they support or exclude.

Is the supplier contributing to producing less clothes overall, or merely reducing the negative impact of their own production?

The supplier level and system level understandings of sustainability are less about technical details, and more about the values and motivations for why the supplier exists as a company. Because values and motivations are hard to measure, there needs to be a different process for evaluating or collaborating with the suppliers and more qualitative requirements in the tender.

Our proposal thus aims to move towards supplier and system level criteria for procurement to help transition from linear “take-make-waste” to circular economy “reduce-reuse-repair” as suggested in the SPP Regions “Best Practice Circular Public Procurement” report.



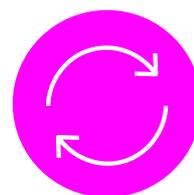
Textiles must comply to ensure no hazardous chemicals are used.



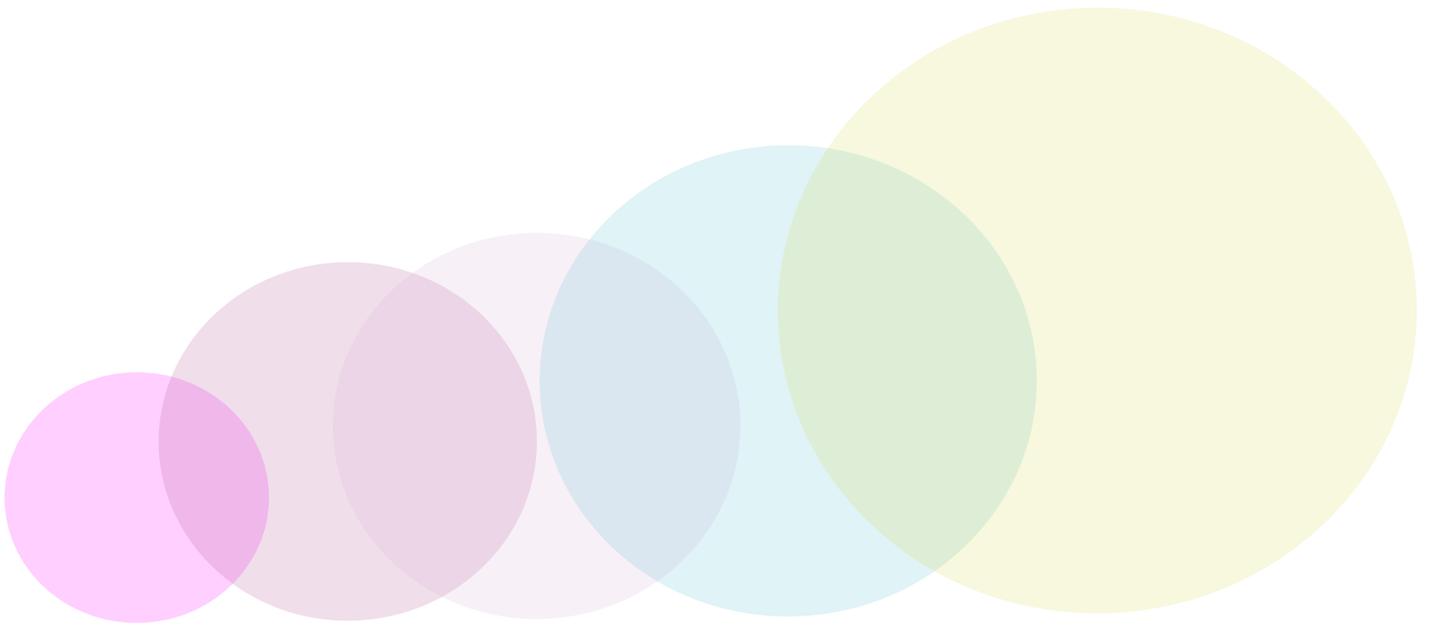
No long ribbons or loose parts to ensure baby safe products.



Product quality assessment in terms of functionality, material, innovativeness and aesthetics.



No products are returned from users.



Askel



steps for transforming shared understanding into actionable criteria for circularity.

5. Proposal

Create to transform

In response to the insights gathered from our research, we created our proposal, Askel, a strategic framework that provides gradual steps for creating shared understanding and transforming it into actionable criteria for circularity. Firstly, Askel aims to create a shared understanding of sustainability and align goals of the different stakeholders through increased dialogue. This is achieved via workshops, participatory forums, and round table discussions.

Secondly, Askel aims to transform the created shared understanding into actionable criteria with the use of a checklist. This checklist is derived from the insights gathered from the aforementioned workshops and collaborative tools.

reate

Create shared understanding of sustainability and align goals through increased dialogue.



Workshop, Participatory forums, round tables etc.

ransform

Transform shared understanding of goals into actionable criteria.



Checklist

5.1 Create

Workshop

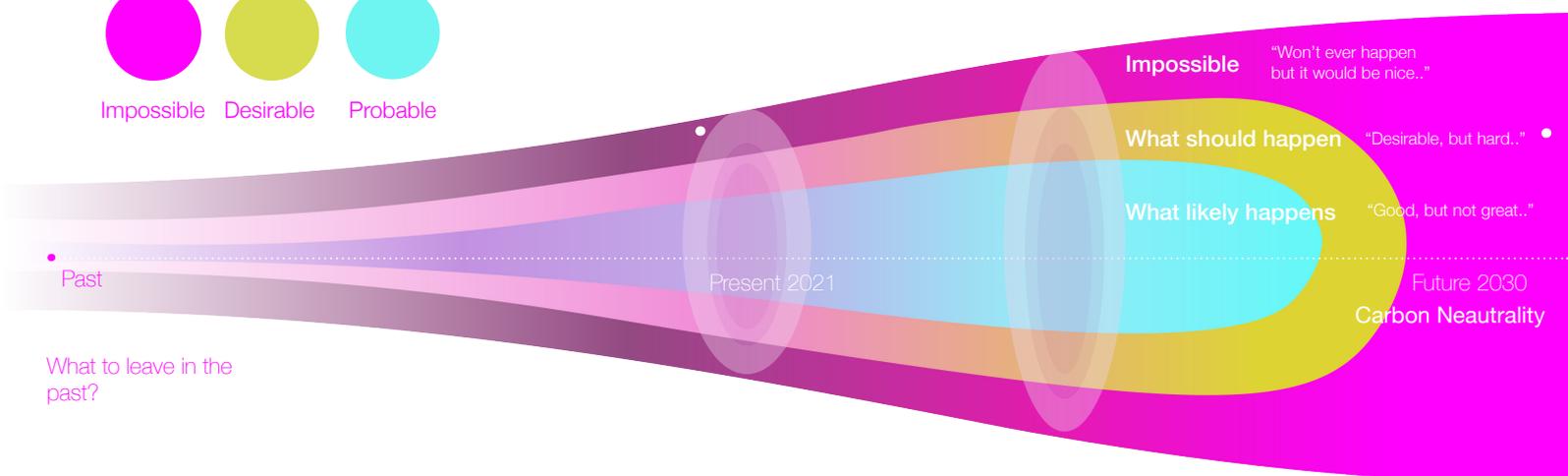
We piloted one of the potential tools for creating shared understanding in the participatory workshop we conducted in collaboration with the maternity package supergroup. We treated this workshop as a trial run for something the government could be doing themselves annually, bi-annually, or as frequently as needed; and wanted to use this opportunity to introduce workshops as a tool to our participants.

For our section in the workshop we used Elliott P. Montgomery’s (n.d.) Narrative Futures Cones design framework which we modified to fit the specific interests regarding the maternity package. The original design includes four dimensions: probable, plausible, possible, and impossible. We included “probable” to represent ideas that our stakeholders considered the easiest and most likely to achieve: good, but not great.

Then, we introduced the “desirable” dimension for things that are hard to achieve, but worth pursuing. Finally, we included “impossible” to allow the stakeholders to imagine things they did not currently see as possible; although, they wished they were. Additionally, we had a section for things the stakeholders would want to leave in the past. The timeline of the Narrative Futures Cones shows the past, present, and future; the future being the goal of carbon neutrality by 2030, serving as our overarching goal for the maternity box.

We considered the workshop a success, both in terms of providing us with quality information that we could use for the next step of the Askel process, and for facilitating open dialogue between the stakeholders through a discussion related to their Narrative Futures Cones ideas.

Alternative Futures;



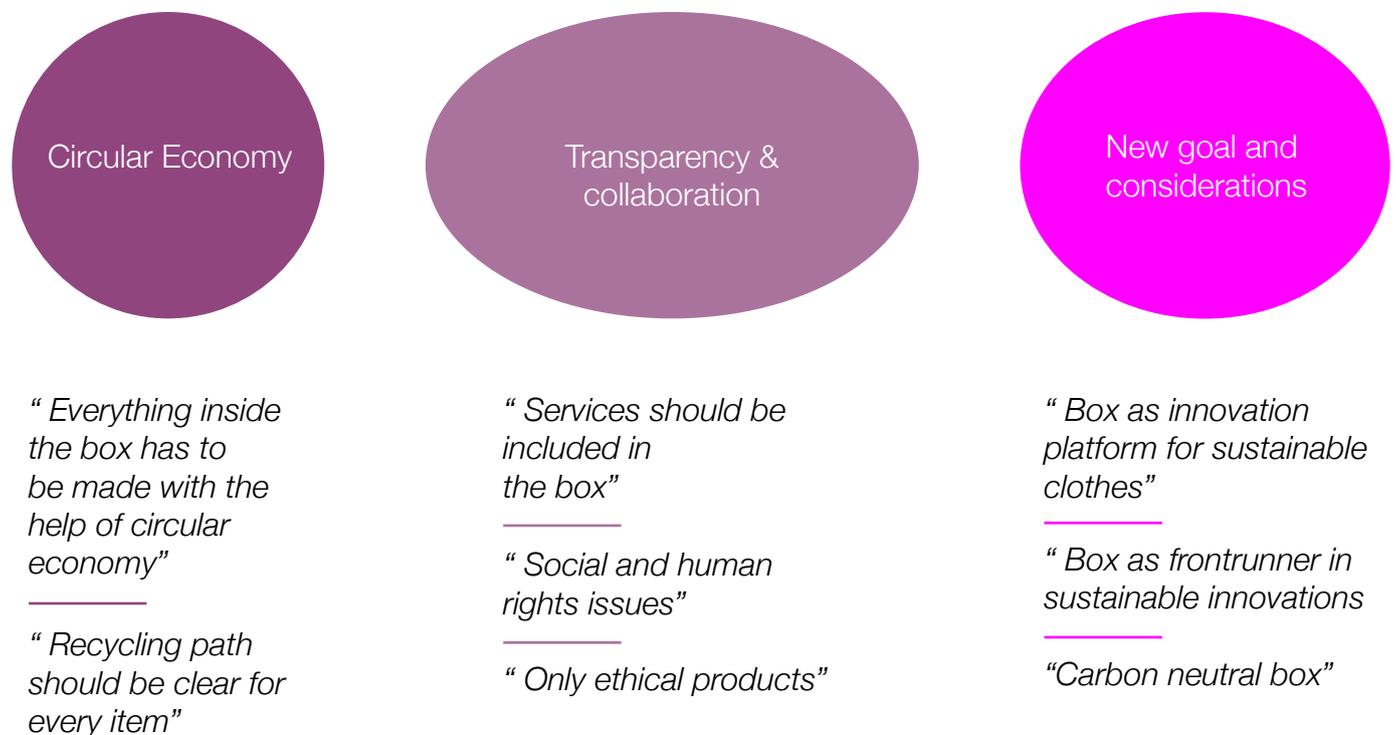
Insights from workshop

We synthesized insights from the workshop activity based on similarities in the stakeholder ideas and inputs. Three distinct categories started emerging: circular economy; transparency, ethics, and collaboration; and new goals and considerations.

These insights were mixed between the three dimensions of the Narrative Futures Cones; what some deemed impossible, others deemed “desirable, but hard”.

The main benefit of providing different dimensions was allowing the participants to dream of the impossible potentials – many of which we as designers do not think are impossible at all.

Thus, we wanted to show how these envisioned futures and dreams for the maternity package can be turned into tangible and attainable goals.

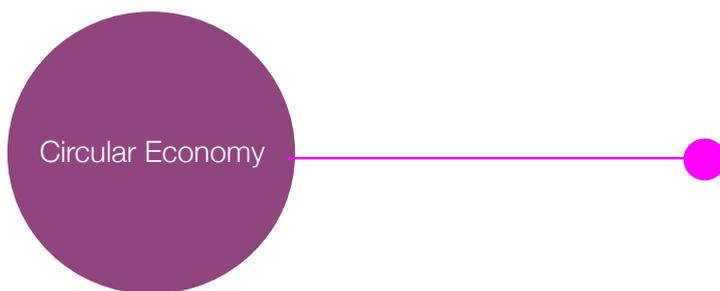


5.2 Transform

Insights to criteria

This is the part of the process where workshop insights have been analyzed and are ready to be transformed into actionable criteria. Such criteria are useful, especially when evaluating companies in the maternity package tendering process or for aligning the companies with what are required and desirable outcomes before the formal process.

From the circular economy category insights: “the recycling path should be clear for every item” and “everything inside the box has to be made with the help of circular economy”; we can synthesize the following criteria with inspiration from best practices: “provides repair kits and professional repair services for their products”, “re-designs or refurbished older products to give them new use”, and “remanufactures products with the use of discarded products”.



“ Everything inside the box has to be made with the help of circular economy”

Criteria

Providing repair kits and professional repair services for their products

Re-designing or re-furbishing older products to give them new use

Remanufacturing of products with the use of discarded products

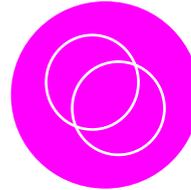
Checklist

The checklist items can be seen as tangible representations of what circular economy values mean as they make visible the practices that produce circularity. Here, it is important to consider what real life practices the government wants to promote and support as valuing offers based on them will have real life consequences.

The checklist is greatly beneficial as a **communication tool** between the government and businesses, because it clearly outlines the direction that companies should be moving towards to be chosen as a supplier for the maternity package. It streamlines the work of the government by giving them a way to assess offers through one **evaluation system**, and it makes it less likely for companies to waste resources on activities the government does not consider beneficial. In the best-case scenario, the criteria can be an **educational tool** and a step-by-step guide for companies that are unsure of how to move towards stronger sustainability.

In addition, we suggest public announcement of the criteria for **full transparency**. This allows parents-to-be and the society at large to be engaged with sustainability in the maternity package and spark debate.

Benefits of checklist:



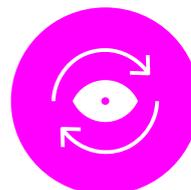
communication tool
between the government
and businesses



streamlines the work of the
government through one
evaluation system



an **educational tool** and
a step-by-step guide for
companies



Less waste, more
sustainable products and
transparency

Checklist for ethical circular procurement	Yes	No	Progress
Has done considerable measures to reduce material impacts - provides <i>LCA</i> 's			
Re-use of materials and the products are an integrated part of the business			
Provides repair kits and professional repair services for their products			
Re-designs or re-furbishes older products to give them new use			
Remanufactures products with the use of discarded products			
Has a supplier-take-back system and recycles products as a last resort			
Do they offer, or will they provide a product service system (PSS) as an option?			
Can they document transparency in their supply chain and adhere to fair labour conditions by International Labour Organisation (ILO) standards?			
Do they reinvest their profits towards improving the social or environmental conditions that they can impact?			
Are they willing to create a tailored service for the procurement, that includes other businesses as well, i.e are they open for collaboration?			
Can this business be considered an international forerunner in sustainable innovation?			
Do they accept the box as a innovation platform for sustainable clothes? Did they participate in workshop and contribute?			
Do they provide and/ or facilitate services or events that allow for DIY altering of products and their designs?			
Allows personal choice and selection of product specifications such as colour, patterns etc.			

6. Askel in Practice

Government as a System Taxonomy

We used the “Government as a system taxonomy” (Appendix 2) by Policy Lab UK (Cooper, 2021) to translate our proposal into actions that the government would need to take in order to implement Askel. The taxonomy refers to actions that range from informal powers that can be used immediately to formal powers which require more political will.

The proposal begins with planning the procurement which would require the government to set an agenda, in our case a goal, and find ways of co-funding among collaborators to meet that goal. This would be followed by the opening up of the process which requires engaging with various stakeholders and listening to their needs and goals in a collaborative setting

Then, finally, would come the synthesizing of the goals into actionable criteria.

This can be achieved through analyzing the data from stakeholders and the international contexts, like researching best practices, to be able to set standards that can be used in public procurement.

As you can see, Askel provides the public sector with the initial steps for government action and ends at setting standards.

However, we think there could be some potential next steps involving the action of testing the service models, investing in certain facilities required, and contracting for specific product categories.

Following, there could be a review where different models are piloted and evaluated. This could finally result in the maternity package procurement process becoming an international role model in circular public procurement.



Present *Potential next steps*

7. Conclusion

Benefits

Implementing Askel benefits everyone involved because producing it collaboratively means needs and skills are considered holistically from various stakeholders standpoints. This reveals obstacles that might be visible to only one side of the system, and at the same time opens up new opportunities that would otherwise have been overlooked. Askel is helpful in the short-term with immediate advantages of open two-way communication and better shared understanding, and beneficial in the long-term environmentally, socially, and economically.

For the government, the most tangible benefits are concrete criteria to aid in comparison of options and decision-making, as well as a new and more efficient process of procurement. On a higher level, Askel is part of the government's quest to reach carbon neutrality and through that positions the maternity package as a forerunner for innovation internationally.

For industry partners, Askel serves as a platform for innovation where businesses can scale up their circular practices, and consequently, gain a competitive advantage as well as access to new markets. Askel reduces uncertainty in the public procurement process and encourages dialogue, which makes it easier and more beneficial for companies to participate.

For the end-users and society, Askel means equal access to circular services and sustainable products that are made responsibly, and still with superior quality. A maternity box procured with the use of Askel is something end-users can trust and choose with a clean conscience. It is also better for the environment, and other species as Askel takes into account the potential harm caused by materials, chemicals, and the entire textile industry.

For everyone, Askel ensures that the end results are something to be proud of, whether you have produced them, procured them, or wear them on a daily basis. Askel is an international best practice example of circular public procurement.

8. Reflection

“There was quite some overlapping information in our initial interviews, stemming from our limited insights and generic questions. It could have been more beneficial to do continuous interviews and getting referrals to other important people to talk to from the stakeholders we were already interviewing.

This is a learning for similar projects, to make sure interviews are done throughout the process, both to get basic insights, but also for validating potential proposals”.

-Andre

“Most of the resources we had at our disposal did not lead to very detailed and specific insights. Although we got an overall understanding of the issues within the system and responded to it with our proposal, in order to further develop the proposal more information would have been required. For example, it would have been very beneficial to know about the criteria and how they are formulated by Kela, as our proposal was very focused on creating a criteria checklist.

I believe that this gap in information was also due to the fact that the stakeholders were not as committed as they would be in a real-life project”.

- Shreya

“The final part of ideation and the solution phase felt quite rushed, so, while it was important to not jump to conclusions right from the start and also spend time in the transition phase, perhaps starting the ideation process at least a week earlier would have been beneficial to allow the solution ideas some time to ruminate.

In other briefs it seems like they were able to present very tangible ideas to their stakeholders in a validation workshop, whereas for us even in the last stakeholder workshop our proposals were not well defined yet, nor on a concrete level.

This made validating our ideas more difficult and lacking the final collaborative aspect of having the actual proposal been crafted together with the stakeholders. It is a valuable lesson for the future to always be mindful of time, so you can be sure to have adequate time for all the parts of the research and design process.”.

-Nicole

“The brief was quite complex and given the limited access to knowledge on public procurement processes, it was challenging to propose a solution that was grounded enough in current practices and ready to be implemented. With our solution, we have disrupted current goals and tackled deep leverage points.

However, Askel is still in the initial stage of development; and to become actionable, it would require resources, mindset shifts, and active engagement with stakeholders”.

-Sara

Are you ready for **Askel?**

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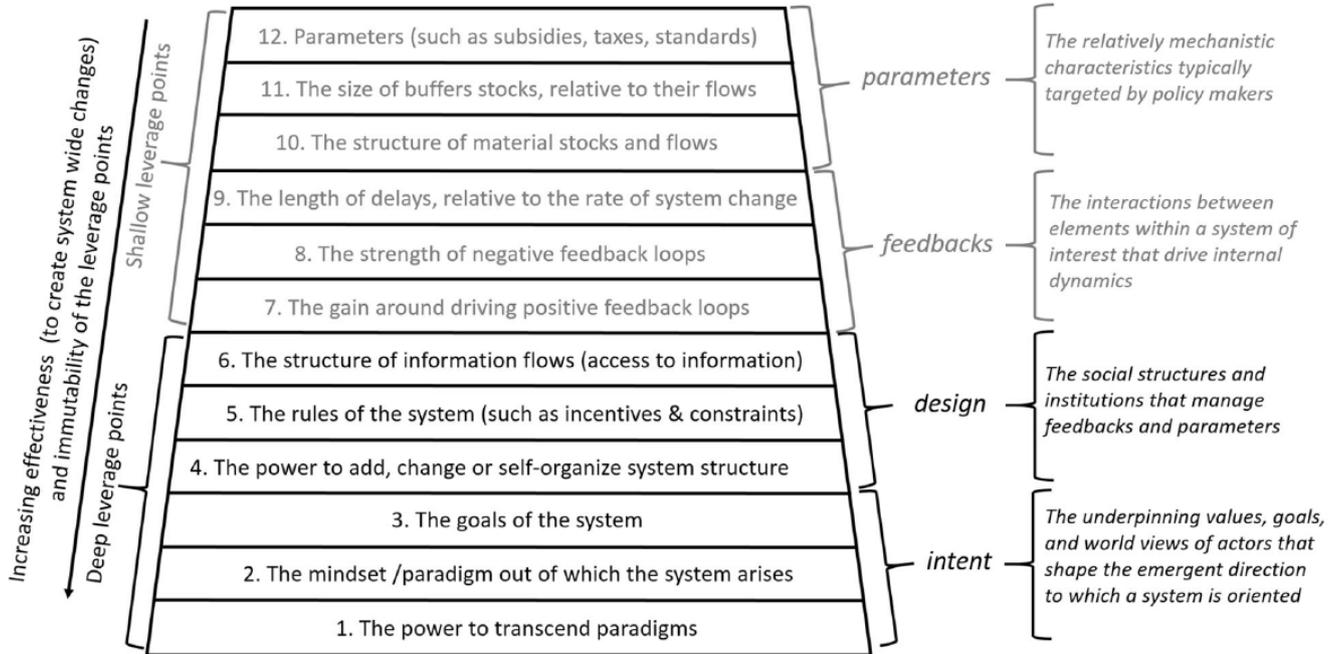
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10. Appendix

1

Meadows' (1999) place to intervene in a system

System characteristics



Meadows (1999)

2



'Government as a system' cross-cutting styles of action

	Influence	Engage	Design	Develop	Resource	Deliver	Control
'Softer' powers often shared with others	Advising Advising citizens and signposting options to help them find support.	Listening Creating platforms for citizens and stakeholders to protect vested rights and interests.	Connecting Encourage experts and citizens to co-create change.	Championing Building a case for change and retain alliances for action.	Charging Collecting charges for service for example prescriptions, passports or parking.	Nudging Applying behavioural science or encouraging voluntary codes.	Devolving Devolving decisions to frontline staff, other authorities or citizens.
	Lobbying Using existing networks and platforms to influence an issue or cause.	Informing Providing data, sharing knowledge. For example public information advice.	Engaging Engaging citizens, stakeholders and partners to deliberate on an issue of importance.	Agreeing Formal agreements e.g. Memoranda of Understanding (MOU).	Incentivising Promoting behaviour change through grants, subsidies or other incentives.	Educating Providing materials so citizens know what's available to them.	Providing assurance Providing assurance / checks and balance on powers.
	Agenda setting Build awareness & confidence in new opportunities by providing thought leadership.	Consulting Consulting the public or stakeholders on an issue to understand needs and impact.	Analysing Analysing and interpreting data from local and international contexts.	Partnering Establishing formal partnerships on an issue of importance to parties.	Contracting Utilising public procurement to encourage supply chain innovation.	Building Making infrastructure investments & public commissions e.g. highways.	Licensing Providing licenses e.g. Taxis, bars & clubs, traders & markets, and health & safety.
Patterns of action across local, national and international contexts	Role modelling Role modelling culture or values through local, national or international presence.	Convening Drawing together expertise from across system.	Forecasting Foresight, horizon scanning and predictive analytics.	Planning Setting strategy and making plans e.g. Industrial Strategy.	Co-funding Co-funding activity and pooling budgets with domestic or international partners.	Providing Delivering services directly or indirectly through funding and target setting.	Regulating Ensuring regulation enables the intended policy outcomes. Also amending rules, statutory instruments and orders.
	Auditing Auditing and reviewing activities to inform action.	Collaborating Collaborating with different actors from across the system to deliver outcomes.	Modelling Modelling different scenarios, shaping and deciding on delivery models.	Commissioning Commissioning services and outsourcing contracts. Also decommissioning as needed.	Targeting Utilising initiatives to influence on a particular issue e.g. Cultural programmes.	Reforming Harnessing political will for change to improve outcomes.	Intervening Making an intervention to correct or improve a market or social context e.g. correcting market failure.
	Governing Establishing governance and setting up formal structures such as boards.	Negotiating Early engagement on a shared interest or issue including diplomacy.	Testing Testing, prototyping and learning to establish efficacy of a proposed intervention.	Interpreting Translating policies across different places and jurisdictions.	Investing Investing in various forms including inward investment and foreign direct investment.	Safeguarding Oversees the welfare of vulnerable groups.	Enforcing Support enforcement and harmonise regulatory compliance environment.
	Publishing Publishing plans, priorities, guidance and reviews.	Running elections Running democratic services and elections.	Piloting Small scale trials to learn lessons and establish an evidence base for change.	Codifying Publishing proposals for consultation and pre-legislative scrutiny e.g. drafting white papers and bills.	Funding Direct finance to stimulate markets or deliver positive outcomes.	Preventing Intervening early or investing in preventative measures e.g. Public health.	Sanctioning Putting in place sanctions e.g. embargoes and political trade restrictions.
More 'formal' powers often associated with governments	Scrutinising Establishing scrutiny committees for example section 15 powers.	Setting standards Harmonising and setting standards for different stakeholders.	Evaluating Evaluating efficacy of activities or interventions to establish value for money and impact.	Legislating (Primary and Secondary) Supporting a bill through parliament and enacting legislation.	Recovering Recovering debt and other actions to address fraud and error.	Protecting Protecting consumer rights and supply-chain. Upholding of standards.	Prosecuting Powers to investigate and prosecute criminal offences e.g. Local Gov Act 1972.

Cooper (2021)

3



Jones et al. (2017)

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