

Place-Based Missions for Circular Economy Transitions

Capacity Building Modules

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Learning Journey

This module builds on and adapts the learning architecture and methodological foundations developed by the Joint Research Centre (JRC) under the Preparatory Action *Territories in Action – Innovation for Place-Based Transformation*.
The content of the modules has been created and adapted by **Climate KIC Academy**.

Module 1

Introduction to Place-Based Missions in the Circular Transition

Module 2

Engaging and Orchestrating for Mission Mobilization in Circular Economy

Module 3

Shaping a Shared Mission Direction in the Circular Transition

Module 4

Designing Mission Portfolios in Circularity

Module 5

Implementing and Learning through Experimentation in Circular Economy

Module 2

Engaging and Orchestrating for Mission Mobilization in Circular Economy

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Learning Outcomes

Across the program, participants will develop a shared understanding that enables them to:

Engage and orchestrate stakeholders to mobilize circular economy missions across regional ecosystems.

In this module, you will work towards the program-level outcome by learning to:

A

Understand engagement as a continuous and evolving process and apply this understanding to strengthen legitimacy and shared ownership in mission processes.

B

Identify and map relevant stakeholders shaping circular mission mobilization within their regional ecosystem.

C

Understand orchestration as the coordination of actors, mandates and interests toward systemic transformation.

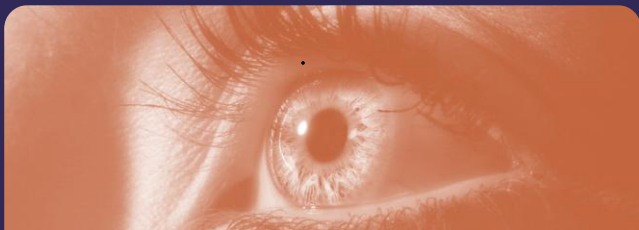
D

Identify practical levers to improve cross-sectoral, cross-departmental and interregional collaboration in support of circular mission mobilization.

"We can't impose our will on a system. We can listen to what the system tells us and discover how its properties and our values can work together to bring forth something much better than could ever be produced by our will alone."

Donella H. Meadows

Structure of the Module



I

Conceptual framing

Introduction to **key concepts** related to stakeholder engagement, legitimacy, and orchestration in circular mission mobilization.



II

Guided practice

A **self-guided activity** applying engagement and orchestration lenses to a circular mission in the regional context.



III

Seeds of change from regions

Short **examples** illustrating how regions mobilize and align actors for circular transitions.

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Our approach

Place-Based Missions for Circular Economy Transitions

Circular economy transitions are complex by nature.

They involve many interacting actors, policies, incentives, and infrastructures, evolving over time and shaped by uncertainty

This means that change cannot be fully planned in advanced or delivered through linear solutions, isolated projects, or single policy instruments.

For regional authorities, working with circular transitions therefore requires a different way of approaching change: one that accepts complexity and focuses on alignment, coordination and learning over time.

In this module, we refer to this as place-based mission: a shared transformation direction, rooted in a specific territory, that mobilizes actors, resources and initiatives towards systemic circular change.



Our approach

Place-Based Missions for Circular Economy Transitions

To work with this complex reality, our approach has to be:

1

Why mobilization matters

Recognizing that circular missions require coordinated movement across actors, sectors and governance levels – not isolated initiatives.

2

Who to Engage: Mapping the Ecosystem

Understanding actors, relationships, and power dynamics across the system to identify gaps, align efforts and uncover opportunities for mobilization.

3

Engagement as a Continuous Practice

Understanding the actors, relationships and power dynamics shaping circular transitions in order to identify mobilization gaps and opportunities.

4

Depth of Engagement, Ownership and Legitimacy

Strengthening trust, ownership and fairness in mission processes to ensure sustained commitment and collective action.

5

Orchestrating Collective Action

Enabling coordinated action across actors by aligning initiatives, supporting collaboration and activating shared efforts towards the mission.

Why Mobilization Matters

1

From fragmented initiatives to collective direction in circular transitions.

1

Systemic Missions Require Collective Action

Circular transitions cut across sectors, mandates and value chains

Circular economy missions transform value chains, markets, behaviors, infrastructures and governance arrangements.

This circular transformation cuts across sectors and mandates.

No single department or policy instrument can deliver this alone.



1

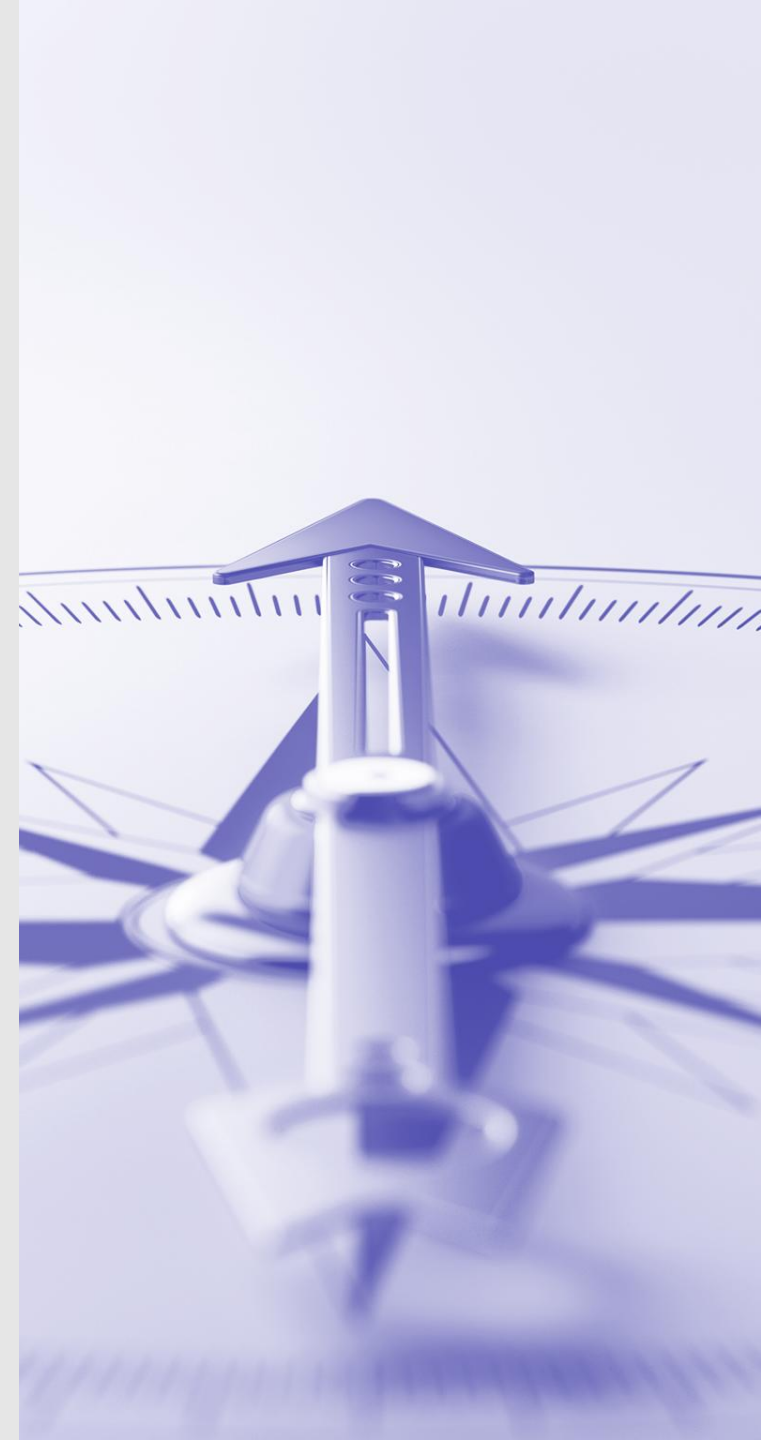
From Projects to Alignment

Missions require coordination across actors and governance levels

Projects typically operate within defined mandates, budgets and timelines. They can generate valuable outputs but often remain isolated within institutional silos.

Missions, by contrast, require coordinated movement across sectors, governance levels, and value chains.

Mobilization creates the shared direction and coherence that allows individual initiatives to reinforce one another rather than compete or fragment.



Pause and Reflect

Looking at your circular challenge, where do you need others to act for progress to happen?

As you keep the same circular challenge from Module 1 in mind, you may notice:

- Things that depend on other actors to move forward
(e.g., retailers adopting reusable packaging, logistics providers enabling returns)
- Actions that only work if different parts of the system connect
(e.g., collection, cleaning and redistribution working together)
- Efforts that require coordination across organizations or departments
(e.g., environment, procurement and economic development teams aligning)
- Areas where working alone is not enough
(e.g., one pilot exists, but others are not using or scaling it)

Example: *scaling reuse systems for packaging depends on several actors working together. Even if one organization takes action, reuse will not work without retailers, logistics, cleaning systems and consumers all playing a role.*

“This challenge requires mobilization because

.....”

Who to Engage: Mapping the Ecosystem

Understanding actors, power and
relationships in circular economy.

2

2

Understanding the Actor Landscape

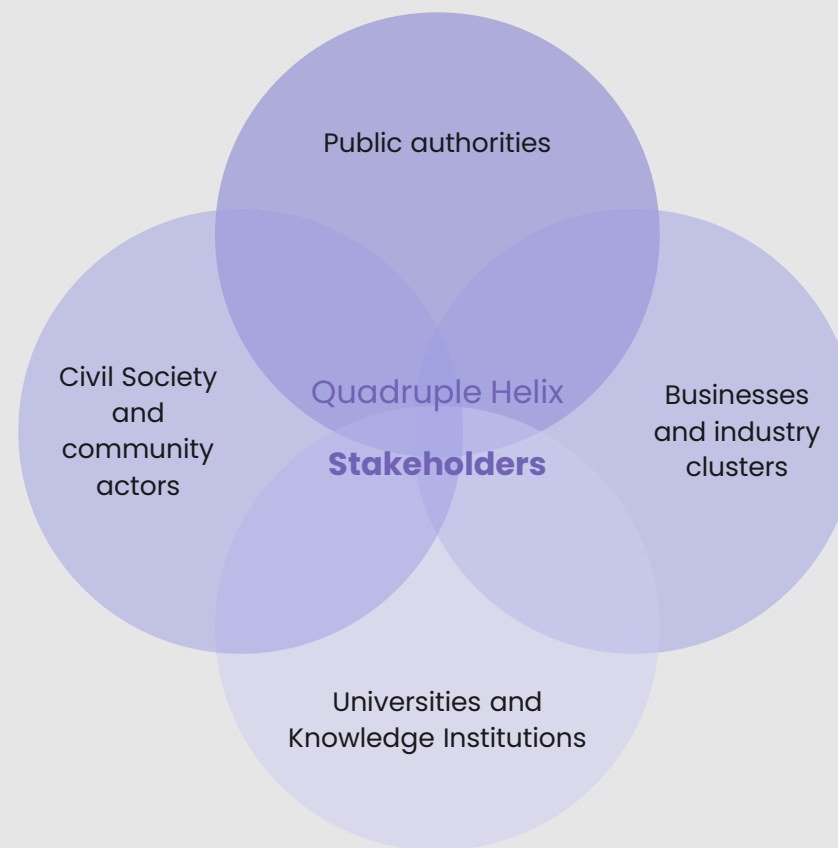
Who shapes the circular transition in your region?

Circular economy missions operate within ecosystems of actors across public, private and civic spheres.

Systemic change for a circular transition in each regional context can only happen if we mobilize and engage a **broad spectrum of actors** across the quadruple helix: public authorities (different levels), academia, private sector and civil society, including citizens.

The key question is not only who exists in the system, but who needs to be mobilized to move the circular economy mission forward.

Who shapes the circular transition in your region?



Power, Influence and Mission Voices

Mobilization depends on recognizing dynamics and gaps

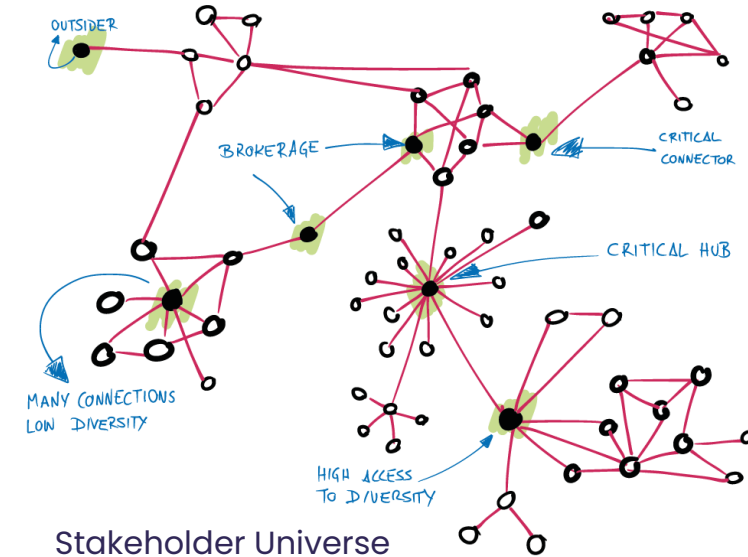
Not all actors have equal influence.
Some shape decisions.

Others are affected by them.

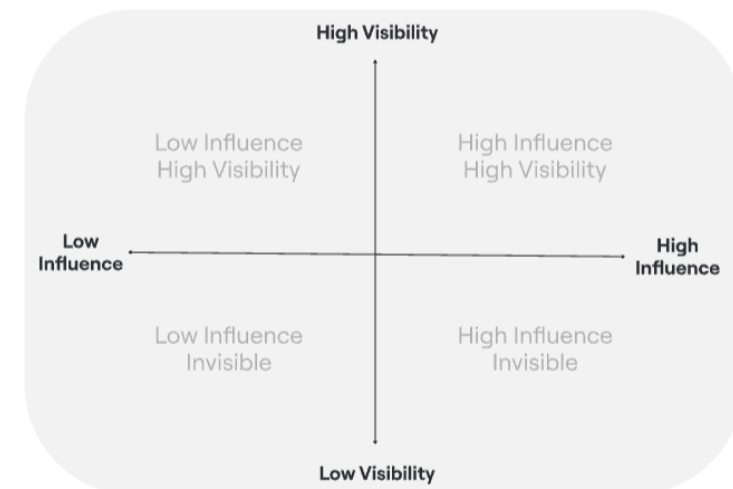
Inclusive mobilization requires identifying:

- Who holds formal power
- Who influences informally
- Who benefits from current arrangements
- Who bears costs
- Who is missing from the table

Without **inclusivity**, legitimacy remains partial.



Stakeholder Universe



Visibility – Influence Grid

2

Making the Ecosystem Actionable

Structured tools to reveal actors, influence and relationships

Ecosystem mapping is not an inventory exercise.

It is a **strategic lens** to understand how circular value chains or circular transition function:

- Where influence concentrates
- Where alliances can emerge
- Where tensions may surface
- Where intervention can unlock movement.

Mapping reveals **leverage points for mobilization and alignment**. Structured approaches will support you in translating this analysis into action.



Structured approaches to analyze actors and relationships

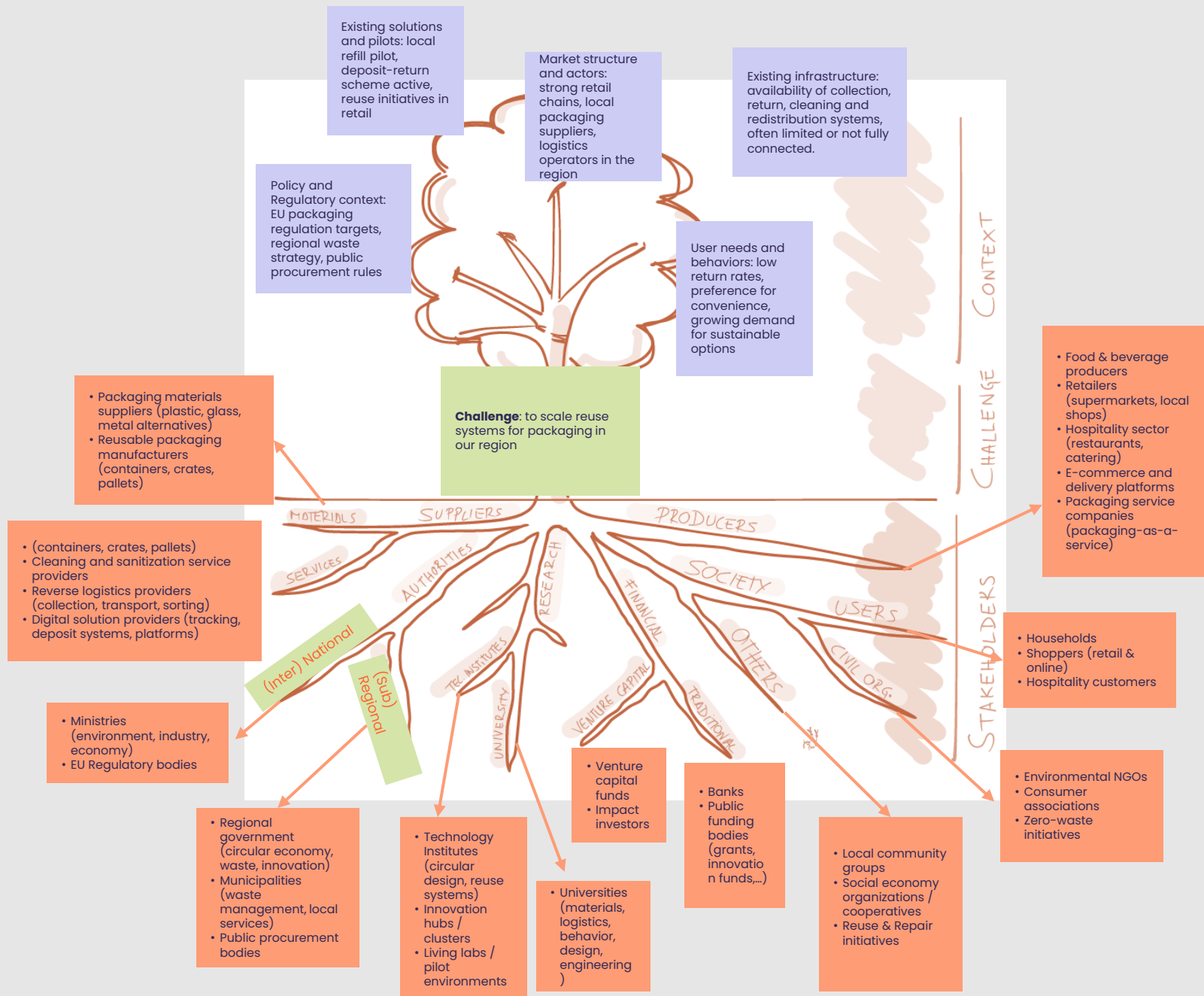
Some of these tools will be available in the resource pack. An additional guided exercise for stakeholder mobilization is also provided in the second section of the module.



Practical Tools

Actor Tree example

Here you can see an example of an Actor Tree Canvas, which has been completed with the following regional challenge in mind: how to scale reuse systems for packaging.



Pause and Reflect

Where is power and influence shaping this challenge in your region?

Keep your circular challenge in mind:

- Who makes the **key decisions**? (e.g., retailers, large producers, regulators)
- Who is **affected** but has limited influence? (e.g., small businesses, consumers)
- Who influences outcomes **informally**? (industry associations, NGOs)
- Where do alliances **already exist**? (e.g., clusters, pilot partnerships)
- Where are key **gaps** or missing connections? (e.g., between logistics, retail and policy)

Example: *In our packaging reuse challenge, large retailers and producers shape packaging choices. Public authorities influence through regulation and procurement. Logistics and cleaning operators are essential but often not involved early. Consumers are critical for adoption but have limited influence on system design.*

“In my regional circularity challenge, power and influence are shaped by”

Engagement as a Continuous Practice

Embedding engagement across the mission journey.

3

3

Engagement is NOT an Event

Embedding engagement across the CE mission journey

Engagement is not a consultation, workshop, or communication exercise.

It is a **continuous and evolving process** embedded across the circular economy mission journey, from early conversations to implementation and adaptation.

Sustained mobilization depends on continuous interaction, trust-building and shared learning over time.



Engagement across the Mission Lifecycle

Engaging the right actors at the right moment

Stakeholders play a different role at different stages of a circular economy mission lifecycle. Some help define the challenge, others design solutions, and others enable implementation and scaling.

Not everyone needs to be involved in the same way, at the same time, or throughout the whole process. Some actors remain involved across phases, but their role may evolve over time.

As circular economy missions move from design to implementation and adaptation, **relationships must be nurtured, revisited and strengthened.** Sustained interaction builds trust, mutual understanding and collective capacity for action.



3

Engagement across the Mission Lifecycle

Connecting Stakeholder Engagement with your Regional Action Plan

Your Regional Action Plan already sets the basis mission lifecycle. Engagement helps connect the right actors to each stage of the mission journey. Stakeholders may play different roles across the lifecycle.

Phase of Mission Lifecycle	CE Challenge Identification Define the CE challenge	Mission Definition Align priorities	Portfolio Design Co-design solutions	Implementation Deliver and test	Learning and Adaptation Reflect and adapt
Regional Action Plan	Regional system context and starting point.	Submission Commitment and the Theory of Change.	Regional actions and initiatives.	Timeline and responsibilities.	Monitoring, Learning and Adaptation.
Role of Stakeholders	Stakeholders help define the CE challenge and bring different perspectives on the regional system, including barriers, opportunities, affected groups and missing voices.	Stakeholders align priorities, clarify the desired direction of change, and build shared understanding of what the circular mission is trying to achieve.	Stakeholders co-design solutions, instruments, enabling conditions and actions that can work together as part of a coherent mission portfolio.	Stakeholders deliver, test and adapt solutions in practice, helping clarify roles, responsibilities, resources and coordination needs during implementation.	Stakeholders reflect on progress, share insights, identify what is changing in the system, and adjust actions, responsibilities or priorities when needed.

Engagement across the Mission Lifecycle

Engaging the right actors at the right moment

For example, if we take the circular challenge of **scaling reuse systems for packaging**, different stakeholders may need to be involved at different stages of the circular economy mission lifecycle, with a different role.

Phase of Mission Lifecycle	CE Challenge Identification Define the CE challenge	Mission Definition Align priorities	Portfolio Design Co-design solutions	Implementation Deliver and test	Learning and Adaptation Reflect and adapt
Stakeholders to involve	Retailers, packaging producers and waste operator, public authorities and users.	Public authorities, retailers, packaging producers and key industry actors.	Technology providers, logistics operators, cleaning service providers, regulators, retailers and producers.	Retailers, logistics providers, cleaning operators and packaging manufacturers.	Public authorities, businesses, users and technical partners.
Role of Stakeholders	Help identify where single-use packaging dominates and where reuse could be introduced (e.g., food retail, takeaway, e-commerce).	Align on a shared ambition, such as reducing single-use packaging and scaling reuse systems across the region.	Co-design viable solutions, pilots, infrastructure needs and enabling conditions.	Run pilots and manage reuse flows in practice, with consumers actively using the system.	Monitor performance, share feedback, identify barriers and adapt the system to improve uptake and scale.

3

Sustaining Engagement over time

Continuity builds trust, learning and shared capacity

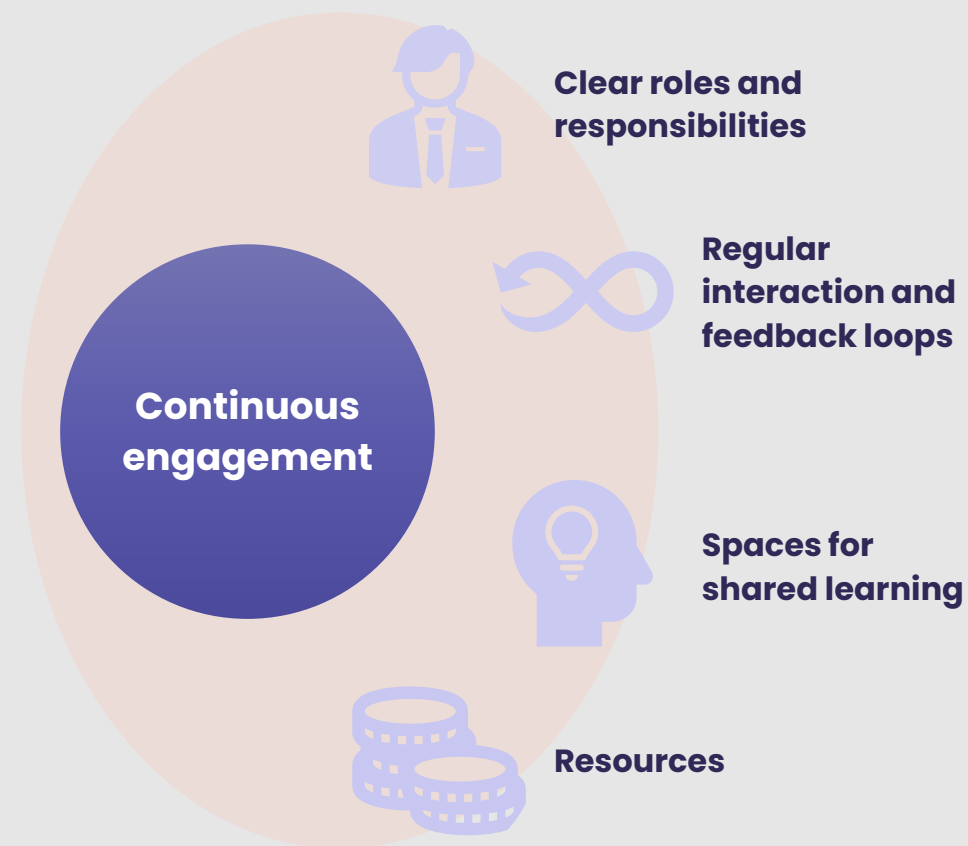
Engagement requires **institutional commitment** – not only individual initiative.

Continuity depends on:

- Clear roles and responsibilities
- Regular interaction and feedback loops
- Spaces for shared learning
- Resources to sustain participation

Without continuity, mobilization fades after early momentum.

In the example of the agrifood by-product revalorization, pilot projects (e.g., turning food waste into new products) may emerge, but without institutional commitment to sustain coordination between farmers, processors and buyers, clarify responsibilities and fund ongoing collaboration, efforts remain fragmented and do not scale.



3

Engagement as a Sequence of Moments

From first contact to long-term collaboration

Sustaining engagement over time means more than involving stakeholders at different stages.

In practice, **engagement unfolds through a sequence of moments**, step by step, from connecting, to building trust, to working together and acting jointly.

Each moment builds towards stronger collaboration.



Engagement is continuous and iterative

Not a one-off process

Engagement, as the mission itself, does not follow a fixed, linear path, it's continuous and iterative.

You may return to earlier moments (reconnecting with stakeholders, rebuilding trust, or reopening discussions) at different stages of the mission lifecycle.

Different actors may enter at different times, requiring new cycles of engagement.

Effective engagement is continuous: it evolves, adapts and repeats over time.



3

A practical Engagement Journey

From first contact to long-term collaboration

Below is an example of an engagement journey throughout the circular economy mission lifecycle.

It shows a typical sequence of moments from initial connection to longer-term collaboration, that happen across different stages of the mission lifecycle, iteratively.

In the practical part of this module, you will have the opportunity to apply this framework to design your own engagement approach.

The example in the next slide zooms into one engagement moment of our circular packaging example, the Mission Definition phase, where stakeholders align on a shared ambition.

For this specific stage in the lifecycle of the Mission, public authorities bring together retailers, packaging producers and key industry actors in a facile.



1.
Initial Connection

Inviting stakeholders in and raising awareness.



2.
Onboarding and Trust Building

Creating safety, listening, and showing voices matter.



3.
Ongoing Co-creation & Dialogue

Working iteratively to shape ideas and solutions together.



4.
Decision & Action Moments

Turning dialogue into joint commitments and visible action.



5.
Feedback & Adaptation Loops

Sharing progress and gathering input to adapt course.



6.
Sustained Community & Networks

Building long-term networks that outlast the project.

3

A practical Engagement Journey

From first contact to long-term collaboration



1. Initial Connection

Inviting stakeholders in and raising awareness.

Map key actors (retailers, packaging producers, waste operators) and reach out through industry associations, existing contacts and direct emails to invite them to a first session on reducing single-use packaging.



2. Onboarding and Trust Building

Creating safety, listening, and showing voices matter.

Run a facilitated workshop where stakeholders share their perspectives, constraints and interests, and start building a common understanding of the challenge.



3. Ongoing Co-creation & Dialogue

Working iteratively to shape ideas and solutions together.

Set up working sessions or small groups to explore options (e.g., reuse models, deposit-return systems, ..) and identify what could realistically work in the region.



4. Decision & Action Moments

Turning dialogue into joint commitments and visible action.

Facilitate a structured session to agree on a shared ambition (e.g., remove single-use packaging) and define initial roles, priorities, or strategic directions.



5. Feedback & Adaptation Loops

Sharing progress and gathering input to adapt course.

Share the proposed ambition agreed with stakeholders involved, and more widely (e.g., with SMEs, municipalities, consumers) through consultation or surveys, and adjust based on input.



6. Sustained Community & Networks

Building long-term networks that outlast the project.

Create a working group, task force or platform that continues meeting to carry the mission forward beyond this phase.

Pause and Reflect

In your regional circular challenge, is engagement designed to support system change over time?

Keep your circular challenge in mind:

- Using the mission-lifecycle diagram in previous slides, at **which stages** (framing, mission definition, design of actions, implementation or learning) are key stakeholders currently and meaningfully involved?
- Where does engagement **stop too early** (e.g., after pilots or workshops)?
- What **one relationship or actor** group needs to stay involved over time to make this work?

Example: *In our regional reuse system for packaging, retailers, packaging producers and public authorities are actively involved in framing the challenge and designing pilot solutions. However, cleaning operators and logistics providers are often brought in only during implementation, and consumers are mainly reengaged at the end. This means key operational and behavioral challenges are identified too late, and the relationships needed to make reuse systems work at scale are not sustained over time.*

“One design change that would sustain engagement is

.....”

4

How to Engage

Depth of Engagement, Ownership and Legitimacy of the Circular Transition.

4

Stakeholder Engagement

Different ways to engage stakeholders

At each stage of the mission, not only who is involved matters, but also **how they are involved**.

Stakeholders can be involved in different ways throughout the process. Not all engagement is (or should be) the same. It can range from sharing information to working together and taking joint responsibility.

Choosing **the right level of engagement** depends on:

- Stage of the process
- Type of decision
- The level of ownership needed

As engagement deepens, stakeholders gain greater influence, take on more responsibility, and become active co-shapers of the circular transition.



4

Depth of Engagement

From informing to co-owning

These different levels of engagement lead to different levels of influence on decisions.



4

Choosing the right level of engagement

More influence means more responsibility

As you move from informing to co-owning, stakeholders have more influence on decisions, and they also take more responsibility for results.

Higher levels of engagement can strengthen mobilization, but they also require time, trust, and openness from public institutions.

Not all decisions require the same level of engagement. Different levels can be used at different stages of the mission.

The goal is not always to engage at the highest level, but to **use the right level at the right moment**, supporting a dynamic balance between efficiency, inclusiveness and capacity for system transformation.

When to use each level?

Informing: when sharing plans or rules
E.g., communicating new packaging reduction targets.

Consulting: when gathering input before decisions.
E.g., Asking retailers and consumers about reuse options.

Involving: when adapting solutions to real contexts.
E.g., Working with businesses to make a reuse system workable locally.

Co-Creating: when designing new solutions
E.g., Designing a regional reusable packaging system together.

Co-Ownning: for key decisions* and implementation
E.g., Setting shared reuse targets and jointly managing the reuse system.

**key decisions are those that define the direction, targets and responsibilities for the mission. For example, setting targets, choosing system solutions, defining roles and responsibilities, allocating funding or resources, or agreeing on regulations or incentives.*

4

Influence, Ownership and Legitimacy

Three dimensions of stakeholder mobilization

The way stakeholders are engaged shapes three critical outcomes:

INFLUENCE

Who shapes decisions?

Influence is about whether stakeholders can meaningfully affect priorities, trade-offs, resources and policy choices.

It is about actual decision-making power, not symbolic participation.

For example: logistics providers and cleaning operators help define the operational reuse system standards.

OWNERSHIP

Who feels responsible for the mission?

Stakeholders see their perspectives reflected in decisions and recognize their role in achieving the mission.

It connects actors to the mission and strengthens shared responsibility.

For example: Retailers and producers commit to reuse targets they helped shape.

LEGITIMACY

Are decisions perceived as fair and just?

Legitimacy is about whether decisions are seen as inclusive, transparent and worth supporting.

It helps stabilize collective action over time.

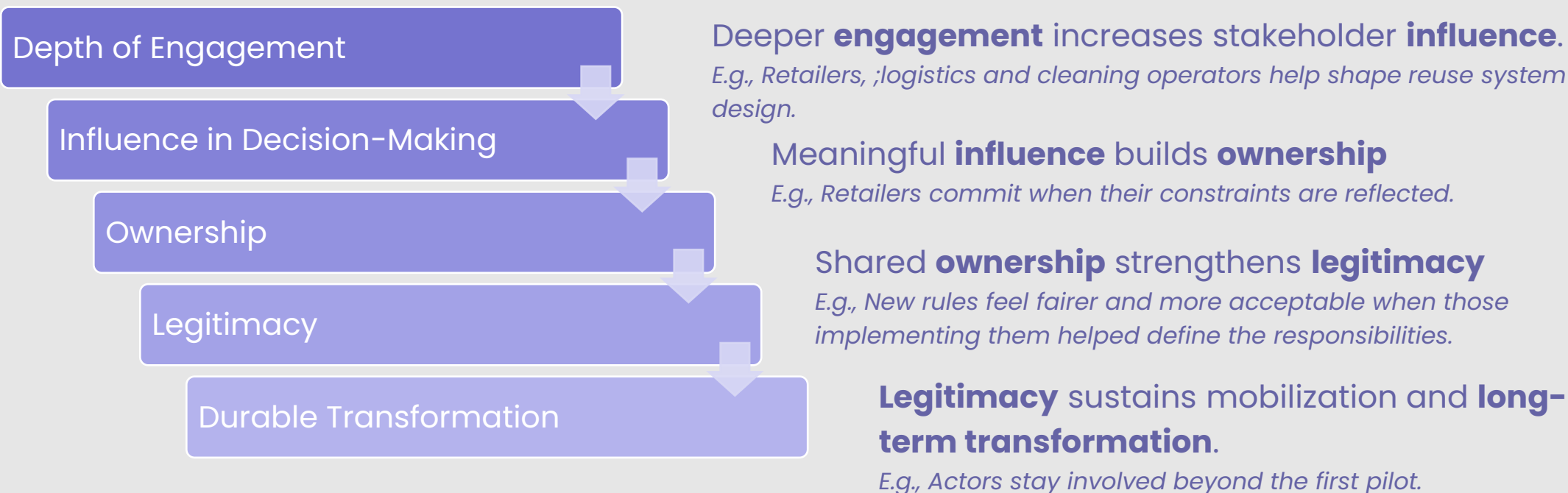
For example: Consumers, SMEs and reuse initiatives are included so that new packaging rules are not seen as only favoring large actors.

4

How Engagement Depth Sustains Transformation

From engagement to durable transformation

These three dimensions (influence, ownership, and legitimacy) determine whether change can last.



Without sufficient engagement, long-term transformation is difficult to sustain.

Pause and Reflect

Do key actors have real influence over the decisions that shape your circular challenge?

Keeping your circular challenge in mind:

- For the most critical decisions on your circularity challenge (e.g., reuse operations, logistics, incentives) are key actors only consulted, or do they actively shape decisions?
- Where are stakeholders involved or consulted, but not involved in shaping outcomes?
- Which decisions would benefit from greater shared influence or co-ownership to improve feasibility and long-term adoption?

Example: *In a reuse system for packaging, retailers and cleaning operators may be consulted on return and washing systems, but key design choices (e.g., system standards, responsibilities, incentives) are often set by public authorities or lead organizations. Involving these actors more directly in shaping those decisions can improve operational feasibility and increase long-term adoption.*

“One decision that would benefit from deeper stakeholder influence is

Orchestrating Collective Action

5

Turning shared responsibility into
coordinated action in circular economy.

5

Engagement and Orchestration

Two complementary governance capabilities

Engagement and orchestration serve different – but interconnected – purposes in a circular mission.

ENGAGEMENT

Engagement focuses on who shapes decisions and how deeply. It strengthens ownership and legitimacy.

Engagement builds **commitment**.

E.g., Retailers, producers, consumers and public authorities help shape priorities for reducing single-use packaging.

ORCHESTRATION

Orchestration focuses on how actors, mandates and instruments are aligned. It strengthens coherence, coordination and effectiveness.

Orchestration builds **alignment**.

E.g., Procurement rules, waste systems, innovation funding and industry commitments are aligned to make reuse systems work at scale.

Both are necessary for durable place-based transformation in circular transitions.

5

Orchestration as Governance Alignment

Aligning actors and mandates around the circular mission

Circular missions cut across departments (environment, finance, innovation, planning, industry,...), governance levels (municipal, regional, national, European), and public and private actors.

Without alignment, **fragmentation** emerges parallel initiatives, conflicting priorities, missed synergies.

Orchestration is the practice of aligning these actors around a shared circularity direction. It ensures that mobilization around the shared direction (the mission) translates into **coordinated action in circular value chains**.



What is Governance in a Circular Mission?

Structuring collaboration across actors and institutions

Governance is not a committee. It is the set of structures, rules and relationships that:

- Shape how decisions are made
- Clarify roles and responsibilities
- Coordinate across departments, levels, actors
- Sustain the mission over time.

For circular transitions – which cut across waste, industry, procurement, finance, environment, education – governance cannot remain siloed.

For example, turning agri-food by-products into new products requires aligning stakeholders across the value chain: from producers, to processors to logistics, innovation actors and end markets.



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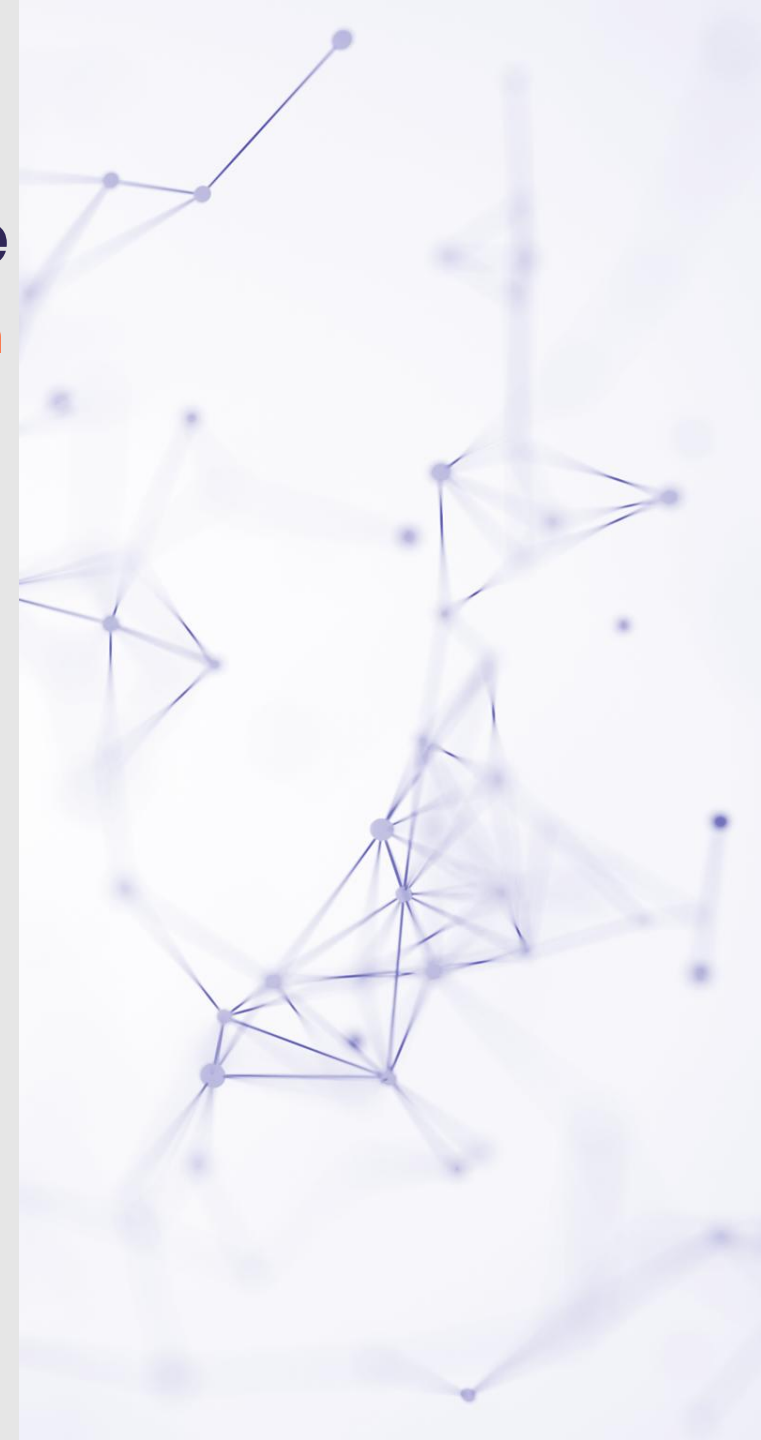
Hierarchical vs. Networked Governance

Why business-as-usual structures struggle with transformation

In many administrations, coordination follows a **hierarchical model**: clear authority, vertical decision-making, predefined roles. This works well for stability, compliance and efficiency.

But circular missions are cross-cutting and systemic. They require shared problem ownership, cross-departmental coordination, continuous interaction with external stakeholders. Networked governance does not replace hierarchy – it complements it where complexity demands collaboration.

For example, in agri-food by-product revalorization, responsibilities are often split across departments: agriculture focuses on production, industry on processing and innovation, and waste departments on disposal and compliance. With limited coordination, by-products are often treated as waste rather than resources. A networked approach enables these departments to work together while maintaining continuous interaction with external actors such as farmers, processors and researchers – aligning incentives and enabling by-products to be transformed into viable products at scale.

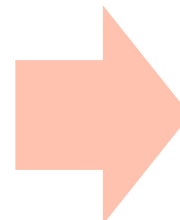
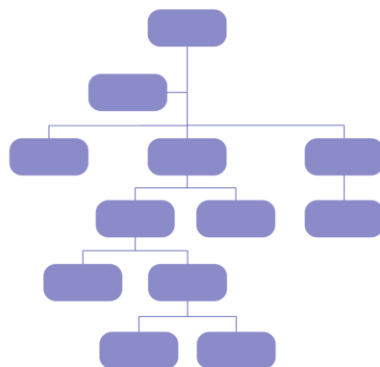


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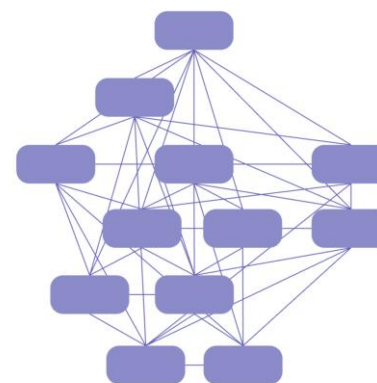
From control to coordination

The shift required for circular missions

Hierarchical Governance Control



Networked Governance Coordination



Decision-making	Top-down, clear authority	Shared, distributed across multiple actors
Leadership	Command-and-control	Facilitative, collaborative
Information Flow	One-way, vertical	Multi-directional, open
Relationships	Based on roles & hierarchy	Based on trust & collaboration
Best suited for	Stability, compliance, efficiency	Complexity, cross-cutting challenges, transformation

What Orchestration Means in Practice

Aligning Actors, Mandates and Instruments

For a regional technician, orchestration often starts through specific cross-departmental coordination mechanisms, such as the establishment of a Transition Team, that brings together key departments and actors to coordinate a coherent address to the circularity challenge. In practice, this may involve:

- **Connecting departments that rarely collaborate**
(e.g. agriculture, industry and waste working together on by-products)
- **Aligning funding streams with mission priorities**
(so they reinforce each other)
- **Ensuring policy instruments reinforce rather than contradict each other**
(e.g. aligning waste regulation with incentives for secondary raw materials)
- **Creating spaces for structured interdepartmental dialogue**
(e.g. across departments and with external actors)
- **Linking regional strategy to EU and national frameworks**

Orchestration is not control. It is the design of **coherence** and **coordination**.



Pause and Reflect

How is coordination structured in practice?

Keep your circular challenge in mind:

- Are mandates and incentives from different departments and sectors aligned with the emerging direction to address your circularity challenge?
- Do funding streams reinforce or undermine the circular transition?
- Are roles and responsibilities in relation to your circularity challenge clearly defined across departments?
- Where does coordination depend on informal effort rather than formal structures?

Example: *Returning to our circular packaging example, reuse is promoted as a strategic direction. However, procurement prioritizes lowest cost, waste systems are not adapted for return flows, and departments operate under different incentives. The direction exists, but governance structures do not yet reinforce it.*

**“Coordination would better support our circular transition if
.....”**

Structure of the Module

I

Conceptual framing

Introduction to **key concepts** related to stakeholder engagement, legitimacy, and orchestration in circular mission mobilization

II

Guided practice

A **self-guided activity** applying engagement and orchestration lenses to a circular mission in the regional context..

III

Seeds of change from regions

Short **examples** illustrating how regions mobilize and align actors for circular transitions.

From Learning to Action

What can **I** start doing in my region – **now**?

In the following slides you will find **practical entry points** you can activate immediately to frame challenges, ask questions and convene conversations to start mobilizing a place-based mission mindset in your context.



Practical Actions You Can Take

1. Shift from Projects to Mobilization

- Map where initiatives are fragmented.
- Identify where shared direction is missing.
- Start framing conversations around collective movement, not isolated actions.

2. Design Engagement as a Process – Not an Event

- Define the purpose of engagement before launching activities.
- Plan engagement across phases (not just consultation moments) (see canvas later)
- Assign responsibility for continuity

3. Be Strategic about depth of engagement

- Clarify which decisions are mission-critical
- Decide intentionally where deeper influence is justified
- Make influence levels explicit to avoid symbolic participation

4. Make the Ecosystem Visible

- Map formal and informal power dynamics
- Identify influence gaps and hidden actors
- Look for structural dependencies between actors

5. Decide Who Participate – and How:

Clarify, for each stage/moment:

- Who needs to be informed
- Who should be consulted
- Who should co-design
- Who should co-decide

Make levels of influence explicit.

6. Design and Deliver Structured Engagement Moments

Organize at least one intentional workshop:

- Define the purpose (information? Co-design? Alignment?)
- Invite the right mix of actors
- Facilitated structured dialogue – make use of the right tools/canvases
- Capture tensions and insights
- Clarify next steps and responsibilities

7. Follow through – not just follow up

After any engagement moment:

- Share outcomes transparently
- Clarify how input shaped decisions
- Assign responsibilities
- Keep communication active

Continuity builds legitimacy

8. Strengthen Governance Coherence

- Check where mandates, incentives and funding streams reinforce each other.
- Create structured interdepartmental coordination spaces.
- Align performance criteria with mission objectives.

If you organize a Workshop

Before:

- Define the decision or objective
- Clarify influence levels
- Select participants intentionally

During:

- Use a structured tool (e.g., canvas)
- Focus on the agreed question
- Document insights and tensions

After:

- Share outcomes
- Clarify next steps
- Assign responsibilities

What is a Canvas?

A canvas is a structured framework (digital or on paper) that helps groups organize thinking and focus discussion.

It is used to:

- Structure dialogue around specific themes
- Make assumptions visible
- Support collaboration and co-creation
- Capture insights in a shared and transparent way.

A canvas does not provide answers. It helps guide the conversation towards concrete insights and decisions.

Facilitation tips when using a canvas:

- Fill one phase of the tool/canvas at a time – avoid jumping ahead.
- Consider work in small groups per phase (different sections of the canvas), and consider
- Rotate groups to build shared understanding of the whole process.
- Make influence levels explicit, not assumed.
- Capture tensions openly — they reveal structural dynamics.

Do not aim for perfection.

Aim for clarity, alignment, and next steps.

After completion of the canvas:

Translate insights into:

- Engagement redesign decisions
- New touchpoints
- Stakeholder-specific strategies
- Governance adjustments
- Communication improvements

The canvas is not the end.

It is a conversation tool to improve how change happens.

**Collective action does not happen
by accident –
it is designed**

Practical Tools to Design Engagement

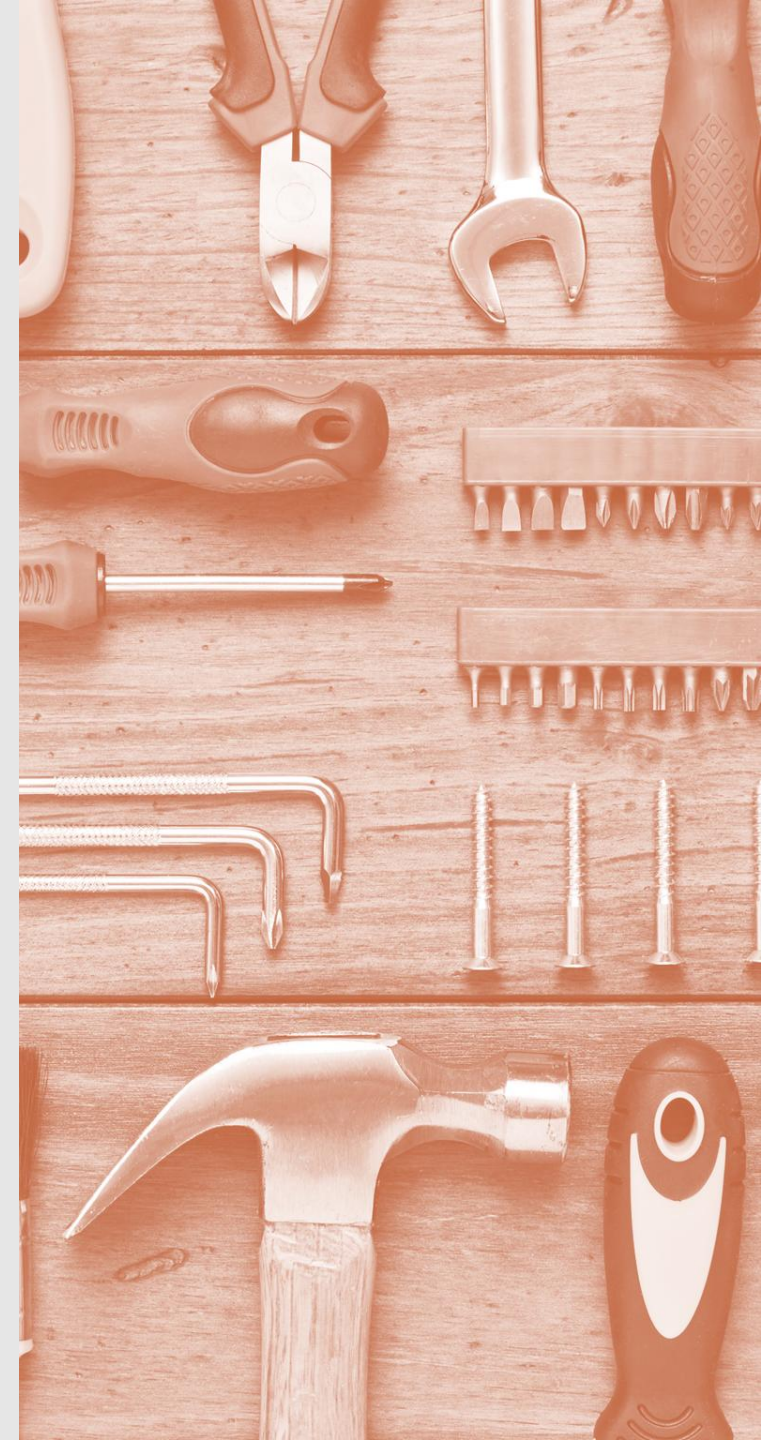
The previous steps outlined **what** needs to happen.

These tools help you structure **how** to do some parts

They support you to:

- Make the **Ecosystem** visible.
- Clarify **Influence and Roles**
- Design engagement **across phases**
- Move from consultation to **shared ownership**.

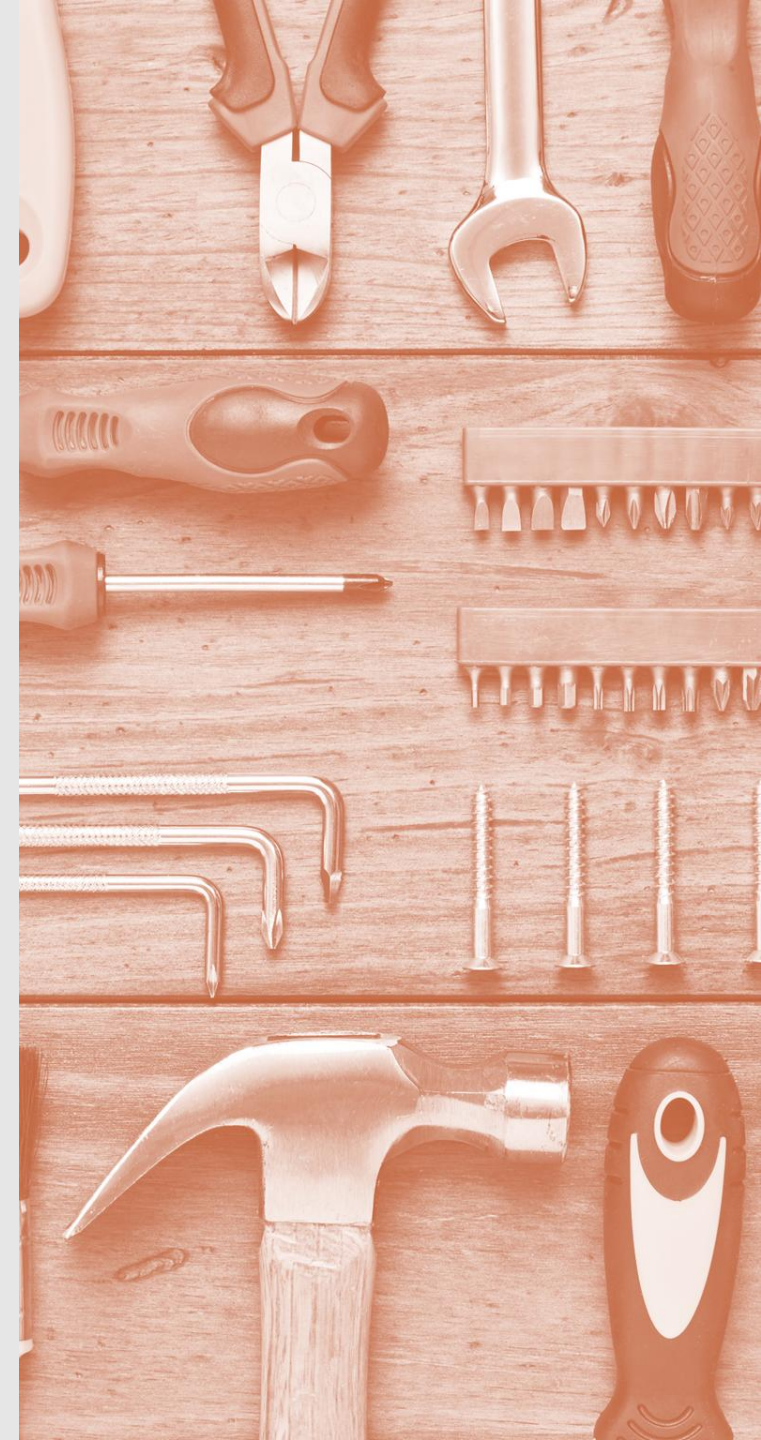
All canvases can be found in this [Miro board](#).



Practical Tools for: Ecosystem Mapping

Different tools help you make actors, positions, influence and relationships visible in complementary ways.

They can be used sequentially – from broad identification to deeper understanding of behavior and stance.



Actor Tree

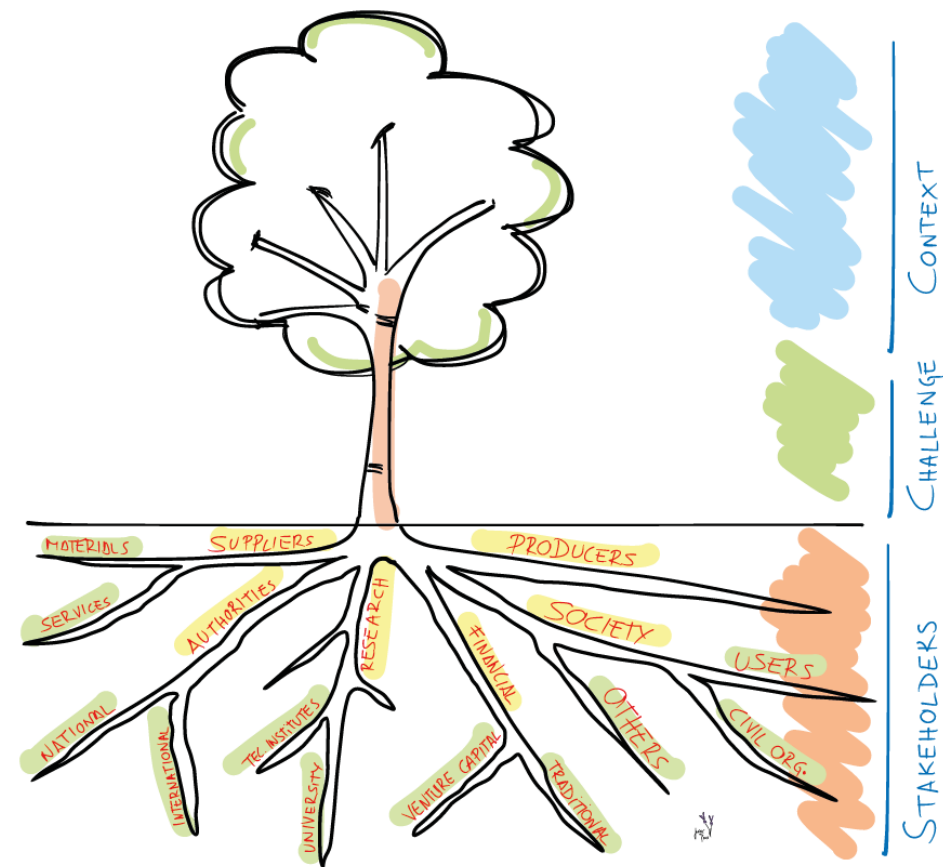
Who exists in the system?

A visual tool to identify, list and categorizes the full network of stakeholders around your challenge.

Purpose: to ensure you don't miss key actors, including hidden or peripheral ones.

What it gives you: a categorized overview of the stakeholder ecosystem.

[Miro board](#) access.



Actor Tree Canvas

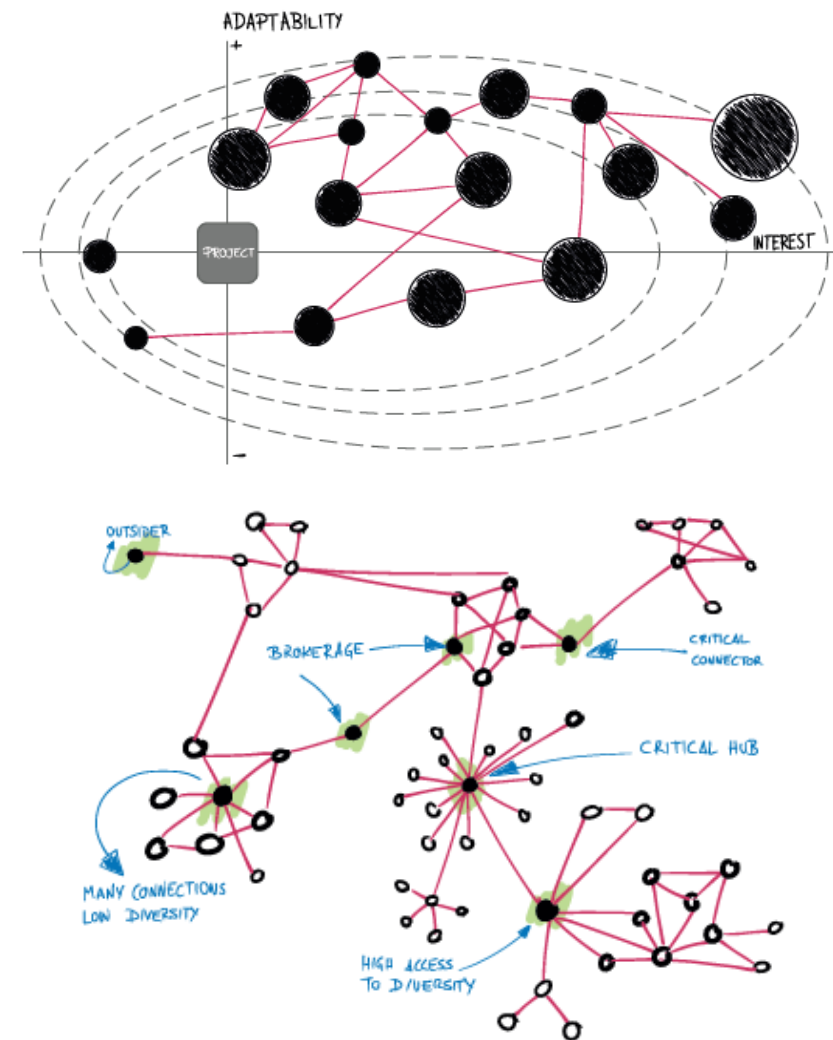
From the Visual Toolbox for System Innovation (CKIC)

Stakeholder Universe

How are they connected?

A network-oriented mapping tool used when you want to visualize relations and clusters between stakeholders.

Purpose: to understand connections, alliances, tensions and structural positioning.

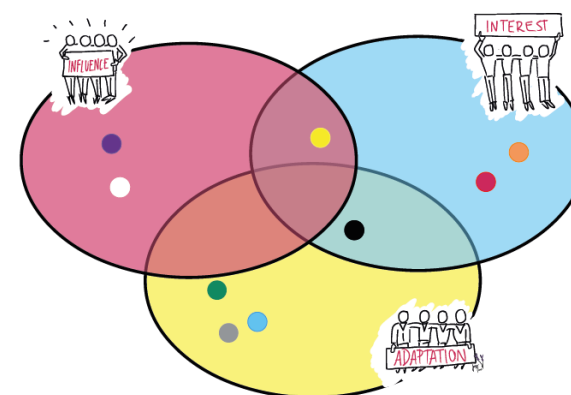
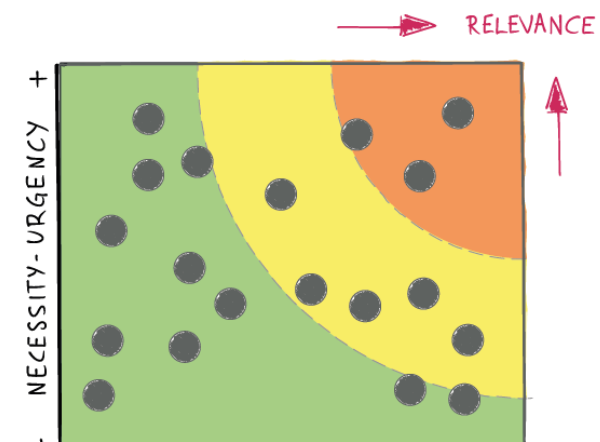
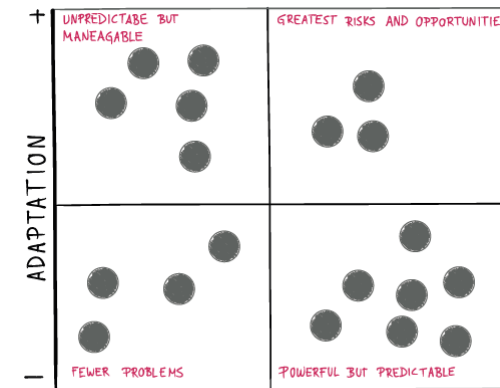


Stakeholder Mapping Grids

Where does leverage sit?

A network-oriented mapping tool used when you want to visualize relations and clusters between stakeholders.

Purpose: to understand connections, alliances, tensions and structural positioning.



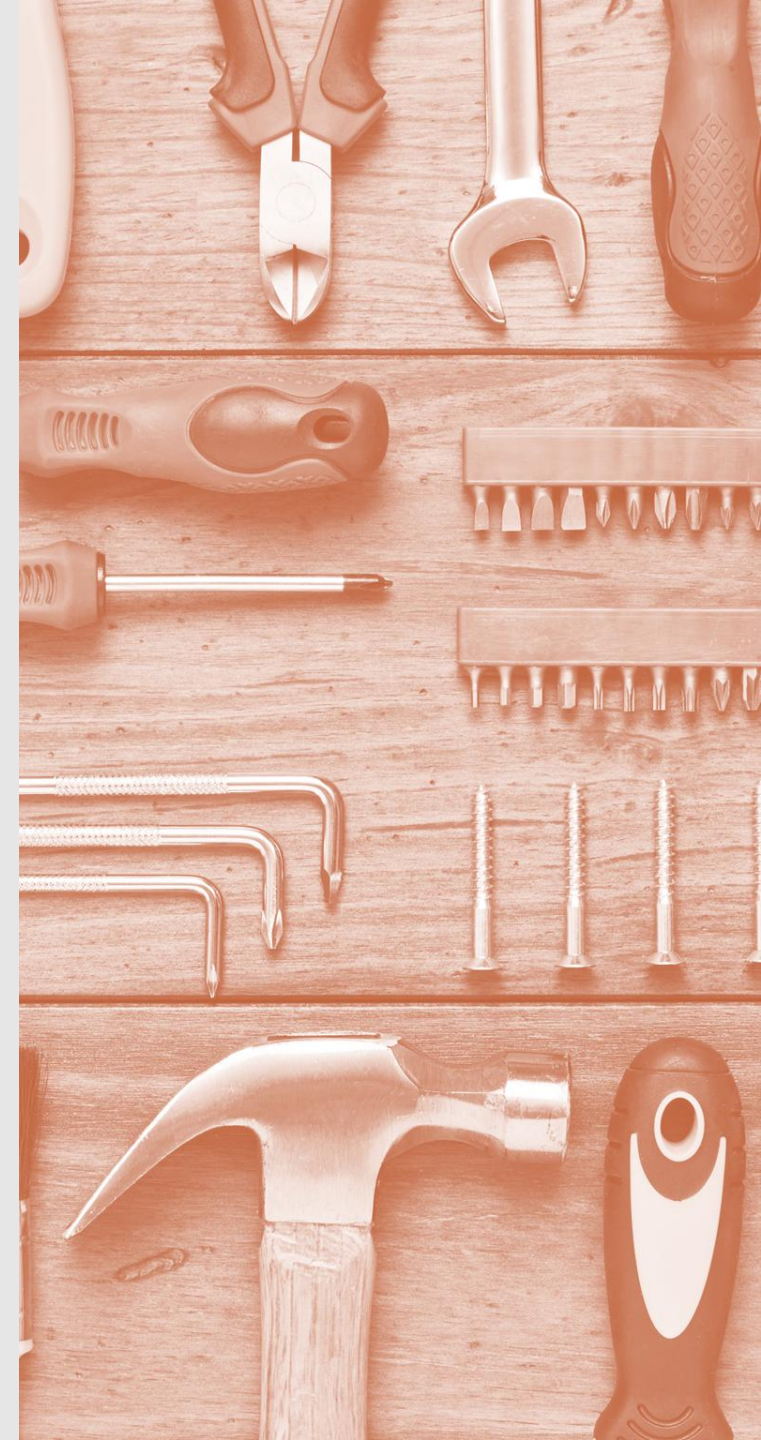
Practical Tools to: Design Engagement as a Journey

After mapping actors and influence, the next step is to structure how engagement unfolds over time.

The **Engagement Canvas** helps you:

- Visualize engagement as a phased journey.
- Clarify what happens at each stage
- Identify who participates – and how
- Anticipate needs, risks and blind spots.

It supports moving from isolated moments to a coherent engagement process.



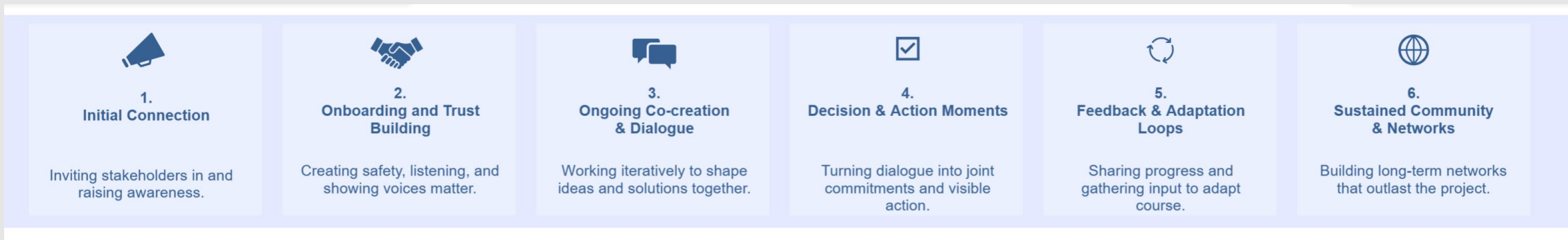


What is the Engagement Canvas

Seeing below the surface

The canvas is a process-oriented tool. Access the canvas in this [Miro board](#).

It helps you structure engagement across:



Instead of asking “Who should we involve?”. The canvas invites you to ask:

- How does engagement evolve over time?
- What do stakeholders need at each phase?
- Where do engagement processes break down?

Step 1: Anchor the Engagement Challenge

Start from your real initiative or transition challenge.

Clarify:

- What change are we trying to enable?
- Who is affected?
- Who influences outcomes?
- What level of participation is needed?

*Do not fill the entire canvas yet.
First, define the engagement purpose.*

Example:

Topic to work the canvas:

Circular transition for the textile sector

Ask yourself:

- Is this about information sharing?
- Co-design?
- Political alignment?
- Behavioral change?
- Long-term ecosystem building?

Clarity at this stage shapes everything that follows.

Step 2: Identify the Engagement Phases

Move across the top row of the canvas.

Engagement is not one moment. It is a sequence.

Phase 1 – Initial Connection

- Inviting stakeholders in and raising awareness.
- Example: Inviting stakeholder of the textile ecosystem
Industry/SMEs/ONG/Waste facilities/Universities

Phase 2 – Onboarding & Trust Building

- Creating safety and showing that voices matter.

Phase 3 – Ongoing Co-creation & Dialogue

- Working iteratively to shape ideas together.

Phase 4 – Decision & Action Moments

- Turning dialogue into visible commitments.

Phase 5 – Feedback & Adaptation Loops

- Sharing progress and adjusting direction.

Phase 6 – Sustained Community & Networks

- Building long-term relationships beyond the project.
- Example: A community of practice around the circularity transition on the region

Move step by step.

Avoid jumping directly to co-creation before trust exists.

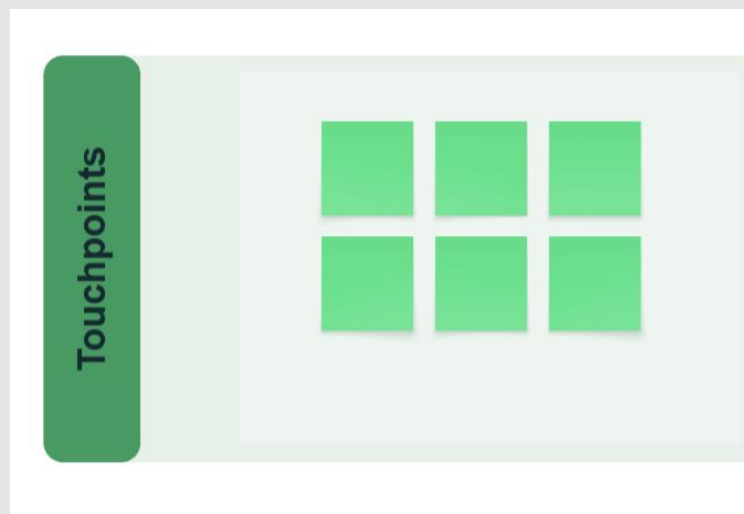
Step 3: Define Touchpoints

For each phase, identify:

- Where does interaction happen?
- Through which format?
- With what frequency?

Touchpoints may include:

- Workshops / i.e., within the textile sector
- Bilateral meetings / i.e., among which actors of the textile sector
- Online platforms / i.e., existing platforms within the textile sector
- Public consultations
- Informal networking / i.e., places where textile community gathers frequently
- Site visits
- Community forums



Ask:

- Are these touchpoints accessible?
- Who is excluded?
- Are we relying too heavily on one format?

Map concrete engagement moments in each phase.

Step 4: Clarify Stakeholder Needs

Start at Now move to the “Needs” row.

Needs Phase: What do stakeholders need at this moment?

Examples: What do textile stakeholders need at this moment.

Needs are:

Initial Connection:

- Clarity of purpose
- Relevance to their priorities
- Transparency

Onboarding:

- Psychological safety
- Clear expectations
- Recognition

Co-creation:

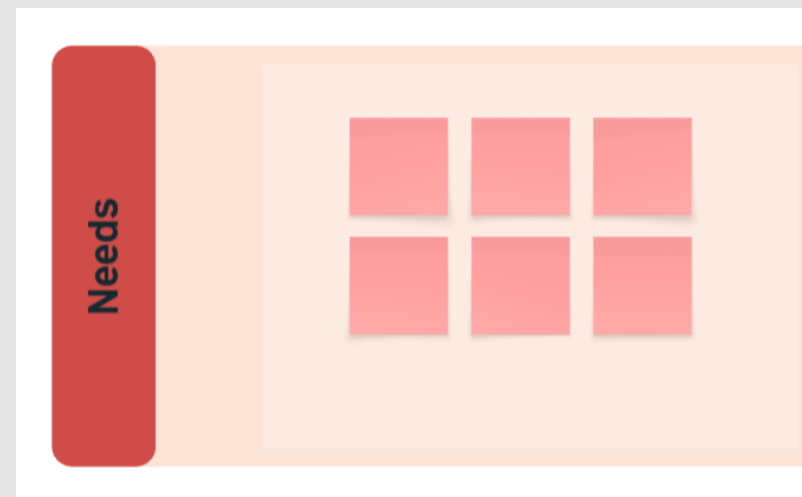
- Real influence
- Structured dialogue
- Information access

Decision Phase:

- Accountability
- Clear roles
- Visible commitments

Feedback Phase:

- Updates
- Responsiveness
- Evidence of impact



Sustained Networks:

- Long-term value
- Shared identity
- Continued relevance

*Needs evolve over time.
If they are unmet, engagement weakens.*

Step 5: Design the Intended Experience

Now explore the “Experiences” row.

Shift perspective:

How should stakeholders feel at each stage?

Example : From the textile sector

Examples:

- Curious
- Respected
- Heard
- Empowered
- Responsible
- Connected



Ask:

- Does the process feel extractive or collaborative?
- Does participation feel meaningful?
- Are expectations aligned with reality?

Engagement is not only structural. It is emotional and relational.

Step 6: Identify Blind Spots and Bright Spots

Finally, reflect critically. Blind Spots

Blind Spots

Example : From the textile sector

- Who is missing?
- Where does engagement drop off?
- Where does power concentrate?
- Are certain voices dominating

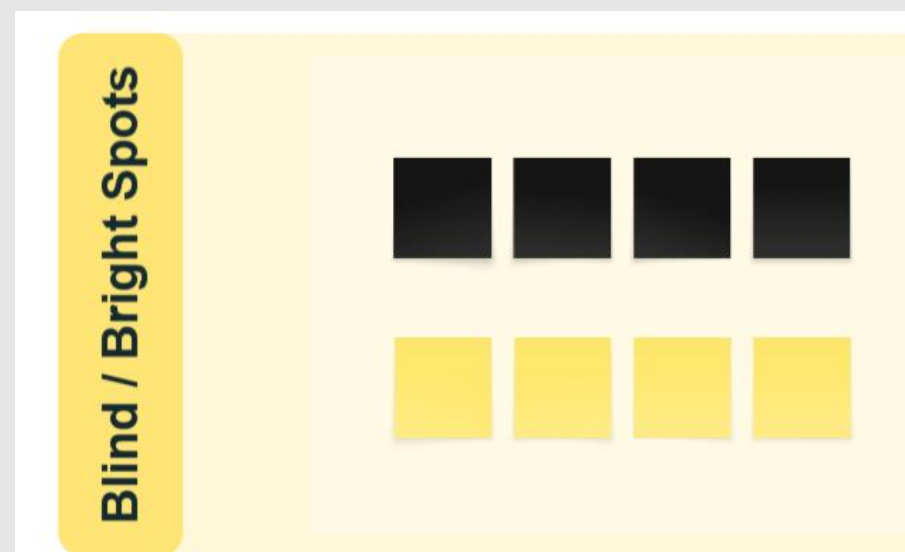
Bright Spots

Example : From the textile sector

- Where does collaboration work well?
- Where is trust strongest?
- What engagement moments create energy?

This row is diagnostic.

It helps you improve the process before conflict or disengagement escalates.



Reading the Canvas as a Whole

Step Back

Look across the phases vertically and horizontally.

Ask:

- Are early phases too weak to sustain later co-creation?
- Do we over-invest in workshops but under-invest in follow-up?
- Do decision moments feel disconnected from dialogue?
- Is there a path from engagement to long-term community?

Effective stakeholder engagement:

- Builds progressively
- Reinforces trust
- Converts dialogue into action
- Sustains relationships beyond funding cycles

Other activities and resources

Resources

- **A Ladder of Citizen Participation** (Arnstein, 1969). The classic starting point to understand the depth of engagement of citizens. Useful to discuss the difference between informing, consulting, involving, partnering and citizen-control (or co-ownership). Read [here](#).
- **Public Participation Pillars** (IAPP – International Association for Public Participation). Building on Arnstein’s ladder, this document develops three pillars for effective public participation processes. Read [here](#).
- **Report on Multi-level governance** (European Committee on Democracy and Governance): examining how multilevel governance fosters coordination, participation and accountability across different levels of government. Read [here](#).
- **Role of intermediaries**: Towards a typology of intermediaries in sustainability transitions: A systematic review and a research agenda. A review that categorizes the roles of intermediaries in driving sustainability transitions and proposes a future research agenda. Read [here](#).
- **How to evaluate citizen engagement?** Evaluating Citizen Engagement in Policymaking – Practical Guidelines. Guideline developed by the European Commission to help practitioners, including public sector bodies, assess and continuously improve participatory processes involving citizens. Full document [here](#).
- **Introduction to Co-Creation and Deliberative Processes**: A Quick Start for Public Administrations. Coursebook prepared by the European Commission on co-creation and deliberative processes, outlining key concepts, methods, and practical considerations for involving citizens and stakeholders in policymaking. Full document [here](#).

Complementary Activities and Tools

- Other Tools for Stakeholder Mapping. [*Visual Toolbox for Systems Innovation*](#).

Structure of the Module

I

Conceptual framing

Introduction to **key concepts** related to stakeholder engagement, legitimacy, and orchestration in circular mission mobilization.

II

Guided practice

A **self-guided activity** applying engagement and orchestration lenses to a circular mission in the regional context.

III

Seeds of change from regions

Short **examples** illustrating how regions mobilize and align actors for circular transitions.

Case Study

Kanta-Häme Circular Economy Roadmap 2035



*Kanta-Häme Circular Economy Roadmap
– current state analysis & the future
workshop supported with AI
at FRUSH event, Forssa 2026
by Häme RIV project (2025–2027)*

Key Information

- **Region:** *Kanta-Häme*
Country: *Finland*
- **Promoter:**
*Regional Council of Häme, HAMK
& SYKLI & LUKE & LBS*
- **Partnership:** *Regional*
- **Time-framework:**
*Luo Next Goes International 2019–
2022, EDRF project**
*Kanta-Häme Circular Economy
Roadmap
2022–2035
2025–2027 current state analysis,
Häme RIV project ***
- **Budget:**
370 000 € 314 000***
- **Team:** *7*
- **Contact person:** Minna Takala:
minna.takala@hame.fi ; Venla
Hatakka: venla.hatakka@hame.fi

Overall Strategy

Overarching Strategy/Project:

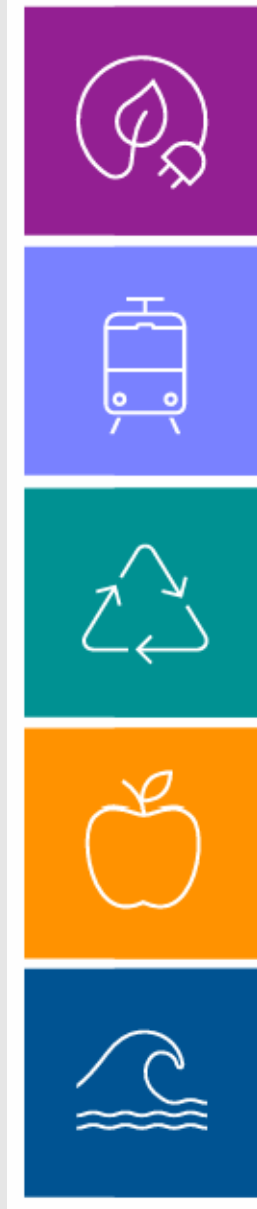
The Kanta-Häme Circular Economy Roadmap 2035 /
Luo Next Goes International project, Häme RIV project

Thematic Focus:

- **Energy production and consumption**, focus on renewable energy
- **Transportation and infrastructure**, sustainable mobility solutions
- **Consumption and material cycles**, strengthening technical cycles and the sustainable use of natural resources
- **Food production and consumption**, building a pioneer region for sustainable and regenerative food systems
- **Water use, water bodies, and biodiversity**, protecting regional water health and restoring natural systems.

Impact: Focused development projects & activities towards common targets: sustainable wellbeing, no overconsumption, no climate emission and no waste

Partnership approach: 5 helix approach *public, private, RDI & education + people & nature*
Experimental and versatile collaboration with regional stakeholders



Engagement Activity

Focus Activity

Participatory workshops – face-to-face sessions at FRUSH events, on-line sessions and hybrid sessions with Howspace platform, resident surveys + AI / Lego workshops in 2025 & 2026

Purpose

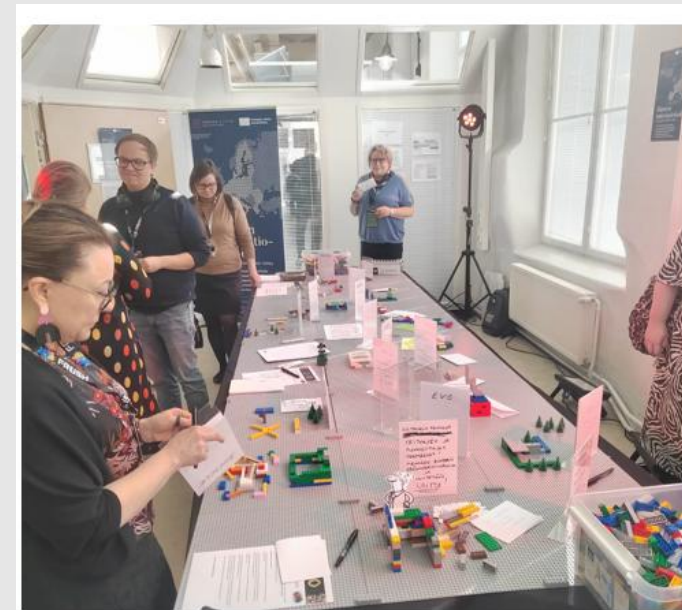
Versatile participation with regional stakeholders to collect input and enhance commitment to Kanta-Häme Circular Economy Roadmap 2035 + boosting actions with use of AI

Impact

Region wide commitment to Kanta-Häme Regional Economy Roadmap 2035 steering the long-term development towards the future – focus on responsibility for the future generations

Who is involved

Regional stakeholders, RDI experts, companies, municipalities, NGOs, HAMK students and people living and visiting Kanta-Häme region + international partners via RUN-EU network



*Häme RIV, CE, Lego, AI workshop
FRUSH event, Forssa 2025*

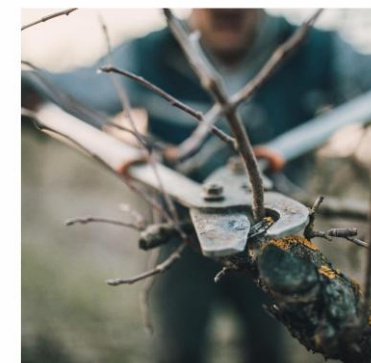
Residents' suggestions for actions

"A communication and information campaign for local residents on sustainable lifestyles."

"A link on the municipal website with answers to the most common questions about the circular economy - aiming to share the right information and refute the wrong ones."

"Recycling and better use of textile waste"

"Instead of owning things, municipalities can rent them out: pressure washers, loppers, clearing saws, etc."



Engagement Activity

Timeline

2019–2022, Luo NET Goes International project. The implementation and the follow up with **Häme Climate Watch** on-line tool. Actions are collected by HAMK students. 2025–2027 – evaluation of progress and realignment via Häme RIV –project.

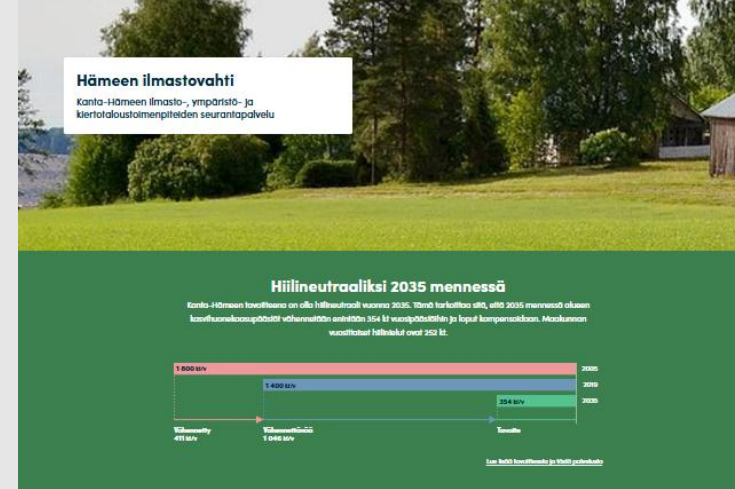
Results

Multiple development projects related to specified CE development themes. Over 600 actions in **Häme Climate Watch**. More focus on circularity and lower carbon emission, less waste.

Learnings: *What worked well?* The co-operation with HAMK, SYKLI & LUKE, LBS – personnel & students, NGOs, municipalities, companies and people. Enhancing visibility of actions enhances activity.

What did we learn? This requires genuine long-term commitment!

Tips for other peers: Working with young people creates enthusiasm and hope + strengthens commitment!





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