

Design for Government, 2018

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# ELEVATE

Re-organizing the Hiking Area  
process for civil servants



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# Introduction

## 1

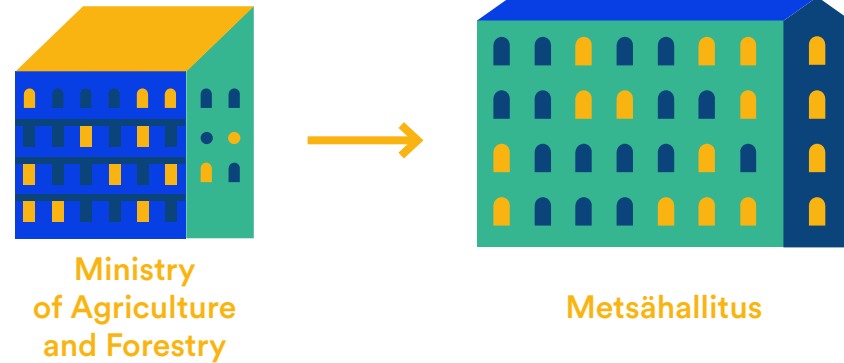
Our project 'Elevate: Re-organizing the Hiking Area Process for Civil Servants' is an outcome of the course, Design for Government (DfG) at Aalto University. The focus in this year's DfG was the future of Finland's Hiking Areas, commissioned by the Ministry of Agriculture and Forestry in collaboration with Metsähallitus.

Design for Government (DfG) is an advanced studio course offered as part of the Master's Programme in Creative Sustainability at Aalto University. Over the course of 14 weeks, DfG students address the complex challenges of the Finnish government and public sector through a series of 3 blocks: Human Perspective, Systems Perspective and Intervention Perspective. In the Human Perspective block, we apply empathic approaches to identify stakeholder needs. In the Systems Perspective block, we practice systems approaches to analyze the wider context involving stakeholders and policies. Lastly, in the Intervention Perspective block, we adopt behavioural insights to identify and design relevant solutions.

# Project brief and background

1.1

Commissioned by the Ministry of Agriculture and Forestry in collaboration with Metsähallitus, DfG students were tasked with designing for 'The Future of Finland's Hiking Areas: New Uses, Users and Identity.'



## THE HIKING AREAS

Since 1979, the state designated *Hiking Areas (Retkeilyalue)* accommodated different users with a diverse set of uses, including nature-based activities and events, sustainable tourism, as well as forestry education. It is important to note that the Hiking Areas are different from the National Parks (Kansallispuisto). However, the public is not so aware of the difference, nor of the distinct development possibilities that the Hiking Areas offer.

In Finland, there are 2 major categories of state-owned forests: commercial and conservation. While the purpose of National Park is conservation, the purpose of the Hiking Area is in between conservation and commercial. This unique in-betweenness presented both an opportunity and a challenge for development.



## TWO MAIN ORGANIZATIONS

The Hiking Areas are under the jurisdiction of the *Ministry of Agriculture and Forestry*. The Ministry steers *Metsähallitus*, a state-owned enterprise that manages and develops the Hiking Areas. Metsähallitus also manages all other state-owned forests and parks which make up of  $\frac{1}{3}$  of Finland.

Currently, there are 5 Hiking Areas throughout Finland. For many years, the Ministry and Metsähallitus have worked towards providing this unique category of land use for the benefits of the public and their wellbeing. A lot of investments have been made, and many initiatives were carried out to improve these areas. But there has been some signs showing that development hasn't kept up with the true potential of the Hiking Areas.

## CURRENT ISSUE

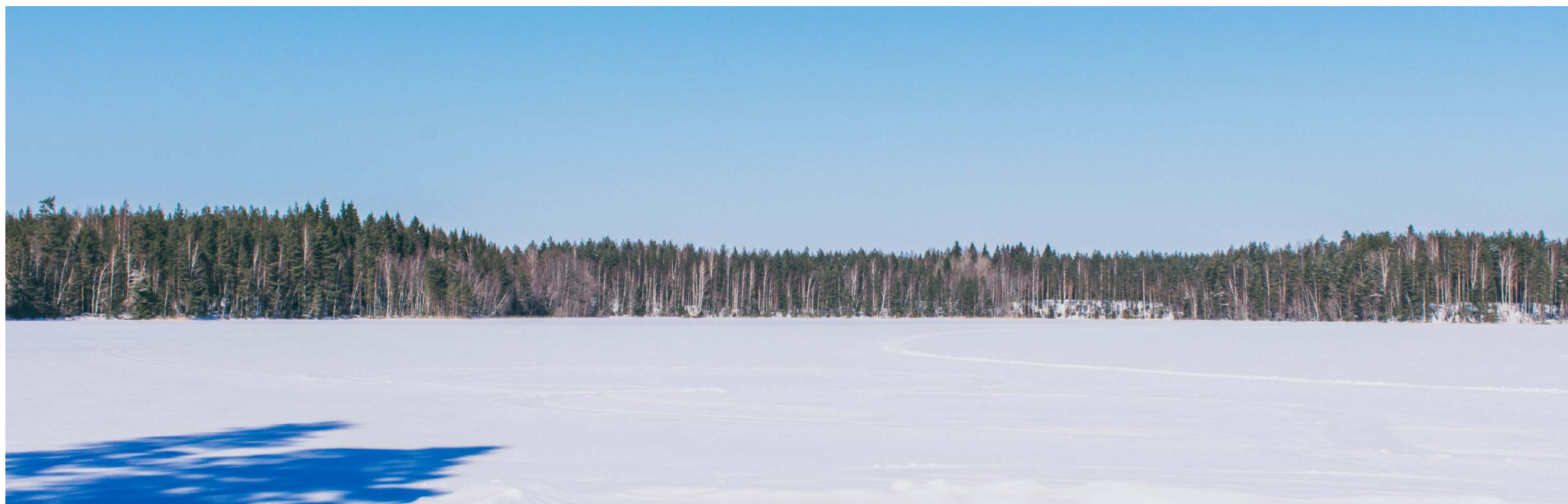
Often judged by the *visitor numbers* as an indicator of success, pressure has been building up; which was documented in a recent report published by Metsähallitus.

As a result, the National Park became desirable for many municipalities due to the perceived tourism benefits. This misjudgement contributed in several Hiking Areas changing their status to National Parks. In 2015, Teijo became a National Park, followed by Hossa in 2017. Hossa was one of the oldest Hiking Areas established in 1979. Nevertheless, we must not be discouraged by these changes.

**“The Hiking Areas have not been able to develop; the visitor number has been stagnant and decreasing while the number at the National Parks have been continuously increasing.”**

– Outdoor Area Report, 2016

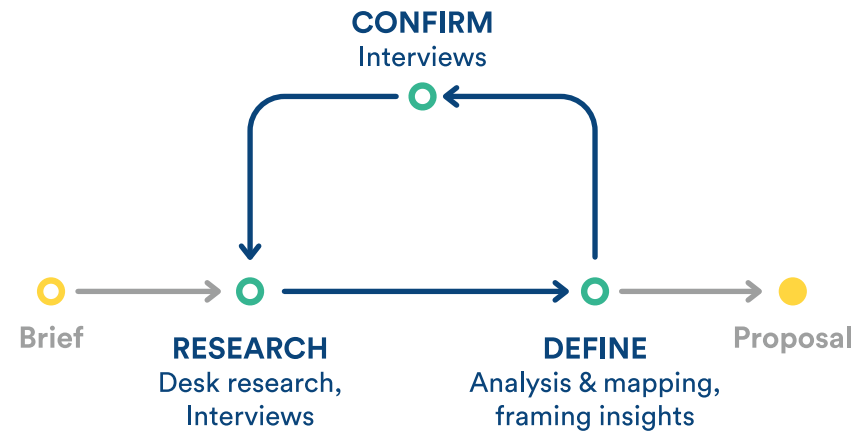
The Hiking Areas have been very important for Finland and it is worth embracing further. There is a lot of unique potential that can only be achieved in the Hiking Areas. If we believe in this potential, we must find a way to ensure the future of the Hiking Areas.



# Our design process

1.2

In our project journey, we undertook many **iterative cycles** of research, defining insights, and confirming the insights.



In each phase of researching, defining and confirming, we mixed design approaches and methods as necessary from 3 perspectives: human, systems and intervention. The first cycle started with research, gathering information and broadening our understanding. We analyzed and synthesized the information, defining insights and findings. The insights were noted and confirmed in the next cycle of research. As the cycle repeated, a new set of insights were formed deepening our understanding through each iteration.

Even though the DfG course progressed as a series of 3 blocks, we were able to stay flexible on choosing approaches and methods based on our previous design experience and knowledge. Therefore, we organized this report as follows:

- The **Research & Analysis** section describes the various methods we used to gather and analyze data;
- The **Insights & Findings** section identifies the key challenges and opportunities that surfaced from the research. This section also outlines how we defined our project focus, validated insights and ideated for our solution;
- Finally, the **Proposal** section presents our solution, ‘Elevate: Re-organizing the Hiking Area Process for Civil Servants.’

**Research & Analysis**  
→ p.7

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# Research & analysis

## 2

Our research started with understanding the stakeholders and their context presented in the project brief. We explored the existing needs and experiences of the visitors as well as the public sector employees involved in the Hiking Areas development. We also investigated the scope and process of the previous development efforts made by the Ministry and Metsähallitus.

We gathered qualitative data through workshops, interviews, a field trip, and extensive desktop research. We organized and analyzed the data using various techniques such as affinity mapping and systems mapping. Through these analysis, connections were made and we found opportunities for further research and ideation.

# ATLAS workshop

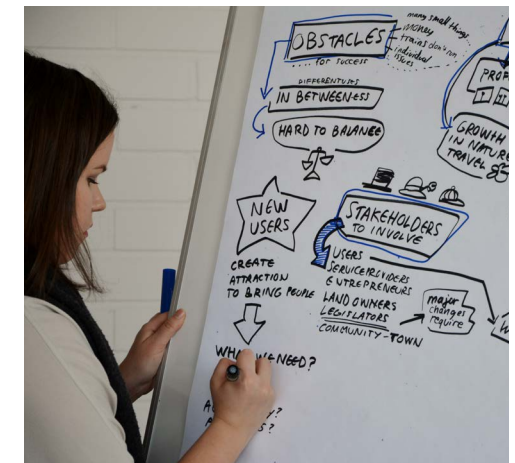
2.1



In the second week of DfG, we hosted a stakeholder workshop with participants from the Ministry of Agriculture and Forestry as well as Metsähallitus. The workshop consisted of 3 parts: a warm-up activity, ATLAS design game, and a reflection. The questions posed throughout the workshop provided a chance for participants to discuss and reflect upon diverse aspects of the project such as goals and expectations. Even though we were already familiar with the project brief, the workshop provided an invaluable opportunity to grasp the complexity of the issues, challenge assumptions, understand varying views and opportunities which weren't evident in the brief.

**“This is a very efficient method and you are using it really well! I admire this. This is good work for this kind of expert work and as a stakeholder involvement.”**

**– a participant comment on the workshop**





# Interviews

## 2.2



We interviewed civil servants from multiple organizations including the Ministry of Agriculture and Forestry, the Ministry of Economic Affairs and Employment, Metsähallitus, and Linnan Kehitys (a branch of the City of Hämeenlinna). In the interviews we focused on their engagement with the Hiking Areas, previous development attempts as well as their view on challenges and opportunities.

Most importantly, in order to gain an overview on the complex structure supporting the Hiking Areas, we interviewed civil servants ranging from the strategic ministry level to the practical field maintenance level at Evo, which is one of the 5 Hiking Areas.



## Field trip to Evo

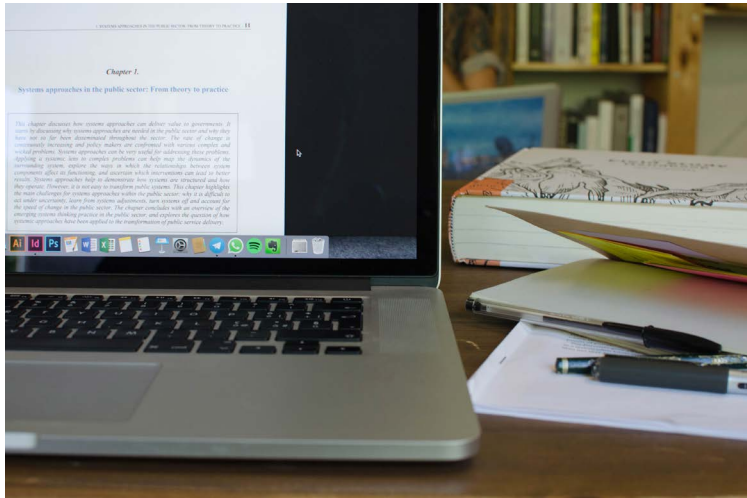
### 2.3

In March, we conducted a 2-day field research in Evo in order to gain local knowledge. Despite the seasonal limitations, we were able to experience the Hiking Area ourselves. We observed and shared conversations with the visitors and local residents. We also interviewed the teaching staff at HAMK (Häme University of Applied Sciences) as well as the Evo Park Master working for Metsähallitus on-site.

↑  
A family enjoying ice-fishing in Evo. Photo taken during the field trip.



**2-day**



## Desktop research

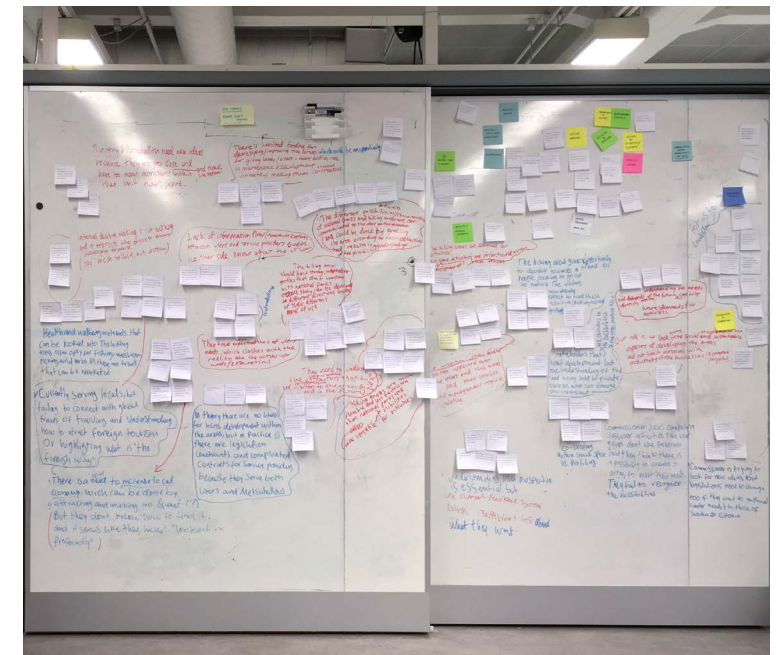
2.4

Desktop research was an integral part in our process throughout the project. We reviewed over 40 documents including official reports and websites, legislations, media articles, as well as academic papers. These materials enriched our understanding of the Finnish public sector, especially the motivations and values affecting the Hiking Areas development. We were also able to create detailed pictures of the development process and structure of Metsähallitus. The insights gathered from desktop research were explored further during interviews with the key stakeholders.

## Affinity mapping

2.5

We used affinity mapping to analyze the qualitative data throughout the project. Affinity mapping is a technique for organizing and making sense of large amounts of unstructured qualitative data. It can be divided into 4 stages: creating notes, clustering notes, walking the wall and documentation (Lucero, 2015). Using this process, we identified recurring issues, defined insights, and established directions for further research.



## 4 stages

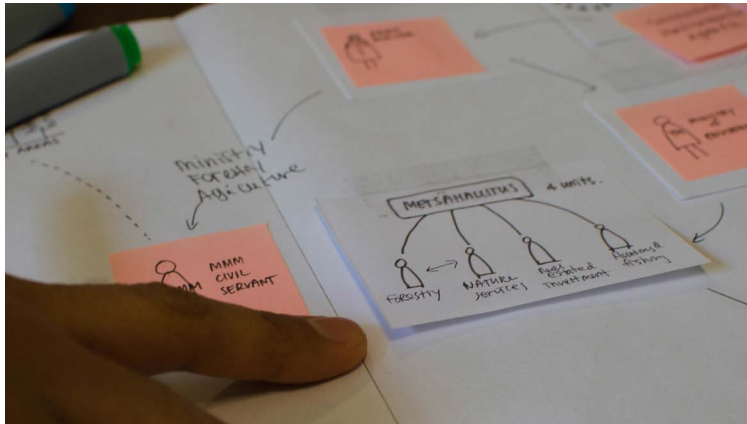
- Creating notes
- Clustering notes
- Walking the wall
- Documentation

Our affinity mapping wall



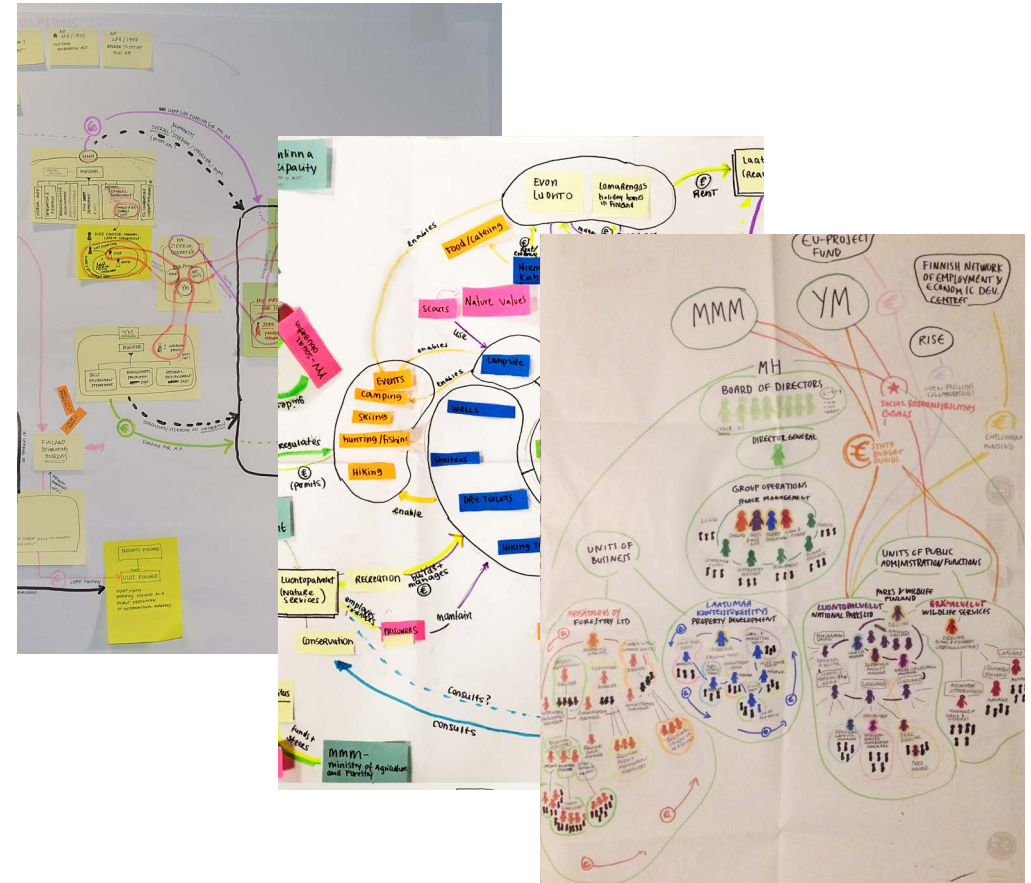
# Systems mapping

## 2.6



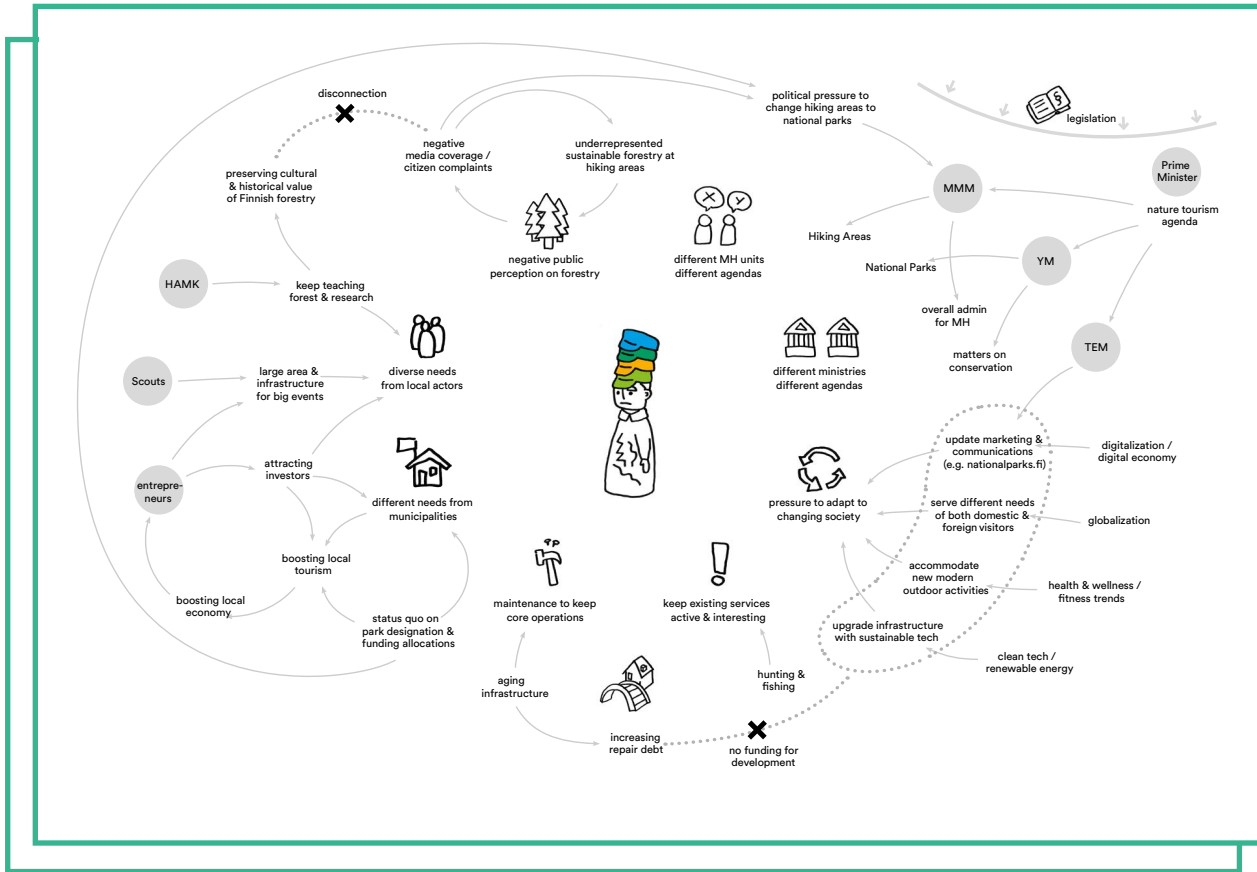
↑  
A 'rich picture' of the Hiking Area was used as a tool for discussion during an interview

During our process, we created several system maps in order to comprehend our research findings. As the project progressed, we felt that we were uncovering the dark matter of the public sector: the complex network of relationships, processes and resources that support what we, as citizens, enjoy and often take for granted. This type of systems map is called a 'rich picture' in Soft Systems Methodology (Checkland & Poulter, 2006). It was truly eye-opening for us to learn the intricate systems that are happening behind the scenes by the civil servants.



↑  
The 3 sketches, one for each level

We sketched out 3 levels of systems that support the Hiking Areas: macro national level, organizational Metsähallitus level, and micro Evo level. In these 'rich picture' sketches, we identified key actors and decision makers, their viewpoints and conflicts, flow of information and funding, as well as the surrounding context affecting the system.



←  
Mr.  
Metsähallitus  
'rich picture'

Based on the sketches, a 'rich picture' personified as Mr. Metsähallitus was created and presented at the mid-review session. This 'rich picture' illustrates many roles and responsibilities that Metsähallitus is expected to perform, depending on the stakeholder. It also communicates the struggles, conflicts and pressure points surrounding the Hiking Area development.



←↑  
**Interview with  
the Project  
Manager**

During the ideation phase, we also created an organizational chart of Metsähallitus. In an interview with the current Project Manager of the Hiking Areas, we used this chart as a tool to discuss what happens with the information that flows upwards and downwards, how decision making unfolds, and what happens in the usual work process within and between units.

Through this insightful and valuable workshop, we uncovered new and important information while validating other findings.

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# Insights & findings

## 3

“There is a clear need for closer collaboration and coordination that include all 4 units of Metsähallitus when specifically dealing with the Hiking Areas. But the current organizational structure and communication process does not support this type of collaboration.”

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# Identifying the underlying internal issue

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## 3.1

To narrow our area of focus for this project and ideate towards our final proposal we first had to identify the underlying internal issues.

After learning about the challenges presented by the commissioners, (i.e. to increase visitor numbers of hiking areas in a sustainable way) we recognized that a deeper exploration of understanding these challenges was necessary. At the ATLAS workshop we noticed some specific remarks regarding the limitations and challenges facing the Hiking areas such as:

“In theory there is no limits [for business ideas] but in practice there are a lot of limitations”

“In Metsähallitus they have very strict way of doing things it is limiting, not so flexible and does not allow to collect information”

– Participant, Stakeholder Workshop

These remarks suggested possible underlying problems that we felt were worth investigating. To explore these underlying issues we focused our attention by defining a question to guide the research that we felt most strongly encapsulated the brief, “Why aren’t the visitor numbers increasing?”.



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“Why aren’t the visitor numbers increasing?”

To answer this question we selected 4 possible directions based of our first iteration of insight gathering, namely the ATLAS workshop and the initial desktop research. We identified these areas of research as:

- 1 — Public perception and identity
- 2 — Activity and service offerings
- 3 — Customer reach and communication channels
- 4 — Synergies and conflicts with regional actors

We then generated a set of research questions and methods related to each research topic. As we connected the questions to possible relevant sources and stakeholders, which we had previously mapped, we also determined and listed the methods which best suited them.

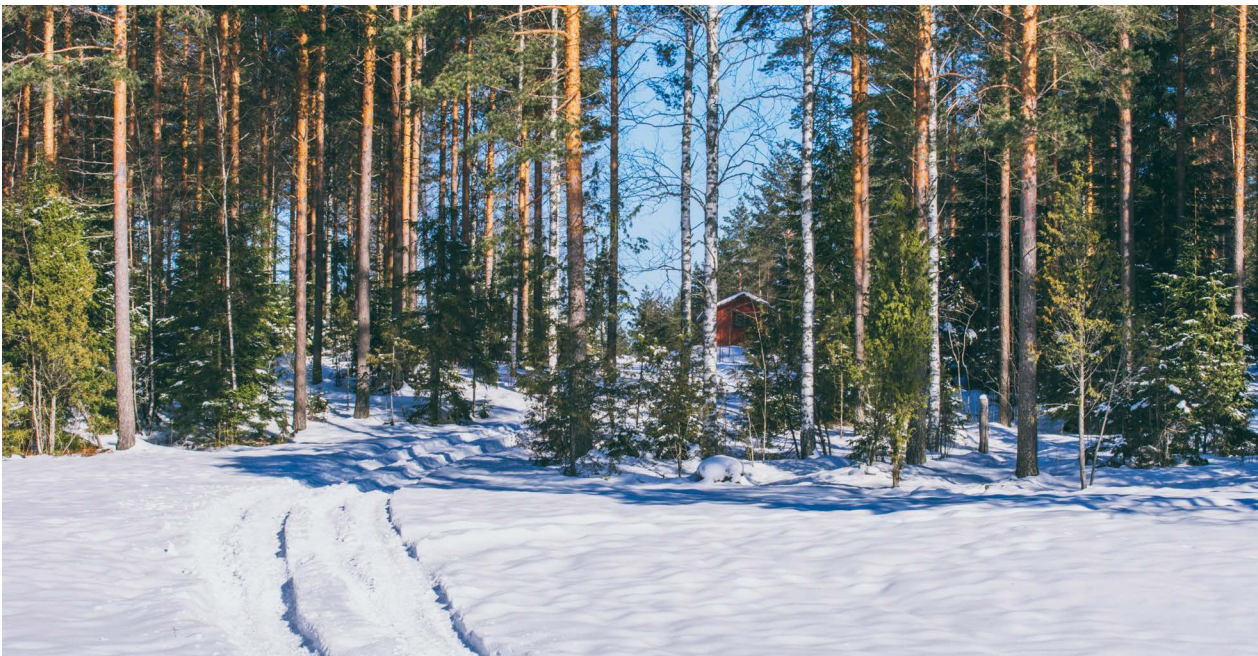
**Stakeholder map**  
p.17

**Research questions and methods set**  
(Example)  
p.18

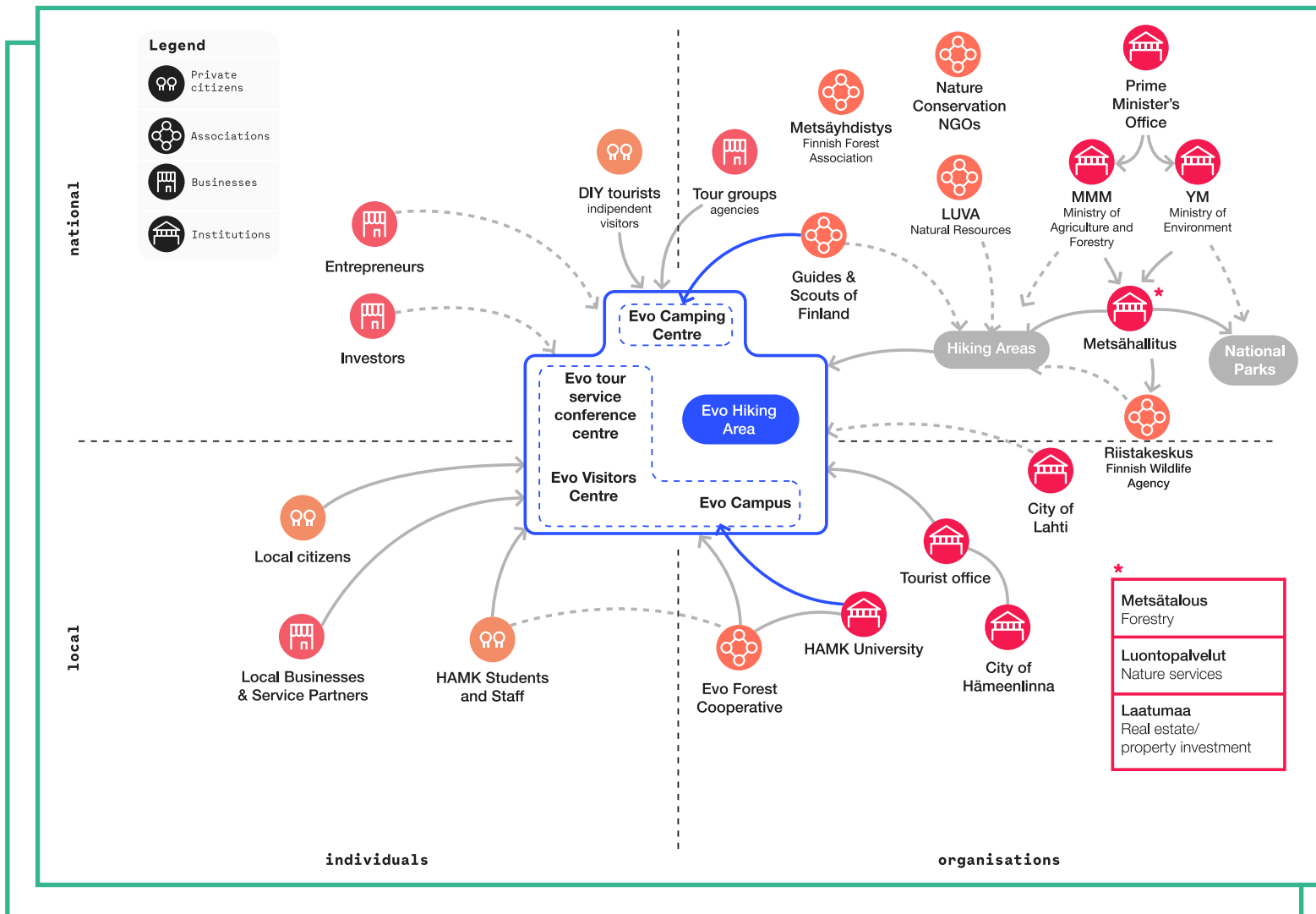
Based off these charts, we narrowed down our project focus further and arrived at 3 possible design goals:

- 1 — Simplify and streamline the management and development process
- 2 — Managing public perception and expectations
- 3 — Uncover and highlight the existing uniqueness of the areas

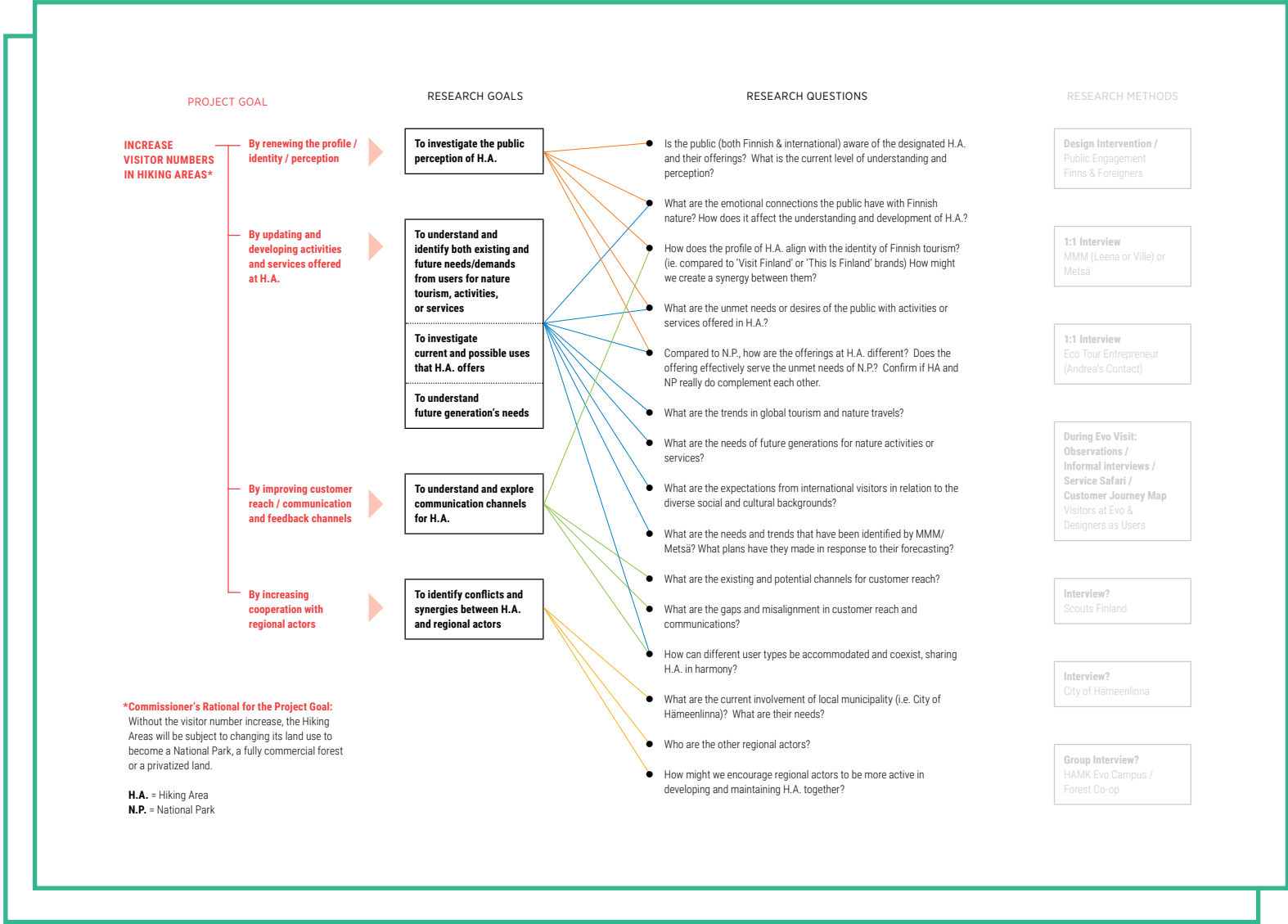
These goals were presented during the mid-review session. After receiving feedback from both the teachers and commissioners, we chose the first option to ideate towards a design solution.







← Stakeholder Map



←  
a set of  
research topic,  
questions and  
methods

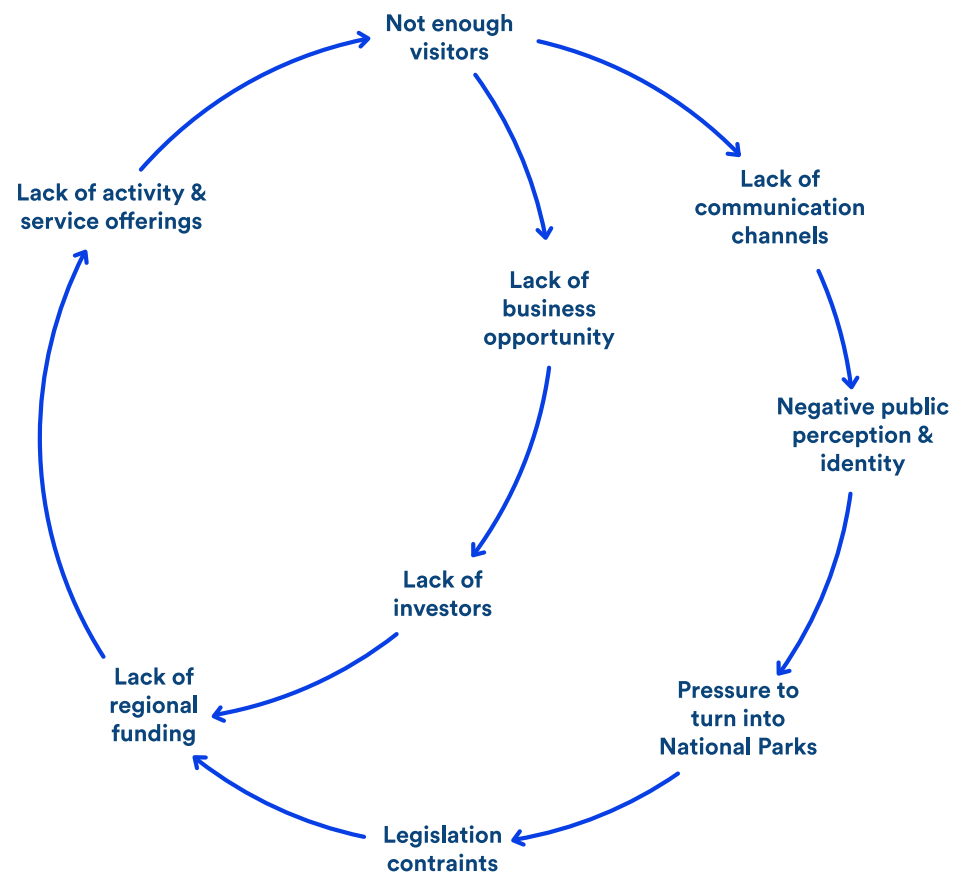
## BREAKING THE VICIOUS CYCLE FROM INSIDE

We identified a vicious cycle, a causal relationship of issues on why the Hiking Area development hasn't reached its full potential.

As illustrated in this diagram, visitor numbers continue to stagnate and due to the lack of communication channels, there is an increase in negative public perceptions which in turn increases pressure to turn the hiking areas into National Parks. Additionally, because there is not enough businesses opportunities, this translates into a lack of investors, and as a result, inadequate funding. This cycle translates into a decrease in service and activity offerings.

These findings, which surfaced from the research and systemic analysis gave us a broader and deeper understanding of the issues at hand. We concluded that the goal of our project should be to: *simplify and streamline the management and development process of the Hiking Areas*. We realised early on in our research that this issue had always been *an underlying problem* and from our understanding a crucial aspect of the bigger picture. We then asked ourselves: how can any initiatives or great ideas be realized without first addressing the internal process?

Our research uncovered that a lack of funding was a critical issue perceived by many actors. However, according to systems thinking theory, Meadows says that changing variables in numbers such as funding, taxes and subsidies, rarely changes the system behaviours. (Meadows, 2008, p. 148)



“...this issue had always been an underlying problem”

In order to break this cycle, we started to ideate on ways to maximize the resources that the Ministry and Metsähalitus already have at hand, primarily their people.

“We can do a lot by re-organizing and re-prioritizing. We have huge resources.”

– A commissioner comment at the mid-review session

## IDEATION PROCESS

To ideate our solution, we started by summarizing and gathering all the relevant and evident problems that we identified throughout the research. At the same time, we collected solution ideas and opportunities, as well as formats that could be valuable in solving the issue.

Through the evaluation and analysis of these various solutions divided in groups, and the insights we gathered about the organization in its broader context, we were able to single out the most relevant ideas. These ideas began to coalesce into specific groups and emerged as important parts of our solution.

The 4 areas of improvement that emerged could be categorized as:

- project management
- internal communication
- collaboration
- organizational structure

By connecting single lines of actions and creating a systemic bigger picture, we were able to sketch our solution and build the re-organization of the Hiking Area development process.

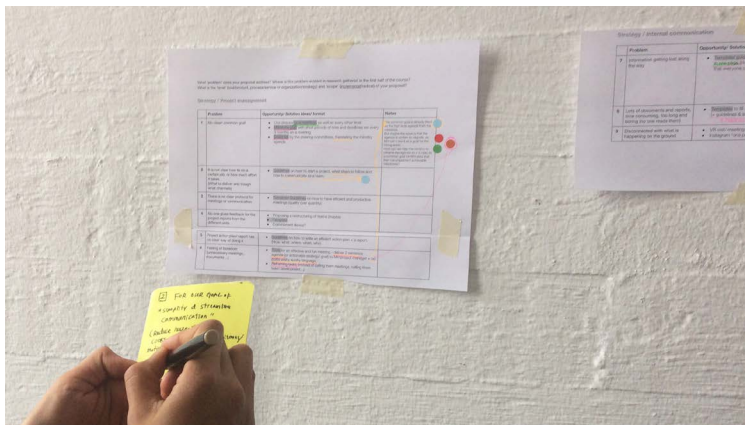
We ideated using the EAST framework. EAST stands for Easy, Attractive, Social and Timely. It is a set of principles to promote positive behavioural shift, developed for the UK public sector by the Behavioural Insights Team (2014) in partnership with the UK Cabinet Office and Nesta.

For our project, we paid more attention to the principle of “Simple”. We ideated on ways to simplify the communication and the organizational process in developing the Hiking Areas for civil servants. When the processes and messages are simpler, it reduces the cognitive load for the people involved making their work more efficient and effective.



## EAST: Four Simple Ways to Apply Behavioural Insights (2014)

– Behavioural Insights Team in partnership with the UK Cabinet Office and Nesta

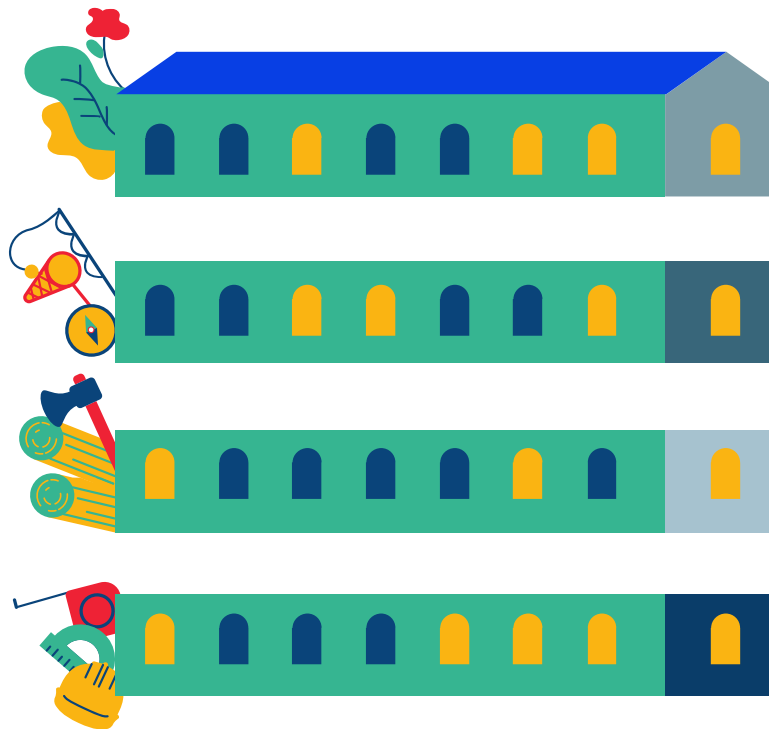


# Need for collaboration between the 4 units of Metsähallitus

## 3.2

Metsähallitus is made up of 4 distinct units: Nature Services, Game and Fishery Services, Forestry, and Property Development. For the most part, this organization is highly functional, and this division of labour works very well. However, when it comes to the Hiking Area projects, our research revealed that the normal process of Metsähallitus does not apply as effectively.

There is a clear need for closer collaboration and coordination that include all 4 units of Metsähallitus when specifically dealing with the Hiking Areas. But the current organizational structure and communication process does not support this type of collaboration.



**Nature Services**  
Luontopalvelut

**Game & Fishery Services**  
Eräpalvelut

**Forestry**  
Metsätalous

**Property Development**  
Kiinteistökehitys

“The state is expecting more and more input from us. But, it’s difficult to provide input because no one at Metsähallitus has a holistic understanding of what is happening at the Hiking Areas. Each unit is too focused on their own areas.”

– Metsähallitus Staff

“Only small pieces of a Hiking Area is taken care of by each unit based on their respective responsibilities. Within their own small pockets of the park, each unit has limited resources and possibilities”

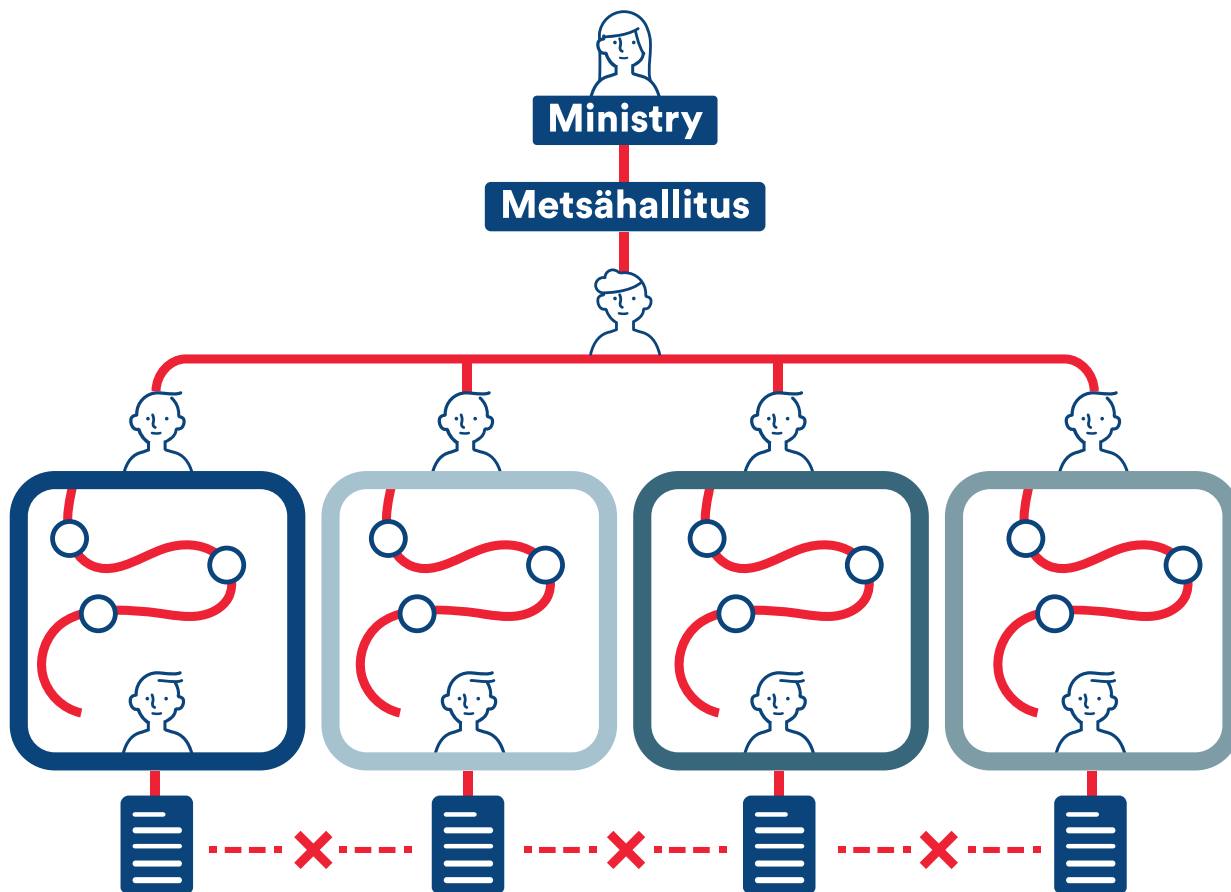
– Metsähallitus Staff

“There are too many facets of internal communication; yet, we don’t know what other units are doing at Evo. We don’t really talk between units”

– Metsähallitus Staff

“At times it feels like there’s not really anyone running the whole thing to one direction. There’s so many things pulling to different directions.”

– Metsähallitus Staff



After compiling a full view on how the development process unfolds when a normal Metsähallitus process is applied for the Hiking Areas, we see that when the agenda from the Ministry passes from person to person, and when it finally reaches the field manager who would implement it, the document turns out to be too abstract and vague and thus difficult to implement in practice.

This makes it difficult for the field manager to understand how his plans may affect or interfere with other unit's work in the area. This creates disconnected interpretations that the other units might disagree with. We were able to see that when this disconnected process is happening across all 5 Hiking Areas, it is impossible to effectively coordinate and collaborate inside Metsähallitus.

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“We can't continue like this anymore. Something must be done”

– Metsähallitus Staff

# Need for engaging local level employees of Metsähallitus

## 3.3

### PAST ATTEMPTS

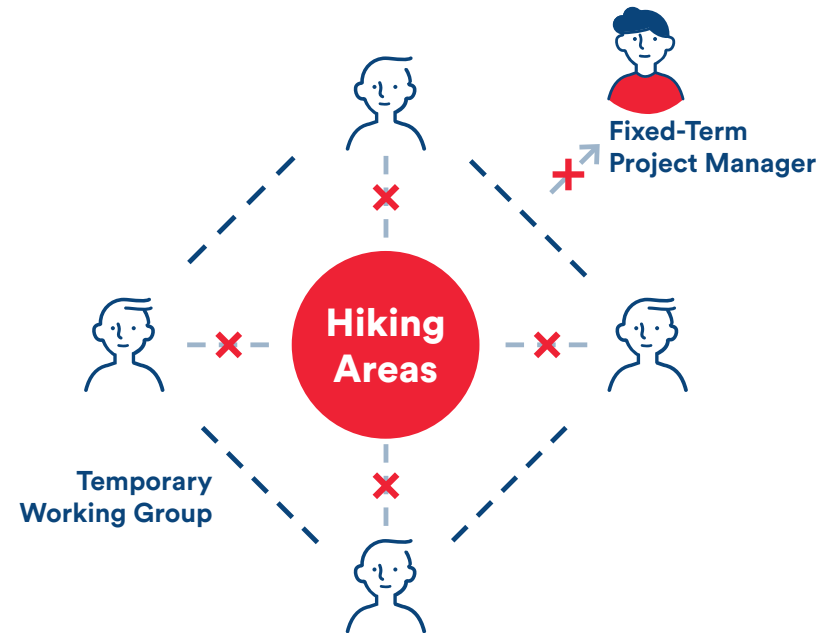
To resolve the issue of disconnected units, the Ministry and Metsähallitus put in a lot of really good and important work during the last 10 years that has resulted in establishing special working groups and a fixed short term project manager to focus on developing Hiking Areas.

However, the group members were higher-up managers and directors who are responsible for a much larger scope than just the Hiking Areas. So their expertise was not suited to understand the intimate local knowledge required, making it very challenging for the Project Manager to gather tangible and practical input from the group.

For the people involved, this process was inefficient. Time and resources ran out without producing the expected results.

“In the beginning, there was a common will to develop the Hiking Areas, but the limited resources caused pressure for the special working groups”

– Metsähallitus Staff



According to our research, the people working on the local level are the ones with the most knowledge of the local context, as well as the regional differences. Additionally, the field managers and planners at Metsähallitus are the people within each unit in which their work relates most directly to the Hiking Areas.

As we discovered, they spend too much time working on the day to day development and are not involved directly in any decision making, yet they are the most aware of the Hiking Areas.

**Precedent:**  
Engaging local level employees as a key resource

According to our research on teamwork and on how different organizations work, we found that companies such as Semco, one of the biggest companies in Brazil, have succeeded because they take the input from the people working in the field, and they are involved in the decision making of the company (Selmer, 1989).

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# Identifying differences between strategic agenda, common goals and action plans

## 3.4

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A recurring challenge identified by the civil servants developing the Hiking Areas is that there is a lack of a common goal.

“Each unit at Metsähallitus has different agendas. As a whole, it’s been difficult to establish a common goal and push the development forward.”

– Civil Servant at the Ministry

Another common insight from our interviews was that the reports, agendas and plans were too long, abstract and vague, or simply not implementable plans.

“The resulting report from 2016 development had no clear goals, it was only a vision with a few ideas. One of the reasons for that was that the people who worked on the report could not agree on things in order to make a clear plan. There was no common goal. Also, it has been hard to implement because there is not a clear how what why and how much. It is not a plan”

– Metsähallitus Staff

“Some maintenance and use plans have been made [for Evo], but no one really has the time to read and follow them. Someone should think how to deal with this, what is the goal and what things need to be developed.”

– Metsähallitus Staff

### NEED FOR A COMMUNICATION TOOL

We realized that there is a need for tools to aid communication and the development process. It is essential for the Hiking Area development to have a clear and concise plan that would be both easy to read and clear enough so that anyone involved would know precisely what steps to be initiated.

Tools such as templates can be a catalyst in simplifying the communication and streamline the creation of a clear plan including how, what, why, and when for all participants. In our research we examined how different organizations and projects have dealt with participation and communication within teams or different actors involved. We noticed that other than the configuration of the working environment or the decision making process, a lot of them use specific tools. These include codes of conduct, organization charts, guidelines for problem resolution, and many other existing tools. We were inspired through our own working experience and the input from our research to design specific tools that we believe will facilitate the process of our solution.



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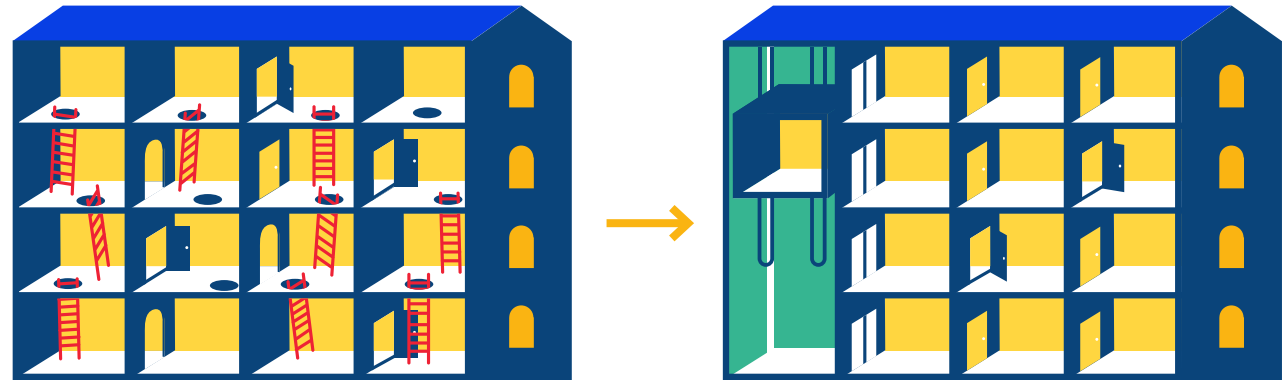
# Proposal

## 4

—Re-organizing  
the Hiking Area Process  
for Civil Servants.

# Reframing the brief

## 4.1



In our research, we immersed ourselves in *understanding the internal process of civil servants developing the Hiking Areas*. After multiple rounds of in-depth analysis, we found a key insight. For a single Hiking Area, all 4 units of Metsähallitus have a function and stake and these overlap and affect each other. Unlike other state-owned parks and forests, the Hiking Areas require close collaboration and coordination between all 4 units.

Because of this unique difference, the normal development and communication process of Metsähallitus doesn't work for the Hiking Areas. When the usual process is applied, we are faced with a problem of having *too many layers of unclear and scattered communications*.

“Too many layers of unclear and scattered communications”

If we are to imagine Metsähallitus as a house, then for most purposes, this house is very functional. But when it comes to the Hiking Areas, inside of this house it would look like the illustration below. In this house, finding a clear and efficient path is not easy. As discussed in Section 3, Findings and Insights, it is crucial to resolve this confusion.

As a solution, we propose a re-organization of the existing processes with a set of communication tools. These are small changes that will create a big impact, like an express elevator.





# Our proposal

4.2

## ELEVATE: RE-ORGANIZING THE HIKING AREA PROCESS FOR CIVIL SERVANTS

Our design aims to streamline and consolidate the communication process in the Hiking Area development, by making full use of the existing resources. Our proposal consists of *a re-organized development process as well as a set of tools to support the communication.*

→ Components of the solution process and supporting tools

Components		
	1x	Super - manager
	5x	Hiking Area Teams
	5x	Hiking Area Action Plans
	1x	Ministerial Set of Goals

Tools		
	1x	Process Map
	1x	Action Plan Template
	1x	Goals Guidelines

## THE SUPERMANAGER

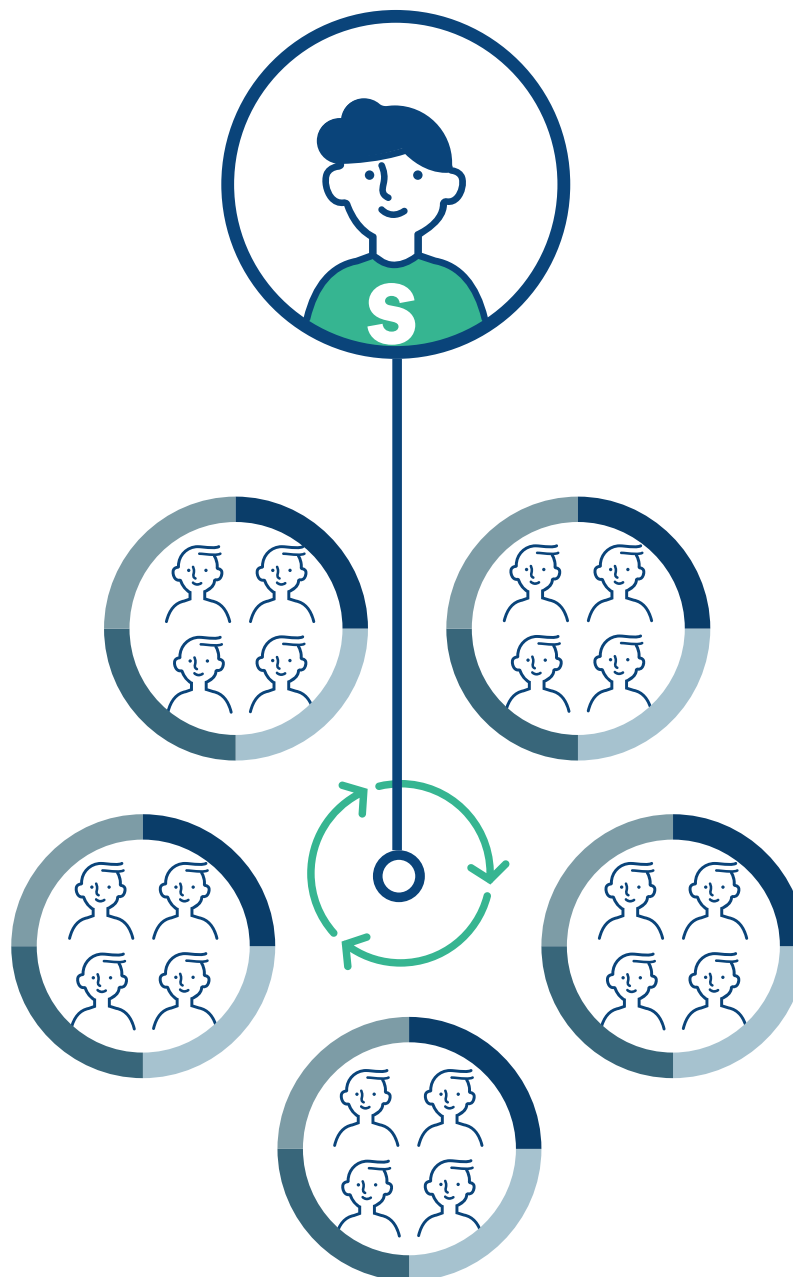
The Supermanager guides the whole development process and liaises between the Ministry and the 5 Hiking Area Teams. This role facilitates collaboration, making sure that all units are coordinated and key stakeholders are well-informed.

The position doesn't belong to any single unit and reports directly to the General Director of Metsähallitus, as it is the case with the existing project manager. This independence ensures that the project puts the needs of the Hiking Areas before the unit agendas.

## 5 HIKING AREA TEAMS

For each Hiking Area, we propose to assemble a dedicated development team made up of existing field managers and planners from each unit of Metsähallitus. The team members continue to hold the existing position within their respective units but come together when the need for development arises. We recommend to formally allocate sufficient work hours for the team task, so that Hiking Area development has its own dedicated time and does not get pushed aside by other responsibilities.

When the team members gather, they create a common understanding by sharing ongoing projects and agendas from their units. Together, they ideate based on their local knowledge and plan for well-coordinated implementation.



## Goals guidelines for Hiking Areas

Translate the agenda to **Goals**, what needs to change, what needs to happen, what areas should Metsähallitus pay close attention and what will they focus on.

Be specific, try to address the what why and when. A good goal needs to be **clear, measurable, realistic, and done in a specific time**. It should tell the Hiking Area team, what they should use the resources for, and for how long.

**Instead of saying:** Recreation in nature increases well-being and appreciation of nature, supported through active communication.

**Translated for action:** Within the next year, communicate the importance of nature recreation, which increases well-being, as well as nature appreciation.

This form should be sent to the Project Manager of the Hiking Areas, to be handed to the 6 Groups.

Participants	
Hiking Area	Date




## Hiking Area Action Plan

Write down your goals, what does the ministry's agenda mean for the local Hiking Area your team works in. Answer the **What, who when and how** in a statement goal. Be as specific as possible, if it is too vague, it will be hard to achieve.

Set deadlines, or milestones you want to achieve and give them a range of time, this can be done as a timeline, phrase them in

simple achievable steps and actions.

Make a list of steps to follow, what are the actions that need to happen in order to put the plan forward and who is concerned with each step. List them in order of priority and sequence.

Understand what are the resources needed in order to develop the steps

Participants	
Hiking Area	Date

What to achieve?

What is needed to get there?

### Goals

Instead of:  
Increase the number of customers and visitors of the Hiking Areas. Investigation of the Regional strengths and development opportunities of the Hiking Areas. Investigation of Financing and investment development opportunities of the Hiking Areas. Clarification of the responsibilities specific to Hiking Areas. The coordination of the measures and forestry operations of the Metsö program with the development of Hiking Areas. Metsähallitus's business volume growth of the Hiking Areas.

Rephrasing it:  
(Remember to address the Who, What, Where, When and How!)

- Increase the efforts done by Luontopalvelut to increase the customer numbers in the Hiking Areas for the future, by developing new products and services that address the needs of the local actors whose livelihoods are affected or influenced by the Hiking Area.
- Understand the regional strengths and opportunities within the Hiking Area region, to increase number of visitors, working opportunities and recreational areas.
- Increase the research of sustainable forest management that goes on in the Hiking Areas by Metsätalous, while communicating it to visitors and recreational areas.
- Have an active communication with the other units of Metsähallitus, concerning the development of the hiking Areas, so that everyone is aware of the development and in order to avoid conflicts.



## COMMUNICATION TOOLS

To support this re-organized process and facilitate clear, simplified and effective communication, we included some tools. These templates are used as a new way to connect people together. It simplifies and gives a framework for the communication especially when setting the goals and action plans for the Hiking Areas.

### Template Example 1: Goal Guidelines

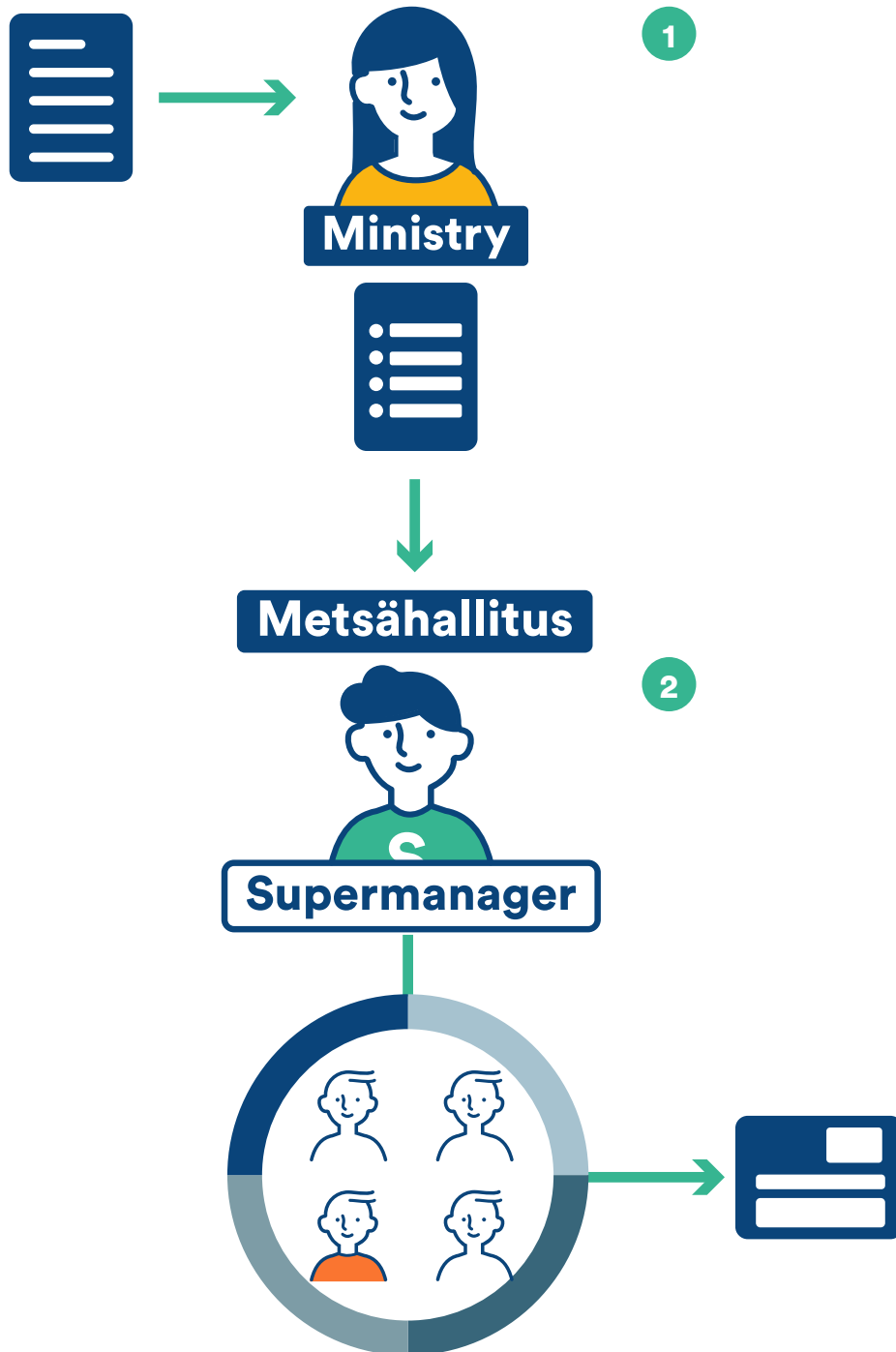
This template is designed to help the Ministry outline a clear set of goals based on the governmental agenda strategies. This input from the Ministry will help the Hiking Area teams address more specific action items on what, why and when.

### Template Example 2: Hiking Area Action Plan

This template is developed to help the Hiking Area Teams translate the ministerial goals to step-by-step action plans. With input from all 4 units, the teams can set a development targets together and identify what each unit can offer to achieve the goal.



Template examples 1&2



## SOLUTION PROCESS SCENARIO

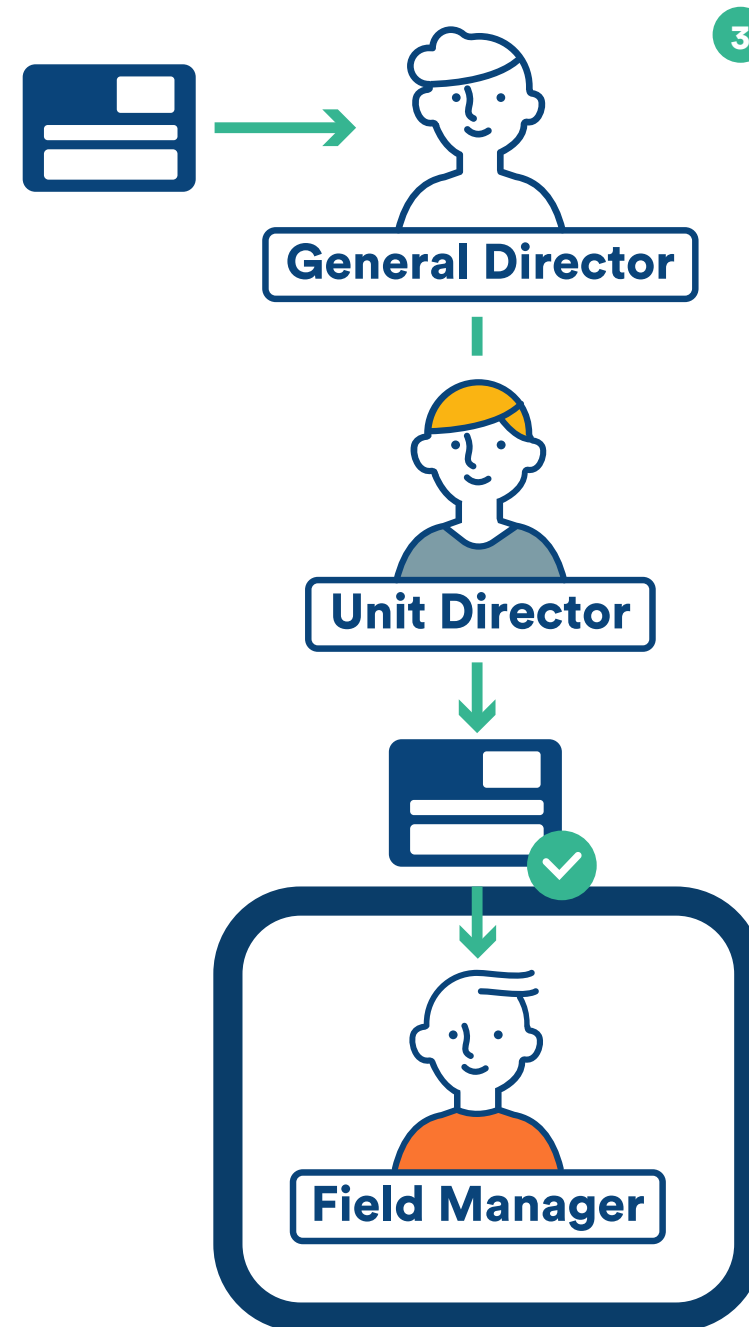
Here is a scenario on what the proposed process would look like.

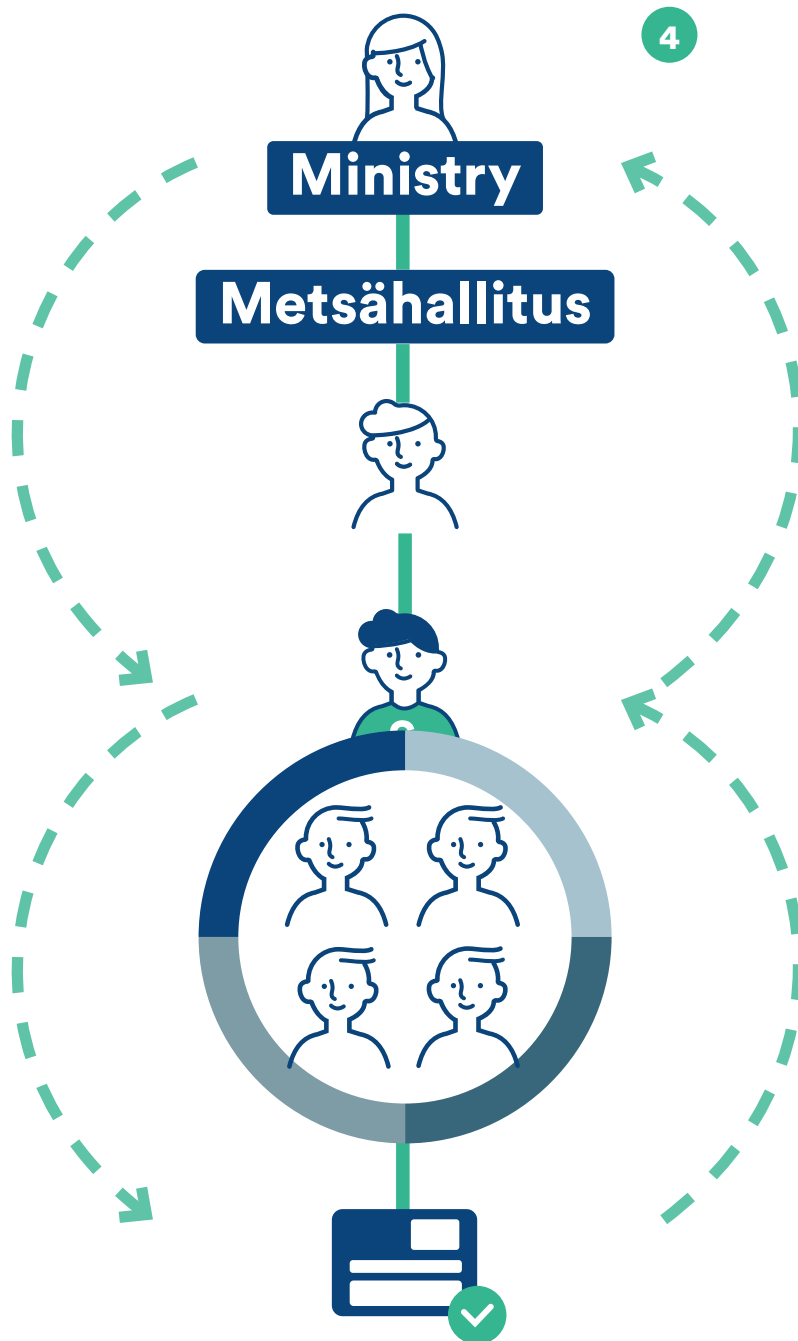
**1** — Ms. Ministry receives an agenda from the government on nature tourism. It's a long document. But with the help of the Goal Guidelines template, she translates the agenda into a clear set of goals for Metsähallitus.

**2** — The goals go directly to the Supermanager and he communicates the new goals to the Evo team. Using the Action Plan template, the 4 team members work together on how to implement the goals. This Action Plan is focused because it is based on the local context, and it is holistic because it is made collaboratively by members of all 4 units.

**3** —Now, the Action Plan is sent for approval to the General Director of Metsähallitus. The approved Action Plan is then sent to each Unit Director for distribution. In this case, the Nature Services Unit Director sends the plan to the Evo Field Manager.

Having the plan developed and implemented by the same people who work on the field is a way to ensure that the job gets done in the most effective way. The field manager now knows exactly what to do. This process is different because it brings together people working at the ground level from each of the 4 units.





**4** —At the end of the implementation, the Hiking Area teams get together and report on their progress. Through a feedback process involving the Super Manager and Ms. Ministry, the key actors involved in the Hiking Areas get a clear overview of where the development is heading.

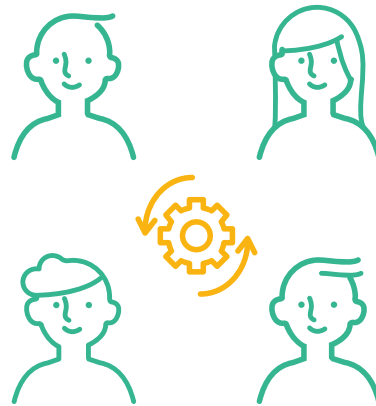
With this process, each of the 5 Hiking Areas get a focused plan. The unique regional difference of each Hiking Area is enhanced by having a dedicated team working on specific development.



## KEY BENEFITS

Our proposal brings 3 key benefits:

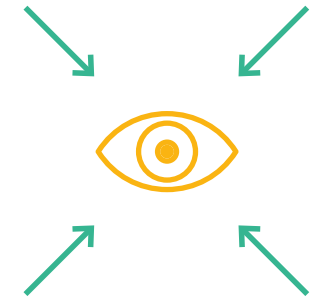
- 1 —The process is more efficient because the 4 units of Metsähallitus are coordinated in a more cohesive and integrated manner.
- 2 —The Action Plans are holistic and focused for each Hiking Area.
- 3 —The goals for the Hiking Areas are clear and visible throughout the whole development process for everyone.



**Efficient and integrated work**



**Focused and holistic plans**



**Clear and visible common goal**

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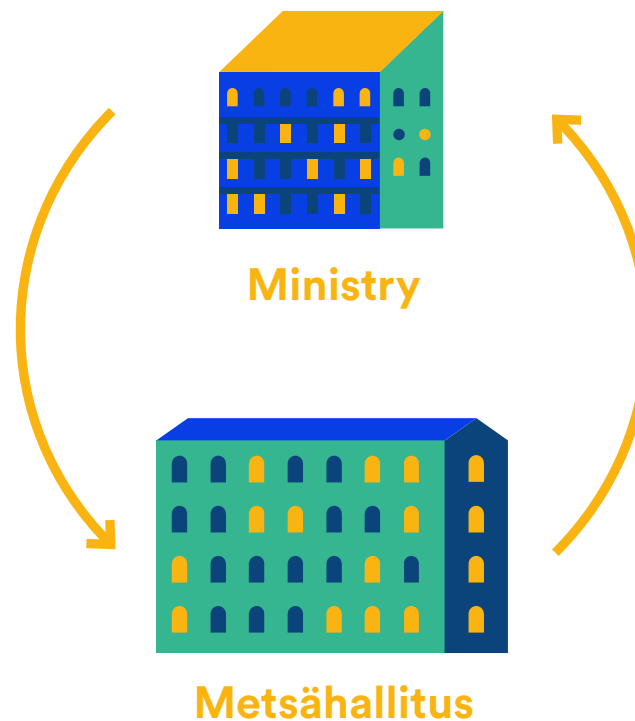
# Next steps

## 4.3

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As a next step, we recommend that the proposed process and tools to be tested and refined once approved by the Ministry and Metsähallitus. At this stage, it would be valuable to receive input from the field managers and planners. The practical logistics of how people from the different regional offices of Metsähallitus would collaborate need to be worked out.

We also recommend that further work is needed in setting protocols for collaboration between key actors. In our proposal we included templates, “Goal Guidelines for Hiking Areas” and “Hiking Area Action Plan,” but these are only a starting point. The detail of the tools to support communication and collaboration needs to be refined based on feedback from the key actors of the Hiking Area development process.



### **Further Reading: Inspiration on Collaboration Models**

Managing Without Managers,  
Harvard Business Review, 1989

Working through Environmental  
Conflict: The Collaborative  
Learning Approach, 2001

Learning to Rethink Parks by  
Nesta, 2016

The Consensus Building  
Handbook: A Comprehensive  
Guide to Reaching Agreement,  
1999

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## Images

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## Icons

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