

CAMPAIGNS IN ACTION

Evaluation of four Business Finland Campaigns

Juho Nyman and Mikko Valtakari



Authors: Juho Nyman and Mikko Valtakari (MDI).

ISSN 1797-4347

ISBN 978-952-457-685-7

BUSINESS FINLAND

We believe in the power of ideas. That's why we fund and help Finnish companies grow quicker and develop their innovations to become global success stories.

Copyright Business Finland 2025. All rights reserved.

This publication contains copyrighted material of Business Finland or third parties. Material may not be used for commercial purposes.

This publication represents the views of the authors and not the official view of Business Finland.

Business Finland is not liable for any damages caused by the use of this material.

Source must be mentioned when quoting this publication.

TABLE OF CONTENT

Foreword	4	4. Results and impacts achieved in the evaluated campaigns	35
Executive summary	5	4.1. Summary of the results and achievements.....	36
1. Introduction	8	4.2. Summary of the impacts achieved.....	42
1.1. Goals of the evaluation.....	9	5. Overall effectiveness and added value of campaigns in relation to other Business Finland activities.....	51
1.2. Methods and data	10	6. Impact model and key indicators for campaigns.....	55
2. Campaign instrument review	13	7. Views on the future of the campaign instrument	63
2.1. Defining the campaign instrument in relation to other Business Finland activities.....	13	7.1. Development recommendations.....	64
2.2. Evaluated campaigns.....	16		
3. Evaluating the implementation of the four campaigns.....	21		
3.1. Was implementation of the evaluated campaigns successful?	21		
3.2. Best practices and challenges.....	32		

FOREWORD

Business Finland's programs have played an invaluable role in promoting innovation and internationalization, providing a long-term perspective through collaboration and shared goals. This evaluation focuses on a new instrument—campaigns—introduced by Business Finland to complement its programmatic work with a more agile, short-term approach.

Compared to programs, campaigns are more focused and operate over a shorter time frame. They are often used for export promotion and to build collaboration networks, but they can also serve a range of other strategic purposes. This is the first evaluation of this new instrument.

Business Finland has implemented campaigns for a variety of purposes, demonstrating the versatility of this new instrument across different categories. For example, the AI campaign led to the creation of a dedicated AI program, while the Batteries campaign was integrated into an existing program. Some campaigns closely resembled short-term programs in their structure and implementation, whereas others represented lighter, more flexible formats.

The aim of this evaluation has been to analyze these initial campaigns and provide insights that can inform the design and planning of future campaign activities.

The evaluation was conducted by MDI Public Oy, whose expertise and deep understanding of programmatic work provided a solid foundation for this analysis. Business Finland extends its sincere thanks to the evaluators for their comprehensive work and expresses its appreciation to the steering group and all contributors to the evaluation process.

Helsinki, September 2024
Business Finland



EXECUTIVE SUMMARY

Business Finland has implemented different types of campaigns in recent years. The focus of this evaluation report is on the first campaigns that were launched after the merger of Tekes and Finpro which led to the foundation of Business Finland. These campaigns are *Artificial Intelligence (AI) (2017-2018)*, *Batteries from Finland (Batteries) (2018-2020)*, *Mixed Reality (2017-2019)* and *Entertainment Finland (2019-2020)*. The goal of the evaluation was to form an overall synthesis of the four Business Finland campaigns and to produce information that can be used in the planning of future campaigns. The evaluation has aimed to produce information about the role, effectiveness and significance of the campaigns as part of Business Finland's other measures. In addition, the evaluation work has produced an evaluation model that can be used when examining the effectiveness of campaigns in the future.

In recent years, campaigns have emerged as another tool alongside programs. A clear need for campaigns emerged as they represented a lighter and more agile way to promote Business Finland's goals and the development of different themes and industries. In this context it is particularly important that BF's selection of methods also includes a quick and less bureaucratic method to respond to rapidly rising needs. Campaigns act as a platform for and a link to Business Finland's services and funding. In addition, campaigns can independently develop services to meet the needs of target groups. Campaigns often con-

tain a mix of the following activities: identifying market opportunities, gathering together the field of operators into networks, building ecosystems and cooperation networks, identifying the development needs of the operator field and responding to them, identifying expertise and attracting experts to Finland and activation help in terms of applying for funding and export campaigns.

Different types of results and achievements have been generated in the campaigns. These include new information on foreign markets, opportunities for Finnish operators in the international markets, compiled information on Finnish industry actors in target sectors, new information on the target technologies and new information on the functionality and market potential of new solutions and services (PoC). Other key results include improvement in 'know-how' and understanding in the chosen campaign theme areas in respect of the personnel of both Business Finland and the target groups. In addition, important results have been reached with new networks and contacts between Business Finland customers and with foreign and Finnish partners, investors and clients. Results also include new solutions, applications and services especially from Business Finland funded RDI-projects connected to campaigns.

Campaigns differ from programs in terms of their impacts. The potential impacts of campaigns are more focused in relation to certain individual themes and industries and are generated faster. The impacts of the programs

are more extensive, having a wider focus and broader target group. In programs, the impacts are more broadly directed at different parts of the innovation process. The impacts of the evaluated campaigns were related to:

- improvement of R&D and business development capabilities and know-how
- raising Finland's attractiveness to investors and to a non-domestic skilled workforce
- activation and continuation of R&D-work
- increased networking and cooperation between different actors
- helping find new international cooperation partners and customers
- improved ability to internationalize
- development of a new businesses and business expansion into new areas
- overall improvement of understanding of development possibilities within theme areas.

In addition, the operation of the campaigns is often the basis for starting enhanced development work or a focused specific action after a wider action. On the other hand, campaigns can also have an impact where the produced knowledge indicates that additional investments are not worth making in respect of a certain theme.

The wider effectiveness of campaigns is often created as part of a longer 'chain' of measures, whilst programs

serve the whole chain. The campaign catalyzes, strengthens and continues the 'chain'. The success of the campaigns is related to whether it has resulted in new actions, whether it has strengthened development or whether it has successfully completed the development work. The evaluated campaigns have been, from this point of view, successful. Some of the campaigns have started a new continuum of development activities in Business Finland, when new programs have followed from the campaigns or parts of the campaign have been added to existing programs. Some of the evaluated campaigns have not resulted in significant follow-up actions, but they have produced information on whether it is worth investing significantly in their development theme in the future.

Another strength of the campaigns is that they have a more limited and homogeneous target group (vs. programs). Campaigns are in this way in a better position to identify synergies and scalable benefits faster and more directly in the target group than are programs. Furthermore, the limited resources of the campaigns have also forced campaign implementers to search for the most effective and resource-efficient ways to promote the target themes when compared to the programs. As campaigns are short-term and quick actions, the timeliness of the actions is emphasized even more strongly than in the longer running programs. The evaluated campaigns have successfully seen the development potential of the theme areas

and have been able to take action in the right time frame. Another crucial point here is that campaigns have to find the right target groups and customers. In short-term campaigns with limited resources, it is essential that the customers involved are those who have a realistic development potential, the ability to internationalize and are willing to participate and commit to the activities of the campaigns. In the evaluated campaigns, the customer target groups were well defined whilst customer commitment to the campaigns remained varied.

Campaigns have played an important role in Business Finland's activities in recent years. They have a clear role to play as a smaller and more flexible instrument, alongside the more extensive and long-lasting programs. Programs are rather time-consuming and "bureaucratic" instruments to effectively deploy many of the actions executed in the context of campaigns. Campaigns have been based on a clear customer need and are a lighter and more agile way of promoting Business Finland's goals and the different development themes. Campaigns also represent a new practical testing or experimentation culture for Business Finland's own operations. Given their nature, they bring clear added value to Business Finland's operations. The results of this evaluation show clearly that campaigns will continue to be needed in the future.


An effectiveness model derived from the nature and goals of the campaigns was prepared to support future

campaign evaluations and management using the evaluation information reproduced here. The purpose of the effectiveness model is to help outline the conditions for the creation of effects and to create a knowledge base for verifying these effects. The core idea of the effectiveness model is to outline logical impact paths that connect the campaign's inputs, operations and measures, as well as results and effects. The effect chains describe the effect creation paths showing how the immediate results achieved by the measures and the contributions allocated to them bring about the desired broader effects.

Development recommendations were drawn up for three different themes: developing the implementation and effectiveness of campaigns, clarifying the role and mission of the campaigns and campaign evaluation in the future.



1. INTRODUCTION



In recent years, many different campaigns have been included in Business Finland's instrument repertoire to serve as a lighter version of programs. Campaigns are smaller and shorter entities than Business Finland programs and have typically been utilized in the search for new market opportunities, to build networks and know-how, to offer customers funding and service advice and to explore the ground for possible future actions. Several actions initially begun in these campaigns have however subsequently been continued in the form of Business Finland programs. As such, campaigns have often acted as precursors to programs. Similarly, campaigns may also have been used, though on a smaller scale, to continue the actions initiated in the larger program form. Thus, the campaign form has become another work tool alongside that of the program.

This evaluation report analyzes four different campaigns that were the first ones launched following the merger of Tekes and Finpro, which led to the establishment of Business Finland. These campaigns are as follows; "Artificial Intelligence (AI)" (2017-2018), "Batteries from Finland (Batteries)" (2018-2020), "Mixed Reality"

(2017-2019) and “Entertainment Finland” (2019-2020). The AI campaign is an example of a campaign whose implementation led to the establishment of a new program (AI Business). The Batteries campaign, on the other hand, led to restructuring where the activity was merged with the existing Smart Mobility program, to form a new program. The Mixed Reality campaign was somewhat similar to a mini-program in its implementation, while the Entertainment campaign, on the other hand, serves as an example of a ‘lighter’ campaign. In addition to these campaigns, Business Finland has implemented several other campaigns in recent years, focusing, for example, on promoting the export of a certain industry to a certain international market area.

Business Finland campaigns have not previously been evaluated. Given that six years have passed since the launch of first campaigns in 2017-2018 and thus after the implementation of multiple campaigns it is now seen to be an appropriate time to evaluate the effectiveness, functionality, role and added value of the campaigns in relation to the various activities of Business Finland.

1.1. GOALS OF THE EVALUATION

The goal of the evaluation is to form an overall synthesis of the four Business Finland campaigns and to produce

information and understanding that can be used in the planning of future campaigns. The evaluation has aimed to produce information about the role, effectiveness and significance of the campaigns as part of Business Finland’s other measures. In addition, the evaluation work has produced an evaluation model that can be used when examining the effectiveness of campaigns in the future.

The detailed evaluation questions are as follows:

- What results have the evaluated campaigns produced and how have they influenced their target groups?
- Which campaign features or practices have proven to be the most effective?
- What kind of role could campaign or different types of campaigns play among Business Finland’s tools, for example in relation to funding, program and export activities?
- How do campaigns differ from programs in terms of effectiveness and the benefits experienced by the customer?
- How should the campaigns be evaluated and what kinds of documentation and monitoring would this require from the campaigns?
- Have the campaigns had effects in terms of supporting sustainable development?

In the evaluation, no campaign-specific evaluation was made in relation to the previous questions, but a synthesis of the campaign activity as a whole was formed based on the information collected from each campaign.

The purpose of the work is to evaluate four Business Finland campaigns that have already ended. The campaign instrument has been iteratively developed since the first campaigns evaluated in this work. Although the focus of the evaluation is on the first campaigns, changes and improvements that have been undertaken in subsequent campaigns have also been taken into account in this evaluation.

1.2. METHODS AND DATA

The challenges of evaluating Business Finland's campaigns relate primarily to the diversity of these campaigns and to the lack of access to monitoring information (e.g. funding and customer data). For this reason, in the work reproduced here, special attention has been paid to the identification of the primary data needed in the evaluation and to the production of this data. Since there is no equivalent quantitative data on campaigns, as for example there is on Business Finland's programs, a strong emphasis has been placed on producing and analyzing qualitative data - for example data collected in interviews.

Several different data sources and methods have been used in this evaluation. These are described below.

Document analyzes: A comprehensive material package on the evaluated campaigns, obtained from Business Finland, was analyzed. Other relevant materials, including previous Business Finland program evaluations (with a connection to the evaluated campaigns) and reports related to the themes of the campaigns, were also analyzed.

Initial interviews: At the beginning of the work process initial interviews were conducted. The purpose of the interviews was to obtain as good a preliminary overall understanding as possible of the campaign activities, the role of the campaigns, good practices and challenges, as well as the development opportunities in respect of the campaigns. Six initial interviews were conducted with various experts in charge of program and campaign operations, Business Finland services and Business Finland Export Booster activities in addition to those involved in the Maritime and Wood from Finland campaigns.

Interviews with campaign leaders: After the initial interviews each of the leaders of the four evaluated campaigns were interviewed (+1 supplementary Mixed Reality campaign interview). In the interviews the campaign background, the successfulness of its implementation and the results, impacts, learnings and development needs of the campaign instrument were discussed.

Supplementary stakeholder interviews: Further interviews were then conducted with representatives of the stakeholder groups of each campaign. The goal of these interviews was to gain an understanding of the impacts, significance and added value of the campaigns in relation

to their target sectors or development themes. Altogether four supplementary interviews were conducted (1 per each campaign).

Evaluation model for campaigns: After the initial data collection and analysis phases were completed, based on the analyzed data, a general draft of a model depicting the impact mechanisms of campaigns was produced. The general version described the emergence of impacts in respect of all four evaluated campaigns. This formed the basis for the evaluation model and indicators for campaigns. The evaluation's steering group then commented on the draft version, which was then refined based on the comments received. In the final stages of the evaluation work, the model was refined into an actual campaign evaluation model with indicators defined to monitor the activities, results and impacts of the campaigns.

Survey to companies and other organizations that have implemented projects in the four evaluated campaigns: Surveys were sent to all project leaders indicated as being in the project and with funding information showing that they belonged to one of the four evaluated campaigns. The goal was to gain a comprehensive understanding of the results of the projects, as well as the importance and added value of campaigns for the implementation of projects. As some projects are quite loosely connected to the campaigns, it was important to find information on whether and how well project implementers recognized that their project was part of a broader campaign. Other questions

were related to how successful project implementation was, what results and impacts were attained and what was the added value of the connection to a campaign for these projects. As projects tend to display a varying level of connection with the campaigns being evaluated and many of them have been implemented as quite separate activities from the campaigns, their connection to the effectiveness of campaigns should therefore be viewed with caution. The results of the survey are presented in separate sections in the report, supporting the main evaluation results. Campaign-specific surveys were launched on 4-5 December 2023 and the surveys were open until 22. December 2023. The answers received were as follows (answers received/number of potential respondent's survey was sent to = response percentage):

Artificial Intelligence campaign: 13/69 = 19%

Batteries from Finland campaign: 18/47 = 38%

Entertainment campaign: 7/29 = 24%

Mixed Reality campaign: 8/42 = 19%

All campaigns together: 46/187 = 25%

As several years have now passed since the end of several projects, some of the project implementing organizations have also stopped operating and individual project implementing persons have changed jobs. For this reason, it was not possible to contact all the project implementers.

Case studies: Case-studies were also carried out as part of the evaluation. The purpose here was to describe in



greater detail the impact-mechanisms of the campaign actions taken and their benefits and impacts for the participating organizations. These impacts, generally emerging in relation to complex and multi-stage processes, often cannot be fully detected by quantitative methods and data analysis alone. Case studies are therefore useful in this context in order to describe the impact logic and benefits attained. One case-study was carried out per each evaluated campaign. Companies were chosen as case targets if they had participated in the campaigns and if it was possible to describe the benefits, effects and significance of the campaigns for the target company's development.

Workshop: At the end of the evaluation a small workshop was held, 12. January 2024. The purpose of the workshop was to refine and validate the conclusions of the evaluation and to produce ideas in respect of how the effectiveness of the campaigns could be further developed and what their role should be as part of Business Finland's future operations. The campaign evaluation model and indicators were also specified in the workshop. The workshop was attended by the steering group of the evaluation, leaders of the evaluated campaigns, experts from Business Finland and other stakeholder representatives. This amounted to ten participants in total.

The work was supervised by a steering group consisting of experts from Business Finland. The steering group commented on and brought insightful information to the implementation of the evaluation. The evaluation was carried out between November 2023 and January 2024.

2. CAMPAIGN INSTRUMENT REVIEW



Campaigns are a form of activity in Business Finland's selection of methods. Little information has however been produced on the tool and no previous evaluations have been carried out. Unlike programs, no systematic way of documenting and communicating information has been formed for campaigns and the specific criteria for defining campaigns remain absent. This chapter aims then to form an understanding of what campaigns are and how they differ from Business Finland's program-based and other activities. In addition, the chapter considers what kinds of criteria could be defined for campaigns based on previously implemented campaigns. The chapter also presents the four evaluated campaigns in greater detail.

2.1. DEFINING THE CAMPAIGN INSTRUMENT IN RELATION TO OTHER BUSINESS FINLAND ACTIVITIES

The first campaigns were launched in 2017 with their form of implementation being linked to the merger of Tekes and Finpro and to the existing campaign activities of Finpro.

Finpro ran several export campaigns similar to these current campaigns previously. The need for more agile programs and small-scale activities with a more precise focus had however already been identified by Tekes as many of Tekes' and, subsequently, Business Finland's programs had become large-scale entities that were too heavy and rigid for the rapidly rising needs of the issue areas which were to become associated with the campaign tool.

In recent years, campaigns have become another programmatic tool alongside the programs. A clear need for campaigns emerged as they represented a lighter and more agile way to promote Business Finland's goals and the development of different themes and industries. In this context it is particularly important that BF's selection of methods also includes a quick and more flexible method to respond to rapidly rising needs. It is important that the campaigns can also be tailored more freely and in accordance with the development needs of the sector concerned. A characteristic feature of these campaigns has also been their limited focus and resources, as well as a tight schedule, which aims to effectively promote the chosen issue. Like programs, campaigns act as a platform and a link to BF services and funding. In addition, campaigns can independently develop services to meet the needs of target groups. Campaign services generally include networking and export promotion trips to target countries, seminars and information sharing on the campaign theme, market research and the production of information on international

market opportunities, as well as producing information on the Finnish actors and their businesses, providing guidance on funding and conducting RDI- and experimental projects (Proof of Concept).

The campaign concept has been continually developed over time with the preparation and implementation processes becoming increasingly defined and systematized. In addition, while the campaigns were originally seen as export vehicles, today their role is viewed more broadly e.g. as acting as an initial impetus for the wider development of the chosen theme.

As campaigns and their contents can be tailored to the specific needs of the theme/industry, different types of campaigns (services, goals, scope, etc.) have emerged corresponding to different needs. Moreover, campaigns often simply reflect the outlook of their leaders. Campaigns often contain a mix of the following activities:

- identifying market opportunities,
- gathering together the field of operators into networks,
- building ecosystems and cooperation networks,
- identifying the development needs of the operator field and responding to them,
- identifying expertise and attracting experts to Finland,
- activation help in terms of applying for funding,
- export campaigns.

The purpose, role, contents and relationship of the campaigns to other measures and services have not been strictly defined. In relation to the other activities and services of Business Finland and programs in particular, campaigns may serve different functions: they may serve as independent and separate entities, or as preparatory measures preceding programs, or as more focused promotion activities following a program.

The difference between programs and campaigns thus remains somewhat ambiguous. Some campaigns ‘behave’

in a program format and eventually develop into a programs. It nevertheless remains difficult to consistently recognize the transformation of campaigns into programs or their integration into existing programs. The differences between campaigns and programs, based on the evaluation materials, have been identified in table 1. The most important differences are related to the length of the implementation period, to the scope of the impact goals, to the flexibility and agility of the implementation method and to the resources available.

BUSINESS FINLAND CAMPAIGNS	BUSINESS FINLAND PROGRAMS
<ul style="list-style-type: none"> • Timetable: 1-3 years • Precise focus and goals as well as target groups • Max. dozens of target organizations • Fast precise action, e.g. for producing and sharing information or to promote international growth. • Responds to an acute need. • Find out and experiment in a limited theme area how to promote strategic choices. • Light preparation process: the management team decides on the launch of the campaign. • Possibility of quick start-up, agile changes of direction and also quick termination of operations • Resources: tens or hundreds of thousands of euros + project funding 	<ul style="list-style-type: none"> • Timetable: 4-6 years • Wide-ranging goals and a wider target group • At least several tens, but often hundreds, of target organizations • Industry/sector/development theme level intervention to bring about a comprehensive change. • Strives to influence a long-term demanding development need. • Based directly on the promotion of strategic choices. • A more thorough preparation process: The board decides on the launch of the program. • Stable and long-term parallel investment in the chosen theme • Resources: hundreds of thousands or millions of euros + project financing

TABLE 1. DIFFERENCES BETWEEN BUSINESS FINLAND CAMPAIGNS AND PROGRAMS

Campaigns are often born out of needs identified by BF experts. Business Finland has theme-specific expertise and also foresight activities that provide information on which themes around which campaigns should be launched. On the other hand, campaigns have also been launched based on proposals from the Ministry of Employment and the Economy and other stakeholders.

2.2. EVALUATED CAMPAIGNS

The evaluation focused on the detailed study of four such campaigns, namely, *Artificial Intelligence (2017-2018)*, *Batteries from Finland (2018-2020)*, *Entertainment Finland (2019-2020)* and *Mixed Reality (2017-2019)*. These were the first modern Business Finland campaigns. The evaluation also analyzed on a general level the more recently implemented campaigns of Wood from Finland, Maritime and Ports, and Quantum Computing.

The nature of the four evaluated campaigns differed somewhat from each other, but in all of them the special characteristics of the campaigns described above can be found. All four campaigns were executed over a 2-3-year period and each focused on a specific theme though the Entertainment campaign utilized four subthemes under its main theme and in that sense, had a rather wider focus than the other three. All four campaigns consisted of several different actions and each used Business Finland's services and funding. The evaluated campaigns did not

have their own project funding framework, though they did have a goal in respect of how much project funding could be channeled into the target sector.

ARTIFICIAL INTELLIGENCE

Implementation period: 2017-2018

Goals: To activate the field of actors for RDI work and promote networking, increase the ability to utilize artificial intelligence and enable experiments (PoC) and improve productivity with artificial intelligence.

Target group: AI solution developers and potential users. In various industries SMEs seeking to enter the market, midcaps and startup companies that already had the first version of a product on the market, the value of which could be increased with the help of new artificial intelligence technologies or by testing the possibility of creating a new product concept with the help of data and new artificial intelligence technologies.

Activities: Mapping the appropriate field of actors, encourage companies to experiment with the development of existing products and services with artificial intelligence and produce information on whether it is worthwhile and possible to use artificial intelligence to increase the value of products and services. Produce information on whether it is worth continuing the development work. Proof of concepts (PoC) as a key mode of operation.

The Artificial Intelligence campaign concentrated on speeding up the generation of the benefits of artificial intelligence by encouraging development work and experimentation by AI developers and those companies that could benefit from AI in verticals. In 2017, in Business Finland it was realized that artificial intelligence had reached a level of maturity where special research work was no longer required but instead was important to get companies to experiment with AI. This was chosen to be the main focus of the campaign. The Ministry of Employment and Economy also encouraged the start of this campaign. Compared to the preparation of the currently ongoing Quantum campaign, the preparation of the AI campaign was much lighter. The campaign was planned to last 2-3 years, but during the implementation period, it was realized that the field was at such stage that a proper AI themed program was required. Thus, the AI Business program was launched by Business Finland in 2018 and it lasted until 2021. In the campaign, proof-of-concept projects were funded and information was distributed in joint events while breakfast meetings were held in the spirit of peer learning. The campaign revealed a need for the development of a more comprehensive program. Consequently, the AI Business program was established as a continuation, lasting till the end of 2021.

BATTERIES FROM FINLAND

Implementation period: 2018-2020

Goals: Activate and promote the development of sustainable battery technologies and services, increase awareness and know-how in the theme, build networks and promote the internationalization of Finnish operators and attract investments to Finland.

Target group: Companies in the battery industry and related sectors across different parts of the value chain.

Activities: The campaign served as a platform for companies in the field to develop new innovations in the battery industry and to cooperate, supporting ecosystem development, identifying and networking international partners and customers, attracting investments and developing the industry's brand. It had an international focus on Europe. In the campaign, a preliminary investigation was carried out on the basis of which the implementation process was refined.

The Batteries from Finland campaign was launched in 2018. The background to this campaign was the desire in the supervising ministry for Business Finland to start a campaign related to the battery industry. Even though Business Finland recognized the sector as important for the future, the push to start the campaign came primarily from the ministry. Finland was seen to have many strengths in the battery industry in terms of international competition. Battery materials are available in Finland, there is good know-how in the battery field, while know-how in the recycling field is also at a good level and strong actors exist along the field's value chain across Finland. Stronger internationalization was also seen as a good growth opportunity for the industry. The central target market in the campaign was the EU region. The campaign offered networking and help to build connections between actors. It also produced information about international markets and facilitated the creation of international contacts. The Batteries campaign eventually merged with Smart Mobility program to form Smart Mobility and Batteries from Finland program which increased both operational resources and operational possibilities. The program ended in 2022.

ENTERTAINMENT FINLAND

Goals: To turn the Finnish entertainment industry into a strong international export sector (doubling of exports) and to strengthen the sector value network and conditions for development.

Target group: Finnish companies with growth potential in the gaming, film, music and XR industries.

Activities: Map the most important development challenges of the four entertainment industries (gaming, music, AV industry/films and VR/XR/AR) and define and implement tailored sector-specific actions (e.g., attracting talent, promoting networking and funding).

Since the Finnish entertainment industry and its sub-sectors were evaluated by Business Finland as having growth potential, a campaign was launched to identify the entertainment industry's key development needs in terms of growth. The campaign tried to produce information and solutions for the industry's development needs. The four entertainment subsectors were music, the gaming industry, the audiovisual sector and Extended reality/Virtual reality/Augmented reality. All four sub-sectors had their specific development needs. In the music industry the main

development need was the challenge to monetize the production content and to scale it up internationally. To tackle this the strategy was to combine the music industry with the digital industry to help develop new revenue streams (like Yousician). In terms of the gaming industry the main challenge was not having sufficient access to the required skilled workforce. Measures were therefore taken to attract more talent to Finland and to help Finland grow its own new talent. For the audiovisual industry the main challenge was that funding instruments could not be used in the industry because of the funding criteria. Moreover, Finland was also missing out on international level talent and there were insufficient quality demos to sell. The idea here then was to create more demos (=scripts) to enable the sector to grow and to find a suitable means to fund the sector. Finally in terms of the XR/VR/AR industry, the challenge was simply that the industry itself was in its infancy and thus that successful exponents were rare and commercial success remained uncertain. The development of the industry was supported on the basis of the previous XR campaign and efforts were made to make it possible for operators to get user cases. The Covid-19 pandemic influenced the implementation of the campaign in 2020 and brought many additional challenges. Many planned seminars and events both in Finland and internationally could not be arranged because of the social-distancing restrictions imposed.

MIXED REALITY

Implementation period: 2017-2019

Goals: Promote Finland's rise to become a leading producer of XR/VR/AR technology and the scaling of solutions in verticals.

Target group: VR/AR developers and various vertical industries whose business could be developed with VR/AR solutions.

Actions: Promote the gathering and networking of the industry as well as spreading solutions and applications for different uses to other industry verticals. Scaling was promoted both for consumers and for other business sectors (industry and services). In addition, the promotion of international cooperation was also stressed.

The Mixed Reality campaign was Business Finland's first focused effort to support the development of actors in the field of Extended Reality/Virtual Reality/Augmented Reality. Before this there had been no major efforts in this sector. This theme was, moreover, recognized to have huge market potential and there were many Finnish companies and research organizations creating solutions and research

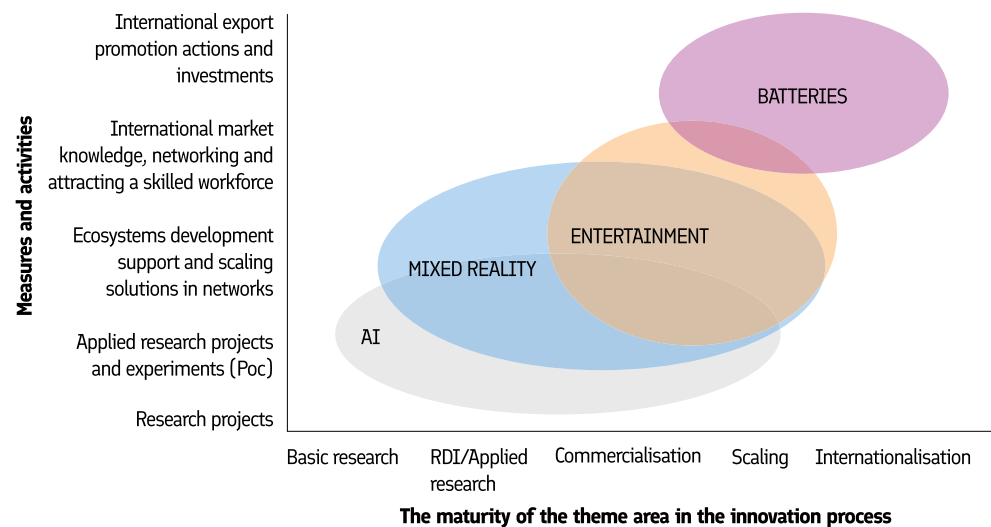


FIGURE 1. EVALUATED CAMPAIGNS POSITIONED IN INNOVATION PROCESS AND MEASURES AND ACTIVITIES FRAMEWORK.

data on the theme. At the beginning of the campaign, the Finnish organizations developing XR/VR/AR solutions were mapped and a listing of their expertise was put together. In this way Business Finland, but also the field of actors themselves gained a better understanding of what was going on in relation to the XR/VR/AR theme in Finland. The campaign tried to activate development work in respect of new and enhanced solutions and to promote international cooperation and the finding of new customers. Another key goal in the campaign was to scale the existing solutions and technologies in verticals and increase the use of these solutions in different forms.

Slightly different kinds of themes have been emphasized in the four evaluated campaigns depending on how mature the development theme was and what kinds of measures and activities were undertaken in the campaigns. In figure 1 the four campaigns have been positioned, based on the evaluators interpretation, on the aforementioned two point of views (axes). The Batteries campaign is the most clearly different from the others, as it has had the strongest investment in promoting internationalization and export. The other three campaigns have been more strongly focused on applied research, commercialization, scaling and also, to some extent at least, internationalization.

3. EVALUATING THE IMPLEMENTATION OF THE FOUR CAMPAIGNS



Campaigns were created as a new form of action for Business Finland. They have generally been more free-form and experimental in their execution and less systematic in relation to the rest of Business Finland's activities. Their implementation has differed a little, but all campaigns have sought to combine general lessons, challenges and good practices in their implementation. At the same time, lessons related to the special features of each campaign can also be identified and made available for future use.

3.1. WAS IMPLEMENTATION OF THE EVALUATED CAMPAIGNS SUCCESSFUL?

CAMPAIGN PREPARATION

Campaign preparation usually begins with Business Finland's experts detecting a need to implement actions in respect of certain themes. In some cases, the initiative for the campaign has also come from outside Business Finland, e.g. from the ministry guiding Business Finland. Once the theme has been identified, a suitable expert in Business Finland prepares a preliminary presentation (out-

lining the need for the campaign, market potential, overall goals etc.,) noting why investments should be made in the theme. Based on this, it will then be determined by the management team whether further action is required and thus whether a campaign is needed. If a campaign is the chosen tool, then a management team decides on the launch of the campaign. A preliminary plan will then be drawn up once permission is received from the management team.

Since campaigns are short-term and quick actions, the timeliness of the actions and appropriate customer choices are emphasized even more strongly than is the case with the program instrument. As such, it is important that suitable themes are chosen as the targets of the campaigns and that this is ensured in the preparation process. In the evaluated campaigns the themes have clearly been relevant and thus a suitable vehicle within which to pursue the needs and development possibilities of interested Finnish actors. The preparation process also seeks to ensure that the actions taken are relevant to the needs of the various target groups. In retrospect, some of the campaigns emerged a little peremptorily in relation to the ability to realize the market potential of the industry concerned, but the reason for this generally relates to significant changes in the market brought about by the Covid-19 pandemic.

In the preparation processes, it is also necessary to continue to pay attention to the above-mentioned issues in

the future and to use the views of both the target groups and Business Finland's foresight experts on the matter.

The preparation process has also been developed and systematized over the years with the new campaigns prepared in a slightly different way to that of the older ones. The preparation process has been described and through it, the same type of issues will be taken into account in the preparation of the campaigns. Despite this, campaigns can still be prepared flexibly and preparation has remained fast. It is therefore necessary to keep the preparation of the campaigns as a fast and light process, so that rapidly rising needs can be met quickly with the campaigns retaining their basic nature as quick experiments.

CAMPAIGN LAUNCH

A clear strength of the campaign instrument is that it can be launched very quickly. In the preparation stage it is essential then to ensure that the work stages are clearly outlined so that the campaign can get moving quickly. The initial launch often clarifies what kinds of development actions are required as far as the themes are concerned. As the preparation phase is not as detailed in the campaigns as it is in the programs, the campaign launch phase is particularly emphasized as it is generally at this point where the direction to be taken is clarified.

In the evaluated campaigns differences were however apparent in terms of the first steps taken and thus how

quickly the campaigns started to function at full capacity. For example, in the Batteries campaign preliminary research was undertaken to find out more about the actors involved in the Finnish battery industry and what would be the most useful actions for them in the campaign. Similarly, in the Mixed Reality campaign, the actors involved in the sector were mapped and suitable actions for them were planned according to the specific needs of the sector. In the Entertainment Finland campaign the specific development needs of the four entertainment sectors were accurately mapped and the plans were implemented in accordance with these plans. This kind of information mapping and consulting the field of actors and planning actions based on the collected information has clearly been a good practice in the context of the campaigns. In relation to some of the themes however the development needs were already clear and thus there was no need to map this information. In such cases, the actual work could begin almost immediately.

After the required information is gathered and actions have been planned it is seen to be important that the concrete actions start quickly. Time is limited in the campaigns and because of this, rapid action is necessary. It is usually the case that information on the campaign roll out is directly communicated to target groups and stakeholders to ensure that awareness levels are already high. This in itself creates the foundation for the effectiveness of the

campaign. The primary challenge facing campaigns is that they are not adequately communicated to target groups, who often recognize wider programs and other activities better. Campaigns can also draw the attention of a target group to Business Finland, after which participation in campaign and/or other Business Finland services is more likely. In general, reaching out to the field of actors and committing them to actions are key factors in the effectiveness of campaign activities and in Business Finland's activities more generally.

RESULTS FROM THE SURVEY OF PROJECTS CONNECTED TO THE CAMPAIGNS

The customers' connection to the campaigns has been rather loose with the understanding that it should be keep free-form. Campaigns usually have no official customer relationships with companies participating according to their own needs. The thinking behind this model is that customers are not really interested in which campaign they are participating, only in the services themselves and especially the funding. In the case of several projects, their implementers may not have been significantly involved with the campaign, but the project may be recorded as part of the campaign if it simultaneously promotes the development theme of the campaign. Given this, the assumption has been that project implementers do not always necessarily recognize that their remote project is part of an ongoing campaign. According to the survey aimed at projects connected to the campaigns however, companies and other types of organizations that implemented projects, often do recognize that they have been part of a specific campaign. Even though the survey's respondent group is selected, it seems that belonging to the campaign is recognized more readily than expected. According to the interviews, attention is paid in different industries to what kinds of themes Business Finland promotes and where special efforts are directed. Partly because of this, being recognized as being part of a campaign may be more common than was initially thought.

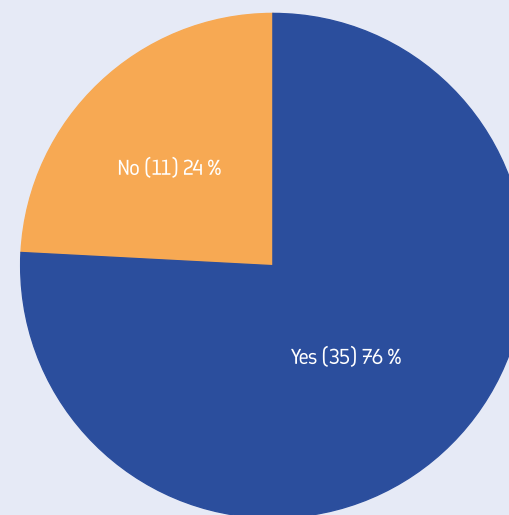


FIGURE 2. RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS TO THE QUESTION OF WHETHER THE PROJECT IMPLEMENTERS RECOGNISED THAT THEY HAD PARTICIPATED IN THE CAMPAIGN (EVALUATION SURVEY, DECEMBER 2023)

After these other actions have been planned the campaign can usually be roll out at full capacity. As customer choice is a key factor in the effectiveness of Business Finland activities it also plays an important role in terms of campaigns. Indeed, customer choices are even more important here than, for example, in programs, because the quick actions of the campaigns have to find the right group of customers by quickly identifying their key development needs.

In the evaluated campaigns the launching phase has mostly been smooth. Every campaign has generally had a sufficient amount of time spent on preparation and launching, even though the overriding need to move quickly always remains. It is important that right things are done in the campaigns in relation to the campaign goals. Although the campaigns emphasize more strongly than the programs the opportunity to test and to flexibly change the direction of the operation, it is good to have a clear vision from the outset of the general direction of travel.

IMPLEMENTATION

Campaign implementation usually consists of few main factors: Activating the target groups and stakeholder groups, choosing suitable customers and gathering them together, producing the required information, offering existing services to target groups, creating new tailored services and offering them to customers, sparring customers and guiding customers towards applying for project funding. Campaign implementation can also consist of different kinds of measures and services, depending on what kinds

of goals the campaigns have. The most often used individual services include seminars, networking events, gathering together information on the campaign themes, producing market-based information, arranging and facilitation of foreign networking and export promotion trips, sparring of innovation ideas, enabling experiments and guiding companies towards Business Finland funding. The basic idea behind campaigns is similar to that of programs, namely, to function as a platform and as a tool to direct customers towards Business Finland services and funding. One additional added value of the campaigns is however that they can also tailor campaign-specific services to the specific needs of the target sectors. In the implementation of campaigns their added value comes from promoting services and tailoring new services to the needs of the development theme.

The activities related to the provision of services and the creation of new services have worked well in campaigns. In particular, the real strength of the campaigns has been their ability to adapt to the needs of different development themes and to pick the services required as the situation demands. This method of quickly placing a chosen theme in the spotlight, tailoring, assembling and then offering the identified services for the theme while implementing other necessary actions flexibly, is an important overall added value of the campaign activity, particularly when compared to the rest of Business Finland's activities. Other Business Finland operations tend to be slower and less agile with the programs being more fragmented and less themati-



cally focused, particularly in respect of services and funding instruments.

The management and coordination of campaigns is usually done by one person who is responsible for the campaign though some campaigns have two people to share the management and coordination tasks. In addition, Business Finland's subject area experts support the implementation of campaigns to a varying extent. A clear challenge in both the programs and the evaluated campaigns has however been that, in relation to their wide-ranging goals, personal resources are generally scarce. Where only one person is involved in a management role however the work input should be focused on doing the most effective things and ensuring that the choices in this regard are the correct ones. In the evaluated campaigns, the work resource has mostly been successfully directed to the right things. In cases where it has been identified that doing something was sub-optimal, it has been possible to quickly change direction and allocate the work resources of the project implementer to other things. In the evaluated campaigns, efforts were also made to activate the target groups and stakeholders in actions in accordance with the campaign's goals. As a result, the campaigns have generated additional strength and resources. In terms of future campaigns, it will be important to take this point of view into account and, in cooperation with target groups and stakeholders, understand how common interests can be pursued and how resources can be better targeted.

RESULTS FROM THE SURVEY OF THE PROJECTS CONNECTED TO THE EVALUATED CAMPAIGNS

In general, it is important to understand the added value of campaigns for companies that have implemented projects connected to them. The campaigns have the opportunity to support companies and spar implementers in the target sectors more comprehensively. The following shows how the project implementers see the role of campaigns from the perspective of their own project and how the project implementers have utilized Business Finland’s services during project implementation.

Based on the survey to project implementers, several Business Finland services and funding streams have been used during project implementation. This shows that the project implementers recognize and utilize the services more widely. Clearly, the most important service utilized is the RDI-funding and Tempo-instrument which supports the international growth of younger companies. In addition to this, various networking services, events and fairs are also most often used services, with the latter being frequently offered by the campaigns.

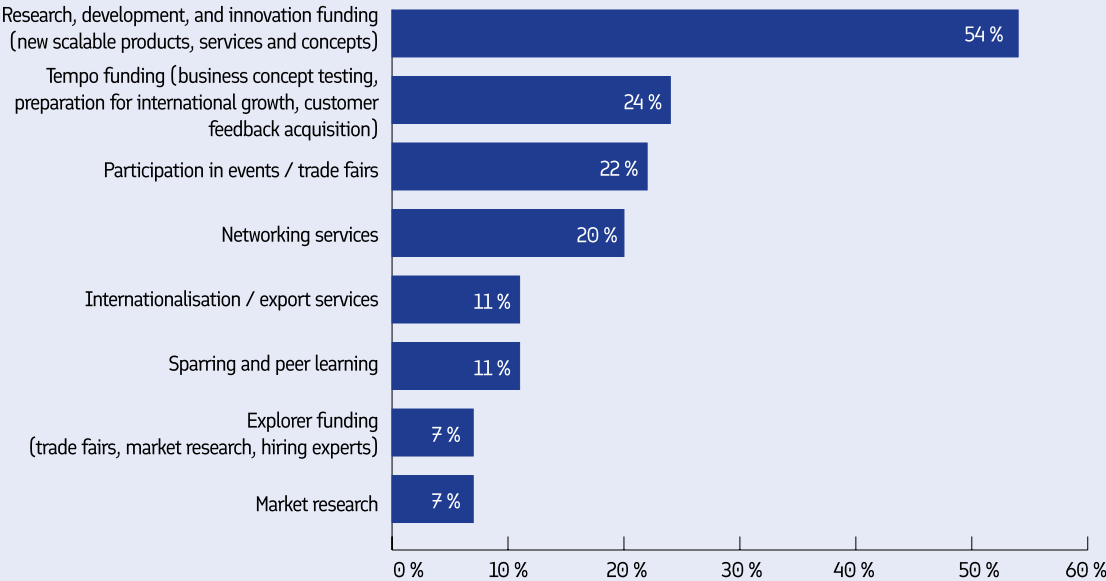


FIGURE 3. RESPONSE INFORMATION FROM THE SURVEY TO PROJECTS CONNECTED TO CAMPAIGNS ON THE QUESTION OF WHAT KINDS OF BUSINESS FINLAND SERVICES PROJECT IMPLEMENTERS USED DURING THEIR PROJECT (EVALUATION SURVEY, DECEMBER 2023)

The project implementers are, for the most part, very pleased with how the campaigns helped them to source suitable services from Business Finland with almost 95% of project implementers being either very pleased or somewhat pleased in this regard. This clearly shows that the campaigns have had a role in guiding customers towards beneficial services.

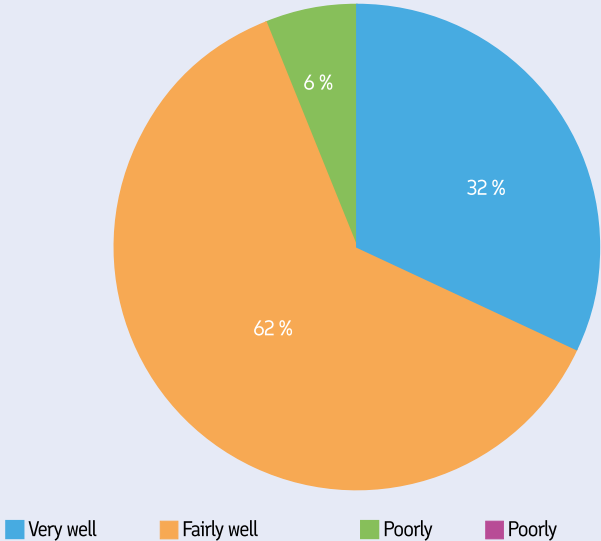


FIGURE 4. RESPONSE INFORMATION FROM THE SURVEY TO PROJECTS CONNECTED TO CAMPAIGNS ON THE QUESTION OF HOW WELL PARTICIPATION IN THE CAMPAIGN HELPED ORGANISATIONS TO FIND THE MOST SUITABLE SERVICES FOR THEM (EVALUATION SURVEY, DECEMBER 2023)

At this point, campaigns can be of great service if they are able to better identify customers' service needs and direct customers towards services that are most relevant to them. At best, this can also increase the effectiveness of other services and the effectiveness of Business Finland's operations more generally.

For implemented projects, the role of the campaign can vary. For many projects the innovation idea has already been set in advance and thus the role of the campaign has not been to generate an idea for the project. The most important thing is that information has been obtained from the campaigns, confirming that the project is worth implementing and that the idea of the project is worth investing in. Through the campaigns, information has been obtained about the state of technology development and the market demand for the idea. Foreign markets are also important here. For some project implementers, the campaigns have also been important in that they have guided them to apply for Business Finland funding. Some of the project implementers also recognize the role of the campaign as a refiner and sparring partner for the project idea. About one in four projects did not recognize that the campaign had any significance for the implementation of the project.

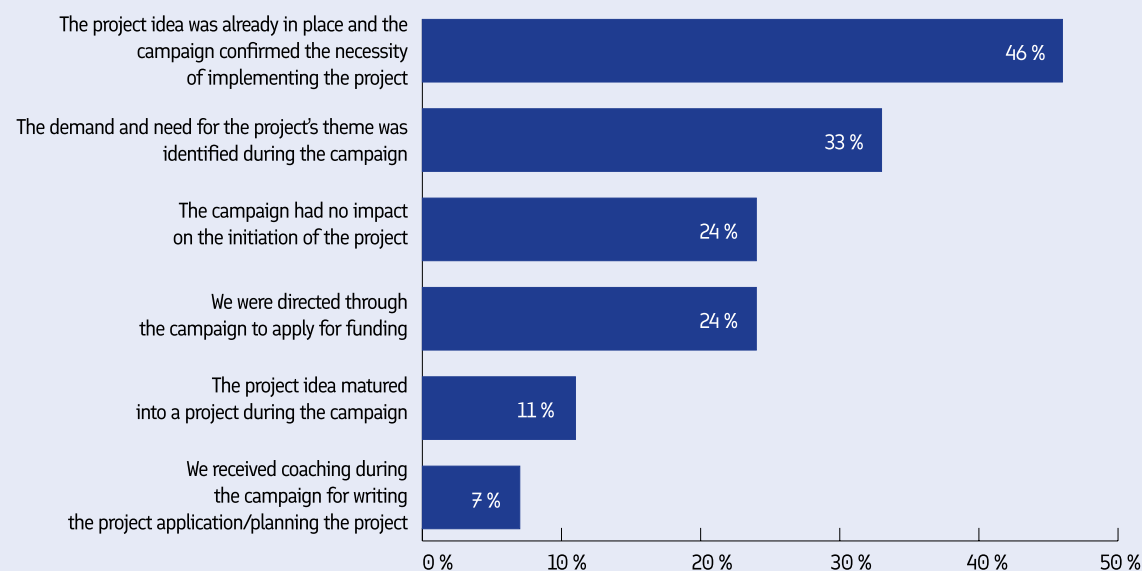


FIGURE 5. RESPONSE INFORMATION FROM THE SURVEY TO PROJECTS CONNECTED TO CAMPAIGNS ON THE QUESTION HOW THE CAMPAIGN AFFECTED TO THE LAUNCH OF THE PROJECT? (EVALUATION SURVEY, DECEMBER 2023)

One further point of interest here has been around comparing those projects connected to the campaigns with projects connected to programs. Do differences exist between campaigns and programs in terms of their added value in respect of project activities. Below is a comparison of the implementation success of projects connected to campaigns as compared to projects connected to programs. The purpose here is to understand whether there are any differences between these projects and if so, what explains them.

On the whole, there are no significant differences in the implementation success of projects in the context of campaigns as opposed to programs with the average answers relating to campaigns and programs being broadly similar.

It should however be noted that in the majority of cases, the projects associated with campaigns did receive slightly better answers. The projects were more fully linked to the participating companies' strategies, the goals were more likely to have been attained, the risk level of the project was

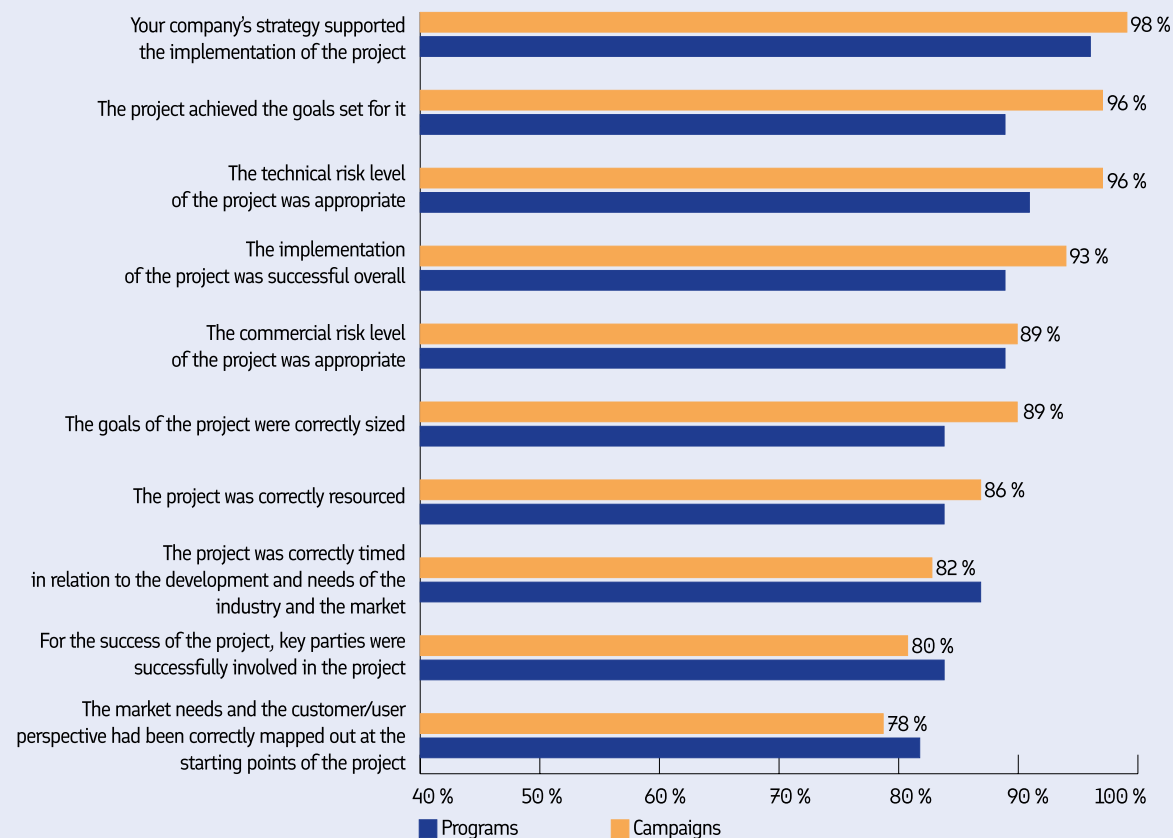


FIGURE 6. COMPARISON BETWEEN RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS AND THE RESPONSES FROM TWO PROGRAMMES (PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND) ON THE QUESTIONS REGARDING THE IMPLEMENTATION OF THE PROJECT (EVALUATION SURVEY, DECEMBER 2023 AND SURVEYS OF THE PROJECTS OF PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND, FEBRUARY AND MARCH 2023).

defined more successfully and implementation was slightly more successful, on the whole, in campaign-based projects. On the other hand, in program projects the goals tended to be set more successfully in relation to market developments, important partners were more successfully involved in the project while market and customer needs were mapped more successfully. The results of the survey comparison are thus very indicative, as the campaign projects were generally related to very different themes than those of the programs. Nevertheless, it can be questioned whether the campaigns are even better at sparring the projects and supporting their implementation, as well as better facilitating risk-taking. Correspondingly, are the programs more capable, for example, of connecting the right partners to projects, often because of their broader group of participants?

The implementation of the campaigns evaluated have on the whole, been generally successful. Through them, it has been possible to successfully produce information and offer services in accordance with the agile nature of the campaign tool. It is also understandable that since the campaigns themselves represented a new method of operation, certain challenges have also emerged in respect of their implementation.

In addition to human resources, these challenges relate also to e.g., the problems associated with accessing international markets due to bureaucracy, lack of interested potential partners and/or customers and restrictions caused by the Covid-19-pandemic. Some of the challenges were also related to the fact that funding instruments could not be used for sector-specific special funding needs (internationalization criterion, lack of matching of the financed development contents to the needs). In some companies, the challenge was also that the market, at least in certain target groups, was not yet ready to accept new solutions to the extent that was initially hoped. This was especially true for XR/VE/AR applications. But even in that case it was important to simply gain information about the readiness of the market. A key challenge for the implementation of campaigns and the creation of longer-term effects has clearly however been the Covid-19 pandemic and its societal impacts which prevented the implementation of various measures including, for example, internationalization activities.

In some of the evaluated campaigns the challenge has also been that the focus area of the campaign has been a little too broad with too many themes and because of this, resources have had to be dispersed too widely. In this case, little was accomplished in the individual theme areas and the overall effectiveness of the campaign remained limited. The strength of the campaign instrument is its limited and concise focus and its solid investment in this limited theme. As such, it remains necessary to ensure that campaigns do not aim to produce effects over too broad a thematic area and thus that they maintain a sufficiently tight focus.

ENDING THE CAMPAIGN

The evaluated campaigns have ended in slightly different ways and in some cases, it has been challenging to pinpoint the exact moment when a campaign ends. This is because some of the campaigns have ended by merging into a bigger program but no systematic documentation of when this has happened was produced. In general, campaigns can end with a decision that they are not to be continued, or that they are to be merged into the program, or that they will continue to operate as a program. In addition, even if the campaign ends, parts of it may continue to operate independently. Of the programs evaluated here, the Artificial Intelligence campaign continued as the AI Business program while Batteries from Finland was merged with the Smart Mobility program. The Mixed Reality

campaign was not followed by direct programs. After the Entertainment campaign, the Creative Business Finland program – being technically a campaign – continued with similar activities, utilizing the European RRF (Recovery and Resilience Facility) for project funding. The Covid-19-pandemic significantly affected the entertainment industry and this also impacted the end of the campaign.

Ending the campaigns should be considered as an important part of the campaign implementation process. At the end of the campaign, it is necessary to produce a view of what has been learned from the campaign and what kinds of follow-up actions should be taken to develop the target sector. In some cases, the campaign can also end with the view that there is no reason to take further action at that particular moment.

Based on the evaluated campaigns, the ending of a campaign could be facilitated in a slightly more systematic manner. This would be important in order to have a clearer understanding of the ways in which different campaign can end. In addition, it would be important that, as with the programs, some kind of final summary is produced. This final summary could consist of a description of the campaign's implementation process, its achievements, central lessons and thoughts about what should be done in future in respect of the campaign theme.

3.2. BEST PRACTICES AND CHALLENGES

Several effective practices have emerged from within the implemented campaigns, as well as challenges that should be taken into account in future campaigns. Overall, the campaigns appear to represent good operational practice due to their special nature and their positioning in relation to other Business Finland services. Similar activities are not carried out in any other way in a Business Finland context, although, for example, Export Boosters have similar elements in terms of export operations (Export Boosters service in itself is a continuation of a certain type of campaigns). As agile, strongly focused, fast and flexible activities, campaigns thus have a clear place in Business Finland's palette of activities.

Campaigns also represent a new kind of practical testing and experimentation culture for Business Finland's own operations. This has also brought some challenges to campaign operations, as Business Finland's organizational culture and operating methods are not always able to support fast-moving campaigns in all respects. Business Finland's operations emphasize more systematic methods of operation and careful planning, than that required for campaigns. The operating methods related to the culture of experimentation have however been a good addition to Business Finland's operations. They bring the necessary speed and flexibility to other, more traditional Business

Finland operations. It is also important to ensure that the organization's operating methods sufficiently support campaign-like operating methods. It is important that campaigns can be quickly launched, their direction can be shifted if necessary and that they can be wound up quickly, if necessary.

As with programs, it has also been important in campaigns to make use of Business Finland's significant existing strengths, such as services, funding instruments and international networks. Gathering these things together within the campaign platform for the target sectors is therefore a good operational concept in the context of campaigns. Another important issue here is that the campaigns have developed services for the needs of the target sectors that have not previously been available from the ready service selection.

Campaigns have not benefited from a clear implementation concept or, for example, from a clear structuring of the campaign's implementation phases. It is generally acknowledged that it has been important to maintain freedom in defining the implementation content of the campaigns. Precisely because of this, campaigns remain rather unclear entities, where the level of understanding about campaigns among potential users is not at the same level compared to programs with no systematic information being produced about them. There may therefore be a need to specify different phases for campaign implementation and content, though care would need to be taken to

ensure that the freedoms currently associated with campaigns was not limited. Campaign implementation could be made more efficient and effective if the implementation phases and their potential contents were defined for the campaigns as well as exemplary service contents that could be used for different needs.

As campaigns can contain many kinds of services and actions there is also a risk that overlapping actions are taken. Expert Booster export actions are an example of this. When planning campaigns, it is important to ensure that no similar actions are taken within Business Finland at the same time as the campaign. Likewise, it must be ensured that there is no overlap with the measures of other organizations.

Another challenge has also been that campaign customers are often quite loosely committed to campaigns and thus that 'customership' is not strong. Influencing customers has thus, in some cases, been rather challenging, following what customers need and what kinds of impacts campaigns have had to customers has also been challenging.

Clearly also challenges have emerged in some campaigns relating to the lack of human resources to implement sufficient effective actions in relation to campaign goals while, on the other hand, the Covid-19-pandemic and its negative effects on various industries also proved to be highly problematic.

In summary, the strengths, effective practices and challenges in respect of campaigns have been gathered together in the following table 2.

STRENGTHS/EFFECTIVE PRACTICES:	CHALLENGES
<ul style="list-style-type: none"> • Quick preparation process • Possibility to quickly change the direction of campaign operations • Operation method of assembling BF services in a campaign platform and tailoring new services to the needs of the sector/development theme • Sparring and guidance of the projects (to be funded) • Utilization of Business Finland's international networks and contacts • Preliminary research in the preparation and implementation phase of campaigns is required to better understand development needs and market possibilities • The opportunity to implement Proof of Concepts related actions • Individual effective practices relate to networking and information dissemination, supporting internationalization, enabling experiments, finding partnerships and customers: <ul style="list-style-type: none"> » joint events and breakfast meetings for peer learning (e.g. related to PoC), » compiling a catalogue of a certain theme's field of understanding, etc. for marketing » reports on the industry and the market » International events and forums for marketing Finnish companies and attracting talent and investment » one-on-one meetings tailored between companies and potential customers etc. 	<ul style="list-style-type: none"> • Covid-19-pandemic influenced the implementation of actions and the ability to internationalize • Inappropriateness of the funding instruments to the development needs of the target sectors • Overlap in functions, e.g. with Export Booster • Launching campaigns is not always based on researched expert knowledge, but on the pressure of various interest groups – challenge to the relevance of the development work and the optimal use of resources • Limited human resources in relation to ambitious goals • Project activities are separate from campaigns – synergy benefits are limited/difficult to identify • Customers have a loose connection to the campaign – the challenge here is to influence customers and to recognize the benefits achieved among customers • In some of the campaigns, the focus area has been too broad • General challenges when working in the international markets (language barrier, bureaucracy, etc.)

TABLE 2. STRENGTHS/EFFECTIVE PRACTICES AND CHALLENGES IN RESPECT OF THE BUSINESS FINLAND CAMPAIGN INSTRUMENT.

4. RESULTS AND IMPACTS ACHIEVED IN THE EVALUATED CAMPAIGNS



The campaigns have produced different kinds of results and created different impacts, based on the nature and campaign goals. The campaigns represent a new culture of testing and experimentation for Business Finland's operations which generate results that are partly similar, but in many respects also different, compared to the more traditional program activities. In the campaigns, testing has been done by the companies themselves as to whether there is demand on the market for certain technologies and solutions. In this regard, the key result of the campaigns is the information produced. Some of the campaigns have also promoted networking and the creation of concrete solutions and applications and wider commercial exploitation. Other campaigns have tried to promote export growth. In this sense, the results and effects can be related to the internationalization of the industry and the growth in export figures. It can also be that the campaign leads nowhere, and that is also a good result, i.e. we get information that, for example, there is no demand for the theme at that time.

In the following we present what kinds of results and effects have been achieved in the four evaluated campaigns, based on the evaluation data. In the evaluation, detailed information was not produced in respect of the results and effects of the individual campaigns, but a joint synthesis was formed of the results and impacts of the four campaigns together. This was due to the lack of monitoring materials available for the results and impacts, as well as the challenges of reaching a wide range of target groups. The evaluation's findings are based on document analyzes, interviews with target groups, stakeholders and experts and a target group survey. Based on these, an overall picture of the results and effects of the four campaigns has been formed.

4.1. SUMMARY OF THE RESULTS AND ACHIEVEMENTS

In the Artificial Intelligence, Batteries from Finland, Entertainment Finland and Mixed Reality campaigns different kinds of results have been recorded. As each of these campaigns had different goals and their target themes and sectors were in different situations, the results were, inevitably, different. The campaigns have however also produced similar results, as they tried to develop their theme areas in similar ways.

A prerequisite for the generation of results from the campaign activities are the emergence of new RDI-projects that the campaigns have catalyzed and the activation of

customers' and industries' development processes in campaigns services with communications and information dissemination, events, networks and collaboration platforms. As the target groups are activated to start and participate in development processes, the other results also begin to emerge.

A clear result that unites all campaigns has been the new information produced. Such new information includes data on foreign markets, opportunities for Finnish operators in the international markets, compiled information on Finnish industry actors in target sectors, new information on the target technologies and new information on the functionality and market potential of new solutions and services (PoC). New information is produced in campaigns and in the RDI-projects connected to them.

Another result has been the improvement in 'know-how' and understanding in the chosen campaign theme areas in respect of the personnel of both Business Finland and the target groups. This is due to the new information produced and the information dissemination activities (seminars, reports, webpages etc. undertaken). Based on this, Business Finland's target groups are in a better position to develop businesses in the campaign themes. The target groups of the campaigns are more capable of directing their businesses and RDI-work successfully based on their improved capacity.

Furthermore, new networks, new contacts (potential and realized customers, investors) and new collaboration with new partners have also resulted from the campaigns, par-



ticularly to the benefit of campaign customers. These have been received both from home and abroad. The campaigns have gathered actors together in the campaign themes in Finland and increased cooperation while forming new structures for cooperation. Campaigns have also supported ecosystem development. The campaigns have, in addition, facilitated meetings between technology developers and providers as well as generating potential customers and investors. This has been done in Finland, but significantly also in the international target market. These meetings etc., have also resulted in e.g., continuous customer relations and partnerships. Thus, for international networks, partnerships and customer relationships in particular, campaigns have proven to be important enablers.

Results have also been achieved as new solutions, applications and services. These have been developed especially in the funded RDI-projects in relation to themes of the four campaigns. The campaigns have produced information that could be used in the projects, helping to spar the projects in the planning and implementation stages.

RESULTS FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS

In the survey project implementers were asked how well the innovation process had proceeded from the beginning to the end of their project. This question was asked both of the campaign survey and the program surveys. According to survey answers in respect of the campaign projects, a clear shift has occurred in the innovation process from research and innovation ideation towards piloting, testing and commercialization. This means that development work in the projects has been fairly successful and innovation processes have proceeded well.

When comparing campaign projects to program projects, it can be seen that the innovation process has been promoted in the project activities of both instruments. In relation to the projects of health and wellbeing programs, the campaign projects seem however to be at an earlier stage in the innovation process. This in part relates to the nature of the campaigns, where very early-stage innovation ideas and technologies are experimented with and tested. This in reality describes the nature of the campaigns, where innovation ideas are tried out and tested. More advanced innovation ideas have been developed in the programs. In any

case, based on the results of the survey, a clear shift forward in the innovation process can be observed in both campaign and program projects. A particularly significant transition from the research and innovation phase forward is noticeable in the campaigns.

Examples of results achieved in the campaign projects:

“Setting up of cooperation patterns for R&D work.”

“Gathered data and new processed data.”

“New research results.”

“Starting a new area of business.”

“Taking an important step forward in product development.”

“Practical experience using machine learning.”

“Contacts and network.”

“New scientific research results.”

“Piloting and testing information on the functionality of the solutions.”

“Research information on new markets.”

“International contacts and the start of export activities.”

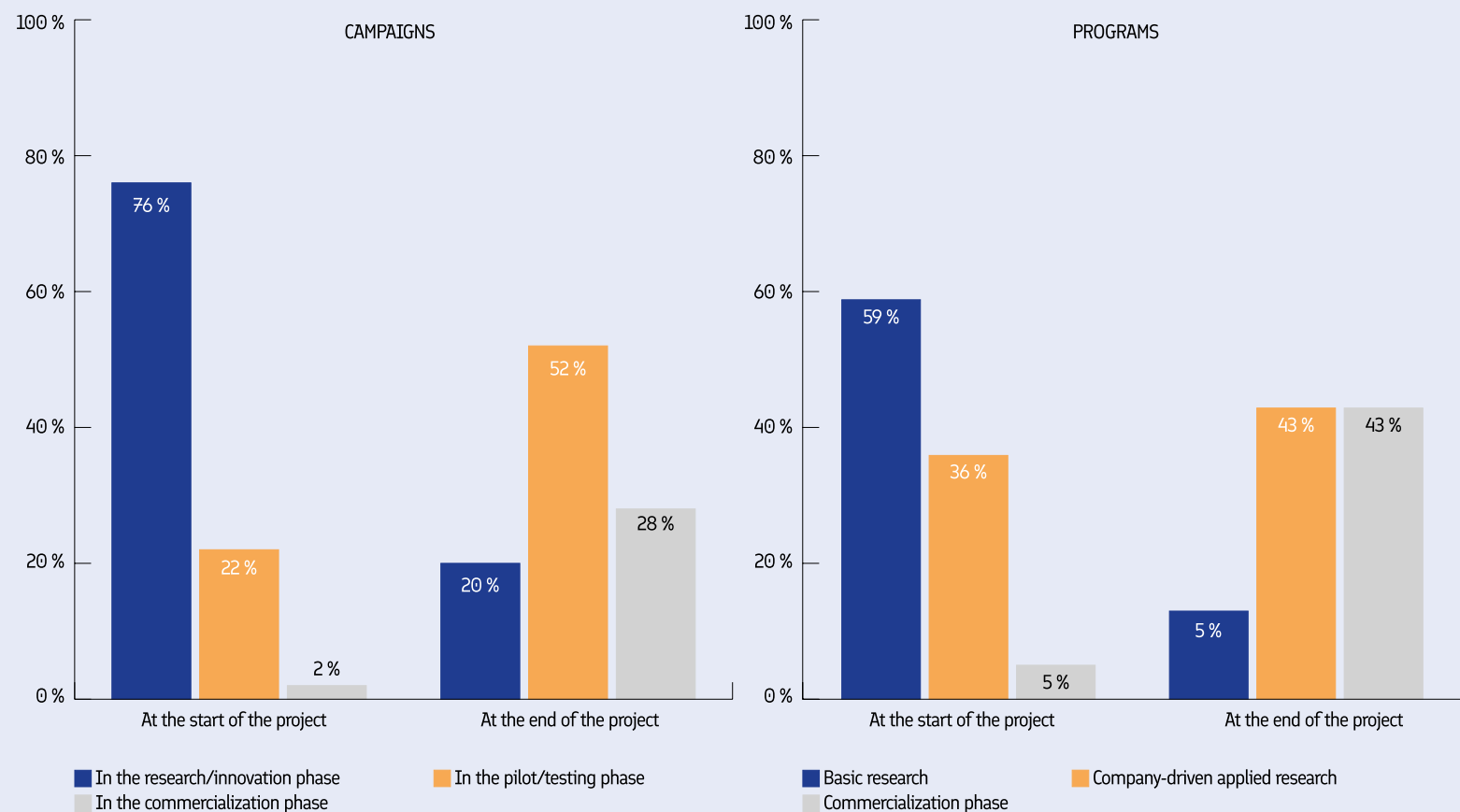


FIGURE 7. COMPARISON BETWEEN RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS AND THE RESPONSES IN RESPECT OF THE TWO PROGRAMMES (PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND) ON THE QUESTION OF HOW THE INNOVATION PROCESS HAS MOVED FORWARD DURING THE IMPLEMENTATION PERIOD OF PROJECTS (EVALUATION SURVEY, DECEMBER 2023 AND SURVEYS TO THE PROJECTS OF PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND, FEBRUARY AND MARCH 2023).

CASE: ARILYN RECEIVED BENEFITS RELATED TO INTERNATIONALIZATION FROM THE MIXED REALITY CAMPAIGN

Arilyn was founded in 2013 in Helsinki and is a company specialized in developing and offering Extended Reality (immersive 3D websites and Augmented Reality (AR)) services to its clients (e.g., consumer brands and agencies). Arilyn has developed add-ons for various consumer products with which, through the links added to the products, consumers using a mobile device get to explore the augmented reality associated with the products. Due to the COVID-19 pandemic, the company's operations focused more strongly on the development of immersive and interactive 3D websites. The number of employees at Arilyn has averaged 20 people in recent years.

Arilyn has participated in several Business Finland (Tekes) activities since its foundation and the company has also conducted multiple RDI-projects with Business Finland funding. The main focus for the company in the projects financed by Business Finland has been the development of the company's technology. In addition, international market research has been undertaken with the support of Business Finland.

Arilyn participated in the Mixed Reality campaigns trips to New York. These trips focused on introducing the company to local potential customers and partners and included visits to research organizations and business accelerators, as well as networking events and learning about local market opportunities. The company found both realized and potential customers (for example, Broadway productions) and partners

in the USA with campaign activities aimed at export promotion and international networking. This also led to individual references that could be used in markets other than the USA. The company's understanding of the opportunities and requirements of the US market has improved thanks to the trips. More recently, particularly in terms of expansion into the US market, the COVID-19-pandemic and the changes triggered by it, posed a significant additional challenge to the consumer product market.

According to Arilyn, it is important for the success of these export promotion trips that a sufficiently large number of actors in the field can be gathered together to join the trip. In this way the group is better able to attract attention and generate the necessary interest in target markets. It is also important to make use of local Business Finland networks to identify potential customers and partners.

Since the company has cooperated with Business Finland for several years and participated in different types of activities, the activities of the Mixed Reality campaign do not stand out clearly from other Business Finland cooperation for the company. The actions of the campaign are part of a longer continuum in which Business Finland has supported the company's development. The benefits obtained from Business Finland's operations are, as such, the result of the combined effect of several different Business Finland measures.

CASE: EVENTUAL OY RECEIVED SUPPORT AND SPARRING FROM THE ENTERTAINMENT FINLAND CAMPAIGN FOR COMPANY DEVELOPMENT

Eventual OY was founded in 2021 (groundwork was started earlier) with its business focusing on operations serving event organizers, event audiences and performing artists. The company's central service is an online platform where event organizers, audience members and artists can interact with each other. The platform was built with a view to enriching the events industry and its mission is to diversify the events industry by empowering people to influence their local scene and democratize the process of how events come alive. The platform has been in use for a few years with usage starting to grow in recent years. The company employs 6 people and is based in Helsinki.

As it remains challenging for companies in the event industry to attract early-stage funding for company development, Business Finland's funding and other services have proven to be very important in this context. During the kick-off period, when the company's operations were being prepared and launched (2019-20), Business Finland's Entertainment Finland campaign was also in the process of implementation. Eventual OY contacted Business Finland and the manager of the Entertainment campaign with a view to getting ideas and gaining support while starting up the company. The entertainment campaign was one factor that drew the company's attention to Business Finland and led them to the contact the appropriate person. From the campaign, the company received

sparring for business development in the early stages of operations and guidance on suitable funding instruments.

Eventual OY has implemented several projects funded by Business Finland, e.g., with instruments such as innovation voucher, Tempo funding, R&D funding and Market Explorer. The Creative Recovery and Resilience Facility (RRF) funding suited the company's needs particularly well. The projects have formed a clear path from product development to commercialization, where market research was first conducted after which the initial beta version of the platform was produced. After these steps, based on the findings, an R&D project was implemented where the platform and technology were further developed. In the end, a project was implemented using the Creative RRF funding instrument with information on market opportunities obtained through data and analytics. Throughout these various phases Business Finland's experts have been, partly through the Entertainment campaign, sparring and guiding the company and the development of the platform.

Business Finland has acted as an enabler and sparring partner for the company in the development of its operations. The Entertainment campaign highlighted Business Finland's support for the entertainment industry and through that, the company received information about the different types of support offered by Business Finland for the development of its operations.

4.2. SUMMARY OF THE IMPACTS ACHIEVED

Campaigns have generated different kinds of impacts based on their different impact goals. In all of the evaluated campaigns, the effects have been achieved in the target areas of the campaigns, to some level at least. There are differences between the campaigns however in terms of how well the objectives have been reached. The ability to create impacts has been influenced by the different starting points of the campaigns' target sectors and on the other hand by operating environment factors (e.g. the COVID-19-pandemic).

Compared to programs the time span of the direct impacts of campaigns is much shorter. As programs attempt to have a more profound impact on the development of a certain theme, while campaigns try to quickly push the development of a more limited theme. Still, it must be noted that in addition to direct effects, campaigns also create the beginnings of effects that are generated in a longer-term time perspective. This means that full range of the effects in respect of the campaigns cannot be easily discerned as soon as the campaign ends. As such, it is important then to assess whether the campaigns have made a sufficiently strong start in terms of promoting such long-term effects.

It has also to be noted here that campaigns are often the basis and/or starting point for broader development work.

They can also be a focused specific action after a broader Business Finland activity like a program. Campaigns can also produce useful knowledge such as, for instance, that additional investments are not worth making once a campaign ends. The wider effectiveness of campaigns is often created as part of a longer 'chain' of measures. The campaign catalyzes, strengthens and continues the 'chain' of measures that create the wider impacts. In this regard, the evaluation of the success of the effectiveness of campaigns is also related to whether campaigns have resulted in new actions, whether it has strengthened development or whether it has successfully completed the targeted development work. Programs are often larger independent forces of change in themselves.

Below is a summary of the main impacts of the four campaigns evaluated. It has however to be noted that many factors besides campaigns influence and enable the impacts listed here. In the case of these impacts, however, there is evidence that the campaigns have contributed to the emergence of these impacts.

In campaigns a deeper and more comprehensive understanding of the development situation and the development needs of the target theme areas as well as the market potential has been gained. As a result, Business Finland's has a better understanding and ability to develop different target sectors and development themes. Business Finland is in a better position after campaigns to enact

new measures and improve the relevance of its development activities.

Campaigns have improved the level of awareness, in respect of both foreign and Finnish investors, of Finnish investment targets and have thus attracted funding from investors to the target sectors in Finland. The campaigns have brought Finnish actors together, highlighted the actors' joint offering as a whole and thus improved the visibility and interest of the actors, to investors. In addition, Finnish actors have been networked with domestic and foreign investors in the campaigns.

The campaigns have had a clear impact on the project implementers in that they have received confirmation that it is worth continuing the development work on the chosen theme. In addition, the campaigns have enabled this use of this information to help direct the development work. New RDI-development activities have also been started in the campaign themes and the R&D work began previously has been continued, based on the information obtained from the campaigns. Moreover, an important addition to the continuity of the development work has, for example, been that new programs have been created on the basis of campaigns or that campaigns have had other projects merged into them.

Target sector networks have been consolidated, cooperation increased, resources are more aligned and cooperation structures have become more developed. Gathering

together the target sectors into cooperation networks and clarifying the common vision of the development goals of the target sectors has thus been an important impact result of many campaigns. Campaigns have also increased awareness of other players in the same field with the result that the field of actors has become more organized. Campaigns have also supported ecosystem development.

Improvements in technology and business skills and the improved ability to develop RDI-activities and businesses among customers has also been an obvious output. Campaigns have offered many kinds of services (seminars, information dissemination events, experiments etc.,) which have influenced customers know-how and understanding of the technology focus of the various campaigns and thus also on the business opportunities these technologies offer. Similarly, understanding of the business development opportunities in respect of different themes is now better understood as is the know-how, particularly in terms of how to direct activities.

The ability of customers to gain access to international markets has also been improved. Campaigns have enabled information on foreign markets and networking with potential clients and partners in target markets. Customers' understanding has been improved in relation to the potential in foreign target markets. Contacts have also been strengthened with international markets.

The activities of the target sectors are more international. Many campaigns have emphasized the networking of their customers to foreign markets and to potential partners and clients there. Some of the target industries have thus begun to operate more internationally after the campaigns and this has clearly been based in part at least on the campaign actions, while exports to foreign markets have grown.

Finland's position and attractiveness in terms of attracting an international skilled workforce has also been improved. Actions have been implemented in the campaigns in target countries, with the aim of attracting a skilled workforce to Finland. Through this, Finland is recognized as a country with job opportunities for skilled workers.

The birth and development of new businesses and business expansion have taken place. Campaigns have been influential in the birth of new business areas for participating companies, for example in relation to improved technologies. Similarly, campaigns have influenced the business expansion of companies helping them move into new areas where they had not previously operated. This has been influenced by, for example, information and contacts obtained through campaigns.

A general strengthening of the position of the campaign's development themes has also taken place. Overall, most of the campaign focus areas have been strengthened in many respects. Theme recognition has been improved

and their business opportunities are better understood in relation to other themes. In Finland, the development opportunities for these are generally better after participation in the campaigns.

In terms of generating the desired impacts however, campaigns have not been always successful in solving the development challenges of the various industries involved. One problem here has clearly been that the limited resources of the campaigns have been divided into solving problems in too many thematic areas. Additionally, the challenges of certain theme areas have sometimes been too great to be solved entirely within the context of the campaign instrument. Notwithstanding this however, the industry's challenges have nevertheless been better identified and potential solutions identified. Although several campaigns succeeded in promoting the internationalization of target sectors, challenges remained. In terms of internationalization for example, it was not always possible to gain as strong a foothold in the target market as was initially desired.

The key take away is however that, in general, the campaigns have generated the benefits expected of them. The campaigns have quickly produced information that can influence the development of different themes. They have brought together actors and directed the development of the sector concerned. In addition, they have been able to implement specific actions even on a tight sched-

ule, including, for example, the promotion of internationalization when there is a need for it in the target market.

Furthermore, campaigns have also initiated new development processes in their theme areas. The campaigns have resulted in new programs and continuous development activities, for example as part of the programs. In addition, the campaigns have also implemented one-off

interventions on different themes which have not resulted in clear development continuities. Even in these campaigns, information has been produced to suggest that the implemented campaign is a sufficient action in itself and that a new, more significant investment in the development of a certain theme is not required after the campaign concludes.

RESULTS FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS

In the projects connected to campaign, impacts have been also accomplished. These projects have developed the know-how and expertise of the project implementing organizations in the theme areas of the campaigns. Similarly, the projects have strengthened the organizations' understanding of the theme area and the technology and the associated business opportunities. This also shows that in the projects, the biggest benefit is seen specifically in the improvement of the ability to act in the theme areas of the campaigns. In terms of project activities, it is also noteworthy that they have been well mainstreamed in the implementing organizations' future strategies and, in that sense, they have supported the strategic development of participating organizations. This indicates that the projects have a clear role in the implementation of strategies and are not so-called 'side' projects.

Other impacts across many projects include the intensified pursuit of R&D funding, clarification of the organizations' role in value chains, strengthening of cooperation with other actors and the commercialization of solutions, services and products from RDI-work. In some projects, internationalization and export growth, as well as the creation of new business operations, has also been promoted.

Another noteworthy detail here is that sustainable development in organizational operations has also been promoted in quite a large number of projects. This shows that the sustainable development theme has also been taken into account in the campaign projects.

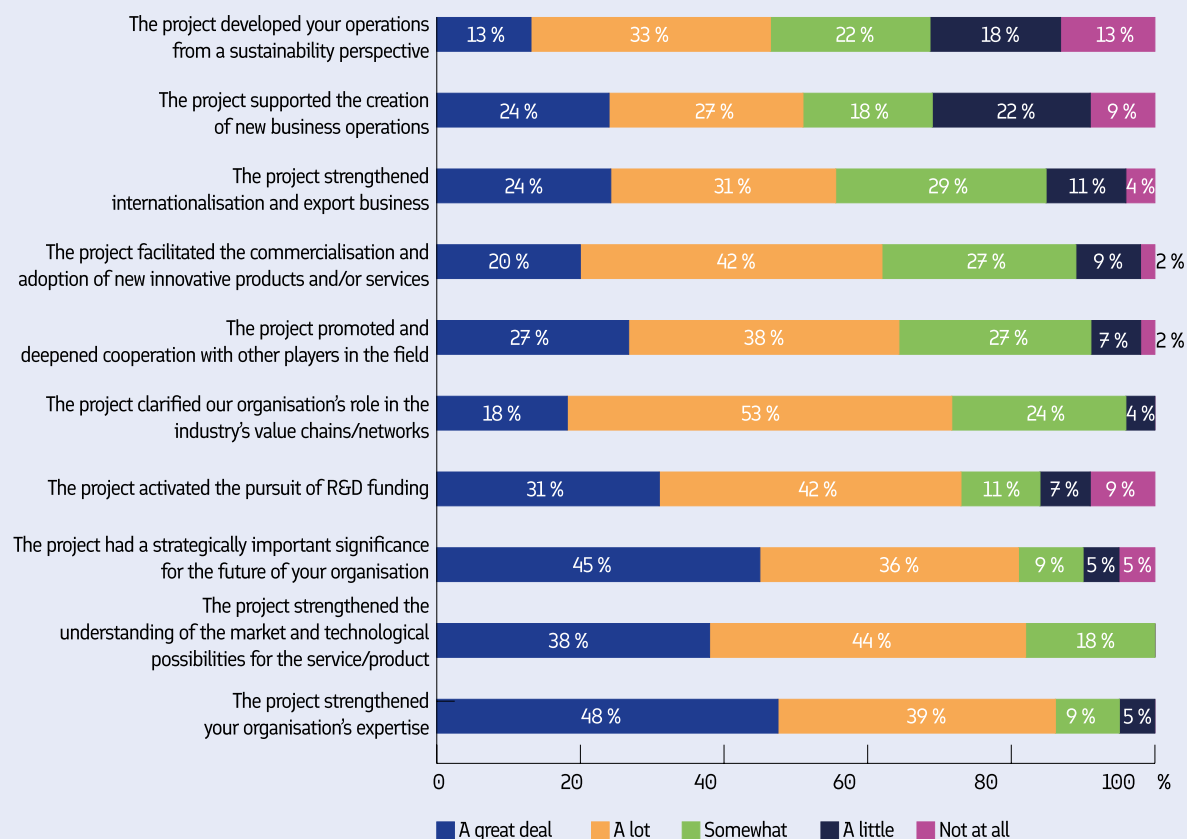


FIGURE 8. RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS ON THE QUESTION HOW MUCH OF AN IMPACT THESE PROJECTS HAVE HAD IN RESPECT OF VARIOUS ASPECTS (EVALUATION SURVEY, DECEMBER 2023).

When comparing campaign and program projects a few differences clearly emerge. For the most part, both types of projects have, for example, strengthened know-how in the organizations with the projects having an important strategic role for the implementing organizations. Campaign projects have however, for example, been slightly better at clarifying organizations' position in value chains. This may be due to the fact that the campaigns have been focused more directly on the activities of a certain theme area and at the same time it has been possible to spar individual organizations to work in the field. On the other hand, program projects have been better in terms of the commercialization and bringing into use of new applications and services and in helping new business areas to be created. An interesting detail here is that the campaign projects have generally been more successful at strengthening the activities of project implementing organizations in line with sustainable development. It may be that the themes of the campaigns have made this possible, specifically in relation to the themes of the programs.

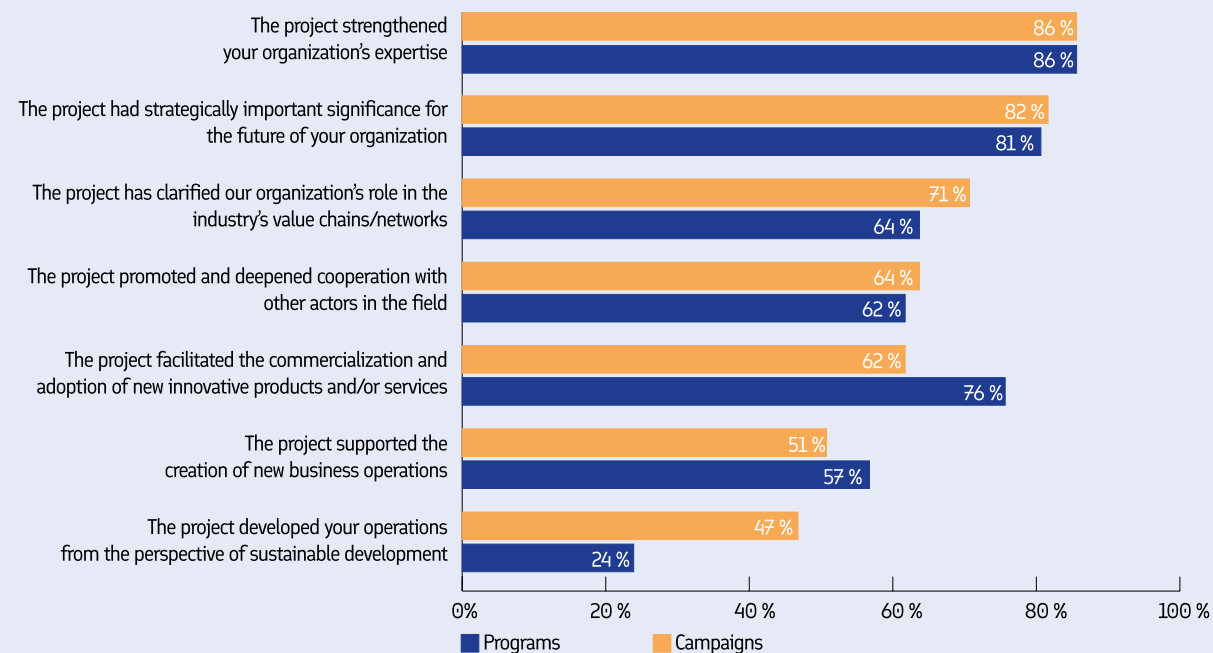


FIGURE 9. COMPARISON BETWEEN RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO CAMPAIGNS AND THE RESPONSES IN RESPECT OF THE TWO PROGRAMMES (PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND) ON THE QUESTION OF THE IMPACT'S PROJECTS HAVE CREATED (EVALUATION SURVEY, DECEMBER 2023 AND SURVEYS OF THE PROJECTS OF PERSONALISED HEALTH FINLAND AND SMART LIFE FINLAND, FEBRUARY AND MARCH 2023).

The relevance of the campaigns' projects to the needs of the implementing organizations is well illustrated by the fact that practically all of the project results are utilized by the project

implementers after the project is concluded. This shows that the projects have been well planned and that their outputs are clearly useful to the organizations' business.

A list of the results, benefits and impacts campaign projects have generated in project implementing organizations is presented below. This is a summary of the answers to the survey by the project implementers.

- Improvement of know-how and ability in RDI activities and business operations in target sectors
- Improvement of the ability to develop business – understanding of the market opportunities of the target sectors and utilized technologies better.
- Ability to develop ‘commercializable’ innovation have improved - new information about the functionality of developed and tested solutions and services.
- Progress of the product or service idea in the innovation process closer to commercialization – commercialization occurred in some cases after the project concluded.
- Improved cooperation - more effective and useful cooperation with partners
- Increase in the company’s contacts and an improvement in its status on domestic and international markets.

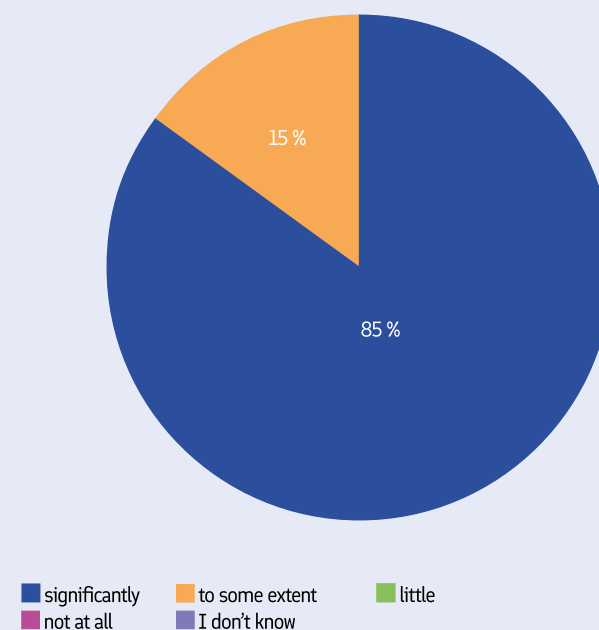


FIGURE 10. RESPONSE INFORMATION FROM THE SURVEY OF PROJECTS CONNECTED TO THE CAMPAIGNS ON THE QUESTION OF WHETHER THE RESULTS OF THE CAMPAIGN PROJECT WERE USED IN THE COMPANY'S BUSINESS AFTER THE END OF THE PROJECT? (EVALUATION SURVEY, DECEMBER 2023)

CASE: MVISION RECEIVED CONFIRMATION FROM THE AI CAMPAIGN TO FURTHER DEVELOP AND EXPAND THE UTILIZATION AREA OF ITS AI -APPLICATIONS

Founded in 2017, MVision is focused on producing applications that utilize artificial intelligence for cancer radiotherapy treatment. Applications are designed for the use of health-care professionals and cancer radiotherapy clinics. MVision develops its own artificial intelligence. The company is based in Helsinki and employed almost 30 experts in 2022. The company's customers include a significant number of Finnish cancer clinics and it has customers in 17 countries.

Business Finland has, for MVision, been important in supporting the development work of the application. Already at the founding stage of the company, the company explored Business Finland's funding options. As the AI campaign was launched around the same time, it also came to MVision's attention. At that stage, the company aimed to develop the first version of its product for the market (Minimum Viable Product). MVision received project funding and with the development work done in the project they were able to

launch their first product/application concerning the treatment of prostate cancer.

During the AI campaign the application was further developed to be extended to the radiotherapy of different cancer sites and to different parts of the body. As a part of the AI campaign MVision conducted a RDI project (linked to the AI campaign) and participated in seminars and events. These seminars and events helped MVision to confirm the market potential of their application and generate new contacts with potential customers and RDI partner clinics. Their RDI cooperation developed partly with the help of the information and contacts obtained during the campaign.

The campaign helped to draw the attention of MVision to Business Finland's funding and services, resulting in RDI-projects that have been essential for the development of the company. It also supported and helped direct the company's initial product development work.

CASE: SIBANYE-STILLWATER'S KELIBER LITHIUM PROJECT ADVANCED TO CONSTRUCTION PHASE – LONG-TERM SUPPORT BY BUSINESS FINLAND PLAYED A ROLE

Sibanye-Stillwater's Keliber lithium project aims to be the first integrated European producer of battery-grade lithium hydroxide from its own mined ore reserves. Lithium hydroxide is an essential component in lithium-ion batteries.

The Keliber lithium project operates in Central Ostrobothnia, where the company holds several lithium deposits. After a long development stage, today a lithium refinery is under construction in Kokkola and earthworks ongoing at the concentrator site in Kaustinen. Production ramp-up is planned for the year 2025. Once in steady state, the annual production is planned to be approximately 15,000 tons of battery-grade lithium hydroxide monohydrate (LHM), which will supply the growing European lithium battery market for at least 16 years.

Business Finland and its predecessor Tekes have played an important role in terms of long-term support for the Keliber lithium project and the development of the company's lithium production technology in particular. Support from Business Finland was particularly important in the early stages, when it was challenging to find funding for development.

Over the past 20 years, Keliber has implemented several RDI projects with Business Finland funding in which process technology has been developed and tested, and co-inno-

vation and cooperation has been carried out with different technology providers and research organizations. New ore exploration methods have also been developed to secure the lithium raw material in the future.

Keliber participated in the Batteries from Finland campaign by conducting two RDI projects, the first related to the BATCircle co-innovation project and the second to the EU-wide IPCEI (Important Projects of Common European Interest) consortium, as well as by one investment project. Besides advancing technological readiness, the company gained useful information on development trends and the market potential of the industry by taking part in workshops and seminars during the campaign.

The long-term cooperation with Business Finland contributed to Keliber's growth into a well-known part of the national and European battery value chain, which, in turn, made it possible to attract foreign funding and eventually start the implementation phase of the lithium project.

Keliber Oy is owned by Sibanye-Stillwater (79.8%), the multinational mining and metals processing Group with the state-owned Finnish Minerals Group as a minority owner (20%).

5. OVERALL EFFECTIVENESS AND ADDED VALUE OF CAMPAIGNS IN RELATION TO OTHER BUSINESS FINLAND ACTIVITIES



Campaigns have played a useful role in Business Finland's palette of activities. There is a clear need for smaller-scale and lighter actions that can be used to quickly generate information and to promote the perceived development themes. In this way campaigns have been useful tools alongside more extensive and long-term programs. Programs are often unsuitable instruments for many of the actions executed in campaigns, primarily because starting up and running them are more intensive, involved and bureaucratic. In the evaluated campaigns, small-scale development activities related to the specific needs of the development themes have been implemented successfully and quickly in the limited focus areas. Business Finland has no other similar instruments for such operations and because of this, campaign activities have delivered clear added value.

Campaigns differ from programs in terms of their impacts. The potential impacts of campaigns are more focused on certain individual themes and industries and, in addition, are generated faster. The impacts of the programs are more extensive, regarding a wider focus and target

group and the effects are more broadly directed at different parts of the innovation process. When looking at the evaluated campaigns the impacts are related to improvements in R&D and business development abilities and know-how, raising Finland's attractiveness in terms of investments and skilled workforce recruitment, activation and continuation of R&D-work, increased networking and cooperation between different actors, enabling the identification of new international cooperation partners and customers, an improved ability to internationalize, the development of new businesses and business expansion to new areas and overall, an improved understanding of the situation and development possibilities of the various theme areas. In addition, the operation of the campaigns is often also the basis for the starting of wider development work or a focused specific action after a wider action. On the other hand, campaigns can also have an impact on the knowledge produced, including that additional investments are not worth making in relation to a certain theme. In this way, the impacts of campaigns can be observed in other development themes other than those that were the initial targets of the campaign, particularly when larger investments can be made in other themes.

The wider effectiveness of campaigns can often be understood as part of a longer 'chain' of measures. The campaign catalyzes, strengthens and continues the 'chain'. In this regard, the evaluation of the success of the cam-

paigns is also related to whether it has resulted in new actions, whether it has strengthened development or whether it has successfully completed the targeted development work. Programs are often larger independent forces of change in themselves. The evaluated campaigns have been from this point of view successful. Some of the campaigns have started a new continuum of development activities in Business Finland, where new programs have followed from the campaigns or parts of the campaign have been added to existing programs. Some of the evaluated campaigns have not resulted in significant follow-up actions, but they have also produced information on whether it is worth investing significantly in their development theme in the future.

The strength of the campaigns is also, that they have a more limited and homogeneous target group (vs. programs). Campaigns are, in this way, in a better position to identify synergies and scalable benefits faster and more directly in the target group than programs. As the more focused campaign themes gather together a similar kind of interested actors it is then easier to find common interests and cooperation opportunities. In the evaluated campaigns this has been recognized as a clear strength of the instrument. Programs usually have broader cross-sector themes, while the campaigns focus on promoting the development of a certain precisely defined theme and its related sector. Programs may face more challenges in finding common

interests for various actors, although the possibilities to achieve scalable benefits are likely greater.

The limited resources of the campaigns have also forced campaign implementers to search for the most effective and resource-efficient ways to promote the target themes, as compared to the programs. In the evaluated campaigns, careful consideration has been given to how the available resources can be used most rationally and in which ways the greatest possible benefit can be obtained from the resources. Because of this, the campaigns have been implemented quite efficiently. On the other hand, limited resources remain a challenge. In relation to the ambitious goals of the campaigns, human resources in particular have been very limited. This has been a challenge for some of the evaluated campaigns. Campaigns are meant to be small-scale activities, but it is still necessary to ensure sufficient resources are directed to them, if their target levels are to be kept high.

In terms of the projects connected to campaigns, project ideas can be tested and prepared in campaigns before they are awarded project funding. This is one point where the campaigns, just like programs, have clearly added value to the project. This can speed up the innovation process and the projects will be 'ready' for project funding. The challenge in some of the evaluated campaigns, however, has been that the projects have been only loosely connected to the operation of the campaigns. Projects are implemented

independently and separately from campaigns and are only marked as part of campaigns if the development theme of the projects matches the theme of the campaigns. In the future, the campaigns could bring greater added value to a larger number of project architects in their theme areas, if the projects were able to make better use of the expertise and information produced in the campaigns and if they received sparring from the campaigns.

The nature of campaigns is that they are agile and quick to operationalize activities. As campaigns are short-term and quick actions, the timeliness of the actions is emphasized even more strongly than in the longer running programs. The evaluated campaigns have mostly fitted well with the development phases of their theme areas. The campaigns have successfully seen the development potential of the theme areas and have been able to take action in the right time frame. This is explained by Business Finland's expertise, good contacts with target groups and its successful foresight activities. In some of the campaigns, the market potential has not been realized as expected, but this too has been largely explained by the COVID-19-pandemic which could not be foreseen in advance. In the campaigns, efforts have also been made to include relevant measures in relation to the needs of their target groups. Here, there is an emphasized investment in the preparation phase of the campaigns, as well as consulting the target groups and hearing their needs.

Another argument for the successfulness of campaigns is that they have to find the right target groups and customers. In previous evaluations of Business Finland, it has been found that customer choices significantly explain the effectiveness of Business Finland's operations. In short-term campaigns with limited resources, it is essential that the customers involved are those who have realistic development potential, the ability to internationalize and are willing to participate in and commit to the activities of the campaigns. In the evaluated campaigns, the customer target groups were defined very precisely. However, customer commitment to the campaigns was variable. In the case of campaigns, it is not precisely defined just what 'customership' means. In the future, this could be refined and defined to a sufficient level that ensures customer commitment to a sufficient level.

The campaigns serve as gathering platforms for Business Finland's services and funding opportunities for a certain chosen theme. In addition to its own services, the effectiveness of the campaigns is partly due to the fact that they are able to more effectively direct customers to Business Finland's services and project funding. In the evaluated campaigns, existing services have been utilized and customers have been sparred on the right services and funding instruments. It has been important that the campaigns be able to support customers in a more customized way and, for example, develop the customers' innovative ideas. In this way, campaigns can also increase the effectiveness of Business Finland's other services if they are

able to direct customers to the services more appropriately and spar customers to be more 'ready' to effectively utilize these services.

Sustainable development has become a stronger cross-cutting theme in Business Finland's strategies in recent years. This has clearly had an impact on the campaigns, though this is generally dependent to some extent on their subject matter. In some of the campaigns, the regulatory changes in line with sustainable development internationally create a growing market for the selected technologies (as in the Batteries campaign). In other evaluated campaigns, the main focus has been on themes that do not obviously relate to sustainable development as straightforwardly. The various aspects of sustainable development have however influenced the operation of these campaigns through Business Finland's strategy. Sustainable development has been taken into account when planning campaigns as one of their core aspects.

It should also be noted that in relation to other Business Finland services, campaigns share many of the same features, in terms of their implementation, effectiveness and impacts as programs. The key added value of the campaigns emerges, in particular, from the fact that, like the programs, they are able to place the selected target sector/theme area in the spotlight, offering services more effectively while guiding target groups into the scope of Business Finland funding.

6. IMPACT MODEL AND KEY INDICATORS FOR CAMPAIGNS



An effectiveness model derived from the nature and goals of the campaigns was prepared to support future campaign evaluations and management using the evaluation information reproduced here. The purpose of the effectiveness model is to help outline the conditions for the creation of impacts and to create a knowledge base for verifying these impacts.

The core idea of the impact model is to outline logical impact paths that connect the campaign's inputs, operations and measures, as well as results and impacts. The impact chains describe the impact creation paths showing how the immediate results achieved by the measures and the contributions allocated to them bring about the desired broader impacts.

The starting point for the preparation of the evaluation model was the intervention logic of the Artificial Intelligence", "Batteries from Finland", "Mixed Reality" and "Entertainment Finland" campaigns, i.e., the impact dynamics through which the campaign actions are thought to lead to the desired impacts. In the impact model, the levels that describe the dynamics of the creation of effects consist of;

1. Contributions and activities, 2. Direct changes of activities in customers, 3. Results and impacts in customers, and 4. Broader impacts in the focus of campaigns and/or industries. The campaigns are of very different types, both in terms of goals and methods of operation. In the model that gathers campaigns together, generalizations have to be made, which as such do not describe the special features of all campaigns. For this reason, the general campaign impact model presented here must always be applied on a campaign-by-campaign basis when determining and evaluating campaign impacts (e.g. campaign-specific goals).

CONTRIBUTIONS AND ACTION

In the campaign impact model, the starting points for the creation of impacts are financial and human resources allocated to the priorities of the campaign, as well as campaign activities. Typical modes of operation for campaigns are the provision of various services, events and cooperation platforms, as well as project financing. The prerequisites for this, or the key factors influencing the creation of impacts are, the identification of target sectors and potential development themes and needs, the successful activation of actors, the appropriate selection of customers and offering the right instrument and service for the customer's needs. These campaign activities create the conditions for the desired results and effects to occur.

DIRECT RESULTS

The next level on the impact path is the immediate changes brought about by the action in the innovation activities and investments of those customers who were the targets of the campaigns. As direct customer results of the campaigns, the results should be a) innovation activities (investments) increase and focus on themes according to the campaign - especially the testing and piloting of market and technology opportunities, b) know-how and abilities related to innovation activities and the market strengthen, and c) cooperation and working in networks both strengthen and increase in volume with other players in the industry.

SHORT TERM IMPACTS

In accordance with the impact dynamics, as a result of campaign actions and changes in target customers, already as a short-term impact, the market and technology understanding of the campaign's customers should be strengthened, their capabilities to engage in international growth should improve, and new business opportunities should open up for them. Correspondingly, as a result of changes in operating methods, new partnerships and (business) networks are created for customers. The position in the network can also become clearer or stronger. As a result of the short time frame in respect of the campaign activities, the ongoing development work in the campaign can be directed to further development in BF programs or other

funding. Similarly, participation in the campaign can show that the development idea does not yet meet the optimal conditions for commercialization, for example, in which case it is worth suspending the development work and focusing, for example, on advancing new ideas. The direct customer result of the campaigns can also be a concrete new or tested commercial product or service.

LONGER TERM IMPACTS

The final goals and objectives of the campaigns are specific to the campaign. Consequently, their intended impacts are also partly of different types. The campaigns are however united by the same type of operating methods and an effort to strengthen innovation, capabilities and cooperation in the campaign's theme or industry. The longer-term impacts of the campaigns generated through customer results in the focus areas of the campaigns should, according to the campaign intervention logic, be reflected at the company level as the creation of new business and new business areas, the penetration of new markets, the speeding up of market entry or commercialization and easier access to investment financing. Similarly, in the theme area of the campaigns, the longer-term impacts of the campaigns should be visible, e.g. as the strengthening of the innovation activity of the campaign's theme/domain, the development of networks that create new value and the strengthening of ecosystem development, the strengthen-

ing of knowledge and abilities specific to the theme area or more broadly for BF's modes of operation and the start of possible new openings or programs.

In accordance with the general operating logic of the creation of impacts, the further and more general level you go along the impact path, the more difficult it is to demonstrate the project's separate impact. At the end of the influence path of fast-paced campaigns, it is more about how the influence paths have succeeded in creating the conditions for achieving impacts that often arise in the longer term.

Figure 7. shows the reduced impact model of BF's campaigns. The activities and goals of the campaigns are diverse. The influence model has aimed at summarizing the core factors in respect of the influence dynamics according to the campaigns' modes of operation and goals.

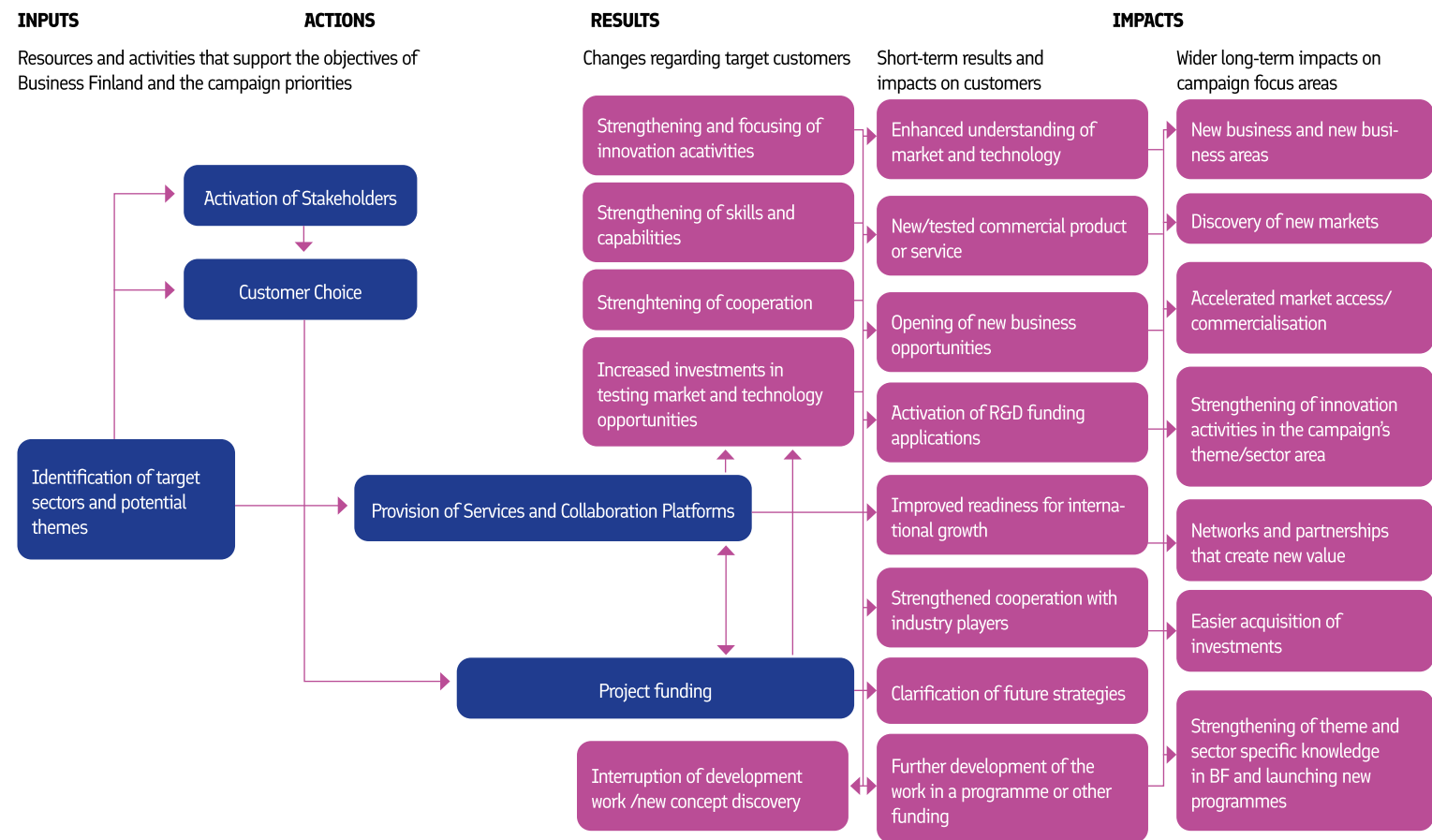


FIGURE 11. THE IMPACT MODEL OF BUSINESS FINLAND'S CAMPAIGNS

The impacts of campaigns can generally be seen as arising through at least three interconnected and mutually supporting impact paths, namely through the strengthening innovation and commercialization, strengthening know-how and abilities and strengthening cooperation and networking, the combined effect of which creates the desired broader effects in the priority areas of the campaigns. When monitoring the impacts of the campaigns it is necessary to take into account the direct results and impacts of the campaign activities on different paths, as well as the systemic combined impacts of different paths.

THE CORE INDICATORS AND MONITORING SYSTEM FOR CAMPAIGN MONITORING

Use of the influence model in the effective management of campaigns and in the evaluation of the impacts of the campaigns requires a functioning indicator system which is connected to the logic of the creation of the campaign impacts in accordance with the model. With the help of indicators that describe inputs and activities, as well as the results and impacts achieved in the various impact paths, the operation of the campaigns (are the right things being done and are things being done efficiently) can best be evaluated and guided already during their implementation.

In the following, the most important generic indicators, derived from the impact model for evaluating and monitoring campaigns, are presented. It should however be noted

that Business Finland's campaigns differ from each other both in terms of goals and content. For this reason, the evaluation of each campaign has to define its own metrics that describe the goals and activities of the campaign.

General monitoring indicator proposals describing contributions and activities

- i. the number of companies and research institutes that participated in the campaigns (→ successful activation of actors, identification of current themes)
- ii. number of projects and project funding started in campaigns (→ identification of current themes, success of customer choices)
- iii. person (fte) and monetary contributions to campaigns
- iv. relevance of the offered instrument and service to the customer's needs

General monitoring indicator proposals describing direct results

- i. increase in innovation investments in target organizations in campaign themes (→ additionality)
- ii. piloting and demos in target organizations
- iii. increase and strengthening of know-how and abilities in target organizations in campaign themes and RDI work

- iv. new contacts and networks
- v. strengthening of understanding and know-how about the market and technological possibilities of the service/product that is the subject of development work

Indicator proposals describing short-term impacts

- i. new/tested commercial products or services in target organizations
- ii. improving the position of the target organization in the (value) network
- iii. acceleration of the market entry/commercialization process of the service/product that is the subject of development work
- iv. increase in the amount of external funding in the target organizations (→Activation of the search for RDI funding)
- v. continuation of the development work to the program or other funding

Indicator proposals describing longer-term impacts

- i. increase in exports in the target organizations and industry
- ii. new market areas in the target organizations and industry
- iii. strengthening of the campaign's theme/domain innovation activity

- iv. an increase in investments in the IT activities of the campaign's target sector
- v. strengthening the theme/industry-specific expertise targeted by the campaigns
- vi. starting new programs etc.,
- vii. strengthening of networks/ecosystem development that create new value in the target areas of the campaigns

Systematic monitoring and evaluation of campaign impacts based on monitoring indicators would ideally require a feedback system to support it which would consist of the following monitoring data:

- i. *continuous follow-up information on the resourcing of campaign activities and the appropriateness of the forms of activity*

Continuous monitoring information is required particularly when evaluating the effectiveness and appropriateness of the campaigns and the services offered. The indicators that describe the allocation and use of resources support operational activities and provide immediate feedback on whether funding is allocated efficiently and effectively. In this regard, the indicators describing the success of the implementation act as the first signal or "traffic light" for the success of the work done.

ii. *regular indicator information on the direct results and effects of the campaigns*

Information on the direct results and effects of the activity is also required at regular intervals - for example, in the middle of the campaign (interim evaluation) and at the end (final evaluation). For methodological reasons in respect of impact evaluation (e.g., availability of evaluation data), the monitoring of results and impacts often cannot be continuous, but it must be systematic and regular. Monitoring information about the direct results and impacts of the activity is used both in the implementation of an individual campaign (e.g., efficient and effective allocation of resources and services) and in the planning of future campaigns (e.g., operating methods and good and effective practices).

iii. *evaluation information on the longer-term impacts of the campaigns produced by separate reports*

Evaluation information on the longer-term impacts of the campaigns produced by separate reports is specifically required in the evaluation of the effectiveness of the activities regarding the realization of the goals and separate impacts of the campaigns. This often requires the combining of different monitoring materials and indicator data and the making separate assessment reports. As

a general rule, it is only possible to evaluate the impacts of campaigns over a longer period of time after they have ended and the information can be used in the evaluation of Business Finland's instruments and services as well as in the planning of new campaigns

iv. *operating environment and forecasting information to identify potential target areas and campaign themes*

Monitoring and forecasting information about the operating environment to identify potential target areas is not directly related to impact assessment, but it is nevertheless important information which can support the selection of the right target areas and potential development themes. With the appropriate identification of target sectors and potential development themes, starting points are identified for the creation of both short-term and longer-term impacts in respect of the campaigns. The production of monitoring and forecasting information about the operating environment must be systematic and continuous at the level of Business Finland as a whole. It is used e.g., as a starting point for launching and planning campaigns and programs.

The measures recommended in the monitoring and evaluation of Business Finland's campaigns in the future are as follows:

1. Define clear criteria for campaign customers and create a system to identify them. This can be done for example by registering customers who participated in campaigns with a separate campaign code in Business Finland's customer information system.
2. For each campaign, concrete monitoring and evaluation indicators are determined according to the effectiveness model presented above, by impact path. For each campaign, it is necessary to define general monitoring and evaluation metrics as well as metrics derived from each campaign's goals and special features. The starting point for defining the metrics should be the use of 'thematization' according to the impact model. When defining the metrics, the basic criteria of a "good metric" should also be taken into account:
 - Validity = the measure measures what it is thought to truly describe the things that can and are to be influenced
 - Reliability = the meter and the measurement process are reliable
 - Comprehensibility = it is understood what is

measured with the meter and why

- Cost-effectiveness of producing the meter = in measuring, the benefits are greater than the costs

or according to the RACER model

- Relevant: relates to the goal and measures the right thing
- Accepted: stakeholders, personnel, etc., accept
- Credible: clear and easy to interpret even for non-experts
- Easy: measure and monitor (data collection should be possible even with a small budget)
- Robust: not easily manipulated or changed by external factors

3. A feedback system based on monitoring indicators will be connected to the campaign management system and the evaluation process will be integrated to support joint learning and the promotion and dissemination of knowledge and good practices more broadly as part of Business Finland's campaign and program activities.

7. VIEWS ON THE FUTURE OF THE CAMPAIGN INSTRUMENT



Campaigns have played an important role in Business Finland's activities in recent years. They have a clear role as smaller and more flexible instruments alongside the more extensive and long-lasting programs. Campaigns are based on a clear customer need and are a lighter and more agile way of promoting Business Finland's goals and the different development themes. The campaigns also represent a new practical testing or experimentation culture for Business Finland's own operations. Given their nature, they bring clear added value to Business Finland's operations.

The results of this evaluation show that the campaign instrument will be required in future. It is important however that the campaigns continue to be tailored flexibly and freely according to the target theme or sector-specific development needs.

In the following, development recommendations considering the continuation of the campaign instrument are presented. They are based on the various materials collected during the evaluation process and reflect the comprehensive understanding formed of the development needs. The development proposals aim to answer the question of how

campaigns could be implemented even more effectively in the future. Development proposals have been put forward in connection with three different themes. These are:

- Developing the implementation and effectiveness of campaigns
- Clarifying the role and mission of campaigns
- Campaign evaluation in the future

7.1. DEVELOPMENT RECOMMENDATIONS

DEVELOPING THE IMPLEMENTATION AND EFFECTIVENESS OF CAMPAIGNS

There are no specific ready-made procedures and contents for the implementation of the campaigns. There are clear reasons for this. The campaigns have as such remained rather opaque in form, their function and role in Business Finland's menu of activities in relation to Business Finland's other instruments and goals thus remains ambiguous. One potential threat to their continuation is that they increasingly overlap with the work of other instruments (e.g., Export Booster).

Development recommendation 1. In order to eliminate possible overlaps and achieve synergy benefits, the role of campaigns should be clarified and specified as part of Business Finland's selection of tools. The roles of cam-

paigns and Export Booster activities in relation to each other should also be clarified and synergy benefits should be increased between them. In addition, further follow-up measures after campaigns (programs, Export Booster) could be defined more precisely.

Development recommendation 2. For the implementation of the campaigns, basic criteria should be drawn up and a general guideline defined as to what type of content can be included in the campaigns. This should also include a list of the good and most effective practices for the campaigns. This should not however limit the implementation of the campaigns too much, as it is necessary to retain the basic nature of campaigns as experimental proactive and reactive instruments.

Development recommendation 3. In general, it is important to ensure that campaigns will continue to be reactive, experimental, flexible and quick instruments, even if their role and mission are clarified and the methods of operation of the campaigns are defined more precisely.

Development recommendation 4. The 'customership' of the campaign has not been precisely defined, and no customer information has been registered in CRM systems in case of older campaigns. Thus, it is difficult to identify the customers of the campaigns and to generate informa-

tion about the customers' participation and the benefits obtained from the campaigns. Clear criteria should therefore be defined for campaign customers in the continuation. Different types of customers, e.g. core customers and more loosely involved customers could also be designated.

Development recommendation 5. Some of the projects within campaigns have not been strongly synergistic with the goals of the campaigns. The added value of the campaign for the projects should therefore be increased and the connection between project and campaign strengthened. As such, projects should receive more systematic sparring and information from the campaign with which they are associated. They should also be required to demonstrate, based on sparring, that it is possible to produce realistically usable results before they are granted funding.

CLARIFYING THE ROLE AND MISSION OF CAMPAIGNS

Campaigns have proven to be a very useful tool to test the commercial and technical readiness of development ideas and promote their commercialization. Campaigns have the same features as programs and the effects achieved are also similar. Within Business Finland however the understanding of the campaign instrument, its uses, role and possibilities, is neither comprehensive nor universal. In addition, the term 'campaign' is used for a wide variety of purposes. In essence, the evaluated campaigns often function like 'mini-programs' of a special nature while their special quality is not evident from the 'campaign' term itself.

Development recommendation 6. Within Business Finland, understanding of the campaign instrument, its uses, role and possibilities varies. In order to clarify their role, campaigns and the opportunities associated with them should be more clearly communicated within Business Finland while a more extensive understanding of what constitutes a 'campaign' should be developed.

Development recommendation 7. The term 'campaign' does not describe or encapsulate the diverse nature of this instrument particularly well. The word 'campaign' also causes ambiguity, particularly when it is confused or conflated with export campaigns or various other marketing and sales campaigns. As such, Business Finland could perhaps consider whether another term would better describe their nature and role. Greater clarity across the suite of BF instruments would enable the niche position of the 'campaign' to be better defined and understood.

CAMPAIGN EVALUATION IN THE FUTURE

Monitoring information on the implementation of the campaigns, customers and related projects is not systematically produced. As such, there is little information on, or understanding about, the effectiveness of campaigns, while generating this information remains challenging.

No systematic monitoring system currently exists enabling the efficient evaluation and support of the management of the campaigns. In future, monitoring indicators derived from the campaign intervention logic and an infor-

mation system that produces the necessary information should be required in order to support the evaluation and management of campaigns.

Development recommendation 8. In case of the first four campaigns evaluated in this report, it is difficult to assess the separate effects of campaign activities as there has not been a systematic collection on campaigns' clientele. Information is available through Business Finland's customer information system only in respect of campaign customers who have received project or other funding through the campaigns. Aggregated information on those customers who have participated in campaigns and used campaign services but have not received project funding from the campaigns is not however available. In order to better identify potential campaign customers, all customers who have participated in campaigns should be recorded, for example, with a separate campaign code in Business Finland's customer information system. This also necessitates that clear criteria are defined for campaign customers. In newer campaigns, gathering of customer information has been developed and information has been produced the same way as in other Business Finland activities.

Development recommendation 9. In order to support the evaluation of each campaign and management team with evaluation information, an evaluation system based

on the campaign's goals, intervention logic and monitoring indicators should be created and connected to the campaign management system to more broadly to support joint learning and the promotion and dissemination of knowledge and good practices within Business Finland.

BUSINESS FINLAND

Business Finland is an accelerator of global growth. We create new growth by helping businesses go global and by supporting and funding innovations. Our top experts and the latest research data enable companies to seize market opportunities and turn them into success stories.

WWW.BUSINESSFINLAND.FI/EN