Empowering agencies to engage communities

Exploring how public agencies can assess and improve their openness and ability to respond to community influence

Research conducted by **changes**
for the Community Development Exchange
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changes is an independent consultancy specialising in community engagement, community development and active citizenship. Based in the West Midlands, changes works across the UK offering expertise in facilitation, training, research, evaluation and consultancy. Find out more at www.changesuk.net

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- Dudley Primary Care Trust
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  - Directorate of the Urban Environment
  - Directorate of Adult, Community & Housing Services
  - Children's Services
  - Community Safety Team
  - Chief Execs Directorate
  - Neighbourhood Management

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1.0 Introduction

This report describes the results of initial research with representatives of public agencies and includes consideration of early drafts of a new framework to help public agencies explore

- **how open they are to community influence**

in relation to

- **their potential to respond to community influence**

This framework has been given the working title 'Echo'. This reflects the fact that it is a response to the development of the *Axis of Influence*[1], a framework for community networks to assess and increase their capacity to influence public agencies.

1.1 Context

Communities and Local Government, which sets policy on local government, housing, urban regeneration and planning is committed to giving

> *"local people and local communities more influence and power to improve their lives." (Strong and Prosperous Communities, Oct 2006)*

National indicators reinforce this:

- NI4 Percentage of people who feel they can **influence** decisions in their locality
- PSA21: Building cohesive, **empowered** and active communities

In 2005, 'changes' was commissioned by the Community Empowerment Network in Dudley (Dosti) to develop a framework for community networks to assess and improve the influence they have on decisions made by agencies and partnerships.

The resultant *Axis of Influence* plots the 'capacity of community networks to influence' against 'how influential they feel'. It is about members of a network plotting how influential the network is and looking at what they can do to make themselves more influential, whilst recognising that there are some things that are outside their control.

During the research, which involved community, voluntary and statutory sector organisations, it became apparent that there was a missing piece to the jigsaw about **how receptive the statutory sector and partnerships are to community influence**. Members of community networks felt that:

[1] The Axis of Influence was researched and developed by changes in association with Dosti 2005-2007. A handbook on the Axis of Influence, written by changes, published by CDX and funded by NEP is available from www.cdx.org.uk

Stakeholders just want to tick boxes and not necessarily listen to what we have to say

…many of them have their own agendas; they have only so much money they can spend and will give to things that they think will be of benefit….

So, there are two sides to influence. One is about communities becoming more influential and the other is about the public sector being more open to influence

It's not about communities doing more training – it's about service providers learning how to do it. We do need to demonstrate that empowerment and working with communities is worth it and that this makes a difference to achieving targets in health, education and transport for example.
Hazel Blears speech to NEP, 4th March 2008

1.2 Community empowerment at the heart of empowering agencies

The *Axis of Influence* recognises the link between 'influence' and 'community empowerment', by incorporating the five community empowerment dimensions featured in DiCE[2] which provide a useful guide to working in ways which are empowering for individuals – in both community and agency and which result in 'empowerment'.

The five dimensions are about communities which are:

- **Confident** – where you work in ways which increase people's skills, knowledge and confidence – and instil in them a belief that they can make a difference
- **Inclusive** – where you work in ways which recognise that discrimination exists, promote equality of opportunity and good relations between groups and challenge inequality and exclusion
- **Organised** – where you work in ways which bring people together around common issues and concerns in organisations and groups that are open, democratic and accountable
- **Cooperative** – where you work in ways which build positive relationships across groups, identify common messages, develop and maintain links to national bodies and promote partnership working
- **Influential** – where you work in ways which encourage and equip communities to take part and influence decisions, services and activities

[2] DiCE: Dimensions of Community Empowerment: a framework for planning & evaluating community empowerment and community well-being, changes 2008. A guide to the 5 community empowerment dimensions has been produced in a booklet by changes & CDX and funded by NEP. This is available from www.cdx.org.uk

From a public sector perspective, the five community empowerment dimensions respond to issues which you may experience around, for example:

- people not contributing in meetings, not understanding the constraints you are working within or having unrealistic expectations
- 'usual suspects' or the 'same voices' being the only ones you hear, people feeling that others gain favours at their expense or communities feeling hard done by
- not feeling confident that 'representatives' are speaking on behalf of others, initiatives and activities being short-term and fizzling out or 'communities' not agreeing on ways forward
- communities competing with each other, competing demands for your time and resources or duplication of work
- consultation fatigue, getting beyond the targets, having a legitimacy, prioritising what you are doing

Reflecting this, participants in the current research recognise that community empowerment is integral to priorities around community influence and addresses issues, such as:

- ☐ *Only listening to the loudest voices*
- ☐ *'true' engagement / mutual honesty about what is possible*
- ☐ *Open dialogue and understanding of constraints*
- ☐ *Representation of community voices*
- ☐ *Incorporating rights and responsibilities*
- ☐ *Increasing community expectations to consider bigger wider reaching issues*
- ☐ *Developing mutually beneficial relationships*
- ☐ *Do some people have more right to influence than others?*
- ☐ *How to deal with people's own prejudices*
- ☐ *How to choose / mediate between conflicting interests*
- ☐ *Listening to one collective voice*
- ☐ *Our role in developing groups to have a collective voice*

2.0 The research

With the availability of research funding from the National Empowerment Partnership, Community Development Exchange commissioned **changes** to follow up the *Axis of Influence*, and explore a potential framework to illustrate the role of public agencies in relation to community influence.

The intention was to identify the key essentials of a 'tool' that could be used by public sector agencies to consider how open they are to community influence, how to find evidence of this, how to improve their openness to influence and how to identify and clarify those things that impact on their openness to influence.

The development of this second axis, following on from the community networks *Axis of Influence*, reflects the essential two-way nature of the process. As one public sector respondent said:

> *…in the end people can only influence if (we) are listening*

In terms of the research, the focus broadened from 'statutory' to 'public sector' to include all members of the LSP. It was agreed that we were looking at 'public bodies' i.e. partnerships and single statutory sector bodies, working in:

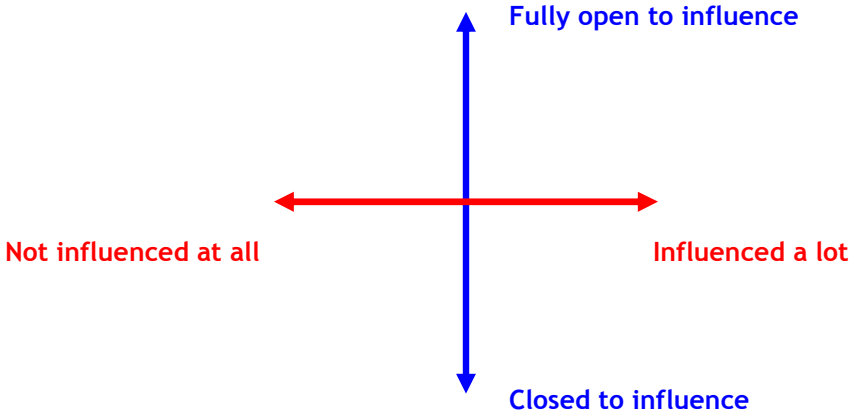
- different fields: health, planning, housing, environmental, PCT ….
- at different levels: operational influence to strategic influence
- with a different focus of influence: service delivery / strategic planning / consultation

2.1 Who we talked to

The 'Dosti' co-ordinator identified an extensive list of potential participants (an initial 29, with the expectation that some would be unable to take part in the timescale available – January to mid-March 2008). In the event we conducted 10 telephone and face to face interviews – some with two members of the same agency or department, with 14 individuals taking part in total. Nine individuals, including five with no previous input, attended a workshop to 'test out' initial findings.

2.2 What we did

changes had drafted ideas for an initial axis/framework (see below), to be tested out with interviewees. It plotted open/closed to influence against how influenced agencies are/have been.



Interview Questions

- What does community 'influence' mean to you? – to your service?
- Why do you want/need to be influenced by communities?
- Looking at the diagram - What is the difference between being open / closed and being influenced or not? (this question is about mechanisms, dialogue and outcomes)
- From a public agency perspective - what does each of these four extremes 'look like'? i.e. can you describe the experience of:
    - Being closed to community influence
    - Being open to community influence
    - Not being influenced at all by communities
    - Being influenced a lot by communities
- So – what is the experience in each quadrant? What is happening for the public agency – what is happening amongst communities?
- How does 'community empowerment' fit into this?

During the first set of interviews it became clear that the original horizontal axis needed re-defining, from 'how much influence' to 'potential to respond'.

At a later stage, the axis turned 90 degrees to avoid the impression of a hierarchical 'ladder' on the axis which considers 'open to influence'.

Follow-up workshop

Following the interviews, information was extracted to contribute to the development of a continuum, of public agencies' openness to influence.

These were then presented back, in their raw state, to workshop participants, some of whom had been interviewed and some not. The aims of the workshop were to give people the opportunity to:

- find out more about the axis and how the interviews have informed its development
- contribute their own thoughts, ideas and experiences

The reasons people gave for attending the workshop seemed to reflect the views of the people that were interviewed. In general there seemed to be a commitment to being more open to influence, and a desire to start thinking about how it might happen, given the sometimes overwhelming scale of the task!

> *I'm on a learning curve*
>
> *Everyone ought to go through this process – it makes you really think*
>
> *I'm very interested in how we as an organisation can influence change*
>
> *I am interested in how can we better engage with the community – and wonder if and how this fits into our Community Engagement strategy*
>
> *I thought it was fascinating when I was interviewed, it rings lots of bells!*

By the end of the session those who attended said that they felt:

Enthusiastic – hopeful – proud – inspired – positive about way forward – good – made me want to re-assess my current situation – influential – positive – wish more people could catch my enthusiasm

3.0 Findings

The following findings, based on information from the initial interviews and workshop, are presented as:

- Exploring 'influence' – what does it mean to people
- What do we mean by 'community'
- Why agencies need/want to be influenced

3.1 Exploring 'Influence'

We asked people what influence means to them and received a whole range of responses which reflect the observation that it *'means different things to different people'*, including:

Outcome

- Changing approach
- Changing opinions
- Influencing communities to be able to influence us
- Making a difference
- Having an impact
- Have your say
- Communities can influence a decision / outcome – or they can influence a decision maker
- Causes me to act in a way which I would not otherwise do – not my planned or usual response

Method

- Helping communities to understand how our services work and why they work in the way that they do
- The ability to affect/bring about change
- Process centred around negotiation (shared understanding)
- Dialogue
- Decision making
- Forming relationships
- Promoting
- Being considered
- Listening v action (different)

In addition to being about outcomes or method/approach, 'influence' can take different forms depending on whether it is being used in a sense that is strategic, operational, tactical or personal. It is about power relationships – and is not always a win-win.

3.2 What do we mean by 'community'

Although it didn't ask this specific question, inevitably the research threw up the question of what we mean by 'community'.

The following illustrates that there are many different 'communities' depending on a whole variety of factors and that consideration needs to be given to the implications of this in the community engagement strategies of statutory sector agencies.

It is also clear, although not surprising, that different agencies have different understandings of 'community'. The health service, for instance, whilst having a very clear focus on the treatment of individual members of the public at surgeries, hospitals and clinics, also have contact with a whole range of organised groups around different health issues and people experiencing the same condition (e.g. diabetes groups, coronary care, carers) – which would be viewed as 'communities of interest'.

Local authorities, on the other hand, may have a stronger focus on geographical communities through initiatives like Local Area Agreements, Comprehensive Area Assessments, Ward committees, Area panels etc. although not to the exclusion of communities of interest, such as carers groups, developers, lobbyists, landowners.

The police may transcend the two with, for example: a focus on particular crimes (victims or perpetrators of domestic violence), or on an area experiencing a particularly high rate of burglary.

All agencies may have a recognition of, and particular initiatives focused on, communities of identity: youth diversion programmes, Race Hate incident group, homophobic crime reporting initiatives.

This brief exploration nicely illustrates the complexities of the term 'community'!

3.3 Why agencies need/want to be influenced:

This question seemed much more straightforward than the one asking people to say what they understand by the term 'community influence'. Responses were very clear and they illustrate a mixture of statutory requirement and desire (for the benefit of agencies and/or for the benefit of communities):

> *It is a requirement through the White paper: duty to cooperate with partners and a duty to engage*
>
> *We have a legal duty to engage*
>
> *We are public servants*

Communities are tax payers

It can be part of 'giving ownership' and increasing respect for facilities, for example, so they don't get ruined

Research shows that the more that people feel engaged in the design and delivery of services, the more satisfied they are likely to be with the council

To be able to provide quality and flexible services that meet community needs

We should be accountable to communities in terms of service delivery

So that people can have some power and influence over their lives

It is important to have a common vision and a shared purpose

While there is a general acceptance that, 'being influenced' in some way by 'the community' is a good thing, it is recognised that there are also some challenges. For example:

- Being influenced can be very threatening and….by its nature it is a challenge
- There are often competing interests over the same issue
- Tensions between elected members, (especially back bench Councillors who can often feel disenfranchised), and participative democracy involving community groups and representatives

4.0 Introduction to the 'echo' framework

The following framework plots:

1. How open statutory agencies are to community influence
This is about the structures, processes, attitudes, skills and cultures that make an agency open to influence by communities

In relation to

2. Their potential to respond to community influence
This is about legal, financial and practical constraints which impact on an agency's potential to respond

The relationship between the two, and the continuum from being closed to being fully open to influence, are demonstrated on the axis overleaf. It's about moving towards being more open with a proviso that public agencies need to be clear about when influence is not possible. Eight intermediate positions are identified between being open and closed to community influence, each with a descriptor and a series of characteristics which explain the detail.

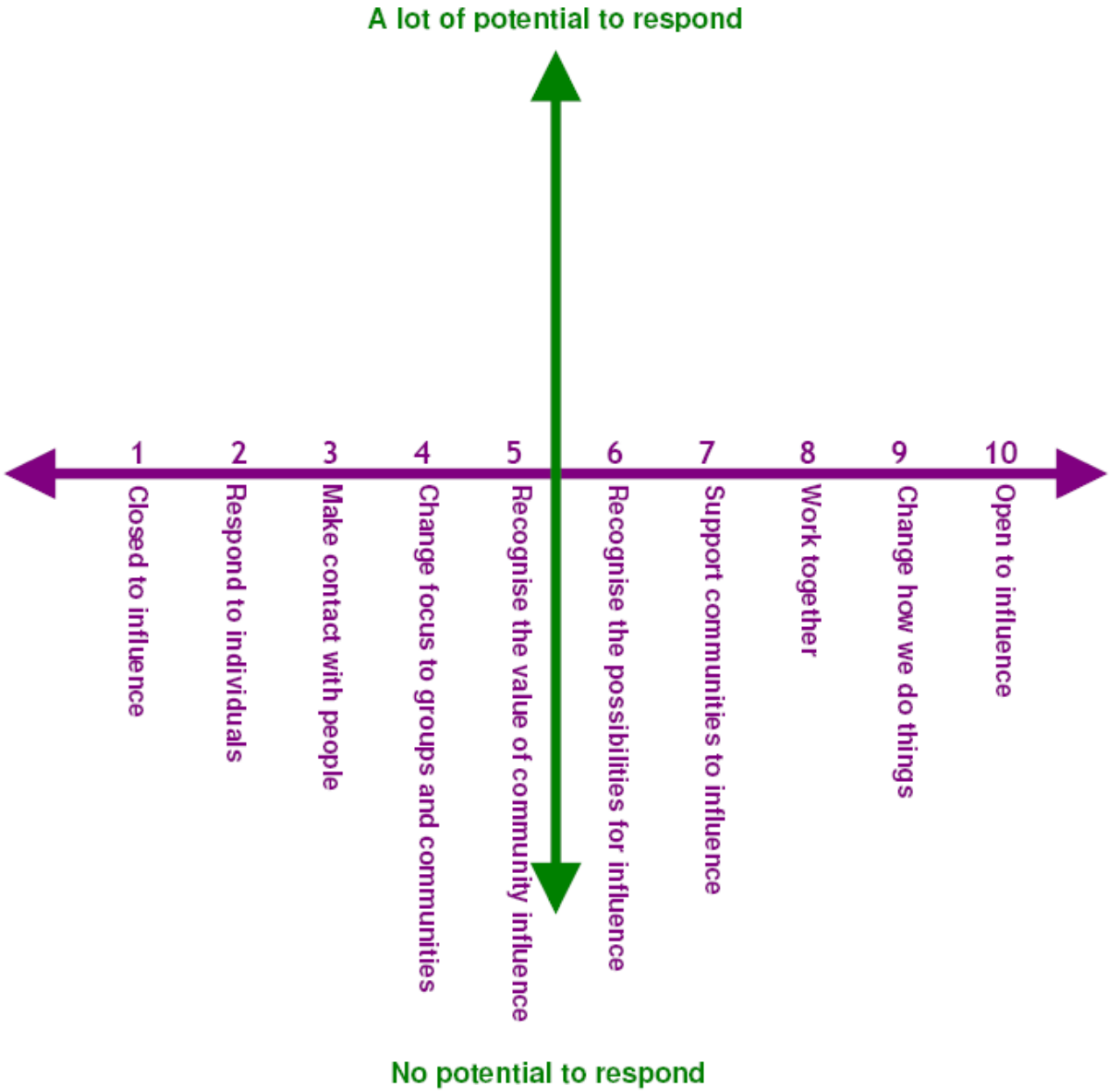
The characteristics and the interpretation of the vertical axis (agencies' 'potential to respond') have all been identified through the research.

The intention is to develop the framework so it is relevant for different public agencies (the language – a move away from 'statutory' is to reflect the relevance to partnerships) working on and with different issues, on different scales at different times. Assessment of position on the axis provides a 'snapshot in time' of the agency's openness to community influence and their potential to respond.

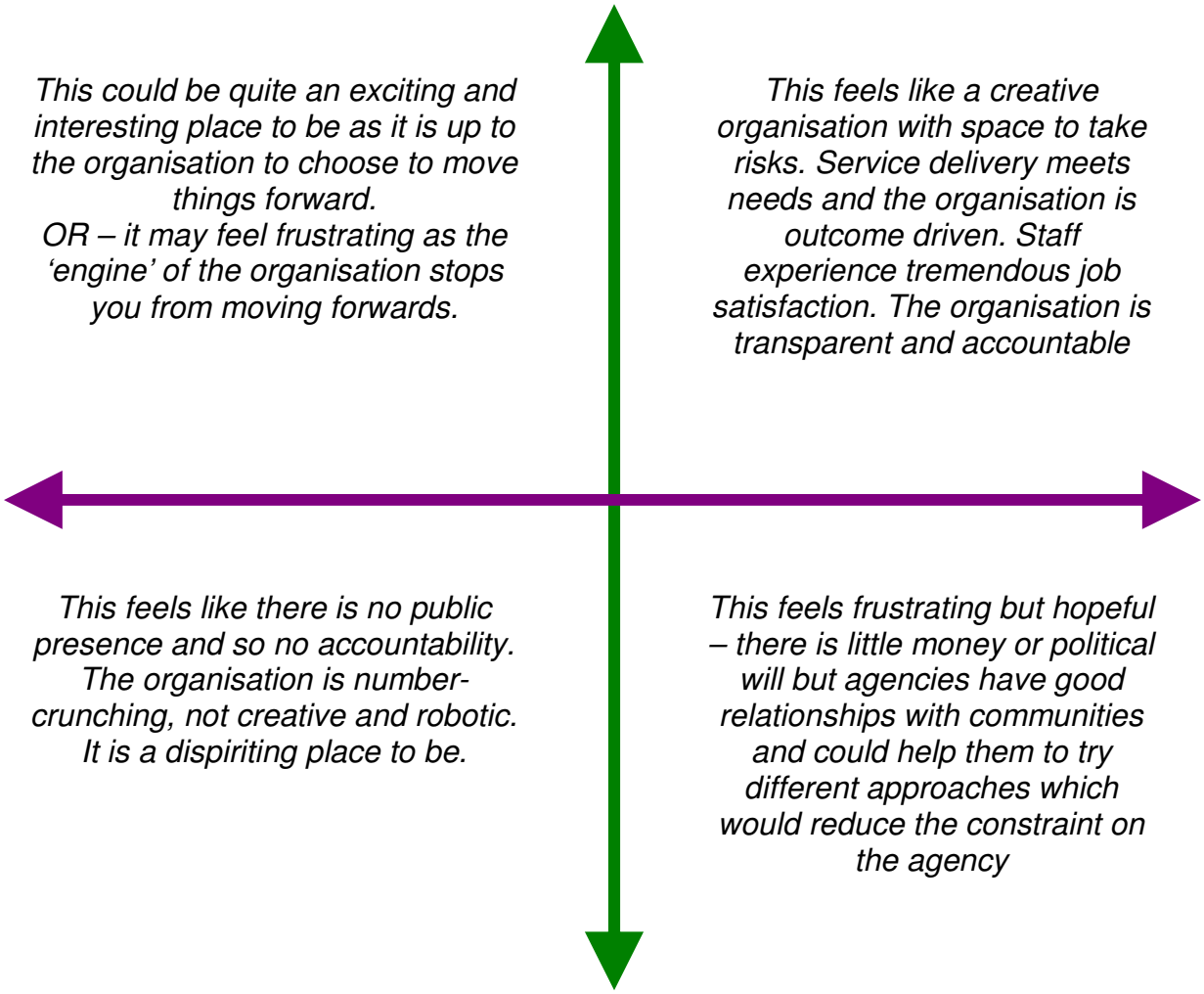
Echo can be used to help:

- prompt discussion about your agency and community influence
- identify your position on the framework
- compare your position with others, with partners
- recognise why things are – or are not – working
- understand and articulate the complexities of community engagement
- identify the things you need to do to be more open to influence
- plan improvement

‘echo’


A lot of potential to respond
1
Closed to influence
2
Respond to individuals
3
Make contact with people
4
Change focus to groups and communities
5
Recognise the value of community influence
6
Recognise the possibilities for influence
7
Support communities to influence
8
Work together
9
Change how we do things
10
Open to influence
No potential to respond

Each quadrant of the axis reveals a different experience for public agencies, for example:



4.1 Horizontal Axis – open or closed to community influence?

The positions and their characteristics

The positions on the horizontal axis, illustrate a shift from doing things **to** communities to doing **with** – encouraging an empowered and engaged community. Individual agencies may well want/need to develop their own sets of additional 'characteristics' which make sense to them.

Position 1: Closed to community influence
The following are the characteristics of an organisation that is closed to influence:

- The concept of 'community influence' is not on the agenda and/or not understood
- There is a reluctance to be proactive and consultation is likely to be of the 'tick box' variety
- There is no real consideration of the implications of actions in a locality and no impact assessments
- Decisions are normally made based on professional knowledge only
- Community engagement is an add-on and only consultants do the consulting
- Bureaucratic structures, budgets, politics, targets and timescales make meaningful engagement very difficult
- Services are bureaucratic and inaccessible and based on ease of delivery
- There is no 'real' partnership working and no sharing and engaging with other agencies
- It doesn't occur that 'communities' might have something to offer the process
- The use of technical language and acronyms that can (intentionally or unintentionally) put up barriers to engagement
- Budgets and resources are used (intentionally or unintentionally) to put up barriers to engagement

Position 2: Respond to individuals
The agency reacts to *individual* users and customers and this is appropriate in terms of a 'customer focussed approach' and the individualisation of services as outlined in the government's plan for a new standardised framework for local public service provision. However, the plan also talks about increasing community consultation and involvement. The challenge for service providers and public bodies may be to balance these two and distinguish when consultation needs to be about more than individual views.

At this stage, agencies may:

- recognise and respond to individual needs and demands
- listen mainly to those who shout - 'we are open to the loudest voices'
- only make decisions based on their own judgements, on what **they** define as 'need'
- fulfil legal requirements to inform the public and carry out selective consultations
- work with individuals who support what they do
- only build relationships across sectors with individuals

Position 3: Make contact with people
Agencies are more proactive although contact tends to be made on the agency's terms, expecting people to fit into existing structures. This is about public (individual) engagement.

The agency is likely to be visible to the public so that people know about available services and how to make contact. It may:

- Ask people for their views/wish lists
- Hear views and opinions
- Get the message across that people's thoughts are welcome
- Respond to individual customer feedback
- Consider the needs of individuals if it holds meetings (e.g. access, timings etc)

However, it won't necessarily act on these views and the professionals will make decisions based on their expert knowledge only. This may be a case of 'taking people with us' but, only on our terms!

Position 4: Change focus to groups and communities
The agency recognises when it is appropriate to work with 'communities' – shifting its focus from individuals. It understands that there will be competing demands and that services impact on communities, as well as individuals. This is also about recognising that the views of individuals don't necessarily 'represent' the views of others/communities.

The agency is likely to:

- understand what it means by 'community' in a particular context and share this understanding with others
- realise the limitations of working with individuals and actively seek the opinions of organised and constituted groups, offering practical opportunities for people to come together and have a genuine say
- recognise that its activities with one community will have consequences for other communities
- understand why some communities work with it more readily than others and make efforts to reach out and listen to those less frequently heard
- be aware of and listen to communities affected by a particular service or decision

Position 5: Recognise the value of community influence
The agency recognises and acknowledges the value of community influence: improved relationships, community focussed decisions and appropriate and effective services. There is an understanding that community influence can be beneficial to agencies as well as communities and it is viewed as a challenge and an opportunity rather than a threat.

At this position the agency may:

- Understand what is meant by 'community influence'
- Realise that what it is currently doing is not enough – it needs to think about, plan and take action for communities to be able to influence it
- Recognise that community influence can save time and money and that communities can influence things to its advantage
- Actively listen and genuinely want to understand what people are saying – what is important to them
- Know which communities it is talking to, why it is talking to them and implications for communities it is not talking to
- Recognise that community influence can lead to longer term outcomes and sustainable action

Position 6: Recognise the possibilities for community influence

Having recognised the value of community influence, the agency begins to explore possibilities – the broader 'landscape' that the agency operates within: the political landscape, the community landscape, the organisational landscape.

The agency recognises that it has a role to play in encouraging communities to influence.

The agency is aware that its own structures and processes can have a positive or negative impact on 'possibilities for community influence'

The agency is likely to:

- Recognise the relationship between representative and participative democracy: the challenges and opportunities for distinct or complementary ways of connecting with communities
- Understand how communities organise and the time it takes for processes and/or mechanisms to support community influence to be put in place
- Have increasing clarity about how the context – political, social, economic – impact on its potential to respond – and it articulates this so communities know and understand the constraints

Position 7: Support communities to influence

Agencies take a proactive role to support and inform communities so that they meet service providers on an equal footing and are influential on relevant bodies and committees. It is also about ensuring that people in communities have the time and resources to 'represent' more than just their own voice.

This is about playing a key role in bringing people together in groups – either to work on issues identified by themselves or to look at issues raised by public agencies. At this stage, agencies are aware of how to reach different groups and of 'empowering' ways of working. Communities are encouraged to recognise their tremendous lobbying power.

The agency is likely to:

- Bring people together in groups and support them to work together
- Target those communities who are less vocal in getting their voices heard and support them to take part
- Give groups information about the organisation's given priorities, structures and constraints
- Help people to have a collective understanding about how services work and why they work in the way they do
- Find different ways for groups to communicate to help them to take part
- Inform communities about the wider consequences of decisions and actions
- Advocate on behalf of groups
- Have good connections with communities
- Recognise the expertise in communities
- Recognise that professional power can get in the way of genuine dialogue
- Encouraged communities to increase their expectations

Position 8: Work together

Agencies create positive alliances with communities, other departments and agencies, and develop intelligence-led approaches which build on existing work. Services are aligned to each other e.g. Neighbourhood policing is aligned to neighbourhood management and there are broad cross-cutting targets across agencies and departments

They have a variety and range of engagement processes, structures and opportunities that are responsive to the ways that communities organise

Senior staff are involved and take a clear leadership role within and across agencies and departments.

Partners can make decisions in the timescale allocated as these are realistic for partners and communities.

Agencies are likely to:

- Have a Community Engagement Strategy
- Work with other agencies to link with communities
- Work with 'communities' affected by what it is doing
- Work with others to investigate issues and decide actions
- Encourage good connections between colleagues in different departments
- Have good connections with key people from other agencies
- Understand the priorities of other agencies and departments and how they relate to it
- Feed back on actions
- Have joint guidelines for working together and realistic expectations of each others contribution
- Have dialogue about the 'non-negotiables'

Position 9: Change how we do things
This is about cultural change, not about individuals. There is willingness and flexibility to change how things are done at all levels of the agency and community engagement is integrated into people's jobs. The agency considers the bigger picture and is involved in effective partnership working with a consistency of vision. It has a commitment to ensure that 'community influence' feeds into the priorities and practice of the agency.

The agency is creative about the way 'targets' are delivered and is willing to challenge national targets and timescales.

Internally:

- Staff are supported to do things in a different way and have the authority to make decisions
- Staff have the relevant skills, knowledge and attitudes to engage with communities and encourage community influence
- Agencies reflect on their work with communities and record evidence of communities 'feeling they can influence decisions' (NI4)
- Agencies have strategies for dealing with competing community demands

Externally, agencies:

- Recognise power differences between communities
- Broker relationships between elected Members and communities who are influencing
- Feed back to communities and follow up on what happens
- Appreciate the time, energy and commitment given by communities
- Test decisions, strategies and plans to check that this is what communities want
- Share good practice

Position 10: Fully open to influence
The characteristics here reflect the outcomes of positions 2 – 9.

- Agencies have constructive relationships with communities and a better understanding of what life is like for different people.
- Staff feel supported by the agency to have dialogue with communities around priorities and possibilities
- Agencies provide the best possible quality services for the greatest number of people
- Agencies are outcome focused
- Service delivery reflects - or is reinforced by - input from communities

Communities experience the value of being engaged with public agencies. They:

- Know the results of their influence
- See the link between their input and the result

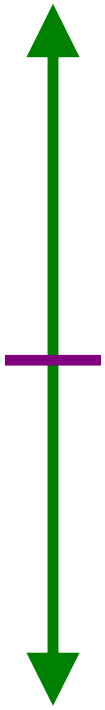
- Feel confident that they have been heard
- Understand why things change – or not
- Understand different views and perspectives
- Feel they can influence things
- Know how they can influence things

Community networks have identified the following as their indicators of being influential. The network:

- Is consulted and asked opinions
- Takes part in joint decision making
- Has a formal place on relevant Boards / Partnerships etc.
- Is involved in the process of shaping priorities
- Can identify its contribution
- Is invited to chair/facilitate partnership meetings
- Is encouraged and supported to take part (by other partners)
- Instigates joint discussions about power, boundaries, roles, function of the partnership etc
- Provides feedback which is sought and valued
- Sees desired changes arising from its challenges

4.2 Vertical axis – potential to respond?

A lot of potential to respond



No potential to respond

'Echo' is flexible enough to be useful to different agencies working with different issues and experiencing different constraints.

The vertical axis is about those constraints that are – or may be - **outside the agency's control,** whether they be legal, structural, environmental, political, economic.

Through identifying where they are placed on the vertical axis, public agencies will be encouraged to discuss the issues that affect their potential to respond and establish the difference between enduring constraints and those which can be changed with a will to do so!

The research has identified certain factors which impact on agencies' potential to respond. There will be many others, but examples which give a flavour, include:

Targets (and performance measures)
Are we 'Hitting the target but missing the point'?
Issues surrounding targets were recurrent throughout the research. For example:

- Targets may not meet local needs or be based on local priorities
- Public agencies have limited influence over targets
- Can miss the purpose – leading to work which makes little sense for communities – and for agencies!
- Communities do not know how to work 'with' agency targets so get frustrated when we can't do anything
- Targets can be used as a reason for not being open to influence.
- Targets can be creative and offer an opportunity to open up a dialogue with the 'community' about what actions and activities would help meet the targets, at the same time as benefiting the 'community'

Political machinery
Local political structures and cultures can have an impact and there may be issues around:

- Aspects of representative democracy
- A new – or ongoing - Political Party in power
- Local divisions between Political Parties

The law & national rules
National legislation, policy directives and statutory duties can affect agencies potential to respond:

- Legal frameworks and equalities legislation
- Health & safety
- Safety concerns and risk assessment
- Layers of compliance mechanisms
- Finite periods of time for consultation & involvement
- Allocated statutory time periods for some implementation e.g. planning

Ability to influence others
This was a central theme arising from the research, where people talked about their own personal experience of being unable to influence in their own settings:

> *"when I try to influence and persuade, I get nowhere so, if I can't, how can communities"*

This might be about being unable to influence:

- More senior staff
- Other organisations / departments / partners
- Resource allocation
- The private sector *"whose motivations are different but whose practice impacts on us and the recipients of our services"*

Power differentials

- Local authorities, because of their legal duties, size, staffing and resources may be seen as more powerful than partner agencies and communities which may make them reluctant to respond/take the initiative and be seen to be 'leading'
- Public agents may perceive some personal risk – 'sticking their necks out' – and could be scapegoated when things don't go to plan

How 'community' is defined and understood
This may well affect different agencies' potential to respond – where communities may be identified by their geographical location – where agencies can legitimately focus their services. Interest-based groups which operate across those geographical boundaries may not be served by, for example neighbourhood based schemes or targets.

Even if an agency has a method for considering different view points there could be an impasse when VCS and third sector priorities are oppositional. (This is more likely to happen where there is no infrastructural development work being done which brings together those groups to be part of the partnership process).

Potential to respond may be increased by:

- Statutory obligations, comments included:

There is a requirement through the White Paper for us to work with communities

Local authorities have a legal duty to engage
We are public servants
Communities are tax payers

- Consensus of view, when the issues identified as priorities by communities coincide with those identified by public agencies

4.3 Further work

There is further work to be done to:

- clarify each of the characteristics and their meaning
- explore application of the framework
- explore potential for a wider audience
- test the framework, further refine and pilot it
- develop case studies