

Action guides on user engagement and official statistics

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The Office for Statistics Regulation

Statistics should serve everyone, helping enhance knowledge about every section of society and the economy, and people's place within them.

The Office for Statistics Regulation (OSR) provides independent regulation of official statistics produced in the UK. Official statistics are statistics produced by Crown bodies and other organisations listed within an [Official Statistics Order](#), on behalf of the UK Government or the devolved governments. We help ensure that statistics serve the public good as public assets that are widely used to provide insight, inform understanding and shape action.

We aim to enhance public confidence in statistics produced by government by setting the standards that they must meet in [the Code of Practice for Statistics](#). We ensure that producers uphold these standards by conducting reviews of statistics against the Code. We also report publicly on system-wide issues and on the way statistics are being used, celebrating when the standards are upheld and challenging publicly when they are not.

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Action guides on user engagement and official statistics

This action guide set supports producers to apply the [Code of Practice for Statistics](#). It is for official statistics producers who need to engage users and other interested stakeholders, and, where appropriate, involve members of the public when planning, producing, developing and communicating official statistics. It helps producers decide who to engage, when public involvement may be needed, what approach is proportionate, how to record evidence, and how to explain what has changed as a result.

Good engagement should be a two-way process. It involves listening actively, inviting challenge, understanding different perspectives and being open about how insight has shaped decisions. Where people's views cannot be acted on, producers should explain the reasons clearly and constructively. Engagement should inform decisions, not determine them automatically. Producers should use professional judgement to balance engagement evidence with statistical quality, methods, comparability, legal and ethical requirements, feasibility, burden and the wider public interest.

Choose the guide that best fits your role

This action guide set includes an overarching guide for shared context and three role-based guides:

- **Overarching guide:** start here if you are new to user engagement and public involvement, or need shared context before using a role guide
- **Senior statistical leaders guide:** use this if you set expectations, provide resources, assure engagement and champion good practice
- **Statistics leads guide:** use this if you plan engagement, coordinate teams, support analysts and use evidence in decisions
- **Analysts guide:** use this if you carry out engagement, record findings and apply insight to outputs

Use the guides alongside self-evaluation, planning, governance and development work, so that engagement becomes part of routine statistical practice rather than a separate exercise.

Keep in touch

Contact OSR by emailing regulation@statistics.gov.uk if you have any questions about user engagement and public involvement.

Useful resources

- [Code of Practice for Statistics](#) – sets the statutory standards that those producing official statistics should apply to deliver statistics that serve the public good
- [Short guide on Standard 8: Be relevant](#) – includes good practice examples on statistical decision making and engaging users
- [Public involvement and engagement in official statistics \(PIE\): A toolkit for statistics producers](#) – OSR practical guidance to help producers plan proportionate user engagement and public involvement
- [OSR guidance on user engagement](#) – OSR's expectations and guidance on how producers should understand users and use engagement evidence
- [Government Design Principles](#) – the UK Government's principles for designing public services that are accessible, user-centred and easy to use
- [Understanding accessibility requirements for public sector bodies](#) – the UK Government's guidance and tools to help public sector bodies meet digital accessibility requirements

Overarching guide on user engagement and official statistics

Producers should engage users and other interested stakeholders to understand the value, relevance and potential impact of their statistics – we call this user engagement in this guide set.

A user is anyone who uses, may use or relies on official statistics directly or indirectly. Users can include policymakers, public bodies, researchers, businesses, journalists, community organisations and members of the public. Other interested stakeholders are people or organisations who may not use the statistics directly, but have an interest in how they are collected, produced, presented or used.

In some circumstances, producers should also consider whether to involve people or communities represented in the data. This may be particularly important where statistics are collected or produced about specific communities, sensitive topics, or issues that could affect public trust, understanding or interpretation. In this guide set, we call this public involvement and engagement.

This guide set has been informed by the OSR's [user engagement framework](#) and [public involvement and engagement toolkit](#). It offers practical suggestions on the principles to consider, who to engage, when engagement may be needed, how to be proportionate and what to record. It should help official statistics producers choose engagement that gives the evidence needed and is meaningful, inclusive and proportionate to the decision, sensitivity, risk, likely impact and public interest.

User engagement means being open, listening and responding

User engagement means understanding the needs, uses and views of people and organisations who use, may use or rely on official statistics directly or indirectly. It is more than telling people what has already been decided. It means listening to what users need, hearing concerns and using that insight where there is scope to influence decisions. Listening and responding does not mean doing everything users or stakeholders ask for; it means considering engagement evidence carefully and explaining how it has informed decisions. Producers may need to balance different user needs, methodological considerations, quality, coherence, feasibility, burden, legal requirements, resources and the wider public interest.

Use proportionate engagement

The toolkit emphasises that producers do not need to involve or engage the public in every decision. Decisions about the level and type of involvement or engagement should be

guided by the evidence needed, the scale of the statistical work, the use of the statistics, the level of sensitivity, public interest and likely burden on participants and producers.

User engagement requirements in the Code of Practice

The [Standards for Official Statistics](#) in the Code explicitly require producers to understand and respond to user needs and inform their statistical planning. This is set out in Value – [Standard 8: Be relevant](#).

The Code also requires transparency and behaviours that support public confidence. This is set out in Trustworthiness – [Standard 1: Show integrity](#).

In specific circumstances, such as sensitive topics, new data collection or significant changes, producers must consider evidence on how the use of data is viewed by society and explain their decisions. This is set out in Trustworthiness – [Standard 4: Manage data responsibly](#), practice 4.2.

The Code requires producers to be transparent about statistical developments and provide opportunities for users to be involved in evaluating the statistics. This is set out in Quality – [Standard 7: Be open about quality](#), practice 7.6.

Putting the Code into practice

Engagement should be ongoing, systematic, proportionate and transparent, and embedded throughout the statistical lifecycle. Not every piece of statistical work needs a separate engagement exercise, but producers should be able to show how users and, where appropriate, people or communities represented in the data have been considered.

Good engagement gives people time and space to share views and be heard. It should help producers understand what matters to users and the public, not just explain decisions already made. The insights should support producers to make decisions about what statistics are needed or are no longer required.

The sections below set out practical guidance on the principles to consider, who to engage, when engagement may be needed, how to choose a proportionate approach, and what to record.

Strategic principles for effective user engagement

Apply these principles when deciding who to engage, what approach is proportionate, and how engagement insight should be used and explained.

- **Plan and be proportionate:** build engagement into statistical planning and choose methods that give the evidence needed

- **Listen and understand:** give users and the public time and space to share needs, concerns, experiences and challenge
- **Be inclusive and accessible:** engage a range of users and user groups, including under-represented groups where appropriate
- **Use insight and act:** use engagement insight as evidence to inform professional judgement about priorities, methods, outputs, communication and decisions where there is scope to do so
- **Be open and explain:** show what was heard, how different views were weighed, what changed, what did not change and why. Be clear about constraints, trade-offs and decisions that are out of scope
- **Collaborate and share learning:** work across teams, use partners where they can broaden reach, and share or reuse existing evidence

Who to engage

Think broadly about who to engage so you hear a range of perspectives and have enough evidence to support decision making.

- **Institutional users** such as policymakers, public bodies, researchers, businesses and community organisations
- **Intermediary users**, meaning people or organisations that help others find, understand or use statistics, such as journalists, fact-checkers, advocacy organisations and representative bodies
- **Members of the public** including those represented in the data, those affected by decisions informed by statistics and under-represented groups

After identifying who may need to be engaged, consider where engagement can inform decisions across the statistical lifecycle.

When to engage

Engage users and the public when decisions may have a material impact, when there is a clear evidence gap, or when user needs may have changed:

1. **What statistics to produce or prioritise:** explore benefits, public acceptability, data needs, risks and value for money
2. **What methodology to use:** test fitness for purpose, improve explainability, and protect trust, continuity and correct use of statistics
3. **How people are represented:** engage groups on categories, terminology and framing to support fair and accurate representation, taking account of evidence, feasibility and relevant legal requirements

4. **Data trust and acceptability:** understand attitudes towards data collection, sharing, security and governance
5. **Usability and accessibility:** test comprehension, navigation and preferred formats with a range of users

Once you have identified where engagement can inform a decision, choose the method or mix of methods that will give the evidence you need.

Proportionate engagement methods

Be clear about the purpose of engagement, what users or members of the public can influence, and what is outside scope. Proportionate engagement is not only about matching the scale of activity to the level of risk or impact. It is also about choosing the right mix of methods for the evidence you need.

- **Lightweight methods:** feedback inboxes, short surveys and usage analytics can help monitor emerging trends, validate whether issues are widespread, and gather quick feedback with low burden
- **Targeted methods:** workshops, focus groups, cognitive testing and advisory panels can provide deeper insight into specific user needs, barriers, concerns or possible solutions
- **Using methods together:** combine approaches where this gives better evidence, such as using a survey to identify a pattern and interviews or workshops to understand it
- **In-depth methods for high-stakes issues:** use public dialogues, citizens' juries or panels where decisions are sensitive, new, high profile or likely to affect public trust

Recording and using insight

Engagement should lead to clear evidence and action. Record what you heard, how it informed decisions and what changed as a result.

- **Maintain an engagement log** to record needs, insights, decisions, constraints and actions. Use other simple tools, such as needs statements or journey maps, to organise, understand and share engagement insight
- **Use insight** to inform statistical development, prioritisation, methods, outputs and communication decisions
- **Publish summaries** of engagement outcomes where this supports transparency and feedback about the impact of the engagement

Questions to reflect on

Use these questions to check whether your approach is clear, proportionate and sufficiently evidenced.

- Have we identified the main users, potential users, intermediary users and people or communities represented in the data?
- Have we explained what users or members of the public can influence, and what is outside scope?
- Have we explained how engagement evidence was weighed alongside methodological, practical and public interest considerations?
- Have we chosen a method, or mix of methods, that gives the evidence needed and is proportionate to the decision, sensitivity, risk, likely impact and public interest?
- Have we recorded what we heard, what we changed, what we could not change and why?
- Can we show how engagement evidence has informed planning, prioritisation, methods, outputs or communication?

Action guide for senior statistical leaders on user engagement and official statistics

Purpose

This guide is for senior leaders, including Heads of Profession for Statistics and lead officials. It is based on the [OSR user engagement framework](#) and [public involvement and engagement toolkit](#). It shows ways that senior leaders can set expectations, provide leadership and create the conditions for proportionate, inclusive and transparent engagement.

This includes supporting teams to engage a broad range of people in accessible and respectful ways, go beyond familiar contacts, and involve members of the public where decisions are sensitive, high profile or likely to affect trust, representation or acceptability. The aim is to ensure official statistics meet the [Code of Practice for Statistics](#) and serve the public good.

In this guide, users are people or organisations who use, may use or rely on the statistics. Other interested stakeholders may not use the statistics directly, but have an interest in how they are collected, produced, presented or used. People or communities represented in the data may also need to be involved where their perspectives are needed.

Who this guide is for

Use this guide if you are responsible for setting organisational direction, making resourcing or prioritisation decisions, assuring statistical work, or ensuring engagement supports the public value of official statistics.

Summary of actions

1. **Plan and be proportionate:** set expectations, provide resources and ensure engagement is built into statistical planning and governance
2. **Listen and understand:** expect teams to understand users, intermediary users and people or communities represented in the data, including people whose needs may be less visible
3. **Be inclusive and accessible:** support teams to reach a range of perspectives and choose engagement approaches that are accessible and respectful
4. **Use insight and act:** use engagement evidence in prioritisation, assurance, resourcing and decisions about statistical work

5. **Be open and explain:** make sure teams explain what changed, what did not change and why
6. **Collaborate and share learning:** promote joined-up engagement across teams, professions and external partners

1. Plan and be proportionate

- Set an organisational expectation that engagement is ongoing, proportionate and embedded in statistical planning, not treated as a one-off exercise. Seek and secure senior leadership buy-in
- Prepare an organisational strategy for how user engagement and public involvement ([practice 8.5 of the Code](#)) will inform statistical priorities, developments and communication
- Ensure teams include a planned engagement approach in relevant work programmes, developments and major changes
- Provide the time, skills and support teams need to choose engagement methods that give enough evidence for the decision, sensitivity, risk, likely impact and public interest
- Ask teams to be clear from the start about the purpose of engagement, what people can influence and what is outside scope

2. Listen and understand

- Expect teams to identify users, potential users, other interested stakeholders and, where appropriate, people or communities represented in the data before important decisions are made
- Ask teams to consider who is represented in the data, who is affected by decisions informed by the statistics and whose views may be missing from existing engagement evidence
- Create a culture where challenging feedback is welcomed and used to improve understanding, rather than avoided or treated as a risk
- Encourage teams to give users and the public enough time and space to explain needs, concerns, trade-offs and practical impacts

3. Be inclusive and accessible

- Support teams to reach beyond established user groups, including under-represented groups and people whose views may be missing from existing evidence

- Encourage methods that reduce barriers to taking part, minimise consultation fatigue and support meaningful involvement
- Consider in-depth methods, such as public dialogues or panels, where decisions are sensitive, new, high profile or likely to affect public trust
- Ensure materials are clear, accessible and suitable for people with different levels of confidence using data

4. Use insight and act

- Use engagement evidence to inform work programmes, prioritisation, resourcing and decisions about starting, changing or stopping statistics
- Review whether user engagement and public involvement have been considered in governance, assurance or sign-off processes
- Ask teams to show what they heard, how it was considered and what changed as a result
- Expect teams to show how engagement evidence has been balanced with professional judgement, statistical quality, feasibility, resources and wider public interest considerations
- Ensure engagement records capture user needs, public views, decisions, constraints and actions taken

5. Be open and explain

- Set expectations that teams explain what changed, what did not change and why, including when user needs cannot be met
- Ensure teams are transparent about methodological changes, data sources, risks, limitations, constraints and trade-offs
- Support clear and proactive communication that helps users understand and use the statistics appropriately
- Recognise that public confidence depends not only on technical quality, but also on how well producers listen, respond and explain decisions

6. Collaborate and share learning

- Promote joined-up engagement across analytical, policy, operational, communications and user research functions
- Use cross-government groups, GSS communities and civil society partners to share insight, reduce duplication and broaden reach

- Encourage teams to reuse existing engagement evidence where appropriate, and to share learning so future work builds on what is already known

Questions to reflect on

- Have we set a clear organisational expectation for proportionate user engagement and public involvement?
- Can we show, through our strategy, planning or governance arrangements, how engagement evidence informs statistical priorities and decisions?
- Do teams have enough support, time and capability to engage well?
- Are teams choosing methods, or a mix of methods, that give the evidence needed and are proportionate to the decision, sensitivity, risk, likely impact and public interest?
- Can governance and sign-off processes show how engagement evidence has informed decisions?
- Are we transparent about what changed, what did not change and why?
- Are we reducing duplication and burden by joining up engagement across teams and government?
- Are we creating a culture where teams listen openly to users and the public, including when feedback is challenging?

Action guide for statistics leads on user engagement and official statistics

Purpose

This guide is for statistics leads who manage statistical work, shape work programmes, oversee engagement activity and support analysts to apply the Code in practice. It is based on the [OSR user engagement framework](#) and [public involvement and engagement toolkit](#). It shows practical ways to plan proportionate engagement with users and other interested stakeholders, use insight in decision making, and make engagement part of routine statistical production and development.

In this guide, users are people or organisations who use, may use or rely on the statistics. Other interested stakeholders may not use the statistics directly, but have an interest in how they are collected, produced, presented or used. People or communities represented in the data may also need to be involved where their perspectives are needed.

Who this guide is for

Use this guide if you lead a statistics team or programme and need to turn organisational expectations into practical engagement plans, evidence records and transparent decisions.

Summary of actions

1. **Plan and be proportionate:** turn organisational expectations into practical engagement plans, evidence records and governance processes
2. **Listen and understand:** map users, other interested stakeholders and, where appropriate, people or communities represented in the data, and create opportunities to hear needs, concerns and challenge
3. **Be inclusive and accessible:** choose methods that reach a range of voices and reduce barriers to taking part
4. **Use insight and act:** use engagement evidence and professional judgement to shape priorities, methods, outputs and communication
5. **Be open and explain:** show what was heard, what changed, what did not change and why
6. **Collaborate and share learning:** join up engagement across teams and use existing evidence wherever possible

1. Plan and be proportionate

- Embed user engagement and public involvement into team plans, work programmes and governance structures
- Be clear about the purpose of engagement, what people can influence and what is outside scope
- Choose a proportionate approach based on the evidence needed, the decision, sensitivity, risk, likely impact and public interest
- Plan engagement early enough for users and the public to influence decisions where there is scope to do so

2. Listen and understand

- Map users, potential users, other interested stakeholders and, where appropriate, people or communities represented in the data
- Create regular opportunities for users and the public to explain needs, concerns, barriers and uses of the statistics
- Engage at key decision points, including prioritisation, methodology changes, representation, data use and usability
- Do not delay or avoid engagement because views are critical or strongly held

3. Be inclusive and accessible

- Go beyond familiar contacts by considering under-represented groups, people or communities represented in the data and people whose views may be missing from existing evidence
- Use intermediary users and partners where they can help reach wider audiences and support meaningful involvement
- Use accessible methods, clear materials and simple briefings where topics are complex
- Consider in-depth methods where decisions are sensitive, new, high profile or likely to affect public trust, representation or acceptability
- Involve specialist colleagues or partners where this would strengthen the evidence
- Minimise consultation burden, especially for communities that are often asked to contribute

4. Use insight and act

- Treat engagement insight as evidence and use it to shape priorities, methods, outputs, communication and development plans
- Balance engagement evidence with methodological, quality, feasibility, resource and public interest considerations when making recommendations or decisions
- Involve users, expert stakeholders and people or communities represented in the data in co-design, testing and evaluation, where appropriate, rather than seeking views only after proposals have been developed
- Look for patterns across feedback and identify where further targeted engagement is needed to understand reasons or possible solutions
- Keep a proportionate engagement record of user needs, public views, decisions, constraints and actions taken
- Review engagement evidence regularly and use it in governance, planning and prioritisation discussions

5. Be open and explain

- Explain what was heard, what changed, what did not change and why
- Be clear about constraints and trade-offs, including feasibility, legal requirements, comparability, burden and resources
- Publish summaries of engagement findings and actions where this supports transparency and feedback to participants
- Use plain, constructive explanations when user needs cannot be met

6. Collaborate and share learning

- Join up engagement across analytical, policy, operational, communications and user research teams
- Draw on user research specialists where targeted insight or specialist methods would improve the evidence
- Work with external partners, such as civil society, community organisations and user groups, where they can broaden reach and improve understanding
- Use relevant networks and intermediary users to help existing and potential users find statistical developments, outputs and opportunities to contribute
- Share engagement records and learning across teams so future work builds on what is already known

Questions to reflect on

- Have we built engagement into the team's plans, governance and development work?
- Have we identified users, potential users, intermediary users and people or communities represented in the data?
- Have people been involved early enough, and given enough information, to influence, co-design or test the work where appropriate?
- Have we chosen a method, or mix of methods, that gives the evidence needed and is proportionate to the decision, sensitivity, risk, likely impact and public interest?
- Have we recorded evidence in a way that can be reviewed, shared and used?
- Have we explained how engagement has affected decisions, and where it has not, why not?
- Have we joined up with relevant colleagues, partners or existing evidence so engagement is not duplicated and learning can be reused?

Action guide for analysts on user engagement and official statistics

Purpose

This guide is for analysts who produce, develop or communicate official statistics. It is based on the [OSR user engagement framework](#) and [public involvement and engagement toolkit](#). It shows practical steps analysts can take to understand the needs of users and other interested stakeholders, choose proportionate methods, use insight in decisions and record what has been learned.

In this guide, users are people or organisations who use, may use or rely on the statistics. Other interested stakeholders may not use the statistics directly, but have an interest in how they are collected, produced, presented or used. People or communities represented in the data may also need to be involved where their perspectives are needed.

Who this guide is for

Use this guide if you are planning, producing, improving, publishing or communicating official statistics and need practical prompts for engaging users and considering public perspectives.

Summary of actions

1. **Plan and be proportionate:** start with the decision and evidence needed, then choose a suitable approach
2. **Listen and understand:** identify who uses, may use or relies on the statistics, and give them space to explain their needs
3. **Be inclusive and accessible:** reach beyond familiar contacts and make engagement easy to take part in
4. **Use insight and act:** use feedback to improve priorities, methods, outputs and communication
5. **Be open and explain:** close the loop by explaining what changed, what did not change and why
6. **Collaborate and share learning:** work with others to broaden reach and keep a record of what you learn

1. Plan and be proportionate

- Build engagement into your work from the start
- Be clear about why you are engaging, what people can influence and what is outside scope. Avoid over-burdening the same groups with repeated requests
- Use lightweight methods when you need quick feedback, validation or evidence of trends
- Use targeted methods when you need detail, explanation or input from specific groups
- Combine methods where this gives better evidence, such as using a survey to identify a pattern and interviews or workshops to understand the reasons behind it

2. Listen and understand

- Think broadly about users, other interested stakeholders and, where appropriate, people or communities represented in the data
- Ask who is represented in the data, who is affected by decisions informed by the statistics and who might be missing from existing feedback
- Engage before key decisions are finalised where possible, so users and the public can identify issues and test assumptions
- Ask open questions that help people explain their needs, concerns, experiences and practical uses of the statistics

3. Be inclusive and accessible

- Go beyond familiar contacts and consider under-represented groups, people or communities represented in the data and people whose views may be missing from existing evidence
- Take extra care when topics involve identity, privacy, harm or trust
- Use intermediary users, community organisations or specialist colleagues where they can help you reach wider or less visible audiences
- Make participation straightforward by using clear language and suitable formats
- For in-depth engagement, prepare clear information on the decision, evidence, constraints, trade-offs, impacts, trust and acceptability

4. Use insight and act

- Treat feedback as evidence, not instruction: look for patterns, listen for concerns and consider what action may be needed
- Use feedback to inform your judgement, alongside quality evidence, methods, feasibility, comparability, legal or ethical requirements, the intended use of the statistics and the wider public interest
- Use insight to improve statistics, prioritise work, shape methods, develop outputs and improve communication
- Where feedback identifies a new issue or gap, consider whether further targeted engagement is needed
- Keep a proportionate record of who you engaged, what you heard, what decisions were made and what changed as a result

5. Be open and explain

- Close the loop by explaining what you heard, what changed, what did not change and why
- Be honest about constraints such as resources, legal requirements, feasibility, quality, comparability or burden
- Use clear and constructive explanations when user needs cannot be met
- Publish summaries of engagement findings and actions where this is proportionate and useful

6. Collaborate and share learning

- Work with policy, communications, operational and user research colleagues where they can help you understand users and improve engagement
- Use external partners, user groups and community organisations where they can help broaden reach and improve understanding
- Share what you learn with other teams, so engagement evidence is not lost and future work builds on it
- Keep listening channels open through feedback inboxes, user groups, events or surveys so needs can be reviewed over time

Questions to reflect on

- Do I know who uses, may use or relies on these statistics?
- Have I explained what people can influence and what is outside scope?
- Have I given people enough accessible information to contribute before key decisions are finalised?
- Have I chosen a method that gives the evidence needed and is proportionate?
- Have I recorded what I heard and how it influenced the work?
- Have I explained how feedback was weighed alongside quality, feasibility, comparability and public interest considerations?
- Have I explained what changed, what did not change and why?
- Have I shared what I learned so engagement evidence can be reused by others?

