

Research impact on policy

Overview

The policy landscape is complex and made up of numerous and varied bodies and organisations on local, regional, national and supranational scales. These bodies play different parts in the law- and policymaking processes. This briefing gives an overview of the different public bodies that use – or may use – research, and through which research may have impact on policy.

The briefing was written to support impact assessors participating in the 2021 Research Excellence Framework exercise (REF 2021). It gives a highlevel, introductory overview, illustrated with familiar examples. The briefing is not exhaustive, and should not be taken as a 'complete picture'. There are numerous organisations, structures and mechanisms operating in the policy landscape that are not mentioned here. Nor are all the diverse stakeholders who engage with the policy- and law-making processes and who may – one way or another – generate or enable research impact on policy.

The briefing is divided into four sections:

Legislatures, governments and judiciaries in the UK

This section explains the division of powers in the

UK, lays out the roles of legislatures, governments and judiciaries in the UK, and describes how they use research.

Other kinds of public bodies and organisations that use research

This section presents non-ministerial government departments, agencies and other public bodies, regulatory bodies, local government, and international public bodies – all of which may draw on research.

Research impact on policy

This section briefly details how policy impact may take place, before highlighting the diverse potential beneficiaries of policy impact. It then outlines the challenges of both evaluating and evidencing policy impact.

Research impact on policy in REF 2021

This section lays out research impact on policy as recognised in the REF 2021 guidelines. It gives an overview of the two main dimensions of impact along which REF 2021 evaluates impact: 'reach' and 'significance'. It then presents REF 2021 definitions of impact on policy and lays out examples of how it may be evidenced.

Legislatures, governments and judiciaries in the UK

State powers in the UK are separated into three branches:

- The legislature (the branch which makes laws)
- The executive (the branch which executes laws)
- The judiciary (the branch which interprets laws)

UK legislatures comprise: the UK Parliament, which is the supreme legislative body of the UK; and the devolved legislatures: the Scottish Parliament, Welsh Parliament/ Senedd Cymru and Northern Ireland Assembly.

Executive branches in the UK comprise: Her Majesty's Government – the central government of the UK; and the devolved executives: the Scottish Government, Welsh Government and Northern Ireland Executive.

Judiciaries in the UK comprise: the Judiciary of England and Wales, the Judiciary of Scotland, and the Judiciary of Northern Ireland. One court, the UK Supreme Court, can hear appeals from all three judiciaries in the UK.

The roles of legislatures, governments and judiciaries in the UK

UK Parliament

The UK Parliament is made up of the House of Commons (650 elected Members from across the UK), the House of Lords (approximately 800 Members who have either been appointed to the position or inherited their title, as well as 26 senior bishops from the Church of England) and the Monarch. Its role is to:

- · Represent the people;
- Check and challenge the work of the Government (scrutiny);
- · Make and change laws (legislation);
- Debate the important issues of the day (debating); and
- Check and approve Government spending (taxes and budgets).

HM Government

Her Majesty's Government (HM Government) is formed by the party or parties who can command the confidence of the House of Commons. It consists of approximately 100 Members of the House of Commons or Lords, who are chosen by the Prime Minister to conduct ministerial duties in addition to their duties as Members of Parliament. It:

- Runs Government departments (such as the Home Office, Department for Education, HM Treasury etc);
- Manages the running of the country through decision making, and the development and implementation of policies;
- Sets taxes and chooses how to spend public money, and how to best deliver public services;
- · Proposes new laws to the UK Parliament; and
- · Is accountable to Parliament.

Devolved administrations

Since 1999, certain powers previously held by the UK Parliament and HM Government have been devolved to Scotland, Wales and Northern Ireland. All three countries therefore have legislatures and governments.

Devolved powers are decisions that are taken in the devolved administrations, for example in policy areas such as education, health and social care, agriculture, the environment and tourism. Policy areas where HM Government remains responsible include international relations and defence, nuclear energy, and broadcasting.

Like HM Government, the devolved governments are responsible for making decisions in devolved policy areas, developing and implementing policies, and proposing new laws for the respective nation.

Judiciaries

The three judiciaries in the UK comprise judges and courts that resolve legal disputes between individuals as well as between individuals and the State. Each judiciary

in the UK has its own system of trial and appeal courts. These are organised according to different areas of law, for example, civil, criminal and family. Senior judges also have responsibility for developing judicial policy.

The UK is a common law legal system, which means that new laws can be created through the judiciary's interpretation of the law in legal cases. However, in the UK system of parliamentary sovereignty, a court decision can be overridden by an Act of Parliament.

Judges are independent of the legislature and the executive. They are appointed by appointments commissions, and they swear an oath of allegiance to the Crown, not the executive or legislature.

Members of the public also participate in the legal system by serving on a jury in some criminal cases or at some coroner's inquests.

How legislatures, governments and judiciaries use research

Legislatures

Research users in legislatures

There are different users of research in legislatures: Members of Parliament (or Members of the Scottish Parliament, Members of the Senedd, or Members of the Legislative Assembly), staff employed by Members, staff working in research units within political parties, and legislature staff supporting committees, working in libraries, research and information services and – in the UK Parliament – the Parliamentary Office of Science and Technology (POST). Specialist advisers and academic fellows, who are external appointments, also supply and use research.

Uses of research

Research is used in legislatures to inform scrutiny and debate. It can be used to support Members' work in committees, in debates, in Cross-Party or All-Party Parliamentary Groups, in support of constituents, when tabling questions to governments, or to help prepare for meetings or public speeches.

Mechanisms through which research feeds into legislatures

Research feeds into legislatures in different ways, through both formal and informal mechanisms. It can be fed in directly in response to requests from research users, or proactively. It can feed in through specific, formal parliamentary processes such as committee inquiries (the primary formal mechanism through which legislatures scrutinise governments), or activity such as All-Party or Cross-Party groups, which is informal and generally has less influence. It can also flow in through legislature staff seeking and using it to scope work and produce briefings, which in turn inform Members' understanding, contributions in debate, and

decisions.

In addition, it may feed in indirectly, via: the media; external organisations such as Non-Governmental Organisations (NGOs), national academies, think tanks, lobby organisations; royal or independent commissions, independent reviews or inquiries; or constituents.

Governments

Research users in governments

There are different users of research in governments: ministers, special advisers ('SPADs', who are political appointments), civil servants (including Chief Scientific Advisers), or members of advisory councils or advisory committees.

Uses of research in governments

Research is used in governments throughout the cycle of policy formation: in defining issues, understanding situations, developing and assessing policy options, assessing risks and uncertainties, formulating policy, and – following implementation and monitoring – evaluation and adaptation. Research is used to inform decision-making as well as in the development of draft legislation.

Mechanisms through which research feeds into governments

Research feeds into governments in different ways, through both formal and informal mechanisms. It can be contributed in response to a consultation, for example on a Green Paper (consultation document). It may feed in through specific requests for expert insights, through participation in advisory councils or committees (such as the Scientific Advisory Group for Emergencies – SAGE), expert panels or working groups, or it may flow in through government staff seeking and using it to inform work. As with legislatures, and detailed above, research may also feed in indirectly via the media, external organisations, royal or independent commissions, independent reviews or inquiries.

Judiciaries

Research users in judiciaries

Senior judges with leadership responsibilities (Lord Chief Justice, Lord President), their staff, judicial training colleges, and judicial appointments commissions may use research in their work. Other judicial policy bodies, such as the Sentencing Council and Criminal, Civil and Family Procedure Rule Committees may also use research.

Uses of research in judiciaries

Research is used by judges in court decisions and in policy formation. In court cases, for example, research (other than that on UK law) can be submitted as expert evidence and may be considered by judges in reaching

legal decisions. In the formation of judicial policy, research may be used to help judges assess the fairness and effectiveness of court procedures and the decision-making of professional judges and juries.

Mechanisms through which research feeds into judiciaries

Research feeds into judiciaries through both formal and informal mechanisms. Formal mechanisms include the use of expert evidence and witnesses in legal cases, and the commissioning of research that analyses the attitudes and decision-making of judges and juries, and how court procedures work. Informal mechanisms include participation of researchers in judicial policy bodies and judicial training, and the use of research in informing appeal court judgments.

Other kinds of public bodies and organisations that use research

Non-ministerial government departments, agencies and other public bodies

Beyond the 23 ministerial departments that deliver the work of HM Government such as the Department for Education and the Department for Business, Energy and Industrial Strategy (as mentioned above), Government also puts its policy into practice through 20 non-ministerial departments and over 300 agencies and other public bodies. These bodies may draw on research and some of them have their own research units or similar functions.

The Government Office for Science

The Government Office for Science (GO-Science) is an independent organisation, which works with the Department for Business, Energy and Industrial Strategy. It advises the Prime Minister and Cabinet to ensure that decision-making and policies are informed by the best available research evidence. It is headed up by the Government Chief Scientific Adviser, whose role includes leading the network of departmental Chief Scientific Advisers.

Non-ministerial departments

These are led by senior civil servants rather than ministers. They generally have an inspection or regulatory function. Examples include Ofsted, the National Crime Agency, and the Forestry Commission.

Executive agencies

These agencies are part of government departments. Generally, they provide government services and don't tend to generate policy, as that is done by the government department that oversees them. Examples include the Centre for Environment, Fisheries and Aquaculture Science (an executive agency of the Department for Environment, Food and Rural Affairs),

the Defence Science and Technology Laboratory (an executive agency of the Ministry of Defence), and HM Courts and Tribunals Service (an executive agency of the Ministry of Justice).

Non-Departmental Public Bodies (NDPBs)

NDPBs are directly accountable to Government ministers, but have varying degrees of independence. There are four kinds of NDPBs:

Executive NDPBs

These bodies carry out work for the Government in specific areas. Examples include the Committee on Climate Change, UK Research and Innovation (UKRI) and the Gambling Commission.

Advisory NDPBs

These bodies provide ministers with independent, expert advice. Examples include the Committee on Fuel Poverty, Building Regulations Advisory Committee, Law Commission, and Social Mobility Commission.

Tribunal NDPBs

These bodies form a part of the justice system and have jurisdiction over a particular area of law. Examples include the Copyright Tribunal, Plant Varieties and Seeds Tribunal, and Pensions Ombudsman.

Independent monitoring boards

These boards have responsibility for the running of prisons as well as treatment of prisoners.

What Works Centres

There are currently nine What Works Centres, which are funded by a combination of government and nongovernment sources and cover different policy areas. They aim to ensure that the best available evidence is used in decision-making, by making research evidence available to policymakers, commissioners and practitioners and supporting them to use the evidence to inform decisions.

Centres include the National Institute for Health and Care Excellence (NICE), the College of Policing What Works Centre for Crime Reduction, the Centre for Ageing Better, and the What Works Centre for Wellbeing.

Regulatory bodies

Regulatory bodies exist to protect and benefit citizens through roles such as establishing standards and ensuring compliance. Regulation spans a range of sectors, including the environment, law, education and charities. As detailed above, some regulatory bodies are public agencies, such as the Environment Agency and Ofsted. Others operate independently of government, though are sponsored by a government department. For example, the Forensic Science Regulator is sponsored by the Home Office. Others are independent of government,

such as the Financial Conduct Authority, the Nursing and Midwifery Council and the Advertising Standards Authority.

Local government

Local governments are responsible for the provision of local government services. These differ across the four nations and include, for example, schools, social care and waste collection.

Local governments may use research to inform decisions or actions. The structure of local authorities differs across the four nations. Scotland, Wales and Northern Ireland have a single tier of local authority delivering all local government services. In England, some areas have a single tier and some areas have two tiers of local government (county and district), alongside fire authorities, Police and Crime Commissioners, and combined authorities.

Different examples of local authorities include: county councils or district, borough or city councils, unitary authorities, metropolitan districts, London boroughs, the Greater London Authority, or combined authorities (where two or more councils collaborate).

Most combined authorities are headed by directlyelected mayors, who chair the combined authority and set strategies for the authority. A small number of local authorities also have directly-elected mayors. These mayors are elected directly, but they have the same powers as council leaders in other local authorities. Both of these are separate from 'civic mayors', who carry out ceremonial duties for their local authorities

England also has some 10,000 parish and town councils, mostly located outside large urban areas. Some are small organisations with few responsibilities. Larger parish and town councils may manage, for instance, allotments, bus shelters, footpaths, parks, litter, and community facilities. Similar structures exist in Scotland and Wales in the form of community councils.

International public bodies

Other countries conduct their law- and policy-making in different ways. Some countries operate in a similar way to the UK, while others have different approaches. There are also numerous supranational governmental or public organisations which may draw on research to inform policy decisions or actions. Examples include:

- The European Commission (the executive branch of government of the European Union) and the European Parliament.
- The United Nations and its agencies, such as the United Nations International Children's Emergency Fund (UNICEF), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Health Organization (WHO), and the

Intergovernmental Panel on Climate Change (IPCC).

 Organisations focusing on specific policy areas or regions of the world, such as the Organisation for Economic Co-operation and Development (OECD), the World Bank Group (WBG), World Trade Organization (WTO), and the North Atlantic Treaty Organization (NATO).

Research impact on policy

Research may have direct impact on legislation or policy, or legislatures, governments or judiciaries, or it may impact on other public bodies as listed above, at a local, regional, national or international level.

Research may also impact on policy indirectly, through impacting on public debate, or via other stakeholders such as Non-Governmental Organisations (NGOs), think tanks, lobby groups, industry, business, the media or membership of citizen representation groups.

Beneficiaries of research impact on policy are diverse in nature. Similarly, the kinds of impacts and degree of impact can vary greatly. Because of the nature of policyand law-making, policy impact can be challenging to evidence and evaluate (see below).

Beneficiaries of policy impact

The potential beneficiaries of policy impact are numerous. Beneficiaries will generally be groups of citizens. They may be specific sectors of society, such as children or medical professionals, or they may be society more broadly, which in turn may be on a local, regional, national or international level.

Specific beneficiaries may also include civil servants, legislature staff or public sector workers, as well as parliamentarians, ministers or others elected to their position such as mayors or councillors.

Policy may also impact on society indirectly, through, for example, positive impacts on the environment, economy

or public health.

Evaluating and evidencing policy impact

There is no widely accepted hierarchy of different policy impacts; neither in the context of REF 2021, nor in the wider policy or higher education sectors. As such, there is no agreement as to the relative value of different policy impacts. Similarly, there are currently no widely accepted metrics for evaluating policy knowledge exchange. This presents challenges in knowing how to value or evaluate different policy impacts.

Nevertheless, in the evaluation of policy impact, it may be helpful to consider that certain activities, such as ongoing participation in an advisory committee or role as a specialist adviser, are likely to give greater opportunity for impact than others, such as a one-off response to a government consultation or parliamentary committee inquiry. Often, the greatest impacts are achieved through the pursuit of multiple strategies and engagements with more than one policy stakeholder.

The task of evaluating policy impact is made more complex by the fact that it is often difficult to evidence. This is for a number of reasons, which include:

- · Impacts may take a long time to be realised;
- Research is generally just one of many different factors that are considered;
- Many different actors may be involved in contributing to policy activity (such as policy development, and scrutiny and decision-making);
- Policy processes are not always transparent in how research is used, or what research is used;
- Information to trace how research feeds into policy processes may not be publicly available or collected, and policy actors may not be able to attribute influence for various reasons;
- It may be challenging to find information that demonstrates that something has not happened as the result of research, or that research has reframed the debate around an issue, or shifted the focus of work; and
- Impact may be based on expert insights or bodies of research, rather than specific research outputs.

Research impact on policy in REF 2021

The REF 2021 Panel Criteria and Working Methods define research impact in all areas, not just policy, along two dimensions: 'reach' and 'significance'. Exact definitions of these may be found in the guidelines (p.52). Here the dimensions are applied to the context of impact on policy.

Reach

'Reach' should not be understood in purely geographic terms, and may be interpreted as the extent to which the research has reached the potential beneficiaries. In this way, researcher activity directed at the staff in the department of a public body, which leads to a change in behaviour or process across the department, could be considered to have a greater reach than activity directed towards a national audience, which does not lead to systematic change in that audience.

Significance

'Significance' may be understood as the scale or importance of the impact, or 'change'. It is important to note that there is not a clear simple hierarchy of significance relating to policy impact; the significance is dependent on the context.

REF 2021 definitions of policy impact

The REF 2021 Panel Criteria and Working Methods (pp. 83–85) lay out the following examples of 'impacts on public policy, law and services' in a *non-exhaustive* list:

Policy impact on or through legislatures

REF 2021 recognises various research impacts specifically on or through legislatures. These are where, broadly speaking, research raises awareness amongst the parliamentary community around issues, contributes to analysis, scrutiny, debate and development or scrutiny of legislation:

- · 'Research helps to highlight issues of concern to parliamentarians and contributes to new analysis of existing
- Research helps parliamentarians and staff to identify [select committee] inquiry topics, shape the focus of inquiries, inform questioning of witnesses, and underpin recommendations.
- Research equips parliamentarians, their staff, and legislative staff with new analytical or technical skills, or refreshes existing ones.
- Research is used by parliamentarians to develop proposals for new legislation through Private Members' Bills, or to assist scrutiny of legislation and inform amendments to other bills such as those introduced by government.'

Policy impact on or through governments (including local government), legislatures, judiciaries and / or public bodies

REF 2021 recognises a variety of impacts on governments and public bodies:

- · 'Policymakers make use of research-based critical evidence synthesis in developing policy.
- Research recommendations are taken up by policymakers through membership of a government advisory committee.
- · Government analysts adopt innovative methodological or approach-based advice from researchers.
- Policy debate has been stimulated or informed by research evidence, which may have led to confirmation of policy, change in policy direction, implementation or withdrawal of policy.
- · Policy decisions or changes to legislation, regulations or guidelines have been informed by research evidence.
- · Legislative change, development of legal principle or effect on legal practice.
- A policy has been implemented (including those realised through changes to legislation) or the delivery of a public service has changed.
- · Research is used to change current processes or services, or identify new services to be provided.
- In delivering a public service, a new technology or process has been adopted or an existing technology or process improved.
- The quality, accessibility, acceptability or cost-effectiveness of a public service has been improved.
- (Sections of) the public have benefited from public service improvements.
- Risks to the security of nation states have been reduced.
- Forms of regulation, dispute resolution or access to justice have been influenced.
- Research into the languages and cultures of minority linguistic, ethnic, religious, immigrant, cultures and communities used by government, NGOs, charities or private sector to understand and respond to their needs.'

Policy impact on or through public debate, NGOs and other organisations

REF 2021 recognises that impact on policy may occur through public debate, NGOs and other organisations:

- · 'Research stimulates critical public debate that leads to the non-adoption of policy'.
- · 'The panels acknowledge that there may be impacts arising from research which take forms such as holding public or private bodies to account or subjecting proposed changes in society, public policy, business practices, and so on to public scrutiny. Such holding to account or public scrutiny may have had the effect of a proposed change not taking place; there may be circumstances in which this of itself is claimed as an impact. There may also be examples of research findings having been communicated to, but not necessarily acted upon, by the intended audience, but which nevertheless make a contribution to critical public debate around policy, social or business issues. The panels also recognise that research findings may generate critique or dissent, which itself leads to impact(s). For example, research may find that a government approach to a particular social, health, food-/ biosecurity or economic issue is not delivering its objectives, which leads to the approach being questioned or modified.' (p. 54)
- · 'The work of an NGO, charitable or other organisation has been influenced by the research.'

Policy impact on or through international public organisations

REF 2021 recognises policy impact on an international scale:

- · 'International policy development has been influenced by research.
- · Allocation and/or distribution of Official Development Assistance (ODA) has been influenced by research.
- · Policy and practice of international agencies or institutions have been influenced by research.'

Other kinds of impact recognised in REF 2021 Panel Criteria and Working Methods that intersect with REF 2021 examples of policy impact

Whilst the REF 2021 Panel Criteria and Working Methods group examples of impact into different 'areas' of impact, they recognise that often impacts cross boundaries between areas. Some examples of impacts in other 'areas', which cross the boundary into policy impact are:

- In 'impacts on the health and wellbeing of people and animal welfare': 'clinical, dietary, health or social care guidelines have changed'; 'influence or shaping of relevant legislation'; and 'influencing policy or practice leading to improved take-up or use of services' (p. 78)
- In 'impacts on creativity, culture and society': 'improvements to legal and other frameworks for securing intellectual property rights' (p. 80)
- In 'impacts on social welfare': 'Improved social welfare, equality, social inclusion; improved access to justice and other opportunities (including employment and education)'; 'changes to social policy have been informed by research'; and 'changes to social policy have led to improved social welfare, equality or social inclusion' (pp. 80–81)
- In 'impacts on commerce and the economy: 'policies have been introduced which have had an impact on economic growth or incentivising productivity'; and 'Improvements in legal frameworks, regulatory environment or governance of business entities'. (pp. 81–82)
- In 'impacts on production': 'decisions by regulatory authorities have been influenced by research' (p. 85)
- In 'impacts on practitioners and delivery of professional services, enhanced performance or ethical practice': 'professional bodies and learned societies have used research to define best practice, formulate policy, or to lobby government or other stakeholders'; 'expert and legal work or forensic methods have been informed by research; and 'law enforcement and security practices have changed' (p. 86)
- In 'impacts on the environment': 'policy debate on climate change or the environment has been influenced by research' and 'policy debate on the environment, environmental policy decisions or planning decisions have been stimulated or informed by research and research evidence' (p. 86)
- In 'impacts on understanding, learning and participation': 'public or political debate has been shaped or informed by research; this may include activity that has challenged established norms, modes of thought or practice' (p. 88)

Evidencing research impact on policy in the context of REF 2021

The REF 2021 Panel Criteria and Working Methods (pp 83–85) lay out the following means of evidencing impacts on policy, in a *non-exhaustive* list:

Documented evidence or analysis

- · 'Documented evidence of influence on guidelines, legislation, regulation, policy or standards.
- · Documented evidence of changes to public policy, legislation, regulations or guidelines.
- Documented evidence of changes to international development policies.
- Documented evidence of use in policy debate (e.g. at a parliamentary select committee, material produced by NGOs).
- Evidence of use of process/technology.
- · Analysis by third-party organisations of parliamentary proceedings or processes, for example studies of the passage of particular pieces of legislation.'

Measures of improved services, inclusion, welfare or equality

- 'Measures of improved public services, including, where appropriate, quantitative information; such information may relate, for example, to the quality, accessibility or cost-effectiveness of public services.
- Measures of improved inclusion, welfare or equality.
- · Satisfaction measures (e.g. with services).
- Measures of improved international equality, food security, welfare or inclusion.'

Citations

- · 'Citation in a public discussion, consultation document or judgment.
- Evidence of citation in policy, regulatory, strategy, practice or other documents.
- Direct citations of research in parliamentary publications such as Hansard, committee reports, evidence submissions, or briefings.'

Membership, working relationships and stakeholder engagement

- 'Evidence of influence on a debate in public policy and practice through membership of or distinctive contributions to expert panels and policy committees or advice to government (at local, national or international level).
- Data to show close working relationships with members or staff. For example, the number of meetings held, minutes from these meetings, membership of working groups, co-authoring of publications.
- · Formal partnership agreements or research collaboration with major institutions, NGOs and public bodies.
- Evidence of engagement with campaign and pressure groups and other civil organisations (including membership and activities of those organisations and campaigns) as a result of research.
- · Consultancies to public or other bodies that utilise research expertise.'

Acknowledgments

· 'Acknowledgements to researchers on webpages, in reports or briefings.'

Testimonials

· 'Testimonials from members, committees or officials, where available.'

Attendee numbers and feedback

- 'Quantitative indicators or statistics on the numbers of attendees or participants at a research event, or website analytics for online briefings.
- · Qualitative feedback from participants or attendees at research events.'

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Sources/further information

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