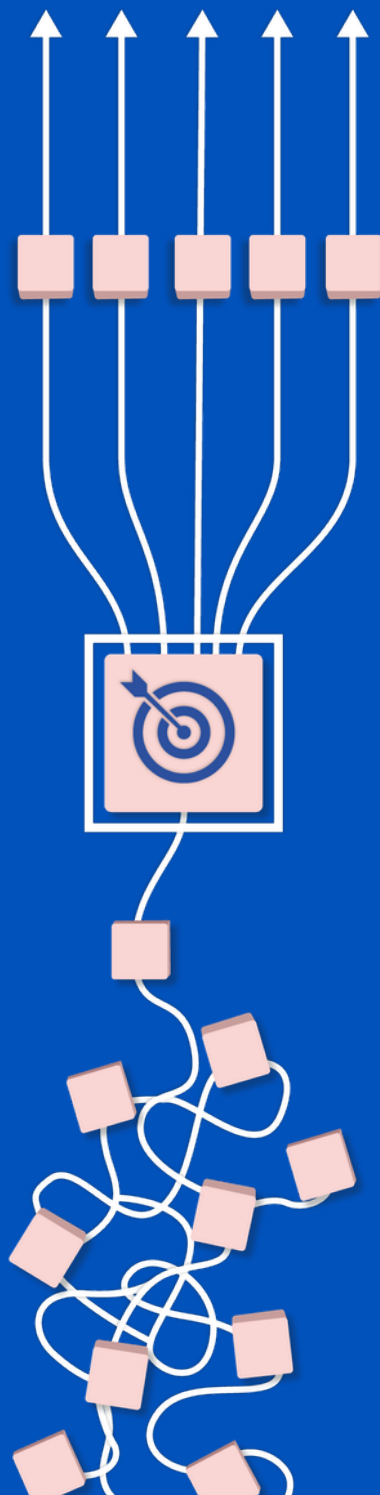


THE MARKET -SHAPING PLAYBOOK FOR POLICY MAKERS

A practical guide to identifying and addressing systemic barriers that prevent public services from delivering better outcomes for people.



ACKNOWLEDGEMENTS

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PREFACE

Welcome to the Market-Shaping Playbook, a framework for overcoming entrenched patterns of public service failure from 'within the system'. It is the result of years of experience working to make local public services fit for the future by transforming their digital, data and technology foundations.

Services like planning, social housing management, social care and energy distribution all suffer similar patterns of systemic failure – from vendor lock-in to poor interoperability, and limited innovation in the market. These challenges are felt by all front-line organisations, but can only be tackled at a national or systemic level.

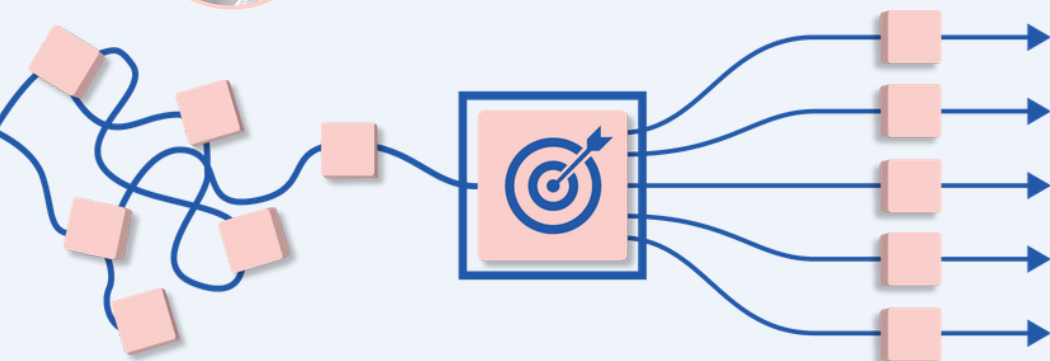
The transformation community now has extensive knowledge about how to address these challenges. But it's fragmented and under-leveraged. That's why we've created this playbook.

There's no simple, silver bullet that will 'fix the plumbing' and set these services up to be proactive, efficient and maximally impactful. But we advocate that more common language and approaches for market shaping would really help.

If you are working on similar challenges or have ideas for how to make this resource more useful, please get in touch!



Linda O'Halloran
Senior Partner, TPXimpact



INTRODUCTION

What Is Market Shaping and Why Does It Matter for Policymakers?

1

SYSTEMIC PROBLEMS NEED SYSTEMIC SOLUTIONS

Locally delivered public services, from health and social care, planning and transport, to homebuilding and housing management, have evolved over many decades alongside changing technology and regulations. These services were not designed for the modern age, and not designed as connected systems. Rather, each organisation designs, buys or builds their own system to support their part of the service. The result is hundreds of slightly different services, underpinned by thousands of different business processes and data formats.

The resulting failures – including vendor lock-in, poor interoperability, poor commissioning, limited innovation, and insufficient choice in the market – are experienced by everyone in the market, but addressable by no single organisation. Rather, they can only be overcome at a collective or systemic level.

2

WHAT IS MARKET SHAPING?

We have come to understand the practice of addressing systemic failure in complex local services as ‘market shaping’. It means “designing and delivering interventions that deliberately influence how markets develop when purely commercial incentives fail to deliver socially beneficial outcomes and innovations”.

This definition of a market extends to the whole ecosystem of professional practices, skills, laws and external pressures that shape the public service in question. Interventions for market shaping include using collective buying powers, agreeing data standards and design patterns, creating regulations for things like professional practices, reporting duties, and data-sharing protocol.

Market shaping can be led by governments, philanthropists, or large institutions. However, without active support or leadership from central government policymakers, it rarely succeeds.

Finally, key to the practice of market shaping is that it will rarely succeed on the back of just one intervention. Complex systems, like those in the natural world, reinforce themselves. To shift these self-perpetuating dynamics, we have to prioritise a few areas where intervention is most needed and collaborate with others in the market to drive their adoption.

3

WHY MUST POLICYMAKERS GET MORE INVOLVED?

Data and technology have become critical enablers for all public services. At the same time, the national policy that governs these services has traditionally steered clear of operational and technical choices, allowing local organisations the freedom to interpret laws and design their business processes to a large degree.

This approach is intended to limit overburdensome constraints set by far-removed central government organisations, and to limit the risk of unintended policy outcomes. However, it also reinforces existing risk (failure demand, rising bankruptcy, and people unnecessarily suffering poor care, health, housing and other outcomes), and undermines the intended impact of new policies.

Today, policy teams need to take the initiative to work hand-in-glove with digital, data and technology professionals to understand the market they're operating in, to diagnose what's not working, and to actively commission or build the interventions needed to improve them.

4

THE PRIZE FOR POLICY TEAMS THAT EMBED MARKET SHAPING

Policymakers that approach their work as market shaping will benefit by:

- a. **De-risking policy with real-time feedback loops:** working with the delivery community to understand how the market works offers richer insight into policy problems than traditional consultation methods.
- b. **Better understanding policy impact** by improving the consistency and quality of the data we use to measure whether we're achieving our policy goals
- c. **A more resilient supplier market, offering better value for money:** After the up-front investment in getting some systemic interventions going, the returns are big and varied. They include better technology for less money, less service failure, and a more resilient market that's much easier to penetrate for new entrants.
- d. Ultimately, this approach delivers **better impact for public service** users by addressing the causes of service failure through the policy development process.

1

IDENTIFY WHEN YOU NEED MARKET SHAPING

Understand if Your Service or Policy Domain Requires Market Shaping

To understand if the reason you're struggling to deliver your mission is systemic or organisational, there are three questions to consider:

1



SCOPE:

Does the problem affect multiple organisations, industries, or even entire markets?

2



PERSISTENCE:

Has it been a problem for a significant period, in spite of your organisation's efforts to address it?

3



INTERCONNECTEDNESS:

Is it an 'interconnected' problem? I.e. Is it hard to understand the root cause because the problem is deeply intertwined with other factors in the system?

If the answer to all three questions is 'yes', you likely have a systemic problem that cannot be solved by a single organisation or even a single corrective intervention. Rather, the market or system you're in, with its laws, professional practices, available budgets, standards and other conventions, always pulls you in a different direction.

SOME COMMON STARTING POINTS FOR ADDRESSING TECHNOLOGY MARKET FAILURE

1

Vendor lock-in: *“We’re spending lots of money for products that are really hard to adopt, and still require work arounds”*

This ‘business as usual’ scenario is the most desirable starting point, yet the hardest to build momentum from. The experience of vendor lock-in to a product or service is a classic symptom of a market failing, and is prevalent in the public sector. Here, the software that a public service depends on is limiting or dictating practice; yet, there are no viable alternatives on the market and building one in-house is too expensive and risky.

2

Change in legislation: *“New laws are being developed to change how the service works and/or to achieve new policy outcomes, and we need to change our service to be compliant”*

New regulations offer a unique opportunity to address market challenges, as everyone in the system is incentivised to change their products and services at the same time. This provides a unique opportunity to move towards more standards-based approaches to data and technology and new ways of working. Here, focusing on improving standards, joining up services and making them technologically interoperable can lay foundations for a more open and innovative market in the future.

3

The old system breaks: *“We need to do something we have no way to do”*

This is often the most effective catalyst for reshaping a public service market. However, by the time this is felt, large-scale costs are already being incurred. The Covid-19 pandemic offers many examples of this, as with the social care interoperability case study. We must find ways to instigate market shaping before it comes to this.

Further resources:

1. Learn more about how pilot projects and new legislation helped to identify market-shaping [interventions](#) needed in housing management.
2. Learn more about how pilot projects and new legislation helped to establish the [Open Digital Planning](#) programme, which is transforming the planning system for the age of AI by listening to our interview with Service owner, Matt Wood-Hill.
3. Learn more about how the Covid-19 pandemic was catalysed the [DHSC Digitising Social Care programme](#) in our interview with programme SRO, Alice Ainsworth.

2

SET UP FOR SUCCESS

What Conditions Need to Be in Place to Create Systemic Change?

KEY ACTIVITIES:

- 1 Owning the mission
- 2 Setting aside resources
- 3 Identifying the people across the system you'll need to engage
- 4 Creating engagement and collaboration infrastructure
- 5 Putting together the dream team
- 6 Securing political support



2.1 OWNING THE MISSION

Problems need names and owners to be solved. This may go without saying, but it's the first hurdle at which we frequently fail. If we are only naming symptoms, we only treat these surface-level issues. Similarly, if no one assumes responsibility for diagnosing the root causes of systemic failure, it's most likely that organisations will continue tackling symptoms rather than their causes. There are two approaches for tackling this, and successful market shaping leverages them both:

Top-down approach: For many of the market-shaping challenges we've addressed, a top-down ownership model has proved most effective. In this model, the organisation whose mission it is to make efficiencies in your problem area will assume responsibility. In the case of UK social care, the Department for Health and Social Care is invested in better patient outcomes for lower costs; while for social housing management, it's the Ministry of Housing, Communities and Local Government.

Policy departments like these are especially attractive mission owners because they have access to more levers to deliver systemic change, and could therefore better justify investments in system interventions than smaller cohorts of organisations. Moreover, they can more easily incentivise and convene different groups together around shared challenges.

Bottom-up approach: In the absence of a policy department to name and address the failure points in each problem system, we know that cohorts of local organisations can co-invest to great effect. Combined Authorities like the Greater Manchester Combined Authority (GMCA) or London's Office for Technology and Innovation (LOTI) have had great impact in pooling the resources of members to get better value from their suppliers and shape emerging technology markets.

2.2 SETTING ASIDE RESOURCES

It's important to secure enough time and skills to diagnose the system, evidence the change possible, and test intervention ideas. A good rule of thumb is that, with the right conditions in place (especially the ability to engage widely and the right mix of skills on your team), it should take around three months to understand how your market works and where you need to intervene. Then you might need a further three-to-four months to develop intervention plans in which you can have confidence that you can further test, adapt and scale.

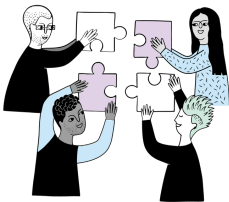
2.3 IDENTIFYING THE PEOPLE ACROSS THE SYSTEM YOU'LL NEED TO ENGAGE

As with any change project, it's essential to understand whom you'll need to work with from the outset. In a public service market, there are too many individuals to map. Rather, we assume that by gathering experienced organisation/ team representatives in the system, we can build a strong understanding of the system at large, diagnose it well, and agree where some interventions could have the greatest impact.

When mapping stakeholders in a public service market, it's helpful to think of these people in six ways:

1 The organisations that power the system:

To understand how the system or market you're trying to improve works, you'll need representation from



1. Policymakers and regulators that influence and regulate it.
2. Those who work in all key services across it (e.g. in planning, that's the different Local planning authority roles from processing applications to enforcing infringements, private urban planning and architecture practices, and the institutions that train and certify practitioners).
3. Those who make and sell the technology that powers it.
4. Those affected by it (e.g. in the case of health system, these are patients, families and carers; in the case of the social housing system, tenants; for planning, it's planning applicants and lawyers).

Among this collection of system insiders, you'll need to make sure you have engagement from people that fall into the remaining five categories:

2 The coalition of the willing (who may not be among the early adopters)



It's especially important to find those already working on, or invested in, system improvements with whom you can convene a coalition for change. These people may already be working on interventions that could help, and be invested in collaborating and co-designing the solutions you'll need.

Moreover, in broken systems, battle-weary people are often sceptical that new initiatives will succeed in fixing entrenched problems, and can obstruct needed interventions before they're sufficiently mature. A critical mass of collaborating 'believers' will be needed to indicate that this initiative will be different.

3 The early adopters (who may not be among the coalition of the willing)



People in this category are receptive to your ideas, feel the pain of system failure, and won't need too much convincing to give small amounts of time to feedback on your work. In time, we hope they'll be motivated to adopt your interventions.

4 The sceptics!



A key lesson from a mounting number of interventions into failing local services markets is that 'if you build it, they won't just come'. There are good reasons for this, from the bandwidth required of busy staff to change processes, to lack of funds, the cost of, and the perceived risk of exiting contracts, and so on. Rather than prioritise work with the enthusiastic coalition of the willing, it's important to sense-check proposals with the sceptics early on, since this group will generally be needed to achieve widespread adoption of interventions. If we sink all our resources into working with the willing, it's possible we'll waste a window of opportunity to do something that achieves more widespread adoption (i.e. something that truly changes the behaviour of the system or market in question).

5 'The funders' and 6 'The doers'



Frequently, those who own the budgets that can fund market interventions and their adoption are far removed from the people who understand what needs to be funded. It's crucial to have advocates at both funder and 'doer' or 'practitioner' levels to ensure that your work is understood and promoted in both spheres.

2.4 CREATING ENGAGEMENT AND COLLABORATION INFRASTRUCTURE

It takes a movement to change how a system works, with people from different parts of the system motivated to change their behaviour and collaborate in some way. While some useful ‘carrots and sticks’, like funds and regulations, can be offered and imposed to force some change, there is always a need for campaign. Widespread engagement that brings together participants across different roles is a critical component to get widespread buy-in and bring about change in a system.

OUR COLLABORATION AND ENGAGEMENT STARTER KIT

- 1** Create a **web presence** that clearly outlines your mission. This could be a page on your website, a microsite, or even a LinkedIn group. This is the place you point people to, to quickly learn about what you’re doing and how to get involved.
- 2** Create a **mailing list**: Invite people to sign up to learn about your progress. This allows you to push updates to people as they emerge and to manage their personal information in line with GDPR.
- 3** **Show-and-tell often** and from your very first sprint of work! For market-shaping projects, we’ve tended to alternate our fortnightly show-and-tells, with every second one being for the delivery team, and alternate events being completely open to anyone interested in attending using any video conferencing tool.
- 4** **Record show-and-tells and release them, alongside blog updates**, as frequently as you can manage, always making it as easy as possible for newcomers to the movement to catch up on what you’re trying to do, and where you’re at.
- 5** **Think of yourself as a system convenor**: ultimately, system change requires everyone in the system to get behind a narrative about what’s broken and what’s needed to fix it. It will likely involve design workshops, focus groups, and addressing system stakeholders at the conferences and fora they already attend.

2.5 PUTTING TOGETHER THE DREAM TEAM

A dynamic system like a market is constantly changing, and there will always be too many stakeholders with unique circumstances to develop a perfect understanding of how it works. People can feel overwhelmed by this complexity and nervous about drawing conclusions quickly.

To mitigate this challenge, market-shaping teams depend on the collective intelligence of a multidisciplinary team with a complement of technical, delivery, policy, analysis and design skills.

READ MORE ABOUT THE 8 CORE SKILLS THAT WE RECOMMEND INCLUDING IN PUBLIC SERVICE MARKET-SHAPING TEAMS

1

Subject matter expertise: this is one of the most critical roles to include, since systems practice only works when you can map complexity by relying on a representative bunch of experts. Teams need active input from someone who's experienced the challenges you're tackling in more than 1 context. They'll know how the system works and whom you'll need to talk to build a reliable understanding of it.

2

Impact analyst: someone who understands how to build the case for change and articulate the benefits of an intervention. They'll be able to pull together market research on the spending patterns of the services involved, and develop benefits narratives that explain the cost of the problems that need addressing. This often involves thinking creatively about pain points identified in stakeholder interviews, putting a price on time wasted 'cleaning data' or 'looking for information that should flow into the service automatically'. From collections of these anecdotes, we start to build 'the size of the prize' narratives that service users can relate to, and that public servants can use to justify longer term investment.

3

Design research: to articulate the underlying causes of problems by understanding different people's experiences, co-designing and synthesising qualitative research from different stakeholders and triangulating that with impact analysis.

4

Systems designer: They may be called a design lead, a service designer or an organisation designer. This person leads on synthesising the knowledge being gathered and turning it into frameworks, maps and other visuals to highlight the relationships, gaps, opportunities and consequences for future interventions across the system.

5

Technology consultant: to understand the possibilities, limits and risks offered by technology systems that are part of the problem we're trying to solve, and to research solutions and standards already emerging in the problem space in question.

6

Data architect: While an experienced technology consultant may be able to guide the first phase of big-picture system diagnosis and mapping, as soon as we need to design the most valuable interventions, it'll be important for someone with data expertise to represent how data flows through the system, where it's most blocked, and where there may already be standards and other supports that could scale to alleviate problems.

7

Delivery manager: These projects are engagement-heavy. They work best when teams are making their work easily accessible and inviting lots of feedback. This means planning public ‘show and tells’, workshops and more communications materials than your average project. The more accessible and discoverable the work, the more quickly important stakeholders can get involved, feedback and help you progress.

8

A leader who is comfortable not having all the answers: We’ve had different roles lead this team, from designers to technologists. The crucial feature of the team leader is their ability to facilitate conversations with diverse groups of people, spot patterns, and use these patterns to decide where to focus. They must be able to sit with the uncertainty of systems, be adaptive in their approach, know when enough input has been captured, and be able to steer the group towards outcomes.

2.6 SECURING POLITICAL SUPPORT

In an ideal world, top-down missions will have political backing, from senior civil servants to Ministers. This is tricky to secure and to maintain, as people move roles. Systems change is also hard and slow, and therefore impossible to evidence in short political cycles. By investing in storytelling and working on our benefits narratives at every opportunity, we can keep this important support group informed and motivated. We’ll discuss this in more detail in section four of the playbook.

Further resources:

Listen to Jay Saggar from London’s Office for Technology and Innovation (LOTI) talk about how they have been able to convene local authorities to shape an emerging technology market in our online library.

3

DIAGNOSE THE SYSTEM

How to Identify Critical Failure Points and Points of Leverage

KEY ACTIVITIES:

- 1 Defining the market's mission and scope
- 2 Inviting key stakeholders to participate
- 3 Mapping the system
- 4 Agreeing a narrative about how the system works now

There is no step-by-step guide to understanding a complex system like a market. Every system is different, and it is constantly changing. Yet there are activities you can use to guide your team and align on the biggest challenges to tackle together.

Two principles underpin our approach to this and all subsequent phases of work. Firstly, we must learn about people's needs, drivers, and goals as well as the technical challenges and opportunities of the system we're analysing. Secondly, the more we test our thinking with people from across the system, the more we hear consistent narratives about what is broken and what needs fixing, and the more we gain clarity about what must be done.

3.1 DEFINING THE MARKET'S MISSION AND SCOPE

When defining the scope of our research and the boundaries of the system we want to understand, we want to be guided by what the system should enable – for the public, for front-line workers and other public sector staff. In other words, we want to be guided by outcomes. This helps us constantly check our progress and prioritise our resources.

This is commonly done by defining 2 orientating goals: a 'north star' goal for what the system should enable in the long term, and an ambitious yet achievable 'near star' goal around which people can align and make progress towards their long-term goal.

With these two 'guiding stars agreed', teams can align around a framing question. A good framing question gives clarity, focus, and purpose to stakeholder workshops and interviews: it defines what the teams are trying to understand or change. A good framing question should be:

- **Mission-focused:** Puts the purpose of the system front and centre, including the outcomes it's trying to achieve for people and planet.
- **Staff- and service-centric:** Acknowledges the critical role of public and private sector staff and frontline teams.

- **Systems-aware:** Flags the structural blockers — legacy systems, data silos, inflexible contracts, regulation.
- **Open-ended, yet directional:** “How might we...” encourages exploration, but toward a clear end-state.

TIPS ON AGREEING GOALS:

In the case of addressing an under-performing social housing management market, our ‘north star’ vision might be to create ‘a system in which everyone in social housing experiences safe, secure, and dignified housing through responsive, transparent, and person-centred services.’

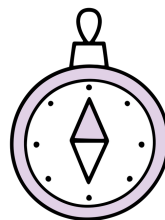
This north star serves as the purpose of the system — it’s not just about managing properties or improving case management tools, but about enabling a decent life through better housing services, especially for people requiring additional care and support.



CHARACTERISTICS OF A GOOD NORTH STAR:

- Aspirational but grounded
- Emphasises public value
- Prioritises people and outcomes over processes and tools
- Anchors long-term digital transformation and procurement decisions

With this ambitious vision in mind, we need to select a more manageable, yet ambitious, medium-term goal, or ‘near star’. This will likely be inspired by who’s in your group, what motivates you, and your realm of influence. Continuing with our housing example, we might want to ensure that ‘the system makes it possible for housing managers to see and act on the full picture of a tenant’s situation without chasing systems, suppliers, or spreadsheets.’



CHARACTERISTICS OF A GOOD NEAR STAR:

- Outcome-oriented: Describes a change in capability or experience — not a specific solution or feature.
- Tangible and time-bound: Achievable in the near to mid-term (i.e. could be demonstrated in 12–24 months, and scaled in ~5 years with sustained resources and momentum)
- Human-centred: Grounded in the lived experience of real users (e.g. tenants, housing officers, managers)
- System-aware: Reflects deeper barriers (e.g. siloed data, legacy tools, organisational silos) without prescribing the technical fix.
- Motivating and mobilising: Gives teams and stakeholders a clear, shared goal to work toward — bridging strategy and delivery.
- Measurable in principle, even if not perfectly quantified
- Cross-functional — not siloed to tech, policy, or operations decisions



Tips and examples for developing your framing question:

Using the social housing management system as our example, here are some possible framing questions:

1

If you're focused on service transformation:

"How do the current structures, technologies, and processes help or hinder housing teams in meeting tenant needs?"

2

If you're focused on vendor lock-in and digital reform:

"What forces keep housing services dependent on closed or inflexible systems, and how might we reshape the market to enable openness and choice?"

3

If you're focused on tenant experience:

"What prevents tenants from receiving consistent, timely, and respectful housing services — and how might we change the system to make that the norm?"

You might notice that these framing questions overlap and will point you to similar problems and recommended interventions. The point isn't that there's a perfect framing or question. The point is to build a strong foundation among all those you need to collaborate with around your shared concerns and target outcomes.

3.2 INVITING KEY STAKEHOLDERS TO PARTICIPATE

Complex systems like markets have many interconnected forces – procurement practices, regulation, legacy constraints – causing them to behave as they do, and no individual person, profession or organisation will understand the full picture. The only way to understand the market you're trying to influence is to learn from people who understand how it works from different perspectives.

To get started, we recommend:

1

Stakeholder mapping: identify the different types of people involved in the system or market you're diagnosing, and make sure you have early input from representatives of each group. (More tips in section 3.3)

2

Putting together some briefing information: for those in the system you need to hear from: What are you trying to achieve, and how can people feed in?

3

Using the engagement channels you've set up: invite participation from the groups that understand the main parts of the system. Depending on how wide your scope or complex your service is, you'll likely need a few of these before the patterns that define your system start to become clear.

4

Multidisciplinary workshops: While it's useful to hear from different categories of stakeholder separately – like local authorities, suppliers, national policymakers and regulators, third sector stakeholders and resident groups – when mapping your market, you'll need representation from across these groups in the same conversation. This will allow you to capture the relationships between different parts of the system.

3.3 MAPPING THE SYSTEM

The goal of mapping your market is to:

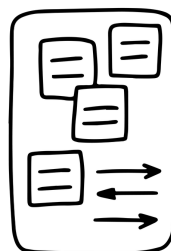
- 1 Identify all the forces in the system that affect your target outcomes (your north star and near star)
- 2 Visualise how these forces affect each other
- 3 Create a shared understanding of what needs fixing: what outcomes is the system producing now that we don't want, and which forces in this system seem to be having the greatest impact?
- 4 Identify potential partners or existing interventions that could be amplified, and where there may be something missing altogether.

Importantly, the map is about the process, not the output. Trying to make a perfect map will likely mean never finishing, so remember that it's good enough when your large and diverse group of stakeholders start agreeing that it's capturing their experience of the system.

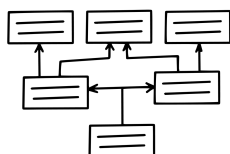
We've included some further resources on how to map complex systems at the bottom of this section. You can also get in touch to talk through your challenge.

Capturing insight from your many stakeholders as 'system forces'

Starting with your framing question, ask your workshop participants about how they experience the system today and capture your findings as forces, things that can increase or decrease, and that influence other parts of the system. Forces include structural things like the availability of services in the market, the reporting requirements governing the system, the digital or other skills of staff in different roles around the system, formalised codes of practice or informal cultural norms.



Visualising how these forces connect



Cluster similar forces, agreeing how to define them as a group. Then start to connect them until you see closed loops forming.

This shows the direction of influence, and the connectedness of some forces over others. E.g. the more standardised data is inputted and can be accessed across different systems, the more we can spot patterns and gaps between services, the more we can deliver efficient services that ensure that we meet the needs of all residents/ citizens.

3.4 AGREEING A NARRATIVE OF HOW THE SYSTEM WORKS AND WHAT NEEDS TO BE IMPROVED

Capturing insight from your many stakeholders as ‘system forces’

Cluster the visuals you’ve generated (paper and post-its, or virtually on a Miro, Mural or similar platform), and discuss how they work together. The point of connecting these forces in the system together isn’t to make a definitive map of a dynamic system. Rather, it’s to generate a shared understanding among the system stakeholders of the problems you most want to solve together.

The goal at this point is to describe the ‘deep structure’ that connects all of these loops, actors and forces that together surface how the system currently works. From this point, we can start thinking about where interventions might have the greatest impact.

A good narrative about how a system is working highlights the outcomes it produces at present, and the biggest contributing factors. An example of this may be that our system keeps homelessness numbers high or growing by failing to offer preventative support when specific early stress indicators emerge, and by preventing people from reaching the correct service quickly.

Once we’ve agreed where the biggest challenge areas are, we dig deeper into these specific areas to understand why they are as they are, and what we can do about it.

Further resources:

1. Acumen Academy’s Systems Practice [free online course](#) offers a great step-by-step framework for comprehensive systems mapping.
2. Nesta’s [Policy Blueprinting](#) template offers a useful starting point for policy teams thinking about market shaping as an approach to delivering better outcomes.

4

BASELINE FOR IMPACT

How to Make the Case to Do Systemic Interventions

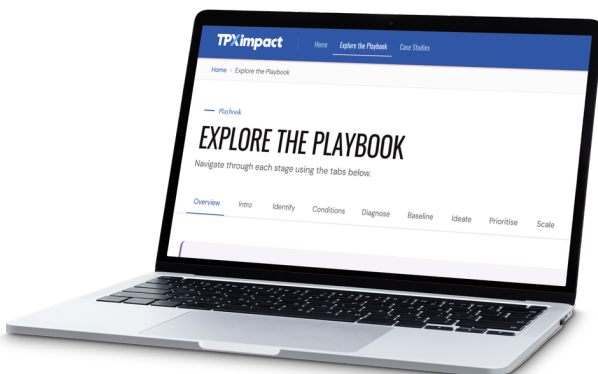
KEY ACTIVITIES:

- 1 Knowing your audience and the benefits they care about
- 2 Translating people's experience of market failure into impact narratives
- 3 Researching current market dynamics
- 4 Building the case for change

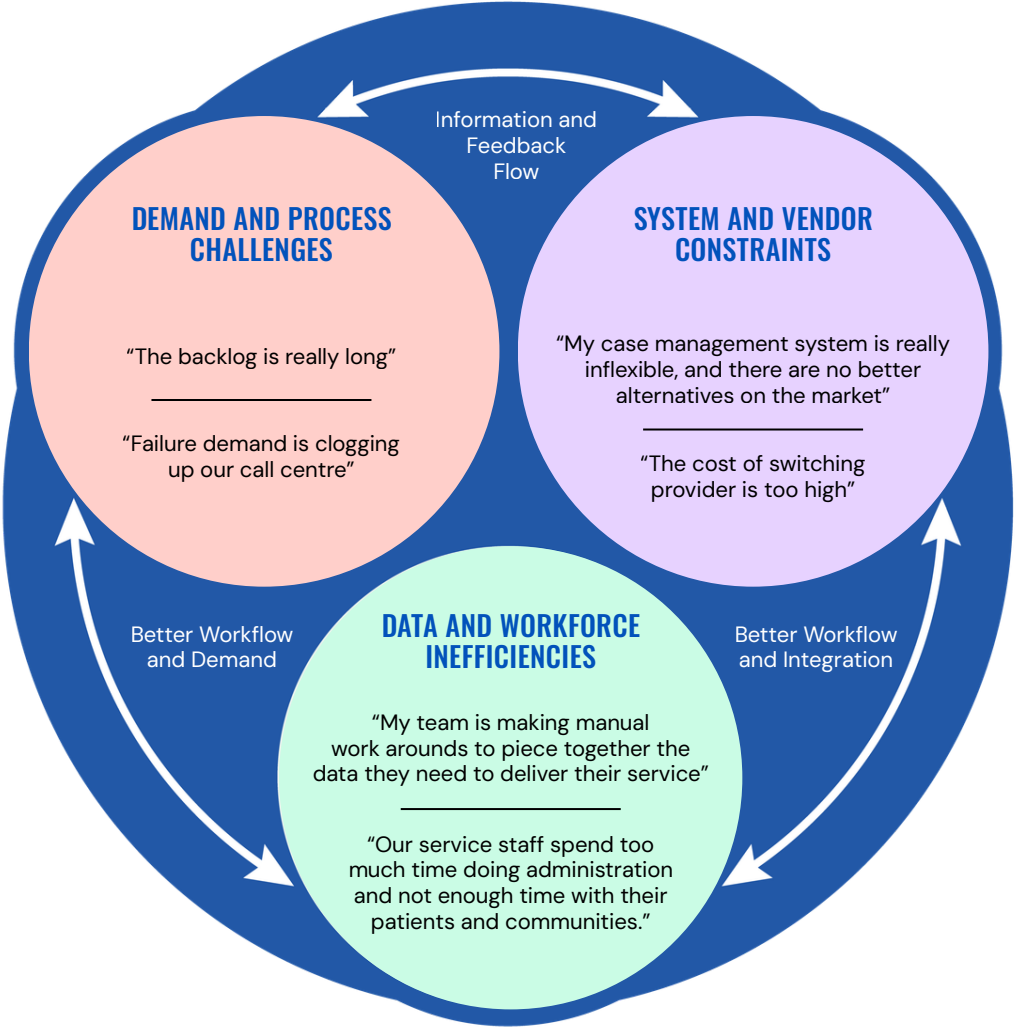
Given the interconnected nature of systemic problems, it's extremely difficult to attribute early impact to the interventions you develop. Developing a baseline before shaping interventions is therefore key to ensuring accountability, refining the intended outcomes and reviewing how the interventions worked towards the intended impact.

Traditional means of justifying and retaining investment often don't work for the systemic interventions that re-shape markets. Who's to say that increasing the time care workers can spend with patients was the result of the data standards developed to improve case management, the procurement framework developed to drive better interoperability between systems, or the sector 'skills drive' funded by another organisation?

For these reasons, it's vital to document how things were when you started, socialise them widely for feedback, and iterate them regularly to secure and retain support for your work.



COMMON PROBLEMS IN LOCAL DELIVERY



4.1 KNOWING YOUR AUDIENCE AND THE BENEFITS THEY CARE ABOUT

Having mapped your stakeholders and having started your system mapping work, you'll have a sense of what needs to be done and what kind of organisation(s) could fund it. You'll need to develop some benefits narratives for those who give permission to:

- Do the work (e.g. policy and digital team leaders)
- Fund the work (e.g. spending boards and Treasury)
- Participate in the work (e.g. leaders of organisations whose knowledge you'll need to co-design interventions on the supplier and the buyer side)

Developing a foundational narrative

To start, each kind of stakeholder needs to understand the big picture: what's not working about your market at the moment, and what we think should be possible with some interventions. Using these broad narratives, it's powerful to derive some big picture benefits hypotheses – even if they can't be directly attributed to specific interventions.

For example, during our work at MHCLG on social housing repairs, we outlined the country-wide cost of poor housing on health outcomes: Improved efficiencies on repairs services around hazards like damp and mould will have direct efficiency benefits for the housing provider, will lead to improved health outcomes for residents, and ultimately will reduce pressure on the NHS and public health teams.

Building on this 'big picture' narrative, create benefits narratives for each target audience.

EXAMPLES OF AUDIENCE SPECIFIC NARRATIVES:

Suppliers and technology and data teams in services want to

- Make innovation easier
- Make it easier to update and modify existing products
- Make the technology stack in question more modular, easier to connect to and easier to buy (except for the one or few suppliers that dominate the market in question, for which this will be an outcome to avoid)

Service owners want to

- Improve service outcomes
- Better meet service user needs
- Comply with statutory obligations and ensure interventions cause no unintended harm to users

Policy and budget holders want to

- Demonstrate savings to the public purse
- Demonstrate better outcomes for residents
- Avoid risk or being liable for causing unintended harm, so they'll need narratives to show the risk of how things currently are, and a comparison of the risk of intervening versus not intervening.

4.2 TRANSLATING PEOPLE'S EXPERIENCE OF MARKET FAILURE INTO IMPACT NARRATIVES

The way we develop a baseline narrative about how things are now and how we might make them better is to collate people's accounts of the problems they face in this market: what is the impact of these problems, and who are the problems impacting? By defining and measuring the scale of the issue, it will be easier to help bring those less directly impacted 'on the journey' and create a call to action.

To do this well, it's essential that your impact analyst is involved in research interviews and workshops from the beginning of the project and throughout – at least on a part time or consultant basis.

For locally delivered public services, here are some common problems you should expect to hear about:

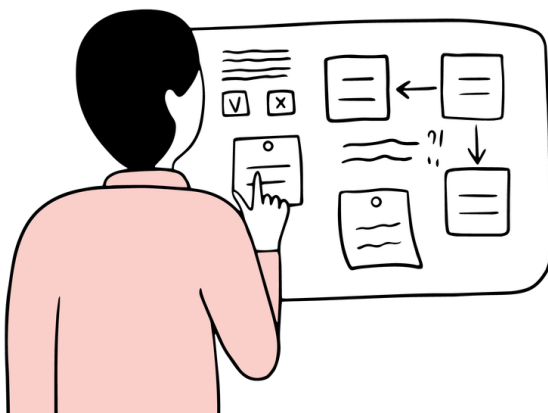
- My team is making manual workarounds to piece together the data they need to deliver their service
- My case management system is really inflexible, and there are no better alternatives on the market
- Failure demand is clogging up our call centre
- The cost of switching provider is too high
- Our service staff spend too much time doing administration and not enough time with their patients and communities
- The backlog is really long



Then, looking at your map of stakeholders and activities happening in the system, ask:

- **At team and organisation level:** How are these different actors impacted by the problems you've identified? Ask some of them to tell you how they are impacted, and capture some data points.
 - a. How much does the problem cost them? This can be time, money, or something else (e.g. time spent cleansing data before entering it into systems, configuring systems to work together, updating systems when regulations change)
 - b. How often does it occur?
 - c. What is the effect on their goals, their morale, and how they spend their time on particular activities?
- **At a systemic level:** Ask how much this impacts the whole system. Try to extrapolate the figures you've captured to estimate the impact of the problem to the whole system.
 - a. Is there secondary data you can use to extrapolate more broadly? E.g. the number of Local Authorities or local healthcare providers delivering this service?
 - b. Can you make informed assumptions about variation in the system – eg. in levels of digital maturity or the percentage of the sector that in-sources their technology versus outsources it? This can make your assertions about the national opportunity more realistic.
 - c. Try to frame this information as a risk: If we don't try to make improvements in these parts of the system, what's the cost of not intervening?
 - d. Could expected environmental, demographic, political or other changes mean these costs will grow in the future?

This doesn't have to be perfect, but capturing information at this stage can help bring the project to the next stage.

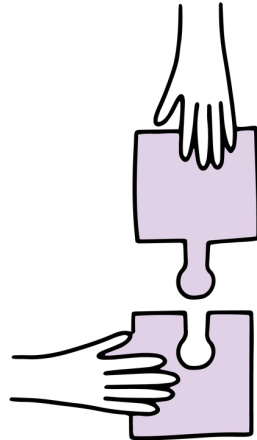


4.3 RESEARCHING CURRENT MARKET DYNAMICS

National stakeholders, particularly those in Treasury and policy roles, will generally require some foundational market data to ground the more speculative benefits narratives you'll present them with.

With the help of contracts aggregation tools like Contracts Finder, Tuscell or a Large Language Model that you ensure isn't hallucinating, gather the following kinds of evidence:

- How many suppliers serve the main needs of this market (case management usually being the foundational service)?
- How many buyers are there? Can they make informed decisions?
- What's the market share of the dominant suppliers?
- How long is the average contract length, or how frequently are they renewed?
- What's the estimated average market value per customer per year?
- What is the value range of these contracts? (We've seen ranges from less than £50,000 to many millions for similar services)
- How does this view compare with exemplary services, or other similar services?



It's also useful to look into where market shaping has helped overcome similar problems. Places to look include:

- In adjacent sectors (for example, [Open Banking](#) exemplifies the benefits of pre-competitive standards to service users and to suppliers in established and critical services)
- Or in different countries (for example, [Open Referral](#) social prescribing standard in the USA inspired the UK's [ORUK initiative](#)).

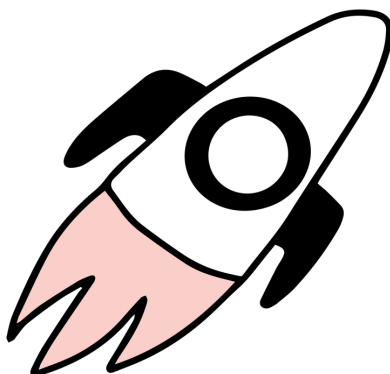
Using these data points, look for indicators of market ill-health, like great extremes in pricing for the same service, single supplier monopolies or limited choice, or poor contract terms (e.g. too long, or hidden costs for services that shouldn't cost a lot). This will help make your benefits case more robust and help you spot where to focus your research.

Remember: this is a work in progress. You'll likely keep improving this data as you speak with more people. Conversations should keep informing your benefits case, and your benefits case should keep informing your conversations with people to understand the root causes of market failure.

4.4 BUILDING THE CASE FOR CHANGE

When it's time to put your findings together, lead with the biggest pain points for people – the risk, the pain and the money wasted by continuing with business as usual – and the multi-million-pound prize for tackling them.

It's important to remember that early benefits cases for market shaping generally won't be able to meet the evidence threshold set out in the Government's Green Book guidelines. However, you'll need bold benefits assertions to secure market-shaping support, and you can publish them by being transparent about the assumptions you're making.



OUR CHECK-LIST FOR WRITING A MARKET-SHAPING BENEFITS CASE



Include the most common transactions and business processes that cause pain and waste, with estimations of the savings that could be made at organisational and national level. These are often expressed in hours of staff time saved, license fees reduced and subcontractor fees avoided (for example, in homecare staff visiting people who aren't home, or repairs teams going to houses multiple times due to having incomplete information on previous visits)



Wider benefits to people: Human stories about the consequences of these processes improving, like people experiencing less hardship when they get early support before their needs grow; infrastructure being mended before damage becomes more costly; health spending being lower because an early symptom was addressed and people's conditions don't deteriorate.



Wider benefits to organisations: Stories about how local authorities, schools, healthcare providers and others could deliver new, proactive services, more reliable AI, allocate resourcing more effectively, collaborate in new ways with the voluntary sector and so on.



Explain how taking a market intervention approach might help change the problematic market dynamics you've identified.



Try to reference the interconnectedness of your challenges. 'Silver bullet' solutions will usually fail, as system dynamics need to be tackled from a few angles at once: e.g. skills, professional practices, alongside a lack of particular standards or products.



Recommended next steps in the form of a high-level plan. This could include an estimation of the time and cost needed to put in place your conditions for success, the time needed to finish your diagnosis of the system, to refine your intervention plans, and test and scale them.

Further resources:

1. The [Future Councils playbook](#) we developed with MHCLG's Local Digital programme has some simple templates to support this process, particularly the [cost impacts](#) tool.
2. Example benefits cases we've been able to publish can be found on the online playbook in the OpenReferral UK and Housing management case studies at pages.tpximpact.com/case-studies
3. The Treasury's guidance for evaluating government interventions can be found in the [Magenta Book](#)
4. 2026 Open Geospatial Consortium [research](#) on the economic value of machine-readable data, data standards and related market-shaping interventions has some great reusable impact analysis for services relating to planning, climate adaptation and flood resilience.

5

GENERATE INTERVENTION IDEAS

How to Generate Ideas for Market-Shaping Interventions

KEY ACTIVITIES:

- 1 Studying what's already been tried
- 2 Mapping the technology underpinning priority problems
- 3 Gap analysis whether solutions exist or are lacking
- 4 Exploring the art of the possible and ambitious visions for the future
- 5 Ideation workshops to develop solutions

At this point in the process, we'll dig deeper into the biggest problem points found in our mapping work to understand them in more detail. We'll develop hypotheses to test for each of the challenges we set out to understand, and do research with service staff, suppliers, regulators and others to validate or improve our ideas.

While the goal of the mapping and diagnosis phase was to identify the most costly and consequential problems in the system, the goal of this phase is to **identify the root causes** of these problems, and **design the interventions** needed to address them.

5.1: STUDYING WHAT'S ALREADY BEEN TRIED

Leaning heavily on your engagements with your broad community of stakeholders, find out about past attempts to address your challenges, innovations that may be struggling in the current market, but show some promise. These could include financial incentives, guidance, standards, training or new tools.

Validate findings in interviews with project participants and with your community, to see how these could be built upon, amplified or otherwise supported, if needed.

5.2: MAPPING THE TECHNOLOGY UNDERPINNING PRIORITY PROBLEMS

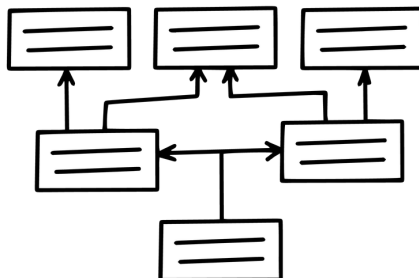
Having identified opportunity areas in our systems mapping, we also need to understand how data moves through the parts of the system we're most interested in. This allows us to understand what's causing poor interoperability and collaboration across systems, and to understand the policies and tendencies that perpetuate the status quo.

For many of the local authority, health, and energy services we've worked with, this often involves honing in on the most costly service, or the 'new burden' coming into force soon, requiring organisations to create or buy new systems to comply.

Data and technology mapping is a lot like user journey mapping, except that it aims to capture the diversity of ways the service in question tends to be offered, allowing trends to emerge.

OUR TIPS FOR MAPPING DATA AND TECHNOLOGY PROBLEM PAIN POINTS IN A LOCAL SERVICE ECOSYSTEM

- Bring together a representative mix of organisations to share whatever documentation they have about how the process in question works. The market research you did in creating your starter benefits case can help identify what mix of people you need.
- Ensure you hear from someone who understands the policies and service processes, and someone who understands how the technology and data are structured in each organisation you research.
- Overlay these findings to produce a map that highlights common elements and divergent ones, and workshop this with contributors
- Once again, the goal is not to perfectly represent the service in question, but to create something that allows people of different backgrounds to agree on where the current system prevents good outcomes, and where some common interventions would be most beneficial



EXAMPLE:

When researching the opportunities for improving housing management, 'reporting a repair' was one of the prioritised challenge areas in need of market shaping.

Too many repair visits are unsuccessful and repeated; there are high levels of failure demand and complaints; buildings aren't well maintained; and this all causes higher costs and poor health and wellbeing outcomes for people.

We knew this was because different systems used by parts of housing services don't talk to each other, data is duplicated, inconsistent and confusing, and staff find it hard to execute complex tasks and decisions as they lack information. However, to better understand where a market intervention was needed, we had to dig deeper.

We did this in three broad steps:

1. We documented the case management tools and other products and services used by a diverse cohort of housing associations and local authorities to perform repairs.
2. We made a user journey map and data flow diagram for each of the foundational case management systems in use in the repairs service
3. We then tried to build a shared view of the service commonalities and differences on a unified map for the repairs service, from reporting a repair through to the repair being successfully completed. On this map, we highlighted key data points shared, where standards were being used, which standards these were, and where there were pain points for landlords, repairs staff and residents.

This visual asset helped us to understand that a consistent data model was lacking for aspects of the service, alongside adoption support and guidance.

READ THE FULL CASE STUDY ONLINE AT
[PAGES.TPXIMPACT.COM/CASE-STUDIES](https://pages.tpximpact.com/case-studies)

5.3 GAP ANALYSIS OF PROBLEMS AND EMERGENT SOLUTIONS

Using the outputs of your research on what's been done and your technology mapping, you should start to see where existing solutions (including standards, guidance, training, regulation and funding) may exist and need exposure, or need some tweaks to be effective. You'll also start to see where there are gaps.

Having identified those solutions showing promise and where there are gaps, it's vital to do a round of research to explore why: why are the promising opportunities not taking off? Is it just a matter of time, or are there systemic barriers to their adoption? And why are there gaps?

These findings, alongside your exploration of emerging technology, systems mapping and ambitious visions for the future should form starting points for ideation.

5.4: EXPLORING THE ART OF THE POSSIBLE AND AMBITIOUS VISIONS FOR THE FUTURE

For teams with political backing and a strong mandate for change, a comprehensive foresight exercise would be a productive asset to rally around, one in which desirable and undesirable future scenarios are mapped out in collaboration with system stakeholders.

For teams under time pressure and lacking the support for a large-scale foresight exercise, a high-level 'to be' service mapping exercise will help to create alignment around the chosen 'future'. It should also help to surface intended and unintended consequences of the interventions you consider, and help you to prioritise accordingly.

TIPS FOR HOW TO EXPLORE THE ART OF THE POSSIBLE AND VISIONS FOR THE FUTURE

- 1** With your guiding stars in mind, co-create an ambitious 'to be' service map for your priority service(s) with your diverse group of stakeholders. This should highlight the end user journey, and the business processes that power it.
- 2** Test this map with as many people in your service ecosystem as possible asking:
 - a. Is this the best way to achieve our target outcomes?
 - b. Which assumptions underpin this service model? (demographics; local, national and global political changes; economics)
 - c. What signals suggest those assumptions may shift?
 - d. How resilient is this service across multiple possible futures?
- 3** Iterate the map as you go, highlighting where there may be existing products, services and other supports to help realise your vision
- 4** Do some research to find emerging technologies and services that could be part of this target future model, and iterate the map to reflect them.
- 5** Your final 'to be' map should be the service model people believe to be deliverable in line with your 'near star' target (and perhaps your likely budget).



5.5 IDEATION WORKSHOPS TO DEVELOP SOLUTIONS

Ideation is a well-practised technique in civic and public service innovation communities. There are many creative ways to get people thinking outside the box, some of which we link below.

Key to ideation around market interventions is to focus on the changes that need to happen at a collective level, and for which there's a strong benefits narrative.

FOR COMPLEX, LOCALLY DELIVERED PUBLIC SERVICES, THE IDEAS YOU CO-CREATE COULD INCLUDE:

- 1** Standards for key data types where they're missing or incomplete
- 2** Data models: a more elaborate collection of data standards that codify how different kinds of technology and case management systems structure their services, and file and share information
- 3** Convening and knowledge-sharing channels and spaces (see section 2.4)
- 4** Guidance, training and knowledge-sharing events to help target users adopt these standards
- 5** Design patterns exemplifying best practice or expected user experience of key services
- 6** Governance patterns for key data and services
- 7** Other standards adoption services (e.g. 'Upload error checkers' or AI reformatting tools)
- 8** Incentives (like kite marks, certifications, discounts, money, or rankings) to drive the adoption of particular interventions and the resulting impact. These should aim to align with what organisations and individuals already care about.

9 In some cases, we'll identify specific products or services that should be built well once, as in the case of MHCLG's home energy performance calculator.

10 Legislation, reporting requirements and enforcement measures

11 New funding models

12 New procurement pathways

13 New organisations. This is last on the list, as we advise against starting here. However, it's likely that when interventions are successful, you should consider the benefits of entrusting a new organisation with owning and developing them.

Further resources:

1. Ben Holliday's quick guide to [different kinds of prototyping](#)
2. Matt Wood Hill, Service Owner for MHCLG's Digital Planning programme, has done great work to codify some of the interventions explored on that programme. Find it here pages.tpximpact.com/case-studies/transforming-uk-digital-planning
3. [PolicyLab co-design toolkit](#), focusing on early years services, but useful for any public service co-design activity
4. Nesta's [Collective Intelligence](#) Playbook
5. Bill Sharpe's [Three Horizon's framework](#) from New Philanthropy Capital

6

PRIORITISE INTERVENTIONS

How to Decide Which Interventions to Deliver

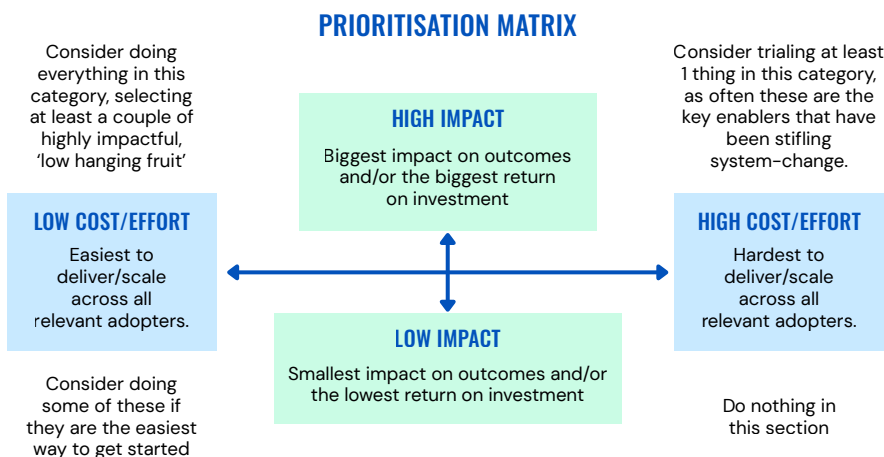
KEY ACTIVITIES:

- 1 Prioritise which interventions to test
- 2 Agree your theory of change
- 3 Test and learn
- 4 Pick your best bets!
- 5 Iterate benefits case(s) to secure support for prioritised interventions

6.1 PRIORITISE WHICH INTERVENTIONS TO TEST

Having come up with a high number of ideas, you'll once again need to review where to put effort for the highest impact. A simple technique to get started is to map the ideas on your list in a matrix of effort versus impact. This helps you check whether you have the levers needed to deliver these interventions, and test how critical each is to realise your 'near star', ambitious market-shaping goal.

Considering how much time, political support and funding you have, you should prototype as many 'high impact' interventions as you can manage to have the best chance at landing on a market intervention plan that will work. The level of testing here depends on the level of risk and confidence you have against each idea.



6.2: AGREE YOUR THEORY OF CHANGE

Agree on a theory of change that explains how each prioritised intervention could help address the problematic market dynamics you've identified. This tool will help you explore what solutions may address different problems, and identify and plot out different assumptions that you need to test as you work towards the outcome.

Crucially, it will also help you identify what should change in the short, medium, and long term. You can measure these changes to ensure the intervention is working.

TYPES OF QUESTION YOUR THEORY OF CHANGE SHOULD ANSWER

For each intervention idea, your theory of change should aim to understand:

- 1** What is the root cause of the problem you're solving with this idea?
- 2** How will the intervention help deliver your near and north star goals?
- 3** Who is the target beneficiary? (Who is being influenced or helped/ how many people or organisations will be affected?)
- 4** What is the logical sequence of change? (What changes in behavior or systems must happen first for the idea to work? And what activities and inputs are needed to drive this change?)
- 5** What are the underlying assumptions? (Why do you believe this causal pathway will work? Where are we hopeful versus sure? What barriers need to be overcome along the way to drive adoption and realise target benefits?)
- 6** What external conditions, such as policy, economy or culture, will influence success?
- 7** What evidence supports this theory?
- 8** How will success be measured? (What kind of savings could be realised? What are the benefits to people and the harms avoided?)

6.3: TEST AND LEARN

Systemic change is hard, slow and expensive. It's worth taking time to learn as much as possible in a 'test and learn' phase using prototypes. These can start out as simple rough drawings and over time, become more realistic and comprehensive as you check off your riskiest assumptions. While this approach feels that it will add a few weeks of work initially, it will end up de-risking your entire programme and make sure that you end up with a solution that is evidenced to work.

SOME SIMPLE WAYS TO START TESTING INCLUDE:

- 1** Sharing one-pager product briefs with target users for feedback for feedback
- 2** Presenting your proposal or prototype to focus groups of your target users to elicit feedback.
- 3** Creating a simple registration form to see how much demand is expressed to collaborate on your proposals
- 4** Role-playing a new governance idea with target adopters
- 5** Offer something easy to gauge demand (eg. one-day workshop with key people)
- 6** Producing a range of scenarios to stress test a new data model or design
- 7** Running a pilot training course or allowing target users to play with a realistic prototype and soliciting feedback.

For ideas in which you have more confidence, tests could include

- 1** Creating sandbox environments for users to experiment with new methods and solutions, and give feedback
- 2** Funding a pilot to co-design an intervention to understand how the market reacts.

The key things you'll want to establish before developing ideas further are that:

- 1** They don't already exist in some capacity that you missed before
- 2** There is enough openness to the idea from target adopters – both those who'll do the work and those who'll fund adoption
- 3** Testers agree with your expected benefits (or highlight more!)
- 4** There are no barriers to adoption you hadn't previously considered
- 5** You've identified as many consequences – intended and unintended as possible
- 6** You've identified the 'edge cases' that need to be considered, the special circumstances that will make it harder for a minority of people to adopt the intervention

Confirm which ideas to develop fully by engaging widely with your community, using interactive show and tells and key influencer workshops to align on where there's widespread demand and compelling benefits cases for intervention ideas.

6.4: PICK YOUR BEST BETS

After securing enough feedback on your ideas, some will start to emerge as more valuable than others. It's likely that your team won't be able to deliver all the appealing interventions concurrently. However, by working in the open and consulting with your diverse community, you may find ways to divide up ownership and development of complementary interventions between different organisations in the ecosystem, and agree the priority order in which these interventions should be developed.

As a rule of thumb, we recommend prioritising at least one idea that's easier to deliver, helping you secure credibility and momentum, and at least one that 'fixes the plumbing', addressing some of the more entrenched and complex challenges in your system (usually in the high-effort, high-impact) quadrant.

6.5 ITERATE BENEFITS CASE(S) TO ENSURE SUPPORT FOR PRIORITISED INTERVENTIONS

By now, you've got a building movement of people aligned around some key interventions, and the hard work is just beginning. To keep your teams focused and supported by busy senior stakeholders and politicians, it's vital to make sure you have a clear benefits narrative to meet the needs of each type of 'key influencer' for each market-shaping interventions you have prioritised.

You can gather this information during the testing phase. It should include benefits to an average delivery organisation, and to the nation as a whole, including:

- Cumulative staff time savings this intervention is expected to deliver
- Licensing, subscription and consulting costs saved when the intervention has been adopted
- Likely additional benefits to staff and service users and taxpayers, like reduced stress and work overload, fewer people falling into cycles of deprivation, greater ability to provide specific proactive services, and reduced costs of reactive services.
- Reduced risk to services and government due to better diversity in the supplier market, or better outcomes for people

See section four for more guidance on making the case for change.

Further resources:

1. Nesta and BIT's [Test and Learn Playbook](#) for Mission-Driven Government
2. We like the [intrac model](#) for developing Theories of Change
3. HM Treasury guidance on developing a theory of change in the [Magenta Book, section 2.2.1](#)
4. Doteveryone's [consequence scanning kit](#)

7.2 NURTURE A LEARNING CULTURE AND REGULARLY ADAPT YOUR ADOPTION STRATEGY

Adoption of new business processes, standards and tools is notoriously hard and slow, due to contract cycles, staff availability and skills, and competing priorities. The sooner you understand how to make the adoption of your interventions easier, the sooner you'll be able to achieve impact.

Guided by your ongoing impact analysis, it's vital to nurture a culture of learning and to act on the lessons learned. Common ways to do this include:

- Identifying and supporting champions and early adopters (people often adopt because others like them are doing so)
- Making adoption visible with case studies, dashboards and regular showcases
- Using existing peer influencers and networks to spread practice
- Emphasising lessons learned over rigid delivery targets in updates to the community
- Framing adjustments to your strategy as acting on lessons learned

It's vital to keep your wider community up to date on progress made and lessons learned. This gives them confidence that change is possible, and helps to drive a steady shift in behaviour long before you'll be able to measure system-wide benefits.

7.3 KEEP THE COMMUNITY IN THE DRIVING SEAT

When properly engaged and involved, an active market-shaping community is the key to successful systemic change, providing evidence for the most important market-shaping interventions, and becoming your early adopters and champions.

Therefore, investing in engagement and community management is vital for ensuring you're delivering the most valuable interventions, and for maintaining sector confidence that it's worth working with you.

For many of the most impactful market interventions, like the adoption of new standards or data-sharing protocols, benefits are only realised when a critical mass of organisations has adopted them. For this reason, earning and maintaining widespread trust that you will 'stay the course' is essential to truly re-shaping a market.



7

DRIVE ADOPTION

How to Build Momentum and Scale Impact

KEY ACTIVITIES:

- 1 Institute a regular cadence of impact analysis
- 2 Nurture a learning culture and regularly adapt your adoption strategy
- 3 Keep the community in the driving seat
- 4 This is hard: find your peer support community

Market shaping is a marathon, not a sprint, and scaling the adoption of interventions is a craft, not a linear pathway. In this section, we'll advocate that the secret to success is to hold fast to your guiding stars and track progress towards them, keep iterating your benefits cases, keep working in the open to promote these benefits, and keep a learning mindset. With these conditions in place, you'll have the best chance of maintaining the support and focus you'll need to transform a public service ecosystem.

7.1 INSTITUTE A REGULAR CADENCE OF IMPACT ANALYSIS

Programmes to re-shape local service markets frequently fail because the case for investment hasn't been clear enough, or because they're perceived to be too risky. It's therefore vital to ensure benefits tracking is owned by someone who can keep it up to date with key stakeholders in mind.

A good rule of thumb is to have a plan to capture impact metrics periodically (at least annually), and to update and reflect on your benefits cases at least as often. To do this, it's useful to create a shared measurement framework that aligns with your benefits case at the outset and to remind collaborators to send their results through at review time.

During your review, you should look out for:

- Evidence of increased interest and adoption
- Unintended consequences (positive and negative)
- New barriers to adoption
- Impact stories and reflections from those you're working with, which may or may not have numbers attached
- Progress towards a 'tipping point' after which the adoption of your interventions should become inevitable (and may therefore justify you shifting your energy elsewhere).

7.4 THIS IS HARD! FIND YOUR PEER SUPPORT COMMUNITY

Systems change is the hardest kind of change, as many different forces tend to reinforce the status quo. Find your peers in other services for solidarity, support and inspiration. Communities like [TransformGov's](#) monthly meet-ups or [Apolitical's Systems' Thinking in Government](#) are some of the places to start.

Likewise, please get in touch if you'd like help to think through a digital policy or a systemic public service problem.

Further resources:

1. UK AID's 2019 report Scaling up [Social Norms Change](#) describes 5 helpful scaling pathways
2. Forum for the Future 2014 [resource](#) on scaling impact through social interventions
3. Sprint Impact's [scaling model template](#) includes useful prompts for scaling interventions
4. [Springer Nature's 2025](#) academic literature review on scaling science discusses 13 different frameworks relevant to health and social care
5. Nesta's scaling innovation [toolkit](#)

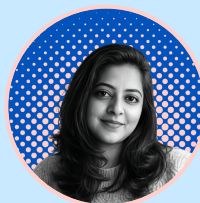
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Principal Technology Consultant at TPXimpact, George brings the diverse lenses of communications, social research and technology architecture to his work. As lead technologist on market-shaping projects with MHCLG and HM Land Registry, he brings a wealth of insight about how to prioritise and scale the technical interventions needed to re-shape public service markets.

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MARKET-SHAPING CASE STUDIES

Both to inform and enhance our playbook, we met with market-shaping leaders across the UK to learn from their successes and challenges. You can find these videos, podcasts and transcripts in our online repository at pages.tpximpact.com/case-studies



Alice Ainsworth, former SRO for social care interoperability at the Department of Health and Social Care (DHSC)



Matt Wood-Hill, Former Head of Planning Software at the Ministry of Housing, Communities and Local Government (MHCLG).



Dean Wanless, Service Owner for Energy Certification as a Service at MHCLG.



Shelley Heckman, Deputy Director of iStandUK on better data foundations to serve vulnerable communities.



Jay Sagger, shaping emerging technology markets at London's Office for Technology and Innovation (LOTI).



Mike Thacker, Open Referral UK lead at iStandUK on transforming social prescribing.



Julie Leonard, Chief Impact Officer at Shaw Trust on influencing systemic change as a charity

About TPXimpact

What we do

Complex challenges demand human-centred solutions. TPXimpact helps organisations modernise services, improve operations, and deliver lasting positive change for people, places, and the planet.

Our work spans the full transformation lifecycle, from strategy, discovery and service design through to technology delivery, implementation and continuous improvement. By blending sector knowledge and specialist expertise with practical delivery experience, our multidisciplinary teams turn ambitious ideas into measurable outcomes.

B Corp commitment

Holding B Corp certification reflects our deep commitment to balancing profit and purpose. This means:

- Meeting high standards for verified social and environmental impact
- Operating with complete accountability and transparency
- Measuring success by the positive difference made for communities and the planet

Ready to collaborate? Get in touch or learn more about TPXimpact at TPXimpact.com/get-in-touch.

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