CHANGING LIVES, CHANGING SYSTEMS
BUILDING ROUTES TO SCALE
Introduction

Impact at scale is a goal many of us share – but not one often or easily achieved. In this report we share our ‘Routes to Scale framework’ to help others plan for impact at scale. Our hope is that this practical tool demystifies the range of possible approaches and helps others define their contribution to a bigger goal.

Social Finance was established in 2007 to bring new and more effective funding for lasting impact, initially working to create and build the social investment market. In 2015, our focus broadened to work with partners on scaling impact for long term change in social issues.

Bridgespan’s 2017 report, *Audacious Philanthropy,*¹ provides a perspective on this challenge. They reviewed fifteen examples of large scale change and found that:

- 90% of the efforts took more than 20 years to achieve (the median was 45 years)
- 80% required changes to government funding, policies or action
- 75% required coordination of actors across sectors
- 66% required one or more philanthropic “big bets” of more than $10m

At Social Finance, we are still in the foothills of the change we want to see. In some issues we have made real progress, in others we have hit barriers. Our insights on what it takes to make the biggest steps on the journey to impact at scale are set out in this report and in the other publications in the “Changing Lives, Changing Systems” series. As well as looking at our own work, we have also reviewed other initiatives that have made significant progress towards – or achieved – impact at scale. We are keen to share what we have learnt so far.

This work is hard. Making change happen at scale is complex and there is not a linear path. We have also found that those of us working towards impact at scale often talk at cross purposes and that there are not common definitions around our aims. In this report, we offer a definition of impact at scale and, through the Routes to Scale framework, provide a guide to help navigate this complexity. The Routes to Scale framework is not a rulebook, but a tool to help figure out different routes towards change and show that a range of approaches and organisations are integral to achieving progress.

The Routes to Scale framework includes approaches that are traditionally categorised as systems change, movement building or operational scaling. It is intentionally comprehensive, spanning domains where Social Finance works, but also many others where we do not, or do not have

expertise. For us, this is an important part of recognising that impact at scale is a collaborative endeavour that transcends organisational boundaries.

We have looked at examples that have achieved or are making progress towards impact at scale and many are shared in this report to illustrate the framework. These examples highlight that the reality of achieving impact at scale it is about weaving different strategies together and building on what others are doing.

The report starts with the big end goal – defining the change you want to see – and works back through the framework to the foundations that are needed to underpin the work.

It addresses the following questions:

- **Impact at scale** – what is it and how can you tell when you get there?
- **Building blocks** – what are milestones to scaling impact in an issue?
- **Strategic levers** – what are the different strategies that you can use to put in place the building blocks of impact at scale?
- **Foundations** – what are the foundations on which the most effective change efforts have been built?

**FIGURE 1. ROUTES TO SCALE FRAMEWORK**
Context and Consequences

Ability to make impact in an issue area is hugely dependent on the context in which any given organisation operates. If your goal is to improve the experience of those in mental distress, you are working within an enormous system. Mental illness affects 25% of the UK population every year and in 2019/20, NHS England spent £13.3 billion on addressing it. In comparison, the UK’s largest mental health charity has a budget of £41.2m and a team of 734. This stark difference in scale shows how unrealistic it is to presume that change can be driven by one organisation operating in isolation. However, in our sector we can sometimes spend too much time looking at our own organisation and its internal theory of change, rather than out at the world.

Real momentum is driven in social issues when collaborations for change catch and create waves. These waves can look very different. They may be a change in public mood on an issue, political sponsorship or a new budget allocation or fund.

Catching these waves requires as much, if not more focus on reading the external context than on reviewing internal actions. The understanding of context can then be used to determine the route you take.

The other important part of reviewing context is understanding the wider implications of your work. There can be unintended consequences – both positive and negative – of work that seeks to transform an issue. In Social Finance’s work with Respect and Safe Lives to launch Drive, a response to perpetrators of domestic abuse, we worked hard to manage the risk that a response to perpetrators could pull focus and funding away from the victim. It was an underlying principle from the outset that work with perpetrators was complementary to work with victims and we sought to manage the risk that it would be seen as an alternative to working with victims.

Consequences are inevitable, but it is helpful to think them through upfront and monitor them as you evolve and adapt your plan of action. This interplay between reviewing the context and using it to inform your activity, is a continual process and critical in making progress towards your impact. In our Making Change Happen report (2019), we share a framework for reading the external context and some of the practical approaches that we use to do this with our partners at Social Finance.

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3 NHS Mental Health Dashboard, 2019/20. Available at: https://www.england.nhs.uk/publication/nhs-mental-health-dashboard/


What is ‘impact at scale’?

In 2017, then Prime Minister Theresa May made ‘the burning injustice of mental illness’ her focus. Calling for ‘a new approach from government and society as a whole’, she reiterated a decade long commitment to parity between mental and physical health services in the NHS and announced a raft of additional new measures. Provision in schools and for young people would be strengthened. A new taskforce would support mental wellbeing in the workplace and tackle stigma among employers. Additional funding would be made available for mental health training.

May’s focus was not an isolated enthusiasm: the issue of mental health has been openly discussed by high profile figures from Prince William to Stephen Fry, and is seen as increasingly important by schools and workplaces. Mental health policies and practices such as mental health first aid are gathering momentum. While there is still a long way to go until there is universal access to high quality mental health care, two decades into the 21st Century it is a core part of NHS provision – embedded in the NHS Long Term plan – and a firm item on the public agenda.

All this would have been unimaginable in the early post-war period. There was low public understanding of mental health conditions and the topic was largely taboo, with open public discourse being rare. Legally, those suffering from mental ill health, people with learning disabilities and individuals with ‘criminal tendencies’ were simply categorised as the ‘feeble minded’, with ‘institutional separation’ the prescribed response. A series of laws on ‘Lunacy and Mental Treatment’ and ‘Mental Deficiency’, dating in some cases back to the Victorian era, set the tone for an approach focused largely on hospitalising patients. Mental hospitals and their staff were isolated physically and institutionally from the wider health profession. Treatment was often involuntary and largely focused on physical interventions such as electroshock therapy. The number of people housed in asylums continued to grow, reaching a peak of over 150,000 in the mid 1950s.

When the Chief Medical Officer’s report was published in 1946 – a key document in the founding of the NHS – it made no mention of mental health.

While the work is not over, there has been a transformation in the UK’s approach to mental health over the last sixty years. This genuine and lasting change for people and society is manifested in a significant shift across each of the following:

- The services offered have changed beyond recognition – both in nature and in reach. There was a definitive shift away from institutionalisation and electroshock therapy to community based care with a recovery focus through which individuals improve their health and wellness, live a self-directed life, and strive to reach their full potential. A wider range of treatments is offered by the NHS and the broader health sector to support recovery, including talking therapies and prevention strategies.

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6 The Mental Health Foundation, 2019. A brief history of the Mental Health Foundation. Available at: https://www.mentalhealth.org.uk/sites/default/files/a-brief-history-mhf.pdf
8 Mental Health Foundation, 2013. Happy Birthday NHS. Available at: https://www.mentalhealth.org.uk/blog/happy-birthday-nhs
9 Ibid.
• The systems that underpin this have shifted, embedding a new approach through policy, legislation and funding.

• Our culture around mental health has altered: its importance is widely accepted, there is far greater awareness of the range of mental illnesses and their prevalence. The public narrative is switching – in 2016, for the first time, newspaper coverage of mental illness was more positive than negative.\(^{10}\)

Achieving these shifts was the work of many hands, not a single organisation or initiative: clinicians, mental health professionals, philanthropists, charities, researchers, individuals, communities and government all had a part to play (see Many voices, one goal). It also took time – over half a century and work is still ongoing. Yet this is undeniably an example of ‘impact at scale’: lasting change for people and society.

This qualitative definition of ‘impact at scale’ emerged as we examined a range of case studies of sustained, transformative, social change. We define it as the lasting change in people’s lives and society we see when products, services or practices sustainably expand their reach, when systems embed change or when society and culture shift their perspective.

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\(^{10}\) Anderson C, Robinson EJ, Krouopa AM, Henderson C., 2018. Changes in newspaper coverage of mental illness from 2008 to 2016 in England (Epidemiology and Psychiatric Sciences)
MANY VOICES, ONE GOAL

From the 1950s researchers started to look at mental health differently, some supported by philanthropy, others in academia where psychiatry was emerging as a science for the first time.\(^\text{11}\) Public concern grew as stories of mistreatment of patients in mental health institutions were reported in the press and people spoke out about their experiences. Practitioners alongside charities and advocacy organisations started to call for change.\(^\text{12}\) Growing pressure led to Government inquiries into conditions and practices in asylums, and the eventual repeal of the Lunacy and Mental Treatment Acts and Mental Deficiency Acts, followed by the introduction of the Mental Health Act 1959 and the 1962 Hospital Plan. These legislative reforms helped to set the stage, but did not alone create the conditions needed – asylums did not begin to close for another twenty years.\(^\text{13}\) The NHS faced substantial workforce and process management challenges around the practicalities of transferring services, such as changes to nurse’s pensions and land sales of institutions.\(^\text{14}\) To overcome this, many charities, including housing associations, took on roles to support the process – often brokering key relationships between statutory and non-statutory partners and ensuring the right incentives were in place to foster local cooperation.\(^\text{15}\) In the context of these changes, groups of professionals from across psychiatry, nursing, psychology and social work engaged and debated how support should be improved.\(^\text{16}\) Although stigma continued to be a significant issue, quality and access to support started to improve with increasing levels of funding support committed from public and philanthropic partners.

WHY DEFINE IT THIS WAY?

We set out to look for clarity in defining our end goal: what do we mean by ‘impact at scale’? How will we know when we get there? We wanted a way to measure our progress and hold ourselves to account.

At the outset, the question seems straightforward, and as an organisation that values rigour, data and evidence, our instinct was to seek an analytical or quantitative definition. However, as we tested the most obvious definitions, we recognised that it is not possible to apply a simple quantitative approach across different cases of lasting change. Measured in numbers, the Fairtrade movement, Cincinnati’s Strive Partnership, the shift in LGBTQ+ rights over the last half century, or the reduction in drunk driving in America look very different. While all achieved lasting, widespread change in people’s lives and in society, no common threshold for the number or proportion of people reached marks these as cases of ‘scale’. Seeking a single quantifiable measure to define cases of ‘scale’ quickly proves to be a blind alley.\(^\text{17}\)

\(^{11}\) Mental Health Foundation, 2019. 70 years of the Mental Health Foundation. Available at: https://www.mentalhealth.org.uk/our-work/70-years-mental-health-foundation


\(^{13}\) King’s Fund, 2019. Case study 1: Deinstitutionalisation in UK mental health services. Available at: https://www.kingsfund.org.uk/publications/making-change-possible/mental-health-services

\(^{14}\) Ibid.

\(^{15}\) Ibid.

\(^{16}\) Trish Groves, 1990. What does community care mean now? British Medical Journal. Available at: https://www.bmj.com/content/bmj/300/6731/1060.full.pdf

\(^{17}\) Defining scale as an absolute number of people reached does not reflect that scale of impact is relative to the size of an issue. Success measures will be different for organisations working to transform the experience of the ~80,000 children in care in the UK, vs. for those working to address child poverty in the UK- affecting an estimated 4.2m children. However, a universal ‘threshold percentage’ does not seem to be the answer either. The Fairtrade system works with over 1.7m farmers and workers worldwide. It has shifted consumer consciousness across much of the western world, changed practices of major companies, and the number of Fairtrade producer organisations has steadily grown. However, in percentage terms it represents only a little over 1% of all UK retail sales, and a tiny fraction of the over 1bn agricultural workers worldwide. References: ONS, Child Poverty Action Group, Fairtrade International, International Food Policy Research Institute, ILO.
OUR DEFINITION

**Impact at scale** is the lasting change in people’s lives and society we see when **products, services or practices sustainably expand their reach**, when **systems embed change** or when **society and culture shift their perspective**.

Each issue is distinct, has a different starting point and points to different definitions of ‘success’, which can also shift as the context changes. In our review of others’ thinking and writing on scale we have seen several ways in which ‘impact at scale’ is described. To make the definition we use here clearer, we wanted to note some definitions that are not directly synonymous with our own:

**‘SOLVING’ A PROBLEM**

The long term goal in our sector is often described as ‘doing ourselves out of a job’ – making social change work redundant by ‘solving’ the social problem. The simplicity of this statement can be deceptive. Whether a particular social issue is ‘solvable’ is very dependent on how it is defined. For example, while the reality is that we will never ‘solve’ mental illness, we can affect the likelihood and severity of suffering, and change how society responds. Perhaps that means doing ourselves out of the specific job required today, but support for mental health will always be needed.

Solving the problem may be integral to the long term vision, but is often not sufficient alone in defining what success looks like to mobilise action.
SCALING AN ORGANISATION

‘Scale’ in the social change sector is often viewed as growing an organisation. This understanding of scale is transferred from the private sector. However, our goals in the social sector are different – they cut across organisational boundaries. Although expanding the reach of an organisation may be an important route to impact at scale, it is not the end goal. It also may not be the best route to impact at scale in every issue or context. Limiting understanding of scale to the growth of organisations also fails to recognise that impact at scale is a collaborative endeavour that is rarely achieved by a single organisation.

SCALING FUNDING

Money is often a necessary ingredient in scale, but it is a means and not the end. While it may be an important enabler, an organisation or issue that secures significant funding has not automatically scaled impact.

JUST ABOUT THE NUMBERS

Ultimately, the goal of the work is about people and their lives. However, focusing only on the number of people reached risks neglecting the importance of work to shift systems and attitudes. If impact at scale is reduced just to numbers of people reached, it could describe widespread delivery of an intervention in response to a short term pot of funding that does not transform people's experience long term or last after the funding has gone. It may also miss the importance of prevention, where change is achieved by fewer people needing support in the first place.

WHAT DO WE MEAN BY SCALE?

Our definition of impact at scale is:

- The end goal is lasting change for people and society
- Part of achieving this lasting change is some combination of:
  - Products, services or practices expanding their reach
  - Systems that embed change
  - Society and culture shifting their perspective

The next challenge is to understand the routes to measure the holistic change described in this paper. This will be a topic of ongoing enquiry for us. We hope to learn from the growing number of academics and practitioners exploring measurement of systems change and movements and will share our learning as we go.
Why People and Society?

We intentionally describe our end goal as lasting change for ‘people and society’.

While the former focuses on identifiable groups and individuals affected by a particular issue, the latter looks at broader society beyond the core target group. It recognises that effecting change in an issue may require thinking about ‘society’ as an agent and actor in itself, and that the needs of those directly experiencing an issue and of wider society are not necessarily the same and can even at times be in tension with one another. When thinking of the overarching goal from a systems perspective it is important to reflect on what the future should look like for both: how will the lives of those directly affected be impacted? And how will society more broadly look different? This consideration may take different forms depending on the context.

For example, when looking at improving educational access and outcomes for girls in a development context, there are direct and important outcomes for individuals: more girls completing school, gaining better employment or income opportunities and other associated benefits. But part of the vision is also about a society that is more equal.

In other areas, there may be trade-offs to consider: for example, in a context of finite resources, the genuine and legitimate needs of different individuals and groups have to be balanced – as health systems must, in weighing up the cost of treatments and what to offer. Making change from a systems perspective asks us to take a broad view of who is to be affected and what change will look like at a society wide level.
Milestones on the route: the building blocks of impact at scale

Given the timescales involved in achieving impact at scale, it is likely to be decades before we reach the end goal of the work we are doing today. Looking at examples of where lasting change has been made, we identified a number of ‘building blocks’ that can be used to understand whether you are heading in the right direction.

These building blocks are:

- **Meaningful achievements** in building towards impact at scale
- **Useful goals** to track and measure progress

For most issues, multiple building blocks will need to be in place to create a solid platform for lasting widespread change. Looking at the UK’s transformation in its approach to mental health, all the following were important:

- **Widespread delivery of new services** – new therapies, approaches to treatment and service delivery were researched, promoted and implemented
- **Existing sectors adopted new ways of working**, with the NHS restructuring to shift care from institutions into the community and building up a new workforce of mental health professionals\(^\text{18}\)
- **New and changed funding** – statutory funding shifted focus: NHS budgets moved away from psychiatric institutions and towards community based care and new therapies\(^\text{19}\)
- **Supportive policies and legislation** – the Mental Health Act of 1959 swept away dated legislation and set the scene for deinstitutionalisation, with further legislative changes made in the succeeding decades\(^\text{20}\)
- **New public conversation** – attitudes shifted and public awareness and interest grew, influencing the government’s agenda: a growing emphasis on human rights in the 50s and 60s, followed by the establishment of service user movements and organisations such as Rethink Mental Illness\(^\text{21}\) in the 70s played an important role

The building blocks are not elements of a single organisation or initiative’s strategy. Rather, they span the widespread change that is needed in an issue, and may be put in place by many different organisations and actors who share a common vision.

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\(^{18}\) The number of mental health consultant psychiatrists more than quadrupled between 1970 and 2010, the number of specialist mental health nurses more than doubled, and psychotherapists – new to the NHS in the 1980s – grew from a base of less than 100 to over 2000 in 2010. See: The History of Mental Health Services in Modern England: Practitioner Memories and the Direction of Future Research, Cambridge Journal of Medical History. Available at: https://www.ncbi.nlm.nih.gov/pmc/articles/PMC4595954/

\(^{19}\) As one example, the 2008 Improving Access for Psychological Therapy (IAPT) tripled NHS spend on talking therapies as well as setting a target of training 6000 new therapists in Cognitive Behavioural Therapy.

\(^{20}\) The Mental Health Acts of 1983 and 2007 further clarified the cases under which sectioning is lawful, and enshrined the principle of pursuing the least restrictive option and maximising independence.

\(^{21}\) Rethink began life as the National Schizophrenia Fellowship, formed off the back of the public response to an article in The Times penned by Mark Pringle, describing his experience of caring for his son who was diagnosed with schizophrenia, and the impact of this on his family.
This common vision is a view of the lasting change needed for people and society. What do we want to be different in people’s lives once it is achieved? How will the routes we take affect the people and groups we are seeking to support? As we build a strategy, broadening out from individuals’ experience to the wider system – exploring the causes, barriers and levers to find ways to make change happen – we must be careful not to lose sight of the ultimate purpose. This clarity of purpose also shapes approaches for putting the building blocks in place.22

The building blocks are often mutually supportive and making progress towards one can open windows of opportunity for change in others. They do not come in a given order. Sometimes, we need to change the public conversation about an issue before progress can be made on legislation or funding – in other cases, public opinion follows a shift in policy.

Putting these building blocks in place takes collaboration and working alongside others with complementary strategies and capabilities. We use the building blocks as a reference tool to articulate our goals and to situate our work in relation to that of others.

FIGURE 3. ROUTES TO SCALE FRAMEWORK – BUILDING BLOCKS

22 See “Making Change Happen” for more information on this
1. WIDESPREAD SOLUTION DELIVERY

Delivering a better solution to more people, which can happen within or across organisational boundaries.

EXAMPLE 1

Since 1978, Motability has supported millions of disabled people in the UK to lease their own cars at a price that can be met with their enhanced rate mobility allowance, providing grants to adapt vehicles for those who need them. The Motability Scheme – delivered by a commercial entity overseen by the Motability Charity and in close collaboration with the Department for Work & Pensions – delivers a valuable product and service at significant scale, and has become a major and lasting part of the landscape for disabled people’s transport needs.  

EXAMPLE 2

Alcoholics Anonymous reaches an estimated 2.1m people worldwide. It is a globally recognised and widely adopted approach for tackling alcohol addiction, and its methodology has also been adapted successfully to support those with gambling and other addictions. It spread through ‘open source’, distributed adoption of its Twelve Step Programme and groups are self-governing. It is a solution that has been widely adopted without the expansion of a single delivery organisation.

2. EXISTING SECTORS ADOPT NEW WAYS OF WORKING

Established organisations working on this issue – whether private, public or civil society – take up new practices or ways of working, rather than a founder delivery organisation expanding its own reach.

**EXAMPLE 1**
The probation service in the UK started as a philanthropic initiative by the Church of England Temperance Society. It funded missionaries to work with the London Police Courts, to release offenders on the condition that they kept in touch with the missionary and accepted guidance. The initiative was adopted by the public system and the probation service is now an established element of the criminal justice system.

**EXAMPLE 2**
Theories of early childhood education that recognise the importance of play are now widely adopted across the globe. Their roots lie in the Kindergarten movement, started in Germany in the 1830s. Its central ideas and pedagogy, radical at the time, were developed and piloted by educator Friedrich Froebel, then shared through writing and the creation of learning materials for others to use. Philanthropists took an interest, helped to propound the thinking and raised funding for the first training institution for Kindergarten teachers. Kindergarten practice moved to the USA and the UK in the 1850s, and a growing movement of charities and individuals founded institutions based on its principles. By the 1880s, the first state laws brought the movement into the mainstream, where it remains to this day.

3. NEW OR CHANGED FUNDING

A wholesale shift in a system is enabled by unlocking a new, significant and sustainable source of funding or capital.

**EXAMPLE 1**
In 2012, a major source of funding for the UK social sector was unlocked when the Commission for Unclaimed Assets recommended the establishment of a wholesale bank for impact investing, using the £400m of unclaimed assets in bank accounts. Big Society Capital (BSC) has supported over 1,200 social enterprises and charities and is a permanent part of the structure of social sector funding in the UK. BSC is fundamental to the growth of the UK Impact Investing market which is today worth £5bn.

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28 Big Society Capital Impact Report, 2020
EXAMPLE 2
The role of Victorian philanthropists in supporting the first housing ‘societies’, or associations, in the UK during the late 1800s helped make the case for better quality housing for the working class. Although complex factors led to larger scale investment in what is now known as ‘council housing’ by Local Authorities – not least pressure after the First World War – philanthropists played an important role in unlocking this funding stream through supporting proof of concept of initiatives and increasing pressure to react to growing inequalities and poor living conditions.

4. ACCOUNTABILITY OR INCENTIVES SHIFT
Change is embedded in a system through a reengineering of the structures of accountability or incentives. These changes can lead to a change in organisational actions, priorities and culture.

EXAMPLE 1
The 2003 Victoria Climbié Inquiry highlighted significant accountability gaps that meant the eight year old was not protected. Amongst its recommendations, the inquiry proposed the creation of a Children’s Commissioner and this role was enshrined in law in the Children’s Act of 2004. This created a new structure of accountability to promote the rights, views and interests of children in policies and public decisions that affect their lives. The Commissioner has unique powers to collect evidence around the experience of children to hold others to account.

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29 Tarn, John Nelson; Five per cent philanthropy: an account of housing in urban areas between 1840 and 1914, 1973. CUP Archive. p15
30 Ibid.
EXAMPLE 2

Social Finance developed and launched Social Impact Bonds (SIBs) as a model to address barriers to public sector funding of preventative approaches to social issues:

- Funding being tied up in acute responses with insufficient money to pay for prevention as well
- Concern that if the prevention funding doesn’t work, government will also need to fund the acute services

SIBs bring in new funding to pay for prevention and enable government to only pay when positive change is delivered. This aligns the incentives of government, investors and most importantly society to deliver positive social outcomes. SIBs and outcomes based commissioning are now a recognised tool with over 201 SIBs funding services for over 1.7 million people across the globe.

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5. SUPPORTIVE POLICY, LEGISLATION OR REGULATION

A change in policy, regulation or legislation opens up the space for change, or ensures that progress is secured over the longer term. These changes may respond to public opinion or shape it; they may follow the market or sector in recognising a new approach, or seek to stimulate innovation and change.

**EXAMPLE 1**

In 2007, the smoking ban made it illegal to smoke in pubs, restaurants, nightclubs and most workplaces in the UK. This was a major legislative contribution to a long term movement highlighting the health dangers of tobacco use. Reviews of the smoking ban’s impact show drops in hospital admissions for smoking related diseases, particularly among non-smokers.  

**EXAMPLE 2**

Canada’s 1978 Immigration Act put in place the legal framework that enabled the establishment of its Private Sponsorship of Refugees Program. This initiative supports refugee resettlement in Canada through private rather than government agency sponsorship. This led to the emergence of Canada’s Community Sponsorship model where a community actively works with a refugee family to support them to settle into the community. This is estimated to have resettled over 280,000 refugees and has led to a positive public perception of refugees in Canada – the current Canadian Prime Minister, Justin Trudeau was voted in on a pro-refugee platform.

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34 Evidently Cochrane, 2016. National smoking bans are good for your health. Available at: [https://tinyurl.com/y2wpn7kb](https://tinyurl.com/y2wpn7kb)

6. NEW PUBLIC CONVERSATION

There is a new public narrative and understanding of the issue. This might be getting an issue previously not in the public consciousness on to the agenda – or it may be shifting the stories society tells itself.

**EXAMPLE 1**

The Bristol Bus Boycott in 1963 – a public boycott of Bristol Omnibus Company services in response to their refusal to employ Black or Asian bus workers – sparked a charged public debate across newspapers, student groups, celebrities, high commissioners and MPs and laid the foundation for the end of the colour bar and the UK’s Race Relations Act.36,37

**EXAMPLE 2**

Ken Loach’s 1966 television drama ‘Cathy Come Home’ told the story of a young couple as they fall into poverty and homelessness. It was watched by over 12m people – a quarter of the British population at the time. The media and public reaction birthed a campaign that led to the foundation of the UK charity Crisis,38 a new and urgent political recognition of the growing homelessness crisis that remains in the public consciousness today.

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Strategic Levers – putting in place the building blocks

The next layer in the Routes to Scale framework is the strategic levers. These describe a range of strategies that can be used to put the building blocks in place.

Some strategies address multiple building blocks, and a combination of strategies will often need to be used in parallel to accelerate progress. Like the building blocks, there is no fixed sequence – it will depend on the issue, the context and the current barriers to change – but considering how different levers interplay is important. For example, it may be that an evidence base needs to be built to make the case for reallocating funding, or that progress cannot be made on challenging the status quo without mobilising a shared voice across a sector.

We also note that there are not clear boundaries between some levers, and that there is a degree of overlap. However, we found this taxonomy helpful when looking at historic case studies and practically applying it to issues we are working on today.

This work sits across organisational boundaries – with different organisations and people pulling different levers to move forward. In our experience, progress happens most effectively when organisations come together in a spirit of genuine partnership that puts the issue first and organisational status second.

The right focus for an organisation is driven by its skills and expertise, as well as an understanding of others’ work and how to best complement it. The effectiveness and relevance of different ‘levers’ will also change over time, depending on the opportunities in the external

FIGURE 4. ROUTES TO SCALE FRAMEWORK – STRATEGIC LEVERS
environment. They are not a checklist, but a toolkit of potential approaches that could be used to make progress.

The approach to these levers also needs to be continually informed by the long term aim – lasting change for people and society. Some of the levers are technical, focused on the nitty gritty – but it is important not to lose sight of the people we are working for and the change we want to happen. The ultimate purpose of the work should guide the approach.

To see how this works in practice, we've mapped the strategic levers to Social Finance's Health and Employment Partnerships programme. While not all of the levers were used, the programme did pull 12 levers across all of the building blocks to scale impact. These changes are highlighted in the framework in Figure 5 below:

**FIGURE 5: MAPPING THE HEALTH & EMPLOYMENT PARTNERSHIPS' (HEP) ROUTES TO SCALE**

Social Finance's Health & Employment Partnerships (HEP) initiative promotes more effective employment support for disabled people and people with long term health conditions. Since launching in 2015, HEP has used a range of strategic levers (shown in brackets below) as it works towards impact at scale. It has adapted its approach to respond to changes and new opportunities in the external context – especially government policy. Overall, HEP has sought to build the wider ‘market’ for evidence based employment support, rather than monopolising this work itself (create supply and demand).

HEP began by developing and growing its own Individual Placement & Support programmes (expand the organisation), drawing on new social investment as well as public funding (unlock capital). Its ‘platform’ funding model allowed for rapid growth (adapt business model for scale) – from three initial sites in 2016 to partnerships with six areas of London and the West Midlands. In 2019, this was expanded to provide IPS to people with drug and alcohol addictions in eight boroughs of West London, becoming one of the largest IPS services for this cohort in the world.
HEP’s programmes were rigorously evaluated to demonstrate that IPS could work in the UK context (build the evidence base). The aim in this phase was to show how the existing government policy commitment to increase the employment of disabled people could be delivered, and to influence the flow of public money in this area (alter or reallocate funding).

In the next phase, as interest in the method grew, and new public funding streams were introduced for further pilots, HEP began to support local government, Combined Authorities, and NHS bodies to develop and improve their own IPS services (shape sector practice). The knowhow underpinning this support came out of HEP’s own delivery experience, but this new approach enabled much wider reach.

In 2019, HEP launched IPS Grow, a collaboration with sector experts, DWP and the NHS to support the roll out of the IPS approach across the whole of England as part of the NHS Long Term Plan (establish new institutions). Once this roll out is complete, England will have the greatest density of IPS services in the world, with access growing from 10,000 people with severe mental illness per year in 2017 to 55,000 by 2024 and 115,000 by 2029.

IPS Grow provides direct support to services (shape sector practice) and carries out reviews to assure the quality of provision (improve regulation and standards). It also runs a workforce development programme, creating training materials, standard job descriptions and recruitment resources (develop talent). Building on the systems HEP developed for its own delivery, IPS Grow is also supporting the NHS to create standard monitoring tools, a common data model and common metrics that ensure all services are consistently accountable for employment outcomes (create feedback loops).

The levers in the diagram represent different strategies that can be used to put the building blocks of impact at scale in place. The table below provides a quick reference guide to explain each lever. There is a fuller definition with examples in the Appendix.
<table>
<thead>
<tr>
<th>STRATEGIC LEVER</th>
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<th>APPROACHES</th>
<th>EXAMPLE</th>
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</table>
| **CREATE SUPPLY AND DEMAND** | Approaches that focus on enabling the creation or growth of ongoing supply and demand so there is quality provision of a service or product to all those who might need it | • Making the business case  
• Fostering supply  
• Fostering demand  
• Addressing structural barriers | • Essex County Council Edge of Care SIB making the business case for Multi-Systemic Therapy  
• IPS Grow building the capacity of providers to deliver Individual Placement Services  
• £80m Life Chances Fund to grow Social Impact Bond market  
• Preston City Council community wealth building - changing procurement procedures |
| **UNLOCK CAPITAL** | Creating or providing access to new sources of money to fund support for all those who need it | • Unlocking public capital  
• Private, long-term investment | • Housing Gateway and local authority housing companies using public borrowing rights  
• Schroeders & Big Society Capital unlocking private capital in the impact investment market |
| **DESIGN FOR MASS REACH** | Designing the product or service specifically to scale – for example, by designing simple, cheap or easily replicable solutions | • Designing a simple solution  
• ‘Plug and play’ | • M-PESA payment service for mobile banking  
• VisionSpring’s ‘Business in a Box’ for reading glasses in developing markets |
| **EXPAND THE ORGANISATION** | Perhaps most common interpretation of ‘scaling’ – expanding the reach and scale of the organisation or initiative that delivers a particular solution, product or practice | • Organic expansion  
• Mergers & acquisitions | • Growth of the Royal National Lifeboat Institution (RNLI) as the main provider of sea rescue services in the UK  
• NSPCC’s acquisition of ChildLine |
| **USE NEW VEHICLES** | Using new vehicles that can enable a step-up in scale while retaining some degree of control over a model to enable impact and/or scale delivery | • Franchising  
• Licensing  
• Joint ventures  
• Mergers, acquisitions & transfers | • Salisbury Foodbank establishes Trussell Trust Foodbank Network franchise  
• Licensing model for Multi Systemic Therapy  
• Positive Family Partnerships joint venture  
• Transfer of the Reconnections service model to Independent Age |
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<td>ADAPT BUSINESS MODEL FOR SCALE</td>
<td>Adapting an existing model with the goal of scaling it – for example, through reducing cost to enable replication, unbundling elements, building a platform or open sourcing</td>
<td>• Technological innovation&lt;br&gt;• Streamlining or unbundling&lt;br&gt;• Cross subsidy models</td>
<td>• KaBOOM! offering online support for communities to build playgrounds&lt;br&gt;• Room to Read’s implementation packages to support literacy teaching&lt;br&gt;• EcoFiltro shift to a cross subsidy social enterprise model</td>
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<td>DEVELOP TALENT</td>
<td>Developing workforce or leaders with the right skills and expertise to deliver new approaches and/or proactively drive change across a system</td>
<td>• Bring new talent into a sector&lt;br&gt;• Train existing decision makers or shape future leaders</td>
<td>• Teach for All movement members opening new recruitment routes into teaching&lt;br&gt;• The Forward Institute’s work with senior leaders to encourage responsible leadership</td>
</tr>
<tr>
<td>HARNESSE COLLECTIVE EFFORT</td>
<td>Bringing organisations from different sectors together to work on a joint agenda to drive change</td>
<td>• Collective action models or movements&lt;br&gt;• Peer-to-peer networks &amp; communities of practice</td>
<td>• Scottish Violence Reduction Unit collective action to tackle root causes of violence&lt;br&gt;• Getting It Right First Time peer-to-peer NHS programme improving consistent service quality</td>
</tr>
<tr>
<td>SHAPE SECTOR PRACTICE</td>
<td>Changing how people work by sharing ideas and tools</td>
<td>• Providing technical support to others&lt;br&gt;• Thought leadership</td>
<td>• Oxford University’s Government Outcomes Lab’s support for outcomes-based commissioning&lt;br&gt;• Bridgespan’s influence in the US nonprofit management and philanthropy space</td>
</tr>
<tr>
<td>BUILD THE EVIDENCE BASE</td>
<td>Using evidence to unlock scale by making the case for wider change</td>
<td>• Make an argument for change&lt;br&gt;• Create a tipping point for change&lt;br&gt;• Share evidence for scaled take-up</td>
<td>• Charles Booth’s survey of poverty in London; Evidence on Adverse Childhood Experiences&lt;br&gt;• Drive partnership evaluation making the case for perpetrator interventions&lt;br&gt;• The Education Endowment Foundation’s promotion of evidence-based practice &amp; approaches</td>
</tr>
<tr>
<td>USE DATA FOR TRANSPARENCY AND INSIGHT</td>
<td>Strategies that use data to shine a new light on problems, change how people understand issues or galvanise action</td>
<td>• Transparency that demands accountability across a system&lt;br&gt;• Shine a light on the real issue</td>
<td>• Introduction of UK Gender Pay Gap regulations&lt;br&gt;• Social Finance work with Newcastle and Manchester councils on the experiences of young people Not in Education, Employment or Training (NEET)</td>
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<tr>
<td><strong>ALTER OR REALLOCATE FUNDING</strong></td>
<td>Strategies that seek to change or redirect the way funding is allocated</td>
<td>• Demonstrate alternative uses with better outcomes</td>
<td>• End of Life Care Integrator making the case for budgetary shift</td>
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<td></td>
<td></td>
<td>• Alter how funding is allocated</td>
<td>• Philanthropic joint funding (e.g. Blue Meridian in the US), or public funding shifts from one policy priority to another (e.g. from institutional to community mental health care in the UK)</td>
</tr>
<tr>
<td><strong>ESTABLISH NEW INSTITUTIONS</strong></td>
<td>Creating a new body with the authority to pursue long term change in an issue</td>
<td>• New post or role</td>
<td>• UK’s creation of the Office of Domestic Abuse Commissioner</td>
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<td></td>
<td></td>
<td>• Establishing a new body or institution</td>
<td>• The establishment of the Care Quality Commission to drive standards in health and social care</td>
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<tr>
<td><strong>IMPROVE REGULATION AND STANDARDS</strong></td>
<td>Use regulation, compulsory or voluntary standards to drive change and enshrine better working practices</td>
<td>• New performance standards or models</td>
<td>• Development of risk assessment tool for the police when responding to domestic abuse incidents</td>
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<td></td>
<td>• Embed new principles into existing structures</td>
<td>• The Living Wage campaign and standard driving change among businesses</td>
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<tr>
<td><strong>CREATE FEEDBACK LOOPS</strong></td>
<td>Creating feedback loops between decisions, action and impact to improve how a system works</td>
<td>• New funding approaches</td>
<td>• Educate Girls Development Impact Bond creating new, impactful feedback loops</td>
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<td></td>
<td></td>
<td>• Data transparency</td>
<td>• Social Finance Family Context tool developed with Leeds &amp; Stockport Councils and MHCLG</td>
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<td></td>
<td></td>
<td>• Targets</td>
<td>• NHS 2004 Improvement Plan 18-week waiting time target</td>
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<tr>
<td><strong>MOBILISE A SHARED VOICE</strong></td>
<td>Building a single voice within a sector or around an issue</td>
<td>• Bring multiple voices behind a single message for change</td>
<td>• The Jubilee 2000 Coalition’s ‘Drop the Debt’ campaign uniting voices globally behind a single focus</td>
</tr>
<tr>
<td><strong>ATTRACT MEDIA SPOTLIGHT</strong></td>
<td>Bringing attention to an issue or a solution, telling a new story and motivating people to act or think differently</td>
<td>• Proactively work through existing channels to change the public conversation</td>
<td>• Drive Partnership reframing media narrative from ‘why doesn’t she leave?’ to ‘why doesn’t he stop?’</td>
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<tr>
<td></td>
<td></td>
<td>• Explicitly using media and entertainment to transform the public conversation</td>
<td>• Jeff Skoll’s Participant Media producing entertainment to drive social change</td>
</tr>
<tr>
<td><strong>CHALLENGE THE STATUS QUO</strong></td>
<td>Questioning the status quo from outside, alongside or within the system</td>
<td>• Advocacy, campaigning and movement building</td>
<td>• The Black Lives Matter movement’s urgent challenge to racial injustice</td>
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<tr>
<td></td>
<td></td>
<td>• Lobbying, influencing and litigation</td>
<td>• ClientEarth’s use of conservation law for environmental protection</td>
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<td></td>
<td></td>
<td>• Constructive policy engagement</td>
<td>• Social Finance’s Health &amp; Employment Partnerships team’s work with Dept of Health &amp; Social Care, DWP &amp; NHS</td>
</tr>
</tbody>
</table>
Foundations – the basis of impact at scale

Finally, our ‘Routes to Scale’ framework sets out the foundations that this work is built on. It might seem odd to come to the foundations last. However, we believe that it is important that both the work itself and our framework begin with – and flow from – the lasting change we seek in the world. This is why our framework moves from the goal down, ending at the foundations on which the levers, building blocks and lasting change are built.

When researching the models of change that made most progress, we found that they were generally built on the three foundations: strong partnership, consistent funding and a clear story. Together, they create the essential support that enables a trajectory towards long term change.

FIGURE 6. ROUTES TO SCALE FRAMEWORK – FOUNDATIONS

STRONG PARTNERSHIP

For years, stories of social change have focused on a singular hero who rights social injustices. The reality is that change is a long journey involving many people. This paper has laid out the range of levers that need to be addressed over many years. Change is a collective effort requiring expertise spanning multiple disciplines and people with influence on different parts of the system.39

Nobel Prize winner Mohammad Yunus and the team at Grameen Bank played a critical role in demonstrating the microfinance model and making the case for a new approach to addressing poverty. But the story does not end there. Microfinance’s growth has been driven by an unlikely

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partnership of community leaders, development agencies, governments, banking sector and charities. These people and organisations shared a vision of change and have created far more together than a single individual or organisation would ever achieve alone. It is the collective effort that scaled a new way of thinking about how to address poverty.

**CONSISTENT FUNDING**

As Bridgespan’s report Audacious Philanthropy showed, two thirds of the change initiatives that had achieved scale had at least one big donation of over $10m, and more than 90% of them took over 25 years to reach their scale goal. Scaling impact is a long journey that takes sticking power, focus and requires continuous generation of momentum. The pressure of pursuing short term, piecemeal operating funding can distract from focusing on impact at scale and undermine the ability of a collective to pursue the long-term goal. Consistent funding for the big vision provides the glue holding a collaboration together and enables partners to raise their heads above the day-to-day work of meeting immediate need to focus on the world they are looking to shape.

Two UK charities, Mind and Rethink, launched the Time to Change campaign in 2007. They had a ‘big vision’ to end the stigma and discrimination faced by people with mental health problems in England. The collaboration they led can take significant credit for the transformation in English attitudes to mental health. Consistent funding was one of the foundations their work was built on. They were supported by over £40m from Big Lottery Fund, Comic Relief and the Department of Health in two tranches for the first eight years. ⁴⁰

**CLEAR STORY**

Those of us doing the work are often so focused on ‘what’ needs to change that we sometimes forget the criticality of explaining ‘why’ and ‘how’. Looking back at our experience, this is not something that we have done consistently at Social Finance. However, a clear story is the foundation of initiatives that have achieved change. It not only provides a critical element in uniting a partnership, it is also mobilises others to recognise that change is needed and to lend support.

A clear story explains what is wrong with the status quo, sets out a vision for change and provides a clear, practical first step. These elements help to overcome resistance and bring others along in a broader movement for change. ⁴¹

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⁴¹ This is a summary of the Beckhard Harris change equation which was designed to describe organisational change, but it also provides a useful model for describing social change: (Dissatisfaction with the status quo x Vision for change x Knowledge of the first step > Resistance to change) Pete Ritchie at Nourish Scotland shared how this model could apply to social change at a workshop on Making Change Happen in Glasgow, facilitated by Social Finance.
How to use this framework?

The aim of the Routes to Scale framework is to help achieve widespread, long term social change. We use it in a number of ways:

- **Strategy** – once you have built an in-depth understanding of the issue, the barriers to change and opportunities, you can then lay out your strategy for impact. We have used this framework to situate our work in relation to others and prioritise which levers to pull in overcoming a systemic barrier or taking advantage of a window of opportunity.

- **Explanation** – this framework provides a useful structure to explain the long term change we pursue, the building blocks that need to be in place and the levers we are seeking to pull. We can explain where others are acting and the logic behind our choices, and build a shared understanding among staff, partners, funders and others interested in our work.

- **Adaptation** – the process of change is dynamic and not linear. It’s essential to continually read, shape and respond to the environment you are working in. When taking stock of changes in the world we are working in, we have found this framework useful to assess the progress we have made in an issue and decide where to go next.

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42 Ways to do this are laid out in our report Making Change Happen: An Emerging Approach to Planning for Impact. 2020. Available at: https://www.socialfinance.org.uk/resources/publications/making-change-happen-emerging-approach-planning-impact

43 The case studies in our ‘Changing Lives, Changing Systems’ series set out how these levers have been used in a number of different areas of our work.
Conclusion

We are at a time of historical upheaval. There is significant need and flux in many of the issues we care about – but there are also windows of opportunity for change. It has never been more important to reimagine how we grasp these chances to reshape the world.

We have written this report for the inspired changemaker sitting in a community organisation, local government, central government, charity, foundation, social investment intermediary or business. We hope it helps you to understand the role you can play in scaling impact in the issues you work in, and shows how diverse the routes to ‘scaling’ impact can and should be.

Scaling impact is a collaborative process that cannot be done alone. We hope that by sharing our reflections and ideas, we can continue a discussion about how to bring about the change we want to see, together.
Appendix: The Strategic Levers

CREATE SUPPLY AND DEMAND

Approaches that focus on enabling the creation or growth of ongoing supply and demand so there is quality provision of a service or product to all those who might need it.

Supply and demand are fundamental to scaling and sustaining the provision of any product or service. While often viewed as a ‘for profit’ term, the concepts are just as important in a subsidised or fully state funded system. In short: are there enough people who want it and are able to pay for it, and enough people who can provide it?

A range of approaches can be used to enable widespread provision through creating supply and demand: making the business case, fostering the supply and/or demand side, and addressing structural barriers

Making the business case – a key step, especially for new services or practices, is to make the business case to government or to the market to create demand. This can be done either theoretically or in practice through pilots that demonstrate a new way of working and build evidence of the social and financial impact.

For example, in 2012, Social Finance worked with Essex County Council to scope, design and then launch the first Edge of Care Social Impact Bond, providing Multi-Systemic Therapy (MST) to families and children/young people at high risk of entry to care. By demonstrating compelling social and financial impact, the work in Essex helped to make the case for others to adopt similar approaches. This led to the formation of Positive Family Partnerships, now working in ten boroughs across London to provide intensive, evidence-based therapeutic support for families at immediate risk of breakdown.

Fostering supply – a lack of people or organisations with the skills needed to deliver a service well is often a barrier to scaling impact. Providing training and other support to build the capacity of service providers to expand a market, or build expertise in existing players can address this bottleneck.

Social Finance’s IPS Health and Employment Partnerships initiative delivers a range of capacity building to employment support providers. This includes direct support such as training, advice and quality assurance, and more structural interventions through its workforce development programme, setting out job descriptions and pay rates, providing guidance on recruitment, and building the profile of employment support within the NHS.

Fostering demand – those in control of the funding sometimes face barriers too. For example, it could be that new expertise is needed to contract in a different way or that stimulus funding is needed to create the first wave of demand.
In 2016 the UK government launched the £80m Life Chances Fund to address one of the barriers to commissioning Social Impact Bonds (SIBs). In many social issues the financial benefits of a positive social outcome accrue across government departments. This central fund addresses that by contributing to payment by results contracts alongside local commissioners, expanding the SIB market.

**Address structural barriers** – sometimes there are regulatory or technical barriers to market development which can be addressed by making contracting easier. This can be done through technical guidance and tools or explicit guidelines.

Preston City Council in the UK adopted a community wealth building strategy to local economic regeneration. As part of this, it sought to encourage local ‘anchor institutions’ to procure local suppliers and stimulate local market growth. CLES, the national organisation for local economies, worked with key local institutions to overhaul procurement documentation and procedures to open access to a broader range of suppliers, including the creation of a social value procurement framework that allowed buyers and suppliers to capture the economic, social and environmental impact of goods and services. Procurement spend retained within Preston almost tripled between 2012/13 and 2016/17.  

**UNLOCK CAPITAL**

*Creating or providing access to new sources of money to fund support for all those who need it.*

This can take several forms:

**Unlocking public capital** – this is often seen as the route to long term sustainability – by persuading or working with government to introduce new budget lines for issues or interventions.

In the UK Social Finance supported Enfield Council to develop the Housing Gateway scheme, using existing public funding arrangements to establish a sustainable response to homelessness in the borough. The council used its public borrowing rights to raise £200m to buy 500 houses, which are rented to families who would otherwise be homeless. Rental payments are covered by the Local Housing Allowance, funded by central government, and as the council benefited from preferential public borrowing interest rates, the income more than covers the costs of repaying the loan. Since Housing Gateway was launched in 2014, a further 250 councils (around 80%) in England have established their own local authority housing companies.

**Private, long term investment** – strategies may also focus on bringing in new sources of capital – for example, through building communities of investors or creating new institutions.

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44 ‘Anchor institutions’ refers to ‘organisations that have an important presence in a place, usually through a combination of: being largescale employers, the largest purchasers of goods and services in the locality, controlling large areas of land and/or having relatively fixed assets’ See: https://cles.org.uk/what-is-community-wealth-building/what-is-an-anchor-institution/

In December 2020, Schroders and Big Society Capital announced the creation of the Schroder BSC Social Impact Trust plc – a new investment trust focused on significant social challenges in the UK. They are seeking to raise £100m via an initial public offering to draw in new private capital to the impact investment market. By seeding the fund with assets from its portfolio, BSC will demonstrate to prospective investors both the likely financial return and the kind of impact that might feasibly be expected. The fund will invest in areas such as high impact housing, debt for social enterprises and social outcomes contracts.

**DESIGN FOR MASS REACH**

*Designing the product or service specifically to scale – for example, by designing simple, cheap or easily replicable solutions.*

Designing a simple solution (product, service or practice) that can be easily and/or cheaply replicated or adopted is one strategy for scale.

The M-PESA payment service has enabled millions of people to access banking services using only basic mobile technology.

‘Plug and Play’ – designing for mass reach might also mean designing an offer that can be easily taken up by others.

VisionSpring’s ‘Business in a Box’ model for entrepreneurs in developing markets to test vision and sell affordable reading glasses.

**EXPAND THE ORGANISATION**

*Perhaps the most common interpretation of ‘scaling’ – expanding the reach and scale of the organisation or initiative that delivers a particular solution, product or practice.*

Expanding the reach of a particular organisation can be one lever to scale impact, and many organisations think of organic expansion first. In some cases, growing the organisation can be the driver of scale, although this is rare in the social sector given the nature of the systems and their challenges. Demonstrating a model or solution’s viability in multiple contexts or places can also be an important step in driving its broader adoption by others or influencing change in the system. It is always important to question whether and when growing an organisation – rather than looking beyond its boundaries – is the best route to scale.

The Royal National Lifeboat Institution (RNLI) provides sea rescue services along the coasts of the UK & Ireland. Founded in 1824, it has grown to run 238 lifeboat stations with 40,000 volunteers providing prevention and education, lifeguarding and rescue services. The RNLI responds to over 15,000 lifeguard incidents a year and assists annually in over 8,000 lifeboat rescues.

Mergers and acquisitions, though rare in the charitable sector, can enable a step change in impact.

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46 See: [https://tinyurl.com/yzyyczx4](https://tinyurl.com/yzyyczx4)
47 RNLI, Annual Report 2019
In 2006, UK children’s charity NSPCC acquired ChildLine, a confidential free telephone helpline for children. The merger enabled investment into the service, increasing capacity and driving up the number of children supported. It also expanded the NSPCC’s provision, and provided a valuable new source of data about children’s worries and priorities that has helped to raise the profile of some poorly understood issues and influenced the charity’s strategy. From the perspective of the initiating organisation, selling or transferring its model to another organisation which is better placed to take it to scale can also be seen as a new vehicle for scale (see below).

**USE NEW VEHICLES**

*Using new vehicles that can enable a step-up in scale while retaining some degree of control over a model to enable impact and/or scale delivery.*

Many organisations pursue impact at scale by growing their own reach and delivery capacity. However, there are limits to how far and how fast an organisation can grow ‘organically’. There is also a risk that an organisational focus on growth can be in tension or direct conflict with the potential for impact at scale. Alternative approaches to operationally scaling a model include:

**Franchising** – an approach that can unlock faster growth while retaining some revenue and control of brand, intellectual property and quality assurance.

After four years of operation, Salisbury Foodbank established the Trussell Trust Foodbank Network, which now has more than 1,200 foodbanks run by local churches and community organisations. The central charity provides tools, training, support and some funding in return for an annual contribution.

**Licensing** – in a similar way, licensing can be used to expand reach, bring additional income and maintain quality.

Multi Systemic Therapy is an evidence based approach for supporting families at risk of breakdown. Anyone adopting the model needs to acquire a license, providing income to the organisation that holds the IP and enabling fidelity to good practice.

**Joint ventures** – where a new entity is formed to establish shared ownership. This can leverage impact and reach while sharing risk.

Positive Families Partnership (PFP), a joint venture between Bridges Fund Management and Social Finance, provides Multi Systemic Therapy and Functional Family Therapy to families at risk of breakup or children going into care across ten London boroughs. This structure brought additional capital to cover upfront delivery and means the partnership can pool the costs of specialist staff across multiple areas and thereby provide a service which individual commissioners would find hard to deliver on their own. This allowed PFP to double its coverage over the first two years of operation.

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Mergers, acquisitions & transfers – in some cases, an organisation may decide that another organisation is best placed to take a particular product, service or practice to scale, and seek to transfer the intellectual property or ‘know-how’ IP. For example, Reconnections – a service originally developed by social investors and Social Finance in partnership with Age UK Herefordshire and Worcestershire – has supported the national charity Independent Age to take forward the service model piloted in Worcestershire and establish two further Reconnections services in other parts of the country.

ADAPT BUSINESS MODEL FOR SCALE

Adapting an existing model with the goal of scaling it – for example, through reducing cost to enable replication, unbundling elements, building a platform or open sourcing.

Technological innovation can offer routes to reduce cost and increase access. For example, the American non-profit KaBOOM! helps communities to build new playgrounds. In its first decade, it helped build nearly 750 playgrounds – but when it shifted to a web based platform, it was able to support 4,000 communities in just three years.49

Streamlining or unbundling your model in other ways can also support growth. In 2014, Room to Read – an NGO focused on literacy and girls’ education working across Asia and sub-Saharan Africa – simplified its content and training materials into a small number of ‘implementation packages’ that could be easily adapted and implemented by local teams, reducing cost and complexity.50 By doing this it reached its goal of supporting 10 million children five years earlier than planned.

Cross subsidy models harness the value a product or service can add to a range of consumers and use the profit margin from those who can pay to subsidise the delivery to those who can’t.

EcoFiltro in Guatemala switched from a traditional charity model to a for-profit social enterprise structure to expand distribution of its water filters, using sales from better off urban customers to cross subsidise poorer rural households. The shift fuelled significant growth in impact – access to clean water for Guatemalan families.51

50 Centre for Universal Education at Brookings, 2016. Room to Read: Scaling up literacy through localized solutions across Asia and Africa. Available at: https://www.brookings.edu/wp-content/uploads/2016/07/Final-Room-to-Read-Case-Study.pdf
51 Knowledge@Wharton at University of Pennsylvania, 2015. When Profit Powers a Clean Water Project for the Poor. Available at: https://knowledge.wharton.upenn.edu/article/when-profit-powers-a-clean-water-project-for-the-poor/
DEVELOP TALENT

**Developing workforce or leaders with the right skills and expertise to deliver new approaches and/or proactively drive change across a system.**

**Bring new talent into a sector** – for example, the Teach for All movement works to open recruitment into the teaching profession among new groups and shift the view of teaching as a career route for graduates. In the UK, Teach First is among the most popular graduate recruiters.

**Training existing decision makers** who are in a position to unlock impact in a system – or shaping future leaders who will drive change from the top. For example, the Forward Institute works with senior leaders across sectors in the UK to encourage responsible leadership that is committed to the public good. Leadership development is another positive effect of programmes such as Teach First, whose alumni include 60 headteachers and founders of numerous education charities including Frontline, Unlocked Graduates and The Difference.

HARNESS COLLECTIVE EFFORT

**Bringing organisations from different sectors together to work on a joint agenda to drive change.**

**Collective action models or movements** bring organisations together under a common purpose or strategy, to create greater power for change than any individual actor can wield alone. The Scottish Violence Reduction Unit (VRU) was set up in 2005 to stop the growth in knife crime. The VRU brought together the Police, the health system, schools, the community and gang members in a collaborative effort to tackle the root causes of violence. In 12 years, the collaborative effort led to homicides in Scotland dropping from 137 a year to 62 by 2016/17.

**Peer-to-peer networks** – harnessing the power of existing networks and developing more deliberate communities of practice or peer champions can increase the take up of a particular approach across a community or sector. Research by NESTA found that recommendations from other GPs were the most important influence on GPs adopting new practice.

Getting It Right First Time (GIRFT) is a UK national peer-to-peer programme designed to improve medical care within the NHS by reducing unwarranted variations in the way services are delivered across the NHS. GIRFT teams of clinicians and managers visit participating hospital trusts to carry out a peer review of clinical data and practice. Through peer-to-peer exchange and sharing best practice, GIRFT teams help their fellow clinicians and service managers identify changes to improve care and patient outcomes, and reduce unnecessary procedures. Every hospital trust in England is now part of the programme. Between 2013/14 and 2018/19, GIRFT’s orthopaedic surgery programme led to an almost complete elimination of unnecessary knee operations, and a significant reduction in length of hospital stay, saving the NHS £696m.

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52 BBC News, 4 March 2019. How Scotland stemmed the tide of knife crime. Available at: https://www.bbc.co.uk/news/uk-scotland-45572691


SHAPE SECTOR PRACTICE

*Changing how people work by sharing ideas and tools.*

Some organisations scale their impact by:

**Providing technical support** through consulting or advising others to scale their impact – Oxford University’s Government Outcomes Lab aims to support the growth of effective outcomes based commissioning by providing support and advice to commissioners and others seeking to use the approach.

**Thought leadership** – a strategy that can be used to ‘change the weather’ in a sector. This has been successfully pursued by Bridgespan in the US. By sharing their thinking and analysis on nonprofit management and philanthropy, Bridgespan sets an agenda for the social change sector, with the scale change driven by others adopting new practices.

BUILD THE EVIDENCE BASE

*Using evidence to unlock scale by making the case for wider change.*

Sometimes building an evidence base is key to unlocking scale – by making the case to funders, professionals or the wider public. It might be used to demonstrate that change is needed and possible, or to encourage the adoption of new ways of working.

**Make an argument for change** – Evidence can be integral to explaining why change is needed, especially when there is a lack of widespread understanding of the issue.

The understanding of poverty in the UK was transformed in the late nineteenth century by Charles Booth’s Life and Labour Inquiry. Through house-to-house research, Booth’s researchers developed street level maps of London showing the reality of poverty. This more nuanced understanding of who was living in poverty influenced policy in several ways. For example, the research showed the level of poverty among older people. That led to the proposed introduction of pensions which were enshrined in the UK’s Old Age Pensions Act of 1908.

Until recently there was minimal delivery of trauma informed approaches within UK public services. However, the body of evidence on the long lasting impacts of Adverse Childhood Experiences (ACEs) has directly shaped the thinking of the Scottish and Welsh governments. In 2019 the Scottish government committed to training 5000 police, social workers and nurses in trauma informed practice. Similarly, the Welsh government also rolled out similar training for frontline practitioners.

**Create a tipping point for change** – evidence can also be critical in demonstrating that new ways of working are possible.

55 LSE, 2016. Charles Booth’s London: Poverty Maps and Police Notebooks. Available at: https://booth.lse.ac.uk/learn-more/what-was-the-inquiry

The Drive partnership recognised that one of the barriers to intervening with perpetrators of domestic abuse was a lack of evidence on the efficacy of interventions. This created a catch-22 situation where public sector commissioners did not know what interventions would work and could not build a business case to test interventions to find out. The Drive partnership deliberately worked to unblock this barrier by commissioning the largest evaluation of a perpetrator intervention ever carried out in the UK, and the largest with a randomised control design. The positive findings from this evaluation helped to create a tipping point where commissioners and politicians are more comfortable engaging with perpetrator work.\(^57\)

**Share evidence for scaled take up** – a lot of evidence on effective interventions and approaches is not widely shared and so does not spread beyond a single pilot or delivery organisations.

In 2011 the UK's Education Endowment Foundation (EEF) was set up as a What Works Centre to commission, bring together and share evidence, to help schools allocate their budgets to the most effective approaches. EEF is working to promote and enable the adoption of evidence based practice across the sector.

**USE DATA FOR TRANSPARENCY AND INSIGHT**

**Strategies that use data to shine a new light on problems, change how people understand issues or galvanise action.**

**Transparency that demands accountability across a system** – data has been used to focus the attention on race and gender inequalities and to ‘explain or change’ the differences in outcomes.

The UK's 2017 Gender Pay Gap Regulations require all private and voluntary sector employers with 250 or more employees to publish data on their gender pay gap. This transparency has already created some progress – statistics released in November 2020 showed that the pay gap had fallen three percentage points since 2017 for all employees. Shining a light on the existence of the gap pushes accountability, equipping employees with data to question or challenge, and encouraging employers to address issues that could result in reputational damage.

**Shine a light on the real issue** – data can also be used to change our understanding of the issue and expose hidden problems.

Social Finance worked with Newcastle and Manchester councils to integrate datasets from across schools, social services, police and more to better understand the experiences of young people at risk of becoming Not in Education, Employment and Training (NEET). We found that children who’ve experienced care are five times more likely to become NEET in comparison to their peers – challenging the national narrative around the importance of GCSE results. Newcastle and Manchester developed new NEET reduction strategies focused on better supporting care leavers into employment. The Department of Education replicated the analysis to inform national strategy.

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ALTER OR REALLOCATE FUNDING

*Strategies that seek to change or redirect the way funding is allocated.*

Sometimes one of the keys to unlocking change is reallocating funding from existing areas of spend to approaches or services that have greater impact.

**Demonstrating alternative uses with better outcomes** is one strategy to do this – for example, the End of Life Care Integrator\(^{58}\) invests in community based models of care, with commissioners making payments back to its investors (Macmillan Cancer Support and Big Society Capital via the Care and Wellbeing Fund) based on outcomes achieved. The outcomes, such as people being able to die in their preferred place, are linked to a reduction in resource use in the acute sector (hospital) for people in the last 12 months of life. By demonstrating that community services can improve outcomes and reduce acute resource requirements, the case is made for a budgetary shift.

**Alter how funding is allocated** – Funders, both private/philanthropic and public, can shift systems by unlocking new capital, but also by changing how and where they allocate their existing funds.

Collaborative Philanthropy initiatives – such as the Blue Meridian Partners in the US or Local Motion in the UK – pool the funding and support of multiple philanthropic funders to make collaborative investments in social change initiatives or specific locations. This creates a new channel to fund scaled initiatives, altering the foundation funding landscape and opening up new possibilities to access major funding.

In the space of public funding, local and central government are often operating within a finite budget envelope – which often means that a decision to fund a new area is a switch away from an existing one. Enabling such shifts to happen can be central to achieving impact at scale. For example, the deinstitutionalisation of Mental Health in the UK involved the closure of psychiatric hospitals and the large scale release of capital from land sales and shift of funding into a broader range of community based services.

ESTABLISH NEW INSTITUTIONS

*Creating a new body with the authority to pursue long term change in an issue.*

One of the risks in social change is that progress is lost when the issue is no longer on the public agenda or when there is a political transition. One model used to embed change over the longer time is to institutionalise it in an individual or new establishment.

**A new post or role** gives a person the responsibility, remit and incentive to drive progress across a system – such as the UK’s creation of the Office of the Domestic Abuse Commissioner.

**Establishing a new body or institution**, to bring capacity, accountability, incentives and funding.

\(^{58}\) See: [https://www.socialfinance.org.uk/projects/end-life-care](https://www.socialfinance.org.uk/projects/end-life-care)
The UK’s Care Quality Commission (CQC) was established in 2009 to regulate and inspect health and social care services in England, uniting three pre-existing quality assurance bodies. It is tasked with assuring the quality and safety of care services across the health and social care sectors through registration, monitoring, inspection and enforcement.

**IMPROVE REGULATION AND STANDARDS**

*Use regulation, compulsory or voluntary standards to drive change and enshrine better working practices.*

This work to improve standards can be done in a number of ways. This could be by putting in place new performance standards that are universally used or embedding principles in existing structures.

**New performance standards or models** can encourage or incentivise services to shift their focus, work or behaviours. Shared standards or frameworks can embed change across a system by moving multiple agencies at the same time.

B-Corp certification was introduced by the non-profit organisation B-Lab as a way to encourage private businesses to commit to higher social and environmental standards. Businesses must reach a threshold in relevant impact areas (governance, workers, community or environment) in order to gain certification, and must integrate stakeholder commitments into their governing documents. There are over 3500 certified B Corporations across more than 70 countries and the mark is increasingly recognised by consumers - and as a result, sought by businesses.

**Embed new principles into existing structures** – especially where these are already widely adopted, this can be a faster route to impact at scale than seeking to roll out a new model.

The UK government first set a national minimum wage in 1999. This was a critical step in tackling low wages – but the level was too low and not enough to live on. The Living Wage campaign worked to raise it. The campaign has made real progress in changing business practices, with 6881 employers now voluntarily electing to be Living Wage employers.

**CREATE FEEDBACK LOOPS**

*Creating feedback loops between decisions, action and impact to improve how a system works.*

In a for-profit market, if a consumer doesn’t like a product or service, they can take their money and spend it elsewhere. The business loses money and so has an incentive to learn what is going wrong and to change. This feedback loop is missing in a lot of social service provision, as the person receiving the product or service is generally not the person paying for it. Creating alternative feedback loops can be critical to driving change. These feedback loops can be created through new funding approaches or data transparency.

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59 B Corporation website, available at: https://bcorporation.net/faq-categories/about-b-corps


New funding approaches – outcomes based commissioning is an approach to paying for public services in which payment is made based on the social outcomes achieved. These models seek to align social outcomes with financial reward to create feedback loops.

Educate Girls used a Development Impact Bond to finance a programme for girls’ education in Rajasthan. The new data they collected for performance management created live feedback loops that allowed the charity to identify learning lags in children and gaps in their own teams, leading them to redesign the curriculum, deploy resources differently and retrain staff. As a result, learning gains for girls on the programme jumped in the third year, with levels growing 79% more than peers in other schools: over 1.5x the original target.

Data transparency – data transparency can provide feedback loops by giving live and ongoing insight into activities and outcomes which can enable service adaptation and improvement.

Social Finance in collaboration with Leeds City Council, Stockport Borough Council and the Ministry of Housing, Communities and Local Government developed the Family Context digital tool. It enables Social Workers to quickly see the full picture of services working with the family (e.g. adult social care, housing, education) and have conversations with other practitioners involved. Siloed, disjointed services can result in deep frustration from families and potentially the wrong decisions taken by services. Family Context provides transparency, access to information and enables Social Workers to take better informed decisions on how and when to support – for example, informing how quickly to act, selecting the right practitioner to lead a response or joining up services to improve support offered to families.

Targets provide high profile feedback on outcomes that can help shift system behaviour.

The 2004 NHS Improvement plan introduced several treatment targets, such as 90% of patients needing hospital admission to be treated within 18 weeks. By 2009, over 93% were treated in that time period. The clear targets and transparency on data drove a focus on delivering change within a system.  

Mobilise a shared voice

Building a single voice within a sector or around an issue.

Some collective effort is focused on joint action, as described above. Another strategy is to bring multiple voices together behind a single message for change.

The Jubilee 2000 Coalition was an international coalition movement across more than 40 countries that united hundreds of national and local organisations behind a shared, simple message to ‘Drop the Debt’. Beginning with building a shared voice across church and youth groups in the UK, the movement under the ‘Drop the Debt’ banner grew into a global campaign, with influence on the world political stage – eventually leading to cancellation of over $100bn of debt owed by more than 35 countries to foreign creditors.

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62 The King’s Fund, 2010. How much have waiting times reduced? Available at: https://www.kingsfund.org.uk/projects/general-election-2010/waiting-times

63 Jubilee Debt Campaign. Available at: https://jubileedebt.org.uk/about-us
### ATTRACT MEDIA SPOTLIGHT

*Bringing attention to an issue or a solution, telling a new story and motivating people to act or think differently.*

Storytelling can be critical in changing how society views an issue. It is key to gaining public support for change and inspiring action. These strategies can be an important plank in scaling impact:

**Proactively work through existing channels to change the public conversation** – gaining public support starts with framing the issue in a way that connects with people and that enables people to understand the real issue.

The Drive partnership worked to reframe the prevailing narrative on domestic abuse from “why doesn’t she leave?” to “why doesn’t he stop?”. Ministers in the UK are now also using similar language and it has resonated more widely with the media. This change in narrative focused attention on where the real responsibility for abuse lies and opened up a space for addressing perpetrator behaviour.

**Explicitly use media and entertainment to transform the public conversation** – Participant Media was established in 2015 by Jeff Skoll, one of the founders of eBay, to produce entertainment that drives social change by sharing stories and motivating people to act. Participant produced the Oscar winning film, An Inconvenient Truth. The documentary followed former Vice President Al Gore’s work to educate people about the facts of global warming. The film and the accompanying campaign in partnership with NGOs and academics created a watershed in public understanding of the climate emergency.64

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### CHALLENGE THE STATUS QUO

*Questioning the status quo from outside, alongside or within the system.*

Opposition can challenge the status quo and in doing so widen the range of possible options and enable systemic change which would previously have been viewed as impossible.

**Advocacy, campaigning and movement building** are examples of public ways to build opposition. These can amplify a call for change and create space for public debate on an issue.

In 2020 the Black Lives Matter (BLM) movement mobilised in response to the murder of George Floyd. The movement raised awareness of racial injustice and created an urgency for change. BLM put race equity on the political and boardroom agenda, and incoming US President Joe Biden made tackling systemic racism one of his four priorities on entering office.

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**Lobbying, influencing and litigation** are less public ways of widening the political window.

ClientEarth uses the law as a lever to protect the planet. In collaboration with local and international NGOs, they used European conservation law to halt logging in Poland’s Bialowieza Forest.65 This laid a marker around the importance of environmental protection and ClientEarth cite that conversations with the new Polish Minister for the Environment have been more positive.

**Constructive policy engagement** can also be useful when political or systems leaders who want to see a change to the status quo can be identified. Allying with internal advocates for new approaches can help break down preconceived ideas and other barriers to systemic change.

The UK government is committed to increasing the number of disabled people in work. Social Finance’s Health and Employment Partnerships initiative has worked closely with policy makers and senior officials in the Department of Health and Social Care, the Department of Work and Pensions and the NHS to show how the wider use of Individual Placement and Support (IPS) can help to reduce the disability employment gap.

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Scaled initiatives reviewed

Full references are to be found in the footnotes


In addition, work with the following initiatives, in which Social Finance is or has been directly involved, significantly informed the thinking shared in this report. A selection of these is featured in our Changing Lives, Changing Systems report series.

- **The Drive Partnership**[^66] – a partnership between Respect, SafeLives and Social Finance, which seeks to end the cycle of domestic abuse by addressing the systemic gaps in the intervention with high harm perpetrators

- **End of Life Care Integrator (EOLCI)**[^67] – the EOLCI enables health and social care systems to change so that people live and die well, providing investment, analytics, and support to community based models of palliative care

- **Health & Employment Partnerships (HEP)**[^68] – HEP helps people with health conditions and disabilities secure, sustain and retain fulfilling work

- **Housing Gateway**[^69] is an innovative way to increase access to affordable accommodation in the Private Rented Sector

[^69]: [https://new.enfield.gov.uk/housinggateway/](https://new.enfield.gov.uk/housinggateway/)
• Leaving Well\textsuperscript{70} is a digital tool that aims to improve the experience of young people leaving care by helping them and their personal advisers better plan and focus support for the transition

• Maximising Access to Education (MAE)\textsuperscript{71} supports children at risk of school exclusions by coproducing local infrastructure to support early intervention, alongside generating evidence that informs policy change at the national level

• Positive Family Partnerships\textsuperscript{72} is a collaboration between ten London boroughs, delivery organisations, Bridges Fund Management and Social Finance, working towards a common goal: to prevent families from breaking down and young people from entry into care, using holistic, therapeutic interventions for at-risk families.

• Reset\textsuperscript{73} is an independent charity, set up in partnership with Social Finance, which acts as the UK’s Refugee Community Sponsorship learning hub

• Reconnections\textsuperscript{74} is a personalised model addressing loneliness through a whole community response, which has been expanded to two new sites by the charity Independent Age

• Violence Impacting Young People (VIYP) is a project to understand the root causes of violence and identify opportunities to drive systemic change for and with young people

\textsuperscript{70} https://socialfinance.org.uk/projects/leaving-well-improving-support-young-people-leaving-care

\textsuperscript{71} For more details, contact sfeducation@socialfinance.org.uk

\textsuperscript{72} https://www.positivefamiliespartnership.com/

\textsuperscript{73} https://resetuk.org/

\textsuperscript{74} https://www.independentage.org/reconnections/service
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Emily was a senior Director at Social Finance for 12 years and a member of the board. She founded and oversaw the Impact Incubator and led Social Finance’s thinking on impact at scale. She has worked to establish and support the scaling of impact of numerous initiatives designed to transform how we respond to entrenched social issues ranging from domestic abuse to young people leaving care. These include creating the world’s first Social Impact Bond in Peterborough and the development of Drive, a response to perpetrators of domestic abuse.

She formerly worked with REDF, a venture philanthropy fund in San Francisco and as a strategy consultant in London. Emily sits on the board of Henry Smith Foundation and on the advisory board of Greenwood Place, a philanthropy advisor.

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Jessica is a Manager in the Impact Incubator. During her time at Social Finance, she has supported charitable foundations to design and develop approaches for scaled impact in the challenges faced by older people and people living with disabilities. She has worked on programme strategy and design for the Education Outcomes Fund, and on investment backed approaches to change, supporting investees of the Macmillan/BSC Care & Wellbeing Fund.

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IMPACT AT SCALE TEAM MEMBERS
This paper would not have been possible without the Social Finance team focused on impact at scale. This team has pushed forward the thinking, driven the research and shaped the framework and ideas shared here. Alongside Emily and Jessica, the other team members are:

Gabriela De Oliveira – Gaby is an Associate in the Impact Incubator and led research and analysis for this report, co-designing the framework. Her experience in the non-profit sector spans a range of approaches including campaigning and advocacy, community engagement and the use of data and finance mechanisms to drive better outcomes.

Dan Jones – Dan is an independent innovation and learning consultant working with Social Finance on impact at scale. He has extensive experience across the social sector in the UK and internationally, most recently as Director of Innovation & Change at the Centre for Ageing Better.

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ACKNOWLEDGEMENTS

This report is the culmination of many years of asking people the same question – “how does change happen?”.

We would like to thank all of those who have been willing to answer that question and been so generous with their experience and insights.

We have learnt a huge amount from the insights of many people beyond our organisation, including our project partners who work with us across diverse issues. In addition, the attendees at our national workshops on Making Change Happen enriched and expanded our understanding of change. We have also valued conversations with colleagues asking the same question and would like to thank Christine Goodall, Duncan Shrubsole, Faiza Khan, Janine Roderick, Kirsty McNeil, Maff Potts and Ruth Ibegbuna for their generosity in sharing their perspectives.

We have enjoyed healthy debate on this framework as it has been shaped with the Impact Incubator Steering Committee members Andriana Ntziadima, Anna de Pulford, Clare Kiely, Hannah Lim, Holly Donagh, Jessamy Gould, John Knights and Nicky Lappin.

Within Social Finance the work has been a collaborative process. We are hugely grateful to our colleagues across the organisation who spent a number of workshops critiquing routes to impact at scale. As we have developed the framework, we have enjoyed debate with the teams of Drive, End of Life Care Integrator, Health and Employment Partnerships, Housing Gateway, Leaving Well, Maximising Access to Education, Reconnections, Reset and Violence Impacting Young People. The practical iteration of the framework and testing its relevance to the work of the teams was central to grounding the work.

We have also benefited hugely from the perspective of our board as we grapple with the challenges of scale; both the board group that initiated this work and those involved in the ongoing work: David Blood, David Robinson, Derrick Anderson, Peter Wheeler Tony Clinch and Victoria Hornby.

This work would not have been possible without the generous support of Social Finance’s chairman, David Blood.
Social Finance is a not-for-profit organisation that partners with government, the social sector and impact investors to find better ways of tackling social problems and improving the lives of people in need.