

SCALE UP FOR CHILD PROTECTION

Unlocking the stalemate between national commitments and localised success

Scale Up: A Definition

World Vision defines scale up as the increase or expansion of a community-based social service and its successful child protection outcomes, in the public sector and in accordance with an existing law/policy for greater impact.

The Rationale

The rationale for scale up in the context of current child protection reform across European Neighbourhood Policy East and Enlargement countries lies in its ability to close the gap between policy and practice.

Over the last 10-15 years governments across ENP East and Enlargement countries have made extensive policy and legislative commitments to child protection reform that align with international human rights and child protection norms. They cover a range of substantive and procedural child protection issues and are a necessary part of the strategic planning and administration of child protection. At the same time, child protection mechanisms and community services have been introduced to provide quality health care, education and social support for vulnerable children.¹

However most child protection mechanisms and community care services are embryonic “islands of success” with outreach and impact limited to merely dozens rather than thousands of children. They are NGO-driven on a project basis or operated by local government on a case-by-case basis, and therefore are not genuine alternatives to residential orphanages or new solutions for other vulnerabilities such as violence or trafficking.² These mechanisms and services could be scaled up in accordance with existing governmental commitments brought about to facilitate such a process. From a mirrored perspective, governmental commitments in the form of laws and policies are both top-heavy and superficial; they remain as frameworks without being implemented or substantiated using the successful mechanisms and pilots developed by international and civil society entities at the local level. Existing governmental commitments represent significant opportunities to push the reform process along in a tangible way: they are the political and advocacy levers by which standalone services can become part of the wider institutional environment and thus accessible to a greater scale of vulnerable children.³



¹ These include day care centres, respite care, foster and adoption care, psychosocial and social worker support and referral mechanisms.

² Residential orphanages (also called ‘residential institutions’) are largely the sole mechanism to care for abandoned, disabled, abused and orphaned children aged 0-18 years in ENP East and Enlargement countries. The estimated total number of children residing in residential orphanages across Albania, Serbia, Armenia, Azerbaijan and Georgia is 25,000. Romania (an EU Member State) has an estimated 24,000. (See <http://www.transmonee.org>.) Residential orphanages do not and cannot provide adequate health, education and emotional support necessary for individual development in early or late childhood. The child to caregiver ratio is high, increasing the risk of child abuse and neglect. The institutional environment is founded upon separation from society and thus cripples the development and social integration of children. These vulnerabilities associated with institutionalisation compound children’s risk to other issues such as trafficking, life on the street, and unemployment and poverty in later life.

³ *Baseline Assessment for Engagement with Government for Child Welfare Reform Programme 2011-2014* (funded by AUSAID), World Vision International, August 2011.

Scale up is one key driver of the systems approach to child protection. A child protection system is a set of formal and informal elements coordinated to prevent and respond to abuse, neglect, exploitation and other forms of violence against children within the state and non state sectors. Such elements include laws and policies, organisational and institutional capacity building, cooperation and coordination, accountability mechanisms, service delivery, social practice and children’s agency. Child protection reform progress in ENP East and Enlargement countries consists mostly of laws and policies, capacity building and embryonic services with the involvement of international organisations, government and civil society actors. Scale up “connects the dots” between these actors and pockets of progress by putting community services into the wider political, institutional and social environments and thus helping to build the child protection system.

Scale up enriches and progresses the human rights conversation from an intangible, top-down discourse about “policy/legislative implementation” to a substantive bottom-up (and therefore two-way) dialogue about how policy and legislative objectives can be operationalised for tangible outcomes at the local level. Linking successful, practical child protection solutions at the community level with existing governmental commitments encourages constituent-driven reform and democracy building initiatives.

What Scale Up Looks Like

World Vision’s Definition of Scale Up

World Vision defines scale up as the increase or expansion of a community-based social service and its successful child protection outcomes, in the public sector and in accordance with an existing law/policy for greater impact.



World Vision’s definition of scale up requires some explanation due to its various components and the challenging nature of bringing social programmes to scale. Scale up is anything but a cookie-cutter phenomenon. The focus is to reproduce the *successful outcomes* of a service, not to obsequiously recreate every one of its features. Therefore the terms *increase*, *expansion* and *greater impact* with respect to the service do not necessarily mean replicating the number of service sites, expanding the infrastructure of the site or multiplying the number of beneficiaries, but can also include:

- Meeting a previously unmet child protection need
- Improving service performance in areas such as access or quality
- Increasing the breath of the service such as geographically or diversity in beneficiaries
- Increasing the depth of the service such as by improving quality or offering a variety of services and settings

In light of this, the challenge of bringing *social services* to scale is different to that of bureaucratic services or commercial franchises, for example, where the delivery and outcomes of those services tend to be more easily defined and replicated.⁴

Furthermore, deciding what scale looks like in the *public sector* depends on various political and social variables, such as:

- Objectives and targets in the law/policy under which scale up will occur
- Institutional and administrative capacity of government to undertake scale up
- Funding available to and allocated by government
- Nature, severity, type and scope of the child protection issue

⁴ For an example of scale up with respect to bureaucratic services, see *Innovation in government: Kenya and Georgia*, McKinsey Quarterly, 2011, at https://www.mckinseyquarterly.com/Innovation_in_Government_Kenya_and_Georgia_2865.

In practice, how the service will be increased or expanded in the public sector and the process for what will happen and when are strategic choices that depend on these political and social variables. The following tables set out some examples, which would shape policy goals of and/or recommendations for government:

Examples of How to Scale Up				
How to Scale Up	Description	Suitability	Advantages	Disadvantages
Replication by Blueprint	Copying a successful service programme into other sites with little or no adaptation	Where there's a successful formula in reaching a particular beneficiary group	Model of replication is straightforward because it's the same every time	Capital & operation costs likely to remain high because they're new for each service site
Grafting onto existing services	The addition of a new service or practice to an existing one that is already functioning e.g. afterschool programme attached to primary schools	Specific interventions that can be transferred and/or adapted to new environments	Demand for both services can increase, sparking an increased govt response	Demand for both services can increase, impacting on availability & quality
Association of related services	Linking a variety of smaller projects that implement different components of the total service	Where a variety of small projects exist e.g. a day care service can be improved by linking it with educational & employment services	Can scale up the quality of a service by increasing depth of coverage	Maintaining goals & collaboration between projects

Examples of Scale Up Processes				
Type of Scale Up Process	Description	Suitability	Advantages	Disadvantages
Simultaneous	Services are set up for maximum coverage in a short time	Where govt has a large budget, capacity & political will at the outset	More beneficiaries can benefit from the service in the short term	Quality can be compromised as there's little time for re-adjustment based on context
Phase-In	Services are set up over set periods of time	Where govt funding & other resources are available over time or more M&E of the pilot is needed to show success	Re-adjustment can occur along the way to maintain quality	Momentum can be lost if the phases aren't committed to
Explosive (or "Bursts")	Services are set up in clusters in a short time	Where funding is available in chunks over time	Builds momentum & re-adjustment can occur along the way	Quality can be compromised in the first cluster
Increasing	Services are set up at an increasing rate	Where success will lead to further funding	Builds momentum & re-adjustment can occur along the way	Quality can be compromised if the increase is too quick



Example of Scale Up - World Vision Albania

World Vision Albania is undertaking an initiative to scale up child protection units (CPUs). Pursuant to the Child Rights Law which allows for CPU establishment by local governments, CPUs have social workers who are responsible for identifying, referring and assisting children who are at risk and/or victims of neglect, abuse, violence and exploitation. These vulnerabilities and therefore the need for CPUs are prevalent across Albania. Therefore the scale up of CPUs consists of increasing the depth of the service by improving the technical capacity of social workers and the organisational capacity of CPUs to coordinate with local and national government, and increasing the breadth of the service by opening additional CPU sites in both rural and urban settings to reach a broader range of beneficiaries. Based on the political and social variables, including that there are already CPUs operated and funded by the government but at the same time funding shortages, scale up could occur by **replication and phase-in** (see the tables above). World Vision Albania will work in partnership with local and national governments to establish the best way forward.

Scale up in the *public sector* is different to “NGO scale up”, a term coined to mean the expansion of NGO impact beyond the local level. This usually involves becoming a larger organisation and managing larger budgets through successful, albeit still small and isolated, services. One of the most utilised strategies for NGO scale up used worldwide is having government agencies take over NGO programmes (whether achieved through advocacy or otherwise) after they have demonstrated potential.⁵ But services, whether NGO- or government-driven, have greater impact when they are incorporated into the larger programme and policy contexts.⁶ Therefore what public policy and public administration cogs need to be turned in the political wheel for a service pilot to become part of the wider institutional environment? What actors need to be engaged to broaden the scope of engagement to both the public and civil society sectors?

This is the point at which to leverage scale up: how can the service be increased or expanded in the public sector for *greater impact*?

A Methodology for Scale Up

WorldVision is currently partnering with government with the view to scale up social services in six countries: two of the Enlargement countries – Albania and Serbia; three ENP East countries – Armenia, Azerbaijan and Georgia; and one EU Member State – Romania. WorldVision therefore has a ‘work-in-progress’ methodology for achieving scale up.

World Vision recognises that the environment for scale up is complex. Objectives and targets in the law/policy under which scale up will occur, and the capacity of government including funding, are all determinants that make scale up possible and shape what it looks like (refer to the example of scale up on page 3). Likewise, the nature, severity, type and scope of the child protection issue shape what scale up looks like and the demand for it.

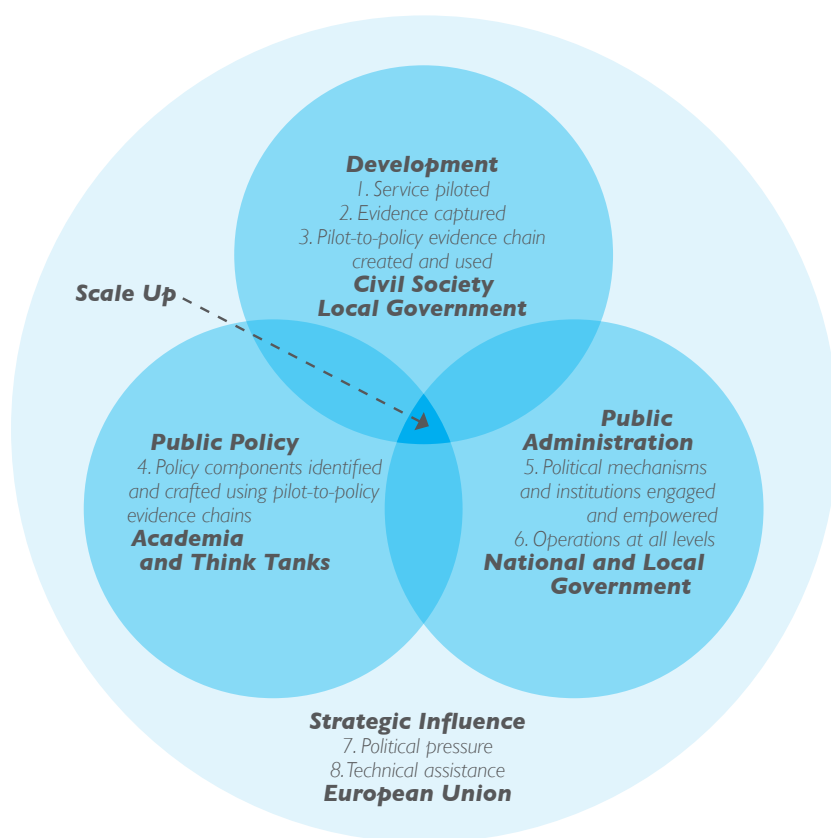
Therefore, and in accordance with WorldVision’s definition, there are three elements to scale up and these can be broadly categorised as *development*, *public policy* and *public administration*. There is a fourth element, *strategic influence*, which acts as an umbrella for the other three elements.



⁵ See *Baseline Assessment for Engagement with Government for Child Welfare Reform Programme 2011-2014* (funded by AUSAID), World Vision International, August 2011; and *Think Large and Act Small: Toward a New Paradigm for NGO Scaling Up*, World Development, 2000, Vol. 28, No. 8, pp. 1409-1419.

⁶ See generally, *Practical Guidance for Scaling Up Health Service Innovations*, World Health Organisation 2009; at: <http://www.expandnet.net/>.

The following **diagram and table** represent the elements in World Vision’s methodology for scale up, including key steps, actors and relationships and how they impact what scale up looks like. Note that the elements are not mutually exclusive but inter-related and overlapping:



World Vision’s Methodology for Scale Up			
Element	Description	Key Steps	Key Actors
Development	Services developed and operated by civil society organisations at the local level in cooperation with local government. Evidence of successful child protection outcomes at the community and policy levels; and operational evidence e.g. annual budgets, service delivery specifications and M&E, are necessary for policy components for scale up.	1. Service piloted 2. Evidence captured 3. Pilot-to-policy evidence chain created and used	Civil society organisations Local government
Public Policy	Policy components allow for government to implement and sustain the service at scale. Policy components include a budgetary framework for the availability, amount and allocation of funding; an administrative framework for between and within different government sectors/ departments; and legal and regulatory frameworks for substantive and procedural compliance.	4. Policy components identified and crafted using pilot-to-policy evidence chain	Academia Think tanks
Public Administration	Political mechanisms and institutions engaged and empowered to operationalise and sustain scale up using policy components.	5. Political mechanisms and institutions engaged and empowered 6. Operations at all levels	National government Local government
Strategic Influence	Child protection reform promoted, implemented and monitored by the EU, with special attention paid to child protection at various levels of engagement (such as political and policy dialogues). Child protection considered eligible for positive and negative conditionality in relations with partner countries.	7. Political pressure 8. Technical assistance	EU and other external stakeholders

Recommendations for the EU

World Vision recommends the following actions for the EU:

1. Increase the profile of child protection in the policy cycles of bilateral relationships between the EU and ENP East and Enlargement countries.
2. Shape IPA and ENP funding instruments to focus more on child protection and direct corresponding funding towards mainstreaming child protection systems, including scale up, in policy and programming.
3. Invest in further institutional and technical capacity building of government and civil society organisations in ENP East and Enlargement countries to empower them in the child protection reform and scale up processes.
4. Strengthen monitoring and evaluation mechanisms to ensure progress and impact in child protection reform and scale up.

World Vision is currently working in partnership with government for scale up in six ENP East and Enlargement countries. There is a strategic place for the EU in this partnership and World Vision seeks to realise this for effective and sustainable child protection reform.



World Vision

World Vision is a Christian international relief, development and advocacy organisation working with children, families and communities to overcome poverty and injustice. Motivated by our Christian faith, World Vision is dedicated to working with the world's most vulnerable people. World Vision serves all people regardless of religion, race, ethnicity or gender.

World Vision works in nearly 100 countries worldwide including EU, ENP East and Enlargement countries.

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