LAUNCH&SCALE SPEEDOMETER

A Framework for Measuring the Launch and Scale of Service Delivery Interventions in Low-resource Settings

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Duke GLOBAL HEALTH Innovation Center

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EXECUTIVE SUMMARY

Low-and middle-income countries are increasingly faced with competing health challenges that may be addressed through health care interventions implemented by organizations operating outside of the public sector. Insufficient public sector care delivery infrastructure and limited workforce, combined with slow scaling of service delivery interventions implemented by social enterprises, NGOs, and the private sector, leads to a global delivery gap in these settings (Ben Charif et al., 2022). Evidence-based frameworks are useful for contextualizing barriers and enablers to scale, and for identifying steps in the pathway to scale both of which can be used to aid rapid scale up across contexts.

The Launch and Scale Speedometer Framework (Speedometer Framework) was originally developed for product-based interventions like vaccines, drugs, and diagnostics. We adapted the Speedometer Framework for service delivery interventions, ultimately to help identify the key factors that inhibit and/or enable launch, implementation, and scale up of service delivery interventions in order to rapidly and more effectively scale. The Speedometer Framework was adapted through insights gathered from desk reviews, subsequent validation through in-depth interviews, and a collective workshop with two service delivery organizations. To further understand the application of the Speedometer Framework to service delivery interventions we interviewed three organizations implementing digital health services with artificial intelligence (AI) chatbots.

We identified three key findings from our framework review and key informant interview process. Each finding is described in more detail below.

- 1. The scale pathway measurement of service delivery interventions is generally consistent with that of product interventions.
- The Speedometer Framework should be adapted with new characteristics and milestones, including health system governance, regulatory activities, health workforce, and facility density to enable the measurement of the scaling of service delivery interventions, but also product interventions.
- 3. Contextual information on the scaling pathway is important to be able to understand the nuances of service delivery implementation.

Application of the Speedometer Framework enables us to collect and analyze data to understand key influencing factors of the launch and scale pathways for both products and service delivery processes. Understanding these influencing factors helps to accelerate the journey to sustainable scale of proven interventions to have greater impact in saving lives by reducing morbidity and mortality. We hope that a range of stakeholders from implementing organizations to investors and funders can adopt this tool to increase impact.

INTRODUCTION

Despite advancements in health service delivery models to address critical global health challenges, proven, validated solutions do not sufficiently reach populations in need (Ben Charif et al., 2022). In low-and middle-income countries (LMICs), social enterprises, non-governmental organizations (NGOs), and other service delivery implementing organizations often help fill gaps in public sector care delivery (Lockman & Chahine, 2021; Agapitova & Linn, 2016). The service delivery interventions implemented by these organizations may run parallel to the public sector or have the goal of being integrated into the public sector (Agapitova & Linn, 2016). As these organizations work to fill key service delivery gaps, they may receive funding from global developers, public and private sector investors, and academic institutions, among others. Frequently, delivery models that work well in one context may not be successful in others. The proliferation of highly context-dependent models of care across the healthcare continuum, areas of service provision, and location of service delivery, necessitates the use of service delivery frameworks to guide us to a better understanding of common factors that can aid rapid scale up across contexts.

Scaling up health interventions refers to deliberate efforts that are taken to increase the impact of an intervention that has been successfully implemented so that it may benefit more people, or be incorporated into long-lasting policies (Simmons et al., 2010). The importance of scaling has been highlighted through the Lives Saved Tool which focuses specifically on the potential impact on mortality that would come from scaling up maternal, newborn, child health and nutrition interventions (Walker et al., 2013). Using the Lives Saved Tool, it has been estimated that scaling 19 health and nutrition interventions over the next 10 years would save nearly nine million lives from both pneumonia and non-pneumonia related deaths (LiST Stop Pneumonia, 2020). Scaling up evidence-based health interventions decreases morbidity and mortality across all populations, translating to more lives saved, which further highlights the need for a framework that can aid in identifying opportunities for rapid scale up across contexts. Ultimately, we need a framework that can help answer the question: What are the key factors that inhibit and/or enable launch, implementation, and scale up of service delivery interventions in order to rapidly and more effectively scale and provide access to health interventions to populations in need?

We propose the Launch and Scale Speedometer Framework (referenced as the Speedometer Framework going forward), developed by the Duke Global Health Innovation Center, as an approach to study the launch and scale trajectories and common scaling influencers of service delivery interventions. The Speedometer Framework aims to systematically analyze the pathways, timespans, and influencing characteristics that accelerate the introduction and scaling of interventions (Duke Global Health Innovation Center, 2023) and was originally developed to study the trajectories of vaccines, drugs, devices, and diagnostics primarily. The Speedometer Framework identifies milestones and key variables that accelerate or impede scale up, and provides a set of metrics to measure success from ideation to sustainable scale.

As a unique resource to map the life cycle of service delivery interventions, the Speedometer Framework can be valuable to both organizations providing service delivery interventions, and to their investors and funders. Individual organizations can use the Speedometer Framework to better understand their own scaling pathway and make informed decisions on next steps to scale faster and increase their impact (Duke Global Health Innovation Center, 2023). Investors and funders of these organizations are typically separated from implementation and may lack inside knowledge and experience to guide their decision-making process regarding investment management. The Speedometer Framework can help them measure a portfolio to understand factors influencing scale, and help de-risk funding.

This paper aims to expand the application of the Launch and Scale Speedometer Framework from its original focus on product interventions to service delivery interventions. Application of this Framework to service delivery interventions enables us to collect and analyze data to understand the key influencing factors of launch and scale pathways to accelerate the journey to sustainable scale of proven interventions.

METHODS

In order to answer the question of key factors that are inhibiting or enabling the launch, implementation and scale, the research team took the following steps:

- 1. Establish a working definition for service delivery interventions
- 2. Assessed frameworks that would be applicable and proposed use of the Speedometer Framework as a practical approach based on available frameworks and tools
- 3. Conducted key informant interviews with service delivery implementers

Defining Service Delivery Interventions

Service delivery encompasses a wide variety of interventions. To narrow the list of service delivery implementers to interview, we used the following inclusion criteria for the scope of this research:

- I. Interventions that address any number of points along the health care continuum (e.g., prevention/wellness, awareness, screening, diagnosis, treatment, monitoring/after care), OR
- II. Any intervention addressing a specified area of service provision (e.g., primary care, specialized care, mental healthcare, emergency care), OR
- III. Any intervention that addresses the location of service delivery (e.g., hospital, mobile clinic, patient's home, digital, and other diverse modalities)

Framework Selection

We assessed five evidence-based frameworks, including Speedometer, to understand if and how measurement of pathways to scale are captured (table 1). Four of the five frameworks are conceptual frameworks that do not incorporate a mechanism to collect data about the scale up of interventions over time. The Speedometer Framework fills the gap in the field by providing measurable indicators to assess the scale of health interventions.

Table 1.

Framework	Description
	The conceptual framework elements consist
ExpandNet/WHO Framework (Simmons et al., 2010).	of: the innovation, the user organization(s),
	the environment, the resource team, and the
	scale-up strategy.
Institute for Healthcare Improvement (IHI) Framework (Barker et al., 2015).	The elements in this framework consist of:
	set-up, develop the scalable unit, test scale-
	up, and go to full scale.
	This framework maps milestone metrics onto
The Launch and Scale Speedometer	the IDIA scaling framework stages: ideation,
Framework (Duke Global Health Innovation	research and development, proof of concept,
Center, 2019).	transition to scale, scaling, and sustainable
	scale
The AIDED Model (Bradley et al., 2012).	This model consists of five interconnected
	components: assess, innovate, develop,
	engage, and devolve.
Strategic Scaling of Mental Health Services in	This framework consists of: situation analysis,
LMIC Settings (Eaton et al., 2011).	planning, implementation, and evaluation.

Summary table of selected evidence-based frameworks for contextualizing scale

The Speedometer Framework identifies global and country-specific milestones and characteristics that represent achievements along the scaling pathway. Additional measures of scale up are also included to support the understanding of longitudinal uptake of an intervention at 20%, 50% and 80%. A summary of the Speedometer Framework milestones and characteristics can be found in Appendix I.

As a preliminary exercise, we first reviewed existing service delivery scaling frameworks, extracting enablers and barriers commonly observed among these interventions in their scaling pathways. Synthesis of these enablers and barriers allowed us to identify measurable milestones and characteristics that would capture common factors impacting scale. The Speedometer Framework was then assessed for gaps, using the aggregated characteristics identified in the prior analysis of existing data, and updated to include indicators to close the identified gaps.

Key Informant Interviews with Service Delivery Implementers

To assess the adapted Speedometer Framework for usability with service delivery interventions, we used opportunistic sampling to identify service delivery interventions being implemented within the Duke GHIC partner organization, Innovations in Healthcare, network of social enterprise innovators (Innovations in Healthcare, 2023). In phase I, innovators of two primary care interventions and one digital health chatbot were interviewed. These were semi-structured interviews querying interviewees on each indicator of the adapted Speedometer Framework. Based on this input, the research team assessed indicators for:

- a. Availability and consistency of data able to be collected
- b. Feasibility of data collection
- c. Subjectivity of interpretations of indicators and their definitions
- d. Applicability of the indicator to service delivery interventions

As an additional step to better understand how the adapted Speedometer Framework could be applied to service delivery, we conducted another set of interviews. Four of the six phase II interviews focused specifically on AI digital health chatbots, as a type of intervention that can be both a product and service delivery intervention, and is playing an increasingly important role in global health. Digital health encompasses a broad spectrum of interventions, with emerging technologies centered around machine learning and AI (Labrique et al., 2020). Digital health interventions can function as both a product and service delivery modality of care, making it a useful test case for applying the Speedometer Framework. Digital health is a relatively new field which has been implemented without careful examination of the evidence, though there is strong endorsement from stakeholders such as the World Health Organization, that there needs to be further guidance around several aspects of digital innovations, including implementation and evaluation (Labrique et al., 2018; Labrique et al., 2020). The lack of clear regulatory pathways and oversight of the digital health field further necessitates the need for an evidence-based framework that can aid in informing scaling trajectories. The significant development, implementation and uptake of digital health interventions has highlighted the need for stronger data and evidence. Thus, the additional phase II interviews were valuable to our analysis, but also contributed to this larger need of building the evidence base for digital health interventions (Table 2).

Semi-structured interviews with AI health chatbot-implementing organizations broadly assessed high priority scaling milestones and characteristics such as: how the chatbot is embedded in a broader area of care, the piloting process, regulatory approvals, how scale is measured, enablers/barriers to scale, partnerships, and demand generation.

Using the literature and frameworks on enablers and barriers to scaling of service delivery interventions, we organized the characteristics proposed to influence scaling into four domains: the intervention, the intervention's environment, the systems of the implementation

environment (such as policy, or regulatory systems), and partnerships/networks of the intervention (Table 3). Research outlining enablers and barriers to scaling are summarized in Appendix II.

Table 3

Common characteristics of scaling pathways of service delivery health interventions

Domain	Characteristics
A. Intervention	 Characteristics related to the design, target population, and scope of application of the
Characteristics classified under the	intervention
"intervention" domain focus on	2. Cost to operate and implement
characteristics of the intervention	3. How the intervention functions
itself, as well as how users perceive	4. Availability of evidence on the intervention
and interact with the intervention.	5. Perceived effectiveness of intervention by
	end users or stakeholders
	6. Adaptability of the intervention
	7. Interoperability of intervention with other
	systems/interventions
B. Environment	1. Cultural context
	2. Gender context
Characteristics classified under	3. Behavior change
"environment" are related to the	4. Burden of disease or health problem that the
geographical, cultural, political,	intervention is targeting
gender context of where the	5. Political context
intervention is being implemented	6. Resources needed
C. Systems	 Systems level policy (health, financing, regional, national, local)
Characteristics classified under	2. Standards/guidelines
"systems" are related to the	3. Regulatory systems
political, legal and health systems	4. Type, design, operability, functionality of
that guide and regulate health	health system
interventions	
D. Networks/Partnerships	1. Champions
	2. Partners
Characteristics classified under	3. Funders
"networks/partnerships" are related	
to the connections (with people,	
institutions or others) that an	
intervention makes	

FINDINGS

We identified three key findings from our framework review and key informant interview process. Each finding is described in more detail below.

- 1. The scale pathway measurement of service delivery interventions is generally consistent with that of product interventions.
- The Speedometer Framework should be adapted with new characteristics and milestones, including health system governance, regulatory activities, health workforce, and facility density to enable the measurement of the scaling of service delivery interventions, but also product interventions.
- 3. Contextual information on the scaling pathway is important to be able to understand the nuances of service delivery implementation.

Finding 1. The pathways for scaling and the measurements of progress are generally consistent among product and service delivery interventions, and many of the existing indicators in the Speedometer Framework maintain their relevance to measuring important milestones and characteristics of scaling. Both product and service delivery interventions follow similar phases of research and testing before and after implementation to ensure the intervention is achieving the desired impact.

Also similar to products, service delivery interventions may be packaged with other interventions in order to extend their reach and impact. For example, digital health interventions, such as text reminders for appointments, can be packaged with standard operating procedures of a primary health care clinic to facilitate patient adherence to their care schedule. Service delivery organizations are acutely aware of the needs in their target populations, and therefore able to leverage this knowledge to assess where a packaging of interventions may create higher impact. For example, AI digital health chatbots have been embedded into existing operations, help desks, and call centers, as a form of triage to support personnel response to higher need cases and facilitate access to care by patients more quickly.

Finding 2. While scaling pathways are consistent, some additional characteristics and milestones are important to define and measure scaling of service delivery interventions. This work also made it clear that some of these additional characteristics and milestones are also important to product interventions (e.g. workforce density). Based on the review of existing frameworks and key informant interviews, 10 new milestone and characteristics indicators, and one coverage indicator were incorporated into the Speedometer Framework to support the measurement of the scaling pathways and scaling influencers of service delivery interventions (Table 4).

Table 4.

New indicators added to the Speedometer framework, organized by relevant framework component

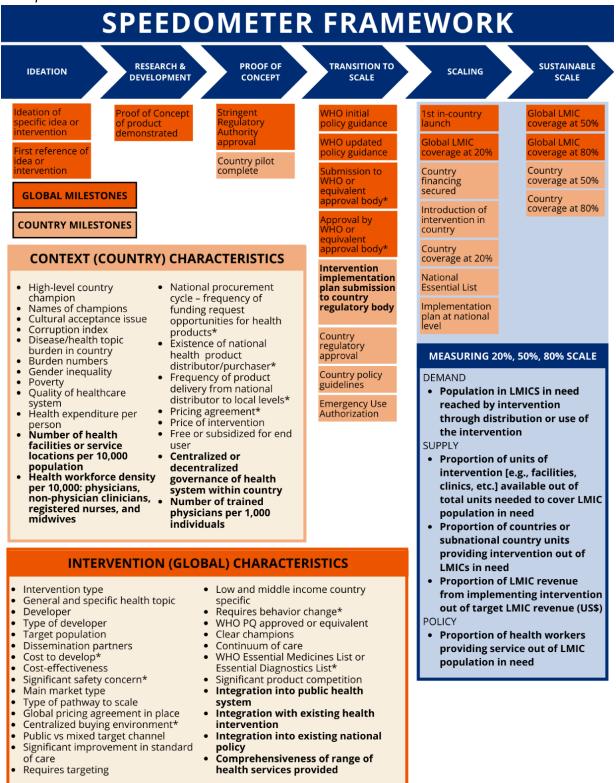
Component of Framework	New indicator	Connection to characteristics of interest
Country Milestones	Intervention implementation plan submission to country regulatory body	C.3. Systems: regulatory systems
Country Characteristics	Centralized or decentralized governance of health system within country	C.4. Systems: type of health system
	Number of health facilities or service locations per 10,000 population	B.6. Environment: resources
	Health workforce density per 10,000: physicians, non-physician clinicians, registered nurses, and midwives	B.6. Environment: resources
	Number of trained physicians per 1,000 individuals	B.6. Environment: resources
Intervention Characteristics	Integration into public health system	A.7. Intervention: interoperability
	Integration with existing health interventions	A.7. Intervention: interoperability
	Integration into existing national policy	A.7. Intervention: interoperability
	Comprehensiveness of range of health services provided (capturing data on health continuum)	A.1. Intervention: scope
Coverage Indicators: Country level	Number of health workers providing service	Supply-side*

*Classification based on the breakdown in the already existing coverage indicators: demandside, supply-side, or policy-side indicators that assess coverage of intervention.

The Framework was also adapted to denote indicators that are not applicable to service delivery interventions. Eleven indicators were marked as not applicable to service delivery interventions. These included indicators such as WHO prequalification, which is only given to particular health products. The updated Framework can be viewed in Figure 1.

Figure 1.

The Speedometer Framework



Indicators flagged as not relevant for service delivery are marked with a '', new indicators are in bold

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New indicators added to the Speedometer Framework were primarily characteristics to better capture the broader context of implementation of interventions. Given our experience using the Speedometer Framework for products, we learned the context of where an intervention is being implemented is key to understanding scaling pathways. With these additional characteristics indicators, we capture valuable data on the health system, including governance, integration, the regulatory landscape, and information regarding health facility and workforce density - all relevant to both service delivery interventions and products, and summarized below.

- Centralized or decentralized governance of a health system can impact the scaling pathways of interventions, and is important to understand both for in-country scaling, but also global scaling where individual country governance systems may influence scaling. For example, one interviewee noted that although they are partnered with the government and integrated into the public health system, they still needed to gain buyin from each sub-national, county government for successful national implementation.
- From a regulatory perspective, the Speedometer Framework already had a number of indicators. However, these indicators were developed based on the regulatory pathways of health products. The regulatory landscape for service delivery interventions is more variable, and in some cases may not exist. A new indicator, "implementation plan submission to regulatory body" was added to better capture the less formal regulatory processes that service delivery interventions, and even some products, may go through. For example, the generally unregulated access to Al tools such as chatbots for health has necessitated unique approaches to implementation, and in one case, data regulations guided the implementation of one Al health chatbot.
- As many service delivery interventions are process oriented, there is also a need to
 understand the health facility and workforce densities in the target implementation
 areas. This work also made it clear that density indicators were needed not just for
 service delivery interventions, but also product interventions. Understanding the health
 resource allocation to populations in need is critical for both service delivery
 intervention development and scale, and implementation of product interventions. For
 example, two interviewees described integration of their AI health chatbots into call
 centers or help desks to at least partially address process gaps in health care provision,
 thereby facilitating more efficient care using existing resources.

Finding 3. Beyond milestones and timelines, a nuanced understanding of additional contextual information is critical to fully understand enablers and barriers to scaling of service delivery interventions. From a qualitative lens, both service delivery interventions and products draw heavily on contextual information to complement the quantitative data in the Speedometer Framework. Qualitative data, drawn from interviews, surveys, and observations, among others, is essential data that illustrates how and why interventions scale (or not),

helping to highlight enablers and barriers to scale. For example, qualitative data was helpful for explaining the regulatory scale indicators, where different types of service delivery models may require different regulatory steps. In the case of digital health interventions, qualitative data was particularly relevant given the current lack of clear regulatory pathways.

These additions and adaptations to the framework reflect the insights from on-the-ground implementers of service delivery interventions and highlight the cross-cutting relevance of indicators to both service delivery interventions and products to measure their scaling trajectories.

LIMITATIONS

Recognizing the breadth in types and applications of service delivery interventions, the small amount of data collected through desk research and interviews represent a small section of service delivery interventions and may not be representative of the larger service delivery landscape (I.e., public sector administered service delivery interventions, etc.). Additional validation of the adapted Speedometer Framework through collecting and analyzing scale data is necessary, including a focus on its application to public sector service delivery.

CONCLUSION

The Speedometer Framework has been successful in its application to health products, enabling the collection and analysis of data to facilitate stronger understanding of the launch and scale pathways of health products. This value is extended to service delivery interventions through this adaptation, also serving to enhance the Speedometer Framework for products as new indicators are relevant for both service delivery and product interventions. Application of the Speedometer Framework enables us to collect and analyze data to understand key influencing factors of the launch and scale pathways for both products and service delivery processes. Understanding these influencing factors helps to accelerate the journey to sustainable scale of proven interventions to have greater impact in saving lives by reducing morbidity and mortality.

PROMISING AREAS OF FUTURE STUDY

The Speedometer Framework adaptation exercise focused only on private sector service delivery interventions, with research centering on the experience of not-for-profit, social enterprise or privately-owned interventions. It did not include public sector service delivery interventions within its scope. Areas of future study should consider scaling pathways of public sector service delivery interventions to strengthen understanding of service delivery scaling and to further adapt the Speedometer Framework.

APPENDIX I. Summary of Speedometer Framework Elements

The Speedometer Framework identifies global and country-specific milestones and characteristics that represent achievements along the scaling pathway. Additional measures of scale up are also included to support the understanding of longitudinal uptake of an intervention at 20%, 50% and 80%.

Global milestones capture the timing of important achievements that interventions take from early research and development phases through sustainable scale-up. These milestones broadly capture activities at supranational levels such as World Health Organization policies and guidelines that may influence uptake across multiple countries.

Country milestones capture the timing of key steps many interventions must take within specific country contexts, in order to be introduced and scaled in local markets. These include achievements such as national regulatory approvals or in-country pilot activities.

Characteristics, at both global and country level, are the factors that may influence launch and scale timelines and pathways. These may include characteristics of the intervention itself, such as the type of intervention (vaccine, drug, etc.) or type of developer (not for profit, for profit, academic, etc.) but also the environment in which the interventions are being used, such as health system quality, or disease burden in a specific country or market.

Scaling metrics are included in the framework to measure longitudinal uptake of the intervention at 20%, 50%, and 80% of LMICs and/or % of target population within specific countries. These measures include indicators of demand (e.g., use of the intervention by target population), supply (e.g., availability or procurement of the intervention), and policy (e.g., presence of policies supporting intervention).

In order to examine the application and fit of the Framework to measure scale of service delivery interventions, both a selective review of the literature, and semi-structured key informant interviews were conducted to gain clarity on scaling pathway trends.

APPENDIX II. Summary Table of Barriers and Enablers for Scaling of Health Interventions

Study	Health	Enablers/Facilitators/Drivers
	intervention type	
Bach-Mortensen, A. M., Lange, B. C., & Montgomery, P. (2018). Barriers and facilitators to implementing evidence-based interventions among third sector organisations: a systematic review. <i>Implementation</i> <i>Science</i> , 13(1), 1- 19.	Systematic review: evidence- based interventions among third sector organizations	Enablers: - Evidence based intervention matches well with the mission of the third sector organization - Flexibility regarding the implementation of interventions - Perceived effectiveness of evidence-based intervention - Organizational support/prioritization of evidence- based intervention - supportive leadership Barriers: - recruitment/retention issues - Problems adapting the evidence-based intervention - Lack of financial resources - Lack of staff resources/high staff turnover - Implementation difficulty/fidelity issues
Leonard, E., de Kock, I., & Bam, W. (2020). Barriers and facilitators to implementing evidence-based health innovations in low-and middle- income countries: a systematic literature review. <i>Evaluation and</i> <i>Program</i> <i>Planning, 82,</i> 101832.	Systematic literature review: evidence-based health innovation in LMICs	Cause-effect diagram of health innovation inplementation in LMICs

Qureshi, O.,	Global mental	Enablers:
Endale, T., Ryan,		
G., Miguel-	health projects	- Local adaptation of materials
Esponda, G., Iyer,		- Engaging with service users in development stages
S. N., Eaton, J.,		- Tailoring intervention to participant needs
& Murphy, J.		- Maintaining dignity of service users
(2021). Barriers		- Integrating within existing cultural practices
and drivers to		- building strong systems of support
service delivery in		- stakeholder driving promotion
global mental		- Use of increased demand to garner buy-in from
health projects.		larger pool of stakeholders
International		- aligning service delivery within existing care
Journal of Mental		pathways
Health Systems,		- Health technology solutions
<i>15</i> (1), 1-13.		
10(1)) 1 10:		- Involving family members in treatment activities for
		beneficiaries
		Barriers:
		- the feasibility of implementing 'novel' treatment
		modalities or intervention designs
		-
		- resource limitations
		- balance between delivering interventions with
		fidelity and making room for adaptations to improve
		local appropriateness
		- difficulty integrating mental health into health care
		settings given inefficient care pathways, lack of
		qualified service providers, inefficient existing mental
		health services
		- under estimation of level of demand for services



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About the Launch and Scale Speedometer

The Launch and Scale Speedometer aims to systematically analyze the factors that support or hinder the introduction and scaling of interventions, including but not limited to drugs, diagnostics, and devices, to address critical global health challenges. The Launch and Scale Speedometer is led by the Duke Global Health Innovation Center. Find out more: https://launchandscalefaster.org/about

About the Duke Global Health Innovation Center

The Duke Global Health Innovation Center (www.dukeghic.org) supports the scaling of health care delivery and policy innovations through applied research and education to improve health worldwide. Duke GHIC links global health, health policy, and health innovation efforts across Duke University, and partners with Innovations in Healthcare, a Duke-hosted non-profit that aims to increase access to quality, affordable health care worldwide by scaling leading innovations

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