

Implementing Head, Heart, Hands:
Evaluation of the implementation process of a
demonstration programme
to introduce social pedagogy into foster care
in England and Scotland

Appendix:
Implementation Case Studies

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Introduction

This appendix to *Implementing Head, Heart, Hands, Main Report* contains seven case studies, one for each of the geographic sites that took part in the Head, Heart, Hands programme.

In these implementation case studies, we identify local or context-specific features that provided a particular backdrop for understanding implementation within a particular site along with some 'in common' experiences that occurred in two or more of the sites. **The case studies are intended to be read alongside the main report on the programme**, where common issues mentioned briefly in these case studies are elaborated and explained in more detail.

Each case study covers the period 2012-2013 ('Year 1'); 2014 ('Year 2') and 2015 ('Year 3'), and describes the story that unfolded for each site during the life of the programme. Developments that occurred after the end of the programme (and after the evaluation period), from early 2016 onwards, are not considered, and circumstances may have changed since.

The case studies have been anonymised in order to protect sites and individual evaluation participants.

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To download further copies of the implementation main report, case studies or summary

- The **Main Report** is available to download at the Colebrooke Centre website at http://www.cevi.org.uk/docs2/Implementing_Head_Heart_Hands_Main_Report.pdf
- A **Summary of Key Findings** is available to download at http://www.cevi.org.uk/docs2/Implementing_Head_Heart_Hands_Summary.pdf
- The individual journeys of sites that participated in the programme are published as **Implementation Case Studies** in a separate Appendix to the main report: http://www.cevi.org.uk/docs2/Implementing_Head_Heart_Hands_Case_Studies.pdf
- **All documents** can also be retrieved from CCFR's Project website at: <http://www.lboro.ac.uk/research/ccfr/research/exploring/project---head-heart-hands.html>

The implementation of Head, Heart, Hands - site case study: Pink Site

Implementation at a glance

This site was one of the implementation successes of the programme. The Head, Heart, Hands team, located within the specialist fostering team, remained stable throughout, and as did strong support from the senior corporate leadership, who had some prior familiarity with social pedagogy as an approach. Although pedagogues' posts were not initially permanent, Head, Heart, Hands was framed as part of a wider and ongoing strategy to introduce social pedagogic practice across the service, which enabled case study participants to feel confident in investing into the approach. There was a clear implementation plan, underpinned by strong leadership consisting of senior managers, the Site Project Lead and an effective strategy group. These factors combined to instil confidence and the intention to make the programme successful. The project team also recognised the limitations of the timeframe and the resources provided through the programme in a site of its size. As a result, motivation to continue the work started by Head, Heart, Hands beyond the programme timeframe was still strong at the end of the funded period. The plan for continued scale up remained faithful to some key elements of the core element of the Head, Heart, Hands design, and the focus was still firmly on scaling up within the fostering service.

The social pedagogues in this site were clearly pivotal to the site's success. They were well integrated into the team, assisted through holding a case load that was 50% equivalent of a full time worker. The respect and credibility they established with their social work colleagues rapidly alleviated some early scepticism amongst colleagues. The pedagogues also had an effective combination of skills and experience, and quickly established a supportive and effective working relationship with each other.

By the end of the programme the site had secured resources to make the two social pedagogues' posts permanent. They had begun a major initiative to roll out social pedagogic training to more carers and social work staff. The site also planned to continue to convene the steering group that had been pivotal during the project itself.

There were however a number of key challenges on the horizon for the site, including a council wide re-structuring with likely reductions in staffing. However, the prognosis for sustained implementation, though not assured, was looking positive: there was continued commitment to the approach and structures were in place to support this.

1. Brief description of the site

This site is a large local authority in Scotland in a city with a population of under 500,000 residents. It contains a mix of affluent and less affluent areas. The fostering service, which is part of the Looked After and Accommodated Children Service, consists of around 50 social workers and approximately 350 approved foster carers. The Family Based Care service was divided into five teams: Foster Care, Permanence, Disability Fostering, Specialist fostering (where the Head, Heart, Hands project was located) and a Recruitment team. This service structure remained relatively stable throughout the course of the Head, Heart, Hands programme.

At the beginning of the programme the fostering service had been rated as 'Very Good' by the Care Inspectorate (July 2012). A subsequent inspection report in November 2014 rated the service as 'Good' overall, and particularly commended for the support and training opportunities offered to its foster carers. Head, Heart, Hands was mentioned in the report, reflecting positive feedback provided by foster carers to the inspectors.

2. Structural features of the Head, Heart, Hands project within the site

Head, Heart, Hands was **located within the Specialist Fostering Team**, within the larger subdivision of Family-Based Care. Foster carers within this team typically care for children and young people with more complex needs, and at least one foster carer within the household is asked to undertake the role on a full time basis. However, only about a third of the carers who attended the original Head, Heart, Hands cohort were themselves specialist foster carers (the others were general foster carers).

The project enjoyed relative stability of the team, in spite of the Site Project Lead changing job roles half way through the period from Team Leader in the Specialist Fostering Team until the second year of the project, to Recruitment Team Leader. It was felt that this change had not adversely affected the project. Indeed, it was considered to be of great benefit to the site by ensuring that social pedagogic influence and thinking was reaching different parts of the service. In addition, the Family Based Care Team Manager changed following the retirement of the one involved at the start of the project.

The **two social pedagogues** were co-located within this team and remained in post throughout the project. **Both social pedagogues were experienced and registered to practice social work in the UK.** One of the social pedagogues had previously worked within UK children's social care and had a good knowledge and understanding of the environment within which Head, Heart, Hands was being implemented. The other, while having had some limited experience of the UK social care sector, had previously worked in other countries and had therefore learnt to be adaptable to different contexts. Both of the social pedagogues had a 'dual role' and their time was divided equally between social pedagogic development and case holding as supervising social workers. They had a **comparatively heavy case load** by the standards of other sites in the programme that amounted to 50% of a full time equivalent worker. They were supported by **one representative from the Social Pedagogy Consortium (SPC).**

The social **pedagogues were jointly supervised from Year 2:** the site project lead managed their work on Head, Heart, Hands and the Team Leader of the Specialist Fostering Team supervised them on their case load. This arrangement was reported to have worked well. Strategic leadership **remained strongly supportive, with the same individual in post since the beginning of the project.**

3. The form of Head, Heart, Hands within the site

This site operated the core Head, Heart, Hands model of training for a defined cohort of foster carers and some staff through the second half of 2013, followed in Years 2 and 3 by follow-up activities aimed at deepening learning for the trained cohort. They also delivered their own in-house additional training courses of varying lengths aimed at reaching a wider constituency within the looked after children service. These were based on the Head, Heart, Hands materials delivered by the social pedagogues themselves, a departure from the core Head, Heart, Hands model. They did not do direct work with cases other than in the cases they themselves held.

Features of this site's implementation of Head, Heart, Hands included:

Learning and Development

- The original Head, Heart, Hands cohort of Learning and Development courses were offered between May and October 2013.
- Follow up Learning and Development courses and a foster carer development group organised and facilitated by the social pedagogues.
- The site developed their own in house Taster, Orientation and Core Courses, delivered by the social pedagogues supported by the SPC. At the time of the data collection they had delivered three additional Orientation courses and one completed cohort of the core training, and were half way through a second. Two further cohorts were planned for 2016, and, at the time of writing already had a substantial number of attendees signed up to these.
- Additional funds were made available by the site in Year 3 to fund SPC time to support the social pedagogues to further develop their facilitation skills to deliver ongoing courses.

Activities and social pedagogic interventions

- The site provided a number of different activities days which contain a social pedagogic element. For example they delivered a 'Carers and Young People's Spring Event' to promote social pedagogic activities.
- The site initiated a 'champion's course' (known as the 'advocates' programme), which was reported to have been less successful than hoped.
- The social pedagogues were involved in post-approval training with new foster carers.

Reach and systems outreach

- The core Learning and Development courses were attended by 40 foster carers. This amounts to an in-depth reach of approximately 11% of their total pool. The Orientation days were attended by 62 foster carers. Many more carers, children and families did not attend the courses but attended other activities where they were exposed to social pedagogic thinking and practices.
- The core courses were attended by seven members of staff, the majority of whom (n=5) were supervising social workers. The course was also attended by a teacher with a specific role to overview education for looked after children in the site. The Orientation days obtained a higher staff attendance, including 12 Supervising Social Workers, one 'other internal' member of staff.
- The site considered that they achieved good levels of reach across the fostering service, given their size, but reported that there are still in-roads to be made elsewhere across children's social care.

- Key staff who were involved with the children and young people placed with foster carers who attended the core Head, Heart, Hands Learning and Development courses were identified by the social pedagogues and were invited to attend a half day information session on social pedagogy.
- A range of awareness-raising activities were undertaken by the social pedagogues across the site with varying degrees of success; beyond the fostering team, engagement with the project was primarily located with interested individuals rather than whole teams.

Policies and Procedures

- A new risk assessment procedure was developed. The site moved from having a blanket policy for all children, to completing risk assessments that are individualised for each child. The aim was to allow the benefits of particular activities, as well as the risk for each child, to be individually explored.

Particular features of note, specific to this site

- A large local authority fostering service
- Two experienced social pedagogues, holding 50% FTE fostering cases.

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

There was **some prior familiarity with social pedagogy** within the Looked After and Accommodated Children's service, but this had not permeated into the fostering service prior to Head, Heart, Hands. The Service Manager for Looked After and Accommodated Children had a long standing interest in social pedagogic approaches and joined the site shortly before the programme started. The Service Manager has since been a keen advocate for the approach both within the site and through external and national networks. **The relative stability in the both the Head, Heart, Hands project team and the site as a whole** was identified as being an important feature of the site's success. **Support for the project from the senior corporate structures remained consistent** through the duration of the project. Likewise, despite moving job roles, the **Site Project Lead** remained consistent and persistent throughout the three years. The site had **established an effective steering group** which met regularly with consistent membership. This group provided strategic direction, advice and decision-making authority, enabling the project to develop and progress at the local level. These three factors combined to establish a **strong and enthusiastic leadership structure for the project**, which was a significant feature in the implementation success achieved at the site.

In addition, over the course of the programme the site continued to engage with Scottish social pedagogic networks, such as the Social Pedagogic **National Practice forum**. This forum is attended by both Head, Heart, Hands and non-Head, Heart, Hands sites. These networks were identified as enabling factors in maintaining momentum and a source for shared learning.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

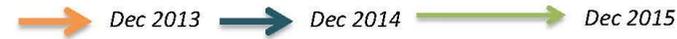
There was a **general sense of achievement** about the project and all of the interviewees were highly positive about both their past experiences of the project and the future development of social pedagogy. All of the interviewees agreed that the site was at the **early stages of sustained implementation by the end of the programme**. As in other demonstration sites, **the size of the site** [main report] was identified as being a substantive challenge to achieving full sustainment. The sheer number foster carers and staff across the Looked After and Accommodated Children's Service made it impossible for the site to have trained all staff and all foster carers within the timeframe of the project. Like other sites in the programme, while the Head, Heart, Hands project team achieved good levels of engagement within the Family Based Care service, **other staff that form the 'Team Around the Child' had been less engaged**. Children's Social Workers were of particular note in this regard. It was reported that this at times resulted in inconsistencies in the approach and care provided to individual children. Nevertheless, the case study participants agreed that the additional training delivered in Year Three was an important factor in extending the reach of social pedagogy across the site by providing more opportunities for more staff and foster carers to be trained.

The site had begun to explore how social pedagogic principles could be incorporated into everyday practice, and there was a sense that, at least for those staff and carers engaged in the programme, social pedagogy had moved from being a discrete 'project' with a set of specific features, to **becoming a normalised approach to practice**. Correspondingly, the site had developed clear continuation plans, which most significantly include the **two social pedagogue posts being made permanent** and the **continued delivery of in-house social pedagogy training**. It was evident by Year 3 that the site had begun to move into independence from the formal scaffolding of the programme.

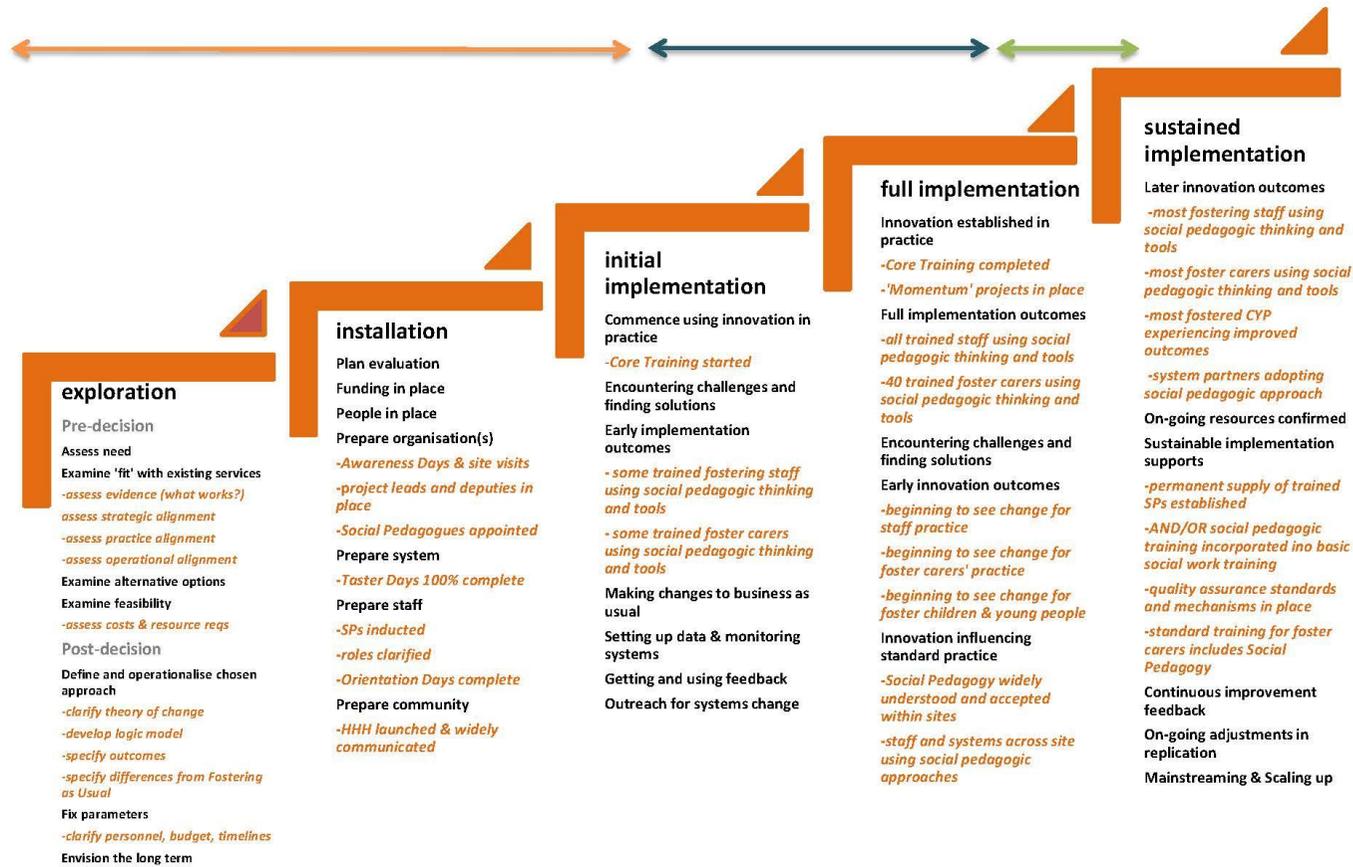
Year by year

The evaluation suggested that the site had achieved a great deal over the course of the project, and that their implementation journey was generally considered to be a smooth one at the outset, followed by some hold-ups in Year 2. The **first year** of the project was described as stable and productive, with the social pedagogues establishing themselves and the delivery of three Learning and Development courses by the SPC. As in a number of other sites, there were reports of some **resistance among a small group of supervising social workers in the early days**. However, this diminished as the social pedagogues became more established. The key challenges occurred in **Year 2** as the site experienced some **wider structural changes within the service** including the Team Manager retiring and site project lead changing roles (resulting in a new Team Leader for the Specialist Fostering Service). In the same year the team moved offices. This was considered to be highly disruptive, although the result was reported to be beneficial, bringing all family based care services together in one location. Additional funds were made available by the site to develop and deliver their own core training courses to be delivered by their own social pedagogues. Evaluation participants at the site reported, however, that the year was dominated by **negotiations** regarding this. Much time was taken first to give the site permission to deliver the courses in-house, and subsequently to agree the content of those courses. This was felt by site staff to have held back momentum across the site for a considerable period in the middle of the programme. By **Year three** these issues had been resolved. It was reported that the **SPC site support lead had played a significant role** in assisting in the design of these courses and in supporting the social pedagogues to develop their facilitation skills. In establishing these new courses there was a **renewed sense of achievement and excitement at the site**.

KEY



Implementation stages for Head, Heart, Hands, PINK Site



6. Stages of the implementation process that raised challenges

This site was less affected by gaps in the **exploration stage** (explored in the main report) at the local level than were some other sites. They had a clear strategy and strong leadership direction from outset, which to some extent mitigated the lack of clarity at national level and slowed down early delivery at site level for some other sites. However, it was evident that **programme level omissions at this stage** did have some impact on the implementation journey of this particular site: in particular, the perceived ambiguity regarding the protocol for the use of training materials and tools outside of the core Head, Heart, Hands Learning and Development courses until well into the implementation of the programme clearly slowed momentum and the ability to diffuse the approach in Year 2. Aside from this, both the **installation** and **initial implementation** stages went relatively smoothly at the site and by the end of 2014 all core training was complete and the site reported they were beginning to see encouraging signs of change in practice among carers. **Full implementation** also went well according to the site, using their non-standard model of continuing to provide training, led internally. Reaching this stage, however, was perhaps somewhat protracted (due to the length of time required to establish the permissions and content of in-house training). However, by Year 3 the site was **beginning to move into sustained implementation** and scaling up.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

There was a great deal of enthusiasm about the programme among case study participants and the site was **positive about impact that it had**. It was clear that the programme had been a more substantial piece of work than had initially been expected, with more programme level meetings and more progress reporting than initially anticipated. As in other sites, the site project lead had felt the impact of this, and reported that the **workload associated with the programme** had, at times, been excessive. However, this was offset by the overwhelming sense that the programme **had been worth the effort**, and had delivered on expectations.

A great deal of emphasis was placed by the site on the fact that the **social pedagogues had a dual role, which was both a challenge and an enabling factor**. It was widely considered that balancing the two parts of their remit had been demanding, with their time frequently being over-stretched. This was most apparent when events and circumstances associated with their cases were such that they had to prioritise these over other work. At times it was difficult for the social pedagogues to create enough time and space to develop and deliver the social pedagogic development (Head, Heart, Hands) side of their role. However, it was also universally agreed that the dual role had been **vital in ensuring that the social pedagogues gained credibility and respect from their colleagues**. This feature is explored further in the main report. There was a clear sense across the site that these social pedagogues could understand and empathise with social workers in particular because they faced the same challenges. In addition, social pedagogy itself gained credibility because the social pedagogues were demonstrably modelling that approach with their own case load.

Moreover, the particularly experienced and adaptable styles of the two social pedagogues seemed to enable them to navigate initial challenges and to resist becoming disheartened or frustrated at an early stage. As explored further in the main report, the **good fit between the two social pedagogues** was also identified as particularly important factor in the site's progress. The site paid great attention to the fit between the two social pedagogues during the recruitment process. Indeed, the

recruitment of the second social pedagogue was undertaken separately from the others in the programme as none of the previously identified candidates presented a good fit. While this delayed a second social pedagogue coming into post, the strategy appears to have paid off. Over the course of the programme both pedagogues developed a notably supportive and productive working relationship, despite coming from different countries and different social pedagogic traditions. They made use of differences in their perspectives to explore core principles and issues to develop a sense of consensus. There may have been some element of fortuitousness in the goodness of fit between the two social pedagogues in this site; however it was clear that the careful recruitment process for these two particular social pedagogues for this particular site was also a positive enabling factor in the success of the Head, Heart, Hands project here.

This favourable situation was underpinned by a general sense at the site that the **senior management were fully and unequivocally committed to the approach**. This was borne out through the senior corporate management not only providing verbal support and profile for the project across the site, but the **allocation of additional resources later in the project to facilitate the development of the in-house training for sustainment**. This confirmed to participants that social pedagogic approaches were not simply a ‘flash in the pan’ but would continue beyond the life of the programme.

While the case study participants agreed that some form of ongoing support and learning for foster carers to develop their social pedagogic practice seemed vital, it was also noted that the **ongoing learning groups delivered as part of Head, Heart, Hands had not been well attended**. It was suggested that other methods of ongoing practice support to foster carers may have been more effective in this site - a common observation across a number of sites who also struggled to raise momentum through group-based support activities. This is explored further in the main report.

8. The extent to which social pedagogy had penetrated operations within this site

By the end of year three the site had a **small but dedicated group of foster carers** and staff for whom the programme has been extremely positive and who had started to embed the approach into their daily practice. It was reported that social pedagogy had enabled foster carers and staff to reflect and review their practice and the fostering task in general. Those foster carers who remained in the programme were reported to have increased in confidence, skills and resilience and were perceived to have engaged with the service. A small number of the supervising social workers reported bringing some of the tools, such as the *Four Fs* and the *Three Ps* into their supervision. More broadly the site had begun to reflect on notions of risk and reported moving towards a more ‘risk sensible’ rather than ‘risk averse’ approach.

As in a number of other sites, by Year 3 the site had begun to move away from talking about the Head, Heart Hands programme towards **referring to social pedagogy more broadly**. This shift in language suggested that the site had begun successfully to move towards independence from the formal programme structures and support.

9. Future prognosis

Overall the site retained a strong commitment to social pedagogy throughout the duration of the project. By the end of the project, funding had been secured **for the two social pedagogue posts to be made permanent**. The intention was to continue to implement the Head, Heart, Hands model in as far as these posts would continue to be divided equally between fostering case work and social pedagogic development. From 2016 the site planned to **deliver two cohorts of core training in social pedagogy per year**, and to configure a steering group that included senior management.

Much of the **internal infrastructure** for supporting the continued development of social pedagogic practice, such as the social pedagogues' permanent position in the site, and ongoing in-house training programme and the steering group, was in place by the end of the Head, Heart, Hands programme. These were positive signs, suggesting a life for social pedagogy in this site beyond the formal timeframe of the programme. In addition the site had become involved in social pedagogy development activities and networks beyond the Head, Heart, Hands programme. For example in Spring 2015 the site hosted a Social Pedagogy Development Network meeting and took a lead role in the development of a national forum assisting future developments beyond the site.

There were however a number of challenges for the site on the horizon which could affect continued momentum if not navigated successfully. A **major re-structuring** of the service announced at the end of Year 3 potentially included making substantial reductions to the workforce. This resulted in a general environment of uncertainty and anxiety at the site. Concerns were raised by some interviewees that this might undermine the extent to which staff were able to engage with new training or practices. Moreover, staff reductions through retirement in the Specialist Fostering Team were expected in the coming year and there were some uncertainties among evaluation participants whether these posts would be filled. There were concerns that this would **increase pressure on capacity across the team, including the social pedagogues**. It will be vital for sustainment for the site to ensure that time on social pedagogic development is protected, to maintain momentum and ensure that this element of their role does not become subsumed in the demands of case work and supervision. Nevertheless, if these external factors can be overcome, the **overall prognosis for the continuation of social pedagogic practice is considered to be very positive** due to the high levels of commitment to the approach, the significant efforts of the project team over the last three years, and the continuing and clear sustainability plans beyond the life of the Head, Heart, Hands project. The findings in the final year of evaluation strongly suggest that the work started under Head, Heart, Hands would continue to develop and would remain part of the authority's strategy for Looked After and Accommodated Children.

Overall, the factors implicated in this site's implementation success appear to include:

- The decision to employ two experienced social pedagogues in dual roles (case holding and working on Head, Heart, Hands in parallel), and the resulting easier integration of the social pedagogues into the wider fostering service.
- Particularly careful recruitment strategy for the social pedagogues
- The successful establishment by the two social pedagogues of an effective and mutually supportive relationship in which different strengths and aptitudes were utilised.

- A relatively stable context, no structural upheavals of note, and no significant increase in normal staff turnover
- A clear implementation plan for the project, established at the outset
- Persistence in pursuing a plan for sustainment and scale-up using in-house skills but building on Head, Heart, Hands materials
- Strong and continued support at the corporate leadership level, including allocation of additional resources for sustainment.
- Strong programme leadership including that of the site project lead and Strategy Group, building on a clear implementation plan.

The implementation of Head, Heart, Hands - site case study: Purple site

Implementation at a glance

This site was one of the implementation successes of the programme. Head, Heart, Hands was viewed from the start as part of a wider and ongoing strategy to introduce social pedagogic practice across the service, which enabled case study participants to feel confident in investing into the approach. The site had prior familiarity both with social pedagogy, including the employment of pedagogues, and with innovation projects more generally. The project team also recognised the limitations of the timeframe and the resources provided through the Head, Heart, Hands programme for a site of its large size. The site did not expect overnight transformation or systems change. It was pleased with what had been achieved at the end of the project. Motivation to continue the work started by Head, Heart, Hands beyond the programme timeframe was strong at the end of the evaluation period.

The site did face some challenges during the project, including a partial restructuring of the fostering service during the second year. This, combined, with central programme demands on the Head, Heart, Hands project team, resulted in pressures on capacity and workload. One of their two pedagogues left in 2014 to take up a promotion elsewhere and a new social pedagogue joined the team around 14 months before the end of the project, which presented some challenges. There were also challenges associated with the fit of social pedagogues to the project's requirements. The project was firmly focused on developing the approach for fostering, rather than wider systems change, which made sense given their size, but may have reduced outreach to other parts of the team around the child and beyond.

By the end of the programme the site had secured resources to make one social pedagogue post permanent, and had begun an initiative to roll out social pedagogic training to more carers and social work staff. The prognosis for sustained implementation, though not completely assured, was looking positive by the end of the project. The Head, Heart, Hands programme had helped the site to continue to make significant moves towards further embedding social pedagogic practice in fostering 'business as usual'. There was a continued commitment to the approach and structures were already in place to support this by the end of the programme.

1. Brief description of the site

This site is a local authority of a large county in England, consisting of a mixture of rural and urban environments spread across a large geographical area, and population of somewhat less than a million, mostly clustered around a few core towns. It has a large children's services department and Head, Heart, Hands was situated within the fostering service, which is divided into six teams: two area fostering teams; a Friends and Family Team; and Intensive Intervention Team; a Recruitment and Training team and a Short Breaks for fostering team. At the start of the programme the short breaks team was not part of the fostering service, but was incorporated into it by the end of the programme. The children's services department is traditionally structured with separate fostering, residential, and children's social work (which includes permanency) sub-services. At the start of the programme the site had a little over 300 fostering households. By the end of the programme this number had increased to 400 households consisting of around 700 individual foster carers.

On 2013 the fostering service obtained an Ofsted rating of 'outstanding'. This same rating was given at a prior inspection in 2008. In 2013 the site was particularly commended for its progressive thinking, which "*constantly seeks ways to improve further*" (page 3) and the social pedagogues were given as an example of this innovative working practice.

2. Structural features of the Head, Heart, Hands project within the site

The project was situated within the **general fostering service**, led by the **Site Project Lead**, the Team Manager of the central fostering team. The site appointed **two social pedagogues, each based in one of the two area fostering teams**. One was managed by the site project lead. This social pedagogue remained with the site throughout the duration of the project. In the other team, one social pedagogue in post for the first year of the project subsequently left, and another joined in late 2014. This social pedagogue was jointly supervised by the site project lead and the team manager. None of the social pedagogues employed by the Site as part of Head, Heart, Hands had a **great deal of experience working in the UK or in fostering** prior to Head, Heart, Hands. However all were qualified to practice social work in the UK and were **case holding**; albeit with a considerably reduced case load compared to what would normally be expected of a 50% FTE supervising social worker. One of the social pedagogues also completed some assessments, which were noted to be particularly valuable in assisting the social pedagogues in familiarising themselves with the English fostering system.

The site was supported by **one SPC site support** lead who provided pedagogic supervision to the two social pedagogues and strategic consultation to the site. The SPC site support lead changed in Year 2, following a period of maternity leave. The site project lead reported finding the **external support of the SPC lead extremely helpful**, especially in regard to developing a social pedagogic lens upon how best to support the social pedagogues. Towards the end of the project the Training and Recruitment manager became more involved with the Head, Heart, Hands team, as they began develop their own in house training strategy; see below.

3. The form of Head, Heart, Hands within the site

This site operated the core Head, Heart, Hands model of training for a defined cohort of foster carers and some staff towards the end of Year 1, followed in Years 2 and 3 by 'momentum' activities aimed both at deepening existing knowledge and at reaching a wider constituency within the large fostering service. In this very large site, the focus of the project over the three years was squarely on developing social pedagogy amongst foster carers, with much less emphasis on reaching staff or on wider systems outreach. Experiential activities were provided, and the social pedagogues also carried out some focused direct intervention work in fostering cases that were supervised by others.

Features of this site's implementation of Head, Heart, Hands included:

Learning and Development

- The original Head, Heart, Hands cohort of core Learning and Development courses were offered between March 2013 and January 2014 and were attended by 39 foster carers and nine members of staff, including two supervising social workers.
- The site has developed an in-house one day and two day training course in partnership with the Recruitment and Training team.
- The social pedagogues worked alongside the Recruitment and Training team to explore how social pedagogic elements can be incorporated into other training courses.

Activities and social pedagogic interventions

- The social pedagogues provided some direct interventions with a small number of families, co-worked with the supervising social worker.
- One of the social pedagogues was involved in a small number of assessments and was a member of the Fostering Panel.
- Some momentum and support groups were initiated for foster carers, but they were not well attended.
- Reflective activities were run by the social pedagogues in fostering team meetings.
- A 'Champion's course', referred to as 'promoters' was run in this site. In total the site identified 17 promoters, consisting of both staff and foster carers.
- Social pedagogy activity days were delivered in a range of different formats.

Reach and systems outreach

- Of the 300 fostering households in the local authority at the time of the training (early to mid 2013), approximately 13% participated in the core Learning and Development course (n= 39).
- The Orientation days were attended by 91 foster carers, the highest attendance of any of the Head, Heart, Hands demonstration sites. Many more carers, children and families did not attend the courses but attended other activities where they were exposed to social pedagogic thinking and practices.
- The core courses were attended by nine members of staff, two of whom were supervising social workers. The Orientation days obtained a higher staff attendance, including 21 Supervising Social Workers, five managers and 33 'other staff'.

- The social pedagogues provided multiple presentations at different areas of the service.
- Engagement with the project outside of the fostering service was described as variable, with staff other than those in the fostering teams described as aware of the project but not engaged.

Policies and Procedures

- Foster carer supervision sheets were reviewed in partnership with foster carers, to ensure they reflect a more social pedagogic approach.
- The site reviewed the way that allegations are addressed with a social pedagogic lens. As part of this work they have reviewed practice and planned to initiate a peer support group for foster carers who have been subject to allegations (not yet started when the evaluation ended)

Particular features of note, specific to this site

- Procedures for responding to allegations were considered through a social pedagogic lens (the only site to have tackled this area).
- The site produced a booklet about social pedagogy which was circulated to all foster carers at the service and a wide number of staff in all areas of the service. The number of recipients of this booklet was in the region of 500 individuals.
- Some other social pedagogues were employed elsewhere in the children's services department, who provide a peer group for the Head, Heart, Hands social pedagogues.

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

The site had a **longstanding interest in social pedagogy** outside of the fostering service. Prior to Head, Heart, Hands they had participated in the Department for Education's pilot to introduce social pedagogy into residential homes and had continued to employ social pedagogues in their residential service. Social pedagogues were also employed in the adoption teams. All of these social pedagogues met together on a regular basis and (uniquely within the demonstration programme) the SPC site support lead was commissioned (funded independently of Head, Heart, Hands) to provide social pedagogic supervision to the social pedagogues employed in the adoption service. Head, Heart, Hands was described as part of a wider strategy to embed social pedagogic practice across the Children Services Department. This wider interest in social pedagogy, along with a relatively stable senior corporate leadership ensured **consistent support for the project for the duration of the programme**. The relatively **traditional structure and the non-complex configuration** of teams facilitated the project team in keeping a focus, which in this site took the form of embedding the approach into fostering. However, the traditional structure with clear separation of teams (as in some other similar sites and explored further in the main report) also resulted in little 'cross-pollination' about innovations across services at an operational level (for example, the fostering social work staff were not as familiar with social pedagogy at the start of the Head, Heart, Hands project as might be expected following a major initiative, albeit within a different part of the service). Consequently, in the early phases of the project there was perhaps less understanding and

familiarity with the approach among the operational staff than might have been expected at a site with a long standing engagement with the approach.

The site had a **culture of embracing innovations and initiatives**, and had already been involved in other projects (for example, the introduction of the DfE's 'KEEP' intervention). They were therefore experienced and familiar with the process of introducing new approaches. Conversely, Head, Heart, Hands was described as **one initiative among many** and some participants expressed concerns that the project had to compete for resources and attention in a crowded environment. The **Site Project Lead gave energetic leadership** and was a longstanding and well respected employee at the site. She dedicated a great deal of time to the project, remained consistently enthusiastic and was described as an active and committed advocate for the approach. The particular **expertise of the social pedagogues**, their ability to demonstrate in practice the unique features of the approach, and their general enthusiasm and dedication to the work were also noted by case study participants.

As for other large sites in the programme, **the large scale and size of the site**, both in relation to population and geography, was identified as a challenge. Ensuring wide reach within the service even to carers (let alone staff) with the resources provided for the programme was not possible, and in the end, they had trained only 13% of the carer population by Year 3. Nevertheless, case study participants noted that they had been **realistic about this from the outset**, reporting that they have never expected to reach the entire service in the duration of the programme.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

In the final year of the project the site were well into **full implementation**. A good proportion of the staff and foster carers who had attended the Head, Heart, Hands core courses were reported to be using the tools and starting to incorporate social pedagogic principles into their practice. The Head, Heart, Hands project team had made substantial progress in ensuring that as many staff and foster carers as possible were aware of the programme and social pedagogy, even if they had not been trained in it. By the final year some early resistance from staff (see below) appeared to have lessened. There was a general sense of positivity about what had been achieved during the project as the formal programme was coming to an end.

There were indications by the final year of the project the site was starting to move into **sustained implementation**. For example, social pedagogy had begun to form part of the site's standard training package. The site had developed its own in-house social pedagogy training programme with the aim of ensuring that social pedagogic practice would eventually become widespread across the service. The site was, however, realistic that reaching sustained implementation would take time given the size of the authority. There was also some evidence that social pedagogy was influencing the wider site functions, such as the process for dealing with allegations against carers. Case study participants noted that while the Head, Heart, Hands programme had helped them to make

significant moves towards further embedding social pedagogic practice, the programme was too rigid at times. There was a sense that the 'real work' of scaling up and sustaining the approach across the site would begin through making adaptations that were more responsive to local need.

If this direction of travel continued, it seemed likely that the approach would increasingly be incorporated into the mainstream functioning of the fostering service.

Year by year

While the overall picture was positive, the implementation of Head, Heart, Hands in this site was not without its challenges. The **first year** of the programme was largely promising, with a focus on establishing the social pedagogues and setting up the core Head, Heart, Hands Learning and Development courses. Case study participants reported some challenges at this point around the **integrating the social pedagogues into the service**. This was largely due to the **inexperience of the social pedagogues in the UK system**. The site also experienced some **resistance** from staff, who were unclear about the aims and objectives of the programme and the role that the social pedagogues played in it and the wider functioning of the site. The first year of the project was also reported to be extremely busy, with central **programme demands (meeting, monitoring and reporting)** having a substantial impact on the workload of the Site Project lead in particular. These challenges were however largely overcome by the second year.

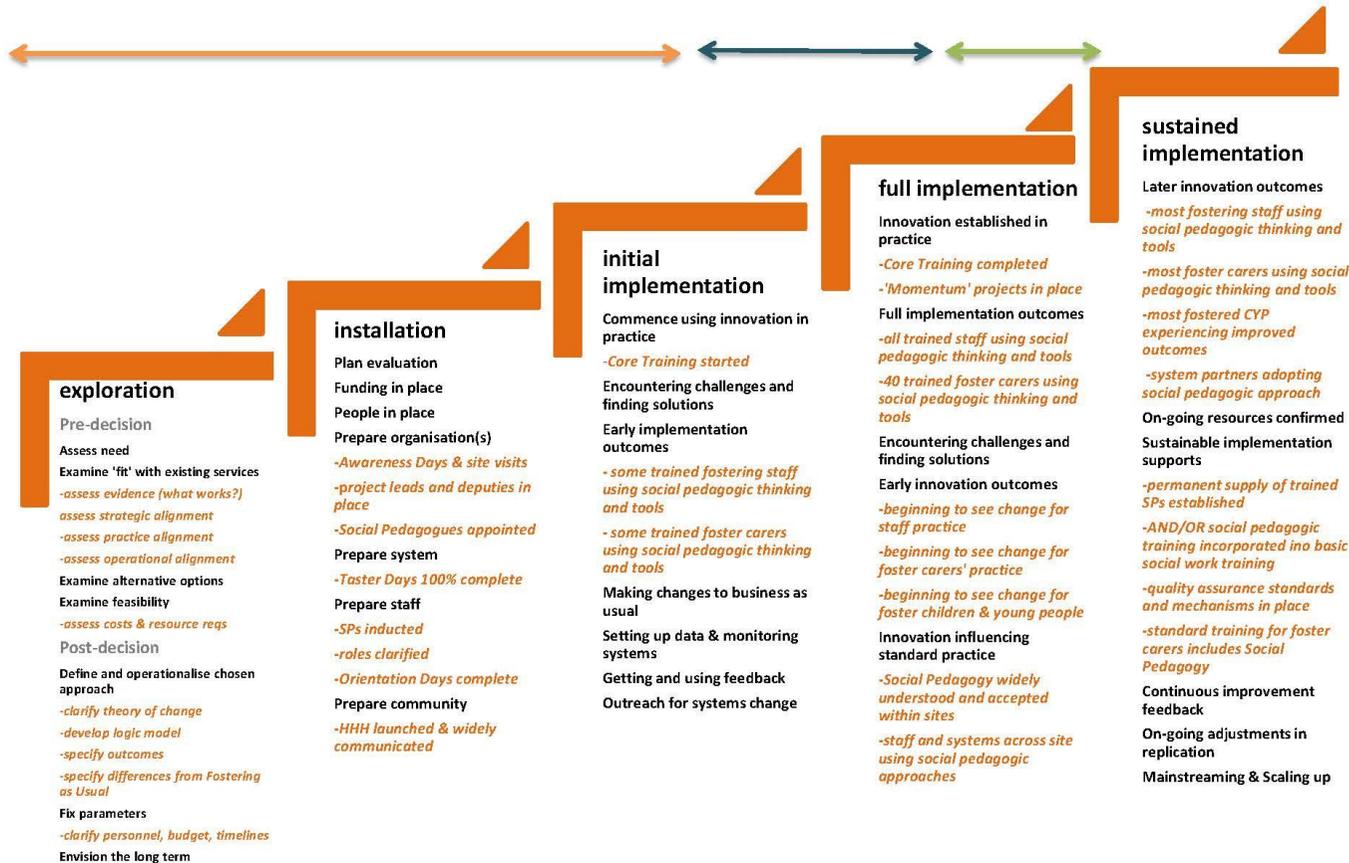
A re-structuring of the fostering service in **Year two** impacted on the workload across the service and resulted in general sense of instability. **One of the social pedagogues left** the site, and there were several months when the remaining social pedagogue was left to move the programme forward single handed. This was compounded by generally high workloads across the project team. The national programme's demands on both the social pedagogue and the site project lead's time were raised as a significant concern, although these were reduced by Year 3. There were some challenges in **effectively integrating the new social pedagogic into the project**. These were, in part, to be expected when joining a complex programme half way through, especially one was constantly developing. The new social pedagogue had not been party to the early programme-wide discussions around implementation, and a lack of a clear implementation plan for the national programme resulted in a lack of clear written reference materials available for programme orientation purposes. Workload pressures among the remaining Head, Heart, Hands team, and perhaps most significantly, **lack of fit between the new social pedagogue with the site** (explored further below) further compounded the challenges of fully integrating the new social pedagogue into the post.

Despite these challenges the site achieved a great deal in the timeframe of the programme and a great deal of positivity about social pedagogy as an approach remained at the end of **Year three**. The final year of the programme was characterised as very positive and a time of real consolidation and progress. As explored in more detail in the main report, following a period of **negotiations with the programme team** to allow the site to provide in-house training courses using the Head, Heart, Hands materials, the site established their own training programme, which enabled the site to inform more staff and foster carers about the project and, in their view, moved them closer to sustained implementation.

KEY



Implementation stages for Head, Heart, Hands, Purple Site



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6. Stages of the implementation process that raised challenges

As noted across the programme and explore in the main report, by the case study participants' own admission, more attention could have been paid to the **exploration stage** at this and in particular, more could have been done to **prepare the service for the project**. Some initial resistance from operational staff might have been alleviated by better and clearer communication to both frontline staff and their managers about the project itself, and by being clearer about the remit of the social pedagogues.

As noted elsewhere in other sites (see the main report), this site found that engaging **whole teams around the child** was challenging, and there was no strategic plan developed to guide this work either nationally or locally. **Children's social workers were particularly hard to engage** in the project. Consequently, there were some examples of inconsistencies in the messaging to foster carers, whereby supervising social workers (who were engaged in the programme) offered foster carers a different point of view to children's social workers (who were not). This had resulted in a small number of foster carers losing confidence in the project. It was felt by the site that if the national programme design had allowed for more professionals to attend the training, the potential for this happening might have been reduced.

Installation and **initial implementation** stages went very well for the site and the Head, Heart, Hands Learning and Development courses were delivered with good levels of attendance. **Full implementation** was more challenging for the site, for some of the reasons noted above. However by the end of Year 3 many of these difficulties had been resolved and there was a general sense of positivity at the site. As the site moved towards **sustainment** and scale up, they began to focus on developing training in-house, and increasing the number of foster carers and staff who had been trained in social pedagogy, with the aim of increasing the spread of the approach across the service.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

Overall, the site was very pleased with the progress and reported that Head, Heart, Hands **provided a good springboard** for them to further embed social pedagogy within the local authority. The site had realistic expectations about what might be achievable in the timeframe of the programme, and considered that the project enabled them to achieve a great deal. In particular, they have gathered a group of around 20 foster carers who are were still using the approach and a small number who reported making substantial positive changes to their practice as a result. As such there was a great deal of positivity about what had been achieved.

The **fit between the particular social pedagogues and the specific needs of the site** was highlighted in this site, as in the main report, as an area for further consideration. While it was universally agreed that the site could not have achieved such good traction for social pedagogy without professional social pedagogues, it was also noted that getting the match of person to job role was important. One social pedagogue had particularly struggled during the project, finding the developmental work unrewarding and preferring direct intervention work (note that in other sites, precisely the opposite was true in some cases. This issue is explored in more depth in the main report). There was also some lack of **fit between the two social pedagogues**, who came from

different countries and traditions of social pedagogy, and had different perspectives on various social pedagogic principles.

8. The extent to which social pedagogy had penetrated operations within this site

Foster carers themselves were identified as being the main locus of change at the site. Around half (20) of original cohort of foster carers were described as being still 'engaged' in social pedagogy to varying degrees at the end of the programme. As in some other sites, this site also had a smaller group who were very positive about the impact that the approach had on their practice and were consistently vocal supporters and 'engaged adopters'; see the main report).

Despite the large size of the site, the project also made significant progress with engaging staff. While there was variability in the engagement of staff, early resistance lessened and by the end of the project very few were still outright sceptics. However, because the focus of this site was mainly on supporting foster carers to become familiar with social pedagogic approaches, rather than social workers, the 'reach' to staff was by the end of the programme still recognised as an area for further effort. Some case study participants **questioned the depth and quality of knowledge about social pedagogy across the site**, noting that while a large number of staff at all levels of the organisation were familiar with the term, many, especially those who had not engaged with the Learning and Development programme, did not understand the approach in sufficient depth to apply it to their practice. Nevertheless, some examples of supervising social workers and family support workers adopting the tools and methods of Head, Heart, Hands into their practice were identified. The social pedagogic approach to risk was identified as an area that was particularly beneficial to practice.

The evaluation did not identify a great deal of impact on the overall functioning of the site, although **pockets of change were beginning to emerge**. The work around allegation is one such example, along with the Fostering Panel, which had begun to recommend some foster carers attend the social pedagogy training, which suggests that the approach is starting to into wider practice at the site.

9. Future prognosis

The site had done some planning toward sustainment and scale up, still with a firm focus on spreading and embedding the approach in fostering. They planned to retain one social pedagogue in post after the official end of the Head, Heart, Hands programme, primarily working with the training team to deliver social pedagogy training courses and to further explore the incorporation of social pedagogic principles into other training courses. The social pedagogue would continue to carry out some case work, and attend the Fostering Panel. The social pedagogue would also be undertaking some other social pedagogic development activities. However, at the time of the final evaluation interviews these activities were yet to be clearly defined, and as several stakeholders pointed out, one social pedagogue alone in such a large fostering service might find it hard to work effectively. However the presence of some internal social pedagogic networks offered some solutions here.

The data gathered suggested that the work started under Head, Heart, Hands would remain part of the authority's strategy for children in care and children's services. The site was in principle highly committed to the approach, and Head, Heart, Hands was framed as part of a wider strategy across the site to adopt social pedagogic principles. The site planned to retain the strategy group, to steer the strategic direction of social pedagogic development. The site had moved away from referring to

“Head, Heart, Hands” by the end of the project to primarily talk about “social pedagogy”, which implies that they had begun to move into independence from the formal programme structures.

More work remained to consider strategies to support the continued engagement and development of those who had already completed the training, to maintain momentum and to enable staff and foster carers to fully embed the approach beyond the training room, into practice. In a busy and innovative site, it was also possible that social pedagogy might be subsumed as one of many initiatives at the site, competing with scarce resources and attention.

Overall, the factors implicated in this site’s implementation success appear to include:

- Dedicated and energetic leadership from the site project lead.
- High levels of commitment to the approach, pre-existing and continuing beyond Head, Heart, Hands
- Continued support for the approach at a senior level, and an overarching strategy to see the approach embedded across the site.
- Familiarity with innovation projects
- The ability of the social pedagogues to demonstrate social pedagogy in action and to engage and work with staff and carers alike.
- A positive and supportive relationship between the SPC site lead and the senior staff in the site
- Realistic expectations for what could be achieved with small resource in three years in a large service, and an prior understanding of the slow and uneven paces of innovation projects

The implementation of Head, Heart, Hands - site case study: Green Site

Implementation at a glance

This site had mixed success in implementation of Head, Heart, Hands, although it had a long-standing interest in social pedagogy. One of the smaller in the programme group, it was part of a larger (independent) voluntary non-profit fostering agency based in Scotland. The site was committed to social pedagogic approaches to fostering from the outset and considered Head, Heart, Hands to be a good fit with existing practice at the service, which they believed to already reflect the key features of a pedagogic framework. They had also had social pedagogic training for some staff in the past. Although future developments might yet support further development of social pedagogy, at the end of the Head, Heart, Hands programme, although continuing to support the approach in principle, the site had decided not to retain a social pedagogic in post and had not formulated a clear plan for how to sustain the work after the Head, Heart, Hands social pedagogic's departure.

There was a general sense of disappointment at the overall lack of impact on the site from the Head, Heart, Hands project, and in particular, the site struggled to identify and articulate the added value that the specific inputs of Head, Heart, Hands had brought to existing practice. Although initial resistance decreased during the project, the Head, Heart, Hands team and the single social pedagogic based there found it difficult to secure meaningful engagement from fostering service staff, with a few exceptions. There was recognition across the site that the social pedagogic role had not been effectively utilised, in part because the social pedagogic undertook minimal direct work with families during the project. Some colleagues reported that without seeing the social pedagogic engaged in direct work with foster carers and children, it was difficult to differentiate social pedagogic practice from their own existing practice. This was compounded by a number of changes in the corporate leadership at the site and a perception by project staff of fluctuating support at strategic levels, which were a feature throughout the project timeframe. Ultimately the project was unable to create the same traction and 'buzz' around Head, Heart, Hands that was achieved in some other sites.

Social pedagogy as a framework for practice had been brought more 'to the fore' during the project, and the site appears to have become more intentional and explicit about how social pedagogy could inform the way that foster carers and children and young people were cared for. Specific tools such as the *Three Ps* had provided a useful framework for practice, and had facilitated wider discussions around site operations. The Site Project Lead remained dedicated, enthusiastic and showed an unwavering commitment to Head, Heart, Hands throughout the project. A significant and positive impact of the project on a number of foster carers was reported, and for this reason, it was likely that social pedagogy would continue to be a focus at the site. The site expressed the intention to incorporate social pedagogy training into mandatory staff training and post-approval foster carer training in the future. However, there was an absence of clear support for this at the senior corporate leadership by the end of the programme, and no clear plan in the team for how to support continuing social pedagogic development without access to a professionally qualified social pedagogic.

1. Brief description of the site

This site is a small independent not for profit fostering service in Scotland and part of a larger agency. The fostering team is a relatively small component of the organisation as a whole, which provides a range of well-regarded services including residential care, drug and substance misuse support, and services for young people not in education or employment. The team consisted during the project period of three social workers, two family workers and a National Fostering Coordinator supporting around 16 foster carers caring for children and young people from a number of local authorities across Scotland. The children and young people placed with them tend to have high levels of need, including multiple placement breakdowns and emotional and behavioural difficulties.

In December 2012 the fostering service was assessed as being 'Good' for Care and Support and 'Very Good' for staffing and management by the Care Inspectorate. In the most recent inspection report (January 2016) the service obtained ratings of 'Very Good' for the quality of care and support and staffing and 'Good' for the quality of management and leadership. In this report the service was commended for their reflective and holistic approach to practice.

2. Structural features of the Head, Heart, Hands project within the site

There was **relative stability within the Head, Heart, Hands project team** throughout the course of the project. The site had **one social pedagogue** throughout, who was based in the fostering team. The social pedagogue was **not case holding**, although they worked directly with a small number of foster families over the duration of the three years. Prior to Head, Heart, Hands the social pedagogue had no experience of the UK Social Care system, or of fostering specifically. The social pedagogue was originally supervised by the senior social worker in the team. However following an overseas study visit attended by the social pedagogue and one of the supervising social workers, this social worker developed a keen interest in social pedagogy and took over the line supervision of the pedagogue. This change was reported to be positive. The site was supported **by one SPC Site Support Lead**, based in England. **The Site Project Lead** role was filled by the National Fostering Coordinator. The steering group (referred to as the '**strategy group**' in this site) ceased to meet half way through the project in April 2014.

The site was 'partnered' with another Scottish site within the Head, Heart, Hands programme, although in reality the two sites (one a local authority) operated quite independently throughout the course of the programme, with the exception of an exchange between the two sites which occurred in the second year, and some interaction between the social pedagogues at each site. The social pedagogue was thus relatively isolated within the site. The social pedagogue, did however, have regular contact with social pedagogues from one of the other Head, Heart, Hands sites which was geographically close.

The site was traditionally structured and consisted of a small fostering team, which included a senior practitioner. The team was managed by the National Fostering Coordinator, who had strong and regular links with the corporate leadership of the organisation.

3. The form of Head, Heart, Hands within the site

This site expressed a pre-existing commitment to social pedagogy as an underlying theoretical framework for their practice. This site operated a variant on the core Head, Heart, Hands model, by providing by one-to-one 'catch up' sessions for those who had missed core Head, Heart, Hands Learning and Development sessions. Unlike other sites, this site provided few specific group 'momentum' activities or opportunities designed specifically to deepen understanding and practice of social pedagogy through experiential learning. They did, however, mount three innovative (in the context of the programme) 'practice exchanges' in Year 2 in collaboration with their Head, Heart, Hands partner site, one involving a trip overseas to observe social pedagogic practice in another service. These were felt to have been very successful in raising the profile of the project for a while. They also mounted an Head, Heart, Hands-designed 'champions' course. No case work was undertaken by the social pedagogue in this site.

The key features of implementation of Head, Heart, Hands in this site are summarised below:

Learning and Development

- The Head, Heart, Hands Core Learning and Development courses were offered between March and September 2013 to two groups of carers (20 in total).
- The site also offered one to one follow up with those foster carers who were unable to attend the Head, Heart, Hands Learning and Development courses and the social pedagogue delivered a set of six evening sessions for foster carers in the winter of 2014 (October – December).
- The site delivered its own Taster and Orientation days to other parts of the organisation.
- The social pedagogue developed training materials introducing social pedagogy.

Activities and experiential learning

- The site has always provided 'activity days' for their carers and for children and young people. As part of Head, Heart, Hands, social pedagogic elements were further incorporated into these days, and foster carers were encouraged to participate in the activities with the children (formerly the foster carers would sit together while the children and young people took part in the activities)
- The site participated in three Practice Exchanges: one to Denmark in May 2014, which was attended by a supervising social worker, the social pedagogue and the SPC site support lead, and exchanges with another Head, Heart, Hands site in September 2014. These exchanges, while funded externally to the Head, Heart, Hands programme, were described by staff as being pivotal to the project and a growing sense of enthusiasm for social pedagogic thinking amongst some key participants.
- A Head, Heart, Hands 'champion's course', which included residential care staff, and about which there were mixed opinions.

Reach and systems outreach

- The Core Learning and Development Courses were attended by 20 foster carers, which amounted to an in-depth reach of approximately 90% of their total pool at the time of the courses. However, the site reported that the timings of the courses was not always convenient, as it clashed with school pick up and drop off times, along with other commitments. As a result, while 20 foster carers were signed up to the courses, attendance at these courses was in fact variable.
- 12 members of staff attended the Orientation Days.
- Around half of the original cohort of foster carers were reported to be still engaged with the approach at the end of Year 3, with a core group of around three carers being extremely engaged and enthusiastic. Others remained ambivalent about the approach.
- Engaging other service areas located outwith the site was problematic. The social pedagogue and the supervisor undertook a range of awareness-raising activities with placing and partner agencies. Like other sites, Children's Social Workers were reported to be aware that the site was part of the Head, Heart, Hands programme but were not engaged with social pedagogic practice, or with the project, to any measurable degree.

Policies and Procedures

- Social pedagogic principles were incorporated into the service's practice manual (prior to Head, Heart, Hands) and defined as the 'underpinning theoretical framework' for practice for this site.
- The site had begun to reform their supervision with foster carers to incorporate elements of social pedagogic practice.

Particular features of note, specific to this site

- A small voluntary sector IFP, with a small project team
- One social pedagogue
- A relatively inexperienced social pedagogue, full time on the project, who did not hold fostering cases
- A site that already claimed to be strongly familiar with and practicing social pedagogically, which may have reduced the interest in the Head, Heart, Hands project as duplicative
- A flexible operating style and culture.

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

Despite relative stability within the Head, Heart, Hands project team and the fostering service itself, **changes within the senior corporate leadership** of the organisation were an undermining and destabilising feature of this site during the project timeframe. The site had three changes in CEO in the three year duration of the project and carried out a **restructure of the senior management tier**. While the direct impact of these changes were largely external to the Head, Heart, Hands project team, the site project lead was not only involved in the re-structuring discussions, but also took on additional responsibility in the final year of the project, and the **heavy workload** associated with combining Head, Heart, Hands and routine responsibilities created ongoing pressure. Despite these

ongoing workload pressures the site project lead remained dedicated, enthusiastic and showed strong commitment to Head, Heart, Hands throughout the project. The case study participants also agreed that the momentum and progress of the project was inhibited by the **lack of an effective steering group**, which ceased to meet half way through the project. This coincided with a number of key personnel changes and the implementation of an organisational review and restructure plan across the site.

As in other sites, **the size of the fostering service** was influential to the implementation process. The service was small, and supported between 25 and 16 foster carers throughout the duration of the project. It was therefore able to offer the original Head, Heart, Hands Learning and Development courses to all carers, and a large proportion of the fostering service staff, including administrative staff, which (to our knowledge) was a unique feature of this site. However, uptake of the core Head, Heart, Hands Learning and Development courses among foster carers was reported to be varied. Consequently, the site offered one-to-one follow up training with those foster carers unable to attend the core sessions. Similarly, this offer was accepted to varying degrees.

This site had only one social pedagogue, who was relatively inexperienced and undertook minimal direct work with children and young people and foster carers. The social pedagogue was relatively isolated at times.

The site considered itself to be very familiar with social pedagogy: and one of the SPC organisations had been providing social pedagogy training for their residential staff since 2008. The approach was reported to align with existing practice across the fostering service, although some observers questioned the depth and quality of understanding in the site in general.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

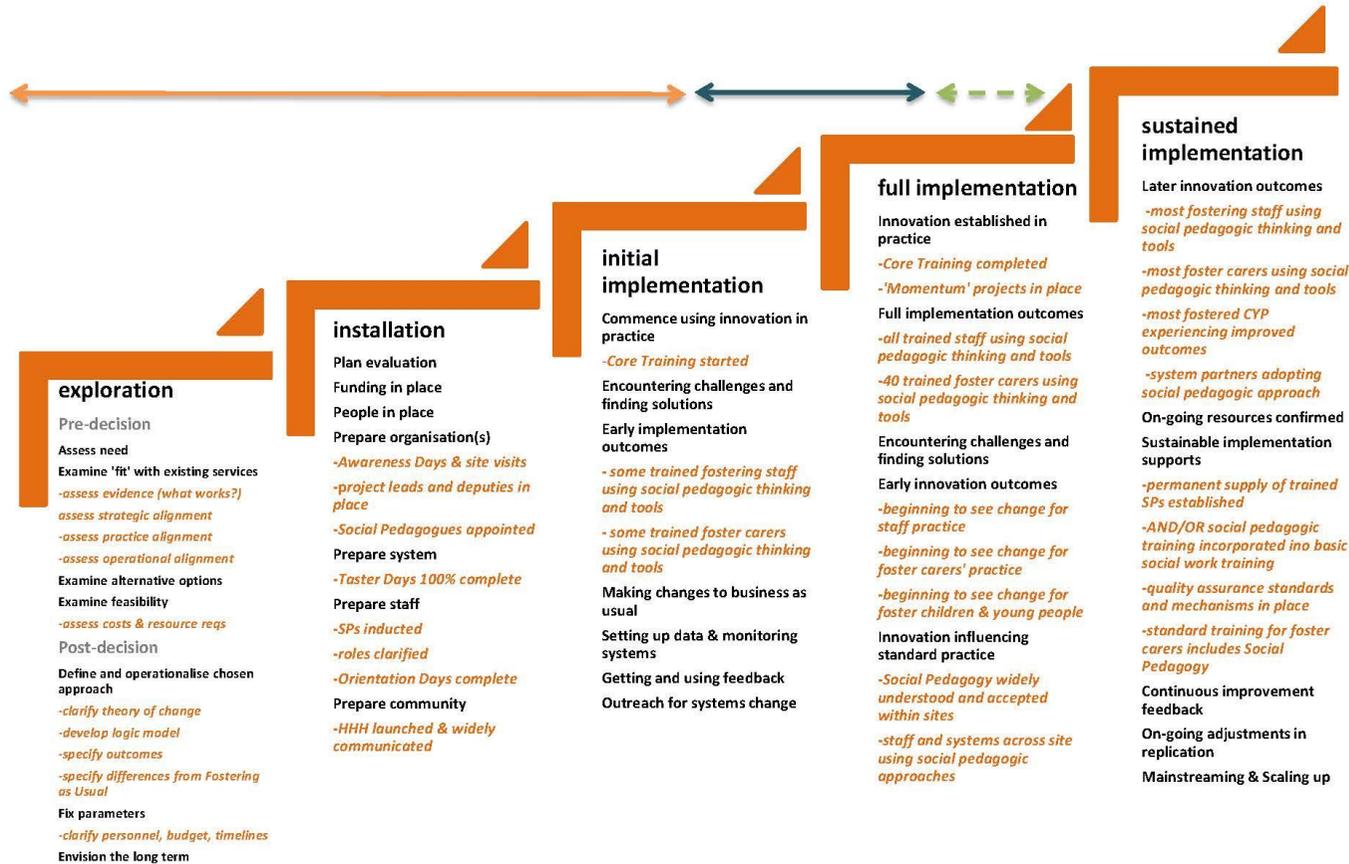
The site was felt to have reached **full implementation** by the end of the project, to the extent that almost all carers in the site had received the formal training. All of the staff and foster carers were aware of the social pedagogy, and some individuals had incorporated some elements of the approach into their practice to varying degrees. The site had by the end of project a small number of foster carers who were highly engaged in the project and had reported that Head, Heart, Hands had had a significant impact on their practice. Indeed, a recent Care Inspectorate Inspection report made a special mention of Head, Heart, Hands, noting that *“Foster carers were attuned to the needs of children and we saw some exceptional practice based on social pedagogy practice”* (page 15).

However, some case study participants raised questions regarding the extent to which social pedagogy had been **fully understood beyond a superficial level** across the site. Excluding a small number of exceptions, Head, Heart, Hands was largely referred to, in interviews, in relation to the particular tools, suggesting that the site have not yet moved beyond a surface level understanding of the approach by the end of the project. Participants reported that there had been some miscommunications and misunderstandings about some of the core principles of social pedagogy, suggesting that the site was still trying to understand the basic tenets of some core concepts and ideas of the approach, even in later stages of the project.

KEY



Implementation stages for Head, Heart, Hands, Green Site



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Year by year

The project started very well in **Year One**, despite a degree of initial scepticism on the part of some frontline workers in the site, but began to stall towards the end of **Year Two**. A great deal of energy was put into the early stages of the project including setting up the initial Head, Heart, Hands Learning and Development courses, which, along with the practice exchanges in Year 2 were identified as 'high points' of the project. After the course, Head, Heart, Hands activities primarily focussed on widening and system-outreach in the form of awareness-raising events with placing and partner agencies, and some attempts at deepening and embedding existing learning through the development of reference tools and materials. The **lack of a clearly articulated strategic implementation plan** for the period post the core Learning and Development courses may have resulted in the project losing its direction of travel in subsequent years.

Momentum at the site was substantially affected by continuing difficulties for the site in articulating **the unique contribution of the project** to the site (a problem also noted in some other sites, see main report). There was a perception that social pedagogy aligned well with existing practice at the site helped implementation in the early stages: indeed, the project was described as an **excellent fit** for the organisation as a whole. (It should be noted however that not all external observers agreed that the site was already 'fully social pedagogic' in orientation). However, during the latter stages of the project, frontline staff and senior management struggled to identify the distinctive contribution of social pedagogy to their usual practice and criticised the lack of 'deep impact' of the Head, Heart, Hands project beyond a defined sub-set of foster carers and staff who had become enthusiastic. Again, this effect was also noted in other sites and explored in more depth. The programme was described by some as "*creating a lot of busy-ness*" for sites but for little reward. As a result, while explicit resistance to the programme had lessened among staff by **Year Three**, there was a continuing sense among some evaluation participants that there was **little to learn from the project**, and therefore **little to prioritise in terms** of engaging with additional activities and sustaining momentum. Taking everything into account, ultimately our assessment was that the project was unable to create the same traction and 'buzz' around Head, Heart, Hands that was achieved in some other sites.

As in other sites, the **support offered from the SPC site support lead** was considered to be a vital implementation support, providing expertise in social pedagogy, quality assurance and a supportive external pair of eyes for the site and for the lone social pedagogue. However, it was evident that partnership between the SPC and the project team had not always been easy. There had been disagreements regarding the **parameters of the SPC supervision of the social pedagogue**, including what information should be shared between the social pedagogue, the SPC Site Support Lead, and the site project lead and what should be kept confidential to that supervision. These issues, were in the main, resolved swiftly (and were not peculiar to this site).

6. Stages of the implementation process that raised challenges

Our analysis suggests that the **exploration stage** of the programme was not as well-executed as it might have been. As noted in the main report, there was lack of clarity in the national programme design, which then played out in different ways at local levels, including lack of clarity around the parameters of different roles and relationships which as noted above particularly affected this site.

In addition, the lack of a clear implementation plan for the period beyond the delivery of the Learning and Development courses at national level may have particularly slowed momentum in this site, since they also did not develop their own local plan. As in some other sites, lack of clear specification around the core elements of **the social pedagogue role** created challenges, as did the lack of attention paid at the outset to ensuring the **fit between the particular social pedagogue placed at this site** and the site's own culture and style was optimal. The role of the social pedagogues across the programme is explored in depth in the main report.

Nevertheless, the **installation** and **initial implementation** stages were undertaken with no significant challenges. A great deal of time, effort and energy were concentrated on awareness-raising, and in engaging carers in the project and in attendance of the core courses. However, momentum had slowed as the site moved into **full implementation**, despite having trained a large proportion of the pool of carers in this site. The site **never arrived at sustainment**. Following the decision of the social pedagogue to leave at the end of the programme, the site decided not to refill the post. The site, however, reported that they would continue to be involved in the Scottish Social Pedagogy Forum and to ensure that foster carers could attend Social Pedagogy Development Network (SPDN) events beyond the timeframe of the programme. There were however different views about the extent to which this site did already operated 'business as usual' in a social pedagogic way.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

The lone social pedagogue in this site inevitably carried a great deal of the site's expectations on their shoulders. The direction in which the **social pedagogue's role developed** over the three year project was universally cited as a challenge and a disappointment across all stakeholders, including the social pedagogue. The social pedagogue was well liked and respected by colleagues, and was warmly commended for theoretical understanding of social pedagogy, ability to deliver training, and the development of high quality materials. However, it was clear that the site had expected a social pedagogue to be more 'hands on', working directly with families, and demonstrating in practice how a social pedagogic approach to working with foster carers and children was different (and better) from the approach already taken in the site. However, by the end of the programme it was clear that the reality did not match the expectation. This may have arisen due to the **lack of fit between the needs and expectations of the site and the particular social pedagogue** who was recruited for the post (and we discuss in the main report the learning for the national programme regarding the centralised process for recruiting social pedagogues, driven by the necessity to recruit from outside the UK, and the restricted choice of potential recruits for some of the local sites). Some case study participants questioned whether the social pedagogue had succeeded in becoming **fully integrated into the team**. Again, this was often noted in other sites in the programme in relation to other non-case holding social pedagogues, and is further discussed in the main report). Others questioned the extent to which the social pedagogue had **sufficient working knowledge of fostering case work** to fully contribute to discussions about practice. It is possible therefore that neither the working relationships, nor the appropriate professional experience was in place to facilitate the kind of confident questioning and challenge to practice that was required by the project. Additional time was required from site staff on managing the very specific needs of the social pedagogue. However, on reflection, senior staff at the site acknowledged that they may have spent less time than was ideal, working alongside the social pedagogue to develop these skills and opportunities.

All were in agreement that the **social pedagogue role was not best utilised** in this site, which had in turn led to a degree of disappointment in the project itself. Expectations of the role had not matched the reality.

8. The extent to which social pedagogy had penetrated operations within this site

It was widely acknowledged that **the impact of the programme was difficult to measure** due to the perceived similarities between social pedagogy and existing approaches, but there was a general sense that the programme had not resulted in substantial changes to the way the site functioned. To some degree, it seemed that some individuals in the site had failed to fully engage with the project. However, it may be that a perception amongst some that the site had nothing to learn from the project, combined with a social pedagogue in a role shaped so that it was difficult to demonstrate 'added value', resulted in a diminishment of interest over time. The main report highlights the complex relationship between social pedagogy as a philosophy that informs practice and the specific methods and frameworks that formed part of the Head, Heart, Hands Learning and Development courses. It is noted that one might use the methods without being 'social pedagogic', or without a full appreciation of the meaning and intention of a social pedagogic approach. Penetration of the approach at the site appeared to be relatively superficial on the front line, focused on tools rather than on fundamental practice approaches, with little evidence of the influence that 'social pedagogic thought' had been widely adopted as a result of the programme. In terms of the typology discussed in the main report, while the site did not have any 'defended sceptics' among the staff team, there were also few engaged adopters.

However, social pedagogy as a **framework for practice had been brought to the fore** during the project and the site was highly engaged with raising the profile of social pedagogy nationally. In spite of not wishing to continue with the Head, Heart, Hands model of embedding social pedagogues within fostering social work teams, there were signs that the site had by the end of the programme period become more intentional and explicit about their commitment to the principles. Moreover, the project had provided a useful insight for the site into the challenges of **navigating the complex relationship between foster carers and their supervising social workers**. For example, frameworks that were promoted as part of the project such as the '*Three Ps*' had both provided a useful reflective framework for practice, and had facilitated wider discussions around the boundaries between the professional, personal and private spheres. The project was also described as having enabled the site to forge stronger links with other sites across the UK. The significant and positive impact of the project on a small number of foster carers should also not be diminished.

9. Future prognosis

It is clear by the end of the programme that the site retained an **ongoing commitment to social pedagogy as an underlying theoretical framework for practice**. The programme had also resulted in a number of actions taken by the site to further strengthen their use of social pedagogic principles. For example, since Head, Heart, Hands commenced the practice manual was edited to include a statement particularly asserting that the approach taken at the site was underpinned by social pedagogic principles. The site also reported at the end of the programme that they were planning to make training in social pedagogy mandatory for all staff at the site, although it was not clear who would be delivering this, or in what form. The site was also in the process of planning to

incorporate social pedagogy into post-approval training for foster carers by including an additional day to the skills to foster programme specifically focussed on the approach. In the absence of a trained social pedagogue on the team, an existing member of staff had been identified as willing to take responsibility for continuing this, and it was hoped by the case study participants that this somewhat different approach, embedding the role within the existing team, would be a fruitful approach.

Set against these positive signs of continuation were some obvious challenges. These included a change of senior corporate leadership and a degree of **uncertainty with regard to their future support** for social pedagogy development activities within the site. It was also reported that the site had commissioned an independent review of the service as a whole. The results of this review and the evaluation findings of the Head, Heart, Hands programme were expected to determine the extent to which the site would decide to continue to invest in social pedagogy in future. Without the support of the senior corporate leadership, and without a clear plan for how to continue social pedagogic development, it seemed likely that the limited traction achieved through the Head, Heart, Hands project would be lost. The 'jury was out' at the end of the implementation evaluation period.

Overall, the factors implicated in this site's implementation experience appear to include:

- A dedicated and energetic leadership from the site project lead
- Lack of a clear implementation strategy beyond the Head, Heart, Hands Learning and Development courses
- A reliance on the initial learning and development courses to sustain momentum over time, with relatively little direct activity or new learning experiences in the second year of the programme, other than innovative 'exchange trips' that 'created a buzz' about the programme for a small number of people.
- A familiarity, and possibly even 'over-familiarity' with the approach, which lessened the likelihood of initial resistance, but may also have made it harder for the site to clearly ascertain the specific 'added value' of the Head, Heart, Hands inputs
- Continuing high levels of commitment to the approach, irrespective of the Head, Heart, Hands programme outcomes.
- The particular fit of the role of the social pedagogue, which involved little direct work and no-case holding, and did not sufficiently demonstrate social pedagogy in action.

The implementation of Head, Heart, Hands - site case study: Blue Site

Implementation at a glance

This site, one of only two Independent Fostering Providers (IFPs) in the group and the only private organisation, struggled with implementation over the course of the project. After starting well, progress faltered in Year Two and seemed to have further slowed in Year Three. With two pedagogues posted across three geographically distant offices, capacity was reported by all parties to be limited, even though both posts were full time on the project from Year 2. The Site Project Lead throughout expressed concern about the slow progress of decision-making and activities, both at national and at local level. Following the successful core learning and development courses at the end of Year One, there was concern about the small numbers of participants continuing to participate in the ongoing 'momentum' work. A faltering of confidence and changes of corporate policy at Board level, already apparent in Year 2, continued and intensified in the final year of the project, and a decision to discontinue investment was made. Reasons given included: increasing resource pressures on the agency due to a difficult financial operating context (including pressure on IFP costs from placing local authorities); a lack of tangible results from the project; continuing difficulties in identifying and articulating to the external world specifically how social pedagogy was adding value to or improving the agency's work in a way that could justify the additional costs, and lack of support at corporate board level. Both pedagogues were made redundant in December 2015 when the programme funding ceased, and the site had no plans for future employment of qualified social pedagogues.

Relations between the three pedagogues who worked at this site at different points in the project were complex and not always easy, and there were also difficulties in relationships between the pedagogues and other staff. There was from the beginning explicit scepticism about the need for the project among some managers and staff in two of the three regional offices, which from the pedagogues' perspective seemed to indicate lack of active support. All managers reported, at different points in time, a significant expenditure of time in responding to these issues. Some were never fully resolved. By the close of the project, even staff in the third office that had previously been most positive were also expressing scepticism about the overall value that had been obtained.

More positively, in spite of these difficulties, there are reported to be a number of 'engaged adopters' amongst the foster carers in the site, and at least one member of staff who enthusiastically supported and wanted to try to continue to develop the approach within the agency. Young people were engaged in various participatory activities and one local authority was sufficiently impressed by the progress for one such young person to be reportedly considering engaging a pedagogue on a freelance basis to continue the work. A fruitful dialogue was held about the alignment and complementarities between the site's specialist therapeutic fostering work, for which they were well-respected, and social pedagogy.

1. Brief description of the site

This site is part of an independent fostering agency with branches across the United Kingdom. Three different offices within one region, but all relatively geographically distant from one another, collectively formed the 'site' for Head, Heart, Hands. The agency provides emergency, short term and long term placements for children and young people, and assessment of places for children and their parent(s) for around 28 different local authorities in the region. They provide standard and therapeutic foster care placements (for which work they are well-known). The 3 offices of the site taking part in Head, Heart, Hands had approximately 135 fostering households on their books, and 130 children and young people in placements.

An Ofsted inspection in October 2014 resulted in an overall grading of 'good' (previously 'outstanding'). The inspection report, which was broadly very positive, specifically noted that the agency employed social pedagogues and mentioned the involvement of a social pedagogue in one example of good practice.

2. Structural features of the Head, Heart, Hands project within the site

The 'site' was **collectively comprised of three offices**, and it would be fair to say that each office was in effect a small project site in its own right, with different staff, different managers and each with its own culture and style. The management of each office was described by respondents as traditionally structured and led, with clear lines of accountability and responsibility, and clear divisions of role between managers and front line supervising social workers.

The project was at the outset **co-led** by the Managing Director for the region and the Head of Therapeutic Services, the latter an enthusiastic advocate for social pedagogy, who retired in 2014. By the end of the project, Head, Heart, Hands was led by a **single Site Project Lead at Managing Director** level, and two full time social pedagogues.

This Site had some prior experience of social pedagogy before the Head, Heart, Hands program, through having employed, as a fostering social worker, a qualified social pedagogue. At the beginning of the project, this post was restructured to be half-time case-holding and half time on Head, Heart, Hands, based in the office where the incumbent was already based. A further social pedagogue, not HCPC registered and so unable to hold cases, was recruited to work full time on Head, Heart, Hands covering the two other offices, completing the team of **two full time social pedagogues** for this site. At the close of 2013 the incumbent social pedagogue left, in part citing difficulties managing the workload added by Head, Heart, Hands to her existing case load. In 2014 a new social pedagogue was recruited. She was also not qualified to hold fostering cases and so worked full time on Head, Heart, Hands. Social pedagogues in this site came from Germany and Spain.

The social pedagogues were each managed by their own office managers (although at the beginning of the project they were managed by the site co-lead, which created complexities in the lines of accountability and was reorganised in Year 2). **One SPC site support lead** provided pedagogic supervision to both, and assisted the SPL with project and strategic planning as well as leading the 'core' learning and development course held in 2013-2014 for the research cohort of carers. The SPC site lead also attended and from time to time chaired the **steering group** on a rotating basis, on

which managers from two of the three offices sat, with staff from all offices. However, none of the three governing Directors were closely involved in Head, Heart, Hands or regular attendees at the steering group, limiting connectivity to the senior corporate level. A new Operations Director took over in 2013, when Head, Heart, Hands was already underway.

3. The form of Head, Heart, Hands within the site

It was hard for the evaluators to form a clear picture of the core components of the Head, Heart, Hands 'package' in this site, which contained many elements and lots of activities, but was never captured in a written plan (this was also true in other sites; see the main report). There seemed to have been a strong spirit of innovation and experimentation, but no clear plan against which to set expectations, measure progress and chart the learning. In line with the core design for Head, Heart, Hands, the site ran some initial 'taster' and 'orientation days' for staff and external stakeholders (see below) and three core learning and development courses attended by 28 carers and 18 staff in Year 1. In Years 2 and 3 the focus switched to group-based 'momentum' activities for adults (discussion groups, workshops) and multiple outdoor and group activities for children and young people. Other carers, children and families who were not part of the formally trained cohort also attended activities (eg summer picnics etc) where they were exposed to social pedagogic thinking and practices. The social pedagogues described a focus mainly on 'deepening' rather than 'widening' the reach, with time mainly spent working with those already trained rather than drawing in new carers from across the site. From 2014 onwards in one office workshops were arranged by the social pedagogue in order to reach new carers and staff, although these had variable attendance. In 2015 the site also arranged a further orientation course for 12 further carers delivered by the Head, Heart, Hands SPC site lead. funded through the programme with funds vired from the 'Champions Course' budget allocation, which they had decided not to pursue.

Some direct work was undertaken by the social pedagogues at the invitation of fostering social workers. Because this was an IFP placing and caring for children on behalf of local authorities, this required approval from placing local authorities that was not always willingly given, despite generally positive regard for the direct work which was undertaken. As we discuss in the main report, this was a challenge particular to IFPs.

The key implementation features of the project approach in this site are summarised below:

Pedagogic activity

- Two social pedagogues, initially one in 'dual' role until Autumn 2013 (case holding and working on Head, Heart, Hands); from 2014 neither in dual role. Change of one social pedagogue in 2014.
- Some direct work with individual families, carers and children by social pedagogues, in addition to case work (estimated 20 children and young people in total over the project duration)

Learning and development for carers and staff

- Core learning and development course 2013-2014: 28 carers and 18 staff
- Further orientation course in 2015: 12 new carers

- Wellbeing events (introduction to social pedagogy for carers, badged as focused on wider 'wellbeing') in one office
- Workshops for new carers in another office
- Momentum groups meeting every two months, attended by an average of five carers in one office, six in another and two in the third office (i.e. an estimated 13 carers across the three offices)
- Team training sessions run by social pedagogues as part of regular team meetings

Activities and experiential learning

- A range of creative, outdoor and participatory activities for young people

Reach

- Training for 28 foster carers was equivalent to about 24% of the total carer population of 130 carers. In Year 3, around seven carers were considered to be still closely engaged in various ways.

Policies and Procedures

- A review of organisational policies was begun but not completed during the project lifetime

Systems outreach

- One or more taster/orientation events were held, but attendance from external stakeholders (mainly placing local authorities) was low

Particular features of note (specific to this site)

- Two social pedagogues full time on the project, working largely independently from one another, not holding cases
- Social pedagogues covering three offices between them, each very different in character and geographically distant
- As an independent agency, in a different relationship to 'the system' from local authority sites

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

The scale and structure of the site, divided as it was between **three offices**, all relatively distant from one another, was throughout a problem, in that the capacity of two social pedagogues to cover three sites was limited. For example, travelling between sites and between offices and locations for direct work took up substantial time. Combined with the time demands of participating in the national programme activities and reporting, staff, managers and social pedagogues themselves commented that the social pedagogues in this site were overstretched. The three offices, each with different management and staff bodies, each had had a **distinct culture**, and each responded to the introduction of the project and to the social pedagogues in different ways. There was from the outset a gradient of enthusiasm for the project, with one site relatively enthusiastic, one relatively

unenthusiastic, and one intermediate or undecided, (but tending towards the sceptical). The pre-existing commitment to and expertise in therapeutic fostering in this site also led to questions, mid-way through the project, regarding the degree of alignment and complementarity of this way of working with social pedagogy. Two teams were described by managers as containing a small number of individuals who were particularly firmly committed to other approaches (PACE and DDP were mentioned), and all three teams shared in common a relative unfamiliarity with innovation projects *per se*.

There was also a degree of **turnover in project personnel**, both at the leadership/management level and amongst the social pedagogues, which may have disrupted the continuity of operations in various ways. A change in project leadership following the retirement of a key champion may also have affected levels of support throughout the organisation, and there was also a change of social pedagogue in 2014, requiring a fresh programme of inductions and familiarisation. There was a feeling also that to have only reached a relatively small proportion of carers and relatively few staff through the Head, Heart, Hands-funded learning and development courses had resulted in limited reach and penetration of the project into the mainstream aspects of 'business as usual' in this site.

In this site, the fact that the **social pedagogues could not hold cases** and participate in the regular daily routines of fostering social work seems to have been a particular barrier. Social pedagogues appeared not well-integrated into the workforce even by the later stages of the project, and this fostered a sense amongst colleagues that the social pedagogues' work was somehow removed from the real world and a luxury somewhat irrelevant to daily concerns. The fact that this site was also rated as a high-performing agency in national/Ofsted terms may also have affected the sense amongst staff of a 'need' for social pedagogy: certainly the inability of senior managers to articulate the added value of the project, even by the end of the project, suggested that the case had not been made internally, and throughout there were those who viewed social pedagogy as nothing new. There was a sense, articulated by several senior staff, that the lack of a sense of 'urgency' about the work of the social pedagogues resulted in the undue deferral of decisions and unreasonably long timeframes for action. There seem also to have been more limited opportunities for social pedagogues to do direct work than had been anticipated, further restricting opportunities for them to demonstrate the value of social pedagogy in action to the rest of the agency.

In this site the social pedagogues themselves also reported having struggled with their **own working relationships**, underlining the importance of paying attention, at the recruitment stage, to the fit between individual social pedagogues who were expected to work as a team (see the main report for discussion of this as a common feature across some sites). Differences of style and approach to social pedagogy were noted by colleagues, and geographical separation inevitably mean that each worked to a large degree independently of the other. There were also ongoing tensions **between social pedagogues and some minority of staff** in at least two offices, in which outright opposition had been explicitly voiced about social pedagogy and was never fully resolved. (There is no suggestion that the social pedagogues themselves were responsible for this). A series of disagreements with managers may also have led to the impression amongst some that social pedagogy as a discipline was characterised by an unwillingness to compromise and accommodate realities or to accept direction. The social pedagogues, conversely, often felt they were given insufficient time for the dialogue and consultation which they believed was essential to decision-making.

The particular form of the project in this site and the balance of activities seemed also to have created a level of dissatisfaction. Although many carers and staff enjoyed the core course, several staff at different levels spoke to the evaluators rather negatively and impatiently of the experiential and especially some of the 'creative' learning activities regularly employed by the social pedagogues. Some staff said that some carers shared this view. There was a feeling that some of the methods used (for example making models, drawing pictures) lacked depth and rigor, were of unclear purpose and benefit, and were an inefficient use of time.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

Although senior staff and other described themselves as enthusiastic about the project at the outset, implementation in this site was agreed to be faltering by Year 2 and to have further slowed in Year 3. In the final year of the programme, the project seemed to have stalled, and there was a questioning of the relative balance of reward to effort. Taking a range of data into account, our assessment is that although some carers and staff had been exposed to a full learning experience and had had the opportunity to benefit from follow-up activities, still only a minority of carers and staff in this site had begun to incorporate social pedagogy into the daily fabric of their care or work in a way that was visible to staff other than the social pedagogues. Head, Heart, Hands as a 'project' still had some currency in the site, but there was little sign that the work was seen as part of business as usual as opposed to a pilot that had delivered unclear results. The corporate management of the agency reportedly found it difficult to define the content elements of the project that had added specific value to their offer.

A wider focus on 'social pedagogy' as an overarching approach to working with families had not gained substantial traction. Having decided to terminate the social pedagogues' posts, there was no clear strategy or plan for how to continue with the work in the absence of a professional lead. One social worker had expressed willingness to take on the role of champion, and there was some degree of support expressed by managers to facilitate this, but no clear plan for how time and other costs would be authorised, or where the 'focus of action' would be. Nor was there any plan for how this willing champion could be supported, given that they were not a professionally trained social pedagogue.

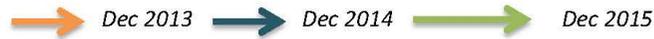
Year by Year

In **Year one**, the site considered that they got off to a good start, with the core training commencing towards the end of 2013 and continuing into 2014. There was a high degree of enthusiasm for the 8-day course (perhaps less so amongst some for the first two days of 'orientation') and excitement about continuing with deepening the learning. In **Year two** however, the site seemed to struggle to maintain the momentum, and as in several of the sites, relatively small numbers of carers continued to attend the regular momentum groups set up to support continuous learning (see the main report). Some staff reported becoming bored with a sense of repetition and '*not learning anything*'

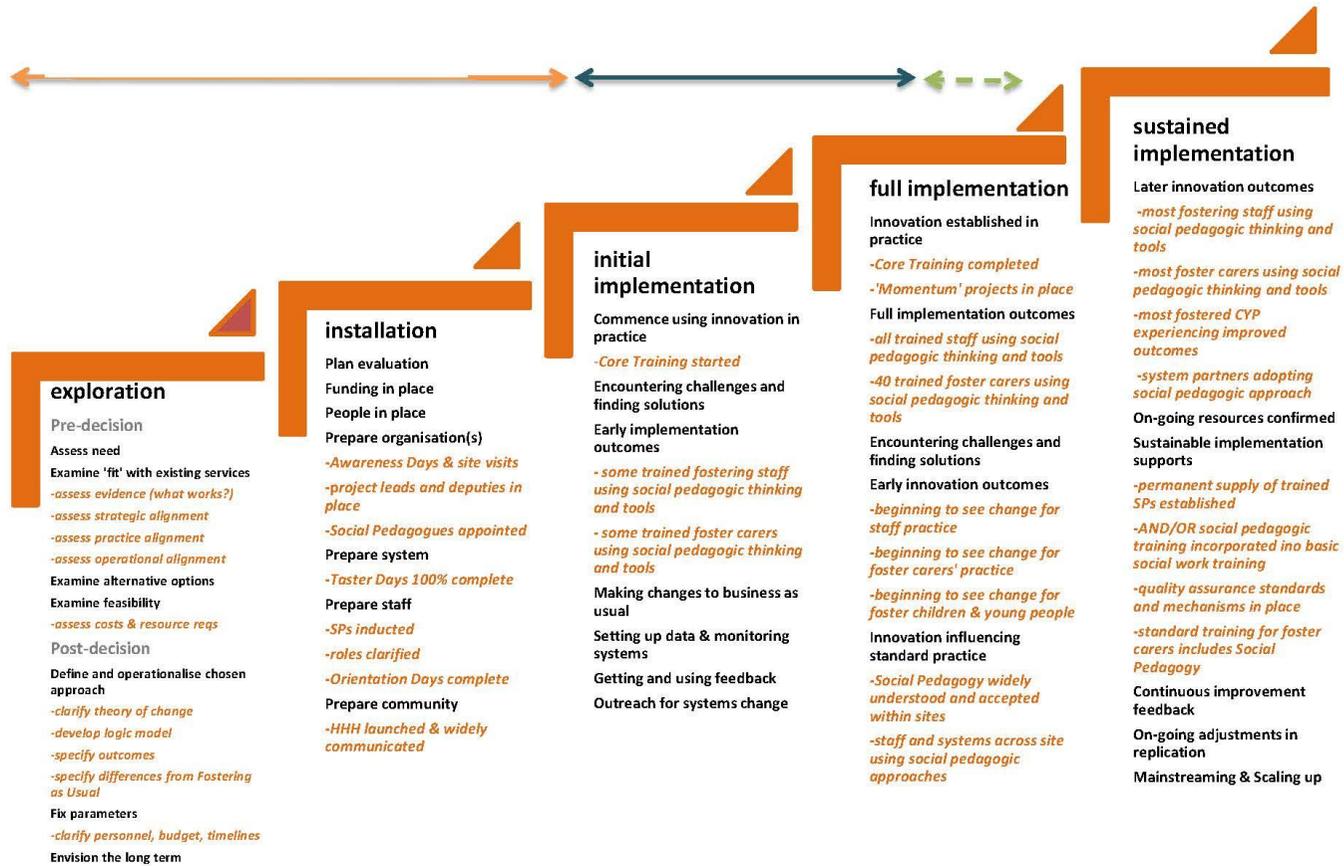
new, and there was a resurfacing of views voiced at the outset that the social pedagogic approach was simply 'good old fashioned social work' dressed up as something novel. There was also a period of anxiety for some, as questions about alignment and goodness of fit between the site's established reputation for therapeutic fostering and social pedagogy surfaced, with some exponents expressing a critique of therapeutic approaches as 'deficit' focused, and social pedagogy as 'strengths based'. Although this was subsequently reported as having been addressed by productive 'dialogue', it represented at the time a rather significant challenge to the site's longstanding expertise and to the confidence of some individual staff.

Relatively few staff in any of the three offices were able to make time to talk to the evaluation team by **Year three**. Amongst those we spoke to, there was a particular impatience with some at the slow speed of project decisions, the emphasis on reflection even when decisions were pressing, and with what was perceived as an insistence on unnecessarily time-consuming 'multi-dimensional consultation' on even routine activities associated with the project. There was a sense of weariness and disappointment amongst all senior staff we spoke to, and deep frustration and disappointment for the social pedagogues who felt that they had not been supported to make the case for continuing with the work after the programme's end.

KEY



Implementation stages for Head, Heart, Hands, BLUE site



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6. Stages of the implementation process that raised challenges

As we discuss in the main report, the **exploration** stage of the programme suffered from a number of analysis and planning omissions that were national rather than local features. In this site, as in all others, there the demands and costs over three years were not fully anticipated, especially in respect of senior management time. At a local level, this stage would also have been the ideal time to give consideration given to the fit between the site's longstanding therapeutic work and the proposed introduction of social pedagogy.

At the **installation stage**, the formulation of a forward project plan seems to have been limited to setting up the core learning and development and the various orientation and taster days that were part of the original design. In the particular case of this site, with its special positioning within the systems context (being an independent not public agency), these were time consuming to arrange and were judged not to have been particularly successful, relying as they did on an entirely 'external' audience of disparate local authorities and other agencies. There may also have been a lack of analysis of which specific individual and agencies would have been most strategic to include, so that invitations may have been more *ad-hoc* than was ideal (although as discussed in the main report, this was the norm amongst sites). Systems outreach thus never became a reality for this site, and arguably may always have been less realistic for IFPs than local authorities. Another omission during the installation stage was a lack of attention to preparation of managers and staff teams with the site in all offices, a common factor across the programme that we discuss in the main report. When the social pedagogues came into post and began work, they found teams unprepared, curious (at best) and anxious or sceptical (at worst).

Initial implementation, as in all sites, seems by contrast to have gone well, with the courses well-attended and most of those who volunteered to attend enjoying and welcoming the opportunity to be part of the project. The social pedagogues were able at this stage to get involved in various aspects of direct work with children and young people, and in general, this was seen as helpful by colleagues and by families. In one or two cases, however, placing local authorities were understood to have been unwilling to allow the unqualified social pedagogues to participate in case work, limiting the ability of the social pedagogues to contribute their skills and model their practice.

Full implementation was by common consensus only partially achieved, and the site did not reach **sustainment**. There is certainly evidence that the thinking, tools and practices of social pedagogy had been taken up by some, and most staff that we spoke with could cite instances when they had found the frameworks useful. What was less successful was the ongoing retention of interest in learning activities, and group work in particular seems to have reached only a very small number of people. The site social pedagogues and some managers and staff offered examples of early signs of change in practice and for carers and young people: however the critique offered by others was that the impact was confined to too few people. There was a definite view amongst many that the substantial expenditure of time and effort on the project had not been worthwhile. The site project lead, in particular, believed that too little attention has been paid to distillation of the learning, making it difficult to justify a business case for sustained investment.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

Expectations for the project at the outset were very high in this site. Senior managers in this site were critical, in retrospect, of the claims made by the central programme team and the SPC for what the programme was intended to achieve. They were in the event underwhelmed by the results, and did not consider that the project had delivered on its promises of ‘transformation’ and ‘systems change’. Rather, they saw that a lot of time and budget had been expended but that relatively few carers were still known to be engaged, and staff who had been sceptical at the outset still felt that way, whilst others who had been relatively positive at the outset had become progressively less enthusiastic. A critical event which left senior staff feeling disappointed and “*embarrassed*” in Year 2 was a visit by an inspector from Ofsted, for whom the site tried to arrange an opportunity to observe a momentum group in action. One carer only turned up, which the senior staff saw as corroborating evidence for their impression that little lasting engagement had been achieved. Social pedagogues and some other staff could point to encouraging examples of changed practice in individual fostering families, and to the incorporation of some pedagogic thinking, frameworks and tools into the operations and practices of the staff team, (see below). However the social pedagogues also acknowledged that ‘reach’ was not extensive and that active involvement of both carers and staff had dropped off over time. They did however point out that those who remained engaged spoke of important and meaningful change for themselves, and noted that some vulnerable children had especially benefitted from support given by social pedagogues themselves. They were of the view that the depth of change, albeit for a small group of people, was an important achievement of the project.

It is clear that the management of the ‘disturbance’ (see the main report for our definition of this term) caused by the introduction of social pedagogues and pedagogic ways of working into this well-established, high-performing and perhaps in some ways rather traditionally structured and managed site, with its clear lines of hierarchy and accountability, consumed staff resource well beyond expectations. There was an expectation at this site that more guidance would be provided by the ‘*expert*’ central programme staff (including social pedagogues) than was in fact the case. There was a strong sense, given that this site was new to social pedagogy, that those with greater expertise would set the course and the pace. There was however a growing sense of project drift as time went on. It may be that the day to day leadership of the project was left too much in the hands of the social pedagogues who in fact had limited experience of project management, and limited understanding of fostering practice and operations. On reflection, senior staff wondered if some more assertive direction might have moved the action on faster and produced more visible results. They doubted, however that this would have been welcomed by the social pedagogues.

8. The extent to which social pedagogy had penetrated operations within this site

There was some limited penetration of social pedagogy into the daily operations of this site. At least one social worker and more than one carer expressed willingness to contribute time and effort to keep the work going, but without the support of a trained social pedagogue, there was awareness that this would be challenging. There appear to be a few ‘engaged adopters’, a number of ‘cautious optimists’ who would support the work if someone else led it, and a definite group of ‘sceptics’ who very much remained to be convinced (see main report for our definition of these terms). Critically,

the project failed to live up to the site project lead's hopes, who regarded the programme as a test not a demonstration. There was from the outset an explicit acknowledgment that the results would determine whether the site took the work forward in the longer term, and the site were hoping to see tangible, positive results. Nevertheless, there were some signs that some aspects of business as usual had been influenced by the project: for example, in Year 3 evaluation interviews there were frequent references made by staff to reflection and its critical importance to good social work practice. However, there are still (as in some other sites) those who continue to feel that 'good old fashioned social work' practice already has this principle at its centre, and that the pressure of modern statutory work requires efficiency and quick responses as well as thoughtful reflection. Critically, they had not yet seen how social pedagogy could support efficiency in this site. There was also a sense, following the Ofsted inspection in 2014 which identified some (limited procedural) areas considered to require attention, that they had been "*pushed back to a focus on process*", and on "*regulation, not relationships*" being an overriding concern. This was agreed not to be well aligned with or supportive of what the Head, Heart, Hands project was trying to achieve, especially in the context of a toughening economic market for IFPs, which felt to the site project lead as if it had "*totally shifted*" during the lifetime of the project.

9. Future prognosis

At the end of the programme period there was no sign that this site would sustain more than fragments of the original Head, Heart, Hands project. In the absence of ability to formulate a clear and concise narrative about how social pedagogy added tangible and measurable value to their offer to local authorities, they did not feel they could support the additional costs of continuing with the work.

Overall, the factors relevant to understanding this site's implementation journey appear to include:

- A background context of increasing difficulty for independent agencies in the face of increasing demands from purchasing local authorities to have more for less spend
- A strong dissatisfaction with the lack of tangibility in defining the content and activities of the project in particular and of social pedagogy in general
- Absence of a clear project plan that kept activities and timelines on track, and led to a perception of project 'drift' amongst senior staff
- Low familiarity with innovation projects, which may have led to initial expectations being set high, and lowered tolerance for slow and uneven development
- Increasing frustration and disappointment at the project leadership level that may have reduced willingness to support and advocate for the project through ongoing set-backs
- Arguably, lack of familiarity of the social pedagogues with the realities of fostering social work practice in an IFP, reducing their ability to design practical, action-oriented approaches to supporting the wider team and a sense that the project did not connect well with the mainstream work of the site but was always regarded as an 'add on'
- Lack of 'good fit' between the individual social pedagogues. This placed time demands on managers, and seemed to have undermined their ability to create an effective project plan and action it, and also undermined the presentation of an effective, strong team supporting the project and taking it to sustainment

- Over-reliance on group activities to sustain momentum, that proved difficult to implement with all except the keenest carers and staff, due to demands on time (as also found in some other sites; see the main report)
- Lack of enthusiasm amongst some managers and staff for innovation, and impatience with the style of social pedagogy in particular
- A relatively conservative team culture and some team characteristics that may have reduced workforce openness to innovation and improvement
- Lack of connectivity of the project steering group to the corporate decision-making structures

The implementation of Head, Heart, Hands - site case study: Yellow site

Implementation at a glance

This site is one of the implementation success stories of the programme, despite having taken a rather different implementation route to other sites. Already particularly knowledgeable and familiar with social pedagogy prior to the programme, the site outgrew the Head, Heart, Hands structures relatively fast, and built on the resources of the programme to accelerate their own progress in a pre-existing 'direction of travel' towards scaling up social pedagogic inputs across looked after children's services generally (ie, not just in fostering).

From the outset the project was located in the Virtual School, as the Fostering Service was being reorganised into a multi-disciplinary 'unit model' for much of the duration of the project. Head, Heart, Hands employed three pedagogues each working approximately 30% fte on the project, all on permanent contracts and one of whom was in a pre-existing post at the start of the project and already well-known in the service. Head, Heart, Hands was led by two site project leads, one of whom was also a social pedagogue by training.

Early difficulties included 'lack of fit' of some of the pedagogues both to the project role and to each other, resulting in changes in the team of social pedagogues, and substantial time taken to clarify the appropriate relationships between the central programme structures (management, and SPC support) and the site personnel. Amongst other differences, this resulted in different use of the SPC support in this site as compared to others. It took the project team some while to connect with the fostering service due to the unit model re-organisation, but during the second year of the project, with most of these issues resolved, momentum was described as having accelerated. The focus was always dual (fostering and the wider system for looked after children), and in the event, 40% of foster carers took part in the formal training provided by the programme and a further 10% have joined in ongoing 'momentum' activities since then. An unknown but reportedly large number of staff in a variety of roles are now being drawn into the work through additional formal training, and through participation in the other social pedagogically influenced activities.

This site had, from the outset, a highly pragmatic and realistic perspective. They did not anticipate overnight practice or systems transformation from social pedagogy alone, and stressed the necessity to blend social pedagogy with other approaches. They have been pleased with the level of engagement by foster carers, and although reaching staff was still a 'work in progress' at the end of three years of evaluation, the distribution of pedagogues through various teams, all of who are now managed and co-ordinated by one senior pedagogue, and a sense of a widespread effort under way to scale up and normalise social pedagogic approaches to all kinds of practice situations, already placed them well on the way to sustained use of social pedagogy.

By the end of the Programme, social pedagogy as an approach had a relatively high profile both in the fostering service and in looked after children's services more widely. There is active endorsement of social pedagogy by seniors within the corporate leadership, The prognosis for sustained implementation looks assured, assuming no higher-order changes of policy. Head, Heart, Hands as a 'brand' ceased to have much currency in the site early on, although it was viewed by all as important catalyst and accelerant for scale up.

1. Brief description of the site

This site is a medium-sized inner London borough serving a diverse population of over a quarter of a million people, with many low-income, high-need communities as well as an increasing affluent population attracted by its (relatively) more affordable housing. The children's services department has a relatively flat structure with a policy of distributed leadership, and has become known nationally for its work over the past years to reorganise its children's services into multi-disciplinary units drawing on systemic practice and lead by Consultant Social Workers. The fostering service was one of the last services to be reorganised in this way, during 2014 (Year 2 of the project), and by Year 3 consisted of two units headed by consultant social workers (one of whom was a trained social pedagogue). The Site has approximately 110 approved foster carers.

Services for looked after children were last inspected by Ofsted in 2012 when they were graded 'good'.

2. Structural features of the Head, Heart, Hands project within the site

The Head Heart Hands project was located, uniquely in the programme, within the **Virtual School**. The decision to locate the project here reflected an ongoing re-organisation of the Fostering Service, which was felt in 2012 not to be not yet 'ready' for the project. There was also prior experience of employing social pedagogues in the Looked After Children service, where their specifically pedagogic input was thought to have been overshadowed by the heavy workloads and front line priorities of this service. Unusually, there were **two Site Project co-Leads**: one was – again uniquely within the programme – a social pedagogue himself, and was the service manager for Safeguarding, Corporate Parenting and Learning (so not located in either the Virtual School or the Fostering Service); the other was the Deputy, and from 2015 the Head, of the Virtual School. They were actively supported by a senior colleague at Assistant Director level, who remained closely interested in the project throughout.

The site employed **three full-time social pedagogues** on permanent contracts, the largest team in the programme. Each was expected to spend approximately one third of their time on Head, Heart, Hands. Since they were not located within the fostering service, they did not hold statutory responsibility for fostering cases, although they were involved in direct work with children and young people in the Virtual School. One social pedagogue had already been in post for some time already working as a social pedagogue within the Virtual School at the start of the project; two others were recruited especially for the project. Both the new recruits left, one at the end of Year 1 and one at the end of Year 2, and were in time replaced by two further social pedagogues, one (again) previously in post in the authority in another role. During Year 3, the original member of the social pedagogue team took up a specially created post within the Virtual School as the overall manager for all social pedagogues within the Virtual School (of which there were four by the end of Year 3., see below): the first person to hold such a role in the UK. Social pedagogues working on Head, Heart, Hands in this site were from Denmark, Germany, Austria and Finland.

The site was supported by **two SPC Site Support Leads**, one based in the UK and one in Spain. In this site SPC involvement was more limited than elsewhere: it was mainly confined to delivery of the initial core learning and development courses for carers and staff, and subsequent additional

training courses for staff, see below. This site had a small '**Head, Heart, Hands Project Board**' rather than a large steering group of stakeholders, on which one of the SPC Site Support Leads sat. Supervision of social pedagogues by the SPC was discontinued in this site at an early stage, the site and social pedagogues having decided this was redundant given the existing senior pedagogic capacity within the site. By agreement, further learning and development training was instead provided by the SPC as the project progressed, in the form of specially tailored 'short courses' for staff, of three days' duration.

3. The form of Head, Heart, Hands within the site

This site operated the core Head, Heart, Hands model of training for a defined cohort of foster carers and some staff towards the end of Year 1, followed in Years 2 and 3 by 'momentum' activities aimed at reaching a wider constituency within the looked after children service. After the initial training, which was reportedly well-received, the site continued to offer opportunities for the original cohort of 44 formally trained carers and staff to continue to deepen their understanding and practice of social pedagogy through activities such as Action Learning Sets and attendance at Open Space events. In Years 2 and 3 therefore the emphasis was primarily on widening familiarity with the approach through the provision of additional shorter training courses for staff, and by encouraging staff (and new carers since 2013) to join the momentum activities. The Action Learning Sets were led by social pedagogues and focused on practice discussion; the Open Space events were intended to promote free interchange between families and professionals and were used to help formulate the future direction for social pedagogy within the Service.

The key features of the project approach in this site are summarised below:

Social Pedagogic activity

- 3 social pedagogues, part time on Head, Heart, Hands, based within the Virtual School
- Some direct work with individual foster families, carers and children by social pedagogues, in the Virtual school and with foster families at the request of fostering social workers

Learning and development for carers and staff

- Core learning and development course 2013: 44 carers completed this.
- Two further training courses on an introduction to social pedagogy in direct work with families and children, designed and delivered by the SPC over 3 days in 2015 for children's services and fostering staff and Independent Reviewing Officers,
- 'Open Space' gatherings every six months: open to a wide group of the 'trained' individuals, and others. Emphasis on mixed attendance, including senior management, staff, and carers.
- Action Learning Set meetings every four weeks for the 'trained' individuals who attended the original core learning and development courses, and others
- Lunchtime seminars – open to all
- Exploration of accredited training course for carers and staff with a local university
- Planning was underway at the end of Year 3 to develop internally-led 8-10 day training along Head, Heart, Hands lines, for new foster carers joining the service.

Activities and experiential learning

- Head, Heart, Hands Photography project for/with children in care
- Social pedagogues leading/contributing to the planning and facilitation of a variety of activities for whole foster families and children in care, including:
 - Picnic for foster families jointly hosted with the Foster Carer Council
 - Day trips to open days at a university.
 - 5 day sailing trip in a half term break
 - 5 day residential trip to an outdoor centre during half term break.
 - Trip to a climbing wall during a half term break
 - Ceramic painting activity in a pottery studio

Reach

- In terms of reach within fostering, 44 foster carers completed the core learning and development courses in late 2013, equivalent to around 40% of the total pool of carers. A further group of around 11 have regularly joined in with momentum activities since then, and have had exposure to the core concepts. Only 12 staff participated in the core learning and development course, seven from fostering, in part due to the state of re-organisation of the fostering service.

Systems outreach

- In terms of wider systems outreach, in Year 3 included introductory training to a wider staff group including IROs and other staff working with children who are looked after, and newly qualified social workers.

Policies and Procedures

- A review of the processes used by the site in Looked After Children Reviews to make them more child-centred and to utilise frameworks and reflective tools drawn from social pedagogy as part of that process including at meetings (training in social pedagogy provided to the IRO service to support this process)
- Developing plans to run accredited training courses in social pedagogy for carers, in partnership with a local university and with the local fostering and adoption consortium, as part of a fresh approach to recruitment and retention of carers, with the intention of making the borough more attractive to carers.

Particular features of note, specific to this site

- A team of three social pedagogues specifically attached to Head, Heart, Hands, and especially in Years 2 and 3
- The site project lead was also a social pedagogue, with experience of having come to work in UK social care from Germany
- Two site project leads shared the leadership role; one taking management responsibility for the social pedagogues in the Virtual School, one providing pedagogic supervision, and both involved in strategic development and other elements of operational support.

- The deliberate but gradual growth of a critical mass of social pedagogues throughout the service co-incident with the duration of Head, Heart, Hands, resulting in social pedagogy becoming normal feature of ‘business as usual’ with an organisational cultural of blended professional approaches

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

The focus of this site was from the beginning **explicitly more concerned with systemic influence** within their wider looked after children service than with fostering (in contrast to most other sites, where the reverse was true). The project in this site did result in the training of a substantial number of foster carers and some staff working in the fostering service; however having the social pedagogues and one of the Site Leads based in another service (the Virtual School) gave Head, Heart, Hands in this site a particular and unique character. There was, until Year 3, relatively little direct interchange between the project and the two fostering units. This changed in Year 3 as the newly re-organised units were re-staffed, including by employing a social pedagogue as head of one unit, and employing one other social pedagogue as a social worker in the other unit, and new short form training in social pedagogy provided for incoming staff.

The overarching context for understanding implementation progress in this site was their **deep prior familiarity** with social pedagogy, including already employing a number of social pedagogues in both managerial and front-line roles in other parts of the service outside fostering, and a stated commitment at corporate level to invest in social pedagogy, both of which pre-dated the Head, Heart, Hands project by some years. Although at the outset the social pedagogues did report some difficulties in becoming accepted by some other teams, their relative lack of ‘novelty’ appears to have made it easier and faster than in some sites for social pedagogues to be accepted alongside other social work professionals, and to be seen as a valuable aide to practice rather than as potential threat. This was helped in no small measure, especially in Year 3, by a developing ‘critical mass’ of other staff with pedagogic training, scattered throughout the service.

The **intermediate scale and size** of the authority seems to have been optimally matched to the Head, Heart, Hands project resource in some ways, large enough to be familiar with and encourage diversity in the workforce, and small enough to reach a significant proportion of the overall pool of foster carers. In the end, a substantial proportion of the total pool of carers was trained in social pedagogy, and reach was relatively high (40% minimum).

The **structuring of the project** in this site created an interesting contrast to other sites and had a number of unique features, notably that this was the only site that decided to locate the project team outside the fostering service. At first this, combined with the fact that the fostering service was undergoing reorganisation for much of the project’s duration, made it hard to discern much traction for the project within the fostering service other than having enabled some carer to received Head, Heart, Hands-led training. Fostering staff were to all intents and purposes absent from the project until late in Year 2. However in Year 3 the re-organisation of the two fostering units was complete, and had been accomplished in ways that strongly supported the diffusion of a social pedagogic approach (notably, the appointment of other social pedagogues into social work and managerial

positions; and one of these had previously worked on Head, Heart, Hands in another site). The **stability of leadership** and consistent corporate support for the project also helped.

The **team of social pedagogues** experienced a fair degree of turbulence over the duration of the project. However one highly experienced social pedagogue (already in post prior to the project) remained in post throughout and over the period was promoted to a senior management role. This social pedagogue was able to provide consistent anchoring, and piloted a refreshed team into more settled and productive relationships over time. The fact that there were three Head, Heart, Hands social pedagogues, joined over the project duration by a further nine newly recruited social pedagogues in other social work roles in the looked after children's service and in youth services, contributed over time to a picture of critical mass building in social pedagogic expertise, and a perception amongst many that social pedagogy was becoming mainstreamed within this authority and was acquiring the character of business as usual.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

This site was considered to have reached **full implementation** by Year 2 in respect of the training of carers, although project staff considered that continuing efforts would need to be made to support carers who had been trained to encourage them continue using the learning and practices in daily care.

The site was also well on the way to **sustained implementation** by the end of the programme, in a deeper and more far-reaching way than any other site in the programme. The formal ending of the programme was not seen a major event. Head, Heart, Hands was regarded as one innovation project within a large context of more or less constant innovation and experimentation within the children's services department, and social pedagogy was seen as having its own independent momentum within the site. There was strong narrative of positivity and enthusiasm about social pedagogy and almost all staff we spoke with were to some degree invested in the principles and practices and keen to continue learning and developing. There were plans to develop an eight-day internally-delivered training course for new carers, and also to contract external providers to deliver some shorter training courses for staff over the coming years. The site were confident that (assuming no major cuts in workforce and capacity) social pedagogy would continue to develop and thrive in this site after the programme had ceased to operate.

Year by year

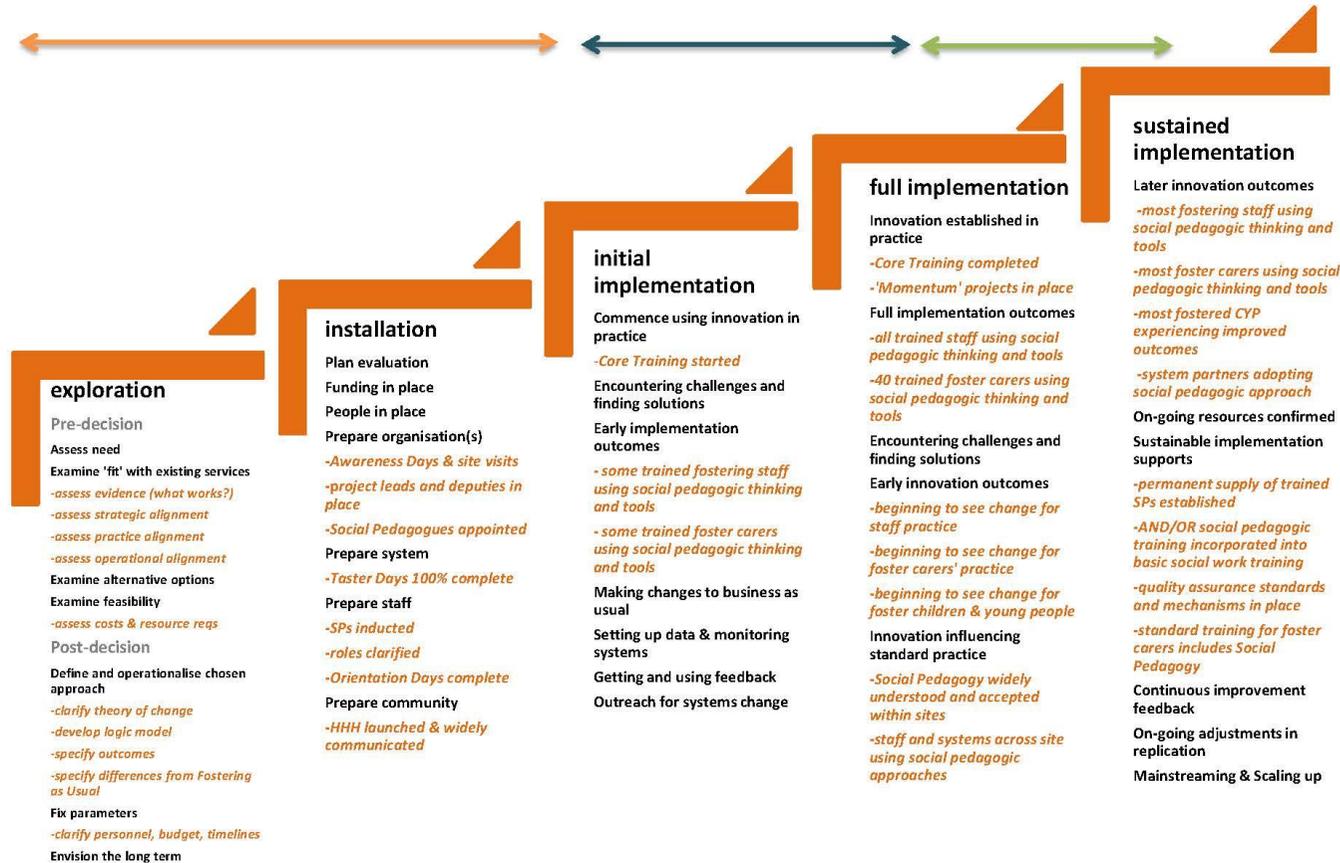
This site made rapid strides in year 3, having had a slow development in Year 1 and an increasing pace in Year 2.

Like all the sites, **Year 1** was characterised by a process of **clarifying various key parameters** of the project, including the relative roles of internal and external stakeholders. Substantial senior management time was consumed in dealing with these various issues, and this is recognised to have

contributed to a higher than anticipated cost to the site in delivering the project. The **fit of the social pedagogues to the project role**, as in some other sites (see the main report), was not well-adjusted in the early phases of the project. Two of the three social pedagogues left in the course of the first two years. One social pedagogue arrived in post expecting a more strategic and nationally-involved role in central programme development, and less focus on direct work. As elsewhere, the social pedagogues also expected to be involved from the outset in delivering the core learning and development, and were disappointed and felt undermined when told that they SPC would be solely responsible for this (see the main report for further discussion). There were also early and somewhat protracted difficulties in **agreeing the relative roles and responsibilities of the SPC** in this site. By Year 2 it was agreed that the SPC would not provide any pedagogic supervision. In common with some other sites, the **fit between individual social pedagogues in the team** was also not optimal at the outset, with much time consumed in negotiating their different traditions and understandings of social pedagogy and how best to apply these in the operational context of the project. However by **Year 2** the team had found a route through these issues, and had recruited new social pedagogues with a better fit to one another. The SPC moved into a more background role, the social pedagogues took a more assertive lead over the 'momentum' activities, and the re-organisation of the fostering units allowed better connectivity between the project team and the fostering service. By this point, the site had already begun to move beyond the Head, Heart, Hands project into a wider focus on developing social pedagogy across the wider looked after children's system. By **Year 3** the team were confident that they had moved beyond the Head, Heart, Hands model towards a more mainstreamed application of social pedagogy. That the site had reached a point by Year 3 where sustainment looked assured was however substantially influenced by the wider children's services department having invested in recruiting many more social pedagogues to join the children's services workforce, including to key roles in the fostering service. Head, Heart, Hands and strategic staff stressed that this was largely co-incidental, insofar as this site had been intentionally developing social pedagogic approaches prior to the inception of Head, Heart, Hands. Head, Heart, Hands had by common agreement been an important accelerant and catalyst for development, but could not on its own take credit for the site taking such large strides towards the mainstreaming of social pedagogy during the period.

KEY

→ Dec 2013
 → Dec 2014
 → Dec 2015
 Implementation stages for Head, Heart, Hands, YELLOW site



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6. Stages of the implementation process that raised challenges

As we discuss in the main report, the **exploration** stage of the programme at national level failed to fully clarify a number of design and operational issues at local level. During the **installation** stage, as a result, this site found that a lack of clarity around the particular role of the SPC within a local authority and in their role as accountable to the Fostering Network became an issue that had to be resolved. Also as discussed in the main report, the social pedagogues had difficulty clarifying the parameters of their own role both in relation to the national programme and in relation to the implementation support structures of the SPC. All of these factors resulted in more expenditure of time, especially by managers, than had been expected. Core learning and development courses (**initial implementation**) did not take place until right at the end of Year 1, and number of signed up foster carers was low until just before the training, but in the final event exceeded expectations, following a substantial recruitment drive by the team of social pedagogues. As in other sites and discussed in the main report, the site project leads found the demands of reporting to the central programme team disproportionately onerous during this phase, and requested some changes. Changes in the social pedagogue team at the end of initial implementation and into **full implementation** proved helpful to the progress of the project, as did the gradual settling of new arrangements and staff into the two fostering units. The project moved in 2014-2015 towards developing a wider approach aimed at **sustained implementation** and characterised by outreach to the looked after children's system through various momentum activities and through the holding of new three-day introductory course to social pedagogy for other staff and for new staff in fostering who arrived after the original core learning and development courses were over. As we have noted in the main report there was no national strategy for sustainment formulated at any stage by the central programme team. However, perhaps because gradual scale-up was always an aim of this site, they pursued this goal in their own way, with relative effectiveness.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

This site was already committed to using social pedagogy and to gradually increasing their recruitment of staff trained in this way. Their expectations at the outset were shaped by their existing knowledge and confidence about the approach. Notably, they viewed social pedagogy pragmatically and flexibly and not in a 'purist' way: it was described by all (including social pedagogues) much more in terms of being one valuable professional approach for working with people along with others (e.g systemic practice), and much less in terms of a 'transformative', stand-alone discipline. As an authority known for having a culture of innovation, this site was confident in its own judgement about what would work for them, and developed their own distinctive way of implementing the programme in a blended way that was, in some respects, rather different to how it was implemented elsewhere.

The senior team in this site, as elsewhere, underestimated the amount of time that would be required to engage with the central programme, and the project was described by senior staff as high in costs of staff time and effort. They had not yet observed a systematic effect on carer recruitment and retention by the end of Year 3, or on carer practice or placement stability, although they remained supportive of and positive about the approach. The team of social pedagogues in Head, Heart, Hands had taken a while to 'gel', but had done so eventually. The site had generally

been patient and willing to allow time for implementation to settle. They were generally undeterred by implementation set-backs, appreciating that innovation is generally a slow and uneven process.

8. The extent to which social pedagogy had penetrated operations within this site

There were clear signs that this site was moving actively towards using social pedagogic principles and practices more and more to improve the way they worked with children in their care. Examples were also offered (by non-project staff) of refreshed approaches to staff development and practice improvement, including for example in reflective supervision, and how meetings were run, and how children and young people were engaged within key processes. The siting of trained social pedagogues in different roles including in fostering however more or less guaranteed a gradual widening of the influence of social pedagogy within this site, and it is hard to disentangle the particular contribution of Head, Heart, Hands activities to this process. However, several examples of particular carers who had been trained in social pedagogy and continue to be enthused were offered, the momentum activities (Open Space and Action Learning Sets), in contrast to some other sites, were reported to be increasingly well attended, and a small number of non-project fostering managers and staff with whom we spoke were enthusiastic and keen to continue learning about the approach. Social pedagogues also noted that their role was by the end of the project better understood by colleagues, and that some initial resistance (or perhaps indifference) from colleagues that was experienced in early stages of the project was no longer evident.

9. Future prognosis

This site fully intended to continue with its progress towards scaling up social pedagogy. Head, Heart, Hands itself was always described by them as a small innovation project (and a small resource) in the context of a busy, diverse, high-cost and high-innovation children's services department. This led to a pragmatic, flexible interpretation of the project and a confidence to adapt the core Head, Heart, Hands model in a number of key ways. This enabled the site to more quickly find a way of working that suited local conditions and level of readiness. Interestingly, given this site had the deepest prior familiarity with social pedagogy of any of the sites, they appear to have been one of the least pre-occupied with issues around the 'intellectual purity' of the approach, and perhaps less surprisingly most inclined to want social pedagogues to take a leadership role, and least inclined to lean on the SPC for support. They had very much forged their own path.

Overall, there was a sense that Head, Heart, Hands as a project was both an accelerant, but perhaps also a hindrance in some respects, to the process of scaling up social pedagogy in this authority. The project certainly provided a focus for the development of pedagogy and an important and unique opportunity to try out ways of training carers and non-pedagogic staff in the principles, frameworks and practices of social pedagogy. It also provided a way to increase the number and visibility of social pedagogues employed in the site. The core learning and development resources that were developed for Head, Heart, Hands will continue to be used by this site, both through delivering training directly themselves, and also through an ongoing relationship with one of the SPC organisations. However, managing and negotiating around problems created by lack of clarity of the central programme design, and roles and remits, and attending the many meetings and discussions that were required in order to engage with the central programme, was noted to have been surprisingly effortful and expensive in time, both for social pedagogues and site leads.

Overall, the particular factors implicated in this site's implementation success appear to have included:

- Pre-existing familiarity at a deep level both with social pedagogy as a discipline and social pedagogues as professionals, and confidence in employing, managing and supervising social pedagogues
- Assertive and confident leadership from the SPLs, including willingness to 'go their own way' when the central programme direction was not seen as compatible with local priorities
- Strong, consistent support to the project from one of the social pedagogues in post throughout, and in years 2 and 3, a strong and effective working relationship within a refreshed team of social pedagogues as a whole
- Gradual growth in numbers of social pedagogues employed elsewhere in the service, supporting the normalisation of social pedagogy with a multi-disciplinary model of professional social work
- A pragmatic, realist view of the project as part of a bigger whole, expected to positively contribute to an existing 'direction of travel', but not expected to transform services on its own, and within a short period and with small resources
- Strong and active support from senior corporate leadership
- An authorising environment or organisational culture, with distributed leadership promoting lines of connectivity and influence between project staff and their learning, and those involved in setting corporate strategy

The implementation of Head, Heart, Hands - site case study: Orange site

Implementation at a glance

This site was one of the implementation success stories of the programme, despite having no prior familiarity with social pedagogy prior to the project. The Head, Heart, Hands team remained stable throughout, and social pedagogue posts were made permanent from the outset, signalling confidence and intention to make the programme successful. Members of the project team and others spoke from the outset with confidence and positivity about the potential for social pedagogy to support their efforts to deliver better outcomes both within and outside fostering, but within a pragmatic and realistic perspective that recognised constraints, and did not expect overnight practice or systems transformation. Head, Heart, Hands as a 'brand' ceased to have much currency in the site during Year Three, as the site moved into a new phase of scale-up, and over time, they began a process of intentionally blending social pedagogy with other promising approaches to working with families and individual children.

The site began with a strong focus on fostering practice, and put most of the initial emphasis during the first year on foster carers rather than on staff or workforce outreach. However, through Year Two and by the end of the Programme, the focus was visibly shifting to embrace a more systemic approach including an ambitious extension of social pedagogic training to the wider workforce. By the end of the Programme, social pedagogy as an approach had a relatively high profile both in the fostering service and in children's services more widely, due to the active and visible leadership of Head, Heart, Hands by the team managers, active endorsement of social pedagogy by senior supporters within the corporate leadership, and a highly effective and influential strategic steering group that met regularly throughout the programme. The two pedagogues, both holding a small fostering case load by the end of the Programme, were considered by themselves and by colleagues to be visible, well integrated and well respected members of the wider fostering social work team, although the degree of direct contact by the pedagogues with the wider staff body was still limited to some extent by capacity. By the end of the Programme the site had begun a major initiative to roll out social pedagogic training to all carers, and also to all children's services practitioners, including social workers, supervising social workers, family support workers, residential workers, youth workers and managers as part of a county-wide programme to adopt social pedagogic practice within a blended approach. Social pedagogy, along with restorative practice and the understanding of trauma, attachment and loss (which also focus, in different ways, on the understanding of children's behaviour and the quality of relationships), had been approved as a tri-partite framework on which all children's services provided by the local authority would draw. The prognosis for sustained implementation and scale-up, though not assured, was looking positive and structures were in place to support this. Social pedagogy was seen as a valuable part of a forward-looking initiative to improve the quality of services county-wide.

1. Brief description of the site

This site in the south-east of England is one of the largest local authorities in the country, covering an area of mixed population in urban and rural areas of approximately 1.1m people. It includes considerably affluent as well as less affluent areas. Staff described the local authority as 'traditionally' structured, with a differentiated hierarchy of roles, large but not particularly complex, and with a relatively stable corporate structure and social care workforce during the period of the project. At the time of the research they had a comparatively large fostering service, separate from the adoption service, and divided into two regional teams each with its own Manager and assistant team managers. Overall they had a large pool of over 300 approved foster carers.

An Ofsted inspection in June 2015 resulted in a downgrading of the Local Authority's services for children in care from adequate to inadequate. As part of the authority's thinking since the inspection, consideration was given to how social pedagogy could be given a higher profile and be more widely spread throughout the workforce.

2. Structural features of the Head, Heart, Hands project within the site

The Head, Heart, Hands project was **located within the fostering service**, which was itself divided into two large geographic areas. The site project lead and two project social pedagogues were all located within one office. The **Site Project Lead** was at Team Manager level, and a longstanding manager in the authority. The lead was supported by a deputy project lead at assistant team manager level who was also the line manager for both social pedagogues. The project appointed **two full time social pedagogues on permanent contracts** in 2012: one was experienced social worker and was registered to practice as a social worker in the UK. This social pedagogue held a small number of fostering cases throughout, in addition to her project duties. The other was recently qualified as a social pedagogue and had little prior employment experience. This social pedagogue worked mainly on Head, Heart, Hands alongside some shared team activities (e.g duty, one to one work with children and carers,) until half way through the project, when, with the support of the site, HCPC registration was achieved. The social pedagogue was then also able to be allocated cases to supervise under statutory provisions.

The Site was supported by **two SPC Site Support Leads** working together. One SPC support lead that was responsible for supporting the social pedagogues was based outside the UK, which created logistical and scheduling challenges for the project. **Other SPC staff** also joined the project team to provide training and learning and development courses in social pedagogy at various points over the project time frame. Some of this was purchased in addition to the core inputs provided by the project budget. A **steering group** established for the project was chaired by one of the SPC site leads. It was throughout well-attended by a diversity of stakeholders at all levels of the organisation including at senior corporate decision-making levels, and was reported to have been particularly effective at keeping the project's direction moving forward and its profile high.

3. The form of Head, Heart, Hands within the site

This site operated the core Head, Heart, Hands model of training for a defined cohort of foster carers and some staff during Year 1, followed in Years 2 and 3 by 'momentum' activities aimed at reaching a wider constituency within the looked after children service. Although the group-based momentum 'meetings' were reported not to have been well attended as time passed, other activities have been popular, and a notable feature of this site's delivery of Head, Heart, Hands included a regular programme of outdoor and other 'active' experiential learning events including an overnight residential. The outdoor activities attracted increasing attendance and popularity over time. Another feature was the active development of plans to enable a group of 12 carers to train to co-facilitate social pedagogic learning for other carers, with assistance from a qualified social pedagogue, expected to be running in 2016 after the Head, Heart, Hands programme officially ended. The main components of the project approach in this site are summarised below:

Pedagogic activity

- 2 social pedagogues, initially one only in dual (case holding and Head, Heart, Hands) role, subsequently both in dual role, both working 75% on Head, Heart, Hands.
- Some direct work with individual families, carers and children by social pedagogues, in addition to case work supervising 5 carers at any one time, and some individual work with children in foster care and in one children's home.

Learning and development for carers and staff

- Social pedagogy conference, attended by 100+ social work practitioners, foster carers and managers in March 2014.
- Core learning and development courses 2013: 48 carers. Further core training over 8 days in 2015 for a new group of approx. 12 carers; plus development of a shorter course for 15 carers. 'Family and friends' carers were trained on the courses as well as unrelated foster carers
- Peer 'learning and development days (4 per year) for carers: around 10-12 regular attendees
- 'Momentum' groups: groups for carers and staff trained or interested in social pedagogy, meeting regularly at first, less so over time
- Support for 12 carers to become co-facilitators of short courses for carers and staff
- Development of a concise reference booklet on social pedagogy principles and tools
- By the end of the Programme, planning for input into large-scale training programme for children's services staff

Activities and experiential learning

- Activities for carers, young people, and wider families: outward bound activities at an outdoor adventure centre, including overnight camping; dance workshops, treasure hunts etc

Reach

- Of over 300 carers in the local authority, approximately 48 carers undertook the core learning and development courses (10 days) and 15 undertook a shorter new course of 2 + 1 days (on-going training post Head, Heart, Hands programme), amounting to in-depth reach to approximately 25% of their total pool.
- About 22 of the originally trained cohort of 48 carers are still judged by the site to be actively engaged. Many more carers, children and families did not attend the courses but attended other activities where they were exposed to social pedagogic thinking and practices.
- Around 60-80% of staff in the geographic team where Head, Heart, Hands was located were thought by the team to have been exposed, to some degree, to social pedagogic training or activities by the end of the project

Policies and Procedures

- Foster carers' Annual Review form and Matching Profiles re-written and made more child focused.
- Development of an underpinning framework for working with children and families, based on an understanding of social pedagogy, trauma, attachment and loss, and restorative practice

Systems outreach

- Attendance and presentations by social pedagogues and other team members on the project at internal and external meetings and events
- Newly qualified social workers, through the Academy, have had awareness raising presentations in 2014 and 2015

Particular features of note, specific to this site

- Designation of an additional fund of £40k p.a for direct expenses (activities, travel, co-facilitation etc)
- Support for one social pedagogue to obtain HCPC accreditation during the project period, enabling her to assume case-holding responsibilities
- Family and friends carers were included in training and activities as well as unrelated foster carers, as were special guardians
- The project operated a 'staged' approach, with a focus mainly on training foster carers rather than on staff/workforce development in Year one, moving to reach wider and larger groups of staff in Year 2, and in Year 3 in particular

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

Uniquely within the demonstration programme, this Site **did not have prior experience with social pedagogy** before Head, Heart, Hands, and there was no history of specifically employing social

pedagogues within the local authority. There was however a widespread and **genuine enthusiasm** and interest in Head, Heart, Hands from the outset, in a spirit of embracing new learning and new approaches, and relatively little strongly expressed scepticism that the evaluation could discern, beyond a few isolated examples in Year 1. The project was **led very actively** and energetically by the site project leads and the deputy site project lead. Both were longstanding employees of the local authority, and gave a large amount of their own time to the work. The site project lead and one of the SPC site support leads also developed a particularly **strong relationship** over time and SPC support to the strategic steering group was cited as having been especially helpful.

The scale and size of the authority was felt to have made life easier for the project's operations: for example, in addition to the budget provided through the Programme, an additional budget of £40,000 p. a. had been made available to fund activities, projects and co-facilitation. This was well-utilised by the social pedagogues to fund a series of highly popular outdoor experiential learning activities, amongst other things. This site enjoyed a fair degree of **stability** during the period of the Head, Heart, Hands programme: there were no changes of key project personnel during the three years project period, and a relatively **stable leadership and workforce** in this site were considered by staff to have assisted the project. The **relatively straightforward configuration of services and teams** may also have helped the project to keep focused, and which began by being closely centred on the fostering service, only widening out to other services and teams around children once the core project was established. Careful consideration was given from the outset as to where the 2 social pedagogues would be based to afford them maximum support. Conversely, **the scale also created challenges**: by the end of the project, even with additional inputs of training in 2015 after the 'core' courses that were part of the initial project design, the site had formally trained only a small percentage of the total foster carer population (approximately 25% of the total carer population).

One social pedagogue **was fully qualified to practice social work in the UK**, and held a small fostering case load from the outset; the other had creative skills, which were used to the maximum; she **became HCPC qualified during the course of the project**, and in the interim, took on a number of other social work duties as part of 'business as usual' in the fostering service. This helped to integrate the social pedagogues into the daily work of the fostering service from the outset and was perceived by other staff as adding value to the team as a whole. Their posts, despite being an innovation for the Authority, were made permanent at the start of the Programme, giving a strong message of intention to sustain. The two social pedagogues who were appointed as in other sites brought considerably differing skills and different aptitudes and competencies. However in this site (unlike in some others) the social pedagogues were over time able to turn this to advantage, and were soon reporting an **effective working relationship** and complementary working style, each leading on different aspects of the work that played to their own strengths. They presented as an effective team, mutually supportive around their differences, and able to make decisions and work fast as required in a busy local authority context. They were much praised for the extent to which they engaged in the day to day work of the team including in unsociable hours and 'at the sharp end', and their professional and hardworking approach. There seems to have been less of a sense of discomfort amongst colleagues around the 'disturbance' and challenge that social pedagogues in this project brought to social work teams [see the main report for detail on how we defined this term], and, especially in Years 2 and 3, quicker and more effective integration into business as usual in the fostering service. The fact that both participated in routine duties, and by Year three, that both

were case holding, added credibility in the eyes of colleagues. It emphasised that the role added value to routine business as well as serving the innovation, and ensured that the social pedagogues' work was properly grounded in a full appreciation of the realities of fostering social work in the UK.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

In the final year of the Programme full implementation was well under way. There was a sense of substantial achievement and much buoyancy within and beyond the team. The formal ending of the programme was not seen as a major event, with 'Head, Heart, Hands' having given way to a more general focus on social pedagogy some time previously. No changes were planned to staffing as a result of the programme's end, and the team felt supported to continue and were looking forward to a new phase of development and generalisation and mainstreaming efforts, albeit with one eye on resource constraints, and as part of a blended approach that integrates social pedagogy as one of several frameworks for working with families.

This site was one of four sites that were, at the end of programme, closely approaching the stage of sustained implementation, although they had not (in the judgement of the site) yet reached that point. Most significantly, the two social pedagogue posts had been permanently established, and although one of the original two social pedagogues had decided to move on and was leaving shortly after the programme ended, the site was confident of their ability to recruit to re-fill this post. There was no sense that this change would interrupt the overall progress of the work to develop social pedagogy. Corporate leadership staff also spoke in Year three of (in principle) aspirations to recruit more staff with pedagogic training to other roles within children's services in the future. There was a strong sense of commitment to the approach at corporate and management as an integral and complementary part of a three-pronged framework for working in children's services.

There was also, notably, a plan at an advanced stage of development with the SPC at the time of the final evaluation activity, that had already been piloted with a small group of 15 staff. This was for a shortened form of training in social pedagogy for all social care staff working with children. Further, there were arrangements being put in place to support foster carers to develop skills in co-facilitation, delivered initially by the SPC, working alongside the social pedagogues, to deliver future training to other carers and staff. A core group of 12 carers had expressed particular enthusiasm to do this, and the hope was to make the course self-sustaining in-house by the end of 2016.

Year by year

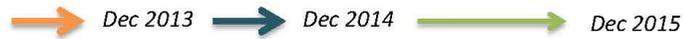
In the **first year**, the site project leads reported some challenges around the **fit of the social pedagogues' experience to the reality of the local authority context**, and (like several sites, as discussed in the main report) substantial expenditure of time by the site project leads was spent settling, managing and supporting the social pedagogues so they could be maximally efficient. For example, neither had worked in fostering before, and one at that time was not registered for UK

social work. At the end of the first year, like all sites, there was also reported to be relatively **minimal penetration of learning and practice in social pedagogy beyond the immediate project team and the original cohort of trained carers**. This was in part a reflection of the size of the fostering service in this authority and the relative imbalance of project capacity, with only two social pedagogues compared with over 300 carers and a large workforce.

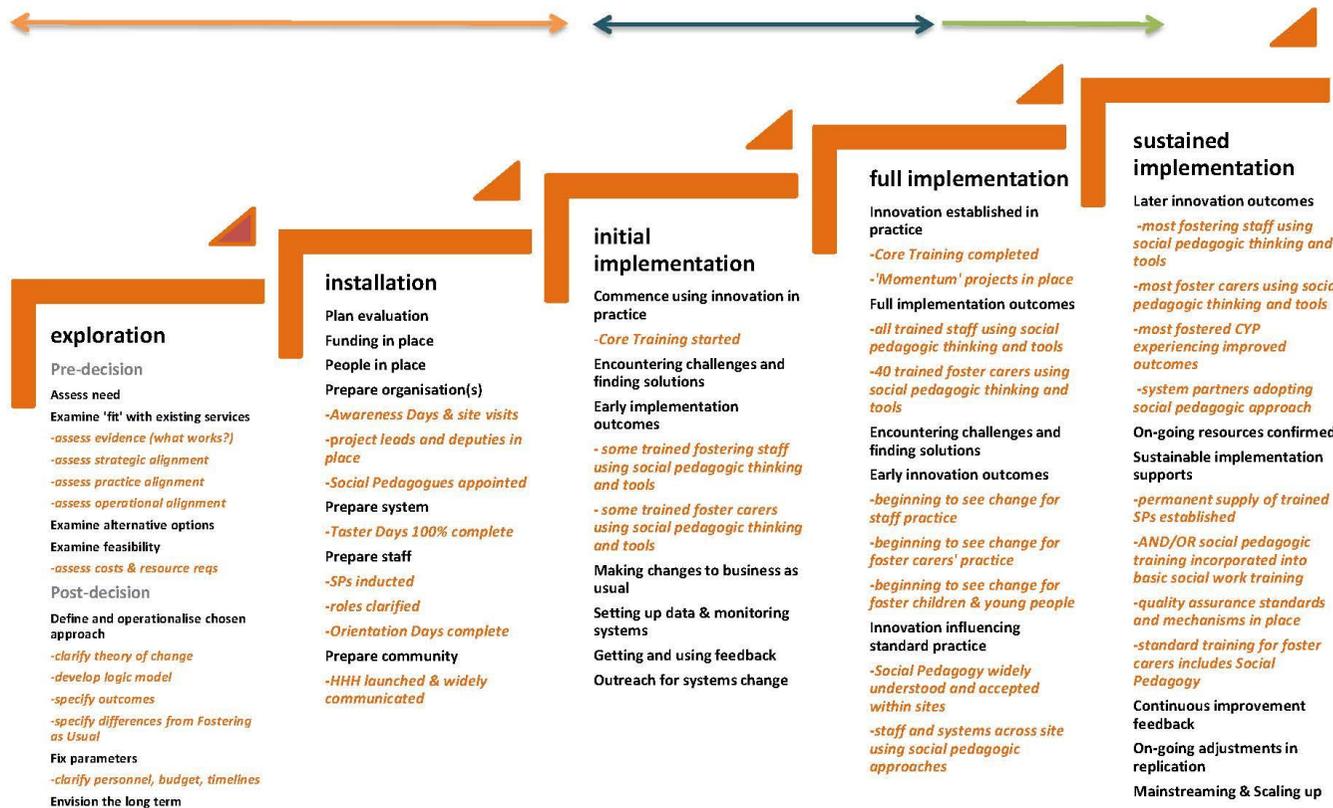
However, enthusiasm and energy remained high and during **Year Two**, no major new implementation challenges surfaced beyond the need to reach a wider group of staff and carers. A regular programme of group activities and some outdoor experiential learning was established aimed at sustaining momentum and consolidating learning over time, and although some staff reported that 'momentum groups' eventually lost energy later in the project and were not well attended (as in several other sites; main report), the other activities have remained popular and are increasingly well attended. As in some other sites, some issues also surfaced from the early days around the **fit and acceptability of the SPC support for pedagogic professional supervision** to individual social pedagogues' preferences and needs (see main report), which had been a core element of the initial design of the Head, Heart, Hands project at national level. These may have reflected aspects of personal or professional style, or they might have reflected different experience or understanding of social work or of social pedagogy. They were eventually resolved, to a degree, by the last year of the project by reducing the amount of supervision one social pedagogue utilised from the SPC. However achieving a workable compromise was noted to have entailed time-consuming involvement of management staff. This illustrates a general point about the importance of offering flexibility around these arrangements, as discussed in the main report.

In **Year Three**, the project seems to have acquired new vigour, late on, crystallised by a poor Ofsted inspection for children's services, and renewed focus at the most senior levels with addressing criticisms and developing improvement strategies. The disappointment of the inspection result seemed independently to have allowed the positive potential of social pedagogy to shine by contrast, as a constructive way forward (amongst others). Social pedagogy gained increased profile and wider senior corporate support as a result. Although the project staff were unclear how they would meet the new demand for training in future without substantial extra resources, morale was high and the end of Head, Heart, Hands was seen by all as less of an ending and more of a beginning of something bigger and different.

KEY



Implementation stages for Head, Heart, Hands, ORANGE site



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6. Stages of the implementation process that raised challenges

As we discuss in the main report, the **exploration** stage of the programme suffered from a number of analysis and planning omissions that were national rather than local features. As far as we are able to ascertain, this site did no more detailed analysis of fit at the pre-decision stage than other sites. However issues that arose in some sites as substantial and sometimes ongoing challenges as implementation unfolded (including negative responses from existing staff to the new approach, difficulties in integrating social pedagogic approaches into the daily routines of fostering support, and costs and time demands) seemed not to have affected this site to the same degree. The very early identification of some additional resources to cover direct costs (see above) may have helped; in addition we previously noted the stability of the team and (relatively speaking) the straightforward structure of the site overall and clear lines of leadership and management have been enabling to the project. Early lack of understanding of the social pedagogues' role and skills set within the workforce seemed to have ameliorated by the end of Year 2, and conversely the social pedagogues seemed to have developed a gentler and more constructive approach to delivering challenge to existing practice. There was also a strong willingness on the social pedagogues' part to integrate into the fostering service and demonstrate how social pedagogy could be used.

Installation seems to have gone relatively smoothly, and **initial implementation** also seems to have unfolded without great difficulty, focused strongly on delivering core learning and development to a defined cohort of carers. The exception here was significant demands on the site project lead's time, which at times felt barely manageable, first in meeting national reporting requirements and second in supporting the social pedagogues. This site also eventually reduced the amount of SPC supervision to one of the social pedagogues. **Full implementation** also went well according to the site, and by the end of 2014 all core training was complete and the site reported they were beginning to see encouraging signs of change in practice. This site has also, unlike some, reached the beginnings of a period of **sustained implementation** and scaling up, strongly supported by wider initiatives at work in the authority (described as '*fortuitous*' by project staff), although the ambition (to train all staff to some degree in social pedagogic principles and practice) and the resources required to achieve this still required further clarification at the time of writing.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

Overall, the site was very pleased with the progress of the project and considered that Head, Heart, Hands had provided a good springboard for them to further develop plans for how social pedagogy could support a longer term improvement agenda within the local authority. According to the team, the project unfolded more or less as expected, apart from having not anticipated the time demands on the senior staff. The level of integration of the social pedagogues into business as usual achieved by the end of Year 3 was the result of very substantial effort by all, and perhaps especially by the site project leads; they reported having arrived at a model that worked well, and which balanced mainstream social work considerations and demands with opportunities to innovate by using social pedagogic tools and thinking. Like all sites, they recognised that their own future progress would be limited by the extent to which a national infrastructure for the development of UK social pedagogy as a recognised profession was created, in the coming years. They also consider their efforts would be greatly enhanced if policy support were expressed from central government at a national level.

8. The extent to which social pedagogy had penetrated operations within this site

Without wider corporate support it is doubtful that social pedagogy would have achieved the degree of traction described here. It was clear by the end of the Programme that the degree of penetration of the approach, even within the large fostering service, let alone outside it, was still limited by the small proportion of carers and staff who were able to access in-depth training. This amounted only to perhaps 25% of all carers by the end of the Head, Heart, Hands funding. There were however clear signs that any early scepticism - which was not, in this site, ever very strongly apparent - had given way to a willingness to 'wait and see' (at worst), and for many, a firm expectation that the approach was likely to be effective, given time and support. As far as the evaluation was able to determine, in terms of the typology identified in the main report amongst those exposed to the project, there were number of 'engaged adopters', a larger group of 'cautious optimists', and few if any 'sceptics' in this site (see main report for further details). From 2016, the work to explore the alignment of the three favoured approaches underpinning the local authority's future policy and practice development should, however, help to support further spread of the thinking and uptake of social pedagogy into authority policy and practice guidance.

9. Future prognosis

The site fully intended to continue with work to further disseminate and consolidate a social pedagogic approach both within the fostering service and widely in children's services. Planning for how to do this was underway at the time of writing. Posts for two full time social pedagogues had been made a permanent feature of the fostering team, and carers were being supported to become involved in co-delivering or co-facilitating training for fellow carers and staff. Head, Heart, Hands as a model would no longer be the frame, but the materials developed as part of Head, Heart, Hands and following it would continue to be used alongside other materials developed to support training in trauma, attachment and loss, and restorative practice. The three approaches were (at the time of the evaluation data collection, pending more detailed consideration) considered strongly complementary and were to be promoted as a county-wide underpinning framework.

There seemed therefore good indications that the work started under Head, Heart, Hands would continue to develop and would remain part of the authority's strategy for children in care and children's services. Some 'weak points' included **the impending retirement of the deputy site project lead**, and the **site project lead** within a couple of years, and several colleagues expressed concerns that social pedagogy might lose impetus without the strong leadership and energetic support provided by these experienced staff. Given the huge extra amounts of personal time that had been contributed by these staff, there was also a question about how any future leader with other responsibilities would be supported to manage the workload. The need to develop many leaders rather than few, and to share and further distribute the leadership, is pressing. In such a large authority, **two trained social pedagogues is unlikely to be sufficient critical mass** in terms of deep expertise, and the appointment of others to support and spread the thinking and model the practice would probably be required to support the effort. Better and **more flexible arrangements for professional social pedagogue support** would also be required in that case. A large factor in the energy of the programme over the three years of Head, Heart, Hands was the access to experiential learning activities using a local outdoor centre. Withdrawal of funding for this and for other direct

costs associated with running events would probably be detrimental to the work. The site is continuing its relationship with the SPC site lead organisation but wanted to secure access to a large and expanded pool of suitably qualified pedagogic supervisors to support the professional development of existing and future social pedagogues employed by the authority.

Overall, the factors implicated in this site's implementation success appear to include:

- A relatively stable context, no structural upheavals of note, and no significant increase in normal staff turnover
- Strong corporate leadership support, from the county-wide services throughout and more recently at Assistance Director level
- Dedicated and energetic leadership from the site project lead and the deputy lead
- The successful establishment by the two social pedagogues of an effective and mutually supportive relationship in which different strengths and aptitudes were recognised and utilised
- The decision to employ one (and eventually two) social pedagogues qualified to case hold, and the expectation (willingly met) of participation by the social pedagogues in routine duties associated with fostering social work
- Access to a small financial budget to fund experiential learning activities and other direct costs of the project
- A positive and supportive relationship between one of the SPC site leads and the senior staff in the site, allowing a wide and effective 'strategic reach'
- The decision to adopt social pedagogy as a complementary approach within a broader values and practice framework, and roll this out widely across children's services

The implementation of Head, Heart, Hands - site case study: Red site

Implementation at a glance

This site struggled with implementation from an early stage, despite having prior familiarity with social pedagogy from a previous project to train staff in the residential care and education services, and strongly-voiced support from senior strategic leads.

A small and isolated rural site within the context of the programme, the fact that their lone pedagogue was not qualified to hold fostering cases may have made it harder to achieve acceptance, credibility and integration into a small, well-established fostering team at the site. There were ongoing reservations voiced by a minority of staff that had a strong effect on others, including the pedagogue, who found it harder to accomplish certain elements of the project design (including doing direct work with carers) and over time, led the pedagogue's work to become more separate from other team members. Managers and the SPC site support lead reported spending substantial time on these issues, especially in the earlier years of the project. There was a sense of budgetary constraint in this site that was not present in larger sites, which highlighted the substantial resources (for a small site) of employing the pedagogue half time and also funding the costs of participating in the national programme activities, which involved expensive travel.

The focus of this site was from the beginning explicitly more concerned with systemic influence within their wider children's service than with fostering, and they achieved a good degree of reach into some parts of the wider system, including residential care where the pedagogue also spent time. Almost all foster carers in the site were eventually engaged to a degree and popular and highly praised direct work was undertaken by the pedagogue with children and young people, including adopted as well as fostered young people, young people in residential care, and birth children of adoptive and foster parents. A small number of carers in the fostering service had enthusiastically engaged with social pedagogy and some were planning (and had been supported) to lead peer training in future.

The pedagogue had however decided to leave the site at the formal end of the programme and given that the project had relied heavily upon the pedagogue, and had not recruited to fill the post in advance, the prognosis for sustainment was looking unclear. The site had a stated intention to continue with the work. They had created a repository of materials and advertised for a half time social pedagogue and qualified social worker to replace the Head, Heart, Hands pedagogue, and had thus committed ongoing resources to the work in principle. However, at the end of the programme the post had not been filled. Several staff had become engaged supporters of social pedagogy during the project's duration and they expressed willingness to continue to champion the work; however, no clear plan had been developed and without the support and expertise of a professional pedagogue, it was not clear how this could be accomplished.

1. Brief description of the site

This site was the smallest site in the Head, Heart, Hands programme, with 13 approved foster carer households in late 2015 and a relatively small staff team. As an island archipelago in Scotland, it has a permanent population of less than 25,000 people. During the lifetime of the project there was a reorganisation and merging of health and social care and justice functions within the local authority, and the fostering and adoption service (with five staff including the operational team manager and a family support worker) sits within the reorganised department. A further innovation during the lifetime of the Head, Heart, Hands project was the creation of an intensive or 'professional' fostering service for more vulnerable young people, which had two carers attached to it at the time of the evaluation.

In November 2015 the Care Inspectorate graded the fostering and adoption service in this site as 'very good' on all three rated dimensions. Social pedagogic training offered to foster carers was specifically noted in the report in relation to training opportunities offered to carers, as was the presence of a social pedagogue working alongside the team.

2. Structural features of the Head, Heart, Hands project within the site

The **Site Project Lead** for project was, since mid-2014, the service manager for health and care, reporting to the strategic lead. Prior to this the project was led by the Principal Social Worker, who left in 2014. Other than this, the site was characterised by relative stability within the Head, Heart, Hands team and within the service as a whole. There was **one social pedagogue** who remained in post throughout the duration of the project, but who had decided to leave in late 2015 when the Head, Heart, Hands programme formally ended. The social pedagogue was not qualified to hold cases in the UK and so worked full time on Head, Heart, Hands, although also did direct work especially with children and young people and with some carers and birth parents and children. Uniquely within the programme, the social pedagogue worked within the residential care sector in parallel to the work in fostering, in recognition that in this site children move regularly between these two systems. Overall, the team described the project as more concerned with systemic influence rather than on fostering, and the social pedagogue's work reflected this. Line management was provided by a social work team manager, and supervision for the pedagogic work was provided by the SPC.

The site was supported by **one SPC Site Support Lead**, based in England, who ran the core learning and development course in 2013, provided social pedagogic supervision and personal and development support for the social pedagogue, and professional support to the social pedagogue and strategic support to the site project lead.

There was a **steering group** established for the site and chaired by the site project lead, but the meetings became less frequent and less well-attended over time. **Strategic oversight** to the project at the corporate leadership level was provided by the head of children's services, who was from the outset an enthusiastic advocate for social pedagogy, but had a wide remit¹ and was extremely busy.

¹ This included criminal justice, primary care and dental services at the time of writing.

Staff described the site as relatively traditional in its management and leadership style, with clear lines of reporting and hierarchy. They had little prior exposure to innovation projects and had not employed a social pedagogue before, despite having individuals scattered throughout the care and education teams with interests in social pedagogy. The very small scale of the site with many longstanding professional relationships, relatively little staff turnover, the wide remits of many staff and the close connectivity between adoption, fostering and residential care in this site created a special context for Head, Heart, Hands.

The site was partnered for the purposes of the programme with another Scottish site, although most of their work was carried out independently.

3. The form of Head, Heart, Hands within the site

The focus of this site was from the beginning explicitly more concerned with systemic influence within their wider children's service than with fostering (in contrast to most other sites, where the reverse was true), in recognition of its small size and co-terminosity of different parts of the system.

This site operated a variant to the core Head, Heart, Hands model appropriate to their local circumstances. They ran training for a cohort of 6 foster carers and 6 staff towards the end of Year 1, followed in Years 2 and 3 by 'momentum' activities that included experiential and a programme of creative activities for children. Group work for carers was not pursued, due to the small numbers involved in this small service and difficulties of rural travel, but the social pedagogue encouraged carers to meet with her one to one. Much of the work that was done for Head, Heart, Hands was done alone by the social pedagogue, (ie, without the close involvement of other colleagues). In parallel, the social pedagogue worked in the authority's residential care home for children, doing shifts and direct work and supporting staff with an interest in social pedagogy in reflective and learning sessions. In the last year of the programme a separate 'leadership' course was run, co-facilitated by the SPC support lead and the social pedagogue. Some work was also done to review policy documentation and to create, for when the social pedagogue left, a repository of materials for staff to access. There were two 'practice exchanges' with foster carers and staff at another Head, Heart, Hands site.

The key features of the project approach in this site are summarised below:

Social Pedagogic activity

- 1 social pedagogue, full time on Head, Heart, Hands, also working in a residential care setting
- Some direct work with individual foster families, and children in a range of care arrangements, by the social pedagogue
- Inputs by the social pedagogue into fostering assessments

Learning and development for carers and staff

- Core learning and development course 2013: 6 carers completed this.
- Additional orientation training for carers new since 2013, led by the social pedagogue
- Reading group in residential care for staff colleagues, with regular meetings

- Workshops and other events showcasing and explaining social pedagogy and aspects of social pedagogic practice (e.g reflective practice)

Activities and experiential learning

- Events for children and young people in foster and residential care (creative programme, and outdoor activities)
- Development of a repository of materials for staff

Reach

- Training offered to all carers; estimated only 2 (of 13) not engaged in some way by the end of the programme
- In terms of reach within fostering, 9 foster carers completed the core learning and development courses in late 2013, equivalent to around 80% of the total pool of carers. 7 staff participated in the core learning and development course.
- In 2015, further orientation training with newer carers

Systems outreach

- Regular participation by the social pedagogue in service-wide events
- Joint work with children's social work and family support team
- Direct work with young people and staff in the residential care sector
- Leadership course (funded externally to Head, Heart, Hands) for staff in 2015

Policies and Procedures

- Review of policy and process documentation
- Input into HR processes to write social pedagogy into recruitment specifications
- Formally written into the Integrated Children's Services Plan for the authority, 2014-2016:
 - Promote the concept of Head, Heart and Hands through the wider children's services network;
 - Continue the involvement of social pedagogue with foster families
 - develop a 'Social Pedagogy Learning Pathway'
 - Make a library of social pedagogy materials accessible to the children's services network.

Particular features of note, specific to this site

- One social pedagogue
- A small site and small team, with a longstanding and experienced workforce and relatively little staff turnover
- Focus beyond fostering to other teams including residential care

4. Summary of features of the site relevant to understanding the ease or difficulty of implementation of Head, Heart, Hands

This site had **prior familiarity with social pedagogy**, having been involved in a multi-disciplinary initiative to provide social pedagogic training in 2010, involving health, education, residential care, early years and youth work services. Whilst this was positive in the sense of creating a precedent for social pedagogic work in the authority, as in some other sites with a similar background (see the main report), it may also have decreased the expectation that there would be new learning from the new project. The site was also **not experienced with formal innovation projects** like Head, Heart, Hands when the project commenced.

The **small scale** of the site created the most favourable circumstances in the programme in respect of making whole-systems influence a real possibility, and the social pedagogue made strong working relationships in the residential care team and was able to move around the system much more freely than would have been possibly in larger authorities. For example, the social pedagogue also made a strong relationship with the senior strategic lead, which facilitated exchange of ideas about how social pedagogy could be embedded within the site's approach to care for children generally. This, and other connectivity to senior operational managers also led to an important development: the incorporation of positive statements about social pedagogy into the overall Integrated Children's Services Plan for the authority, and the inclusion of social pedagogic training in a 'learning passport' for all children's services staff.

However, the small scale also created some unique challenges. Senior staff often carried much wider cross-sectoral remits than would be usual in a UK local authority. They and many front-line staff felt hard-pressed, and in this already high-performing team (by Care Inspectorate rating) there was **sustained scepticism** about the added value (and value for money) of the project from several members of the established team. In such a small site, the presence of even a small number of colleagues with reservations was more consequential than it might have been in a larger and more diverse site. The geography of this site also meant that travel away from the site on national project business was indeed enormously expensive in both time and money, and especially in the early part of the project when there were many national meetings and events. Some staff queried the level of resources being allocated to the project. More significantly for the implementation of the project, there was also consistent scepticism about whether social pedagogy genuinely represented anything new or better than 'good old fashioned social work' in this site, as in some others, (see also the main report). This remained more or less steady over time and appeared entrenched by the end of the project. It was hard to ascertain if these staff thought their practice had changed in any way: they felt their practice was already too similar to social pedagogic practice to be able to identify differences (though this was a contested view). However, some did say they had found some of the tools introduced by Head, Heart, Hands to be useful, and had used them in some situations.

There were notable difficulties in the first year with **project leadership**, and the previous site project lead reported having had insufficient capacity to provide strong project management in addition to holding the principal social work role with multiple duties. Core training started relatively late in this site and although the incoming site project lead worked hard and with some success to refresh the momentum, there were ongoing problems in securing engagement from both busy internal stakeholders, and external stakeholders. An external stakeholder group ceased after one meeting,

and the internal steering group was never considered to be very effective. There was a general feeling that to some degree, early lack of solid commitment had sent a lasting message in the site that the project was not necessarily a high priority.

The **social pedagogue here was particularly isolated**. Because the work was spread across the system, the site project lead (working in health services) felt not fully sighted on all of the work and therefore unable to assess its impact directly. It was clear that by the end of the project, the social pedagogue worked more or less independently of the rest of the team. As a result, it was unclear how much learning about using social pedagogy in practice had been transferred from the social pedagogue to the rest of the team. The direct work the social pedagogue did over time was noticed by colleagues and much praised, but it was limited in scope. Although eager to do direct work with carers as well as with children and young people, the social pedagogue (who could not hold cases) felt she needed to be 'invited in' to cases by supervising colleagues. This happened only with some reluctance, which came as an unwelcome surprise to the social pedagogue.

Generally many thought that the social pedagogue had **experienced difficulties in integrating** into this very small and well-established existing team that had never fully resolved. By their own analysis, the direct style of challenge employed by this energetic and persistent social pedagogue may sometimes have created 'disturbance' to team relationships (see the main report for how we define this term) that was difficult for some to handle; nevertheless, a less determined and self-directed person might not have stayed in the post. The fact that the social pedagogue was not experienced in fostering social work, and not able to hold cases and thus could not share the full load of the rest of this small team, likely inhibited their integration and acceptance onto the team, as was noted in some other sites (see the main report). **Strong support from the SPC Lead** was acknowledged by all to have been critical in helping the social pedagogue stay positive and stay in post.

Finally, a government-backed initiative to provide **training in systemic practice** to all social care staff had been brought to the site coinciding with the final year of the project. Staff could see overlaps and mutual complementarities between this and social pedagogy, and hoped that this would reinforce the learning acquired during the Head, Heart, Hands programme. Some however feared it would compete with social pedagogy, and being government-supported and thus part of national policy, might overshadow and displace rather than support it. On balance however, most thought this a positive development from the perspective of Head, Heart, Hands.

5. Brief summary of implementation process and trajectory over time: key features and events

Overview

This site had reached **full implementation** during the second year of the project but **did not get to the stage of sustainment** by the end of the programme, despite considerable efforts and stated desire to continue, if a suitable social pedagogue willing to come to the site could be recruited. The Head, Heart, Hands project social pedagogue had decided to leave, and the site had not yet started interviewing for a potential replacement, although they had identified resources to cover the salary

of someone who would work part time on pedagogic development and part time on statutory social work duties.

All but two new foster carers had been trained or exposed to some degree to learning and development work with the social pedagogue, and some carers and staff were expressing strong interest in continuing to undertake social pedagogy development and consolidation activities in future. There had been strong relationships established in residential care and the beginnings of work with other teams (family support, for example), but there was no clear plan for how to take this forward in the absence of support from a professionally trained social pedagogue.

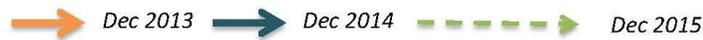
Year by year

Like all the sites, **Year One** was characterised by a process of **clarifying various key parameters** of the project, including the relative roles of the social pedagogue and existing staff. Some key staff who were invited to attend the core learning and development were not at all enthusiastic, and some did not in fact attend. Substantial senior management time was consumed in dealing with these various issues, and in this site (unlike in some others; see main report) the early frustrations that this caused continued to play out in unhelpful ways. The site project lead also found the demands of the central programme difficult to meet during this time. The **fit of the social pedagogue to the project role** however seemed good (unlike in some other sites, see main report) although arguably the **alignment and fit in terms of professional style** between the social pedagogue and other team members was not optimal.

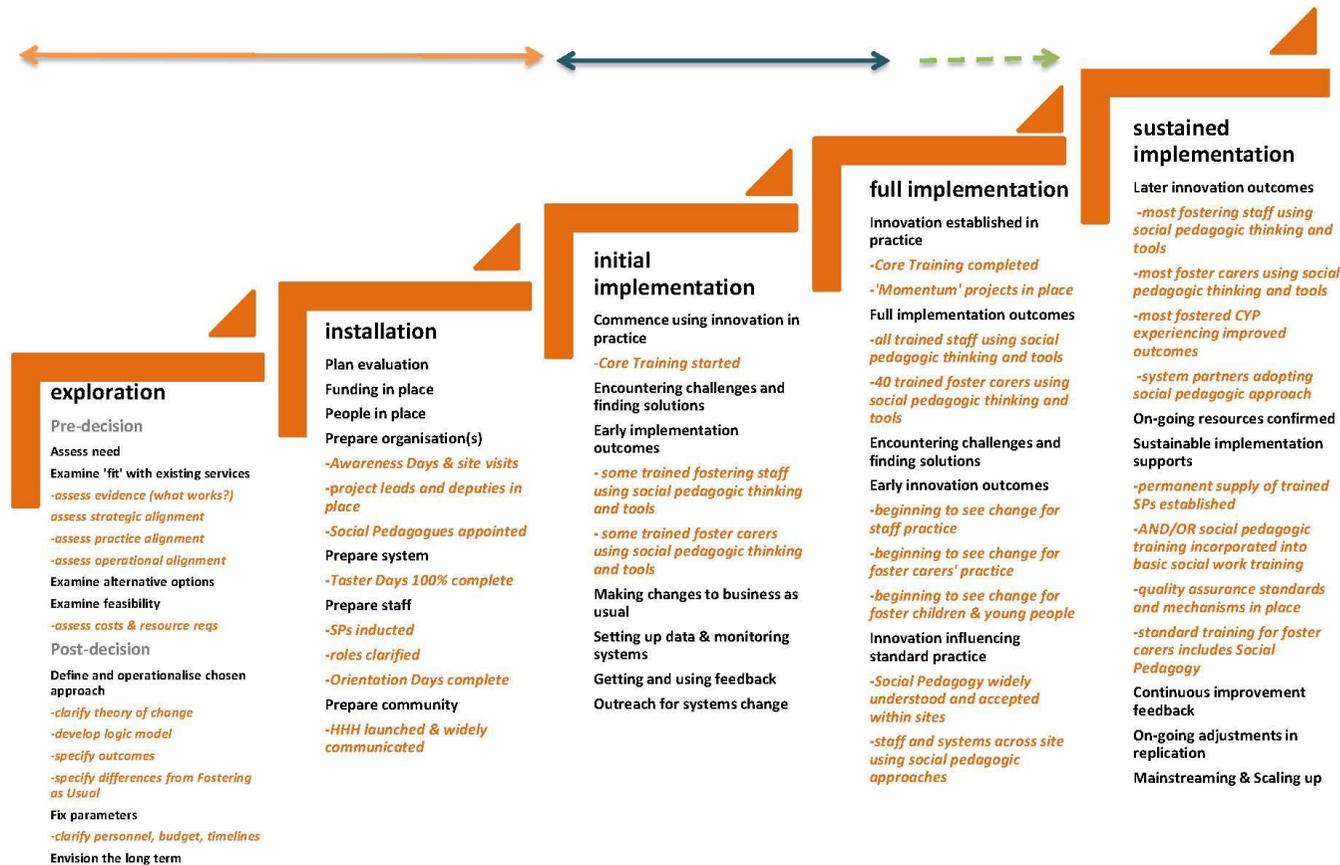
During **Year Two** the social pedagogue began to do direct work especially but not only with young people, and had some early successes in turning around challenging situations. The site began to express more positivity and there was a strong feeling that the work had turned a corner. Work was undertaken to review policies and procedures with some success, and newly recruited staff, responding to job specifications that explicitly mentioned social pedagogy, joined who were well disposed to the project and happy to support it.

During **Year Three** there was a small but growing group of 'engaged adopters' (see the main report) on the staff who were enthusiastic to build the approach in to their own work, and one or two carers who were beginning to assume some responsibility for peer support and peer training. However, at the same time, scepticism and resistance to the work amongst some seems to have resurfaced again to some degree. The SPC site support lead worked with the social pedagogue during the final year of the project on skills support for leading training and development, and two successful and well-received 'leadership' courses for staff across the service, funded externally to the Head, Heart, Hands project but co-facilitated by the social pedagogue and the SPC site lead, renewed enthusiasm to a degree. In Year 3 this was felt by all evaluation participants to have been an important positive element of the project.

KEY



Implementation stages for Head, Heart, Hands, RED site



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6. Stages of the implementation process that raised challenges

As we discuss in the main report, the **exploration** stage of the programme at national level failed to fully clarify a number of design and operational issues at local level, which played out in different ways and with different intensity of consequences. One feature for this site was a sense that despite strong enthusiasm at strategic level and a determination by most managers to support the programme, the front line staff team in Year 1 simply were not 'ready' to accept the project or the insertion of a social pedagogue into their normal practice routines. It is unclear however whether this could have been avoided had greater attention been paid to preparation of and consultation with the team at the **installation** stage. Some staff in this site felt the project had been set up without prior consultation, and without much explanation of what it would mean for them or how it would work. However, managers noted that other recent innovation projects (since Head, Heart, Hands) that had been brought to the site were also receiving a lukewarm response from some front-line staff. It may be that culture in the team and the relatively unfamiliarity with successful innovation projects contributed to a lack of readiness to engage with the disturbance and challenge inevitably created by such work. Whatever the explanation, these factors resulted in more expenditure of time, especially by managers, than had been expected, and seemed to set a tone that remained more or less throughout the project, to varying degrees.

Core learning and development courses (**initial implementation**) did not take place until late in Year 1. Changes in the project leadership team at the end of initial implementation and into **full implementation** proved helpful to the progress of the project. Some of the language of the potential for pedagogy to 'transform' practice used by Head, Heart, Hands team members in this site from the installation phase onwards may have alienated some staff, who felt they were already doing a good job under high pressure. Conversely, some existing and some newly recruited staff including in frontline and social work management had become strongly engaged supporters as full implementation got underway and worked alongside the social pedagogue on a number of reviews of policies and practices, including assessment of carers and a review of standard foster carer training.

7. How Head, Heart, Hands met initial expectations, and what was learned in this site

This site described itself as already committed to social pedagogy prior to Head, Heart, Hands and to using the project to gradually increase their use of pedagogic thinking and practice. Senior strategic leads were extremely positive and excited about the benefits that having a trained social pedagogue could bring. However, it is not clear what specific expectations were nurtured in the rest of the team, as senior managers did not appear to have a clear view of how the project should unfold from the outset, and front line staff were also unclear (at best), and anxious (at worst) about what to expect. There was an expectation at this site that more expertise in project design and delivery would be provided by the central programme delivery team than was in fact the case. It may be that the day to day leadership of the project was left too much in the hands of a lone social pedagogue, who in fact had limited experience of project management, and limited understanding of fostering practice and operations, and found themselves faced with strong reservations in the existing staff team that could not be wholly mitigated, even by a supportive line manager.

8. The extent to which social pedagogy had penetrated operations within this site

The extent to which this site moved actively towards using social pedagogic principles and practices during the project duration has been hard to gauge, overshadowed as it has been by a sense of ongoing challenge and struggle regarding some key working relationships. It is clear that this site, perhaps aided by its small size and more permeable boundaries across teams, achieved more visible **systemic integration** into policies than many other sites. It had certainly made changes to core policy documents and processes that had (for example) led to changes in recruitment and selection practices consistent with a desire to embed pedagogy throughout its work on behalf of children and families. The work of the social pedagogue spanned more boundaries and teams than in other sites, and seemed to give a strong basis from which to continue the development work. Strategic commitment remained high, with budget remaining available in principle for a half time social pedagogue after the Head, Heart, Hands programme formally ended, and statements in support of social pedagogy embedded into key policy documents. However, the fact that the site was faced with having to recruit a new social pedagogue so late in the programme's trajectory left an inevitable hiatus during which many staff feared inertia would take over. Foster carers had been prepped and some staff enabled to continue some of the work, and the social pedagogue could point to specific examples and individuals who were themselves **engaged adopters** of social pedagogy. Other staff were cautiously optimistic, and felt that there were also signs to some extent that the learning had become embedded, but without re-enforcement, and especially given some entrenched reservations, they were not sure that lasting change would be observed. There were also proportionately more **sceptics** in this site, with more influence, than elsewhere.

9. Future prognosis

This site intended to continue with its progress towards scaling up social pedagogy, but did not at the time of writing have any clear plan to support this in practice. There was a hope that learning thus far would 'stick', but there was a reliance on continuing diffusion by engaged carers and staff, without resources to support them. The social pedagogue had made considerable efforts to capture the work in materials that had been placed on a shared computer drive where staff could access them. However, the efficacy of these methods is known to be extremely limited in sustaining innovation that requires behaviour and practice change. The main hope was that a half time social pedagogue would be recruited and would pick up where the Head, Heart, Hands social pedagogue had left off.

The key for a small site like this to effectively sustain and mainstream new practice will be a critical mass of staff who actively support and use the practice in their daily work. While this may simply happen naturally over time, especially if recruitment processes support it, it was not clear at the end of the evaluation that this was the likely outcome. Whether a new person in the social pedagogue role could achieve different results was an open question.

Overall, the particular factors implicated in this site's implementation experiences appear to have included:

- Strongly voiced strategic support, carried through into some policy and procedural reviews
- Pre-existing familiarity with and support social pedagogy, which gave the new project some credibility, but also may have reduced the excitement and interest in what the project could contribute at the front line
- Lack of preparation and readiness and 'knowing what to expect' in the front line team at the outset
- A lack of strong and committed active leadership during the first year
- A small and geographically isolated team, with relatively little exposure to similar innovation projects, where the views of key individuals had a disproportionate effect on the progress of the project and the 'traction' it achieved
- A persistent, energetic and determined social pedagogue with strong skills in direct work, but little experience in change management in a difficult context, and who could not case hold, and in the end did much of her work independently of the rest of the team
- A degree of resistance by some key colleagues in a small team, who remained unable to see how social pedagogy added value to existing practice and found the project's language of 'transformation' alienating and the social pedagogue's particular approach challenging and difficult to manage
- Lack of clear and negotiated project plan at the outset, and lack of a clear plan for sustainment, despite the intention to continue to support the approach at strategic and senior management levels.