
Building Restorative Relationships for the Workplace

Goodwin Development Trust's Journey with Restorative Approaches

A research report with recommendations for organisations seeking to implement Restorative Approaches

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Preface

In the spring of 2009 Goodwin Development Trust (GDT), a social enterprise based in Hull,¹ began a unique and ambitious project: to implement restorative approaches across the organisation. In partnership with the University of Hull, the Trust was also awarded a research grant from the Big Lottery Fund to undertake a 2 year study of the experience of implementing restorative approaches. This report arises from that research project.² It has two broad aims:

- To tell the story of how GDT implemented restorative approaches, the challenges it faced, how it responded to these challenges and the outcomes of the process;
- To provide guidance, based on this experience, for other organisations interested in experimenting with the potential of restorative approaches to build stronger relationships and enhance performance.

Distinctively, this report and the guidance it contains is based upon the actual experiences of ordinary people, working in a complex organisation, most with little previous familiarity with the idea of restorative approaches. During the research, we had the unique opportunity to undertake in-depth qualitative interviews with over 50 people from eight different sites across Hull. The story we have to tell is not an idealised one in which people learn about restorative justice processes, eagerly embrace them, everything works smoothly, and wonderful results emerge. Such stories exist, but we doubt whether many find them convincing or helpful. The story we tell here is of a more challenging and difficult journey with restorative approaches; a story which we think is more typical and realistic, and hence of more value to those interested in learning about what it is really like to implement restorative approaches, what the real challenges are, and how these might be

¹ A city in the north-east of England with a population of over quarter-a-million. The formal name of the city is Kingston-upon-Hull.

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overcome. Our overarching message for organisations seeking to use restorative approaches is that people will often experience it as a difficult and even frustrating culture change, but – if implementation is handled in a sensitive and skilful way – a change that is ultimately productive and rewarding for all involved. It is in this spirit that we offer the story of Goodwin Development Trust’s journey with restorative approaches as guidance to others.

The report begins with an account of the project, followed by background on Hull’s and GDT’s involvement with restorative approaches. The following section provides a simple, but not simplistic, explanation of what restorative approaches are, where they come from, and their potential benefits. This will be followed by an outline, developed by us, of a number of different implementation models. Then, we will describe in detail the journey of GDT with restorative approaches before, in the final section, presenting our recommendations to organisations considering implementing restorative approaches.

Broadly the report has two key messages. First, when implementing Restorative Approaches to promote a culture change that will support employees to build and repair relationships as well as holding employees to account in a meaningful and constructive way the introduction of restorative approaches *in a series of sequential implementation steps* has been shown to be successful. Indeed, such implementation of restorative approaches can bring many positive changes to an organisation by providing a better means to support colleagues, share problems and address problematic behaviours. Second, the ideals of implementation presented by restorative approaches advocates are sometimes difficult to achieve. It is unlikely for example, based on the findings of the research, that the majority of employees will radically change the way they act in everyday social situations in work. Rather most will integrate the use of restorative processes into existing working structures, such as regular team meetings, with the result that communication is increased and accountability for decisions is shared.

Biographies

Dr Craig Lambert came to Goodwin Development Trust from the Department of History at the University of Hull where he had just completed his PhD on naval logistics. He has recently published a monograph and three articles on naval logistics in the during the Hundred Years war.³

Gerry Johnstone is Professor of Law at the University of Hull. He is the author of *Restorative Justice: Ideas, Values, Debates* (2nd edition published by Routledge, 2011) and co-editor (with Daniel Van Ness) of *Handbook of Restorative Justice* (Willan, 2007). His books have been translated into Japanese and Chinese. He is the founding director of the University of Hull's unique *MA in Restorative Justice*, which is studied online and currently has students based in the UK, Africa, north America, Asia, Latin America and Scandinavia. Johnstone is the Academic Lead of an ESRC funded Knowledge Transfer Partnership between the University of Hull and Hull City Council, which is developing a research tool that can be used to assess the 'restorativeness' of a practice or service. His latest book (co-authored with Tony Ward) is *Law and Crime* (Sage, 2010).

Dr Simon Green BSc (Hons), MA, PhD is co-Director for the Centre for Criminology and Criminal Justice at the University of Hull. He teaches and researches in the areas of social theory, victimology, restorative justice, probation and community justice more generally. He is currently involved in a Knowledge Transfer with Hull City Council (as mentioned above and is also working on a exploratory study into maritime piracy that combines aspects of international law and social control theories. He is currently working on a number of writing projects that seek to explore the intersection of politics, morality and emotion in crime control rhetoric and strategy. His most recent book

³ C. L. Lambert, *Shipping the Medieval Military: English Maritime Logistics in the Fourteenth Century* (Woodbridge, 2011); 'Edward III's Siege of Calais: A Reappraisal', in *The Journal of Medieval History* (2011); 'The Cinque Ports in the Wars of Edward II and Edward III: New Methodologies and Shipping Estimates', in *The Role of the Sea in Medieval England: Society, Warfare and Economic*, ed. R. Gorski (Woodbridge, 2011)

is *Addressing Offending Behaviour* (Willan 2008) which explores strategies for reducing reoffending through working with offenders.

Miss Rebecca Shipley BA (Hons), MSc has worked for Goodwin Development Trust for a number of years as a research assistant, working on program evaluation and has a background in community based research and development economics.

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Introduction

In 2007 Goodwin Development Trust (GDT) became involved, through its Children Centres, in a pilot project within the Riverside Area of Kingston-upon-Hull. The purpose of this pilot scheme was to implement the use of restorative justice processes into fourteen primary and secondary schools located within this area. Over the following two years (2007-09), and through the auspices of a member of the Senior Management Team (SMT) at GDT, it was decided that GDT, as a community focused organisation situated in the Riverside Area, should have more involvement in this project. Consequently, from 2008 several individuals were trained in restorative approaches and by the spring of 2009 it was decided to implement restorative approaches across the whole of GDT. The aim of this report is to describe the journey of GDT as it implemented restorative approaches, how it did so, what successes it had, what challenges it faced and what solutions it developed in response to these challenges. Within this main aim, however, the report has three more objectives. In the first instance it will provide a series of guidelines for how restorative approaches can be introduced into organisations. Second, the report presents an evaluation and description of GDT journey with restorative approaches. Third, through the lessons learnt by GDT from 2009-2011 the report will put forward a series of recommendations for any third or private sector organisation that is considering introducing restorative approaches. Following these recommendations should enable any organisation to embed restorative processes, continue its development and sustain its practice.

Considering the aim and objectives of this report three groups of professionals will find it interesting. In the first instance managers of organisations who are considering introducing restorative approaches will find the experiences of GDT of value. It is likely, for example, that if they introduce restorative approaches to their organisation they will face similar challenges and reap similar rewards to GDT. At the same time the guidelines for each of the four methods (introduced later in the report) of using restorative approaches within an organisation may prompt them to opt for one, or a mixture, of the proposed methods. Second, restorative practitioners and training consultants will find the information presented in this report of importance. Indeed, for practitioners that have faced similar challenges to those experienced by GDT they may find the responses that GDT made to such

issues influences their current, or future, practice. Training consultants should find the guidelines to the four methods of using restorative approaches presented below interesting as these methods may influence their current practice and training programs. Third, there is much of interest in the report for academics who are interested in how the extension of restorative justice processes into communities, non profit making and private sector organisations can be achieved and what the likely outcomes are of such innovations.⁴

In order to achieve its aim and objectives the report is divided into several sections. In the first instance the background to GDT involvement with restorative approaches will be discussed. Following this there will be an analysis of the history of restorative approaches, particularly its relationship to restorative justice, the processes it employs and some of the potential benefits it can offer. The third section will introduce the four ways of using restorative approaches in organisations. In many respects these are method guidelines which allow boundaries for implementation strategies to be developed around. What they do not do is provide individual organisations with a blueprint for implementing restorative approaches. It will become apparent during the discussion on the journey of GDT with restorative approaches that to provide such definitive blueprints, or implementation strategies, could prove misleading. Each organisation has its own way of working, its own

⁴ See, for example, P. McCold, 'What is the Role of Community in Restorative Justice Theory and Practice?' in H. Zehr and B. Toews eds, *Critical Issues in Restorative Justice* (Monsey, 2004), pp. 155-172; C. Boyes-Watson, 'Community is not a Place but a Relationship: Lessons in Organisational Development', in *Public Organisation Review: A global journal*, Volume 5, Number 4 (2005), pp. 359-374; J. Braithwaite, 'Youth Development Circles', in *Oxford Review of Education*, 27, no. 2 (2001), pp. 239-52; R. White, 'Communities, Conferences and Restorative Social Justice', in *Criminology and Criminal Justice* Volume 3, Number 2 (May 2003), pp. 139-160; G. Bazemore and M. Schiff 'Understanding Restorative Community Justice: What and Why Now? In G. Bazemore, and M. Schiff eds, *Restorative Community Justice: Repairing harm and Transforming Communities*, (Anderson Publishing Company; 2001), pp. 21-46; T. Wachtel and P. McCold, 'Restorative Justice in Everyday Life', in *Restorative Justice and Civil Society* eds, H. Strang and J. Braithwaite (Cambridge, 2001), pp. 114-129. J. Ritchie and T. O'Connell, 'Restorative Justice and the Need for Restorative Environments in Bureaucracies and Corporations', in *Ibid.* pp. 149-64.

culture, management structure, strategic/business plans, resource pool and crucially its own individual personalities. Each one of these components may influence the way restorative processes are implemented, how much time can be given over to it and how employees, and potentially clients, will react to new this innovation and way of working. From these individual components a variety of unforeseen outcomes could emerge that mean the introduction strategy, as originally planned, is significantly altered during implementation. The fourth chapter will describe the reasons behind GDT implementing restorative approaches and what it hoped to gain by doing so. In the final chapter a series of recommendations will be put forward in the form of a series of implementation guidelines.

Background: Hull - Towards a Restorative City

In 2004 a local headmistress, Estelle McDonald, took over a primary school (Collingwood) that was classified by the government schools inspectorate (OFSTED) as being in special measures. After a strategic plan was implemented, the school was taken out of special measures on 11 October 2004.⁵ Over the next two years the school was transformed and by 2006 Collingwood School was recognised by OFSTED as outstanding. Following this remarkable turnaround a meeting was organised with other teachers in Hull to discuss how Collingwood's Headteacher had transformed this failing primary school into a successful educational establishment.⁶ Restorative Practices were sited as a fundamental aspect of the transformation. Following this meeting the head of Children's services worked closely with Collingwood School and undertook a visit to the Institute of Restorative Practices in America after which time, with the support of the elected member holding the portfolio for Children's services, he agreed to support the creation the HCRP and initiate the Riverside Project. In 2007, with Estelle MacDonald as its Director, the HCRP began a restorative approaches training programme. Initially the project was organised on a small scale and involved fourteen primary and secondary schools located within the Riverside area of Hull

⁵ OFSTED report dated 11 and 12 October 2004, pp. 1-2, available at: [http://www.ofsted.gov.uk/oxedu_reports/download/\(id\)/57908/\(as\)/117928_271384.pdf](http://www.ofsted.gov.uk/oxedu_reports/download/(id)/57908/(as)/117928_271384.pdf), accessed on 13/05/2011. All OFSTED reports can be found at www.ofsted.gov.uk.

⁶ Information on this can be found at: http://www.iirp.org/iirpWebsites/web/uploads/article_pdfs/89837_Beth09_Estelle_MacDonald.pdf, accessed on 03/02/2011.

(see box), a geographical zone consisting of four council wards (Drypool, Myton, Newington and St Andrews).⁷



Box 1: Areas of Hull – Riverside area noted in blue.

The HCRP quickly developed and soon a Head of Training and Consultancy was appointed in addition to a second full time trainer. The structure of HCRP is more complex, however, and several individuals who are, or were, school teachers also deliver training and offer consultancy on behalf of the HCRP. Throughout the Riverside project the HCRP was supported by the International Institute for Restorative Practices (IIRP) and it was the IIRP's method of restorative approaches that was initially taught by the HCRP.⁸ Recently the HCRP has become more independent and has begun to develop its own training courses on restorative approaches. The HCRP takes a multi-agency approach to developing restorative practices (RP) that provide a framework for government organisations to improve behaviour of pupils, create a common language between professionals working with children, support

⁷ Details on the Riverside project and Hull's aspiration to be the world's first restorative city can be found at: <http://www.iirp.org/pdf/Hull.pdf> and <http://www.docstoc.com/docs/26519055/Hull-%E2%80%93-Towards-a-Restorative-City>, accessed on 03/02/2011.

⁸ See www.iirp.org.

and share best practices, provide a series of processes that can repair harm, challenge unacceptable behaviour and established shared community values.⁹

From September 2007 until September 2008 a series of evaluation exercises were undertaken on the schools that participated in the Riverside Pilot. The findings from this study provided early evidence that the scheme was having a major impact on pupil behaviours and staff absences. At Endeavour High School, for example, there was a forty-five percent reduction in verbal abuse incidents and over sixty-two percent fewer staff absences, saving the school some £8,000. Overall in the fourteen schools that participated in the Riverside pilot there were over seventy percent fewer classroom exclusions and over eighty percent fewer fixed term exclusions.¹⁰ Hull city council judged this to be a success and decided to expand the project citywide with the objective of training over 20,000 people in restorative approaches. By 2008 this was bearing fruit as over twenty-five percent of Hull schools were implementing restorative approaches and by 2010 over 3,000 individuals had received some training in restorative approaches.¹¹ The Local Authority had set its aim to become the world's first restorative city, in which all council and local government employees who, in a professional capacity, come into contact with children receive some training in restorative approaches.

The success of the Riverside project quickly attracted attention from council leaders. Since the collapse of the fishing industry in the late 1970s and early 1980s Hull has suffered from high levels of social deprivation. In 2001, for example, of an approximate population of 260,000 around 100,000 were in receipt of means tested benefits, two-thirds of Hull residents lived on less than £15,000 per annum and sixty percent of residents were classed

⁹ This framework is available at: <http://www.docstoc.com/docs/26519055/Hull-%E2%80%93-Towards-a-Restorative-City>, accessed on: 03/02/2011.

¹⁰ The figures were compiled by the HCRP during the Riverside Project; the methodology used in generating these figures is not explicitly explained. The report can be viewed at: <http://www.iirp.org/pdf/hull09.pdf>, accessed on 03/02/2011.

¹¹ 'Hull's Children and Young People's Plan, 2006-08' (Hull City Council, Refresher 2008), p. 9. Available at: http://www.nfer.ac.uk/emie/documents/Plans/CYPP2008_HULL.pdf, accessed on 04/02/2011.

as suffering from income deprivation.¹² More recently a survey classified Hull as the eleventh most deprived local authority in England with over one third of children living in income deprived households.¹³ This level of deprivation amongst Hull's children has impacted negatively on school attainment levels and means that some schools are recognised as failing. Secondary schools in particular perform below the national average.¹⁴ From 2004 there has been a sustained effort by the council to improve this situation starting with £140 million of funding going directly into the educational system.¹⁵ It is into this landscape that restorative approaches, through the Riverside pilot, entered in 2007.

It is worth noting that Hull is not alone in undertaking such a scheme and more recently Blackpool council have followed a similar approach. The timetable of Blackpool's program, from the initial idea of introducing restorative approaches to it being implemented in several schools and children's homes, is illustrative of how such schemes develop from an initial idea into a large training and implementation project. In March 2009 a plan by Blackpool's Children and Young People's department suggested that restorative approaches should be introduced into schools. In April 2009 a head teacher contacted a training provider asking for more information on restorative approaches. Following this a small introductory session about restorative approaches was held and attended by several school teachers and members of the council. The success of this session led to the creation of a partnership group that was committed to introducing restorative approaches. By June 2009 enough support had developed to launch a pilot project and in September 2009 this was rolled out across several schools. By mid-2010 a group of restorative champions was created and the scheme was expanded to cover children's homes. Over the summer of 2010 a series

¹² G. Haughton (ed) 'Hull 2001: Challenges for the Future' (The University of Hull, Hull City Vision and Kingston upon Hull City Council, April 2001), p. 4.

¹³ 'Hull 2013: Our children and Young People's Plan' (The Hull Children's Trust Board, 2010'), p. 9. Available at: http://www.hullcc.gov.uk/pls/portal/docs/PAGE/CHILDRENSTRUST2010/HCT_PLANS_PROTOCOLS/HCT_CYP_HULL_PLAN/HULL%20CHILDREN%20AND%20YOUNG%20PEOPLES%20PLAN.PDF [Accessed 13/05/2011]

¹⁴ In 2006 forty-four percent of students in Hull's schools gained five or more GCSE's at grades A*-C. The national average at the time was fifty-six. In the key subjects of English, maths and computing, however, Hull's schools attainment levels were twenty percent lower than the national average, see 'Hull Children's and Young People's Plan 2006-2008' (One Hull, 2006), p. 75.

¹⁵ *Ibid* p54.

of consultations further developed and customised the Blackpool implementation strategy. As a result by September 2010 Blackpool had a number of in-house trainers and was on the way to becoming self sustaining in terms of delivering their own training.¹⁶ Such stories show that generally large-scale restorative approaches implementation programs usually begin with one or two committed individuals who, through their determination and influence, encourage others to become involved. After much encouragement enthusiasm develops amongst several individuals and a snowball effect occurs in which other people in the area become aware of what is happening and decide to get involved in the project.¹⁷ In this respect both Hull's and Blackpool's journeys with restorative approaches are similar.

¹⁶ This was presented at the 13th World Conference in Restorative Practice at Hull on 14th October 2010 by John Boulton and Kathryn Boulton. The paper was entitled: 'Blackpool: The Introduction of Restorative Practices and Issues Relating to Implementation'.

¹⁷ It is usually the case that these committed individuals are in a position from where they can influence others. In the case of both Hull and Blackpool it is striking that this usually involves school head teachers and local council officials.

Chapter 1: Roots of Restorative Justice and Restorative Approaches

Restorative approaches have their roots in a broader social movement: the restorative justice movement. This emerged in north America in the 1970s, when a number of criminal justice practitioners, frustrated by the futility of the conventional way of processing offenders – especially young offenders – launched a Victim/Offender Reconciliation Project (VORP).¹⁸ The basic idea was to promote reconciliation between victims and offenders through victim/offender encounters in which both parties were encouraged to tell their stories, ask questions of each other and reach an agreement on what the offender should do to repair the harm caused by the offence. Reparation often included the offender paying financial compensation to the victim, but also took other forms such as the offender doing work for the victim or the community.

Such interventions tended to encourage offenders to take greater responsibility for their actions, whilst victims experienced it as more satisfactory than the conventional criminal justice process in which they had little meaningful participation. Interestingly, it was reported that victim-offender mediation (VOM), as it became known, often had an empowering effect upon those who took part in it, i.e. it left them with a greater sense of capacity to resolve their own problems, rendering them less reliant on the state and its professionals.

Throughout the 1970s and 1980s victim-offender mediation was developed throughout north America and there were some projects in the United Kingdom. In 1990, Howard Zehr, who was both a criminal justice scholar and a practitioner of victim-offender mediation, aroused interest in these experiments with the publication of his book *Changing Lenses*.¹⁹ Zehr's key contribution was to depict a series of scattered, spontaneous experiments as pointing the way towards a fundamental revolution in the way we think about and practice

¹⁸ G. Johnstone, 'Restorative Justice' in A. Hucklesby and A. Wahadin (eds) *Criminal Justice* (Oxford, 2009) pp185-202.

¹⁹ H. Zehr, *Changing Lenses: A new Focus for Crime and Justice* (Scottsdale, PA, 1990).

criminal justice. The development of victim-offender mediation, he suggested, was not just another reform or experiment on the margins. Rather, it was the start of a new model or paradigm of crime and justice. What he called the 'retributive model', which had guided our thinking and action towards crime for several centuries, but no longer met our needs, was about to be replaced by 'restorative justice'. Restorative justice, he claimed, would better meet the needs of crime victims, provide a more constructive way of handling offenders, and indeed revitalise communities.

Around the same time, and independently, new forms of 'restorative justice' were emerging from elsewhere. In particular, a range of forms of 'conferencing' – developed in New Zealand and Australia - were introduced to the world as types of restorative justice. And, in isolated First Nations communities in Canada, circles processes - in which the whole community were invited to be involved in a decision about how to deal with the aftermath of a crime - were added to the assemblage.²⁰

In New Zealand, Family Group Conferences, modelled upon traditional Maori methods of dealing with troublesome behaviour, had some similarity to victim-offender mediation, but many more people were encouraged to take part in the meetings organised to deal with the aftermath of troublesome conduct. As well as the 'person harmed' and 'the person who caused harm' (there was a tendency to try to avoid the criminal justice language of 'victims' and 'offenders'), others took part including family members, supporters, careworkers and police officers. In Australia in the early 1990s, a police officer – Terry O'Connell – adapted conferencing for use as a community policing response to juvenile offences. This enabled them to deal meaningfully and often effectively with a larger proportion of cases by way of cautioning, and hence diverted young offenders away from the criminal justice process, thereby preventing much of the harm that results from a court appearance and criminal conviction.

The profile of conferencing was raised enormously when the renowned Australian criminologist John Braithwaite - whose theory of reintegrative shaming had attracted huge

²⁰ *Ibid.*

attention when it was published in 1989²¹ - suggested that conferences were a highly effective way of dealing with juvenile offending because they provided a forum for the expression of community disapproval of a young person's offending conduct, but in a supportive environment and accompanied by a plan of action that would enable offenders to become reintegrated into the community by repairing the harm they caused.

In the United Kingdom, conferencing was adopted by the Thames Valley Police in the mid-1990s as part of an experiment with 'restorative cautioning'. The UK Government started showing an interest in the use of restorative justice and included it in the strategy for tackling youth offending outlined in the Crime and Disorder Act 1998. Also in the 1990s, numerous organisations began providing restorative justice services, and an umbrella group, the Restorative Justice Consortium (RJC), was formed to coordinate these efforts.²² In 2003 the British government published a consultation document in which it announced its aim of maximising the use of restorative justice in the criminal justice system.²³ This governmental commitment to restorative criminal justice has recently been reaffirmed.²⁴

Until about ten years ago, most of the energy of the restorative justice movement was directed towards changing the way societies think about and handle crime. However, over the last decade, the focus of the movement expanded. Restorative approaches are now used to develop more effective ways of handling a range of problems including misconduct and conflict in schools and children's residential care, inappropriate behaviour in the workplace, elder abuse, child protection issues, neighbourhood disputes, and misconduct in sports.²⁵ Particularly relevant in the context of GDT's journey with restorative approaches are experiments with restorative approaches in schools and workplaces. Here, we will look briefly at these.

²¹ J. Braithwaite, *Crime, Shame and Reintegration* (Cambridge University Press, 1989).

²² See <http://www.restorativejustice.org.uk/> The RJC is now called the Restorative Justice Council.

²³ Home Office, *Restorative Justice: The Government's Strategy* (London, 2003).

²⁴ Ministry of Justice, *Breaking the Cycle: Effective Punishment, Rehabilitation and Sentencing of Offenders* (London, 2010).

²⁵ G. Johnstone, *Restorative justice: Ideas, Values, Debates* [2nd edition] (London, 2011), chapter 9.

A significant impetus behind the development of restorative approaches in schools came from the Youth Justice Board, which funded a number of pilot schemes in the context of the Safer School Partnerships programme²⁶ Initially, many schemes were characterised as forms of early crime prevention and as a way of ensuring that today's children, when they become adults, will be more familiar with restorative justice and hence less resistant to its use in criminal justice settings. However, school managers and teachers tend to be less interested in these implications for handling crime, more interested in the potential of using principles of restorative justice to solve internal problems and improve the school's educational performance. Initially, as one might expect, restorative justice principles tended to be applied to problems such as bullying, truancy and disruptive behaviour in class – that were traditionally dealt with by the school authorities imposing exclusionary and punitive measures. Hence, restorative practices were first adopted in schools as an alternative to suspensions and exclusions etc. But, as restorative practice in schools has taken off, the focus has started to shift towards introducing restorative processes, behaviours and ways of speaking into the everyday life of the school. The rationale has been, not only that restorative practices can reduce incidents of unwanted behaviour without resort to harmful policies such as exclusion, but that they can help create a positive school culture.

Another important development of recent years has been the use of restorative practices in the workplace. Organisations have emerged to provide restorative solutions to problems in the workplace or to train managers in how to handle problems restoratively. Again, much of the early focus is on restorative solutions to problems that would traditionally require disciplinary intervention and/or grievance procedures, such as disrespectful behaviour, insubordination, harassment and intimidation. However, as with schools, there is increasing emphasis on using restorative approaches not only as part of a *reaction* to some problem but as everyday practices that help build better relationships and a stronger sense of community in the workplace.²⁷ Hence, when people talk of using restorative approaches in the workplace what they tend to have in mind is less use of 'formal' processes such as

²⁶ L. Davey, 'The Development of Restorative Justice in the United Kingdom: A Personal Perspective', unpublished, available at http://www.realjustice.org/uploads/article_pdfs/au05_davey.pdf.

²⁷ G. Johnstone, *Restorative justice: Ideas, Values, Debates* [2nd edition] (London, 2011), chapter 9

mediation or conferencing and more use of 'informal' processes which help to create a workplace in which the managers, leaders and others are skilled in dealing effectively with emotions, active listening, communicating, involving all people affected by a decision in the decision-making process, and engaging with colleagues in a respectful manner.

Goodwin Development Trust's journey with restorative approaches needs to be understood as one aspect of a global social movement which is seeking to strengthen relationships and change the way people regard and attempt to handle troublesome conduct and, more generally, to change the way people behave and relate to each other in everyday settings such as schools and workplaces. The key features of this new approach include:

- Replacing the habit of handing problems over to professionals, experts and the authorities with strategies in which the people affected by a problem are involved meaningfully in the process of framing the problem and devising and implementing solutions;
- Replacing the habit of isolating and dealing harshly with those who cause us trouble with strategies which seek to get those who cause harm to recognise and acknowledge how their behaviour affects others and to take responsibility for repairing harm which they have done;
- Fostering a way of viewing ourselves and those with whom we interact, in which one sees oneself as part of an interconnected web of people.
- Fostering a way of conducting oneself in all our settings, including conducts such as treating others respectfully, involving others in decisions which affect them, listening to others, acting compassionately, being open to learning, being cautious about imposing our perspectives on others, and dealing sensitively with conflicts and harms.

Chapter 2: What is a Restorative Organisation? Four Implementation Guidelines or Frameworks for Using Restorative Approaches

How and why an organisation wishes to use Restorative approaches and the outcomes it would like to achieve will affect the model, or method, of implementation it needs to adopt. During the course of the two year research project the data collected from the fieldwork and other sources provided the opportunity for the research team to create guidelines for four methods of implementing restorative approaches into non profit and private sector organisations. The information that was used to develop these guidelines was collected from three sources. First, several organisations and councils across the country were contacted that had implemented, or were in the process of implementing, restorative approaches. Second, the research team spoke to several restorative approaches training providers that are listed on the Restorative Justice Council's website.²⁸ Through these discussions it was possible to discover the content of their courses and what implementation strategies they advised. Finally, by reading literature produced by experts on how to use and implement restorative justice approaches it was possible to see common elements that could be extracted to add detail to the data from the first two sources.²⁹

Four implementation guidelines for restorative approaches

1. Whole Organisational Change Method
2. The External Consultant Method
3. The Partial Approach Method
4. The Organic Method

²⁸ <http://www.restorativejustice.org.uk/>

²⁹ See, for example, C. Hayden, and D. Gough, *Implementing Restorative Justice in Children's Residential Care* (The Policy Press, 2010); R. Hendry, *Building and Restoring Respectful Relationships in Schools: A Guide to Restorative Practice* (Routledge, 2009); B. Morrison, P. Plood, M. Thorsborne, 'Practicing Restorative Justice in School Communities: the Challenge of Culture Change', in *Public Organisation Review* Volume 5, Number 4

It will become apparent that rather than specific implementation models what follows are guidelines to four methods that provide a general framework for how restorative processes can be used in organisations.³⁰ To present specific models of implementation would ignore the individual nuances that each organisation will possess. This is why the majority of restorative training providers develop bespoke implementation strategies based on the size, structure and main area of business of the organisation. Indeed, implementing restorative approaches in a community based organisation with no commercial dimension is a different prospect to introducing similar processes to a large multi-national commercial organisation. Nevertheless, the guidelines to the four methods are more than just 'aspirational models' in that they go beyond a range of ideals and offer distinct steps on who in the organisation should be trained and to what level, what support structures should be created and whether or not the organisation develops new policies and procedures in-line with restorative processes.³¹ If, for example, an organisation followed the Whole Organisational Change Method it would undergo internal changes that amounted to a structural realignment of the workings of the organisation.

(December 2005), pp. 335-357; B. Hopkins, 'Restorative Justice in Schools', in *Support for Learning; British Journal of Learning Support* Volume 17, Issue 3 (August, 2002), pp. 144-149.

³⁰ L. Cameron and M. Thorsborne, 'Restorative Justice and School Discipline: Mutually Exclusive?' In H. Strang and J. Braithwaite (eds) *Restorative Justice and Civil Society*, (Cambridge University Press; 2001) pp. 180-94, especially pp. 189-92.

³¹ The aspirational model is discussed by G. J. Johnstone, 'Critical Perspectives on Restorative Justice', in *Handbook of Restorative Justice*, eds, G. Johnstone D. Van Ness (Willan Publishing, 2007), pp. 598-614. But also, see A. Moss, 'Specifying Aims and Limits for Restorative Justice Models: a Reply to von Hirsch, Ashworth and Shearing', available at: <http://www.restorativejustice.org/10fulltext/mossandrew/view>, accessed on 04/02/2011.

The Whole Organisational Change Method

This method of implementation has several guidelines. The first of these is that all employees receive some form of training in restorative approaches (usually a one day introduction session) with the aim that they use the processes and language of restorative approaches directly in their teams and/or departments in their everyday working practice.

Whole Organisational Change Method in brief

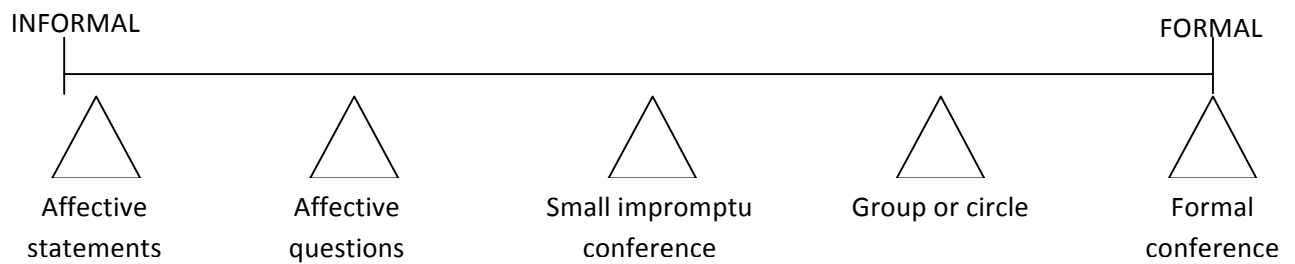
- Everyone receives training at the same time
- Preventative and reactive elements covered
- Peer mentoring/lead practitioners/restorative champions group established
- RA incorporated into policies and procedures

They should receive their training together on the same day as this allows a whole team or department to go away from the training and immediately begin to use restorative approaches together. It is expected that the preventative as well as the reactionary elements of restorative approaches are used in this method. This means that employees are trained to use restorative statements and questions in everyday social interactions to either support or challenge the behaviour of their colleagues.³² These questions are used in a series of processes running from the

informal to the formal. On more informal basis they could simply use restorative questions over a coffee with a colleague who is experiencing some difficulties, while the more formal approach is restorative conferencing. This is called the restorative continuum, as seen over the page.

³² Restorative questions are open-ended questions that enable people to respond affectively. The value of such questions is emphasised in the restorative practice training offered by RealJustice®, whose model influenced the approach of the HCRP; see T. O'Connell, B. Wachtel and T. Wachtel, *Conferencing Handbook: The New Real Justice Training Manual* (Pipersville, PA: 1999).

The Restorative Continuum³³



Once the basic training is completed a small group of individuals are asked to volunteer to progress to the facilitator training course and become restorative champions or lead practitioners. These individuals will become responsible for organising formal conferences, whilst also offering support to their colleagues who have received less training. At the same time the restorative champion group is created, a series of peer mentoring groups are also developed. These are created by forming several individuals from the organisation into groups that meet regularly to share stories and exchange ideas on how to use restorative approaches. These can be formed by using existing organisational structures like team-leader groups, or middle management teams.

Following the training and creation of the support groups a new set of company policies and procedures are produced that support the use of restorative processes in management issues, grievance and discipline procedures. These new policies act as a source of information on how to use restorative approaches within the organisation. If followed, the guidelines for this method should create a workforce that is fully trained in restorative approaches, a group of employees who act as a support and advice service and take on the responsibility of organising and developing restorative approaches in the organisation and a series of policies and procedures that ensure restorative processes are used to address discipline and conflict issues. Following these guidelines means the organisation will have to fully commit to restorative approaches from the beginning. It should be expected, for example, that the restorative champions would occasionally need time away from their

³³ Taken from T. Wachtel and P. McCold, 'Restorative Justice in Everyday Life', in *Restorative Justice and Civil Society*, eds, H. Strang and J. Braithwaite (Cambridge, 2001), pp. 114-129, pp. 125-26.

normal work duties to organise conferences and develop restorative approaches within the company and senior management should be aware and supportive of this.³⁴ Depending on the size of the organisation changing existing policies and procedures that currently sit within a legal framework could also prove time consuming and expensive.

This method of using restorative approaches is usually adopted by schools as they find it easier to train staff at the same time during teacher training days.³⁵ Indeed, this method was generally adopted by the schools that participated in the Riverside Pilot project. Collingwood Primary School, for example, incorporated the use of circles into the school timetable, while also using restorative processes to support students and address pupil behaviour problems.³⁶ As one teacher noted '*we teach literacy, we teach numeracy and now we teach circles in the morning and in the evening*'.³⁷ At the same time teachers at Collingwood used restorative processes in their staff meetings. Endeavour High School followed a similar approach and they used circles as a teaching aid in classes and applied restorative processes to address pupil discipline issues. At Endeavour they also created a restorative champion group and teachers formed themselves into restorative peer support groups, as one teacher at Endeavour noted: '*we have buddy groups where we practice working in circles and where you go through the procedures*.' This approach is advantageous for schools as they usually find they can make structural changes to pupil discipline policies quicker than organisations where the policies that require change relate to employment law. The power relationships and existing structure of lessons (i.e. where the teacher is the speaker and the pupil the listener) also permits teachers to use restorative circles as a teaching method in order to get students to share ideas and in which each pupil has a voice.

³⁴ It is possible to employ a full time person to undertake this role. Whether or not this is feasible, or indeed value for money, would depend on the size of the organisation and its overall commitment to restorative approaches.

³⁵ See, for example, R. Hendry, *Building and Restoring Respectful Relationships in Schools; A Guide to Restorative Practice* (Routledge, 2009) B. Hopkins, *Just Schools: A Whole School Approach to Restorative Justice* (Jessica Kingsley, 2003).

³⁶ A circle is a format for facilitated dialogue.

³⁷ Teachers from Collingwood and Endeavour participated in the academic research that was undertaken and as such were interviewed and attended focus groups in order to discuss their experiences of using restorative approaches.

When this is coupled with the use of restorative processes between teaching staff it is usually the case that restorative processes are embedded into the working day of the school. Put another way, at some point in the day all members of the school use some form of restorative processes either in lessons, teacher meetings or in disciplinary procedures. In other types of organisations, where meetings occur irregularly and are limited by time and where discipline procedures are undertaken within a legal framework and in private it is a challenge to get this multi-dimensional approach embedded.

Once an organisation has decided that it wishes to implement the Whole Organisational Change method it can follow a series of sequential steps or guidelines:

1. Close the organisation on a chosen day and offer blanket training in restorative approaches. Depending on the size of the organisation this can either be done over a series of days or in one day.
2. A few weeks after the training ask for a group of volunteers to become lead practitioners. As they will support their colleagues and continue to develop restorative approaches within the organisation they need to be made aware of the commitment they are making and be prepared for the demands of the position. These individuals will then be trained to run formal restorative conferences.
3. At the same time as the champion group is formed create peer mentoring groups that are inter-departmental. Existing organisational structures (such as middle management teams) can be used as a basis for these. It is recommended that these meet one month after the training and at least monthly thereafter.
4. Within the first few weeks of implementation develop new policies around the principles of restorative approaches, specifically in the areas of complaints, grievances, and disciplinary procedures.
5. Issue a 'mission statement' to all employees highlighting the commitment of the organisation to restorative approaches and ensure management support its use at all times.

6. Ensure that management are confident at placing restorative processes at the heart of the grievance, complaint and discipline procedures. The restorative champion group should be instrumental in this and may offer refresher sessions to management.
7. Become self sufficient by training employees to become trainers and eventually deliver restorative approaches training that is specific to how the organisation uses it.

Following the above guidelines and introducing the whole organisational change method into an organisation may amount to a significant internal restructuring of how the organisation works and should, over time, produce a change in the culture of the workplace. Defining the culture of any organisation is difficult and each company will have its own unique way of operating.³⁸ Culture has been defined as *'the result of messages that are received about what is really valued. People align their behaviour to these messages in order to fit in.'*³⁹ Perhaps a simpler definition is the one provided by Simpson who argues that culture is *'the way we do things around here.'*⁴⁰ Accepting these definitions of culture it is easy to see why following this method will affect the way employees act and behave towards each other and the way the organisation generally deals with internal problems and workplace relationships. It must be stressed that changing culture through the introduction of restorative approaches is no straightforward matter. Indeed, research on schools that

³⁸ E. M. Marshall, *Transforming the Way we Work: The Power of the Collaborative Workplace* (AMACOM, 1995); P. Blood, and M. Thorsbone, 'The Challenges of Culture Change: Embedding Restorative Practice in Schools', paper presented at *Sixth International Conference on Conferencing, Circles and other Restorative Practices: Building a Global Alliance for Restorative Practices and Family Empowerment*. Sydney, Australia, March, 2005); B. Morrison, P. Blood and M. Thorsborne 'Practicing Restorative Justice in School Communities: the Challenge of Culture Change' in *Public Organisation Review*. Volume 5, Number 4 (December 2005) pp335-357.

³⁹ C. Taylor, 'The Power of Culture: Turning the Soft Stuff into Business Advantage', in C. Barker and R. Coy eds, *The Power of Culture: Driving Today's Organisation*. (McGraw-Hill Professional, 2004), p. 3.

⁴⁰ S. Simpson, 'Unwritten Ground Rules: The Way We Really do Things Around Here', *Ibid.*, Chapter Three.

have introduced similar methods show that it will take up to five years before any noticeable change occurs in the culture of the organisation.⁴¹

The External Consultant Method

Although there are five guidelines to this method the core element is that professional experts who are not employees of the company are brought in to organise and run restorative processes. The use of restorative approaches within this method is usually confined to formal grievance and discipline proceedings. It can also be used in cases where an alternative to dispute resolution meeting needs to be held, as recommended by the Employment Act of 2002.⁴² If an organisation follows this method employees may or may not receive training. If they do, it will usually be very basic introductions to restorative approaches and how they can be used in dispute resolution hearings and discipline procedures. As such if any employee becomes involved in a situation where restorative approaches are used they will understand the process they are about to undergo. Following this method, therefore, culture change in the organisation will be limited as it is likely that training will not be given or if it is very limited in scope. This is perhaps the easiest of the guidelines to implement as it requires no or very little training for employees.

This method of using restorative approaches should not be viewed as a poor relation to the other three described here. Indeed, for organisations who feel the culture of their workplace is perfectly fine and in which they simply want a better way to handle grievance proceedings this method may prove to be the ideal candidate. The research undertaken at GDT provided evidence that when restorative processes were used in grievance or discipline procedures they consistently provided better outcomes for the members of staff involved than the previous system of investigation and interview. Two members of GDT staff who were interviewed during the research had participated in such a conference and they noted

⁴¹ B. Morrison, P. Blood and M. Thorsborne 'Practicing Restorative Justice in School Communities: the Challenge of Culture Change' in *Public Organisation Review*. Volume 5, Number 4 (December 2005) pp335-357; B. Hopkins, 'Restorative Justice in Schools', in *Support for Learning; British Journal of Learning Support* Volume 17, Issue 3 (August, 2002), pp. 144-149

⁴² Available at: <http://www.legislation.gov.uk/ukpga/2002/22/contents> and <http://www.legislation.gov.uk/uksi/2004/752/contents/made>, accessed on 10/02/2011.

that after a *'very honest session with a facilitator we both admitted there was a lot of fault on either side'*, and since then both parties *'have had respect for each other and worked in a more civil way.'* These individuals did not become friends but they did return to work with a better understanding of the position of their colleague.

Another benefit of following this method is that the chance that relationship problems are exacerbated through poorly prepared and run restorative process is decreased as the experts who are hired to organise such processes will have had years of experience. In the early stages of implementation at GDT, for example, there were a small number of instances where the inexperience of the facilitator produced a negative result. In some organisations where they simply wish to adhere to the Employment Act of 2002, which gives all employees the right to insist on some form of dispute resolution meeting before dismissal, this method provides an appropriate solution. Indeed, one consultancy service recommends that because of the complexity of the theory behind restorative processes and the nature of restorative language that external experts are always used to organise and run formal restorative meetings.⁴³

It should be emphasised at this point that on occasions GDT applied this method. In one or two instances where the issue was judged to be of potential significance, or where there were particular difficulties that required more expert guidance, or where internal resources were limited, the Senior Management Team at GDT asked a professional trainer to organise and run formal restorative conferences. The success of these conferences prompted much on-going discussion within GDT as to whether external, and crucially independent, facilitators should always be considered an option for certain cases. The guidelines for this External Consultant Method are as follows:

1. The organisation decides to use restorative approaches in grievance, complaints and discipline procedures.
2. Two or three external consultancy services are asked for their advice on what processes to use and what the likely costs of this are. Owing to the time and costs of

⁴³ This is the Victorian Association of Restorative Justice. See <http://www.varj.asn.au/rp/industry.htm>, accessed on 03/02/2011.

organising conferences only issues that are deemed serious enough to warrant a formal restorative process will probably be candidates for this method.

3. One consultant is chosen and new grievance policies and procedures are written with their guidance.
4. A series of staff briefings are organised in which employees are told about the new policies and what undergoing a restorative conference will entail and the potential benefits of these. It may be possible, indeed desirable, for the external consultant to speak at these briefings.
5. The outcomes and participants' experiences of the conferences are carefully monitored to see what impact they are having and whether employees feel they have been dealt with fairly and been allowed to speak openly and honestly.

The Partial Approach Method

The guidelines for this approach to implementing restorative approaches are similar to the External Consultant Method. After deciding the organisation wishes to use restorative approaches in grievance and discipline procedures a small number of employees are trained to run formal conferences. This small group of trained individuals can also be asked by other employees of the company to organise restorative meetings to address issues that arise in teams but which do not require formal conferences. In many ways the scale and scope of this group's duties will be defined by the size and structure of the organisation and how the organisation wishes restorative approaches to be used. In terms of culture change the impact of this method is limited. Those who are trained and run the restorative interventions will certainly adopt new working practices and those involved in restorative meetings may take on some of the skills they have learnt through involvement in such processes and then apply these to their working life, but the scale of change is likely to be small.

Partial Approach Method in brief

- Small numbers of staff trained to facilitator level
- Mainly used reactively for circumstances such as grievance procedures.
- Culture change possible but limited.

This method was used in the early stages of GDT's journey with restorative approaches. In 2008 there was a group of only three individuals at GDT who had received any substantial training in restorative approaches. During this time these individuals pioneered the use of restorative approaches within their specific departments and across the organisation generally by addressing colleague disputes using restorative processes. Some months after this small group had received their training dozens of GDT employees attended a large restorative training session in Hull run by the IIRP. As such by the summer of 2008 until the companywide training was initiated in the spring of 2009 GDT's method of implementing restorative approaches resembled the partial approach. It is worth stressing at this point that by February 2011 the research team at GDT were involved in discussions with human resources staff from Hull city council who were also keen to implement this method. What the council wished to do was to use restorative processes in grievance proceedings and in order to do this they wanted to train a small group of employees to organise and run these. The guidelines for this method are as follows:

1. The organisation decides to use restorative approaches in grievance, complaints and discipline procedures. However, it may also consider the use of more informal restorative processes (such as team building and problem solving circles) undertaken by a small group of trained individuals at team level.
2. Training consultants are asked to visit the organisation and offer their expert advice.
3. New policies and procedures are written on the use of restorative processes within the grievance, complaint and discipline procedure.
4. Employees are informed through staff briefings about the new policies and told who the small group of trained staff are.
5. The organisation may decide to offer brief sessions (given by the trained staff) as to what restorative approaches are, its principles of fair process and the benefits it will bring to the organisation.

The Organic Method

The guidelines for this method were in many ways based on the implementation strategy used by the GDT. This approach to implementation is similar in its core elements to the whole organisational change method. For example, all members of staff receive some basic training in restorative approaches while a smaller group of employees progress to the conference facilitator training. Those employees that are chosen to complete the facilitator training become the individuals within the organisation who organise and facilitate formal restorative processes. There are, however, three differences between the Organic and the

Organic Method in brief

- All staff trained to basic level with some staff being trained to facilitator standard.
- No peer groups or guidance documentation from start – these evolve over time.
- Policies and procedures developed to reflect restorative approaches in reaction to events and over time

Whole Organisational Change methods. First, in the Organic Method the training is delivered on a random basis in that employees are sent to training session as and when they are free. Second, in the Organic Method there are no lead practitioners or peer support groups planned, rather these are expected to emerge and develop over time as employees become more confident at using restorative approaches. Third, in the early stages of the Organic Method no guidance documentation or procedural policies on the use of restorative approaches are produced. Again it is expected that such documents emerge over time out of the experiences of implementation. In general the idea is that each employee will receive the training, see the merits of using restorative approaches, go back to

their teams and begin to use it. As this method aims to incorporate restorative principles into the everyday working practice of the organisation a change in the culture of the workplace should occur. However, as the embedding of restorative approaches occurs slowly over time culture change is likely to be evolutionary in nature with rapid moments of change followed by static periods. The results of adopting this method were described in early 2011 by a senior manager at the GDT as something that was '*wide and shallow rather than narrow and deep*'. By this they meant restorative processes were used regularly in an

informal way by teams for a variety of purposes but restorative approaches had not been made part of the official policies and procedures (It should be noted that GDT is a large and diverse organisation – see chapter Chapter 3 for further details).

Following the guidelines for the Organic Method should ensure that all employees are able to undertake most of the requirements of the restorative continuum. With this method of implementation specific stages of development are difficult to provide because by its very nature it is a process with varying rates of development. Nevertheless, after the organisation has decided that it wants to its employees to use restorative approaches some key guidelines can be produced:

1. Begin the training in a staggered manner. Depending on the size of the organisation this could take a few months or over a year.
2. Allow teams or departments to develop their own way of using restorative approaches.
3. During steps one and two several individuals should emerge who show an interest in further training.
4. Offer facilitator training to the individuals who emerge (or volunteer) from the initial basic training session and who have expressed a desire to become restorative champions.
5. Ensure human resources encourage the use of formal conferences for grievances and disciplinary procedures.
6. Ensure employees are supported by management as they use restorative approaches in their team meetings to build better relationships, challenge unacceptable behaviours, support their colleagues and solve problems.
7. As implementation progresses, alter policies and procedures to reflect the way restorative processes are being used by employees and what outcomes have emerged.

Costs of Implementation

Accurate costing for each of the methods is difficult to provide as training consultants will charge different rates. The size and complexity of an organisation will also have an impact on the costs of implementation and the chosen method of implementation will increase or decrease the costs. Training consultants rarely provide details on the costs of training as these are quoted on an individual basis. One group does however offer guideline prices.⁴⁴ Training costs vary depending on how large the group is that will receive the training. For a two hour introduction to restorative approaches for 12-24 people the charge is £450. For a full day introduction for 12-24 people the cost is £900 and for a more comprehensive session that will train 12-24 people to the level of conference facilitator the cost is estimated at £3,000.

As noted, which method of implementation an organisation adopts will undoubtedly affect the overall price. The Whole Organisational Change Method will be the most expensive to follow for two reasons. First, it is a requirement that all members of staff receive their training on the same day, or within a few days. This means the organisation has to shut down operations for a time, or ask employees to come in on a designated day. This could still have a detrimental effect on an organisation because each employee would most likely be allocated time in lieu for this training day, meaning that for weeks small numbers of employees will consistently be taking time off from duties. It may also be the case for organisations that operate twenty-four hours a day and seven days a week that time will never be found to train all their employees on the same day. Second, the actual monetary costs of this method will be high. As the prices above highlight an organisation that had more than fifty employees should expect to allocate several thousand pounds to the costs of training.

The costs of adopting the External Consultant Method are relatively small in the initial stages of its use. It is worth bearing in mind here that such external professionals are likely to charge several hundred pounds per day and that it can take several days to organise a restorative conference. Again the costs of this method would be affected by the size of the

⁴⁴ <http://www.restorativejustice4schools.co.uk/ourtraining.htm>, accessed 03/02/2011.

organisation and how many grievance or disciplinary proceedings it has per year. A small company that rarely employs the use of alternative to dispute or grievance meetings may find it cost efficient to use this method. In similar terms the Partial Method will also be relatively cost efficient in that only a small group of employees will be trained to organise and run restorative initiatives in the organisation.

By following the guidelines for the External and Partial Methods the culture of an organisation will remain relatively unchanged. Indeed, if it is the aim of the organisation to introduce restorative approaches with the objective of changing the culture of the workplace for private companies the most cost efficient method to achieve this is perhaps the Organic Method. Following the Organic Method means the organisation does not need to be closed while the training is delivered and management do not have to allocate several days or weeks away from their normal duties to develop a new set of policies and procedures. Indeed, another major advantage is that by seeing how employees react to the introduction of restorative approaches, what situations they use it in and what outcomes are produced from this would allow the organisation to develop specific policies and procedures to situations as they arise. Finally, the support structures within the Organic Method, such as the lead support group, can be developed with little resources as the implementation process unfolds.

It is the case that for large organisations commercial companies that have no community or social focus the simplest methods to follow are the External Consultant and Partial methods. Commercial organisations may see no benefit in training all its employees to use restorative approaches in their day to day practice and large organisations, such as local councils, that employ thousands of individuals may find the Whole Organisational and Organic Methods too costly and impossible to implement. It is also the case that for some companies who have much more of a union presence the introduction of restorative approaches may be challenged by unions who could consider it as a means of transferring employer responsibilities over to its employees. As such the Whole Organisational and Organic Methods are perhaps more suitable for charitable and community organisations, such as GDT, children's homes and schools. In the following section it will be shown that the reasons why the GDT implemented restorative approaches in the way it did owed much to the fact

that it is a charitable third sector organisation that already possessed a restorative ethos in the way it treats its employees and which has a community focus to its work where its employees engage with members of the public, local authorities and other community professional bodies.

Chapter 3: Goodwin Development Trust's Journey with Restorative Approaches: The Aspiration

Goodwin Development Trust: The Background

Goodwin Development Trust was created in 1994 by a group of local residents from the Thornton Estate, an area located in the heart of Kingston-upon-Hull. In 1994 the Thornton Estate was in need of socio-economic investment. Of the 3,500 individuals that resided on the estate in 1994 seventy-four percent did not own a car, unemployment levels were at nearly fourteen percent and twenty-six percent of the residents suffered from a limiting long-term illness.⁴⁵ Initially the Trust focused attention on the needs of the Thornton Estate and gradually created employment opportunities for local residents by developing the Estate's infrastructure. More recently, however, GDT's aims have become more ambitious and their work has become citywide. It operates a diverse set of schemes and projects ranging from Children's Centres for 0-4 year olds, a Not in Employment Education or Training scheme for young adults, a preventing prisoner reoffending project, Doulas (post-natal support volunteers), smoking-cessation classes, a health champions project, new business and enterprise support, the Hull Community Warden Scheme and a project that supports tenants and residents associations. It also has a more corporate dimension and it owns and hires out conference facilities and operates a park and ride scheme. In addition to the expansion of its services portfolio, GDT has acquired several buildings across the city. Consequently, over the last 15 years GDT has grown into one of the country's largest development trusts with an employee base of over 300 people that operates across thirty-eight sites. As such not only are the services it delivers complex but the geographical spread of the organisation is constantly evolving.

⁴⁵ B. Lewis and K. Maitland, *Ten Years of Being Awkward: Celebrating the Goodwin Centre* (Pontefract, 2004), p. 15.

Why Restorative Approaches?

As noted above, restorative approaches were first introduced into Hull through a small pilot scheme in 2007 (The Riverside Project) that involved fourteen primary and secondary schools. GDT became involved in the project from the start as most of the children who attend the Children's Centres become pupils of either a primary or secondary school within the Riverside area, GDT felt it would be advantageous to introduce restorative approaches to children (aged 1-5 years) attending their Children's Centres, before they entered the formal school system. By doing so it was hoped that children in the Riverside area would come into continuous contact with restorative approaches from an early age and throughout their school lives.

GDT manages three Children's Centres in the Riverside area and became interested involved in the pilot

The Riverside Project also held other interests for GDT and the organisation saw the potential for restorative approaches within a wider framework. As a development trust committed to improving the lives of the citizens of Hull through investment, training and providing services and employment, the community dimension to the Riverside project, and community restorative approaches principles in general, are practices and philosophies that fit closely with the ethos of GDT.⁴⁶ GDT was also interested in the relationship building

⁴⁶ On the community elements of restorative approaches, see J. Braithwaite, 'Youth Development Circles', In *Oxford Review of Education* 27, no.2, (2001), pp. 239-52; F. Verity, and S. King, 'Responding to Intercommunal Conflict – What can Restorative Justice Offer?', in *Community Development Journal* 43 (4) (August, 2008), pp. 470-482; R. White, 'Communities, Conferences and Restorative Social Justice', in *Criminology and Criminal Justice* Volume 3, Number 2 (May 2003), pp. 139-160; B. Peper, and F. Spierings, 'Settling Disputes between Neighbours in the Lifeworld: An Evaluation of Experiments with Community Mediation in the Netherlands', in *European Journal on Criminal Policy and Research* Volume 7, Number 4 (December 1999), pp. 483-507; J. Ritchie and T. O'Connell, 'Restorative Justice and the Need for Restorative Environments in Bureaucracies and Corporations', in *Restorative Justice and Civil Society*, eds, H. Strang and J. Braithwaite (Cambridge University Press, 2001) pp149-164; A. Crawford and T. Newburn, 'Recent Developments in Restorative Justice for Young People in England and Wales: Community Participation and Representation', in *British Journal of Criminology* (2002) 42 (3) pp. 476-495.

potential that restorative approaches could offer for internal use within the organisation. It was hoped that after training its employees in restorative techniques GDT staff would take the principles of restorative approaches and begin to use them in workplace situations in order to improve communication, share ideas, problem solve and challenge their colleagues in a respectful way.

This 'internal' use of restorative approaches would also sit comfortably with a more 'external' community approach. It has already been noted that for the three Children's Centres run by GDT the aspiration was that through restorative approaches they could connect to a wider community of educationalists. GDT, however, also provides or manages several services that work closely with local government agencies. As these local government agencies in Hull were beginning to implement restorative approaches as part of the citywide scheme it became increasingly relevant for GDT to follow this progression. For example, the Hull Community Wardens, which are managed by GDT, work closely with the neighbourhood policing teams who were beginning to use restorative justice techniques to address anti-social behaviour. As the Wardens are involved in community safety initiatives and work closely with the police it was important that they understood what restorative processes were and how to use them. Indeed, in many instances Wardens organise restorative conferences in conjunction with the neighbourhood police. In addition, GDT felt that including restorative processes into new projects would improve the benefits of the scheme and improve the relationship with the clients involved in such projects. One such scheme was the Preventing Reoffending Project (PROP). The aim of this project is to help prisoners break the cycle of re-offending by offering nine months of post-custodial support. Although the main elements of this programme revolve around health, education and housing, GDT also placed the process of Family Group Conferencing at the heart of this scheme as a way of re-building familial relationships and creating support structures for the offender.

In conclusion, there are several reasons why GDT chose to implement restorative approaches that are unique to the organisation. First, the organisation felt restorative

processes would enable it to improve the quality of service delivery. By training its employees in how to use the language and processes of restorative approaches the organisation was developing its staff to work with their clients in a more structured way and it was hoped restorative approaches would provide a strand of commonality throughout all staff practices. Indeed, the strengthening of existing relationships and the development of new ones were a key motivator for implementing restorative approaches. Second, the internal use of restorative processes would provide each employee with a series of skills and techniques that they could use to strengthen and build colleague relationships, as well as share ideas and problem solve. Finally, because the Thornton Estate and Hull share similar problems it was hoped that the community building dimension to restorative approaches would be beneficial both to the citizens of Hull and those residents from the Thornton Estate who access services provided by GDT. It must be stressed that the GDT did not want restorative approaches to subsume the way the organisation currently worked; rather they wanted the processes of restorative approaches to sit alongside their exiting practice. As one senior manager noted *'Goodwin is not a restorative organisation, it's an organisation that uses restorative practices'*.

Chapter 4: Goodwin Development Trust's Journey with Restorative Approaches: Fact Finding, Implementation and Early Outputs

Implementation

After been involved in the Riverside pilot project GDT became interested in the idea of implementing restorative approaches throughout the organisation. However, they were unsure how to implement it and what level of investment to commit to such a programme. GDT as a community development trust sees many new initiatives introduced over the course of a year and at the start of the Hull citywide restorative project it had to consider the possibility that this would eventually cease after an initial programme of training. Indeed, as a registered not for profit charity, GDT has a duty of care to its trustees, employees and the community it represents to use and invest its resources wisely.

With these issues in mind, in 2008 it was decided that the best way forward would be to discover more about restorative approaches by sending some employees to visit an American organisation that had used restorative approaches for over a decade. The International Institute for Restorative Practices (IIRP) runs several training programs in addition to the Buxmont Academy scheme.⁴⁷ This visit was made because the original pilot scheme in the Riverside area used the IIRP to support, train and develop Hull Centre for Restorative Practices employees. In addition to this GDT's Chief Executive Officer and Head of Childrens Centres had also attended the IIRPs International Conference in 2007. The fact-finding visit to America aimed to investigate the potential for restorative approaches and for these to be witnessed firsthand. On returning to the organisation and giving their feedback to it was decided that GDT would move forward with restorative approaches over the coming months. Nevertheless, as a charity GDT did not have the resources to train its entire workforce in one go and from the spring of 2009, and in line with the Organic Method

⁴⁷ For more details on the IIRP, see <http://www.csfbuxmont.org/> and www.iirp.org, accessed on 07/02/2011.

outlined above, the organisation began to train its employees as and when spare time and resources could be allocated. The training in restorative approaches also had to be balanced with other initiatives. For example, many of the Trust's employees work with children and have to attend training days to gain professional accreditations to work in this area. In cases such as these professional training was given precedence over restorative approaches training. All staff across the organisation found themselves in similar situations and if there were training sessions on topics that were deemed more essential than restorative approaches training the former were always given precedence. Consequently, this meant that the implementation of restorative approaches had to develop slowly, when time was available to do so.

It was unfortunate for GDT that within months of implementing the training in restorative approaches the organisation underwent a large restructure. Owing to a reduction in one of its largest contracts the Trust had to place 90 of its employees on redundancy notice. It was a policy of the GDT to ensure that all those who lost their jobs were either allocated places in education or training or were reemployed back into the organisation. This process was long and difficult for GDT, whilst also taking up huge amounts of the time of senior managers who had until this time been responsible for developing restorative approaches within the GDT. This meant that some employees returning to the organisation did so in a different capacity. As such, existing teams had to incorporate new members of staff into their structure and many of those reemployed also had to re-train so they could work in effectively in their new area. The consequence of this was that although training in restorative approaches continued it became a lower priority at a crucial early stage of implementation. What this effectively meant was that for a few months organisational support and encouragement in using restorative approaches was lacking. As such there was a period in mid-2009 when the implementation process was drifting without any particular direction. Such events will not be unique to GDT and it is likely that over the years it takes restorative approaches to be fully embedded within any organisation many challenges will appear.

Bearing in mind the need for GDT to devote its resources to its most urgent projects, and notwithstanding the restructuring process, over the course of 2009 it was decided to send

three more members of GDT over to America to receive more specialist training in restorative approaches and make contact with practitioners from across the globe. Thus, at this stage GDT was following the Partial Method in that by the time the company-wide training was initiated in the spring of 2009 there were a small team of employees who had been trained to a high level in restorative approaches and who were committed to using it in both everyday and challenging situations.

The final piece of information that was critical in implementing restorative approaches into GDT was the creation in June 2009 of a partnership with the University of Hull. This partnership created a team of experts who immediately began to apply social science research methodologies, alongside theoretical knowledge of restorative justice, into analysing how the process of introducing the concept of restorative approaches into GDT was experienced by its employees. This also provided GDT with an opportunity to intricately learn from this research and through this they could see how employees were reacting to the implementation program, what feedback they were providing and what outcomes were emerging from the research and implementation. Such an exercise proved valuable and allowed the GDT to devise responses to the issues raised by the research. For example, after learning that an implementation dip had occurred by late 2009, that owed much to the lack of direction that resulted from the restructuring processes, a new training session on restorative approaches and its use in leadership and management issues was organised in January 2010. A second development that resulted from the feedback and early findings of the research was the creation of a guiding team in July 2010.

It has to be noticed that many GDT employees found that restorative approaches training reinforced their existing practice rather than providing them with a new set of skills. This ensured that even during the restructuring process of mid-2009 employees continued to use restorative approaches in their own teams. Indeed, GDT found working restoratively fitted closely with some of their existing projects and the general ethos of the Trust. For example, every two years GDT undertakes a research project entitled 'Quality of Life' that uses local volunteers who are trained in participatory research guidelines and who collect data from the residents of the Thornton Estate in order to discover what issues matter to residents

and what solutions the residents can offer to address these. GDT uses the findings from the Quality of Life to target future resources on the issues that concern the residents. During this process the local community is involved throughout, and the final recommendations of the report are introduced to the local community at pre-arranged events. The fact that GDT works with and involves the local community in this project from its inception to its completion shows how the organisation has a restorative way of working in that it involves the local community in decisions and projects that may affect them. Such existing practices ensured that restorative approaches were accepted and understood quite early on in the implementation process.

Training

As noted the training at GDT was delivered in a less structured way than some other organisations, such as schools, that generally follow the Whole Organisational Change method. The delivery of the training at GDT was not necessarily planned in this way but came as the result of an informal agreement that the Trust had made with the HCRP, who by 2009 had developed close links to GDT. Rather than formally appointing a training and implementation consultant GDT provided the Hull Centre for Restorative Practices (HCRP) staff with office space in GDT's central building and instead of receiving rent for this office the HCRP allowed GDT employees to attend their one day basic introduction to restorative approaches sessions, as well as putting on several GDT training days. In addition GDT bought further training from the IIRP who provided two more intense training sessions over 2010. Consequently, no formal contracts were signed about the delivery of the training and no bespoke planning and implementation strategy was developed in conjunction with restorative training consultants. As a result of this it took over a year before all GDT employees had attended at least one full day of training. However, this arrangement meant that restorative approaches were introduced to teams piecemeal which occasionally stalled its use within certain teams, as one employee noted *'having the training is one thing but to use it within a team environment when the rest of your team has not received the training is difficult'*. In the recommendations below this issue will be addressed by suggesting that while the training can be staggered it is better to plan this so that at least two to three members from each team attend the same training session together.

The result of the partnership with the HCRP was that by the end of 2009 the vast majority of GDT employees had received at least one days training in restorative approaches. In January 2010, following on from the company-wide basic training, a two day course entitled 'Management Skills Course in Restorative Practice' was run by the IIRP trainers and was attended by all senior and middle management. One month after this GDT bought further training and ten employees went on to receive the conference facilitator's training. Including those employees who from 2008-09 had received facilitator training in America this meant that by February 2010 fifteen members of GDT staff were qualified to organise and run formal restorative conferences, while the rest of the staff had all received at least one day's training in the principles of restorative approaches and the use of restorative circles.

Introduction of the Guiding Team

In July 2010, after the company-wide training programme was completed, the next step was to create a restorative approaches Guiding Team. This involved several individuals that represented the various work streams in GDT⁴⁸. The role of the Guiding Team was to see how the implementation process could be spearheaded by adopting innovative methods that would encourage the continuing use of restorative approaches. The creation of this group was in response to the research highlighting the fact that by the late summer of 2010 it was becoming apparent that the use of restorative approaches had entered into what is known as an 'implementation dip'. This is not unusual and most organisations that undertake such a large-scale training programme which means employees "*encounter an innovation that requires new skills and new understanding*" will experience such a dip.⁴⁹ Responding to such issues is crucial and the Guiding Team was created with the goal that they would develop a series of initiatives to encourage the continuing use of restorative approaches which would help to reduce the effects of the implementation dip.

⁴⁸ Goodwin is divided into four workstreams – Health and Wellbeing, Children and Young People, Safer, Stronger Communities and Education, Enterprise and Training.

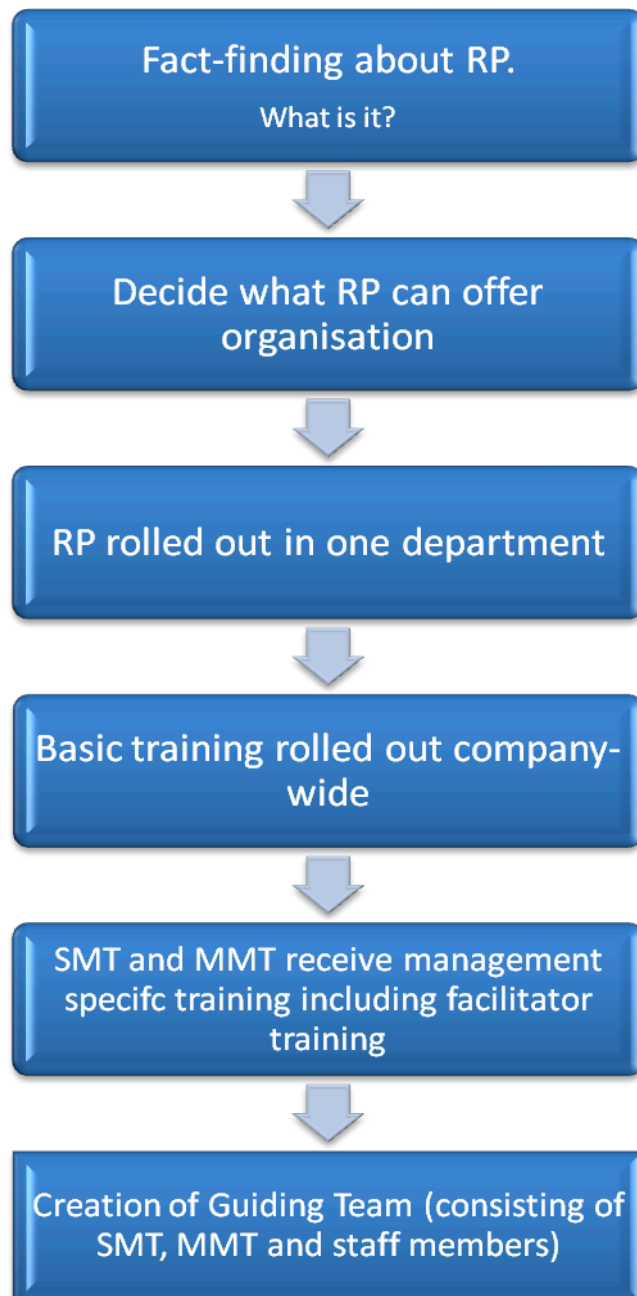
⁴⁹ M. Fullan, *Leading in a Culture of Change* (Jossey Bass, 2007), p. 6.

In the first instance the guiding team developed a staff information pack that simplified the principles, philosophy and processes of restorative approaches. This documentation would act as a refresher pack for those employees who had received their training in 2009 and would provide details on which situations to use restorative approaches processes in and who should be involved in these processes. By issuing this information pack the management of the organisation was also restating its commitment to restorative approaches. Second, for new employees entering the organisation a 'competency framework' system was created. These are a series of twelve skills that each new employee should possess in order to fulfil their role. These range from simply being aware that the Trust uses restorative approaches and what these are to being expected to champion its use internally and externally.

Goodwin Development Trust's Implementation Journey

- **2007** – Small group of employees visit America
- **Spring 2009** – Basic one day training begins for every member of staff
- **January 2010** – Management Skills Course for senior and middle management staff
- **February 2010** – Small group of middle management staff attend Two Day Facilitator Training
- **July 2010** – Guiding Team introduced
- **March 2011**-Plans discussed with regard to official policy alteration to incorporate more fully restorative approaches

The GDT Implementation Method as a Visual Representation



Outputs

This report has so far outlined the four potential implementation guidelines for workplace restorative approaches. The experiences of GDT from 2007-09 in many ways provided the template for the Organic Method. It was also the case, however, that as the training progressed GDT slowly developed a more structured Whole Organisational Approach. By early 2010 all employees had received at least one days training in restorative practices. Further, although the organisation did not deliberately create a group of lead practitioners three individuals did emerge over the course of the first year who began to undertake this role. As noted, a Guiding Team was also created that began to develop new plans for the continued use and encouragement of restorative approaches within the organisation.

As a result of the developments and training over 2009-2010, existing GDT employees had taken much on board about restorative approaches and some even began to use restorative processes with people external to the organisation. That GDT employees would adopt the languages and processes of restorative approaches with members of the public and their client groups was one of the aims of the organisation from the beginning. Considering restorative approaches started in the Children's Centres it will come as no surprise that this department of GDT was the first to employ such guidelines externally. On more than one occasion restorative circles were held between members of staff and parents to solve issues that had arisen. These included a conference between a group of parents who were in conflict with each other with the result that this was beginning to impact on the behaviour of the children. The circle addressed these issues and an agreement was drawn up in which each parent agreed to change one thing about how they were behaving towards the others. Within a few weeks, staff at the Children's Centre noticed the parents had begun to walk to the Centre together, and the atmosphere between the children had dramatically improved.

Although there were many positive outputs during the early stages of the implementation process it was also the case that a few members of staff had some negative experiences of restorative approaches. These experiences were generally the result of the incorrect restorative process being used in the wrong situation. In one case, for example, a circle had been held when it would have been more appropriate to have one to one meetings, while

on another occasion a restorative conference had created more tension than was there before. In this latter case it was felt the conference facilitator's inexperience had led to some of the participants feeling that the facilitator had lost focus and direction during the discussion.

One of the lessons learnt by GDT was that the correct process must be used for the right circumstance. If it becomes inevitable that a colleague needs to be offered support or challenged this should be undertaken in a private process. Circles are not recommended in the first instance because such processes involve the whole team. Challenging employees publically in front of the whole team can result in embarrassment, shame and anger. These are the exact things that restorative practice is trying to repair or avoid. For example, if a colleague's time-keeping is impacting on the rest of the team holding a circle in the first instance is not always the best way to address this because by doing so they may come away from the circle feeling victimised or embarrassed. This is why a key component of the recommendations below is the creation of a restorative approaches champion group. This system is designed to avoid issues such as these. As a group of individuals that are trained to a higher level, and who over time generate a richer set of experiences in using restorative processes, colleagues should ask their advice on what is the best process to use for the situation, or even ask them to facilitate a restorative process. It is also the case, however, that for some sensitive situations in which colleagues or employees in the organisation may be too close to be involved in facilitating a restorative conference the use of an external facilitator may offer the best solution.

The main outputs of GDT implementation strategy, therefore, was that two years after GDT first became interested in restorative approaches over 300 employees had received at least one days training, a champion group was starting to emerge, human resources consistently encouraged the use of restorative conferences in grievance complaints, restorative processes were used with members of the public and consultations were started on how to alter the formal policies and procedures around the use of restorative approaches within the organisation. Within these successful elements there were also some challenges that

arose during the early stages of implementation. Specifically these were issues of the wrong process being used in certain situations. The experiences of GDT employees were richer than this, however, and the following section brings together evidence gained from a series of interviews and focus groups held with senior and middle management throughout the period 2009 to 2011.

Experiences of GDT Management in Using Restorative Approaches, 2009-11

In addition to the research undertaken in partnership with the University of Hull a second investigation concentrated on the experiences of GDT managers as they implemented and used restorative approaches directly in their various departments. From June 2009 to February 2011 a series of semi-structured interviews and two focus groups were conducted with all senior and middle management. The interviews captured the early experiences of managers as restorative approaches were implemented across the organisation, while the focus groups were designed to test the main themes that emerged from the interviews. These data collection methods were staggered in order to capture the changing experiences of managers as they used restorative approaches within their individual departments.

GDT divides its management teams into two groups. First are the the senior management team (SMT), who are responsible for whole departments or work streams. Second, are the middle management team (MMT) and are responsible for the day to day management of teams. The working day of these groups varies but generally they are involved in staff, project and departmental management issues ranging from managing staff, developing partnerships, holding meetings, developing plans for future funding and sustainability and compiling budgets. However, a large proportion of their time is generally spent on managing staff and dealing with staff issues ranging from the basic to grievance and disciplinary procedures. Consequently, they can spend many hours dealing with complaints from staff members about workload, or fellow colleagues. Given that one of the benefits of using restorative approaches is to create a forum for people to come together to repair harm and solve problems through improved communication it is not surprising, therefore, the most striking experience for both management groups was the gradual reduction in the number

complaints they dealt with over the course of 2009 to 2011. This was essentially because team members were solving problems using restorative processes between themselves before they reported it to the management.⁵⁰ One middle manager, for example, noted how in 2008 (before the introduction of restorative approaches) they spent many hours a week resolving minor disputes within their team, but by late 2010 the time spent on such matters was minimal: *'the thing about restorative practice is that you can solve an issue before it becomes a problem'*. This comment was endorsed by a middle management colleague who said *"I'm dealing with less problems now...because they'll discuss something directly with their line manager rather than jump up a couple of levels and come to me."* From a human resources perspective this meant that issues, which before the implementation of restorative approaches would have ended in more formal grievance procedures, began to be solved using restorative conferences and circles, saving time and resources. Most managers also experienced a change in the atmosphere in the team. Specifically, they felt that team members were coming forward to see them more often about issues related to work that in 2008 would not have been raised. Through this an improved relationship between manager and team members developed over 2009-10.

The experiences of the senior management team (SMT) were similar to that of their junior colleagues. SMT are responsible for whole departments and usually lead on meetings and introducing new initiatives. All members of the SMT, for example, experienced a marked reduction in complaints in the period from 2009 to January 2011. The greatest impact of restorative approaches from an SMT perspective was that it had dramatically increased the way in which team members participated in departmental meetings. Several SMT members stated that they now put departmental problems to the team more directly to ask for advice using the problem solving circle approach. For the SMT this reduced the pressure on them as they now felt the whole team was actively contributing ideas to departmental problems.

⁵⁰ On communication, see D. Roche, 'Dimensions of Restorative Justice', in *Journal of Social Issues* 62, no. 2 (2006), pp. 217-238, p. 218; M. S. Umbreit, R. Coates and B Vos, 'Restorative Justice Dialogue: A Multi-Dimensional, Evidence-Based Practice Theory', in *Contemporary Justice Review*, Volume 10, Issue 1 (2007), pp. 23-41.

Indeed, by early 2011 SMT felt that their teams were now taking more accountability for the direction the department moved in.

As their confidence in using restorative approaches developed some SMT members began to adapt the use of circles to assess specific areas within their departments. In 2010, for example, one member of the SMT started to use circles to address their department's progress. As this member of SMT stated: *'it was about giving everybody an opinion on why we were under performing and pull out four or five tangible things that we could very quickly use to affect an improvement on that contract'*. Another method applied by one member of the SMT was to use circles as an evaluation tool for events that their department had organised. The whole team were brought together and asked to discuss the positives and negatives of the event. Crucially the circle process was used to ask each team member what could be done next time to improve the event. More generally circles or one to one meetings were used by the SMT and MMT to assess the mood in their departments and to see if any colleagues required extra support. By late 2010 both SMT and MMT were also employing the use of restorative approaches in their regular management team meetings. The way a restorative approach was used in these meetings broadly followed the same method that managers were using in their own teams. For example, at SMT and MMT meetings members were asked to mention things that had challenged them over the last month, or in what ways a new government initiative might affect the way their departments sought funding. In addition to this, by mid-2010 circles were used by both SMT and MMT as a way of solving any disputes or clashes that had arose, or were likely to arise. In short by early 2011 at a departmental level GDT was developing into a more collaborative organisation with all employees beginning to play an increasing role in the way the organisation worked.

Since the introduction of restorative approaches the overwhelming majority of relationship breakdowns within teams are now dealt with either by team leaders, middle managers or senior managers. Occasionally, however, complaints are reported to human resources either by employees or management. These involve issues were lower level team based restorative processes have been attempted but where one or both parties have felt that this has not resolved the issue. When this occurs human resources continued to encourage

those involved to have a second try with restorative approaches. At this stage someone external to the team (but still an employee of GDT) will be brought in to organise and run these processes, which usually take the form of conferences. The potential benefit for the organisation in adopting this approach is that it avoids lengthy, time consuming and expensive legal disciplinary or grievance proceedings that, as one SMT member noted are *'not positive for the values of the company and not positive for the performance of the company'*. As noted, the implementation of restorative approaches within an organisation is a slow process that needs time to effect a change in the culture. In line with the Organic Method the way the training was delivered also meant that it took several months before all employees had received their training. Added to this is the complex structure and geographical spread of GDT. In the past this has meant that communication between various departments and indeed within teams was occasionally poor. The introduction of restorative approaches across the organisation in 2009 began to resolve some of these communication issues. Cross departmental communication still remains weak in some areas but the impact of restorative approaches was felt immediately within teams. By late 2010 and once all employees had received training in restorative approaches all thirty-one participants noted a marked improvement in the way their regular team meetings were held. In particular they felt there was a better structure to the way the meeting was run and that they were beginning to be more involved in affecting the direction the team moved in. Managers experienced a reduction in complaints reaching their office and also felt less pressure in making decisions that affected their teams or departments. There was also a tendency to deal with issues that would in the past have been referred to a formal disciplinary hearing by using circles or conferences at team level. By early 2011, therefore, GDT had developed into an organisation that employed the use of restorative approaches across all departments to share ideas, solve problems, collaborate more effectively and, when needed, repair relationships that had been harmed.

The data from the interviews and focus groups generally showed that as the implementation of restorative approaches progressed, more positive outcomes started to emerge. This development was slow but dramatic. In the first series of interviews undertaken during the early stages of implementation some managers voiced concerns over

the use of restorative approaches in particular circumstances. In part this centred on the existing complaints and grievance policies and procedures. They were concerned that if they said or did something in a restorative conference this may be used against them during a more formal hearing. Consequently, on issues such as lateness and sickness some managers experienced a lack of confidence in using restorative processes to solve or address these concerns. By late 2010 the concerns of management in this regard had subsided and most were now using restorative guidelines to address issues such as colleague conflict, lateness and sickness. These earlier misgivings were unavoidable as implementing restorative approaches within a workplace will always bring forward challenges. When relatively inexperienced employees begin to be made responsible for organising and running circles and conferences it is to be expected that challenging, and at times difficult, situations will arise. To become confident in facilitating restorative process takes time. The key to this issue is having a series of checks and evaluations in progress during the implementation phase that highlights these challenges and brings about solutions to address them, while providing the organisation with the opportunity to support their employees.

By the time the research was completed managers and employees were using restorative approaches directly within their team structures in four ways:

1. To solve human resources issues such as lateness or absence, rather than take these problems to a higher managerial level outside the team
2. To collaborate and solve team or departmental problems relating to workloads and contracts
3. To share ideas on the future direction of the team and department
4. To solve inter-personal problems such as arguments between members of staff

From a management perspective by the spring of 2011 the use of restorative approaches had provided SMT and MMT with four key changes in the way they worked and the way their departments operated:

1. Managers felt less pressure in the decision making process, as all the team now gave some input into key decisions.
2. Managers felt that they were holding their team more accountable for the way they worked.
3. Managers felt they were communicating better with their staff and this had developed a better working relationship.
4. Managers were dealing with fewer problems in the team as colleagues were now resolving issues between themselves.

Plans for 2011

In January 2011 a new head of human resources was appointed to the organisation.⁵¹ Owing to the complexity of the organisation it was decided that the new head of human resources would be given several months to develop these policies. However, prior to the appointment of the new human resources manager the Guiding Team had put forward a series of suggestions on how to move things forward over 2011. First, it was advised that over the summer of 2011 a new set of policies and procedures on the use of restorative approaches within the organisation should be developed by human resources. Indeed, SMT eventually made a commitment to this in early 2011. It was provisionally agreed that in-line with existing practice these new policies would support the continued use of restorative processes in the company's discipline and grievance procedures and wider human resources protocols. At the time of writing this report also under consideration was whether GDT should use restorative processes with members of the public who issued formal complaints against GDT employees.

⁵¹ This report was compiled only after the new head of human resources was appointed, so although these plans were discussed in the guiding team meetings they would not be implemented until after the timeframe for the completion of the report had ended.

Plans were also put forward as to whether to change the regular staff appraisals that are ongoing across the organisation so that they adopt the use of restorative language. In the previous procedure managers met with employees and targets and duties were set around key job responsibilities. After a period 1-3 months the manager went through these with employees and a score was applied to the work that the employees had achieved since the last review. The suggestion was to change these so that it became more verbal using restorative statements and questions, rather than a point scoring system. This would ensure that each line manager used restorative language at least once every three months and employees would consistently come into contact with restorative principles.

With the creation of the Guiding Team in July 2010 and the appointment of a new human resources manager in January 2011 the organisation reached a cross roads. The question for GDT was whether to continue developing restorative approaches, and if so how to achieve this. With the exception of developing policies and procedures on the use of restorative approaches GDT had achieved most of the aims it had set itself in 2009. Nevertheless, for two reasons the success of adopting the Organic Method created difficulties in terms of developing policies and procedures. First, because restorative approaches had been adapted by each department to suit its own needs trying to standardise its practice could undermine one of its strengths; that by 2011 it had evolved to suit the way specific departments operated. This process was referred to by one member of SMT as a process of 'Goodwinising' restorative approaches. Second, as restorative approaches was currently being used by human resources and managers to successfully solve grievance issues without initiating a formal process in line with procedural documentation there was a concern that by officially incorporating restorative processes into the formal grievance/discipline procedures there was the danger that employees would begin to view it as a punishment, or as an undesirable process to be involved in. Put another way, if restorative approaches were working successfully in 2011 without any policies in place why create a bureaucratic structure that had the potential to alter employee's perception of what they were used for? As such, over the early months of 2011 serious consideration was given not only to how but *if* restorative approaches should be formalised into the discipline procedures.

Of course the issues faced by GDT in early 2011 entirely depended on what method of implementation an organisation follows. The External Consultant Method, for example, means that restorative approaches are used to solve issues that have already progressed to more formal grievance and discipline procedures. In this case it is entirely sensible and reasonable to create a series of policies and procedures on how to organise and run these meetings so that employees know what will happen and what level of protection they are afforded when they are in proceedings that could potentially lead to their dismissal. Yet, in relation to the Organic Method, where the aim is for employees to use it to build relationships, share ideas and repair harm at a team level, serious consideration has to be given to which policies and procedures are developed, if indeed they are developed at all. The interviews and focus groups that had been conducted with GDT employees had mixed views on this topic. Some employees said they would feel more comfortable working to a set of policies and procedures, particularly when restorative approaches were used in problems that had the potential to progress to more formal and legal processes. On the other hand some employees felt that creating an 'official' set of policies would constrict the use of restorative approaches with the added danger that over time people would perceive it as a punishment. These are issues any organisation wishing to implement the Organic and recommended method will have to address. As this report was in its final stages of production these are the issues that the new head of human resources along with senior management were dealing with.

Chapter 5: Recommendations: Structured Evolutionary Method

As can be seen from the above discussion, the journey of Goodwin Development Trust with restorative approaches has been long and at times complicated. Within this complexity however, lies a wealth of experience that allows GDT to offer several recommendations to other organisations that are considering implementing restorative approaches. What makes these recommendations unique is that they are focused on non profit and private sector organisations, rather than schools or other government bodies. Although implementing restorative approaches in any organisation has many similarities, the third and private sectors have singular characteristics that mean different implementation strategies/methods usually have to be adopted. Most private organisations will not be able to apply the Whole Organisational Change Method for the simple fact that shutting down the organisation while all the employees receive their training would be impractical. Finally, research has shown that no matter how well planned the introduction of restorative approaches is, there will be a minority of employees who ignore the training.⁵² Such resistance is to be expected

Structured Evolutionary Method – nine Phases

Phase 1 – Take time to discover what RP is to fully understand the background and principles.

Phase 2- Seek advice from experts in local university establishments

Phase 3 – What will RP bring to your organisation, what will you use it for?

Phase 4 – Plan a structure for delivery of training to avoid implementation dips

Phase 5 – Create support structures such as RP champions and lead practitioners, to facilitate implementation.

Phase 6- Assess situations that require the use of restorative process correctly

Phase 7 – Adapt policies and procedures around RP.

Phase 8 – Implement evaluation system from the beginning

Phase 9- Train employees to deliver training

⁵² C. Hayden and D. Gough, *Implementing Restorative Justice in Children's Residential Care*, (Policy Press, 2010;78)

as some members of staff may feel uncomfortable about applying new work practice guidelines, or feel that the concept has nothing to offer them. Once restorative approaches are fully embedded within the organization such resistance usually subsides as employees begin to see the positive benefits restorative approaches bring to team building and communication.

It will become apparent that the guidelines for the recommended method of implementation sits somewhere between the Whole Organisational Change Method and the Organic Method, in that a mixture of planning and natural development should produce a solid foundation for the embedment of restorative approaches and that during implementation, organisations should expect periods of rapid development interspersed with periods of slow growth. As such this method of implementation has been termed the Structured Evolutionary Method and has nine guidelines that provide a framework for implementation.

Phase One - Take the time to discover what restorative approaches are before the organisation considers full implementation. Restorative approaches have a specific language and a series of processes that have acquired technical terms. Before talking to training providers it is valuable to search through the internet and become familiar with the terms and language of restorative approaches. Therefore, when training providers are consulted the language they use will not be misunderstood.

Phase Two: Seek advice from any experts who may reside in your local area.

It may be the case that for some organisations that are situated in cities there exists a wealth of expertise in the form of theorists and academics who specialise in restorative justice. Seeking advice from such people is valuable in that they can provide guidance on the principles of restorative justice, in addition to sharing any ideas they have on implementation or knowledge of training consultants they know. GDT were fortunate in this regard as they had expert academic help at hand that not only focused the research but also provided advice on implementation and highlighted existing literature on restorative justice processes and people's experience of using it.

Phase Three - Decide what the implementation of restorative approaches will bring to the organisation, and how will they be used. In GDT's case they wished to use restorative approaches in two ways. First, GDT wanted the language and processes of restorative approaches to be used by employees to build workplace relationships, challenge unacceptable behaviours, problem solve and repair any harm that had resulted from conflicts within teams or departments. Second, the organisation wanted to apply its principles, language and processes with people external to the organisation who they collaborate with on certain projects and also with the various client groups they work with. Other organisations that do not have a community dimension may wish to use restorative approaches for only internal matters. This latter point is linked to how a company wants to use restorative principles, which in turn affects which method they implement. If, for example, an organisation does not want to change the culture of their workplace and wants to use restorative conferencing purely in grievance procedures or disciplinary hearings there is no need to adopt the Whole Organisational Change, Organic or Structured Evolutionary Methods of implementation. GDT developed the Organic Method because it wanted to provide its staff with training that would help improve workplace relationships and improve communication, but which would also provide employees with the necessary skills to use restorative approaches with their clients and agency partners across the city.

Of course the nature of each individual organisation will probably determine how restorative approaches are implemented and used by employees. Introducing restorative processes into a factory based environment may require a different strategy from the above method. This does not mean that restorative approaches cannot be used in these settings only that it requires a different emphasis. For instance, it is unlikely that employers will disrupt a production line by allowing workers to leave their duties while they have a team meeting using restorative approaches. Nevertheless, restorative conferencing is certainly a process that such environments can incorporate into their discipline procedures. Moreover, managers can also employ restorative methods, such as circles, as a problem solving tool and apply the basic restorative principles of openness and fair process by ensuring that all members of staff are involved in and understand why organisational decisions are made.

Consequently, such settings may not wish to have all their staff trained and instead follow the guidelines for the Partial Approach Method of implementation.

Once the organisation knows what restorative approaches are, what they will bring to the organisation and how they want to use them it is a recommendation of this report that from the beginning more than one training provider is consulted and asked to visit the company.⁵³ Indeed, it may be that, depending on the core business of the organisation, more than one training consultant is employed to train people in the same organisation. In addition it may also be the case that two or more training providers working alongside each other will learn from each other during the process. By asking more than one consultancy to visit the organisation the company will be able to best judge which provider can offer the quickest route to the type of restorative organisation it wishes to be.

Phase Four - Plan a structure for the delivery of the training. Although it may not be possible to have a full department trained at the same time it may be that a small group of individuals from each team/department can attend the same session. This can help alleviate the problems of an implementation dip. If the training of individuals within a team takes place over a period of months, the first person to receive the training can lose confidence and knowledge in restorative approaches by the time all members of the team have been trained. We recommend that a small number of team members be trained at the same time so they can bring the knowledge back to the team immediately. Two departments who have a similar remit or client group may also find it beneficial to attend the same training sessions as this allows them to share ideas on best practice. The training programme can be delivered in different phases. The first stage would be to train all employees of the organisation. The second stage would be to decide which employees wish to become restorative champions and then develop this group. The third stage is to create the cross departmental buddy groups. The final stage of the training involves two refresher sessions for all employees at intervals deemed appropriate. These last two refresher sessions can be organised and run by the restorative champions. This last point is crucial as after six to twelve months of implementation the champions will have knowledge on which

⁵³ A list of these can be found on the Restorative Justice Council's website <http://www.restorativejustice.org.uk/>

departments are using it, what the successes are and what the challenges have been. They will be able to respond directly to any concerns that employees voice in these refresher sessions.

Phase Five – Create a series of support structures that will help facilitate the implementation of restorative approaches. In many ways this stage sits closely with the previous phase. A key component within this recommendation is that a group of lead practitioners or restorative champions are developed early in the implementation process. As noted in the discussion about the Whole Organisational Change Method, this group can play an important role in developing the use of restorative practices within an organisation. During the research undertaken at GDT it became clear that although by 2011 managers were confident in using restorative approaches, they felt that in many situations they were too close to some team issues to objectively facilitate a restorative process. In essence what they required was a set of employees external to their team to organise and run a restorative process for them. It is important to note that the restorative champion group was allowed to emerge from the initial training and was not be created artificially at the outset of implementation. This is an important element of the recommended method. By allowing the restorative champions to put themselves forward this will ultimately save time. In Blackpool, for example, when they implemented restorative approaches they developed the champion group from the early stages.⁵⁴ Whilst initially this worked, it soon became apparent as the training continued that some individuals felt they could no longer continue in this role. By taking time to developing the champion group after they have received the training, and fully understand the demands of the post, this should increase the chances that the right individuals will emerge.

As the champions receive a higher level of training they are a vital support group for those employees who are less confident, or in some cases have not had sufficient training to use the more formal conference style processes. The idea is that other employees contact this

⁵⁴ This issue of training restorative champions was discussed by John Boulton and Kathryn Boulton at the 13th World Conference of the International Institute for Restorative Practices held in Hull on 14th October 2010, conference handbook, p. 59 (http://www.iirp.org/article_detail.php?article_id=Njc3). Their session was entitled 'Blackpool: The Introduction of Restorative Practices and Issues Relating to Implementation'.

group when they feel they have an issue that requires some form of restorative process but they are unsure about the right way forward. Members of the champion group will also develop themselves as they continue using restorative approaches. Thus, after some time, an organisation should possess a small core of skilled employees committed to developing and using restorative approaches. Within this support structure, however, it is also recommended that peer support or buddy groups are created. One member (or all members) of a team can attend these groups which provide a forum for sharing best practice ideas. These groups also allow employees to share their successes and challenges and offer each other advice. Finally, if there are other organisations in the same city or town it is recommended that some form of steering group is arranged so that organisations can form support groups and share practice and implementation ideas. This latter recommendation also sits comfortably with the ethos of restorative approaches in that new relationships between organisations will be formed that may prove beneficial in the future.

Phase Six - Assess situations that require the use of restorative process

correctly. As noted above there were a number of small cases in GDT where the wrong restorative process had been used to solve an issue. In some instances, for example, the best person to facilitate or organise a restorative intervention in a team may be someone external to that group. Such a person will be unaware of the peripheral issues in a team that may cloud the judgment of a permanent member of that department during the organising and running of a restorative process. It is recommended that employees are made aware of this by preparing a document that lists the key concepts of restorative approaches and which offers advice on how to use restorative questions, circle and conferences. The champion group will be a valuable asset in this. As external members to all teams except their own they can offer independent advice to managers and team members on the most suitable way forward. It is still advised, however, that in some extreme cases the use of external consultants may be beneficial and this option should never be wholly discounted.

Phase Seven - Adapt existing policies and procedures around restorative

approaches. This provides a quick and efficient use for restorative approaches that goes right to the heart of the organisation. Most companies will have an appraisal or progress

review system in place. At GDT, for example, each employee had a regular meeting with their line-manager in which their performance was reviewed and future work was discussed. In the case of GDT each member of staff was given a percentage score as to how well they were fulfilling their role. In most organisations such reviews are compulsory. Having these systems already in situ creates the opportunity for these to be quickly altered so that restorative language is incorporated into these regular meetings. A simple way to start is to follow the 'affective statements' and 'affective questions' that are discussed during the training courses and include these in the review/appraisal documentation. By doing so the fair process principles of restorative approaches are fulfilled, as are principles of involving employees in decisions and processes that affect them.

Once *existing* policies and procedures have been adapted to restorative principles it is recommended that over the course of the first six months of implementation *new* policies and procedures are created around the use of restorative approaches. This is particularly relevant in relation to the use of restorative processes in discipline issues. It may be the case that some employees in managerial positions will be cautious of using restorative processes in certain situations because of employment legislation. Indeed, managers can be under pressure not to place their organisations at risk of potential legal action through employment tribunals. The result of this can be that some managers may remain wedded to the existing methods of dealing with conflict or behavioural issues. There are four advantages to issuing such documentation. First, the organisation will show all employees the future direction the organisation wishes to take. Second, it also gives direct evidence that the senior management are behind the process. Third, such documentation provides members of staff with a counterweight to others in the organisation who suggest that restorative approaches are too time consuming and that working in such a way will be problematic in terms of hitting targets. Fourth, such documentation also gives employees information about the way the company wants restorative meetings to be conveyed. This is perhaps more relevant in situations where managers will use restorative processes in order to solve team conflict or minor discipline issues.

Phase Eight - An evaluation system should be put in place from the beginning to monitor the process of implementation.⁵⁵

It is recommended that before restorative approaches are introduced to the organisation a staff survey is undertaken. If possible the survey should include questions on communication and how valued employees feel by the company. Other issues such as colleague relationships and involvement in, or an understanding of, the decision making processes within their teams should also be included. By collecting such baseline data the organisation will be able to chart the changes that restorative approaches bring to the company. At the same time such surveys should also highlight the areas of the organisation that require extra support or more training. Evaluating the implementation process of restorative approaches provides the organisation with two things. First, it allows them to see what improvements have been delivered as a result of introducing restorative approaches. Second, it allows the organisation to know which areas need support.

Phase Nine - Train a small group of employees to become trainers in restorative approaches.

Once an organisation has completed all the previous eight steps it will be in a position to ensure that it becomes self sufficient in the delivery of training. Over time every organisation undergoes movement both from and into the workplace. It may be the case, for example, that one or more of the restorative champions leave the organisation, creating a void in the restorative champion team. It is important that the organisation possesses the capacity to fill this gap. Furthermore, new employees joining the organisation will also require some training in order understand what restorative approaches are and how that particular organisation uses them. The research within GDT also showed that it is likely most organisations will adapt the use of restorative approaches to suit their own needs, thus ending up with a different way of using it to that which was originally presented by the trainer. In GDT this was referred to as a 'process of Goodwinisation of restorative approaches'. Successful implementation of this phase would ensure the organisation ceases to need external restorative trainers and continues to train

⁵⁵For ideas on evaluation, see L. Presser, and P. Van Voorhis, 'Values and Evaluation: Assessing Processes and Outcomes of Restorative Justice Programs', In *Crime and Delinquency* 48 (1) (2002), pp. 162-188.

its employees in the evolved way that the organisation has decided to use restorative approaches.

Conclusion

This report has described the journey of Goodwin Development Trust with restorative approaches. In the first instance it introduced the background to GDT's involvement with restorative approaches and placed this within the framework of Hull moving towards becoming a restorative city. Following this it provided an overview of restorative approaches, discussed its development from restorative justice and provided some examples of the benefits of using restorative approaches. Although there are some differences between the two concepts, the central philosophical tenets and the main processes remain unchanged. The report then used the findings from the research undertaken by GDT and the University of Hull to introduce four methods that provided guidelines on how to implement restorative approaches. Following this, the report described why GDT first became interested in restorative approaches and explained GDT's implementation process. The major factors in GDT's interest in the concept were two-fold. First, restorative principles fitted in with the ethos and existing working practices of GDT. Second, as GDT provides services that work with many projects across the city, connecting to these through restorative approaches was seen as a positive way forward, particularly as Hull was moving towards becoming a restorative city.

The report shows that the GDT implementation story is a complex one that changed and adapted to situations as they arose. In the first instance it could be argued that GDT actually followed the Guidelines of the Partial Approach Method. For almost a year there were only a small group of employees who were trained to use restorative approaches, or indeed had knowledge of it, and who were using it within their teams and occasionally were called upon to run more formal conferences within the organisation. In 2009 this changed when a company-wide training programme was initiated and every employee soon had knowledge of what restorative approaches are and had started to use them in their teams. It is also true however that GDT employed an external facilitator on more than one occasion over 2010, and as such followed some of the guidelines of the External Consultant Method. Nevertheless, by February 2010 all employees had been trained, a management leadership course had been run and over ten employees were trained to organise formal conferences.

These latter developments ran concurrently with changes to job specifications, the creation of a Guiding Team and a change in some company documentation. By the time this report was in production plans were being formulated to formally incorporate restorative processes into the complaints and grievance procedures. The experiences of GDT in first discovering restorative approaches and then implementing them, permitted the research team to create a set of guidelines that appeared in the form of the Structured Evolutionary Method. This approach borrows aspects from both the Whole Organisational Change Method and Organic Method. Both these latter two approaches have strengths, but for third and private sector organisations the former may not be practical to implement owing to the way the training is delivered, while the Organic Method leaves much to chance and relies on an organisation's ability to keep focused on a long process. The Structured Evolutionary Method contains guidelines that support both planning and continued development of restorative approaches, while giving employees the freedom to evolve and adapt their practice over time.

The experiences of GDT employees in implementing and using restorative approaches should be set within a wider framework. By early 2011, in the city of Hull, over 3,500 people had received some training in restorative approaches. Twenty-five percent of all schools in the city are now using restorative approaches, as are several children's homes and children's centres. The Neighbourhood Police Unit is also now fully trained in restorative processes and is actively using this to solve neighbourhood disputes, anti-social behaviour problems and truancy issues. GDT's employees include youth workers, children centre staff, community wardens, family support workers, pre and post natal support staff and community cohesion workers who are all actively connected to this network of users of restorative approaches. Wardens and youth workers collaborate with the police, children centres engage with local schools, family support workers cooperate with family group conferencing services and work alongside social services. The common denominator of practice between all these groups is their use of restorative approaches. This, as was the city's aim at the start, provides these groups of professionals with a common language and set of skills they can use with those members of the public they work with. It is important to stress that many people who come into contact with family support staff, for example, will

most likely have a child at a children centre or will be accessing social services. Importantly, the research undertaken by GDT and the University of Hull has shown that when people are trained to use restorative approaches in their professional capacity they also begin to apply the processes to build relationships at work. Consequently, through the implementation of restorative approaches across the city a 'connected community' of professionals from different backgrounds and professions were united by a common language and set of processes; that of restorative approaches.⁵⁶

For GDT, connection to these groups is vital for its future development and was indeed one of the main reasons why the Trust implemented restorative approaches in the first place. This is not to say that the journey was, or continues to be, straight forward and at times it has been challenging, but through positive actions and perseverance Goodwin Development Trust is well placed to develop restorative approaches more fully over 2011 and 2012. If things continue at the same pace, by late 2012, some three to five years after deciding to spread RA from its Childrens Centre to the rest of the GDT, the organisation should be confident to classify itself as one that fully understands and uses the concept and processes of restorative approaches.

Further information:

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⁵⁶ An academic paper will be published as part of this project that analyses this connected community in greater detail.



www.goodwin-trust.org