

## Restorative justice in response to sexual abuse Summary of current research and practice in Australia

Prepared by Transforming Justice Australia
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## **About us: Transforming Justice Australia**

**Transforming Justice Australia** is an independent, community-based organisation providing restorative practices for people harmed by sexual abuse, those responsible, their families and community. Our restorative practices are survivor-oriented, trauma-informed and we place value on voice, dignity, accountability, safety, and voluntariness. We offer services in the community, and in some instances, alongside criminal legal system responses.

Transforming Justice Australia's primary objective is to advance survivor-oriented, restorative justice responses to sexual and family violence. Our organisation offers a unique restorative justice program in Australia that focuses on, and is guided by, the needs and perspectives of survivors of sexual and family violence. The project combines research and practice to develop initiatives to advance and promote restorative justice practices in Australia for adults, children and young people harmed by sexual violence. Our vision is to provide access to alternative and innovative approaches to addressing the harm of sexual and family violence. While survivor oriented it also supports and advocates for community support and evidence-based practices for people responsible for harm.

We consist of a panel of experts who bring a wealth of experience, knowledge, skill and wisdom about how to prevent and respond to sexual abuse and other harmful behaviours. Our consultancy specialist restorative justice team provides support, advice, education and collaboration for and with organisations who have identified a need for restorative justice practices and processes. We can provide specialist consultancy practice services on a fee for service basis. We are also open to collaborations and co-design supported by shared grant funding.

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**Transforming Justice Australia** is a community-based survivor-oriented restorative justice practice for sexual abuse. We work with people harmed by, and those responsible for sexual abuse, their family and community.

Table 1: Best practice standards and guidelines for the use of restorative justice

Report	Application	Key findings/ recommendations
United Nations, <u>Basic Principles on</u> the Use of Restorative Justice <u>Programmes in Criminal Matters'</u> (24 July 2002) E/RES/2002/12	A human rights-based framework	As a Member State the existing work of the United Nations should shape any discussion of RJ within the criminal justice system in Australia.
United Nations, Office of the Special Representative of the Secretary-General on Violence Against Children "Promoting restorative justice for children" 2016	Rights framework for use of restorative justice for children and young people	As a Member State the existing work of the United Nations should shape and inform discussion of how restorative justice can be applied to child protection policy approaches.
Mercer, Vince; Sten Madesen, Karen; Keenan, Marie; Zinsstag, Estelle, "Doing restorative justice in cases of sexual violence: A practice guide", European Commission (2011)	There is now a growing body of research evidence which supports the application of Restorative justice (RJ) in cases of severe harm, such as sexual violence (SV). RJ offers an additional approach which can be moulded to the needs of the individual victims.	The focus of this practice guide is on creating safety in practice for victims of SV who wish to meet with their offender, including guidance on how to engage with the parties to RJ in SV cases safely and in a manner that meets the psychological and emotional needs of all, most especially of the victims and offenders.
Professor John Braithwaite, Setting Standard's for restorative justice (2002).	A conceptual framework that supports human rights and can work alongside jurisdictional obligations	A framework that supports the process of RJ within a human rights lens with upper limits eg on sanctions.
Restorative Justice: Best Practice, New Zealand	National Standards for the use and application of restorative justice in New Zealand	The need for guidance on the use of restorative justice processes is recognised. Basic principles adopted by the United Nations in 2002 encourage States to develop guidelines and standards to govern the use of restorative justice programmes.
New Zealand, National Standards Restorative justice standards in sexual offending cases, 2013	National Standards for the use and application of restorative justice in response to sexual offending in New Zealand	Restorative justice in response to sexual offending is conducted by accredited providers, currently the only provider is Project Restore, NZ.

Table 2: Evaluations of existing practice: restorative justice in response to sexual abuse

	Australian papers	
Bolitho J; Freeman K, (2016), <u>The</u> <u>use and effectiveness of restorative</u> <u>justice in criminal justice systems</u> <u>following child sexual abuse or</u> <u>comparable harms</u>	Royal Commission into Institutional Responses to Child Sexual Abuse	Most recent published synthesis of existing evidence base domestically and internationally of existing RJ practices after child sexual abuse & sexual assault more broadly. Important for canvassing programs outside of the criminal justice system (or alongside) as well.

Centre for Innovative Justice (2014) Innovative justice responses to sexual offending – pathways to better outcomes for victims, offenders and the community. RMIT Commissioned by the Australian Commonwealth Attorney General's Government.	Australian government commissioned report into restorative justice, sexual abuse and criminal justice	This report is an excellent summary of existing research and outlines a number of ways forward. It specifically aimed to: "identify innovative justice processes that have the potential to meet more of the needs of victims of sexual offending; to address public interest concerns; and to prevent reoffending in ways that the conventional justice system has limited capacity to achieve" (pg6)
Daly (2011) Conventional and innovative justice responses to sexual violence. Australian Centre for the Study of Sexual Assault	Australian government commissioned report into restorative justice, sexual abuse and criminal justice	An earlier report similarly canvassing existing evidence domestically and internationally for approaches that may support survivors of sexual violence, specifically looked for ways "to improve criminal justice system efficacy (e.g., conviction rates) and victims' experiences in the aftermath of sexual assault—both within and outside the legal process" (p2). This paper is important for the concept of a 'menu' of options and pathways to justice approach.
Braithwaite and Ivec (2021) Listening and Learning, and Collaborating through an inclusive National Framework for Protecting Australia's Children	Review of the principles and areas for improvement to the National Framework for Protecting Australia's Children, a vision of restorative practices for the 2021 – 2030	Paper identifying the need for explicit reference to theoretical model of restorative practice in order to strengthen the principles and community engagement for the coming decade
KPMG Review on the Youth Justice Conferencing Program prepared for Department of Youth Justice Queensland, 2010 (unpublished, released under freedom of information	Comprehensive review of use of restorative justice in youth conferencing matters.	Report found that high number (91%) of offenders and ALL victims and families reported high levels satisfaction with the program; that young people who participated in the program were less likely to re-offend in the following 12 – 24 months and for every \$1 invested, \$1.20 was saved in the immediate and short term.
Restorative Justice Program 12- month Evaluation	Queensland Government Review of Youth Justice Conferencing	Found that participation in therapy and treatment, victim and family satisfaction was high, and a positive impact on reoffending rates: » 59% of all distinct young people who completed a conference between 1 July to 31 December 2017 did not reoffend within six months of their conference (41% reoffending rate) » 7% showed a substantial decrease in the magnitude of their reoffending » 11% showed a slight decrease in the magnitude of their reoffending » In total, 77% of young people either did not reoffend or showed a decrease in the magnitude of their reoffending.

Loff et al. (2019) A community- based survivor-victim focussed restorative justice — a pilot, Report to the Criminology Research Advisory Council	Review of South Eastern Centre for Sexual Assault pilot program for sexual assault and associated harms using restorative justice in the community	A community-based evaluation of restorative justice program in the community, completed through the South Eastern Centre for Sexual Assault and Monash University.
Daly K and Curtis-Fawley, S (2006)  "Justice for victims of sexual assault: court or conference?" published in Heiner K and Kruttschnitt C (eds.)  Gender and Crime: Patterns of Victimization and Offending (pp.230 – 65) New York: New York University Press, 2006.	Young people age 14 – 17 years old Court referred; Alongside criminal legal system; Involves victim and offender in direct dialogue; Sexual violence	Met the needs of victims; offenders engaged in therapy/programs; re-offending reduced after 5 years follow up.
Daly (2011) Conventional and innovative justice responses to sexual violence. Australian Centre for the Study of Sexual Assault	Australian government commissioned report into restorative justice, sexual abuse and criminal justice	An earlier report similarly canvassing existing evidence domestically and internationally for approaches that may support survivors of sexual violence, specifically looked for ways "to improve criminal justice system efficacy (e.g., conviction rates) and victims' experiences in the aftermath of sexual assault—both within and outside the legal process" (p2). This paper is important for the concept of a 'menu' of options and pathways to justice approach.
Jacqueline Joudo Larsen (2014)  "Restorative justice in the Australian criminal justice system"	Australian Institute of Criminology report capturing the available statutory programs in Australia	The purpose of this report was to describe and provide an overview of restorative justice programs in Australia in order to build on Heather Strang's 2001 review and provide an assessment of current and future issues facing restorative justice practice. Concluded that "where restorative justice is done well, it goes beyond what traditional responses can achieve and as a result, the potential impact upon individuals, communities and society is substantial it is about more than traditional notions of justice—it is about repairing harm, restoring relationships and ultimately, it is about strengthening those social bonds that make a society strong."
	International papers	
Jülich, Shirley, and Fiona Landon. "Achieving justice outcomes: Participants of Project Restore's restorative processes." Restorative Responses to Sexual Violence. Routledge, 2017. 192-211	Adults 18+; Court referred, prison referred, community referred matters; Involves victim and offender in direct dialogue; sexual violence	Met the needs of victims; 70% of offenders engaged in ongoing treatment and programs

Koss MP. The RESTORE Program of Restorative Justice for Sex Crimes: Vision, Process, and Outcomes. Journal of Interpersonal Violence. 2014;29(9):1623-1660.	Court referred victim offender dialogue; pre sentence; program for restorative conferencing.	Comprehensive study of restorative justice interaction with criminal process (court referred), found high rates of victim satisfaction, sustained engagement and reduction in offending of accused.
Hudson, B. (2000) Restorative justice and gendered violence: Diversion or effective justice? British Journal of Criminology, 42(3), 616-634.	A feminist conceptual underpinning	A cogent theoretical piece discussing the potential of RJ in the sphere of power-laden contexts such as gendered and sexual harm.
Restorative Justice Council UK Paper, November 2011	Cost benefit analysis of restorative justice using three control sites in the UK,	Professor Shapland found clear evidence that, using Home Office standard measures, restorative justice conferencing provides value for money.  The Home Office standard measure for the cost of crimes was used (this combines the cost to victims plus the costs to the Criminal Justice System of particular crimes). The overall cost of re-offending is therefore a combination of frequency of reoffending and severity (more serious crimes cost more to both victims and the CJS). The cost savings provided by RJ reducing the frequency of offending can then be compared with the cost of delivering restorative justice. In this research, the JRC RJ conferencing sites all showed a significantly lower cost of convictions versus the control groups at all their three sites (London, Northumbria and Thames Valley).
Sherman, L. and Strang, H., 2007. Restorative justice: The evidence. Smith Institute.	The aim in this Report was to bring together the results of RJ trials in order to set out a definitive statement of what constitutes good-quality RJ, as well as to draw conclusions both as to its effectiveness with particular reference to reoffending and as to the role that RJ might play in the future of Britain's youth and criminal justice systems.	The evidence is far more extensive, and positive, than it has been for many other policies that have been rolled out nationally. RJ is ready to be put to far broader use and could be lead by "restorative communities".
Lawrence W. Sherman, Heather Strang et al. "Are Restorative Justice Conferences Effective in Reducing Repeat Offending?" Findings from a Campbell Systematic Review	This paper synthesizes the effects on repeat offending reported in ten eligible randomized trials of face-to-face restorative justice conferences (RJCs) between crime victims, their accused or convicted offenders, and their respective kin and communities.	Meta-analysis found that, on average, RJCs cause a modest but highly cost-effective reduction in the frequency of repeat offending by the consenting offenders randomly assigned to participate in such a conference. A cost-effectiveness estimate for the seven United Kingdom experiments found a ratio of 3.7–8.1 times more benefit in cost of crimes prevented than the cost of delivering RJCs. Concluded that RJCs are a

		cost-effective means of reducing frequency of recidivism.
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Table 3: Studies concerning restorative justice within criminal justice systems: by area of impact

Indicator	Child sexual abuse	Adult sexual abuse	Comparable harms
Reoffending	Couture, Parker, Couture & Laboucane (2001); Daly, Bouhours, Broadhurst & Loh (2013)*; Goodman- Delahunty & O'Brien (2014); Butler, Goodman- Delahunty & Lulham (2012); Pennell & Burford (2002) & (2000)	Koss (2014); Rugge, Bonta & Wallace- Capretta (2005)* Stewart, Sapers & Wilton (2013)	McMasters (2014); Kingi (2014); Department of Human Services Review of the Youth Justice Group Conferencing, Program Final Report (2010)
Victim satisfaction and sense of procedural fairness	Jülich, Buttle, Cummins & Freeborn (2010); LeJeune's (1996)*; Bolitho (2015); Gang, D., Loff, B., Naylor, B., & Kirkman, M (2021) Opening Pathways to restorative justice: analysis of parliamentary debates on sex crime law reform in Victoria Australia, in Trauma, Violence and Abuse, 22, 1, 186-190	Koss (2014); Rugge, Bonta & Wallace- Capretta (2005); Umbreit, Vos, Coates & Amour (2006); Roberts (1995)	Strang, Sherman, Woods & Barnes (2011); Gal & Moyal (2011)* (mixed); Gal (2011); Strang, Sherman, Angel, Woods, Bennett, Newbury-Birch & Inkpen (2006); Sherman, Strang, Angel, Woods, Barnes, Bennett & Inkpen (2005); Strang (2002); Campbell, Devlin & O'Mahony (2006); Kingi (2014)
Victim experiences of restorative justice	Daly & Curtis-Fawley (2006)*; Daly (2002); Loff, B., Bishop, L. (2017), When conventional justice fails, in Law Institute Journal, Vol. 91 (1), pg 24	Koss (2014); Umbreit, Vos, Coates & Amour (2006); Roberts (1995)	Gal (2011); Strang, Sherman, Angel, Woods, Bennett, Newbury-Birch & Inkpen (2006); Sherman, Strang, Angel, Woods, Barnes, Bennett & Inkpen (2005); Strang (2002); McMasters (2014); Kingi (2014)
Victim needs	Jülich & Landon (2014); Bolitho (2015)	Rugge, Bonta & Wallace- Capretta (2005)	Strang (2002)
Motivation for participation	Bolitho (2015)	Umbreit, Vos, Coates & Amour (2006); Roberts (1995); Rugge, Bonta & Wallace-Capretta (2005)	Campbell, Devlin & O'Mahony (2006)
Offender attitudes (to experience or outcomes)		Koss (2014)*; Rugge, Bonta & Wallace- Capretta (2005)*; Roberts (1995)	
Post-traumatic stress symptoms		Koss (2014); Gustafson (2005)	Angel, Sherman, Strang, Ariel, Bennett, Inkpen, Keane & Richmond (2014)

Table 4: Existing restorative justice programs and practices in Australia

Jurisdiction	Program/Practice	Application
Australian Capital Territory	Restorative Justice Unit Crimes (Restorative Justice) Act (2004)	Available alongside the criminal justice system. In the most serious cases, restorative justice can only occur after the person responsible has been charged and has pleaded or been found guilty. Outcomes may be considered in sentencing. [11]  In less serious cases, if the person responsible participates in restorative justice, the police may decide not to file charges. [12]
New South Wales	Transforming Justice Australia	Auspiced by an NGO, the Community Restorative Centre, TJA is a community-based program. Accepts court and community referrals in sexual abuse cases. A community-based survivor-oriented practice developed by the community and lead by lead be a research and practice team drawing on best evidence, research and practice nationally and internationally.
	Victim Support Unit, Corrective Services  NSW	Post sentencing program for some adult offences. Usually towards the end of custodial sentence, victim-survivor principles.
	Youth Justice Conferencing Young Offenders Act (1997)	Established pursuant to the <u>Young Offenders</u> <u>Act</u> , requires acceptance of guilt and court referral for non-serious offences (excludes serious persistent offending, homicide and all sexual offences)
Northern Territory	Restorative Justice Conferencing Youth Justice Act (2005)	Pilot scheme for young people under 18 years. Heavily scripted process which doesn't require victim to participate. Referrals from Police or Court, no serious offence types.
Victoria	Open Circle, Centre for Innovative Justice	Attached to RMIT, accepts court referred and community referred sexual assault cases.  Based on best evidence and practice with an emphasis on research and practice.
	Department of Justice and Community Safety, Victoria, Family Violence Restorative Justice Service	Available alongside the criminal justice system. Cannot be used instead of a criminal prosecution or other civil justice processes. Accepts family violence and sexual violence matters when referred from court.
	Department of Justice and Community Safety, Youth Justice Group Conferencing	Offending by people aged 10 to 18 years; not available for homicide, manslaughter or sexual offences.

	Restorative Engagement and Redress Scheme for Victoria Police employees	Supporting Victoria Police employees, former and current, who have experienced workplace sex discrimination or sexual harassment.
	South-Eastern Centre Against Sexual Assault and Family Violence (SECASA), Victoria	Community referred – sexual assault counselling service. Some interaction with the criminal justice system can occur. RJ possible even if there has not been a report to police. Was evaluated by Monash University but is no longer operating.
Queensland	Youth Justice Conferencing Youth Justice Act (1992)	Referrals from Police and Children's Court, able to accept referrals in sexual abuse matters and has been evaluated by KPMG. Participants can be referred for treatment in the community – previously offered by Matr Health, now provided by Bravehearts. No community referrals into RJ possible.
	Restorative Justice Conferencing	Court referred model for criminal matters, exploring sexual offences in 2023.
South Australia	Community Transitions	An NGO which accepts court referred and community referred sexual abuse cases; provides Circles of Support and Accountability for people responsible for sexual abuse (custodial referrals only). This is the only CoSA offered in Australia. <sup>1</sup>
	Family Conferencing, South Australia Young Offenders Act (1993); Courts Administration Act (1993)	State-wide coverage from its base in Adelaide. Family Conferences occur when a youth (a young person of ten years or older but under the age of eighteen years) admits the commission of an "offence". Referrals are made to the Conferencing Unit by the Police and occasionally, by the Youth Court. Family Conferences are able to be flexible where they are held and the times they are listed, to suit the parties.
	Port Lincoln Aboriginal Conferencing Program	Conferencing Unit and Aboriginal Programs. Aboriginal Conferencing held at Port Lincoln Magistrates Court involves members of the Aboriginal community and victims in a conference, which enables the defendant to have a greater awareness of the harm resulting from their offending. (unsure if still operating)
Tasmania	Community Conferencing	Referrals for young people under 18 years of age, are made to the Community Conferencing by the Police or the Court. Generally, offences which are considered by the Police to be significant enough to warrant an enforceable outcome are referred to

<sup>&</sup>lt;sup>1</sup> Richards, K., Death, J., & McCartan, K. (2020). Community-based approaches to sexual offender reintegration (Research report, 07/2020). Sydney, NSW: ANROWS. <a href="https://www.anrows.org.au/project/community-based-approaches-to-sexual-offender-reintegration/">https://www.anrows.org.au/project/community-based-approaches-to-sexual-offender-reintegration/</a>

		Community Conference, but serious offences including sexual offences cannot be referred.
Western Australia	Youth Justice Conferencing Youth Offenders Act 1994	Governed by legislation and available for young people under 18 years of age, matter adjourned for 8 weeks to enable a referral and restorative conference to take place.
National	National Redress Scheme, Direct Personal Response	Enables a restorative process between the victim and a representative from the relevant institution if registered with the Redress Scheme

Table 5: Specialist community based and survivor led restorative justice programs for sexual abuse

Community based and survivor oriented restorative justice		
Victoria	Open Circle, Centre for Innovative Justice	Attached to RMIT, accepts court referred and community referred sexual assault cases. Based on best evidence and practice with an emphasis on research and practice.
New South Wales	Transforming Justice Australia	Auspiced by the Community Restorative Centre, TJA is a community- based program. A community-based survivor-oriented practice developed in the community and drawing on best evidence, research and practice nationally and internationally. Accepts survivor-led referrals from pre report, post report (pre sentence) and post-conviction in sexual abuse cases.
Institutional and	Government led/legislated restorative justi	ce programs for sexual abuse
National	National Redress Scheme, Direct Personal Response	Enables a restorative process between the victim and a representative from the relevant institution if registered with the Redress Scheme. Has been developed in the wake of the Royal Commission into Institutional Responses to Child Sexual Abuse.
	Defence Abuse Response Taskforce	This program is designed to support a person harmed to tell their personal story of abuse to a senior representative from Defence in a private, facilitated meeting—a Restorative Engagement Conference. The conference provides the opportunity for Defence as an institution, to acknowledge and respond to their personal story of abuse.
Australian Capital Territory	Restorative Justice Unit Crimes (Restorative Justice) Act (2004)	Available alongside the criminal justice system. In the most serious cases, restorative justice can only occur after the person responsible has been charged and has pleaded or been found guilty. Outcomes may be considered in sentencing. In less serious cases, if the person

		responsible participates in restorative justice, the police may decide not to file charges. Has been expanded recently to include sexual assault cases.
Victoria	Department of Justice and Community Safety, Victoria, Family Violence Restorative Justice Service	Available alongside the criminal justice system. Cannot be used instead of a criminal prosecution or other civil justice processes. Accepts family violence and sexual violence matters when referred from court.
Queensland	Youth Justice Conferencing Youth Justice Act (1992)	Referrals from Police and Children's Court, able to accept referrals in sexual abuse matters and has been evaluated by KPMG. Participants can be referred for treatment in the community – previously offered by Matr Health, now provided by Bravehearts. No community referrals into RJ possible.
	Restorative Justice Conferencing	Court referred model for criminal matters, exploring sexual offences in 2023.

Table 6: Recent developments in restorative justice policy and reform in Australia

Report	Context	Key findings/recommendations
National Plan to End Violence Against Women and Children	The National Plan to End Violence against Women and Children was launched in October 2022 following months of community consultation.  Specific commentary and recommendations on restorative justice have been included in the National Plan, in recognition of the views of survivors and their advocates.	<ol> <li>Restorative justice as a response to sexual abuse and family violence was endorsed in the Plan and it was noted could compliment existing processes:         "responses should seek to accommodate the different needs and interests of victimsurvivors and employ, where appropriate and safe to do so, different forms of accountability for perpetrators. These might include community sanctions and restorative processes, alongside legal sanctions and perpetrator interventions"     </li> <li>Restorative justice processes should also be available where appropriate to young people and children who have experienced violence.</li> <li>The Plan noted that RJ can promote healing and provide victim-survivors with a validating engagement with the justice system.</li> <li>RJ should be delivered by trained specialist services skilled in traumainformed restorative justice processes.</li> <li>Accountability can be realised through a restorative justice process:</li> </ol>

		"Perpetrator accountability may include restorative justice, mediation, family dispute resolution, and community courts are available, contextually specific, and meet the individual needs of victimsurvivors" (page 65)
NSW Sexual Violence Plan 2022 - 2027	The NSW Government has released a five year Sexual Violence Plan to guide responses, policy and reform in response to sexual violence. The draft Plan was open for public consultation and the final Plan was released in last 2022.	Recommendation in relation to restorative justice noted a commitment to: "Explore the use of restorative justice practices in sexual offending cases."
Victorian Law Reform Commission (2021) Improving the Justice System Response to Sexual Offences: Report ISBN: 978–0–6452812–0–0	Victorian Government report into sexual assault and related offences in the justice system.	This report recommends adoption of restorative justice in sexual assault matters and referral pathways through both community and criminal justice pathways. Should be guidance for policy reform nationally to recognise the rights of survivors to trauma-informed justice responses.
Royal Commission into Family Violence (Victoria) Final Report, Summary and recommendations, March 2016	Final report and recommendations arising from the Victorian Royal Commission into Family Violence	The Commissioners' were persuaded that a restorative justice process should be made available to victims who wish to pursue such an option. In doing so, the Commissioners noted that "restorative justice processes have the potential to meet a broad range of victims' needs that might not always be met through the courts and to help victims recover from the impact of the abuse they have suffered" (page 33)
Motion moved in ACT Parliament by Labor MP Dr Marisa Patterson	Moved and passed without objection on 28 June 2023.	The motion called on the Government to consider possible reforms that would include: amending the qualifying criteria to access restorative justice; options for expanding restorative justice services as an alternative pathway to the criminal justice system; the potential for community-based restorative justice services; options for developing survivor-led and survivor-oriented restorative justice practices for sexual violence; and opportunities for greater awareness and education around access to restorative justice, what it means, and victims' rights in the ACT. Support for the motion was expressed by all parties in the Assembly. The motion was passed without amendment.

For comment on any of the information listed here, media or other inquiries, please contact Transforming Justice Australia by emailing <a href="mailto:info@transformingjustice.org.au">info@transformingjustice.org.au</a> or CALL our intake line on 0493 552 653