

2025

Justice Financing Framework

A Guide to Budgeting and Financing for
People-Centered Justice for the Justice Sector



Introduction and Purpose

The Justice Financing Framework (JFF) guides country-level justice financing and budgeting for people-centered justice. It draws on over forty years' experience from other service delivery sectors, especially health and education, which have successfully scaled up front line services to millions of people over the last twenty-five years. Three key elements to this transformation were: having a clear ambition for universal coverage; prioritizing spending on primary services; and delivering innovative approaches to service provision (such as community health workers).

The JFF provides guidance on how country-level financing and budgeting can support people-centered justice by:

- Setting clear outcomes and using these to prioritize budget allocations (rather than responding to institutional demands); and
- Within funding priorities, identifying and focusing on the most cost-effective interventions.

With its strong focus on outcomes, the JFF is closely aligned with the Justice Action Coalition's *People-Centered Justice Measurement Framework*.¹

The JFF considers **“more money for justice:”** justice sector funding sources, and the scope to increase available funding.

It also addresses **“more justice for the money:”** the smart deployment of resources to ensure funds are spent so that they deliver more justice outcomes from available resources. This involves considering what is funded, and how budgeting is done so that, in a resource-constrained environment, financial resources are used efficiently and effectively and focused on people-centered outcomes.

¹ Justice Action Coalition Workstream I, “People-Centered Measurement Framework,” (unpublished draft, forthcoming).

The JFF was commissioned by the Justice Action Coalition (JAC) as part of their commitment in the 2019 Hague Declaration² and The 2023 Justice Appeal³ to pivot to people-centered justice. People-centered justice starts with users and the need to deliver effective pathways to solve their everyday justice problems. The JFF is framed around recent and practical thinking on people-centered justice in the 2023 [OECD Recommendation on Access to Justice and People-centered Justice](#). It is clear from this document that pivoting to people-centered justice does not mean continuing with business as usual. Instead, it involves a transition to new approaches focused on service delivery at the community level and is also likely to involve sectoral and regulatory reform, with a strong emphasis on research and development.

The guidance highlights seven key recommendations for financing justice in a way that puts people first:

- 1 Set clear goals based on what matters most to people.** Set outcome objectives, such as halving the number of unresolved justice problems that most affect people's lives.
- 2 Align budgets with the goal of resolving people's justice problems.** Develop justice sector budgets based on the functions needed to deliver the outcome objectives (rather than based on the needs of justice institutions).
- 3 Encourage those who can afford it to cover the cost of their own services.** Where appropriate, explore options for people or organizations with sufficient means to pay for the justice services they use. This helps ensure that limited public resources can better support those with fewer options.
- 4 Encourage responsible private sector involvement.** Create opportunities for businesses to invest in justice services in ways that are fair, effective, and appropriately regulated, while enabling them to earn a reasonable return.
- 5 Develop structures and systems to deliver people-centered justice.** Structures and systems need to focus on delivering integrated and accessible services to solve people's justice problems.
- 6 Review how money is being spent across the justice system.** Identify ways to use resources more efficiently so that essential front line services can be strengthened.
- 7 Make realistic plans based on available resources.** Focus on the most impactful activities and ensure that people-centered justice plans can be implemented within existing and projected budgets.

2 Justice Action Coalition, "Hague Declaration on Equal Access to Justice for All by 2030," February 7, 2019, <https://www.sdg16.plus/resources/hague-declaration-on-equal-access-to-justice-for-all-by-2030>.

3 Justice Action Coalition, "The 2023 Justice Appeal," May 30, 2022, <https://www.sdg16.plus/resources/the-2023-justice-appeal/>.

In addition, the JFF establishes four financing ambitions for countries' justice sectors. These set the direction of travel towards re-balancing budgets so that funding is aligned with the overall objective of resolving people's justice problems. These financing ambitions sit alongside the JFF policy recommendations' guidance on ensuring funds are well spent. These financing ambitions sit alongside the JFF policy recommendations' guidance on ensuring funds are well spent.



Financing Ambition #1: Set justice spending in line with cross-country benchmarks.



Financing Ambition #2: Ensure focus on people-centered justice with a minimum recommended level of spending on primary front line services.



Financing Ambition #3: Within primary front line services, prioritize information, advice, assistance, and informal dispute resolution, with a minimum spend of 2.5 percent of total justice expenditure.



Financing Ambition #4: Allocate a minimum 0.5 percent of total justice expenditure to research and development and other mechanisms to drive performance improvements.

For countries in receipt of significant external development support, there is an additional financing ambition: that 2 percent of external development support should be allocated to the justice sector, with half of justice support allocated to primary front line services, research and development, and other mechanisms which drive performance improvements.

For more information on the introduction and purpose of the JFF, [see Background Briefs 0.1](#) and [0.2](#).



PART 1

People-Centered Purpose and Culture



1. Setting High-Level People-Centered Justice Objectives



Develop outcome objectives focused on resolving people's most pressing justice problems (such as halving the number of unresolved problems).



Develop justice sector budgets based on the functions needed to deliver the outcome objectives (rather than based on the needs of justice institutions).

In line with good public financial management practice, justice budgets should be developed to deliver outcomes, moving away from budgeting based on institutions or activities.

Countries should base their people-centered justice planning and resource allocation on the key objective of **the resolution of justice problems**, drawing on the 2019 Hague Declaration on Equal Access to Justice for All by 2030, and the *OECD 2023 Recommendation on People-Centered Justice*.

The *People-Centered Justice Measurement Framework* will provide detailed guidance on setting people-centered justice objectives, identifying resolution of justice problems as its first core outcome (with supporting qualitative outcomes).

The Measurement Framework will provide intermediate function-based outcomes, which provide the basis for determining how resources are allocated:

- People with justice problems have access to the information they need.
- People with justice problems have access to the advice and assistance they need.
- People with justice problems have access to the informal dispute resolution services they need.
- People with justice problems have access to the formal state dispute resolution services they need.

Measurable outcomes should be set for the medium-term planning period (3–5 years), aligned with the country's medium-term budget cycle.

Adopting such function-based outcomes based on resolving people's justice problems is likely to require cooperation and coordination between a range of justice sector organizations, enabling users to obtain justice through continuous pathways.

The Justice Action Coalition [Actions We Must Take to Achieve People-Centered Justice](#) proposes a long-term outcome target "to cut the number of unresolved justice problems in half." How quickly such a target could be achieved will depend on the country context and financing available. Further, it is critical that all outcome targets should be measurable; based on what can be achieved over the set time for the medium-term planning period (3-5 years); and aligned with the resources available over the country's medium-term budget cycle.

For more information on setting high-level people-centered justice objectives, [see Background Brief 1.1.](#)



PART 2

“More Money for Justice”

2. Assessing the Scope for Increasing Resources



Set medium-term plans in the light of realistic total available finance.

Plans for people-centered justice should be set in light of the maximum likely allocated resources for the justice sector over the medium-term planning period (3–5 years). In summary:

- The experience of other sectors, such as health and education, which have massively scaled up service delivery and improved outcomes over the past decades, shows that increased resources have been achieved through economic growth and, in the case of lower-income countries, through aid. In most countries there is little or no scope for the justice sector to obtain a larger share of the domestic budget due to budgetary pressures, budget inertia, or fiscal crisis. **See Background Briefs [2.1](#), [2.2](#), and [2.5](#).**
- There are important opportunities for the justice sector to generate more funds by reforming the way it operates, including the potential to charge users who are able to pay for justice services. In addition, there is scope for enhanced private sector investment in the justice sector. Enhanced efficiency and effectiveness could also generate additional funds. Immediate activities should be planned to generate additional resources through these means. However, these activities are only likely to yield increased resources for justice in the longer term. Medium-term plans should therefore reflect current resource realities. **See Background Briefs [2.3](#) and [2.4](#).**
- For lower-income countries, external funding may also be a consideration. Recent developments, however, imply significant reductions in both global aid and justice aid over the next two years. Accordingly, it would be unwise for lower-income countries to plan for a major uplift in external justice funding from donors, United Nations (UN) agencies, multilateral development banks, and philanthropic organizations. See **[Background Brief 2.5](#)**.



Review the share of total government expenditure allocated to the justice sector and the judicial system in line with cross-country benchmarks.

The justice sector should review the share of government budget allocated to justice in light of international benchmarks. This means reviewing funds allocated to the justice sector as a whole which, by UN/OECD/International Monetary Fund (IMF) definition, includes the judiciary, police, and prisons. International benchmarks could also be applied to funds allocated to the more narrowly defined ‘judicial system,’ which comprises the court system, prosecution services, legal aid, and other state funding for legal advice and representation. See [Background Briefs 2.1](#) and [2.2](#).



In line with JFF Financing Ambition #1, the justice sector should press for spending on the justice sector to be set in line with cross-country benchmarks.



Financing Ambition #1: Set justice spending in line with cross-country benchmarks.

Table 1: Total justice sector share of total government expenditure

Country Income Group	Benchmarks
Low-income countries	4–11% (median 6%)
Lower-middle-income countries	4–9% (median 6%)
Upper-middle-income-countries	5–9% (median 7%)
OECD countries	3–5% (median 4%)



Review the allocation of legal and justice services’ costs and consider the scope for contributions from well-resourced users and beneficiaries, while avoiding access barriers.

There is little consistency in the extent to which different countries require contributions for their justice services from users and beneficiaries. A review of the allocation of justice service costs could consider the scope to increase contributions (for example, through court fees), in particular by well-capitalized users. It will be important to calibrate any such contributions, including on the basis of means, to avoid creating barriers to justice. See [Background Brief 2.3](#).



Increase the scope for private sector investment in justice, in part by creating an enabling environment for private sector entrepreneurs to obtain an adequate return on investments, with appropriate risk management.

Justice services are already provided in part by the private sector. While justice is a public good, private sector entrepreneurs and investors may possess capacity to deliver tools and methods for scaling accessible justice services. Encouraging private sector investment in justice services requires a regulatory framework which balances risk management and consumer protection with the need for returns on investment. See [Background Brief 2.4](#).



Review with partners the share of external development support allocated to justice.

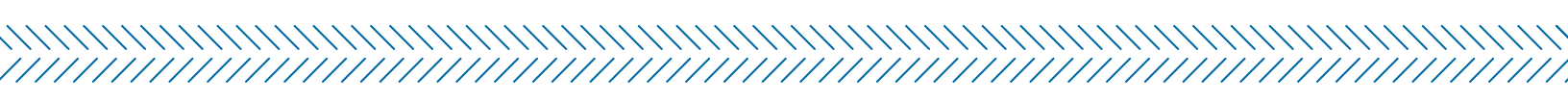
There is a clear case to press donors to allocate an increased proportion of their total aid to the justice sector and, within this, to mirror countries' own financing ambitions (as set out in the JFF). A particular focus on underfunded front line services and on mechanisms to drive performance improvements enables countries to become self-sufficient in the longer-term. Accordingly, the JFF establishes an additional financing ambition for countries in receipt of significant external development support: **to allocate percent of external development support to the justice sector, with half of justice support allocated to primary front line services, research and development, and other mechanisms that drive performance improvements.** See [Background Brief 2.5](#).



PART 3

“More Justice for The Money:”

More Justice Outcomes from Available Resources



3. Setting Spending Priorities in Line with Objectives



Allocate more resources to primary front line justice services.

Spending on resolving people's justice problems needs to be 'smart.' This means ensuring that spending is aligned with objectives and outcomes. Budgeting should be undertaken to deliver outcomes (rather than responding to needs of existing institutions), focusing on people's most pressing justice problems and the most effective functions to address these. As well as targeting resources on desired outcomes, smart spending also involves ensuring that funds are deployed to achieve the maximum impact and the best value for money.

People-centered justice has the key objective of resolving people's justice problems (see Part 1 above). Increasing resolution rates to address currently unresolved justice problems will involve re-focusing justice services on universal coverage of primary front line services. This approach learns from the transformation achieved in the health and education sectors, which prioritized nationwide primary services in order to improve health and education outcomes.

The JFF defines primary front line justice services as universally available services that deal with people's most pressing justice problems at the local/community level. These are services providing information, advice and assistance, informal dispute resolution, and formal state dispute resolution ('first tier' services). See [Background Brief 3.1](#).

In line with Financing Ambition #2, the justice sector should allocate more of its budget to primary front line justice services, with the ambition of USD 308 per person in OECD countries, and USD 80 in upper-middle-income countries. In lower-income countries a different approach is proposed, with an ambition of a minimum one third of total justice expenditure being spent on primary front line services.⁴ See [Background Brief 3.2](#).



Financing Ambition #2: Ensure focus on people-centered justice with a minimum recommended level of spending on primary front line services.

⁴ This is because lower-income countries cannot afford the full costs, so the target is set equal to the one third share allocated to primary health and education by both lower- and upper-income countries.



Within primary front-line justice services, prioritize funding information, advice, assistance, and informal dispute resolution.

Financing Ambition #2 (minimum spend on primary front line justice services) is based on the premise that all countries should have universal coverage of primary front line justice through nationwide services. Financing Ambition #3 recognizes that transitioning to total funding of universal coverage of these services (which include first-tier formal courts and community police) may not be feasible in the medium term: change can take time, and in lower-income countries, nationwide primary front line justice services are unaffordable. See [Background Brief 3.2](#).

In this context, there are compelling reasons for prioritizing spending on the information, advice, assistance, and informal dispute resolution functions of primary front line justice services. Current spending on primary front line justice is unbalanced, with the vast majority of funding going to formal dispute resolution mechanisms for addressing justice problems. This is despite evidence that providing information, advice, assistance and informal approaches to dispute resolution are highly effective, scalable (i.e., affordable with realistic unit costs), and can bridge a justice gap that is too wide to be addressed through traditional formal approaches. Robust academic studies point to information, advice, assistance, and informal dispute resolution as the strongest evidenced best value for money activities in the justice sector. See [Background Brief 3.3](#) and [3.4](#).



Financing Ambition #3: Within primary front line services, prioritize information, advice, assistance, and informal dispute resolution, with a minimum spend of 2.5 percent of total justice expenditure.

4. Ensuring Efficiency and Effectiveness of Spending

As well as aligning spending with the justice sector’s objectives, ‘smart’ financing for justice involves ensuring that the sector’s resources are deployed as efficiently and effectively as possible. Money will be needed to fund ‘business as usual’ activities. In addition, pivoting to people-centered justice—with its focus on funding primary front line services, especially legal information, advice, assistance and informal dispute resolution—will involve putting in place governance structures, regulatory frameworks, and new processes to support change, improve services, and ensure value for money.



Develop a coherent regulatory framework and governance structure to support delivery of people-centered justice objectives.

A country’s regulatory framework has a major impact on the productivity of the justice sector, with the potential to restrict or enhance how money can be spent effectively and efficiently. For example, in some contexts, effective delivery of information, advice, assistance, and informal dispute resolution may involve regulatory reform including in relation to the legal profession. See [Background Brief 4.1](#).



Prioritize funding for research, innovation, and implementation of evidence-based practice.

In many countries, the justice sector is institutionally fragmented. Cooperation and coordination between organizations will be needed for efficient and effective allocation of resources, including delivering integrated services through seamless justice pathways. A justice sector which is re-focusing on providing primary front line services largely through information, advice, assistance, and informal dispute resolution will need structures and processes to support such change. At a minimum, this is likely to involve developing and implementing coherent governance and regulatory structures to enable cost-effective, people-centered justice pathways at scale. Implementation will also require research and development, innovation, monitoring, and an evidence-based culture to support it. In some contexts, some or all of these will be new functions for the justice sector and may involve creating new governance structures (which will need to respect the independence of the Judiciary and other organizations). Financing Ambition #4 reflects the importance and interlocking nature of all these activities. See [Background Brief 4.2](#).



Financing Ambition #4: Allocate a minimum 0.5 percent of total justice expenditure to research and development and other mechanisms to drive performance improvements.



Undertake fundamental cost-effectiveness reviews to free up resources for people-centered justice.

There are substantial opportunities for improvements in the efficiency and cost effectiveness of people-centered justice pathways. Some are immediately realizable, while others will require more time to have impact at scale. Efficiency and effectiveness reviews are best undertaken for the justice sector as a whole, in order to review allocation of resources across the sector.

Examples of these reviews could include: the split between wage/non-wage/capital budgets; the potential for innovative financing mechanisms such as performance-based financing; and identifying financing arrangements resulting in inefficient spending and costs elsewhere in the justice chain, including re-balancing spending toward early intervention through information, advice, assistance, and informal dispute resolution. See [Background Brief 3.3](#).

It will be important to obtain the Ministry of Finance's agreement for any realized savings to remain in the sector (or organization) and be re-allocated within it. See [Background Brief 4.3](#).



PART 4

Implementation



5. Achievable, Costed, Prioritized, and Transparent Plans



Cost and prioritize activities to ensure people-centered justice plans are achievable within medium-term resource availability.

As discussed in Part 2 above, any increase in government resources for the justice sector is likely to be incremental and achieved mainly through increased GDP growth. Achieving significant increased resources from within the justice sector itself is likely to be a long-term process because: (1) significant contributions from users and beneficiaries will require consensus building and political space; and (2) increasing private sector investment will require regulation for risk management and results are unlikely to be felt in the shorter term.

Therefore, medium-term plans should be achievable within the current resources available to the justice sector, and in light of what is politically feasible. This will likely mean making hard choices about omitting desired activities which are unaffordable over the medium-term planning period. Priority should be given to:

- Low-cost investments in scaling up the best affordable, value-for-money investments to deliver primary front line justice services, particularly information, advice, assistance, and informal dispute resolution.
- A low-cost process to measure on an annual basis the key high-level, people-centered justice objectives toward resolution of people's most pressing justice problems.
- Implementation of immediate, realizable efficiency gains.
- Low-cost investments in increasing justice sector resources, such as setting up a task force to review contributions to costs by beneficiaries and private sector investment.
- Low-cost investments to improve efficiency and effectiveness through improved governance and regulation, and research, development, and other mechanisms to drive performance improvements. See [Background Brief 5.1](#).



Ensure robust transparency and accountability for justice sector spending.

Structures should be developed to enable transparency and accountability of justice spending and budgeting and enable open dialogue on the linkage between finance and outcomes. See [**Background Brief 5.2.**](#)

Appendix of Background Briefs

Introduction and Purpose

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About Pathfinders for Peaceful, Just and Inclusive Societies

In an era of rapid global change, the Pathfinders for Peaceful, Just and Inclusive Societies is a cross regional and member state-led, multistakeholder coalition committed to advancing action on peace, justice, equality, and inclusive institutions through the Sustainable Development Goals and beyond (SDG16+). It is convened by forty-six governments, works with over one hundred partners across civil society, the United Nations (UN), and regional and international organizations, and is hosted by the Center on International Cooperation at New York University. More at sdg16.plus.

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About the Justice Action Coalition

The [Justice Action Coalition](#) (JAC) is a multi-stakeholder alliance of countries and organizations that is working to achieve measurable progress in justice outcomes for people and communities by the third SDG summit in 2027 and beyond. The secretariat for the Justice Action Coalition is hosted by the Pathfinders for Peaceful, Justice, and Inclusive Societies and the United Nations Development Programme (UNDP) in partnership with the Organisation for Economic Co-operation and Development (OECD).



Justice Action Coalition Member States



*Observers

Justice Action Coalition Partners





Justice Action Coalition Workstream IV,
"Justice Financing Framework," November 2025.
For more information, see www.sdg16.plus/justice-financing-framework.

