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Towards a measurement framework for people-centred justice systems

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By Maaike de Langen, Tatyana Teplova and Geoff Mulherin

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Abstract

Effective and people-centred justice systems function both as public services for people and as enabling systems for economic growth and good governance. Yet justice-related data and measurement often reflect an institutional perspective that fails to capture people's needs and experiences. This working paper proposes a Measurement Framework for People-Centred Justice Systems to address these gaps. The framework links government policy, justice services, and justice outcomes. It provides a conceptual framework for the development of indicators and can guide the development of definitions, classifications and methodologies for data collection and analysis. Drawing on lessons from the health sector and existing justice measurement efforts, it promotes greater coherence and better use of existing data, placing people at its core. It constitutes a first iteration of a common structure to support evidence-based justice policy and aims for gradual implementation across countries.

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The paper was drafted by Tatyana Teplova, Head of GOV's Global Partnership, Inclusion and Justice Division (GPIJ); Maaike de Langen, Senior Policy Advisor, GPIJ; and Geoff Mulherin, Senior Consultant to the OECD. Editorial support and co-ordination were provided by Ciara Muller.

This paper builds on OECD work on access to justice and people-centred justice systems, including contributions from OECD committees, working parties and country representatives. It has benefited from exchanges with the OECD Advisory Group on Access to Justice, in particular Luc Altmann and Cris Coxon, and participants in OECD policy dialogues, in particular Maurits Barendrecht, Matthew Burnett, Ab Currie, Trevor Farrow, Adna Karamehic-Oates, Clare Manuel, Marcus Manuel, Andrew Pilliar, Rebecca Sandefur. Comments from Colombia's National Planning Department (DNP), Justice Subdirectorate and from the Judicial Branch of Colombia (Rama Judicial) are gratefully acknowledged.

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The work further draws on collaboration with partners, including the African Alliance for People-Centred Justice, Council of Europe (in particular the European Commission for the Efficiency of Justice (CEPEJ)), International Development Research Centre (IDRC), Justice Data Observatory, ODI Global, Open Government Partnership, United Nations Development Programme (UNDP), United Nations Office on Drugs and Crime (UNODC), and the World Bank.

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Executive summary

Public governance has increasingly shifted from a focus on institutions and administrative processes towards a stronger emphasis on how public services respond to the needs and preferences of people and businesses. This evolution is reflected in international efforts to promote human-centred public services, such as the OECD Recommendation on Human-Centred Public Administration. A similar shift is underway in the justice sector, including through the OECD Recommendation on Access to Justice and People-Centred Justice Systems. As a core component of public governance and an essential public service, justice systems are expected to deliver outcomes that matter to people and businesses, to be accessible and responsive, and to contribute to trust in public institutions.

Justice systems, as is the case in many other sectors, including the health sector, face the challenge that they are 'data-rich, but information-poor'. While many different actors collect several types of data, different datasets are often based on varying definitions, methodologies and collection approaches, limiting their comparability and usefulness for policymaking. Moreover, data in the justice sector are not always aligned with policy objectives and are often too disconnected to provide a coherent understanding of how systems perform or how policies and services contribute to outcomes. As a result, policymakers often lack the evidence needed to identify priorities, allocate resources effectively and assess what works.

This working paper explores a measurement framework for people-centred justice systems that enables policymakers to turn a wealth of data into targeted, relevant and connected evidence, building on experience in the health sector. This evidence can inform the justice policy cycle, from strategic agenda-setting and policy formulation to decision making, implementation and evaluation. In doing so, the paper responds to the need for a more integrated and outcome-oriented approach to justice measurement. As a working paper, it provides a starting point for discussion and further refinement, rather than a final or prescriptive model.

Existing measurement approaches have been largely shaped by institutional structures and administrative data, focusing on courts, legal processes and system performance indicators such as caseloads and duration. While valuable, these approaches do not fully capture how justice systems function in practice, how people and businesses experience them, or whether they are effective in resolving justice problems and delivering fair outcomes. They also do not provide a clear link among government policies, the services delivered and the outcomes achieved.

To address this, the Measurement Framework for People-Centred Justice Systems, proposed in this paper links three key elements:

- government policy and system characteristics, including legislation, funding and governance
- justice services and interventions, encompassing the range of actors and services through which people seek to resolve legal needs
- outcomes, reflecting the extent to which justice systems enable people and businesses to resolve problems, achieve fair outcomes and experience trust and fairness.

By linking these elements, the framework provides a structured way to understand how policies and services contribute to outcomes for society.

At the centre of the framework are people and businesses, whose needs, preferences and capabilities serve as a reference point for policy design, service delivery and measurement. The framework also includes four cross-cutting dimensions of performance: effectiveness, efficiency, responsiveness and resilience.

A key feature of the framework is its focus on outcomes and people-centred indicators. The paper identifies an initial set of outcome indicators that capture whether people resolve their justice problems, perceive processes as fair, trust justice actors and experience fewer justice problems. It also includes intermediate outcomes related to access to information, assistance and dispute resolution. These indicators complement administrative data by drawing on sources such as legal needs surveys and user feedback.

Rather than calling for more data collection, the paper emphasises the need for greater alignment and coherence in the use of existing data. It proposes a structure that enables data to be organised, interpreted and used more effectively, and highlights the importance of common definitions and methodologies to support comparability across countries.

By linking structures, processes and outcomes, the framework supports more informed policy decisions to address existing justice problems and prevent new ones from arising. Aligned with the results chain used in performance budgeting, it can inform planning, budgeting and service design and help prioritise effective interventions, support benchmarking and peer learning.

The paper outlines a phased and iterative approach to developing and implementing the framework over time, building on existing data and practices and emphasising collaboration among countries and stakeholders. Overall, it aims to provide a starting point for developing a shared approach to measuring people-centred justice systems and to support better policy decisions and improved justice outcomes for society.

Introduction

Effective and people-centred justice systems are crucial to economic growth and a thriving investment climate. They are also a core component of sound public governance and governments' capacity to deliver. Justice systems include a wide range of public decisions, services and enforcement mechanisms that shape how people and businesses interact with each other and with the state in their everyday lives. Seen from this perspective, justice functions both as a public service and as an enabling system: it helps people and businesses resolve problems including in their interactions with the administration, comply with rules, exercise rights and take up economic opportunities, while supporting governments' ability to achieve societal goals.

Across OECD countries, and beyond, justice systems have evolved over time into sophisticated institutional and legal architectures. These systems have conventionally been organised around legal domains and professional functions, such as civil, criminal and administrative law; courts, prosecution and legal professions; and formal procedures designed to ensure legality, independence and due process. Existing justice data and measurement frameworks reflect this institutional logic and have generated valuable information on matters such as caseloads, disposition times, judicial independence and compliance with the rule of law.

At the same time, there is growing recognition that such an institutional perspective, informed primarily by administrative and system data, does not fully capture how justice systems function in practice, what people and businesses experience as they use justice services, nor whether they are effectively able to resolve their justice problems and achieve fair outcomes (OECD, 2019[1]; Task Force on Justice, 2019[2]). Legal needs surveys consistently show that most justice problems never reach formal justice institutions. Many are addressed, successfully or unsuccessfully, through a wide variety of pathways, including administrative decision making, information and advice services, negotiation, mediation, ombuds institutes, regulatory enforcement, with some never being addressed at all, but only in very few cases is formal adjudication involved (OECD/Open Society Foundations, 2019[3]). Courts and other formal institutions operate in the background and are meant to provide a 'last resort' option for parties in case consensual resolution or other mechanisms fail to deliver satisfactory solutions.

Over recent years, justice systems in many countries have therefore begun a shift towards people-centred justice. The 2023 OECD Recommendation on Access to Justice and People-Centred Justice Systems, builds on a decade policy exchanges between OECD member and partner countries and provides a shared framework to make justice systems more effective and people-centred. This shift does not replace institutional perspectives but complements and extends them by focusing more explicitly on people's legal and justice needs, the outcomes they seek, the pathways they follow, their experiences throughout their journey and the effectiveness of services in resolving problems early and preventing escalation (OECD, 2021[4]). Similar evolutions have taken place in other public service sectors, most notably health, where measurement frameworks have progressively expanded from provider- and institution-based classifications to include patient needs, experiences, outcomes and system integration, building on and further developing existing taxonomies and data systems (OECD, 2024[5]).

This evolution is particularly relevant in a context where governments face increasing pressure to improve effectiveness and efficiency while operating under fiscal, demographic and administrative constraints. Justice systems often involve high volumes of cases, significant administrative burden and complex interactions between institutions. When processes are fragmented or difficult to navigate, costs are shifted to people, businesses and frontline public servants, reducing compliance, trust and the effectiveness of public programmes. If justice systems are to become more effective at meeting people's legal needs and resolving their justice problems, they will need to substantially improve planning of the justice workforce, budget allocations, and service design and delivery.[1] Achieving desired outcomes as well as value for money will be facilitated by an improved ability to monitor and assess the implications of policies and services, including for different groups or specific problem categories.

The Measurement Framework for People-Centred Justice Systems proposed in this working paper is intended to support this ongoing development. It builds on existing justice measurement efforts, international reporting practices and professional expertise, while aiming to better capture how justice systems perform as services for people and businesses and as delivery systems for government. Rather than prescribing a single model or approach, the framework offers a shared structure and language to help countries reflect on current practice, identify gaps, and progressively enhance the use of people-centred data and outcome-oriented indicators. It also leverages progress and efforts in developing indicator and measurement frameworks across public services in OECD Member and non-Member countries (OECD, 2025[6]).

Crucially the Measurement Framework does not assume that more data-collection is always needed. Data is collected throughout the justice sector in many shapes and forms, primarily by providers of justice services, but also by ministries of justice and parliaments for accountability purposes, by national institutions in charge of public service reforms, by international organisations for cross-country benchmarking, as well as through surveys and questionnaires, whether general population or surveys or user-feedback surveys. In fact, the Measurement Framework aims to resolve the paradox that, like the health sector, the justice sector is "data-rich but information-poor" (OECD, 2026[7]). By providing a first iteration of the conceptual framework and presenting efforts to develop relevant indicators to populate the framework, it is designed to support dialogue among national and international stakeholders, inform future refinement of data collection and indicator development, and contribute to a collective, iterative process of learning and improvement over time.

This working paper is organised as follows. Section 1 introduces the role of conceptual frameworks, discusses examples of similar frameworks in the health sector and describes how the Measurement Framework will support justice systems. Section 2 provides a summary of the Measurement Framework and its key components. Section 3 provides information on indicators and data for each of the elements of the Measurement Framework. And finally, Section 4 covers the way forward with a timeline for the 10-year evolution and implementation of key aspects of the framework and the need for the development of taxonomies to support the framework.

1 Towards a measurement framework for people-centred justice systems

As justice systems evolve to better respond to the needs and experiences of people and businesses and aim to become more effective at resolving justice problems and helping achieve fair outcomes, there is a growing need for structured approaches to guide policy, measurement, and reform. While existing justice data and frameworks have provided valuable insights into institutional performance, they often fall short of capturing people's perspectives and whether their problems are effectively resolved. Experience from other public service sectors – most notably health – shows the importance of developing integrated frameworks that place users at the centre. Applying similar thinking to justice systems can help address persistent gaps between available data and meaningful insights and support a more coherent understanding of how justice systems contribute to individual well-being and societal outcomes.

1.1. The role of conceptual frameworks

Conceptual frameworks provide a structured way to organise, understand, and analyse complex public policies, ideas, and relationships in order to improve systems (OECD, 2023[8]). Their intended role is to help policymakers, policy analysts, practitioners, and other stakeholders make sense of a particular policy area. They have practical applications across various domains, including guiding indicator development and policy analysis through the selection of pertinent measures, and laying a foundation for research. They further facilitate knowledge integration by categorising information from different sources, supporting a comprehensive understanding of a subject (OECD, 2024[5]). Most OECD Member countries have developed conceptual framework and indicators for measuring the performance, trust and experiences with public services to guide reforms and improvements, co-ordinate efforts and communicate to the public (OECD, 2025[6]).

Conceptual frameworks can be a useful tool at several points in the justice policy cycle, from analysing efficiency and effectiveness, understanding impacts of reforms to strategic agenda-setting. Moreover, they contribute to decision making by offering a systematic evaluation approach that helps assess potential impacts and guide well-informed decisions (OECD, 2024[5]). Such frameworks also enable international benchmarking and policy evaluation by using sets of agreed indicators and visual tools. They promote effective communication, collaboration, and knowledge exchange by providing a common language and shared understanding between countries.

1.1.1. Learning from the role of conceptual frameworks in health systems

In the health sector, such conceptual frameworks have played an important role for almost three decades. For example, progressive iterations of the OECD's *Health System Performance Assessment Framework* have become crucial elements in ensuring that health systems are people-centred, provide quality healthcare and meet people's needs. Through this mechanism, the OECD has "helped countries to identify the key principles of high-performing health systems and to assess health system performance based on

internationally comparable health indicators This work has contributed to and been guided by, the development of conceptual frameworks for the health system" (OECD, 2024, p. 10[5]). In other words, by consistently and systematically evaluating health systems, the HSPA serves as a valuable instrument for policymakers to identify areas that require improvement, support a more efficient allocation of resources, and assess the achievement of key policy objectives (OECD, 2024[5]). National frameworks have been developed in for example Luxembourg and Estonia (OECD, 2026[9]; OECD, 2023[10]).

Justice systems share many of the overarching objectives as health systems, including effectiveness, efficiency, accessibility, seamless service delivery across multiple institutions, and a strong emphasis on problem-solving and prevention. Of course, there are also clear differences between the two sectors and approaches will need to be adapted, but the example of the health sector can help understand the benefits of using measurement frameworks. One clear difference is that health systems and justice systems start from different historical and institutional positions in terms of data collection and evidence-based working. The health sector has more than a century of experiences with foundational classification frameworks, covering diseases, treatments, and outcomes. These have evolved incrementally over time and underpin today's conceptual and measurement frameworks.

Building on this long-standing tradition of classification and measurement, the health sector has progressively turned its attention to the organisation and delivery of services around people's needs and preferences. Faced with the realisation that over 400 million people lacked access to essential healthcare and that healthcare was too fragmented or of poor quality, the World Health Organisation (WHO) began considering approaches to transform existing hospital-based and disease-based care models to become models that were more focused on providing universal, equitable, high-quality, and financially sustainable care that matched the needs of their users. In 2009, the WHO's Health Assembly adopted a resolution urging improvements in primary care, including implementing plans that put people at the centre of service delivery (WHO, 2016[11]). In parallel, the OECD, WHO and Eurostat developed a System of Health Accounts, which provides a functional and integrated approach to monitoring health care services, resources required to deliver these services, financing health care functions and health care governance (OECD/Eurostat/WHO, 2017[12]).

In 2016 the WHO's World Health Assembly adopted the Integrated People-Centred Health Services (IPCHS) Framework as an essential component for achieving universal health coverage in fragmented health systems (Hafiz et al., 2024[13]). Since its introduction, the IPCHS Framework has become widely used across the global health community (Hafiz et al., 2024, p. 2[13]) Linked to outcomes such as reducing mortality by non-communicable diseases by one third, programmes worldwide are increasingly adopting strategies from within the IPCHS framework. In New Zealand, for example, strategies have been implemented to target at-risk individuals by establishing general practice as the centre of co-ordinated care and providing care based on goals set by patients (IPCHS, 2016[14]). In Kazakhstan, medical trains have been used to improve access to health services (IPCHS, 2016[14]).

Following the adoption of the IPCHS Framework, in 2017 OECD Health Ministers agreed that health systems needed to maximise their effectiveness and efficiency, to deliver seamless care across services and providers, and to deliver improvements that matter to people and their changing care needs. They also agreed on the need to equip health professionals with the right skills and adapt training and work models to deliver care that maximises patient outcomes, and to mandate the OECD to set up a framework and assessment tool to help them identify suitable actions to adapt their system towards people-centred care. As a result of this agreement, the OECD's Health System Performance Assessment (HSPA) framework was adapted to become the OECD *People-Centred Health Systems* (PCHS) framework (OECD, 2024[5]).

More broadly, the OECD Recommendation on Human-Centred Public Administration highlights the need to set frameworks to measure user experience and service performance that can be used to make public services more effective and people centred, as well as to communicate to the public. Out of 28 surveyed

OECD member countries, 20 have developed performance measurement frameworks for their public services and 29% of them have set mandatory indicators for public institutions to reach when delivering public services (OECD, 2025[6]). These indicators typically include quality, satisfaction and effectiveness of services. They cover public administrative services as well as sectoral services, including health, education and justice. Performance measurement frameworks in the justice sector are a key part of these efforts and, like for the health sector, can help focus and deliver better justice services.

1.2. The Measurement Framework for People-centred Justice Systems

If justice systems are to become more effective and people centred, the development and implementation of appropriate conceptual frameworks will be an important tool. While the HSPA is now a well-established tool (even while still evolving), with both national and international dimensions, an appropriate justice sector conceptual framework is needed to achieve similar outcomes to the HSPA.

This can help policymakers identify areas for improvement and assess the achievement of policy objectives and societal outcomes. It will also help to operationalise the concept 'value for money' within the justice sector, supporting cost-effectiveness analysis, unit cost measurement, and the comparative assessment of different service pathways. This is critical information for budget decision making and spending reviews, including to inform decisions on reallocating resources across services, for example, between prevention and early resolution versus more resource-intensive formal mechanisms for resolving justice problems.

The *Measurement Framework for People-centred Justice Systems* (the Measurement Framework) will be the first conceptual framework in the justice sector that will link:

- Government policy, priorities, financing, and action (structure)
- Delivery of justice services to people by a range of public and private justice actors (processes)
- Overall contributions of the justice system to society and the economy (outcomes).

The framework itself is an analytical model that represents, in simplified form, the empirical reality of the justice system at the three analytical levels mentioned above: structure, processes, outcomes. The framework helps policymakers and other actors assess key attributes of that justice system through a set of indicators that populate the conceptual framework. As such it structures and guides the collection of data that describe the empirical reality of the justice system.

A key purpose in developing a Measurement Framework for People-centred Justice Systems is therefore to help countries collect and use data and evidence to improve the performance of their justice system, enabling better design and delivery of services and effective and efficient allocation of resources to deliver these services, thereby achieving desired societal outcomes. It aims to help countries develop a robust, evidence-based approach to justice sector governance, financing and innovation. It supports forward-looking approaches that connect justice needs, emerging risks, and long-term-transformation goals. Strengthening the results chain from services to outcomes (effectiveness, efficiency, scalability and financial sustainability of services) is a central objective.

The Measurement Framework will, in due course, seek to support countries by providing actionable guidance on definitions, approaches, and data collection and analysis requirements to compute a range of measures and indicators that are directly relevant to country policy, resourcing, and service design decision making. In line with the OECD Recommendation, it targets the justice system as a whole, including formal, judicial and non-judicial, local and community-based justice services, and alternative dispute resolution. It also includes prevention and early intervention efforts, as well as structural improvements driven by individual justice problems, cases or complaints. Additionally, elements of the Measurement Framework can be used to monitor or improve particular services for specific groups. National frameworks and indicator sets tailored to specific contexts or groups can be developed as a derivative of this framework, depending on country priorities. For instance, the framework is also suitable

for government agencies or specialised justice institutions tasked with improving policies and service delivery for fairness in employment relationships, land disputes or domestic violence. The Measurement Framework will therefore be a key instrument for governments to self-monitor their progress towards more effective and people-centred justice systems.

1.2.1. The Genesis of the Measurement Framework

The Measurement Framework as presented in this paper builds on existing OECD and other guidance and policy instruments in relation to access to justice, notably the *OECD Recommendation on Access to Justice and People-Centred Justice Systems* (OECD, 2024[5]), as well as priorities and approaches identified in the context of the Justice Action Coalition and the Task Force on Justice. It also builds on the experiences of HiiL, WJP, the Justice Data Observatory and many other justice actors and researchers in collecting people-centred justice data around the world, as well as from national legal needs surveys and other survey efforts.

This first iteration of the Measurement Framework for People-Centred Justice Systems provides a starting point from which a continued evolution and enhancement is anticipated. It will also provide the basis for the collection and compilation of the data and analysis to be presented in the State of People-Centred Justice Report.

Box 1. Objectives of the OECD Measurement Framework for People-Centred Justice Systems

1. Improve justice system performance and outcomes for people and businesses.
2. Strengthen the governance of justice systems: strengthening the justice policy cycle, from strategic agenda-setting, policy formulation and decision making to policy implementation and evaluation.
3. Support justice systems to allocate resources efficiently, effectively and in line with policy priorities.
4. Build shared conceptual and measurement foundations that support robust indicators, data and analysis, articulating the links between policies and priorities (structure), service design and delivery (process), and justice outcomes.
5. Enable benchmarking, learning and knowledge integration across countries and between services, identifying knowledge gaps and fostering an evidence base for reform.

1.2.2. What the Measurement Framework will not cover

Justice data collection, analysis and reporting already exists within justice systems and institutions across OECD countries. A wide range of relevant justice sector data is collected and reported regularly by individual governments and collectively, such as through the European Commission for the Efficiency of Justice (CEPEJ) (Council of Europe, 2024[15]) , the European Union (European Commission, 2025[16]), and other reporting requirements. While generally this data collection and reporting have evolved along conventional justice sector lines, much of it nevertheless remains important and relevant, including data in relation to the independence of the judiciary, implementation of the rule of law, implementation of policies for open government, etc.

It is not the intent of the Measurement Framework for People-centred Justice Systems to duplicate existing data collection. Rather, the framework seeks to leverage existing data collection to assess the indicators that populate the framework, as well as develop new indicators and encourage data compilation for these indicators. The framework is also not meant to create new international reporting requirements for

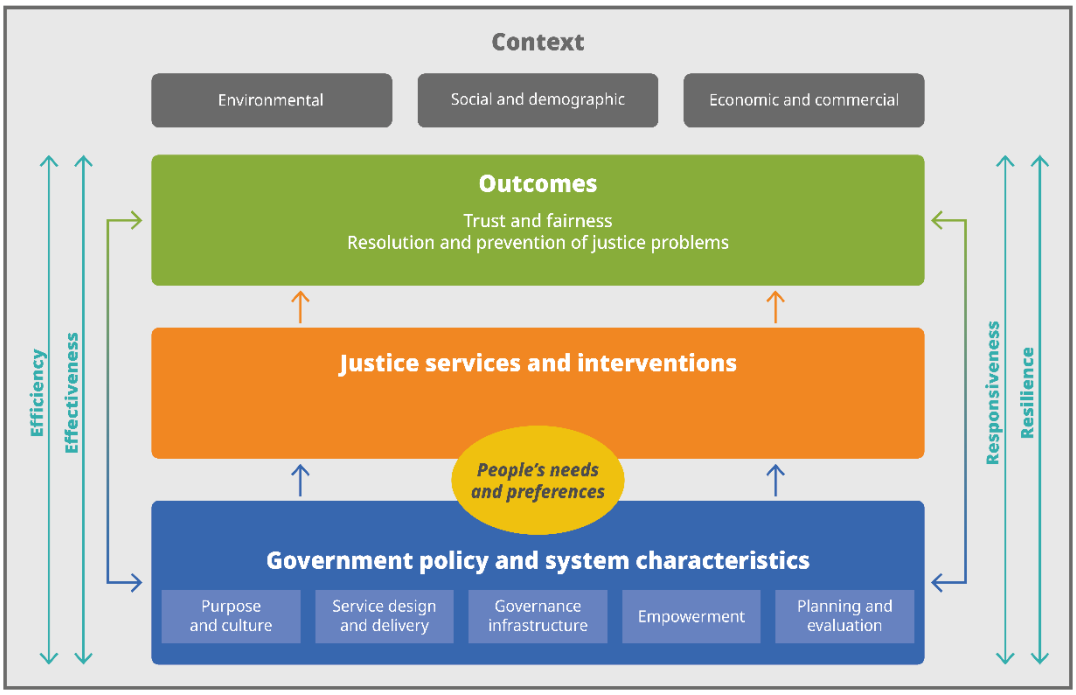
countries, but rather to increase the comparability of data that is being collected at the national level in different countries.

2 Overall structure of the framework

The Measurement Framework is a conceptual framework that offers a structured way to organise, understand and analyse the complex reality of the justice system. Figure 1 shows the overall structure of the proposed Measurement Framework for People-centred Justice Systems, which consists of three levels:

- The blue level is the level of government policy and system characteristics, the structure of the justice system and its governance, as it is shaped though government policy and actions, public budgeting and planning, coordination, legislation and regulation. *(Structure)*
- The orange level is the level of justice services and interventions, mandated and facilitated by government policy and shaped in many ways by the structure of the system. This is the service-level where everyday interactions take place between service providers and the individuals and businesses that have a legal need or a justice problem for which they need a solution. *(Processes)*
- The green level is the level of justice outcomes, the overall contribution of the justice system to society and the economy. It includes both the cumulative effect of access to justice services and the outcomes for the population as a whole, as well as the broader contributions of the justice system to trust and fairness in society and the economy. *(Outcomes)*

Figure 1. Proposed Measurement Framework for People-centred Justice



Source: Authors' elaboration.

2.1. People's needs and preferences

At the heart of the framework are people. It is their capability and preferences, and their legal needs and justice problems that should be central in an effective and people-centred justice system. In the past decades, the progress in understanding people's needs and preferences has been remarkable. Next to security, safety and predictability in their relationships and order in their communities, individuals and businesses need protection of their vital interests as a person and as a business entity. Legal needs surveys identify how they resolve problems and respond to family issues, land disputes, personal injury, government permits, key business relationships and in a number of other relationships that are central to their well-being and prosperity. Research consistently shows that people prefer procedures in which their interests are heard and respected, that allow for their participation and that provide neutral, transparent and timely solutions. If these procedural justice needs are met, they are more likely to accept the outcomes, even if they do not obtain full relief for their needs.

Represented by the yellow oval in the centre of Figure 1, this element recognises the shift towards people-centred justice systems that is taking place in almost all OECD countries over the past decade. This shift is in line with developments in other public sectors (OECD, 2023[17]), most notably health systems (OECD, 2024[5]). A sound and representative understanding of the legal needs and justice problems experienced by people, as well as the outcomes they seek in relation to these, is an essential driver for reform and innovation and a critical source of information for evidence-based policymaking.

For the purposes of this framework, people's needs and preferences also represent the needs and preferences of SMEs (Pleasence and Balmer, 2017[18]). While the justice system may work relatively well for large enterprises, the situation of small and medium-sized enterprises vis-à-vis the justice system is quite similar to that of individuals and families. Many SMEs may not recognise the legal dimensions of a problem or do not have the capacity to interact effectively with the justice system. Their business may depend in large part on a number of key relationships that are put at risk by adversarial legal procedures but that may nevertheless need impartial resolution. Simplified processes, standard forms of agreement and early-stage advice and information, as well as having a viable option of mandatory resolution when problems occur can shape behaviour in those relationships, preventing problems from occurring in the first place. Additionally, the time and energy SMEs lose while resolving disputes or navigating complex administrative procedures can directly impact their productivity and their livelihood (BIAC, 2025[19]).. Just as justice services need to be tailored to people's needs and preferences, so should they be designed to be effective and accessible for SMEs. Surveys or other types of targeted data collection among SMEs can be a part of increasing the granularity of measurement in the context of the implementation of this framework.

The shift to people-centred justice is to be regarded as both an objective of justice systems as well as an instrumental element in guiding justice policy and service design and delivery. As will be discussed in more detail below, people's legal needs and preferences will influence:

- Government priorities and strategies that seek to address these needs in a people-centred way.
- The targeting, design and delivery of services and interventions suitable for particular people and groups in their particular circumstances.
- The overall nature of the outcomes the justice system seeks to deliver.

2.2. The context of the justice system

The overall national context including social, demographic, environmental, economic and commercial factors has an impact on the overall operation of the justice system. These factors can influence justice outcomes at both the individual and the population level.

These environmental and contextual factors are relevant to the Measurement Framework since it is intended to support consistent and coherent approaches within and across countries while recognizing and allowing for appropriate variations between different contexts, including the ways in which justice systems are shaped by their broader environment.

2.2.1. Social, demographic, and environmental context

The social, demographic, and environmental context refers to the broader conditions that influence and interact with the justice sector. This overall context plays a significant role in shaping the functions of all parts of justice systems, either by facilitating or restricting their performance. Each country has unique geographic as well as social and demographic characteristics that impact all aspects of public policy and the delivery of services. Countries with indigenous populations, for example, may have dedicated, culturally appropriate legal and justice services for these communities, while countries with remote populations will likely develop specific strategies for service delivery in these environments.

In relation to legal needs and justice problems, we know that different demographic groups often experience different levels and types of legal needs and justice problems and have different levels of legal capability, which impacts their ability to resolve those needs and problems (OECD/Open Society Foundations, 2019[3]). Territorial and population asymmetries may also influence whether people have meaningful access to justice, as services need to be tailored to the geographic and cultural characteristics, the degree of rurality, people's capacity as well as socio-economic conditions and other relevant variables. Social and demographic circumstances should therefore influence the way policies are developed and the way services are designed and delivered, enabling differentiated responses according to people's social, cultural and territorial realities.

2.2.2. Economic and commercial context

Similarly, the economic and commercial context is of importance. Economic circumstances directly impact the available infrastructure as well as on the policies and services that are affordable and sustainable. The size of the economy influences the availability of public resources, determining justice system budgets. The justice system has a very significant impact on the efficiency and fairness of economic interactions and commercial potential.

These contextual factors also influence the characteristics of justice sector workforce and whether it is easy or difficult to attract, train, and retain appropriate skilled workers across all aspects of the sector in order to deliver effective and people-centred justice services.

2.3. Outcomes of the justice system

The outcomes of justice systems represent a crucial component of justice system performance and measurement (top level in green in Figure 1). They refer to the consequences of a justice system's activities, policies and interventions on people's ability to prevent, manage and resolve justice problems, secure remedies, and experience fairness and trust.

This principally includes a country-wide or population-wide picture of whether people are able to achieve the outcomes they seek in response to their legal needs, whether services and interventions are effective in resolving justice problems, whether procedures and interactions are perceived as fair – captured as the overall outcome 'resolution and prevention of justice problems'. It also concerns whether justice systems contribute to social cohesion and equal opportunity and whether the broader outcomes of trust and fairness in society and the economy are achieved – reflected in the framework as 'trust and fairness'.

No single actor in the justice system is responsible for the overall outcomes of the system. While governments carry an overall responsibility for the structure and resourcing of the system, there is no direct causal relation between their actions and the overall outcomes of the system, as this depends on the complex interplay between a wide range of justice actors, many of which are independent from the executive. In addition to key public sector justice institutions, there are of course also private sector actors, notably the legal professions, legal tech companies and others, as well as civil society organisations, including community-based frontline justice services. Achieving outcomes also critically depends on co-operation between actors, which in the justice sector, where independence is also an important value, can be complex. Yet a better articulation of the outcomes sought and understanding of the degree in which they are achieved are powerful supports for evidence-based policymaking and can underpin collaboration that respects independence.

2.4. Justice services and interventions

A multitude of legal and justice services and interventions are delivered on a daily basis in the justice sector (in orange in Figure 1). This level includes the full richness of the justice system: many actors, some public, some private, some private, but publicly funded, some large, some small; their services, actions and interventions in all their diversity, as well as people's behaviour related to their legal needs and justice problems, and experiences as they try to address them. These services are the processes through which the overall outcomes of the justice system are achieved.

It is at this level that efforts are made by courts, lawyers, mediators and front-line justice services, amongst others, to ensure that services are delivered effectively and efficiently at the right time and the right place. This level is where most administrative data for the justice is collected, through case management systems and other service data collection by different service providers, in many cases complemented by user feedback surveys.

In essence, sound policy and service delivery implementation and monitoring, accompanied by a data ecosystem of consistent and coherent data collection and analysis to support people-centred service delivery and enable the monitoring and evaluation of services, will provide governments and others with the information they need to use the right levers at their disposal to improve justice outcomes for all.

2.5. Government policy and system characteristics

Governments put in place the necessary policies, regulations, priorities, and funding (Justice Action Coalition, 2025[20]) that determine the structure of the justice system, which is to say the conditions under which justice services can operate and are available to people and businesses (in blue in Figure 1). This is the level of justice governance, which encompasses mechanisms for interinstitutional coordination, planning, responsibility-sharing, and decision making, as well as the capacity to coordinate independent justice actors while respecting autonomy.

This includes legislation and regulations that determine which actors are mandated to provide which type of justice services under which conditions. It includes regulation of the legal professions and legal insurance, requirements of independence and accountability for courts and tribunals, as well as procedural requirements and guarantees.

This level also covers the financial and other resources that the system can draw upon, including human resources, technologies, knowledge and innovation, physical infrastructure and IT. This is particularly important because it enables service providers to function effectively, and includes funding for the judiciary, legal aid and other front-line justice providers, regulation of price-setting for legal professionals (where this occurs), such as notaries, and establishing consumer protection frameworks where relevant. Components

included at this level in health system frameworks also include financing, data and digital, governance, the workforce, technologies and pharmaceuticals and knowledge and innovation (OECD, 2024[5]).

Structured investments and essential R&D efforts are also part of this level, as are the human resources, organisation of legal professions, creation of new roles for justice professionals (similar to physician assistants in health care), adaptations and diversification in legal education. These all determine the conditions under which justice services operate.

Box 2. Connection to Performance Budgeting

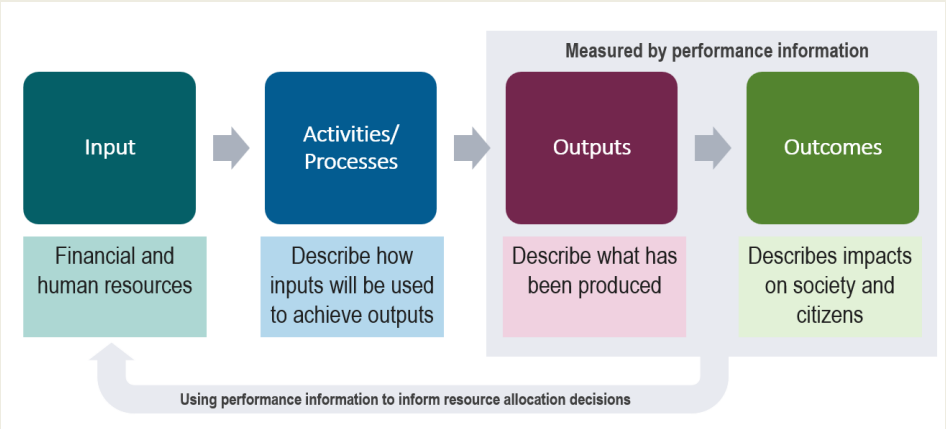
Performance budgeting refers to measuring inputs, activities, outputs and outcomes and using this information to inform public resource allocation decisions. It does not imply a direct link between performance and resources but instead serves as contextual information to guide decision makers.

Performance budgeting in the public sector uses a results chain that connects inputs, to activities, to outputs, to outcomes. To support usability of the Measurement Framework for budgeting and performance management this results chain can be mapped to the framework. Of course, the justice sector also includes many private sector actors, and services that are privately funded, either directly by users or through pooling mechanisms (like insurance).

For justice services that are publicly funded, the inputs are part of the government policy and system characteristics level. Activities and outputs are generated at the justice services and intervention level, where public and private justice services deliver legal information, lawyers or mediators off assistance and courts provide adjudication. Collectively, these activities and outputs, lead to resolution of conflicts, procedural justice and trust in institutions as outcomes. These outcomes, and ultimately also impact, are captured at the outcome level of the framework.

Of course, performance budgeting can also be applied within the justice services and interventions level where services justice institutions plan, budget, implement and measure their services.

Figure 2. Results chain for performance-based budgeting



Source: OECD (forthcoming[21]), OECD Best Practices for Performance budgeting

2.6. Four cross-cutting dimensions

The Measurement Framework includes four cross-cutting dimensions of justice system performance: effectiveness, efficiency, responsiveness, and resilience. These elements apply through all levels of the framework and therefore do not belong only in any single level or block of the Measurement Framework.

2.6.1. Effectiveness

Effectiveness concerns the degree to which policies, strategies, services, and interventions achieve their intended goal. Whether it be in relation to the effectiveness of an individual justice service helping an individual resolve their legal problem, or at a macro level of whether a given government policy or strategy achieves its intended outcome, effectiveness is a feature of all levels of the Measurement Framework. It is natural, even imperative given their public responsibilities, that government departments, justice agencies, and service providers seek to be as effective as possible.

2.6.2. Efficiency

Efficiency concerns the extent to which the structures, processes and outcomes are economic and timely, a central requirement of all use of public funds. Government policy and funding should be directed to deliver the necessary services and interventions that are effective at achieving the outcomes required and do so cost-effectively. Therefore, for justice sectors, efficiency means delivering effective and reasonably fast services and achieving intended outcomes with the least expenditure of resources (time, money, personnel). International benchmarking can assist countries to identify the most cost-effective approaches. Monitoring and evaluation of services should link closely to high-level outcome indicator assessments so that appropriate feedback can occur at the lower levels of the framework to ensure the best outcomes with the available resources. The concept of efficiency will be further operationalised by identifying concrete measures that could be used across the framework. For example, efficiency could be assessed through metrics such as cost per resolved problem, cost per service pathway, or cost per user group.

2.6.3. Responsiveness

Responsiveness in relation to legal and justice services concerns the ability of those services to adapt to people's particular and changing legal needs and justice problems, as well as those of SMEs, and to adjust to broader contextual conditions and changes occurring within them. A critical component of responsiveness is equity, that the system organised and delivers equal (access to) justice services to different population groups. More than two decades of legal need research has highlighted the different needs and problems of different groups, as well as different capabilities to confront and manage these problems. A responsive justice system will be one that adapts and implements policies and actions to deliver services based on comprehensive and evolving understandings of the legal needs and justice problems as well as the most effective way to resolve them.

2.6.4. Resilience

Resilience involves ensuring justice sector services and pathways can perform regardless of internal or external stresses and disruptions, including periods of crisis, rapid societal change, or heightened public scrutiny. Resilience also encompasses the capacity of justice systems to uphold their broader collective functions, including maintaining public order and providing checks and balances that support trust in public institutions. This bedrock capacity is essential for justice sectors and services to survive, remain legitimate, and operate effectively. Implicit within resilience is the concept of fiscal sustainability of services. To be resilient, services and pathways must be affordable for all concerned – for the state, for service providers, and for service users (potential and actual).

3 Data and indicators for the framework

To put the proposed Measurement Framework into practice, its various levels and components need to be broken down and populated with appropriate indicators and measures, and data will have to be collected and used to report on the indicators. Once mature, such a process can lead to a valuable national and global tool for advancing improved public policy and action, as has been the case for health.

Whereas the *conceptual framework* is a structured way to organise, understand and analyse the complex reality of the justice system, *data* is used to capture the empirical reality of the key elements of the framework and *indicators* are used to focus on the aspects deemed most important to assess performance and inform policymaking.

Since the data availability of justice systems is limited and data-ecosystems are still in development, the selection of indicators may often have to be a compromise between the conceptual relevance and practical considerations. This is no different in the health sector, where, moreover, indicators are also changed over time due to new scientific insights or changing policy priorities (van den Berg et al., 2014[22]).

3.1. Measuring people's needs and preferences

To measure justice and assess performance of the justice system, people and businesses (in particular SMEs) as current and potential users are placed at the heart of the Measurement Framework.

Data and evidence on people's needs, capabilities and preferences are needed to determine the justice system's purpose, its priorities, its funding, its services, and its outcomes. Reflecting the shift towards more people-centred systems, needs, capabilities and preferences should influence actions and decisions across the justice system, in particular government strategies and budget priorities. Targeting services and ensuring that they are suitable and appropriate for people and businesses, and tailored to their circumstances and preferences, requires data on such needs, capabilities and preferences.

A comprehensive understanding of people's legal needs and justice problems is also critical to make justice systems more effective. Only by knowing and understanding people's needs can the justice sector be oriented towards addressing these needs. Understanding whether people and businesses have meaningful access to justice is complex and very few countries are able to provide an analytically rigorous and methodically sound empirical answer to the question which share of their population have meaningful access to justice. It concerns a number of dimensions, including the substance of the law, the availability of advice and assistance services, the availability of formal and informal institutions to resolve disputes and secure justice, the quality of legal services, the legal capability of people, and, ultimately, the ability of people and businesses to resolve their justice problems fairly (OECD/Open Society Foundations, 2019, p. 24[3]).

Box 3. Key documents on data for people-centred justice systems

The following documents and papers provide a background to thinking and guidance in relation to people-centred justice systems and the development of appropriate data ecosystems:

- The OECD Report: Equal Access to Justice (2019) (OECD, 2019[1])
- The Justice for All report of the Task Force on Justice (2019) (Task Force on Justice, 2019[2])
- The OECD-ISJI Legal Need Surveys guideline (2019) (OECD/Open Society Foundations, 2019[3])
- The OECD Report: The Path to Becoming a Data-Driven Public Sector (2019) (OECD, 2019[23])
- The Praia Group Handbook on Government Statistics (2020) (Praia City Group, 2020[24])
- The OECD-WJP-Pathfinders report on Grasping the Justice Gap: Opportunities and Challenges for People-Centred Justice Data (2021) (Chapman, 2021[25])
- The OECD Framework and Good Practice Principles for People-Centred Justice (2021) (OECD, 2021[4]).
- The OECD Recommendation on Enhanced Access to and Sharing of Data (2021) (OECD, 2025[26]).
- The OECD Recommendation on Access to Justice and People-Centred Justice Systems (2023) (OECD, 2023[17])
- People-centred justice data guidance in the OECD country report on Portugal (2024) (OECD, 2024[27])
- The OECD Toolkit for Access to Justice and People-Centred Justice Systems (2025) (OECD, 2025[28])
- The American Bar Foundation paper on State of the Art in Civil Legal Needs Surveys (2025) (American Bar Foundation, 2025[29])
- The OECD Report on Making Justice Systems More Effective and People Centred: Advancing a Responsive Rule of Law (2025) (OECD, 2025[30]).

3.1.1. Data on people's capabilities and preferences

Legal needs surveys investigate the experience of legal needs and justice problems from the perspective of those who face them, rather than from the perspectives of the professions and justice institutions that may play a role in their resolution (Coumarelos, Wei and Zhou, 2006[31]; Genn, 1999[32]). This shift towards user-centred data reflects the broader reorientation in justice policy and research towards understanding justice problems through the lived experiences of individuals rather than institutional processes (Di Giovanni and De Langen, 2024[33]). Thus, legal needs surveys can identify and explore the range of responses to problems and the range of sources of help and institutions available (OECD/Open Society Foundations, 2019, p. 25[3]).

Legal needs surveys therefore provide a uniquely comprehensive overview of people's experience of resolving justice problems. Such surveys provide an empirical basis for understanding how people's justice issues arise and how they affect numerous other areas of life (OECD/Open Society Foundations, 2019, p. 29[3]). Moreover, developing the most effective interventions to meet legal needs and resolve justice problems, requires research and development, just like evidence-based medicine depends on R&D into the most effective treatments.

Legal need surveys and other household or population surveys that include legal need elements are therefore an essential component of any assessment of legal need. While there will be time and resource limitations associated with the conduct of any survey that will limit their scope and coverage, typically legal needs survey components include questions to provide insight in relation to some of the following:

- The incidence and patterns of legal needs and justice problems experienced, including for specific groups
- The patterns of problem-resolving behaviour, including sources of help, the pathways people follow, obstacles they encounter, nature of assistance obtained
- Legal capability and people's understanding of their rights, awareness of the law and justice services, as well as people's attitudes to lawyers and the law
- The impact of legal needs and justice problems on people's lives
- The impact of legal and justice services, manner of dispute resolution and the cost of justice services
- The achievement (or not) of fair outcomes
- People's experiences and satisfaction with outcomes and with processes (OECD/Open Society Foundations, 2019, p. 30[3]).

Legal needs surveys, however, have limitations, and may, for example, be less effective in relation to delving into rare justice issues or small population groups (OECD/Open Society Foundations, 2019, p. 24[3]). While they provide the only means of obtaining a representative overview of justice problems, other data sources can be used to complement the data and analysis to gain a more comprehensive and nuanced understanding of the prevalence of needs and problems. These data sources include:

- Official data (e.g. census data): Official demographic data, by providing insight into different regions and communities, can help locate specific groups and areas where higher levels of legal needs are likely and can provide information needed to ensure adequate coverage of services.
- Service delivery data: While only providing insight into those matters that reach justice services, service delivery data can provide insight on the most common legal needs and justice problems as well as the choices people make along the justice pathway and the outcomes they achieve. This can be reinforced by the integration of key people-centred variables in service delivery data systems, this can include more demographic information to identify variations in outcomes based on demographic data, or measurement or measuring elements that are known to impact people's experience, such as wait times of case processing times.
- User surveys and feedback: While only providing insight into those matters that reach justice services, data collected from users of those services, whether through surveys or feedback systems, are an important source of data about people's capabilities, experiences and preferences. Matched client-service provider assessments will be a valuable source of data, similar to the OECD Patient Reported Indicator Surveys (PaRIS) approach in health. This can include the use of justice journey mapping to capture people's experiences around life events that are known to create justice problems, such as divorce, eviction, or job loss, as part of life event approaches used by OECD Member countries to improve the integration and delivery of public services for users.
- Qualitative research data: Rare legal needs and justice problems, as well as minority communities and specific groups are difficult to capture through legal needs surveys. Proper representation of minority groups may require large sample-sizes and/or significant oversampling. For cost-efficiency reasons most legal needs surveys are now conducted online, automatically excluding those with limited digital and literacy skills. More nuanced and comprehensive understanding of legal and justice needs may arise from long-term engagement with the lived experiences of vulnerable communities (OECD, 2024[27]). These aspects are better covered by complementary qualitative research.

3.2. Measuring justice outcomes

At the green level of the Measurement Framework are the outcomes that the justice system ultimately delivers, and these are a key element for justice measurement. These outcomes reflect the effects of the overall sum of a justice system's actions, policies, services, processes and interventions on people and businesses and on society and the economy as a whole. This is about macro-level outcomes, where results are aggregated for society as a whole, but which are of course connected to the outcomes and results at the service level which directly impact people's lives.

One of the outcomes included in the conceptual framework therefore provides a country- or population-wide perspective on resolution rates, or the "resolution and prevention of justice problems." At the same time, it is important not to restrict the justice system to preventing and resolving individual justice problems alone. The framework also highlights how the justice system contributes to broader societal goals, including positive impacts on the economy, social development, and the environment. How to reflect this broader role of justice systems needs further study, inspired by how health systems measure collective health goods and services and their impact on broader societal goals. One of the intended results is already reflected in the framework as "trust and fairness."

The outcome indicators are, as far as possible, to be based on standardised metrics, in order to provide comparable indicators for the justice system of a given country. The standardisation will be a product of both methodological development and definition of the indicator itself. The justice outcome indicators are intended to provide a country-wide picture of whether people are achieving the outcomes expected from a people-centred justice system. They aim to help align justice system efforts around improving people's experiences and outcomes as they try to solve their justice problems or meet their legal and justice needs.

When developing and interpreting these standardised metrics, it is important to consider differences in legal and institutional contexts. In some countries, high use of constitutional or summary procedures may reflect an accessible, effective, and trusted justice system, rather than inefficiency. Outcome indicators should therefore be interpreted in light of the institutional features that shape how people use justice services. In transitional justice contexts, outcomes may extend beyond civil, commercial, or criminal matters to include land restitution, judicial clarification of past harms, and reparations for collective harm, and tailored indicators can be important.

The initial set of outcome indicators focus on measuring seven core, high-level outcomes of justice systems, divided into two groups: final outcomes and intermediate (high-level) outcomes:

- Final outcome indicators - capture the ultimate objectives of a justice system. These include whether people's problems are resolved, whether they perceive the process as fair, and whether they trust the justice actors involved.
- Intermediate (high-level) outcome indicators - reflect the critical functions that justice systems must provide for people to reach fair solutions. These are access to information, access to assistance and advice, and access to dispute resolution.

It should be noted that the intermediate outcome indicators remain high-level, country-wide indicators for the outcomes delivered by the system as a whole. These are to be distinguished from the outcomes that are achieved at the justice services level (in orange in Figure 1), where data is collected and indicators can be developed that measure outcomes by individual justice actors.

While most of the outcome indicators are directly linking to resolution, the Measurement Framework does not focus only on dispute-resolution services. The orange level comprises a wide range of justice services and interventions, aligned with the definition of the justice system agreed in the OECD Recommendation as encompassing "the various agencies and institutions across all branches and levels of the government as well non-governmental stakeholders active across the justice system, whether involved in policymaking,

legal reform, administering or enforcing the law, or providing legal and justice services, as well as other human and social services that contribute to legal empowerment."

3.2.1. Indicators for justice outcomes

As a key contribution to the development of the justice Measurement Framework, the OECD worked closely with the Hague Institute for Innovation of Law (HiiL) and the World Justice Project (WJP) to develop an initial set of outcome indicators that can be measured with the data that is generally available today (HiiL/OECD/WJP, forthcoming[34]).

Box 4. Outcome indicators for people-centred justice

The paper, Outcome indicators for people-centred justice, developed jointly by the Hague Institute for Innovation of Law (HiiL), the World Justice Project (WJP) and the OECD, underpins the selection of the first set of outcome indicators that countries can use to assess what justice systems deliver for people, communities and businesses. The analysis in the paper is anchored in the shift from institution-based to people-centred measurement. It conceptualises justice outcomes through the lens of people's justice journeys, capturing how individuals experience and navigate problems, rather than how institutions process cases. The paper highlights that outcomes require measurement approaches that go beyond administrative data to include legal needs surveys, which can capture unmet needs, pathways and perceptions across the whole population.

A central conclusion of the paper is that outcome measurement is both essential and feasible, but still at an early stage of development. It demonstrates that a limited set of indicators – selected based on conceptual relevance and data availability – can provide meaningful insights into justice system performance from a people-centred perspective. At the same time, it emphasises that these indicators should be understood as a starting point within a longer-term process of developing a comprehensive and internationally comparable measurement system.

The paper further recommends sustained efforts to strengthen justice data ecosystems to support outcome measurement. This includes increasing the use of legal needs surveys; harmonising concepts, taxonomies and methodologies across countries; and integrating multiple data sources into an interconnected data ecosystem, that also includes administrative data, user surveys and broader household surveys. The paper calls for embedding outcome indicators into policy, planning and performance frameworks, and for investing in innovation and new data sources, so that outcome measurement can progressively inform decision making, accountability and reform across justice systems.

Source: HiiL/OECD/WJP (forthcoming[34]), Outcome Indicators for People-Centred Justice.

The four final-outcome indicators proposed for the Measurement Framework measure the extent to which the following are achieved:

1. People solve their justice problems

A justice problem is resolved when the parties consider it resolved. The resolution of a justice problem reflects whether or not the problem persists for people, regardless of whether there has been a resolution by a neutral party or an agreement, whether the parties involved recognise the legal nature of the problem, or whether they take legal action. Measuring this outcome includes attention to both the availability of resolution mechanisms and their quality as it captures underlying elements, including enforceability, timeliness and real-life impact. It is not enough to know that an agreement or resolution has been reached - it is also essential to understand whether people perceive the outcome as fair, whether it was reached in

a timely and affordable manner, whether underlying issues are resolved, and whether the resolution prevents recurrence.

2. People experience the process of resolving their justice problems as fair

This outcome focuses on the fairness of the resolution process. Procedural justice research shows that people's perceptions of fairness are shaped less by the final decision than by the quality of their interactions with justice actors. Neutrality, respect, opportunities to be heard, and clarity of procedures all strongly influence whether people believe a process is fair. These perceptions, in turn, are critical for compliance, legitimacy, and trust in justice institutions. In this Measurement Framework, indicators of fairness include whether people believe their views were considered, whether they felt treated with dignity, and whether procedures were transparent and comprehensible.

3. People trust the justice system

Trust, which refers to people's belief that justice actors act with integrity and competence, shapes behaviour in seeking help from justice actors, co-operation with institutions, and long-term compliance. Conversely, distrust discourages people from engaging with formal justice systems and undermines legitimacy. Trust is both a product of justice experiences and a precondition for effective justice delivery. It encompasses both diffuse trust in the system as a whole and specific trust in individual justice actors, such as judges, mediators, or paralegals, whose integrity and competence people rely on in moments of need. At the process level, people may trust the system to handle their problem fairly. Measuring trust therefore provides both a diagnostic of system performance and may provide insight into where reform is most urgently needed.

4. People experience fewer justice problems

Drawing inspiration from public health, prevention is understood in three forms: primary prevention aims to stop unnecessary justice problems before they arise; secondary prevention involves early detection and timely action to prevent escalation; and tertiary prevention focuses on reducing harm after a problem has already emerged. As is the case in the health sector, prevention of justice problems is a concept that requires some level of agreement on system boundaries (see Chapter 4 in (OECD/Eurostat/WHO, 2017[12])). In the System of Health Accounts, a key criterion for the boundary of the health system is whether a service has health as its primary objective with convention as a secondary criterion. Similarly, the boundary needed for the justice system could include contracts, registrations and policing, but exclude good HR practices, a traffic light at a dangerous crossing or an employee-needs focused management training. Although these interventions obviously prevent justice problems, this is not their primary purpose and/or they are not conventionally managed as part of the justice system.

The three intermediate-outcome indicators assess whether:

5. People obtain the information they need to recognise and solve their justice problems

Access to information is the gateway to justice. People and small businesses need information and need to recognise their problems as legal in nature and understand their rights and options. Information must be timely, clear, actionable, and widely available through trusted entry points in communities, so that problems can be addressed before they escalate.

6. People obtain the assistance and advice they need to solve their justice problems

Assistance and advice play a central role in preventing problems arising or escalating and in guiding people toward fair outcomes. This involves personalised support that helps people diagnose problems, weigh their options, and take effective steps. For people with higher legal capability, light-touch assistance, such as summary guidance or referral, can enable them to resolve problems independently. For those with lower capability or facing compounded vulnerabilities or multiple justice problems, more holistic and bundled forms of assistance may be needed, which should also be accessible through trusted community entry

points. These may combine legal education, accompaniment, and links to relevant social services. At increasing service intensity levels, providers may help with document preparation, negotiations with opposing parties, or representation in formal proceedings.

7. **People obtain access to the dispute resolution mechanism they need to solve their justice problems**

People need access to impartial, trusted, and effective ways of resolving disputes, whether through courts, administrative agencies, arbitration, mediation, conciliation, customary and community-based forums, or restorative processes. Litigation provides authoritative and enforceable judgments but is often costly, adversarial, and slow. A people-centred justice system ensures that a diversity of mechanisms is available, affordable, proximate, and connected through seamless referral pathways and that people can access the mechanism that best fits their needs without undue barriers of cost, distance, or complexity.

3.2.2. Data for Justice Outcomes

Legal need surveys, crime victimisation surveys, and other household surveys have proven to be effective sources for reliable data on these seven outcome indicators. Such surveys approach individuals rather than justice systems and thus are able to reveal legal need and actions taken, and individual outcomes achieved, in response to that need, regardless of direct engagement with justice system agencies.

Most legal needs surveys are general population surveys, that aim to use a sample that is representative for the population of the country surveyed. While complementary, qualitative, research is often needed to ensure that the perspectives of all sub-groups in the population are properly included at the more granular level, legal needs surveys are the best available source of data for the outcome indicators related to the prevention and resolution of justice problems as indicated above (OECD, forthcoming[35]).

It should be noted that for legal needs surveys to deliver data for the outcome indicators that is comparable across countries, there will need to be increased efforts to harmonise survey methodologies, terminologies, and taxonomies, as well as collection of data on outcomes, across OECD and partner countries seeking to employ the Measurement Framework.

To achieve a more systematic measurement of trust and fairness in society and the economy, as an overall outcome of the justice system, other indicators will have to be developed and data sources identified, building in particular on the OECD Trust survey (OECD, 2024[36]).

3.3. Measuring justice services and interventions

Public policies in modern societies are highly complex and there is a large distance between the detailed policy and budgeting work undertaken by governments and achieving the public policy outcomes sought. What strategies and initiatives are most effective at achieving the desired outcomes? Are these strategies and services affordable to the government, to service providers, and to individuals themselves? How can services be appropriate for different groups within society and accessible across the country? How can people's awareness of and engagement with justice service agencies be improved? Can we standardise data collection and analysis to allow for a coherent understanding of what is most effective in comparison to other services, and how can this information be incorporated into planning and budgeting?

All countries maintain a range of justice institutions and actors that deliver a range of justice services. Most of these collect data, conduct, evaluations, and undertake measurement activities to assess sector performance. However, much remains to be done to ensure more consistent and coherent data collection, measurement, and indicator frameworks are in place to support planning, budgeting, and the delivery of justice services within countries, and to facilitating comparisons and learnings from other countries.

The 'Justice services and interventions' (orange) level of the Measurement Framework provides the connection between government policy, priorities, and initiatives, and the achievement of the justice

outcomes. Based on the structure of the justice system (determined by the blue level), the service level provides the processes (orange level) that are meant to achieve the overall outcomes (green level).

3.3.1. Indicators for justice services and interventions

There is usually not a direct correlation between specific policy indicators and relevant outcome indicators. Therefore, the development of indicators and measures for the 'Justice services and interventions' (orange) level of the Measurement Framework needs to provide the intermediate data and information that allows governments to manage the policy levers at their disposal 'based on empirical data and evidence' as indicated in the OECD Recommendation. Crucially this will involve assessments of the effectiveness, efficiency, responsiveness and resilience of various services and policies, as well as capturing and summarising a range of people-centred service level variables. Including service-level indicators related to unit cost metrics, identification of key cost drivers, and service volume data linked to outcomes, would strengthen the framework's capacity to support cost-effectiveness comparisons across different service pathways and inform decisions on scaling up, redesigning, or reallocating resources between services.

Over time, this level of the framework will involve changes in definitions, taxonomies, and data collection protocols and processes associated with the delivery of services and interventions, to ensure (as far as practical) consistency across and within individual justice systems, as well as consistency through all levels of the Measurement Framework.

To limit transition costs, an incremental approach is proposed, building on existing practices and developing consensus across countries on appropriate definitions, taxonomies, protocols, measures, and indicators for the service delivery level. As justice sector agencies and organisations progressively and in the normal course of events upgrade their ICT and data collection processes, hardware and software, they will be able to embed data collection for the new indicators into those updates.

It is intended that work to develop the service-level indicators will commence as part of Phase 2 of the implementation of the Measurement Framework, as described in Chapter 4. Indicators will then be designed to allow governments and others to draw connections between the policies and actions they implement, the different aspects of service delivery and the ultimate outcomes. For example:

- If governments wish to identify strategies to improve outcomes indicator 1 (people resolving their justice problems), they will need to have data on the usage, affordability, effectiveness, and efficiency of the various dispute resolution mechanisms available, as well as data from other countries concerning what mechanisms work best.
- If governments wish to improve performance against outcome indicators 5 and 6, (concerning access to information, advice and assistance services), they will need data on the accessibility, affordability, and usage of currently available information, advice, and assistance services, as well as monitoring processes in place to measure changes with new strategies and initiatives.

3.3.2. Data for justice services and interventions

Data collection for justice services and interventions is meant to better understand and measure the multitude of daily interactions and services delivered that make up the reality of the justice system. Only a strengthened empirical understanding of how the justice system really operates will provide a starting point for evidence-based policymaking.

It is anticipated that the service-level indicators will be based upon summaries and/or insights collected across the justice system, primarily service delivery (administrative) data, official data, but also data from legal needs surveys, user feedback and satisfaction surveys and other research data where appropriate. In other words, the service-level indicators for this level of the Measurement Framework will be reliant upon the development and implementation of a justice data strategy and common data collection and analysis protocols.

Underpinning the 'Justice services and interventions' indicators, then, will be a data ecosystem that will include variables that are standardised as far as practical and appropriate. Such an ecosystem will have to be developed over time as is described in more detail in chapter 4, and will include:

- Demographic data
- Administrative and systems data that identifies number of cases, case duration, resolution rates, types of problems that are addressed by different service providers, which treatments are successful, and what outcomes are achieved for people (at the service level)
- Taxonomies of justice problems, justice actors, and justice services
- Variables and concepts relevant for legal needs analysis
- Variables relevant for understanding the usage, effectiveness, costs, and outcomes associated with services delivered.

3.4. Measuring government policy and system characteristics

Since 2015, the OECD and partners have devoted a decade of work to developing an understanding of the benefits and characteristics of people-centred justice systems, as well as the steps and actions needed to support governments to make their justice systems more effective. This work culminated in 2023 with the adoption of the OECD Recommendation on Access to Justice and People-Centred Justice Systems, which reflects the OECD's focus on supporting governments to adapt policies, priorities, and actions to implement people-centred justice.

Building on this international consensus among OECD Member Countries, and the European Union,[2] the developed set of policy indicators is derived directly from the OECD Recommendation and covers its five pillars. The initial set of ten policy indicators has been developed through country consultation in the context of the OECD project with the Ministries of Justice of Ireland, Italy, Malta and the Netherlands, funded by and in collaboration with the European Commission (SG REFORM).

These indicators do not measure the actions of one specific actor or branch but rather are focused on the justice system as a whole, including legislative processes and the role of parliament, the role of government and government agencies, the judiciary, the legal professions and a wide range of local and front-line justice actors. While the Recommendation covers many aspects of the justice system, certain elements are less developed, including important public sector considerations such as budgeting and financing, the workforce, and research and development. Elements of Open Justice can also be reinforced over time, ensuring that justice information is accessible, understandable and useful to people and businesses, thus, strengthening transparency, trust, legitimacy, and inclusion. A specific category of indicators on data governance and interoperability could measure common data standards, information-sharing agreements, interoperability protocols, data quality, timeliness of information, cybersecurity, privacy safeguards and the existence of integrated justice information systems.

As international consensus on these topics grows the blue level of the Measurement Framework can be expanded to develop relevant indicators and data sources.

3.4.1. Indicators for government policy and system characteristics

Based on the five pillars of the OECD Recommendation, the initial set of **policy indicators**, contains ten indicators each comprising a number of elements towards which specific measures are directed. The full set of policy indicators with their sub-elements are include in the annex, and are described below in more general terms:

1. There is a people-centred purpose and culture in the justice system.

This indicator includes whether governments have explicitly committed to people-centred justice, whether key justice institutions have publicly embraced the goal of ensuring equal access to justice and monitor progress towards achieving these goals, whether the roles and independence of justice sector actors are clearly recognised, and whether strategies are implemented to identify and overcome biases and discrimination within the justice system and its outcomes.

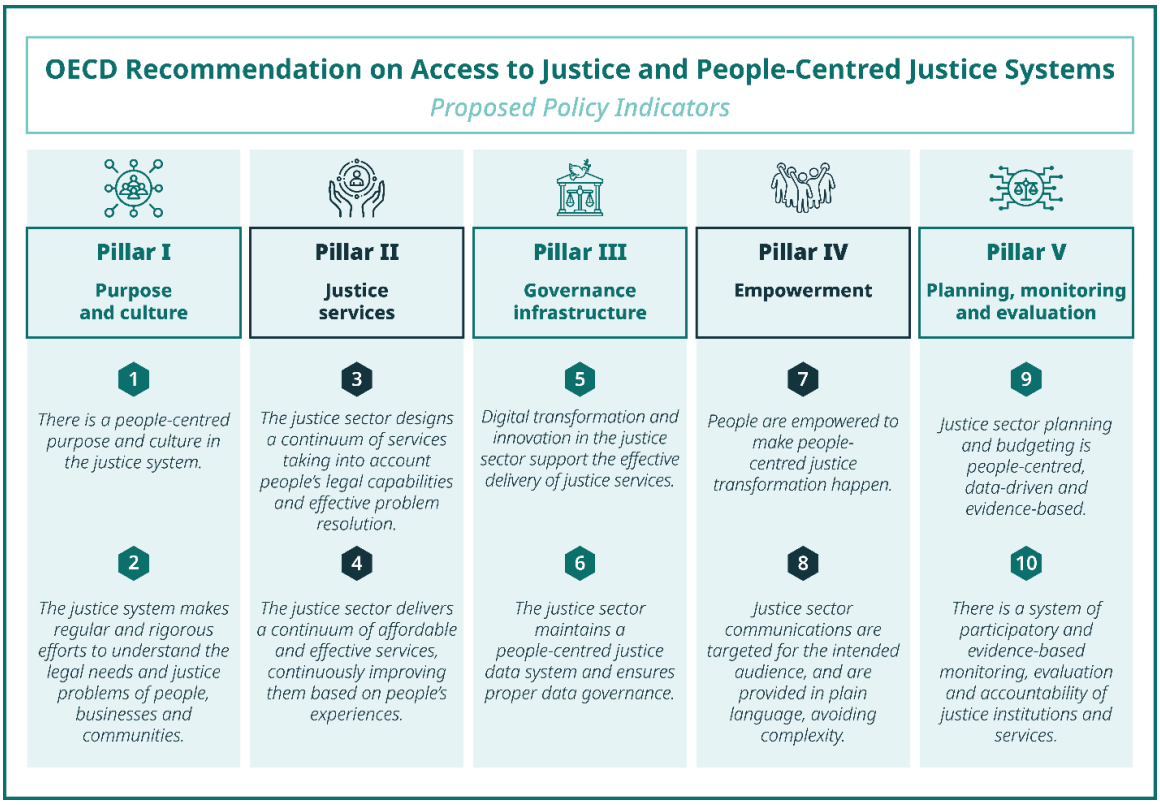
2. The justice system makes regular and rigorous efforts to understand the legal needs and justice problems of people, businesses, and communities.

This indicator includes whether there is an ongoing programme for assessing and monitoring the legal and justice needs of people, businesses, and communities, particularly through legal need surveys, whether research is undertaken to understand the most common legal and justice problems of specific demographic groups, and whether this knowledge of legal needs is translated into preventative action and structural solutions'

3. The justice sector designs a continuum of services taking into account people's legal capabilities and effective problem resolution.

This indicator is concerned with whether the assessment of legal capabilities of people and businesses informs justice service design, whether service design is also informed by evidence of the strategies that provide effective resolution, and whether services are distributed in a way that is accessible across the country.

Figure 3. Proposed Policy Indicators



Source: Authors' elaboration.

4. The justice sector delivers a continuum of affordable, and effective services, consistently improving services based on people's experiences.

This indicator is concerned with how appropriately services provided by the justice sector address the most common legal and justice problems of people, businesses and communities, whether people are able to effectively resolve their justice problems, whether key institutions publicly report resolution rates, and whether the justice sector systematically seeks feedback on client experience and outcomes.

5. Digital transformation and innovation in the justice sector support the effective delivery of justice services.

This indicator relates to the policies and approaches related to the digital transformation of the justice sector, the embedding of a 'digital by design' approach to improve access to justice while preserving access for those experiencing barriers to technology, and fostering innovation to support people-centred justice services and pathways. This requires safeguards in digital and data justice, ensuring that automated systems are accompanied by accessible measures, technical support, privacy protections and procedural safeguards.

6. The justice sector maintains a people-centred justice data system and ensures proper data governance

This indicator considers the existence of a justice data strategy, aligned with a central data strategy, with sound and coherent governance arrangements, the identification of a core set of people-centred data variables that are collected and reported, the existence of appropriate data quality standards and data collection and management protocols to support people-centred justice, and the appropriate disaggregation of data collection and analysis.

7. People are empowered to make people-centred justice transformation happen.

The elements of this indicator focus on the capabilities and opportunities for people both inside and outside the justice sector. This includes whether people are stakeholders and have opportunities to be informed, consulted, and engaged in the design and delivery of justice services, and whether mechanisms exist to foster people's empowerment and legal literacy and capabilities.

8. Justice sector communications are targeted for the intended audience, and are provided in plain language, avoiding complexity.

This indicator relates to policies to reduce complexity and use plain language in justice sector communications. It also assesses whether there are efforts to enable people to access legal information, navigate procedures, and find appropriate services, and whether people are aware of justice services that can address their legal matters and justice problems. This requires continuous training efforts and citizen-oriented innovation.

9. Justice sector planning and budgeting is people-centred, data-driven and evidence-based.

This indicator considers whether the planning and budgeting of justice services and the determination of priorities for justice sector planning and budgeting are based on data and evidence about legal needs and justice problems and about the availability, effectiveness, and efficiency of services. It also assesses whether justice budgets are based on a sound understanding of the connection between resources, services provided, and outcomes achieved, and whether these budget details are made public.

10. There is a system of participatory and evidence-based monitoring, evaluation, and accountability of justice institutions, and services.

The elements of this indicator are concerned with whether appropriate and regular reviews and assessments of justice sector performance occur, whether the gaps in data, evidence, and knowledge about what works to resolve people's problems are progressively addressed, and whether justice sector actors draw on the experiences of other countries and sectors.

3.4.2. Data for government policy and system characteristics

The measurement of and reporting against these indicators will be a country responsibility in response to a periodic (perhaps every 2-3 years) questionnaire provided by the OECD.

The first iteration of the questionnaire was distributed to countries by the OECD and responded to during July – September 2025. In its initial iteration, the questionnaire has sought predominantly qualitative responses for a majority of questions. Over time, and especially as the service-level indicators and data ecosystems are developed and advanced, more quantitative data-driven responses will be sought.

Key features of the questionnaire include:

- For each Indicator element, between one and four targeted questions were included to provide an adequate assessment of the element, and thus the indicator.
- Given the importance of understanding people's legal needs and justice problems, some emphasis was placed on understanding how each country seeks to achieve this.
- For most questions, supporting information was requested, such as appropriate government policy documents demonstrating policy commitments to people-centred justice, legislation or policy articulations promoting the simplification of procedures and the use of plain legal language, as well as links to country legal needs survey reports and outcomes.

Following review of the first iteration of the questionnaire and the responses, amendments to the questionnaire, the indicators and their elements will be considered. One area identified for further consideration is the adaptability of the questionnaire for federal jurisdictions, where jurisdictional responsibilities for areas of law and service delivery are divided between national and state/regional levels of government.

3.5. Measuring other elements of the framework

3.5.1. Justice sector context

The socio-economic, demographic, and environmental conditions in a country impact policies and infrastructure in relation to all government portfolio areas, including the justice sector. The available budget will impact justice infrastructure, including the number and locations of various services and dispute resolution mechanisms, as well as the availability of support for people experiencing legal needs and justice problems.

A well-functioning justice system, like a well-functioning health system, is essential to a well-functioning economy. The OECD and other institutions have identified indicators that describe such factors as the 'socio-economic impacts of health and health systems', 'risk factors associated with health', and others. It is likely that many of these will also be relevant to the justice sector as well and such socio-economic impacts and risk factors could then also be included as indicators within the Measurement Framework.

Throughout the evolution of the Measurement Framework, additional indicators relevant to the socio-economic, demographic, and environmental context that potentially impact the justice sector will be

identified. Similarly, the impact of the justice system on the environmental, social and demographic can be further researched, while work to better understand the impact of the justice system on the economic and commercial context is already being undertaken by the OECD (OECD, forthcoming[37]).Measuring cross-cutting dimensions of the framework.

The Measurement Framework for People-centred Justice Systems includes the four crosscutting dimensions of effectiveness, efficiency, responsiveness and resilience. Understanding and improving the performance of the justice system on these dimensions is likely to be a key policy objective in most countries.

Importantly, each of these cross-cutting dimensions operates at the different levels of the framework and can be measured there. For example:

- Outcome level: Aggregate data on key indicators will provide the best overall picture of sector performance for country comparisons on efficiency and effectiveness of the use of public resources, even though such high-level outcomes are impacted by other factors beyond the justice sector, and may not provide clear, actionable insights for policymakers (OECD, 2024, p. 38[5]).
- Justice services and interventions level: This level relates to the actual delivery of services and interventions and thus has the advantage of focusing on more concrete activities of which the efficiency, effectiveness, resilience and responsiveness can be considered, which can lead to specific policy and funding recommendations and actions.
- Government policy and system characteristic level: The four crosscutting dimensions will likely have readily identifiable measures and indicators that provide important insights on the policies and services implemented.

The OECD and other agencies have identified and collect a range of indicators that cover these dimensions in other contexts, such as in health. The HSPA, for example, contains example indicators for measuring health system efficiency, health system equity, and health system sustainability and resilience (OECD, 2024, p. 38[5]). These possible indicators are provided at different levels of the framework. For example, indicators for efficiency of the health system include:

- Life expectancy versus health expenditure and life expectancy versus health workforce as possible indicators at the sector level.
- Length of stay (in medical facility) and various outcome measures versus input data as possible measures at the hospital (agency) level.
- Proportion of patients who visited emergency departments because primary care service was not available, and the levels of antibiotic prescription and usage (OECD, 2024, p. 38[5]).

The evolution of the Measurement Framework for People-centred Justice Systems will include the identification of a range of indicators (existing and proposed) that can be useful in embedding the operationalisation and measurement of the four cross-cutting domains across all levels of the framework.

4 Implementing the measurement framework

The reporting of indicators for international comparison and time trends is at the core of OECD's activities in different sectors. This first iteration of the Measurement Framework for People-centred Justice Systems is intended to provide a starting point from which a continued evolution and enhancement is anticipated. Such a transformation in justice data collection will take time and will necessarily be gradual, involving the development of new justice data collection definitions, protocols, and processes to support more people-centred approaches. Moreover, the development of the Measurement Framework, the indicator sets, and the data ecosystem is only useful if it is a joint effort led by national governments of OECD member and partner countries, grounded in international agreement and fed by national experiences and learning.

This process should be fully responsive to national contexts, including differences in institutional capacity, legal frameworks and budgetary conditions. The development of common definitions, protocols, and processes should take place through peer-learning and consensus-building, considering country-specific realities, rather than through prior binding adoption commitments. The exchange of good practices and the building of consensus around common definitions should operate as a peer-learning process.

In the health sector, over the years, the OECD has built a valuable collection of indicators for health and the performance of health systems, which is available at OECD Health Statistics (OECD, 2023[38]). OECD Health Statistics, released annually, covers a broad range of health statistics and indicators for OECD countries and key partners. It has been in existence for over 20 years and consists of 12 detailed datasets each exploring an aspect of health and healthcare systems (OECD, 2024[5]).

The report Health at a Glance published biennially since 2001, is an OECD flagship publication and another key output of OECD's work on health (OECD, 2025[39]). It started as an innovative way to explore and present OECD Health Statistics, by showing variations and trends in key health indicators across OECD and partner countries, and evolved into a globally anticipated publication (the latest was released.in 2025 (OECD, 2025[39])). It provides a comprehensive set of indicators on population health and health system performance across OECD members and key emerging economies. As well as reporting on outcomes, *Health at a Glance* also includes data on financing for health (see Chapter 7 in (OECD, 2025[39])) – a key input in relation to delivering outcomes. The analysis draws from the latest comparable official national statistics and other sources, and is presented both as an overview of relative performance of countries and major trends, and in an indicator-by-indicator format (OECD, 2024[5]).

Unlike health and some other areas of public services, the justice sector globally and within many individual countries is comparatively underdeveloped in terms of the existence of comprehensive, consistent, and meaningful people-centred data ecosystems, as well as frameworks and indicator sets. While legal need surveys are increasingly common across OECD and other countries and progress has been made in many countries on the development of appropriate justice data ecosystems, much remains to be done. Key gaps include the lack of comprehensive data in relation to the need for and delivery of justice services, and data in relation to justice financing (where, in contrast to the health sectors, data is currently very limited).

There is also a longer-term ambition to develop more structured justice financing data. This could include comparable expenditure categories across countries and functional classifications of spending (e.g. advice and information services, mediation and alternative dispute resolution, formal adjudication, enforcement, prevention). Over time, such a dataset would strengthen the framework's capacity to support cross-country benchmarking and evidence-based resource allocation.

4.1. Towards a Measurement Framework

This paper is meant to be a stepping stone for international efforts to further develop the Measurement Framework, the indicator sets, and the data ecosystem. It has explored what a Measurement Framework for the justice sector could look like to underpin the ongoing shift to people-centred, justice systems. It has brought together efforts on the development of key indicator sets, most notably the policy indicators and outcome indicators, and proposed a coherent conceptual framework that can guide developments in the justice sector for the coming decade.

Much remains to be done. It is anticipated that over the next ten years the Measurement Framework can be developed as a key tool to assist governments, a majority of justice sectors and justice sector agencies and institutions. It can guide their data collection efforts and inform the development of national indicator sets and frameworks, to be compatible with the overall Measurement Framework.

A radical overhaul of justice data systems will not be necessary (nor would it be desirable). The necessary transformation can be achieved if the opportunities provided by regular, periodic IT and data systems upgrades over the next years are taken. In other words, if agreement can be reached on necessary core taxonomies,[3] variables, definitions, and data collection protocols, these can be incorporated progressively into justice sector and agency IT/data upgrades. Similarly, staff development to support the transformed data ecosystem can be implemented over time. The result will be that a progressive improvement and data collection and consistency to support people-centred justice with little cost beyond regular system upgrades being required. The gradual development of indicators, taxonomies and implementation roadmaps should follow a participatory approach, to ensure that measurement systems reflect the operational realities of different justice actors and territories, as well as perspectives of a diverse group of users and other stakeholders, rather than being driven by institutional or statistical perspectives.

The first phase of this work, from mid-2024-mid-2026, has seen the technical development and discussion of the proposed Measurement Framework for People-centred Justice Systems; an initial set of justice outcome indicators was developed by HiiL, WJP and OECD; and an initial set of policy indicators to begin the population of the government policy and system characteristics level of the Measurement Framework was developed by the OECD. These are all presented in this paper. The development of indicators and relevant implementation guidance for the level of justice services and interventions level of the framework is a priority for the next phase of the work.

This phase has also seen the development of methodologies for the initial measurement of the indicators and measures for these two levels and the first round of data collection. It will include the assessment of the data obtained through the first round of data collection from countries, as well as the development of the first "*State of people centred justice report*". It is hoped that this report will, over the years and iterations to follow, lead to the provision of relevant information to countries through the periodic publication of reports along the lines of the biennial "Health at a glance" report in the health sector (including data concerning the financing and cost-effectiveness of justice policies and services).

The next phase will include a review of the data and initial findings and the subsequent refinement of the indicators and measures particularly at the policy and outcomes levels. It will also advance the development of guidance, supportive material, indicators, methodologies and measures for the justice services and interventions level of the framework.

This component is complex, given the diversity of services and interventions already existing within OECD and partner countries as well as the existence of diverse and well-established national and institutional data collection systems. Establishing appropriate processes for the evolution towards common taxonomies, definitions, methodologies, and data collection and usage protocols will be essential. The development of guidance to countries in relation to data ecosystems will be prioritised, to facilitate the gradual implementation of the Measurement Framework indicators and principles to inform IT and data system updates.

This phase will deepen country engagement and policy dialogue aimed at building consensus across countries on shared definitions, taxonomies, protocols, measures, and indicators, building on available data and existing indicators used at the national level. It will include piloting of indicator sets, and supporting the development of national frameworks aligned with the OECD Measurement Framework fostering peer learning and exchange.

This phase could also include the development of guidance on costing frameworks and the integration of service-level and outcome data into spending review and budget processes. Piloting this integration in a small number of volunteer countries could help test how the Measurement framework can inform prioritisation and resource allocation decisions in practice. Explicitly linking the work to budgeting and spending review cycles may strengthen the framework's long-term operational relevance.

The framework will continue to evolve through iterative refinement, expanded data collection, and the development of additional indicators, including those reflecting system context and cross-cutting performance dimensions.

Annex A. Policy indicators

Pilar I – Establish a people-centred purpose and culture in the justice sector

1. **There is a people-centred purpose and culture in the justice system.**
   a. The government and/or the ministry of justice have explicitly committed to promote people-centred justice as the purpose and culture for the justice system, through whole-of-government and whole-of-society approaches.
   b. Key justice institutions and service providers have publicly embraced the goal of ensuring equal access to justice for all, define shared goals for collaboration between them and regularly monitor progress towards these goals.
   c. The roles and independence of justice sector stakeholders are clearly recognised, while ensuring mutual co-operation and co-ordination.
   d. Strategies are implemented to identify, analyse and eradicate any explicit or implicit bias and discrimination within the justice system and in the outcomes it produces.
2. **The justice system makes regular and rigorous efforts to understand the legal needs and justice problems of people, businesses and communities.**
   a. The legal needs and justice problems of people, businesses and communities are assessed and monitored, through legal needs surveys.
   b. Research is done or other efforts are undertaken to assess and monitor the most common legal needs and justice problems for specific groups.
   c. Mechanisms exist to ensure that the data and evidence on legal needs and justice problems is translated into preventative action and/or structural solutions.

Pillar II – Design and deliver people-centred justice services

3. **The justice sector designs a continuum of services taking into account people's legal capabilities and effective problem resolution.**
   a. Justice service design (including online and digital services) is informed by an assessment of legal capabilities of the people experiencing justice problems.
   b. Justice service design is informed by evidence on effective problem resolution.
   c. Justice services are distributed geographically in such a way that people are reasonably able to reach them, including with public transportation.
4. **The justice sector delivers a continuum of affordable and effective services, continuously improving them based on people's experiences.**
   a. Justice services address the legal needs and justice problems of people, businesses and communities, and in particular consider the most common justice problems
   b. Justice services ask for feedback about people's experiences with the service, as well as their assessment of the fairness of the process and the outcome.

Pillar III - Establish a governance infrastructure that enables people-centred justice

5. Digital transformation and innovation in the justice sector support the effective delivery of justice services.

a. There is a national or sectoral strategy guiding the digital transformation of the justice sector.

b. The justice sector embeds a digital by design approach to maximise access to justice.

c. In their digitalisation efforts, the justice sector preserves access for those experiencing barriers to using technology.

d. Innovation is fostered across the justice sector to enhance the delivery of people-centred justice services and pathways.

6. The justice sector maintains a people-centred justice data system and ensures proper data governance.

a. There is a justice data strategy that provides sound and coherent governance arrangements for justice data and evidence.

b. There is a core set of people-centred data variables identified, collected and reported across the justice sector.

c. Data quality standards and data collection and management protocols for people-centred justice data are established and implemented across the justice sector.

Pillar IV – Empower people to make people-centred justice transformation happen

7. People are empowered to make people-centred justice transformation happen.

a. Justice actors engage with people, businesses and communities and specific groups impacted by justice systems, including through legal aid providers and civil society organisations, to inform justice policies and practice).

b. People (both in and outside of justice system) and stakeholders have opportunities to be informed, consulted and engaged in the design and delivery of justice services.

c. There are effective mechanisms in place to foster empowerment and legal literacy of people, including to manage their own legal matters and justice problems.

8. Justice sector communications are targeted for the intended audience, and are provided in plain language, avoiding complexity.

a. There is a government or justice sector policy that requires efforts to reduce complexity and use plain language in justice sector communications.

b. There are online and offline efforts to enable people to access relevant legal information, navigate forms and procedures, and find appropriate justice services.

c. People are aware of services that can address their legal needs and justice problems.

Pillar V – Commit to participatory and evidence-based planning, monitoring and evaluation

9. Justice sector planning and budgeting is people-centred, data-driven and evidence-based.

a. The justice sector planning and budgeting process is based on data and evidence about the availability and effectiveness of justice services.

b. Priorities in justice sector planning and budgeting are driven by data about legal needs and justice problems.

c. Justice budgets, for the sector and per institution or service, provide the information needed to understand the connection between resources, services provided, and justice outcomes achieved, and this information is made public.

10. There is a system of participatory and evidence-based monitoring, evaluation and accountability of justice institutions and services.

a. There are regular and robust reviews and assessments of the performance of the justice system and justice services.

b. The justice sector identifies gaps in data, evidence and knowledge about what works to resolve people's problems, and it provides support for justice system research and development.

c. Justice sector actors draw on experiences and effective strategies from other countries to inform justice policies and practice.

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Notes

[1] See, for example, the guidance on financing and budgeting in the Justice Financing Framework (Justice Action Coalition, 2025[20]).

[2] The European Union adhered to the OECD Recommendation in May 2024.

[3] In addition to consistency in demographic characteristics, common taxonomies will, as far as possible, be adopted in relation to justice services, justice actors, justice problems, outcomes and impacts (such as those on people, on small businesses, on service providers, etc.).