

# *Cluster Overview*

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# Cluster Approach

As part of the process leading up to Budget 2022, the Government has established two clusters of related public service agencies - the Justice Cluster and the Natural Resources Cluster. These clusters have been set up to pilot a different approach to Budgets. The objectives of the cluster pilots include: increasing collaboration across public service agencies, improving value for money, and strengthening delivery of the Government's wellbeing priorities. The Treasury is taking a learning approach with the development of the cluster pilots, with the aim of working with the clusters to strengthen the approach over time.

As part of the cluster pilots the Government is also piloting making operating funding decisions for a multi-year period rather than on an annual basis (see Note 1). To implement that approach, Cluster agencies and Ministers have worked together to develop multi-year funding proposals, and cluster operating funding decisions made at Budget 2022 will cover three-years, Budgets 2022 - 2024. Parliament will still appropriate expenditure on an annual basis.

Note 1 - There are some limited circumstances where annual funding decisions for clusters may still apply.

## Cluster Composition

The Justice Cluster is made up of Police, Ministry of Justice, Department of Corrections, Crown Law Office, and Serious Fraud Office. The cluster pilot builds on existing collaboration under the leadership of the Justice Sector Leadership Board (JSLB), and has a main focus on the criminal justice system (including system transformation).

## Changes to the Estimates Volumes

To reflect the new cluster approach, the Justice sector volume of the Estimates has been changed to group cluster Votes together immediately after this cluster overview, followed by a non-cluster Vote (Vote Parliamentary Counsel). Existing Vote and appropriation structures have not changed, and accountabilities for appropriations and delivery still sit with the relevant appropriation Ministers and agencies.

## Cluster Priorities

Cluster Ministers have identified four key priority areas for the next three years:

- **Better outcomes for victims.** The experience and needs of people who have been harmed have traditionally been overlooked by the justice system. Research confirms that victims often (but not always) come from the same complex backgrounds as offenders and can be in personal crisis at the time they interact with the system. The response to this challenge must recognise the experience and needs of victims throughout the entire system pathway.
- **Improved access to justice.** There are many reasons why justice can be hard to achieve, or where the pursuit of justice can cause further harm. Barriers can arise from the means or resources available to a person in the system (including access to lawyers through legal aid) and can also be issues within the system itself (eg, backlog of court proceedings). Some immediate challenges that delay or reduce access to justice for people currently, and in doing so can cause further harm, arise from court delays or inefficient and risky paper-based or manual court proceedings.

- **Addressing issues with remand.** Notwithstanding the decline over the past year, the number of people being remanded in custody and the average time they spend on remand has been on an upward trend, such that remanded prisoners account for more than 37% of the total prison population, even more so for women. Getting people started on a pathway to wellbeing early is important and the sector recognises that there are many opportunities early in people's contact with the justice system which can help divert people away from prison, or improve the chances of a shorter time there.
- **Better enabled organisations and workforce.** To deliver the outcomes desired in a future state criminal justice system, a focus will be to better enable agencies' frontline workforce to improve frontline capability. This will support achieving better safety and wellbeing for staff, including readiness, support and training.

## How the Cluster will Deliver on Government and Cluster Priorities

The Justice Cluster's Budget Priorities are aligned with the Government's vision of achieving higher living standards and wellbeing for New Zealanders. A draft strategic framework that includes some outcomes of a future state criminal justice system, will continue to develop over the Cluster Budget timeframe. The draft strategic framework, inclusive of the Budget Priorities, has strong alignment to Government wellbeing objectives as articulated through the Living Standards Framework and He Ara Waiora.

Budget priority	Key initiative/s funded	Draft strategic outcome	Living Standards Framework alignment	He Ara Waiora alignment
Better outcomes for victims	<p>Sector-wide Victims Strategy and Operating Model</p> <p>Expansion of New Zealand Crime and Victims Research</p> <p>Increasing access to support and financial grants for victims of serious crime to invest in the justice process</p>	<p>The system reduces harm and victimisation through early, effective and tailored responses</p> <p>The system respects rangatiratanga of iwi Māori, enables partnership based on Te Tiriti, and supports the unique strengths that exist in community networks</p> <p>Everyone in the justice system, whether victims or offenders, experience supported, timely and effective responses</p> <p>Formal justice system processes are whānau-centred, solutions focused, inclusive and empowering no matter what your means or abilities</p> <p>The over-representation of Māori in the criminal justice system reduces (including victims)</p> <p>Harm is prevented as re-offending, reconvictions, reimprisonments and revictimisation reduce</p>	<p>Safety</p> <p>Social connections</p> <p>Subjective wellbeing</p> <p>Cultural identity</p> <p>Health</p>	<p>Ira Tangata</p> <p>Kotahitanga</p> <p>Tikanga</p> <p>Whanaungatanga</p> <p>Tiakitanga</p>
Improved access to justice	<p>Increased funding for the sustainable management of Crown Prosecution Services</p> <p>Te Pae Oranga expansion to youth, family violence</p> <p>Strengthening legal aid</p> <p>Te Ao Mārama</p>	<p>The system respects rangatiratanga of iwi Māori, enables partnership based on Te Tiriti, and supports the unique strengths that exist in community networks</p> <p>Everyone in the justice system, whether victims or offenders, experience supported, timely and effective responses</p> <p>Formal justice system processes are whānau-centred, solutions focused, inclusive and empowering no matter what your means or abilities</p>	<p>Cultural identity</p> <p>Social connections</p> <p>Health</p>	<p>Kotahitanga</p> <p>Tikanga</p> <p>Ira Tangata</p> <p>Whanaungatanga</p>

Budget priority	Key initiative/s funded	Draft strategic outcome	Living Standards Framework alignment	He Ara Waiora alignment
Addressing issues with remand	<p>Criminal process improvement programme</p> <p>High Impact Innovation Programme (part of the Corrections frontline safety and improvement programme initiative)</p>	<p>Everyone in the justice system, whether victims or offenders, experience supported, timely and effective responses</p> <p>Custodial remand is a last resort, and accommodation needs are not a reason that people go to prison</p> <p>Therapeutic and rehabilitative specialist support is available wherever it is needed in a person's pathway to wellbeing</p>	<p>Cultural identity</p> <p>Health</p> <p>Housing</p> <p>Jobs and earnings</p> <p>Social connections</p> <p>Knowledge and skills</p> <p>Subjective wellbeing</p>	<p>Ira Tangata</p> <p>Whanaungatanga</p> <p>Wairua</p> <p>Manaakitanga</p>
Better enabled organisations and workforce	<p>Improving the safety of frontline police</p> <p>Corrections frontline safety and improvement programme</p> <p>Supporting and strengthening the health, safety and security at the courts of NZ</p>	As an enabling capability, this priority underpins all outcomes	All of the above alignment	All of the above alignment

## How the Cluster will Monitor and Report on Performance

The Justice Cluster will provide the following reporting to support accountability for Cluster Budget spending proposals:

- A report back to Cabinet by December 2022 on progress in delivering key initiatives and a proposed set of broader outcome measures.
- Annual report backs to Joint Ministers in December 2023 and 2024 on delivery of key initiatives and broader outcome measures.

The JSLB will continue to provide governance for the Justice Cluster, including monitoring and reporting activity. Additionally, to further strengthen and embed the strategic and collective approach the Justice Cluster is taking to reforming the criminal justice system, a dedicated sector directorate has been established to support the JSLB.