



Listening, learning, changing
Mā Whakarongo me Ako ka huri te tai
Crown Response to the Abuse in Care Inquiry

COVERSHEET

Minister	Hon Erica Stanford	Portfolio	Lead Coordination Minister for the Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions
Title of briefing	Delivering an enhanced redress system for survivors of abuse in State care – Implementation Plan and Common Payment Framework update	Date to be published	11 March 2026

Withholding grounds

Information within this document has been withheld as if it had been requested under the Official Information Act 1982. Where this is the case, the reasons for withholding have been listed below. Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

- section 9(2)(a) to protect the privacy of natural persons

Briefing



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 Crown Response to the Abuse in Care Inquiry

Delivering an enhanced redress system for survivors of abuse in State care – Implementation Plan and Common Payment Framework update

Date:	27 August 2025	Security level:	
Priority:	High	Report number:	CRACI 25/083

Actions sought

<p>Hon Simeon Brown Minister of Health</p> <p>Hon Erica Stanford Minister of Education Lead Coordination Minister for the Government’s Response to the Royal Commission’s Report into Historical Abuse in State Care and in the Care of Faith-based Institutions</p> <p>Hon Louise Upston Minister for Social Development and Employment Transferred responsibilities from the Minister for Children for redress decisions</p>	<p>This briefing seeks your approval of the draft implementation plan to deliver an enhanced redress system for survivors of abuse and neglect in State care. It also provides you with an update on the progress of the common payment framework as part of the implementation of redress improvements as agreed to by Cabinet [SOU-25-MIN-0039].</p>
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Contact for discussion

Name	Position	Telephone	1 st contact
Rajesh Chhana	Chief Executive, Crown Response Office	9(2)(a)	
Delwyn Clement	Chief Advisor, Crown Response Office	9(2)(a)	✓

Agencies consulted

Ministry of Education, Ministry of Health, Ministry of Social Development, Oranga Tamariki, Department of Corrections (consulted on implementation plan and informed on common payment framework), Te Puni Kōkiri (consulted on implementation plan and informed on common payment framework)

Minister’s office to complete

<input type="checkbox"/> Noted <input type="checkbox"/> Seen <input type="checkbox"/> See Minister’s notes <input type="checkbox"/> Needs change <input type="checkbox"/> Overtaken by events <input type="checkbox"/> Declined <input type="checkbox"/> Referred to (specify) _____

Comments

Proactive release - open and transparent government

- b. **note** the Implementation plan to deliver an enhanced redress system for survivors of abuse and neglect in State care aims to introduce changes for survivors as quickly as possible and adopts the approach of implementing the minimum viable product needed to effect change;
- c. **note** the Crown Response Office and redress agencies will implement a process of learning, adapting and refining identified changes over time to deliver changes that are responsive to survivor needs;
- d. **note** the implementation plan to deliver an enhanced redress system for survivors of abuse and neglect in State care will be publicly available;
- e. **note** that Officials will provide you with quarterly updates on progress against the implementation plan to deliver an enhanced redress system for survivors of abuse and neglect in State care with the first quarterly update to be provided in October 2025;

Common Payment Framework:

- f. **note** that the Crown Response Office and redress agencies are currently working towards the development of a Common Payment Framework;
- g. **note** that the Crown Response Office and redress agencies with agency-specific claims schemes (Ministries of Education, Health, Social Development and Oranga Tamariki) have considered options for a Common Payment Framework and are intending to progress work on the proposed approach of a Payment Categories Framework.
- h. **forward** this briefing to the Minister of Corrections, Minister for Māori Development, and Minister of Finance;

Lead Coordination Minister for the Government’s Response to
the Royal Commission’s Report into Historical Abuse in State Care
and in the Care of Faith-based Institutions and
Minister of Education

Yes / No



Rajesh Chhana
**Chief Executive, Crown Response Office
Crown Response to the Abuse in Care
Inquiry**

Hon Erica Stanford
**Lead Coordination Minister for the Crown
Response to the Royal Commission’s Report
into Historical Abuse in State Care and in the
Care of Faith-based Institutions
Minister of Education**

30/07/2025

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Hon Simeon Brown
Minister of Health
/ /

Hon Louise Upston
**Minister for Social Development and
Employment**
/ /

Proactive release - open and transparent government

Background

1. In April 2025, the Cabinet Social Outcomes Committee (SOU) authorised the Minister of Health, the Minister of Education and Lead Coordination Minister, and the Minister for Social Development and Employment (joint Redress Ministers), in consultation with any relevant Ministers as appropriate, to take detailed design and implementation decisions within the overall approach and parameters set out in the paper under SOU-25-SUB-0039. These decisions are to be within the final Budget 2025 envelope, informed by the findings and recommendations of the Royal Commission and Redress Design Group.
2. Officials were directed to report back to joint Ministers with an implementation plan for delivering the agreed changes and an update on the progress of the common payment framework (the Framework) and its plan for introduction [SOU-25-MIN-0039 refers].
3. As part of the redress proposals, a common payment framework (the Framework) is to be developed and implemented to resolve the issue that similar experiences of abuse currently receive different payment amounts based on which agency is responsible for the claim [SOU-25-MIN-0039 refers].
4. Cabinet agreed to increase the average settlement payments made by the core State redress agencies (MOE, MOH, MSD, OT)² to \$30,000 [SOU-25-MIN-0039 refers].
5. In May 2025, as part of redress pre-Budget announcements, joint Ministers agreed to implement an interim approach to adjusting settlement payments until the Framework and updated rapid payment frameworks have been developed across redress agencies (CRACI 25/043 refers). The interim approach as well as top-up payments for closed claims are currently in place to calculate the \$30,000 average per claim across all redress agencies.
6. The Crown Response Office (CRO) and redress agencies who operate agency-specific redress claims schemes (MOE, MOH, MSD, and OT) have collectively identified a Payment Categories Framework that can be progressed and developed into a workable Framework within the available timeframe. An alternative approach of a Points Matrix was also considered but was deemed not suitable to implement within the available timeframe.
7. As per the implementation plan to deliver an enhanced redress system for survivors of abuse and neglect in State care (the Plan) milestones in Quarter 2 2025/26 (by end of December 2025), Officials will provide you with an update on the progress of the Plan and further advice to seek your approval on the finalised Framework ahead of its implementation (see Appendix 1).

Approach to developing the Implementation Plan to deliver an enhanced redress system for survivors of abuse and neglect in State care

8. The CRO and redress agencies have worked together to develop the Plan (see Appendix 1).
9. The Plan has been developed based on the assumptions that the majority of redress improvements agreed to by Cabinet [SOU-25-SUB-0039 refers] will be implemented within

² Department of Corrections and Te Puni Kōkiri currently receive claims but do not have an agency-specific redress scheme. Decisions are yet to be made as to how these claims will be integrated into redress improvements.

the Financial Year 25/26 and that the Common Payment Framework will be implemented by the end of this calendar year.

10. It has been developed with a key focus on balancing delivery for survivors alongside the resourcing requirements needed to support implementation of the Plan whilst continuing to resolve claims. Initiatives have been phased by considering the dependencies between initiatives and what needs to be in place to support implementation of the larger system changes such as the introduction of an integrated redress operating model and single-entry point. Where possible, the Plan aims to spread implementation of the deliverables across the financial year to manage resourcing and delivery risks.
11. The Plan aims to introduce changes for survivors as quickly as possible and adopts the approach of initially implementing the minimum viable product needed to effect change. This ensures the approach is responsive to survivor needs and gathers data and feedback to understand the impact of the changes. This supports a process of learning, adapting and refining over time.

The Plan will be publicly available

12. Upon your approval, it is proposed that the final version of the Plan will be published on the Crown Response Office website, so that key stakeholders and survivors understand when changes will be implemented. Regular updates and ongoing reporting against the Plan will enable survivors to understand the progress made.
13. Work is underway to develop a visual identity, brand guidelines and website to support the implementation of a single point of entry and integrated operating model and provide information about the Government's redress improvements. The proposed name for the new system is State Redress New Zealand. Once set up the Plan and reporting against it will be published on this site, once it is established.

CRO and redress agencies are working collectively to develop the Common Payment Framework

14. Prior to the interim approach to adjusting settlement payments, the average payment per claim of \$19,180 was primarily due to lower payments made by MOH/Crown Health Financing Agency³ compared to MOE, MSD and OT.
15. The Framework will ensure that payments are equitable across redress agencies and lift payments to an average payment per claim of \$30,000. As agreed by Cabinet, the Framework is expected to have more clearly defined steps or levels which enable a survivor to understand how their experience relates to the financial redress they have been offered [SOU-25-SUB-0039 refers].

³ The Crown Health Financing Agency (CHFA) was a Crown Entity whose functions included administering funding and advising the then Minister of Health, which included being responsible for settling claims of abuse in state-run psychiatric facilities and psychopaedic hospitals before 1993. This function was then absorbed by the Ministry of Health once CHFA was disestablished in 2012.

16. At the same time, the Framework needs to have sufficient flexibility so it can be useful in the context of complex abuse in care claims, across multiple redress agencies, care settings, and forms of abuse.
17. The Framework is proposed to be the overarching payment framework for redress agencies to use when settling claims and other frameworks such as individual agency's rapid payments schemes will be adjusted to align with the Framework.

Key principles to support the design and development of the Common Payment Framework

18. CRO and redress agencies are considering the following key principles when designing and developing the Framework:
 - a. the Framework will be designed to look at survivor's total care experience to determine a recommended settlement payment that is reflective of the severity and frequency of their abuse and align with payments that would be made for other claims with similar types of experiences;
 - b. payments are not compensation and do not acknowledge the consequential harm of the abuse experienced⁴;
 - c. the Framework will consider the nature of a person's experience rather than the number of allegations an individual submits within their claim. (i.e. a person that makes a high number of allegations will not necessarily receive a higher settlement offer than a person who made a lower number of allegations);
 - d. the average payment across redress agencies will be \$30,000⁵; and
 - e. the Framework and supporting guidance will have clearly defined levels that will assist survivors in understanding how their experience relates to the financial redress payment they have been offered.
19. The Framework will be tested as it is developed against these key principles to ensure the Framework works as intended.

Multiple approaches were analysed, two approaches were considered, and one approach has been selected to progress the Common Payment Framework

20. CRO and redress agencies with agency-specific claims schemes have explored multiple framework models to identify which approaches could potentially be adapted and implemented across all redress agencies.
21. Various sources have been considered in developing Framework options, including redress agencies' existing frameworks, the Royal Commission's recommendations in *He Purapura Ora, he Māra Tipu* (He Purapura Ora), the Design Group High-Level Design Proposals – *Pūtahi te mauri, he wai ora e* (Design Group's Proposals) and international redress scheme frameworks.

⁴ This principle was agreed to by Cabinet as part of the approach and parameters for delivering enhanced redress to survivors of abuse in State care [SOU-25-SUB-0039 refers].

⁵ As above, at 4.

22. After identifying multiple approaches, the following two approaches were further considered in detail:
- a. a payment categories framework; and
 - b. a points matrix.
23. After further consideration, the approach of a payments categories framework has been proposed as the most suitable approach to be progressed, developed and implemented across all redress agencies within a reasonable timeframe. The points matrix approach will not be progressed.

Proposed approach: The Common Payment Framework will consist of payment categories, similar to the current approach of redress agencies claims schemes frameworks

24. CRO and redress agencies explored the possibility of adapting the current state payment categories frameworks specific to each agency and generate one common payment framework that incorporates abuse types from all agencies.
25. This improved Framework will have fewer categories, clear payment steps within categories, common understandings of definitions and more clearly defined explanations to create better distinctions between and within categories. Consideration will also be given to how the framework can be presented in a way that can be easily understood by survivors.
26. When analysing the potential approaches, the Payment Categories Framework approach is the most similar to the payment framework recommended in the Design Group's Proposals. The Design Group proposed a payment categories framework with six levels ascending from less serious abuse to cases that had extraordinary severity.
27. The following table explains potential advantages and disadvantages to this approach:

Advantages	Disadvantages
Clear category descriptors that are aligned, consistent and representative of all claims contexts. This will provide an improved clarity for all survivors, and they should be able to see where their experience fits within the payment categories.	As this option is similar to the payment frameworks that currently exist, it may be criticised by the public that redress agencies are not generating anything different to the current state.
Descriptors are potentially more personal to a survivor than an individual score obtained by a points matrix.	Payment categories may not be as flexible to recognise more complex situations or situations unique to an agency. However, this could be mitigated by the option of having discretionary/additional payments which are outside of the Framework.
As this approach is nearest to existing frameworks used by redress agencies, it would be the quickest to test and implement.	The wording in the category descriptors could be seen as complex. However, wording will continue to be refined.

Alternative approach that was considered and is not being progressed: Points Matrix

28. The alternative approach considered was a points matrix. Here a survivor's experience would be allocated points based on individual factors, such as the severity and frequency of the abuse, compounding factors (such as the duration of abusive care), and any aggravating factors. Points would be allocated to each factor based on severity. The total points for a survivor's experience would correspond to a payment level.
29. This would be a new approach compared to any existing frameworks currently used by redress agencies. It draws from overseas models. Points-based frameworks have been used by international redress schemes in Australia (Western Australia and Queensland), Canada and the Republic of Ireland.
30. As this is a new approach, it would require CRO and redress agencies to implement more complex testing which would require adequate timeframes and dedicated resourcing with relevant expertise to execute well. While this approach has some advantages, such as being clear, transparent and relatively simple to understand and use, it also has disadvantages and, on balance, CRO and redress agencies do not intend to progress this approach.
31. With the additional testing required, it is not clear whether this new approach would be ready for implementation in 2025.

Key activities and considerations that need to be explored before the Common Payment Framework is ready to be implemented

32. To develop the proposed approach into a workable Framework, the following activities and considerations need to be progressed:
 - a. **shared definitions:** definitions will be developed including ensuring they cover abuse types that relate to all agencies;
 - b. **testing and assurance processes:** each agency will process a number of closed claims against the draft Framework to ensure it works as intended;
 - c. **consideration of specific agency payments:** some agencies have specific additional payments which may need to be incorporated into the Framework. For example, MSD has additional payments for Inappropriate Detention and potential breaches under the New Zealand Bill of Rights Act 1990 (BORA);
 - d. **amending rapid payment frameworks:** current rapid payment frameworks operated by the Ministries of Social Development and Education will be updated to reflect increased payments and the approach of the Framework;
 - e. **removal of practice failures work:** as proposed in SOU-25-SUB-0039, removing the requirement for MSD and MOE to respond to allegations of practice failures that do not link to allegations of abuse will increase staff capacity to complete more assessments. Timing of this work will be aligned with implementation of the Framework;

- f. **consideration of discretionary payments:** such as payments for very serious claims of abuse that may need to sit outside the Framework; and
- g. **development and implementation of guidance:** communications approach and guidance for staff, updated communications for survivors (including settlement letters), stakeholder engagements, etc.

Next steps

- 33. CRO and redress agencies will continue to work collectively to deliver the changes outlined in the Plan.
- 34. CRO and redress agencies will continue to work collectively to progress the development of the proposed approach to the Framework and ensure all necessary processes and resources are in place to progress, resource, test and implement the Framework.
- 35. CRO and redress agencies will ensure that the development of the Framework will align with the Plan.
- 36. Officials will provide you with further advice to seek your approval on the final version of the Framework ahead of implementation as per the Redress Implementation plan milestones in Quarter 2 2025/26 (by end of December 2025).
- 37. As previously advised in CRACI 25/038 and indicated in the Crown Response Plan regarding recommendation 43 of He Purapura Ora, further consideration is needed to decide whether payments should potentially be adjusted for inflation. In parallel to the development of the Framework, further advice on this matter will be provided to joint Ministers as this will have fiscal implications.

Appendix 1: Redress Implementation Plan (draft)

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