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
Date of meeting	15 September 2026	**Date to be published**	6 November 2026

List of documents that have been proactively released		
15 September 2026	Aide-memoire – Agenda and items for discussion	Crown Response Office
6 September 2026	Briefing – Approval of Legal Fees Framework	Crown Response Office
8 September 2026	Briefing – Implementation decisions on a single claim policy	Crown Response Office
8 September 2026	Briefing – Updating responses to six Royal Commission recommendations	Crown Response Office
31 August 2026	Briefing – End of Year Report 2025/26 (Q4): Redress system improvements for survivors of abuse and neglect in State care	Crown Response Office
8 September 2026	Final updates regarding Crown Response work programme	Crown Response Office

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
- section 9(2)(h) to maintain legal professional privilege
- section 9(2)(f)(iv) to maintain the current constitutional conventions protecting the confidentiality of advice tendered by Ministers and officials

Notes

Appendix one of the briefing titled *End of Year Report 2025/26 (Q4): Redress system improvements for survivors of abuse and neglect in State care* has been removed from this release as the End of Year Report for Redress System Improvements 2025/26 is available on the Redress New Zealand website at the following link: Publications and policies - Redress New Zealand

Meeting pack – 15 September 2026

Redress and Care Ministers – Crown Response to the Abuse in Care Inquiry

Membership:

- Hon Erica Stanford, 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 (Chair) and Minister of Education;
- Hon Louise Upston, Minister for Social Development and Employment and Minister for Disability Issues;
- Hon Matt Doocey, Associate Minister of Health; and
- Hon Karen Chhour, Minister for Children and Minister for the Prevention of Family and Sexual Violence.

Other Ministers in attendance:

- Hon Casey Costello, Associate Minister of Health and Associate Minister of Police.

Meeting pack:

- Aide-memoire: agenda and items for discussion

Decisions papers:

- Approval of Legal Fees Framework (CRACI 26/082)
- Implementation decisions on single claim policy (CRACI 26/089)
- Confirming responses to six Royal Commission recommendations (CRACI 26/077)
- Redress System End of Year Report (CRACI 26/081)

Noting paper:

- Final updates regarding Crown Response work programme (CRACI 26/100)

Proactive release - open and transparent government

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

Aide-memoire

Agenda and items for discussion

For: Redress and care Ministers – Crown Response to the Abuse in Care Inquiry

Venue: Ministerial meeting room 2.024/2.205, Executive Wing, Parliament Buildings

Date: 15 September 2026 **Security level:**

Purpose

1. This pack provides the redress and care Ministers for the Crown Response to the Abuse in Care Inquiry with an agenda and papers to support its discussion on 15 September 2026.

Agenda

	Item	Timing
1.	**Legal Fees Framework for redress system** *(Paper: Legal Fees Framework for redress system - CRACI 26/082)* This item seeks your agreement to a common legal fees framework for use by redress agencies when considering invoices from legal representatives for non-legally aided clients. In April 2025 Cabinet directed the development of a legal fees framework which more clearly defined the extent of legal costs which will be met by State redress agencies. This is part of the common policies initiative to ensure that there is a single set of policies for all redress agencies to follow to ensure consistency and transparency irrespective of which state care setting the survivor was in. We have developed a step-based framework which sets out the anticipated tasks and estimated maximum timeframes for each broad step in the claims process. A lawyer is able to invoice up to the maximum timeframe for each step at a proposed hourly rate of $250 per hour. There is also flexibility in the framework for a redress agency to approve additional hours if there are reasonable grounds for exceeding the estimated hours. The framework has drawn on other similar frameworks both nationally and internationally and we have consulted with lawyers, law societies and the Ministerial Advisory Group.	15 minutes

Proactive release - open and transparent government

2.	**Single Claims Policy** *(Paper: Implementation decisions on Single Claims policy - CRACI 26/089)* Ministers have recently considered a policy approach for managing abuse in care claims involving more than one care setting and/or redress agency as a single claim. This included process changes to reduce the need for survivors to navigate multiple claims processes and payment changes so a single payment is calculated based on the combined allegations across both care settings. As we have been preparing for implementation, we have identified information-sharing issues, 9(2)(f)(iv) [redacted] We seek your agreement to defer implementation of the single claim policy while we further consider the information sharing issues, and to note that work will progress to implement the process elements of the agreed policy, which will improve the survivor experience by reducing the need to navigate multiple claims processes. We will report back post-election.	15 minutes
3.	**Updating responses to six Royal Commission recommendations** *(Paper: RCOI recommendations – CRACI 26/077)* This item seeks your agreement to update the Government's responses to six Royal Commission recommendations that have been under further consideration. The proposed changes reflect implementation progress and policy decisions since Ministers agreed the initial recommendation responses in April and May 2025. These decisions are to ensure that Crown Response reporting accurately reflects decisions already made and the Government's intended public position – it does not seek any new policy decisions on these matters. The paper recommends the following responses: • accept intent of Whanaketia 115 (prioritise and invest in contemporary, whānau-centred and community-led models of care) • accept intent of He Purapura Ora 22 (proactive, accessible and targeted communications approach for redress scheme) • accept He Purapura Ora 35 (guidance for institutions on the form and delivery of apologies to survivors)	10 minutes

Proactive release - open and transparent government

	• partially accept He Purapura Ora 45 (power to investigate systemic abuse and neglect at institutions and recommend common experience payments to survivors of those institutions) • accept He Purapura 73 (raise awareness of abuse in care, what it is, its effects, what has been done in response, and how those abused can seek help); and • decline He Purapura Ora 49 (aligning the redress system with the recommended ACC reform). If agreed, the proposed responses will be reflected in Crown Response tracking and future public reporting.	
4.	**Redress System End of Year Report** *(Paper: End of Year Report 2025/26 (Q4): Redress system improvements for survivors of abuse and neglect in State care – CRACI 26/081* *Appendix One: Quarterly Report (1 April – 30 June 2026): Redress system improvements for survivors of abuse and neglect in State care)* This item seeks Minister's approval to publicly release the End of Year Report 2025/26 on progress against the Redress Implementation Plan, covering the period 1 July 2025 to 30 June 2026. The report provides a consolidated view of delivery and performance across the year, alongside detailed activity and performance information for the final quarter. Deliverables have also been updated under the Redress Roadmap to balance implementation activity with the ongoing task of assessing and responding to claims.	10 minutes
5.	**Other business**	5 minutes

Proactive release - open and transparent government

Approval of Legal Fees Framework

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/082

Action sought		
	Action sought	**Deadline**
Hon Erica Stanford **Lead Coordination Minister of the Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions** **Minister of Education** Hon Louise Upston **Minister for Social Development and Employment** **Transferred responsibilities from the Minister for Children for State redress decisions** Hon Matt Doocey **Associate Minister of Health**	**Approval** of a legal fees framework which guides what legal fees State redress agencies will pay for non-legally aided survivors. **Forward** a copy of this briefing to the Minister of Corrections and Minister of Māori Development.	14 September 2026
	Approval of a legal fees framework which guides what legal fees State redress agencies will pay for non-legally aided survivors.	14 September 2026

Contact for telephone discussion (if required)			
Name	**Position**	**Telephone**	**1st contact**
Delwyn Clement	General Manager Redress System Strategy	9(2)(a)	☑
Christy Corlett	Principal Advisor Redress	9(2)(a)	

Proactive release - open and transparent government

The following departments/agencies have been consulted
Ministry of Education, Ministry of Social Development, Ministry of Health, Oranga Tamariki, Department of Corrections, Te Puni Kōkiri

Minister's office to complete:

- ☐ Approved
- ☐ Noted
- ☐ Seen
- ☐ See Minister's Notes
- ☐ Declined
- ☐ Needs change
- ☐ Overtaken by Events
- ☐ Withdrawn

Comments

Proactive release - open and transparent government

Approval of Legal Fees Framework

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/082

Purpose and Executive summary

1. In April 2025, Cabinet directed the development of a legal fees framework which more clearly defines the extent of legal costs which will be met by State redress agencies for abuse in state care claims. This is part of the common policies initiative to ensure that there is a single set of policies for all redress agencies to follow to ensure consistency and transparency irrespective of which state care setting the survivor was in.
2. The Crown Response Office and redress agencies have developed a draft legal fees framework for the payment of legal fees for non-legally aided survivors across all redress agencies. The framework draws on information from redress agencies, comparable domestic and international schemes, and the New Zealand Legal Aid system. It is based on the principle that agencies should fund legal costs that are reasonable and necessary to enable survivors to obtain advice and representation throughout the redress process.
3. Targeted consultation with lawyers who represent (or have an interest in representing) survivors, the New Zealand Law Society, Māori Law Society and the Ministerial Advisory Group demonstrated broad support for the development of a legal fees framework. Practitioners emphasised the importance of building in time for trauma-informed practice, the vulnerability of survivors, and the need for flexibility to accommodate claims of varying complexity. Feedback indicated that the initial proposed time allocations were too low. Adjustments have been made to the Framework, including time allocations to respond to the feedback received.
4. The final proposed framework is attached as Appendix One. The framework is step-based with prescribed maximum hours for each step of claims processes and an hourly rate of $250 excl GST.

Recommended action

The Crown Response Office recommends you:

a. **note** that Cabinet agreed in April 2025 to continue existing legal fees arrangements while a legal fees framework was developed which more clearly defines the extent of legal costs which will be met for abuse in care redress claims	Noted
b. **note** that the Crown Response Office and redress agencies have developed a legal fees framework following engagement with redress agencies, the Ministry of Justice, lawyers experienced in abuse in care claims, law societies and the Ministerial Advisory Group	Noted

Proactive release: open and transparent government

c. **approve** the Legal Fees Framework set out in Appendix One for use by redress agencies when approving the payment of legal fees incurred by non-legally aided survivors

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
Minister for Social Development and Employment and transferred responsibilities from the Minister for Children for State redress decisions	Yes / No
Associate Minister of Health	Yes / No

d. **forward** this briefing to the Minister of Corrections and Minister of Māori Development

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	Yes / No

Delwyn Clement
General Manager Redress and System Strategy, Crown Response Office

08 / 09 / 2026

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

/ /

Hon Louise Upston
Minister of Social Development and Employment and transferred responsibilities from the Minister for Children for State redress decisions

/ /

Hon Matt Doocey
Associate Minister of Health

/ /

Proactive release - open and transparent government

Background

Cabinet requested the development of a legal fees framework which clearly defines the extent of legal costs to be met by redress agencies

5. As part of the April 2025 Cabinet decisions to deliver an enhanced redress system, Ministers agreed to bring greater integration in State redress processes, with redress agencies operating as one cohesive and consistent system, including having a set of consistent policies. As part of this, Cabinet agreed to fund the continuation of the existing legal fees arrangements while a legal fees framework is developed which more clearly defines the extent of legal costs which will be met by the system [SOU-25-MIN 0039 refers[1]]. At the time, there was a concern that the provision of legal advice came at a significant cost to the system (approximately $11,000 per legally represented survivor).

Redress agencies currently pay a survivor's reasonable legal costs or reimburse their legal aid debt

6. Survivors who wish to be legally represented for their abuse in care claim may either engage a lawyer privately or, if they meet the applicable income thresholds, apply for legal aid (which is administered by the Ministry of Justice (MoJ)) and instruct a lawyer who accepts legal aid assignments.

7. Approximately 20% of Ministry of Social Development (MSD) claims, 45% of Ministry of Education (MoE) claims and 10% of Ministry of Health claims are legally represented. Most legally represented survivors are legally aided, but a small number have lawyers acting for them privately[2].

8. Both MSD and MoE have seen a reduction in the percentage of legally represented survivors over recent years as claims processes have become more policy based (than legalistic), transparent and streamlined. It is no longer necessary to have a lawyer, nor should settlement payment outcomes differ depending on whether a survivor is legally represented or not[3]. Joint redress Ministers have also recently agreed to establish an Assist function by the Survivor Experiences Service to provide another mechanism for survivors to have someone assist them to engage with redress agencies[4], which may in time also have an impact on the percentage of survivors who wish to have a lawyer represent them. Though it is important that survivors have options and some will always feel most comfortable having a lawyer support and advise them.

9. Where a survivor is privately funded, MSD, MoE and Oranga Tamariki will pay reasonable legal costs, though the reasonableness is rarely questioned by agencies. The Ministry of Health (MoH) offers up to $3,000 (+GST). For the period

Proactive release - Open and transparent government

[1] See also associated Cabinet paper, *Delivering an enhanced redress system for survivors of abuse in State care*
[2] For MSD, of the 20% legally represented, 96% of this group are legally aided, and the remaining 4% are privately funded.
[3] CRACI 26/095 *Independent review of State redress administrative costs* noted at paragraph 22 that data from MSD shows that there is little variation in settlement outcomes between survivors who are legally represented and those who are not, nor between rapid payment and individualised assessment pathways.
[4] See CRACI 26/047 *Services proposed to be delivered by the Survivor Experiences Services to support survivors through State and non-state redress*

from 1 January 2023 until March 2026, MSD on average paid $6,750 (GST inclusive) in legal fees for those privately funded.

10. For legally aided survivors, Legal Aid approves funding and pays survivor lawyers directly for invoiced amounts. It then recovers two-thirds of the invoice from MSD and 50% from MoE and MoH, writing off the balance. This arrangement was negotiated in approximately 2011 and has been in place since then. It reflects that legal aid is usually a loan repaid from settlement or litigation proceeds, while recognising that State redress agencies should contribute to this loan because of the State's role in the abuse.

11. MoJ has advised that the average cost per claim fell to $5,268, including GST, in 2025, after peaking at $9,443 in 2022. Average invoiced hours also fell from 28 hours in 2021 to 17 hours in 2025. This reduction is likely due to MSD and MoE introducing rapid payment processes which are able to resolve claims more quickly and require less information from survivors and/or their lawyers.

Development of a legal fees framework

We have developed a legal fees framework which has considered a range of sources including other similar frameworks internationally and within New Zealand

12. As part of developing the framework, we have:
    a. Considered approaches by other abuse in care redress agencies located overseas and other New Zealand Government departments who pay for legal fees for members of the public (see Appendix Two);
    b. Collected information from redress agencies on average legal fees, approaches to assessing reasonableness, invoice detail requirements, and claim characteristics associated with higher cost;
    c. Considered publicly available information on MoJ's Legal Aid approach including how they approach funding for different types of activities and the allowable lawyer hourly rates.

13. We also met with MoJ to understand the approach to Legal Aid specifically relating to abuse in care claims. MoJ have internal guidelines about how many hours they will generally fund for abuse in care claims (noting that lawyers can request amendments if they anticipate exceeding the guidelines). For MSD claims, up to 37 hours can be approved and for MoE and MoH claims, up to 22 hours can be approved. These hours were negotiated with the legal representative who represents the majority of legally represented survivors in 2011 during mediation meetings and so are no longer reflective of agency claims processes. MoJ have advised that a legal fees framework would be helpful for them to understand what work is required by lawyers and how much time this may take. They will consider the extent that this could be used by them in decisions once approved.

Proactive release - open and transparent government

The proposed framework is step-based and sets out the anticipated tasks and estimated maximum hours for each part of the claims process

14. Attached as Appendix One is a draft legal fees framework for use by redress agencies when approving invoices from lawyers who act for survivors who are not legally aided.

15. Its scope is limited to work associated with redress agency alternative dispute resolution claims processes rather than litigation steps given that court proceedings are not a part of claims processes, nor do they impact upon the approach taken to determining settlement payments under these processes.

16. The framework was designed around the principle that redress agencies will fund legal costs that are reasonable and necessary for a survivor to obtain advice and representation throughout the redress process.

17. The framework is step-based and sets out the anticipated tasks that are generally carried out by lawyers when advising on an abuse in care claim as well as including estimated maximum timeframes for each broad step in the process. A range of hours has been included to acknowledge that claims can vary in terms of scope and complexity, and some survivors will require more support than others. A step-based framework that prescribes hours for each step closely aligns with the approach taken by Legal Aid[5].

18. We have focused on what is required under current agency redress processes, rather than historical practices. For example, the framework is clear that the claim needs to align with the abuse types set out in the Common Payment Framework. It also has separate tasks and estimates hours for rapid payments reflecting that rapid payments will typically require less legal input than if the survivor is undergoing a more detailed individualised assessment which considers individual allegations.

19. The framework also allows agencies to approve additional funding where a lawyer expects to exceed the estimated hours for a step. It includes examples of circumstances that may add complexity, such as claims involving multiple agencies, or where more time may be needed to engage with a survivor because of communication or health needs.

20. Finally, the framework provides for lawyers to invoice at an hourly rate of $250 +GST. This sits between legal aid rates (which range from $134 to $167) and full private legal rates (usually $300 or more per hour). The rate seeks to encourage more lawyers to represent survivors, increasing survivor choice, while keeping legal fees at a reasonable level.

Consultation with stakeholders

We consulted with a range of stakeholders on an initial version the framework

[5] Family, criminal and civil grants of legal aid all use proceeding steps that set out the tasks included for each step of the process. For some grants of legal aid, fixed fees are attached to each step. However, given the variances in claims and survivor needs, fixed fees are not recommended for this framework.

Proactive release - open and transparent government

21. An initial version of the Framework was consulted on with lawyers who have acted for survivors in redress claims (via an on-line survey)[6], the New Zealand Law Society, and the Māori Law Society. The primary aim was to validate the time estimates and proposed tasks in the draft framework and obtain views on an appropriate hourly rate. In addition to the survey, we held a focus group with the law firm that represents most legally represented survivors. They provided more detailed feedback and information on the topics raised. We also consulted with the Ministerial Advisory Group.

22. The consultation demonstrated broad support for the development of a legal fees framework. However, all groups considered the proposed time allocations to be insufficient. Lawyers thought they were particularly inadequate for the early stages of a claim including taking initial instructions and claim preparation given that they often require substantial time to enable survivors to fully recount their experiences and preparing a claim can be time consuming due to needing to review extensive care records and provide adequate advice to their client.

23. Both law societies emphasised the need for increased hours for initial relationship building and whanaungatanga, to establish trust. They noted this was important to support a trauma-informed and a tikanga Māori approach to engagement.

24. Across all methods of consultation, we were told of:

    - the vulnerability of the survivors
    - the importance of trauma-informed practice which can impact upon the time it takes to engage with survivors
    - the complexity and volume of records
    - significant variation between claims, and
    - the need for flexibility within the framework including the ability to approve additional hours for reasons relating to the survivor or their claim.

25. Consultees broadly supported having hourly rates that are set at a rate between legal aid rates and full private rates. For those who proposed an hourly rate, the approximate median rate was $250 +GST per hour. The Ministerial Advisory Group noted that payment rates must be high enough to attract competent lawyers.

26. Finally, feedback highlighted the need for the framework to provide funding for travel costs so that survivors could meet face-to-face with their lawyer.

We updated the framework to reflect the feedback

27. In response to the feedback, we:

    a. Increased the proposed maximum hours for a number of the steps.

    b. Made adjustments to the tasks included in each step.

[6] Approximately 300 lawyers were emailed and given the opportunity to participate in the survey. These lawyers have either represented survivors or attended a recent seminar relating to abuse in state care claims through the New Zealand Law Society, thereby expressing an interest in the work. We received 21 responses to the survey.

Proactive release - open and transparent government

c. Provided more examples of situations where it may be appropriate for redress agencies to approve additional hours.

d. Finalised the hourly rate for legal work ($250 + GST per hour) and a travel rate of $100 + GST per hour. We also included an approach for office and travel disbursements.

28. If a lawyer claimed for the maximum number of hours for each step (excluding seeking a review and attending a redress agency meeting), they would claim 23 hours for an individualised assessment and 13 hours for a rapid payment. Indicative costs using the hourly rate of $250 +GST per hour would be:

- Individualised assessment - $5,750 (+GST)
- Rapid Payment - $3,250 (+GST)

29. We do not expect all claims to require funding at this level, as their complexity will vary and is somewhat dependent on the nature of the redress agency assessment process. We also note that the Ministry of Justice advised that, in 2025, Legal Aid invoices averaged 17 hours per claim suggesting that the proposed hours in the framework will be sufficient for the majority of claims.

Implementation

30. Once the framework has been approved, we will progress and finalise implementation materials including:

- Additional practical instructions for lawyers, including how they go about requesting additional hours and when and how they can provide invoices to redress agencies.
- Operational guidance for agencies to help them apply the framework including guidance on when it may be reasonable to approve additional hours and for how much.
- Guidance for survivors and lawyers on what information is needed to support a claim.
- Finalising transitional arrangements for survivors who currently have lawyers acting for them;
- Communications material including website text.

31. There will be a need to periodically review this framework to ensure that the hours and hourly rate in the framework remain appropriate, especially given that redress processes continue to evolve. We will schedule the first review of the policy within the first 12-18 months of implementation.

Proactive release - Open and transparent government

Appendices

Appendix One: Legal Fees Framework

Appendix Two: Summary of other legal fees approaches that have been considered

Proactive release - open and transparent government

Appendix One: Legal Fees Framework

Scope of Framework

This Framework sets out what State redress agencies will pay in legal fees for survivors of abuse in State care who obtain legal representation while they are engaging in a State redress agency's claims process. These agencies are the Ministry of Social Development, Ministry of Education, Ministry of Health, Health New Zealand, Te Puni Kōkiri, the Department of Corrections and Oranga Tamariki.

It does not apply to any activities or advice that a lawyer may carry out that sit outside an agency's claims process such as filing Court proceedings or bringing a complaint seeking an ex gratia payment about a redress agency process failure. If a lawyer wishes to inquire about whether a redress agency will pay for any such activities, a request should be made to the relevant agency.

This Framework is intended to apply for those survivors who are not eligible to receive legal aid. The exception to this are survivors who are not legally represented throughout the duration of their claim but choose to obtain legal advice on the terms of settlement after receiving a settlement offer from a redress agency. For these survivors, fees can be charged from the beginning activity (e.g. from step 3).

Activities and estimated hours

The redress agency will pay actual and reasonable incurred hours up to the maximum estimated hours. If the lawyer anticipates exceeding the number of estimated hours for any activity, a request for further funding must be submitted to the redress agency and approved in advance, setting out reasons in accordance with the 'additional factors' section below.

Activity	Tasks	Maximum estimated hours
3) Understanding a survivor's care experience, taking initial instructions and registering claim (all claims)	• Attendance(s) on client including building rapport, listening to client share their care experience, discuss their concerns of abuse or neglect and obtain any necessary authorisations such as privacy or criminal checks • Register claim on behalf of client through application form • Request copy of care files • Liaise with client around any support needs and advise redress agency • Discuss with client their preferred assessment option and provide advice on this (if applicable) • Report to client	4 – 6 hours
2A) Preparation of claim – individualised assessments only	• Consider what allegations may fall within the scope of the claims process having regard	8 – 10 hours

Proactive release - open and transparent government

Activity	Tasks	Maximum estimated hours
	to the Common Payment Framework and agency assessment processes • Review relevant care records to support summary of allegations and summary of relevant information • Review any other documents provided by client • Draft summary of allegations for redress agency to assess, summary of any relevant information that may support the allegations and drafting submissions on payment for claim having regard to Common Payment Framework • Liaise with client to review allegation summary • Finalise and submit allegation summary and submissions to redress agency	
Additional task - for individualised assessments	• Where lawyer and survivor attend a meeting with a redress agency as part of the information gathering process (e.g. attending claim review meeting with the Ministry of Education if requested by the survivor).	Actual hours for attendance + 2 hours for preparation
2B) Where rapid payment assessment is requested[7] only	• Send rapid payment request to redress agency • Receive and review rapid payment outcome letter and consider having regard to agency rapid payment assessment policies and care records (if applicable) • Provide outcome letter and legal advice to client on offer • Obtain instructions on settlement offer	2 – 4 hours
3) Receiving outcome letter - for individualised assessments only	• Review outcome letter and consider settlement offer having regard to agency assessment policies, supporting information and Common Payment Framework	3 – 4 hours

[7] This activity can be claimed in addition to the steps relating to allegations that are being individually considered if a survivor requests and receives both types of assessments during the claims process.

Proactive release - openness and transparent government

Activity	Tasks	Maximum estimated hours
	• Provide outcome letter and advice to client • Obtain instructions on any settlement offer or next steps where no settlement offer is made	
4) Settlement of claim (where settlement offer is accepted) – for both individualised and rapid payment assessments	• Liaise with redress agency on acceptance of offer • Consider settlement documents provided by redress agency • Attendance or communication with client to advise on settlement agreement and sign • Obtain instructions from client on apology and advise redress agency on any instructions • Attend to settlement arrangements including making payment to the survivor • Report to client	2 – 3 hours
5) Where a review is requested (all claims)	• Prepare request for a review including submissions on why the claim outcome requires reconsideration • Liaise with client to take instructions on draft request for a review • Finalise and submit request for a review • Receive review response and consider • Discuss review outcome with client, provide advice and take instructions on offer	4 – 6 hours

Agency can approve additional hours for additional factors

Where a lawyer anticipates exceeding the estimated hours for any activity, a redress agency may approve funding for additional hours in advance for a client if they are satisfied that there are reasonable grounds for exceeding the estimated hours in the Framework and that any further hours requested are reasonable. The below are examples of when it may be reasonable. This is not an exhaustive list.

1) Where the client suffers from a disability or health condition which impacts upon the time required to engage and obtain instructions:
   - The client suffers from an intellectual disability
   - The client requires an interpreter/translator

Proactive release - open and transparent government

- The client has difficulties in communicating (but doesn't require an interpreter/translator)
- The client has low literacy
- The client suffers from a mental illness or a medical condition (provided the illness or condition impacts upon the time required to obtain instructions).

2) Where the client has a claim involving multiples agencies that may require more time to articulate or consider the claim, such as review of additional client care files or multiple agency assessment policies.

3) Where the client has significant state care records to review which are directly relevant to the claim.

4) Where the client is requesting a discretionary payment and further time is required to consider and outline relevant factors or information (provided that there are reasonable grounds to request a discretionary payment).

5) Where non-standard or uncommon issues arise which mean more time is reasonably required. For example, where a client dies and instructions need to be obtained from the estate or where a client has a property manager or welfare guardian appointed.

Hourly rate

Lawyers may charge up to $250 +GST per hour.

Disbursements

Office disbursements

For office disbursements (such as photocopying, postage, tolls) the lawyer may claim:

- a maximum fee of $50 (+GST) per claim where the claim has been assessed through a rapid payment assessment and has not also had an individualised assessment; or
- a maximum fee of $100 (+GST) per claim where the claim has been assessed through an individualised assessment.

Travel costs

Redress agencies will pay actual and reasonably incurred travel costs associated with meeting a survivor in-person, provided that the lawyer has discussed these likely costs with the redress agency prior to incurring these and they have agreed that these are reasonable to incur. This pre-approval is not needed for costs associated with travel where the return vehicle travel is less than two hours or the return distance is less than 100km.

Where travel is being invoiced, the lawyer may claim:

- An hourly travel rate of $100 +GST per hour;
- Payment for the actual reasonable travel costs which may include flights, car rental hire, mileage at standard IRD rates if using a private vehicle, taxis/rideshare or public transport.

Proactive release - open and transparent government

Appendix Two – Summary of other legal fees approaches that have been considered

As part of the information gathering process to inform the policy approach, we considered approaches by overseas countries who run abuse in care redress processes:

- Scotland – Have a fixed fees framework which prescribes fees for a variety of tasks (e.g. £2000 for all work in connection with an application for an individually assessed payment, £250 for a review of a redress payment and £250 for work connected with a further application for an individually assessed payment where a previous application has been made.
- Australia – survivors can receive free, independent legal assistance from a specialist service that supports victims of childhood sexual abuse and the Stolen Generations. The Australian National Redress Scheme does not pay for private lawyers.

We also considered other New Zealand Government departments who pay for legal fees for members of the public:

- Legal advice for survivors who participated in the Lake Alice torture redress scheme – this was a step-based framework with estimated timeframes for each task (e.g. 2-4 hours to interview survivor for individualised pathway written process and 2-4 hours to prepare written statement of survivor). An hourly rate of $300 (+GST) was set and the Government agreed to meet the actual and reasonable expenses (disbursements) including the cost of any necessary travel.
- The Office of Treaty Settlements and Takutai Moana – The Takutai Moana Financial Assistance Scheme contributes to the costs incurred by applicants seeking recognition of customary interests. The Court workstream has maximum funding allocations (e.g. $140,000 +GST for a substantive hearing or $25,000 +GST for a wāhi tapu hearing). It then sets out the types of eligible tasks that can be claimed for, prescribes fixed hourly rates which align with legal aid rates and sets out detailed disbursements that can be claimed.
- Oranga Tamariki – will pay agreed reasonable legal fees to caregivers who are seeking custody and guardianship orders under the Care of Children Act 2004 of a child or rangatahi in the custody of the Oranga Tamariki Chief Executive.

We considered that a fixed fees framework (as adopted by Scotland) may not be appropriate for the New Zealand context given survivors differing needs, agencies different assessment processes and the complexity of claims vary depending on a person's care experience. The setting up of a specialised legal assistance service (as Australia have done) is also outside the terms of what we have been asked to deliver by Ministers.

The Office of Treaty Settlements approach is likely more appropriate for a detailed resource intensive Court process and Oranga Tamariki's approach is similar to current agency approaches.

The approach taken in the Lake Alice redress scheme is very similar to the proposed approach in this paper.

Proactive release - Open and transparent government

Briefing

Implementation decisions on single claim policy

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/089

Action sought		
	Action sought	**Deadline**
Hon Erica Stanford **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** **Minister of Education** Hon Louise Upston **Minister for Social Development and Employment** **Transferred responsibilities from the Minister for Children for State redress decisions** Hon Matt Doocey **Associate Minister of Health**	**Decision** on whether to defer implementation of the single claim policy while we further consider information sharing issues that have arisen. **Forward** this briefing to the Minister of Corrections and Minister for Māori Development.	14 September 2026
	Decision on whether to defer implementation of the single claim policy while we further consider information sharing issues that have arisen.	14 September 2026

Contact for telephone discussion (if required)			
Name	**Position**	**Telephone**	**1st contact**
Delwyn Clement	General Manager Redress System Strategy	9(2)(a)	☑
Christy Corlett	Principal Advisor Redress	9(2)(a)	

Proactive release - open and transparent government

Briefing

The following departments/agencies have been consulted
Ministry of Education, Ministry of Social Development, Ministry of Health, Oranga Tamariki, Department of Corrections, Te Puni Kōkiri

Minister's office to complete:

- ☐ Approved
- ☐ Noted
- ☐ Seen
- ☐ See Minister's Notes
- ☐ Declined
- ☐ Needs change
- ☐ Overtaken by Events
- ☐ Withdrawn

Comments

Proactive release - open and transparent government

Briefing

Implementation decisions on the single claim policy

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/089

Purpose and Executive summary

1. This briefing follows the recently approved briefing titled *Single claim policy for the State redress system*, CRACI 26/062, dated 2 July 2026. In that briefing, joint redress Ministers were asked to approve a high-level approach for managing abuse and neglect claims involving more than one care setting or redress agency as a single claim. This included process changes to reduce the need for survivors to navigate multiple claims processes, and payment changes so a single payment is calculated based on the combined allegations across both care settings. These payment changes are intended to support fair outcomes between survivors who were in one care setting and those who were in multiple care settings.

2. As implementation planning has progressed, we have identified information-sharing issues, 9(2)(f)(iv) [redacted] These issues are affecting our ability to fully implement the policy without needing to bring, or respond to, likely litigation.

3. Given the above, we recommend deferring implementation of the full single claim policy while we further consider the information sharing issues and seek further legal advice on how to address the restrictions in the court order. We will report back post-election.

4. In addition, we will progress implementing the process parts of the policy as an option for survivors by consent. This would provide survivors with cross-agency claims an opportunity to receive a joined-up claims experience where they are able to continue to work with one main point of contact, share their care experience once and in many cases receive a joined-up single response.

Proactive release - open and transparent government

Briefing

Recommended action

5. The Crown Response Office recommends you:

a.	**note** that joint redress Ministers recently approved a policy approach for managing abuse in care claims involving more than one care setting and/or redress agency as a single claim, with one payment determined by considering the combined allegations across both care settings (CRACI 26/062 refers);	Noted
b.	**note** that as we have been preparing for implementation, information-sharing challenges has arisen which mean we are unable to fully implement the policy 9(2)(f)(iv) [redacted]	Noted
c.	**agree** to defer implementation of the single claim policy while we further consider the information sharing issues	
	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
	Minister for Social Development and Employment and transferred responsibilities from the Minister for Children for State redress decisions	Yes / No
	Associate Minister of Health	Yes / No
d.	**note** that work will progress to implement the process elements of the agreed policy which will improve the survivor experience by providing the option of a joined-up claims experience for survivors who have a cross-agency claim;	Noted
e.	**note** that if you agree to defer implementation, the existing payment policy settings would remain meaning that MSD and Oranga Tamariki would continue to work together to resolve cross-agency claims including determining a payment having regard to the combined allegations; and	Noted

Proactive release - open and transparent government

Briefing

f. **agree** to forward a copy of this briefing to the Minister of Corrections and Minister for Māori Development

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

Delwyn Clement

General Manager Redress and System Strategy, Crown Response Office

Crown Response to the Abuse in Care Inquiry

08 / 09 / 2026

Hon Erica Stanford

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

/ /

Hon Louise Upston

Minister of Social Development and Employment and transferred responsibilities from the Minister for Children for State redress decisions

/ /

Hon Matt Doocey

Associate Minister of Health

/ /

Proactive release - open and transparent government

Briefing

Background

6. As part of the April 2025 Cabinet decisions to deliver an enhanced redress system, Ministers agreed to bring greater integration into State redress processes, with redress agencies operating as one cohesive and consistent system with a single-entry point, consistent policies and joined-up processes[1]. The single claim policy discussed in this paper is one of those initiatives.

7. In July 2026 redress Ministers considered a high-level policy approach to managing claims of abuse and neglect that contain allegations that relate to more than one care setting or are the responsibility of more than one redress agency (cross-agency claims) so that they are managed as a 'single claim'[2]. Approximately three percent[3] of all open claims have a cross-agency component with the majority (75%) of these being claims involving the Ministry of Social Development (MSD) and the Ministry of Education (MoE).

8. The aim of the policy is to create an improved survivor experience so that survivors do not have to navigate multiple claims processes, share their experience multiple times with different people and receive multiple outcomes, usually at different times. The intention is for agencies to work together on the claim, assess their own individual components they are responsible for, but these would be brought together to create one response, and one settlement payment offer to the survivor. A lead agency would be appointed who will take responsibility for communicating with the survivor, including listening to their story, collecting claim information and providing the claim outcome.

9. In addition, to ensure fair payment outcomes between those who were only in one care setting as opposed to multiple settings, we proposed that payments for cross-agency claims are determined having regard to what the survivor would receive under the Common Payment Framework for the combined allegations or any relevant rapid payment framework. Claims data had shown that survivors who were in multiple care settings usually received a higher combined payment (often 50% more) than those who were only in one care setting where the same frequency and type of abuse is alleged. We advised you that this created a redress system in which most survivors, who were in one care setting, received payments based on the nature and frequency of the abuse they experienced, while the smaller group of survivors who were in multiple care settings had payments influenced both by the abuse and by the number of care settings involved.

10. We also advised you that we were beginning to prepare for implementation and would keep you updated on progress.

Proactive release - open and transparent government

[1] Cabinet Paper – Delivering an enhanced redress system for survivors of abuse in State care

[2] CRACI 26/062 - *Single claim policy for the State redress system* (dated 2 July 2026)

[3] As at May 2026, 164 people had open claims with two or more redress agencies. This data does not include Health New Zealand claims given the data was collected before work had progressed to integrate Health NZ claims into the State redress system.

Briefing

We have been working through implementation tasks, but have come across information sharing challenges to implementing parts of the policy

11. To enable this policy to operate, there must be sharing of claims information between redress agencies so they can provide a joined-up response with a single outcome.
12. This information sharing is enabled under Information Principles 10 and 11 of the Privacy Act 2020 which permits disclosure of personal information where it is in connection with the purpose for which it was collected, or a directly related purpose. This would authorise personal information collected by one redress agency to manage and process the claim to be disclosed to another redress agency who is also involved in the management and processing of the redress claim.
13. As part of the commencement of the new State redress service[4] (which is hosted by MSD and acts as the single-entry point for all claims), we have begun to let survivors know that their personal information will be shared with other redress agencies where this is needed to progress the claim as a single claim. Information is included on the State Redress New Zealand website, a new privacy fact sheet has been created which is available on-line and is being provided for new claims and agency staff have been equipped with key messages to have discussions with survivors.
14. 9(2)(f)(iv) [redacted]
15. [redacted]
16. [redacted]
17. [redacted]

[4] This service commenced on 5 August 2026.
[5] 9(2)(f)(iv) [redacted]

Proactively released by the government

Briefing

9(2)(f)(iv) [redacted]

18. 9(2)(f)(iv) [redacted]

9(2)(h) [redacted]

19. 9(2)(f)(iv) [redacted]

20. [redacted]

In light of the implementation challenges, we recommend deferring implementation while we consider further and provide you with further advice

21. Given the above information sharing issues, we recommend deferring implementing of the full single claim policy while we continue to consider the issues and seek further legal advice on how to address the restrictions in the court order. 9(2)(f)(iv) [redacted]

22. In the meantime, there is value in implementing the process elements of the policy as an option for survivors with cross-agency claims so they could receive the benefits of having a less fragmented and more stream-lined, joined-up claims experience. This option would allow survivors to still work with a lead agency, tell their story once, and in many cases receive a single claim outcome, but any redress payments offered would be determined by each agency separately for their part of the claim consistent with current payment settings under the applicable payment frameworks. If a single claim outcome was being provided, the two separate payments could be combined into the single offer.

[6] We have not been able to confirm the exact number of impacted claims, but it is significantly less than the current 164 cross-agency claims noted in footnote 3.

Proactively released by the open government

23. Finally, we note that in the interim, the existing policy settings would remain, meaning MSD and Oranga Tamariki would continue to work together to resolve cross-agency claims and provide a single outcome, with payment determined by considering the combined allegations according to the Common Payment Framework. As discussed in the previous briefing, since 2019, MSD and Oranga Tamariki have jointly managed claims where a survivors concerns span the period before and after 1 April 2017 (being the date that each agency's claims process relates to). This was agreed to by the former Minister of Social Development and the former Minister for Children to provide a survivor centred streamlined and simple approach where there is no 'wrong door' for the survivor[7]. It also makes sense from a policy perspective given that this group are in the same care setting, but due to Government decisions, a different agency is responsible for different time settings.

Next steps

24. If you agree that implementation should be deferred, we will continue to consider the information sharing issues and obtain further legal advice from Crown Law.
25. We will also continue working on implementation material that would allow us to introduce the process parts of the single claim policy as an option for survivors including process guidance, communications, revised claim outcome documentation and confirming how agencies may respond to differences in timeframes for completion of assessments when managing a cross-agency claim.
26. We will keep the Lead Coordination Minister updated as this work progresses.

Proactive release - open and transparent government

[7] REP/19/8/710, REP-OT/19/8/222 *Responding to claims relating to abuse or neglect of children in state care*, dated 2 August 2019

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

Briefing

Updating responses to six Royal Commission recommendations

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/077

Action sought		
	Action sought	**Deadline**
Hon Erica Stanford **Lead Coordination Minister of the Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions** **Minister of Education** Hon Louise Upston **Minister for Social Development and Employment** Hon Matt Doocey **Associate Minister of Health** Hon Karen Chhour **Minister for Children**	**Agree** to update the Government's response to six Royal Commission recommendations.	14 September 2026

Contact for telephone discussion (if required)			
Name	**Position**	**Telephone**	**1st contact**
Rebecca Martin	General Manager, Policy and Strategy, Crown Response Office	9(2)(a)	✓
Regan Nathan	Policy Manager, Redress Policy, Crown Response Office	9(2)(a)	

Proactive release - open and transparent government

Briefing

The following departments/agencies have been consulted
Ministry of Social Development, Ministry of Education, Ministry of Health, Oranga Tamariki.

Minister's office to complete:

- ☐ Approved
- ☐ Noted
- ☐ Seen
- ☐ See Minister's Notes
- ☐ Declined
- ☐ Needs change
- ☐ Overtaken by Events
- ☐ Withdrawn

Comments

Proactive release - open and transparent government

Briefing

Updating responses to six Royal Commission recommendations

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/077

Purpose

1. This briefing seeks your agreement to update responses to six recommendations made by the Royal Commission of Inquiry into Historical Abuse in State Care and in the Care of Faith-based Institutions (the Royal Commission). The six recommendations would be updated from 'needs further consideration' to a formal response (e.g. accept, accept intent, decline).
2. Updating the responses will ensure the Crown Response accurately reflects the implementation work that has progressed or subsequent policy decisions made by Ministers or Cabinet.

Recommended action

3. It is recommended that you:

a. **note** that officials have identified six Royal Commission recommendations that can be updated on the basis of work that has progressed or through decisions taken since April 2025; — Noted

b. **agree** to update the Government's response to the recommendations as detailed in **Appendix One;**

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
Minister for Social Development and Employment	Yes / No
Associate Minister of Health	Yes / No
Minister for Children	Yes / No

c. **note**, subject to your agreement, these changes will be reflected in the next public update to the Crown response; and — Noted

Proactive release - open and transparent government

Briefing

d. **note** the remaining outstanding recommendations will retain their status of needing further consideration. Noted

Rebecca Martin

General Manager, Policy and Strategy, Crown Response Office

08 / 09 / 2026

Erica Stanford

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

/ /

Hon Louise Upston

Minister for Social Development and Employment

/ /

Hon Matt Doocey

Associate Minister of Health

/ /

Hon Karen Chhour

Minister for Children

/ /

Proactive release - open and transparent government

Briefing

The Government agreed to the initial responses to Royal Commission recommendations in April and May 2025 several of which were recorded as needing further consideration

4. In April 2025, the Cabinet Social Outcomes Committee (the Committee) agreed an overall approach to delivering meaningful redress improvements for survivors of abuse in State care [SOU-25-MIN-0039 refers]. The Committee authorised the Lead Coordination Minister, in consultation with other relevant Ministers, to confirm the Government's response to the specific redress recommendations made by the Royal Commission within the approach and parameters Cabinet had agreed. Redress ministers subsequently agreed the Government's initial response to the Royal Commission of Inquiry's redress recommendations.
5. The Government's responses in April 2025 [CRACI 25/038], reflected the policy position at that time, including initial responses of accept, accept the intent of, further consider, or decline 99 individual redress recommendations across two reports He Purapura Ora and Whanaketia. In particular, recommendations requiring the establishment of a new independent puretumu torowhānui redress system were declined, with the Government deciding to prioritise improving and strengthening the existing redress system.
6. Of these redress recommendations, 35 were recorded as needing further consideration because related policy work, implementation planning, or Ministerial decisions were still underway or yet to be decided. This included recommendations relating to wider-State and non-State redress, ACC, support services, apologies, monitoring and review, model litigant settings, and institutional responsibilities.
7. In May 2025, Cabinet agreed responses to additional care safety and implementation recommendations [CAB-25-MIN-0151]. The remaining recommendations were recorded in the Crown Response Plan as needing further consideration.
8. Following the publication of the Crown Response Plan, individual agencies and Ministers have continued to progress portfolio-specific responses to the recommendations (e.g. through decisions made by the Commissioner of Police or the Minister of Justice). The focus of this paper is recommendations that require collective decisions from care and redress Ministers.

As work has progressed, some recommendations previously recorded as needing further consideration can now be updated

9. Since previous decisions were recorded, work has progressed across care and redress agencies to implement agreed policy directions and develop operational responses.
10. Officials have assessed recommendations where further work, implementation progress, or policy decisions indicate that the recorded response may no longer accurately reflect the Government's position. We have considered previous Ministerial and Cabinet decisions, as well as any operational changes to State redress services made since the Crown Response Plan was confirmed and previous redress recommendation responses were recorded in April 2025 [CRACI 25/038 refers].

Proactive release - open and transparent government

11. Some recommendations can now be shifted to a different response category because subsequent decisions or work has clarified the Government's position.
12. Your decisions on this paper do not reopen previous Cabinet or Ministerial decisions or seek new policy decisions. It is focused on ensuring the Crown Response accurately reflects decisions already made, implementation activity, and the Government's intended public position to be included in future reporting.

We are seeking your decisions to change the response to six Royal Commission recommendations

13. Five of the recommendations included in this paper are redress recommendations from Objective One (Addressing the wrongs of the past). These were among the 35 recorded in April 2025 as requiring further consideration.
14. The remaining recommendation is from Objective Three (Empower those in care, their families, whānau and communities). It was confirmed as needing further consideration through Cabinet decisions on the Crown Response Plan in May 2025.
15. An overview of the proposed response changes is provided below. The full recommendation and the detailed rationale for the proposed response is in **Appendix One**.
16. The proposed responses in this briefing fall into four response categories as set out below:

Response	Meaning
Accept	The recommendation is accepted. It will be implemented as it was set out by the Royal Commission.
Partially accept	One or more sub-parts of the recommendation are accepted as set out by the Royal Commission. The recommendation is not accepted in full.
Accept intent	The intent of recommendation is accepted. It will be implemented in a different way than set out by the Royal Commission.
Needs further consideration	The recommendation, including one or sub-parts of the recommendation, requires further consideration before a response can be determined.
Decline	Following analysis and a decision-making process, the Crown declines to implement this recommendation.

17. Where the Royal Commission has recommended that a particular function or service is delivered by the puretumu torowhānui scheme, recommendations are assessed against whether the State redress system can implement the recommendation. For example, a recommendation may still be accepted if the only difference is that redress is provided by multiple agencies rather than a single scheme and/or they can be fully implemented in the existing system.

Proactive release - Open and transparent government

Briefing

Five recommendations can now be accepted, accepted in intent, or partially accepted

18. We propose five recommendations previously recorded as needing further consideration can now be accepted, accepted in intent, or partially accepted.

19. Whanaketia 115 recommended that the government prioritise and invest in contemporary, whānau-centred and community-led models of care, while avoiding State-led models that contributed to historical abuse and neglect in care. This sits alongside recommendation 114, which care agencies have accepted the intent of, which recommended prioritising greater participation of people in care and their whānau in decisions that affect them. We recommend **accepting the intent** of recommendation 115.

20. This is consistent with the direction care agencies are moving in through partnered care arrangements, whānau-centred and social investment models, including initiatives such as Enabling Good Lives, Whānau Ora and the Crown Response work to prevent entry into care.

21. He Purapura Ora 22 recommended a proactive, accessible and targeted communications approach for the scheme, including reporting, monitoring, dedicated outreach to disabled survivors, Māori survivors and whānau, and supported decision-making assistance. We recommend **accepting the intent** as decisions from April 2025 confirmed that redress agencies are committed to continuous improvement, including supporting survivors to engage with the State redress system. The previous response referenced risks to the system's capacity to process an influx of claims and a resulting backlog. While this remains a factor it can be considered pragmatically at the operational level and does not affect the Government's overall intent.

22. He Purapura Ora 35 recommended that guidance was given to institutions on the form and delivery of apologies to survivors. We propose this recommendation is **accepted** as the development of the common apologies policy will give effect to the recommendation through guidance for redress agencies on the form and delivery of personal apologies.

23. He Purapura Ora 45 recommended that the scheme should have the power to investigate systemic abuse and neglect at institutions and recommend common experience payments to survivors of those institutions. We propose this recommendation is **partially accepted** to recognise that redress agencies can and have resourced investigations into systemic abuse and neglect at specific institutions such as the reports Ministry of Education has commissioned into certain schools.

24. He Purapura Ora 73 recommended the Government take active steps to raise awareness of abuse in care, what it is, its effects, what has been done in response, and how those abused can seek help**.** We propose this recommendation is **accepted.** This is due to the regular Crown Response public reporting, improvements to the information and support available to survivors, and the programme of engagement underway with key sector groups. This engagement will build knowledge of the Royal Commission's findings and recommendations,

Proactive release - open and transparent government

promote available redress and support pathways, and the role different sectors can play in improving care safety and survivor outcomes.

One recommendation may now be declined

25. He Purapura Ora 49 recommended aligning part of the redress system with the ACC reform recommended by the Royal Commission. We propose this recommendation is **declined** because in September 2025 the Minister for ACC agreed not to expand the Accident Compensation Scheme for abuse in care survivors.

Next steps

26. Subject to your agreement, the responses will be updated in the next Crown Response update and will be captured in the half-year report for the period 1 July to 31 December 2026.

Proactive release - open and transparent government

Appendix One: Proposed changes to response to Royal Commission recommendations with detailed rationale

Recommendation	Full Recommendation	Recommended response shift	Work status	Judgement Call (short description)	Detailed rationale for response
Objective One: Addressing the Wrongs of the past					
He Purapura Ora 22	The puretumu torowhānui scheme should: extensively and proactively publicise, on an ongoing basis, what it does, how to contact it, the types and levels of redress and support available, eligibility and assessment criteria, and timeframes for making decisions on claims; develop specific strategies to communicate with survivors, including running specialist education sessions for disabled people about the scheme and what constitutes abuse; develop specific strategies to communicate with Māori survivors and their whānau, hapū, iwi and hapori (communities); actively reach out to disabled survivors including disabled survivors in long-term or life-long care; offer easy-to-read information in a variety of accessible formats about how the scheme works; ensure a supported decision-making process is available for disabled people that is consistent with the United Nations Convention on the Rights of Persons with Disabilities, including, where necessary, by providing dedicated support and communication assistance.	Accept Intent	Ongoing	The intent is accepted but it will be delivered differently.	We recommend accepting the intent of recommendation 22 from He Purapura Ora. The package of improvements to State redress announced in May 2025, supported the response to this recommendation, particularly the initiatives on State redress system performance monitoring and reporting. The previous rationale for this recommendation acknowledged that core State redress agencies are committed to continuous improvement, including supporting survivors to engage with the system. Some work has been completed and more is ongoing to improve accessibility and system navigation including through the new State Redress New Zealand website, the State redress service, Kōnae website and planned changes to SES information and contact channels so survivors can more easily understand redress and support options across State, faith-based and other non-State settings.
He Purapura Ora 35	The scheme should, where appropriate, give guidance to participating institutions about the form and the delivery of apologies	Accept	Underway	Can be implemented in the existing system	We recommend accepting recommendation 35 from He Purapura Ora. The previous rationale for this recommendation needing further consideration was that it would be considered as part of a wider set of recommendations 32 - 36 regarding redress offerings, including the provision of apologies which take responsibility for what happened to a survivor. The delivery of the planned common apologies policy will provide guidance, on the form and delivery of apologies as agreed by Cabinet. This gives effect to recommendation 35 though it does not support a response to the more complex cultural, restorative, accessibility, and support elements that may be required for apologies to be meaningful in individual

Proactive release - open and transparent government

Recommendation	Full Recommendation	Recommended response shift	Work status	Judgement Call (short description)	Detailed rationale for response
					cases, which will need further work before the Government can respond to recommendations 33, 34, and 36.
He Purapura 45	The scheme should have the power to recommend an investigation into whether systemic abuse or neglect occurred at an institution or other care setting for the purposes of determining whether there should be a common experience payment for people who were in that institution or care setting.	Partially Accept	Completed	Can be partially implemented in the existing system.	We recommend partially accepting recommendation 45 from He Purapura Ora. The previous response to this recommendation noted that agencies have the ability to investigate systemic abuse at institutions they are responsible for. In April 2025 the Government declined recommendation 44 from He Purapura Ora deciding that State redress services will not offer 'common experience payments' in addition to redress payments. We propose this recommendation is partially accepted to recognise that some redress agencies can and have resourced investigations into systemic abuse and neglect at specific institutions. The Ministry of Education have investigated systemic abuse at three residential schools. The standard findings from one of those reports has been used to establish a 'rapid payment' pathway and two more are forthcoming. These are redress payments based on the common experience of people who were in that institution, but they are not additional 'common experience payments' as intended by the Royal Commission.
He Purapura Ora 49	Survivors should be able to make a claim to both the puretumu torowhānui scheme and ACC. Any payments or services provided or facilitated by one should be taken into account by the other.	Decline	Completed	Decision by Minister or Cabinet not to progress	We recommend declining recommendation 49 from He Purapura Ora as Cabinet agreed in June 2025 that the Minister of Justice and the Minister for the Accident Compensation Corporation (ACC) will receive advice on RCOI recommendations relating to access to compensation and litigation. In September 2025, the Minister for ACC agreed not to progress recommendations to expand Accident Compensation Scheme for abuse in care survivors [BRIEFING-REQ-0017399].
He Purapura Ora 73	The Government should take active steps to raise awareness of abuse in care, what it is, its effects, what has been done in response, and how those abused can seek help. This should include widely disseminating this inquiry's interim report, this report and all subsequent inquiry reports.	Accept	Ongoing	Can be implemented within the parameters previously agreed by Cabinet	We recommend accepting recommendation 73 from He Purapura Ora. The Crown Response Plan published in May 2025 sets out how the Government intended to respond to the findings and recommendations of the Royal Commission of Inquiry. Progress on implementing initiatives responding to the Royal Commission recommendations is publicly reported through regular

Proactive release - Open and transparent government

Briefing

Recommendation	Full Recommendation	Recommended response shift	Work status	Judgement Call (short description)	Detailed rationale for response
					annual and half-year monitoring reports. These reports provide updates on actions taken and progress made across the Crown Response. Regular updates are also published on the CRO website and improvements to information on what abuse in care is and how to seek help has been progressed through Kōnae and SES. CRO has started a sequenced programme of information sessions, presentations, and targeted conversations between now and April 2027 with key groups. This is intended to build knowledge of the Royal Commission's findings and recommendations, the Crown Response Plan, available redress and support pathways, and the role different sectors can play in improving care safety and survivor outcomes.
Objective Three: Empower those in care, their families, whānau and communities					
Whanaketia 115	The government should prioritise and invest in work to support contemporary approaches to the delivery of care and support, including devolution, social investment, whānau-centred and community-led approaches, such as Enabling Good Lives and Whānau Ora, and avoid the State-led models that contributed to historical abuse and neglect in care.	Accept Intent	Ongoing	Can be implemented in the existing system.	We recommend accepting the intention of recommendation 115 from Whanaketia. This is consistent with the direction care agencies are moving in through partnered care arrangements, whānau-centred and social investment models, including initiatives such as Enabling Good Lives, Whānau Ora and the Crown Response work to prevent entry into care. It sits alongside Recommendation 114 which the government has already accepted the intent of.

Proactive release - open and transparent government

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

Briefing

End of Year Report 2025/26 (Q4): Redress system improvements for survivors of abuse and neglect in State care

Date:	31 August 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/081

Action sought		
	Action sought	**Deadline**
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** Hon Louise Upston **Minister for Social Development and Employment** Hon Matt Doocey **Associate Minister of Health** Hon Karen Chhour **Minister for Children**	**Approval** to publicly release the End of Year Report 2025/26 on progress against the Redress Implementation Plan, covering 1 July 2025 to 30 June 2026. **Forward** this briefing to the Minister of Corrections and Minister for Māori Development.	14 September 2026
	Approval to publicly release the End of Year Report 2025/26 on progress against the Redress Implementation Plan, covering 1 July 2025 to 30 June 2026.	14 September 2026

Contact for telephone discussion (if required)			
Name	**Position**	**Telephone**	**1st contact**
Delwyn Clement	General Manager Redress and System Strategy, Crown Response Office	9(2)(a)	
Karen Wong	Manager Redress Programme, Crown Response Office	9(2)(a)	✓

Proactive release - open and transparent government

Briefing

The following departments/agencies have been consulted
Ministry of Education, Ministry of Health, Ministry of Social Development, Oranga Tamariki, Department of Corrections and Te Puni Kōkiri.

Minister's office to complete:

- ☐ Approved
- ☐ Noted
- ☐ Seen
- ☐ See Minister's Notes
- ☐ Declined
- ☐ Needs change
- ☐ Overtaken by Events
- ☐ Withdrawn

Comments

Proactive release - open and transparent government

Briefing

End of Year Report 2025/26 (Q4): Redress system improvements for survivors of abuse and neglect in State care

Date:	31 August 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/081

Purpose and Executive summary

1. This briefing provides the End of Year Report for 2025/26 on progress against the Redress Implementation Plan (the Plan), covering 1 July 2025 to 30 June 2026.
2. It provides a consolidated view of delivery and performance across the year, alongside detailed activity and performance information for the final quarter.
3. The report shows that agencies received 3,517 new eligible claims, made 1,718 settlement offers and closed 1,717 claims during 2025/26. Settlement offers exceeded the annual target of 1,550 by 168, or around 11%, although claims on hand increased from 4,344 at 30 June 2025 to 6,654 at 30 June 2026.
4. The briefing also provides an update on the State redress service, which went live on 5 August 2026 following completion of the Quarter 4 design and implementation work.

Recommended action

The Crown Response Office recommends you:

a. **note** the contents of the attached End of Year Report 2025/26: Redress system improvements for survivors of abuse and neglect in State care; — Noted

b. **note** that the report provides a consolidated account of progress and performance across 2025/26, alongside detailed information for the final quarter; — Noted

c. **note** that agencies made 1,718 settlement offers during 2025/26 and exceeded the annual target of 1,550, while claims on hand continued to increase; — Noted

d. **agree** to publicly release the attached End of Year Report 2025/26: Redress system improvements for survivors of abuse and neglect in State care;

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 — Yes / No

Minister of Education

Minister for Social Development and Employment — Yes / No

Proactive release - open and transparent government

Briefing

Associate Minister of Health Yes / No

Minister for Children Yes / No

e. **forward** this briefing to the Minister of Corrections and Minister for Māori Development.

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 Yes / No

Karen Wong
Manager Redress Programme, Crown Response Office

Crown Response to the Abuse in Care Inquiry

31 / 08 / 2026

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

/ /

Hon Louise Upston
Minister for Social Development and Employment

/ /

Hon Matt Doocey
Associate Minister of Health

/ /

Hon Karen Chhour
Minister for Children

/ /

Proactive release - open and transparent government

Briefing

Background

5. The Redress Implementation Plan sets out how the Government will deliver a more consistent, accessible and survivor-centred redress system.
6. The Plan remains a living document. It was designed to evolve as agencies work through the detailed policy, operational, information-sharing and technology changes needed to connect redress services across government. The complexities of redress and ensuring a joined-up system across multiple agencies have seen some elements take longer than anticipated.
7. During 2025/26, agencies prioritised initiatives that could provide immediate support and services to survivors, while sequencing some policy, operational and system changes for later delivery. This enabled agencies to increase redress payments, introduce top-up payments, implement Common Payment Framework, streamlined assessment settings to remove practice failures and increase settlement capacity, while also developing the foundations for a more joined-up redress service.

Progress to date

8. During Quarter 4 and across 2025/26, agencies focused on changes that could make an immediate difference for survivors, including progressing claims, making payments more consistent, improving support and making the system easier to access and navigate. At the same time, agencies progressed the policy, operational and system changes needed for further delivery during 2026/27.
9. Across 2025/26, agencies:
    a. Increased settlement activity while responding to sustained demand
        i. Closed 1,717 claims and received 3,517 new eligible claims.
        ii. Made 1,718 settlement offers by 30 June 2026, exceeding the annual target of 1,550 by 168 offers, or around 11%.
    b. Despite the increase in settlement activity:
        i. Claims on hand increased from 6,163 at the end of March to 6,654 at the end of June 2026, an increase of 491 claims, or around 8%.
        ii. Claims on hand were 1,297 higher than at the end of December 2025, an increase of around 24%. This indicates that demand continues to exceed current system throughput.
10. The annual settlement target was exceeded, reflecting the need for an increase in capacity across the redress system. The continued growth in claims on hand shows that agencies need to build and sustain delivery capacity to improve timeliness for survivors and reduce the backlog over time.
11. Redress agencies continued to embed the Common Payment Framework, providing a clear and consistent basis for determining settlement payments across agencies.
12. Initial assurance on the delivery of the Common Payment Framework indicates that agencies are applying the framework consistently. Further assurance and monitoring will continue as implementation matures.

Proactive release - open and transparent government

13. Agencies continued to streamline assessment processes by removing consideration of practice failures where those failures did not directly contribute to abuse or neglect. This keeps assessments focused on the abuse experienced by survivors and supports more timely decisions.

14. Top-up payments continued, with 2,339 payments made by 30 June 2026. During Quarter 4, 344 payments were made. At the end of June, 70 registrations were awaiting eligibility confirmation. Agencies are considering options to proactively engage survivors who may be eligible but have yet to register (or be registered) for top-ups.

15. An interim consistent support service continues to be available to eligible survivors who have claims with Health, Corrections and Te Puni Kōkiri. All other redress agencies have maintained their current support service offerings.

State redress service and work continuing in 2026/27

16. The integrated operating model and single point of entry, now known as the State redress service, went live on 5 August 2026. The service provides survivors with one clear way to contact and enter the State redress system.

17. Work will continue to finalise and progressively publish the remaining common policies. These policies will provide clearer and more consistent guidance on how redress is delivered and help survivors and agencies understand what to expect.

18. System oversight will continue to strengthen as delivery matures. Public reporting will continue while a longer-term system monitoring and reporting framework is developed during 2026/27. Following the launch of the State redress service, the Ministerial weekly report will provide timely information on service activity and any survivor feedback or emerging issues.

19. Work during 2026/27 will build on the foundations established during 2025/26. This includes embedding the State redress service, reducing reliance on manual processes, progressing a single-claim approach for survivors with experiences across multiple agencies, and integrating Health New Zealand, Te Puni Kōkiri and Department of Corrections claims into the wider redress system.

20. The independent review function, a consistent support model, single-claim policy approach, legal fees framework, and implementation of the Redress System for Abuse in Care Act 2026 are all progressing through varying stages of design, refinement, testing and implementation.

21. Overall, 2025/26 established important foundations for a more connected redress system. Agencies increased settlement capacity, introduced more consistent payment settings, progressed top-up payments and advanced work to simplify access and strengthen oversight. Some elements have taken longer than initially anticipated and will continue during 2026/27.

Next Steps

22. Subject to your approval, officials will publicly release the attached report.

Proactive release - Open and transparent government

Briefing

Appendices

Appendix One: Quarterly Report (1 April – 30 June 2026): Redress system improvements for survivors of abuse and neglect in State care.

Proactive release - open and transparent government

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

Briefing

Final updates regarding Crown Response work programme

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/100

Action sought		
	Action sought	**Deadline**
Hon Erica Stanford **Lead Coordination Minister of the Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions** **Minister of Education** Hon Louise Upston **Minister for Social Development and Employment** Hon Matt Doocey **Associate Minister of Health** Hon Karen Chhour **Minister for Children**	**Note** the updates in this paper.	14 September 2026

Contact for telephone discussion (if required)			
Name	**Position**	**Telephone**	**1st contact**
Rebecca Martin	General Manager, Policy and Strategy, Crown Response Office	9(2)(a)	√
Regan Nathan	Policy Manager, Redress Policy, Crown Response Office	9(2)(a)	

Proactive release - open and transparent government

Briefing

The following departments/agencies have been consulted
N/A

Minister's office to complete:

- ☐ Approved
- ☐ Noted
- ☐ Seen
- ☐ See Minister's Notes
- ☐ Declined
- ☐ Needs change
- ☐ Overtaken by Events
- ☐ Withdrawn

Comments

Proactive release - open and transparent government

Briefing

Final updates regarding Crown Response work programme

Date:	8 September 2026	**Priority:**	High
Security classification:		**Tracking number:**	CRACI 26/100

Purpose

1. This briefing provides updates on 9(2)(f)(iv) [redacted] funding options for responding to increased redress system demand.

Recommended action

2. The Crown Response Office recommends you:

a.	9(2)(f)(iv) [redacted]	Noted
b.	**note** the revised funding options for addressing demand pressures in the State redress system provided in this paper; and	Noted

Proactive release - open and transparent government

Briefing

c. **note** that the Lead Coordination Minister is engaging with the Minister of Finance on an approach to respond to increased demand pressures in the State redress system.	Noted

Rebecca Martin

General Manager, Policy and Strategy, Crown Response Office

08 / 09 / 2026

Hon Erica Stanford

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

/ /

Hon Louise Upston

Minister for Social Development and Employment

/ /

Hon Matt Doocey

Associate Minister of Health

/ /

Hon Karen Chhour

Minister for Children

/ /

Proactive release - open and transparent government

Briefing

9(2)(f)(iv) [redacted]

3. At the 2 March 2026 care and redress Ministers' meeting, you agreed to seek drawdown funding by delegated Ministers from the $70.88 million workforce tagged operating contingency for the first package of capability building initiatives [CRACI 26/014 refers]. This package was approved by delegated Ministers in August [CRACI 26/051 refers].
4. At the 23 June meeting, you agreed to seek drawdown funding by September 2026 for two further capability building initiatives for a total of $7.181 million. One focused on the early recognition and management of medical deterioration in disability community group homes (Ministry for Social Development) and the other focussed on workforce development for casual staff (Oranga Tamariki). This second package is awaiting approvals from delegated ministers.
5. The first and second package of initiatives 9(2)(f)(iv) [redacted] and funding for Dame Karen Poutasi training ($7.854 million)[1], will use a total of 9(2)(f)(iv) [redacted] from the tagged operating contingency, leaving 9(2)(f)(iv) [redacted]
6. 9(2)(f)(iv) [redacted]
7. [redacted]
8. [redacted]
9. [redacted]

[1] Cabinet agreed to drawdown from the workforce tagged contingency to fund the development and initial roll out of training for core children's workers [CAB-26-MIN-0156.26]. Developing training for core children's workers in response to the Dame Karen Poutasi recommendations is a first step towards building capability for a portion of the broader care workforce.

Proactively released by the Government

Briefing

Possible funding request to respond to increased redress demand

10. As outlined in CRACI 26/078, demand on the redress system has been significantly higher than anticipated. The number of new redress claims is 60 percent higher (1,322 more claims) than forecast and as such, demand is exceeding the capacity built into the system through Budget 2025.

11. The impacts of this demand increase are beginning to emerge and, without further investment, officials anticipate likely impacts on the timeliness and responsiveness of the State redress system.

12. 9(2)(f)(iv)

13.

14.

We have revised the funding options

15. 9(2)(f)(iv)

16.

9(2)(f)(iv)

Page 7 withheld in full under s 9(2)(f)(iv).