



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 Cabinet paper	Redress System for Abuse in Care Bill: Approval for release of Amendment Paper	Date to be published	2 June 2026

List of documents that have been proactively released

Date	Title	Author
13 April 2026	Redress System for Abuse in Care Bill: Approval for release of Amendment Paper	Office of the 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
13 April 2026	Redress System for Abuse in Care Bill: Approval for release of Amendment Paper CBC-26-MIN-0016	Cabinet Office
20 April 2026	Report of the Cabinet Business Committee: Period Ended 17 April 2026	Cabinet 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(f)(ii) to maintain the constitutional conventions protecting collective and individual ministerial responsibility

Context

The following documents are related to these papers and provide further context:



Listening, learning, changing

Mā Whakarongo me Ako ka huri te tai

Crown Response to the Abuse in Care Inquiry

- Cabinet paper - [Extending the core State redress system to include claims for abuse in mental health facilities from 1 July 1993 to 30 June 2022](#)
- Amendment paper - [Redress System for Abuse in Care Bill - Amendment paper No 569 | New Zealand Legislation](#)
- Disclosure statement - [NZ Legislation Disclosures](#)

Office of the 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

Cabinet Business Committee

Redress System for Abuse in Care Bill: Approval for release of Amendment Paper

Proposal

- 1 This paper seeks agreement to release an Amendment Paper for the Redress System for Abuse in Care Bill (the Bill) to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022 and future-proof the Bill for a potential future redress scheme for abuse in State mental health facilities from 1 July 2022 onward (**Appendix One**).

Policy

- 2 The Bill implements two aspects of the Government's broader decisions on the State redress system for abuse in care. Its purpose is to:
 - 2.1 introduce a presumption against financial redress for serious violent or sexual offenders [CAB-25-MIN-0145 and CAB-25-MIN-0228 refer], and
 - 2.2 provide legal protections for core State agencies when making apologies for abuse in State care [CAB-25-MIN-0228 refers].
- 3 It applies to redress schemes operated by the Ministries of Education, Health, and Social Development, Oranga Tamariki, the Department of Corrections, and Te Puni Kōkiri, which collectively make up the core State redress system.
- 4 This Amendment Paper progresses decisions relating to State mental health redress claims. In March, Cabinet agreed [CAB-26-MIN-0064 refers] to:
 - 4.1 extend the core State redress system to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022, which requires amending the Bill so that both the presumption and the apology legal protections apply to these claims; and to
 - 4.2 future-proof the Bill for a potential future redress scheme for State mental health facilities from 1 July 2022 onward.
- 5 The Amendment Paper implements these decisions by:
 - 5.1 amending the definition of 'redress scheme' to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022; and
 - 5.2 providing for the Governor-General to, by Order in Council on recommendation of the Minister, declare a Crown agent (i.e. Health

New Zealand) to be a redress agency and to include abuse in mental health facilities from 1 July 2022 onward within the definition of redress scheme.

- 6 Approval to release a second Amendment Paper for the Bill will be sought separately. This Amendment Paper will implement Cabinet's decisions [CAB-26-MIN-0116 refers] to amend the Bill to provide for an exemption from the process for identifying serious offenders in the event of a survivor's terminal illness and a prognosis of less than six months. The paper will also set out how the serious offender process will operate where a survivor dies before the process is completed.

Impact analysis

- 7 The Ministry for Regulation determined that the proposals contained in the Bill are exempt from the requirement to provide a Regulatory Impact Statement on the grounds that the economic, social or environmental impacts are limited and easy to assess. The Ministry for Regulation was consulted on the changes included in the Amendment Paper attached to this paper and confirmed the exemption from the requirement to provide a Regulatory Impact Statement still applies.

Compliance

- 8 The Amendment Paper complies with each of the following:
 - 8.1 the principles of the Treaty of Waitangi;
 - 8.2 the rights and freedoms contained in the New Zealand Bill of Rights Act 1990 and the Human Rights Act 1993;
 - 8.3 the principles and guidelines set out in the Privacy Act 2020;
 - 8.4 the disclosure statement requirements (see paragraph 11 below);
 - 8.5 relevant international standards and obligations; and
 - 8.6 the Legislation Guidelines (2021).
- 9 Advice was not sought from the Treaty Provisions Officials Group on Treaty of Waitangi provisions because the Amendment Paper does not specifically refer to or propose a clause relating to te Tiriti o Waitangi.
- 10 The Amendment Paper complies with disclosure statement requirements. The Crown Response Office has prepared a supplementary disclosure statement reflecting the changes in the Amendment Paper (see **Appendix Two**).

Consultation

- 11 Government agencies were consulted on the policy proposals to amend the Bill.

- 12 The Department of Corrections, Health New Zealand, Ministry of Education, Ministry of Health, Ministry of Social Development, Oranga Tamariki, and Te Puni Kōkiri were consulted on this paper. The Department of the Prime Minister and Cabinet was informed.

Binding on the Crown

- 13 The Amendment Paper will be binding on the Crown [CAB-25-MIN-0145 refers].

Creating new agencies or amending law relating to existing agencies

- 14 The Amendment Paper will not create a new agency or amend law relating to existing agencies.

Associated regulations

- 15 This Amendment Paper introduces a provision that the Governor-General, by Order in Council on the recommendation of the Minister, may declare a Crown agent as a redress agency and include abuse in State mental health facilities on or after 1 July 2022 as a class of abuse in care within the definition of redress scheme.
- 16 This provision gives effect to Cabinet's decision to future-proof the Bill for a potential future redress scheme for State mental health facilities from 1 July 2022 onward.

Other instruments

- 17 The Bill does not include any provisions empowering the making of other instruments that are deemed to be legislative instruments or disallowable instruments (or both).

Definition of Minister/department

- 18 This Amendment Paper does not define the terms Minister, department or chief executive of a department.

Commencement of legislation

- 19 The Bill will come into force on the day after the date of Royal assent.

Parliamentary stages

- 20 The Bill was introduced and had its first reading on 14 October 2025. It was referred to the Social Services and Community Committee, who reported back on the Bill on 13 March 2026. The Bill is currently awaiting second reading which is planned for 23 April 2026.

- 21 9(2)(f)(ii)

Proactive Release

- 22 I intend to proactively release this paper, along with the associated policy paper, subject to any necessary withholdings under the Official Information Act 1982, following release of the Amendment Paper.

Recommendations

I recommend that the Committee

- 1 **9(2)(f)(ii)** [REDACTED]
- 2 **note** that the Bill:
- 2.1 introduces a presumption against financial redress for serious violent or sexual offenders, and
- 2.2 provide legal protections for core State agencies when making apologies for abuse in State care;
- 3 **note** that in March 2026 Cabinet agreed [CAB-26-MIN-0064 refers] to:
- 3.1 extend the core State redress system to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022; and to
- 3.2 future-proof the Bill for a potential future redress scheme for abuse in State mental health facilities from 1 July 2022 onward;
- 4 **note** the attached Amendment Paper implements the decisions set out in recommendation 3 above;
- 5 **agree** to release the Amendment Paper relating to extending the core State redress system to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022 and future-proof the Bill for a potential redress scheme for claims for abuse after 1 July 2022;
- 6 **note** the Amendment Paper will be released as soon as practicable to inform the second reading of the Bill.

Authorised for lodgement

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



Cabinet Business Committee

Minute of Decision

This document contains information for the New Zealand Cabinet. It must be treated in confidence and handled in accordance with any security classification, or other endorsement. The information can only be released, including under the Official Information Act 1982, by persons with the appropriate authority.

Redress System for Abuse in Care Bill: Approval for Release of Amendment Paper

Portfolio Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions

On 13 April 2026, the Cabinet Business Committee:

- 1 9(2)(f)(ii)
- 2 **noted** that the Bill:
 - 2.1 introduces a presumption against financial redress for serious violent or sexual offenders; and
 - 2.2 provides legal protections for core State agencies when making apologies for abuse in State care;
- 3 **noted** that in March 2026, the Cabinet Social Outcomes Committee agreed to:
 - 3.1 extend the core State redress system to include claims for abuse at mental health facilities from 1 July 1993 to 30 June 2022;
 - 3.2 future-proof the Bill for a potential future redress scheme for abuse in State mental health facilities from 1 July 2022 onward;

[SOU-26-MIN-0012]
- 4 **noted** that the Amendment Paper attached under CBC-26-SUB-0016 implements the decisions in paragraph 3 above;
- 5 **agreed** to release the Amendment Paper [PCO 27189-1/2.0];
- 6 **agreed** that the Amendment Paper be released as soon as practicable to inform the second reading of the Bill.

Sam Moffett
Committee Secretary
(see over for attendance)

Present:

Rt Hon Christopher Luxon (Chair)
Hon David Seymour
Rt Hon Winston Peters
Hon Nicola Willis
Hon Chris Bishop
Hon Simeon Brown
Hon Erica Stanford
Hon Paul Goldsmith
Hon Louise Upston
Hon Mark Mitchell
Hon Todd McClay
Hon Nicole McKee
Hon Shane Jones
Simon Court MP

Officials present from:

Office of the Prime Minister
Officials Committee for CBC

Proactive release - open and transparent government



Cabinet

Minute of Decision

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Report of the Cabinet Business Committee: Period Ended 17 April 2026

On 20 April 2026, Cabinet made the following decisions on the work of the Cabinet Business Committee for the period ended 17 April 2026:

CBC-26-MIN-0016 **Redress System for Abuse in Care Bill:
Approval for Release of Amendment Paper** CONFIRMED
Portfolio: Government's Response to the Royal Commission's Report into Historical Abuse in State Care and in the Care of Faith-based Institutions

Rachel Hayward
Secretary of the Cabinet