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

Crown Response for the Abuse in Care Inquiry: Annual Report 2025/26

New Zealand Government
Te Kāwanatanga o Aotearoa

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Support Available

We acknowledge the courage of survivors, their whānau and supporters who have shared their experiences to inform this work. This report discusses sensitive subject matter, including references to abuse, systemic failings, and other difficult matters. Details of support services are provided below. These services are available to anyone who may need assistance.

Survivor Experiences Service

The Survivor Experiences Service is available for people who were abused in State, faith-based or other forms of care, and for the survivors' whānau. It aims to provide a confidential and supportive space for survivors and their families to share their experiences of abuse or for records support.

Survivors and whānau can contact the Survivor Experiences Service to organise a time and place to share their experiences, or for support requesting care records:

- call 0800 456 090
- text 8328
- email contact@survivorexperiences.govt.nz

To find out more about the Survivor Experiences Service, visit www.survivorexperiences.govt.nz

Telephone helplines, services and support

Below is a list of some of the telephone helplines or services that offer support, information and help. All services are free.

Alcohol and Drug Helpline
www.alcoholdrughelp.org.nz
0800 787 797 or online chat for people dealing with an alcohol or other drug problem; available from 10am to 10pm.

Anxiety phone line
www.anxiety.org.nz
0800 269 4389 (0800 ANXIETY); available 24/7.

Are You OK
www.areyouok.org.nz
0800 456 450 for specialist family violence support; available 24/7.

Depression Helpline
www.depression.org.nz
0800 111 757 or free text 4202 (to talk to a trained counsellor about how you are feeling or to ask any questions); available 24/7.

Kōnae
www.konae.org.nz
A website hosted by the Citizens Advice Bureau as a guide to help people who have been in care access records created by organisations involved in decisions about guardianship or care.

Lifeline
www.lifeline.org.nz
0800 543 354 (0800 LIFELINE) or free text 4357 (HELP)
To reduce distress and save lives by providing free and confidential support via our community helplines for anyone experiencing emotional distress.

Male Survivors of Sexual Abuse Aotearoa New Zealand
www.malesurvivor.nz
Support services for male survivors of sexual abuse. Refer to website for the support organisation nearest to you. You can also call 0800 044 334 or text 4334.

Need to talk?
www.1737.org.nz
Free call or text 1737 any time for support from a trained counsellor.

OUTline NZ
www.outline.org.nz
0800 688 5463 (OUTLINE) provides confidential telephone support for sexuality or gender identity issues; available from 9am to 9pm on weekdays, and 6pm to 8pm on weekends.

Safe to talk
www.safetotalk.nz
Call 0800 044 334, text 4334 or email support@safetotalk.nz
Free and confidential information and support from trained counsellors for people affected by sexual harm in any way; available 24/7.

Skylight
www.skylight.org.nz
0800 299 100 for trauma, loss and grief; available from 9am to 5pm on weekdays.

SNAP Aotearoa New Zealand – Survivors Network of those Abused by Priests
www.snapnetwork.org
Providing peer support for women and men wounded by religious and institutional authorities (priests, ministers, bishops, deacons, nuns, coaches, teachers, and others).

Suicide Crisis Helpline
www.lifeline.org.nz/services/suicide-crisis-helpline
Call 0508 828 865 (0508 TAUTOKO)
A free, nationwide service available 7 days a week.

Telehealth services
www.whakarongorau.nz/telehealth-services
Government-funded free to the public, 24/7 national telehealth services that run across seven digital channels.

Victim Support
www.victimsupport.org.nz
This free service provides emotional and practical support, information, financial assistance, referral to other support services and advocacy for the rights of victims.

Youthline
www.youthline.co.nz
Call 0800 376 633, text 234, email talk@youthline.co.nz or chat online (via website) for free; available 24/7.

Foreword

Tēnā koutou katoa,

Responding to the recommendations of the Royal Commission of Inquiry into Historical Abuse in State Care and in the Care of Faith-based Institutions (Royal Commission) is a long-term undertaking. The scale and complexity of the recommendations require sustained commitment, coordination and care.

Over the past year, agencies across the public sector have continued to work together to advance the Government's response to the Royal Commission, which is organised under three broad areas:

- addressing the wrongs of the past
- making the care system safe, and
- empowering people in care.

This report highlights the significant progress made across a range of initiatives.

A key focus in addressing the wrongs of the past has been implementing decisions made through Budget 2025, including delivering top-up payments, supporting more consistent redress payments, and providing a more coherent and consistent experience for survivors. This work continues with the launch of State Redress New Zealand in August 2026.

We have seen a continued focus on strengthening cross-agency coordination and driving improvements that contribute to a safer care system for the future. This includes work to define what safe care should look like across different care settings and strengthen the capability of the care workforce to recognise, prevent and respond to abuse and neglect.

This report is an important part of maintaining transparency and accountability for the response. It helps show the progress that has been made, where further work is needed, and why sustained focus remains necessary over time.

We acknowledge survivors, their whānau and advocates, whose experiences and voices continue to inform and shape this response. The Crown remains committed to progressing the response with integrity, respect and a focus on meaningful change.

Ngā mihi nui,



Rajesh Chhana

Chief Executive for the Government's Response to the Royal Commission's Report into Historical Abuse in Care

Crown Response Office

About this report

The Royal Commission was established in 2018 following calls from survivors, community groups and international human rights bodies for an independent inquiry into historical abuse and neglect in State and faith-based care in New Zealand.

The Royal Commission's reports, He Purapura Ora, he Māra Tipu: From Redress to Puretumu Torowhānui (2021) and Whanaketia: Through pain and trauma, from darkness to light, Whakairihia ki te tihi o Maungārongo (2024), set out findings about abuse and neglect in care and made recommendations for change.

In May 2025, the Government published the Crown Response Plan, which brings together work across government to respond to the Royal Commission's recommendations. The Plan groups recommendations under three objectives:

- Objective One: Address the wrongs of the past
- Objective Two: Make the current care system safe
- Objective Three: Empower those in care, their families, whānau and communities

This Annual Report covers the period 1 July 2025 to 30 June 2026. It provides an overview of progress in implementing the Government’s response to the Royal Commission’s recommendations and forms part of ongoing public reporting on the Crown Response Plan, alongside half-yearly progress reports.

The Crown Response Office

The Crown Response Office leads coordination of the Government’s response to the Royal Commission. It works with agencies across the public sector to support implementation of the Crown Response Plan, monitor and report progress, provide advice to Ministers, and strengthen the overall coherence of the response. While individual agencies are responsible for delivering many of the actions described in this report, the Crown Response Office helps ensure this work is coordinated, transparent and focused on addressing past harm, improving the safety of care, and supporting people in care, their whānau and communities.

Scope of this report

The Royal Commission made 233 recommendations across He Purapura Ora, he Māra Tipu and Whanaketia. Of these, 207 recommendations are identified in the Crown Response Plan as being directed to the Crown. The remaining 26 recommendations are directed to faith-based institutions and are outside the scope of this report.

For reporting purposes, some Crown-directed recommendations are broken into smaller components where different parts require separate monitoring. As a result, the 207 Crown-directed recommendations are tracked as 233 recommendations.

This approach provides a clear picture of progress, particularly where recommendations cover multiple actions or where different agencies are responsible for different parts of the work.

The figures, charts and status tables in this report relate to recommendations directed to the Crown.

How this report is organised

This report is organised around the three objectives of the Crown Response Plan. Each section provides an overview of progress during 2025/26, highlights key developments under relevant action areas (groups of related recommendations) and outlines work expected to continue in the next reporting period.

The report also includes a section on implementation recommendations. Implementation recommendations relate to how the Crown response is delivered, monitored and reported, including matters such as partnership, participation, human rights, transparency and accountability. Progress relevant to these recommendations may also be reflected throughout the objective sections.

Detailed status tables later in the report show the Crown response and implementation status of Royal Commission recommendations directed to the Crown, as at 30 June 2026.

Understanding the progress information

The Royal Commission's recommendations vary in scope and complexity. Some focus on operational improvements, while others involve policy development, consultation, legislation, evaluation or longer-term system change. Many recommendations require work across multiple agencies.

Implementation status indicates the stage of work reached at the time of reporting. It is not a measure of how much work has been completed, the quality or effectiveness of implementation, or whether intended outcomes have been achieved.

A recommendation status may remain unchanged even when work is continuing. This can occur where activity is progressing within the same stage, or where movement to the next stage depends on sequencing or other factors.

For this reason, status information should be read alongside the narrative sections of the report, which provide additional information about progress during 2025/26. The report also distinguishes between the Crown response to a recommendation and its implementation status, as these are different aspects of progress.

Term	Meaning
Crown response	The Government's position on a Royal Commission recommendation, such as accepted, accepted in intent, partially accepted, needs further consideration or declined.
Implementation status	The reported stage of implementation activity at the time of reporting, such as not started, underway, complete or ongoing.

2025/26
THE YEAR IN A GLANCE

This year marked a significant step forward in New Zealand's response to abuse in care, with major progress in redress, survivor recognition, and reforms designed to strengthen accountability and prevent future harm.

Collectively, these developments accelerated the transition to a more consistent survivor-centred system, strengthened safeguards across the care system, and empowered people in care, their families, whānau and communities.

KEY FIGURES FROM 2025/26

2,339
$27.115 million top-up redress payments made by 30 June 2026

$24.1 million
Provided to 142 Lake Alice survivors in financial redress

$2.9 million
Allocated through the Survivor Support and Recognition Fund

131,000+
Care record images digitised by Archives New Zealand

62
Survivor-led National Day of Reflection events held across New Zealand

New legislation
Redress System for Abuse in Care Act 2026 enacted

526
Children and young people made visible to agencies through the multi-agency hub

42
Mental health inpatient facility improvement projects approved across 16 campuses, supported by $5 million investment

1,718
Settlement offers made by State redress agencies in 2025/26, around 11% above target

$25 million
Social Investment Fund allocation for prevention initiatives supporting mothers affected by substance use and their young children

$6 million
Invested over four years in MSD's Enhanced Audit Programme for Disability Support Services-funded providers

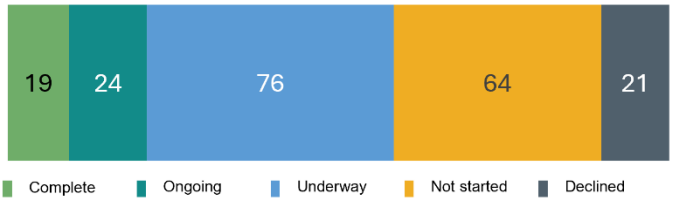
246
Police Manual chapters republished after human rights review

Responding to the Royal Commission's recommendations

233
Recommendations for the Crown

21
Agencies involved

Progress of recommendations



OBJECTIVE ONE
Addressing the wrongs of the past

This year marked significant progress in acknowledging survivor experiences and strengthening the State redress system through increased access to redress and key legislative and system reforms.

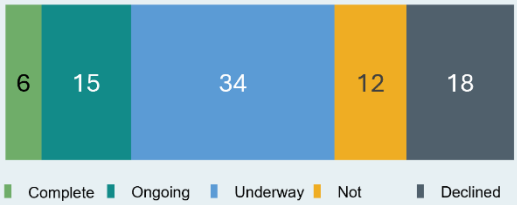
KEY DEVELOPMENTS

- ✓Top-up payments helped address differences in earlier State redress payments, with 2,339 survivors receiving payments by 30 June 2026.
- ✓Survivors are closer to a simpler and more consistent State redress process, with agencies adopting a common payment framework and progressing an integrated operating model, standard application form and shared policies.
- ✓More survivors can now access State redress, with the Redress System for Abuse in Care Act 2026 extending access to people abused or neglected in State mental health facilities between 1 July 1993 and 30 June 2022, while putting key redress protections into law.
- ✓Survivor and community-led recognition was strengthened through 62 survivor-led National Day of Reflection events and $2.9 million in funding for peer support, advocacy, wellbeing initiatives, community activities and work relating to unmarked graves at historic care institutions.

85
Recommendations in scope

19
Agencies involved

Progress of recommendations



OBJECTIVE TWO

Make the current care system safe

This year strengthened the foundations for safer care through stronger safeguards, more independent oversight, and reforms to improve rights, accountability and care quality.

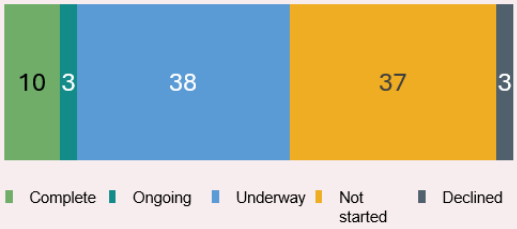
KEY DEVELOPMENTS

- ✓Care agencies began defining what safe care should look like across the system, with a cross-agency programme developing common care safety requirements and workforce capability expectations.
- ✓Independent oversight of services for children and young people in care was strengthened, with the Independent Children's Monitor becoming an independent Crown entity governed by its own board from 1 August 2025.
- ✓Safeguards for children and young people were enhanced, with the Responding to Abuse in Care Legislation Amendment Act 2025 removing powers to strip search children and young people in residences.
- ✓Compulsory mental health care moved toward a more rights-based legal framework, with the Mental Health Act set to introduce new safeguards, oversight settings and supported decision-making requirements.

91
Recommendations in scope

16
Agencies involved

Progress of recommendations



OBJECTIVE THREE

Empower those in care, their families, whānau and communities

This year's work increased choice, strengthened participation, and improved access to information and support, helping to reduce the risk of future harm and support better outcomes.

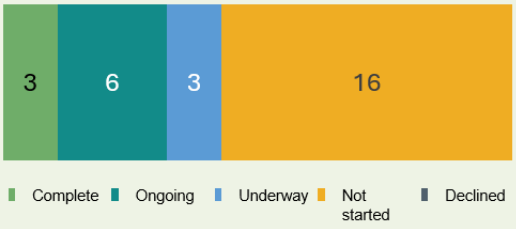
KEY DEVELOPMENTS

- ✓Disabled people, families and carers gained greater choice and control over how support funding is used, with Disability Support Services removing the previous Flexible Purchasing Guidelines and confirmed individual budgets.
- ✓Access to records continued to improve, with 570 care records digitised, comprising 131,323 images, alongside ongoing work on retention settings, website improvements and a proposed Care Records Hub.
- ✓People now have clearer guidance on supported decision-making, with the launch of Whaimana – Support My Decisions to help strengthen choice, autonomy, and control over decisions affecting their lives.
- ✓Independent advocacy support is now available by default (unless declined) for young people in Oranga Tamariki care, so they can understand their rights and improve how they can participate in decisions and raise concerns.

28
Recommendations in scope

18
Agencies involved

Progress of recommendations



Together, this work strengthened recognition of survivor experiences and access to redress, reinforced safeguards and accountability across the care system, and increased choice, participation and access to information and support.

OBJECTIVE ONE:

Address the wrongs of the past

This objective includes the Royal Commission's recommendations to address the wrongs of the past. It includes its recommendations to provide redress for abuse and neglect in care and to acknowledge and memorialise victim and survivor experiences, including through public apologies.

OBJECTIVE ONE

Address the wrongs of the past

AT A GLANCE

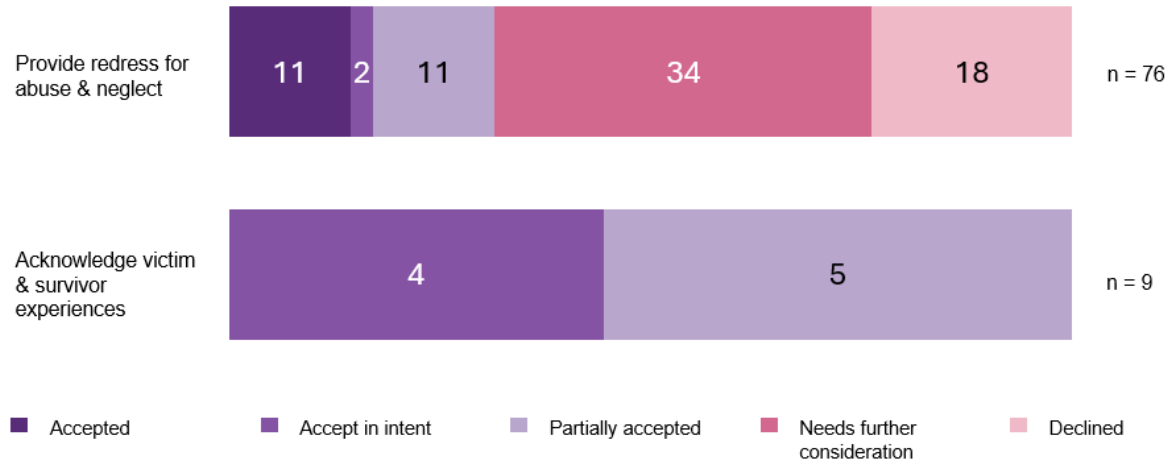
The following charts show the 85 recommendations within this objective, by action area. The first shows the Crown's response to those recommendations. The second shows their current progress.

85
Recommendations in scope

19
Agencies involved

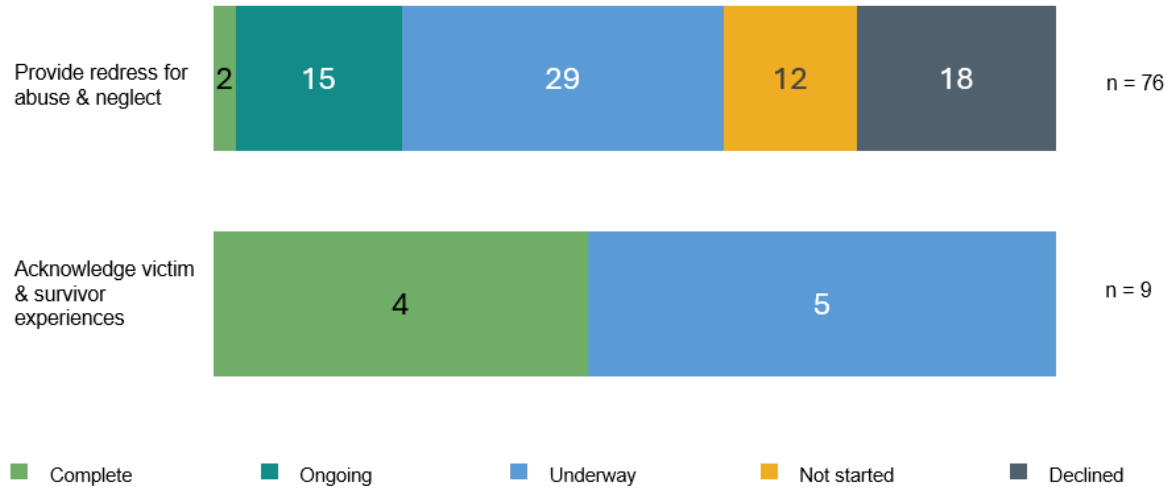
Crown response to recommendations

Government response to recommendations by action area



Progress of recommendations

Current implementation status by recommendations, by action area



Agencies may be involved in more than one action area.

Progressing the Crown response

Work on addressing the wrongs experienced by people who were abused or neglected in care continued during 2025/26. This included improving access to redress, strengthening support for survivors, and advancing longer-term improvements to the State redress system.

The Common Payment Framework, which guides decisions about payments offered by State redress agencies, was implemented during this reporting period. Agencies continued delivery of top-up payments, and prepared for the State Redress Service, a new single point of entry where people can access information and support. The Redress System for Abuse in Care Act 2026 was also enacted.

Acknowledging and recognising survivor experiences remained a focus throughout the year. This included supporting the National Day of Reflection, funding community-led recognition initiatives, and progressing long-term arrangements for the care of the survivor-led taonga.

Provide redress for abuse and neglect in care

Improving redress payments and settlements

Top-up payments, introduced on 9 May 2025, continued throughout 2025/26. From their introduction to 30 June 2026, agencies received 4,919 registrations, confirmed 2,558 people as eligible, and made 2,339 payments.

All State redress agencies began implementing the Common Payment Framework on 27 January 2026. The framework provides a common approach for determining settlement payments following an individualised assessment, with settlement amounts typically averaging around $30,000. Agencies also streamlined assessment processes so that practice failures are considered only where they contributed directly to abuse or neglect. This is intended to support more timely assessment of claims.

A total of 1,718 settlement offers were made during 2025/26, exceeding the annual target of 1,550 by 168 offers, or around 11%. However, the number of eligible claims on hand increased by about 53 percent from 4,344 as at 30 June 2025 to 6,654 as at 30 June 2026 because new eligible claims continued to exceed the number resolved during the year.

Building a more joined-up redress system

Work continued during the reporting period to establish a more streamlined and coordinated approach to delivering State redress and make the claims application process easier for survivors. This included early implementation of an integrated operating model and development of a standard application form and common policies for redress agencies.

This preliminary work established the operational foundations of the State Redress Service, a single place to go for people seeking information about redress or wanting to make a new claim, which was launched on 5 August 2026.

Lake Alice Child and Adolescent Unit torture redress

By 30 June 2026, redress outcomes for 142 survivors of torture at the Lake Alice Child and Adolescent Unit had been finalised, with financial redress totalling $24.1 million. Each survivor also received a personalised apology signed by the Prime Minister and the Minister for Mental Health, acknowledging the significant harm they experienced.

The programme received 274 registrations. Survivors were supported through tailored redress pathways, including access to independent legal advice and wellbeing support designed to meet individual needs and

circumstances. This support helped survivors participate in the redress process in a way that was appropriate for them and reflected the diverse impacts of their experiences.

Strengthening the legislative framework

The Redress System for Abuse in Care Act 2026 received Royal Assent on 30 June 2026.

The Act provides protections for personal apologies made through State redress to support redress agencies to give timely, more meaningful apologies. It also establishes a new process for applications from survivors convicted of certain serious violent or sexual offences.

Support for survivors of abuse in wider State and non-State care

In November 2025, Cabinet agreed to establish a helpline and improve online information for survivors of abuse in wider State or non-State care. This will make it easier for survivors to understand what information, support, and redress options are available to them.

In March 2026, Cabinet agreed to extend State redress to survivors who experienced abuse or neglect in State mental health facilities between 1 July 1993 and 30 June 2022. This means these survivors can now seek redress through the State redress system.

More detailed information about State redress, including progress against the Redress Implementation Plan, is available through the State Redress New Zealand website: www.redress.govt.nz.

Acknowledge victim and survivor experiences

Supporting recognition and remembrance

The first National Day of Reflection was held on 12 November 2025, one year after the national apology to survivors of abuse and neglect in care. It provided an opportunity to acknowledge and remember survivors and those who have passed away, while increasing public understanding of historic and contemporary abuse in care.

The day was designed to support survivor and community-led recognition rather than a single Crown-led event. Planning drew on lessons from the national apology, including the importance of survivor involvement, a clear purpose, early engagement and simple participation processes.

A Community Fund was established to support local and regional activities to commemorate the day. Thirty organisations received grants totalling approximately $830,000. The funding also supported 62 survivor-led events across New Zealand, including virtual events that enabled wider participation.

The events provided opportunities for survivors, whānau and communities to gather, remember people who experienced abuse and neglect in care, share stories, take part in creative and cultural activities, and raise awareness.

An event was also hosted in Wellington for public service employees from multiple agencies. The event included an exhibit designed to encourage reflection, learning and awareness of the Royal Commission’s recommendations and ongoing work to improve care safety and redress.

Post-event reporting and advice were developed to support planning for a future National Day of Reflection, including consideration of how an annual event could be governed, delivered and funded.

Supporting survivor-led recognition

The second round of Survivor Support and Recognition Fund applications was completed during the year. Seventy-four applications were received: 68 from non-government organisations and community groups, and six from local authorities.

A total of $2.9 million was allocated through this round. Forty-two non-government organisations and community-group applicants received funding for survivor-focused support and services, including peer support, advocacy, counselling, navigation, wellbeing programmes and survivor-led community activities. Six local authorities received funding for consultation, research and memorialisation work relating to unmarked graves associated with historic care institutions.

This fund enabled survivor and community organisations to determine and deliver forms of support and recognition that best meet the needs of their communities. Funding for local authorities also supported work to identify and acknowledge people buried in unmarked graves associated with former care institutions.

Following the survivor-led creation of taonga to accompany the national apology, work continued during 2025/26 to determine their long-term stewardship. This included planning for survivor access, future transfer arrangements, and a permanent resting place. During the reporting period, the taonga remained on display in the lobby of Te Iho House, at 1 Bowen Street, Wellington, where they are available for public viewing.

What is next

Redress agencies will continue embedding the State Redress Service and developing an independent review function for survivors who are dissatisfied with the outcome of their claim. Work will also continue on common policies, claims involving multiple agencies or care settings, redress monitoring and reporting, and agencies' capacity to assess and resolve claims.

The Crown will keep working on possible options to support survivors of abuse in wider-State and non-State care, including faith-based organisations, to access support and redress. Advice is expected to be provided to Ministers in the first half of 2027.

Decisions are yet to be made about the future of the National Day of Reflection, the Survivor Support and Recognition Fund, and the long-term care, transfer and stewardship of the taonga.

OBJECTIVE TWO:

Make the current care system safe

This objective includes the Royal Commission's recommendations to make the current care system safe. It includes recommendations for care system leadership to monitor, report and provide oversight of the care system, and ensure:

- the care system has safeguards against abuse and neglect in care, and safety-focused policies, processes and places
- the care system has a workforce that is appropriately regulated and has the right capacity and capability
- that contemporary abuse and neglect in care are responded to appropriately.

OBJECTIVE TWO

Make the current care system safe

AT A GLANCE

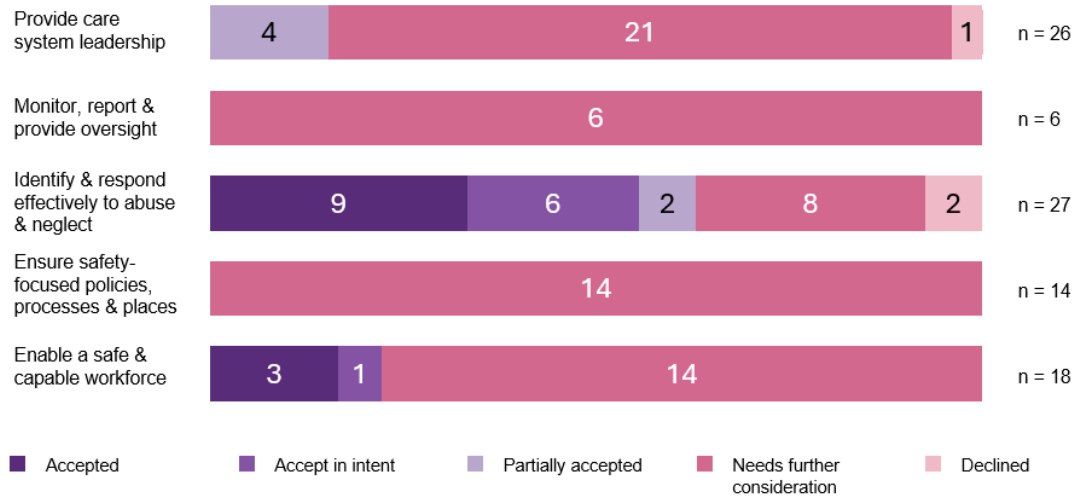
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91
Recommendations in scope

16
Agencies involved

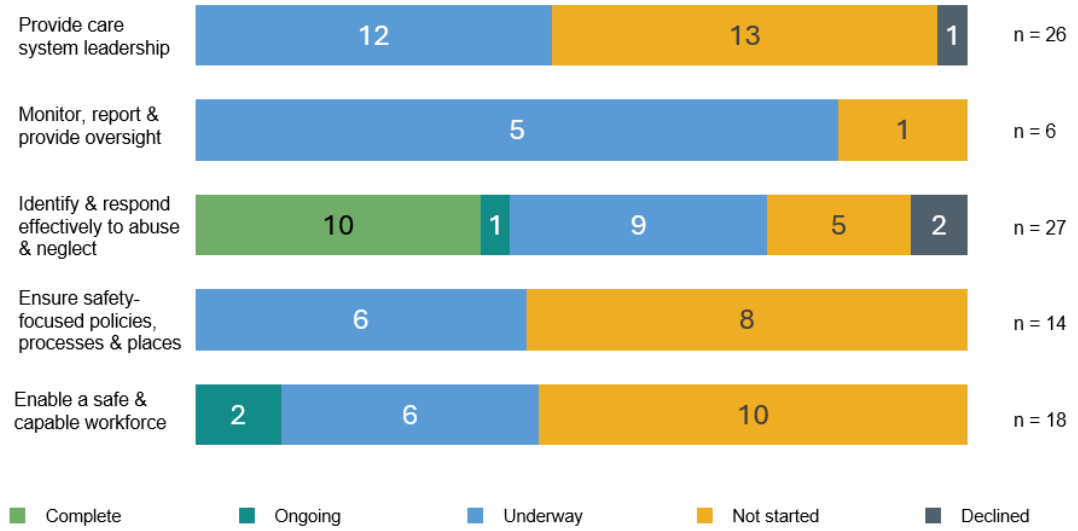
Crown response to recommendations

Government response to recommendations by action area



Progress of recommendations

Current implementation status by recommendations, by action area



Agencies may be involved in more than one action area.

Progressing the Crown response

Work to improve the safety of care settings and strengthen oversight of the care system continued during 2025/26. Changes included new independent oversight arrangements for the care of children and young people, the removal of powers to strip search children and young people in residences, and the introduction of additional audits of disability support providers. This year also saw improvements to residential and mental health inpatient environments.

Across the care system, agencies continued developing care safety requirements and high-level indicators to improve understanding of the care system. Workforce initiatives focused on capability, vetting and safety checking, while further work addressed how abuse and neglect in care are reported and responded to.

Provide care system leadership

Developing care safety requirements and indicators

During 2025/26, the Crown Response Office coordinated cross-agency work to strengthen care system leadership in response to the Royal Commission's recommendations on care safety. Following Cabinet direction in December 2025, agencies developed common care safety requirements and expectations, explored options for high-level care safety indicators, and considered clearer roles across the system. This work drew on advice from the Abuse in Care Ministerial Advisory Group,[1] independent monitors and people with experience of care services. It established a baseline set of care safety requirements and identified gaps in current arrangements, including where a stronger cross-system response is needed for people at greater risk or vulnerability in care settings.

Development of high-level indicators is continuing. These indicators are intended to help determine what information is needed to oversee the care system effectively, and what currently available data and reporting can already show.

Strengthening investigation and legislative arrangements

Significant developments during the year strengthened the legislative, oversight and accountability framework supporting children and young people in care, and those receiving mental health services. These changes included clarifying the role of independent assurance and investigations, and establishing a new legislative framework for compulsory mental health care that places greater emphasis on rights, safeguards and recovery.

On 1 April 2026, the Chief Executive of Oranga Tamariki and the Director of the Child Protection Investigation Unit (CPIU) signed a revised charter clarifying the unit's role. The charter now sets out CPIU's responsibilities for providing independent assurance and investigating deaths and allegations of harm involving children in care or known to Oranga Tamariki. It also enables the Chief Executive to refer matters involving serious, complex or systemic concerns to the Unit.

The Responding to Abuse in Care Legislation Amendment Act 2025 received Royal Assent on 24 October 2025, removing powers to strip search children and young people in residences. During the year, agencies continued preparing for the new search arrangements, including developing the regulations and operational changes needed to implement them.

Parliament passed the Mental Health Bill on 30 June 2026. The resulting Mental Health Act 2026 repeals and replaces the Mental Health (Compulsory Assessment and Treatment) Act 1992 and establishes a modern framework for compulsory mental health care. The legislation adopts a more rights-based and recovery-

[1] In May 2025, the Cabinet approved the establishment of a Ministerial Advisory Group to provide independent advice and assurance to the Lead Coordination Minister and other relevant Ministers. The Group provides advice on the Crown's approach.

focused approach, embeds supported decision-making, strengthens safeguards and oversight, supports family and whānau involvement, and aims to reduce and ultimately eliminate seclusion, including by prohibiting its use for people under 18. The Act will come into force on 1 July 2028, allowing time for services, clinicians, courts and others to prepare for the new legislation.

Monitor, report and provide oversight

Strengthening independent oversight

During 2025/26, significant changes were made to strengthen the independent oversight, monitoring and advocacy arrangements that help safeguard the rights, wellbeing and interests of children, young people and people receiving compulsory mental health care. These changes included new governance arrangements for key oversight bodies, a stronger regulatory approach to monitoring compliance with legal safeguards, and additional investment to support independent scrutiny and accountability.

Independent monitoring and advocacy bodies play an important role in protecting the rights and interests of children and young people, including those in care. The Independent Children's Monitor monitors services for children and young people in care, while the Children and Young People's Commission advocates for the rights and interests of children and young people more broadly. During 2025/26, both bodies moved to new arrangements.

Effective 1 August 2025, the Independent Children's Monitor became an independent Crown entity governed by its own board, giving it greater structural independence from the government agencies it monitors. Meanwhile, the Children and Young People's Commission moved from a multi-member board to a single Children's Commissioner, creating a single identifiable statutory office-holder for children's rights and advocacy.

The Ministry of Health strengthened its oversight of compulsory care and adopted a more active regulatory approach in response to concerns about inconsistent compliance with safeguards and cases where care did not meet minimum legal requirements.

The Director of Mental Health and Addictions set clearer expectations for service leaders regarding compliance with legal requirements, improving data and reporting, and upholding the rights, dignity and mana of people receiving compulsory care. Interventions during the year included monitoring Canterbury Waitaha Mental Health Services' response to a formal regulatory inspection and an inquiry into the treatment of a young person at Waikato Hospital. District inspector activity was 10 percent higher in 2025/26 than in the previous year.

This work was supported by Budget 2025 funding of $9.4 million over four years to increase district inspector activity and progress work to expand the capacity of the Mental Health Review Tribunal, including improving access to lived experience and cultural expertise.

Improving assurance and audit activity

Improving oversight of Disability Support Services-funded providers was a key area of work during 2025/26. The Ministry of Social Development unit responsible for disability support services began developing the Enhanced Audit Programme during the year. An investment of $6 million over four years, supplemented by ongoing annual funding of $1.5 million, supports this programme.

The programme introduces additional audits of Disability Support Services-funded providers, initially focusing on community residential group homes. The audits aim to provide better visibility of the quality and safety of care being delivered, and identify risks, concerns and areas for improvement.

The audit framework, tools and reporting processes were developed and tested during the year, with the first audits beginning in May and June 2026.

Monitoring care system performance

Improving the quality and availability of information remained an important focus for Oranga Tamariki. This supported better monitoring of harm, frontline decision-making and continuous improvement.

Monitoring and reporting on harm experienced by children and young people in Oranga Tamariki's care continued through its Safety of Children in Care reporting. This report provides information about the nature and extent of harm. The data helps build understanding of underlying risk factors, informing improvements to practice, support and services.

To improve the quality, accessibility and use of information, Oranga Tamariki progressed with its Frontline Technology Systems Upgrade programme. This will replace legacy case-management systems and strengthen the ability to monitor safety, service performance and outcomes.

Ensure safety-focused policies, processes and places

Strengthening care standards and accreditation

Oranga Tamariki reported that more children in care have a current assessment and plan, and that use of key assessment and planning tools has improved to support this process. Almost all children continue to have safety and education needs identified and addressed in their plans, alongside opportunities for play and experiences. The agency also reported improvements in targeted areas of practice, including identifying and supporting children to maintain contact with people who are important to them, considering mental health needs in social work assessments, and ensuring children's wishes, views and aspirations are reflected in their plans.

Opportunities remain to strengthen assessments and plans so they address the full range of needs required by the Care Standards, and to improve completion of life skills assessments for care-experienced young people transitioning to adulthood. Oranga Tamariki will continue to use monitoring, case-file analysis and focused practice support to build on areas of strength and identify where further effort will provide the greatest benefit for children and young people.

In February 2026, Te Kāhui Kāhu, a unit within the Ministry of Social Development, updated the Social Sector Accreditation guidance. The updated guidance strengthened protections for children and other vulnerable people by setting clearer expectations for staff safety checks, responding to abuse, and handling complaints. This helps social service providers deliver safer and more consistent services.

The Ministry of Education published new guidance and tools in November 2025 to support schools and early childhood services to meet their obligations under the Children's Act 2014 and associated regulations.

Supporting safer care arrangements for children and young people

Oranga Tamariki continued work to strengthen placement and caregiver support arrangements. This included development and implementation of respite and manaaki care resources to help social workers, and caregivers build stronger support networks around children and young people in care. These resources support stronger connections, sustainable caregiving arrangements, and improved outcomes for children, young people, and their caregivers.

A tool aimed at improving visibility of placement capacity and availability across the Oranga Tamariki care system and helping staff identify suitable emergency care arrangements was piloted in six regions. The Oranga Tamariki Disability Programme also partnered with six provider organisations to test practical support initiatives for caregivers of disabled children and young people. This explored new ways of supporting caregivers of disabled children and young people.

Improving care environments

The physical environment of care settings is an important part of safeguarding. Oranga Tamariki reported progress during 2025/26 on improving the condition and resilience of its residential facilities. Healthy Homes upgrades and a programme of maintenance and refurbishment work across Youth Justice and Care and Protection residences continued during the year. Ongoing work includes improvements relating to energy efficiency, building compliance, water supply, seismic resilience, and specific space upgrades including security improvements.

Health New Zealand continued improving mental health inpatient environments. During 2025/26, $5 million was invested in the first tranche of the programme. Forty-two facilities improvement projects were approved across 16 campuses, with 30 percent completed by 30 June 2026. Improvement works included installation of privacy blinds and bedroom door locks, and upgrades to spaces used for therapy.

Planning has begun for the second tranche of the programme, which is supported by $45 million in funding. Around 80 facilities completed self-assessments to identify where further improvements may be needed and inform future investment decisions.

Enable a safe and capable workforce

Progressing workforce capability initiatives

A capable, skilled and well-supported workforce is critical to providing safe care and preventing abuse and neglect. During 2025/26, the Crown Response Office coordinated work with care agencies to strengthen the safety and capability of the care workforce. Care Ministers agreed the strategic direction for this work, and funding was approved for a sector-wide survey to assess workforce capability and identify gaps. This work was supported by Budget 2025, which established a tagged operating contingency of $70.88 million to support a diverse, capable and safe care workforce. Advice from the Abuse in Care Ministerial Advisory Group and Care Sector Reference Group helped shape this approach.

On behalf of Care Ministers, the Crown Response Office facilitated the establishment of the Care Sector Reference Group, which provides advice and feedback from across the care sector. Its input supports work to strengthen workforce capability and safety in care settings.

The Ministry of Social Development is also progressing safeguarding resources, guidance and tools for disabled people and their family and whānau carers, and safeguarding training for care and support workers.

Strengthening workforce suitability checking

Agencies completed an assessment of existing workforce vetting and safety-checking arrangements across the care system. This analysis included current settings, identified gaps and international approaches. This work provides a basis for developing options to strengthen how the suitability of people working in care is assessed.

The Ministry of Education reviewed children's worker safety-checking requirements under the Children's Act 2014 in response to recommendations in the Dame Karen Poutasi report. These requirements help organisations check whether people are suitable to work with children before they begin work and throughout their employment. During 2025/26, the Ministry provided advice on opportunities to strengthen safety checking, undertook targeted engagement on policy options, and considered options to strengthen compliance monitoring and workforce restrictions.

The review is linked to broader proposals to strengthen the child protection system, including mandatory child protection training, mandatory reporting of child abuse, and stronger organisational child protection policies. Some of this wider work is also expected to contribute to the implementation of Royal Commission recommendations relating to workforce capability and child safety.

Building organisational capability

Oranga Tamariki continued to strengthen its organisational capability and workforce capacity, including its ability to respond to reports that a child or young person may be experiencing harm, abuse, neglect or other wellbeing concerns.

Allied Support Worker roles were introduced to provide administrative and coordination support to frontline teams, enabling qualified social workers to focus on statutory social work and intervention activities. Oranga Tamariki also developed and began using a Strategic Workforce Analysis Tool to identify workload and capacity pressures across the social work workforce, and support workforce planning and resource-allocation decisions.

In June 2026, Oranga Tamariki strengthened its Enabling Residence Kaimahi Programme by appointing a staff member to design, develop and deliver a Youth Justice Residence Kaimahi Capability Framework. In the short term, the framework is intended to establish a shared understanding of capability expectations across Youth Justice residential services and provide clarity about role requirements and professional standards. In the longer term, it seeks to improve outcomes for children and young people through a more capable and confident workforce.

Oranga Tamariki also developed a learning module to help residential staff understand and apply the organisation's Practice Approach when working with children, young people, families and whānau. Foundational Disability Learning modules and additional resources were also developed to help staff identify and respond to the needs of disabled children and young people and strengthen disability knowledge across the organisation. These modules and resources will be implemented during the latter part of 2026.

The Ministry of Education strengthened its child protection capability by appointing a fixed-term Director for Child Protection, adding a dedicated Safeguarding Lead function within the Ministry. Work is underway to develop a safeguarding framework for the compulsory education sector to inform a targeted programme of work aimed at establishing child safeguarding and protection as a priority focus for staff

Identify and respond effectively to abuse and neglect

Strengthening justice responses

During the year, changes were made to strengthen legal protections for vulnerable people and support more consistent responses to abuse and neglect across the justice system. This included updated prosecution guidance for public agencies and legislative amendments to clarify protections for disabled people under criminal law.

In December 2024, the Solicitor-General published updated Prosecution Guidelines, which set expectations for how public agencies make prosecution decisions and conduct prosecutions. The update followed the scheduled review of the guidelines, including extensive consultation with people who have experience of the criminal justice system.

During 2025/26, training on the updated guidelines continued through existing funding and operational arrangements. New Zealand Police began delivering training on the updated guidelines in October 2025. By 30 June 2026, 98 percent of identified personnel had completed the training.

The Responding to Abuse in Care Legislation Amendment Act 2025 also amended the Crimes Act 1961 to expressly include disability within the definition of a 'vulnerable adult'. The change makes clear that disabled people who are unable to remove themselves from another person’s care are covered by Crimes Act protections relating to abuse, neglect and failure to protect.

Advancing Te Ao Mārama

The Ministry of Justice continued work to improve how people experience the court system by promoting more collaborative, therapeutic and community-connected approaches within the District Court. Through Te Ao Mārama, courts, government agencies and community organisations worked together to provide more coordinated support for court users and address underlying issues that may contribute to their involvement with the justice system.

The Ministry of Justice continued implementing Te Ao Mārama across eight District Court sites. During 2025/26, community-provided wrap-around services operated at four locations, sitting alongside the court process where available. The first phase of evaluation was completed and used to inform the wider monitoring and evaluation approach. The Ministry of Justice expects to complete the second phase of evaluation in 2027/28, followed by an impact evaluation.

Decisions about any expansion beyond the eight existing sites will be made after the impact evaluation and considered through future Budget processes. In the meantime, District Court locations can use existing national Te Ao Mārama resources to incorporate relevant practices locally.

Strengthening information sharing and reporting

An in-person multi-agency Hub was established in January 2026. This was in response to recommendations from the 2022 Dame Karen Poutasi Review, accepted by the Government in September 2025.

The Hub's role is to ensure that the estimated 2,000 children whose sole parent or sole carer is remanded in custody or imprisoned are safe. It makes sure that the children's needs are met, and their carers are supported.

Led by Oranga Tamariki, the Hub brings together representatives from New Zealand Police, the Department of Corrections, the Ministry of Social Development, the Ministry of Education and Health New Zealand. By sharing relevant information and beginning an initial assessment quickly, agencies can combine their insights and focus on understanding the needs of these children. Together, these arrangements are intended to improve how agencies identify children affected by parental imprisonment, share information quickly, and coordinate support for children and their carers.

In 2025/26, 348 referrals were made to the Hub and 316 Reports of Concern were completed. The Hub supported the visibility and safety of 526 children and young people.

The in-person multi-agency Hub has been extended for a further 12 months to consolidate the pilot, focus on longer-term outcomes, and assess opportunities to scale the approach.

The Ministry of Education and Oranga Tamariki signed a memorandum of understanding to support collaboration across several areas, including the management of abuse allegations. Analysis was completed to validate data quality improvements for reporting on enrolment and non-enrolment numbers for children and young people in care. Further work is underway to embed ongoing analysis and reporting.

Updating police guidance and responses

New Zealand Police continued reviewing and updating Police Manual chapters to better reflect New Zealand's domestic and international human rights obligations. The Royal Commission recommended this change so that human rights obligations are reflected in police investigations and prosecutions, including those involving survivors of abuse and neglect in care.

During 2025/26, New Zealand Police established a structured review programme for the Police Manual. An external human rights expert reviewed an initial sample of chapters, helping develop a methodology and template for the wider review. By 30 June 2026, New Zealand Police had republished 246 chapters, with a further 223 chapters submitted for approval or under active review. They also developed and published a

dedicated Human Rights in Policing chapter to provide central guidance on human rights obligations and their practical application in policing.

New Zealand Police also progressed work on responding to allegations of torture in State care. They have been developing the Recognising and Responding to Torture online training package for investigators. The training is intended to help investigators understand the elements of torture and identify possible torture when offending is reported to the police. The training was scheduled to go live in October 2026.

What is next

Work to strengthen the policies, information and workforce arrangements that support safer care will continue. There will be further policy development on care safety requirements and expectations, high-level indicators, workforce capability, vetting and safety checking, and mandatory reporting proposals.

Health New Zealand will continue developing proposals for trauma-informed and de-escalation training, tools and approaches intended to strengthen workforce capability and support more consistent practice across healthcare settings. It will also continue delivering the first tranche of its mental health inpatient facilities improvement programme.

Operational work will also continue, including implementation of the Enhanced Audit Programme for Disability Support Services-funded providers, ongoing National Care Standards monitoring and targeted support, replacement of Oranga Tamariki case management systems, preparation for new search arrangements in residences, and infrastructure improvements across Youth Justice and Care and Protection residences.

Oranga Tamariki will also consider improvements to caregiver pathways, training and support, enhance respite care options, and continue building a more capable trauma-informed workforce through structured learning and development. This work is intended to support earlier intervention when risks or needs emerge, reduce placement breakdowns, strengthen support for caregivers, and improve the consistency and quality of care.

New Zealand Police will continue updating guidance and progressing torture-response training.

The Ministry of Justice will continue evaluating Te Ao Mārama before decisions are made about any expansion beyond the current eight sites.

OBJECTIVE THREE:

Empower those in care, their families, whānau and communities

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This objective includes the Royal Commission's recommendations to support and empower those in care, their families, whānau and communities. It includes recommendations to improve recordkeeping and access to records, prevent entry into State care, and listen to the voices of those in care, their families, whānau and communities.

OBJECTIVE THREE

Empower those in care, their families, whānau and communities

AT A GLANCE

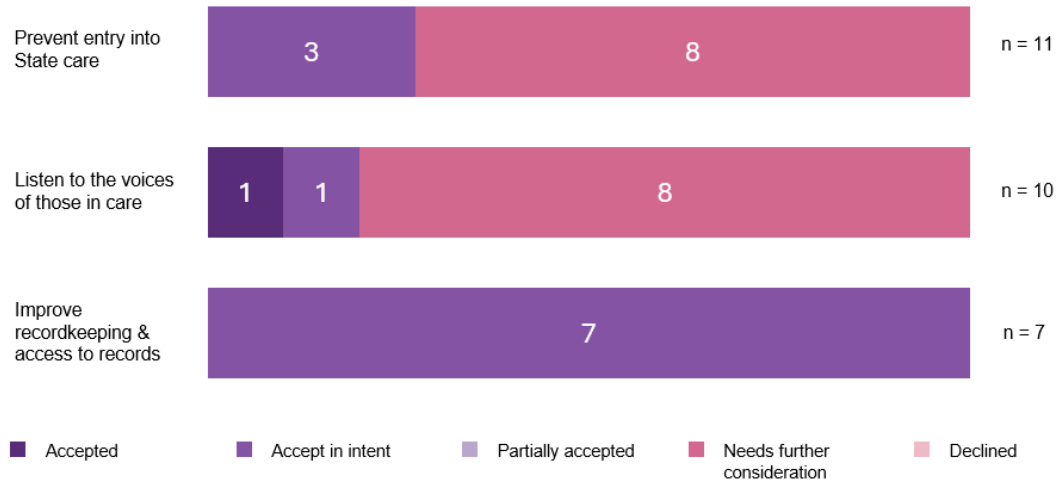
The following charts show the 28 recommendations within this objective, by action area. The first shows the Crown's response to those recommendations. The second shows their current progress.

28
Recommendations in scope

18
Agencies involved

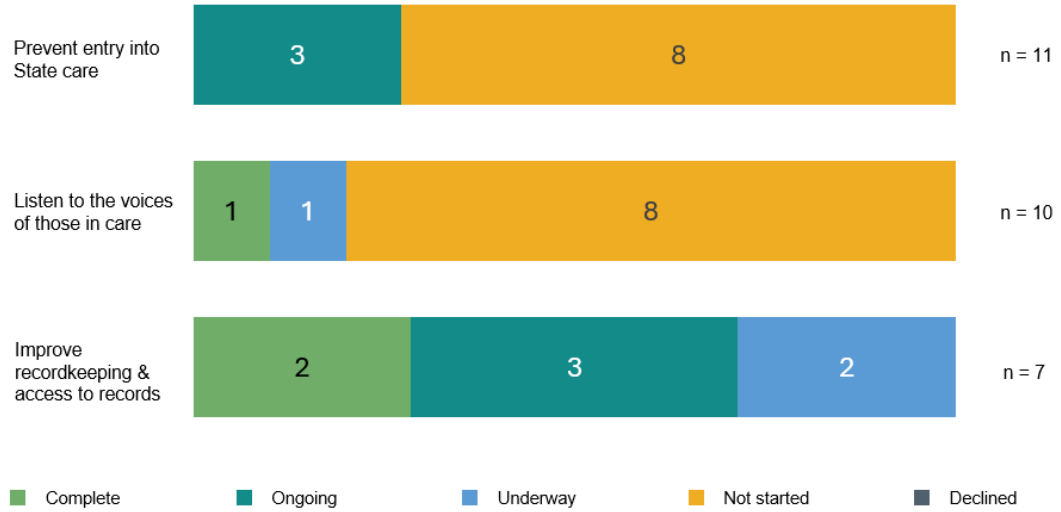
Crown response to recommendations

Government response to recommendations by action area



Progress of recommendations

Current implementation status by recommendations, by action area



Agencies may be involved in more than one action area.

Progressing the Crown response

During 2025/26, work continued to strengthen the rights, choices and wellbeing of people receiving care and support services. Efforts focused on increasing individual choice and control, improving access to personal information and records, and supporting initiatives that help prevent the need for State care.

Changes to flexible disability support funding gave disabled people, their families and carers greater flexibility in how allocated funding is used. Whaikaha launched new supported decision-making guidance, while changes to the Oranga Tamariki grievance process mean young people will automatically have advocacy support unless they choose otherwise.

Other work included the development of practical recordkeeping guidance and records access initiatives, continued prevention activity, progression of Social Investment Agency commissioning activity, and agreement of an Outcomes Plan with the Gloriavale community.

Improve recordkeeping and access to records

Supporting better recordkeeping practice

Accurate, accessible and well-managed records are essential for protecting the rights of people receiving care, supporting continuity of care, and enabling individuals to understand and access information about their experiences.

During 2025/26, work continued to improve recordkeeping practices across the care system through the development of practical guidance and resources for service providers and schools.

Disability Support Services developed recordkeeping guidance for contracted providers based on the Care Records Framework. It covers how care records should be created, managed and made accessible, helping providers put the framework's recordkeeping principles into practice.

A provider reference group contributed to its development. Workshops were held with members of People First | New Zealand Ngā Tāngata Tuatahi, a Disabled People's Organisation run by and for people with learning disabilities, to test the guidance before it was approved for publication during 2025/26.

The Ministry of Education also produced a draft of the first in a series of care-records modules for schools. The first module explains what care records are, why they are important, and the consequences of poor records management. A Care Records Schools Reference Group was established in June 2026 to support the initiative, including the development of future resources.

Improving retention and access arrangements

Effective recordkeeping is essential for preserving people's histories, supporting accountability, and ensuring individuals can access information about their time in care. During 2025/26, Archives New Zealand continued work to improve how care records are kept, managed and accessed. This included reviewing existing rules about how long care records must be kept and when they can be disposed of.

By 30 June 2026, this review was 90.8 percent complete. An interim report and a report on future arrangements for care records have been shared with core care agencies. This work is important because decisions about keeping or disposing of records affect whether people can later find and access information about their time in care. The review will help inform future decisions about how long care records should be retained.

Archives New Zealand worked to make information about care records easier to find. The first phase of its website improvement work was completed, including work to understand user needs.

Planning continued for a Care Records Hub on the Archives New Zealand website. The hub is intended to help people find guidance on how to access care records and help agencies understand how records should be managed.

Template letters were also made available to help agencies authorise access to records held by Archives New Zealand. Questions about implementation of the Care Records Framework were incorporated into the annual government recordkeeping survey and public-office audit questions.

By 30 June 2026, 570 care records had also been digitised, comprising 131,323 images.

Prevent entry into State care

Increasing choice and support

Supporting people to make decisions about their own lives and providing assistance early can improve wellbeing and help reduce the likelihood of future harm or involvement with the care system. During 2025/26, agencies progressed initiatives to increase choice and control for disabled people, strengthen supported decision-making, and invest in early intervention and prevention activities focused on those at greater risk of entering care.

In April 2026, Disability Support Services changed the rules for flexible disability support funding, removing the previous Flexible Purchasing Guidelines and confirming individual budgets for people receiving flexible funding. The changes give disabled people, their families and carers greater flexibility in deciding how their allocated funding is used to meet their disability support needs.

Investing in prevention initiatives

In December 2025, Ministers agreed that a $25 million Social Investment Fund allocation would focus on initiatives supporting mothers who experience harm from substance use, and their children, from pregnancy to age five.

In February 2026, the Social Investment Agency invited organisations to apply for funding and submit project proposals for this group. Twelve proposals have progressed to contract negotiations.

Seven of the proposals that had progressed to contract negotiations aligned with the care prevention objectives. Of these, four are expected to be funded through the $25 million care-prevention fund, while the other three will be funded through the wider Social Investment Fund. The funded services had not yet started during this reporting period.

The Accident Compensation Corporation (ACC) continued to support delivery of Little Matters through community partners and its prevention delivery network. Little Matters is a prevention initiative that promotes small, everyday actions to help create safer environments for children and prevent child sexual abuse. Delivery is expected to continue until June 2027.

The Ministry of Education has started the design phase of Ready to Learn, a South Auckland-based pilot that will identify educational transition complexity early and provide graduated support before learner's participation in education is disrupted. This could benefit learners who are in care, at risk of entering care, or experiencing transitions such as placement changes, disrupted attendance, exclusion, or movement between education settings. Ready to Learn will test responses that strengthen continuity of learning, improve coordination between agencies and education settings, and provide additional support where there is a significant risk of disengagement from learning.

Contemporary and community models of care

Providing safe, consistent and culturally responsive care requires clear practice expectations and strong partnerships with communities. During 2025/26, Oranga Tamariki progressed work to strengthen both the

quality of care delivery and the role of whānau, iwi and community organisations in supporting children and young people.

Oranga Tamariki developed a Model of Care to provide an agreed organisation-wide framework for how care is delivered across residences and community homes. The model addresses long-standing issues of fragmented practice by establishing a shared purpose, clear expectations and a coherent approach to delivering safe, rights-based and culturally grounded care.

During 2025/26, the model was implemented in the Military-Style Academy Pilot. It is now being implemented into the re-establishment of Te Oranga Care and Protection Residence, new residential developments, and pilot ‘Whare’ homes testing smaller, community-based residential care approaches.

Oranga Tamariki also continued implementing the Enabling Communities Prototypes Programme. The programme was established to test, learn and inform future operating models for New Zealand’s care and protection system, including approaches that shift decision making, resources and service delivery closer to Māori and communities.

This has involved prototyping initiatives that strengthen community involvement in care and protection responses while exploring new ways of working between Oranga Tamariki, whānau, iwi and community partners. Oranga Tamariki entered into additional agreements with partners, extending the programme to eight prototypes at varying stages of implementation planning, delivery and evaluation. A final programme report will be completed alongside individual prototype evaluations to assess outcomes, identify future opportunities and better understand the conditions needed to support successful community-led approaches.

Gloriavale

Supporting the safety, wellbeing and rights of people living in, and leaving, the Gloriavale community requires a coordinated response across multiple government agencies. During 2025/26, agencies worked to ensure services and supports were provided and developed and finalised the Outcomes Plan. The Ministry of Social Development continued coordinating the integrated government response, with a focus on the safety and wellbeing of children, young people and adults in Gloriavale. Agencies remained involved in a range of matters, including child safety, education, health services, employment standards, responses to reported concerns and support for people leaving the community.

In May 2026, government agencies and the Gloriavale community formally agreed an Outcomes Plan setting out the outcomes they will work towards. The plan provides a shared foundation for coordinated activity, helping agencies and the community to focus on agreed priorities. Agencies continued delivering activities through established response arrangements, including safety planning, parenting support, coordinated engagement and responses to reported concerns.

Health New Zealand and the West Coast Primary Health Organisation continued providing onsite and remote health services, and the Primary Health Organisation appointed a dedicated liaison for the Gloriavale community.

Listen to the voices of those in care

Supported decision-making

Supported decision-making helps people exercise choice, autonomy and control over decisions that affect their lives. Rather than having decisions made on their behalf, it focuses on providing the support people may need to make and communicate their own decisions.

Whaikaha launched Whaimana – Support My Decisions in July 2025 to provide practical guidance on supported decision-making, helping people make their own decisions rather than having decisions made for them. The website is designed for people who may need support with decision-making, including disabled

people and people affected by brain injury, dementia, mental distress or neurodiversity, as well as their whānau, supporters and service providers. It includes guidance and practical examples covering decisions about areas such as health, living arrangements and everyday life.

Strengthening rights and advocacy

Upholding the rights of children and young people requires more than legal protections. It also means ensuring they are heard, can participate in decisions that affect them, have access to advocacy and support, and can raise concerns when things go wrong. During 2025/26, agencies progressed a range of initiatives to strengthen rights, improve advocacy and complaints processes, and better reflect the perspectives and needs of children, young people and disabled people in policy and practice.

Oranga Tamariki progressed work to strengthen young people's understanding of their rights and improve how they can participate in decisions, access advocacy, and raise concerns. Through the Integrated Voices programme, new resources, supports and process improvements were developed and implemented, including making independent advocacy support available by default unless declined. This change will help ensure greater access to advocacy support and make navigating the grievance process easier.

Nationally consistent resources and tools were also developed for young people, whānau and staff, including resources created with community organisations to help whānau navigate family group conferences and reports of concern. The resources, particularly the Welcome booklet, received positive feedback from young people and staff during testing. Work is also underway to review the complaints and grievance processes to identify opportunities to improve practice and consistency of experience.

Oranga Tamariki established its Disability Programme in September 2025 to begin implementation of its Disability Strategy and focus on better meeting the needs of disabled children and young people in care. The programme has analysed the organisation's obligations to disabled people. This analysis will be used to identify gaps in meeting those obligations within Youth Justice and Care and Protection, with focus on entry practices and policies. It will also inform improvement priorities and targeted interventions. This work is intended to support the organisation to better embed consideration of disability across policy, practice and service delivery, while supporting approaches that uphold the rights and self-determination of disabled people.

A disability data framework was also developed, including a population-level disability indicator model to measure disability prevalence, and disability-support flags to help identify and record support needs in the case-management system.

The Ministry of Education with its partner IHC New Zealand has identified nine actions to improve the education system for disabled children. These actions have been set out in a 'Framework for Action'. A stakeholder group was established in early 2026 to support and provide accountability for progress against the framework. External advisory groups and the Voices Insights Library continued to bring the perspectives of children, young people, whānau and communities into Oranga Tamariki policy, practice and decision-making. The Voices Insights Library helps make lived-experience insights accessible to staff so they can inform their work. Advisory groups included youth, Rainbow, disability and Pacific perspectives, and informed work relating to workforce capability, mandatory reporting, disability strategy implementation, Pacific-led prototype initiatives, and improvements to services for children and young people in care. During 2025/26, advisory groups also provided feedback on the All About Me Plan, Te Tohu o te Ora survey results, and initiatives supporting Pacific carers and Pacific children and young people. Te Tohu o te Ora is a regular survey that helps Oranga Tamariki understand what it is like for children and young people in care.

Disability Support Services also progressed planning and design work on a proposed Quality Management System focused initially on improving the management of critical incidents and complaints.

What is next

In 2026/27, agencies will continue work to strengthen the rights, participation and wellbeing of people in care and those who interact with the care system. Priorities include improving access to information and records, supporting individual decision-making, strengthening community and whānau participation, and advancing initiatives designed to prevent entry into care wherever possible.

This will include further development of care records guidance for providers and schools, continued work by Archives New Zealand on retention, disposal, digitisation and the proposed Care Records Hub, and ongoing development of supported decision-making resources.

Prevention-focused work will also continue, including Social Investment Fund proposals progressing through contracting and into service delivery and implementation of the Gloriavale Outcomes Plan. Oranga Tamariki will continue work to embed its Model of Care, the Disability and Enabling Communities prototype programmes, and the review of complaints processes.

Implementation Recommendations

The Royal Commission made several recommendations on how the Crown response should be delivered and reported on. For reporting purposes, these implementation recommendations have been grouped into the following themes:

1. implementing all the recommendations, with cross-party agreement
2. partnering with Māori and giving effect to te Tiriti o Waitangi (the Treaty of Waitangi)
3. co-designing the response with participants in the care system
4. giving effect to human rights
5. publishing and reporting on the Crown response
6. undertaking an independent review of the response.

Many of these recommendations are intended to inform the way implementation occurs across the Crown response, rather than establish separate programmes of work. As a result, activity relevant to these recommendations has largely been reflected throughout this Annual Report rather than reported separately against individual implementation recommendations.

During 2025/26, agencies reported activity relevant to these themes. This included establishing a cross-agency Māori-Crown response work programme focused on policy, partnership, performance and monitoring settings.

Work led by Te Puni Kōkiri continued to strengthen the use of Te Tautuhi ō Rongo in policy development, engagement and advice affecting Māori. Other relevant activity is reflected throughout this report, including engagement with survivors, whānau, communities, advisory groups and agencies, and work to improve public reporting through future dashboard development.

Work to respond to the Royal Commission's recommendation to publish the Crown's response to each of the Royal Commission's findings is now complete. Individual responses will not be provided to the Treaty of Waitangi / Tiriti o Waitangi findings on the basis that the Waitangi Tribunal is the appropriate body to make any such findings.

Implementation recommendations

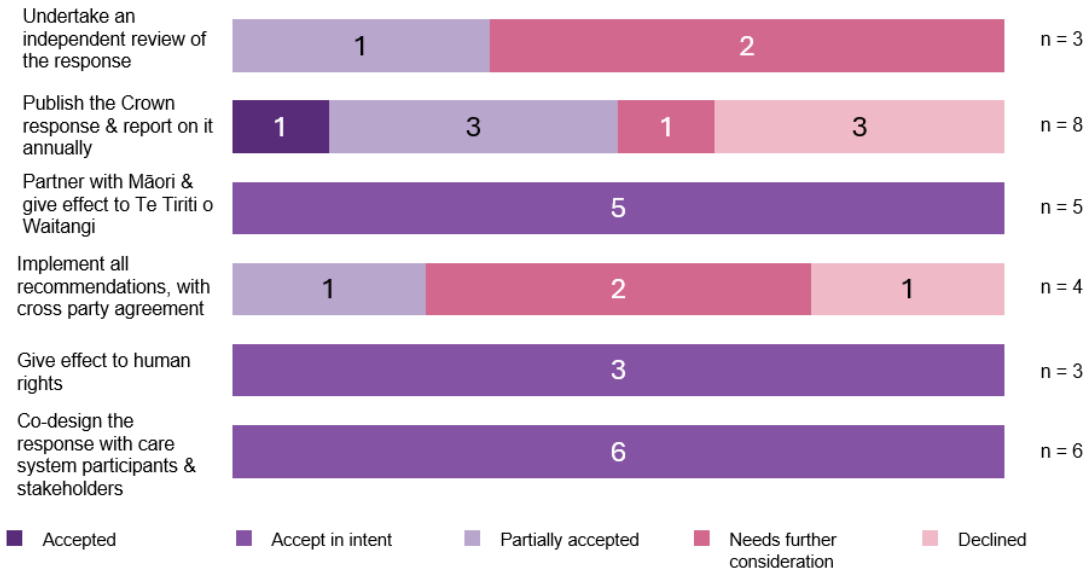
AT A GLANCE

The following charts show the 29 recommendations within this grouping, by action area. The first shows the Crown's response to those recommendations. The second shows their current progress.

29
Recommendations in scope

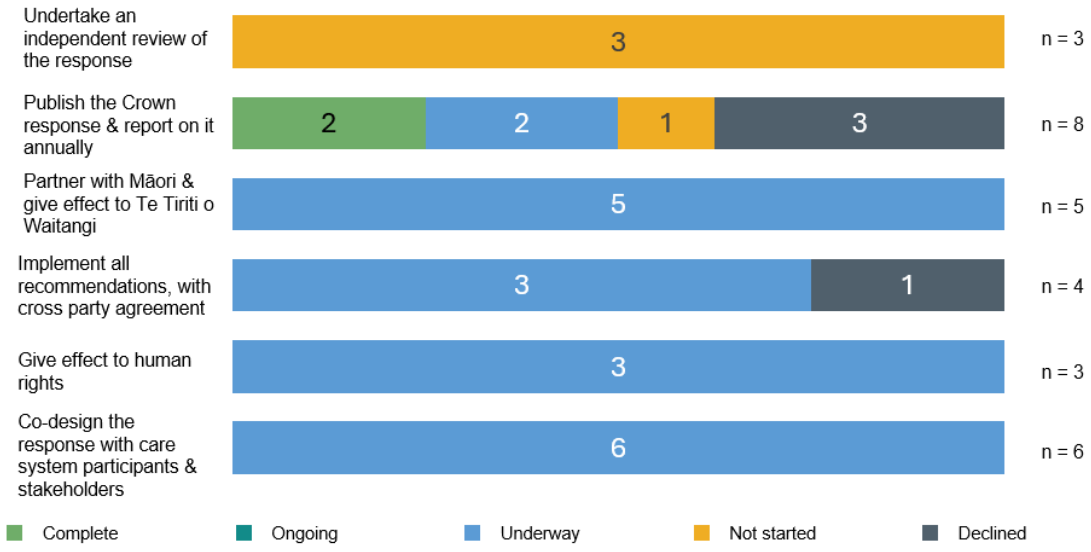
Crown response to recommendations

Government response to recommendations by action area



Progress of recommendations

Current implementation status by recommendations, by action area



Agencies may be involved in more than one action area.

Appendices

How progress is monitored and reported

The Crown Response Office coordinates reporting on the Crown's response to the Royal Commission's recommendations. For each reporting cycle, agencies provide information about the recommendations they are responsible for or contribute to, including implementation status and information about activity during the reporting period.

Agencies are asked to report what has changed since the previous reporting period, key activities and milestones, next steps, dependencies, and supporting evidence where available. This information is maintained across reporting periods so that the implementation history of individual recommendations can be followed over time.

Agency-reported information forms the basis of the implementation updates and figures in this report. The Crown Response Office reviews information provided by agencies for reporting purposes and may seek clarification where needed. This does not constitute independent audit or verification of agencies' implementation activity.

Reporting will continue to evolve as the implementation of the Crown Response Plan progresses. During the next reporting period, work is expected to be completed on an online dashboard that will provide up-to-date information on the status of Royal Commission recommendations directed to the Crown.

The dashboard will make it easier for survivors, whānau, stakeholders and the wider public to access information about progress and track changes over time. It will complement formal reporting by providing a more accessible and regularly updated source of information on the Crown response.

The information in this report reflects the position reported as at 30 June 2026.

Status of Royal Commission recommendations

The following tables record the Crown response and implementation status of Royal Commission recommendations directed to the Crown, as at 30 June 2026.

Agencies listed under each action area are involved in one or more of the recommendations in that action area; not all agencies are involved in every recommendation.

During 2025/26, implementation of Whanaketia recommendation 35 was assessed as 'complete'. The recommendation sought dedicated specialist capability within New Zealand Police to investigate and prosecute historical and current abuse and neglect in State and faith-based care. In early 2025, Police agreed that this capability would be provided through existing specialist investigative structures rather than a standalone unit. New Zealand Police advised that these arrangements meet the intent of the recommendation and provide specialist capability that was not available during the period examined by the Royal Commission.

Objective One: Addressing the Wrongs of the Past

This objective brings together the Royal Commission's recommendations aimed at recognising and addressing the harms experienced by people who were abused or neglected in care. It covers work to

provide redress, acknowledge victim and survivor experiences, and support memorialisation and public apology processes.

Action area: Provide redress for abuse and neglect in care

Agencies involved

Ministry of Health | Ministry of Education | Crown Response Office | Crown Law Office | Ministry of Justice | Ministry of Social Development | Whaikaha – Ministry of Disabled People | Ministry for Pacific Peoples | Department of Corrections | Te Puni Kōkiri | Ministry of Business, Innovation and Employment (Accident Compensation Policy) | Accident Compensation Corporation | Oranga Tamariki

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
1	Decline	Decline
4	Decline	Decline
5	Accept Intent	Complete
12	Decline	Decline
15	Decline	Decline
16	Partially Accept	Ongoing
17	Decline	Decline
18	Partially Accept	Ongoing
19	Partially Accept	Ongoing
20	Needs Further Consideration	Underway
21	Needs Further Consideration	Not Started
22	Needs Further Consideration	Underway
23	Accept	Underway
24	Needs Further Consideration	Underway
25	Needs Further Consideration	Underway
26	Accept	Ongoing
27	Accept	Ongoing
28	Decline	Decline
29	Decline	Decline
30	Decline	Decline
31	Decline	Decline
32	Partially Accept	Underway
33	Needs Further Consideration	Underway
34	Needs Further Consideration	Underway
35	Needs Further Consideration	Underway

36	Needs Further Consideration	Underway
37	Needs Further Consideration	Underway
38	Needs Further Consideration	Underway
39	Needs Further Consideration	Underway
40	Partially Accept	Underway
41	Partially Accept	Underway
42	Accept	Ongoing
43	Needs Further Consideration	Underway
44	Decline	Decline
45	Needs Further Consideration	Underway
46	Partially Accept	Ongoing
47	Partially Accept	Ongoing
48	Accept	Ongoing
49	Needs Further Consideration	Not Started
50	Decline	Decline
51	Accept	Underway
52	Decline	Decline
53	Accept Intent	Underway
54	Partially Accept	Ongoing
55	Accept	Ongoing
56	Accept	Ongoing
57	Accept	Underway
58	Accept	Ongoing
59	Needs Further Consideration	Underway
61	Decline	Decline
62	Needs Further Consideration	Not Started
63	Needs Further Consideration	Not Started
64	Needs Further Consideration	Underway
65	Needs Further Consideration	Not Started
66	Needs Further Consideration	Not Started
67	Needs Further Consideration	Not Started
68	Decline	Decline
69	Decline	Decline
70	Needs Further Consideration	Not Started
75C	Needs Further Consideration	Underway

82	Needs Further Consideration	Underway
83	Needs Further Consideration	Not Started
84	Needs Further Consideration	Not Started
90	Needs Further Consideration	Underway
91	Decline	Decline
92	Needs Further Consideration	Underway
93	Partially Accept	Ongoing
94	Accept	Complete

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response at June 2026	Status at June 2026
8	Needs Further Consideration	Not Started
9	Needs Further Consideration	Not Started
10	Decline	Decline
11	Needs Further Consideration	Underway
16	Needs Further Consideration	Underway
17	Needs Further Consideration	Underway
18	Partially Accept	Ongoing
21	Decline	Decline

Action area: Acknowledge victim & survivor experiences

Agencies involved

Department of the Prime Minister and Cabinet | Ministry of Health | Health New Zealand | Ministry of Education | Crown Response Office | Ministry of Justice | Public Service Commission | Crown Law Office | Ministry of Social Development | Department of Corrections | Department of Internal Affairs | New Zealand Police | Oranga Tamariki

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
10	Partially Accept	Complete
11	Partially Accept	Complete
71	Accept Intent	Underway
72	Accept Intent	Underway

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
2	Partially Accept	Complete
3	Partially Accept	Complete
5	Accept Intent	Underway

19	Accept Intent	Underway
20	Partially Accept	Underway

Objective Two: Make the current care system safe

This objective brings together the Royal Commission's recommendations aimed at making the current care system safe. It covers work to strengthen care system leadership, monitoring, reporting and oversight, and to support safer policies, processes, places and workforce settings across the care system. It also includes recommendations focused on how contemporary abuse and neglect in care are identified and responded to.

Action area: Provide care system leadership

Agencies involved

Ministry of Health | Ministry of Education | Crown Response Office | Ministry of Justice | Ministry of Social Development | Public Service Commission | Ministry for Pacific Peoples | Whaikaha – Ministry of Disabled People | Te Puni Kōkiri | New Zealand Police | Oranga Tamariki

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
9	Needs Further Consideration	Underway
75A	Needs Further Consideration	Not Started
75B	Needs Further Consideration	Not Started

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
39	Needs Further Consideration	Underway
40	Needs Further Consideration	Underway
41	Needs Further Consideration	Underway
43	Needs Further Consideration	Underway
44	Partially Accept	Underway
45	Needs Further Consideration	Underway
46	Needs Further Consideration	Underway
49A	Needs Further Consideration	Not Started
49B	Needs Further Consideration	Not Started
49D	Needs Further Consideration	Not Started
50	Needs Further Consideration	Not Started
51	Needs Further Consideration	Not Started
53	Needs Further Consideration	Not Started
54	Needs Further Consideration	Not Started
55	Needs Further Consideration	Not Started

56	Needs Further Consideration	Not Started
63C	Needs Further Consideration	Not Started
116	Needs Further Consideration	Not Started
119	Needs Further Consideration	Underway
123A	Partially Accept	Underway
123B	Partially Accept	Underway
123C	Decline	Decline
124	Partially Accept	Underway

Action area: Monitor, report & provide oversight

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Justice | Ministry of Social Development | Te Puni Kōkiri | Public Service Commission | New Zealand Police | Oranga Tamariki | Whaikaha – Ministry of Disabled People

Recommendation response and status

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
52	Needs Further Consideration	Underway
85A	Needs Further Consideration	Underway
85B	Needs Further Consideration	Underway
86	Needs Further Consideration	Underway
87	Needs Further Consideration	Not Started
120	Needs Further Consideration	Underway

Action area: Identify & respond effectively to abuse & neglect

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Social Development | New Zealand Police | Oranga Tamariki | Crown Law Office | Ministry of Justice | Ministry of Business, Innovation and Employment (Accident Compensation Policy)

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
78	Needs Further Consideration	Underway
79	Decline	Decline
80	Accept Intent	Complete

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
6	Accept Intent	Underway
7	Accept Intent	Underway
22A	Accept Intent	Complete
22B	Accept	Complete
22C	Partially Accept	Complete
22D	Accept	Complete
22E	Partially Accept	Complete
23	Accept	Complete
24	Accept	Underway
25	Accept	Ongoing
26	Accept	Underway
27A	Accept Intent	Complete
27B	Accept	Complete
27C	Decline	Decline
28	Needs Further Consideration	Not Started
29	Needs Further Consideration	Not Started
30	Needs Further Consideration	Not Started
31	Accept	Underway
32	Needs Further Consideration	Not Started
34	Accept	Underway
35	Accept Intent	Complete
37	Needs Further Consideration	Underway
38	Needs Further Consideration	Not Started
69	Needs Further Consideration	Underway

Action area: Ensure safety-focused policies, processes & places

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Justice | Ministry of Social Development | Whaikaha – Ministry of Disabled People | Ministry of Business, Innovation and Employment (Health and Safety Policy) | Department of Internal Affairs | Oranga Tamariki

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
77	Needs Further Consideration	Underway

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
47	Needs Further Consideration	Underway
48	Needs Further Consideration	Not Started
49C	Needs Further Consideration	Not Started
70	Needs Further Consideration	Not Started
72	Needs Further Consideration	Underway
73	Needs Further Consideration	Underway
74	Needs Further Consideration	Underway
75A	Needs Further Consideration	Not Started
75B	Needs Further Consideration	Not Started
75C	Needs Further Consideration	Underway
75D	Needs Further Consideration	Not Started
79	Needs Further Consideration	Not Started
80	Needs Further Consideration	Not Started

Action area: Enable a safe and capable workforce

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Justice | Ministry of Social Development | New Zealand Police | Oranga Tamariki

Recommendation response and status

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
33	Accept Intent	Underway
57	Needs Further Consideration	Not Started
58A	Needs Further Consideration	Underway
58B	Accept	Underway
58C	Needs Further Consideration	Not Started
59	Accept	Ongoing
60	Needs Further Consideration	Underway
61	Needs Further Consideration	Underway
62	Accept	Ongoing
63A	Needs Further Consideration	Not Started
63B	Needs Further Consideration	Not Started
63D	Needs Further Consideration	Not Started
63E	Needs Further Consideration	Not Started

63F	Needs Further Consideration	Not Started
63G	Needs Further Consideration	Not Started
63H	Needs Further Consideration	Not Started
63I	Needs Further Consideration	Not Started
64	Needs Further Consideration	Underway

Objective Three: Empower those in care, their families, whānau and communities

This objective brings together the Royal Commission's recommendations aimed at supporting and empowering people in care, their families, whānau and communities. It covers work to improve recordkeeping and access to records, prevent entry into State care, and strengthen how the voices and experiences of people in care, their families, whānau and communities inform decisions and services.

Action area: Prevent entry into State care

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Social Development | Whaikaha – Ministry of Disabled People | Te Puni Kōkiri | Oranga Tamariki | Ministry of Justice | New Zealand Police | Accident Compensation Corporation | Health New Zealand | Ministry of Business, Innovation and Employment (Labour Inspectorate) | Department of Internal Affairs (Charities Services) | WorkSafe New Zealand

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
73	Needs Further Consideration	Not Started
74	Needs Further Consideration	Not Started

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
71	Accept Intent	Ongoing
78	Accept Intent	Ongoing
88	Accept Intent	Ongoing
111	Needs Further Consideration	Not Started
112	Needs Further Consideration	Not Started
115	Needs Further Consideration	Not Started
121	Needs Further Consideration	Not Started
122	Needs Further Consideration	Not Started
128	Needs Further Consideration	Not Started

Action area: Listen to the voices of those in care

Agencies involved

Ministry of Health | Ministry of Education | Ministry of Justice | Ministry of Social Development | Whaikaha – Ministry of Disabled People | Te Puni Kōkiri | Oranga Tamariki | Public Service Commission | Department of Corrections

Recommendation response and status

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
63J	Accept	Complete
65	Needs Further Consideration	Not Started
66	Needs Further Consideration	Not Started
67	Needs Further Consideration	Not Started
68	Needs Further Consideration	Not Started
76	Needs Further Consideration	Not Started
77	Needs Further Consideration	Not Started
83	Needs Further Consideration	Not Started
84	Needs Further Consideration	Not Started
114	Accept Intent	Underway

Action area: Improve recordkeeping and access to records

Agencies involved

Ministry of Health | Health New Zealand | Ministry of Education | Crown Response Office | Ministry of Justice | Ministry of Social Development | New Zealand Police | Department of Corrections | Department of Internal Affairs | Archives New Zealand | Oranga Tamariki

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
85	Accept Intent	Ongoing
86	Accept Intent	Ongoing
87	Accept Intent	Complete
88	Accept Intent	Complete
89	Accept Intent	Ongoing

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
81	Accept Intent	Underway
82	Accept Intent	Underway

Implementation recommendations

Action area: Undertake an independent review of the response

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
60	Partially Accept	Not Started

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
136	Needs Further Consideration	Not Started
138	Needs Further Consideration	Not Started

Action area: Publish the Crown response & report on it annually

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
95	Decline	Decline

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
42	Needs Further Consideration	Not Started
113	Accept	Complete
130	Partially Accept	Complete
131	Partially Accept	Underway
133	Partially Accept	Underway
134	Decline	Decline
137	Decline	Decline

Action area: Partner with Māori and give effect to Te Tiriti o Waitangi

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
2	Accept Intent	Underway
13	Accept Intent	Underway

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
14	Accept Intent	Underway

117	Accept Intent	Underway
126	Accept Intent	Underway

Action area: Implement all recommendations, with cross party agreement

Recommendation response and status

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
1	Needs Further Consideration	Underway
125	Needs Further Consideration	Underway
132	Partially Accept	Underway
135	Decline	Decline

Action area: Give effect to human rights

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
3	Accept Intent	Underway

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
15	Accept Intent	Underway
118	Accept Intent	Underway

Action area: Co-design the response with care system participants & stakeholders

Recommendation response and status

Report: He Purapura Ora, he Māra Tipu from Redress to Puretumu Torowhānui

Recommendation	Response as at June 2026	Status as at June 2026
6	Accept Intent	Underway
7	Accept Intent	Underway
8	Accept Intent	Underway
14	Accept Intent	Underway

Report: Whanaketia – Through pain and trauma, from darkness to light

Recommendation	Response as at June 2026	Status as at June 2026
127	Accept Intent	Underway
129	Accept Intent	Underway