



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

Quarterly Report (1 October 2025 – 31 December 2025)

Redress system improvements for survivors of abuse and neglect in State care

March 2026



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Purpose

This quarterly report outlines ongoing progress in strengthening the redress system for survivors of abuse and neglect in State care. Quarter 2 covers the period 1 October – 31 December 2025, it highlights progress against the Redress Implementation Plan (the Plan).

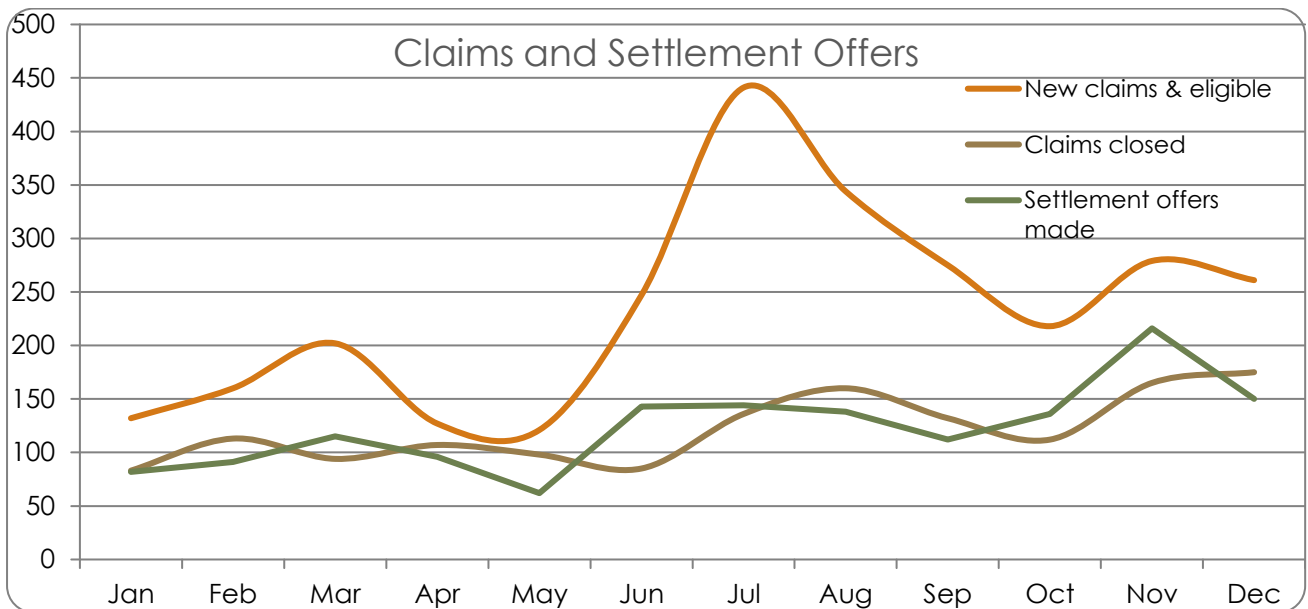
It summarises survivor insights, key milestones achieved this quarter, and data from redress agencies to provide a clear, system-wide view of progress under the Plan.

System Performance and Key Data Insights

Claim numbers

Redress agencies have continued to receive a high number of claims, with sustained demand following the Government’s redress announcements in May 2025.

The following chart illustrates key statistics per month for each quarter: the number of claims received and confirmed as eligible, settlement offers made, and total claims closed:¹



New claims stabilised in Quarter 2 (October 2025 to December 2025), decreasing from 1,060 in Quarter 1 (July 2025 to September 2025) to 758.² This represents a reduction of around 28.5%, averaging approximately 253 new claims per month. The spike seen in July 2025 has begun to stabilise in Quarter 2.

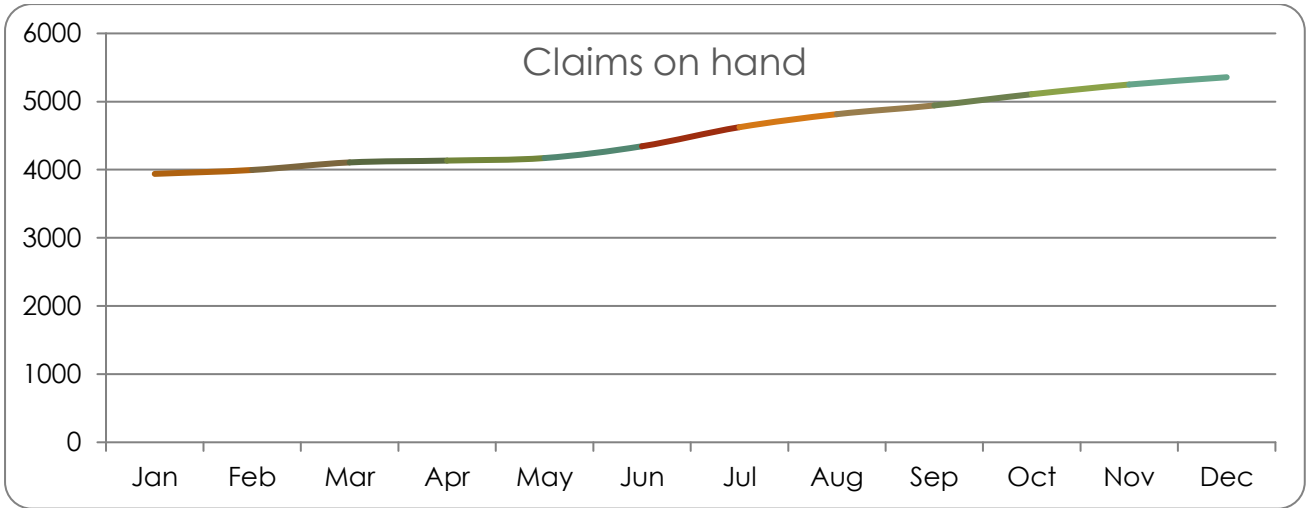
The number of claims closed increased from 428 in Quarter 1 to 452 in Quarter 2 (up around 5.6%), averaging about 151 closures each month. Settlement offers also increased, rising from 394 to 502 (a 27.4% lift), averaging approximately 167 offers per month. Overall, during this quarter (October to December 2025) there was growing engagement with survivors, with agencies issuing more offers and closing more claims than in the previous quarter.

The following chart illustrates eligible claims on hand at month end for redress agencies:³

¹ For Ministry of Health – All data from October to December is included and only *New Claims and Eligible* data for the July to September quarter is included.

² Including four claims received by the Department of Corrections in both quarters.

³ For Ministry of Health – Only October to December data is included. Claims on hand were 79 at the end of October 2025, decreased to 75 at the end of November, and increased to 83 by the end of December.



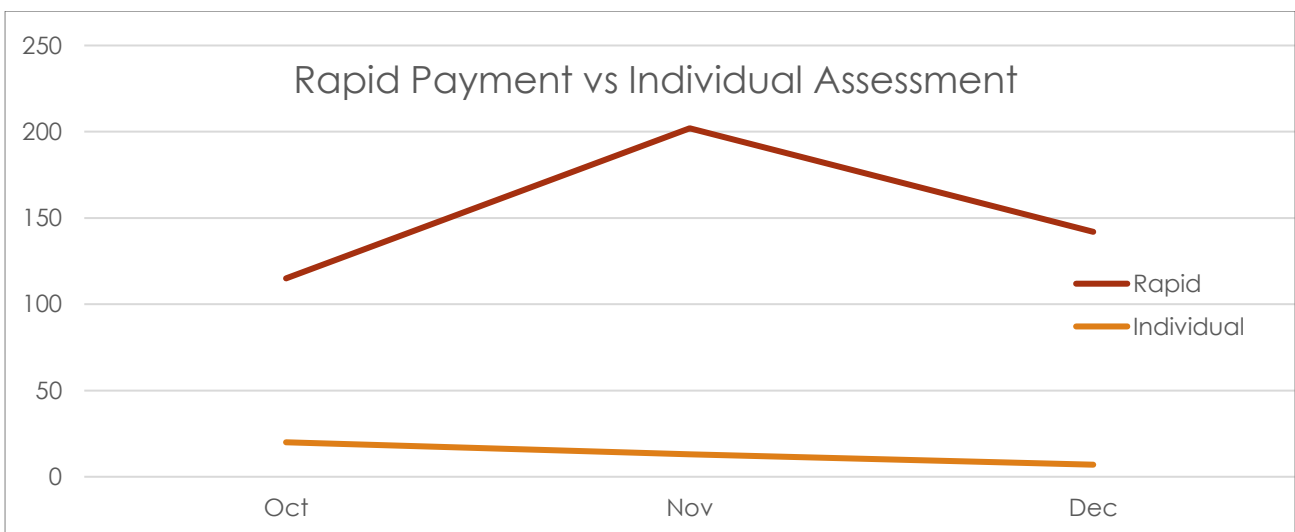
Eligible claims on hand for redress agencies increased from 4,943 at the end of September 2025 to 5,357 at the end of December 2025. This represents an increase of 8.4%.⁴

This trend shows that while progress is being made in closing cases, the overall volume continues to grow, and redress agencies remain focused on reducing the backlog for survivors.

Rapid Payment and Individual Assessment Split

Across Quarter 2, Ministry of Social Development issued 470 settlement offers in total, comprising 436 Rapid Payments and 34 Individualised Assessments (around 93% rapid). Over the same period, Ministry of Education issued 29 settlement offers, made up of 23 Rapid Payments and 6 Individualised Assessments (around 79% rapid). In both agencies, Rapid Payments formed the majority of offers issued during the quarter, suggesting the rapid pathway is supporting timely progress in delivering outcomes for survivors while still enabling individualised assessment where needed.

The following chart shows the Rapid Payments versus Individualised Assessment split for settlement offers, reported only by MSD and MOE (given they are the only agencies with Rapid Payment processes):



⁴ Only October – December data is available for the Ministry of Health. At December 2025 end, 83 of the 5,274 claims on hand were attributed to Ministry of Health.



Survivor feedback: Claims

Redress agencies continued to receive positive feedback from survivors during this quarter about their experience of working with redress agencies, highlighting the respect, compassion and dedication of staff. However, some survivors continued to express frustration with the time taken to reach resolution and concerns about settlement payment amounts. Feedback loops will also be strengthened once the Redress System Monitoring and Reporting Framework is developed and implementation begins from June 2026.

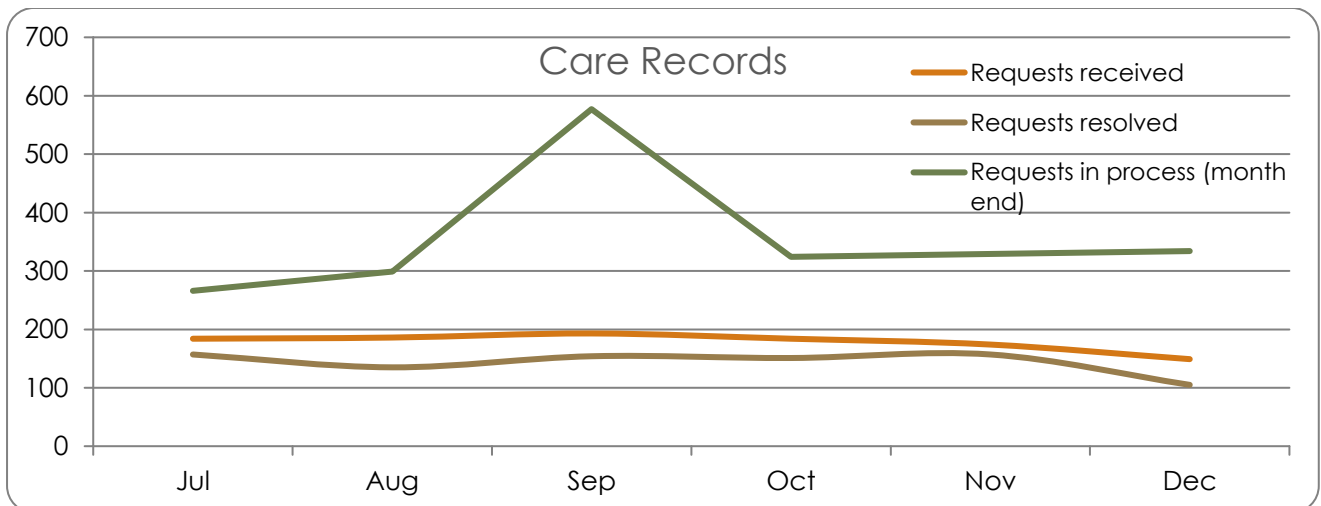
Care records

For many survivors, receiving their care records is an important part of their redress journey. Responding to requests for records in a timely manner is a focus for the redress agencies.

During Quarter 2 (October–December 2025):

- 507 requests for care records were received.
- 413 requests were fulfilled within the quarter.
- 334 requests were still in progress at the end of December 2025.

The chart below shows the month-by-month requests for care records, fulfilled requests, and requests in process (excluding Ministry of Health, Te Puni Kōkiri and Oranga Tamariki):⁵



In Quarter 2, care-record demand remained strong. Compared with Quarter 1, the overall volumes decreased slightly, but the much lower quarter-end in-progress figure signals improved clearance of outstanding care record requests.

Progress against the Redress Implementation Plan

Redress agencies are delivering a phased plan to build a consistent, transparent, and survivor-focused redress system. Work is underway to simplify access, reduce delays, and align processes so survivors receive coordinated support, including care records, wellbeing support, legal assistance, payments, apologies, and access to an independent review function for those who wish to seek reconsideration of the redress payment offered.

⁵ Previously estimated July and August figures for Ministry of Education have been excluded from requests in process.



Objective one: Improve redress offerings and increase alignment and consistency across the system

Initiatives under this objective focus on creating a more consistent and survivor-centred experience across redress agencies. This includes strengthening financial redress, introducing consistent support offerings, records access and supporting the delivery of apologies that are genuine, appropriate, and aligned with broader system improvements.

Improve personal apologies

In July 2025, Cabinet agreed to introduce legislative protections to support agencies in making personal redress apologies. The Redress System for Abuse in Care Bill (the Bill) includes legislative protections that enable State redress agencies to offer more meaningful apologies to survivors of abuse in State care.

These protections provide that personal apologies made as part of redress are not admissible as evidence in civil proceedings seeking remedies for abuse in care and are not to be treated as an admission of guilt.

During this quarter, the Bill made progress through the Select Committee stage. Following its first reading on 21 October 2025, the Bill was sent to the Social Services and Community Committee. Public submissions on the Bill were open until 26 November 2025, and oral submissions were heard by the Committee on 15 December 2025. The Committee's report on the Bill is due on 23 March 2026, and an update will be provided in the next quarterly report.

Increased settlement payments

In April 2025, Cabinet agreed to increase the average settlement payment made by core State redress agencies to \$30,000 per claim, addressing inconsistencies in payments for similar experiences of abuse and neglect in care.

An interim approach, introduced on 9 May 2025, raised average payments made by State redress agencies from \$20,000 to \$30,000, a 50% uplift. The intent was for the interim approach to be in place until the introduction of the Common Payment Framework.

The Ministry of Education and the Ministry of Social Development have also updated their rapid payment frameworks to align with the approach in the Common Payment Framework.

Common payment framework

In line with the Redress Implementation Plan to deliver an enhanced redress system, a Common Payment Framework was developed and approved by Ministers in December 2025. The Common Payment Framework, which has a \$30,000 average payment, was implemented on 27 January 2026 by all current redress agencies. The framework provides a clear, consistent and fair approach that reflects the severity and frequency of abuse and neglect, irrespective of where the survivor was in care or when the abuse or neglect occurred.

The Common Payment Framework is now being used by redress agencies to determine settlement payments offered to survivors following the completion of their assessment.

The Framework is available for survivors to view on the Redress New Zealand website.

Top-up Payments for survivors with closed claims

As part of Budget 2025, the Government introduced top-up payments for survivors who had previously received a redress payment. The process is simple and does not require reassessment of earlier claims. The top up process opened for applicants immediately following the Government's redress announcements on 9 May 2025.



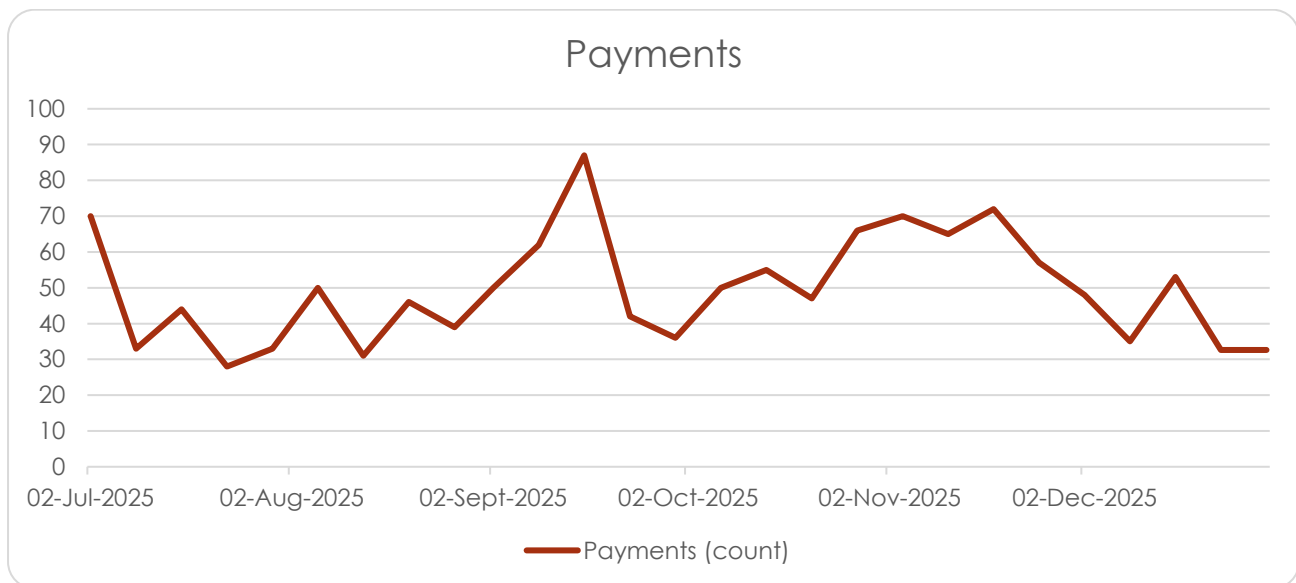
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There was a strong uptake of the top-up payment during Quarter 1 (July–September 2025). Registrations increased from 3,224 to 3,937 approximately, and confirmed eligible applications rose from 1,404 to approximately 1,973. Quarter 1 recorded around 713 registrations, compared with 1,356 in Quarter 2, with December the lowest month on average.

Payments made grew from \$10 million to nearly \$18 million, with more than 1500 survivors receiving top-up payments.

As shown in the chart below, the top-up payments trend remained strong through Quarter 2, in particular October and November, peaking in mid-November (week of 18 November, 72 payments), before easing in early December and lifting again in mid-December (week of 16 December, 53 payments).



By the end of Quarter 2 (December 2025), approximately 3,937 total registrations had been received. Of these, approximately 1,937 registrations were confirmed as eligible, with payments made to 1,512 survivors. Approximately 775 registrations were confirmed as ineligible, and around 1,225 are awaiting consideration of eligibility.

These trends indicate that survivors are actively engaging with the top-up process and agencies are maintaining good momentum in delivering payments but there are still approximately 42% of registered applicants to be processed and considered for payment.

The steady flow of applications shows why clear communication and enough capacity across agencies are essential for maintaining survivor confidence.

Survivor feedback: Top-up payments

Redress agencies received mostly positive feedback from survivors who contacted them during this quarter. Survivors continued to express their appreciation for the way staff supported them during the top ups process. Communication with survivors has been strengthened since the last quarter to address previous concerns around unclear timeframes and minimal updates, which contributed to a reduction in the number of phone calls received during this quarter. A small number of survivors continued to raise concerns about timeframes, but this number has dropped since the last quarter.

Consistent support offerings

The delivery of consistent support offerings is being carried out in two phases. Phase one (the Interim Supports approach) which improves the provision of support from State redress agencies by filling existing gaps.



Work on eligibility criteria and assessment thresholds is being finalised with Te Puni Kōkiri and Department of Corrections. Once this is done, survivors who are confirmed as having eligible claims through Te Puni Kōkiri, Department of Corrections and Ministry of Health, will also be offered access to support services via the Interim Supports approach.

This will ensure all survivors accessing State redress are able to receive some form of support until a consistent approach is implemented across State redress agencies in June 2026.

Work is now underway to commence Phase two. This considers the long-term approach to providing consistent support across the redress system.

Objective Two: Timely resolution of redress claims

This objective focuses on improving the speed and efficiency of redress processes, recognising that delays can affect survivor wellbeing and confidence in the system. Some survivors continue to experience long wait times, contributing to frustration and uncertainty.

Deliverables under this objective aim to streamline workflows, increase system capacity, and reduce administrative burden. The following section outlines progress on deliverables in scope for this reporting period.

Streamline assessment processes – removal of practice failures

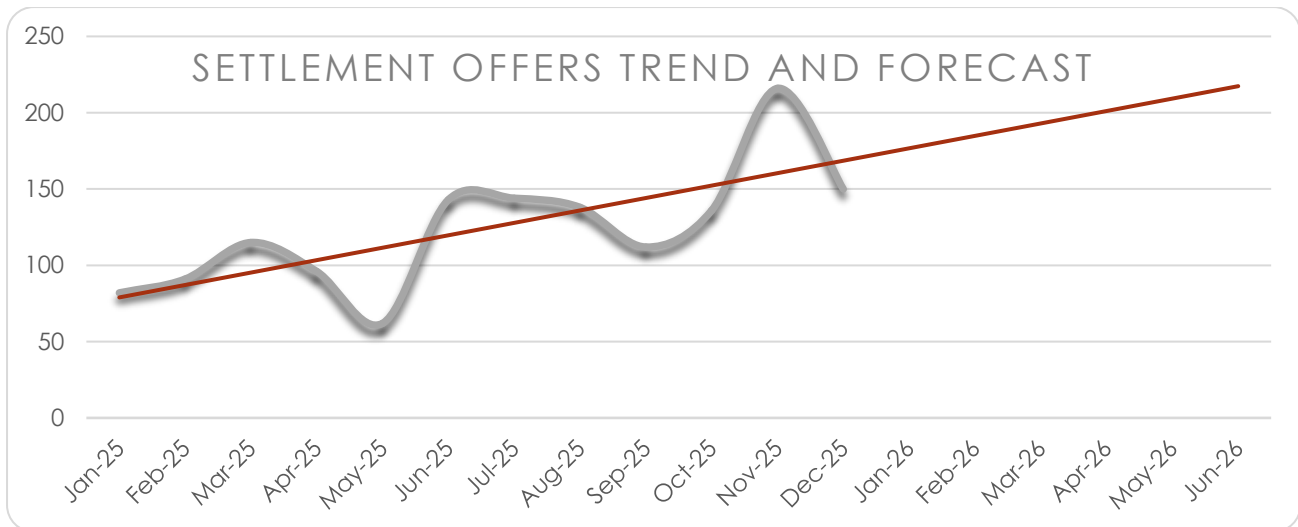
In line with Cabinet direction and the Redress Implementation Plan, redress agencies are progressing changes to streamline assessment processes by focusing on allegations of abuse and neglect. Practice failures will only be assessed where they contributed directly to abuse or neglect.

These changes aim to improve consistency across agencies, reduce assessment times, and enable more timely responses to survivors. They were implemented concurrently with the implementation of the Common Payment Framework from 27 January 2026.

Increase in system capacity

Redress agencies are progressively increasing system capacity to achieve a minimum of 1,550 settlement offers by June 2026. In the first six months of FY25/26 (July – December 2025), agencies delivered 896 settlement offers, averaging about 149 offers per month, indicating the programme has already achieved around 58% of the annual target. The monthly run rate has accelerated across FY25/26, increasing from about 131 offers per month in Quarter 1 to about 167 per month in Quarter 2 and is also materially higher than the earlier Jan–Jul 2025 run rate of about 105 offers per month.

If the FY25/26 year-to-date pace continues over January – June 2026, agencies are on track to reach approximately 1,792 settlement offers by 30 June 2026. However, agencies are forecasting that they will make 1,621 settlement offers as they continue to embed the Common Payment Framework. The impact of this shift will become clearer in the Quarter 3 report. Overall, the programme is currently tracking to exceed the FY25/26 target.



Objective Three: Improving access to and navigation of redress services

Survivors often face complex and fragmented redress processes across agencies, sometimes needing to repeat their experiences, which can cause additional distress.

Work is underway to simplify access through a single-entry point and a more coordinated, system-wide response. A unified set of clear, publicly available policies will support consistency and transparency, ensuring survivors have one primary point of contact. This includes work to integrate Te Puni Kōkiri and Corrections claims into the broader redress system, ensuring a more consistent and timely process for survivors across agencies.

Joined-up redress system with one set of common policies

The joined-up redress system with one set of common policies initiative aims to make the State redress system easier for survivors to access and navigate.

Work is currently underway to develop the common policies for the redress system. The policies will be published online once completed.

Integrated Operating Model and single-entry point

The Redress Integrated Operating Model is a multi-agency reform project designed to deliver a single-entry point for survivors, a new redress management system to manage and track claims, new ways of working and frameworks for all redress agencies to deliver a joined-up seamless service for survivors.

The recent decision by the Government to extend the State redress system to survivors abused in State-run mental health facilities from 1 July 1993 to 30 June 2022 will now be incorporated into the design of the new operating model.

A revised timeframe will be provided in the next quarterly update. In the meantime, engagement is underway with the Office of the Privacy Commissioner to identify appropriate authorisations for information sharing required under the Integrated Operating Model.

Simple application process

A simplified application process will make redress more accessible and consistent for survivors. Work is underway to introduce a standardised application form, ensuring a common approach to collecting survivor information across agencies.



Integration of Te Puni Kōkiri and Corrections claims

Te Puni Kōkiri and the Department of Corrections do not currently have redress processes but are working towards having these established and integrated into the redress system when the integrated operating model goes live.

The initial focus has been on the two agencies considering eligibility statements for their claims process, along with how the claims will be assessed.

One redress claim for each survivor

Work is underway to establish consistent processes for identifying and managing redress for survivors whose care experiences involved multiple agencies. This includes developing a shared approach to settlement offers for claims that span more than one agency.

These processes will be implemented alongside the Integrated Operating Model (that includes a single-entry point).

Objective Four: Increase trust and confidence in the redress system

This objective focuses on strengthening transparency and rebuilding trust in the redress system.

Key initiatives include introducing an Independent Review function for survivors who wish to have their settlement offers reconsidered, establishing system-wide monitoring and public reporting, and appointing an Independent Redress Officer. Together, these measures aim to reinforce survivor voices, improve accountability, and build confidence in the fairness and consistency of the redress process.

The following section outlines progress on deliverables in scope for this reporting period.

Independent review function for survivors who are unhappy with redress payment being offered

Work was initiated in Quarter 2 to design an independent review function that will enable survivors who are dissatisfied with their redress payment offer to seek an independent review of the payment. The function will operate outside of redress agencies and will provide assurance that individual settlement offers have been determined and applied consistently in line with the Common Payment Framework. The independent review function is scheduled to go live alongside other system changes later this year.

The Redress System monitoring and reporting framework

Work is underway to develop a monitoring and reporting framework to provide a consistent, system-wide view of how the redress system is performing. The framework will support transparent reporting on key performance measures and will incorporate survivor insights to inform ongoing system improvement. Performance measures and reporting products will evolve and be refined over time as system requirements mature. The Redress System monitoring and reporting framework will begin implementation from June 2026.

Interim process designed to identify survivors with serious violent and sexual offences

Following the Government's introduction of the Redress System for Abuse in Care Bill (the Bill), an interim process has been developed for applications to financial redress from survivors with serious violent and/or sexual offences, and who have been sentenced to five years or more in prison.

While the legislation is being considered, an interim process is in place for new redress applications submitted from 9 May 2025. All survivors seeking financial redress from 9 May 2025 will be required to fill out a form giving consent for a criminal conviction history check to be made by an independent redress assessment unit.



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The form also provides consent for the unit to request any sentencing information on their behalf from the relevant sentencing Court(s) if their criminal conviction history result shows they have been convicted of a serious violent and/or sexual offence.

Survivors who have been sentenced to five or more years in prison for a single serious violent and/or sexual offence will have their financial redress application put on hold. However, they may still receive an apology and access wellbeing support.

The Bill went to the Social Services and Community select committee on 21 October 2025. The Bill is scheduled to be reported on by 23 March 2026.