End of Year Report 2025/26

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

August 2026

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Purpose

This report covers progress from 1 July 2025 to 30 June 2026 against the Redress Implementation Plan (the Plan). It provides a consolidated account of delivery across 2025/26, alongside detailed activity and performance information for the final quarter, 1 April to 30 June 2026.

The report brings together survivor insights, key milestones and data from redress agencies to provide a system-wide view of progress. It explains what was delivered during the year, why agencies prioritised initiatives that could provide immediate support and services to survivors, how the remaining work has been sequenced, and the priorities continuing in 2026/27.

2025/26: Year in review

Agencies prioritised changes that could make an immediate and tangible difference for survivors in 2025/26, while also progressing the policy, operational, information-sharing and technology foundations for a more joined-up system. Changes include increased financial redress payments, introduction of top-up payments, implementation of the Common Payment Framework, streamlined assessment settings and increased settlement activity. In parallel, agencies developed common policies, a standard application process, the State redress service and new oversight arrangements. Not all initiatives progressed to the timing anticipated in the Plan, and activities still underway have been resequenced to reflect survivor priorities, delivery dependencies and agency capacity and capability.

Key achievements during the year

Plan objective	Year-end position	Key achievements
Objective One: Improve redress offerings and increase alignment and consistency across the system	Key payment changes delivered; further apology and support work underway	Average settlement payments increased to $30,000; top-up payments were introduced; and the Common Payment Framework was implemented. Legislative protections for personal apologies were enacted, with further work on personal apologies and consistent support continuing in 2026/27.
Objective Two: Timely resolution of redress claims	Settlement target exceeded; demand pressure continues	Agencies made 1,718 settlement offers, exceeding the annual target of 1,550 by 168 offers, or around 11%. They also streamlined assessment processes so decisions focus on abuse and neglect. Claims on hand continued to increase as new claims were received at a higher rate than anticipated.
Objective Three: Improving access to and navigation of redress services	Core access arrangements delivered; further integration underway	Common policies were finalised and published progressively; a standard application form and integrated operating model were completed; and the State redress service was readied for its 5 August 2026 launch, giving survivors one clear entry point to the redress system.

Objective Four: Increase trust and confidence in the redress system	Legislative and design milestones delivered; implementation underway	The Redress System for Abuse in Care Act 2026 received Royal Assent; the Honourable Paul Davison was appointed as the independent Redress Officer; key settings for the independent review function were agreed; and system-wide public reporting continued.

Year-end performance at a glance

- We received 3,517 new eligible claims. 1,717 claims were closed and 1,718 settlement offers were made during 2025/26.
- The annual target of 1,550 settlement offers was exceeded by 168 offers, or around 11%.
- We have 6,654 claims on hand as at 30 June 2026. This is a significant increase from the 4,344 we had at had last year.
- We received 4,919 top-up registrations from 9 May 2025 to 30 June 2026. 2,558 were confirmed eligible and 2,339 payments were made.
- Across 2025/26, the agencies included in care-record reporting received 2,141 requests and resolved 1,701 requests.

Delivery during 2025/26 and revised timing

The Plan anticipated that a broader group of initiatives would be completed by June 2026. Agencies delivered significant initiatives during 2025/26 that enabled survivors to receive increased payments, top-up payments, more consistent payment settings, and streamlined claims processes. However, agencies also needed to balance implementation activity with the significant operational task of assessing claims, making settlement offers and responding to sustained demand.

Remaining work outlined in the Redress roadmap has been reviewed and realigned to reflect survivor redress needs, delivery dependencies and the capacity and capability of agencies. These include the State redress service, independent review function, consistent wellbeing support model, remaining common policies, single-claim approach, legal fees framework and longer-term monitoring arrangements. Timeframes for these initiatives required revised timing because delivery depends on policy, privacy, information-sharing, operational and technology work across agencies.

The updated roadmap at Appendix One shows the revised timing and how agencies will continue delivery while further improvements are made to services for survivors.

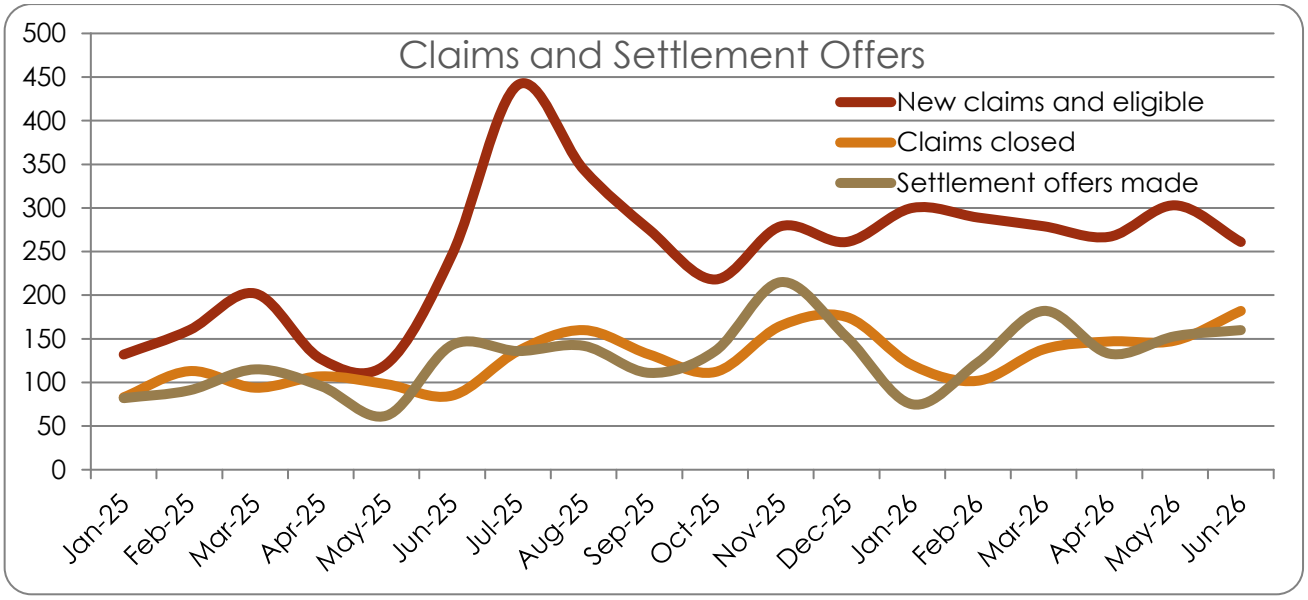
System performance and key data insights for 2025/26

Claim numbers

Demand remained high through the final quarter and across 2025/26. From April to June 2026, agencies recorded 831 new eligible claims, made 446 settlement offers and closed 477 claims. Across the full year, agencies received 3,517 new eligible claims, made 1,718 settlement offers and closed 1,717 claims.

The following chart illustrates key monthly statistics across the financial year: the number of new eligible claims received, settlement offers made, and total claims closed.[1]

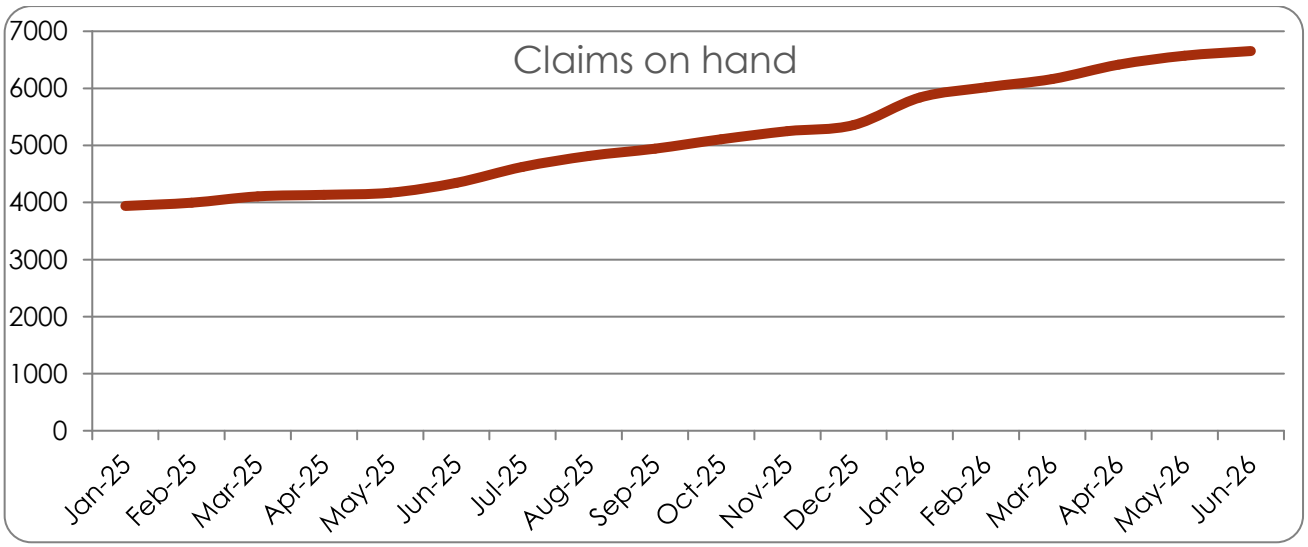
[1] For Ministry of Health – Only data from October 25 to June 26 is included for *Claims Closed*. Settlement-offer figures reflect the latest data provided by redress agencies, including retrospective corrections.



Across 2025/26, demand remained high but varied by quarter. New eligible claims were highest in Quarter 1 at 1,060 following the Government's redress announcements in May 2025. New eligible claims then reduced to 758 in Quarter 2, increased to 868 in Quarter 3 and eased to 831 in Quarter 4. Settlement offers were highest in Quarter 2 at 503, reduced to 380 in Quarter 3 as agencies implemented the Common Payment Framework, and increased to 446 in Quarter 4.

Settlement offers increased across Quarter 4, rising from 133 in April to 160 in June. The 1,718 offers made across 2025/26 exceeded the annual target of 1,550 by 168 offers, or around 11%, demonstrating increased settlement activity over the year.

The following chart illustrates eligible claims on hand at month end across redress agencies.[2]



Claims on hand remained high during Quarter 4, increasing from 6,163 at the end of March to 6,654 at the end of June 2026. This represents an increase of 491 claims, or around 8%.

This indicates that, despite the increase in settlement activity during 2025/26, claims were received at a higher rate than anticipated and more survivors came forward than the system could resolve within the year. Claims on hand increased from 5,357 at the end of December 2025 to 6,654 at the

[2] For the Ministry of Health, data from October 2025 onwards is included.

end of June 2026, an increase of around 24%. This growing volume is a significant pressure for the system and agencies recognise that longer wait times affect survivors and their wellbeing.

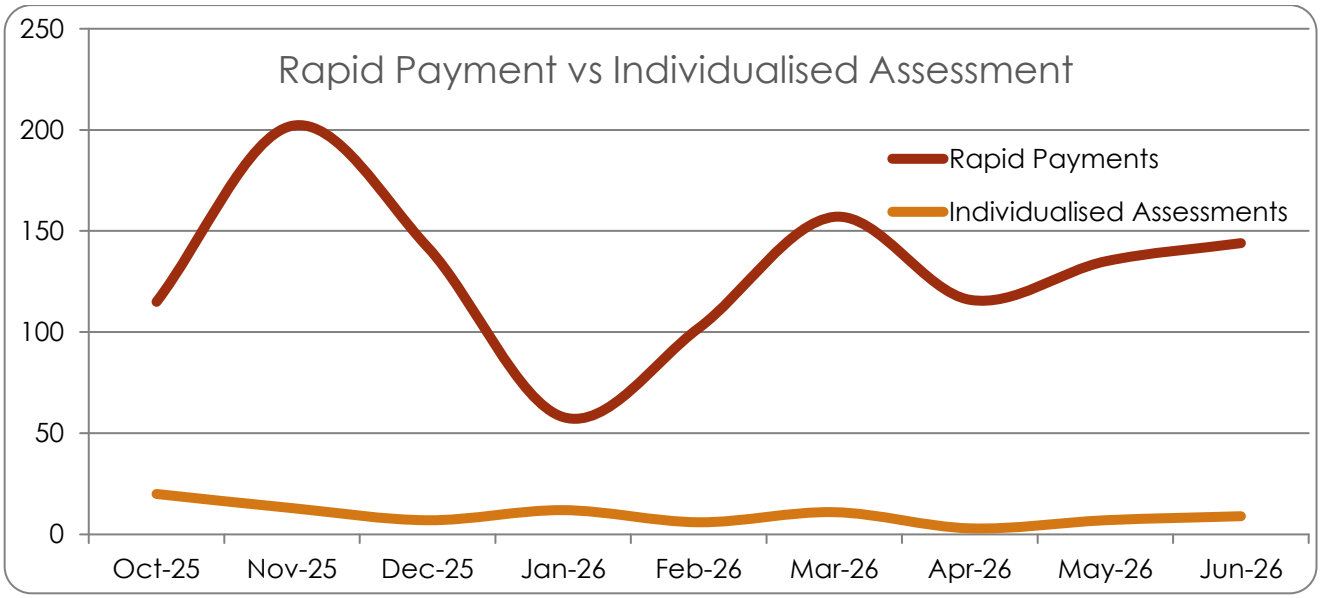
Rapid Payment and Individual Assessment split

During Quarter 4, the Ministry of Social Development and the Ministry of Education made most settlement offers through rapid payment pathways, with individualised assessments used where needed.

Rapid payments accounted for around 96% of Ministry of Social Development settlement offers and around 86% of Ministry of Education settlement offers in the quarter.

From October 2025 to June 2026, rapid payments accounted for 93% of settlement offers reported by the two agencies.

The following chart shows the split between rapid payments and individualised assessments reported by the two agencies.



Survivor feedback: Claims

Redress agencies continued to receive mostly positive feedback from survivors during Quarter 4 about their experience of engaging with agencies, particularly in relation to the respect, care and understanding shown by staff.

Feedback received in Quarter 4 highlighted that survivors valued clear communication, being listened to, and being kept informed throughout the claims process. Survivors engaging with wellbeing support also described feeling respected, heard and supported, and noted the positive impact of the support received.

There were also some areas for improvement identified, including the consistency and timeliness of communication and the duration of wellbeing support. Overall, the feedback received in Quarter 4 remained predominantly positive.

Care records

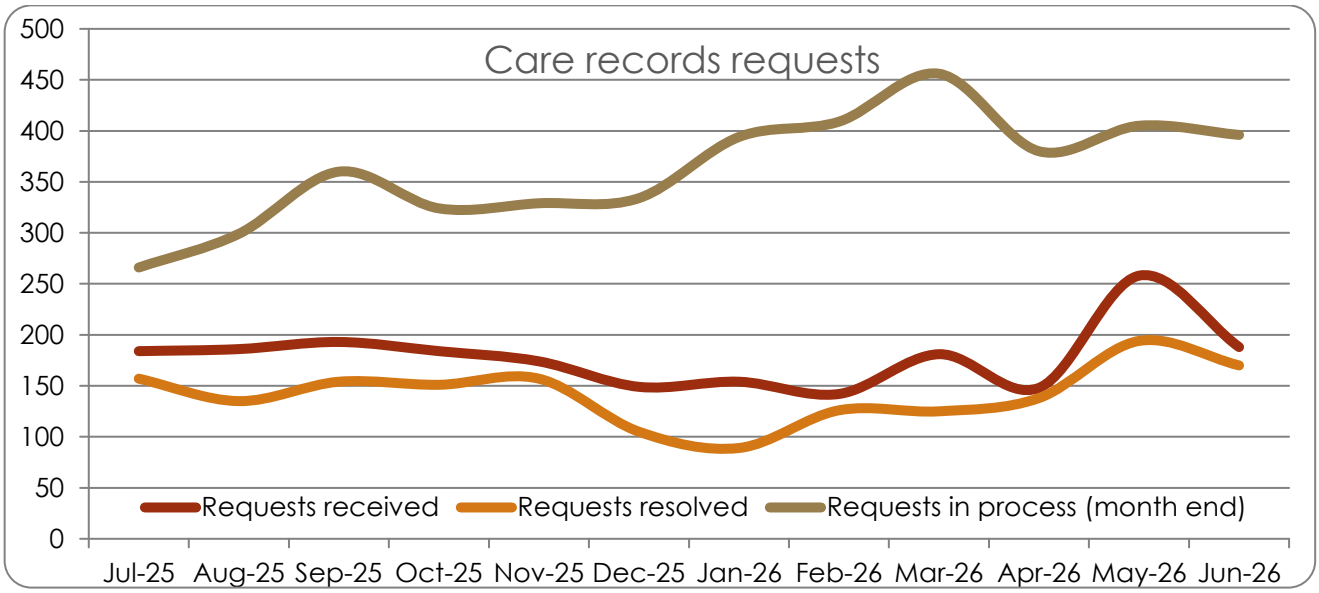
For many survivors, receiving their care records remains an important part of their redress journey. Responding to requests for records in a timely and consistent way continues to be an important focus for agencies.

During Quarter 4 (April to June 2026):

- 594 new requests for care records were received
- 502 requests were fulfilled within the quarter
- 396 requests were still in progress at the end of June 2026.

Across 2025/26, agencies received 2,141 care record requests and resolved 1,701 requests. Quarterly demand was highest in Quarter 4, while the number of requests resolved also increased from 340 in Quarter 3 to 502 in Quarter 4.

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).[3]



Care record activity increased during Quarter 4. Compared with Quarter 3, the number of requests received increased from 477 to 594, while the number resolved increased from 340 to 502. Requests remaining in process reduced from 456 at the end of March to 396 at the end of June 2026. This remains an important focus, as timely access to records is a key part of many survivors' redress journeys.

Progress against the Redress Implementation Plan

The Plan sets out the improvements required to build a more consistent, transparent and survivor-focused redress system. During 2025/26, agencies prioritised initiatives that could provide more immediate support and services to survivors, while sequencing some policy, operational and system changes for later delivery in 2026/27.

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

During 2025/26, agencies increased average settlement payments, introduced top-up payments, implemented the Common Payment Framework and streamlined assessment settings by removing consideration of practice failures. In parallel, agencies progressed work on more consistent support

[3] Historical figures for Ministry of Education have been adjusted to improve comparability with other agencies. Ministry of Education has previously operated two pathways for survivors seeking care records, either through a personal record search or a Privacy Act request. To align with the broader reporting approach, the series now reflects Privacy Act requests only.

arrangements and legislative protections for meaningful personal apologies. Work in 2026/27 will focus on embedding these changes and completing the remaining policy and operational work.

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 Act 2026 (the Act) was passed in June 2026. The Act establishes legislative protections that enable State redress agencies to offer more meaningful apologies to survivors of abuse in State care.

The legislation provides 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. Further work is to occur during 2026/27 on how agencies can use this improvement to provide more fulsome apologies.

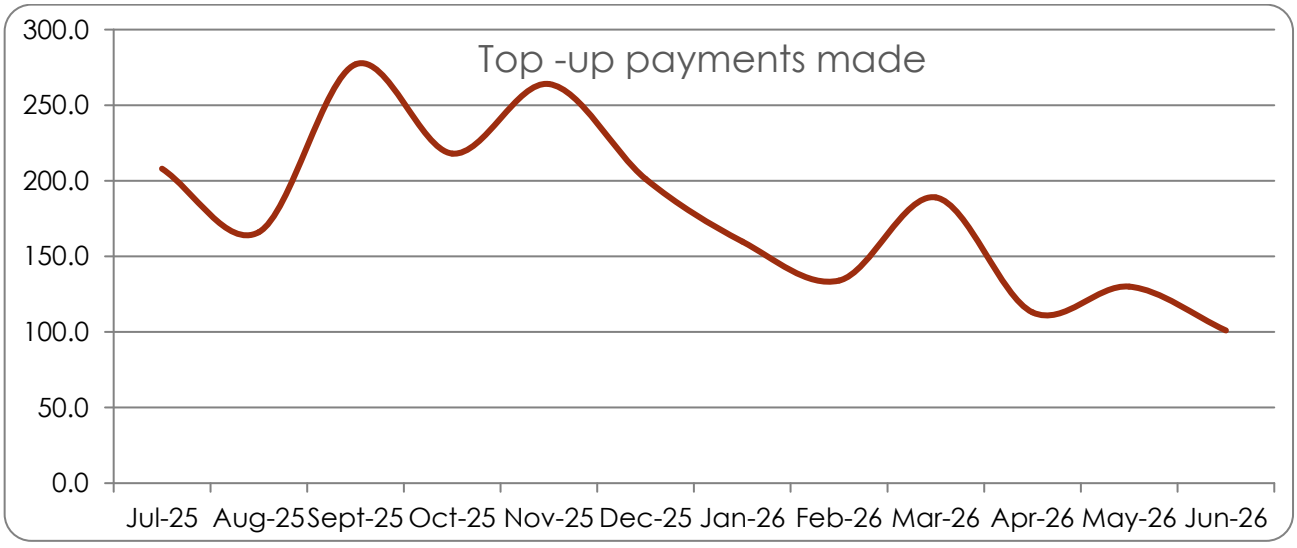
Top-up payments for survivors with closed claims

Top-up payments were introduced on 9 May 2025 for survivors who had previously received a redress payment. The process is simple and does not require reassessment of closed claims.

From the introduction of top-up payments to 30 June 2026, agencies received 4,919 registrations, confirmed 2,558 registrations as eligible, and made 2,339 payments.

Delivery continued during Quarter 4. Between April and June 2026, registrations increased from 4,510 to 4,919, while confirmed eligible registrations increased from 2,378 to 2,558. At the end of June, 70 registrations were awaiting eligibility confirmation, with the remaining registrations assessed as not eligible under the top-up eligibility criteria.

Agencies made 344 top-up payments during Quarter 4: 113 in April, 130 in May and 101 in June. This increased the cumulative number of payments from 1,995 at the end of March to 2,339 at the end of June 2026.



These trends indicate that survivors continued to register for and receive top-up payments during Quarter 4. However, activity has gradually reduced from the higher levels recorded between September and November 2025, suggesting that demand is beginning to wind down as the programme matures. Agencies will now begin considering next steps for proactively engaging with survivors who may be eligible but have not yet registered for a top-up payment.

Consistent support offerings

The interim consistent support service continued to provide access to support for survivors with eligible claims. Uptake was limited during the year, with referrals received through the Ministry of Health.

Initial findings highlighted the importance of personalised navigation, coordinated handovers between services, flexible support options and timely access to providers.

Ongoing design work for a consistent support model is underway, with a focus on how support can be delivered consistently across agencies while recognising that the funding available is intended to address survivor needs and gaps experienced as they engage with the redress process.

Other agencies continued to provide wellbeing support through their existing approaches while the longer-term model was developed.

The next phase of design and implementation will focus on the operational policy context and ensuring agencies have the resources needed to deliver a consistent service.

Increased settlement payments [Completed]

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.

This objective has now been fully implemented. 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 Common Payment Framework has now been implemented, which includes the increased payments, and these increases have also been incorporated into the Ministry of Social Development and Ministry of Education's rapid payment frameworks.

Common Payment Framework [Completed]

The Common Payment Framework was developed to provide 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, which has a $30,000 average payment, was implemented on 27 January 2026 by all current redress agencies to determine settlement payments offered to survivors following the completion of their individualised assessment.

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

Objective Two: Timely resolution of redress claims

This objective focuses on improving the timeliness and efficiency of redress processes, recognising that delays can affect survivor wellbeing and confidence in the system. Demand remained high throughout 2025/26, and some survivors continue to experience long wait times.

Agencies exceeded the annual settlement-offer target and completed the planned change to remove consideration of practice failures where they did not contribute directly to abuse or neglect. During 2025/26, agencies progressed changes to support more timely resolution of claims, while continued growth in claims on hand highlighted the need for further improvements in 2026/27.

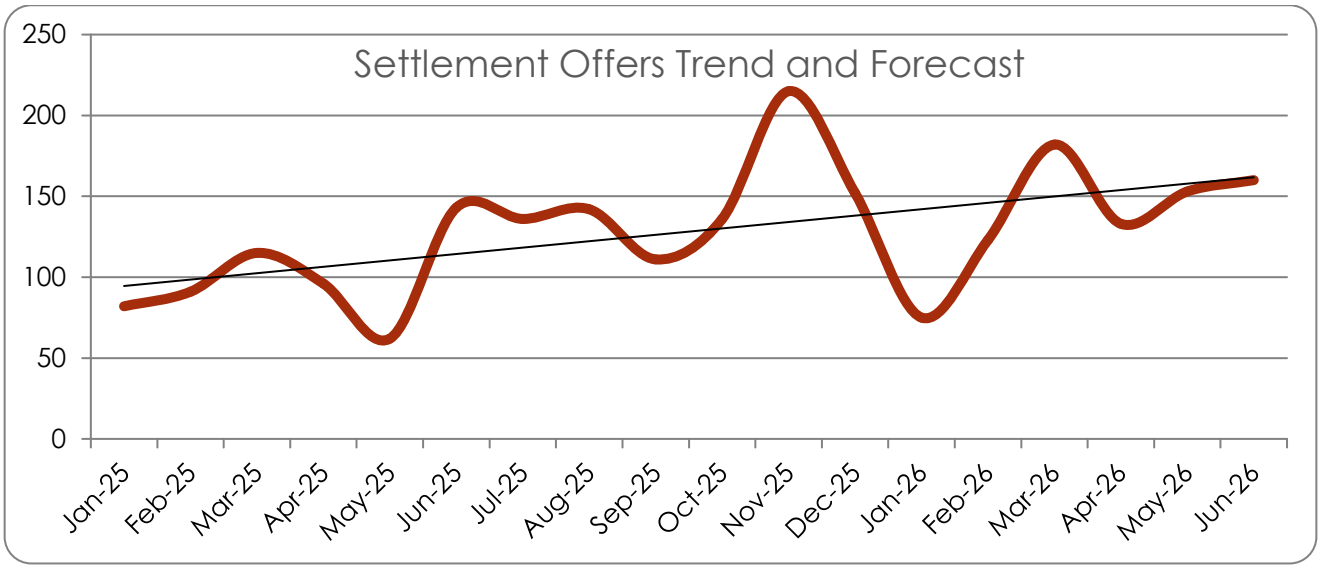
Increase in system capacity

Redress agencies made 1,718 settlement offers during 2025/26. This exceeded the target of 1,550 settlement offers by 168 offers, or around 11%.

The average monthly rate increased from 130 offers in Quarter 1 to 168 in Quarter 2, before reducing to 127 in Quarter 3 as agencies implemented and began embedding the Common Payment Framework. The average monthly rate increased to around 149 offers per month in Quarter 4, with agencies completing 446 settlement offers during the quarter.

However, more survivors came forward than anticipated, and claims on hand rose from 4,344 at 30 June 2025 to 6,654 at 30 June 2026, an increase of 2,310 claims, or around 53%. Agencies recognise the impact that longer waits can have on survivors.

Overall, the data shows that system capacity increased during 2025/26 and the annual target was exceeded. However, the significant growth in claims on hand shows that higher-than-anticipated demand continued to outpace the number of claims resolved during the year.



Streamline assessment processes – removal of practice failures [Completed]

Redress agencies streamlined assessment processes by focusing on allegations of abuse and neglect. Practice failures are now assessed only where they contribute directly to abuse or neglect.

These changes were implemented alongside the Common Payment Framework on 27 January 2026. Sequencing the assessment and payment changes together supported a more consistent approach across agencies and established a foundation for more timely decision-making.

Objective Three: Improving access to and navigation of redress services

This objective focuses on making redress services simpler and easier for survivors to access and navigate. Survivors can face complex and fragmented processes across agencies, including having to approach multiple agencies and repeat information about their experiences.

During 2025/26, work progressed on a single-entry point and a more coordinated, system-wide response. This included developing common policies and processes and progressing the integration of Te Puni Kōkiri and Corrections claims into the broader redress system. This work will continue in 2026/27 to improve consistency and provide survivors with a more joined-up experience.

Joined-up redress system with one set of common policies

During 2025/26, agencies progressed a common set of policies to support a more joined-up, accessible and consistent State redress system. The work was sequenced so that policies needed to support immediate improvements for survivors were prioritised first, including those supporting the Common Payment Framework and the development of the State redress service.

Several common policies were completed and published on the State Redress New Zealand website during the year. Work on the remaining policies will continue in 2026/27, with policies published progressively as they are finalised. Together, these policies will provide clearer and more consistent guidance for survivors and agencies about how redress services are delivered across the system.

Integrated operating model and single entry point

During 2025/26, agencies developed the integrated operating model and single-entry point, now known as the State redress service. The service is intended to give survivors one clear way to enter and navigate the State redress system, reducing the need to identify and approach the relevant agency themselves. It also provides a consistent process for registering claims and directing them to the appropriate redress agency.

During Quarter 4, agencies focused on finalising the service design and completing the privacy, information-sharing and operational arrangements required for implementation. The State redress service was scheduled to go live on 5 August 2026. Through this service, survivors would be able to make a claim through the State Redress New Zealand website using an electronic form using an electronic form, or submit a registration by email or post. Survivors would also be able to contact the service by phone or email with questions and access information about wellbeing support.

Work during 2026/27 will focus on embedding the service, monitoring activity through its contact channels, improving supporting technology and progressively integrating additional agency claim pathways. The decision to extend the State redress system to survivors abused in State-run mental health facilities between 1 July 1993 and 2022 has also been incorporated into the operating model.

Simple application process

A standard application form was completed during 2025/26 as a key document for registering a claim through the State redress service. The form will enable survivors to provide enough information for redress agencies to assess eligibility. This form will be available through an online portal on the State Redress New Zealand website as part of the State redress service launch.

Integration of Te Puni Kōkiri and Corrections claims

During 2025/26, Te Puni Kōkiri and the Department of Corrections confirmed their eligibility criteria and commenced development of the assessment and operating arrangements needed to integrate their claims into the wider redress system.

The work undertaken to date has been sequenced alongside development of the State redress service so these pathways can be integrated into the wider operating model.
The eligibility criteria were published on the State Redress New Zealand website in June 2026, with further work on the assessment and operating arrangements continuing during 2026/27.

One redress claim for each survivor

During 2025/26, agencies developed an approach for responding to claims involving multiple agencies or care settings, with the aim of providing each survivor with a single, joined-up response. During Quarter 4, this work continued to advance, with Ministerial approval anticipated in the first part of the 2026/27 financial year and implementation soon after.

Common legal framework

During Quarter 4, work continued on developing a common framework to guide the approach to legal fees across redress agencies, aiming to establish consistent and transparent parameters for the support available to survivors. This work will continue into 2026/27, allowing time for engagement with relevant legal stakeholders on the draft framework before it is finalised and approved by Ministers.

Objective Four: Increase trust and confidence in the redress system

This objective focuses on strengthening transparency, accountability and confidence in the redress system.

During 2025/26, work progressed on an independent review function for survivors who wish to have the response to their claim reconsidered, system-wide monitoring and public reporting, and the appointment of an independent Redress Officer. Together, these initiatives aim to strengthen survivor voice and provide greater assurance about the fairness and consistency of the redress system.

The following section outlines progress on the deliverables under this objective during Quarter 4 and across 2025/26.

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

Work continued in Quarter 4 to design an independent review function that will enable survivors who are unhappy with the response to their claim to seek an independent review. In June, decisions were made on key policy settings for the review function. These confirmed that the function will:

- issue non-binding recommendations that agencies must consider
- review both the process and outcomes of claim decisions, including settlement offers
- confirm that the initial offer will stand if a review recommends a lower offer
- publish anonymised analysis of review outcomes and trends.

Further work is now progressing on design and implementation of the function.

The function will operate independently of redress agencies and will provide assurance that individual settlement offers have been determined consistently in line with the Common Payment Framework. The independent review function is scheduled to go live later in 2026.

The Redress System Monitoring and Reporting Framework

During 2025/26, the Crown Response Office maintained system-wide reporting while developing a longer-term monitoring and reporting framework. This work was sequenced alongside the wider system reforms so future measures can reflect the Common Payment Framework, the State redress service and other new operating arrangements once they are established.

Further work in 2026/27 will expand measures and key performance indicators, develop a more consistent approach to capturing survivor feedback and strengthen programme-level measures of system performance and change. Weekly reporting on activity through the State redress service will support leadership oversight during the initial implementation period and help agencies monitor whether the service has appropriate capacity.

Process for applications from survivors with serious violent and sexual offences

During the reporting period, the Redress System for Abuse in Care Act 2026 received Royal Assent. The Act establishes a presumption against financial redress for survivors convicted of certain serious violent and sexual offences who received a sentence of five years or more. At 30 June 2026, the provisions relating to this presumption were due to come into force on 1 August 2026. The Act also provides an exemption pathway, allowing the Redress Officer to determine that financial redress may be paid where applying the presumption would be unjust.

The Act establishes the role of the independent Redress Officer, who is responsible for considering applications from survivors subject to the presumption, including exemption applications. The Honourable Paul Davison has been appointed to this role.

The Crown Response Office is transitioning the interim process introduced in May 2025 into an established process under the Act, administered by a specialised assessment unit. The unit will complete serious-offender checks, manage referrals and exemption applications under the Act, and provide administrative support to the Redress Officer.

This will establish an ongoing operating model for identifying and managing applications from survivors subject to the presumption, including applications for an exemption.

Appendix One: Updated Redress Roadmap 2025/28

Updated Redress Roadmap 2025/28 (August 2026)

Initiatives	Deliverables	2025			2026				2027				2028			
		APRIL – JUNE	JUL – SEP	OCT – DEC	JAN – MAR	APRIL – JUNE	JUL – SEP	OCT – DEC	JAN – MAR	APRIL – JUNE	JUL – SEP	OCT – DEC	JAN – MAR	APRIL – JUNE	JUL – SEP	OCT – DEC
OBJECTIVE ONE: Improve redress offerings and increase alignment and consistency across the system																
Improve personal apologies	• A common apologies policy for the State redress system which delivers on Cabinet's agreed purpose and explains how the personal apologies process is responsive to survivor needs • Apology legislative change to support redress agencies to make more meaningful personal apologies		■	■	■	■	■	■	■	■	■	■				
Increase settlement payments	• Process in place to increase settlement payments to survivors to reflect the new system average of $30,000	■	■	■	■	✓										
Common payment framework	• A transparent framework to guide decision making on the amount of individual financial offers for all State redress agencies • Provide assurance around consistent application of the framework across redress agencies		■	■	■	✓										
Top-up payments for survivors with closed claims	• A process for survivors with closed claims to receive top-up payments	■	■	■	■	■	■	■	■	■	■	■				
Consistent support offering	• A consistent approach to support offerings for survivors engaging in the redress process offered by all redress agencies • Incorporate survivor feedback, including feedback from the Ministerial Advisory Group and the Survivor Experiences Service, in the development and delivery of support offerings		■	■	■	■	■	■	■							
OBJECTIVE TWO: Timely resolution of Redress claims																
Streamline assessment processes and remove practice failures	• Changes to Ministries of Social Development and Education assessment processes to focus on allegations of abuse and neglect, including practice failures by staff that led to abuse or neglect occurring • Discontinue assessment of allegations of failures by staff that did not lead to abuse or neglect		■	■	■	✓										
Increase in system capacity	• Complete a minimum of 1550 settlement offers made in 2025/26 • Complete a minimum of 2000 settlement offers made in 2026/27 • Complete a minimum of 2150 settlement offers made in 2027/28 • Increase the capacity of the system to provide survivors with timely access to their care records		■	■	■	■	✓		■	■	■					
OBJECTIVE THREE: Improving access to navigation of redress services																
Joined up Redress system with one set of common policies	• A joined up and consistent approach to deliver redress, underpinned by a single set of policies • Clear explanations that identify where differences remain and the rationale for these		■	■	■	■	■	■	■	■	■	■				
Integrated operating model and single-entry point to State Redress system	• Single redress system website for survivors accessing redress • A single redress management system that supports a joined-up approach to responding to redress claims and monitoring the system whilst managing individuals' privacy • Information sharing agreements to support delivering of a joined-up redress system whilst appropriately managing individuals' privacy • A single team, with a single phoneline and email, to support survivors seeking to register a claim and answer questions about the redress process • New integrated operating model that supports joined-up service delivery		■	■	■	■										
Simple application process	• Consistent tools and guidance to support survivors to register for redress		■	■	■	■										
Integration of Te Puni Kōkiri and Corrections claims	• Approach to assessing and responding to a small number of claims made to Te Puni Kōkiri and Corrections • Agency roles and responsibilities confirmed			■	■	■	■									
One point of contact and one redress claim for each survivor	• Processes for the identification and management of redress for survivors who have had care experiences involving multiple agencies, including clear roles and responsibilities • Agreed approach to develop settlement offers for claims involving multiple agencies		■	■	■	■	■	■	■	■	■	■				
Common legal framework	• A framework with clear and consistent parameters around what legal costs will be covered by the Crown				■	■	■	■								
OBJECTIVE FOUR: Increase trust and confidence in the redress system																
Independent review function for survivors who are unhappy with redress payments offered	• A new independent review function outside of redress agencies where survivors who are unhappy with the outcome of their claim can seek a review before accepting a settlement offer			■	■	■	■	■								
Common monitoring & reporting framework	• A common performance and reporting framework, incorporating survivor insights on their experience seeking redress			■	■	■	■	■	■	■	■	■				
Independent Redress Officer to consider redress for survivors with convictions for serious violence and sexual offences	• A process to identify and prevent a financial payment for redress for abuse and neglect in State care to survivors with serious violent and sexual offences unless a decision is made by an independent decision maker that making such a payment would not bring the redress system into disrepute		■	■	■	■										
Review of system changes in 2027	• Independent review of the impact of the system changes outlined in this plan										■	■	■	■	■	■

✓ Completed