

The Treasury

Budget 2026 Information Release

September 2026

This document has been proactively released and is available on:

- The Budget website from September 2026 to May 2027 only at: <https://budget.govt.nz/information-release/2026>, and on
- The Treasury website from later in 2026 at: <https://www.treasury.govt.nz/publications/budgets/budget-2026-information-release>

Information Withheld

Some parts of this information release would not be appropriate to release and, if requested, would be withheld under the Official Information Act 1982 (the Act).

Where this is the case, the relevant sections of the Act that would apply have been identified.

Where information has been withheld, no public interest has been identified that would outweigh the reasons for withholding it.

Key to sections of the Act under which information has been withheld:

- [1] 6(a) - to avoid prejudice to the security or defence of New Zealand or the international relations of the government
- [2] 6(b)(i) - to avoid prejudice the entrusting of information to the Government of New Zealand on a basis of confidence by the Government of any other country or any agency of such a Government
- [4] 6(c) - to avoid prejudice to the maintenance of the law, including the prevention, investigation, and detection of offences, and the right to a fair trial
- [7] 6(e)(ii) - to prevent serious damage to the economy of New Zealand by disclosing prematurely decisions to change or continue government economic or financial policies relating to the regulation of banking or credit
- [12] 7(a)(i) - to avoid prejudice to the security or defence of the self-governing State of the Cook Islands
- [13] 7(a)(ii) - to avoid prejudice to the security or defence of the self-governing State of Niue
- [14] 7(a)(iii) - to avoid prejudice to the security or defence of Tokelau
- [15] 7(a)(iv) - to avoid prejudice to the security or defence of the Ross Dependency
- [23] 9(2)(a) - to protect the privacy of natural persons, including deceased people
- [25] 9(2)(b)(ii) - to protect the commercial position of the person who supplied the information or who is the subject of the information
- [26] 9(2)(ba)(i) - to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely to prejudice the supply of similar information, or information from the same source, and it is in the public interest that such information should continue to be supplied
- [27] 9(2)(ba)(ii) - to protect information which is subject to an obligation of confidence or which any person has been or could be compelled to provide under the authority of any enactment, where the making available of the information would be likely otherwise to damage the public interest

- [31] 9(2)(f)(ii) - to maintain the current constitutional conventions protecting collective and individual ministerial responsibility
- [33] 9(2)(f)(iv) - to maintain the current constitutional conventions protecting the confidentiality of advice tendered by ministers and officials
- [34] 9(2)(g)(i) - to maintain the effective conduct of public affairs through the free and frank expression of opinions
- [35] 9(2)(g)(ii) - to maintain the effective conduct of public affairs through protecting ministers, members of government organisations, officers and employees from improper pressure or harassment;
- [36] 9(2)(h) - to maintain legal professional privilege
- [37] 9(2)(i) - to enable the Crown to carry out commercial activities without disadvantage or prejudice
- [38] 9(2)(j) - to enable the Crown to negotiate without disadvantage or prejudice
- [39] 9(2)(k) - to prevent the disclosure of official information for improper gain or improper advantage
- [40] 18(c)(i) - that the making available of the information requested would be contrary to the provisions of a specified enactment
- [41] 18(d) - information requested is or will soon be publicly available

Where information has been withheld, a numbered reference to the applicable section of the Act has been made, as listed above. For example, a [23] appearing where information has been withheld in a release document refers to section 9(2)(a).

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4 November 2025

Hon Simeon Brown
Minister of Health
Parliament Buildings

Dear Simeon

Budget 2026 is taking place in a tight fiscal environment and global uncertainty and therefore, it is crucial that we continue to maintain fiscal discipline to achieve a better future for New Zealand.

On 29 September, we collectively agreed at Cabinet that Budget 2026 will progress the Government's overarching goals in the following way [CAB-25-MIN-0340 refers]:

- Most agencies and Ministers will need to manage cost pressures and other commitments within existing baselines
- There will be limited funding for new initiatives and cost pressures, with a focus on meeting outstanding coalition commitments, and
- Sufficient savings will need to be identified to fund the above priorities within or below the net \$2.4 billion operating allowance.

Following Cabinet, Budget Ministers have met and agreed on which initiatives to invite into Budget 2026. I am writing to you to outline the initiatives you have been invited to submit.

Envelope – Operating

You are invited to submit spending initiatives (including operating expenditure associated with capital initiatives) within an operating expenditure envelope for Budget 2026 (see Annex A). The envelope should prioritise coalition commitments and funding necessary to maintain critical service delivery. An envelope does not constitute a guarantee of funding at any particular level.

This is a net envelope (i.e. spending less reprioritisation and savings options). As the Minister of an envelope agency, you have not been set a baseline reduction target. However, Budget Ministers expect you to identify credible reprioritisation options as part of your submission. You should submit these as individual savings initiatives to give full visibility to Budget Ministers on trade-offs and options.

When developing reprioritisation options, we would like you to consider options that align with the guidance we are setting for other Ministers delivering baseline reductions in support of wider public sector reforms. This guidance can be found below. We expect that the envelopes in future years will be constrained, reflecting this programme of reform.

There may be opportunities to apply the Government's social investment approach to initiatives submitted for your envelope. Please engage with the Social Investment Agency on initiatives that could be considered in scope.

Envelope – Capital

You are also invited to submit investment initiatives within a capital envelope for Budget 2026. You have flexibility on which initiatives you submit within the envelope. However, I have included a list of initiatives that I would like to see prioritised.

A significant number of agencies had large capital underspends in the last financial year. When developing reprioritisation options, Budget Ministers expect you to consider reprioritising existing funding, and/or consider asset recycling options before seeking new funding. As this is a net envelope, and any savings or asset recycling options you identify can be used to offset expenditure.

Delivering infrastructure in a timely manner is essential for us to deliver on our Going for Growth plan and broader government priorities. Therefore, Budget Ministers intend to only recommend to Cabinet funding initiatives that we are assured can be delivered promptly.

In practice, this means that Budget Ministers will be considering whether – where relevant – Cabinet has agreed to a Detailed Business Case (DBC) or Single Stage Business Case (SSBC) ahead of submission or one is due to be considered by Cabinet before April 2026; and whether a project will start work within twelve months of funding. Where a Cabinet approved DBC or SSBC is not available at the time of initiative submission, we expect that a draft document will be made available at that time instead.

Baseline reductions

Budget Ministers have agreed to a baseline reduction of 2 per cent at Budget 2026 for most agencies. Your agency is exempted from the baseline reduction exercise, and consequently no target has been set. However, we expect all agencies to be engaged in exploring and developing opportunities in support of achieving a more efficient public service.

Notwithstanding this exemption, options identified for savings and reprioritisation should be met from reductions in agencies' costs in the first instance and carefully consider any reductions to services from third-party providers that may impact frontline services.

Further baseline reductions

Beyond the 2026/27 financial year, and this initial baseline reduction, Ministers will need to continue work to achieve lower departmental costs in later years.

This will require effort to, wherever appropriate, adopt modern digital delivery approaches – including the use of AI for more efficient service delivery, combining and streamlining back-office functions across agencies to reduce costs, enhancing workforce productivity rather than increasing personnel numbers, and stopping functions that do not directly improve public service delivery.

The Public Service Commission has initiated a programme of work to support this reform across agencies.

I am considering inviting other baseline reductions in outyears as part of this process, informed by the development of performance plans. The Minister for the Public Service and I will follow up with more detail shortly.

Next steps

The Treasury will be issuing guidance and templates for agencies shortly, which will include more detailed requirements for the Budget 2026 process, including my expectations around departments' personnel expense growth.

I invite you to write to me by Friday, 19 December providing a brief summary of your spending and/or savings submissions. I ask that your agency also submits initiatives into the Treasury's system by 1pm Friday, 19 December.

The contents of this letter are Budget-Sensitive, and a reminder of Budget information security guidelines are annexed to this letter.

Thank you for your continued commitment to getting the Government's books back in order and ensuring spending represents value for money. I look forward to receiving your submissions in December.

Yours Sincerely,



Hon Nicola Willis
Minister of Finance

Cc Hon David Seymour, Associate Minister of Health
 Hon Casey Costello, Associate Minister of Health
 Hon Matt Doocey, Minister for Mental Health, Associate Minister of Health
 Audrey Sonerson, Director-General and Chief Executive, Ministry of Health

Annex A: Budget 2026 Invitations

Health

Operating Envelope

Budget Ministers are inviting you to submit a package of initiatives up to the envelope amount outlined below.

Envelope scenario (\$m operating per annum ¹)	
Amount	Agencies
[37]	Your envelope covers initiatives across the Ministry of Health and Health NZ. Please work with your health colleagues to prioritise initiatives for the envelope.

Your envelope submission should prioritise coalition commitments and funding necessary to maintain critical service delivery.

Spending		
Agency	Title	Conditions
Ministry of Health	Changes to KiwiSaver - Cost Pressure	Given the current pressure on Health NZ's baseline, this initiative should only cover the increased costs for Health NZ but not the other health crown entities or the Ministry of Health (which should be managed within baselines). I expect an option to be presented for the increased cost for covering employees directly employed by Health NZ only, and an option that also covers those contracted to Health NZ. This initiative should only cover the impacts of the changes from 1 April 2026.

¹ Operating per annum is the annual average across the forecast period.

Spending		
Agency	Title	Conditions
Ministry of Health	Government Priorities	Please work with your health Ministerial colleagues to submit your top priority initiatives for Budget 2026 that align with broader Government priorities and coalition commitments. Noting that Cabinet has already pre-committed a significant portion of the Budget 2026 allowance to Health NZ cost pressures, I will apply a very high bar for further funding.

Capital Envelope

Budget Ministers are inviting you to submit packages of initiatives within indicative high, medium and low capital envelope scenarios outlined below.

Envelope scenario (\$m total capital)		
Low	Medium	High
450	750	950

I ask that:

- Submissions are only in relation to high priority, delivery-ready investments in the Health Infrastructure Plan;
- As the Health NZ cost pressure pre-commitment covers the operating costs of new facilities and depreciation, you do not seek further Crown funding for these costs. This is except for capital charge associated with these investments, which should be included in the related cost pressure initiative; and
- A condition attached to all relevant capital investments is that Cabinet has agreed to a Detailed Business Case (DBC) or Single Stage Business Case (SSBC) ahead of submission or one is due to be considered by Cabinet before April 2026. Where a Cabinet approved DBC or SSBC is not available at the time of initiative submission, I expect that a draft document will be made available at that time instead.

Capital Investments		
Agency	Title	Conditions
Ministry of Health	Digital Infrastructure Plan	Given the split between operating and capital funding is currently uncertain for this initiative, it is at your discretion as to whether you seek funding for it via the operating and/or capital envelopes outlined above. I expect you to trade-off investments in the Digital Infrastructure Plan with other priorities within your operating and/or capital envelope scenarios.

The following initiatives are invited outside the operating and capital envelopes.

Initiatives outside the envelope		
Agency	Title	Conditions
Ministry of Health	Health Sector Capital Charge Requirements	Please ensure this initiative includes: • an estimate of the unfunded capital charge requirement for Health NZ, and a summary of the assets subject to the capital charge; • an update on the capital charge requirements of the other Health entities; and • the cost of capital charge associated with the new initiatives proposed in the Health Capital envelope.

Initiatives outside the envelope		
Agency	Title	Conditions
Ministry of Health	Pharmac	Please ensure officials from the Ministry of Health, Pharmac and Health NZ work, in consultation with Treasury officials, to develop a framework with specific detail on if and how: • this pharmaceutical funding could result in tangible savings or avoided future cost pressures in other areas of health system spend; • these savings could be used to offset the CPB uplift in practice, and possible implications for the Pharmac model: and • realisation of these savings could be monitored.

Annex B: Information security guidelines

Agencies providing advice to the Government in the interests of the New Zealand economy have the responsibility to ensure that information passing through their hands is actively managed in line with the sensitivity of the content, and complies with both the Protective Security Requirements (PSR) and the New Zealand Information Security Manual (NZISM). Improper exposure of Budget information impacts on the Government of the day, the political process, and departments.

It is the responsibility of agencies to ensure that they have designed sufficient processes to manage the handling of BUDGET-SENSITIVE information.

Correctly classifying Budget information

Most Budget information should be IN-CONFIDENCE or BUDGET-SENSITIVE. It is important to avoid overclassifying information as classifications can become devalued or ignored if everything is overclassified.

For instance, some information relating to Budget may be more appropriately classified as IN-CONFIDENCE rather than BUDGET-SENSITIVE, such as information on individual initiatives that do not make reference to the overall Budget package, strategy and priorities, and is not otherwise sensitive.

A high-level overview of the difference between the IN-CONFIDENCE and BUDGET- SENSITIVE classifications is provided in the table below.

IN-CONFIDENCE	BUDGET-SENSITIVE
IN-CONFIDENCE classification should be used when the compromise of information is likely to: • prejudice the maintenance of law and order; • impede the effective conduct of government; and • adversely affect the privacy of New Zealand citizens.	The SENSITIVE security classification should be used when the compromise of information is likely to damage New Zealand's interests or endanger the safety of its citizens. For instance, where compromise could: • endanger the safety of any person; • seriously damage the economy of New Zealand by prematurely disclosing decisions to change or continue government economic or financial policies; and • impede government negotiations (including commercial and industrial negotiations).

More information can be found in the following resources:

- Security classifications for policy and privacy information | [Protective Security Requirements](#)
- PSR Guidelines for the Protection of Official Information: [PSR Classification Quick Guides](#)