The Treasury

Budget 2024 Information Release

September 2024

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- [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
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- [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

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Treasury Report: Initiative-level information for Budget Ministers 4

Date:	2 April 2024	Report No:	T2024/874
		File Number:	BM-2-4-2024

Action sought

	Action sought	Deadline
Hon Nicola Willis Minister of Finance	Indicate your decisions on individual initiatives in Annex 1.	3 April 2024
	indicate your decisions on the outstanding Climate Emergency Response Fund funding as outlined in Annex 3.	

Contact for telephone discussion (if required)

Name	Position	Telepi	hone	1st Contact
Chris Brunt	Senior Analyst, Budget	[39]	[35]	✓
Keiran Kennedy	Manager, Budget		-	

Minister's Office actions (if required)

Return the signe	ned report to Treasury.	
Note any feedback on		
the quality of the report		
the report		

Enclosure: No

Treasury Report: Initiative-level information for Budget Ministers 4

Background and Purpose

- 1. This report provides you with:
 - a responses on initiative level queries you had following advice provided to you over the Easter weekend (T2024/823 refers). These responses are included in Annex 1, which also seeks your decisions on how these initiatives should be treated in the draft BM4 package. It has not been possible to follow up on all outstanding queries in the time available. We will provide another report on this later this week, as we work towards finalising Budget Ministers 4 material on 5 April.
 - b An overview of the workforce implications of the current Budget package with a Vote level breakdown provided in Annex 2.
 - c An overview of remaining and uncommitted Climate Emergency Response Fund (CERF) funding.
- 2. This report has been prepared under tight timeframes and consequently subject to limited to QA. Any follow up can be addressed at Budget Matters on 3 April.

Workforce Implications

- The current Budget 2024 Baseline Savings package for Budget Ministers 4 shows a reduction in FTE of approximately [33] across the core public service and wider 2. public service. This is largely driven by the reduction in back-office FTE in Ministry of Primary Industries, Police, Department of Corrections, Ministry of Social Development and the Ministry of Business, Innovation and Employment (MBIE).
- 3. The current Budget 2024 New Spending and Cost Pressures package includes a mixture of retaining existing FTE and/or hiring new FTE across the core public service and wider public service.
 - [33]

4. While we expect these FTE impacts to materialise, we note that the reductions and increases to FTE numbers are based on agency expectations and may not accurately reflect actual changes following Budget decisions. [33]

PSC continues to monitor agency

FTE changes and forecasting through Quarterly Surveys and will advise you on ongoing changes in the public service ahead of Budget Day.

We consider there is a level of risk around attrition assumptions used by agencies but consider this can be managed

5. A number of agencies have signalled they will manage the net FTE decreases and uninvited cost pressures through attrition, closing vacancies and redundancies. While we do not have visibility of the attrition assumptions used by agencies, there is a risk that this is overstated in the current environment and requires redundancies, which

- may need additional funding. This has been factored into the discount rate across baseline savings to recognise that not all baselines savings will be fully realised.
- 6. To ensure that the need for redundancies to realise savings and manage uninvited cost pressures does not result in out-of-cycle funding requests, we suggest that you make it clear to portfolio Ministers that any additional funding required for redundancies is managed within agency's baselines both in this financial year and going forward.

The Budget 2024 package takes a step towards realising your contractor and consultant spending reduction commitments

- 7. Several agencies have noted that their baseline savings incorporates reduction to back-office functions and contractor and consultant spend in line with your direction for savings at Budget 2024. [33]
 - However, this quantum includes savings in backoffice efficiencies and FTEs so are likely to represent the upper bound of contractor and consultant savings possible through Budget 2024.
- 8. To ensure the Government's target of a reduction of \$400m per annum in contractor and consultant spending across the public service, we suggest that you reiterate to portfolio Ministers your expectations. PSC continues to monitor actual contractor and consultant spending by agencies and will provide further updates to you on your target.

Savings from the Climate Emergency Response Fund

- 9. You have asked for information about uncontracted and uncommitted funding remaining in initiatives funded from the Climate Emergency Response Fund (CERF), and whether this funding is aligned with the Government's priorities. The Treasury has reviewed this funding with a view to identifying further savings. A full overview of the remaining CERF funding is attached as Annex 3.
- 10. Many of the CERF initiatives sit within four key agencies, which affects how any potential savings could be taken forward.
 - a The Treasury requested further information from the **Ministry for Primary Industries** (MPI) as we do not hold agency management data on levels of contracted and uncontracted spend. [33]
 - b A number of initiatives relate to departmental capability for **the Ministry for the Environment** (MFE). MFE has provided detailed information on savings already proposed for these initiatives, and alignment with Government priorities. MFE also indicated that if Ministers do wish to make further savings, it would appreciate an opportunity to provide advice on which activities to target. We have provided this information to the Independent Rapid Reviewer for MFE. [33]
 - but should you wish to make further reductions at Budget 2024, he will identify some candidates to explore. Annex 3 includes an overview of the existing funding and uncontracted amounts. We will reconcile this with the Independent Reviewers report due to you on 3 April 2024 and provide advice at that point on whether further opportunities could be explored for Budget 2024.
 - The Independent Rapid Reviewer for the **Ministry of Business**, **Innovation and Employment** has also been provided with information on previous CERF initiatives and may make recommendations on these. In particular, we have noted in Annex 3, that the initiatives 'Enhancing Energy Resilience for New Zealand Communities through Distributed Renewable Energy' [33]

could yield savings in Budget 2024. As above, we recommend taking these forward through your decisions on the Independent Rapid Review report, due 3 April 2024.

11. Majority of the remaining uncommitted CERF funding is already planned to be returned via agencies baseline reduction submissions. This means options for more CERF savings are limited, and significant further savings are not possible without reconsidering programmes the Government has indicated it wishes to continue (e.g., some parts of Warmer Kiwi Homes which Budget Ministers have already ruled out).

Next Steps

- 12. We are available to discuss this report with you at Budget Matters on the morning of 3 April.
- 13. We will include the decisions you take in this report into the draft Budget Ministers 4 (BM4) slides that we plan to provide to you on 4 April 2024.
- 14. We will provide you with further advice on remaining CERF funding as part of the Independent Rapid Review reports due 3 April 2024.

Recommended Action

We recommend that you:

a indicate your decision regarding the initiatives in Annex 1;

Agree/Disagree

- b **note** we can discuss this advice further with you at Budget Matters on 3 April 2024;
- c **note** the workforce implications of the Budget 2024 package including an overview of by Vote in Annex 2; and
- d **indicate** your decisions on the outstanding Climate Emergency Response Fund funding as outlined in Annex 3, noting that further advice will be provided on the Ministry for the Environment and the Ministry of Business Innovation and Employment, through the Independent Rapid Reviews.

Agree/Disagree

Keiran	Keı	nnedy
Manag	er,	Budget

Hon Nicola	a Willis
Minister o	of Finance

Vote	ID	Title	Follow up question raised		Minister of Finance decision	BM4 pac Treas recomme accepte	sury endation	Variance f packag Less saving savin	e (\$m) gs / (More
			question raised		docision	Average operating p.a.	Total capital	Average operating p.a.	Total capital
Business, Sci	ence and	Innovation							
Business, Science and Innovation	15809	Regional Infrastructure Fund	[33]		Agree to not make further changes to the BM4 package (i.e. keep the initiative as is per BM3). Agree/Disagree. Note that you will receive further advice on policy settings for Regional Infrastructure Fund ahead of Cabinet consideration.	2	400	-	-
Business, Science and Innovation	15610	Economic Development: Auckland Pacific Skills Shift (Alo Vaka) - return of funding	Following advice last week (T2024/823 refers), you sought further information on the Auckland Pacific Skills Shift savings initiative.	The Auckland Pacific Skills Shift programme supports Pacific workers, families, and communities to shift into jobs aligned with the Future of Work strategy. We recommend returning the funding for the programme as it does not align with key government priorities and is not critical or urgent. The key risks in closing Alo Vaka early are relationships with delivery partners for the programme and Pacific communities impacted by the programme, particularly in relation to work-based micro-credential programme components. However, these can be mitigated by MBIE working proactively with partners and communities to identify opportunities to continue the programme outside of the current funding model.	Agree to retain this saving initiative in the BM4 package. Agree/Disagree.	(4.7)	-	-	-
[33]									

Vote	ID	Title	Follow up question raised	Treasury response	Minister of Finance decision	BM4 package if Treasury recommendation accepted (\$m)		Variance from BM3 package (\$m) Less savings / (More savings)	
			question raiseu		decision	Average operating p.a.	Total capital	Average operating p.a.	Total capital
[33]	+			MDIT have provided the following detail according who so the coving a would be realized from within the					
Business, Science and Innovation	15709	Commerce Commission – discretionary savings, return of financial reserves, and new revenue options	At your bilateral meeting with Hon Seymour, you requested that MBIE provide advice on how the Commerce Commission would achieve these savings of [33]	MBIE proposes reducing savings to \$3.437 million per annum, to exclude its Competition, Consumer and Grocery functions from savings.	EITHER: Agree to retain this saving initiative in the BM4 package (<i>Treasury recommended</i>). Agree/Disagree. OR Agree to reduce the savings from Commerce Commission to \$3.437 million per annum (<i>MBIE recommended</i>). Agree/Disagree.	[33]		-	-

Vote	ID	Title	Follow up			Minister of Finance decision	BM4 package if Treasury recommendation accepted (\$m)		Variance from BM3 package (\$m) Less savings / (More savings)		
			4				Average operating p.a.	Total capital	Average operating p.a.	Total capital	
				The total savings for this initiative consist of savings from the following areas:							
				Operating expense category	Savings (\$m						
				Departmental Output Expenses	average per annum						
				Policy Advice and Related Services to Ministers MCA - Science, Innovation & Technology	1.100						
				Digital Technologies Industry Transformation Plan MCA - Delivery and Management of Digital Technologies Industry Transformation Plan	0.250						
			Following advice	Wellington Science City Operating expenses	0.850						
		Science,	last week	Non-Departmental Output Expenses							
Business,		Innovation &	(T2024/823 refers), you	National Science Challenges	43.345	Note the itemised					
Science and Innovation	15786	portfolio: fiscal so	portfolio: fiscal	sought an itemised	Strategic Science Investment Fund MCA - Strategic Science Investment Fund - Programmes	4.438	breakdown of the initiative.	92.4	533.5	-	-
	savings	breakdown of	Endeavour Fund, Health Research Fund, Marsden Fund	4.438							
			this initiative.	R&D Project Grant 2023-2028 (MYA Expense)	0.500						
				Targeted Business Research and Development Funding MCA – Student Grant	0.750						
				Non-Departmental Other Expenses							
				In-year payments fair value write-down and impairment (MYA Expense)	36.750						
				Total (\$m)	92.420	0					
				Capital expense category							
				In-year payments loans (MYA expense)	533.500	<u>. </u>					
Corrections											
						EITHER:					
			You asked for advice on	It is possible for the savings to be scaled such that they exclude savings from Hikited savings by \$12 million per annum.	a. This would reduce the	Agree to retain this initiative in the package as					
		Corrections	whether these	We understand these savings relate to scaling back the culturally enhanced mental l	nealth and addictions	is.					
Corrections	15477	Service Delivery Optimisation	savings could be scaled so	service planned for the Waikeria Redevelopment, to instead align with services currently provided at Intensive Supervision Units. On the basis that Corrections was comfortable with this option, we supported		Agree/Disagree. OR	(29.1)	-	12.0		
		and Scaling	support for the Hikitea mental	the initiative in full.	, , , , , , , , , , , , , , , , , , , ,	Agree to reduce these					
			health service is retained.	However, if retaining full funding for Hikitea is desired, we recommend scaling reduc million per annum.	ng this initiative by \$12	savings for the BM4 package.					
						Agree/Disagree.					
Defence Forc	e	1	ı			<u> </u>	I				
			Following a								
Defence Force	16086	Services to veterans – ensuring effective and timely delivery	request from the Minister for Veterans' Affairs, you invited this as a late initiative for Budget 2024. We have now	We recommend funding this initiative at a scaled amount (which was proposed in the Minister for Veterans' Affairs). Any further funding can be considered as a cost press budgets.		Agree to include this initiative in the BM4 package. Agree/Disagree.	1.0	-	1.0		
Force	e 16086 ensuring you i effective and as a timely delivery for B	as a late initiative for Budget 2024.	, , ,	uie at DZ3 Oi ialei	, •	1.0	-	1.	.0		

Vote			Follow up question raised	Treasury response	Minister of Finance decision	BM4 pad Treas recomme accepte	sury endation	Variance f packag Less savin savir	e (\$m) gs / (More
			question raiseu		decision	Average operating p.a.	Total capital	Average operating p.a.	Total capital
Defence Force	15544	Non-Operational (Back-office) functions including contractors and consultants savings'	As part of T2024/823, you indicated that you wanted to remove the initiatives referred to by Hon Collins in her later dated 28 March from the BM4 package.	Part of this initiative relates to $^{(33]}$ You wish to remove this sub-component from the package to address concerns raised by the Minister of Defence. This reduces the savings by $^{[33]}$ over the forecast period (from \$89.650 million to $^{[33]}$	Agree to include a scaled version of this initiative in your BM4 package, subject to your follow-up meeting with Hon Collins. Agree/Disagree.	[33]			-
Defence Force	15545	New Zealand Defence Force - Reduction in lower value programmes and activities	As part of T2024/823, you indicated that you wanted to remove the initiatives referred to by Hon Collins in her later dated 28 March from the BM4 package.	This initiative is not currently included in the package. Savings were proposed from across a range of lower value programmes and activities, including insurance, [33] , further reductions in travel, [33] . The Minister of Defence has only raised concerns regarding the subcomponent relating to [33]	Agree to include a scaled version of this initiative in your BM4 package, subject to your follow-up meeting with Hon Collins. Agree/Disagree.				-
Defence Force	15553	Depreciation expense arising from Asset Revaluation	As part of T2024/823, you: 1. Indicated you wish to provide additional		Agree to include this initiative in your BM4 package, subject to your follow-up meeting with Hon Collins. Agree/Disagree.	31.9	-	31.9	-
Defence Force	15548	Defence Force Remuneration	funding (on top of the BM3 package) of approximately \$50 million operating funding	Question 1 [33] operating funding over the forecast period was included in the BM3 package for NZDF's remuneration cost pressure. [33] operating funding and capital funding were included for new spending initiatives. A suggested breakdown to achieve your desired [33] uplift is provided here. You may wish to test this	Agree to increase funding for this initiative in the package, subject to your follow-up meeting with Hon Collins. Agree/Disagree.	[33]			
Defence Force	15508	Improving Protection Against Maritime Threats	across these four initiatives.	breakdown with the Minister of Defence at the second bilateral meeting. Question 2 This has not been confirmed either way, however defence officials believe other agencies will be unable to contribute.	Agree to include this initiative in your BM4 package, subject to your follow-up meeting with Hon Collins. Agree/Disagree.				
Defence Force	15505	NH90 Helicopter Upgrade: Navigation and Secure Radios	15508 – Improving Protection Against Maritime Threats.		Agree to include this initiative in your BM4 package, subject to your follow-up meeting with Hon Collins. Agree/Disagree		,		

Vote	ID	ID Title Follow question r		Treasury response	Minister of Finance decision	BM4 pac Treas recomme accepte	ury ndation	Variance i packag Less savin savi	je (\$m) igs / (More
			question ruiseu		decision	Average operating p.a.	Total capital	Average operating p.a.	Total capital
Education									
Education	15799	Partnership Schools (Charter schools Kura Hourua)	At Budget Matters on 28 March, you requested additional information on this initiative.	Summary of scaled option Our recommended scaled option reduces funding for the initiative from [33] over the forecast period to \$137 million over the forecast period. [33] . We note that the cost estimates and assumptions for convertor schools in particular are uncertain. If there is scope to consider further the mix of new and convertor schools, we recommend prioritising new schools at this stage, given that there is a tested blueprint for their implementation from the previous Charter School programme. Depending on levels of demand from sponsors and schools, that level of funding would still enable a number of new schools to open similar to the level achieved under the previous Charter Schools initiative (under which 17 schools had been approved when the programme was closed). It would also enable the opening of a first wave of existing schools converting to Charter School status, which is a new model for New Zealand. The scaled level of funding does not include provision for the costs of a potential Departmental agency to oversee the programme, and the additional staff sought by MoE for the programme (which we set out in more detail below). Rationale for scaling Our scaled option balances giving momentum with a need to fund other Government priorities. It also reflects the uncertainties around potential levels of demand for the programme, where MoE has not yet undertaken detailed market testing, and the context that work on policy development and oversight arrangements is being taken forward at pace in parallel with Budget decision making. At a more detailed level: • Our scaled option removed the provision and cost for the 45 additional FTE sought for the initiative at \$8.3 million across the forecast period (this was sought by MoE for staff with specialist skills around performance/contract management). • This assessment was based on the high bar for recommending additional FTE and the need for key decisions to be made on the management and oversight arrangements of the programme that would define	Note this information, to support your discussions with Hon Seymour regarding this policy.	34		-	
Education	15851	Kura Whanau Reo	At your bilateral meeting with Hon Stanford, you agreed to transfer funding for this initiative	MoE has begun discussions with Te Mātāwai, which aims to promote the use of te reo in homes and the community, to take over this initiative. We understand the Minister of Education's office is looking to initiate a similar discussion with the Minister of Māori Development's office. The Treasury has advised MoE that, if agreed between agencies and relevant Ministers, this transfer can occur at the next baseline update.	Note Ministers agreed at the Education Bilateral discussion that funding for this initiative should be continued, but should	-	-	(2.2)	-

Vote	ID	Title	Follow up question raised	Minister of Finance decision	BM4 pac Treas recomme accepte	sury endation	Variance f packag Less savin savii	e (\$m) gs / (More
				decision	Average operating p.a.	Total capital	Average operating p.a.	Total capital
[33]			(currently in Vote Education) elsewhere, rather than reprioritising it and stopping this initiative. In response to T2024/863 you asked Treasury to follow up on where this initiative would be transferred to.	move out of Vote Education. Note Kura Whanau Reo will therefore not be included as a reprioritisation initiative in Budget 2024 Note MoE has begun discussions with Te Mātāwai, to take over this initiative, and the Minister of Education's office is looking to initiate a similar discussion with the Minister of Māori Development's office Note that, if agreed between agencies and relevant Ministers, the Minister of Education can transfer responsibility for this programme at the next baseline update.				

Education Review	Office						
Education Review 15 Office	Independent Children's Monitor - Aroturuki Tamariki savings of 6.5%	You noted that the Minister of Education needs to consult with the Minister for Social Development and the Minister for Children and	The Minister of Social Development has reviewed and approved this savings initiative. The Minister for Children has not been consulted on this savings initiative. We understand that it is not common for the Minister for Children to be involved in decisions regarding the Independent Children's Monitor (the ICM), to allow for separation within the monitoring system. This savings initiative does not create significant risks to the oversight of Oranga Tamariki. The ICM is expected to be able to meet their statutory requirements while still meeting their 6.5% baseline savings.	Note that the Minister of Social Development has reviewed and approved this savings initiative. Note that the Minister for Children has not been consulted as is common to	(0.7)	-	-

Vote	ID	Title	Follow up question raised	Treasury response	Minister of Finance decision	BM4 package if Treasury recommendation accepted (\$m)		Variance from BM3 package (\$m) Less savings / (More savings)	
						Average operating p.a.	Total capital	Average operating p.a.	Total capital
			be satisfied that this savings initiative doesn't create significant risks to the oversight of OT.		maintain separation within the monitoring system.				
Health	1								
Health	16085	Tax only smoked tobacco products (Remove duty from heated tobacco products)	Cabinet agreed to consider this late initiative on 18 March [CAB-24-MIN-0084 refers]. Following advice last week (T2024/823 refers), you sought further advice on this initiative.	Our advice is to not support this initiative. If you do wish to progress, a partial excise reduction would reduce fiscal risk and better reflect likely heated tobacco product (HTP) harm. • There is no clear independent evidence supporting HTPs as a smoking cessation tool. HTPs do contain toxicants at lower levels than cigarettes in some cases, but also contain some toxicants that cigarettes do not. Evidence is clear that HTPs are more harmful than vaping. • Philip Morris is currently the sole HTP provider to the New Zealand market. It is not clear Philip Morris will pass through the full excise reduction (and if so, for how long). If it did, this initiative would reduce a 20 pack of heated tobacco sticks to [33] relative to ~\$40 for an equivalent pack of 20 cigarettes. • Modelling the impact of excise removal has been rapidly undertaken across the Ministry of Health and Treasury. HTPs are a relatively new product and there is little published evidence to inform modelling. Estimating how the market will respond to the relative pricing of HTP devices and sticks is challenging and involves guesswork. Officials have drawn from Japan as the closest comparator noting its previous favourable tax treatment of HTPs (now being phased out) with the caveat of reduced access to vapes. A deflator has been applied to the observed rate of HTP adoption in Japan to create a best estimate of [33] over the forecast period. If HTP use accelerated at the same speed as Japan, the cost of this initiative would be [33] across the four year forecast period. • The size of tobacco excise revenue (forecast to decline to \$1,370 million in 2027/28 in the status quo) means that any major policy change, particularly an intervention with limited international evidence, would produce material fiscal risk.	Agree to not support this initiative. Agree/Disagree Note that if you do wish to progress this initiative, the current cost estimate is [33] across the forecast period [33]	-	-	-	-
Regulation									
Regulation	15734	Ministry for Regulation	Following advice last week (T2024/823 refers), you sought further information on the Ministry for Regulation Budget 2024 initiative.	There is currently \$14.3 million operating of new funding from Budget 2024 in the draft package. It sits alongside reprioritised funding for Productivity Commission, Treasury and MBIE: Productivity commission: \$5.9M per annum. Treasury: \$1.7M per annum. MBIE: Complex to calculate, approximately \$300k of MBIE baseline funding. Therefore, the total budget for the Ministry for Regulation is ~\$12 million per annum. Hon Seymour sought funding for 60 FTE. The scaled amount will provide for 42 (compared to the Productivity Commission's 23). If Budget Ministers are wishing to scale up this initiative, then an additional \$1 million per annum operating could provide for an estimated additional 6 FTEs (including corporate overhead). This has been calculated based on the costings submitted by PSC for the full initiative and would bring the total headcount for the new standalone Ministry to approximately 48.	Agree to not make further changes to the BM4 package. Agree/Disagree.	3.8	2.0	(3.8)	(2.0)

Vote	ID	Title	Follow up question raised	Treasury response	Minister of Finance decision	BM4 package if Treasury recommendation accepted (\$m)		Variance from BM3 package (\$m) Less savings / (More savings)	
						Average operating p.a.	Total capital	Average operating p.a.	Total capital
Oranga Tama	ariki								
Oranga Tamariki	15455	Costs for services to high needs children	As part of T2024/823, you indicated that: 1. Your priority was to fund the initiative for "Costs for services to high needs children", [33]	[33] Question 2	Note we have included this initiative in this BM4 package.	11.9	-	(11.9)	
[33]	1		2. You inquired whether these two initiatives would be sufficient to achieve a net uplift at Budget 2024.	After further engagement with Oranga Tamariki, it is clear that from: • an additional \$52.2 million total operating for "Costs for services to high needs children", and • [33] There will be a net uplift in funding for Oranga Tamariki of \$26.9 million total over the forecast period.	[33]				
Social Develo	opment								
[33]									

Vote	ID	Title	Follow up question raised	Treasury response	Minister of Finance decision	BM4 package if Treasury recommendation accepted (\$m)		Variance from BM3 package (\$m) Less savings / (More savings)	
			quostion raiseu		uccicion	Average operating p.a.	Total capital	Average operating p.a.	Total capital
[33]		•	•					1	
	ı	I	I			1		1 1	
Transport									
[33]	. —								