

2026 ENE

ESTIMATES OF NATIONAL EXPENDITURE

Technical Guidelines



national treasury

Department:
National Treasury
REPUBLIC OF SOUTH AFRICA



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1. Introduction

Government sets out its spending plans in a three-year medium-term expenditure framework (MTEF), which is updated and tabled as part of the budget documents in Parliament annually. The 2026 Estimates of National Expenditure (ENE) will set out government's spending plans and related policy priorities for the 2026/27 to 2028/29 MTEF period.

The ENE publication provides explanatory information on government's expenditure, as presented in the annual appropriation legislation. The Appropriation Bill itemises national government spending by vote, main division within a vote (budget programme) and main economic classification¹. A vote specifies the total amount of funds appropriated to a national government department. Transfers and subsidies from the vote to other public institutions are also included. Through the annual Appropriation Bill, the executive seeks Parliament's approval and adoption of its spending plans per vote for national government. The Appropriation Bill, when enacted, is the legal instrument for the withdrawal of voted funds from the National Revenue Fund² (NRF) for the first year of the MTEF period.

The ENE publication must include information on how government institutions have spent their budgets in the past three financial years, the current financial year and how they intend to use their allocations over the medium term to achieve their performance targets.

The publication includes tables that non-financial performance indicators and targets, departmental receipts, and detailed expenditure estimates and trends by programme, subprogramme and economic classification for each department and other selected public institutions³ over the MTEF. Brief explanatory narratives set out the institution's purpose (and that of its programmes), mandate, programme-level objectives and descriptions of subprogrammes. A more in-depth narrative must provide overview analyses of the institution's expected expenditure over the MTEF period (it is therefore, **forward-looking**).

The summary tables with historic main and adjusted appropriation expenditure information will be made available on the [National Treasury website](#) and [Vulekamali data portal](#).

It is vital that **relevant** officials from the finance, **human resources**, planning, **departmental** programmes and other divisions/**branches** within institutions work collaboratively to compile ENE documents.

2. Deadlines

All Institutions (departments and public entities) must submit completed ENE workbooks in the format prescribed in these guidelines and within the stipulated deadlines. The completed chapter for departments including public entities must be accompanied by a separate endorsement letter signed by the accounting

¹ Allocations are made by economic classification. The main categories of economic classification are: current payments (payments made for operational requirements such as those for compensation of employees; goods and services; and interest and rent on land); transfers and subsidies (refer to classification circular 21 of the standard chart of accounts); payments for capital assets (refer to chapter 11 of the [Modified Cash Standard](#)); and payments for financial assets (loans or equity investments in public corporations and debt takeovers).

² Section 213(2) of the Constitution states that funds may be withdrawn from the NRF only (a) in terms of an appropriation by an act of Parliament, or (b) as a direct charge against the NRF, when it is provided for in the Constitution or an act of Parliament.

³ Other public institutions include public entities, trading entities, government components and/or constitutional institutions.

officer. This letter must also state the **name** and **contact details** of **departmental** and **entity officials who will be available to respond to ENE-related queries during December 2025 and early January 2026.**

Table 1: 2026 ENE critical dates

ITEM	DUE DATE
ENE guidelines issued to institutions	24 November 2025
Preliminary allocation letters distributed to departments	25 November 2025
2026 ENE workbooks issued to departments and other public institutions	25 November 2025
Transferring officers submit final conditional grant allocations and frameworks to National Treasury in accordance with section 26 (2)(e) of the Division of Revenue Act (2025)	28 November 2025
Departments submit draft ENE workbook, human resource budget plan inputs and draft ENE chapter to National Treasury Departments submit electronic copies of their 2024/25 annual reports	05 December 2025
Public Institutions submit board-approved ¹ budgets to the National Treasury in the workbook Public Entities submit electronic copies of their 2024/25 annual reports	05 December 2025
Cabinet endorsed allocation letters distributed to departments	January 2026
Departments and other public institutions submit revised workbooks ² with changes emanating from final allocation letters	23 January 2026
Budget tabled in Parliament	February 2026

1. The accounting authority for a public entity must submit a budget of estimated expenditure and revenue for that financial year to the executive authority responsible for that public entity at least six months before the start of the financial year.

2. The ENE workbook submitted by the department will be the only source used to compile the Appropriation Bill.

Cross-cutting priorities reform update

Gender-responsive budgeting

Phase 2 of the gender responsive budgeting reform produced South Africa's first-ever [gender budget statement](#) where the economic empowerment pillar of the 2021 gender needs assessment report was tagged. Parliamentary processes recommended expansion of tagging to the social sector and, as a result, the interdepartmental task team decided to add human endowment pillar for tagging. Phase 3 implementation of the gender-responsive budgeting roadmap is well under way, with 14 selected national departments⁴ participating. This phase incorporated lessons learnt from phases 1 and 2 of the pilots, which included refining the tagging framework and data collection tool and bridging knowledge gaps through capacity-building workshops. Consultations, workshopping and feedback sessions were held for analysts and pilot departments. Gender mainstreaming workshops are planned for November and December 2025 to build further capacity for pilot departments and ensure that their plans include gender-related priorities. Departments with data related to the gender economic empowerment and human endowment gaps will be part of the mini-gender budget statement, to be published in the 2026 Budget. The next step of the process will be to request selected departments to update the data submitted during the technical committee on the budget (TCB) process in line with final allocations. A separate formal communication will be sent to the selected departments.

⁴ Agriculture; Basic Education; Employment and Labour; Electricity and Energy; Higher Education; Human Settlements; Mineral and Petroleum Resources; Public Works and Infrastructure; Small Business Development; Social Development; Sport, Arts and Culture; Tourism; Trade, Industry and Competition; and Women, Youth and Persons with Disabilities.

Climate budget tagging (CBT)

Eight national departments⁵ are participating in phase 3 of the CBT pilot. The mapping of stakeholder departments were informed by identification of policies and measures and the requirement to align planning instruments with sectoral emission targets (SETs), as outlined in the 2021 SETs framework and Climate Change Act (2024). The CBT governance structure resolved to expand the number of pilot departments to a total of eight. Consultation workshops and feedback sessions were held with analysts and all pilot departments. The next step of the process is to update the data submitted during the TCB process, in line with final allocations.

Science, technology and innovation (STI)

The STI steering committee identified priority sectors for tagging in the 2026 MTEF, with three national departments⁶ participating in phase 1 of the STI pilot. The Department of Science, Technology and Innovation (DSTI) consulted in various forums to raise awareness about STI priorities and their inclusion in departments' strategic and annual performance plans. The intention for live tagging in the 2026 budget process was communicated through the 2026 MTEF guidelines. The next step of the process is to update the data submitted during the TCB process in line with final allocations.

3. Text style, numbers style and workbook template

3.1 Text style

In the narrative sections of the chapter:

- Programme and subprogramme names should be written in full, in italics, in title case – major words (nouns, verbs, adjectives, pronouns, etc.) should begin with a capital letter and minor words (conjunctions, prepositions, articles, etc.) should be lower case.
- Conditional grant names should be written in full, in italics, in lower case.

3.2 Numbers style

Institutions should present numbers in the chapter text as follows:

- Use a **non-breaking space (press control, shift and space simultaneously)** in thousands (below 1 million) to ensure that numbers are kept together. Also use non-breaking spaces between numbers and orders of magnitude (e.g. 1 million, 1 billion) as well as percentages (e.g. 1 per cent). Do not use commas (,) to separate rand thousands.
- Use a **decimal point (full stop), not a decimal comma**. Numbers should be rounded off to the first decimal place.
- In text, write out "per cent" instead of the symbol (%).
- Use a space to separate thousands.

⁵ Forestry, Fisheries and the Environment; Transport; Agriculture; Electricity and Energy; Mineral and Petroleum Resources; Water and Sanitation; Trade, Industry and Competition; and Land Reform and Rural Development

⁶ Agriculture, Health, and Water and Sanitation

Example

R75 000

3.3 Workbooks

Workbooks for the 2026 ENE will be distributed to institutions to complete their information on changes to their baselines. Further guidance on completing the workbooks is provided either through a guidance video or included in the workbook itself and should be watched or read before completing the workbook.

Data on the **revised expenditure estimates** for 2025/26 should be based on the 2025 Adjustments Budget (2025 Adjusted Estimates of National Expenditure). This includes all other adjustments for 2025/26, and allocations included in the 2025 Special Appropriation Bill as well as on expenditure as at 30 September 2025, and should be extrapolated to provide a realistic projection for the outcome of the full financial year. Any projected underspending and reasons thereof must be populated in workbooks by departments and entities. The projection serves as an indicator for any possible rollovers at the end of the financial year. **Departments are encouraged to stay within their allocated budgets as estimated overall overspending represents unauthorised expenditure.**

Annexure A provides instructions for the accurate completion of the workbook, for it to inform the **Appropriation Bill**. The information used in the Appropriation Bill is extracted directly from the workbook and must be correct. **As such, it is important that the facility in each programme for items to be specifically and exclusively appropriated be completed fully and accurately.**

For general enquiries regarding the completion of the ENE chapter or workbook, please refer to the relevant National Treasury contact person(s) listed on the cover sheet/information of the workbook.

3.4 Human resource budget plan

In planning for their personnel establishments over the MTEF, institutions must take note of the latest allocation letters as well as the [2026 MTEF guidelines for costing and budgeting for compensation of employees](#). However, departments must also note that inflation parameters have since been updated with National Treasury's latest projections. In addition, the implementation of the government's last wage offer will require careful consideration and planning for personnel, particularly over the MTEF period, as these will have further cost implications for any additional human resources employed.

Personnel information is an integral part of the data submission and departments are encouraged to ensure that there is coordination between human resources and finance departments for timely submission. Moreover, there **must be alignment between the ENE workbook and the human resource budget plan.**

4. Information on completing the chapter

[Vote number]

[Vote Name]

Budget summary [the following table will be created from the data workbook]

R million	2026/27					2027/28	2028/29
	Current payments	Transfers and subsidies	Payments for capital assets	Payments for financial assets	Total	Total	Total
MTEF allocation							
Administration							
Programme name							
Subtotal							
Direct charge against the National Revenue Fund							
Item							
Total expenditure estimates							
Executive authority	Minister						
Accounting officer	Director-General/Chief Operating Officer						
Website	www.domain.gov.za						

1. The Estimates of National Expenditure and additional tables in Excel format can be found at www.treasury.gov.za and www.vulekamali.gov.za.

Vote purpose

The purpose of the vote captures a department's mandate, objectives or administrative functions, as stated in the 2026 Appropriation Bill.

Mandate

The institution's department's mandate must be captured, as contained in the relevant act(s) or policy document(s) that govern(s) its establishment and operations. All government institutions must align themselves with relevant policy and legislation. Inability to do so should be an indicator to probe the relevance of the institution.

Selected performance indicators

The performance indicators included for each department must show what the institution aims to achieve by spending its budget allocations. Performance information is intended to help Parliament and the public to exercise effective institutional oversight. The table should contain only a **selection** of the key performance indicators that represent the substantial and core functions of an institution or for significant spending items in the budget. This allows the reader to see the institution's measures of achievement of its outputs, as well as whether its historical performance has contributed to the achievement of the outcomes.

Selected indicators for the ENE should contain output indicators that are reflected in annual performance plans. The indicators must be consistent with the institution's significant spending items and priorities, and their wording must correspond with what is contained in their planning documents so that the reader can reference these documents to obtain further information, if required. These indicators must also be informed by circular 2 of 2025 – issued by the Department of Planning, Monitoring and Evaluation (DPME) – which

takes government priorities into consideration. Indicators should be linked to departmental programmes and medium-term development plan (MTDP) outcomes. There are 21 outcomes, which fall under government's three broader strategic priorities. Institutions are urged to **link indicators to at least one of these outcomes**.

When selecting ENE indicators from the Annual Performance Plans (APP), institutions must focus on programmes that have significant budget allocations covering key deliverables, those that represent their core mandate in line with the MTDP. Programme 1: Administration indicators should not be selected for the ENE. **No more than 10 indicators should be selected for the departments and for public entities.**

Both quantitative and qualitative indicators must have targets that reflect trends and achievements over a period. As a rule, quantitative indicators must have targets and actual achievements that are absolute values/numbers. Where percentages are used for performance targets, they must be accompanied by the absolute values that form the basis of the calculation. Standalone percentages will be permitted only for future targets, in cases where the absolute value cannot be predetermined. If there are any significant fluctuations in projections for the MTEF period that will have considerable bearing on expenditure, they should be discussed in the expenditure analysis.

Table X.1: Performance indicators by programme and related MTDP outcome

Indicator	Programme	MTDP outcome	Audited performance			Estimated performance	MTEF targets		
			2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29

Expenditure overview

The expenditure overview is a discussion, in narrative form, that outlines what an institution aims to achieve over the medium term and how it plans to spend its budget in support of this. Depending on the size of the department, the length of this section can vary from two paragraphs to a maximum of the expenditure two pages.

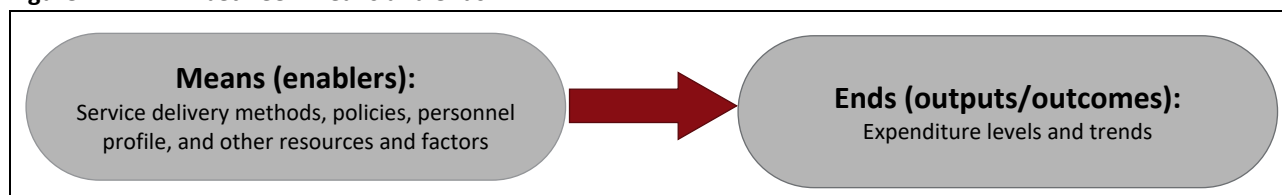
The discussion should centre on the department's primary focus areas, including its policy and spending focus over the period, as contained in its strategic planning documents. The discussion should generally be forward-looking, providing information as forecast for the 2026 MTEF period (2026/27 to 2028/29). Growth rates for this period are **calculated using the current year's value (2025/26) as the baseline**. The narrative on historic spending and performance trends should be included if they have a significant bearing on what the department aims to accomplish over the 2026 MTEF period. Information should be set out **concisely**, explaining the **main** trends **reflected in** the data tables as well as the **links** between the different tables presented in **this section** and **elsewhere** in the **chapter**.

The complexity of this section does not allow for a formula to be imposed, but the logic of it follows a structure that typically flows from broader policy to the department's primary focus areas, then details spending in relation to those focus areas.

Significant increases or decreases in expenditure over the 2026 MTEF period must be explained in terms of the department's underlying performance outcomes, service delivery methods, policies, personnel profiles and any other applicable factor. When monetary amounts are stated, they should be contextualised relative to spending totals. Personnel, as a major spending area, should be integrated into the narrative. Where applicable, include function/funds shifts (To/From) over the MTEF, as some of these shifts may also impact reporting on the selected performance indicators by departments.

For affected departments, this section should also highlight measures to manage the public service wage bill, create efficiencies, and maintain service delivery mandates. In this regard, affected institutions should include a high-level description of impact on spending related to the implementation of the incentivised Early Retirement Programme (ERP) and the incentivised Voluntary Exit Programme for eligible employees.

Figure 1: Linklink between means and ends



As shown in Figure 1, in the write-up of this section, departments must **consider** the link between purpose/type of expenditure as the means and performance as the end, as they apply to their **unique** circumstances to illustrate the institutional outputs and outcomes and expenditure plans. Departments must also present how they plan to achieve those outputs and outcomes using the financial and human resources available. These must include key Cabinet-approved changes to baseline budgets, any applicable key infrastructure projects, and any pertinent explanatory factors.

Implementation of TARS and spending reviews over the MTEF

Where applicable, the 2026 ENE narrative should state how the department will implement Targeted and Responsible Savings (TARS) and spending reviews. These measures, as outlined in the 2026 MTEF Technical Guidelines, aim to streamline resource allocation by identifying low-priority programmes and applying data-driven reviews to create fiscal space for core priorities. This section should also indicate how the department plans to implement savings areas highlighted in the 2025 MTBPS.

Expenditure trends and estimates

Table X.2: Vote expenditure trends by programme and economic classification¹

Programmes										
Programme name										
Programme name										
Programme name										
Programme	Audited outcome			Adjusted appropriation	Average growth rate (%)	Average: Expenditure/ Total (%)	Medium-term expenditure estimates			Average: Expenditure estimate/ Total (%)
R million	2022/23	2023/24	2024/25	2025/26	2022/23 - 2025/26		2026/27	2027/28	2028/29	2025/26 - 2028/29 2026/27 - 2028/29
Programme 1										
Programme 2										
Programme 3										
Total										
Change to 2025										
Budget estimate										
Economic classification										
Current payments										
Economic classification item										
Transfers and subsidies										
Economic classification item										
Payments for capital assets										
Economic classification item										
Payments for financial assets										
Total										
Proportion of total programme expenditure to vote expenditure										

1. Tables with expenditure trends, annual budget, adjusted appropriation and audited outcome are available at www.treasury.gov.za and www.vulekamali.gov.za.

Transfers and subsidies expenditure trends and estimates

Table X.3: Vote transfers and subsidies trends and estimates

	Audited outcome			Adjusted appropriation	Average growth rate (%)	Average: Expenditure/Total (%)	Medium-term expenditure estimates			Average growth rate (%)	Average: Expenditure estimate/Total (%)
R thousand	2022/23	2023/24	2024/25	2025/26	2022/23 - 2025/26		2026/27	2027/28	2028/29	2025/26 - 2028/29	2026/27 - 2028/29
Economic classification item											
Current/Capital											
Transfer name											
Transfer name											
Transfer name											
Economic classification item											
Current/Capital											
Transfer name											
Transfer name											
Transfer name											
Transfer name											
Total											

Personnel information

Table X.4: Vote personnel numbers and cost by salary level and programme¹

Programmes																		
1. Administration																		
2. Programme name																		
3. Programme name																		
Number of posts estimated for 31 March 2026			Number and cost ² of personnel posts filled/planned for n funded establishment												Average growth rate (%)	Average: Salary level/ Total (%)		
Number of funded posts	Number of posts additional to the establishment	Actual		Revised estimate			Medium-term expenditure estimates											
		2024/25		2025/26			2026/27		2027/28		2028/29							
		Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost					
Depart ment																	2025/26 - 2028/29	2026/27 - 2028/29
Salary level																		
1 – 6																		
7 – 10																		
11 – 12																		
13 – 16																		
Other																		
Programme																		
Programme 1																		
Programme 2																		
Total																		

1. Data has been provided by the department and may not necessarily reconcile with official government personnel data.

2. Rand million.

Departmental receipts

Table X.5: Departmental receipts by economic classification

	Audited outcome			Adjusted estimate	Revised estimate	Average growth rate (%)	Average: Receipt item/Total (%)	Medium-term receipts estimates			Average growth rate (%)	Average: Receipt item/Total (%)
R thousand	2022/23	2023/24	2024/25	2025/26		2022/23 - 2025/26		2026/27	2027/28	2028/29	2025/26 - 2028/29	2026/27 - 2028/29
Departmental receipts												
Economic classification Item												
Lower level classification Item												
Economic classification Item												
Lower level classification Item												
Lower level classification Item												
Total												

Programme [number]: [Programme name]

Programme purpose

The purpose of each programme must be stated as set out in the Appropriation Act (2025) unless there is a new, approved budget structure. The programme purpose outlines the functions and activities of a particular programme, as per the approved budget programme structure. Where approved budget structures remain unchanged from last year's publication, programme purposes should remain unchanged from the Appropriation Act (2025).

Programme 1 is called "Administration" in all departments. It comprises the administrative functions and activities required to keep the department operating. It includes the ministry, deputy ministry, director-general's office and central corporate services. The purpose of this programme is to "provide strategic leadership, management and centralised support services to the department". This standard wording should be used for the purpose, unless the programme performs functions in addition to the ones mentioned above. In this case, the additional functions should either be moved to the relevant service delivery programme and be set out there or stipulated as part of the programme purpose after the standard description. Except for programme 1, programme purposes may not be duplicated across institutional programmes.

Objectives

Each programme objective should explain the strategic intent, followed by the specific interventions and progress measures relevant to that objective. Objectives must be broadly aligned with institutional strategic plans and annual performance plans, as informed by ministerial delivery agreements. Departments must, however, include only **selected** relevant strategic objectives from the annual performance plan. Institutions need to include objectives **only** for additional functions, not for standard Programme 1: Administration functions.

Subprogrammes

The programme's subprogrammes should be listed and provide a brief description of the key activities carried out by each subprogramme, with the exception of Programme 1: Administration, **unless** additional functions are performed in that particular subprogramme. Brief explanatory notes must be provided on transfers to entities or partner organisations, and on subsidies, incentives or financial assistance programmes, where applicable.

Expenditure trends and estimates

Table X.6: [Administration] expenditure trends and estimates by subprogramme and economic classification

Subprogramme					Average growth rate (%)	Average: Expenditure/ Total (%)				Average growth rate (%)	Average: Expenditure/ Total (%)
Audited outcome				Adjusted appropriation			Medium-term expenditure estimates				
R million	2022/23	2023/24	2024/25	2025/26	2022/23 - 2025/26		2026/27	2027/28	2028/29	2025/26 - 2028/29	2026/27 - 2028/29
Subprogramme name											
Subprogramme name											
Subprogramme name											
Total											
Change to 2025											
Budget estimate											
Economic classification											
Current payments											
Economic classification item											
Transfers and subsidies											
Economic classification item											
Payments for capital assets											
Economic classification item											
Payments for financial assets											
Total											
Proportion of total programme expenditure to vote expenditure											

Personnel information

Table X.7: [Administration] personnel numbers and cost by salary level¹

Number of posts estimated for 31 March 2026			Number and cost ² of personnel posts filled / planned for on funded establishment													Average growth rate (%)	Average: Salary level/ total (%)	
Number of funded posts	Number of posts additional to the establishment		Actual		Revised estimate			Medium-term expenditure estimates										
			2024/25		2025/26			2026/27		2027/28		2028/29		2025/26 - 2028/29				
			Number	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost		2026/27 - 2028/29
Programme name			Number	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	Number	Cost	Unit cost	2025/26 - 2028/29	2026/27 - 2028/29
Salary level																		
1 – 6																		
7 – 10																		
11 – 12																		
13 – 16																		
Other																		

1. Data has been provided by the department and may not necessarily reconcile with official government personnel data.

2. Rand million.

Entities

The information requirements for entities are based on the different basis of accounting used. Entities' statements of financial performance, financial position and cash flow are provided.

The categorisation of expenditure in terms of programme/objective/activity should be discussed and agreed upon with National Treasury prior to the submission of the chapter to be included in the ENE.

[Name of entity]***Selected performance indicators¹*****Table X.8: [Entity name] performance indicators by programme/objective/activity and related MTDP priority**

Indicator	Programme/Objective/Activity	MTDP outcome	Audited performance			Estimated performance	MTEF targets		
			2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29

1. Prioritise indicators that best demonstrate service delivery impact/mandate

Performance indicators listed in the table should be aligned with the institution's annual performance or corporate plans. Only the key indicators (a maximum of 5), as agreed with the executive authority and National Treasury, which reflect the substantial and core functions of the entity should be presented.

Public Entity overview

The expenditure overview section should outline the entity's legislative mandate as provided in the founding legislation of the public entity. The narrative should briefly detail what the entity does, what it aims to achieve over the medium term and how it plans to spend its budget in support of its mandate.

The narrative should look forward, indicating the entity's allocations/transfers over the MTEF period and whether expenditure and performance are expected to increase or decrease, with a brief justification. Revenue trends should be discussed for entities that generate their own revenue, and be linked to spending, performance and the achievement of the institution's objectives.

The narrative for entities experiencing liquidity problems may be expanded to include the entity's liquidity and solvency status and the relevant period for the problems. In such cases, this narrative should indicate whether the entity may continue to operate as a going concern and include a very brief description of the turnaround plan approved by the accounting authority and progress thus far.

Programmes/Objectives/Activities**Table X.9: [Entity name] expenditure trends and estimates by programme/objective/activity**

	Audited outcome			Revised estimate	Average growth rate (%)	Average: Expenditure/ Total (%)	Medium-term expenditure Estimates			Average growth rate (%)	Average: Expenditure/ Total (%)
	2022/23	2023/24	2024/25		2025/26	2022/23 - 2025/26	2026/27	2027/28	2028/29	2025/26 - 2028/29	2026/27 - 2028/29
R million											
Programme/objective/activity name											
Programme/objective/activity name											
Programme/objective/activity name											
Total											

Statements of financial performance, cash flow and financial position

Table X.10: [Entity name] statements of financial performance, cash flow and financial position

	Audited outcome				Revised estimate	Average growth rate (%)	Average: Expenditure/ Total (%)	Medium-term expenditure estimates			Average growth rate (%)	Average: Expenditure/ Total (%)
	2022/23	2023/24	2024/25	2025/26				2026/27	2027/28	2028/29		
R million												
Statement of financial performance												
Revenue												
Non-tax revenue												
Economic classification item												
Transfers received												
Total revenue												
Expenses												
Current expenses												
Economic classification item												
Transfers and subsidies												
Total expenses												
Surplus/(Deficit)												
Cash flow statement												
Cash flow from operating activities												
Receipts												
Non-tax revenue												
Economic classification item												
Transfers received												
Total receipts												
Payments												
Current payment												
Economic classification item												
Transfers and subsidies												
Total payments												
Net cash flows from operating activities												
Net cash flow from advancing activities												
Item												
Net cash flow from investing activities												
Item												
Net cash flow from financing activities												
Item												
Net increase / (decrease) in cash and cash equivalents												
Statement of financial position												
Balance sheet item												
Total assets												
Balance sheet item												
Total equity and liabilities												

Personnel information

Table X.11: Entity name personnel numbers and cost by salary level

Number of posts estimated for 31 March 2026		Number and cost ¹ of personnel posts filled / planned for on funded establishment												Average growth rate (%)	Average: Salary level/ Total (%)
Number of funded posts	Number of Posts on approved establishment	Actual		Revised estimate		Medium-term expenditure estimates									
		2024/25		2025/26		2026/27		2027/28		2028/29					
		Unit	Cost	Unit	Cost	Unit	Cost	Unit	Cost	Unit	Cost				
Entity name		Number	Cost	Unit	Cost	Unit	Cost	Unit	Cost	Unit	Cost	Unit	Cost	2025/26 - 2028/29	2026/27 - 2028/29
Salary level															
1 – 6															
7 – 10															
11 – 12															
13 – 16															

1. Rand million.

Additional tables

The following additional tables will be made available online only, on www.treasury.gov.za and www.vulekamali.gov.za:

- Vote expenditure trends by programme and economic classification

- Vote expenditure estimates by programme and economic classification
- Summary of goods and services expenditure trends and estimates
- Summary of expenditure on infrastructure
- Summary of conditional grants to provinces and municipalities
- Summary of departmental public-private partnership projects
- Summary of donor funding
- Summary of site service delivery expenditure information.

5. Annexure A: Notes on the Appropriation Bill

The 2026 Appropriation Bill will be presented by vote and main division (programme) within a vote, and main economic classification. The Budget workbook will be the only source of Appropriation Bill information. Any items that need to be listed in the Appropriation Bill – including name changes, specifically and exclusively appropriated items, and others – must thus be accurately captured in the relevant areas provided in the workbook.

1. Vote and programme purposes

The vote's purpose should capture the department's mandate, objectives or administrative functions in a concise manner.

A programme purpose outlines the activities and functions of the particular programme as per the approved budget programme structure.

General guidance:

- Programme names and purposes as contained in the workbook to be included in the Appropriation Bill should be duplicated in the ENE chapters.
- Where approved budget structures remain unchanged from last year's publication, programme purposes should largely remain unchanged from the Appropriation Act (2025).
- Programme 1 is called "Administration" in all departments. The purpose of this programme is to: "Provide strategic leadership, management and support services to the department". This standard wording should be used for the purpose, unless the programme performs functions in addition to this. In this case, the additional functions should either be moved to the relevant service delivery programme and set out there, or the additional functions should be stipulated as part of the programme purpose after the standard description.
- Each programme purpose should be unique – the same purpose should not be duplicated across institutional programmes.
- The word "develop" in the programme purpose will generally be applicable only for a year or two. Thereafter, it should be replaced with what the programme aims to achieve once it has "developed" the relevant function. The word "develop" should be retained only if the permanent purpose of the programme is to develop policies, as an example.

Programme/Item allocations are set out by economic classification, into:

- Current payments, comprising:
 - Compensation of employees
 - Goods and services
 - Interest and rent on land
- Transfers and subsidies
- Payments for capital assets
- Payments for financial assets.

General guidance:

- The classification of budgeted items should be in line with the standard chart of accounts, available at <http://scoa.treasury.gov.za>.
- Herewith is the correct treatment of the following items that are commonly confused:
 - Capitalised compensation of employees (payments to employees working on capital projects) and capitalised goods and services (inventories, payments to consultants/contractors working on capital projects) are classified as payments for capital assets.
 - Operating leases are classified as goods and services. This item excludes payments in respect of public-private partnership projects.
 - Finance leases, including in respect of public-private partnership projects, are classified as payments for capital assets.
 - Where a department purchases movable assets for distribution (as a form of support), or for donation (in line section 21.1 of the Treasury regulations), the payment is classified as goods and services (inventory assets for distribution) as opposed to transfers and subsidies. This includes purchases of movable assets by implementing agencies for distribution to beneficiaries on behalf of the department.
 - Cash donations should still be classified as transfers and subsidies.
 - Where a department pays an entity to produce current or capital goods or deliver services on its behalf, the payment is classified as goods and services or as a payment for capital assets as opposed to transfers and subsidies.
 - Bursaries for non-employees are classified as transfers to households, whereas bursaries for employees are classified as goods and services.
 - Payment to the South African Broadcasting Corporation for communication licences are classified as “Other transfers to public corporations” (compulsory fee) and not a transfer to departmental agency. This is in line with the classification of the corporation as a Public Finance Management Act (1999) (PFMA) schedule 2 entity.
 - Payment for motor vehicle licences are classified as transfers to provincial agencies and funds, not transfers to municipality bank accounts. This is in line with the National Road Traffic Act (1996), which allows for municipalities to collect vehicle licence fees on **behalf** of provincial departments. This arrangement is detailed in the provisions related to the registration and licensing of vehicles, where municipalities act as agents for provincial authorities in the collection process.
 - Research projects done for departments by higher education and training institutions or other government entities are classified as goods and services.
 - Recapitalisation in the form of purchase of equity and debt takeover of an entity is classified as a payment for financial assets and will always be specifically and exclusively appropriated funds.

2. Transfers and subsidies items specifically listed⁷

Transfers and subsidies listed under programmes are grouped and listed under specific headings. Headings are standard chart of accounts level 2 items, with the exception of conditional allocations and allocations in kind⁸, in which case the heading “Conditional allocation/s to provinces/local government” or “Allocation in

⁷ Classification circular 21 of 2018.

⁸ Conditional allocations are commonly referred to as conditional grants, whereas allocations in kind are commonly referred to as indirect grants in budget documentation.

kind to provinces/local government” is used. A concise description of the purpose of the transfer is indicated after the colon that follows the transfer name, except for conditional allocations and allocations in kind, as well as **prizes and awards**. In the case of conditional allocations and allocations in kind, only the name of the allocation is stated, as extensive information pertaining to the purpose of the allocation is contained in the Division of Revenue Bill. The names of conditional allocations and allocations in kind should be identical to what has been listed in the corresponding Division of Revenue Bill. In the case of prizes or awards, a purpose need not be stated if the name is descriptive and specifies that it is a gift/s, donation/s, prize/s or award/s – for example: “South Africa Youth Water Prizes”.

Transfer and/or subsidy names:

- When one institution receives a transfer and/or subsidy, the official name of the entity or institution as listed in the schedules to the PFMA should be listed (abbreviations should not be used).
- When a transfer and/or subsidy is for various institutions, whose names are not yet known or the quantum of funds allocated to each individual institution is not known, “Various institutions” should be used.
- When a category of institutions receives the transfer, the category name should be used.
 - Commonly used categories:
 - University subsidies (higher education vote only)
 - International organisations
 - Non-governmental organisations
 - Social assistance transfers
 - Civil pensions
 - National bodies.

Transfer/subsidy purposes:

- The transfer purpose should describe what the transfer will be used for in a concise manner.
 - Commonly used purposes:
 - Operations
 - Membership fee/s
 - Research and development funding
 - Policy development funding
 - Subsidy/ies
 - Facilitation of public funds for projects
 - Machinery and equipment (this is applicable if the capital transfer payment is in respect of machinery and equipment)
 - Building and upgrading of infrastructure (this is applicable if the capital transfer payment is in respect of infrastructure)
 - Maintenance of infrastructure (this is applicable if the current transfer payment is in respect of infrastructure).
- When the transfer/subsidy name is “Various institutions”, the purpose will commonly include the project/subprogramme name, for example: Manufacturing development incentives.

- When a category of institutions receives the transfer, a category purpose should be stated after the colon.
 - Commonly used category purposes:
 - Membership fees
 - Operations
 - Social grants
 - Civil pensions and benefits
 - Category purposes must be followed by a long dash (–), after which the names of the specific institutions or grants should appear.
- The purpose should not merely repeat the transfer name.
- The purpose should not include the words “contribution to”, “payment for”, “transfer to” or words of a similar nature, as this is inherently stated.
- There must be consistency across votes with respect to the wording used for purposes that are essentially the same.
- The programme purpose should be written in sentence case – the first letter of the purpose should be capitalised and the rest of the words lowercased.
- Although relevant information on the transfer’s governance and rules should be available on request, such information is not included in the Appropriation Bill.
- Commonly used transfer names and purposes:
 - Under “Households”:
 - Employee social benefits: Leave gratuity/ies
 - Employee social benefits: Post-retirement benefits
 - Employee social benefits: Severance package/s
 - Employee social benefits: Injury on duty
 - Bursaries for non-employees: [Specify] (Examples: heritage studies; studies in cadastral science, surveys and mappings; studies in finance and economics; studies in official statistics; housing scholarship programme)
 - Claims against the state: Civil claims instituted against the department for possible compensation (police vote).
 - Under “Provincial agencies and funds”:
 - Vehicle licences: Licence fees paid to provinces.
 - Under “Departmental agencies and accounts”:
 - Sector education and training authority: Operations.
 - Under “Other transfer to public corporations”:
 - Communication: Radio and television licences.

3. Specifically and exclusively appropriated items

Items indicated as being “specifically and exclusively appropriated” in the allocation letter must have an asterisk (*) next to them in the Appropriation Bill. All conditional grants, indirect grants (allocations in kind), and the recapitalisation of an entity are specifically and exclusively appropriated. As such, it is important that the facility in each programme of the ENE workbook, for items to be specifically and exclusively appropriated, be completed fully and accurately.

2026 ENE

ESTIMATES OF NATIONAL EXPENDITURE

Technical Guidelines

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