

APPENDIX A

BASIS OF 2008-09 BUDGET AND FORWARD ESTIMATES

BASIS OF 2008-09 BUDGET AND FORWARD ESTIMATES

There are a number of important concepts that are used in the preparation of the 2008-09 Budget Papers. This appendix provides detail to help understand these concepts. Further definitions can be found in the Glossary at Appendix F.

The 2007-08 Estimated Outcome

The 2007-08 estimated outcome figures have been updated to include the effect of the 2006-07 audited outcome, the 2nd Appropriation and other impacts identified during the preparation of the Budget.

Sector Split

The Government Finance Statistics (GFS) sector classification is used for the presentation of consolidated financial statements. Consolidated statements are provided for the General Government Sector (GGS) and Public Trading Enterprise (PTE) Sector. A Total Territory consideration of the 2008-09 Budget is also included.

Accrual Concepts

All budget estimates are calculated on an accrual basis. Amounts have been prepared in full compliance with standards issued by the Australian Accounting Standards Board (AASB) which applied from 1 January 2007, and are compliant with requirements of International Financial Reporting Standards.

In order to match transactions to a particular period, accruals are used to account for differences in timing between business or operational transactions and the associated cash flow. It is the inclusion of these non-cash items that differentiates the Operating Statement from the Cash Flow Statement.

The difference between income (in the Operating Statement) and cash receipts (in Cash Flow Statement) is explained by the inclusion in accrued income amounts which have been earned but not yet received. Further, accrued income excludes any amounts that have been collected in the current year but were earned in the previous year. Income includes non-cash transactions that have an impact on the Balance Sheet, such as an increase in the value of an asset following a revaluation.

Accrued expenses (in the Operating Statement) differ from cash payments (in the Cash Flow Statement) due to the inclusion of items such as employee benefits, which are recognised as expenses in the current period, but represent an obligation to pay cash in a future period. Another difference arises through the inclusion (in accrued expenses) of purchases made, or obligations incurred, where the associated bill/invoice will not be paid during the current year. Further, accrued expenses exclude payments which relate to purchases or obligations incurred in the previous year, although the cash payments may be paid in the current year. Similar to income, expenses include non-cash transactions, such as revaluations, and the recognition of depreciation against certain assets.

Departmental/Territorial Separation of Disclosure

A key feature of the accrual model used by the Territory is the separation of Departmental activities from Territorial activities. Each agency's budget distinguishes between these in its financial report.

Departmental activities are those related to the delivery of agreed outputs of departments for which there is agreed funding by the appropriation type 'payments for outputs'. By separately reporting on these items from other activities, the performance of the department in delivering the agreed outputs can be seen.

Territorial activities are the other activities of departments, which are administered on behalf of the Territory, including administering Commonwealth Government grants and the collection of taxes, fees and fines for the Territory. Departmental and Territorial activities are separately appropriated.

The split of Department and Territorial activities allows for accountability and performance analysis to be more accurate and meaningful. Territorial payments and revenues are typically determined by Government, and payment or assessment processing is handled by the relevant department. The amounts of payments or revenues may vary significantly without reflecting on departmental performance.

The separate recording of these Territorial items allows readers to focus on the expenses, revenues, assets and liabilities involved in the delivery of outputs to establish departmental performance in effecting delivery. Chief Executives have a direct role in the level of resources applied to, and costs incurred in, delivering outputs. Similarly, they have greater control over the level of charges applying to consumers of the outputs.

Bank Accounts

Agencies operate their own bank accounts and are paid on a progressive basis in accordance with the delivery of their outputs. By contrast, revenue collected on behalf of the Territory (RBT) by agencies is transferred to the Territory Bank Account on a regular basis.

The 2008-09 Budget was developed using the same arrangements applying to cash management practices that were implemented in the 2006-07 Budget. A key aspect of the arrangements is the requirement for departments to return cash surplus to their needs back to Government. As departments no longer hold surplus cash, departments will generally not have a need to invest surplus funds with the Territory Banking Account. The changed cash management arrangements do not impact the cash operations for Territory authorities or Territory-owned corporations (TOCs).

Central Finances of the Government

The central finances of the Government are managed through a separate Whole of Government bank account, named the 'Territory Banking Account', which is administered and reported as a Territorial activity.

Outputs Basis of Budget Management

There is an explicit linkage between the outcomes desired by Government and the outputs chosen to achieve those outcomes at an agreed level of funding. The Budget structure and monitoring that occurs throughout the financial year targets the delivery of outputs against an agreed level of funding.

Appropriation Types

Section 8 of the *Financial Management Act 1996* establishes three types of appropriation.

Payments for Outputs

Payment for Outputs is shown as revenue to an agency. It represents the level of funding agreed to be paid by Government for the delivery of a range of goods and services defined as outputs in the Budget Papers. An agreed disbursements schedule is based on the output delivery pattern on a fortnightly basis. Revenue is recognised fortnightly on this basis.

The full cost of providing a service may be financed partly by sales to third parties defined as ‘user charge’ revenues. Generally, where a service is provided to other agencies, those agencies show the receipt of that service as an input cost to their own output(s) and pay for that service with funds generated from their own ‘payment for outputs’ or ‘user charge’ revenues.

Capital Injections

Capital injections are used to increase the capital base of an agency. A capital injection may be used to:

- purchase assets;
- develop assets;
- augment assets; or
- reduce liabilities.

Capital injections are issued as either equity injections or repayable loans. The latter are effectively a working capital advance which must be repaid. The Budget Papers must disclose any repayable capital injections and the conditions under which the injection is given (for example repayment timeframes, interest rate principal and interest repayments). All repayable injections are reflected in the relevant agency as a liability, while the Territory Banking Account discloses them as a loans receivable.

Expenses on Behalf of the Territory (EBT)

This category represents Territorial (administered) revenues, which the Government appropriates for payment of grants, subsidies and transfer payments.

Capital Works

In terms of budgeting, the capital works or asset acquisition program can be funded in a number of ways. Initially, an agency seeking to increase its physical asset base should examine its internal funding capability, then alternative funding sources such as debt or capital injection. Capital works activities may also include the planning of future capital works, such as feasibility studies, which may be funded through payments for output.

Capital works proposals are examined for their projected contribution to the Government's desired outcomes and to the delivery of outputs. A whole of life projection is required for the impact on the departmental operating results and balance sheet position.

Format of the Territory's Budget Financial Statements

The Territory's financial interest is reflected in the consolidated budget and consolidated financial statements of all departments, Territory authorities and TOCs.

Normal accrual accounting principles apply to the consolidation of the individual agency budgets into the Total Territory statements. Internal trading transactions between components of the whole of Territory are eliminated during the consolidation process, as are the internal trading transactions between trading elements within a department or with another entity within Government.

Eliminations of internal trading are necessary in order to accurately reflect the interaction between each budget or reporting entity and other external entities. Failure to eliminate these transactions results in double counting and therefore results in an inflated level of activity of the entity in relation to other external entities. On the balance sheet, failure to eliminate internal trading will result in an incorrect level of payables, receivables, investments and borrowings. This includes, for instance, the level of debt owed by the Territory. Internal debt created by one agency lending to another within the Territory is offset by an internal receivable and has no impact on Total Territory debt.

The Total Territory consolidation is split between the sectors of General Government and Public Trading Enterprises. The appropriate eliminations are also made in reporting these sectors, firstly within the sector (that is intra-GGS and intra-PTE eliminations) and secondly between the two sectors (that is between the GGS and PTE sectors).

Financial Statement Presentation

The format of the Territory's financial statements is different from agency financial statements. The Territory's Whole of Government format currently reflects recent developments in Whole of Government reporting in Australia that align financial reporting with the format used in Government Finance Statistics. This format is considered to be a more suitable presentation for Whole of Government reporting and more informative for readers. Although the Whole of Government reporting format is different from prior years, it is still compliant with the Australian Accounting Standards.

The key differences between Whole of Government financial statements and agency statements include:

- The Operating Statement classifies transactions as revenue, expenses or other economic flows.
 - Revenue and expenses result from transactions between two parties.
 - The Net Operating Balance is calculated as the difference between revenue and expenses. This is a good indicator of the underlying reality of a government's financial performance. The measure recognises that operating budgets cannot be sustained indefinitely by asset sales and unexpected investment windfalls.
 - Other Economic Flows result from changes in the volume or value of an asset or liability that do not result from transactions. Revaluation movements in assets and gains in financial assets are examples.
 - The Operating Result recognises the change in a Government's net worth as a result of both transactions and other economic flows. While, within the Statement of Changes in Equity, the Operating Result includes other movements taken directly to equity.
 - For the Territory, the key differences between our Net Operating Balance and our Operating Result are significant land sales and gains on financial assets held to fund future superannuation payments.
- The Balance Sheet is presented on a liquidity basis rather than the more traditional current/non current classifications.
- Statement of Changes in Equity, for agencies is presented as a separate statement, whereas for the consolidated financial statements as similar reconciliation of changes in equity is included on the operating statement.

GFS/GAAP Harmonisation and Financial Statement Presentation

As part of the Government Finance Statistics (GFS)/Generally Accepted Accounting Principles (GAAP) harmonisation project, the Australian Accounting Standards Board (AASB) has issued a new standard, 'AASB 1049, *Whole of Government and General Government Sector Financial Reporting*'. The 2008-09 Budget presents a single set of harmonised financial statements that meet the requirements of both AASB and the Uniform Presentation Framework (UPF). The single set of statements replaces the separate GFS and GAAP statements that need to be reported in past budgets.

Format of Agency Financial Statements

As indicated above, Departmental and Territorial activities are presented in separate schedules. Each agency has provided (where appropriate) an:

- Operating Statement;
- Balance Sheet;
- Cash Flow Statement;
- Statement of Changes in Equity;

- Statement of Income and Expenses on Behalf of the Territory;
- Statement of Assets and Liabilities on Behalf of the Territory;
- Budgeted Statement of Cashflows on Behalf of the Territory;
- Statement of Changes in Equity on Behalf of the Territory; and
- Notes to the Budget Statements.

For each Output Class:

- Operating Statement (where there is more than one Output Class for the agency); and
- Notes to the Output Class Statements.

Key Accounting Treatments by Schedule:

Operating Statement

The items appearing on this statement are only departmental items. Departmental items are those associated with the delivery of outputs and transacted through agency operating bank accounts.

- Interpreting the projected Operating Result:

Some departments are budgeting for an operating deficit, while others are projecting a surplus or break-even position. A deficit result is mostly attributable to the impact of depreciation and the process used for funding capital works.

Funding of capital works is generally centrally managed within the Territory. Funding for new capital works is generally provided by the Government to agencies as a capital injection in the year of acquisition of the new assets.

Depreciation is the accounting process for allocating the cost of using assets over the useful life of the assets. Generally, agencies are fully funded for the acquisition of assets at the time of acquiring the assets, thus further funding for depreciation is not provided. At the end of the useful life for assets, the Government will make decisions regarding the future asset needs of the department and the Territory.

As a result of agencies not needing or receiving recurrent funding for depreciation, the operating result for some departments will be a deficit. Consequently, each agency's actual performance must be assessed against its projected performance, not against whether it achieved a breakeven or profit result.

Balance Sheet

The items appearing on this statement are only those associated with the delivery of outputs by the agency and summarise the balances of controlled assets and liabilities estimated at the end of the financial year of the agency. Trust moneys and Territorial (administered) items are excluded.

Cash Flow Statement

The items appearing on this statement are only those associated with the delivery of outputs by the agency. Trust moneys and Territorial (administered) items are excluded.

This statement provides a view of the operations of an agency from a cash flow perspective. Items appearing on this statement disclose the cash flow effect of the activities appearing on the other two main statements.

Statement of Changes in Equity

The items included in the Statement of Changes in Equity are only associated with the delivery of outputs by the agency and are therefore controlled by the department. The types of changes in equity include movements in asset revaluation reserves, capital injections and distribution, increases or decreases in net assets due to administrative restructure, and the net effect of changes in accounting policy.

Statement of Income and Expenses on Behalf of the Territory

Expenses on this statement are those which are administered on behalf of the Territory and over which an agency has no discretion in applying them to an alternative use. Income such as taxes, fees and fines are required to be transferred to the Territory Bank Account. The department has no discretion over the use of territorial income collected. Refunds of income to third parties are made from the Territory Bank Account.

Income includes amounts received from Government to pay for Territorial expenses. Similarly, the income amounts transferred to the Territory Bank Account are shown as transfer expenses in this statement.

Statement of Assets and Liabilities on Behalf of the Territory

This statement discloses those assets and liabilities which are administered by the agency on behalf of the Territory and over which the agency has limited discretion regarding resource deployment or alternative use.

Budgeted Statement of Cashflows on Behalf of the Territory

This statement discloses those cash flows which are administered by the agency on behalf of the Territory. This reflects the total cash flows, including the transfers between the Territory Bank Account and the departmentally operated bank account, for Revenue on Behalf of the Territory (RBT) and Expenditure on Behalf of the Territory (EBT).

Statement of Changes in Equity on Behalf of the Territory

The items included in the Statement of Changes in Equity on Behalf of the Territory are not associated with the delivery of outputs by the department and instead are administered by the department on behalf of the Territory. The types of changes in equity include movements in asset revaluation reserves, capital injection and distribution, and increases or decreases in net assets due to administrative restructure.

2007-08 Comparative Figures

The projected 2007-08 results for agencies are presented in the Budget Papers on the same basis as they will appear in the 2007-08 financial statements, which is consistent with Generally Accepted Accounting Principles (GAAP) and the AASs.

Subsections 27(2) and 63(2) of the *Financial Management Act 1996* require the preparation of financial statements for agencies to be in accordance with GAAP and for their presentation to facilitate comparison with the Budget presentation.

Where transfers of responsibilities have occurred during the 2007-08 financial year, the relevant agencies reflect the impact of those transfers from the time of transfer and these are explained in variation notes in the Budget Papers.

Rounding

Due to the rounding of decimal places, the sum of the figures in the financial tables presented in the Budget Papers may not balance.

Notations

The following notations are used in the variation column of the agency financial tables:

- nil;
- .. not zero, but rounds to zero; and
- # the calculated variation is greater than 999%.