
2008 Pre-Election Update Additional Information

The following information forms part of the Pre-Election Economic and Fiscal Update 2008 (“Pre-Election Update”), released by the Treasury on 6 October 2008. This information provides further details on the Pre-Election Update and should be read in conjunction with the published document. The additional information includes:

- Detailed economic forecast information – these tables provide detailed breakdowns of the economic forecasts
- Additional fiscal indicators – estimates of the cyclically-adjusted balance and fiscal impulse
- Tax tables – detailed tax revenue and receipts tables comparing Treasury’s forecasts with IRD’s forecasts
- Crown accounting policies – outline of the specific Crown accounting policies and forecast assumptions. The published GAAP tables only provide a summary.

Detailed Economic Forecast Information

The following tables provide additional detail on the economic forecasts presented in the Pre-Election Update.

Table 1: Real Gross Domestic Product

Chain-volume series expressed in 1995/96 prices

| | Actual | | | Seasonally Adjusted | |
|--------|------------|-----------------|-------------------------|---------------------|--------------------|
| | \$ million | Annual % change | Annual Average % change | \$million | Quarterly % change |
| 2006Q1 | 32,058 | 2.5 | 2.7 | 32,334 | 1.0 |
| 2006Q2 | 31,668 | 1.0 | 2.2 | 32,318 | 0.0 |
| 2006Q3 | 32,129 | 1.0 | 1.7 | 32,473 | 0.5 |
| 2006Q4 | 33,932 | 1.9 | 1.6 | 32,661 | 0.6 |
| 2007Q1 | 32,804 | 2.3 | 1.6 | 33,085 | 1.3 |
| 2007Q2 | 32,697 | 3.2 | 2.1 | 33,348 | 0.8 |
| 2007Q3 | 33,167 | 3.2 | 2.7 | 33,528 | 0.5 |
| 2007Q4 | 35,107 | 3.5 | 3.1 | 33,800 | 0.8 |
| 2008Q1 | 33,421 | 1.9 | 3.0 | 33,703 | -0.3 |
| 2008Q2 | 32,913 | 0.7 | 2.3 | 33,568 | -0.4 |
| 2008Q3 | 33,174 | 0.0 | 1.5 | 33,535 | -0.1 |
| 2008Q4 | 34,971 | -0.4 | 0.5 | 33,669 | 0.4 |
| 2009Q1 | 33,477 | 0.2 | 0.1 | 33,760 | 0.3 |
| 2009Q2 | 33,218 | 0.9 | 0.2 | 33,880 | 0.4 |
| 2009Q3 | 33,722 | 1.7 | 0.6 | 34,089 | 0.6 |
| 2009Q4 | 35,659 | 2.0 | 1.2 | 34,331 | 0.7 |
| 2010Q1 | 34,320 | 2.5 | 1.8 | 34,610 | 0.8 |
| 2010Q2 | 34,231 | 3.0 | 2.3 | 34,912 | 0.9 |
| 2010Q3 | 34,826 | 3.3 | 2.7 | 35,205 | 0.8 |
| 2010Q4 | 36,870 | 3.4 | 3.1 | 35,497 | 0.8 |
| 2011Q1 | 35,502 | 3.4 | 3.3 | 35,802 | 0.9 |
| 2011Q2 | 35,411 | 3.4 | 3.4 | 36,116 | 0.9 |
| 2011Q3 | 36,032 | 3.5 | 3.4 | 36,425 | 0.9 |
| 2011Q4 | 38,140 | 3.4 | 3.5 | 36,720 | 0.8 |
| 2012Q1 | 36,701 | 3.4 | 3.4 | 37,011 | 0.8 |
| 2012Q2 | 36,572 | 3.3 | 3.4 | 37,300 | 0.8 |
| 2012Q3 | 37,178 | 3.2 | 3.3 | 37,582 | 0.8 |
| 2012Q4 | 39,327 | 3.1 | 3.2 | 37,863 | 0.7 |
| 2013Q1 | 37,814 | 3.0 | 3.1 | 38,133 | 0.7 |
| 2013Q2 | 37,657 | 3.0 | 3.1 | 38,407 | 0.7 |

Source: Statistics New Zealand, The Treasury

Table 2: Consumer Price Index and Exchange Rates

| | Consumers Price Index | | | Exchange rates | |
|--------|-----------------------|-----------------------|--------------------|----------------|------|
| | Index | Quarterly % change | Annual % change | TWI | USD |
| 2006Q1 | 985 | 0.6 | 3.3 | 68.3 | 0.67 |
| 2006Q2 | 1000 | 1.5 | 4.0 | 62.8 | 0.62 |
| 2006Q3 | 1007 | 0.7 | 3.5 | 63.6 | 0.63 |
| 2006Q4 | 1005 | -0.2 | 2.6 | 67.1 | 0.67 |
| 2007Q1 | 1010 | 0.5 | 2.5 | 68.8 | 0.70 |
| 2007Q2 | 1020 | 1.0 | 2.0 | 72.0 | 0.74 |
| 2007Q3 | 1025 | 0.5 | 1.8 | 71.3 | 0.74 |
| 2007Q4 | 1037 | 1.2 | 3.2 | 71.0 | 0.76 |
| 2008Q1 | 1044 | 0.7 | 3.4 | 71.9 | 0.79 |
| 2008Q2 | 1061 | 1.6 | 4.0 | 69.2 | 0.78 |
| 2008Q3 | 1076 | 1.4 | 4.9 | 65.7 | 0.73 |
| 2008Q4 | 1083 | 0.7 | 4.4 | 63.6 | 0.70 |
| 2009Q1 | 1091 | 0.7 | 4.5 | 62.7 | 0.69 |
| 2009Q2 | 1097 | 0.6 | 3.4 | 62.0 | 0.68 |
| 2009Q3 | 1102 | 0.5 | 2.5 | 61.3 | 0.67 |
| 2009Q4 | 1107 | 0.5 | 2.3 | 60.4 | 0.65 |
| 2010Q1 | 1116 | 0.7 | 2.3 | 59.7 | 0.64 |
| 2010Q2 | 1122 | 0.6 | 2.3 | 59.0 | 0.63 |
| 2010Q3 | 1128 | 0.5 | 2.3 | 58.3 | 0.62 |
| 2010Q4 | 1133 | 0.5 | 2.4 | 57.7 | 0.61 |
| 2011Q1 | 1142 | 0.8 | 2.4 | 57.1 | 0.60 |
| 2011Q2 | 1149 | 0.6 | 2.4 | 56.5 | 0.59 |
| 2011Q3 | 1156 | 0.6 | 2.5 | 56.0 | 0.59 |
| 2011Q4 | 1163 | 0.6 | 2.6 | 55.5 | 0.58 |
| 2012Q1 | 1170 | 0.6 | 2.4 | 55.0 | 0.57 |
| 2012Q2 | 1177 | 0.6 | 2.5 | 54.5 | 0.56 |
| 2012Q3 | 1185 | 0.6 | 2.5 | 54.1 | 0.55 |
| 2012Q4 | 1191 | 0.6 | 2.5 | 53.8 | 0.55 |
| 2013Q1 | 1198 | 0.6 | 2.4 | 53.5 | 0.54 |
| 2013Q2 | 1206 | 0.6 | 2.4 | 53.3 | 0.54 |

Table 3: Gross Domestic Expenditure and Income

| March Year | 2008 | | | 2009 | | | 2010 | | | 2011 | | | 2012 | | | 2013 | | |
|--------------------------------|----------|-------|------|----------|------|----------|---------|----------|-----|----------|------|----------|---------|----------|-----|----------|--|--|
| | Estimate | | | Forecast | | Forecast | | Forecast | | Forecast | | Forecast | | Forecast | | Forecast | | |
| | \$ mill | %vol | %pr | \$ mill | %vol | %pr | \$ mill | %vol | %pr | \$ mill | %vol | %pr | \$ mill | %vol | %pr | \$ mill | | |
| Consumption: | | | | | | | | | | | | | | | | | | |
| - Private | 103,730 | 0.0 | 3.5 | 107,366 | 0.6 | 2.5 | 110,635 | 0.9 | 1.8 | 113,681 | 1.5 | 1.9 | 117,580 | 1.5 | 1.9 | 121,574 | | |
| - Public | 33,125 | 4.1 | 2.9 | 35,486 | 3.9 | 2.5 | 37,799 | 3.8 | 2.2 | 40,079 | 3.1 | 2.0 | 42,167 | 2.7 | 2.0 | 44,163 | | |
| Gross Fixed Capital Formation: | | | | | | | | | | | | | | | | | | |
| - Residential | 11,715 | -17.4 | 2.5 | 9,916 | -9.4 | 2.4 | 9,202 | 8.0 | 3.9 | 10,327 | 10.1 | 4.7 | 11,901 | 8.9 | 4.8 | 13,585 | | |
| - Market * | 26,412 | 4.4 | -1.2 | 27,276 | -2.9 | -1.1 | 26,200 | 2.0 | 0.9 | 26,973 | 4.7 | 1.9 | 28,788 | 5.4 | 2.1 | 30,980 | | |
| - Non-market ** | 2,742 | 12.2 | 2.2 | 3,140 | 4.2 | 2.0 | 3,337 | 2.0 | 1.9 | 3,467 | 2.0 | 1.5 | 3,590 | 2.0 | 1.4 | 3,714 | | |
| - Total all sectors | 40,872 | -1.2 | -0.1 | 40,332 | -4.4 | 0.5 | 38,739 | 3.1 | 2.1 | 40,768 | 5.7 | 2.8 | 44,279 | 6.1 | 2.8 | 48,278 | | |
| Change in Stocks | 1,340 | | | 1,958 | | | 1,218 | | | 787 | | | 529 | | | 570 | | |
| Gross National Expenditure | 179,068 | 0.6 | 2.8 | 185,141 | -0.4 | 2.2 | 188,391 | 1.7 | 1.9 | 195,315 | 2.6 | 2.0 | 204,555 | 2.8 | 2.0 | 214,586 | | |
| Exports | 51,422 | -2.4 | 16.9 | 58,525 | 4.7 | 3.5 | 63,397 | 4.9 | 3.7 | 68,954 | 4.7 | 3.5 | 74,789 | 4.1 | 3.2 | 80,359 | | |
| Imports | 52,875 | 0.4 | 14.2 | 60,593 | -2.5 | 6.9 | 63,148 | 0.3 | 5.6 | 66,898 | 2.4 | 4.9 | 71,830 | 3.2 | 4.0 | 77,076 | | |
| Expenditure on GDP | 177,613 | -0.3 | 3.4 | 183,074 | 1.8 | 1.2 | 188,640 | 3.2 | 1.3 | 197,371 | 3.4 | 1.7 | 207,514 | 3.1 | 1.8 | 217,868 | | |
| Statistical Discrepancy | 919 | | | 920 | | | 921 | | | 922 | | | 924 | | | 926 | | |
| Gross Domestic Product | 178,532 | | | 183,993 | | | 189,561 | | | 198,293 | | | 208,438 | | | 218,794 | | |
| Compensation of employees | 78,615 | | 6.6 | 83,839 | | 3.9 | 87,095 | | 4.4 | 90,904 | | 5.0 | 95,471 | | 5.2 | 100,472 | | |
| Operating Surplus, net: | | | | | | | | | | | | | | | | | | |
| - Agriculture | 4,850 | | 12.6 | 5,461 | | -1.8 | 5,365 | | 0.9 | 5,412 | | 1.3 | 5,483 | | 1.8 | 5,580 | | |
| - Other | 47,457 | | -4.3 | 45,425 | | 0.2 | 45,507 | | 4.9 | 47,717 | | 5.4 | 50,287 | | 4.4 | 52,484 | | |
| - Total all sectors | 52,306 | | -2.7 | 50,886 | | 0.0 | 50,872 | | 4.4 | 53,129 | | 5.0 | 55,770 | | 4.1 | 58,064 | | |
| Consumption of fixed capital | 25,180 | | 4.0 | 26,188 | | 6.0 | 27,759 | | 6.0 | 29,424 | | 6.0 | 31,190 | | 6.0 | 33,061 | | |
| Indirect Taxes | 23,028 | | 2.8 | 23,679 | | 3.2 | 24,434 | | 4.1 | 25,434 | | 4.6 | 26,605 | | 4.5 | 27,795 | | |
| Less subsidies | 598 | | 0.0 | 598 | | 0.0 | 598 | | 0.0 | 598 | | 0.0 | 598 | | 0.0 | 598 | | |
| Gross Domestic Product | 178,532 | | 3.1 | 183,993 | | 3.0 | 189,561 | | 4.6 | 198,293 | | 5.1 | 208,438 | | 5.0 | 218,794 | | |

* Includes Local Government and Non-profit Organisations

** Central Government (includes Crown Entities but not SOEs)

Source: Statistics New Zealand, The Treasury

Tables 4 & 5: Labour Market Indicators

| Annual Average Percentage Change | | | | | | |
|---|-------------|-------------|-------------|-------------|-------------|-------------|
| March Year | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
| | Actual | Forecast | Forecast | Forecast | Forecast | Forecast |
| Real GDP (production basis) | 3.0 | 0.1 | 1.8 | 3.3 | 3.4 | 3.1 |
| Working Age Population | 1.2 | 1.2 | 1.2 | 1.2 | 1.1 | 1.1 |
| Labour Force | 1.1 | 1.1 | 0.5 | 0.6 | 1.0 | 1.3 |
| Employment - Full Time Equivalents* | 0.8 | 0.3 | -0.3 | 0.4 | 1.3 | 1.8 |
| Labour Productivity* | 2.1 | -0.2 | 2.1 | 2.9 | 2.1 | 1.3 |
| Labour Productivity ** | 3.1 | -0.9 | 2.1 | 2.9 | 2.2 | 1.5 |
| CPI (annual percentage change) | 3.4 | 4.5 | 2.3 | 2.4 | 2.4 | 2.4 |
| Average Ordinary Time Hourly Wages | 4.2 | 5.5 | 4.3 | 4.0 | 3.8 | 3.5 |
| Average Weekly Earnings | 4.1 | 5.2 | 4.2 | 4.0 | 3.8 | 3.5 |
| Real Wages | 1.6 | 1.0 | 1.6 | 1.7 | 1.3 | 1.1 |
| Compensation of Employees | 5.8 | 6.6 | 3.9 | 4.4 | 5.0 | 5.2 |
| Unit Labour Costs (Hours worked basis) | 1.1 | 6.4 | 2.2 | 1.0 | 1.5 | 2.0 |
| Real Unit Labour Costs | -1.4 | 1.9 | -0.4 | -1.2 | -0.9 | -0.4 |

* Full time equivalent basis

** Hours worked basis

Source: Statistics New Zealand, The Treasury

| Number (000's) | | | | | | |
|----------------------------|-------------|-------------|-------------|-------------|-------------|-------------|
| As at March Quarter | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
| | Actual | Forecast | Forecast | Forecast | Forecast | Forecast |
| Total Population | 4,264 | 4,299 | 4,340 | 4,381 | 4,422 | 4,462 |
| Natural Increase | 36 | 29 | 33 | 31 | 31 | 30 |
| Net Migration | 5 | 6 | 8 | 10 | 10 | 10 |
| Annual Change | 41 | 35 | 41 | 41 | 41 | 40 |
| Working Age Population | 3,284 | 3,322 | 3,361 | 3,399 | 3,436 | 3,473 |
| Annual Change | 36 | 38 | 39 | 39 | 37 | 36 |
| Not in the labour force | 1,053 | 1,051 | 1,076 | 1,099 | 1,110 | 1,115 |
| Annual Change | 43 | -2 | 25 | 23 | 12 | 4 |
| Labour Force | 2,231 | 2,271 | 2,285 | 2,301 | 2,326 | 2,358 |
| Annual Change | -7 | 40 | 15 | 16 | 25 | 32 |
| Total Employment | 2,139 | 2,159 | 2,155 | 2,170 | 2,200 | 2,238 |
| Annual Change | -5 | 20 | -4 | 15 | 31 | 38 |
| Unemployment | 92 | 112 | 130 | 131 | 126 | 120 |
| Annual Change | -2 | 19 | 19 | 1 | -6 | -6 |
| Participation Rate (%sa) | 67.7 | 68.1 | 67.7 | 67.4 | 67.4 | 67.6 |
| Unemployment Rate (%sa) | 3.7 | 4.4 | 5.1 | 5.1 | 4.8 | 4.6 |

Table 7: Exports - SNA basis

Breakdown of Exports

| March Years | Dairy Products | | | Meat and Meat Products | | | Non-Commodity* | | |
|----------------|----------------|------|--------|------------------------|------|-------|----------------|------|--------|
| | %v | %p | \$ mn | %v | %p | \$ mn | %v | %p | \$ mn |
| 2005 | -9.4 | 9.1 | 5,783 | 3.5 | 6.8 | 4,873 | 8.4 | -0.2 | 10,122 |
| 2006 | -2.4 | 6.0 | 5,993 | -2.2 | -3.2 | 4,611 | -0.5 | 2.5 | 10,331 |
| 2007 | 22.3 | 2.1 | 7,455 | 6.7 | 2.6 | 5,037 | 0.6 | 10.8 | 11,678 |
| 2008 | -1.0 | 25.9 | 9,437 | -2.9 | -5.3 | 4,656 | 0.9 | 8.5 | 12,467 |
| 2009 | -4.6 | 29.4 | 11,505 | 0.8 | 14.8 | 5,363 | 2.7 | 12.8 | 14,513 |
| 2010 | 9.4 | -5.3 | 11,901 | -3.2 | 7.3 | 5,586 | 5.9 | 7.4 | 16,516 |
| 2011 | 3.9 | 0.5 | 12,433 | 2.1 | 5.3 | 6,005 | 6.9 | 6.2 | 18,774 |
| 2012 | 3.2 | 1.3 | 12,997 | 0.9 | 4.4 | 6,329 | 4.9 | 5.0 | 20,695 |
| 2013 | 2.6 | 1.2 | 13,487 | 0.6 | 3.7 | 6,603 | 3.5 | 4.2 | 22,334 |

| March Years | Total Goods** | | | Services | | | Total Exports | | |
|----------------|---------------|------|--------|----------|-----|--------|---------------|------|--------|
| | %v | %p | \$ mn | %v | %p | \$ mn | %v | %p | \$ mn |
| 2005 | 5.1 | 1.8 | 31,114 | 3.5 | 1.8 | 12,239 | 4.7 | 1.8 | 43,353 |
| 2006 | 0.7 | 0.9 | 31,580 | -2.2 | 1.9 | 12,205 | -0.1 | 1.1 | 43,786 |
| 2007 | 4.9 | 7.5 | 35,633 | -1.6 | 4.5 | 12,565 | 3.1 | 6.8 | 48,199 |
| 2008 | 3.7 | 4.8 | 38,722 | -1.4 | 2.4 | 12,701 | 2.3 | 4.0 | 51,422 |
| 2009 | -1.6 | 19.4 | 45,440 | -2.3 | 6.5 | 13,219 | -2.4 | 16.9 | 58,525 |
| 2010 | 4.6 | 3.4 | 49,175 | 4.9 | 3.9 | 14,383 | 4.7 | 3.5 | 63,397 |
| 2011 | 4.4 | 4.2 | 53,478 | 6.3 | 2.4 | 15,668 | 4.9 | 3.7 | 68,954 |
| 2012 | 3.6 | 3.7 | 57,481 | 8.5 | 3.2 | 17,531 | 4.7 | 3.5 | 74,789 |
| 2013 | 3.0 | 3.3 | 61,137 | 7.6 | 3.2 | 19,464 | 4.1 | 3.2 | 80,359 |

* Consists of 'Metal Products and Machinery Equipment', 'Chemicals, Rubber and Other Non-Metallic Goods' and 'Textile, Apparel and Leather'

** Note that Statistics NZ withholds data for some components of exports for confidentiality reasons. As a result we have not published the 'Wood and Wood Products' and 'Other Goods' components of exports that we have published previously.

Table 8: Imports - SNA basis

Breakdown of Imports

| March Years | Capital Goods (VFD) | | | Mineral Fuel* (VFD) | | | Intermediate Goods** (VFD) | | | Consumption Goods (VFD) | | |
|----------------|---------------------|-------|-------|---------------------|------|--------|----------------------------|------|--------|-------------------------|------|--------|
| | %v | %p | \$ mn | %v | %p | \$ mn | %v | %p | \$ mn | %v | %p | \$ mn |
| 2005 | 16.8 | -9.1 | 6,607 | 13.7 | 21.6 | 3,811 | 10.1 | -1.9 | 14,481 | 10.5 | -3.9 | 8,125 |
| 2006 | 16.3 | -5.0 | 7,301 | 0.3 | 37.3 | 5,250 | -1.4 | 0.7 | 14,365 | 8.1 | -1.0 | 8,703 |
| 2007 | -3.2 | 2.3 | 7,223 | -8.0 | 21.2 | 5,872 | -2.8 | 12.5 | 15,717 | 5.8 | 3.7 | 9,544 |
| 2008 | 10.9 | -10.4 | 7,184 | 15.0 | 3.9 | 7,019 | 9.2 | -6.3 | 16,091 | 7.0 | -3.0 | 9,909 |
| 2009 | 5.6 | 2.7 | 7,803 | -9.4 | 55.5 | 9,864 | 0.2 | 13.4 | 18,297 | -0.3 | 13.5 | 11,223 |
| 2010 | -7.0 | -2.5 | 7,064 | -3.1 | 3.5 | 9,902 | -0.8 | 8.9 | 19,747 | 1.6 | 8.4 | 12,357 |
| 2011 | 0.8 | 3.3 | 7,355 | -0.2 | 3.8 | 10,266 | -0.2 | 7.0 | 21,098 | 2.1 | 6.1 | 13,391 |
| 2012 | 3.0 | 4.0 | 7,879 | 2.2 | 3.2 | 10,829 | 2.2 | 5.8 | 22,829 | 2.9 | 4.9 | 14,460 |
| 2013 | 4.4 | 3.3 | 8,490 | 3.0 | 2.7 | 11,459 | 3.0 | 4.7 | 24,620 | 3.2 | 4.1 | 15,535 |

| March Years | Total Goods (VFD) | | | Services | | | Total | | |
|----------------|-------------------|------|--------|----------|------|--------|-------|------|--------|
| | %v | %p | \$ mn | %v | %p | \$ mn | %v | %p | \$ mn |
| 2005 | 12.0 | -1.7 | 33,343 | 13.7 | -1.7 | 11,169 | 12.5 | -1.8 | 44,512 |
| 2006 | 3.9 | 3.1 | 35,685 | 4.5 | 0.6 | 11,759 | 4.1 | 2.5 | 47,444 |
| 2007 | -0.9 | 8.7 | 38,464 | -4.3 | 7.0 | 12,064 | -1.7 | 8.3 | 50,528 |
| 2008 | 9.8 | -4.2 | 40,469 | 9.3 | -5.9 | 12,406 | 9.7 | -4.6 | 52,875 |
| 2009 | 1.9 | 14.8 | 47,328 | -4.0 | 11.4 | 13,251 | 0.4 | 14.2 | 60,593 |
| 2010 | -2.3 | 6.5 | 49,253 | -3.4 | 8.4 | 13,883 | -2.5 | 6.9 | 63,148 |
| 2011 | 0.6 | 5.4 | 52,263 | -1.0 | 6.4 | 14,622 | 0.3 | 5.6 | 66,898 |
| 2012 | 2.7 | 4.7 | 56,202 | 1.1 | 5.6 | 15,613 | 2.4 | 4.9 | 71,830 |
| 2013 | 3.5 | 3.8 | 60,374 | 1.9 | 4.8 | 16,687 | 3.2 | 4.0 | 77,076 |

* Consists of 'Fuels and Lubricants' and 'Petrol and Aviation Gas'

** Consists of 'Intermediate Goods' excluding 'Fuels and Lubricants' and 'Passenger Cars'

*** Consists of 'Consumption Goods' and 'Passenger Motor Cars'

Estimates of the Cyclically-Adjusted Balance and Fiscal Impulse

There are different ways of assessing the link between fiscal policy and the macroeconomy. For a broader discussion, refer to pages 86 and 87 of the *2008 Budget Economic and Fiscal Update* (BEFU) <http://www.treasury.govt.nz/budget/forecasts/befu2008>. Below is an update of the cyclically-adjusted balance and the fiscal impulse based on Pre-Election Update (PREFU) economic and fiscal forecasts.

Cyclically-adjusted balance

The cyclically-adjusted balance (CAB) is an indicator that provides an estimate of what the fiscal balance would be if the economy was operating at trend output. The CAB can act as a guide in assessing the sustainability of fiscal policy. It does this by gauging the extent to which the fiscal balance reflects temporary cyclical factors rather than long-lasting permanent factors. A positive value of the CAB suggests that the fiscal surplus is not the result of temporary cyclical factors affecting the economy.

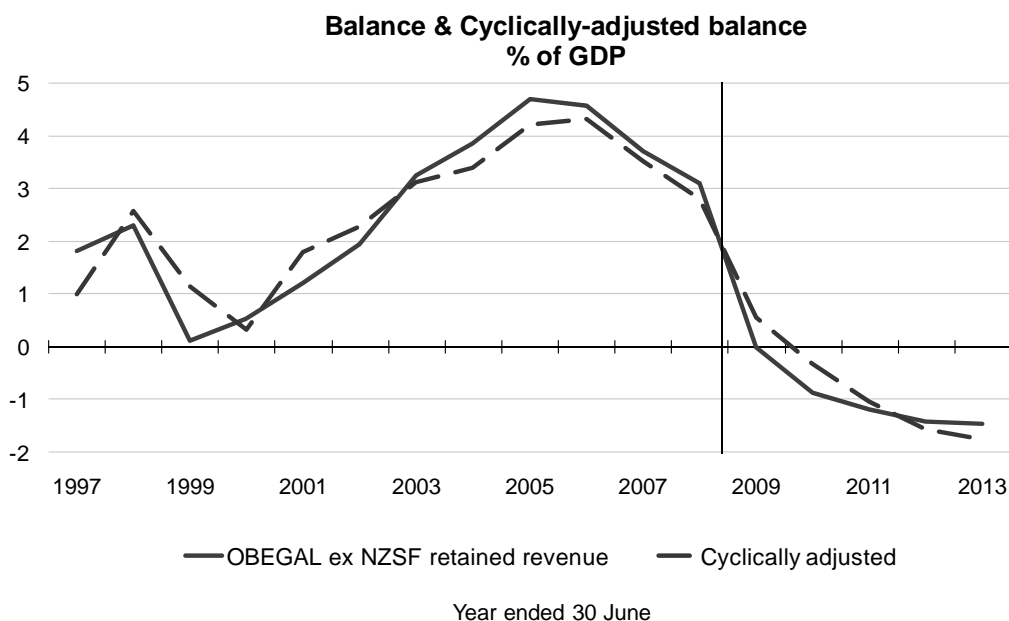
Cyclical adjustment primarily involves the use of the output gap (the difference between actual output and trend output). Trend output, and so the output gap, is not directly observable and has to be estimated. Cyclical adjustment also takes into account the responsiveness of different tax types, and unemployment, to the output gap.¹ No adjustments are made for prices being above or below trend levels. Because the approach removes an estimate of the cyclical component of taxes and unemployment spending from the actual fiscal balance, the CAB is a mix of discretionary fiscal policy, demand driven influences on spending, prices differing from trend, and forecast changes. For this reason it is helpful to assess changes in estimates of the CAB in the context of the major changes in taxes and spending. Finally, because it includes estimated variables, and is sensitive to new information, particularly regarding the evolution of trend output the output gap, the CAB is subject to uncertainty.²

There are different views on the usefulness of the CAB as an indicator because of the inherent uncertainty of the estimate. In the United Kingdom estimates of the cyclically-adjusted position are a requirement under the *Code for Fiscal Stability*. In contrast, no such requirement exists in the Australian *Charter of Budget Honesty* and estimates are not generally published. Although in New Zealand the Public Finance Act 1989 does not require estimates of the cyclically-adjusted position, the Treasury has published CAB estimates since the mid-1990s. The approach used by the Treasury to estimate the CAB is in-line with that used by the OECD and IMF.

¹ Trend output is estimated here using a Hodrick-Prescott (HP) filter. The responsiveness of tax bases to the output gap are OECD estimates while the responsiveness of taxes to the bases are Treasury estimates.

² Treasury's approach to estimating the cyclically-adjusted balance and fiscal impulse is set out in Treasury Working Papers 01/10 and 02/30.

In the figure below the CAB is estimated for a measure of the operating balance excluding gains and losses (OBEGAL), and excluding the retained revenue of the NZS Fund. This measure of the fiscal balance recognises that the NZS Fund has been set up to meet future spending pressures and as a result the returns it earns are not available to the Crown to meet current spending requirements. The figure shows that both the OBEGAL (excluding NZS Fund retained revenue) and the estimated CAB have increased since the late 1990s.³ However, the estimated CAB has not increased by the same extent. This suggests part of the increase in the fiscal balance was cyclical (i.e., from 2004 through to 2008) and reflected the operation of the so-called automatic fiscal stabilisers. A medium-term reduction in the CAB was forecast at the time of the BEFU, in part as a result of discretionary fiscal policy changes (including tax reductions). As in the BEFU, the PREFU forecasts show that the fiscal balance declines somewhat faster than the estimated CAB in the near term, suggesting that the automatic fiscal stabilisers are operating in the opposite direction.



As discussed above, estimates of the CAB are sensitive to new information about the evolution of trend output and the output gap, and how this affects the cyclically-adjusted components of revenues and expenses. For example, compared to the BEFU, the output gaps in 2006, 2007 and 2008 are now estimated to be more positive. As a result, a larger portion of tax revenue in these years is now assessed as being cyclical. Compared to BEFU, the output gap is now forecast to be more negative in 2009, 2010 and 2011.

Source: The Treasury

³ OECD estimates of New Zealand's cyclically-adjusted balance, while based on a different measure of the fiscal balance and output gap, show a similar increase over this period (OECD *Economic Outlook* 83, June 2008).

To help illustrate the sources of change, listed below are the major movements in components of the OBEGAL since BEFU for the 2012 year (refer Table 2.5 in the PREFU):⁴

| | |
|---------------------------|----------|
| Tax revenue | (\$819m) |
| Benefit expenses | \$543m |
| Education expense changes | \$254m |
| KiwiSaver expense changes | \$280m |
| Treaty settlements | \$130m |
| Net finance costs | \$675m |

Like many economic forecasters, Treasury assumes that towards the end of the forecast period output growth converges on trend output growth. However, it is not always the case that the output gap is closed toward the end of the forecasts or that the level of trend output is unchanged between forecasts. In addition, changes in prices can mean that the level of nominal GDP, and hence taxes, can display level shifts between forecast rounds. If the change in nominal GDP and so tax revenue is permanent, and the output gap is small or closed, then the CAB will treat these as permanent tax revenue changes. In contrast, while some expenses are linked to prices (eg, indexation of benefits) there is less movement in response to forecast changes in nominal GDP.

In these PREFU forecasts, nominal GDP is lower in each year of the forecasts when compared to BEFU and the output gap shifts to small positive values in the last two forecast years. The tax revenue and benefit changes are the dominant source of change in the fiscal position since BEFU. If the tax revenue and benefit forecast changes are both treated as cyclical in 2012, forecast changes in other non-finance expenses have acted to shift the estimated CAB downward somewhat relative to BEFU.

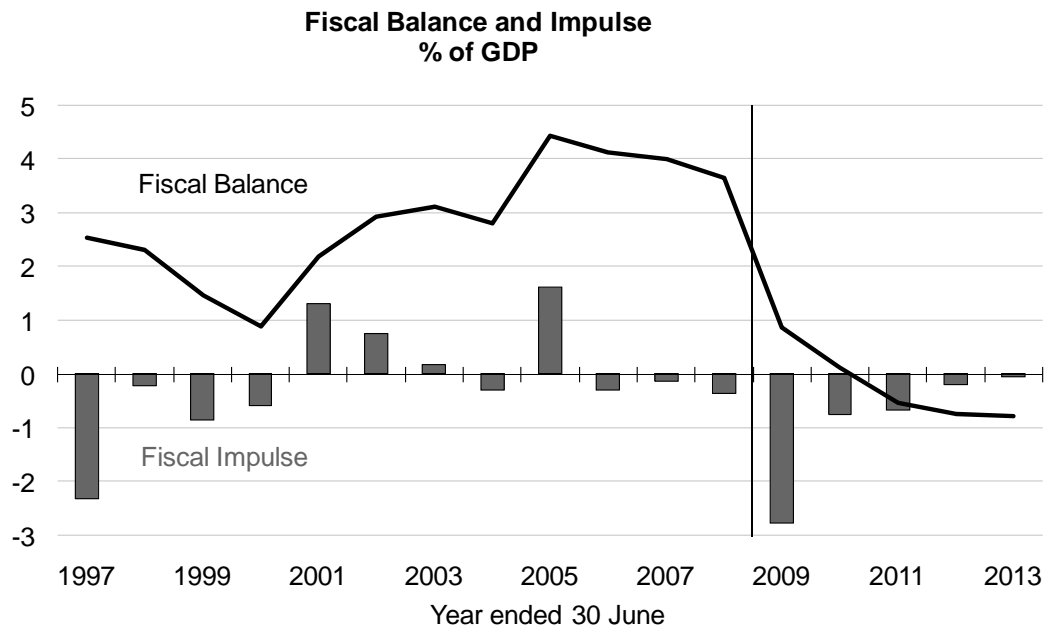
Overall, the uncertainties toward the end of the forecasts imply that caution is needed in interpreting shifts in the CAB and the estimate is based on the information we have at this point in time.

Fiscal balance and fiscal impulse

Fiscal impulse is an indicator that combines both spending and tax information to provide a guide to the impact of fiscal policy on demand in the economy. It is constructed from cash flow information in the financial statements (primarily from Note 21: Reconciliation of core Crown operating cash flows to residual core Crown cash). A cash-based measure of the operating balance is constructed and then adjusted to remove the estimated cyclical components of taxes and unemployment spending, and net interest payments. From this balance, capital expenditure is deducted. Capital spending is adjusted to remove that part of defence spending judged as less likely to affect aggregate demand. An adjustment is

⁴ Net finance costs are included in the cyclically-adjusted balance. However, they are not cyclically-adjusted and it is not uncommon to remove them so as to focus on the so-called primary balance. The change in net finance costs relative to BEFU reflects the underlying changes in primary taxes and spending and the impact on debt.

also made for the government's contribution to KiwiSaver accounts. Overall, these adjustments are made so that the indicator focuses on those changes in discretionary fiscal policy likely to affect demand in the economy. The change in the resulting fiscal balance is the fiscal impulse. Although cash based, the fiscal balance and the fiscal impulse do not correspond to fiscal indicators such as "residual cash" because of the various adjustments applied.



Source: The Treasury

Fiscal impulse is interpreted as expansionary fiscal policy when the fiscal balance decreases (the government is adding to aggregate demand) or contractionary when the fiscal balance increases (the government is reducing its contribution to aggregate demand).

Fiscal impulse, however, does not provide any information on how a change in fiscal policy will be transmitted through the economy. In particular, it ignores any supply-side impacts of policy and does not contain any information about second-round effects, such as how changes in the spending decisions of households and firms may change as a result of changes in interest rates, inflation and the exchange rate. As a result, fiscal impulse is not a measure of the impact of fiscal policy on inflation. Even if the fiscal impulse indicator is unchanged between forecasts it does not mean that the inflation impact will be the same in each forecast. In particular, there may be a different inflationary impact from the same fiscal policy change depending on where the economy is in the cycle; if there is more (less) pressure on resources then the same discretionary fiscal policy change may have greater (lesser) inflation impact. In addition, a different make-up of taxes and spending could mean that the same fiscal impulse has a different impact on inflation.

As noted in the case of the CAB above, *ex post* and *ex ante* estimates of fiscal impulse can and do change between forecast rounds because of revisions to the output gap and changes in spending (i.e., timing delays in departmental spending, both operating and capital; and the application of the top-down adjustment).

| June year % of GDP | Fiscal Balance | Fiscal Impulse | OBEGAL ex NZSF retained income | Cyclically Adjusted |
|-----------------------|-------------------|-------------------|--------------------------------------|------------------------|
| 1997 | 2.5 | -2.3 | 1.8 | 1.0 |
| 1998 | 2.3 | -0.2 | 2.3 | 2.6 |
| 1999 | 1.5 | -0.8 | 0.1 | 1.2 |
| 2000 | 0.9 | -0.6 | 0.5 | 0.3 |
| 2001 | 2.2 | 1.3 | 1.2 | 1.8 |
| 2002 | 2.9 | 0.7 | 2.0 | 2.3 |
| 2003 | 3.1 | 0.2 | 3.2 | 3.1 |
| 2004 | 2.8 | -0.3 | 3.9 | 3.4 |
| 2005 | 4.4 | 1.6 | 4.7 | 4.2 |
| 2006 | 4.1 | -0.3 | 4.6 | 4.3 |
| 2007 | 4.0 | -0.1 | 3.7 | 3.5 |
| 2008 | 3.7 | -0.4 | 3.1 | 2.8 |
| 2009 | 0.9 | -2.8 | 0.0 | 0.6 |
| 2010 | 0.1 | -0.8 | -0.9 | -0.3 |
| 2011 | -0.5 | -0.7 | -1.2 | -1.0 |
| 2012 | -0.7 | -0.2 | -1.4 | -1.6 |
| 2013 | -0.8 | 0.0 | -1.5 | -1.7 |

Source: The Treasury

Tax Revenue Tables

Table 1 – Treasury and Inland Revenue forecasts of tax revenue

| Tax revenue | 2007/08 Actual | 2008/09 Forecast | | 2009/10 Forecast | | 2010/11 Forecast | | 2011/12 Forecast | | 2012/13 Forecast | |
|--|-------------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|
| \$ million | | Treasury | IRD | Treasury | IRD | Treasury | IRD | Treasury | IRD | Treasury | IRD |
| Direct tax | | | | | | | | | | | |
| Individuals | | | | | | | | | | | |
| Source deductions | 23,769 | 23,429 | 23,457 | 24,059 | 24,022 | 24,766 | 24,691 | 25,873 | 25,875 | 27,558 | 27,598 |
| Other persons tax | 5,071 | 4,972 | 4,919 | 5,251 | 5,112 | 5,255 | 5,194 | 5,392 | 5,377 | 5,549 | 5,488 |
| Refunds | (1,470) | (1,494) | (1,550) | (1,460) | (1,490) | (1,451) | (1,510) | (1,490) | (1,540) | (1,552) | (1,540) |
| Fringe benefit tax | 522 | 514 | 520 | 529 | 539 | 556 | 562 | 580 | 588 | 607 | 616 |
| Subtotal: Individuals | 27,892 | 27,421 | 27,346 | 28,379 | 28,183 | 29,126 | 28,937 | 30,355 | 30,300 | 32,162 | 32,162 |
| Company tax (net) | 9,103 | 8,137 | 8,060 | 8,384 | 8,980 | 9,160 | 9,582 | 9,663 | 10,132 | 10,200 | 10,574 |
| Withholding taxes on: | | | | | | | | | | | |
| Resident interest income | 2,699 | 2,822 | 2,833 | 2,666 | 2,565 | 2,494 | 2,320 | 2,571 | 2,320 | 2,719 | 2,370 |
| Non-resident income | 1,506 | 1,549 | 1,450 | 1,396 | 1,476 | 1,389 | 1,506 | 1,469 | 1,536 | 1,525 | 1,566 |
| Foreign-source dividends | 71 | 42 | 62 | 42 | 57 | 42 | 52 | 42 | 52 | 42 | 50 |
| Resident dividend income | 69 | 60 | 61 | 221 | 196 | 267 | 243 | 271 | 255 | 275 | 262 |
| Subtotal: Withholding tax | 4,345 | 4,473 | 4,406 | 4,325 | 4,294 | 4,192 | 4,121 | 4,353 | 4,163 | 4,561 | 4,248 |
| Total income tax | 41,340 | 40,031 | 39,812 | 41,088 | 41,457 | 42,478 | 42,640 | 44,371 | 44,595 | 46,923 | 46,984 |
| Other: Estate and gift duties | 3 | 3 | 2 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 |
| Total direct tax | 41,343 | 40,034 | 39,814 | 41,091 | 41,460 | 42,481 | 42,643 | 44,374 | 44,598 | 46,926 | 46,987 |
| Indirect tax | | | | | | | | | | | |
| GST | | | | | | | | | | | |
| GST (Customs) | 5,812 | 6,611 | 6,642 | 6,895 | 7,017 | 7,330 | 7,418 | 7,892 | 7,964 | 8,460 | 8,560 |
| GST (IRD) | 9,488 | 9,709 | 9,609 | 10,006 | 9,873 | 10,306 | 10,132 | 10,564 | 10,420 | 10,818 | 10,749 |
| Subtotal: GST | 15,300 | 16,320 | 16,251 | 16,901 | 16,890 | 17,636 | 17,550 | 18,456 | 18,384 | 19,278 | 19,309 |
| Excise duties on: | | | | | | | | | | | |
| Alcoholic drinks | 573 | 602 | 610 | 635 | 633 | 656 | 657 | 678 | 682 | 702 | 708 |
| Tobacco products | 159 | 151 | 155 | 155 | 156 | 157 | 159 | 159 | 162 | 162 | 164 |
| Petroleum fuels | 819 | 880 | 880 | 891 | 891 | 910 | 910 | 935 | 935 | 961 | 961 |
| Subtotal: excise duties | 1,551 | 1,633 | 1,645 | 1,681 | 1,680 | 1,723 | 1,726 | 1,772 | 1,779 | 1,825 | 1,833 |
| Other indirect tax | | | | | | | | | | | |
| Customs duty | 1,857 | 1,889 | 1,903 | 1,874 | 1,888 | 1,860 | 1,901 | 1,847 | 1,895 | 1,873 | 1,894 |
| Road user charges | 851 | 877 | 916 | 895 | 940 | 942 | 984 | 996 | 1,033 | 1,051 | 1,087 |
| Gaming duties | 302 | 294 | 290 | 299 | 297 | 309 | 301 | 319 | 306 | 330 | 311 |
| Motor vehicle fees | 226 | 185 | 187 | 184 | 191 | 185 | 199 | 186 | 207 | 188 | 215 |
| Exhaustible resource levy | 46 | 43 | 45 | 43 | 45 | 43 | 50 | 43 | 55 | 43 | 58 |
| Approved issuer levy, cheque duty & other | 123 | 104 | 114 | 106 | 111 | 105 | 103 | 106 | 100 | 104 | 99 |
| Subtotal: Other indirect tax | 3,405 | 3,392 | 3,455 | 3,401 | 3,472 | 3,444 | 3,538 | 3,497 | 3,596 | 3,589 | 3,664 |
| Total indirect tax | 20,256 | 21,345 | 21,351 | 21,983 | 22,042 | 22,803 | 22,814 | 23,725 | 23,759 | 24,692 | 24,806 |
| Total tax | 61,599 | 61,379 | 61,165 | 63,074 | 63,502 | 65,284 | 65,457 | 68,099 | 68,357 | 71,618 | 71,793 |
| Total tax (% of GDP) | 34.2% | 33.3% | 33.2% | 33.1% | 33.3% | 32.7% | 32.7% | 32.4% | 32.5% | 32.5% | 32.5% |
| less Core Crown tax eliminations | | | | | | | | | | | |
| Core Crown income tax | 237 | 326 | 326 | 419 | 419 | 494 | 494 | 574 | 574 | 655 | 655 |
| GST on Crown expenses and departmental outputs | 4,185 | 4,633 | 4,633 | 4,877 | 4,877 | 5,160 | 5,160 | 5,269 | 5,269 | 5,516 | 5,516 |
| Crown ESCT | 413 | 347 | 347 | 348 | 348 | 347 | 347 | 348 | 348 | 348 | 348 |
| Crown ALL | 17 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 |
| Core Crown taxation | 56,747 | 56,058 | 55,844 | 57,415 | 57,843 | 59,268 | 59,441 | 61,893 | 62,151 | 65,084 | 65,259 |
| Core Crown tax (% of GDP) | 31.5% | 30.4% | 30.3% | 30.1% | 30.3% | 29.7% | 29.7% | 29.4% | 29.6% | 29.5% | 29.6% |
| less Total Crown tax eliminations | | | | | | | | | | | |
| Income tax from SOEs and CEs | 322 | 470 | 470 | 562 | 562 | 538 | 538 | 565 | 565 | 648 | 648 |
| Other Crown GST | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. | .. |
| ESCT from SOEs and CEs | 10 | 8 | 8 | 8 | 8 | 9 | 9 | 9 | 9 | 9 | 9 |
| Lottery duty | 42 | 42 | 42 | 44 | 44 | 47 | 47 | 50 | 50 | 52 | 52 |
| Total Crown taxation | 56,373 | 55,538 | 55,324 | 56,801 | 57,229 | 58,674 | 58,847 | 61,269 | 61,527 | 64,375 | 64,550 |
| Total Crown tax (% of GDP) | 31.3% | 30.1% | 30.0% | 29.8% | 30.0% | 29.4% | 29.4% | 29.1% | 29.3% | 29.2% | 29.3% |
| Nominal GDP | 180,077 | 184,390 | 184,390 | 190,713 | 190,713 | 199,881 | 199,881 | 210,205 | 210,205 | 220,574 | 220,574 |

Sources: Inland Revenue, The Treasury

Table 2 – Treasury and Inland Revenue forecasts of tax receipts (cash)

| Tax receipts | 2007/08 Actual | 2008/09 Forecast | | 2009/10 Forecast | | 2010/11 Forecast | | 2011/12 Forecast | | 2012/13 Forecast | |
|--|-------------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|---------------------|---------------|
| | | Treasury | IRD | Treasury | IRD | Treasury | IRD | Treasury | IRD | Treasury | IRD |
| \$ million | | | | | | | | | | | |
| Direct tax | | | | | | | | | | | |
| Individuals | | | | | | | | | | | |
| Source deductions | 23,247 | 23,354 | 23,382 | 23,982 | 23,945 | 24,687 | 24,612 | 25,790 | 25,792 | 27,470 | 27,510 |
| Other persons tax | 5,469 | 5,447 | 5,440 | 5,870 | 5,680 | 5,898 | 5,750 | 6,080 | 5,920 | 6,232 | 6,090 |
| Refunds | (2,171) | (2,369) | (2,330) | (2,274) | (2,270) | (2,300) | (2,290) | (2,396) | (2,320) | (2,400) | (2,350) |
| Fringe benefit tax | 489 | 507 | 515 | 526 | 533 | 546 | 555 | 573 | 580 | 599 | 608 |
| Subtotal: Individuals | 27,034 | 26,939 | 27,007 | 28,104 | 27,888 | 28,831 | 28,627 | 30,047 | 29,972 | 31,901 | 31,858 |
| Company tax (net) | 8,703 | 7,507 | 7,303 | 8,148 | 8,641 | 8,943 | 9,252 | 9,456 | 9,807 | 9,872 | 10,106 |
| Withholding taxes on: | | | | | | | | | | | |
| Resident interest income | 2,616 | 2,823 | 2,833 | 2,667 | 2,565 | 2,495 | 2,320 | 2,572 | 2,320 | 2,720 | 2,370 |
| Non-resident income | 1,638 | 1,344 | 1,450 | 1,352 | 1,476 | 1,397 | 1,506 | 1,459 | 1,536 | 1,518 | 1,566 |
| Foreign-source dividends | 72 | 42 | 62 | 42 | 57 | 42 | 52 | 42 | 52 | 42 | 50 |
| Resident dividend income | 40 | 90 | 61 | 220 | 196 | 266 | 243 | 270 | 255 | 274 | 262 |
| Subtotal: Withholding tax | 4,366 | 4,299 | 4,406 | 4,281 | 4,294 | 4,200 | 4,121 | 4,343 | 4,163 | 4,554 | 4,248 |
| Total income tax | 40,103 | 38,745 | 38,716 | 40,533 | 40,823 | 41,974 | 42,000 | 43,846 | 43,942 | 46,327 | 46,212 |
| Other: Estate and gift duties | 2 | 3 | 2 | 3 | 3 | 3 | 3 | 3 | 3 | 3 | 3 |
| Total direct tax | 40,105 | 38,748 | 38,718 | 40,536 | 40,826 | 41,977 | 42,003 | 43,849 | 43,945 | 46,330 | 46,215 |
| Indirect tax | | | | | | | | | | | |
| GST | | | | | | | | | | | |
| GST (Customs) | 5,774 | 6,611 | 6,642 | 6,895 | 7,017 | 7,330 | 7,418 | 7,892 | 7,964 | 8,460 | 8,560 |
| GST (IRD) | 9,696 | 9,447 | 9,364 | 9,734 | 9,607 | 10,019 | 9,861 | 10,263 | 10,135 | 10,503 | 10,450 |
| Subtotal: GST | 15,470 | 16,058 | 16,006 | 16,629 | 16,624 | 17,349 | 17,279 | 18,155 | 18,099 | 18,963 | 19,010 |
| Excise duties on: | | | | | | | | | | | |
| Alcoholic drinks | 554 | 602 | 590 | 635 | 633 | 656 | 657 | 678 | 682 | 702 | 708 |
| Tobacco products | 160 | 151 | 155 | 155 | 156 | 157 | 159 | 159 | 162 | 162 | 164 |
| Petroleum fuels | 808 | 880 | 880 | 891 | 891 | 910 | 910 | 935 | 935 | 961 | 961 |
| Subtotal: Excise duties | 1,522 | 1,633 | 1,625 | 1,681 | 1,680 | 1,723 | 1,726 | 1,772 | 1,779 | 1,825 | 1,833 |
| Other indirect tax | | | | | | | | | | | |
| Customs duty | 1,946 | 1,889 | 1,903 | 1,874 | 1,888 | 1,860 | 1,901 | 1,847 | 1,895 | 1,873 | 1,894 |
| Road user charges | 851 | 877 | 916 | 895 | 940 | 942 | 984 | 996 | 1,033 | 1,051 | 1,087 |
| Gaming duties | 279 | 290 | 290 | 299 | 297 | 309 | 301 | 319 | 306 | 330 | 311 |
| Motor vehicle fees | 223 | 185 | 187 | 184 | 191 | 185 | 199 | 186 | 207 | 188 | 215 |
| Exhaustible resource levy | 42 | 48 | 45 | 43 | 45 | 43 | 50 | 43 | 55 | 43 | 58 |
| Approved issuer levy, cheque duty & other | 102 | 94 | 109 | 101 | 106 | 100 | 98 | 101 | 95 | 99 | 94 |
| Subtotal: Other indirect tax | 3,443 | 3,383 | 3,450 | 3,396 | 3,467 | 3,439 | 3,533 | 3,492 | 3,591 | 3,584 | 3,659 |
| Total indirect tax | 20,435 | 21,074 | 21,081 | 21,706 | 21,771 | 22,511 | 22,538 | 23,419 | 23,469 | 24,372 | 24,502 |
| Total tax | 60,540 | 59,822 | 59,799 | 62,242 | 62,597 | 64,488 | 64,541 | 67,268 | 67,414 | 70,702 | 70,717 |
| Total tax (% of GDP) | 33.6% | 32.4% | 32.4% | 32.6% | 32.8% | 32.3% | 32.3% | 32.0% | 32.1% | 32.1% | 32.1% |
| less Core Crown tax eliminations | | | | | | | | | | | |
| Core Crown income tax | 407 | 200 | 200 | 419 | 419 | 494 | 494 | 574 | 574 | 655 | 655 |
| GST on Crown expenses and departmental outputs | 4,141 | 4,647 | 4,647 | 4,868 | 4,868 | 5,139 | 5,139 | 5,260 | 5,260 | 5,504 | 5,504 |
| Crown ESCT | 406 | 309 | 309 | 316 | 316 | 325 | 325 | 333 | 333 | 333 | 333 |
| Crown AIL | 17 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 | 15 |
| Core Crown taxation | 55,569 | 54,651 | 54,628 | 56,624 | 56,979 | 58,515 | 58,568 | 61,086 | 61,232 | 64,195 | 64,210 |
| Core Crown tax (% of GDP) | 30.9% | 29.6% | 29.6% | 29.7% | 29.9% | 29.3% | 29.3% | 29.1% | 29.1% | 29.1% | 29.1% |
| less Total Crown tax eliminations | | | | | | | | | | | |
| Income tax from SOEs and CEs | 246 | 503 | 503 | 439 | 439 | 563 | 563 | 525 | 525 | 708 | 708 |
| Other Crown GST | 102 | (56) | (56) | (2) | (2) | 3 | 3 | 38 | 38 | 18 | 18 |
| ESCT from SOEs and CEs | 11 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 | 4 |
| Lottery duty | 42 | 42 | 42 | 44 | 44 | 47 | 47 | 50 | 50 | 53 | 53 |
| Total Crown taxation | 55,168 | 54,158 | 54,135 | 56,139 | 56,494 | 57,898 | 57,951 | 60,469 | 60,615 | 63,412 | 63,427 |
| Total Crown tax (% of GDP) | 30.6% | 29.4% | 29.4% | 29.4% | 29.6% | 29.0% | 29.0% | 28.8% | 28.8% | 28.7% | 28.8% |

Sources: Inland Revenue, The Treasury

Accounting Policies and Forecast Assumptions

The forecast financial statements contained in the Generally Accepted Accounting Practice (GAAP) Series Table Chapter of the published Pre-Election Update are based on the following accounting policies and forecast assumptions.

Statement of Compliance

These forecast financial statements have been prepared in accordance with the Public Finance Act 1989 and with New Zealand Generally Accepted Accounting Practice (NZ GAAP). The accounting policies applied in the statements are the same as those applied in the audited, actual financial statements of the Government for the year ended 30 June 2008.

For the purposes of these forecast statements, the government reporting entity has been designated a public benefit entity. The forecast statements comply with the New Zealand equivalents to International Financial Reporting Standards (NZ IFRS) as appropriate for public benefit entities.

Reporting Entity

The Government reporting entity is defined in section 2(1) of the Public Finance Act 1989 as:

- the Sovereign in right of New Zealand, and
- the legislative, executive, and judicial branches of the Government of New Zealand.

Basis of Preparation

These forecast financial statements have been prepared on the basis of historic cost modified by the revaluation of certain assets and liabilities.

The statements are prepared on an accrual basis, unless otherwise specified (for example, the Statement of Cash Flows).

The financial statements are presented in New Zealand dollars rounded to the nearest million, unless otherwise specified.

Judgements and Estimations

The preparation of these forecast financial statements requires judgements, estimates and assumptions that affect the application of policies and reported amounts of assets and liabilities, income and expenses. The estimates and associated assumptions are based on historical experience and various other factors that are believed to be reasonable under the circumstances. Actual results may differ from these estimates.

The estimates and underlying assumptions are reviewed on an ongoing basis. Revisions to accounting estimates are recognised in the period in which the estimate is revised, if the revision affects only that period, or in the period of the revision and future periods if the revision affects both current and future periods.

More details on these judgements and estimations are available in the Financial Statements of the Government of New Zealand for the year ended 30 June 2008.

Reporting and Forecast Period

The reporting period for these forecast financial statements is the year ended 30 June 2009 to 30 June 2013.

The “2008 Actual” figures reported in the statements are the audited results reported in the Financial Statements of Government for the year ended 30 June 2008. The “2009 previous budget” figures are the original forecasts to 30 June 2009, as presented in the 2008 Budget.

Where necessary, the financial information of State-Owned enterprises and Crown entities (that have a balance date other than 30 June) has been adjusted for any transactions or events that have occurred since their most recent balance date and that are significant for the Government’s financial statements. Such entities are primarily in the education sector.

Basis of Combination

These forecast financial statements combine the following entities using the purchase method of combination:

Core Entities

- Ministers of the Crown
- Government departments
- Offices of Parliament
- the Reserve Bank of New Zealand
- New Zealand Superannuation Fund

Other entities

- State-Owned enterprises
- Crown entities (excl. Tertiary Education Institutions)
- Air New Zealand Limited
- KiwiRail Holdings Limited
- Organisations listed in Schedule 4 of the Public Finance Act 1989

Corresponding assets, liabilities, income and expenses, are added together line by line. Transactions and balances between these sub-entities are eliminated on combination. Where necessary, adjustments are made to the financial statements of subsidiaries to bring the accounting policies into line with those used by the Government Reporting entity.

Tertiary education institutions are equity-accounted. This policy results in the recognition of their net assets, including asset revaluation movements and surpluses and deficits. The reason for adopting this different method of combination for tertiary education institutions is explained in the Financial Statements of the Government of New Zealand for the year ended 30 June 2008.

The basis of combination for joint ventures depends on the form of the joint venture.

| Forms of Joint Venture | Basis of Combination |
|-------------------------------|---|
| Jointly controlled operations | The Government reporting entity recognises the assets it controls, the liabilities and expenses that it incurs, and its share of the jointly controlled operations’ income. |
| Jointly controlled assets | The Government reporting entity recognises its share of the jointly controlled assets, its share of any liabilities and expenses incurred jointly, any other liabilities and expenses it has incurred in respect of the jointly controlled asset, and income from the sale or use of its share of the output of the jointly controlled. |

| Forms of Joint Venture | Basis of Combination |
|-----------------------------|--|
| Jointly controlled entities | Jointly controlled entities are equity accounted, whereby the Government reporting entity initially recognises its share of interest in these entities' net assets at cost and subsequently adjusts the cost for changes in net assets. The Government reporting entity's share of the jointly controlled entities' surpluses and deficits are recognised in the statement of financial performance. |

Business combinations that occurred prior to the transition to NZ IFRS are not retrospectively restated.

Accounting Policies

The accounting policies set out below have been applied consistently to all periods in 2008 Pre-EFU and in the opening NZ IFRS balance sheet as at 1 July 2008.

Income

Taxation revenue levied through the Crown's sovereign power

The Government provides many services and benefits that do not give rise to revenue. Further, payment of tax does not of itself entitle a taxpayer to an equivalent value of services or benefits, since there is no relationship between paying tax and receiving Crown services and transfers. Such revenue is received through the exercise of the sovereign power of the Crown in Parliament.

Where possible, taxation revenue is recognised at the time the debt to the Crown arises.

| Revenue type | Revenue recognition point |
|--|---|
| Source deductions | When an individual earns income that is subject to PAYE |
| Resident withholding tax (RWT) | When an individual is paid interest or dividends subject to deduction at source |
| Fringe benefit tax (FBT) | When benefits are provided that give rise to FBT |
| Provisional tax | When taxable income is earned |
| Terminal tax | Assessment filed date |
| Goods and services tax (GST) | When the liability to the Crown is incurred |
| Customs and excise duty | When goods become subject to duty |
| Road user charges and motor vehicle fees | When payment of the fee or charge is made |
| Stamp, cheque and credit card duties | When the liability to the Crown is incurred |
| Exhaustible resources levy | When the resource is extracted |
| Other indirect taxes | When the debt to the Crown arises |
| Levies (e.g. ACC levies) | When the obligation to pay the levy is incurred |

Revenue earned through operations

Revenue from the supply of goods and services to third parties is measured at the fair value of consideration received. Revenue from the supply of goods is recognised when

the significant risks and rewards of ownership have been transferred to the buyer. Revenue from the supply of services is recognised on a straight-line basis over the specified period for the services unless an alternative method better represents the stage of completion of the transaction.

Interest income

Interest income is accrued using the effective interest rate method.

The effective interest rate exactly discounts estimated future cash receipts through the expected life of the financial asset to that asset's net carrying amount. The method applies this rate to the principal outstanding to determine interest income each period.

Dividend income

Dividend income from investments is recognised when the Government's rights as a shareholder to receive payment have been established.

Rental income

Rental income is recognised in the statement of financial performance on a straight-line basis over the term of the lease. Lease incentives granted are recognised evenly over the term of the lease as a reduction in total rental income.

Donated or Subsidised Assets

Where an asset is acquired for nil or nominal consideration, the fair value of the asset received is recognised as income in the statement of financial performance.

Expenses

General

Expenses are recognised in the period to which they relate.

Welfare benefits and entitlements

Welfare benefits and entitlements, including New Zealand Superannuation, are recognised in the period when an application for a benefit has been received and the eligibility criteria met.

Grants and subsidies

Where grants and subsidies are discretionary until payment, the expense is recognised when the payment is made. Otherwise, the expense is recognised when the specified criteria have been fulfilled and notice has been given to the Crown.

Interest expense

Interest expense is accrued using the effective interest rate method.

The effective interest rate exactly discounts estimated future cash payments through the expected life of the financial liability to that liability's net carrying amount. The method applies this rate to the principal outstanding to determine interest expense each period.

Foreign-currency

Transactions in foreign currencies are initially translated at the foreign exchange rate at the date of the transaction. Foreign exchange gains and losses resulting from the settlement of such transactions and from the translation at year-end exchange rates of monetary assets and liabilities denominated in foreign currencies are recognised in the statement of financial performance, except when deferred in net worth when hedge accounting is applied.

Non-monetary assets and liabilities measured at historical cost in a foreign currency are translated using the exchange rate at the date of the transaction. Non-monetary assets and liabilities denominated in foreign currencies and measured at fair value are translated into New Zealand dollars at the exchange rate applicable at the fair value date. The associated foreign exchange gains or losses follow the fair value gains or losses to either the statement of financial performance or directly to net worth.

Foreign exchange gains and losses arising from translating monetary items that form part of the net investment in a foreign operation are reported in a translation reserve in net worth.

Financial instruments

Financial assets

Financial assets are designated into the following categories: loans and receivables, financial instruments available-for-sale, financial assets held for trading, and financial instruments designated as fair value through profit and loss. This designation is made by reference to the purpose of the financial instruments, policies and practices for their management, their relationship with other instruments and the reporting costs and benefits associated with each designation.

Although they do not arise out of a contract, receivables from taxes, levies and fines (and any penalties associated with these activities) as well as social benefit receivables are for ease of presentation purposes included as a financial instrument. These non-contract receivables, collectively referred to as sovereign receivables, are designated separately from other financial assets.

| Major financial asset type | Designation |
|--|--|
| Tax, levy, fine and social benefit receivables | All designated as sovereign receivables |
| Trade and other receivables | All designated as loans and receivables |
| Student loans | All designated as loans and receivables |
| KiwiBank mortgages | Generally designated as fair value through profit and loss |
| Other advances | Generally designated as loans and receivables |
| Reserve position at the IMF | Generally designated as available for sale |
| Share Investments | Generally designated as fair value through profit and loss |
| Marketable securities | Generally designated as fair value through profit and loss |

Sovereign receivables are initially assessed at nominal amount or face value; that is, the receivable reflects the amount of tax owed, levy, fine charged, or social benefit debt payable. These receivables are subsequently adjusted for penalties and interest as they are charged, and tested for impairment. Interest and penalties charged on tax receivables is presented as tax revenue in the statement of financial performance.

Loans and receivables are recognised initially at fair value plus transaction costs and subsequently measured at amortised cost using the effective interest rate method (refer interest revenue policy). Loans and receivables issued with durations of less than 12 months are recognised at their nominal value, unless the effect of discounting is material. Allowances for estimated irrecoverable amounts are recognised when there is objective evidence that the asset is impaired. Interest, impairment losses and foreign exchange gains and losses are recognised in the statement of financial performance.

In accordance with this general policy, student loans are recognised initially at fair value plus transaction costs, and subsequently measured at amortised cost using the effective interest rate method, less any impairment loss. Fair value on initial recognition of student loans is determined by projecting forward expected repayments required under the scheme and discounting them back at an appropriate discount rate. The difference between the amount lent and the fair value on initial recognition is expensed on initial recognition. The subsequent measurement at amortised cost is determined using the effective interest rate calculated at initial recognition. This rate is used to spread the Crown's interest income across the life of the loan and determines the loan's carrying value at each reporting date.

The student loans valuation model has been adapted to reflect current student loans policy. As such, the carrying value is sensitive to changes on a number of underlying assumptions, including future income levels, repayment behaviour and macro economic factors such as inflation and the discount rates used to determine the effective interest rate on new borrowers.

The data for valuation of student loans has been integrated from files provided by Inland Revenue Department, Ministry of Social Development and the Ministry of Education. The current data is up to 31 March 2007, and contains information on borrowings, repayments, income, educational factors, and socio-economic factors amongst others and has been analysed and incorporated into the valuation model. This integrated data has been supplemented by less detailed, but more recent data to value student loans at balance date. Given the lead time required to compile and analyse the detailed, integrated data, it is expected that there is a lag between the availability of this data set and balance date.

Financial assets held for trading and financial assets designated at fair value through profit or loss are recorded at fair value with any realised and unrealised gains or losses recognised in the statement of financial performance.

A financial asset is designated at fair value through profit and loss if acquired principally for the purpose of trading in the short term. It may also be designated into this category if the accounting treatment results in more relevant information because it either significantly reduces an accounting mismatch with related liabilities or is part of a group of financial assets that is managed and evaluated on a fair value basis, such as with the NZ Superannuation Fund. Gains or losses from interest, foreign exchange and other fair value movements are separately reported in the statement of financial performance. Transaction costs are expensed as they are incurred.

Available-for-sale financial assets are initially recorded at fair value plus transaction costs. They are subsequently recorded at fair value with any resultant fair value gains or losses recognised directly in net worth except for impairment losses, any interest calculated using the effective interest method and, in the case of monetary items (such as debt securities), foreign exchange gains and losses resulting from translation differences due to changes in amortised cost of the asset. These latter items are recognised in the statement of financial performance.

For non-monetary available-for-sale financial assets (e.g. some unlisted equity instruments) the fair value movements recognised in net worth include any related foreign exchange component. At derecognition, the cumulative fair value gain or loss previously recognised directly in net worth is recognised in the statement of financial performance.

Cash and cash equivalents include cash on hand, cash in transit, bank accounts and deposits with a maturity of no more than three months from date of acquisition.

Fair values of quoted investments are based on current bid prices. Regular way purchases and sales of all financial assets are accounted for at trade date. If the market for a financial asset is not active, fair values for initial recognition and, where appropriate, subsequent measurement are established by using valuation techniques, as set out in the following notes. At each balance date an assessment is made whether there is objective evidence that a financial asset or group of financial assets is impaired.

Financial liabilities

| Major financial liability type | Designation |
|---------------------------------------|--|
| Accounts payable | All designated at amortised cost |
| Taxes repayable | All designated at amortised cost |
| Government stock | Generally designated at amortised cost |
| Treasury bills | Generally designated as fair value through profit and loss |
| Government retail stock | Generally designated as fair value through profit and loss |
| Settlement deposits with Reserve Bank | Generally designated as fair value through profit and loss |
| Issued currency | Not designated: Recognised at face value |

Financial liabilities held for trading and financial liabilities designated at fair value through profit or loss are recorded at fair value with any realised and unrealised gains or losses recognised in the statement of financial performance. A financial liability is designated at fair value through profit and loss if acquired principally for the purpose of trading in the short term. It may also be designated into this category if the accounting treatment results in more relevant information because it either eliminates or significantly reduces an accounting mismatch with related assets or is part of a group of financial liabilities that is managed and evaluated on a fair value basis. Gains or losses from interest, foreign exchange and other fair value movements are separately reported in the statement of financial performance. Transaction costs are expensed as they are incurred.

Other financial liabilities are recognised initially at fair value less transaction costs and subsequently measured at amortised cost using the effective interest rate method. Financial liabilities entered into with durations of less than 12 months are recognised at their nominal value. Amortisation and, in the case of monetary items, foreign exchange

gains and losses, are recognised in the statement of financial performance as is any gain or loss when the liability is derecognised.

Currency issued for circulation, including demonetised currency after 1 July 2004, is recognised at face value. Currency issued represents a liability in favour of the holder.

Derivatives

Derivative financial instruments are recognised both initially and subsequently at fair value. They are reported as either assets or liabilities depending on whether the derivative is in a net gain or net loss position respectively. Recognition of the movements in the value of derivatives depends on whether the derivative is designated as a hedging instrument and, if so, the nature of the item being hedged (see Hedging section below).

Derivatives that are not designated for hedge accounting are classified as held-for-trading financial instruments with fair value gains or losses recognised in the statement of financial performance. Such derivatives may be entered into for risk management purposes, although not formally designated for hedge accounting, or for tactical trading.

Hedging

Individual entities consolidated within the Government reporting entity apply hedge accounting after considering the costs and benefits of adopting hedge accounting, including whether an economic hedge exists and the effectiveness of that hedge, whether the hedge accounting qualifications could be met, and the extent it would improve the relevance of reported results.

Transactions between entities within the Government reporting entity do not qualify for hedge accounting in the financial statements of the Government (although they may qualify for hedge accounting in the separate financial statements of the individual entities). Where a derivative is used to hedge the foreign exchange exposure of a monetary asset or liability, the effects of the hedge relationship are automatically reflected in the statement of financial performance so hedge accounting is not necessary.

(a) Cash flow hedge

Where a derivative qualifies as a hedge of variability in asset or liability cash flows (cash flow hedge), the effective part of any gain or loss on the derivative is recognised in net worth and the ineffective part is recognised in the statement of financial performance. Where the hedge of a forecast transaction subsequently results in the recognition of a non-financial asset or non-financial liability (e.g. where the hedge relates to purchase of an asset in a foreign currency), the amount recognised directly in net worth is included in the initial cost of the asset or liability. Otherwise, gains or losses recognised in net worth transfer to the statement of financial performance in the same periods as when the hedged item affects the statement of financial performance (e.g. when the forecast sale occurs). Effective parts of the hedge are recognised in the same area of the statement of financial performance as the hedged item.

When a hedging instrument expires or is sold, or when a hedge no longer meets the criteria for hedge accounting, any cumulative gain or loss existing in net worth at that time remains in net worth and is recognised when the forecast transaction is ultimately recognised in the statement of financial performance. When a forecast transaction is no longer expected to occur, the cumulative gain or loss that was reported in net worth is transferred to the statement of financial performance.

(b) Fair value hedge

Where a derivative qualifies as a hedge of the exposure to changes in fair value of an asset or liability (fair value hedge) any gain or loss on the derivative is recognised in the statement of financial performance together with any changes in the fair value of the hedged asset or liability.

The carrying amount of the hedged item is adjusted by the fair value gain or loss on the hedged item in respect of the risk being hedged. Effective parts of the hedge are recognised in the same area of the statement of financial performance as the hedged item.

Financial Instruments - forecasting policies

For forecasting purposes, financial instruments held after 30 June 2008 are assumed to be held until they mature. Additional gains and losses on financial assets measured at fair value are based on long-run rate of return assumptions appropriate to the forecast portfolio mix, after adjusting for interest revenue and dividend revenue which are reported separately. Gains and losses on financial liabilities measured at fair value are assumed to unwind over the period to maturity, as they are assumed to be redeemed at par value.

Forecast sales and purchases of financial instruments are assumed to be issued at par value, with no premiums or discounts forecast. The exceptions are interest-free assets with long maturities, such as student loans and some sovereign receivables, where a write-down to fair value is recognised when the loan or receivable is issued.

Forecasts of borrowings incorporate a number of technical assumptions regarding the use of the Crown's fiscal surplus for domestic debt reduction. These assumptions may not reflect the actual future composition of the domestic debt programmes, as these decisions have yet to be made.

Derivatives held for trading are measured at fair value, which is nil when initially entered into. That is, fair value changes are only recognised after the derivative is created and as a result of changes in underlying variables such as exchange rates. Hence, forecasts for derivatives expected to be entered into over the forecast period are assumed to have a nil balance. Forward margins on forward-exchange contracts existing as at 30 June 2008 are amortised over the period of the contract on a straight line basis.

Gains and losses are not forecast for financial assets measured at amortised cost.

Inventories

Inventories are recorded at the lower of cost (calculated using weighted average method) and net realisable value. Inventories held for distribution for public benefit purposes are recorded at cost adjusted where applicable for any loss of service potential. Where inventories are acquired at no cost, or for nominal consideration, the cost is deemed to be the current replacement cost at the date of acquisition.

Inventories include unissued currency and harvested agricultural produce (e.g. logs, wool).

The cost of harvested agricultural produce is measured at fair value less estimated point-of-sale costs at the point of harvest.

Property, plant and equipment

Items of property, plant and equipment are initially recorded at cost. Cost may include transfers from net worth of any gains/losses on qualifying cash flow hedges of foreign currency purchases of property, plant and equipment. Where an asset is acquired for nil or nominal consideration the asset is recognised initially at fair value, where fair value can be reliably determined, as income in the statement of financial performance.

Revaluations are carried out for a number of classes of property, plant and equipment to reflect the service potential or economic benefit obtained through control of the asset. Revaluation is based on the fair value of the asset, with changes reported by class of asset.

Subsequent to initial recognition, classes of property, plant and equipment are accounted for as set out below.

| Class of PPE | Accounting policy |
|-------------------------------|--|
| Land & Buildings | <p>Land and buildings are recorded at fair value less impairment losses and, for buildings, less depreciation accumulated since the assets were last revalued.</p> <p>Valuations undertaken in accordance with standards issued by the New Zealand Property Institute are used where available.</p> <p>Otherwise, valuations conducted in accordance with the Rating Valuation Act 1998, may be used if they have been confirmed as appropriate by an independent valuer.</p> <p>When revaluing buildings, there must be componentisation to the level required to ensure adequate representation of the material components of the buildings. At a minimum, this requires componentisation to three levels: structure, building services and fit-out.</p> |
| Specialist Military Equipment | <p>Specialist military equipment is recorded on a depreciated replacement cost basis less depreciation and impairment losses accumulated since the assets were last revalued.</p> <p>Valuations are obtained through specialist assessment by New Zealand Defence Force advisers, and the bases of these valuations are confirmed as appropriate by an independent valuer.</p> |
| State Highways | <p>State highways are recorded on a depreciated replacement cost basis less depreciation and impairment losses accumulated since the assets were last revalued. Land associated with the state highways is valued using an opportunity cost based on adjacent use, as an approximation to fair value.</p> |
| Rail Network | <p>The Rail Network is recorded on a depreciated replacement cost basis less depreciation and impairment losses accumulated since the assets were last revalued. Land associated with the rail network is valued using an opportunity cost based on adjacent use, as an approximation to fair value.</p> |
| Aircraft | <p>Aircraft (excluding Specialised Military Equipment) are recorded at fair value less depreciation and impairment losses accumulated since the assets were last revalued.</p> |
| Electricity Distribution | <p>Electricity distribution network assets are recorded at cost, less accumulated depreciation and accumulated impairment losses.</p> |
| Electricity Generation | <p>Electricity generation assets are recorded at fair value less depreciation and impairment losses accumulated since the assets were last revalued.</p> |

| Class of PPE | Accounting policy |
|--|---|
| Other Plant and Equipment | Other plant and equipment, which include motor vehicles and office equipment, are recorded at cost less accumulated depreciation and accumulated impairment losses. |
| Specified cultural and heritage assets | Specified cultural and heritage assets comprise national parks, conservation areas and related recreational facilities, as well as National Archives holdings and the collections of the National Library, Parliamentary Library and Te Papa. Such physical assets are recorded at fair value less subsequent impairment losses and, for non-land assets, less subsequent accumulated depreciation. Assets are not reported with a financial value in cases where they are not realistically able to be reproduced or replaced, and when they do not generate cash flows and where no market exists to provide a valuation. |

Classes of property, plant and equipment that are revalued are revalued at least every five years or whenever the carrying amount differs materially to fair value.

Items of property are revalued to fair value for the highest and best use of the item on the basis of the market value of the item, or on the basis of market based evidence, such as discounted cash flow calculations. If no market based evidence of fair value exists, an Optimised Depreciated Replacement (ODR) cost approach is used as the best proxy for fair value.

Where an item of property is recorded at its ODR cost, that cost is based on the estimated present cost of constructing the existing item of property (by the most appropriate method of construction), less allowances for physical deterioration and optimisation for obsolescence and relevant surplus capacity. The ODR cost does not include any borrowing costs.

Unrealised gains and losses arising from changes in the value of property, plant and equipment are recognised as at balance date. To the extent that a gain reverses a loss previously charged to the statement of financial performance for the asset class, the gain is credited to the statement of financial performance. Otherwise, gains are credited to an asset revaluation reserve for that class of asset. To the extent that there is a balance in the asset revaluation reserve for the asset class any loss is debited to the reserve. Otherwise, losses are reported in the statement of financial performance.

Realised gains and losses arising from disposal of property, plant and equipment are recognised in the statement of financial performance in the period in which the transaction occurs. Any balance attributable to the disposed asset in the asset revaluation reserve is transferred to retained earnings.

Generally, Government borrowings are not directly attributable to individual assets. Therefore, any borrowing costs incurred during the period required to complete and prepare assets for their intended use are expensed rather than capitalised.

Where an asset's recoverable amount is less than its carrying amount, it is reported at its recoverable amount and an impairment loss is recognised. Losses resulting from impairment are reported in the statement of financial performance, unless the asset is carried at a revalued amount in which case any impairment loss is treated as a revaluation decrease.

Depreciation is charged on a straight-line basis at rates calculated to allocate the cost or valuation of an item of property, plant and equipment, less any estimated residual value, over its remaining useful life.

Typically, the estimated useful lives of different classes of property, plant and equipment are as follows:

| Class of PPE | Estimated useful lives |
|---|--|
| Buildings | 25 to 60 years |
| Specialist military equipment | 5 to 25 years |
| State highways: Pavement (surfacing) Pavement (other) Bridges | 7 years 36 years 90 to 100 years |
| Rail Network: Track and ballast Tunnels and bridges Overhead traction and signalling | 40 years 80 years 20 years |
| Aircraft (ex specialist military equipment) | 10 to 20 years |
| Electricity distribution network | 2 to 80 years |
| Electricity generation assets | 25 to 55 years |
| Other plant and equipment | 3 to 25 years |

Specified heritage and cultural assets are generally not depreciated.

Equity accounted investments

The applicable financial reporting standards that determine the basis of combination of entities that make up the Government reporting entity are NZ IAS 27: *Consolidated and Separate Financial Statements* and NZ IAS 28: *Investments in Associates*. NZ IAS 27 refers to guidance provided in IPSAS 6: *Consolidated and Separate Financial Statements* and FRS 37: *Consolidating Investments in Subsidiaries* which shall be used by public benefit entities in determining whether they control another entity.

These standards are, however, not clear about how the definitions of control and significant influence should be applied in some circumstances in the public sector, particularly where legislation provides public sector entities with statutory autonomy and independence, in particular with Tertiary Education Institutions. Treasury's view is that because the Government cannot determine their operating and financing policies, but does have a number of powers in relation to these entities, it is appropriate to treat them as associates.

Biological assets

Biological assets (e.g. trees, sheep) managed for harvesting into agricultural produce (e.g. logs, wool) or for transforming into additional biological assets are measured at fair value less estimated point-of-sale costs, with any realised and unrealised gains or losses reported in the statement of financial performance. Where fair value cannot be reliably determined, the asset is recorded at cost less accumulated depreciation and accumulated impairment losses. For commercial forests, fair value takes into account age, quality of timber and the forest management plan.

Biological assets not managed for harvesting into agricultural produce, or being transformed into additional biological assets are reported as property, plant and equipment in accordance with the policies for property, plant and equipment.

Intangible assets

Intangible assets are initially recorded at cost. Where an intangible asset is created for nil or nominal consideration it is still initially carried at cost, which by definition is nil/nominal.

The cost of an internally generated intangible asset represents expenditure incurred in the development phase of the asset only. The development phase occurs after the following can be demonstrated: technical feasibility; ability to complete the asset; intention and ability to sell or use; and development expenditure can be reliably measured. Research is “original and planned investigation undertaken with the prospect of gaining new scientific or technical knowledge and understanding”. Expenditure incurred on the research phase of an internally generated intangible asset is expensed when it is incurred. Where the research phase cannot be distinguished from the development phase, the expenditure is expensed when it is incurred.

Intangible assets with finite lives are subsequently recorded at cost less any amortisation and impairment losses. Amortisation is charged to the statement of financial performance on a straight-line basis over the useful life of the asset. Typically, the estimated useful life of computer software is three to five years.

Assets with indefinite useful lives are not amortised, but are tested annually for impairment.

Realised gains and losses arising from disposal of intangible assets are recognised in the statement of financial performance in the period in which the transaction occurs.

Intangible assets with finite lives are reviewed annually to determine if there is any indication of impairment. All intangible assets with an indefinite life are tested for impairment annually. Where an intangible asset's recoverable amount is less than its carrying amount, it is reported at its recoverable amount and an impairment loss is recognised. Losses resulting from impairment are reported in the statement of financial performance.

Goodwill in Air New Zealand is tested for impairment annually.

Non-current assets held for sale and discontinued operations

Non-current assets or disposal groups are separately classified where their carrying amount will be recovered through a sale transaction rather than continuing use; that is, where such assets are available for immediate sale and where sale is highly probable. Non-current assets or disposal groups are recorded at the lower of their carrying amount and fair value less costs to sell.

Investment Property

Investment property is property held primarily to earn rentals or for capital appreciation or both. It does not include property held primarily for strategic purposes or to provide a social service (e.g. affordable housing) even though such property may earn rentals or appreciate in value – such property is reported as property, plant and equipment.

Investment properties are measured at fair value. Gains or losses arising from fair value changes are included in the statement of financial performance. Valuations are undertaken in accordance with standards issued by the New Zealand Property Institute.

Employee benefits

Pension liabilities

Obligations for contributions to defined contribution retirement plans are recognised in the statement of financial performance as they fall due. Obligations for defined benefit retirement plans are recorded at the latest actuarial value of the Crown liability. All movements in the liability, including actuarial gains and losses, are recognised in full in the statement of financial performance in the period in which they occur.

Other employee entitlements

Employee entitlements to salaries and wages, annual leave, long service leave, retiring leave and other similar benefits are recognised in the statement of financial performance when they accrue to employees. Employee entitlements to be settled within 12 months are reported at the amount expected to be paid. The liability for long-term employee entitlements is reported as the present value of the estimated future cash outflows.

Termination benefits

Termination benefits are recognised in the statement of financial performance only when there is a demonstrable commitment to either terminate employment prior to normal retirement date or to provide such benefits as a result of an offer to encourage voluntary redundancy. Termination benefits settled within 12 months are reported at the amount expected to be paid, otherwise they are reported as the present value of the estimated future cash outflows.

Insurance contracts

The future cost of ACC claims liabilities is revalued annually based on the latest actuarial information. Movements of the liability are reflected in the statement of financial performance. Financial assets backing the liability are designated at fair value through profit and loss.

Leases

Finance leases transfer to the Crown as lessee substantially all the risks and rewards incident on the ownership of a leased asset. Initial recognition of a finance lease results in an asset and liability being recognised at amounts equal to the lower of the fair value of the leased property or the present value of the minimum lease payments. The capitalised values are amortised over the period in which the Crown expects to receive benefits from their use.

Operating leases, where the lessor substantially retains the risks and rewards of ownership, are recognised in a systematic manner over the term of the lease. Leasehold improvements are capitalised and the cost is amortised over the unexpired period of the lease or the estimated useful life of the improvements, whichever is shorter. Lease incentives received are recognised evenly over the term of the lease as a reduction in rental expense.

Other liabilities and provisions

Other liabilities and provisions are recorded at the best estimate of the expenditure required to settle the obligation. Liabilities and provisions to be settled beyond 12 months are recorded at the present value of their estimated future cash outflows.

Contingent assets and contingent liabilities

Contingent liabilities and contingent assets are reported at the point at which the contingency is evident. Contingent liabilities are disclosed if the possibility that they will crystallise is not remote. Contingent assets are disclosed if it is probable that the benefits will be realised.

Commitments

Commitments are future expenses and liabilities to be incurred on contracts that have been entered into at balance date.

Cancellable commitments that have penalty or exit costs explicit in the agreement on exercising the option to cancel are reported at the value of that penalty or exit cost (i.e. the minimum future payments).

Commitments are classified as:

- capital commitments: aggregate amount of capital expenditure contracted for but not recognised as paid or provided for at period end
- non-cancellable operating leases with a lease term of more than one year
- other non-cancellable commitments: these may include consulting contracts, cleaning contracts and ship charters.

Interest commitments on debts and commitments relating to employment contracts are not included in the Statement of Commitments.

Comparatives

When presentation or classification of items in the financial statements is amended or accounting policies are changed voluntarily, comparative figures have been restated to ensure consistency with the current period unless it is impracticable to do so.

Comparatives referred to as Original Budget were forecasts published in the *2008 Budget Economic and Fiscal Update*. These forecasts include budget adjustments for new unallocated spending during the year (both operating and capital) and top-down adjustments which reduce the bias for forecast expenditure by departments to reflect maximum spending limits instead of mid-point estimates.

Segment analysis

The Government Reporting Entity is not required to provide segment reporting as it is a public benefit entity. Nevertheless, information is presented for material institutional components and major economic activities within or undertaken by the Government Reporting Entity. The three major institutional components of the Crown are:

- **Core Crown:** This group, which includes Ministers, government departments, offices of Parliament, the Reserve Bank of New Zealand and the New Zealand Superannuation Fund most closely represents the budget sector and provides information that is useful for fiscal analysis purposes.
- **State-owned enterprises** including entities governed by the State-owned Enterprises Act, and (for the purposes of these statements) also including Air New Zealand and KiwiRail, represents entities that undertake commercial activity.
- **Crown entities:** This group includes entities governed by the Crown Entities Act 2004. These entities have separate legal form and specified government frameworks (including the degree to which each Crown entity is required to give effect to, or be independent of, government policy).

Functional analysis is also provided of a number of financial statements items. This functional analysis is drawn from the Classification of the Functions of Government produced by the International Monetary Fund.

Related parties

The Government comprises a large number of commonly controlled entities. These entities, and their key management personnel, transact among themselves and with the Government Reporting Entity on a regular basis, for example, for the purchase of postage stamps or the registration of vehicles. The Public Finance Act 1989 requires separate reporting by these individual entities and these entities will report transactions with the Crown and other related parties as appropriate in these individual financial statements.

With the exception of key management personnel, no other parties control the Government, are controlled by the Government without being consolidated, or are under common control of another entity with the government. Tertiary education institutions, joint ventures and the Government Superannuation Fund are however considered related parties due to government influence and transactions between the rest of the Government Reporting Entity and these entities are separately disclosed where material.

Key management personnel, defined as Ministers of the Crown that are in Cabinet, are also considered to be related parties.

Changes in Accounting Policies

The 2008 Financial Statements of Government (FSG) are the first set of financial statements prepared in accordance with NZ International Financial Reporting Standards (IFRS). More information about the adoption of NZ IFRS and the impact on the financial statements is available in the 2008 FSG.