

Reference: 20170123



THE TREASURY

Kaitohutohu Kaupapa Rawa

4 May 2017



Thank you for your Official Information Act request, received on 4 April 2017. You requested:

*“Copies of all emails, reports, briefings, updates, memos, advice sent to the Minister of Finance’s office where a paragraph or more mentions paid parental leave between October 2015 and July 2016.”*

### Information Being Released

Please find enclosed the following documents:

Item	Date	Document Description	Decision
1.	7 June 2016	Email: FW: Financial veto process for Ministers	Release in part
2.	9 June 2016	Email: FW: Financial veto for PPL member's bill	Release in part
3.	10 June 2016	Spreadsheet: Costing Moroney Members Bill (Treasury Version)	Release in full
4.	13 June 2016	Email: RE: Financial veto process for Ministers	Release in part
5.	14 June 2016	Email: RE: PPL veto PR	Release in part
6.	14 June 2016	Email: RE: PPL veto PR	Release in part
7.	28 June 2016	Email: RE: URGENT: extra info for PPL PR please	Release in part



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I have decided to release the documents listed above, subject to information being withheld under one or more of the following sections of the Official Information Act, as applicable:

- personal contact details of officials, under section 9(2)(a) – to protect the privacy of natural persons, including deceased people
- direct dial phone numbers of Treasury officials, under section 9(2)(k) – to prevent the disclosure of official information for improper gain or improper advantage, and
- names and contact details of junior officials, under section 9(2)(g)(i) – to maintain the effective conduct of public affairs through the free and frank expression of opinions.

Please note that the attachments to document 2 above relate to the former Parental Leave and Employment Protection (Six Months' Paid Leave and Work Contact Hours) Amendment Bill, and were prepared by the Ministry of Business, Innovation and Employment for the Government Administration Committee.

Document 3 above did not fall within the scope of your request, but is being proactively released to provide greater context to the cost numbers included in the financial veto and accompanying press releases in June 2016.

In making my decision, I have considered the public interest considerations in section 9(1) of the Official Information Act.

Please note that this letter (with your personal details removed) and enclosed documents may be published on the Treasury website.

This fully covers the information you requested. You have the right to ask the Ombudsman to investigate and review my decision.

Yours sincerely

Diana Cook  
**Team Leader, Labour Market and Welfare**

# OIA 20170123

## Information for Release

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**From:** Richard Baird [TSY]  
**Sent:** Tuesday, 7 June 2016 3:54 p.m.  
**To:** 'paul.kilford@parliament.govt.nz'  
**Subject:** FW: Financial veto process for Ministers  
**Attachments:** Financial Veto Certificate for Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill [Returned from Finance (Hon Bill English)]

**Categories:** OIA

Hi Paul

Perhaps the following info is helpful.

One point noting is that MoF doesn't need to sign the veto, another Minister can p.p. it for him.

I would propose putting up a report, very similar to the one attached, that would include some info on the process AND the financial veto ready for signature and submission to the Clerk of the House. How does that sound?

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury** - Kaitohutohu Kaupapa Rawa

s9(2)(k) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Peter Lorimer [TSY]  
**Sent:** Tuesday, 7 June 2016 2:47 p.m.  
**To:** Richard Baird [TSY] <[Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)>  
**Subject:** FW: Financial veto process for Ministers

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**From:** Emma Coker [<mailto:Emma.Coker@parliament.govt.nz>]  
**Sent:** Tuesday, 7 June 2016 11:03 a.m.  
**To:** Peter Lorimer [TSY] <[Peter.Lorimer@treasury.govt.nz](mailto:Peter.Lorimer@treasury.govt.nz)>  
**Subject:** RE: Financial veto process for Ministers

Great thank you Peter 😊

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**From:** Peter Lorimer [TSY] [<mailto:Peter.Lorimer@treasury.govt.nz>]  
**Sent:** Tuesday, 7 June 2016 10:58 a.m.  
**To:** Emma Coker  
**Subject:** RE: Financial veto process for Ministers

Emma

Given the amount of media there has already been about whether or not the government will veto the PPL Bill, this question will inevitably be raised as soon as PPL Bill passes its committee stage. No reason why the MoF's office couldn't reply even if MoF isn't here.

If a veto is issued, there would still be a third reading debate but no question would be put at the end of the debate. Staff in a Minister's office would lodge the signed veto certificate with the Clerk (unless during committee of the whole House a Minister signs a certificate vetoing a proposed amendment and passes the signed veto certificate to the Clerk at the Table).

Peter

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**From:** Emma Coker [<mailto:Emma.Coker@parliament.govt.nz>]

**Sent:** Tuesday, 7 June 2016 10:53 a.m.

**To:** Peter Lorimer [TSY] <[Peter.Lorimer@treasury.govt.nz](mailto:Peter.Lorimer@treasury.govt.nz)>

**Subject:** RE: Financial veto process for Ministers

Thanks Peter this is really helpful.

Do Ministers typically announce why they are using a financial veto i.e. will Minister Bennett need to explain why? And is this in place of the third reading debate?

Also, very process type question but who lodges the veto with the clerk? Would that be the Minister herself or will we do it on behalf of her?

Material not covered by your request

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**From:** Peter Lorimer [TSY] [<mailto:Peter.Lorimer@treasury.govt.nz>]

**Sent:** Tuesday, 7 June 2016 10:37 a.m.

**To:** Emma Coker

**Subject:** RE: Financial veto process for Ministers

[UNCLASSIFIED]

Emma

PPL Bill is due to have its committee of the whole House stage on Members day this Wednesday. If its committee stage is completed this Wednesday, its third reading won't be until the next Members day scheduled for Wednesday 29 June. As a financial veto relating to a Bill can be lodged only when the Bill is awaiting its third reading, a veto certificate could be lodged with the Clerk of the House any time between this Thursday and Wednesday 29 June – it need not be lodged this Thursday, even if the government intends to make a public statement this Thursday that it will veto the Bill.

A financial veto certificate relating to a Bill needs to contain similar information to other veto certificates – which fiscal aggregates are affected and why the government considers the fiscal implications of the Bill will have more than a minor impact on the fiscal aggregates. Once the template has been completed, the veto certificate needs to be signed by or on behalf of the MoF and lodged with the Clerk of the House.

The material below is from a practice note I prepared in 1996 for the then Speaker and Clerk at the time the financial veto was introduced. (I've updated the Standing Orders numbers.)

#### **“Bill Awaiting Third Reading**

- A financial veto certificate relating to a bill can be given only when the bill is awaiting its third reading [SO 328 (1)].

- Where the Government has delivered a financial veto certificate to the Clerk prior to the Order Paper being printed for the day on which the third reading of the bill is to be debated, the **Clerk** notes the financial veto certificate on the Order Paper.
- Where the financial veto certificate is delivered to the Clerk after the Order Paper has been printed for the day on which the third reading of the bill is to be debated, the **Speaker** needs to announce the existence of the financial veto certificate to the House.
- Where a financial veto certificate has been issued in relation to a particular provision or provisions of a bill, the **member in charge of the bill** may move immediately after the third reading of the bill has been called to have the bill recommitted to a committee of the whole House [SO 311] with a view to having removed or modified the provisions the Government does not concur in.
- Where a financial veto certificate has been issued in relation to a bill, the **Speaker** is required not to put any question for the third reading of that bill unless the House has first amended the bill to remove any provision which the Government has certified it does not concur in [SO 328 (3)]. The third reading debate can still be held; this may include debate on the reason the Government has given for issuing the financial veto certificate [SO 327 (4)].”

Hope this helps

Peter

**Peter Lorimer** | Principal Advisor | **The Treasury**

s9(2)(k) | [Peter.Lorimer@treasury.govt.nz](mailto:Peter.Lorimer@treasury.govt.nz)

I work Tuesdays, Wednesdays and Thursdays

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**From:** Emma Coker [<mailto:Emma.Coker@parliament.govt.nz>]

**Sent:** Tuesday, 7 June 2016 10:11 a.m.

**To:** Peter Lorimer [TSY] <[Peter.Lorimer@treasury.govt.nz](mailto:Peter.Lorimer@treasury.govt.nz)>

**Subject:** Financial veto process for Ministers

Kia ora Peter,

MoF's office have let me know that the PPL bill may need a financial veto on Thursday and MoF is likely to be away. This means it may be up to my Minister (who I am not sure has delivered one before).

I was hoping you would be able to let me know what the Minister's role in a veto process is so I can adequately brief her?

Happy to pop over to Tsy to chat if that is easier ☺

Noho ora mai,  
Emma.

**Emma Coker** | **Private Secretary (Economic)** | Office of Hon Paula Bennett  
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T: 04 817 9737 | E: [Emma.Coker@parliament.govt.nz](mailto:Emma.Coker@parliament.govt.nz)

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**Treasury Report:** Financial Veto Certificate for Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill

<b>Date:</b>	30 June 2014	<b>Report No:</b>	T2014/1212
		<b>File Number:</b>	SH-2-2-3

**Action Sought**

	<b>Action Sought</b>	<b>Deadline</b>
Minister of Finance (Hon Bill English)	<b>Note</b> that a financial veto certificate is attached.	None.

**Contact for Telephone Discussion** (if required)

<b>Name</b>	<b>Position</b>	<b>Telephone</b>	<b>1st Contact</b>
s9(2)(g)(i)	Graduate Analyst, Labour Market and Welfare	s9(2)(k)	N/A
Fiona Carter-Giddings	Manager, Labour Market and Welfare	s9(2)(a)	✓

**Actions for the Minister's Office Staff** (if required)

Treasury has attached a financial veto certificate to be signed by the Minister of Finance to lodge with the Clerk of the House.

**Enclosure:** Yes (attached)

[Financial Veto PPL 2014 \(Treasury:2944370\)](#) [Add to worklist](#)



IN-CONFIDENCE

**Treasury Report:** Financial Veto Certificate for Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill

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**Executive Summary**

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Sue Moroney's Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill is about to be considered by the Committee of the Whole House before it proceeds to the third reading.

You requested a financial veto certificate for the Bill and it is attached.

Under the standing orders, the Government can exercise a financial veto if, in its view, the bill would have more than a minor impact on the Government's fiscal aggregates if it became law. The Government is required to have intentions for these fiscal aggregates for at least the next 3 financial years. The overall net change which would result from Sue Moroney's proposed changes is an increase of approximately \$195 million over the next three financial years.

There are eight clauses in the Amendment Bill. Clause 5 proposes to amend section 71J of the Parental Leave and Employment Protection Act 1987 to extend paid parental leave to a maximum of 22 weeks on 1 July 2015, and finally a maximum of 26 weeks (six months) on 1 July 2017.

**Recommended Action**

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We recommend that you:

- a **note** the potential fiscal cost of the Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill
- b **note** that costs are based on the Bill as it was drafted in June 2014
- c **note** that a financial veto certificate is attached

Fiona Carter-Giddings  
**Manager, Labour Market and Welfare**

Hon Bill English  
**Minister of Finance**

IN-CONFIDENCE

**Treasury Report: Financial Veto Certificate for Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill**

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**Purpose**

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1. This report provides a financial veto certificate for Sue Moroney's Parental Leave and Employment (Six Months' Paid Leave) Amendment Bill.
2. This financial veto is in response to the financial implications of clause 5 of Sue Moroney's Amendment Bill. Clause 5 proposes to amend section 71J of the Parental Leave and Employment Protection Act 1987 to extend paid parental leave to a maximum of 22 weeks on 1 July 2015, and finally a maximum of 26 weeks (six months) on 1 July 2017.

**Background**

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3. As part of Budget 2014, the Parental Leave and Employment Protection Amendment Act 2014, was passed on 16 May 2014. This amendment Act extended the duration of paid parental leave (PPL), from the current 14 weeks to 16 weeks as of 1 April 2015, and to 18 weeks as of 1 April 2016.
4. In addition, employees with at least 12 months continuous service with their employer are also entitled to up to 52 weeks of employment-protected unpaid parental leave, less any paid leave taken.
5. Cabinet also agreed in principle to a range of measures to improve the parental leave legislation which included broadening the eligibility to better reflect current work and family arrangements, and providing more flexibility to increase choice and support labour market attachment. These changes will form the subject of public consultation later this year.

**Fiscal Cost Estimates**

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6. The Ministry of Business, Innovation and Employment (MBIE) has estimated the fiscal costs of increasing the length of paid leave available according to the proposal in the Member's Bill as at June 2014.
7. These estimates are based on the current cost multiplied by the proposed marginal additional duration of paid leave. Expenditure for the last full fiscal year, to June 2012, was \$157.6 million. The number of people receiving PPL payments has levelled off over the last three years to around 2,200 per month. On average, over a year, approximately 26,000 women apply for PPL, which is 2.5 percent of all employed women in the labour force.
8. The table below sets out the cost estimates of various changes to PPL entitlements:

Total Cost (\$ millions)	2014/15	2015/16	2016/17	2017/18
Status quo	\$169	\$174	\$179	\$185
Budget 2014 policy changes	\$175	\$205	\$230	\$238
Sue Moroney's amendment bill	\$175	\$274	\$282	\$343

**IN-CONFIDENCE**

9. The proposed changes in Sue Moroney's amendment Bill would increase the Crown's total operating expenses by approximately \$69 million in 2015/16, \$52 million in 2016/17 and \$105 million following full implementation in 2017/18. These fiscal impacts are in addition to the increased costs that will result from the Government's proposed changes at Budget 2014 and total approximately \$226 million.
10. These figures are gross before tax, and therefore it is correct to note that the government will receive tax revenue back on a portion of this expenditure. An estimate of the additional PAYE revenue received from Sue Moroney's proposed changes is approximately \$31 million over the next three years. This results in an overall net change of \$195 million over the next three years.
11. The costs in 2018/19 and beyond increase by approximately 3 percent per annum, in line with the annual adjustment to the rates.

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**Certification Under Standing Order 322  
relating to a Bill**

Under Standing Order 322, the government does not concur in the Parental Leave and Employment Protection (Six Months' Paid Leave) Amendment Bill in the name of Sue Moroney.

**Impact on fiscal aggregate(s) concerned and reason for the government not concurring:**

The proposed Bill extends the duration of paid parental leave to a maximum of 22 weeks on 1 July 2015, and a maximum of 26 weeks on 1 July 2017.

The proposed Bill would impact on the Crown's fiscal aggregates by increasing the Crown's total operating expenses by approximately \$69 million in 2015/16, \$52 million in 2016/17 and \$105 million following full implementation in 2017/18.

These figures are gross before tax, and therefore it is correct to note that the government will receive tax revenue back on a portion of this expenditure of approximately \$31 million. This results in an overall net change of \$195 million over the forecast period.

In the Government's view, these effects have more than a minor impact on the Crown's fiscal aggregates and for this reason the Government does not concur in the Bill specified above.

Minister of Finance  
Date:

**From:** Richard Baird [TSY]  
**Sent:** Thursday, 9 June 2016 11:48 a.m.  
**To:** 'Paul Kilford'  
**Cc:** Hayden Fenwick [TSY]  
**Subject:** FW: Financial veto for PPL member's bill [IN-CONFIDENCE]  
**Attachments:** Revised costing info with 1 April 2017 start date.docx; 20160303 Costing Moroney Members Bill (2015 ed) - MW edits.xlsx

**Categories:** OIA

Hi Paul

Here are the numbers straight from MBIE – see the word doc.  
As discussed, I still need to confirm how we talk about the numbers (e.g. over how many years) and also which numbers to use (the lower or the higher ones).

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(k) [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Simon Cooke [mailto:Simon.Cooke@mbie.govt.nz]  
**Sent:** Wednesday, 1 June 2016 3:05 p.m.  
**To:** Richard Baird [TSY] <Richard.Baird@treasury.govt.nz>  
**Cc:** Deborah Tucker <Deborah.Tucker@mbie.govt.nz>; Gerard Clark <Gerard.Clark@mbie.govt.nz>  
**Subject:** Financial veto for PPL member's bill [IN-CONFIDENCE]

Hi Richard,

I was the advisor to the Government Administration Committee in its consideration of Sue Moroney's bill (proposing to extend PPL to 26 weeks). As you'll be aware, the bill passed its second reading last week, and the Minister of Finance has stated that the government intends to exercise its financial veto. My understanding is that this must be done while the bill is awaiting its third reading (see Standing Order 326 and following).

By my reckoning, 3<sup>rd</sup> reading could be on Wednesday 29 June (committee stage could take place next Wednesday). This gives a fair bit of time to get the veto certificate finalised, but I wanted to make sure this was on your radar and to check what assistance Treasury will need from MBIE for this.

As a starting point I've attached the costings we prepared for the Government Administration Committee. Very happy to discuss.

Kind regards  
Simon

**Simon Cooke**

Senior Policy Advisor, Employment Standards Policy Team  
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**MINISTRY OF BUSINESS,  
INNOVATION & EMPLOYMENT**  
HĪKINA WHAKATUTUKI

**23 May 2016**

***Revised costing information for the Government Administration Committee relating to the Parental Leave and Employment Protection (Six Months' Paid Leave and Work Contact Hours) Amendment Bill***

The Government Administration Committee (the Committee) has requested revised costing information to reflect the new implementation dates in the Bill as reported back to Parliament. As reported, the Bill proposes to implement 4 additional weeks of paid parental leave from 1 April 2017, with the second additional 4 weeks proposed to take effect from 1 April 2018.

The information below also extends the forecast out to the 2020/21 financial year (previously the costings forecast only to the 2019/20 year).

Revised versions of tables 1 and 2 (included in the earlier costing advice) are attached to this note for the Committee's reference.

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**Revised Table 1: Estimated costs of status quo PPL scheme and additional weeks proposed by the Bill as reported back to Parliament**

Breakdown of costs	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Costs over 4 years
<b>Estimated costs for 14 weeks scheme</b>	<b>\$178.6</b>	<b>\$193.9</b>	<b>\$194.7</b>	<b>\$202.6</b>	<b>\$210.8</b>	<b>\$217.8</b>	<b>\$225.0</b>	<b>\$856.2</b>
Cost of move from 14 to 16 weeks (1 April 2015)	\$6.4	\$27.7	\$27.8	\$28.9	\$30.1	\$31.1	\$32.1	\$122.3
Cost of move from 16 to 18 weeks (1 April 2016)		\$6.9	\$27.8	\$28.9	\$30.1	\$31.1	\$32.1	\$122.3
<b>Total cost of existing scheme adjustments</b>	<b>\$6.4</b>	<b>\$34.6</b>	<b>\$55.6</b>	<b>\$57.9</b>	<b>\$60.2</b>	<b>\$62.2</b>	<b>\$64.3</b>	<b>\$244.6</b>
<b>Total status quo</b>	<b>\$185.0</b>	<b>\$228.5</b>	<b>\$250.3</b>	<b>\$260.5</b>	<b>\$271.1</b>	<b>\$280.0</b>	<b>\$289.2</b>	<b>\$1,100.8</b>
Eligibility criteria adjustment (increase costs by 5.6%; 1 April 2016)		\$3.2	\$13.9	\$14.5	\$15.1	\$15.6	\$16.1	\$61.2
5% return early from additional 4 weeks	(\$0.3)	(\$1.7)	(\$2.8)	(\$2.9)	(\$3.0)	(\$3.1)	(\$3.2)	(\$12.2)
<b>Total status quo with eligibility adjustment and early return</b>	<b>\$184.7</b>	<b>\$229.9</b>	<b>\$261.4</b>	<b>\$272.1</b>	<b>\$283.1</b>	<b>\$292.4</b>	<b>\$302.1</b>	<b>\$1,149.8</b>
<b>Member's Bill</b>								
Cost of move from 18 to 22 weeks (1 April 2017)			\$13.9	\$57.9	\$60.2	\$62.2	\$64.3	\$244.6
Cost of move from 22 to 26 weeks (1 April 2018)				\$14.5	\$60.2	\$62.2	\$64.3	\$201.2
<b>Total additional cost of Member's Bill</b>		<b>\$0.0</b>	<b>\$13.9</b>	<b>\$72.4</b>	<b>\$120.5</b>	<b>\$124.4</b>	<b>\$128.6</b>	<b>\$445.8</b>
Eligibility criteria adjustment (increase costs by 5.6%; 1 April 2016)		\$0.0	\$0.2	\$1.0	\$1.7	\$1.7	\$1.8	\$6.2
<b>Total additional cost of Member's Bill with eligibility adjustment</b>		<b>\$0.0</b>	<b>\$14.1</b>	<b>\$73.4</b>	<b>\$122.1</b>	<b>\$126.2</b>	<b>\$130.3</b>	<b>\$452.0</b>
10% return early from 2nd additional 4 weeks		\$0.0	(\$1.4)	(\$5.8)	(\$6.0)	(\$6.2)	(\$6.4)	(\$24.5)
15% return early from 3rd additional 4 weeks				(\$2.2)	(\$9.0)	(\$9.3)	(\$9.6)	(\$30.2)
<b>Total reduction of costs</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>(\$1.4)</b>	<b>(\$8.0)</b>	<b>(\$15.1)</b>	<b>(\$15.6)</b>	<b>(\$16.1)</b>	<b>(\$54.6)</b>
<b>Total cost of scheme with Member's bill</b>	<b>184.7</b>	<b>229.9</b>	<b>274.1</b>	<b>\$337.5</b>	<b>\$390.2</b>	<b>\$403.1</b>	<b>\$416.4</b>	<b>\$1,547.1</b>



**Total additional cost of the Bill as reported back to Parliament**

The total additional costs of the Bill, with and without the return to work assumption, are summarised in Revised Table 2 below. (As explained in the costing information previously provided to the Committee, the 'return to work' assumption was that 5% of recipients would return to work at the 4th month, a further 10% at month 5, and another 15% by month 6.)

*Revised Table 2: Total additional costs of the Bill compared to status quo scheme (\$M)*

	<b>2016/17</b>	<b>2017/18</b>	<b>2018/19</b>	<b>2019/20</b>	<b>2020/21</b>
Additional costs (gross)	\$14.1	\$73.4	\$122.1	\$126.2	\$130.3
Additional costs with 'return to work' assumption	\$12.7	\$65.4	\$107.1	\$110.7	\$114.3

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Estimated cost<sup>1</sup> of existing PPL scheme for July to June financial years (\$M)<sup>2</sup>

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2019/21
Costs of existing scheme (14 weeks)	\$156.60	\$160.83	\$164.85	\$178.60	\$193.88	\$194.68	\$202.64	\$210.82	\$217.78	\$224.96
Nominal wage increases (2015 BEFU Treasury forecasts)		2.7%	2.5%	2.7%	2.5%	2.9%	3.1%	3.3%	3.3%	3.3%
Implied scheme increases				8.3%	8.6%	0.4%	4.1%	4.0%	3.3%	3.3%

Eligibility increase

5.6%

Breakdown of costs	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Costs over 4 years
<b>Estimated costs for 14 weeks scheme</b>	<b>\$178.6</b>	<b>\$193.9</b>	<b>\$194.7</b>	<b>\$202.6</b>	<b>\$210.8</b>	<b>\$217.8</b>	<b>\$225.0</b>	<b>\$856.2</b>
Cost of move from 14 to 16 weeks (1 April 2015)	\$6.4	\$27.7	\$27.8	\$28.9	\$30.1	\$31.1	\$32.1	\$122.3
Cost of move from 16 to 18 weeks (1 April 2016)		\$6.9	\$27.8	\$28.9	\$30.1	\$31.1	\$32.1	\$122.3
<b>Total cost of existing scheme adjustments</b>	<b>\$6.4</b>	<b>\$34.6</b>	<b>\$55.6</b>	<b>\$57.9</b>	<b>\$60.2</b>	<b>\$62.2</b>	<b>\$64.3</b>	<b>\$244.6</b>
<b>Total status quo</b>	<b>\$185.0</b>	<b>\$228.5</b>	<b>\$250.3</b>	<b>\$260.5</b>	<b>\$271.1</b>	<b>\$280.0</b>	<b>\$289.2</b>	<b>\$1,100.8</b>
Eligibility criteria adjustment (increase costs by 5.6%; 1 April 2016)		\$3.2	\$13.9	\$14.5	\$15.1	\$15.6	\$16.1	\$61.2
5% return early from additional 4 weeks	(\$0.3)	(\$1.7)	(\$2.8)	(\$2.9)	(\$3.0)	(\$3.1)	(\$3.2)	(\$12.2)
<b>Total status quo with eligibility adjustment and early return</b>	<b>\$184.7</b>	<b>\$229.9</b>	<b>\$261.4</b>	<b>\$272.1</b>	<b>\$283.1</b>	<b>\$292.4</b>	<b>\$302.1</b>	<b>\$1,149.8</b>
<b>Member's Bill</b>								
Cost of move from 18 to 22 weeks (1 April 2017)			\$13.9	\$57.9	\$60.2	\$62.2	\$64.3	\$244.6
Cost of move from 22 to 26 weeks (1 April 2018)				\$14.5	\$60.2	\$62.2	\$64.3	\$201.2
<b>Total additional cost of Member's Bill</b>		<b>\$0.0</b>	<b>\$13.9</b>	<b>\$72.4</b>	<b>\$120.5</b>	<b>\$124.4</b>	<b>\$128.6</b>	<b>\$445.8</b>
Eligibility criteria adjustment (increase costs by 5.6%; 1 April 2016)		\$0.0	\$0.2	\$1.0	\$1.7	\$1.7	\$1.8	\$6.2
<b>Total additional cost of Member's Bill with eligibility adjustment</b>		<b>\$0.0</b>	<b>\$14.1</b>	<b>\$73.4</b>	<b>\$122.1</b>	<b>\$126.2</b>	<b>\$130.3</b>	<b>\$452.0</b>
10% return early from 2nd additional 4 weeks		\$0.0	(\$1.4)	(\$5.8)	(\$6.0)	(\$6.2)	(\$6.4)	(\$24.5)
15% return early from 3rd additional 4 weeks				(\$2.2)	(\$9.0)	(\$9.3)	(\$9.6)	(\$30.2)
<b>Total reduction of costs</b>	<b>\$0.0</b>	<b>\$0.0</b>	<b>(\$1.4)</b>	<b>(\$8.0)</b>	<b>(\$15.1)</b>	<b>(\$15.6)</b>	<b>(\$16.1)</b>	<b>(\$54.6)</b>
<b>Total cost of scheme with Member's bill</b>	<b>184.7</b>	<b>229.9</b>	<b>274.1</b>	<b>\$337.5</b>	<b>\$390.2</b>	<b>\$403.1</b>	<b>\$416.4</b>	<b>\$1,547.1</b>
Total effect of eligibility changes	\$0.0	\$3.2	\$14.1	\$15.5	\$16.7	\$17.3	\$17.85	\$67.35
1 week cost of programme	\$12.76	\$13.85	\$13.91	\$14.47	\$15.06	\$15.56	\$16.07	

3/4yr @ 16      whole yr @ 22wks      3/4yr @ 22      whole yr @ 26 wks      whole yr @ 26 wks  
 1/4yr @ 22           1/4yr @ 26  
 (SQ = 1/4yr @ 18)

	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Previous Treasury forecast cost of 14 week baseline	168.81	174.21	179.43	184.82	190.36	196.07
Current Treasury forecast of 14 week baseline	178.60	193.88	194.68	202.64	210.82	217.78
Difference	9.80	19.68	15.25	17.82	20.46	21.71

75.24

**Estimated cost<sup>1</sup> of existing PPL scheme for July to June financial years (\$M)<sup>2</sup>**

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20
Costs of existing scheme (14 weeks)	\$156.60	\$160.83	<b>\$164.85</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>	<b>\$190.36</b>	<b>\$196.07</b>
Nominal wage increases		2.7%	2.5%	2.4%	3.2%	3.0%	3.0%	3.0%	3.0%
			2.5%	2.7%	2.5%	2.9%	3.1%	3.30%	3.3%

**Notes:**

1 Figures are before tax and estimates are based on the 2011/12 financial year.

2 Increase in average ordinary time weekly earnings estimated based on Treasury Budget

2013 nominal wage growth forecasts until 2015/16, then 3% per annum from 2016/17.

**Results table 1:**

Estimated costs of proposed PPL scheme based on full uptake of additional entitlements

3/4yr @ 16 whole yr @ 3/4yr @ 22 whole yr @ whole yr @  
 1/4yr @ 22 22wks 1/4yr @ 26 26 wks 26 wks  
 (SQ = 1/4yr @ 18)

Entitlements added	1-Apr-16		1-Apr-18		2018/19	2019/20	
	2014/15	2015/16	2016/17	2017/18			
Cost for 14wks	\$168.8	\$174.2	\$179.4	\$184.8	\$190.4	\$196.1	<== actual costs for 14wks
Cost for current changes	\$6.0	\$31.1	\$51.3	\$52.8	\$54.4	\$56.0	<== estimated costs of S.quo changes
Cost/additional 4 wks	\$49.8	\$51.3	\$52.8	\$54.4	\$56.0		<== may need to work this out again from actual numbers (below)
<b>Costs of existing scheme (16 weeks from 1-Apr-15)</b>	<b>\$174.83</b>	<b>\$205.32</b>	<b>\$230.70</b>	<b>\$237.62</b>	<b>\$244.75</b>	<b>\$252.09</b>	<== replace with Actual S.quo numbers
Cost of first additional 4 weeks (introduced 1 April 2016)		\$12.44	\$51.27	\$52.80	\$54.39	\$56.02	
Cost of second additional 4 weeks (introduced 1 April 2018)				\$13.20	\$54.39	\$56.02	
Incremental costs of additional weeks	\$0.00	\$12.44	\$51.27	\$66.01	\$108.78	\$112.04	
Total costs including additional weeks	\$174.83	\$217.76	\$281.97	\$303.63	\$353.53	\$364.13	
Base cost over 4 years						\$965.16	
Total additional cost over 4 years						\$338.09	
Total cost over 4 years						\$1,303.25	

**Estimated cost<sup>1</sup> of existing PPL scheme for July to June financial years (\$M)<sup>2</sup>**

	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18
Costs of existing scheme (14 weeks)	\$156.60	\$160.83	<b>\$164.85</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>
Nominal wage increases		2.7%	2.5%	2.4%	3.2%	3.0%	3.0%

**Notes:**

1 Figures are before tax and estimates are based on the 2011/12 financial year.

2 Increase in average ordinary time weekly earnings estimated based on Treasury Budget

2013 nominal wage growth forecasts until 2015/16, then 3% per annum from 2016/17.

**Results table 1:**

Estimated costs of proposed PPL scheme based on full uptake of additional entitlements

Entitlements added	2014/15	2015/16	2016/17	2017/18
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>
Cost of first additional 4 weeks (introduced 1 July 2014)	\$48.23	\$49.77	\$51.27	\$52.80
Cost of second additional 4 weeks (introduced 1 July 2015)		\$49.77	\$51.27	\$52.80
Cost of third additional 4 weeks (introduced 1 July 2016)			\$51.27	\$52.80
Incremental costs of additional weeks	<b>\$48.23</b>	<b>\$99.55</b>	<b>\$153.80</b>	<b>\$158.41</b>
Total costs including additional weeks	<b>\$217.04</b>	<b>\$273.75</b>	<b>\$333.23</b>	<b>\$343.23</b>
Base cost over 5 years				\$707.26
Total additional cost over 5 years				\$459.99
Total cost over 5 years				\$1,167.25
Aggregate incremental costs	\$48.23	\$147.78	\$301.58	<b>\$459.99</b>

**Results table 2:**

Estimated costs of proposed PPL scheme based on Scenario 1 uptake of additional entitlements ie 5, 10, 15% return at each of 4, 5, 6 months respectively

	2014/15	2015/16	2016/17	2017/18				
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>				
Cost of first additional 4 weeks (introduced 1 July 2014)	\$45.82	\$47.28	\$48.70	\$50.16				
Cost of second additional 4 weeks (introduced 1 July 2015)		\$44.80	\$46.14	\$47.52				
Cost of third additional 4 weeks (introduced 1 July 2016)			\$43.58	\$44.88				
Incremental costs of additional weeks	<b>\$45.82</b>	<b>\$92.08</b>	<b>\$138.42</b>	<b>\$142.57</b>	\$	45.82	\$ 89.59	\$ 130.73
Total costs including additional weeks	<b>\$214.62</b>	<b>\$266.29</b>	<b>\$317.85</b>	<b>\$327.39</b>				\$ 134.65
Base cost over 5 years				\$707.26				
Total additional cost over 5 years				\$418.89				
Total cost over 5 years				\$1,126.15				
Aggregate incremental costs	\$45.82	\$137.90	\$276.32	<b>\$418.89</b>				

	2014/15	2015/16	2016/17	2017/18
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>
Cost of first additional 4 weeks (introduced 1 July 2014)	\$48.23	\$49.77	\$51.27	\$52.80
Cost of second additional 4 weeks (introduced 1 July 2015)		\$49.77	\$51.27	\$52.80

	2014/15	2015/16	2016/17	2017/18	Total over 4Yrs
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>	
Cost of first additional 4 weeks (introduced 1 July 2014)	\$45.82	\$47.28	\$48.70	\$50.16	<b>\$191.97</b>
Cost of second additional 4 weeks (introduced 1 July 2015)		\$44.80	\$46.14	\$47.52	\$138.46
					<b>\$330.43</b>

	2014/15	2015/16	2016/17	2017/18
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>
Cost of additional 2 weeks (introduced 1 July 2014)	\$24.12	\$24.89	\$25.63	\$26.40
Cost of additional 4 weeks (introduced 1 July 2014)	\$48.23	\$49.77	\$51.27	\$52.80

	2014/15	2015/16	2016/17	2017/18	Total over 4Yrs
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>	
Cost of additional 2 weeks (introduced 1 July 2014)	\$22.91	\$23.64	\$24.35	\$25.08	\$95.99
Cost of additional 4 weeks (introduced 1 July 2014)	\$45.82	\$47.28	\$48.70	\$50.16	\$191.97

Assuming that 20% of women in paid work are currently ineligible for PPL

if one quarter of this 20% (i.e. 5%) became eligible under the policy change then the cost would increase by a factor of 5/80 or 6.25%  
 if one half of this 20% (i.e.10%) became eligible under the policy change then the cost would increase by a factor of 10/80 or 12.5%

5%	6.25
10%	12.50
15%	18.75
20%	25.00

	2014/15	2015/16	2016/17	2017/18	Total over 4Yrs
<b>Costs of existing scheme (14 weeks)</b>	<b>\$168.81</b>	<b>\$174.21</b>	<b>\$179.43</b>	<b>\$184.82</b>	
Additional cost assuming eligibility increases from 80% to 85%	\$10.55	\$10.89	\$11.21	\$11.55	\$44.20
Additional cost assuming eligibility increases from 80% to 90%	\$21.10	\$21.78	\$22.43	\$23.10	\$88.41

*You just add additional costs by 6.25% across the board*

You just rate up all the costs by 6.25%

100	\$1	80	\$80
		20	
	\$1	85	\$85
		15	
90		0.055556	
95			

0.0625

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Estimated cost of existing PPL scheme for July to June financial years (\$million)

Budget 2016 Forecasts for PPL

	2015/16	2016/17	2017/18	2018/19	2019/20
Costs of existing scheme (18 weeks)	\$233.00	\$279.00	\$290.00	\$299.00	\$306.00
Nominal wage increases (2016 BEFU Treasury forecasts)	no longer required as PPL Budget forecasts have incorporated wage and employment forecasts				
Implied scheme increases		19.7%	3.9%	3.1%	2.3%

Breakdown of costs	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	Costs over 4 years
<b>Total estimated costs for status quo 18 weeks scheme</b>	<b>\$233.0</b>	<b>\$279.0</b>	<b>\$290.0</b>	<b>\$299.0</b>	<b>\$306.0</b>	<b>\$317.4</b>	<b>\$1,174.0</b>
<b>Member's Bill</b>							
Cost of move from 18 to 22 weeks (1 April 2017)		\$15.5	\$64.4	\$66.4	\$68.0	\$70.5	\$214.4
Cost of move from 22 to 26 weeks (1 April 2018)			\$16.1	\$66.4	\$68.0	\$70.5	\$150.6
<b>Total additional cost of Member's Bill (excluding return early assumptions)</b>		<b>\$15.5</b>	<b>\$80.6</b>	<b>\$132.9</b>	<b>\$136.0</b>	<b>\$141.1</b>	<b>\$364.9</b>
10% return early from 2nd additional 4 weeks		(\$1.6)	(\$6.4)	(\$6.6)	(\$6.8)	(\$7.1)	(\$21.4)
15% return early from 3rd additional 4 weeks			(\$2.4)	(\$10.0)	(\$10.2)	(\$10.6)	(\$22.6)
<b>Total reduction of costs</b>		<b>(\$1.6)</b>	<b>(\$8.9)</b>	<b>(\$16.6)</b>	<b>(\$17.0)</b>	<b>(\$17.6)</b>	<b>(\$44.0)</b>
<b>Total additional cost of Member's Bill</b>		<b>\$14.0</b>	<b>\$71.7</b>	<b>\$116.3</b>	<b>\$119.0</b>	<b>\$123.4</b>	<b>\$320.9</b>
<b>Offsetting increase in PAYE from PPL payments (@ 13.5% ATR)</b>		<b>(\$1.9)</b>	<b>(\$9.7)</b>	<b>(\$15.7)</b>	<b>(\$16.1)</b>	<b>(\$16.7)</b>	<b>(\$43.3)</b>
<b>Total net additional cost of Member's Bill</b>	<b>\$0.0</b>	<b>\$12.1</b>	<b>\$62.0</b>	<b>\$100.6</b>	<b>\$102.9</b>	<b>\$106.8</b>	<b>\$277.6</b>

\$292.95	\$361.69	\$415.28	\$425.00	\$440.84	\$1,494.92
\$13.95	\$71.69	\$116.28	\$119.00	\$123.44	\$320.92

1 week cost of programme

\$15.50	\$16.11	\$16.61	\$17.00	\$17.63
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3/4yr @ 16	3/4yr @ 22	whole yr @ 26 wks	whole yr @ 26 wks	whole yr @ 26 wks
1/4yr @ 22	1/4yr @ 26			
(SQ = 1/4yr @ 18)				

**2020/21**

\$317.40 Budget 2016 forecasts do not extend to 2020/21 June Year  
2.7% → FTE average weekly ordinary time earnings (male and female)  
3.7%

**Sri's notes:**

**the 2015/16 PPL forecast figure has already incorporated the following:**

- the full cost of additional 2 weeks from 1 April 2015
- a quarter (3 out of 12 months) of cost of a further additional 2 weeks from 1 April 2016
- a quarter (3 out of 12 months) of cost of extending PPL eligibility to "non-standard" workers
- Budget 2016 forecasts for employment
- Budget 2016 forecasts for wages

**from 2016/17, PPL forecast figures have already incorporated the following:**

- the full impact of 18 weeks of PPL entitlements
- the full impact of extending PPL eligibility to "non-standard" workers
- Budget 2016 forecasts for employment
- Budget 2016 forecasts for wages

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**From:** Richard Baird [TSY]  
**Sent:** Monday, 13 June 2016 10:34 a.m.  
**To:** 'Paul Kilford'  
**Subject:** RE: Financial veto process for Ministers  
**Attachments:** Financial Veto Certificate for Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill; Attachment 1: Financial veto certificate for Parental Leave and Employment Protection (6 Months' Paid Leave) Amendment Bill

**Categories:** OIA

Hi Paul.

Yes, it was great thanks. Was pretty knackered by the end of last week.  
Anything of note with you?

As requested:

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(k) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Paul Kilford (mailto:Paul.Kilford@parliament.govt.nz)  
**Sent:** Monday, 13 June 2016 10:23 a.m.  
**To:** Richard Baird [TSY] <Richard.Baird@treasury.govt.nz>  
**Subject:** RE: Financial veto process for Ministers

Hi Richard

Hope you had a good weekend. The comms people here have asked for a soft copy of your report – can you please send one over?

Cheers  
Paul

**Paul Kilford** | Tax Policy Advisor  
Office of Hon Bill English | Deputy Prime Minister, Minister of Finance  
7.6 Beehive, Parliament Buildings, PO Box 18041, Wellington 6160, New Zealand  
T: 04 817 9926 s9(2)(a) F: 04 817 6501 | E: [paul.kilford@parliament.govt.nz](mailto:paul.kilford@parliament.govt.nz)

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**From:** Richard Baird [TSY] [<mailto:Richard.Baird@treasury.govt.nz>]  
**Sent:** Friday, 10 June 2016 3:54 p.m.  
**To:** Paul Kilford  
**Subject:** RE: Financial veto process for Ministers

Hi Paul

Walking over the report now.

I have attached a helpful checklist that may be useful info for you.

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**  
s9(2)(k) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Paul Kilford [<mailto:Paul.Kilford@parliament.govt.nz>]  
**Sent:** Thursday, 9 June 2016 11:16 a.m.  
**To:** Richard Baird [TSY] <[Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)>  
**Subject:** RE: Financial veto process for Ministers

Hi Richard

Based on the template you sent over, I'm pretty sure that your report will outline the actual fiscal costs of the proposed amendments, but just wanted to double check. There are reports floating around that the cost is \$12.7m for the current year. That may be right but assume that costs for the rest of the forecast period and out-years would be considerably higher.

Cheers  
Paul

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**From:** Paul Kilford  
**Sent:** Wednesday, 8 June 2016 9:01 a.m.  
**To:** 'Richard Baird [TSY]'  
**Cc:** Nicola Grigg; Emma Coker  
**Subject:** RE: Financial veto process for Ministers

Hi Richard

Thanks – it would be good if you could make it by around noon on Friday if at all possible – that way I can get it in MoF's weekend bag.

Cheers  
Paul

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**From:** Richard Baird [TSY] [<mailto:Richard.Baird@treasury.govt.nz>]  
**Sent:** Tuesday, 7 June 2016 5:50 p.m.  
**To:** Paul Kilford  
**Cc:** Nicola Grigg; Emma Coker  
**Subject:** RE: Financial veto process for Ministers

Hi Paul

At this stage, my best guess is COP Friday – but I will endeavour to beat that.

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(k) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Paul Kilford [<mailto:Paul.Kilford@parliament.govt.nz>]  
**Sent:** Tuesday, 7 June 2016 5:06 p.m.  
**To:** Richard Baird [TSY] <[Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)>  
**Cc:** ^Parliament: Nicola Grigg <[Nicola.Grigg@parliament.govt.nz](mailto:Nicola.Grigg@parliament.govt.nz)>; Emma Coker <[Emma.Coker@parliament.govt.nz](mailto:Emma.Coker@parliament.govt.nz)>  
**Subject:** RE: Financial veto process for Ministers

Hi Richard

Thanks for this. I understand from the Office of the Leader of the House that (as Treasury has suggested) the veto can be delivered at any time prior to third reading. This means it doesn't have to be ready tomorrow, but I would nevertheless appreciate you finalising it soon so we can make absolutely sure that all the documentation is in order and delivered well in advance of any drop-dead date. Do you have any idea when you could get it here?

Cheers  
Paul

**Paul Kilford** | Tax Policy Advisor  
Office of Hon Bill English | Deputy Prime Minister, Minister of Finance  
7.6 Beehive, Parliament Buildings. PO Box 18041, Wellington 6160, New Zealand  
T: 04 817 9926 | s9(2)(a) | F: 04 817 6501 | E: [paul.kilford@parliament.govt.nz](mailto:paul.kilford@parliament.govt.nz)

IN-CONFIDENCE



**Treasury Report:** Financial Veto Certificate for Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill

<b>Date:</b>	10 June 2016	<b>Report No:</b>	T2016/1073
		<b>File Number:</b>	SH-2-2-3

**Action Sought**

	<b>Action Sought</b>	<b>Deadline</b>
Minister of Finance (Hon Bill English)	<b>Note</b> that a financial veto certificate is attached.	29 June

**Contact for Telephone Discussion** (if required)

<b>Name</b>	<b>Position</b>	<b>Telephone</b>	<b>1st Contact</b>
Richard Baird	Analyst, Labour Market and Welfare	s9(2)(k)	s9(2)(a) ✓
Hayden Fenwick	Team Leader, Labour Market and Welfare		

**Actions for the Minister's Office Staff** (if required)

**Return** the signed report to Treasury.  
Treasury has attached a financial veto certificate, which the Minister of Finance can sign and lodge with the Clerk of the House while the Bill awaits its third reading (before 29 June)

Note any feedback on the quality of the report

**Enclosure:** Yes (attached)

IN-CONFIDENCE

**Treasury Report: Financial Veto Certificate for Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill**

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**Executive Summary**

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Sue Moroney's Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill<sup>1</sup> (the Bill) is currently awaiting its third reading. Its third reading is expected to happen on the next Members' day scheduled for Wednesday 29 June.

You requested a financial veto certificate for the Bill and it is attached.

Under the standing orders, the Government can exercise a financial veto if, in its view, a bill would have more than a minor impact on the Government's fiscal aggregates if it became law. The Government is required to have intentions for these fiscal aggregates for at least the next four financial years. The overall net change which would result from the Bill is an increase of approximately \$278 million over the next four financial years.

There are 32 clauses in the Bill. Clauses 15 and 22 propose to amend section 71J of the Parental Leave and Employment Protection Act 1987 to extend paid parental leave to 22 weeks on 1 April 2017 and 26 weeks (6 months) on 1 April 2018.

**Recommended Action**

---

We recommend that you:

- a **note** the expected fiscal cost of the Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill,
- b **note** that costs and clause numbers are based on the Bill as it was drafted in April 2016,
- c **note** that a financial veto certificate is attached, and
- d **note** that if the Government chooses to exercise this financial veto, the veto must be exercised while the Bill is still awaiting its third reading

Hayden Fenwick  
**Team Leader, Labour Market and Welfare**

Hon Bill English  
**Minister of Finance**

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<sup>1</sup> Formerly Parental Leave and Employment Protection (Six Months' Paid Leave and Work Contact Hours) Amendment Bill

IN-CONFIDENCE

**Treasury Report: Financial Veto Certificate for Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill**

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**Purpose of Report**

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1. This report provides a financial veto certificate for Sue Moroney's Parental Leave and Employment (6 Months' Paid Leave) Amendment Bill (the Bill).
2. This financial veto is in response to the financial implications of clauses 15 and 22 of the Bill. These clauses propose to amend section 71J of the Parental Leave and Employment Protection Act 1987 to extend paid parental leave to a maximum of 22 weeks on 1 April 2017 and 26 weeks (6 months) on 1 April 2018.

**Background**

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3. As introduced, the purpose of the Bill was to extend paid parental leave from 16 weeks to 26 weeks, and to add provisions about work contact hours, where working parents are entitled to the flexibility of returning to work for a certain amount of time during the parental leave period without losing their entitlement to paid parental leave.
4. Since the Bill's introduction, a number of amendments have been made to the principal Act, including changes to increase the amount of paid parental leave to 18 weeks, and to provide for "keeping in touch days".
5. The latest drafting of the Bill, as reported from the Government Administration Committee, is now focused solely on extending paid parental leave to a maximum of 22 weeks on 1 April 2017 and 26 weeks (six months) on 1 April 2018. This is essentially the same Bill that was voted down by Parliament in February 2015.

**Fiscal Cost Estimates**

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6. The Treasury, with assistance from Inland Revenue and the Ministry of Business, Innovation and Employment, has estimated the fiscal costs of increasing the length of paid leave available according to the proposals in the Bill as at April 2016.
7. These estimates are based on the costs of current paid parental leave provision as forecast at Budget 2016, multiplied by the proposed marginal additional duration of paid leave. The estimates also include behavioural assumptions about the number of paid leave recipients that will return to work early.
8. The table below sets out the expected fiscal cost of the paid leave provision proposed by the Bill, compared with the status quo:

Total Costs (\$ millions)	2016/17	2017/18	2018/19	2019/20	4-Year Total
Status Quo (18 weeks)	279.0	290.0	299.0	306.0	1174.0
The Bill's proposals	293.0	361.7	415.3	425.0	1495.0
<b>Operating cost increase</b>	<b>14.0</b>	<b>71.7</b>	<b>116.3</b>	<b>119.0</b>	<b>321.0</b>

9. The proposed changes in the Bill would increase the Crown's total operating expenses by approximately \$321 million over the forecast period.

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10. These figures are gross before tax, and the government will receive tax revenue back on a portion of this expenditure. An estimate of the additional PAYE revenue received from the Bill's proposed changes is approximately \$43 million over the next four years. This results in an overall net change of \$278 million over the next four years.
11. The costs in 2020/21 and beyond increase by approximately four percent per annum, reflecting the forecast increase in employment and earnings.

**Next Steps**

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12. If the Government chooses to exercise the financial veto, the veto must be exercised while the Bill is still awaiting its third reading. The third reading is expected to happen on the next Members' day scheduled for Wednesday 29 June.

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**CERTIFICATION UNDER STANDING ORDER 327  
RELATING TO A BILL**

Under Standing Order 327, the Government does not concur in the Parental Leave and Employment Protection (6 Months Paid Leave) Amendment Bill in the name of Sue Moroney.

**Impact on fiscal aggregate(s) concerned and reason for the Government not concurring:**

The proposed Bill extends the duration of paid parental leave to a maximum of 22 weeks on 1 April 2017, and a maximum of 26 weeks on 1 April 2018.

The proposed Bill would impact on the Crown's fiscal aggregates by increasing the Crown's total operating expenses by approximately \$14 million in 2016/17, \$72 million in 2017/18, \$116 million in 2018/19 and \$119 million in 2019/20. This amounts to \$321 million over the forecast period.

These figures are gross before tax, and therefore it is correct to note that the government will receive tax revenue back on a portion of this expenditure of approximately \$43 million. This results in an overall net increase to the Crown's total operating expenses of approximately \$278 million over the forecast period.

In the Government's view, these effects have more than a minor impact on the Crown's fiscal aggregates and for this reason the Government does not concur in the Bill specified above.

Minister of Finance  
Date:



**From:** Richard Baird [TSY]  
**Sent:** Tuesday, 14 June 2016 12:57 p.m.  
**To:** 'Paul Kilford'  
**Subject:** RE: PPL veto PR  
**Attachments:** PR\_PPLveto\_16Jun16v3  
  
**Categories:** OIA

[IN-CONFIDENCE]

Hi Paul

Some minor changes attached.

Cheers,  
Richard

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(k) [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Paul Kilford [mailto:Paul.Kilford@parliament.govt.nz]  
**Sent:** Tuesday, 14 June 2016 12:43 p.m.  
**To:** Richard Baird [TSY] <Richard.Baird@treasury.govt.nz>  
**Subject:** FW: PPL veto PR

Hi Richard

Please keep this strictly confidential at this stage, but can you please let me know as soon as possible if you see any issues with the content of this draft PR?

Cheers  
Paul

---

**From:** Nicola Grigg  
**Sent:** Tuesday, 14 June 2016 12:30 p.m.  
**To:** Paul Kilford <[Paul.Kilford@parliament.govt.nz](mailto:Paul.Kilford@parliament.govt.nz)>  
**Cc:** Cameron Burrows <[Cameron.Burrows@parliament.govt.nz](mailto:Cameron.Burrows@parliament.govt.nz)>  
**Subject:** PPL veto PR

Hi – just FYI - here's the PR that I'm putting into MoF shortly. It's been approved by Minister Woodhouse.

Is it ok that the Certificate goes to the Clerk by 1:30pm on Thursday so we can put it out just before the Bridge run?

Is there anyone else we need to advise?

Cheers

N

**Nicola Grigg**

**Press Secretary | Office of Hon Bill English**

Deputy Prime Minister | Minister of Finance | Minister Responsible for Housing New Zealand

DDI: +64 4 817 9869 | Fax: +64 4 817 6535 | s9(2)(a)

Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

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## Hon Bill English

Minister of Finance

## Hon Michael Woodhouse

Minister of Workplace  
Relations



16 June 2016

**Media Statement**

### Govt veto's paid parental leave bill

Finance Minister Bill English has today vetoed proposed changes to paid parental leave.

Mr English has exercised his powers of Financial Veto ahead of the third reading of the Parental Leave and Employment Protection (Six Months' Paid Leave and Work Contact Hours) Amendment Bill, which has been introduced by Labour MP Sue Moroney.

Treasury estimates the proposal will cost \$14 million next year – but will increase rapidly after that, totalling to \$321 million by 2020-1.

“Mrs Moroney’s claim that the costs are only \$12.5 million are, at best, misguided and, at worst, deliberately misleading,” Mr English says.

“This proposal is just another example of Labour promising spending they cannot pay for.

“The Government is committed to giving kids a good start in life which is why we’ve already extended paid parental leave from 14 weeks to 18 weeks over the last two years.

“We have also widened the eligibility and increased the range of care arrangements in a way the country can afford.”

Commented [RB1]:

Commented [RB2]: I.e. 2020/21

Workplace Relations Minister Michael Woodhouse says the Government will continue to develop New Zealand's paid parental leave framework to ensure it better reflects modern-day work and family arrangements.

"From 1 April 2016, we made paid parental leave more modern, more flexible and more practical to ensure more parents and carers get as much time with their young children as possible, which will help to improve outcomes for families and children while being fiscally responsible and recognising current economic conditions.

"In addition to the 18 weeks extension, more workers will now be eligible for parental leave payments, eligible parents of pre-term babies will be entitled to a longer period of payments than the standard 18 weeks and workers will be able to take parental leave more flexibly, if it works for them and their employer," he says.

Under standing orders, the Government can exercise a financial veto if it decides a bill will have more than a minor fiscal impact if it were to become a law.

There are 32 clauses in the current drafting of the -Bill and the financial veto is in response to clauses 15 and 22, which propose to extend paid parental leave to 22 weeks by April next year, and 26 weeks (six months) by April 2018.

**Media contact: Nicola Grigg** s9(2)(a) **or Cameron Burrows** s9(2)(a)  
(Minister English)  
**Lily Gilchrist** s9(2)(a) **(Minister Woodhouse)**

## Elaina Lauaki-Vea [TSY]

---

**From:** Richard Baird [TSY]  
**Sent:** Tuesday, 14 June 2016 3:18 p.m.  
**To:** 'Paul Kilford'  
**Subject:** RE: PPL veto PR

**Categories:** OIA

Hi Paul

As discussed, the last para could read like:

There are 32 clauses in the Bill and the financial veto is particularly in response to clauses 15 and 29, which propose to extend paid parental leave to 22 weeks by April next year, and 26 weeks (six months) by April 2018.

The first change just reflects that the financial veto as drafted would veto the entire Bill, not JUST those two clauses.

Cheers,  
Richard

**Richard Baird | Labour Market & Welfare | The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(a) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Richard Baird [TSY]  
**Sent:** Tuesday, 28 June 2016 10:26 a.m.  
**To:** 'Paul Kilford'  
**Subject:** RE: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Categories:** OIA

Hi Paul

Will discuss on phone.

Status Quo (gross)	279.0	290.0	299.0	306.0	1174.0
The Bill's proposals (gross)	293.0	361.7	415.3	425.0	1495.0
<b>Operating cost increase (gross)</b>	<b>14.0</b>	<b>71.7</b>	<b>116.3</b>	<b>119.0</b>	<b>321.0</b>
<b>Operating cost increase (net of tax)</b>	<b>12.1</b>	<b>62.0</b>	<b>100.6</b>	<b>102.9</b>	<b>277.6</b>

**Richard Baird** | Labour Market & Welfare | **The Treasury - Kaitohutohu Kaupapa Rawa**

s9(2)(k) | [Richard.Baird@treasury.govt.nz](mailto:Richard.Baird@treasury.govt.nz)

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**From:** Paul Kilford [mailto:Paul.Kilford@parliament.govt.nz]  
**Sent:** Tuesday, 28 June 2016 9:37 a.m.  
**To:** Richard Baird [TSY] <Richard.Baird@treasury.govt.nz>  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

---

**From:** Hayden Fenwick [TSY] [mailto:Hayden.Fenwick@treasury.govt.nz]  
**Sent:** Thursday, 16 June 2016 12:47 p.m.  
**To:** Paul Kilford  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

**Hayden Fenwick** | Team Leader, Labour Market & Welfare | **The Treasury**

s9(2)(k) | s9(2)(a) | [Hayden.Fenwick@treasury.govt.nz](mailto:Hayden.Fenwick@treasury.govt.nz)

---

**From:** Simon Cooke [<mailto:Simon.Cooke@mbie.govt.nz>]  
**Sent:** Thursday, 16 June 2016 12:37 p.m.  
**To:** Hayden Fenwick [TSY] <[Hayden.Fenwick@treasury.govt.nz](mailto:Hayden.Fenwick@treasury.govt.nz)>  
**Cc:** Deborah Tucker <[Deborah.Tucker@mbie.govt.nz](mailto:Deborah.Tucker@mbie.govt.nz)>  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

Hi Hayden,  
This has just come through from IRD.  
Cheers, Simon

---

**From:** Murray Shadbolt [<mailto:Murray.Shadbolt@ird.govt.nz>]  
**Sent:** Thursday, 16 June 2016 12:32 p.m.  
**To:** Deborah Tucker; Simon Cooke  
**Cc:** Phoebe Sparrow; Sri Farley; Alex Collier  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

Hi Deb

See below for numbers from the forecasting team.

Murray Shadbolt | Senior Policy Advisor, Policy and Strategy | Inland Revenue T. +64 4 890 5011 |  
Asteron Centre, Featherston St |  
[SEEMAIL]

---

**From:** Alex Collier  
**Sent:** Thursday, 16 June 2016 12:28 p.m.  
**To:** Phoebe Sparrow  
**Cc:** Murray Shadbolt; Sandra Watson; Sri Farley  
**Subject:** RE: URGENT: extra info for PPL PR please [IN-CONFIDENCE]

Here are the updates:

“That’s on top of the \$251 million a year (net of tax) taxpayers are expected to spend by 2020 under the existing paid parental leave framework.

“The financial veto is intended to enable predictable financial management of public finances.

“The Government has recently extended paid parental leave from 14 to 18 weeks, and extended eligibility, at a total annual cost of \$65 million. This is an appropriate extension relative to other pressing social needs where the Government has increased funding,” he says.

Cheers

Alex

Alex Collier | Financial Analyst, Policy and Strategy | Inland Revenue  
T. 64 4 978 6077 | Ext. 83077  
E. [alex.collier@ird.govt.nz](mailto:alex.collier@ird.govt.nz)  
W. [taxpolicy.ird.govt.nz](http://taxpolicy.ird.govt.nz)

---

**From:** Phoebe Sparrow  
**Sent:** Thursday, 16 June 2016 12:07 p.m.  
**To:** Alex Collier  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]

FYI

---

**From:** Phoebe Sparrow  
**Sent:** Thursday, 16 June 2016 12:04 p.m.  
**To:** Sri Farley  
**Cc:** Sandra Watson  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]

Hi Sri,

Do you think this will be possible? I understand 45 mins is a tight timeframe.

Please let me know.

Phoebe

---

**From:** Paul Kilford [<mailto:Paul.Kilford@parliament.govt.nz>]  
**Sent:** Thursday, 16 June 2016 12:01 p.m.  
**To:** Phoebe Sparrow  
**Cc:** Murray Shadbolt  
**Subject:** RE: URGENT: extra info for PPL PR please [IN-CONFIDENCE]

Hi Phoebe

12:45 at the latest please.

Cheers  
Paul

**Paul Kilford | Tax Policy Advisor**  
Office of Hon Bill English | Deputy Prime Minister, Minister of Finance  
7.6 Beehive, Parliament Buildings, PO Box 18041, Wellington 6160, New Zealand  
T: 04 817 9926 | s9(2)(a) | F: 04 817 6501 | E: [paul.kilford@parliament.govt.nz](mailto:paul.kilford@parliament.govt.nz)

---

**From:** Phoebe Sparrow [<mailto:Phoebe.Sparrow@ird.govt.nz>]  
**Sent:** Thursday, 16 June 2016 11:54 a.m.  
**To:** Paul Kilford  
**Cc:** Murray Shadbolt  
**Subject:** RE: URGENT: extra info for PPL PR please [IN-CONFIDENCE]

Hi Paul,

Sri is able to respond to this but I think she's at lunch at the moment – what's the latest we can get back to you by?



**Phoebe Sparrow** | Assistant Policy Analyst, Policy and Strategy | **Inland Revenue**  
T. +64 4 9786106 | [phoebe.sparrow@ird.govt.nz](mailto:phoebe.sparrow@ird.govt.nz) | [www.taxpolicy.ird.govt.nz](http://www.taxpolicy.ird.govt.nz)

---

**From:** Deborah Tucker [<mailto:Deborah.Tucker@mbie.govt.nz>]  
**Sent:** Thursday, 16 June 2016 11:37 a.m.  
**To:** Murray Shadbolt; Sri Farley  
**Cc:** Simon Cooke  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

Hi

We wondered if you might be best placed to help with this urgent query from MoF. We can go back to the spreadsheets we gave Treasury, but your estimates might be more accurate. Can you let us know if you can provide figures for this please (the press release is attached).

Thanks, Deborah

---

**From:** Hayden Fenwick [TSY] [<mailto:Hayden.Fenwick@treasury.govt.nz>]  
**Sent:** Thursday, 16 June 2016 11:16 a.m.  
**To:** Deborah Tucker; Simon Cooke  
**Subject:** FW: URGENT: extra info for PPL PR please [IN-CONFIDENCE]  
**Importance:** High

[IN-CONFIDENCE]

Hi Deborah and Simon,

You might have received this request from your Minister's office already but MoF has asked for some figures about the cost of the existing PPL regime:

"That's on top of the \$xxx million a year taxpayers are expected to spend by 2020 under the existing paid parental leave framework.

"The financial veto is intended to enable predictable financial management of public finances.

"The Government has recently extended paid parental leave from 14 to 18 weeks, and extended eligibility, at a total annual cost of \$xxx million. This is an appropriate extension relative to other pressing social needs where the Government has increased funding," he says.

Would you be able to get back to me asap with those figures please?

Cheers

Hayden

**Hayden Fenwick** | Team Leader, Labour Market & Welfare | **The Treasury**  
s9(2)(k) | s9(2)(a) | [Hayden.Fenwick@treasury.govt.nz](mailto:Hayden.Fenwick@treasury.govt.nz)

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**From:** Paul Kilford [<mailto:Paul.Kilford@parliament.govt.nz>]  
**Sent:** Thursday, 16 June 2016 11:08 a.m.  
**To:** Hayden Fenwick [TSY] <[Hayden.Fenwick@treasury.govt.nz](mailto:Hayden.Fenwick@treasury.govt.nz)>

**Subject:** URGENT: extra info for PPL PR please  
**Importance:** High

Hayden

Please see below.

Cheers  
Paul

**Paul Kilford | Tax Policy Advisor**  
Office of Hon Bill English | Deputy Prime Minister, Minister of Finance  
7.6 Beehive, Parliament Buildings, PO Box 18041, Wellington 6160, New Zealand  
T: 04 817 9926 s9(2)(a) F: 04 817 6501 | E: [paul.kilford@parliament.govt.nz](mailto:paul.kilford@parliament.govt.nz)

---

**From:** Paul Kilford  
**Sent:** Thursday, 16 June 2016 11:06 a.m.  
**To:** 'Richard Baird [TSY]'  
**Subject:** FW: extra info for PPL PR please  
**Importance:** High

Hi Richard

This draft has also been sent to Hon Woodhouse's office, but can you please see if you have the relevant numbers, highlighted in yellow? This PR has to be finalised, so ASAP please – sorry about the rush.

Cheers  
Paul

---

**From:** Nicola Grigg  
**Sent:** Thursday, 16 June 2016 10:37 a.m.  
**To:** Paul Kilford; Lily Gilchrist; Simon Duncan  
**Subject:** extra info for PPL PR please  
**Importance:** High

Hi team – a couple of changes have been made to the PR – can you please take a look and help out with the yellow highlights?

**Nicola Grigg**  
**Press Secretary | Office of Hon Bill English**

Deputy Prime Minister | Minister of Finance | Minister Responsible for Housing New Zealand  
DDI: +64 4 817 9869 | Fax: +64 4 817 6535 | s9(2)(a)  
Private Bag 18041, Parliament Buildings, Wellington 6160, New Zealand

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