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Foreword

This guide has been prepared to assist the reader with understanding the 2006-07 Budget Papers, in particular the Budget Statements (Budget Paper No. 2).

The budget papers are presented on an accrual accounting basis. Accrual accounting presents the full cost of providing government services and indicates the ability of government to deliver sustainable services into the future.

Financial data presented in the 2006-07 Budget Papers, both for agencies and for consolidated whole of government purposes, are based on data collected from the State's public sector agencies using Australian equivalents to International Financial Reporting Standards. Data for 2004-05 are based on the accounting standards prevailing prior to the implementation of Australian equivalents to International Financial Reporting Standards.

The 2006-07 Budget Papers reflect recent government portfolio/structural changes, as well as improvements to the Outcome Based Management structures of some agencies.

This Reader's Guide outlines the main features of the information the Budget Statements provide at agency level. This includes details of three financial statements that budget funded agencies are required to prepare.

Feedback is welcome and can be directed to the Department of Treasury and Finance (Financial Policy) on (08) 9222 9358.

Contents What are the Budget Papers? 2 What is in the Budget Papers? 3 Agency Level Information in Support of the Estimates 4 Illustrative Budget Tables 5 Other Sources of Information 16 Glossary 17

What are the Budget Papers?

BUDGET PAPER NO. 1 - 2006-07 BUDGET SPEECH

The budget speech delivered by the Treasurer, the Hon E S Ripper BA, DipEd, MLA, to Parliament on 11 May 2006.

BUDGET PAPER NO. 2 – 2006-07 BUDGET STATEMENTS (VOLUMES 1 TO 3)

Appropriations in accordance with the Appropriation Bills presented to Parliament, and detailed financial and performance information for agencies.

Chapter 1 – Consolidated Fund Expenditure Estimates

Chapter 2 – Net Appropriation Determinations

Chapter 3 – Agency Information in Support of the Estimates

BUDGET PAPER NO. 3 - 2006-07 ECONOMIC AND FISCAL OUTLOOK

Whole of government financial information together with key assumptions and economic factors taken into account when framing the budget.

Chapter 1 – Economic and Fiscal Outlook – Overview

Chapter 2 – Fiscal Strategy and Financial Projections

Chapter 3 – Expenditure Initiatives

Chapter 4 - Financial Projections - Revenue

Chapter 5 – The Western Australian Economy

Chapter 6 - Federal Affairs

Chapter 7 - Structural Reform

The Budget Papers are supported by the documents described below:

2006-07 BUDGET OVERVIEW

Highlights of the budget, supported by graphical and tabular presentations. A regional breakdown of key capital works projects is included.

READER'S GUIDE TO THE 2006-07 BUDGET STATEMENTS

Explains and illustrates the main content of the Budget Statements.

What is in the Budget Papers?

BUDGET PAPER NO. 1 – BUDGET SPEECH

This is the budget speech delivered in Parliament by the Treasurer, which outlines the priorities of the Government for the budget year and seeks Parliament's approval for the two annual Appropriation Bills for recurrent services and capital purposes.

BUDGET PAPER NO. 2 – BUDGET STATEMENTS (VOLUMES 1 TO 3)

Agencies receiving appropriations from the Consolidated Fund are identified in Budget Paper No. 2. This includes all departments and the majority of other agencies in the general government sector. The capital works programs of public corporations such as the Water Corporation are also included in Budget Paper No. 2.

- **Chapter 1** summarises the estimated expenditure from the Consolidated Fund. The item numbers in this chapter form the basis for the annual Appropriation Bills presented to Parliament.
- **Chapter 2** summarises the revenue retained by agencies under net appropriation determinations. These determinations allow the agencies to retain certain revenue received and to apply that revenue towards the delivery of services as specified in the budget papers.
- **Chapter 3** presents detailed information on income, expenses and performance by agency. The financial statements in this chapter are prepared in accordance with Australian equivalents to International Financial Reporting Standards.

Agency budgets are expressed in terms of funding provided to deliver services. These services are delivered to achieve the Government's goals and, at agency level, government desired outcomes. Key effectiveness indicators provide information on the extent to which these desired outcomes are achieved. Key efficiency indicators are reported to assist with assessing agency performance in terms of service delivery.

BUDGET PAPER NO. 3 – ECONOMIC AND FISCAL OUTLOOK

This paper analyses the fiscal position of, and forecast results for, the public sector. It does so at the whole of government level as well as for the components of the public sector - the general government sector, public financial corporations and public non-financial corporations.

It contains information relating to the economic position and outlook of the State upon which the fiscal projections are based. It also discusses developments in Commonwealth/State relations and structural reform.

Agency Level Information in Support of the Estimates

(i.e. Chapter 3 of Budget Paper No. 2)

Agency details are arranged by Ministerial portfolio, and for a typical agency are outlined as follows:

APPROPRIATION AND FORWARD ESTIMATES

MISSION

SIGNIFICANT ISSUES AND TRENDS

MAJOR POLICY DECISIONS*

SERVICE AND APPROPRIATION SUMMARY

RESOURCE AGREEMENT

OUTCOMES, SERVICES AND PERFORMANCE INFORMATION

Relationship to Government Goals

Outcomes and Key Effectiveness Indicators

Service 1

Description and Costings

Key Efficiency Indicators

Major Achievements for 2005-06

Major Initiatives for 2006-07

Service 2

Description and Costings

Key Efficiency Indicators

Major Achievements for 2005-06

Major Initiatives for 2006-07

CAPITAL WORKS PROGRAM*

CAPITAL CONTRIBUTION*

FINANCIAL STATEMENTS

INCOME STATEMENT (CONTROLLED)

BALANCE SHEET (CONTROLLED)

CASHFLOW STATEMENT (CONTROLLED)

SCHEDULE OF ADMINISTERED EXPENSES AND INCOME*

SCHEDULE OF ADMINISTERED ASSETS AND LIABILITIES*

SCHEDULE OF ADMINISTERED PAYMENTS AND RECEIPTS*

DETAILS OF CONTROLLED GRANTS AND SUBSIDIES*

DETAILS OF THE ADMINISTERED TRANSACTIONS EXPENSES*

DETAILS OF THE ADMINISTERED TRANSACTIONS INCOME*

TRUST ACCOUNT DETAILS*

NET APPROPRIATION DETERMINATION*

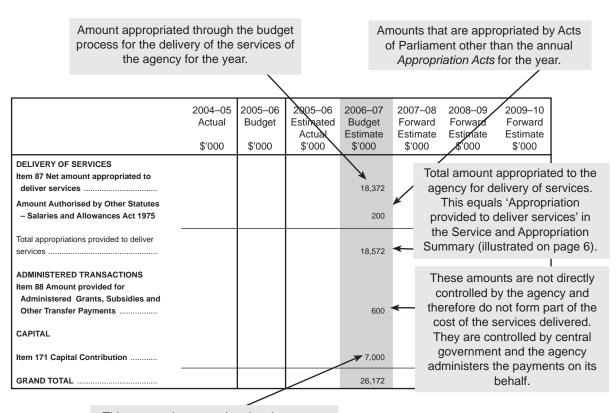
^{*} These sections may not be relevant to all agencies.

Illustrative Budget Tables

Disclosed at agency level in Chapter 3 of Budget Paper No. 2 (Public non-financial corporations and public financial corporations, or 'Capital works only' agencies, do not show this level of detail)

APPROPRIATION AND FORWARD ESTIMATES

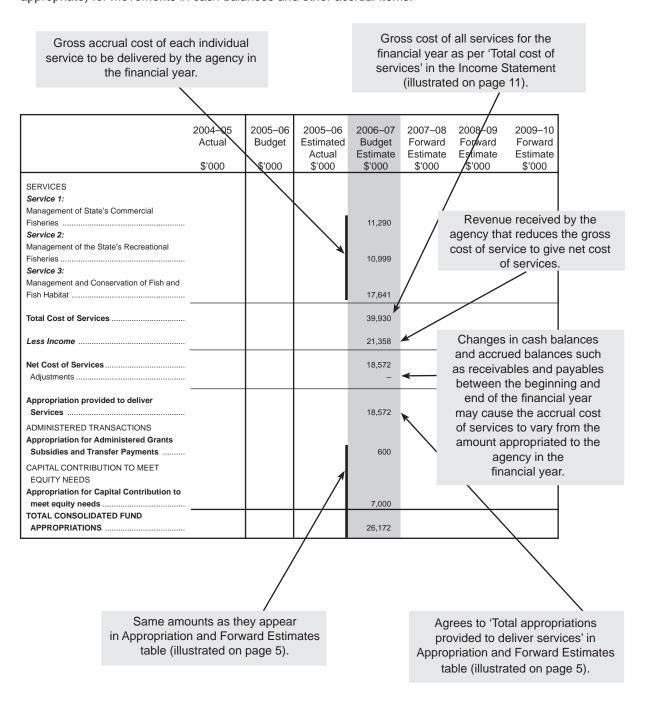
Contains details of controlled funding to be provided to the agency for the delivery of services, standing appropriations made under other statutes, administered transactions, capital contributions and appropriations to Trust Funds. The amount shown to deliver services is net of retained revenues.



This amount is appropriated to the agency to increase its operating capacity, mainly through the purchase of assets (asset expansion). It is analysed in the Capital Contribution table (illustrated on page 9).

SERVICE AND APPROPRIATION SUMMARY

Provides details on services, administered transactions and any capital contribution to meet equity needs. The service information is reported on a total cost of service basis, with income deducted to derive the net cost of services. This amount is reconciled to the appropriation provided to deliver services by adjusting (where appropriate) for movements in cash balances and other accrual items.

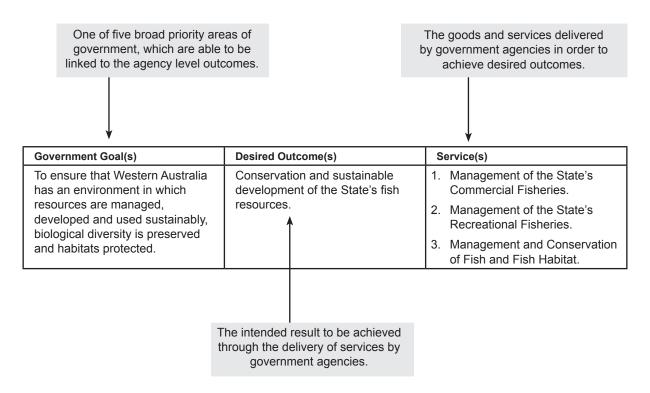


OUTCOMES, SERVICES AND PERFORMANCE INFORMATION

Relationship to Government Goals

Demonstrates the linkage between the most appropriate government goal and the agency level desired outcome(s).

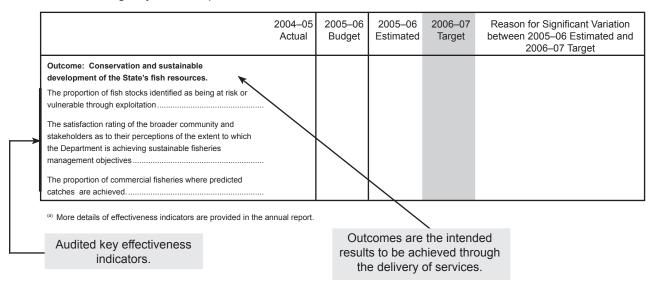
The broader, high-level government goals are supported at agency level by more specific desired outcomes. Agencies deliver services to achieve these desired outcomes, which ultimately contribute to meeting the high-level government goals.



OUTCOMES, SERVICES AND PERFORMANCE INFORMATION (CONTINUED)

Outcomes and Key Effectiveness Indicators(a)

The outcome is the effect or impact on the community or target clients of government services. Key effectiveness indicators provide information on the extent to which outcomes have been achieved through the funding and delivery of agreed services. At least one audited key effectiveness indicator is required to be reported for each agency level desired outcome disclosed in the Budget Statements. Consistent information should be disclosed in agency annual reports.



Services and Key Efficiency Indicators

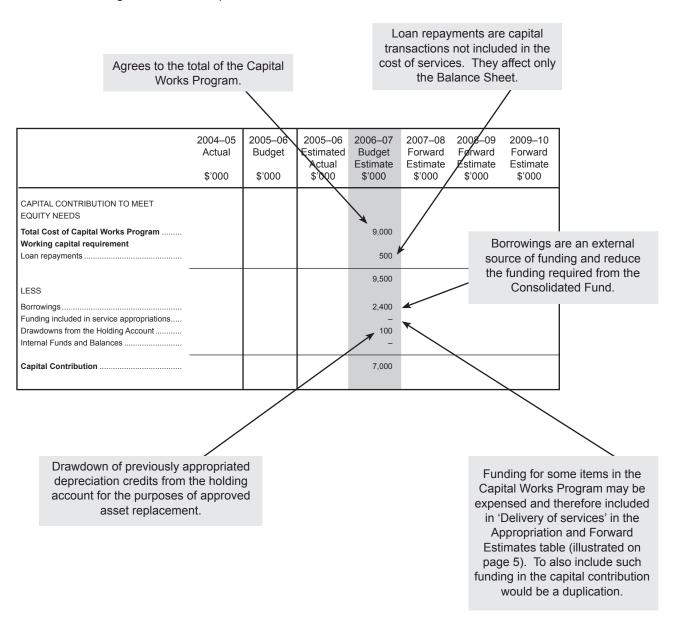
Key efficiency indicators are presented for each service. Efficiency indicators relate services to the level of resource inputs required to deliver them and are usually expressed as a fraction, percentage or ratio. The most common indicator is cost efficiency, however other indicators may focus on service productivity, the quality of service standards or even the timeliness in which services are delivered. Consistent performance information should be disclosed in agency annual reports.

| | | 2004–05 Actual | 2005–06 Budget | 2005–06 Estimated | 2006–07 Target | Reason for Significant Variation between 2005–06 Estimated and 2006–07 Target |
|----------|----------------------------------|-------------------|-------------------|----------------------|-------------------|---|
| | Cost per managed fishery licence | | | | | |
| | | | | | | |

Recognition that audited key efficiency indicators include unit cost.

CAPITAL CONTRIBUTION

Information is presented on the capital contribution required to meet an agency's equity needs. The total cost of an agency's capital works program plus working capital requirements is adjusted for other sources of funding to derive the capital contribution.



INCOME STATEMENT

The Income Statement presents information on expenses and income, and the resulting net cost of the agency's activities in a financial year.

The **net cost of services** reported in this statement impacts on the Government's net operating balance financial target.

Expenses are costs incurred by an agency through its operating activities. Employee costs, supplies and services, interest and grants are some of the common expenses incurred by agencies.

Expenses are recorded in the Income Statement when an obligation requiring payment is entered into, regardless of whether that payment is to be made immediately or at some time in the future. This is why expense amounts in the Income Statement may differ from similarly categorised payments for operating activities in the Cash Flow Statement.

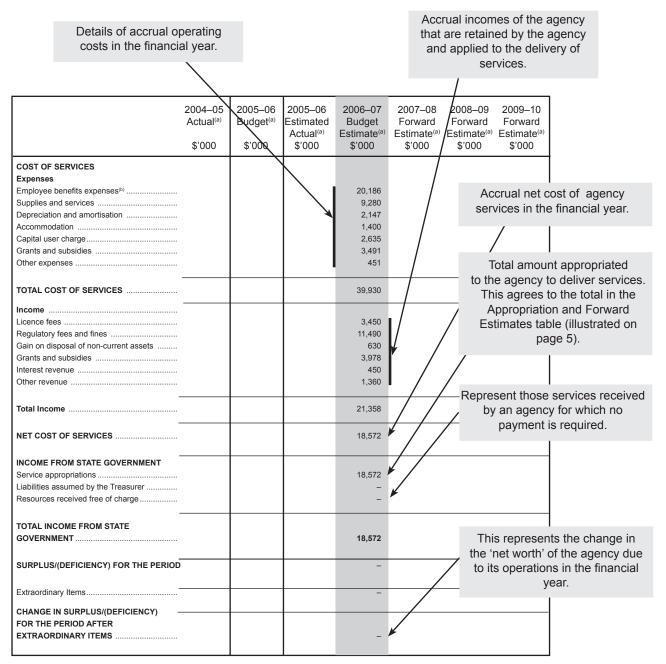
Depreciation and amortisation is another expense category reported in the Income Statement. Depreciation and amortisation expense represents the allocation of the value of asset acquisitions over their useful life. Given the non-cash nature of the expense, it does not have a matching category in the Cash Flow Statement.

Income is generated by an agency from its operating activities, mainly in the form of user charges. Revenues are recorded at the time they are earned, rather than the time at which payment is received, so revenue amounts in the Income Statement may differ from receipts from operating activities in the Cash Flow Statement. The difference between **expenses** and **income** is known as the **net cost of services**. This amount matches the amount shown against net cost of services contained in the Services and Appropriation Summary table. Net cost of services is a key monitoring point for agencies – a change in net cost of services directly impacts on the Government's net operating balance.

Income from State Government mainly comprises the appropriations for recurrent services approved by Parliament. Appropriations for capital contributions are not shown in this statement. Ideally, total income from State Government will match the net cost of services, however, there will often be minor variations due to carryover commitments across financial years, and recognition of superannuation expenses associated with the pension scheme (closed to new members since 1987).

For most agencies, the difference between **net cost of services** and **income from State Government** is their operating result, also known as **a change in surplus (deficiency) for the period**.

INCOME STATEMENT (Controlled)



⁽a) 2004-05 Actuals are presented on the basis of previous Australian Accounting Standards. Amounts for 2005-06 and onwards are presented in accordance with Australian equivalents to International Financial Reporting Standards and therefore may not always be comparable with 2004-05 at the detailed level within the financial statements.

⁽b) The Full Time Equivalents (FTEs) for 2004-05 Actual, 2005-06 Estimated Actual and 2006-07 Estimate are x, y and z respectively.

BALANCE SHEET

The Balance Sheet is a record of assets, liabilities and equity at the end of each financial year. Assets and liabilities are further classified into current and non-current.

By providing information on the type of assets and liabilities, this statement gives an indication of the agency's financial strength.

The equity reported in the Balance Sheet has a direct impact on the net worth financial target of the Government.

Current assets are cash and other assets that are expected to be converted to cash within 12 months, such as receivables and inventories. **Non-current assets** are usually more of a physical nature with longer-term useful lives, such as land, buildings and equipment. These are required to enable agencies to deliver services to their customers.

Current liabilities are usually obligations that would be met within 12 months, such as payables (creditors), employees' annual leave entitlements and interest expenses due but not paid. **Non-current liabilities** are longer-term obligations, such as employees' long service leave entitlements, borrowings (debt) and superannuation.

Equity represents the difference between total assets and total liabilities. Equity is also known as net assets or net worth. The components of equity are:

- Contributed equity the accumulation of capital contribution appropriations since 2001-02 and the net
 value of any assets and liabilities transferred to or from other government agencies as a result of restructures
 or function transfers.
- **Accumulated surplus/(deficiency)** the accumulation of operating results (from the Income Statement) over the life of the entity.
- Reserves usually in the form of asset revaluation reserves, resulting from the revaluation of assets over time to maintain current accurate valuations. Land revaluations are normally a major component of asset revaluation reserves.

BALANCE SHEET (Controlled)

| | 2004–05 Actual ^(a) \$'000 | 2005–06 Budget ^(a) \$'000 | 2005–06 Estimated Actual ^(a) \$'000 | 2006–07 Budget Estimate ^(a) \$'000 | 2007–08 Forward Estimate ^(a) \$'000 | 2008–09 2009–10 Forward Forward Estimate ^(a) Estimate ^(a) \$'000 \$'000 |
|--|--|--|---|--|---|--|
| CURRENT ASSETS Cash and cash equivalents Receivables Inventories Interest receivable | | | | 11,913 1,633 510 880 | | Assets that are either cash or are likely to be converted to cash within 12 months. |
| Amounts receivable for services | | | | 1,328 133 | | Assets that do not fall within the definition of current assets. |
| Total current assets | | | | 16,397 | | |
| NON-CURRENT ASSETS Amounts receivable for services | | | | 3,020 8,800 5,990 | | Current liabilities are those that are likely to be settled within 12 months. |
| Total non-current assets TOTAL ASSETS | | | | 17,810 | | Non-current liabilities are those that are not likely to be settled |
| TOTAL ASSETS | | | | 34,207 | | within 12 months. |
| CURRENT LIABILITIES Payables Provision for employee entitlements Other | | | | 1,331 2,262 505 | | I The accumulated balance of capital contributions as shown i the Appropriation and Forward |
| Total current liabilities | | | | 4,098 | | / Estimates table (illustrated on page 5). |
| Borrowings Provision for employee benefits | | | | 1,050 1,900 | / / | Movement in surplus/deficit. |
| Total non-current liabilities | | | | 2,950 | | |
| TOTAL LIABILITIES | | | | 7,048 | | Represents the difference between cost and current |
| EQUITY Contributed equity Accumulated surplus/(deficiency) | | | | 7,000 | | valuation of assets controlled by the agency. |
| Reserves | | | | 20,159 | | The sum of assets less liabilities |
| Total equity | | | | 27,159 | 4 | and represents the ownership |
| TOTAL LIABILITIES AND EQUITY | | | | 34,207 | | interest of the Government in the agency. |

⁽a) 2004-05 Actuals are presented on the basis of previous Australian Accounting Standards. Amounts for 2005-06 and onwards are presented in accordance with Australian equivalents to International Financial Reporting Standards and therefore may not always be comparable with 2004-05 at the detailed level within the financial statements.

CASH FLOW STATEMENT

Cash receipts and cash payments are recorded in the Cash Flow Statement. These receipts and payments are categorised into cash flows from State Government, operating activities, investing activities and financing activities.

The net cash movements in the Statement of Cash Flows impact on the Government's net debt financial target.

The **Cash flows from State Government** item is the cash component of the appropriation for recurrent services and, if applicable, capital contribution appropriations and drawdowns from the holding account.

The cash component of the appropriation for services will differ from the appropriation income shown in the Income Statement by the amount of depreciation and amortisation expense and any increase in leave liabilities. These amounts are included in the accrual appropriation approved by Parliament, but in the first instance are transferred into a holding account administered by the Department of Treasury and Finance. Agencies subsequently draw on their credits in the holding account to replace existing assets and meet leave liability obligations when they fall due.

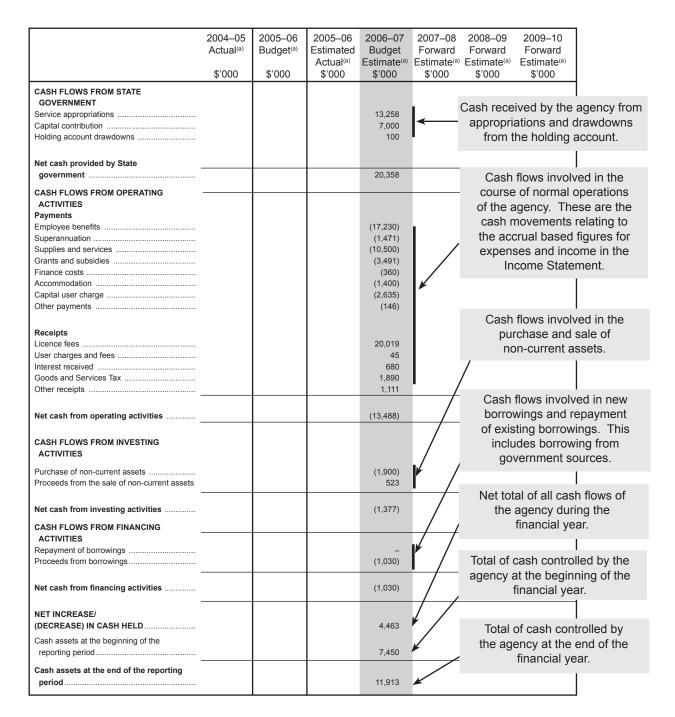
Receipts and payments included under **Cash flows from operating activities** relate closely to income and expenses from operating activities. These categories are similar in nature – the difference is that amounts are not recorded in the Cash Flow Statement until income is actually received or expenses are actually paid.

Cash flows from investing activities relate to the purchase or sale of assets, such as land, buildings and equipment. The Income Statement discloses the depreciation and amortisation expense associated with the cost of asset purchases that have a finite useful life. Any profit or loss on the disposal of an asset is also recorded in the Income Statement

Cash flows from financing activities relate mainly to borrowings. Any new borrowings are recorded as proceeds from borrowings. Repayments of existing debt are also recorded here.

The **net increase or decrease in cash held** is simply the sum of cash receipts less cash payments for the period. Total cash at the beginning and end of the period is also shown. **Cash assets at the end of the reporting period** match the total of cash assets shown in the Balance Sheet.

CASH FLOW STATEMENT (Controlled)



⁽a) 2004-05 Actuals are presented on the basis of previous Australian Accounting Standards. Amounts for 2005-06 and onwards are presented in accordance with Australian equivalents to International Financial Reporting Standards and therefore may not always be comparable with 2004-05 at the detailed level within the financial statements.

Other Sources of Information

In addition to this Reader's Guide, the following documents and websites provide relevant information on budget related issues.

BUDGET WEBSITE HTTP://OURSTATEBUDGET.WA.GOV.AU

This website contains the 2006-07 Budget Papers and previous budget papers.

DEPARTMENT OF TREASURY AND FINANCE WEBSITE WWW.DTF.WA.GOV.AU

This website contains publications produced by the Department of Treasury and Finance, as well as general information on the latest financial management issues and policy developments. Information specifically relating to the adoption of Australian equivalents to International Financial Reporting Standards may be found at: www.dtf.wa.gov.au/ias2005.

OUTCOME BASED MANAGEMENT (OBM) – GUIDELINES FOR USE IN THE WESTERN AUSTRALIAN PUBLIC SECTOR (NOVEMBER 2004)

The guidelines provide an overview of the key concepts and other relevant material to assist stakeholders with both implementation and utilisation of the information generated by the performance management framework. OBM facilitates the monitoring of progress towards achievement of government desired outcomes through the delivery of services.

ACCRUAL APPROPRIATIONS AND CAPITAL USER CHARGE – A USER MANUAL (DECEMBER 2003)

This manual is intended to provide guidance to officers at all levels within agencies to operate within the accrual appropriations and capital user charge regime.

BETTER PLANNING: BETTER SERVICES (NOVEMBER 2003)

This document, published by the Department of the Premier and Cabinet, is built around five goals for government that contribute to achieving its vision. Each goal is supported by a number of government strategic outcomes. Agency level desired outcomes are required to link to at least one government goal.

Glossary

This glossary relates to terms used in this document and other budget papers. It is not exhaustive but is designed to provide readers with definitions or explanations of many of the terms contained in the budget papers.

| accrual accounting | Recognition of economic events and other transactions involving income, |
|--------------------|---|
| | expenses, assets, liabilities and equity as they occur, rather than when a flow |

of cash occurs.

non-cash, that are to be made available to agencies.

administered revenues/expenses/assets

/liabilities

Activities and functions that are managed by an agency on behalf of government

and do not contribute to the agency's services.

agencies Organisations within the public sector that deliver services. These are mainly

departments (designated under section 35 of the *Public Sector Management Act*) and statutory authorities (established under specific legislation and for

specific purposes).

amounts receivable for services A restricted asset on an agency's Balance Sheet that can only be used for asset

replacement or payment of accrued leave liability.

appropriation Parliamentary authorisation of agency expenditure. The budget process

includes the passage of Appropriation Bills by Parliament.

asset Future economic benefits controlled by an entity as a result of past transactions

or other events. Assets may be tangible (e.g. land and buildings) or intangible

(e.g. receivables, legal claims and rights).

Australian equivalents to International

Financial Reporting Standards

Current Accounting Standards and Urgent Issues Group Interpretations issued

by the Australian Accounting Standards Board.

balance sheet A financial statement that presents the financial position of an entity by detailing

assets, liabilities and equity at the end of a reporting period.

applied to purchase assets (Capital Works Program) or reduce liabilities such

as loan repayments.

capital user charge A levy charged by government on the value of net assets (assets less liabilities)

used by agencies in the delivery of services.

period.

| Consolidated Fund | The central ledger account administered by the Treasurer from which appropriations are paid and into which revenues of the State, such as State taxes, royalties and Commonwealth grants, are credited. |
|---|--|
| controlled income/expenses/assets/ liabilities | Relate to activities that are controlled by an agency and which assist the agency to achieve its outcomes through delivery of services. |
| cost of capital | The expected return that is foregone by investing in an asset rather than in comparable financial securities. That is, the opportunity cost of capital. |
| debt | An interest bearing liability held by an agency. The rate of interest on the debt is the cost of debt. |
| depreciation | The portion of the cost of a non-current asset that is written off as an expense in the financial year, recognising the loss of future economic benefits embodied in non-current assets that have limited useful lives. |
| effectiveness indicator | A performance indicator providing information on the extent to which agency level government desired outcomes have been achieved through the funding and delivery of agreed services. |
| efficiency indicator | A performance indicator that relates services to the level of resource inputs required to deliver them. |
| equity | The residual interest in the assets of an entity after the deduction of liabilities. |
| expense | Decreases in economic benefits in the form of outflows, depletions of assets or increases in liabilities. |
| Financial Administration and Audit Act (FAAA) | Commonly referred to as the FAAA, this statute sets out the framework of financial administration for departments and statutory authorities in the Western Australian public sector. |
| forward estimates | Estimates of future funding requirements. These assume that there will be no significant change in government policy and are designed to provide a longer-term perspective to the budget process. |
| full time equivalent | Each is equivalent to one person working full-time for one financial year. |
| general government sector | Comprises agencies that operate primarily with Parliamentary appropriation funding. |
| Government goals | The broad priority areas of the Government to which agency level desired outcomes are linked. The five government goals are: People and Communities; the Economy; the Environment; Regions and Governance. |
| holding account | An account, administered by the Department of Treasury and Finance on behalf of agencies, that holds credits for the non-cash component of an agency's appropriation (depreciation and accrued leave entitlements) as a provision for the future replacement of assets and reduction in leave liability. |
| income | Increases in economic benefits in the form of inflows, enhancements of assets or decreases of liabilities. |
| income statement | A statement that presents the performance of an entity by detailing all items of income and expense recognised during a reporting period. |

to other entities as a result of past transactions or other events. The revenues agencies are permitted to retain under the FAAA and apply to net appropriations agency services. operating surplus/deficit Difference between income and expenses for the year on the Income Statement. The effect, impact, result on or consequence for the community, environment outcome or target clients of government services. outcome based management The Western Australian public sector's framework for managing the performance of agencies. It identifies the outcomes desired by government that agencies are expected to contribute to, and the services to be delivered to help achieve the desired outcomes. public corporations Those agencies that do not primarily operate with Parliamentary appropriation funding. They comprise public financial corporations and public non-financial corporations. public financial corporations Agencies that largely trade in financial assets and liabilities, e.g. the Western Australian Treasury Corporation.

Corporation.

liability

public non-financial corporations

resource agreements

service

A signed agreement between the Treasurer, relevant Minister and CEO (and a representative of the accountable authority in certain circumstances) formally endorsing the services to be delivered, the outcomes to be achieved and the financial plan of the agency.

Agencies that charge for goods and services on a largely commercial basis, and largely operate independently of central government, e.g. the Water

Future sacrifices of economic benefits that an entity is presently obliged to make

The supply of an activity or good, to a user external to the agency providing the service, in order to achieve desired outcomes.