

# **Cook Islands Government Quarterly Financial Report**

**March 2012** 

Prepared by the Ministry of Finance and Economic Management <a href="https://www.mfem.gov.ck">www.mfem.gov.ck</a>

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# **Key Points**

- The Net Operating Balance of the General Government as at the end of March 2012 was a deficit of \$3,983,000 made up of:
  - operating revenue of \$78,122,000; and
  - operating expenditure of \$82,105,000.

Table 1
Net Operating Balance General Government – March Quarter 2012

	Budget	Actuals	Varia	ance
	('000)	('000')	('000)	Per cent
Operating Revenue	80,020	78,122	-1,897	-2%
Operating Expenditure	84,319	82,105	-2,214	-3%
Net Operating Balance	-4,300	-3,983	317	7%

Table 2
Fiscal Balance of General Government –March Quarter 2012

	Budget	Actuals	Varia	ance
	('000)	('000)	('000)	Per cent
Net Operating Balance	-4,300	-3,983	317	7%
Add Depreciation	2438	2135	-303	-12%
Less Capital Expenditure	1,050	187	-863	-82%
Fiscal Balance	-2,912	-2,035	877	30%

- The overall decrease in revenue compared to budget is mainly attributable to:
  - lower then anticipated VAT collections on the basis of the supplementary budget; and
  - motor vehicle registrations Collection of these revenues by BCI which was due by 31 March on behalf of the Ministry of Police were not fully remitted at end of March quarter.
- The decrease in operating expenses to budget is largely attributed to decreases in :
  - payments on behalf of the Crown, particularly the timing of the Air New Zealand subsidy payments; and
  - in ministry expenditure outputs as a result of phasing issues and personnel savings from public service vacancies.
- Total fiscal balance shows a requirement of \$2,035,000 which will be financed from cash reserves.

# **Summary of the Financial Position of the General Government**

The Net Operating Balance of the General Government at the end of the March 2012 Quarter was a deficit of \$3,983,000. This represents an improvement of \$317,000 to the 2011-12 Budget (forecast to Mar 2012).

Overall, revenue is down by \$1,897,000 against budget (Mar Qtr) and operating expenditure is below budget (Mar Qtr) by \$2,214,000. This is represented by decreases in taxation revenue against a decrease in ministry expenditure of \$1,258,000.

All budget figures have been adjusted for the 2011/12 Supplementary Budget passed in February 2012. This outlined a \$2,652,921 (YTD) increase in taxation revenue and \$5,120,000 (YTD) increase in POBOCs.

This statement is based on an accruals basis as far as practical and outlines income and expenses incurred which may not been necessarily received or paid.

Table 3
Net Operating Balance as at 31 March 2012

	Budget	Variance						
	('000)	('000)	('000)					
Operating Revenue								
Taxation Revenue	69,335	66,784	-2,551					
Other Crown Receipts	3,975	5,532	1,557					
Trading Revenue	3,907	4,036	128					
Interest on Loans to Subsidiaries	142	19	-123					
Dividends	975	241	-734					
Interest on Funds	1,685	1,511	-174					
Total Operating Revenue	80,020	78,122	-1,897					
Operating Expenditure								
Ministry Expenditure Outputs	48,825	47,567	1,258					
Air NZ Subsidy	9,375	8,227	1,148					
TOA Guarantee	1,168	906	262					
Other POBOCs	19,617	19,889	-272					
Total POBOCS	30,160	29,022	1,138					
Airport Authority	1,278	1,536	-258					
Bank of Cook Islands	136	162	-27					
Te Aponga Uira	263	0	263					
Debt Servicing Interest	727	618	108					
Building Maintenance	975	1,239	-264					
Crown Infrastructure	4.050	4.050	•					
Depreciation	1,852	1,852	0					
Disaster/Contingency	105	100	5					
Bank Fees	0	9	-9					
Currency Purchases	0	0	0					
Total Operating Expenditure	84,319	82,105	2,214					
Net Operating Balance	-4,300	-3,983	317					
Key Balance Sheet Items in General Government:								
Cash and Equivalents		45,599						
Committed Cash	-	-38,773						
Net Cash Reserve	-	6,826						
Gross General Government Borrowings	S	78,213						
Net General Government Borrowings		60,832						

Note: the cash reserves detailed at the bottom of Table 3 do not include cash held with the Crown-funded Agencies.

# **General Government Revenue Analysis**

General Government revenues are:

- down as at YTD March 2012 against budget (\$1,897,000 or -2%); and
- above March 2011 (\$1,585,000 or 2%).

Table 4
General Government Revenue Summary – March 2012 YTD

	2010-11 Actuals ('000)	2011-12 Budget ('000)	2011-12 Actuals ('000)	Variance vs 2010- 11 ('000)	Percent Variance	Variance vs Budget ('000)	Percent Variance
Value-added Tax	25,973	28,253	26,174	201	1%	(2,079)	-7%
Income Tax	18,350	19,512	18,799	449	2%	(713)	-4%
Company Tax	7,664	7,718	7,704	40	1%	(14)	0%
Import Levies	8,426	9,098	9,071	645	8%	(27)	0%
Withholding Tax	0	383	439	439	0%	56	15%
Departure Tax	4,480	4,371	4,598	117	3%	227	5%
Trading Revenue	3,348	3,907	4,036	688	21%	128	3%
Other Revenue	8,297	6,777	7,303	(994)	-12%	525	8%
Total Revenue	76,537	80,020	78,122	1,585	2%	(1,897)	-2%

#### Value Added Tax

VAT is down on budget (-7%) and up from the March quarter 2010-11 (1%). VAT is not expected to reach 2011/12 supplementary budget numbers due to a lower than anticipated slowdown in the quarter. This figure will be revised in the 2012/13 budget.

#### Income Tax

Income tax is less then budget by (-4%) and up on the March quarter 2010-11 (2%). The variances here are minor and are expected to meet budget in the next quarter.

#### Company Tax

Company tax performed consistently against budget and up by (1%) on the March quarter 2010-11. This reflects improvements in collections and improved efforts on compliance.

#### **Import Levies**

Import levies also performed consistently against budget and are up on the March quarter 2010-11 (8%). The variances here are minor and are expected to meet budget expectations in 2011/12.

#### Withholding Tax

Withholding tax is up on budget (15%). The supplementary budget for withholding tax was reduced to \$586,000. This was anticipated as banks were provided additional time to file returns to MFEM. The first two quarters reflected the of the transitional arrangements on the collection of withholding tax.

#### Departure Tax

Departure tax is up on budget (5%) and up on the March quarter 2010-11 (3%) due to higher than anticipated visitor numbers during 2011/12.

#### Trading Revenue

This will be discussed in the next section (Appropriation Analysis).

## Other Crown Revenue

Other Crown Revenue is up on budget (8%) and a decrease on the March quarter 2010-11 (-12%). The increase against budget is predominantly due to the increase in revenue collected from immigration fees (27%), fishing licenses (126%), drivers licenses (23%) and numismatic sales (323%).

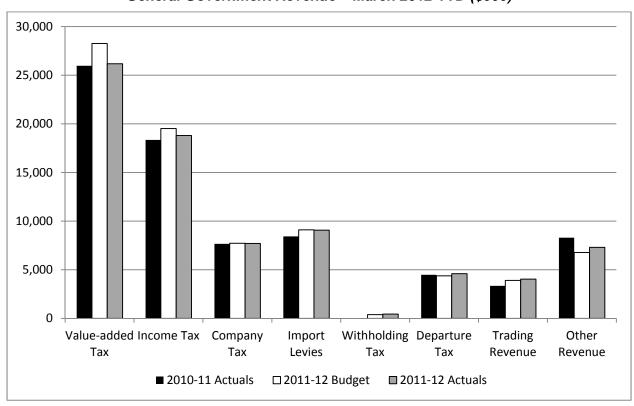


Figure 1
General Government Revenue – March 2012 YTD (\$000)

# **General Government Operating Expenditure Analysis**

# Payments on Behalf of Crown (POBOCs)

Table 5
Payments on Behalf of Crown – March 2012 YTD

	Budget	Actuals	Varia	ance
	('000)	('000')	('000)	Per cent
Air New Zealand Underwrite	9,375	8,227	1,148	12%
Apex (Toa) Profit Support	1,168	906	262	22%
Other POBOCs	19,617	19,889	-272	-1%
Total POBOCs	30,160	29,022	1,138	4%

The passing of the Supplementary Budget 2011/2012 in February increased the Air NZ Underwrite POBOC by \$4,500,000, it is anticipated that the actual will be within budget at 30 June 2012.

Other POBOCs also increased in the supplementary budget by \$620,000 and are anticipated to be within budget by financial year end. The favourable variance is due mainly to timing issues.

## Appropriation Analysis

Table 6
Appropriation Analysis – March 2012 YTD

	2010-11	2011-12	2011-12	Var vs	% var	/ariance	% Var	
	Actuals	Budget	Actuals	2010-11	vs Budget			
Personnel	23,655	33,559	32,831	9,176	39%	-728	-2%	
Operating	10,542	12,828	12,601	2,059	20%	-227	-2%	
Depreciation	1,591	2,438	2,135	544	34%	-303	-12%	
Trading Revenue	3,348	3,907	4,036	-688	-21% \overline	-128	-3%	
Net Appropriation	32,440	44,918	43,531	11,091	34%	-1,386	-3%	

After nine months of the financial year, there is an overall saving of three per cent in the net appropriations of Crown-funded agencies. This amounts to approximately \$1,386,000.

A number of agencies are well below their appropriation budgets to the end of March 2012. Some variances are timing issues while others have a more permanent cause (discussed below).

#### Personnel

Personnel expenditure is down on budget (2%) and up from the March quarter 2010-11 (39%). The contributing factors to the budget variance are a number of vacancies which exist across the Public Sector.

The variance against the prior year is due to the delay in the passage of the 2010-11 budget. Many agencies held off recruiting and filling positions until confirmation of the passage of the budget, this has been offset by a number of Ministries re-aligning their staff against the appropriate bands.

## **Operating**

Operating expenditure is down on budget (2%) and up from the March quarter 2010-11 (20%). The savings in operating expenditure are driven by some phasing issues. Some of the major contributors to this include:

- Ministry of Education (\$82,506) have expected school costs (allowances, texts, stationery) which will be incurred in the next quarter;
- Cook Islands Pearl Authority (\$56,685) planned activities will be carried out later on in the year; and
- Cook Islands Tourism (\$449,235) has marketing programs and initiatives which are to be implemented shortly.

## Depreciation

Depreciation expenditure is down on budget (12%) and down from the March quarter 2010-11 (34%), due to the delay in receiving and finalising some capital projects.

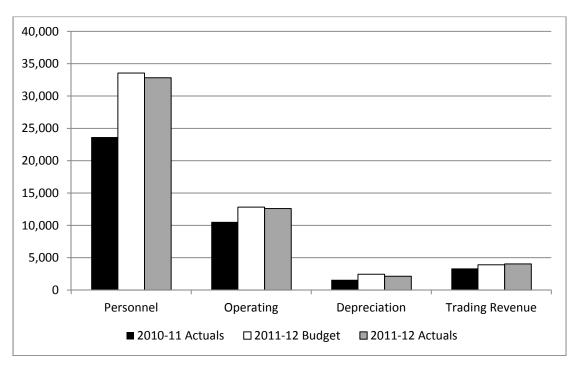
It should be noted that whilst depreciation is expensed according to the accrual principles of accounting and appropriated these funds are not provided to Ministries.

#### Trading Revenue

Trading revenue exceeds budget by (3%) and exceeds actual revenue for the March quarter 2010-11 by (21%). The significant increases were noted for the following ministries that exceeded their quarterly budgets:

- Ministry of Culture \$47,749;
- Ministry of Finance and Economic Management (customs boarder control) \$110,816; and
- Ministry of Police \$23,613.

Figure 2
Appropriation Analysis – March 2012 YTD



## Other General Government Operating Expenditure

Table 7
Other General Government Operating Expenditure

	Budget	Actuals	Varia	nce
	('000')	('000)	('000)	Per cent
Airport Authority	1,278	1,536	-258	-20%
Bank of Cook Islands	136	162	-27	-20%
Te Aponga Uira	263	0	263	100%
Debt Servicing Interest	727	618	108	15%
Building Maintenance	975	1,239	-264	-27%
Crown Infrastructure Depreciatio	1,852	1,852	0	0%
Disaster/Contingency	105	100	5	5%
Total Other Operating	5,335	5,508	-173	-3%

Other operating costs for the General Government are 3% over what was budgeted as at March 2012.

- The Airport Authority variance is due to a phasing issue in funding and is expected to diminish over the balance of the financial year.
- The unfavourable variance in building maintenance costs of \$264,000 are due to the full payment of insurance premiums earlier in the financial year. As the year progresses, the variance will reduce.
- The Bank of the Cook Islands and Te Aponga Uira expenses are budgeted evenly across the financial year.
  The payment relating to these items are to support each entity in providing social obligations. Only \$162,000 has been incurred by the General Government while nothing has been incurred for Te Aponga as Government has not yet confirmed the latest costs.

## **Crown Borrowings**

Total gross borrowings as shown in Table 9 decreased by \$3,869,000 from \$82,082,000 to \$78,213,000 in the March 2012 quarter.

- This was due primarily to the updating of the foreign exchange conversions rates on foreign-sourced loans. A small portion of the change related to the payments of principal (\$435,000).
- In the prior report (Sep 11) the rates were as at 30 June 2009. The March 2013 figures displayed above have been updated with rates as at 31 March 2012.

Net borrowings of the General Government are \$60,832,000. These are made up of gross borrowing of \$78,213,000 offset by 17,381,000 in advances to the Avatiu Port Development.

Table 9
General Government Borrowings – March 2012 YTD

Loan	Source (Currency)	Original Loan Amount in Currency ('000)	Loan Start Date	Loan Finalisation Date	Dec 11 Balance* ('000)	Principal Payments ('000)	FOREX Adjustment ('000)	Mar 12 Balance* ('000)	Change Mar 12 Qtr ('000)
Economic Restructuring Loan	ADB (SDR)	3,430	Sep-96	Sep-36	5,848	-57	-331	5,460	-388
Cyclone Emergency Rehab Loan	ADB (SDR)	1,895	Jun-05	Jun-45	978	-10	-55	913	-65
3rd CIDB Loan (1380)	ADB (SDR)	1,538	Jan-96	Sep-35	2,650	-27	-150	2,474	-177
CIDB Loan (567)	ADB (USD)	1,500	Jul-82	Apr-22	842	0	-47	795	-47
2nd CIDB Loan (1155)	ADB (SDR)	939	Mar-92	Dec-31	1,500	0	-84	1,416	-84
CIDB Multi-Project Loan (849)	ADB (SDR)	2,067	Dec-87	Aug-27	2,652	-76	-149	2,427	-225
TCI Emergency Loan	ADB (SDR)	291	Aug-92	Jun-32	508	0	-28	480	-28
Multi Project Loan (461)	ADB (USD)	1,000	Nov-80	Aug-20	986	-50	-55	880	-105
Pearl Loan (1309)	ADB (SDR)	336	Dec-94	Aug-34	526	-6	-30	491	-36
TCI Loan (1031)	ADB (SDR)	3,541	Oct-90	Aug-30	6,020	-145	-339	5,535	-484
Education Loan	ADB (SDR)	1,836	Feb-95	Aug-34	3,207	-34	-180	2,992	-214
Waste Management Loan (1832)	ADB (SDR)	1,695	Dec-01	Jun-33	2,938	0	-165	2,773	-165
CEAL (2174)	ADB (SDR)	1,895	Jun-05	Jun-45	3,676	0	-207	3,469	-207
Economic Restructuring Loan (2565)	ADB (USD)	10,000	Jan-10	Oct-24	12,965	0	-730	12,235	-730
Avatiu Port Development (2472)	ADB (USD)	8,630	Sep-09	Nov-33	8,145	0	0	8,145	0
Avatiu Port Development (2473)	ADB (SDR) France	4,524	Sep-09	Nov-40	9,236	0	0	9,236	0
Caisse Français Development Loans	(EUR)	5,413	Jan-99	Sep-18	4,245	-29	-135	4,081	-164
Import-Export Bank of China	China (CNY) NZ GSF	67,260	Aug-08	Aug-28	13,800	0	-749	13,051	-749
New Zealand GSF Loan	(NZD)	5,849	Nov-80	Jun-13	1,359	0	0	1,359	0
Total Gross Borrowings					82,082	-435	-3,434	78,213	-3,869
Total Loans with ADB					62,678			59,722	-2,956
Total Loans with Other Sources					19,404			18,491	-913
					82,082			78,213	-3,869
Less Advances to other entities:									
Avatiu Port Development					17,381			17,381	0
Bank of the Cook Islands					0				0
Total Loans Advanced to Other Entities					17,381			17,381	0
Net Borrowing by the Government					64,701			60,832	-3,869

<sup>\*</sup>Note: borrowings figures from Sep 11 are valued as at 30 June 2009 rates

## General Government Cash Reserves

The cash reserve of the General Government, as at March 2012 was \$6,826,000, consisting of \$45,599,000 in cash and term deposits held at local banks offset by \$38,773,000 in committed funds.

The capital carry-forward outlined in Table 10 relates mainly to the Ministry of Infrastructure and Planning.

It should be noted that every time a carry-forward is approved, it will reduce the general cash reserve detailed in Table 10.

Table 10 Cash Reserves – March 2012 YTD

	Se	p 11 Qtr ('000)	Dec 11 Qtr ('000)	Mar 12 Qtr ('000)		Change c 11 Qtr ('000)
Total Term Deposit at the Bank						
Westpac		14,567	14,978	15,121		143
ANZ		14,160	14,189	13,122	-	1,067
BCI		9,842	9,973	9,985		12
ANZ - ADB USD \$10 million		14,237	14,237	7,371	-	6,866
Total Term Deposit at the Bank	*	52,805	53,377	45,599	-	7,778
Committed						
Trust Fund General Reserve		2,935	2,935	2,935		-
Disaster Response Trust		200	200	200		-
Debt/Loan Reserve		19,076	19,076	19,076		-
ADB USD \$10 million loan - Project pending		14,237	14,237	7,371	-	6,866
Trust Account Deposit		3,939	3,939	2,425	-	1,514
Carry Forward Approved - CAPEX		4,860	4,448	3,266	-	1,182
Carry Forward Contingency - OPEX		500	500	500		-
Working Capital	#	3,000	3,000	3,000		-
Total Commitment for this year		48,747	48,335	38,773	-	9,562
Estimated General Cash Reserve		4,058	5,042	6,826		1,784

<sup>\* -</sup> This does not include cash on the Government Operating Bank Account of about \$2 million

<sup># -</sup> This is a buffer contingency Reserve

## Overseas Development Assistance

The Development Coordination Division (DCD) of MFEM administers all foreign aid. This is the first quarter that the activity and balances of aid funds have been included in this report.

#### **Balance of Funds on Hand**

This represents the bank accounts that are held by DCD for various donors. These take the following form:

- NZ dollar accounts \$2,948,750
- US dollar accounts \$116,958

Table 11

ODA Expenditure for the quarters ending Sept, Dec and March 2012 (\$)

	Sept 2012	Dec 2012	Mar 2012	Total
NZ Aid current year	1,669,463	1,571,899	2,947,506	6,188,867
Program				
NZ Aid prior year	4,256,480	427,705	83,762	4,767,948
Program				
UNDP	54,792	117,719	12,440	184,951
India	1,328	-	-	1,328
Paris Declaration	-	1,000	1,250	2,250
CI Government	39,409	6,341	-	45,749
AusAid	-	31,948	39,216	71,164
Cook Island Red	-	239,512	17,399	256,911
Cross				
Outer Island	1,247	-	-	1,247
Development Grant				
Fund				
European Union	19,175	62,762	67,141	149,078
Pacific Is Forum	-	-	3,369	3,369
TOTAL	6,041,894	2,458,886	3,172,083	11,672,863

# **Appendix – Key Operating Trends**

Figures 3 and 4 below demonstrate the trends over the previous two financial years of operating revenue, expenditure.

Figure 3
Net Operating Revenue Trends

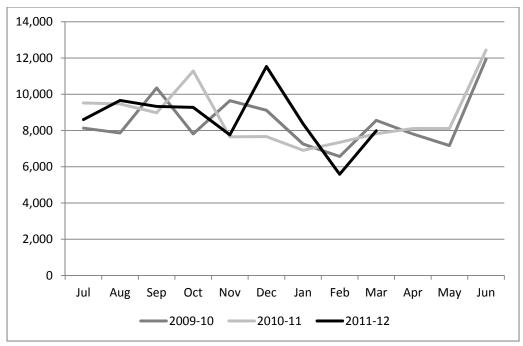
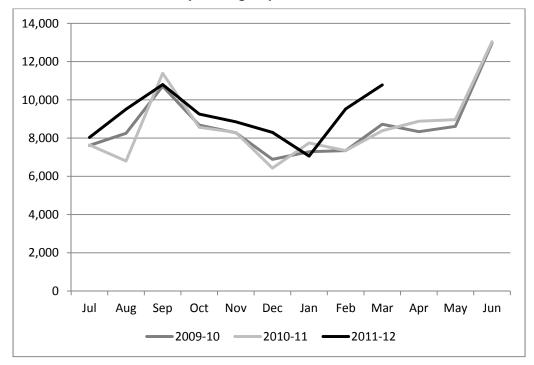


Figure 4
Net Operating Expenditure Trends



# **Glossary**

Below are a list of terms which are mentioned at various points in this report and what they are for the purposes of this report:

## **Appropriation**

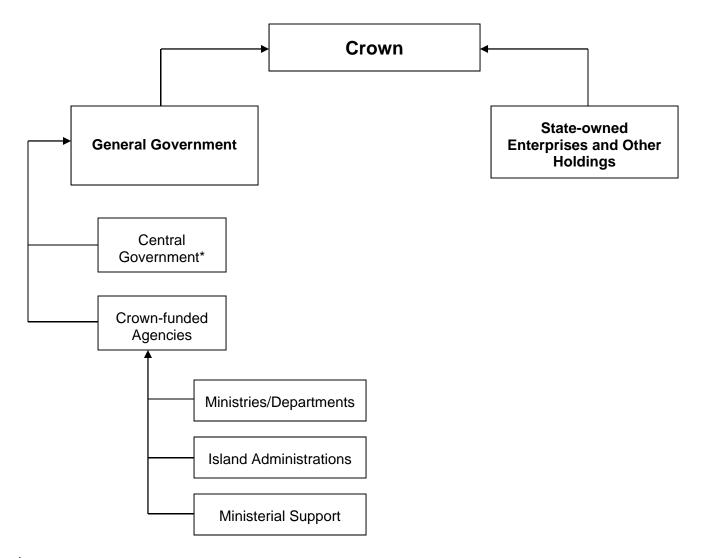
Appropriations are the funding-source provided by the Crown (as a Central Government entity) to allow the recipients (Crown-funded Agencies – see term below) to carry out their purposed operations.

## Crown-funded Agencies/Agencies

These are recipients of funding via an appropriation. Crown-funded Agencies refer to ministries/departments, island administrations, and ministerial support offices.

#### General Government

General Government consists of Central Government and Crown-funded Agencies. It does not include State-Owned Enterprises or holdings in other entities (eg.Telecom). The diagram below shows how all relate.



<sup>\*</sup> Parliament and the Head of State are included in the Central Government section