



ACT
Government

Australian Capital Territory

Pre-Election Budget Update – 2024

A statement by the Under Treasurer

Chief Minister, Treasury and Economic Development Directorate

September 2024

The 2024 Pre-Election Budget Update

Purpose and content of the 2024 Pre-Election Budget Update

The purpose of the 2024 Pre-Election Budget Update is to:

- allow for the assessment of the Government’s financial performance with reference to the financial policy objectives and strategies set out in the *2024-25 ACT Budget Papers*; and
- give the electorate an accurate picture of the Territory’s financial position before the 2024 ACT Legislative Assembly Election.

The Pre-Election Budget Update includes updated estimates for the General Government Sector, Public Trading Enterprises and the consolidated Total Territory Government, together with full financial statements and related commentary.

Acknowledgement



The Chief Minister, Treasury and Economic Development Directorate acknowledges the Ngunnawal people as traditional custodians of the ACT and recognise any other people or families with connection to the lands of the ACT and region. We wish to acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region.

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Produced for the Chief Minister, Treasury and Economic Development Directorate.

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Acknowledgement of Country

The 2024 Pre-Election Budget Update was prepared by ACT Treasury in the Chief Minister, Treasury and Economic Development Directorate.

The Chief Minister, Treasury and Economic Development Directorate acknowledges the Ngunnawal people as traditional custodians of the ACT and recognises any other people or families with connection to the lands of the ACT and region. We wish to acknowledge and respect their continuing culture and the contribution they make to the life of this city and this region as we acknowledge that these lands are Aboriginal lands.

We also acknowledge that many other Aboriginal and Torres Strait Islander people from across Australia have now made Canberra their home, and we pay respect and celebrate their cultures, diversity, and contributions to the ACT.

We support Aboriginal and Torres Strait Islander people's right to self-determination and acknowledge the valuable contribution they make to our social, economic, and cultural life.

As we reflect on the continuing impact of government policies and practices, both past and present, we affirm our commitment to working together with Aboriginal and Torres Strait Islander people, families, and communities, to deliver improved social, cultural and economic wellbeing.

1. Statement by the Under Treasurer

Financial Management (Pre-Election Budget Update) 2024 (No 1)

Notifiable Instrument NI2024-521

made under the

Financial Management Act 1996, s20C Pre-Election Budget Update

I, Stuart Hocking PSM, Under Treasurer, do hereby exercise my authority under section 20C of the *Financial Management Act 1996* to present the 2024 Pre-Election Budget Update.

Consistent with section 20D of the *Financial Management Act 1996*, the 2024 Pre-Election Budget Update provides updated fiscal and economic estimates and projections to allow for an assessment of the Government's financial performance against stated fiscal strategy and policy objectives.

The information contained in this update:

- i. reflects the best professional judgment of Treasury officers in the Chief Minister, Treasury and Economic Development Directorate;
- ii. takes into account all available economic and fiscal information; and
- iii. incorporates the fiscal implications of any government decisions and other circumstances that may have a material effect on the financial statements and budget estimates.

This update is current as at 11 September 2024.



Stuart Hocking PSM

Under Treasurer

16 September 2024

2. Foreword

The Pre-Election Budget Update (PEBU) is published prior to an election in accordance with sections 20C and 20D of the *Financial Management Act 1996*. The purpose of the PEBU is to allow for an assessment of the Government's financial performance against its stated financial policy objectives and strategies as set out in the latest Territory budget and provide an accurate picture of the Territory's current financial position before an election.

This update incorporates Government decisions and announcements, technical changes and the impacts of known external factors – where they are certain and quantifiable – since the time of the 2024-25 Budget. The 2023-24 interim financial outcome has also been reflected. Significant issues that have been identified but are not certain, or are unable to be quantified with reasonable certainty, have been identified as risks in the Statement of Risks, Appendix B.

Known and advised changes in Commonwealth Government estimates, including any intergovernmental agreements, are reflected in the PEBU estimates where there is a financial impact on the Territory.

Where information remains materially unchanged from that published in the 2024-25 Budget Papers¹, it has typically not been reproduced in this document.

The PEBU incorporates information up to 11 September 2024.

¹2024-25 Budget Papers: <https://www.treasury.act.gov.au/budget/budget-2024-25/budget-papers>

3. Overview

The estimates contained in this PEBU reflect current Government policy, including any policy decisions taken since the 2024-25 Budget released on 25 June 2024. For transparency reasons, this document clarifies the effect on the estimates of particular items and provides analysis of risks that have changed since the 2024-25 Budget.

Economic data released since the 2024-25 Budget indicates that the ACT economy continues to perform well, consistent with the forecasts published in the Budget. Since the publication of the Budget, three major economic updates have been released: the June 2024 monthly Labour Force; the June quarter 2024 Consumer Price Index (CPI); and the June quarter 2024 National Accounts. In comparison to the Budget estimates for 2023-24, employment growth was higher, State Final Demand was as expected, while CPI for Canberra was lower than estimated. See Economic Outlook, Chapter 4, for additional details.

The General Government Sector Headline Net Operating Balance (HNOB) forecasts remain broadly consistent with those released in the 2024-25 Budget, with a deficit of \$635.8 million estimated for the 2024-25 financial year, compared to a deficit of \$624.1 million reported in the 2024-25 Budget. The estimated HNOB deficit for 2025-26 is only marginally changed from Budget, while the forecast HNOB surpluses for 2026-27 and 2027-28 are higher than at Budget. More detail is provided in Budget Outlook, Chapter 5.

Table 1 provides updated estimates of the HNOB for 2024-25 and the forward years for the three sectors – General Government, Public Trading Enterprises and Total Territory.

Table 1: Headline Net Operating Balance (\$'000) – 2024 Pre-Election Budget Update Revised Estimates

	2024-25	2025-26	2026-27	2027-28
General Government Sector	(635,787)	(146,224)	100,238	208,637
Public Trading Enterprises Sector	(81,508)	84,060	139,222	106,459
Total Territory	(815,595)	(298,858)	(187,010)	12,512

Notes:

1. The HNOB for the Total Territory does not equal the sum of the General Government and Public Trading Enterprises sectors due to the impact of intra-sector transactions.
2. Information regarding the 2023-24 interim result (June Quarter 2024 Consolidated Financial Report) can be found at https://www.treasury.act.gov.au/data/assets/pdf_file/0008/2549600/June-2024-Quarterly-Consolidated-Financial-Report.pdf

Updated financial statements for the General Government and Public Trading Enterprises Sectors and the Total Territory can be found at Appendices D, E and F, respectively.

4. Economic Outlook

The baseline economic forecasts are broadly in line with those outlined in the 2024-25 Budget and consistent with recent economic data. The forecast for growth in the Consumer Price Index (CPI) in 2024-25 has been revised down slightly from 3 per cent to 2¾ per cent, and all other forecasts are unchanged from Budget.

The ACT economy continues to perform well despite softer national and global economic activity. Gross State Product is estimated to have risen by 3 per cent in real terms during 2023-24. Public demand and business investment have been key drivers of growth over the past year, helping to offset weaker household consumption and residential investment. State Final Demand increased by 0.2 per cent in the June quarter, and 2.2 per cent in year average terms, in line with expectations.

The labour market remains resilient and provides valuable support for economic activity in the face of cost of living pressures and higher interest rates. The ACT's unemployment rate was 3.5 per cent in the June quarter 2024, and employment growth was 2.5 per cent through the year to the June quarter 2024, significantly stronger than estimated in the 2024-25 Budget (1¾ per cent). Forecasts for the forward estimates remain unchanged, as it is expected that the ACT's high labour market participation rate will continue, with unemployment remaining low.

The CPI grew by 3.1 per cent through the year to the June quarter 2024, below the 2024-25 Budget forecast of 3½ per cent. Inflation in the ACT has broadly tracked at a lower level than the growth experienced nationally. Forecast growth in CPI for 2024-25 has been reduced by a ¼ of a percentage point, due to fuel and new housing purchases being lower than expected in the June quarter CPI. Recent analysis by the Australian Bureau of Statistics (ABS) shows that construction industry costs are trending down and it is expected that this will continue into 2024-25.

The ACT's population is estimated to have grown by 2 per cent in 2023-24 and then to moderate to 1¾ per cent in 2024-25. This slower growth reflects expected falls in Australia's net overseas migration in 2024-25, along with the Commonwealth Government's policy decision to reduce the number of Skilled Independent visas.

Population growth is expected to stabilise at 1¾ per cent over the rest of the forward estimates. Natural increase and net migration, which consists of both overseas and interstate migration, are expected to contribute positively to population growth.

The assumptions underpinning the forecasts regarding the outlook for national inflation and interest rates remain the same as in the 2024-25 Budget. However, there is a degree of uncertainty around these assumptions with further information outlined in the Statement of Risks provided at Appendix B.

Forecasts of the key economic parameters for the PEBU are presented in Table 2.

Table 2: Economic parameters, 2024 Pre-Election Budget Update, percentage change

	2023-24 Estimate	2024-25 Budget Year	2025-26 Forecast	2026-27 Projection	2027-28 Projection
ACT					
Gross State Product ^{1,2}	3	2¾	3¼	3½	3¾
State Final Demand ^{1,2,6}	2.2 (2¼)	2	2¾	3	3
Employment ^{3,6}	2.5 (1¾)	2	1¾	1¾	1¾
Wage Price Index ^{3,4,6}	4.1 (4)	3½	3½	3¼	3¼
Consumer Price Index ^{3,6}	3.1 (3½)	2¾ (3)	2¾	2½	2½
Population ³	2	1¾	1¾	1¾	1¾
Australia					
Gross Domestic Product ^{1,2,5}	1¾	2	2¼	2½	2¾

Sources: ABS Australian National Accounts: National Income, Expenditure and Product; Australian National Accounts: State Accounts; Labour Force, Australia; Wage Price Index, Australia; Consumer Price Index, Australia; National, State and Territory Populations; CMTEDD estimates; Commonwealth Government 2024-25 Budget.

Notes: Forecasts and projections are rounded to a ¼ of a percentage point. Values within brackets reflect figures published in the 2024-25 Budget.

1. Real values.
2. Year average basis (average of the current financial year relative to the previous financial year).
3. Through the year to the June quarter growth.
4. Total hourly rates of pay, excluding bonuses.
5. Commonwealth Government 2024-25 Budget.
6. Actual values for 2023-24.

Economic indicators released since the 2024-25 Budget

The three major releases since the 2024-25 Budget were the June 2024 monthly Labour Force data, the June quarter 2024 CPI and the June quarter 2024 National Accounts. Other data releases include Building Approvals, Dwelling Commencements, Housing Finance, Retail Trade, Monthly Household Spending, Weekly Payroll Jobs, Job Vacancies and the Wage Price Index.

The latest housing market data shows that the sector has a positive outlook. The number of residential building approvals increased by 10.9 per cent through the year to June 2024, while the value of residential building approvals in nominal terms decreased by 12.4 per cent. The number of dwelling commencements increased 30.1 per cent through the year to the March quarter 2024. Housing finance rose 21.3 per cent through the year to June 2024, driven by both owner-occupiers and investors.

State Final Demand grew 0.2 per cent in the June quarter and 2.2 per cent in 2023-24. Public demand was the key contributor to growth in the quarter as household consumption fell, in line with expectations.

Household consumption softened in real terms, consistent with the 2024-25 Budget Outlook. The value of retail trade turnover increased 0.9 per cent in June 2024, to be 3.1 per cent higher through the year, while the monthly household spending indicator increased 5.6 per cent through the year to June 2024.

Payroll jobs increased 2.1 per cent through the year to 15 June 2024 and, combined with the most recent labour force survey results, suggests the ACT's labour market remains strong. While job vacancies decreased in the May quarter 2024, they are still above their pre-pandemic levels. The Wage Price Index rose 1.6 per cent in the June quarter 2024, to be 4.1 per cent higher through the year, which is in line with the 2024-25 Budget forecast.

5. Budget Outlook

Headline Net Operating Balance

The Headline Net Operating Balance (HNOB) is forecast to be a deficit of \$635.8 million in 2024-25, an increase of \$11.7 million from the 2024-25 Budget estimate. The estimated HNOB deficit for 2025-26 is marginally lower (\$1.3 million) than expected at Budget. HNOB surpluses forecast for the final two years of the forward estimates period are larger than expected at Budget.

Table 3 below provides updated estimates of the General Government Sector (GGS) HNOB and its primary components, as well as the main financial indicators.

Table 3: General Government Sector Headline Net Operating Balance (\$m)

2024 PEBU	2024-25	2025-26	2026-27	2027-28
Revenue	8,145.7	8,751.2	9,273.3	9,683.6
Expenses	9,017.5	9,150.1	9,444.6	9,767.0
Superannuation return adjustment ¹	236.0	252.6	271.6	292.0
HEADLINE NET OPERATING BALANCE	(635.8)	(146.2)	100.2	208.6
Net Cash from Operating Activities	10.8	132.0	535.3	790.4
Net Debt (excluding Superannuation Related Investments)	8,793.9	10,374.7	11,679.4	12,393.4
Net Financial Liabilities	14,318.9	15,508.5	16,433.0	16,898.3

Note: Numbers may not add due to rounding.

1. The HNOB incorporates the impact of long-term superannuation investment earnings to provide an accurate assessment of the longer-term sustainability of the budget position.

Summary of movements

Movements in the HNOB since the 2024-25 Budget are reflective of policy decisions, as well as those that are technical in nature.

Table 4 shows the variation in the GGS HNOB between the 2024-25 Budget and PEBU.

Table 4: Summary of movements in the General Government Sector Headline Net Operating Balance since the 2024-25 Budget (\$'000)

	2024-25	2025-26	2026-27	2027-28
2024-25 Budget	(624,068)	(147,570)	79,722	179,509
Revenue ¹				
Policy decisions	578	(5,628)	0	0
Technical adjustments	(647)	14,802	14,634	15,011
Expenses ²				
Policy decisions	(1,982)	(867)	1,359	1,221
Technical adjustments	(14,721)	(11,280)	(101)	7,944
Superannuation return adjustment	5,053	4,319	4,624	4,952
2024 PEBU	(635,787)	(146,224)	100,238	208,637

Notes: Numbers may not add due to rounding.

1. A positive number represents an increase in revenue.
2. A negative number represents an increase in expenses.

Descriptions of the major movements are outlined below.

Policy decisions

Gungahlin Tennis Facility and Throsby Home of Football

The Government will undertake design works for District Playing Fields in Throsby and provide supplementary funding to deliver the original scope of the Gungahlin Tennis Facility.

The estimated capital cost of delivering the District Playing Fields in Throsby and the Gungahlin Tennis Facility is up to \$28.360 million. This will be met through reallocating funding from the Throsby Home of Football project which is not progressing at this time.

Direct sale of land adjacent to Kippax Fair Centre

The Government has agreed to the direct sale of Block 71 Section 51 Holt, part Kippax Place Road reserve and part of the access road from Moyes Crescent to the owners of the Kippax Fair Centre. This will enable the redevelopment of the Kippax Fair Centre, which will provide new affordable and public housing, additional retail space, and indoor and outdoor community spaces.

The sale will result in a negative estimated HNOB impact of \$8.025 million through a combination of reduced land sales revenue and the write-off of Government-owned assets. However, as part of the project, the developer will hand back a public park valued at \$4.350 million to the Territory.

Additional investment in Strathnairn Primary School

The Government will provide additional capital funding to address cost pressures impacting the construction of the new primary school at Strathnairn, the first suburb of the new Ginninderry Joint Venture Development in West Belconnen. The additional funding will be primarily offset by the General Works provision, and through a transfer of savings from the recently completed Shirley Smith High School.

Government Response to the Sexual Assault (Police) Review Report

The Government Response to the Sexual Assault (Police) Review Report will continue to improve the criminal justice system's response to sexual violence in the ACT. The additional time-limited funding will support continued reinvestigations of sexual assault cases identified as requiring possible further action; the establishment of the Standing Sexual Assault Review Mechanism with specialist expertise to review and have oversight over ACT Policing's responses to sexual violence; additional resourcing for the ACT Office the Director of Public Prosecutions; and the establishment of a Sexual Assault Advocate role and Action Committee to manage implementation of the Report.

Funding will be fully offset from within existing resources across directorates and agencies over three years from 2024-25.

ACT Fire & Rescue – interim Enterprise Agreement

The Government will progress negotiations on an interim ACT Fire & Rescue Enterprise Agreement ending on 30 June 2026. The Agreement will deliver all the common core ACT Public Service Enterprise Agreement conditions, introduce the Emergency Medical Response allowance for ACT Fire & Rescue staff, to be back paid to June 2020, and introduce non-core fire and rescue specific conditions funded by the Emergency Services Agency (ESA). The cost of this initiative will be fully offset from within the ESA's existing resources, including the funding for the common core pay increases and conditions already provided by the Government.

Extension of funding arrangements for Specialist School Transport and Personal Care in Schools

The Government has agreed with the Commonwealth Government to extend existing in-kind arrangements for Specialist School Transport (SST) and Personal Care in Schools (PCIS), under the National Disability Insurance Scheme (NDIS) Agreement, by two years to 31 December 2026. Under this arrangement, the Commonwealth recognises the ACT's provision of SST and PCIS services as part of the Territory's contribution to the NDIS. The agreed extension will not have an impact on the budget as the Government is already funding relevant services.

National Cabinet agreement on a renewed National Partnership Agreement on Family, Domestic and Sexual Violence Responses

National Cabinet agreed on 6 September 2024 to negotiate a renewed, five year National Partnership Agreement on Family, Domestic and Sexual Violence Responses commencing from 1 July 2025. The Agreement will deliver over \$700 million in matched investments from the Commonwealth and states and territories to support prevention activities through frontline services for women and children, as well as perpetrator-targeted behaviour change programs. The ACT Government's recently announced funding for initiatives to address Family, Domestic and Sexual Violence is expected to contribute to the matching requirements.

Watson Health Precinct – Direct sale of land to Winnunga Nimmityjah

The Government will provide a grant of \$1.699 million to Winnunga Nimmityjah Aboriginal Health and Community Services Ltd to purchase the community lease of part of the land at 350 Antill Street Watson, for the purpose of constructing and providing alcohol and other drug residential rehabilitation services for Aboriginal and Torres Strait Islander people.

Technical adjustments

Technical adjustments since the 2024-25 Budget include:

- a reduction in interest expense (\$33.8 million over four years) largely due to updated prevailing interest rates and corrections related to Light Rail Stage 1 interest forecasts (on-passed to the Public Trading Enterprises Sector as grants and purchased services); and
- the impact of improved investment returns (\$18.6 million over four years) largely as a result of higher investment asset balances in the 2023-24 interim outcome and the flow on impact to returns.

These improvements are partially offset by a reduction in GST revenue (\$17.9 million in 2024-25) due to the estimated budget balancing adjustment which will be confirmed following publication of the Commonwealth's 2023-24 Final Budget Outcome.

Provisions

The Territory's budget includes a number of provisions where funding has not yet been allocated to particular agency forward estimates. These provisions reflect previous Government decisions.

The capital works provisions shown in Table 5 make allowance for some high-value capital works projects for which budgets are yet to be settled, or which are commercially sensitive. The capital works provisions also include the *General capital works provision* which is not yet allocated to any specific project. Table 5 reflects estimated costs over the forward estimates period only.

Expense and revenue provisions that impact on 2024-25 and the forward years are set out in Tables 6 and 7.

Funding for some projects may include a combination of allocated funding and provisioned funding.

It is standing practice that details of some specific projects are not disclosed where the information is commercial-in-confidence or legally sensitive, with these impacts captured in the *Other Provisions* line.

Projects reflected in Table 5 *Other Provisions* line include:

- A new community centre for Woden;
- ACT NoWaste Food Organics Garden Organics facility;
- North Canberra Hospital technical provision;
- Canberra Theatre Precinct Redevelopment;
- Delivering a second college for Gungahlin;
- A new Northside Hospital;
- Expanding the Belconnen Basketball Stadium;
- New Materials Recovery Facility;
- Supplementing construction funding for Garran and Strathnairn primary schools and the new high school at North Gungahlin; and
- Telopea Park High School modernisation.

Projects reflected in Table 6 *Other Provisions* line include Better Fairer Schools; New Materials Recovery Facility; and Supporting the ACT Ombudsman.

Projects reflected in Table 7 under *Anticipated movements in Commonwealth grants revenue* include: Commonwealth Revenue – General capital works provision; the Better Fairer Schools Agreement; the Local Roads and Community Infrastructure Program; the National Health Reform Agreement; and a conservative bias assumption for revenue for projects under the Federation Funding Agreement Schedule on Land Transport Infrastructure Projects. Projects reflected in *Other Provisions* line in Table 7 include a land sale and the New Materials Recovery Facility.

Table 5: Capital provisions (\$'000)

Capital provisions	2024-25	2025-26	2026-27	2027-28
Asset Renewal Program	0	9,900	16,357	17,374
Australia's first Electric Vehicle Centre of Excellence	0	2,608	900	0
Building a new home for RSPCA ACT	0	10,848	20,055	3,486
Building Light Rail to Woden 2B ¹	0	10,000	15,000	15,000
Bushfire Safety Risk Reduction	1,395	0	0	0
Capital delivery provision ²	(250,000)	(125,000)	0	125,000
Capital market conditions provision	10,000	10,000	0	0
Construction of John Gorton Drive and Molonglo River Bridge	0	0	20,000	5,000
Growing and Renewing Public Housing and Social Housing Accelerator	20,000	53,890	27,000	0
Delivering heritage reforms, database and website	0	3,521	2,849	574
Development of the Whitlam Primary School and Early Childhood Education Centre	0	0	7,000	0
General capital works provision	0	40,000	17,266	50,000
Implementing the <i>Assisted Reproductive Technology Bill 2023</i>	1,000	0	0	0
Integrated Service Response Program	519	0	0	0
Investing in payroll capability and human resource management	0	6,498	7,475	0
Local Roads and Community Infrastructure Program	7,856	3,928	0	0
Molonglo Parkway-Drive Connector design	500	350	0	0
Monaro Highway upgrade	0	0	0	26,400
National Agreement for Skills and Workforce Development/ National Skills Agreement	0	11,450	0	0
New Health Centres across the ACT	0	4,576	11,440	22,118
Planning better roads for our growing city – Athllon Drive duplication	0	10,000	34,710	37,514
Property developer licensing	900	0	0	0
Supporting the transition to a zero emissions bus fleet	6,069	0	0	0
Upgrading the Canberra Institute of Technology's ICT infrastructure	0	12,036	13,130	4,655
Vulnerable Household Energy Support Scheme	4,151	704	0	0
Water Efficiency Program	0	3,000	3,000	3,000
Other provisions	89,565	66,452	206,850	402,596
Total capital works provisions	(108,045)	134,761	403,032	712,717

Note:

1. Is associated with matched Commonwealth Government funding.
2. This includes funding of \$250 million reallocated to 2028-29.

Table 6: Expense provisions (\$'000)

Expense provisions	2024-25	2025-26	2026-27	2027-28
ACT Ice Sports Facility	0	7,000	6,265	0
Asbestos Disease Support Scheme	0	1,122	1,122	1,122
Australia's first Electric Vehicle Centre of Excellence	0	820	120	120
Building a new home for RSPCA ACT	0	2,000	3,000	0
Community Sector Indexation funding	1,290	2,410	2,670	3,030
Conservative Bias Allowance	(35,000)	60,000	90,000	120,000
Continuing the Office for Climate Action	0	1,185	1,200	1,230
Cost of Capital and Future Maintenance	0	2,500	5,000	7,500
Delivering Light Rail Stage 2A – Agency costs	0	5,315	5,447	5,584
Electrification of government gas assets program	(46)	(79)	(3)	(3)
Establishing a Therapeutic Care Court within the ACT Children's Court	0	699	716	734
Establishing the Eating Disorders Residential Treatment Centre	0	5,125	5,253	5,384
Establishment of the Office of Industrial Relations and Workforce Strategy	0	392	397	407
External Merits Review of Child Protection Decisions	0	0	524	533
Improving public transport services	3,131	3,247	3,347	3,431
Integrated Service Response Program	178	178	178	178
Investing in payroll capability and human resource management	0	15,276	3,834	(6,475)
More frontline paramedics	0	(371)	(383)	(393)
MyHome – Supporting vulnerable Canberrans	1,000	8,500	0	0
National Skills Agreement	0	1,838	1,693	1,591
NDIS Foundational Supports – Preliminary Estimate of ACT Contribution	0	14,750	16,200	17,800
New service responses to raising the minimum age of criminal responsibility	829	849	870	0
Ongoing delivery of the Digital Health Strategy	0	50,000	47,500	45,000
Planning for the new Molonglo Valley joint emergency services station	0	3,451	7,505	7,693
Provision for current and future Enterprise Agreements	5,965	18,788	58,753	93,092
Public sector building certifiers	3,445	3,445	3,445	3,445
Rehabilitating the West Belconnen Landfill site	0	0	1,921	1,921
Renewable Energy Certificates	0	98,018	92,853	78,218
Safer Families Provisions	352	2,358	7,253	10,245
Strengthening cyber security resilience	0	4,486	2,576	0
Supporting land release	0	0	2,289	2,338
Supporting the legal needs of vulnerable Canberrans	0	282	291	134
Supporting the transition to a zero emissions bus fleet	2,200	0	0	0
Transitioning public health care to Canberra Health Services	0	2,456	0	0
Turner – Build-to-Rent pilot	0	0	357	366
University of New South Wales (Canberra) campus site project implementation	21,646	0	19,325	12,500
Vibrant Canberra	0	1,905	1,905	1,905
Water Efficiency Program	0	3,000	3,000	3,000
Workers Compensation Savings	0	(10,000)	(10,000)	(10,000)
Other provisions	2,250	18,174	22,258	30,853
Total expense provisions	7,240	329,119	408,681	442,483

Table 7: Revenue provisions (\$'000)

Revenue provisions	2024-25	2025-26	2026-27	2027-28
Anticipated movements in Commonwealth grants revenue	(644)	56,328	85,500	111,400
Planning and regulatory reform	968	1,106	1,110	1,114
Renewable Energy Certificates	0	98,018	92,853	78,218
Suburban Land Agency sales to Community Housing Providers	43,500	0	0	0
Other provisions	19,980	19,000	4,040	7,680
Total revenue provisions	63,804	174,452	183,503	198,412

Net Operating Cash Balance

Net Operating Cash set out in Table 8 is the cash counterpart to the accrual Net Operating Balance. It measures all operating cash receipts for a financial year – for example, taxes, fees and fines, and operating grants from the Commonwealth Government – less all operating cash payments – including wages and salaries, cash superannuation payments and payments for goods and services.

The Net Operating Cash position for 2024-25 for the GGS is a surplus of \$10.8 million, which compares to the 2024-25 Budget estimate of \$24.2 million. This movement is associated with the same factors causing the changes in the HNOB position discussed above.

Table 8: Net Operating Cash Balance (\$m)

	2024-25	2025-26	2026-27	2027-28
2024-25 Budget	24.2	159.2	522.3	766.7
2024 PEBU Net Operating Cash	10.8	132.0	535.3	790.4

Net Debt

Net Debt is a key balance sheet measure in the Government Financial Statistics framework which considers gross debt liabilities, as well as assets (such as cash reserves and investments). Net Debt is calculated as the sum of deposits held, advances received and loans, less the sum of cash and deposits, advances paid and investments and placements. Superannuation investments have been excluded in determining Net Debt.

Net Debt is largely in line with the 2024-25 Budget estimates.

Table 9: Net Debt (excluding superannuation related investments) (\$m)

	2024-25	2025-26	2026-27	2027-28
2024-25 Budget	8,870.0	10,427.2	11,748.5	12,470.1
2024 PEBU Net Debt (excluding superannuation related investments)	8,793.9	10,374.7	11,679.4	12,393.4

Net Financial Liabilities

Net Financial Liabilities are calculated as total liabilities less financial assets (such as cash reserves and investments). It takes into account all non-equity financial assets but excludes equity held by the GGS in public corporations (for example Icon Water Ltd).

The revised forecast for GGS Net Financial Liabilities for 2024-25 is \$14.319 billion, a decrease of \$77.5 million compared to the 2024-25 Budget estimate.

Table 10: Net Financial Liabilities (\$m)

	2024-25	2025-26	2026-27	2027-28
2024-25 Budget	14,396.4	15,594.6	16,547.8	17,028.2
2024 PEBU Net Financial Liabilities	14,318.9	15,508.5	16,433.0	16,898.3

Net Worth

Net Worth provides a broad measure of the Territory's balance sheet and is calculated as total assets less total liabilities including superannuation.

The forecast GGS Net Worth for 2024-25 has been revised to \$20.6 billion, an increase of \$1,856.3 million compared to the 2024-25 Budget forecast of \$18.8 billion. This improvement is largely due an increase in the value of property, plant and equipment as a result of valuation of infrastructure assets like stormwater, roads, bridges and streetlights, driven by increases in material and labour costs across Australia.

Table 11: Net Worth (\$m)

	2024-25	2025-26	2026-27	2027-28
2024-25 Budget	18,772.9	18,337.1	17,994.4	17,834.9
2024 PEBU Net Worth	20,629.2	20,434.7	20,462.9	20,553.1

The Territory's credit rating

On 11 September 2024, the Territory's AA+ long-term credit rating was reaffirmed by S&P Global Ratings. The outlook was revised to negative.

Items not included in the PEBU estimates

The estimates in this PEBU reflect current Government policy, including decisions made since the 2024-25 Budget. The estimates do not pre-empt decisions that may be made by a future government.

There are various plans and strategies across government that set out broad policy directions and intent. In many cases, these documents outline potential actions that would require additional funding. As these actions are a decision for a future government, they are not included in the PEBU estimates. There are also a range of specific projects and service delivery areas which may be the subject of future consideration for additional funding.

In general, funding is included in the PEBU estimates where decisions have been published as a new initiative in a previous budget update.

Some examples of items not fully funded in the PEBU estimates are set out below.

ACT Climate Change Strategy 2019-25

The ACT Climate Change Strategy 2019-25 includes 83 action items across ten priority areas to achieve net zero emissions by 2045. To meet this target of reducing emissions (from 1990 levels) the Government will need to reduce emissions by 50 to 60 per cent by 2025; by 65 to 75 per cent by 2030; and 90 to 95 per cent by 2040. Where specific actions have not been announced as a new initiative in a previous document, no additional funding has been included in the forward estimates in the PEBU to meet any costs that may be related to these actions and achieving the net zero emissions targets.

ACT Disability Strategy 2024-2033

The ACT Disability Strategy 2024-2033 guides the development of new initiatives aiming to improve outcomes for people with disability. The Strategy is broken down into three Action Plans, with any additional funding commitments required to deliver on these actions plans subject to future government consideration.

ACT Infrastructure Plan update

The ACT Infrastructure Plan, developed in 2019, outlined an infrastructure investment blueprint containing priorities over multiple decades. The Infrastructure Plan has since been updated with sector specific documents containing indicative project pipelines over the next 0-5 years, 5-10 years, 10-15 years and 15-20+ years beyond that available on the Built for CBR [website](#)¹. The PEBU estimates include projects where these have been agreed to by Government (including provisioned projects detailed in Table 5) but other items remain subject to future government consideration.

ACT Sustainable Buildings Pathway

The ACT Sustainable Buildings Pathway provides a guide to bring the Government, the building and construction industry and the community together to make Canberra a more climate-ready and environmentally sustainable place. The Pathway includes nine actions with three focus areas in each action. Some actions may require significant further capital investments and/or government subsidies.

ACT Transport Strategy 2020

The ACT Transport Strategy 2020 includes a range of public transport, walking and cycling, and road proposals; as well as references to freight and heavy rail. Some elements of the Strategy are funded within the PEBU estimates, such as funding for Light Rail Stage 2A. However, other items outlined in the ACT Transport Strategy, including Light Rail Stage 2B,

¹ Built for CBR: <https://www.builtforcbr.act.gov.au/infrastructure-plan>

are not included in the PEBU estimates as these are subject to future government consideration.

ACT's Zero Emissions Vehicles Strategy 2022-30

The Zero Emissions Vehicles Strategy 2022-2030 serves as a guide on how the Government can encourage the uptake of Zero Emissions Vehicles (ZEVs) to cut transport emissions and improve air quality in Canberra. Subject to future government consideration, there are likely to be future initiatives to meet the targets of the Strategy, which includes 80-90 per cent of new vehicle sales in the ACT being ZEVs by 2030.

Canberra Hospital Master Plan 2021-2041

The Canberra Hospital Master Plan guides the redevelopment of the Canberra Hospital over twenty years from 2021 to 2041. The Government has funded Canberra Hospital Master Plan projects such as early design and planning work for new campus car-parking solutions and a new Pathology and Clinical Support Building, with funding for further components of the Canberra Hospital Master Plan subject to future government consideration.

Disability Justice Strategy: Second Action Plan 2024-2028

The Disability Justice Strategy 2019-2029 aims to provide equal access to justice for people with disability in the ACT. The Second Action Plan (2024-2028) builds on recommendations from the independent evaluation of the First Action Plan. Actions within the second action plan are largely unfunded and are subject to future government consideration.

District Strategies

A new element of the ACT's planning system is the introduction of nine district strategies. These strategies aim to help guide how Canberra will change and grow. The implementation of these strategies is likely to result in new initiatives subject to future government consideration.

Electronic Monitoring Implementation Strategy

Funding has currently been allocated to conduct a feasibility study on the introduction of electronic monitoring of offenders in the ACT. Subject to future decisions of government, the implementation of electronic monitoring would require additional financial investment.

Insourcing Framework

The Insourcing Framework assists public sector entities to determine the best provider (i.e. the ACT Public sector or an external provider) for in scope services and works. The decision to insource or outsource under the framework requires an assessment of issues and risks, including additional costs, to allow for an informed decision to be made by the relevant Minister and the Treasurer. Where additional funding requirements are identified, these decisions will be subject to future government consideration.

Integrated Energy Plan 2024-2030

The Integrated Energy Plan 2024-2030 sets the Government's long-term pathway for the transformation of the ACT's energy system to achieve net zero emissions by 2045. The delivery of this plan in full would require further investment from government.

National Firearms Register

The National Firearms Register is a Commonwealth Government led program being developed to provide frontline police officers with near real-time information on firearms, parts, and owners, with implementation costs split between the Commonwealth and states and territories. Further funding will be required from the ACT to support implementation and ongoing operational costs.

Urban Forest Strategy 2021-2045

The Urban Forest Strategy 2021-2045 sets out the Government's vision for a resilient and sustainable urban forest that supports a liveable city. The Urban Forest Strategy includes short, medium and long term actions to meet this vision. The delivery of this strategy in full is subject to future government consideration.

Appendix A – Initiatives with time limited funding

Table 12 lists initiatives that were funded in either the 2023-24 Budget, 2023-24 Budget Review or 2024-25 Budget, for which funding ceases in either 2024-25 or 2025-26. Items have not been included where there is a provision for their continuation, or they are finite programs. Future funding, if any, for any of these items would require a decision by Government.

This appendix is not an attempt to pre-empt any future government decisions but, instead, is intended to provide an indication of items that may be reconsidered by Government at a future point, potentially impacting on the forward estimates.

Table 12: Initiatives with time limited funding (\$'000)

	2024-25	2025-26	Publication reference
Chief Minister, Treasury and Economic Development Directorate			
Canberra Small Business Advice and Support Service	154	0	2023-24 Budget
Continuing to implement the Secure Employment Framework	1,863	963	2023-24 Budget Review
Continuing to strengthen our tourism and events industry	4,657	0	2023-24 Budget
Cricket Strategic Collaboration Partnership	1,134	1,855	2024-25 Budget
Delivering major events	120	0	2023-24 Budget Review
Expanding the Better Regulation Taskforce	427	0	2023-24 Budget
Future Jobs Fund – Continuation	3,150	400	2024-25 Budget
ICT and data services to support Government service delivery	1,728	0	2024-25 Budget
Implementing the Capital of Equality LGBTIQ+ Strategy	300	0	2024-25 Budget
Support for Affordable Home Purchase Scheme participants	793	0	2024-25 Budget
Support for Vulnerable Canberrans ¹	516	0	2024-25 Budget
Targeted Electricity, Gas and Water Rebate	2,640	0	2024-25 Budget
Community Services Directorate			
Continuing the Family Settlement Assistance Grant and Refugee Asylum Seeker and Humanitarian programs	350	0	2024-25 Budget
Continuing the Understanding Building and Construction Program pilot ¹	211	0	2023-24 Budget Review
Delivering the National Multicultural Festival	1,714	0	2023-24 Budget
Domestic and Family Violence Information Sharing Scheme	350	0	2024-25 Budget
Emergency material, financial aid and food relief	913	0	2024-25 Budget
Expanding the Child Development Services ²	1,546	0	2024-25 Budget
Free period products: stage one	1,549	617	2023-24 Budget Review
Responding to Coercive Control	375	0	2024-25 Budget
Strengthening Health Responses to Family Violence	233	0	2024-25 Budget
Supporting the Aboriginal and Torres Strait Islander Elected Body (ATSIEB)	513	339	2023-24 Budget Review
Education Directorate			
Continuation of Meals in Schools	1,871	0	2024-25 Budget

	2024-25	2025-26	Publication reference
Environment, Planning and Sustainable Development Directorate			
Canberra Region Local Food Strategy	200	0	2024-25 Budget
Expanding energy and climate capability	2,969	0	2023-24 Budget
Integrated Energy Plan – Communications and Engagement	482	492	2024-25 Budget
Vulnerable Household Electrification Programs	(2,000)	2,000	2024-25 Budget
Health Portfolio			
Aboriginal and Torres Strait Islander mental health initiatives	520	377	2024-25 Budget
Continued support for the Indigenous Allied Health Australia ACT Health Academy ¹	335	369	2023-24 Budget
Delivering better support for our Junior Medical Officers	3,054	3,145	2023-24 Budget
Establishing a Centre of Excellence for older Canberrans	446	0	2023-24 Budget
Expanding endoscopy services at North Canberra Hospital	3,749	0	2024-25 Budget
Ongoing delivery of youth mental health services	1,682	0	2024-25 Budget
Psychosocial support needs	341	0	2024-25 Budget
Research into the health impacts associated with climate change	186	0	2023-24 Budget
Justice and Community Safety Directorate			
Continuing development of Electronic Gaming Machine harm reduction measures	600	0	2023-24 Budget
Delivering the National Firearms Register	996	0	2024-25 Budget
Disability Justice Strategy – Second Action Plan	12	305	2024-25 Budget
Disability Liaison Officers to support victims of crime	136	0	2023-24 Budget
Increasing community legal assistance sector capability	1,406	1,308	2024-25 Budget
Justice Housing Program Continuation and Expansion	2,506	2,648	2024-25 Budget
More support for ACT Fire & Rescue staff	500	0	2023-24 Budget
More support for the ACT Government Solicitor's Office	947	0	2023-24 Budget
More support for the ACT Intermediary Program	921	0	2023-24 Budget
RR25by25 Phase 2 – Justice Futures Fund	344	0	2024-25 Budget
Therapeutic resourcing for the Coroner's Court	349	0	2023-24 Budget
Transport Canberra and City Services Directorate			
Companion Animal Care	100	0	2024-25 Budget
Growing and maintaining Canberra's urban forest	2,678	0	2024-25 Budget
Maintaining inclusive transport services	1,438	0	2024-25 Budget
Supporting Canberra's mowing and horticultural services	3,146	0	2024-25 Budget

Notes:

1. Components of this initiative cross multiple directorates.
2. This initiative includes funding from the 2023-24 Budget.

Design work and feasibility study initiatives

A feasibility study (early planning) attempts to verify whether a proposed project is well-founded and is likely to meet the needs of its intended target group(s). A design study typically occurs after a feasibility study has been completed and allows detailed specifications and scoping work to be developed.

The full financial impacts of some capital projects listed in Table 13 and Table 14 below either do not have full funding within the forward estimates or may require additional funding following market testing.

Table 13: Feasibility studies

Feasibility
Chief Minister, Treasury and Economic Development Directorate Exhibition Park redevelopment and expansion Feasibility and design studies for community infrastructure and upgrade Progress work on key entertainment, events, sports and tourism events infrastructure projects ¹
Education Directorate Feasibility, planning and design for future public schools New and expanded schools - Future planning Planning for Increasing College Capacity in Canberra's North
Environment, Planning and Sustainable Development Directorate East Lake Urban Renewal – Site investigations and planning Feasibility and infrastructure planning for future Molonglo land releases Western Edge Investigation (Combined Environmental, Planning and Infrastructure Studies)
Justice and Community Safety Directorate Better facilities for ACT Policing
Major Projects Canberra Delivering better community facilities for Woden Town Centre
Transport Canberra and City Services Directorate Belconnen to City Transitway feasibility study Parkes Way Early Works

Note:

1. Includes funding for *Strategic infrastructure planning*.

Table 14: Design works

Design
Chief Minister, Treasury and Economic Development Directorate Designing the Stromlo Forest Park district playing fields Implementing the Procurement Reform Program
Education Directorate Designing a modernised North Ainslie Primary School
Environment, Planning and Sustainable Development Directorate Improving Tidbinbilla and Canberra Nature Park
Health Portfolio A new carpark at Canberra Hospital New Health Centres across the ACT - West Belconnen ²
Justice and Community Safety Directorate New combined emergency services site in Casey Implementing recommendations of A new future for custodial services, ACT Corrective Services Blueprint for Change
Major Projects Canberra Canberra Theatre Precinct Redevelopment ² Implementation of the Canberra Hospital Master Plan – Transforming the Canberra Hospital Campus ¹ Northside Hospital Development ^{1, 2} Light Rail Stage 2B to Woden ²
Transport Canberra and City Services Directorate Commencing the Athllon Drive Duplication ² Molonglo Parkway-Drive Connector design ² Pialligo Avenue – Early planning and design Southern Memorial Park detailed design Yarralumla Nursery improvements

Notes:

1. Includes funding for design works within the Health Portfolio.
2. Includes capital provision funding listed in Table 5.

Appendix B – Statement of Risks

Consistent with section 11(d) of the *Financial Management Act 1996* (FMA), each budget update is required to provide a statement describing the risks – quantified if possible – that may affect the budget estimates. Full details of economic and fiscal risks, contingent liabilities, other commitments and outstanding claims liabilities were provided in Appendix I to the 2024-25 Budget Outlook¹.

The following risks have been identified at the time of the publication of the 2024 PEBU. Unless identified below, risks identified in the 2024-25 Budget Outlook are unchanged.

Economic Risks

The ACT economy continues to be exposed to some uncertainty and risk from the outlook for the Australian economy, particularly higher-than-expected interest rates and persistent inflation. High inflation and elevated interest rates for longer may weigh on aggregate demand more than expected. However, there is some upside risk that the ACT economy returns to trend growth more quickly if monetary policy curbs inflation sufficiently and the Australian economy does not fall into recession. Recent data does not change this outlook.

Fiscal Risks

The fiscal risks facing the Territory are consistent with those detailed at the time of publication of the 2024-25 Budget.

Revenue risks

Inflation and the impact of interest rates on economic activity remain key sources of uncertainty and risks to revenue, as outlined in the economic risks section. Alternative scenarios were considered for payroll tax revenue. As noted in the 2024-25 Budget, labour market indicators have softened over recent months, although recent data shows the labour market remains strong. While the payroll tax base already captures the Commonwealth Government’s commitment to expand the Australian Public Service by substituting contractors from consulting and labour hire firms with government employees, the overall impact of this substitution on private employment remains uncertain.

¹ 2024-25 Budget Outlook: https://www.treasury.act.gov.au/data/assets/pdf_file/0019/2513521/2024-25-Budget-Outlook.pdf

Infrastructure

There is a potential for the infrastructure program to experience further cost pressures due to infrastructure market capacity constraints, price volatility or project design changes. Any potential budget impact would occur to the extent that any cost escalation cannot be met by accessing existing provisions including the General Works Provision, which provides unallocated funding for future works, and the Market Conditions Provision, which provides capacity to support the delivery of the Territory's infrastructure priorities.

Appendix C – Statement of Sensitivity of the Pre-Election Budget Estimates

Since the presentation of the 2024-25 Budget, there have been no material changes to the sensitivity of the updated financial statements and budget estimates or to the economic or other assumptions. This relates primarily to the 2024-25 Budget Outlook¹ ACT Economic Outlook, Chapter 2.2 and the Statement of Sensitivity, Appendix J.

¹ 2024-25 Budget Outlook: https://www.treasury.act.gov.au/data/assets/pdf_file/0019/2513521/2024-25-Budget-Outlook.pdf

Appendix D – Financial statements – General Government Sector

Table 15: Australian Capital Territory General Government Sector – Operating Statement (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Revenue					
Taxation revenue	2,758,831	2,758,831	2,958,913	3,151,479	3,344,058
Commonwealth grants revenue	3,641,719	3,623,811	3,678,441	3,859,025	4,056,369
Sales of goods and services from contracts with customers	663,042	668,698	692,274	715,316	734,220
Investment revenue	177,919	180,867	194,953	209,971	226,079
Interest revenue	280,982	281,905	254,965	278,455	357,310
Dividend and income tax equivalents income	158,394	160,854	332,116	461,985	388,539
Other revenue					
Other revenue	291,549	297,420	352,850	378,497	393,779
Gains from contributed assets	173,320	173,301	286,722	218,576	183,258
Total revenue	8,145,756	8,145,687	8,751,234	9,273,304	9,683,612
Expenses					
Employee expenses	3,310,888	3,311,467	3,342,939	3,432,146	3,537,301
Superannuation expenses					
Superannuation interest cost	500,435	493,924	511,528	521,528	530,393
Other superannuation expense	490,783	501,606	499,659	501,121	501,524
Depreciation and amortisation	620,785	619,821	630,469	640,359	651,632
Interest expense	514,000	509,933	579,868	688,036	803,952
Other operating expenses					
Supplies and services	1,566,955	1,565,601	1,662,101	1,719,640	1,766,066
Other operating expenses	436,450	437,432	415,994	419,035	427,763
Grants and purchased services	1,560,455	1,577,670	1,507,509	1,522,782	1,548,323
Total expenses	9,000,751	9,017,454	9,150,067	9,444,647	9,766,954
UPF Net Operating Balance	(854,995)	(871,767)	(398,833)	(171,343)	(83,342)
Other economic flows – included in the Operating Statement					
Dividends (market gains on land sales)	75,798	76,911	13,300	47,992	15,320
Net land revenue (undeveloped land value)	6,527	6,527	8,071	7,742	2,759
Net gain/(loss) on sale/(disposal) of non-financial assets	(14,228)	(14,494)	3,138	(17,533)	(19,315)
Net gain on financial assets or liabilities at fair value	237,450	241,467	259,928	279,718	300,985
Doubtful debts	(11,157)	(11,557)	(11,834)	(11,932)	(12,013)
Operating result	(560,605)	(572,913)	(126,230)	134,644	204,394

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Other economic flows – other comprehensive income					
Items that will not be subsequently reclassified to Operating Statement					
Payments to ACT Government agencies	(237,464)	(237,464)	(157,175)	(125,000)	(92,514)
Capital distributions	(166)	0	0	0	0
Transfer of assets (to)/from the Public Trading Enterprises (PTE) sector	(13,268)	(13,268)	41	40	(654,930)
Superannuation actuarial gain	0	451,346	0	0	0
Other movements	1	1	1	1	1
Increase/(Decrease) in the asset revaluation reserve surplus	(54,166)	18,541	27,469	42,560	31,825
Items that may be subsequently reclassified to Operating Statement					
Increase/(decrease) in net assets of PTE	98,915	92,744	61,336	(23,967)	601,427
Total comprehensive income/(loss)	(766,753)	(261,013)	(194,558)	28,278	90,203
Key fiscal aggregates					
UPF Net operating balance less Net acquisition of non-financial assets	(854,995)	(871,767)	(398,833)	(171,343)	(83,342)
Payments for non-financial assets	1,069,344	1,068,827	1,133,394	1,332,704	1,188,257
Sales of non-financial assets	(33,049)	(33,049)	(44,752)	(26,453)	(28,398)
Change in inventories	(4,077)	(4,183)	(178)	(4,690)	(2,452)
Depreciation and amortisation	(620,785)	(619,821)	(630,469)	(640,359)	(651,632)
Other movements in non-financial assets	55,730	54,031	185,880	125,296	104,613
<i>Total net acquisition of non-financial assets</i>	<i>467,163</i>	<i>465,805</i>	<i>643,875</i>	<i>786,498</i>	<i>610,388</i>
Net (borrowing)	(1,322,158)	(1,337,572)	(1,042,708)	(957,841)	(693,730)
GOVERNMENT FISCAL MEASURE – OPERATING SURPLUS/(DEFICIT)					
UPF Net Operating Balance	(854,995)	(871,767)	(398,833)	(171,343)	(83,342)
Superannuation return adjustment	230,927	235,980	252,609	271,581	291,979
HEADLINE NET OPERATING BALANCE	(624,068)	(635,787)	(146,224)	100,238	208,637

Table 16: Australian Capital Territory General Government Sector – Balance Sheet (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Financial assets					
Cash and deposits	2,383,294	2,427,958	2,010,615	3,431,084	3,129,755
Advances paid	2,161,944	2,158,929	2,190,954	2,276,790	2,410,431
Investments and loans	7,275,917	7,396,486	7,968,072	8,580,420	9,236,140
Receivables	950,957	1,091,254	1,281,737	1,441,432	1,421,760
Investments in other public sector enterprises	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937
Total financial assets	23,981,831	24,112,768	24,550,855	26,805,236	27,875,023
Non-financial assets					
Produced assets					
Property, plant and equipment	14,346,169	16,846,869	17,473,769	17,636,064	18,007,956
Investment properties	5,020	5,020	5,020	5,020	5,020
Intangibles	310,156	274,504	248,310	213,346	165,973
Inventories	38,618	36,162	35,984	31,294	28,842
Assets held for sale	10,345	8,497	1,444	1,067	1,067
Capital works-in-progress	1,936,822	1,506,868	1,834,467	2,614,415	2,209,077
Non-produced assets					
Property, plant and equipment	5,262,486	5,176,757	5,189,375	5,263,968	5,301,265
Biological assets	42,990	48,830	48,830	48,830	48,830
Other non-financial assets	6,901	6,435	6,435	6,435	6,435
Total non-financial assets	21,959,507	23,909,942	24,843,634	25,820,439	25,774,465
Total assets	45,941,338	48,022,710	49,394,489	52,625,675	53,649,488
Liabilities					
Advances received	36,173	36,198	31,295	26,172	21,409
Borrowings					
Lease liabilities	1,009,626	999,717	962,485	924,703	882,800
Other borrowings	13,164,589	13,161,934	14,480,358	17,419,000	18,100,404
Superannuation	10,295,159	10,295,081	10,515,951	10,713,456	10,887,662
Employee benefits	1,120,740	1,196,938	1,247,862	1,298,659	1,352,594
Other provisions	1,154,772	1,251,490	1,260,130	1,309,279	1,370,398
Payables	346,846	385,857	394,382	403,013	424,775
Contract liabilities	35,088	53,058	54,143	55,228	56,313
Other liabilities	5,484	13,227	13,231	13,235	0
Total liabilities	27,168,477	27,393,500	28,959,837	32,162,745	33,096,355
Net Assets	18,772,861	20,629,210	20,434,652	20,462,930	20,553,133
Equity in Public Trading Entities (PTE)	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937
Accumulated funds	(902,801)	(855,163)	(1,130,019)	(1,111,141)	(1,554,843)
Asset revaluation surplus	8,464,713	10,445,002	10,463,964	10,497,331	10,429,809
Other reserves	1,230	1,230	1,230	1,230	1,230
Net worth	18,772,861	20,629,210	20,434,652	20,462,930	20,553,133
Net financial worth	(3,186,646)	(3,280,732)	(4,408,982)	(5,357,509)	(5,221,332)
Net financial liabilities	14,396,365	14,318,873	15,508,459	16,433,019	16,898,269
Net debt (excluding superannuation related investments)	8,870,001	8,793,937	10,374,737	11,679,448	12,393,410

Table 17: Australian Capital Territory General Government Sector – Statement of Changes in Equity (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Opening equity					
Opening equity In Public Trading Enterprises (PTE)	11,110,804	10,945,397	11,038,141	11,099,477	11,075,510
Opening accumulated funds	(101,315)	(492,881)	(855,163)	(1,130,019)	(1,111,141)
Opening asset revaluation surplus	8,528,895	10,436,477	10,445,002	10,463,964	10,497,331
Opening other reserves	1,230	1,230	1,230	1,230	1,230
Opening balance	19,539,614	20,890,223	20,629,210	20,434,652	20,462,930
Comprehensive income					
<i>Included in accumulated funds:</i>					
Operating result for the period	(560,605)	(572,913)	(126,230)	134,644	204,394
Payments to ACT Government agencies	(237,464)	(237,464)	(157,175)	(125,000)	(92,514)
Capital distributions	(166)	0	0	0	0
Transfer of assets (to)/from the PTE sector	(13,268)	(13,268)	41	40	(654,930)
Superannuation actuarial gain	0	451,346	0	0	0
Other movements	1	1	1	1	1
<i>Included in equity in PTE:</i>					
Increase/(decrease) in net assets of PTE	98,915	92,744	61,336	(23,967)	601,427
<i>Included in the asset revaluation surplus:</i>					
Increase/(Decrease) in asset revaluation reserve surplus	(54,166)	18,541	27,469	42,560	31,825
Total comprehensive result	(766,753)	(261,013)	(194,558)	28,278	90,203
Other					
Transfer to accumulated funds	10,016	10,016	8,507	9,193	99,347
Transfer (from) the asset revaluation surplus	(10,016)	(10,016)	(8,507)	(9,193)	(99,347)
Total other	0	0	0	0	0
Closing equity					
Closing equity in PTE	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937
Closing accumulated funds	(902,801)	(855,163)	(1,130,019)	(1,111,141)	(1,554,843)
Closing asset revaluation surplus	8,464,713	10,445,002	10,463,964	10,497,331	10,429,809
Closing other reserves	1,230	1,230	1,230	1,230	1,230
Closing balance	18,772,861	20,629,210	20,434,652	20,462,930	20,553,133

Table 18: Australian Capital Territory General Government Sector – Statement of Cash Flows (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Cash flows from operating activities					
Cash receipts					
Taxes received	2,705,741	2,706,174	2,910,364	3,127,021	3,319,205
Sales of goods and services from contracts with customers	657,190	662,844	691,055	717,407	730,375
Grants and contributions	3,686,510	3,668,602	3,723,088	3,904,204	4,102,835
Investment receipts	177,919	180,867	194,953	209,971	226,079
Interest receipts	252,494	255,161	228,202	256,061	336,004
Dividends and income tax equivalents	183,476	182,815	181,895	369,332	481,607
Other receipts	438,604	444,862	493,331	514,219	527,839
Total receipts from operating activities	8,101,934	8,101,325	8,422,888	9,098,215	9,723,944
Cash payments					
Payments for employees	(4,076,815)	(4,077,471)	(4,128,950)	(4,251,894)	(4,383,326)
Payments for goods and services	(1,664,083)	(1,662,794)	(1,728,203)	(1,768,411)	(1,809,818)
Grants/subsidies paid	(1,434,761)	(1,450,277)	(1,410,714)	(1,432,911)	(1,473,087)
Borrowing costs	(474,322)	(470,171)	(527,351)	(633,517)	(783,866)
Other payments	(427,713)	(429,823)	(495,696)	(476,181)	(483,467)
Total cash paid from operating activities	(8,077,694)	(8,090,536)	(8,290,914)	(8,562,914)	(8,933,564)
Net cash flows from operating activities	24,240	10,789	131,974	535,301	790,380
Cash flows from investing activities					
Cash flows from investments in non-financial assets					
Sales of non-financial assets	33,049	33,049	44,752	26,453	28,398
Payments for non-financial assets	(1,069,344)	(1,068,827)	(1,133,394)	(1,332,704)	(1,188,257)
Net cash (outflows) from investments in non-financial assets	(1,036,295)	(1,035,778)	(1,088,642)	(1,306,251)	(1,159,859)
Cash flows from investments in financial assets for policy purposes					
Cash receipts					
Repayment of loans	25,004	25,004	29,471	32,617	32,871
Dividends (market gains on land sales)	75,798	76,911	13,300	47,992	15,320
Total cash received from investments in financial assets for policy purposes	100,802	101,915	42,771	80,609	48,191
Cash payments					
Issue of loans	(102,027)	(102,027)	(50,514)	0	0
Capital payments to government agencies	(237,464)	(237,464)	(157,175)	(125,000)	(92,514)
Total payments from investments in financial assets for policy purposes	(339,491)	(339,491)	(207,689)	(125,000)	(92,514)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Net cash (outflows) from investments in financial assets for policy purposes	(238,689)	(237,576)	(164,918)	(44,391)	(44,323)
Cash flows from investments in financial assets for liquidity purposes					
Sales of investments	29,346	29,346	33,501	37,513	29,345
Payments for investments	(338,002)	(348,345)	(357,747)	(434,250)	(450,482)
Net cash (outflows) from investments in financial assets for liquidity purposes	(308,656)	(318,999)	(324,246)	(396,737)	(421,137)
Net cash (outflows) from investing activities	(1,583,640)	(1,592,353)	(1,577,806)	(1,747,379)	(1,625,319)
Cash flows from financing activities					
Cash receipts					
Borrowings	1,210,023	1,574,914	1,094,004	2,796,099	1,245,128
Total cash received from financing activities	1,210,023	1,574,914	1,094,004	2,796,099	1,245,128
Cash payments					
Borrowings	(19,764)	(19,743)	(17,841)	(114,841)	(660,433)
Repayment of lease liabilities – principal	(54,278)	(54,278)	(46,885)	(47,915)	(50,276)
Total payments from financing activities	(74,042)	(74,021)	(64,726)	(162,756)	(710,709)
Net cash inflows from financing activities	1,135,981	1,500,893	1,029,278	2,633,343	534,419
Net increase/(decrease) in cash and cash equivalents	(423,419)	(80,671)	(416,554)	1,421,265	(300,520)
Cash and cash equivalents at the beginning of reporting period	2,804,738	2,508,423	2,427,752	2,011,198	3,432,463
Cash and cash equivalents at the end of reporting period	2,381,319	2,427,752	2,011,198	3,432,463	3,131,943
Key fiscal aggregates					
Net cash from operating activities	24,240	10,789	131,974	535,301	790,380
Investments in non-financial assets	(1,036,295)	(1,035,778)	(1,088,642)	(1,306,251)	(1,159,859)
Cash deficit (-)	(1,012,055)	(1,024,989)	(956,668)	(770,950)	(369,479)

Appendix E – Financial statements – Public Trading Enterprises

Table 19: Australian Capital Territory Public Trading Enterprises – Operating Statement (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Revenue					
Controlled recurrent payments	325,114	327,478	325,369	322,625	340,541
Commonwealth grants	10,353	10,353	10,353	10,353	10,453
Sales of goods and services revenue					
Revenue from associates and joint ventures	57,699	57,699	83,009	78,016	78,460
Other sales of goods and services from contracts with customers	514,227	514,227	551,874	575,078	624,666
Interest revenue	9,882	9,882	5,778	5,396	6,029
Land revenue (value add component)	302,387	302,463	550,819	629,810	582,967
Other revenue	14,967	14,967	9,399	9,590	9,869
Gains from contributed assets	14,820	16,519	21,439	11,429	18,157
Total revenue	1,249,449	1,253,588	1,558,040	1,642,297	1,671,142
Expenses					
Employee expenses	245,591	245,591	252,435	255,836	260,880
Superannuation expenses	40,106	40,106	41,873	42,730	43,351
Depreciation and amortisation	205,173	205,115	218,140	227,121	236,300
Interest expense	102,865	102,865	106,029	107,535	117,495
Other property expenses (income tax equivalents)	67,976	68,428	113,517	160,510	127,468
Other operating expenses					
Supplies and services	380,308	382,672	339,775	329,319	340,794
Other operating expenses	197,179	197,179	227,873	269,627	347,973
Grants and purchased services	93,140	93,140	174,338	110,397	90,422
Total expenses	1,332,338	1,335,096	1,473,980	1,503,075	1,564,683
UPF Net Operating Balance	(82,889)	(81,508)	84,060	139,222	106,459
Other economic flows – included in the operating result					
Land revenue (market gains on land sales)	113,149	114,772	19,300	69,401	24,250
Net gain/(loss) on sale/(disposal) of non-financial assets	1,365	(528)	838	4,995	4,995
Net gain on financial assets or liabilities at fair value	100	100	100	100	100
Doubtful debts	(3,634)	(3,634)	(3,634)	(3,634)	(3,634)
Operating result	28,091	29,202	100,664	210,084	132,170

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Other economic flows – other comprehensive income					
Items that will not be subsequently reclassified to Operating Statement					
Other movements	(369)	0	0	0	0
Increase in the asset revaluation reserve surplus	6,598	0	49,619	0	0
Total comprehensive result	34,320	29,202	150,283	210,084	132,170
Key fiscal aggregates					
UPF net operating balance	(82,889)	(81,508)	84,060	139,222	106,459
less Net acquisition of non-financial assets					
Payments for non-financial assets	295,220	295,220	408,843	340,029	308,978
Sales of non-financial assets	(33,152)	(33,152)	(44,400)	(5,550)	0
Change in inventories	72,720	73,011	30,553	(19,843)	8,435
Depreciation and amortisation	(205,173)	(205,115)	(218,140)	(227,121)	(236,300)
Other movements in non-financial assets	(47,792)	(46,093)	(127,607)	(86,824)	(46,896)
<i>Total net acquisition of non-financial assets</i>	<i>81,823</i>	<i>83,871</i>	<i>49,249</i>	<i>691</i>	<i>34,217</i>
Net lending / (borrowing)	(164,712)	(165,379)	34,811	138,531	72,242
UPF Net Operating Balance	(82,889)	(81,508)	84,060	139,222	106,459
HEADLINE NET OPERATING BALANCE	(82,889)	(81,508)	84,060	139,222	106,459

Table 20: Australian Capital Territory Public Trading Enterprises – Balance Sheet (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Financial assets					
Cash and deposits	232,141	336,948	243,528	269,836	211,681
Advances paid	0	10,903	10,903	10,903	10,903
Investments and loans	18,598	81,855	81,709	81,562	81,414
Receivables	79,970	92,118	100,282	98,146	95,461
Equity investments	1,018,814	961,723	961,732	964,247	969,707
Total financial assets	1,349,523	1,483,547	1,398,154	1,424,694	1,369,166
Non-financial assets					
Produced assets					
Property, plant and equipment	6,846,118	6,701,415	6,740,794	6,804,513	7,524,327
Investment properties	23,949	24,045	23,987	23,974	23,961
Intangibles	21,697	21,327	19,930	18,760	21,174
Inventories	595,343	606,698	637,251	617,408	625,843
Assets held for sale	6,660	13,097	7,270	6,437	6,437
Capital works-in-progress	340,724	378,799	453,277	481,090	534,208
Non-produced assets					
Property, plant and equipment	5,733,241	5,684,618	5,756,688	5,756,662	5,766,531
Other non-financial assets					
Deferred tax assets	24,162	22,835	22,835	22,835	22,835
Total non-financial assets	13,591,894	13,452,834	13,662,032	13,731,679	14,525,316
Total assets	14,941,417	14,936,381	15,060,186	15,156,373	15,894,482
Liabilities					
Advances received	1,999,460	1,999,460	2,007,234	2,112,664	2,267,560
Borrowings					
Lease liabilities	26,107	28,865	26,815	24,625	18,045
Other borrowings	297,896	297,896	245,609	231,497	300,636
Employee benefits	86,754	86,965	89,453	91,871	94,436
Other provisions	260,463	308,072	262,942	194,518	199,132
Payables	133,036	162,206	167,357	172,463	184,025
Contract liabilities	51,065	50,494	50,106	49,731	49,356
Current tax liability	(10,015)	17,289	59,948	96,911	67,011
Deferred tax liability	795,080	782,239	790,498	794,118	789,991
Other liabilities	91,852	164,754	260,747	312,465	247,353
Total liabilities	3,731,698	3,898,240	3,960,709	4,080,863	4,217,545
Net assets					
Net assets	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937
Accumulated funds	3,847,924	3,996,001	4,029,718	4,027,751	4,651,178
Asset revaluation surplus	7,361,795	7,042,140	7,069,759	7,047,759	7,025,759
Net worth	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937
Net financial worth	(2,382,175)	(2,414,693)	(2,562,555)	(2,656,169)	(2,848,379)
Net debt	2,072,724	1,896,515	1,943,518	2,006,485	2,282,243

Table 21: Australian Capital Territory Public Trading Enterprises – Statement of Changes in Equity (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Opening equity					
Opening accumulated funds	3,720,711	3,868,361	3,996,001	4,029,718	4,027,751
Opening asset revaluation surplus	7,390,093	7,077,036	7,042,140	7,069,759	7,047,759
Opening balance	11,110,804	10,945,397	11,038,141	11,099,477	11,075,510
Comprehensive income					
<i>Included in accumulated funds:</i>					
Operating result for the period	28,091	29,202	100,664	210,084	132,170
Other movements	(369)	0	0	0	0
<i>Included in the asset revaluation surplus:</i>					
Increase in asset revaluation reserve surplus	6,598	0	49,619	0	0
Total comprehensive result	34,320	29,202	150,283	210,084	132,170
Other					
Transfer to accumulated funds	34,896	34,896	22,000	22,000	22,000
Transfer (from) the asset revaluation surplus	(34,896)	(34,896)	(22,000)	(22,000)	(22,000)
Total other	0	0	0	0	0
Transactions involving owners affecting accumulated funds					
Capital injections	237,464	237,464	157,175	125,000	92,514
Transfer of assets from the General Government Sector	13,316	13,316	0	0	654,970
Dividends approved	(186,185)	(187,238)	(246,122)	(359,051)	(278,227)
Total transactions involving owners affecting accumulated funds	64,595	63,542	(88,947)	(234,051)	469,257
Closing equity					
Closing accumulated funds	3,847,924	3,996,001	4,029,718	4,027,751	4,651,178
Closing asset revaluation surplus	7,361,795	7,042,140	7,069,759	7,047,759	7,025,759
Closing balance	11,209,719	11,038,141	11,099,477	11,075,510	11,676,937

Table 22: Australian Capital Territory Public Trading Enterprises – Statement of Cash Flows (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Cash flows from operating activities					
Cash receipts					
Sales of goods and services from contracts with customers	893,848	895,547	1,108,878	1,277,432	1,217,232
Grants and contributions	335,467	337,831	335,722	332,978	350,994
Interest receipts	9,882	9,882	5,778	5,396	6,029
Other receipts	115,837	115,837	131,467	135,423	129,067
Total receipts from operating activities	1,355,034	1,359,097	1,581,845	1,751,229	1,703,322
Cash payments					
Payments for employees	(278,585)	(278,585)	(286,849)	(291,219)	(296,754)
Payments for goods and services	(321,480)	(323,413)	(277,834)	(263,791)	(265,744)
Grants/subsidies paid	(41,958)	(41,958)	(36,413)	(35,465)	(36,185)
Borrowing costs	(82,840)	(82,840)	(84,656)	(81,015)	(92,540)
Other payments	(395,441)	(395,872)	(517,700)	(489,385)	(468,386)
Total payments from operating activities	(1,120,304)	(1,122,668)	(1,203,452)	(1,160,875)	(1,159,609)
Net cash inflows from operating activities	234,730	236,429	378,393	590,354	543,713
Cash flows from investing activities					
Cash flows from investments in non-financial assets					
Sales of non-financial assets	33,152	33,152	44,400	5,550	0
Payments for non-financial assets	(295,220)	(295,220)	(408,843)	(340,029)	(308,978)
Net cash (outflows) from investments in non-financial assets	(262,068)	(262,068)	(364,443)	(334,479)	(308,978)
Cash flows from investments in financial assets for policy purposes					
Cash receipts					
Capital receipts from government agencies	237,464	237,464	157,175	125,000	92,514
Total receipts from investments in financial assets for policy purposes	237,464	237,464	157,175	125,000	92,514
Cash payments					
Dividends (market gains on land sales)	(75,798)	(76,911)	(13,300)	(47,992)	(15,320)
Total payments from investments in financial assets for policy purposes	(75,798)	(76,911)	(13,300)	(47,992)	(15,320)
Net cash inflows from investments in financial assets for policy purposes	161,666	160,553	143,875	77,008	77,194
Cash flows from investments in financial assets for liquidity purposes					

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Sales of investments	3,839	3,839	2,736	2,742	2,752
Purchase of investments	(3,646)	(3,646)	(2,538)	(2,538)	(2,548)
Net cash inflows from investments in financial assets for liquidity purposes	193	193	198	204	204
Net cash (outflows) from investing activities	(100,209)	(101,322)	(220,370)	(257,267)	(231,580)
Cash flows from financing activities					
Cash receipts					
Advances received	39,815	39,815	189,836	100,857	711,857
Total receipts from financing activities	39,815	39,815	189,836	100,857	711,857
Cash payments					
Advances paid	(23,255)	(23,255)	(252,788)	(31,628)	(589,611)
Dividends paid	(125,233)	(124,120)	(125,260)	(255,369)	(326,075)
Repayments of lease liabilities – principal	(6,307)	(6,307)	(6,742)	(6,823)	(11,075)
Other financing	(58,243)	(58,695)	(56,635)	(113,963)	(155,532)
Total payments from financing activities	(213,038)	(212,377)	(441,425)	(407,783)	(1,082,293)
Net cash outflows from financing activities	(173,223)	(172,562)	(251,589)	(306,926)	(370,436)
Net increase/(decrease) in cash and cash equivalents	(38,702)	(37,455)	(93,566)	26,161	(58,303)
Cash and cash equivalents at the beginning of reporting period	289,439	455,414	417,959	324,393	350,554
Cash and cash equivalents at the end of reporting period	250,737	417,959	324,393	350,554	292,251
Key fiscal aggregates					
Net cash from operating activities	234,730	236,429	378,393	590,354	543,713
Net cash flows from investment in non-financial assets	(262,068)	(262,068)	(364,443)	(334,479)	(308,978)
Distributions paid	(183,476)	(182,815)	(181,895)	(369,332)	(481,607)
Cash deficit (-)	(210,814)	(208,454)	(167,945)	(113,457)	(246,872)

Note: A positive number denotes a cash inflow, a negative sign denotes a cash outflow

Appendix F – Financial statements – Total Territory

Table 23: Australian Capital Territory Consolidated Total Territory – Operating Statement (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Revenue					
Taxation revenue	2,704,061	2,704,061	2,902,363	3,093,586	3,284,666
Commonwealth grants	3,641,719	3,623,811	3,678,441	3,859,025	4,056,369
Sales of goods and services					
Revenue from associates and joint ventures	57,699	57,699	83,009	78,016	78,460
Other sales of goods and services from contracts with customers	1,102,933	1,108,589	1,166,388	1,221,039	1,272,949
Investment revenue	177,919	180,867	194,953	209,971	226,079
Interest revenue	206,870	207,789	176,078	198,290	268,408
Other revenue					
Land revenue (value add component)	294,587	294,663	525,819	458,422	526,242
Other revenue	277,218	283,089	332,441	357,997	373,126
Gains from contributed assets	138,424	138,405	156,718	131,752	136,362
Total revenue	8,601,430	8,598,973	9,216,210	9,608,098	10,222,661
Expenses					
Employee expenses	3,552,490	3,553,069	3,591,185	3,683,553	3,793,502
Superannuation expenses					
Superannuation interest cost	500,435	493,924	511,528	521,528	530,393
Other superannuation expenses	520,017	530,840	530,649	533,112	534,264
Depreciation and amortisation	825,958	824,936	848,609	867,480	887,932
Interest expenses	532,871	528,800	601,232	710,010	826,516
Other operating expenses					
Supplies and services	1,897,320	1,898,330	1,950,649	1,994,397	2,050,575
Other operating expenses	508,724	509,706	509,620	512,438	626,462
Grants and purchased services	1,297,791	1,310,943	1,224,205	1,244,171	1,252,484
Total expenses	9,635,606	9,650,548	9,767,677	10,066,689	10,502,128
UPF Net operating balance	(1,034,176)	(1,051,575)	(551,467)	(458,591)	(279,467)
Other economic flows – included in the Operating Statement					
Land revenue (market gains on land sales)	113,149	114,772	19,300	69,401	24,250
Net land revenue (undeveloped land value)	6,707	6,707	8,416	8,124	3,363
Net gain/(loss) on sale/(disposal) of non-financial assets	(12,863)	(15,022)	3,976	(12,538)	(14,320)
Net gain on financial assets or liabilities at fair value	237,550	241,567	260,028	279,818	301,085
Doubtful debts	(14,791)	(15,191)	(15,468)	(15,566)	(15,647)
Operating result	(704,424)	(718,742)	(275,215)	(129,352)	19,264

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Other economic flows – other comprehensive income					
Items that will not be subsequently reclassified to Operating Statement					
Capital distributions	(166)	0	0	0	0
Superannuation actuarial gain	0	451,346	0	0	0
Other movements	(320)	49	42	41	41
Increase/(decrease) in the asset revaluation surplus	(59,194)	6,915	85,550	196,170	69,436
Total comprehensive result	(764,104)	(260,432)	(189,623)	66,859	88,741
Key fiscal aggregates					
UPF net operating balance	(1,034,176)	(1,051,575)	(551,467)	(458,591)	(279,467)
less Net acquisition of non-financial assets					
Payments for non-financial assets	1,362,362	1,361,845	1,511,737	1,501,345	1,440,510
Sales of non-financial assets	(66,201)	(66,201)	(89,152)	(32,003)	(28,398)
Change in inventories	68,643	68,828	30,375	(24,533)	5,983
Depreciation and amortisation	(825,958)	(824,936)	(848,609)	(867,480)	(887,932)
Other movements in non-financial assets	7,938	7,938	58,273	38,472	57,717
<i>Total net acquisition of non-financial assets</i>	<i>546,784</i>	<i>547,474</i>	<i>662,624</i>	<i>615,801</i>	<i>587,880</i>
Net borrowing	(1,580,960)	(1,599,049)	(1,214,091)	(1,074,392)	(867,347)

GOVERNMENT FISCAL MEASURE					
– OPERATING SURPLUS/(DEFICIT)					
UPF Net Operating Balance	(1,034,176)	(1,051,575)	(551,467)	(458,591)	(279,467)
Superannuation return adjustment	230,927	235,980	252,609	271,581	291,979
HEADLINE NET OPERATING BALANCE	(803,249)	(815,595)	(298,858)	(187,010)	12,512

Table 24: Australian Capital Territory Consolidated Total Territory – Balance Sheet (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Financial assets					
Cash and deposits	2,615,435	2,764,906	2,254,143	3,700,920	3,341,436
Advances paid	191,258	199,146	220,091	197,477	173,610
Investments and loans	7,294,515	7,478,341	8,049,781	8,661,982	9,317,554
Receivables	816,687	855,262	893,698	994,717	1,067,175
Equity investments	1,018,814	961,723	961,732	964,247	969,707
Total financial assets	11,936,709	12,259,378	12,379,445	14,519,343	14,869,482
Non-financial assets					
Produced assets					
Property, plant and equipment	21,192,287	23,548,284	24,214,563	24,440,577	25,532,283
Investment properties	28,969	29,065	29,007	28,994	28,981
Intangibles	331,853	295,831	268,240	232,106	187,147
Inventories	633,961	642,860	673,235	648,702	654,685
Assets held for sale	17,005	21,594	8,714	7,504	7,504
Capital works-in-progress	2,277,546	1,885,667	2,287,744	3,095,505	2,743,285
Non-produced assets					
Property, plant and equipment	10,995,727	10,861,375	10,946,063	11,020,630	11,067,796
Biological assets	42,990	48,830	48,830	48,830	48,830
Other non-financial assets	6,899	6,435	6,435	6,435	6,435
Total non-financial assets	35,527,237	37,339,941	38,482,831	39,529,283	40,276,946
Total assets	47,463,946	49,599,319	50,862,276	54,048,626	55,146,428
Liabilities					
Advances received	64,947	64,972	56,763	48,620	41,245
Borrowings					
Finance leases	1,035,733	1,028,582	989,300	949,328	900,845
Other borrowings	13,462,485	13,459,830	14,725,967	17,650,497	18,401,040
Superannuation	10,295,159	10,295,081	10,515,951	10,713,456	10,887,662
Employee benefits	1,207,494	1,283,831	1,337,243	1,390,458	1,446,958
Other provisions	1,384,574	1,536,822	1,484,413	1,462,321	1,526,730
Payables	440,415	491,397	502,760	516,497	535,047
Contract liabilities	85,413	86,753	87,447	88,154	88,861
Other liabilities	11,125	20,051	20,055	20,059	20,063
Total liabilities	27,987,345	28,267,319	29,719,899	32,839,390	33,848,451
Net assets	19,476,601	21,332,000	21,142,377	21,209,236	21,297,977
Accumulated funds	3,025,020	3,194,329	2,949,663	2,851,545	2,992,197
Asset revaluation surplus	16,450,351	18,136,441	18,191,484	18,356,461	18,304,550
Other reserves	1,230	1,230	1,230	1,230	1,230
Net worth	19,476,601	21,332,000	21,142,377	21,209,236	21,297,977
Net financial worth	(16,050,636)	(16,007,941)	(17,340,454)	(18,320,047)	(18,978,969)
Net financial liabilities	17,069,450	16,969,664	18,302,186	19,284,294	19,948,676
Net debt (excluding superannuation related investments)	10,942,725	10,690,452	12,318,255	13,685,933	14,675,653

Table 25: Australian Capital Territory Consolidated Total Territory – Statement of Changes in Equity (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Opening equity					
Opening accumulated funds	3,685,018	3,416,764	3,194,329	2,949,663	2,851,545
Opening asset revaluation surplus	16,554,457	18,174,438	18,136,441	18,191,484	18,356,461
Opening other reserves	1,230	1,230	1,230	1,230	1,230
Opening balance	20,240,705	21,592,432	21,332,000	21,142,377	21,209,236
Comprehensive income					
<i>Included in accumulated funds:</i>					
Operating result for the period	(704,424)	(718,742)	(275,215)	(129,352)	19,264
Capital distributions to government	(166)	0	0	0	0
Superannuation actuarial gain	0	451,346	0	0	0
Other movements	(320)	49	42	41	41
<i>Included in the asset revaluation surplus:</i>					
Increase/(decrease) in the asset revaluation reserve surplus	(59,194)	6,915	85,550	196,170	69,436
Total comprehensive result	(764,104)	(260,432)	(189,623)	66,859	88,741
Other					
Transfer to accumulated funds	44,912	44,912	30,507	31,193	121,347
Transfer (from) the asset revaluation surplus	(44,912)	(44,912)	(30,507)	(31,193)	(121,347)
Total other	0	0	0	0	0
Closing equity					
Closing accumulated funds	3,025,020	3,194,329	2,949,663	2,851,545	2,992,197
Closing asset revaluation surplus	16,450,351	18,136,441	18,191,484	18,356,461	18,304,550
Closing other reserves	1,230	1,230	1,230	1,230	1,230
Closing balance	19,476,601	21,332,000	21,142,377	21,209,236	21,297,977

Table 26: Australian Capital Territory Consolidated Total Territory – Statement of Cash Flows (\$'000)

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Cash flows from operating activities					
Cash receipts					
Taxes received	2,651,401	2,651,401	2,853,811	3,069,125	3,259,810
Sales of goods and services from contracts with customers	1,463,683	1,471,038	1,678,518	1,727,979	1,795,623
Grants and contributions	3,686,510	3,668,602	3,723,088	3,904,204	4,102,835
Investment receipts	177,919	180,867	194,953	209,971	226,079
Interest receipts	191,669	194,336	162,186	187,797	258,979
Other receipts	517,859	524,117	587,672	612,198	618,993
Total receipts from operating activities	8,689,041	8,690,361	9,200,228	9,711,274	10,262,319
Cash payments					
Payments for employees	(4,340,539)	(4,341,195)	(4,400,727)	(4,527,945)	(4,664,790)
Payments for goods and services	(1,916,507)	(1,917,151)	(1,934,429)	(1,956,675)	(1,997,158)
Grants/subsidies paid	(1,158,967)	(1,172,119)	(1,129,571)	(1,154,061)	(1,177,006)
Borrowing costs	(486,455)	(482,304)	(540,213)	(640,872)	(793,352)
Other payments	(713,281)	(715,391)	(897,316)	(846,786)	(834,252)
Total payments from operating activities	(8,615,749)	(8,628,160)	(8,902,256)	(9,126,339)	(9,466,558)
Net cash inflows from operating activities	73,292	62,201	297,972	584,935	795,761
Cash flows from investing activities					
Cash flows from investments in non-financial assets					
Sales of non-financial assets	66,201	66,201	89,152	32,003	28,398
Payments for non-financial assets	(1,362,362)	(1,361,845)	(1,511,737)	(1,501,345)	(1,440,510)
Net outflows from investments in non-financial assets	(1,296,161)	(1,295,644)	(1,422,585)	(1,469,342)	(1,412,112)
Cash flows from investments in financial assets for policy purposes					
Cash receipts					
Repayment of loans	25,004	25,004	29,471	32,617	32,871
Total receipts from investments in financial assets for policy purposes	25,004	25,004	29,471	32,617	32,871
Cash payments					
Issue of loans	(102,027)	(102,027)	(50,514)	0	0
Total payments from investments in financial assets for policy purposes	(102,027)	(102,027)	(50,514)	0	0
Net cash inflows/(outflows) from investments in financial assets for policy purposes	(77,023)	(77,023)	(21,043)	32,617	32,871

	2024-25 Budget	2024-25 Revised Estimate	2025-26 Revised Estimate	2026-27 Revised Estimate	2027-28 Revised Estimate
Cash flows from investments in financial assets for liquidity purposes					
Sales of investments	36,821	36,821	38,737	42,755	59,219
Payments for investments	(345,284)	(355,627)	(362,785)	(439,288)	(480,152)
Net cash (outflows) from investments in financial assets for liquidity purposes	(308,463)	(318,806)	(324,048)	(396,533)	(420,933)
Net cash (outflows) from investing activities	(1,681,647)	(1,691,473)	(1,767,676)	(1,833,258)	(1,800,174)
Cash flows from financing cash activities					
Cash receipts					
Borrowings	1,249,838	1,614,729	1,158,840	2,796,956	1,326,985
Total receipts from financing activities	1,249,838	1,614,729	1,158,840	2,796,956	1,326,985
Cash payments					
Borrowings	(43,019)	(42,998)	(145,629)	(46,469)	(620,044)
Repayment of lease liabilities – principal	(60,585)	(60,585)	(53,627)	(54,738)	(61,351)
Total payments from financing activities	(103,604)	(103,583)	(199,256)	(101,207)	(681,395)
Net cash inflows from financing activities	1,146,234	1,511,146	959,584	2,695,749	645,590
Net increase/(decrease) in cash and cash equivalents	(462,121)	(118,126)	(510,120)	1,447,426	(358,823)
Cash and cash equivalents at the beginning of reporting period	3,094,177	2,964,679	2,846,553	2,336,433	3,783,859
Cash and cash equivalents at the end of reporting period	2,632,056	2,846,553	2,336,433	3,783,859	3,425,036
Key fiscal aggregates					
Net cash from operating activities	73,292	62,201	297,972	584,935	795,761
Investments in non-financial assets	(1,296,161)	(1,295,644)	(1,422,585)	(1,469,342)	(1,412,112)
Cash deficit (-)	(1,222,869)	(1,233,443)	(1,124,613)	(884,407)	(616,351)

