

B.20 SOI (2008)

GOVERNMENT
SUPERANNUATION FUND
AUTHORITY

STATEMENT OF INTENT
FOR THE YEAR COMMENCING
1ST JULY 2008

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SUPERANNUATION FUND
AUTHORITY

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1. STATEMENT FROM THE BOARD



The Authority's Statement of Intent (**SOI**) for the year commencing 1 July 2008 is prepared pursuant to Part 4 of the Crown Entities Act 2004 (**Crown Entities Act**). The Crown Entities Act requires the Government Superannuation Fund Authority (**the Authority**) to prepare a SOI each year. In addition, section 15N of the Government Superannuation Fund Act 1956 (**the Act**) requires the Authority to include in its SOI specific comments on the expected performance of the assets of the Government Superannuation Fund (**GSF, the Fund**) and the GSF Schemes (**the Schemes**) over the next financial year, as well as the risks to that performance and the steps being taken to manage those risks.

The Authority's mission is to use best practice to manage the Fund and administer the Schemes with the prime objectives of enabling -

- returns to be maximised without undue risk to the Fund;
- the Crown's contribution to GSF to be minimised; and
- the needs and reasonable expectations of its stakeholders to be met.

The Authority seeks to achieve its mission through:

- setting an Investment Strategy for the Fund that will deliver returns significantly in excess of the after tax returns from New Zealand Government bonds; and
- ensuring sustainable, cost effective management of the Schemes to enable accurate assessment, payment and reporting of members' entitlements.

From the establishment of the Authority in 2001 to 30 June 2007, the Investment Strategy delivered an annualised return after tax which exceeded the Investment Performance Measure (**IPM**) set by the Board (see page 7). Since June 2007, returns from investment markets have declined following the liquidity and credit crises that developed from the collapse of the sub prime mortgage market in the United States. As a result the Fund's annualised return since inception has fallen below the IPM in the 2008 financial year.

It is important to emphasise that the Authority takes a long term view of its Investment Strategy and that the investment performance of the Fund is measured over rolling ten year periods. The Authority believes the Investment Strategy remains appropriate and that the IPM will be achieved.

The 2007 SOI noted key tasks at that time were implementing a revised Investment Strategy and reviewing the custodial management of the Fund's assets to ensure they reflect best practice and are value for money. Monitoring and refining the revised Investment Strategy are key tasks in 2008. The review of the custodial arrangements is complete and confirms the arrangements are best practice and value for money. The review has resulted in a number of service improvements and enhancements.

Key tasks for the Authority over the next **three** years, that will contribute towards our mission and objectives, include:

- keeping under review the Fund's Investment Strategy and the key investment and taxation assumptions, to ensure it remains efficient and consistent with the Investment Objective (see page 7);
- continuing to diversify the Fund's exposures to broad classes of market risk to improve the returns, or reduce the investment risk, of the Fund;
- identifying potential sources of additional return through active management strategies and, if appropriate, implementing these to improve the Fund's performance;
- ensuring investment managers' ongoing suitability through careful selection, monitoring and assessment;
- reviewing the Authority's investments against the Board's Policies, Standards and Procedures for avoiding prejudice to New Zealand's reputation as a responsible member of the world community;
- developing and implementing strategies that will contribute to meeting the aspirational principles of the United Nations Principles for Responsible Investment (**UNPRI**) in a cost effective way and where supported by a robust investment case;
- completing the documentation of the requirements of the Business System, used for administering the Schemes, and carrying out a tender for the development of a new system;
- considering the tenders received for the development of a new administration system and deciding whether to proceed with the development;
- monitoring the administration of the Schemes by the scheme administrator to ensure contributions are collected and entitlements are paid accurately, in a cost effective and timely manner, and service levels are met; and
- providing sufficient funding to the scheme administrator to ensure all entitlement payments are able to be made as they become due.

For readers who are interested to learn about the Authority, its policies and operations, we invite you to visit our website at www.gsfa.govt.nz



Tim McGuinness
Chairman



David May
Deputy Chairman

2. THE AUTHORITY



OPERATING ENVIRONMENT

(section 141 (1)(a) of the Crown Entities Act)

This section provides an overview of the Authority.

The Authority was established in 2001 to manage and administer the assets of the Fund and the Schemes in accordance with the Act. The Authority became an autonomous Crown entity under the Crown Entities Act.

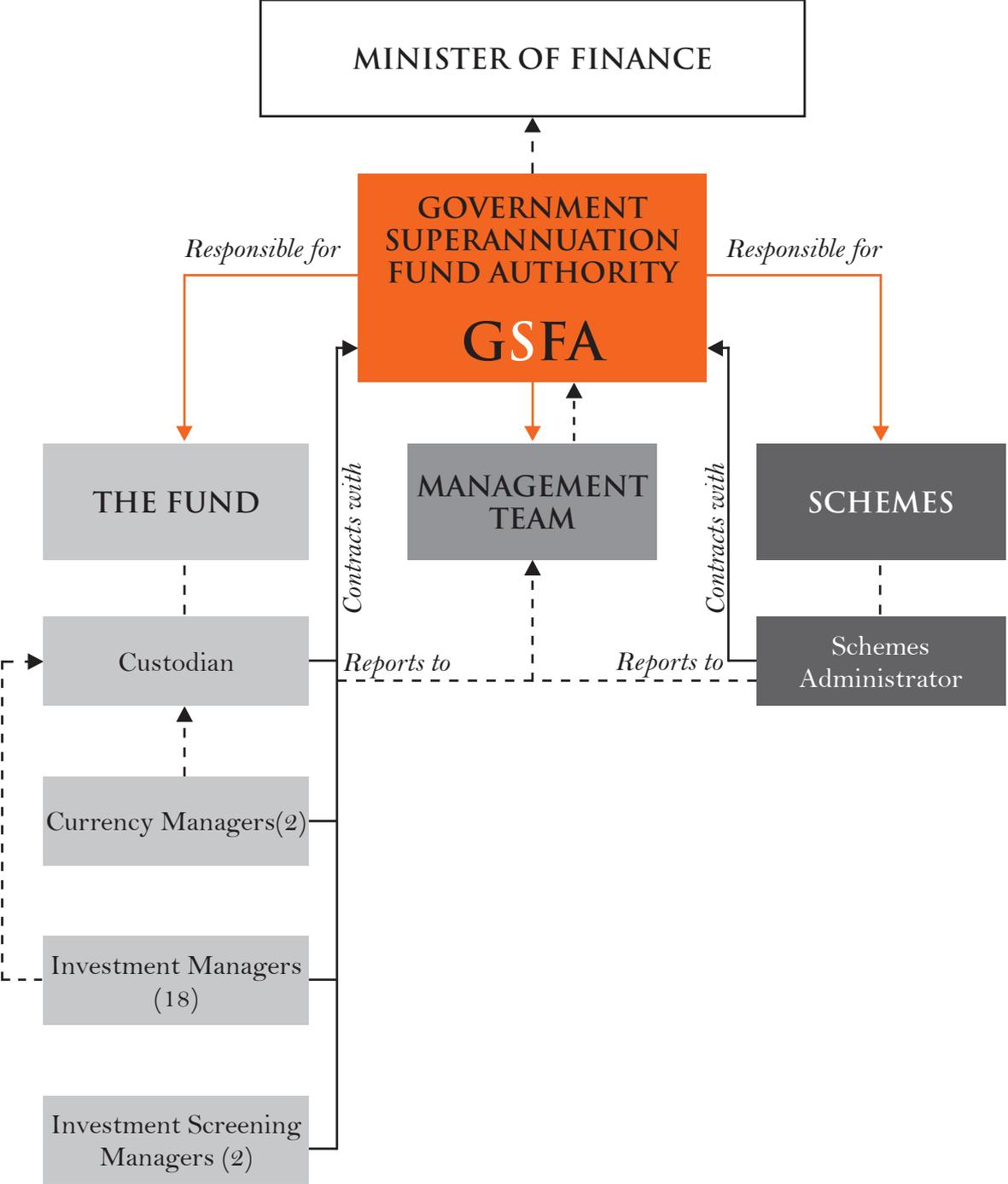
A Board, established by the Act, is the governing body of the Authority and determines the business of the Authority, either directly or by delegation.

Prior to the establishment of the Authority, the Fund was invested entirely in New Zealand fixed interest securities and investment performance was measured against the NZX New Zealand Government Stock Gross Return Index. This investment strategy resulted in lower expected returns over the long term than if the Fund had been invested in a more diversified portfolio. This meant that the Crown needed to make greater contributions to GSF at that time to fund the entitlements payable to members. While the investment earnings of the Fund do not impact on value of member entitlements, they do impact on the amount of the Crown's contribution.

To help minimise the Crown's contribution to GSF (and ultimately contribute to improving the Crown's overall economic position), the Authority developed a new Investment Strategy, based on investing the assets of the Fund in a diversified portfolio of investment assets and investment management techniques.

The Authority has adopted an outsourced model for the key activities of scheme administration and investment management (including custody of the Fund's assets). The organisational structure is set out in Diagram 1. Further information on organisational structure is set out on page 19.

Diagram 1: Structure of the Government Superannuation Fund Authority and its operations



NATURE AND SCOPE OF FUNCTIONS

(section 141(1)(b) of the Crown Entities Act)

The Authority's functions, as set out in section 15D of the Act, are to manage and administer the assets of the Fund and the Schemes, in accordance with the Act. All decisions relating to the business of the Authority are made under the authority of the Board, in accordance with section 25 of the Crown Entities Act.

The Minister of Finance has the power to add to the Authority's functions and may direct the Authority to have regard to Government policy relating to its objectives and activities. The Minister may also direct the Authority in investing the Fund to meet the Government's expectations as to the Fund's performance, including the Government's expectations for risk and return, or not to invest in a specified investment or class of investments to which the Crown already has a direct or indirect exposure, for the purpose of limiting that exposure. No directions have been received from the Minister in terms of these powers.

The key activities of the Authority fall into the following two broad categories:

Investment

- management of the GSF assets (the Fund).

Schemes

- management and administration of the Schemes, including the agreement between the Authority and the scheme administrator; and
- interpretation of the provisions in the Act and exercising discretionary powers (set out in the Act).

Detail on the performance expectations against these activities can be found on pages 6–13 (Investment) and 14–17 (Schemes).

OBJECTIVES AND STRATEGY

(section 141(1)(c) and (d) of the Crown Entities Act)

The Authority contributes to an improvement in the Crown's overall economic position through careful management of the assets of the Fund. The Authority does this by implementing an Investment Strategy designed to deliver returns significantly in excess of the after tax returns from New Zealand Government bonds over time (a proxy for the rate at which the Government could otherwise borrow money to pay entitlements).

The Authority's responsibilities with respect to investment of the Fund, as per section 15J(2) of the Act, are to:

"... invest the Fund on a prudent, commercial basis and, in doing so, must manage and administer the Fund in a manner consistent with -

- a. best practice portfolio management; and*
- b. maximising return without undue risk to the Fund as a whole; and*
- c. avoiding prejudice to New Zealand's reputation as a responsible member of the world community."*

BEST PRACTICE PORTFOLIO MANAGEMENT

The Authority's mission is to use best practice to manage the Fund. Best practice includes the development of a set of Investment Beliefs, meeting certain operational principles and maintaining and adhering to investment policies, standards and procedures.

To provide a robust conceptual foundation for its Investment Strategy, and to communicate shared values about investment, the Authority has agreed a set of Investment Beliefs, summarised below:

- higher returns are generally associated with higher risks;
- setting the Strategic Asset Allocation is the most important investment decision;
- diversification reduces risk;
- market timing is not a reliable source of return because of the short term unpredictability of returns;
- nevertheless, account should be taken of unusual asset price behaviour;
- control of costs is important; and
- markets vary in their efficiency, and market inefficiencies offer skilful managers the opportunity to add value.

The Authority seeks to meet the following operational principles:

- implement the Investment Strategy efficiently;
- maintain a governance model that reflects clear responsibilities and promotes accountability;
- report clearly and communicate effectively with the Fund's stakeholders; and
- access advice, experience and guidance from a wide group of superannuation and investment peer funds and experts.

Under the Act, the Authority must establish, and adhere to, investment policies, standards, and procedures for the Fund that are consistent with its duty to invest the Fund on a prudent, commercial basis, in accordance with section 15J. In addition, the Authority must review those investment policies, standards, and procedures at least annually.

In line with these requirements the Authority has prepared a Statement of Policies, Standards and Procedures (**SIPSP**), which is reviewed and updated at least annually. The current version of the SIPSP is included on the Authority's website, www.gsfa.govt.nz

MAXIMISING RETURN WITHOUT UNDUE RISK TO THE FUND AS A WHOLE

Investment Objective

The Authority's investment objective is to minimise the Crown's contribution to GSF by maximising the return on the assets of the Fund over the long term without undue risk to the Fund, within a best practice framework.

In seeking to achieve this objective over the longer term, the Authority defines a level of investment risk the Fund can accept that is consistent with the expectation of excess return over New Zealand Government bonds. The Risk Parameter defines this level of risk.

Risk Parameter

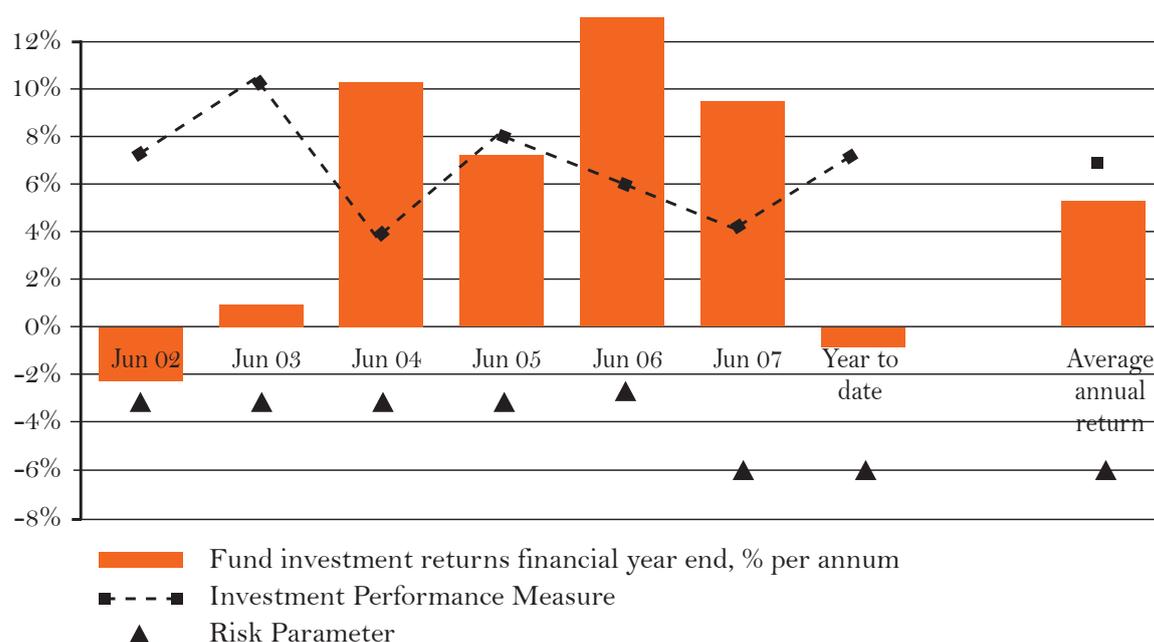
The current Risk Parameter, adopted in May 2007, is *to have no more than a one in ten chance in any one year of a loss after tax greater than 6% of the total Fund.*

Investment Performance Measure (IPM)

The Authority considers that the Risk Parameter is consistent with an expected after tax return equivalent to the NZX New Zealand Government Stock Gross Return Index (after tax), plus 2.5% per annum, measured over rolling 10 year periods.

The Fund's performance is assessed by comparing its investment return with the IPM and the Risk Parameter as illustrated in Graph 1 on page 8.

Graph 1: After tax returns compared with the Investment Performance Measure and Risk Parameter



Graph 1 illustrates the Fund's after tax returns for each year (the orange bars) and compares these returns to the IPM (the dotted line). The grey triangles represent the Risk Parameter (from 1 May 2007, no more than a one in ten chance in any one year of a loss after tax greater than 6% of the total Fund).

From the establishment of the Authority in 2001 to 30 June 2007 the Investment Strategy delivered an annualised return after tax which exceeded the IPM. Since June 2007 returns from investment markets have declined following the liquidity and credit crises that developed from the collapse of the sub prime mortgage market in the United States. As a result the Fund's annualised return since inception has fallen below the IPM in the current financial year.

It is important to emphasise that the Authority takes a long term view of its Investment Strategy and the IPM is measured over rolling ten year periods. The Authority believes the Investment Strategy remains appropriate and that the IPM will be achieved.

Investment Strategy

The Investment Strategy is to develop, implement and maintain a diversified, efficient investment portfolio that will meet the Investment Objective. The Investment Strategy is implemented by allocating the Fund's assets to broad categories of market risk (the Strategic Asset Allocation or SAA).

The Investment Strategy is reviewed regularly and changes are made as appropriate.

This involves ensuring:

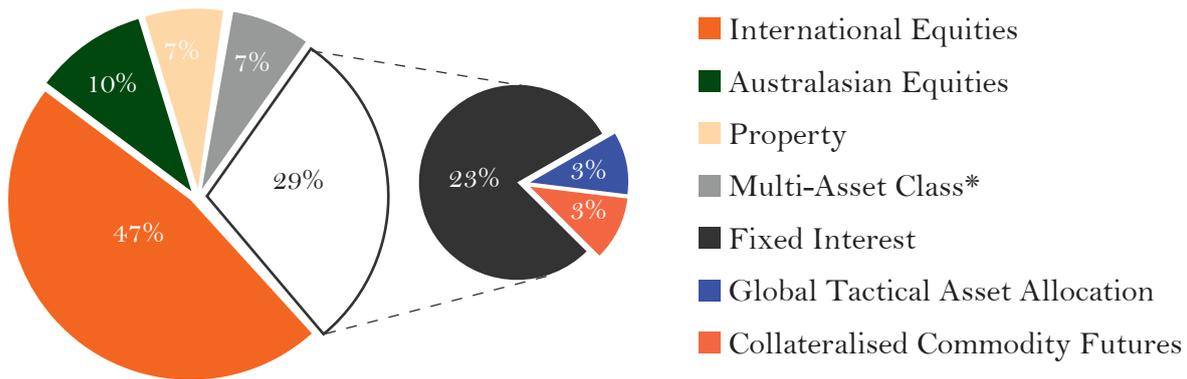
- the key investment and taxation assumptions used in developing the SAA remain reasonable and appropriate;
- the Investment Strategy continues to meet the IPM, the Risk Parameter and the requirements of the Act; and
- the Investment Strategy is consistent with the Authority's Investment Beliefs. .

In addition, the Authority reviews investment markets regularly to determine whether asset classes should be added to or removed from the SAA and whether the composition and style of management of the asset classes within the SAA should be changed.

Last year, in response to changes to taxation of the Fund, the Board revised its Investment Strategy and accepted a slightly higher Risk Parameter to enable the existing IPM to be maintained. The Board adopted a target SAA which is consistent with a risk level of 9.1% per annum after tax (and with the revised Risk Parameter). The risk level is a measure of the volatility of the Investment Strategy.

The SAA and the corresponding risk allocation are illustrated in Graphs 2 and 3 below.

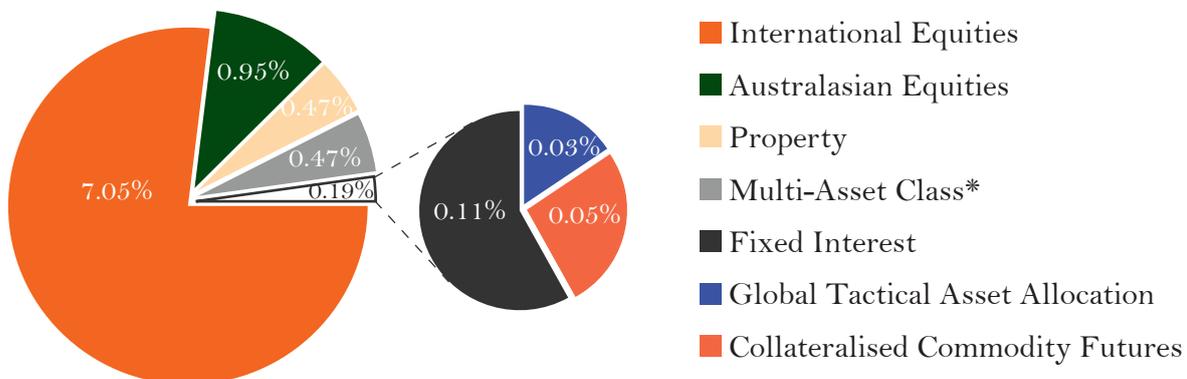
Graph 2: Strategic Asset Allocation as at 30 June 2008



Graph 2 illustrates how the Fund's assets are invested (by percentage of the total Fund - for example 47% of the Fund's assets are invested in International Equities).

*Multi Asset Class is a diversified portfolio comprising Private Equity, Real Estate, Absolute Return Strategies and conventional equities.

Graph 3: Actual Risk Allocation as at 30 June 2008



Graph 3 illustrates the distribution of total investment risk (9.1%) across each of the asset classes. Because each asset class has different risk (and return) expectations, the allocation of risk is not proportionate to the asset allocation. The Authority manages total portfolio risk and the allocation of risk between the various asset classes.

AVOIDING PREJUDICE TO NEW ZEALAND'S REPUTATION AS A RESPONSIBLE MEMBER OF THE WORLD COMMUNITY

The Authority is a signatory to the UNPRI. Where they are consistent with each signatory's fiduciary duties, signatories seek to address six aspirational principles:

1. We will incorporate environmental, social and governance issues into investment analysis and decision making processes.
2. We will be active owners and incorporate environmental, social and governance issues into our ownership policies and practices.
3. We will seek appropriate disclosure on environmental, social and governance issues by the entities in which we invest.
4. We will promote acceptance and implementation of the UNPRI within the investment industry.
5. We will work together to enhance our effectiveness in implementing the UNPRI.
6. We will each report on our activities and progress towards implementing the UNPRI.

Signatories to the UNPRI accept that they have a duty to act in the best long term interests of their funds and that environmental, social and governance issues can affect the performance of investment portfolios (to varying degrees across companies, sectors, regions, asset classes and through time).

These aspirational principles will form the framework for integrating governance, social and environmental issues into the Authority's investment process, where this is supported by a robust investment case.

FORECAST SERVICE PERFORMANCE FOR 2008/2009

(section 142(1)(b) of the Crown Entities Act)

Investment Performance Expectations for 2008/2009

A key measure of the Authority's success in managing the GSF assets is the Fund's financial performance over the long term. The Fund is expected to exist for at least 60 years and, for this reason, the Authority's Investment Strategy is based on maximising returns, without undue risk, over the long term.

Section 15N of the Act, however, requires the Board to set out its expectations for the performance of the Fund over the 2008/2009 financial year in sufficient detail to enable meaningful assessment against those expectations at the end of the financial year.

The Board's forecast is for a surplus after tax from investment activities of \$255.1 million for the Fund for the 2008/2009 year. This represents a forecast return of 7.1% after tax (equivalent to the assumed return on the NZX New Zealand Government Stock Gross Return Index (after tax) of 4.2% per annum for the same period, plus 2.9%) and exceeds the IPM.

The volatility of investment markets means that the forecast increase in assets from investing activities, included in the Forecast Income Statement, is inherently uncertain over short term periods. Greater volatility and uncertainty exists about returns over 1 year than 10 year periods. As a result, returns in any particular year are not necessarily indicative of the long term investment performance of the Fund. Actual returns from each asset class in the year may vary significantly from the long term return assumptions.

Significant Assumptions used in the Forecast of the Fund

Significant assumptions used in the forecast are listed below:

- the forecast depends on assumptions with respect to the after tax returns from each major asset class in the SAA (see Table 1):

Table 1: Expected after tax returns

Asset Class	After Tax Return
International equities	7.4%
Australasian equities	9.0%
Property	7.0%
Multi - Asset Class	8.0%
Fixed interest	4.2%
Global Tactical Asset Allocation (GTAA)	11.5%
Collateralised Commodities Futures (CCFs)	5.5%
Hedge funds	6.0%

The expected after tax investment returns do not include any allowance for added value from active management for equities, property, fixed interest and CCFs (**other asset classes**). Expected after tax returns for GTAA and hedge funds are inclusive of the returns from active management.

The Authority seeks to add to the returns from the other asset classes by building a portfolio of diversified active management return streams. Active management of the other asset classes is expected to result in a slight reduction in investment risk and an increase in returns compared to the SAA. We expect active returns of approximately 0.80% per annum over the long term, after deducting active management fees.

The Board takes a conservative position in forecasting its expenses and budgets for the full payment of additional fees for active management, although a proportion of these fees are payable by the Authority only if the expected out performance is achieved. Investment management agreements detail return expectations and the corresponding methodology for calculating fees.

- currency hedging is in place for international equities, international property and international fixed interest. The forecast assumes no change in the value of the New Zealand dollar against other currencies.
- asset values as at 1 July 2008 are estimated using 31 May 2008 asset values and projected returns to 30 June 2008;
- taxation is summarised in the Table 2 below:
- entitlement payments out of the Fund of \$16 million per month.

Table 2: Expected Tax Impact

ASSET CLASS	TAX TREATMENT
International equities	Tax at 30% on 5% of the opening value of the Fund on a monthly basis, plus, in respect of “quick sales” during the year, taxation on the lesser of the gain on sale (including dividends) or 5% of cost.
New Zealand equities	0% on gains, and fully imputed dividends
Selected Australian equities	0% on gains, 30% on income
Fixed interest and derivatives (including currency hedging)	30% on gains and income

Other Investment Performance Measures and Standards

In addition to setting long term performance expectations, the Authority sets specific performance objectives. Achievement of these will assist the Authority maintain a diversified, efficient and well managed investment portfolio that will meet the Investment Objective.

Some performance objectives are perennial in nature, while others reflect specific Investment Strategy decisions and may be completed over a period beyond one year.

For the 2008/2009 year the Authority has identified the following performance standards and measures:

PERFORMANCE STANDARD	PERFORMANCE MEASURE
Maximise fund income without undue risk, by:	
Keeping under review the Fund's Investment Strategy and the key investment and taxation assumptions, to ensure the strategy remains efficient and consistent with the Investment Objective	At least an annual review will be carried out by the Board. Quarterly review by the Board of the fund performance against the IPM and Risk Parameter.
Continuing to assess diversification opportunities to broad classes of market risk.	Allocations to new asset classes may be made where this is likely to result in an increase in risk adjusted returns over the long term.
Identifying potential sources of additional return through active management strategies and, if appropriate, implementing these to improve the Fund's performance.	The introduction of active management strategies may be made where this is likely to result in an expected increase in risk adjusted returns over the long term.
Manage the investment processes in accordance with best practice portfolio management by:	
Developing and maintaining effective processes and tools to allocate Fund assets, allow for tax effects and monitor investment risks.	Quarterly reporting against the Risk Parameter and prior risk estimates.
Ensuring investment managers ongoing suitability through careful selection, monitoring and assessment.	Reviewing each investment manager at least annually for any material changes in business risk, investment professionals, investment process and costs.

PERFORMANCE STANDARD	PERFORMANCE MEASURE
Monitoring investment managers against their performance requirements, risk limits and compliance criteria, as specified in investment management agreements.	Managers' performance, including returns, are measured on a 3 year rolling returns basis and reviewed quarterly. Compliance certificates are received from investment managers and reviewed monthly.
Maintaining the safe custody of the Fund's assets, and monitoring the custodian's performance to ensure that the quality of service and the accuracy and timeliness of reports on the Fund are maintained.	The Custodian is required to: <ul style="list-style-type: none"> - settle all transactions and maintain the safe custody of GSF assets - prepare monthly accounting reports by the 7th business day following the end of the month, in compliance with New Zealand Financial Reporting Standards; - prepare investment manager reconciliation reports by 8th business day following the end of the month; and - prepare independent investment performance reports, by 14th business day following the end of the month.
Adhering to the Authority's SIPSP, and recording all amendments to its policies, standards and procedures in this document.	At least an annual review of the SIPSP and investment mandates and regular monitoring of the Authority's practices and policies in relation to the SIPSP.
Avoiding prejudice to New Zealand's reputation as a responsible member of the world community by:	
Implementing the Authority's Responsible Investment Policies.	Reviewing the Authority's investments against the provisions of the Responsible Investment section of the SIPSP and taking action as appropriate.
Developing and implementing strategies that will contribute to meeting the aspirational principles of the UNPRI in a cost effective way and where supported by a robust investment case.	Exercising voting rights, addressing responsible investment issues in policy statements and mandates, participating and supporting in platforms to share research and pool resources and developing a means for monitoring the capabilities of external investment managers.

BACKGROUND

The Schemes were established in 1948 to provide a way for public sector employees to save for their retirement.

The Schemes were closed to new members from 1 July 1992, except for people who were eligible for membership through their employment with certain Pacific Island governments. Membership was closed to these people in 1995.

There are seven Schemes:

- General
- Armed Forces
- Police
- Prison Officers
- Members of Parliament
- Masters
- Judges and Solicitor General

Each of the Schemes is registered as a superannuation scheme under the Superannuation Schemes Act 1989.

Currently the Schemes have just over 68,000 members, made up of around 21,000 contributors and deferred annuitants, and more than 47,000 annuitants. It is expected that entitlements will continue to be paid by the Fund for the next 60 years.

Contributors contribute a defined percentage of their salaries to the Fund on a regular basis. In return, they receive a retiring allowance based on average superable salary for the last five years of contributory service, years of service and age at retirement.

Certain non Crown employers contribute the balance of the accruing cost of their employees' retirement entitlements to the Fund.

The Crown, as an employer, meets its share of its employees' retirement entitlements as they fall due for payment. Thus, the Schemes are only partially funded, with the accumulated employee contributions, investment returns and employer contributions (from non Crown employers) being deemed by the Government Actuary to be sufficient to meet 26% of the entitlements at present (29% from 1 July 2008).

The actual and projected present values of the Unfunded Past Service Liabilities of the Fund have been calculated by the Government Actuary in his actuarial valuation as at 30 June 2007, dated 21 November 2007. The results are set out in Table 3. The Unfunded Past Service Liabilities are estimates of the Crown contributions required to meet the past service liabilities of the Fund.

Table 3: Projected Unfunded Past Service Liabilities

	ACTUAL 30 JUN 07 \$M	PROJECTED 30 JUN 08 \$M	PROJECTED 30 JUN 09 \$M
Past Service Liabilities	12,564	12,571	12,536
Net Assets	4,008	3,675	3,747
Unfunded Past Service Liabilities *	8,556	8,491	8,393

* *The Unfunded Past Service Liabilities have been calculated by the Government Actuary using a net discount rate. The Unfunded Past Service Liabilities, calculated using a gross discount rate, are recorded in the Crown's financial statements.*

NATURE AND SCOPE OF FUNCTIONS

The Authority is responsible for managing and administering the Schemes in accordance with the Act. The day to day administration of the Schemes is outsourced to Datacom Employer Services Limited (**Datacom**).

The Act sets out the basis for calculating entitlements, payable to the members of the Schemes, and specifies a number of procedural matters. In terms of section 19 of the Act the Authority must, when exercising its discretionary powers in relation to the Schemes, act in accordance with the Provisions, Policies and Procedures of the Government Superannuation Fund (**the Policies**). The Policies are published on the Authority's website, www.gsfa.govt.nz

If there is any doubt about any matter (for example the amount of any entitlement, how an entitlement has been calculated, length of service etc) the Authority can be approached to give a determination.

If the person concerned disagrees with or is dissatisfied with the Authority's decision or determination, the person can appeal to the Appeals Board. The Appeals Board is an independent body whose members are appointed by the Minister of Finance.

Booklets published by the Authority, providing information on the Schemes, are made available to members on request by Datacom, or can be downloaded by members from the Authority's website. The booklets are reviewed and updated on a regular basis.

OBJECTIVES AND STRATEGY

(section 141(1)(c) and (d) of the Crown Entities Act)

The Authority aims to ensure sustainable, cost effective management of the Schemes, to enable accurate assessment, payment and reporting of members' entitlements. The Authority does this by ensuring contributions are collected and entitlements are paid accurately and in a cost effective and timely manner, and service levels are met.

The sustainability of the Business System, used for administration of the Schemes, is fundamental to achievement of this strategy. The Business System is more than 15 years old and incorporates technology that is no longer in common use in New Zealand. People with relevant technology skills are becoming scarce. While the current Business System is stable, and the Authority is confident it will perform adequately for at least the next five years, investigations are being undertaken into viable alternatives for the future. During

2008/2009 the Authority will complete documentation of the requirements (operations and functions) of the Business System, which was started last year, and carry out a tender for the development of a new system. The Authority will consider the tenders received to develop a new administration system and decide whether to proceed with the development.

Also key is the role of the scheme administrator, Datacom. The Authority has established and maintains a partnering relationship style with Datacom to ensure all issues relating to the administration of the Schemes are communicated early to the Authority and are managed and resolved in an open manner, taking into account the interests of the members and the Crown.

In communicating with members, the Authority seeks to ensure information provided is both of a high standard and timely. This includes information on member entitlements and on the activities of the Authority.

The Authority interprets the provisions of the Act and the Policies, and exercises its discretionary powers, in relation to matters raised by members. The Authority seeks to achieve equity and consistency in its application of the provisions of the Act and the Policies.

FORECAST SERVICE PERFORMANCE FOR 2008/2009

(required under section 142(1)(b) of the Crown Entities Act)

The Authority's key activities in relation to the Schemes are:

- the management and administration of the Schemes, including the agreement between the Authority and the scheme administrator, Datacom, and
- interpretation of the provisions in the Act and exercising discretionary powers (set out in the Act).

Forecast performance standards and performance measures for Schemes' activities for the 2008/9 year are set out below:

PERFORMANCE STANDARD	PERFORMANCE MEASURE
Provide sufficient funding to Datacom to ensure all entitlement payments are able to be made as they become due.	All authorised payments are accepted and processed through the Schemes' bank account without the bank account being overdrawn.
Respond to member correspondence within five working days.	Actual performance.
Respond to appeals by members, against decisions made by or on behalf of the Authority, in accordance with the Act. The Authority's reports to the Appeals Board will be provided at least 14 days before each scheduled hearing date.	Actual performance. Papers to be provided to the Appeals Board at least 14 days before each scheduled hearing date.
Maintain a Business Continuity Plan (BCP) for scheme administration that is in accordance with best industry practice.	The BCP is tested periodically and reviewed annually.

PERFORMANCE STANDARD	PERFORMANCE MEASURE
Maintain the Policies and, subject to consultation with interested parties, amend to record any policy changes made by the Authority.	The Policies are updated for any required changes, are implemented after consultation with interested parties.
Provide actuarial data, required for the valuation of the liabilities of the Fund, for inclusion in the Crown financial statements, in accordance with the timetable agreed with Treasury.	The Government Actuary receives the actuarial data in time to complete his calculations and meet the deadlines set by Treasury.
Communicate annually with contributors, annuitants, and employers regarding the activities of the Authority and the performance of the Fund.	Letter sent annually to contributors, annuitants and employers.
Monitor the scheme administrator's performance including sustainability of service, service levels to contributors, annuitants, and employers and other key service standards, within an overall framework of seeking continual improvement.	Administrator's performance measured against the service standards set out below.

The scheme administrator's performance will be measured against the following service standards:

- 70% of all correspondence (except for requests for entitlement quotes, or entitlement calculations or recalculations) to be responded to within 3 working days of receipt;
- 70% of all requests for entitlement quotes, entitlement calculations or entitlement recalculations, to be responded to within 5 working days of receipt;
- 100% of all annuities to be paid on due date;
- 70% of all other payments to be paid within 3 working days of receipt of all requirements;
- all contributions to be banked on receipt, and allocated as soon as identified to the correct scheme, to the correct employer where they are employer contributions, and to the correct member account once reconciled to contribution data; and
- all transactions to be processed correctly.

The performance standards and measures above are relevant for both the short and the long term. All performance standards are reviewed from time to time to ensure they remain appropriate and relevant. In addition, an annual survey is undertaken to provide, among other things, an indication as to the level of satisfaction of members and employers with the service provided by the scheme administrator.

The activities set out below, in relation to the Business System, are specifically directed towards ensuring the long term sustainability and cost effective management of the Schemes:

- completing the documentation of the requirements of the Business System, used for administering the Schemes, and carrying out a tender for the development of a new system; and
- considering the tenders received for the development of a new administration system and deciding whether to proceed with the development.

5. ORGANISATIONAL HEALTH AND CAPABILITY

GOVERNMENT
SUPERANNUATION FUND
AUTHORITY

STATEMENT OF INTENT

(required under section 141(1)(e) of the Crown Entities Act)

GOVERNANCE

The Board is the governing body of the Authority and is responsible for making all decisions relating to the Fund and the Schemes. The Board has all the powers necessary for managing, and for directing or supervising the management of, the business of GSF.

The Minister of Finance appoints the members of the Board. The members have a wide range of experience and expertise in the investment, financial and business sectors.

The Authority has established a Corporate Governance Statement, which incorporates legislative and regulatory requirements as well as the policies and practices developed by the Board. This statement is available on the Authority's website, www.gsfa.govt.nz

The key policies and practices developed by the Authority are set out below:

- the Authority's obligations with respect to the Fund and the Schemes are supported by business planning, business risk assessment, management reporting, and arrangements for audit, internal control and compliance, all conducted on a regular basis;
- the Authority regularly reviews its own activities and the activities of Management, to ensure that clear and proper sets of accountabilities remain in effect, delegations are properly implemented and reporting is comprehensive;
- the Board reviews its own performance annually and at all times aims to achieve best practice;
- the Board has established four committees
 - Audit and Risk Review
 - Schemes
 - Investment
 - Responsible Investing

to perform and exercise the functions and powers of the Board delegated to each committee, as applicable. Committees have written terms of reference and ensure that their activities remain consistent with the Crown Entities Act. Each committee reviews its performance annually and is also reviewed by the Board;

- the Board meets at least ten times per annum and ensures that it receives appropriate and reliable reporting on the Fund and the Schemes and the actions of its Management and other service providers;
- the Board regularly considers the resources required for the effective and proper management of the Fund and the administration of the Schemes and acts to ensure that resources available to the Authority, both internally and externally, align with these requirements. The Board aims to use resources of appropriate quality and capacity for its needs, at a reasonable cost. The Board ensures that comprehensive service level agreements are entered into with the major external service providers which specify reporting and compliance standards;
- the Board has a systematic compliance programme with its service providers and any breaches of compliance are reported to the Board;

- the Board has established a risk management programme which is implemented and reviewed quarterly by Management. The Audit and Risk Review Committee monitors matters of risk management and reports to the Board.

ORGANISATIONAL STRUCTURE

The Authority has adopted an outsourced model for the key activities of scheme administration and investment management (including custody of the Fund's assets).

The Authority and the Board of Trustees of the National Provident Fund (**NPF**) have formed a joint venture company, Annuitas Management Limited (**Annuitas**). Each organisation has entered into a management services agreement (**MSA**) with Annuitas.

The main function of Annuitas is to provide staff (**Management**) who act in management and secretarial roles on behalf of the Authority and NPF. The MSA between the Authority and Annuitas contains delegations of authority to enable Management to carry out the day to day management of the Authority's investment, custody and scheme administration arrangements. Each month the Board receives reports from Management on all decisions made and matters determined under the delegations of authority.

The joint venture with NPF is seen to be the most appropriate way of providing the management and support required by the Board. The GSF and NPF schemes are closed to new members and both organisations have adopted an outsourced model for the major activities of investment, custody and scheme administration. Annuitas allows economies of scale and higher quality resourcing than could be justified if each organisation operated on a standalone basis.

The Authority has appointed:

- Datacom Employer Services Limited as the administrator of the Schemes. Datacom is responsible for the collection and processing of contributions to the Schemes, maintenance of member records, calculating, notifying, processing and paying of all entitlements under the Schemes, maintaining toll free lines and a Help Desk to log and process all oral and written enquiries, and maintaining the financial records of the Schemes. All interpretation issues and determinations, arising under the Act, must be referred by Datacom to the Authority for a decision.
- JP Morgan Chase Bank as the global custodian for the Fund. The custodian is responsible for the safekeeping of the assets of the Fund, settling transactions, and reporting on the performance and compliance of the investment managers appointed by the Authority; and
- eighteen specialist investment management organisations to undertake day to day investment decisions and specific buy and sell decisions, two to undertake currency hedging and two investment screening organisations. The managers are listed on the Authority's website.

ORGANISATIONAL DEVELOPMENT

Board members are normally appointed for two terms of three years. Wherever possible the Board, through the Chairman, will look to work with the Minister of Finance to ensure an appropriate balance of skills and experience is maintained in the membership of the Board.

The Board sets aside two days per year, one for strategic planning and the other for an investment workshop. During the strategic planning day the Board reviews its mission

and objectives in the context of the investment and superannuation environment. It assesses whether its strategies remain appropriate, and the capabilities of the organisation to achieve the strategies. In particular, the Board reviews the robustness and sustainability of systems and technology and assesses whether appropriate resources and skills are in place for the Authority and Management to be best placed to achieve their accountabilities and responsibilities.

The investment workshop provides an opportunity for the Board and Management to receive presentations and discuss contemporary issues and new approaches relating to investment management, or other parts of the GSF business. Board members are also encouraged to take advantage of training and development opportunities available in superannuation and investment.

The Authority maintains close working relationships with other Crown Financial Institutions and, where appropriate, seeks to liaise on matters of mutual interest.

Management of the Fund's assets and scheme administration will continue to be outsourced to specialist organisations. A key element of an outsourced model is to ensure each contracted manager, where appropriate, has in place a well planned and tested business continuity plan, including a disaster recovery programme (**DRP**). This is particularly important in the key areas of custody and scheme administration. The DRPs for the custodian and the scheme administrator are tested on a regular basis and reported to the Board.

As both the Authority and NPF employ an outsourced model for the major functions of administering and managing groups of large superannuation schemes the Management team is small. Senior managers are responsible for the key functions – Investment, Schemes, Finance and Chief Executive, and back up support is maintained to reduce the key person risk. Management is responsible for identifying and implementing appropriate strategies for the Authority to meet its obligations, under the Act, and its objectives.

Each year performance measures and standards are set for each of the key functions and senior members of Management, and progress on achieving these objectives is monitored by the Board on a regular basis.

The Annuitas Board has a key role to resolve any conflicts or priority issues that may arise between the Authority and NPF. It has not been necessary for the Annuitas Board to exercise this function as Management has been able to manage the workloads, achieve the performance objectives and meet deadlines to the satisfaction of both Boards.

The Chief Executive is responsible for development and training of all staff to ensure they are best placed to achieve their accountabilities and responsibilities to the Authority. To achieve this the Chief Executive develops and implements individual training and personal development programmes for senior staff members with the overall objective of maintaining a high level of knowledge of investment, schemes and finance/accounting issues, and of best practice in investment and superannuation.

6. CONSULTATION AND REPORTING TO THE MINISTER

(required under section 141(1)(g) of the Crown Entities Act)

MATTERS REQUIRING CONSULTATION WITH THE MINISTER

The Authority is required to consult with the Minister on the following matters:

- the method for calculating interest on contributors' contributions, where the contributor is discharged or released from the regular forces in circumstances where no retiring allowance is payable (section 71K(b) of the Act);
- approval of any class of transactions which involve:
 - borrowing money;
 - mortgaging or charging any of the real property of the Fund, whether present or in the future, as security; or
 - entering into a derivative transaction, or amending the terms of that transaction (where derivative transaction includes swaps, options, futures and any combination of those things); and
- approval to operate bank accounts outside the provisions set out in section 158 of the Crown Entities Act.

Approvals have been sought and granted for some of the matters outlined above. With regard to derivative transactions, the Minister has given approval for the Authority to enter into such transactions where the use is consistent with the Authority's SIPSP.

No approvals have been sought from the Minister with respect to section 71K(b), or to borrow money and mortgage real property.

REPORTING TO THE MINISTER

The financial statements of the Authority and the Fund are maintained and reported in accordance with the Act and the Crown Entities Act. The Act requires the Authority to report to the Minister on the Fund at intervals and include any information that the Minister requires. In addition to the annual reports of the Authority and the Fund, information is provided to the Minister for inclusion in the Crown's budget and economic updates. The Government Actuary calculates the Unfunded Past Service Liabilities for inclusion in the Crown's financial statements.

The Treasury also reports to the Minister on a quarterly basis, following consultation with the Authority, on the Fund's investment performance and on key operational issues.

7. PROCESSES IN RELATION TO ACQUISITIONS

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(required under section 141(1)(h) of the Crown Entities Act)

Section 141 of the Crown Entities Act requires the Authority to report on any processes to be followed for the purpose of section 100 (Acquisitions of shares or interests in companies, trusts and partnerships).

The Authority believes that the intention of section 100 is to cover situations where the Authority buys shares to facilitate an acquisition strategy. The Authority has no plans to acquire shares for this purpose.

8. RISK MANAGEMENT

(required under section 141(1)(i) of the Crown Entities Act)

A summary of the Authority’s assessment of the key risks to the business, including the key risks to the performance of the Fund, and actions being taken to manage those risks are set out below.

INVESTMENT RISKS

RISK	ACTION TO MANAGE
Investment strategy and asset allocation are inappropriate	<ul style="list-style-type: none"> • Diversify the assets and management techniques of the Fund. • Seek professional advice on the Investment Strategy and SAA. • Peer reviews of advice, and regular consultation with other Crown Financial Institutions and large investment funds. • Review annually the SIPSP, as required by section 15L of the Act.
Poor performance of investment managers	<ul style="list-style-type: none"> • Robust selection process for investment managers based on demonstrated ability. • Diversification among managers. • Mandates for active managers based on best practice portfolio management. • Regular monitoring and review of manager performance. • Management agreements, which provide for dismissal at the discretion of the Authority.
Overall investment management risk	<ul style="list-style-type: none"> • Specific mandate for each investment manager, based on best practice portfolio management. • Constraints to govern credit and liquidity risks. • Use of a custodian to record transactions, report on performance and monitor compliance of investment managers with mandates. • A comprehensive SIPSP developed and enforced by the Authority. • Clear separation of functions between investment management, custody, and overall supervision. • Appropriate resourcing of the Management team to conduct the oversight function.

RISK	ACTION TO MANAGE
Currency risk, for example the risk that the Fund will lose value through adverse exchange rate movements	<ul style="list-style-type: none"> • The engagement of currency managers to implement the Authority's foreign currency hedging policies. • Fully hedging currency exposures across the Fund's international fixed interest and property portfolios and hedging 80% (after tax) of its international equities portfolio.
The assumed gross pre tax investment returns for each asset class are not achieved	<ul style="list-style-type: none"> • Adoption of a diversified asset allocation strategy for the Fund and appointment of investment managers, based on demonstrated ability. However, the volatility of investment markets means that the projected return from the Fund is inherently uncertain. Actual returns from each asset class over the next year may vary significantly from the long term return assumptions used in calculating the increase in assets from investing activities.
Major structural changes to investment markets and/or taxation environment	<ul style="list-style-type: none"> • Neither of these risks is within the control of the Authority. However, the Authority will take into account changes in these risks in its reviews of the SAA and Investment Strategy.

REPUTATION RISK

RISK	ACTION TO MANAGE
The Authority's reputation risk	<ul style="list-style-type: none"> • Assessment of evolving practices in portfolio management, including review of their applicability to the GSF business. • Determination of authorised investments (which may include authorised markets) in investment mandates. • Robust selection process for contracted managers. • Comprehensive management and service level agreements and clearly defined and agreed mandates and reporting standards. • Maintenance of an internal governance framework for appropriate fiduciary oversight, performance management and control of functions carried out by the Board and Management. • Implementation of a comprehensive risk management programme. • Sustainable management of the Schemes to enable accurate assessment, payment and reporting of members entitlements.

SCHEMES RISKS

Liabilities

The Fund's liabilities arise from the defined benefit schemes specified in the Act. Risks that may affect the liabilities include:

- movements in the consumer price index (CPI) (all retiring allowances and spousal annuities are CPI indexed);
- the rate of increase in contributors' salaries, especially as it affects the last five years of contributory service;
- the discount rate used to value the liabilities;
- factors affecting retirement or cessation of contributors, including state sector restructuring and privatisations;
- patterns of entitlement selection on retirement; and
- mortality rates.

None of the above risks is within the control of the Authority. The Authority will, however, ensure that accurate and timely information is provided to the Government Actuary to enable preparation of actuarial projections of the liabilities in accordance with the provisions of the Act.

RISK	ACTION TO MANAGE
The provisions for the Schemes are not complied with and discretions relating to the Schemes are inappropriately applied	<ul style="list-style-type: none"> • Monitoring the performance of Datacom and the resolution of any issues of interpretation of the legislation. • Ensuring all discretionary decisions are exercised in accordance with the Policies. • Ensuring any changes to the Policies are made only after taking into account the interests of relevant persons, including the Crown, in accordance with the Act.

Administration

The Authority is responsible for the management and administration of the Schemes. Day to day administration duties are carried out by Datacom in accordance with an agreement that expires on 25 April 2011. In administering the Schemes, heavy reliance is placed on the Business System owned by the Authority.

RISK	ACTION TO MANAGE
Poor performance by Datacom	<ul style="list-style-type: none"> • Having a detailed scheme administration management agreement in place with Datacom, backed by a parent company guarantee. • Maintaining a close liaison with Datacom. • Monitoring Datacom's performance against the service standards. • Carrying out an annual survey that assesses, amongst other things, the level of satisfaction of members and employers with the service provided by Datacom. • Taking remedial action on any issues identified in the survey.
Serious information technology problems	<ul style="list-style-type: none"> • Ensuring any system modifications are approved by the Authority and that the system is well maintained. • Ensuring that Datacom has in place back up systems and a fully tested business continuity plan and disaster recovery plan and that systems reliability is regularly monitored.
<p><i>During the 2008/2009 year, the Authority will document of the requirements of the Business System, used for administering the Schemes and carry out a tender for the development of a new system.</i></p>	

9. FORECAST FINANCIAL STATEMENTS

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FORECAST FINANCIAL STATEMENTS FOR THE YEAR ENDING 30 JUNE 2009

THE AUTHORITY

(required under section 142(1)(a) of the Crown Entities Act)

- forecast income statement;
- forecast balance sheet;
- forecast statement of cash flows;
- forecast reconciliation of net operating result to net operating cash flows; and
- statement of accounting policies.

THE FUND

(required under section 15N of the Act)

- forecast income statement;
- forecast balance sheet;
- forecast statement of cash flows;
- forecast reconciliation of income statement to net operating cash flows; and
- statement of accounting policies.

GOVERNMENT SUPERANNUATION FUND AUTHORITY

FORECAST FINANCIAL STATEMENTS

Forecast Income Statement

Estimate 2007/08 \$000		Forecast 2008/09 \$000
18,237	Transfer from the Government Superannuation Fund	33,490
700	Other revenue	418
18,937	Total revenue	33,908
2,301	Schemes administration	2,756
12,129	Investment management	26,155
4,507	Operating expenses	4,997
18,937	Total expenses	33,908
-	Net operating result	-

note 5

note 6

Forecast Balance Sheet

Estimate as at 30 June 2008 \$000		Forecast as at 30 June 2009 \$000
-	Tax payers' equity	-
-	General funds	-
-	Total tax payers' equity	-
	Represented by	
	Current assets	
130	Cash	170
2,845	Receivables and prepayments	2,870
2,975	Total assets	3,040
	Current liabilities	
2,975	Payables and accruals	3,040
2,975	Total liabilities	3,040
-	Net assets	-

GOVERNMENT SUPERANNUATION FUND AUTHORITY

FORECAST FINANCIAL STATEMENTS - CONTINUED

Forecast Statement of Cash Flows

Estimate 2007/08 \$000		Forecast 2008/09 \$000
	Cash flows from operating activities	
	<i>Cash was provided from</i>	
17,660	Government Superannuation Fund	33,465
14	Interest	14
686	Other	404
	<i>Cash was disbursed to</i>	
<u>(18,512)</u>	Operating expenses	<u>(33,843)</u>
<u>(152)</u>	Net cash flows from operating activities	40
<u>(152)</u>	Net (decrease)/ increase in cash held	40
<u>282</u>	Opening cash brought forward	<u>130</u>
<u>130</u>	Closing cash balance	<u>170</u>

Forecast Reconciliation of Net Operating Result to Net Operating Cash Flows

Estimate 2007/08 \$000		Forecast 2008/09 \$000
-	Net operating result	-
	<i>Add/ (less) movements in working capital items</i>	
<u>(538)</u>	Increase in receivables and prepayments	<u>(25)</u>
<u>386</u>	Increase in payables and accruals	<u>65</u>
<u>(152)</u>	Net cash flows from operating activities	<u>40</u>

STATEMENT OF ACCOUNTING POLICIES AND SIGNIFICANT ASSUMPTIONS

1. Reporting entity and statutory base

The Government Superannuation Fund Authority (**the Authority**) was established as a Crown entity by section 15A of the Government Superannuation Fund Act 1956 as amended (**the Act**). The core business of the Authority is to manage and administer the Government Superannuation Fund (**the Fund**) and the Schemes.

The Fund was established by section 13 of the Act. It consists of various defined benefit superannuation schemes (**the Schemes**) as prescribed in the Act. A separate financial forecast has been prepared for the Fund. Pursuant to section 19H of the Act, the Schemes are registered under the Superannuation Schemes Act 1989.

The forecast financial statements have been prepared on the basis that the Authority is a going concern. The Authority is an Autonomous Crown Entity for legislative purposes and, as the primary objective is not to make a financial return, the Authority has designated itself a Public Benefit Entity for the purposes of New Zealand Equivalents to International Financial Reporting Standards (**NZ IFRS**).

2. Basis of preparation

Statement of compliance

The forecast financial statements have been prepared in accordance with section 142 of the Crown Entities Act 2004, which include the requirements to comply with New Zealand Generally Accepted Accounting Practice (NZ GAAP). The forecast financial statements comply with other applicable Financial Reporting Standards, as appropriate for Public Benefit Entities.

These forecast financial statements have been prepared for the special purpose of the 2008/2009 Statement of Intent of the Authority for the Minister of Finance. They are not prepared for any other purpose and should not be relied upon for any other purpose.

Actual financial results achieved for the period are likely to vary from the information presented.

Impact of adoption of NZ equivalents to International Financial Reporting Standards

From 1 July 2007 the Authority adopted NZ IFRS for financial reporting purposes. As the Authority operates without Equity or investments, the adoption of NZ IFRS has no impact on its financial performance and financial position.

Measurement base

The forecast financial statements are prepared on the historical cost basis.

Functional and presentation currency

The reporting currency of the Authority forecast financial statements is New Zealand dollars and all values are rounded to the nearest thousand dollars (\$000). The functional currency of the Authority is New Zealand dollars.

3. Particular accounting policies

The following particular accounting policies, which significantly affect the measurement of financial performance, financial position, and cash flows, have been consistently applied:

a. Forecast figures

The forecast figures have been prepared in accordance with generally accepted accounting practice, and are consistent with the accounting policies adopted by the Authority for the preparation of the financial statements.

b. Revenue

Revenue and expenses are recognised on an accrual basis.

Revenue is measured at the fair value of consideration received/or receivable.

Revenue from the Fund is recognised as earned and reported in the financial period to which it relates.

Lease receipts and payments relating to an operating sub lease are recognised as revenue and expense on a straight line basis over the lease term.

c. Goods and Services Tax

The Authority is principally an exempt supplier in respect of Goods and Services Tax (GST), as it manages superannuation schemes. Transactions relating to the lease of levels 3 and 4 of 33 Bowen Street, Wellington are subject to GST. GST is imposed on imported services if those services would be a taxable supply in New Zealand. The affected transactions for the Authority are fees incurred in relation to the custody of assets and investment reports undertaken overseas. GST is included in expenditure.

d. Statement of Cash Flows

The Forecast Statement of Cash Flows has been prepared using the direct approach.

e. Taxation

As a Public Benefit Entity, in terms of the Income Tax Act 1994, the Authority is exempt from income tax.

f. Accounting for associates

The Authority has a 50% ownership in Annuitas Management Limited ("Annuitas"). Staff employed by Annuitas act in management roles on behalf of the Authority. Reimbursement of Annuitas costs, calculated on a time basis, are included in the operating expenses of the Authority. The Authority does not equity account for Annuitas as this is deemed to be immaterial.

4. Changes in accounting policies

All policies have been applied on bases consistent with those used in the year ended 30 June 2008.

5. Investment management expenses

Investment management fees (including custody costs) are forecast to increase from \$12.1 million in 2008 to \$26.2 million in 2009, reflecting the increased allocation of the Fund to international equities (and a lower allocation to fixed interest) and alternative assets, and the proposed investment in hedge funds. The forecast increase also includes significant performance based fees, which are conditional upon managers meeting return targets.

6. Recovery of expenses

The forecast expenses of the Authority for the management and administration of the Fund and the Schemes for the 2008/2009 year are \$33.9 million. These expenses, net of other revenue of \$0.42 million are recovered from the Fund in accordance with section 15E of the Act.

The Fund then recovers the payments made to the Authority (forecast \$33.5 million) partly from the Crown, under a Permanent Legislative Authority (**PLA**), and partly from non Crown employer contributions.

The payments to the Authority by the Fund are recovered from the Crown and from non Crown employer contributions in proportions determined by the Government Actuary. The Fund currently recovers 78.9% of the payments to the Authority from the Crown and 21.1% from non Crown employer contributions. The Government Actuary has determined that, from 1 July 2008, the Crown's share will be 81% (forecast \$27.1 million) and the share to be met from the non Crown employer contributions 19% (forecast \$6.4 million).

The expenses of the Authority include:

- management of the GSF assets (the Fund);
- expenses related to investment management, custodial arrangements and fees for implementing processes for avoiding prejudice to New Zealand's reputation as a responsible member of the world community;
- management of the Schemes, including the agreement between the Authority and the scheme administrator;
- interpretation of the provisions of the Act and the exercising of discretionary powers (set out in the Act); and
- the fee paid to Annuitas under the Management Services Agreement between the Authority and Annuitas.

GOVERNMENT SUPERANNUATION FUND

2008

FORECAST FINANCIAL STATEMENTS

Forecast Income Statement

Estimate 2007/08 \$000		Forecast 2008/09 \$000
	Increase in assets from:	
(64,989)	Investing activities	306,804
	Operating activities	
18,237	Operating revenue	33,490
(18,237)	Funding the GSF Authority	(33,490)
<u>(64,989)</u>	(Deficit)/surplus before tax and membership activities	306,804
(79,116)	Tax	note 5 (51,719)
<u>(144,105)</u>	(Deficit)/surplus after tax and before membership activities	255,085
	Membership activities	
639,097	Contributions - Government	577,291
65,536	Contributions - members	55,825
15,212	Contributions - Other entities	14,465
(877,891)	Benefits paid	(825,964)
<u>(158,046)</u>	Net benefits paid	(178,383)
(302,151)	(Deficit)/surplus after tax and after membership activities	76,702
4,008,406	Opening assets available to pay benefits	3,706,255
<u><u>3,706,255</u></u>	Net assets available to pay benefits	<u><u>3,782,957</u></u>

FORECAST FINANCIAL STATEMENTS - CONTINUED

Forecast Balance Sheet

Estimate as at 30 June 2008 \$000		Forecast as at 30 June 2009 \$000
3,673,861	Investments	3,734,152
	Other assets	
433,125	Cash and Cash equivalents	433,125
236,083	Receivables and prepayments	167,135
<u>669,208</u>		<u>600,260</u>
4,343,069	Total assets	4,334,412
	Less	
631,920	Other payables	546,861
4,894	Benefits accrued	4,594
<u>636,814</u>		<u>551,455</u>
<u>3,706,255</u>	Net assets available to pay benefits	<u>3,782,957</u>
	Estimated actuarial present value of Promised Retirement Benefits	
12,571,000	Gross liability	12,536,000
<u>8,864,745</u>	Deficit	<u>8,753,043</u>
<u>3,706,255</u>	Net assets available to pay benefits	<u>3,782,957</u>

Note - Deficit

The actuarial present value of Promised Retirement Benefits (Gross Liability) is the present value of the expected payments by the Fund to existing and past members, attributable to the services rendered. The present value has been calculated by the Government Actuary using a net of tax discount rate.

The Deficit shown in the Forecast Balance Sheet differs from that calculated by the Government Actuary in his actuarial valuation of the Fund, as at 30 June 2007, under NZ IAS26, dated 21 November 2007. The Government Actuary projected a lower value for the assets of the Fund compared with the forecast made by the Authority.

There is no requirement on the Crown to fully fund the Deficit in relation to the Schemes. Reliance is placed by the Authority on the provisions of section 95 of the Act which requires the Minister of Finance to appropriate funds from public money to ensure that sufficient funds are available, or will be available, to pay benefits as they fall due.

GOVERNMENT SUPERANNUATION FUND

2008

FORECAST FINANCIAL STATEMENTS - CONTINUED

Forecast Statement of Cash Flows

Estimate 2007/08 \$000		Forecast 2008/09 \$000
	Cash flows from operating activities	
	<i>Cash was provided from</i>	
675,894	Contributions - Government	601,002
65,192	Contributions - members	55,903
19,432	Contributions - other entities	20,902
112,653	Interest	96,836
863	Other	861
	<i>Cash was disbursed to</i>	
(878,173)	Benefits payments	(826,596)
(95,961)	Income tax	(61,471)
(17,660)	Operating expenses	(33,465)
(117,760)	Net cash outflows from operating activities	(146,028)
	Cash flows from investing activities	
	<i>Cash was provided from</i>	
12,844,254	Maturities and sales of investment assets	12,298,884
17	Mortgage repayments	12
	<i>Cash was disbursed to</i>	
(12,633,225)	Purchase of investment assets	(12,152,868)
211,046	Net cash inflows from investing activities	146,028
	Net increase in cash held	-
339,839	Opening cash brought forward	433,125
433,125	Closing cash balance	433,125

GOVERNMENT SUPERANNUATION FUND

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FORECAST FINANCIAL STATEMENTS - CONTINUED

Forecast Reconciliation of Net Changes in Net Assets to Net Operating Cash Flows

Estimate 2007/08 \$000		Forecast 2007/08 \$000
(302,151)	Net (decrease)/increase in net assets	76,702
	<i>Non-cash items</i>	
(4,399)	Decrease in deferred tax liability	
(2)	Capitalised interest	(2)
1	Mortgage management expense	1
(4,400)		(1)
	<i>Add/(less) movements in working capital items</i>	
25,520	Decrease in receivables and prepayments	68,948
13,772	Increase/(decrease) in other payables	(85,059)
34	Increase/(decrease) in benefits accrued	(300)
39,326		(16,411)
	<i>Add/(less) items classified as investing activities</i>	
943	Increase in accrued interest portion of fixed interest bonds	1,291
-	Increase in derivative liabilities	2,783
180,186	Increase/(decrease) in net market values of investment assets	(210,648)
(29,410)	Decrease in investment receivables	(69,573)
(2,254)	(Decrease)/increase in investment payables	69,829
149,465		(206,318)
<u>(117,760)</u>	Net cash outflows from operating activities	<u>(146,028)</u>

STATEMENT OF ACCOUNTING POLICIES

1. Reporting entity and statutory base

The Government Superannuation Fund (**the Fund**) was established by section 13 of the Government Superannuation Fund Act 1956 (**the Act**). It consists of the assets held in respect of various defined benefit superannuation schemes (**the Schemes**) prescribed in the Act. Pursuant to section 19H of the Act, the Schemes are registered under the Superannuation Schemes Act 1989.

The Fund is managed by the Government Superannuation Fund Authority (**the Authority**). The Authority was established as a Crown entity by section 15A of the Act and became an autonomous Crown entity under the Crown Entities Act 2004.

As the primary objective of the Fund is to make a financial return, the Authority has determined the Fund is a profit oriented entity for the purposes of New Zealand equivalents to International Financial Reporting Standards (**NZ IFRS**).

2. Basis of Preparation

Statement of Compliance

The forecast financial statements meet the requirements of section 15N of the Act and comply with New Zealand Generally Accepted Accounting Practice (**NZ GAAP**).

The forecast financial statements also comply with New Zealand equivalents to NZ IFRS, and other applicable Financial Reporting Standards, as appropriate for profit oriented entities. Compliance with NZ IFRS ensures that the financial statements comply with International Financial Reporting Standards (**IFRS**).

These forecast financial statements have been prepared for the special purpose of the 2008/2009 Statement of Intent of the Authority for the Minister of Finance. They are not prepared for any other purpose and should not be relied upon for any other purpose.

Actual financial results achieved for the period covered are likely to vary from the information presented, and the variations may be material.

Impact of adoption of NZ equivalents to NZ IFRS

From 1 July 2007 the Fund adopted NZ IFRS for financial reporting purposes.

Taxation Adjustment

Under NZ IFRS (NZIAS 12 Income Taxes), deferred tax is calculated and provided using the liability method. This may result in temporary differences arising between the carrying amounts of assets and liabilities used for accounting purposes and the amounts used for tax purposes.

Measurement Base

The forecast financial statements have been prepared on the basis of historical cost with the exception that certain assets and liabilities are measured at fair value.

Functional and presentation currency

The reporting currency of the Fund is New Zealand dollars. All values are rounded to the nearest thousand dollars (\$000). The functional currency of the Fund is New Zealand dollars.

3. Particular accounting policies

The following particular accounting policies, which significantly affect the measurement of changes in net assets, net assets and cash flows, have been consistently applied:

a. Reporting requirements

The forecast financial statements have been drawn up in accordance with all relevant New Zealand equivalents to NZ IFRS. NZ IFRS including Standard NZ IAS 26: *Accounting and Reporting by Retirement Benefit Plan*, and with the provisions of relevant legislative requirements.

b. Investments

Investments are recorded on a trade date basis and are stated at fair value.

c. Actuarial valuation

The actuarial present value of promised retirement benefits is the present value of the expected payments by the Fund to existing and past members, attributable to the services rendered.

d. Financial instruments

The Fund is party to financial instruments as part of its normal operations. These financial instruments include bank accounts, investments, receivables and payables. Financial instruments, including derivatives that are hedges of specific assets, are recognised on the same basis as their underlying hedged assets. All financial instruments are recognised in the Balance Sheet and all revenues and expenses in relation to financial instruments are recognised in the Income Statement.

Investments are recorded at fair value and all other financial instruments are shown at their estimated fair value.

e. Other receivables

Receivables are stated at their estimated realisable value.

Assets, that are stated at amortised cost, are reviewed at each balance sheet date to determine whether there is objective evidence of impairment. If any such indication exists, an impairment loss is recognised in the Income Statement as the difference between the asset's carrying amount and the present value of estimated future cash

flows discounted at the financial asset's original effective interest rate.

f. Investment income and expenses

Dividend income is recorded on the ex dividend date. Interest is recorded on an accrual basis.

Gains and losses on the sale of equities are determined by using the average cost of equities sold and are recorded on the settlement date.

All realised and unrealised gains and losses, at the end of the year, are included in the Income Statement.

Costs of administration of the Fund, including investment management and custodian fees, are paid out of the Fund and recovered in accordance with section 15E of the Act.

g. Operating revenue

In terms of section 15E(1) of the Act, the administration expenses of the Authority, including investment management and custody expenses, are reimbursed by the Fund. Both the Crown and other employers reimburse the Fund under section 95 of the Act for the Authority's expenses.

h. Contributions and benefits

Contributions are recognised in the Income Statement, when they become receivable, resulting in a financial asset for amounts receivable from both employees and employers.

Benefits are recognised in the Income Statement when they become payable, resulting in a financial liability for current payments owing.

i. Taxation

Income taxation expense includes both the current year's provision and the income tax effects of temporary differences, calculated using the liability method.

Tax effect accounting is applied on a comprehensive basis to all temporary differences. A balance in the deferred tax account, arising from temporary differences or income tax benefits from income tax losses, is only recognised where there is virtual certainty of realisation.

j. Statement of Cash Flows

The following are the definitions of the terms used in the Statement of Cash Flows:

Operating activities include all transactions and other events that are not investing or financing activities.

Investing activities are those activities relating to the acquisition, holding and disposal of investments. Investments include securities not falling within the definition of cash, including cash flows from the settlement of forward foreign exchange contracts.

Cash and other cash equivalents includes cash balances on hand, held in bank accounts, demand deposits and other highly liquid investments in which the Fund and its managers invest as part of its day to day cash management.

k. Consolidation

The Fund's financial statements include the Judges' Superannuation Account and the Parliamentary Superannuation Account.

4. Changes in accounting policies

There are no significant changes in accounting policies.

5. Tax

For the 2008 financial year, the Fund is estimating a loss from investing activities of \$65 million and a tax liability of \$79.1 million. This illustrates the impact of the new Fair Dividend Rate (FDR) tax regime, implemented for the Fund from 1 October 2007. Under the FDR regime, international equities (excluding some Australian equities) are taxed at 5% of their market value, regardless of what is actually earned from dividends, capital gains and other returns on those equities.

