



4 August 2021

Unlegislated measures carried forward in the budget estimates – August 2021

As part of its role of enhancing public understanding of the budget, the Parliamentary Budget Office (PBO) prepares the *Unlegislated measures carried forward in the budget estimates* report. This year's report provides updated estimates of the financial impact of two significant unlegislated measures that are included in the Government's budget baseline.

- **JobMaker Plan – Digital Business Plan – Expanding Digital Identity** – estimated to decrease the fiscal and underlying cash balances by \$260 million over the period from 2021–22 to 2031–32. This measure was introduced at the 2020-21 Budget.
- **Indigenous Recognition Referendum** – estimated to decrease the fiscal and underlying cash balances by \$188 million in 2021–22. This measure was included in the 2016 Pre-election Economic and Fiscal Outlook.

It is important to note that the PBO's estimates of the impact of significant unlegislated measures in this report may differ from the published budget estimates of those measures as PBO estimates take into account any new information since estimates of their financial impact were last published.

The PBO has not included any measures where the unlegislated component has a nil impact on the 2021-22 Budget baseline.

There have been a number of measures which were legislated after the 2021-22 Budget and as such have been excluded from this report. The measures are listed below:

- *JobMaker Plan – Investment in new energy technologies*
- *Northern Australia Infrastructure Facility – extension and enhancements*

The [Frequently asked questions](#) page of the PBO website contains further information on our costings approach.

The PBO welcomes feedback on its publications. Please send any suggestions for improvement or other comments to feedback@pbo.gov.au.

What is a significant unlegislated measure?

A measure that:

- requires legislation
- would have increased or decreased the fiscal or underlying cash balance by at least \$100 million in any year of the forward estimates when announced, and
- the start date has passed or it has been more than a year since the measure appeared in budget or MYEFO papers.

Unlegislated measures carried forward in the budget estimates — August 2021

Table 1: Estimated impacts of unlegislated measures, fiscal balance impact (\$m)^{(a)(b)}

	2021 -22	2022 -23	2023 -24	2024 -25	Total to 2024-25	2025 -26	2026 -27	2027 -28	2028 -29	2029 -30	2030 -31	2031 -32	Total to 2031-32	Assumed start date
Expense measures														
<i>JobMaker Plan — Digital Business Plan — Expanding Digital Identity</i>	-128	-132	-	-	-260	-	-	-	-	-	-	-	-260	2021-22
<i>Indigenous Recognition Referendum^(c)</i>	-188	-	-	-	-188	-	-	-	-	-	-	-	-188	2021-22
Impact of unlegislated measures on the fiscal balance	-316	-132	-	-	-448	-	-	-	-	-	-	-	-448	
Impact of unlegislated measures on the fiscal balance (% of GDP)	-	-		-	-	-	-	-	-	-		

Source: Commonwealth budget papers, Department of Finance unlegislated measures list, Department of Treasury forecasts and projections of nominal gross domestic product, consumer price index and wage cost indices, and PBO analysis.

- (a) Estimates have been prepared with the latest information available to the PBO. Updated estimates take into account new data and economic parameters since the measure was published, the impact of changes in Government policies, and revisions to implementation timing, where relevant. A positive number indicates an increase in revenue or a decrease in expenses. A negative number indicates a decrease in revenue or an increase in expenses
- (b) Costings have been undertaken against the budget baseline as at the 2021-22 Budget.
- (c) The PBO has assumed the referendum would be conducted in 2021-22, separate to a general election process. The cost of undertaking a referendum in 2021-22 was estimated by growing the original estimates published in the 2016 Pre-election Economic and Fiscal Outlook by movements in the consumer price index and growth in the Australian population.
- Indicates nil.
- .. Indicates not zero but rounded to zero.

Table 2: Estimated impacts of unlegislated measures, underlying cash balance impact (\$m)^{(a)(b)}

	2021 –22	2022 –23	2023 –24	2024 –25	Total to 2024–25	2025 –26	2026 –27	2027 –28	2028 –29	2029 –30	2030 –31	2031 –32	Total to 2031–32	Assumed start date
Payments														
<i>JobMaker Plan — Digital Business Plan — Expanding Digital Identity</i>	-128	-132	-	-	-260	-	-	-	-	-	-	-	-260	2021–22
<i>Indigenous Recognition Referendum^(c)</i>	-188	-	-	-	-188	-	-	-	-	-	-	-	-188	2021–22
Impact of unlegislated measures on the underlying cash balance	-316	-132	-	-	-448	-	-	-	-	-	-	-	-448	
Impact of unlegislated measures on the underlying cash balance (% of GDP)	-	-		-	-	-	-	-	-	-		

Source: Commonwealth budget papers, Department of Finance unlegislated measures list, Department of Treasury forecasts and projections of nominal gross domestic product, consumer price index and wage cost indices, and PBO analysis.

- (a) Estimates have been prepared with the latest information available to the PBO. Updated estimates take into account new data and economic parameters since the measure was published, the impact of changes in Government policies, and revisions to implementation timing, where relevant. A positive number indicates an increase in receipts or a decrease in payments. A negative number indicates a decrease in receipts or an increase in payments.
- (b) Costings have been undertaken against the budget baseline as at the 2021-22 Budget.
- (c) The PBO has assumed the referendum would be conducted in 2021–22, separate to a general election process. The cost of undertaking a referendum in 2021–22 was estimated by growing the original estimates published in the 2016 Pre-election Economic and Fiscal Outlook by movements in the consumer price index and growth in the Australian population.
- Indicates nil.
- .. Indicates not zero but rounded to zero.

Table 3: Financial implications of unlegislated measures as originally published, fiscal balance impact (\$m)^(a)

	2017–18	2018–19	2019–20	2020–21	2021–22	2022–23	2023–24	Total to 2023–24	Original start date
Expense measures									
<i>JobMaker Plan — Digital Business Plan — Expanding Digital Identity^(b)</i>	-	-	-	-127	-130	-	-	-257	2020–21
<i>Indigenous Recognition Referendum^(c)</i>	-160	-	-	-	-	-	-	-160	2017–18
Impact of unlegislated measures on the fiscal balance	-160	-	-	-127	-130	-	-	-417	

Source: Commonwealth budget papers, Department of Finance unlegislated measures list

- (a) Estimates provide the fiscal balance impact of the original measure. A positive number indicates an increase in revenue or a decrease in expenses. A negative number indicates a decrease in revenue or an increase in expenses.
- (b) These estimates are from the 2020-21 Budget (p. 64).
- (c) The estimates are from the 2016 Pre-election Economic and Fiscal Outlook (p.36).
- Indicates nil.