

INTEREST RATE STRATEGY NEW ZEALAND LOCAL AUTHORITY UPDATE

8 August 2012

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SUMMARY

Local government debt levels continue to rise and pressure on finances has risen, though balance sheets remain strong. Rising debt levels have led to an increase in debt servicing costs, although this has been offset to some extent by lower interest rates. Local authority credit spreads are significantly higher than pre-GFC levels, albeit an increasing number of councils are now benefitting from the pooling capabilities of the Local Government Funding Agency (LGFA). Councils are facing increasing pressure to rein in spending and cap the growth in rates¹. The recently announced 'Better Local Government' reform programme will also require councils to take a prudent approach to managing debt while improving legislative frameworks and governance structures.

The pressure on both local and central government finances has risen significantly in the past few years. The central Government continues to target a return to surplus by FY2015. The baton has now been passed to local governments, with pressure rising to cap the rise in debt, rein in expenditure and limit the growth in rates charges. Rates increases have averaged more than 6 percent per annum in the past decade – twice the rate of general inflation. Households face a number of financial constraints in the current subdued economic environment, making it more difficult for councils to raise revenues through traditional means. A number of local authorities are considering asset sales to reduce debt. Pressure to tighten the purse strings is against a backdrop of historic underinvestment in infrastructure, and the necessary catch-up in capital spending plans will require additional borrowing.

Local government debt levels have quadrupled in the past decade and are expected to rise further. The sector's "Debt Cover" ratio (operating revenue as a proportion of debt) has more than halved to 70 percent since 2004. On the flipside, the "Interest Cover" ratio (debt servicing costs as a proportion of operating income) has doubled in the past five years, which is contributing to a more generalised increase in local government spending. Expenditure growth has been increasing at annual rate of 8.7 percent over the same period, outpacing revenue growth and contributing to widening operating deficits.

Despite the recent deterioration in local government finances, the starting point remains strong. The aggregate NZ local authority balance sheet remains relatively strong, with debt cover ratios considerably lower than the average corporate balance sheet. All else being equal, this should allow for greater use of leverage given the low starting point. Positive revision to asset valuations has seen the sector's debt-to-asset ratio rise only moderately, from 5.2 percent in 2004 to 8.7 percent in 2011. Again, this stacks up favourably compared to the domestic corporate sector.

¹ While we refer to local authority "rates" in the New Zealand context, these types of payments may be referred to as levies or taxes on property owners in other jurisdictions.

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Local authorities continue to benefit from the strong support of credit rating agencies. Of the 78 councils in New Zealand, all of those that choose to be rated by an independent credit rating agency benefit from an investment grade rating. Key positive ratings factors include the strength of New Zealand's institutional framework, the budgetary flexibility of councils, and the requirement that all debt be secured over rates. Legislation is viewed as predictable and supportive of local councils, while the institutional framework is said to promote a strong management culture and fiscal discipline. Transparency is high. Councils are required to balance budgets and provide 10-year long-term plans every three years, which in turn sets the baseline for expenditure programmes and funding strategies and the requirement that all debt must be secured over rates. In theory, councils benefit from having the power and flexibility to raise rates.

Local Government has seen some significant changes in the past few years. Auckland's regional councils have been amalgamated into a single entity (Auckland Council) and the New Zealand Local Government Funding Agency (LGFA) has been created. We take a closer look at these and other big picture themes that are set to play a key role for the sector in the years ahead. The recent adoption of 2012-2022 Long-Term Council Community Plans (LTCCPs) is also timely given the reform efforts and the challenges facing local councils.

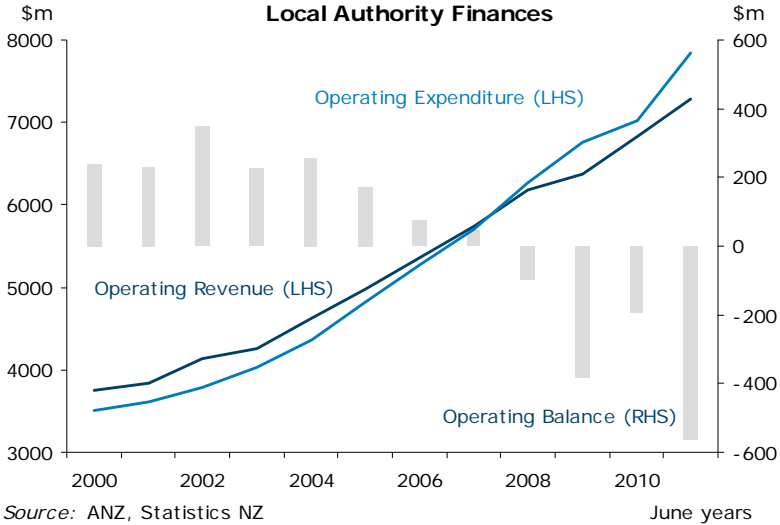
LOCAL AUTHORITY FINANCES

Key Local Government Financial Statistics			
June years	2005	2008	2011
Expenditure (% of GDP)	3.1	3.4	3.9
Surplus (% of GDP)	0.1	-0.1	-0.3
Income – Rates (% of Total)			
– Central Government	13.3	13.0	14.1
– Other	30.9	29.0	26.1
Expenditure – Employee costs			
– Interest costs	3.3	5.1	6.5
Debt Cover (Operating Rev/Debt)	1.4	1.0	0.7
Interest Cover (Operating Rev/Interest)	30.3	19.3	14.3
Debt to equity (%)	5.4	7.0	9.6

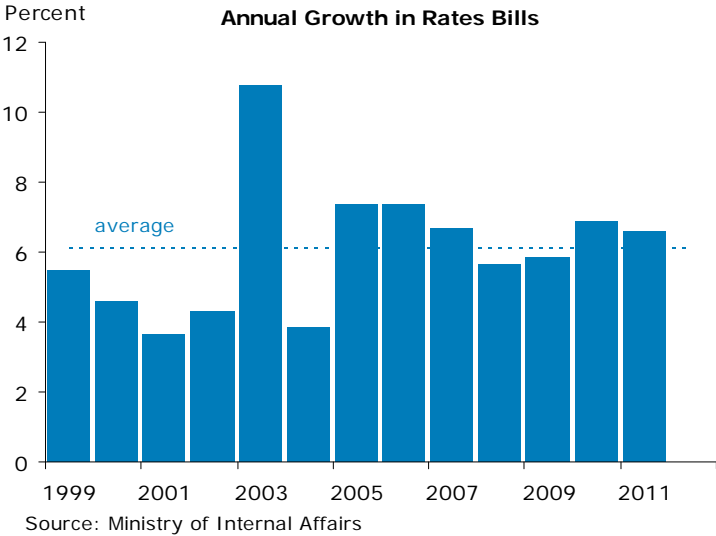
Sources: ANZ National, Statistics NZ

Local authorities recorded operating deficits in each of the past four years as expenditure growth has outpaced higher revenue. Annual revenue growth has averaged 7.0 percent since 2004 courtesy of solid rates revenue growth, while annual expenditure growth has increased at an even faster pace of 8.7 percent over the same period. Local government spending has increased from 3 to 4 percent of GDP in the past five years (equivalent to around 9.3 percent of central government spending in 2011). In the year to June 2011, operating income increased 6.5 percent compared to an 11.6 percent increase in spending on core services, leading to a \$562 million widening in the operating deficit. Recent local council reform efforts should begin to address the long-term sustainability of rapid expenditure growth and widening deficits.

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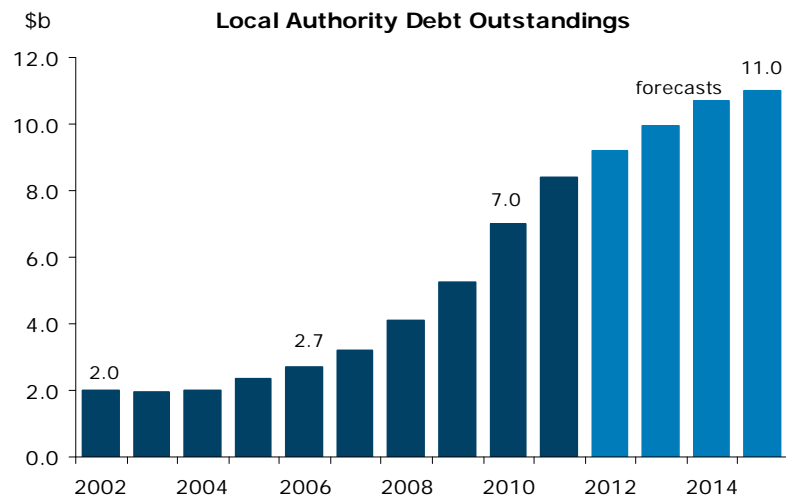
Rates charges have increased by an average of 6.1 percent per annum since 1999, an increase of more than twice the rate of inflation. This level of rates growth is clearly unsustainable in the current environment of central government and household belt-tightening. Councils are facing increasing pressure from both central government and ratepayers to raise rates in line with inflation and population growth. Intense debate and sensitivities towards rate increases are becoming more commonplace. There is no legal restriction on councils increasing rates although the central government reform “Better Local Government” directive will encourage councils to move down a road towards fiscal responsibility by capping expenses, limiting the annual rise in rates, and requiring councils to refocus their priorities towards core services. Asset sales are also now being proposed by some authorities as an alternative revenue source to limit rates increases. **Local Council 2012-2022 long term plans (LTCCPs) adopted in July have pitched rates growth in New Zealand’s main centres at around 3½ to 5 percent per annum.** We question whether these forecasts will match reality.



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As a percentage of total revenue, local council income from rates has remained relatively static at around 60 percent, although pressure is now coming on non-rate revenues given the weaker economic backdrop. **Rising local authority spending growth has also been met by an increase in central government grants and subsidies** which rose to 16.1 percent of total revenue in 2011 from 12 percent a year earlier. This could suggest that more is being asked of local governments in the form of regulation and policing of community issues by the central government, although this is set to change under the “Better Local Government” reform programme which focuses on councils returning to the provision of core services.

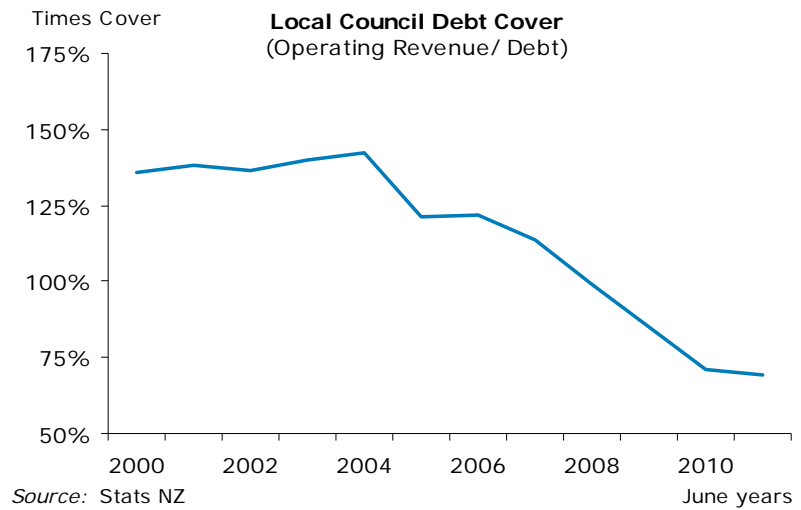
Local government debt has quadrupled over the past decade from \$2 billion in 2002 to a projected \$9 billion in 2012. In per capita terms, this represents an increase from around \$500 to \$2,000 – relatively small numbers. While households and businesses have been reducing their exposure to debt since the global financial crisis, outstanding local authority debt is projected to rise to \$11 billion by 2015 (these figures are due to be updated in September with the release of the 2012-22 Long Term Plan Analysis).



On an annual basis, council borrowing has increased from \$0.9 billion in 2008 (0.5 percent of GDP) to around \$2 billion in 2011 (1.0 percent of GDP) and is expected to rise further.

The balance sheets of the local governments remain reasonably strong despite the “Debt Cover” ratio more than halving from 1.4 times cover in 2004 to 0.7 times cover in 2011. That is, annual operating revenue now covers only 70 percent of council debt. However, debt cover remains relatively strong compared to the average New Zealand corporate balance sheet which uses greater leverage. Credit ratings agencies are increasingly paying close attention to this metric (measured as operating revenue as a proportion of debt) in their analysis of council ratings.

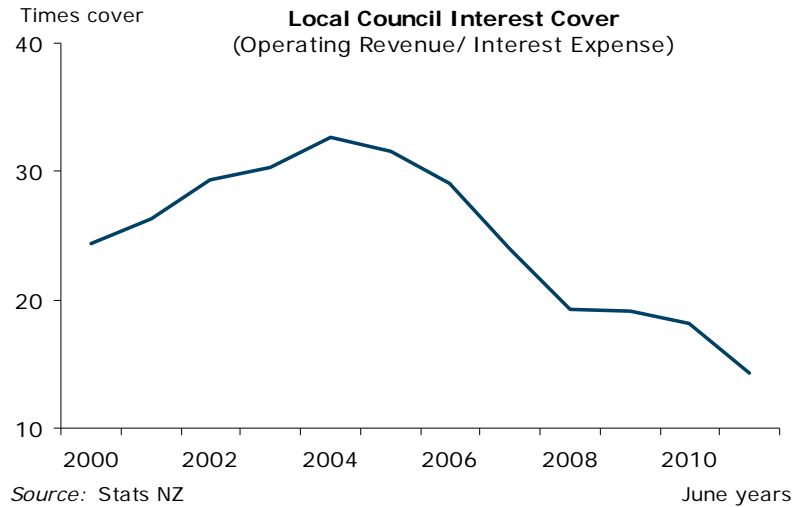
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Local authority balance sheets continue to reflect a position of strength from a net wealth perspective. Asset values increased 17.1 percent to \$120.6bn in the year to June 2011, while local authority equity was estimated to have increased to \$110bn. This has had the effect of reducing the local authority debt-to-equity ratio from a peak of 10.3 percent in 2010 to 9.6 percent in 2011 (up from around 5 percent in 2004). The 2011 aggregate council debt-to-asset ratio of 8.7 percent remains relatively contained. While there is typically a lot of commentary directed at the liabilities side of council balance sheets, **a lot of commentary misses the size of the assets under control**. Considering that a fair proportion of the **assets are intergenerational in nature, it is wholly appropriate that debt funds their existence**.

The rapid increase in nominal debt has led to a **significant rise in interest costs, which has been one of the key factors driving expenditure growth. "Interest Cover" has more than halved in the past five years to 14.3 times operating revenue in 2011**. Interest costs now represent 6.5 percent of council expenditure and in combination with employee costs (21 percent) and other operating expenditures (50 percent) have contributed to a more generalised increased in local government spending. Again, this interest cover ratio is significantly better than the corporate average but remains one to keep an eye on. It's also worth noting that this is an average figure – Auckland Council accounts for around one-third of all local authority debt and its interest servicing costs are projected to increase from around 12 percent of operating expenditure to 21 percent in the next ten years.

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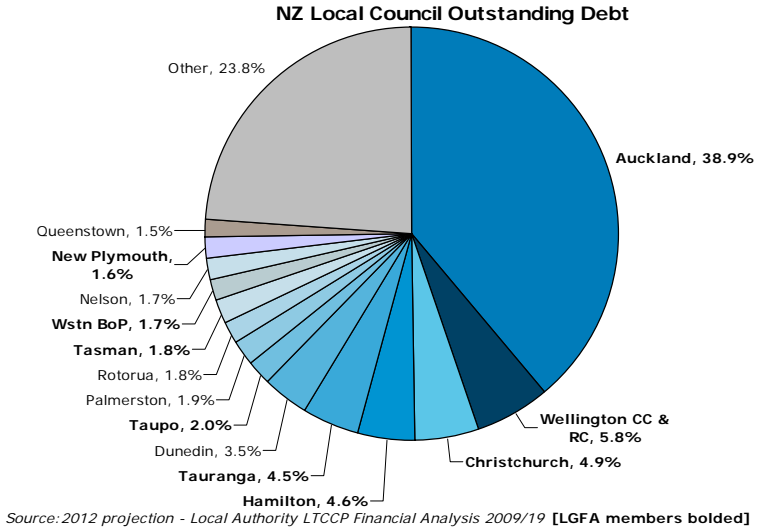


CREATION OF THE NZ LOCAL GOVERNMENT FUNDING AUTHORITY (LGFA)

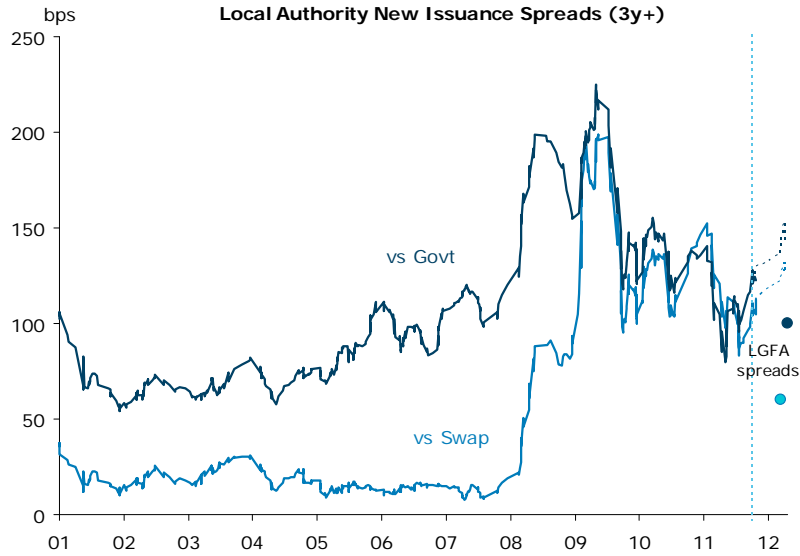
The Local Government Funding Agency (LGFA) was incorporated in December 2011, creating a new fixed interest asset class for NZ wholesale and retail investors. The LGFA is a Council Controlled Organisation (CCO) operating under the Local Government Act 2002 and the specially created Local Government Borrowing Act 2011. Its primary purpose is to achieve a lower cost of funds for councils, and access to diversified funding sources (including foreign currency) for participating NZ local authorities. The LGFA benefits from a very strong AA+ (local currency) investment grade credit rating – on a par with the New Zealand Government rating. Standard & Poor's rating is premised on the view that there is an "extremely high likelihood of extraordinary support from the New Zealand government" but also reflects the LGFA's strong standalone profile. The LGFA also benefits from access to a \$500m liquidity line from the NZDMO and its bonds are repo-eligible with the RBNZ.

LGFA issuance now funds a large portion of the issuance needs of its 18 local government shareholders. A majority have committed to funding 80 percent of their borrowing needs through the LGFA, although Auckland Council has so far only committed one third (minimum) of its own funding needs (due in most part to concentration limits within the LGFA structure). LGFA shareholders hold around three-quarters of outstanding local authority debt, with the largest councils yet to join up to the central funding agency including Dunedin City Treasury, Palmerston North, Rotorua, Nelson, Queenstown-Lakes and Kapiti Coast. The LGFA hopes to raise the number of participating Local Authorities to 30 by the end of 2012 and as many as 40 by September 2013.

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Credit Spreads on local authority debt increased dramatically following the onset of the global financial crisis (GFC). The concept of a central funding agency for NZ local authorities had been under consultation for many years, but it was not until the GFC-induced spike in funding costs that the creation of the LGFA began to really gain traction. Prior to 2007, councils were able to issue medium-to-long term debt at margins of less than 20 bps over swap. However, local authority margins blew out to nearer 200bps above swap in 2009 with lower-rated councils being forced to fund at levels in excess of 250bps over swap. An improvement in credit conditions in the post-GFC world has seen individual issuer spreads narrow back towards 100-150bps over swap, but they remain wide and relatively volatile by historical standards.



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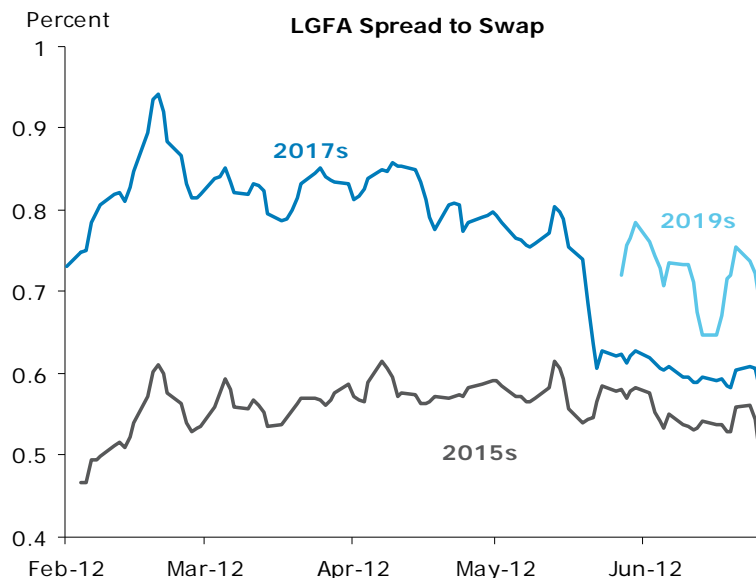
LGFA PRIMARY ISSUANCE

The LGFA has issued \$980m of bonds in five tenders held in 2012, attracting an average spread to swap of 75bps. The average spread to swap in the past two tenders narrowed to around 65-70bps above swap.

Maturity	Volume on Issue	Bid Cover Ratio	Average Successful Yield (%)	Spread to Swap (bps)	Spread to NZGS (bps)
Apr-2015	\$165m	3.4	3.79	57	78
Dec-2017	\$605m	5.3	4.54	82	107
Mar-2019	\$210m	4.6	4.09	70	104
	\$980m	4.5		+75	+102

Demand for LGFA issued bonds has been very strong, with an average bid-cover ratio of 4.5 times (this compares to a 2.4 bid-cover ratio for NZGS in 2012). Issuance in the first three tenders was concentrated on the 4/15 and 12/17 mid-curve bonds, with the more recent rally in interest rates allowing the LGFA to issue a longer-dated 3/19 bond at lower nominal yields.

Margins on the LGFA bonds have narrowed slightly from the initial February 2012 issuance spreads. The market is now marking LGFA bonds on a spread versus swap (originally the LGFA bonds were marked on a spread to NZGS as both securities shared identical coupons and maturities). The spread to swap on the LGFA 4/15 has been little changed at around 50bps year to date. In contrast, the spread to swap on the LGFA 12/17s has narrowed from 87bps in the initial tender to 70bps in July. The LGFA 3/19 bond has been a more recent addition to the issuance programme and was most recently issued at 70bps above swap.



This translates to an average funding cost of around 75bps over swap (or 100 basis points above NZGS), although the average spread to swap has narrowed to 65-70bps above swap in the past two tenders. Demand for LGFA bonds has primarily come from bank balance sheets and domestic wholesale investors. **Over the longer term the LGFA hopes to achieve a funding spread of 50bps above NZGS by mid 2013 and 40bps over NZGS from 2014 (or around 75bps over swap at current**

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levels). These targets look ambitious in the current market environment and we would expect some mid-ground to be found as liquidity improves and the investor base broadens. The LGFA has the potential to issue into offshore markets if pricing stacks up, and this should serve to diversify the investor base over time and lead to spreads compressing to levels closer to those achieved by Kauri issuers.

Member councils are in turn charged a margin above the cost of funds achieved by the LGFA at tender. The highest rated participating local authorities (those with AA ratings) are charged a margin of no more than 40bps and unrated councils look to be charged a margin of up to 60bps above swap (based on a differential credit scale and financial metrics of individual councils). This equates to an all-up cost to member councils of around 110-130bps above swap. More recently, previously unrated councils have received (or are hoping to receive) an investment grade credit rating so as to benefit from the LGFA differential pricing scale. Palmerston North City Council is a case in point and was assigned an AA long-term rating by Standard & Poor's on 27 June 2012.

The benefits of LGFA issuance to member councils extend beyond a cheaper average cost of funding. The volatility of local authority credit spreads has narrowed and smaller member councils can access cheaper funding by leveraging off the scale of a central funding agency. The probability that a smaller council will be forced to borrow at a margin of 250bps above swap at times of capital market turmoil is also significantly diminished. Larger benefits may accrue over time if the LGFA is able to hit its long-term target for a margin of 40bps above NZGS. **The advent of the LGFA has created a two-tiered market for local authority issuance.** LGFA issuance has made up approximately three-quarters of local authority issuance in the year to date, with issuance from other local authorities relatively sporadic. Auckland Council has been the only issuer of note in recent months, benefiting from somewhat of a scarcity premium. Recently, its March 2016 issue was tapped at around 100bps over swap and the council issued 10 year bonds at 140bps over swap. The advent of LGFA issuance has also led to a compression in credit spreads for smaller councils who can now borrow at a margin of around 140bps for 5 years. The New Zealand fixed income market lacks diversification, and issuers can often benefit from a name-specific premium given the structure of typical investor mandates.

2012-22 LONG TERM COUNCIL COMMUNITY PLANS

Demands and expectations of local government will remain high. Every three years local councils are required to formulate Long-Term Council Community Plans (LTCCPs) based on a ten year horizon. Long-term planning is embedded within local authority financial management and supports transparency and accountability of the sector, looking out for the following 10 years. This ensures comprehensive budgeting and long-term capital and financial planning.

2012-22 draft council plans were adopted on 1 July 2012 with a majority targeting a reduction in costs and limits on both debt levels and rates growth in accordance with local council reform initiatives.

On the back of reform efforts introduced by central government, local councils are starting to move towards plans for long-term debt sustainability and capping the growth in expenditure and rates increases. These themes are reflected in a number of recently adopted 2012-22 long term plans.

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CASE STUDIES:

Hamilton City Council's 2012-22 long-term plan puts significant emphasis on improved fiscal responsibility and governance. The council has set out plans to return to surplus within 5 years, limit rates increases to 3.8 percent per annum over the next ten years, and caps debt at \$440m (from a projected peak of \$700m). To meet these ambitious targets the council will need to cut costs, sell some assets, and increase user charges. By 2015 the council expects to be saving \$15m (or 10 percent of operating costs) per annum, and the plan is being viewed as a blueprint by some commentators.

Tauranga City Council's 2012-22 long-term plan aims to limit rates increases and demonstrate fiscal responsibility. Tauranga City Council has agreed to put a limit on future rates increases from 2013-14 - set at no more than projected CPI plus 2 percent. Current projections would see annual average rates increases of 3.6 percent over the next ten years. The council is also projecting a reduction in debt/revenue from 248 percent to 174 percent over the next ten years, to be achieved through surpluses and selling off surplus property assets. Nominal debt is projected to rise by \$40 million over the same period.

Auckland Council's long term plan shows debt is expected to rise from \$4.8b to \$12.5b in the next ten years as Auckland looks to borrow to fund part of its proposed \$20.2b capital plan (largely targeted at new transport projects including the City Rail Link). Interest costs are currently 12 percent of operating expenditure, although projected to rise to as much as 21 percent over the forecast horizon. Rates are projected to rise by 3.6 percent in 2012 and 4.9 percent per annum out to 2022. The current year sees the introduction of a single rating system, meaning a quarter of a million households will face an average 8.1 percent increase in rates, while 187,000 households will face an average 4.9 percent rates decrease. Auckland's financial strategy aims to balance its operating budget by reducing expenditure on existing services with efficiency gains of \$97 million projected in the period to 2018. Net debt is projected to peak at around 240 percent of revenue in 2020 against a proposed policy limit of 275 percent (currently 175 percent). Interest costs are projected to peak at around 14.5 percent of revenue in 2020 against a policy limit of 15 percent. The council has proposed setting limits on its borrowings to maintain debt at sustainable levels and maintain a credit rating of at least "A+". The council plans to diversify its funding sources offshore and via the LGFA channel, and protect against higher interest rates by hedging at least 50 percent of debt at fixed rates. Standard & Poor's removed Auckland Council from negative watch in February 2012 affirming its current AA rating.

Christchurch City Council's situation is unique with significant new borrowing required to fund the earthquake rebuild. Rates increases of 7.8 percent have been included as part of the council's 2012/13 annual plan, although new projects proposed in the recently released Christchurch Central Development Unit (CCDU) plan will put additional pressure on council finances. Despite the rise in rates, the level is still well below that in a majority of other New Zealand metropolitan centres. Prudent financial management in the past will allow the council to borrow to fund a majority of rebuild costs, but partial asset sales have also been touted as a means for funding part of the rebuild, new sports facilities and new library. The council has investments worth \$1.57 billion including majority stakes in Orion, Lyttleton Port, the Christchurch Airport, Red Bus, City Care and Enable Networks. Debt is projected to rise from \$500 million to around \$1.4

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billion by 2017 which is likely to put further pressure on the council's AA credit rating (on negative outlook after the 2011 downgrade). The council continues to target net debt of less than 100 percent of total revenue (67 percent in 2012/13).

Finally, an example of how not to manage council finances. **Kaipara District Council has proposed an average rates increase of 31 percent in 2012/13** in an effort to halve the council's \$83 million debt (to be followed by 2-5 percent rates increases in subsequent years). The surge in rates is due to a blowout in costs associated with the Mangawhai Community Wastewater Scheme which came in at \$65m (three times over budget). Operating costs and interest payable on the \$58 million of debt associated with the scheme will lead to a further accumulation of debt without immediate action. Thus, the council plans a significant hike to rates in the coming year in an effort to move toward a more sustainable financial position. A popular rates revolt now threatens with ratepayers complaining to police and a group of 2000 residents marching through Mangawhai. A number of Mangawhai property owners are expected to sell up.

All are examples of reality setting in. While a host of attention centres around the altered behaviour of household's and Government's having to live within their means, the stark reality is that **the global finance crisis had more far reaching consequences and the local authority sector is not immune.** We expect the above case studies to become more common-place and for more extensive pressure for consolidation across local authorities.

BETTER LOCAL GOVERNMENT REFORM

"Better Local Government" is an eight point reform programme released by the Government in March 2012 aimed at improving the council legislative framework. The reforms will require New Zealand's 78 councils to improve their efficiency in the delivery of public services and related governance structures. Local government debt has more than quadrupled in the past decade and the reforms will also be critical to New Zealand's future in that both central government and councils will be forced to take a more prudent approach to managing public debt. This is already starting to happen with a number of 2012-22 Long Term Council Plans looking to cap debt levels and limit the growth in spending and rates. There have, however, been pockets of resistance as can be expected when there are political dynamics involved. Long-term debt sustainability and a strong institutional framework are key factors for investors and credit rating agencies alike.

The first four points of the "Better Local Government" work programme were included in the Local Government Act 2002 Amendment Act introduced to Parliament on 30 May 2012 and due to be passed by September.

- a) **Refocus the purpose of local government** to meet the current and future needs of communities for good quality local infrastructure, public services and performance of regulatory functions in a way that is most cost effective for households and businesses.
- b) **Introduce fiscal responsibility requirements:** The Bill will legislate for fiscal responsibility requirements in respect of income and expenditure, and prudent debt levels, to be developed in consultation with Local Government New Zealand. The requirements **are likely to include limits to debt and growth in operational expenditure,**

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although details have yet to be finalised. The failure to adhere to the requirements would then trigger new Crown assistance and intervention powers.

- c) **Strengthen council governance** in relation to staff numbers and remuneration, extending some aspects of the Auckland governance innovations.
- d) **Streamline council reorganisation procedures.**

The “Better Local Government” reform programme follows completion of Auckland Council governance reforms and supersedes the previous Minister of Local Government’s review of the local government system called “Smarter Government, Stronger Communities: Towards Better Local Governance and Public Services”. A second reform bill covering other areas of local government reform such as is proposed for 2013.

In our view, the recently announced local authority reform efforts are a step in the right direction. Despite the low starting point, council debt has risen significantly in the past decade with annual expenditure growth of 8.7 percent outstripping even the 6 percent growth in annual rates bills. Many local authorities have become entrenched in the supply of non-core services; spending money on services that central government believes are well outside the scope that was originally intended. Ironically, at the same time, many of the services that members of the public regard to be core services (rubbish removal is an example) have been contracted out. Such initiatives have reduced fixed costs. However this has been offset by variable costs rising more sharply than generalised inflation as private sector providers look to turn a profit on these services.

We agree that the purpose and scope of council activities needs to be narrowed and redefined to limit the acceleration in council expenditure. In the current environment of austerity, ratepayers and the wider voting public are right to demand accountability and transparency from their local councils. A shift toward central government enforcing staff and remuneration caps and refocusing council responsibilities toward core activities is also a step in the right direction. As are improved institutional and governance structures, and the proposed introduction of prudent fiscal management rules. Council reform is likely to be a slow-moving iterative process and we watch this space with interest.

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