

## A Better Budget for Tāmaki Makaurau Auckland

The Council – led by Mayor Wayne Brown – has put forward a 2023-2024 draft budget for public consultation. The Council says a \$295m financial hole needs to be filled. It proposes: general spending cuts, selling the Council's shares in Auckland International Airport, an average 4.66% rates increase, up to \$75 million in borrowing.

### How did we get here?

The Council proposal says the financial pressures come from an expansion in services and assets that has brought higher maintenance costs, worsened by high interest rates and inflation. Cyclone Gabrielle and recent flooding events have added further financial strain.

Recent years have seen increased inflation and interest rates. **But some of the pressures on Council are temporary and others have been overstated.** A major reason for revenue being lower than it otherwise would be is COVID-19, a pandemic experienced by thousands of councils and governments worldwide. Non-rates revenue has remained steady, as the table on the left shows. Revenue from Council venues, services, and public transport is likely to grow over time as Auckland recovers from COVID-19.

2018	\$2,836
2019	\$3,089
2020	\$3,291
2021	\$3,339
2022	\$3,554

Non-Rates Revenue (\$m)  
Source: Auckland Council Financial statements  
2021/2022, 2020/2021, 2018/2019

Interest rates are projected to fall over time,<sup>1</sup> and Council acknowledges that 80-100% of its borrowing is at fixed rates – which means only a small part of its borrowing is affected by short-term increases in interest rates.<sup>2</sup> The budget was prepared before floods and Cyclone Gabrielle; these events will require reconstruction, but central government has partnered for that.

**“Signs that inflation will ease meaningfully over 2023 are becoming increasing clear.”<sup>3</sup>**

Auckland Council is not facing a debt crisis: Auckland's debt is at 250% of its revenue, well below the 290% debt ceiling. Total debt as a ratio to revenue has been relatively stable (see graph on the right). The cost of servicing interest increased in 2022 as a proportion of total revenues, but the overall trend is declining.

### Why can we do better?

**The proposed cuts will have irreversible long-term impacts.**

The axing of operational spending could mean a permanent end to the services and institutions that help to make Auckland a community.

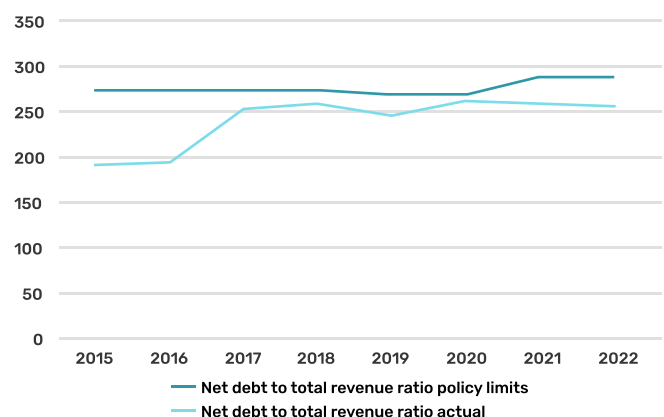
The cuts could affect – among other things – cultural events, library services (including services that support community safety), Māori and Pasifika employment (through reduced support of The Southern Initiative and The Western Initiative), Early Childhood Education services, and organisations like the Citizens Advice Bureau that allow people to access their minimum legal rights. Events and organisations may disappear due to the cuts.

**Selling the airport shares does not add up.** The loss of the 18% shareholding in Auckland International Airport would make the city permanently poorer and would remove people's level of control over a strategic asset. The Council proposal does not consider the loss of a stake in the airport's extensive landholding. It will be very difficult to return the land and future value of the shares to the public once these shares are sold. This has implications for:

1. **Māori land interests: the Waitangi Tribunal cannot recommend return of private land, so airport land will be permanently alienated from Māori.**
2. **Future climate and other emergencies: we need coordinated transport hubs, which is harder when airports are privatised.**

**Our communities are more important than ever.** Cyclone Gabrielle and the recent floods show that community organisations (such as Visionwest Community Trust, which will be affected by the cuts) are essential as a source of food, shelter, and social support in times of emergency. These organisations make a community resilient. Eliminating these organisations makes individuals and communities more vulnerable and precarious.

### Net debt to total revenue



Source: Auckland Council annual reports for 2018/19 and 2020/21

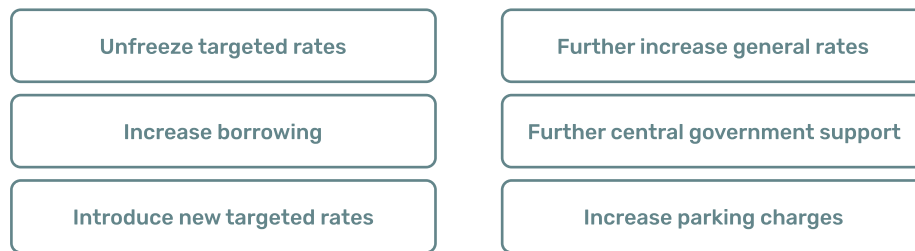
[1] See eg <https://www.opespartners.co.nz/mortgage/interest-rates/interest-rate-predictions>.

[2] Council Budget consultation document, online at <https://www.aucklandcouncil.govt.nz/externalcontentdelivery/consultations/budgets/annual-budget-2023-2024/annual-budget-2023-2024-consultation-document.pdf>, at page 47.

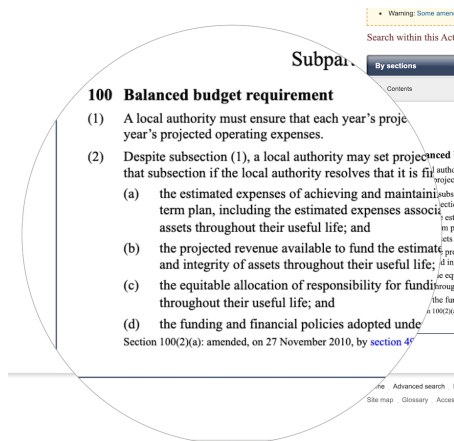
[3] ANZ research note, reported in January 2023: <https://www.stuff.co.nz/business/131057053/anz-trims-interest-rate-forecast-after-inflation-comes-in-unchanged>.

Citizens Advice Bureaus face closure as a result of proposed cuts. Going by 2022 figures, this is estimated to impact 163,000 people seeking access to assistance concerning their legal rights, including in relation to immigration, MSD, and KiwiSaver.

There are many more options available than what the Budget Proposal suggests. The proposal suggests the public will have to accept the budget, or face a 13.5% increase in rates, or increased borrowing. But many other combinations of rates, borrowing, charges, and central government support are possible, such as:



## How can we do better?



Local Government Act 2002

When considering alternative options, a starting point is that the Council does not have to run a 'balanced budget'. The law says councils have a Balanced budget requirement but that they only have to 'balance the books' if it would not be "financially prudent" to do so (for example, if cutting services creates its own financial costs), factoring in the need to maintain services set out in a long-term plan. **But if the Council is intent on 'balancing the books', another budget is possible.** The Council has not made it easy to construct another budget by imposing a very short (one month) timeframe on the consultation process, but a budget does not need to be finalised until June and it is still feasible to develop alternative proposals.

**Council is opting to pause two important targeted rates and they don't have to do that.** The Council says its reserves from the Water Quality Targeted Rate and the Natural Environment Targeted Rate are not spent, and that these rates can be suspended for a year. Now is not the time to freeze funding for water quality or the natural environment.

**\$50.9m**

Annual revenues from unfreezing the Water Quality Targeted Rate and the Natural Environment Targeted Rate

**\$150.9m**

Increasing borrowing avoids the need for community cuts and sale of airport shares

**Council can borrow more.** The Council is proposing to borrow \$75 million. Council says that it cannot borrow more than \$140m without breaching internal policy, but as the Council these policies can be adjusted (as the Council has recognised by acknowledging it would need to amend its airport shareholding policy to sell off its shares). Combining borrowing with a strong revenue plan, ensures Auckland's strong credit rating is not impacted.

**The existing rates proposal will provide necessary revenue.** This general rates increase, along with increased borrowing and unfreezing targeted rates, can provide \$295m in revenue.<sup>4</sup> This alternative budget plan will address the shortfall and provide the foundation for a budget that is more flexible, fairer, and better for Tāmaki Makaurau Auckland over the long-term. Building on this foundation, **Auckland Council should be investing now** – in tourism, public transport, the arts, and other social services. Investing in the city will bring revenue back. That investment can be funded through the same mix of borrowing and rates set out here. This plan demonstrates that the budget shortfall can be addressed, if necessary. Cutting and selling are no way to bring Auckland back on its feet – and back to its best.

Unfreeze targeted rates <sup>5</sup>	\$50.9
Existing Council rates package <sup>6</sup>	\$93.2
Extend borrowing	\$150.9
Alternative Budget Revenues	\$295.0

[4] The figures used in the table are rounded to one decimal place. Unrounded calculations add up to \$295m.

[5] To reach this figure, we take the 2018-2028 10-year Budget's projections for the Water Quality Targeted Rate (\$452 million over 10 years) and Natural Environment Targeted Rate (\$311 million over 10 years), take an annual figure for each targeted rate from this ten year projection ( $452/10=45.2$  for the WQTR and  $311/10=31.1$  for the NETR), and then calculate what an annual two-thirds reduction would be in light of what is said in the Budget consultation document at page 52, rounding to one decimal place ( $76.3*(2/3)=50.87$ ).

[6] We adopt the Council's own assumption that "a 1 per cent change in general rates is equivalent to around \$20 million of revenue for the council" ( $20*4.66=93.2$ ): <https://www.aucklandcouncil.govt.nz/budget-reductions-operational-spending>

We have assumed that the proposed Council rates package can be directed to addressing the Budget shortfall. Nowhere in the Budget consultation document does it say that any of the rates package has already been accounted for. If some of the rates package has already been 'banked' (for example, 3.5% under the LTP) then some further revenues may have to be secured from additional increases in general rates, additional borrowing, or any other options listed on the previous page.