

Elected Member Briefing (LTP) – 21 June 2017 – Topic List

Time on Agenda	Topic	HCC Contact / Presenter(s)	Time Required (mins)
9.30am	Revenue & Finance #1	David Bryant	90
11.00am	MORNING TEA		15
11.15pm	Revenue & Finance #1 continues	David Bryant	75
12.30pm	LUNCH		60
1.30pm	Growth Assumption	Kelvyn Eglinton	90
3.00pm	AFTERNOON TEA		15
3.15pm	Growth Assumption continues	Kelvyn Eglinton	75
4.30pm	MEETING ENDS		

Council Briefing

Financial Strategy & Revenue Taskforce

21 June 2017



Agenda

- Welcome
- Scene Setting
- Revenue and Financing Policy
 - Key Considerations
- Guiding Principles - Financial
- Next steps

Revenue and Financing Policy

Key Considerations

General Legislation

- Decision making sections 76 to 81
 - Significance
 - Consideration of options

Financial Management

- Be prudent
- S100 Balanced budget requirement
 - Balance the budget unless it is prudent to do otherwise
- “predictability and certainty about sources and levels of funding” (S102)

Revenue and Financial policy

S 103

- Outlines the sources of funds that need to be covered in policy

Process takes the lead from Act

- Matters in S101(3) will be documented and debated. We will be looking to classify Activities into similar groups to get consistency of approach.
- Evaluation of Benefits, Exacerbator, Intergenerational equity, and public vs private goods.
- Determination of User pays vs tax pays
- Consider Rates (Tax) structure

Some fundamentals

- A public good is different to a public benefit.
- Public good is an economic term. It means a service which is:
 - Non rival. Use by one person does not reduce the enjoyment or use by another.
 - Non excludable. A person cannot be excluded from enjoying the benefit of a service.
- Public benefit is a looser term usually meaning anything which is good for the community as a whole.
- Externality is an economic term which reflects that a service has factors which mean that there are benefits or costs which are not reflected in a pure market price. These impact on supply and demand.

Taxation principles

- A good tax system should have the following:
 - Provide adequate revenue
 - Be predictable and convenient
 - Easy to understand
 - Not change a persons behaviour
 - Be efficient to levy and collect.
 - Be neutral/equitable
 - If targeted to a source should only be used for that purpose and have a clear direct cost/ benefit link.

Strategy vs Policy

- Strategy determines the size of the cake, policy determines how the cake is cut.
- There is a relationship. Good revenue and financing policy can establish better behaviour which can lower costs.
- Intervention theory establishes 4 interventions for government:
 - **Service delivery**
 - **Regulation**
 - **Asset ownership**
 - **Taxation/funding**

Financial Strategy legislation

S101A

- Purpose
 - Facilitate prudent financial management
 - Provide a context for consultation

Desired Outcome

- To have a robust strategy for the 2018 Long Term Plan with a clear understanding of the relationships between the major business variables and available financial levers.
- As a starting point we will work with the 3 interventions mentioned by the CEO in March.
 - Rates Debt Capital
 - All strategic financial options will resolve to one of these.

Guiding Principles - Financial

Key messages

- The growth of Hamilton city presents a significant challenge.
- Fresh thinking is required to meet this challenge.
- Financial principles will provide a framework for decision making.
- Finding solutions will be an iterative process.

Guiding principles - Financial

Four themes:

- Operations and Business as usual
- Growth
- Funding
- Transparency

Operations and Business as usual

Guiding principle - 1 of 12

The everyday costs of running the city will be met from everyday revenues.

Explanatory notes:

- *Everyday costs includes depreciation.*
- *Debt will not be used to fund everyday costs.*
- *Everyday revenues exclude:*
 - *development contributions*
 - *vested assets, and*
 - *major one off capital subsidies and philanthropic donations.*

Operations and Business as usual

Proposed - 2 of 12

Council will look after existing assets.

Council will fund all asset renewals.

Operations and Business as usual

Two guiding principles – 2 & 3 of 12

Council will fund maintenance and renewals as per approved Asset Management Plans.

Growth cells will be completed to an approved level of community amenity

Taskforce discussion points:

- *Council needs to complete what its started (e.g. Rotoruna)*
- *Council may wish to consider changes in Levels of Service (higher or lower) as well as deciding that some assets will not be replaced*
- *Council needs to make Levels of Service decisions in Asset Management Plans*
- *The 2015-25 10 Year Plan says that existing assets are a top priority*

Growth

Guiding principle - 4 of 12

Growth will pay for growth

Those that benefit from growth will pay for the costs of growth

Taskforce discussion points:

- *Council should endeavour to minimise the impact of growth (new growth cells) on general rates.*
- *Concerns about defining “growth”*
- *Who should pay? Growth cell developers/residents etc. fund growth versus those that benefit from growth in a broader sense*

Funding

Proposed - 5 of 12

General rates will be our primary revenue source.

Where the everyday costs of running the city cannot be easily identified

Funding

Guiding principle - 5 of 12

**The main source of our everyday revenue
will be General rates.**

Where the everyday costs of running the city cannot be easily identified

Taskforce discussion point:

- *Concerns over the word “primary”.*

Funding

Proposed - 6 of 12

Targeted rates could be used to fund the Council portion of new projects or where the costs of these activities can be easily identified.

Currently General rates make up 97% of rates revenue.

Targeted rates increase transparency and help rate payers understand the drivers of significant costs.

Funding

Guiding principle - 6 of 12

Targeted rates could be used to fund the Council portion of new projects where the costs of these activities can be easily identified.

Currently General rates make up 97% of rates revenue

Targeted rates increase transparency and help rate payers understand the drivers of significant costs

Taskforce discussion points:

- This principle could be extended to costs other than new projects.*
- Delete the word “or”.*

Funding

Proposed - 7 of 12

User charges are preferred when a private benefit can be identified and it is efficient to collect the revenue.

E.g. Visitors to Hamilton Zoo or swimming facilities

Funding

Guiding principle - 7 of 12

**When a private benefit can be identified
and it is efficient to collect the revenue
User Charges will be considered.**

E.g. Visitors to Hamilton Zoo or swimming facilities

Taskforce discussion points:

- Should it be “preferred” or “considered”.*
- Is the sentence structure correct? Would it be better to put Private benefit at the start of the sentence?*

Funding

Proposed - 8 of 12

New projects expenditure (not growth related) will be funded from a contribution from external funding.

E.g. Hamilton Gardens

Funding

Guiding principle - 8 of 12

Council should explore external funding options for new discretionary projects whenever possible.

E.g. Destination playgrounds

Taskforce discussion points:

- It may not be possible to get external contributions and Council should not be restricted by a need for external contributions.*
- Would include discretionary level of service and growth projects.*

Transparency

Guiding principle - 9 of 12

Asset sale proceeds will be used to pay down debt.

E.g. The sale of Council owned buildings

Transparency

Proposed - 10 of 12

Rates levels will be based on a long term view and will not have variable annual increases.

Rates certainty

Transparency

Guiding principle - 10 of 12

Rates certainty will be a key consideration.

Rates certainty

Taskforce discussion point:

- *The principle should be simplified.*

Transparency

Proposed - 11 of 12

Council will maintain its current credit rating.

Currently AA-

Transparency

Guiding principle - 11 of 12

Council will adopt a prudent Financial Strategy which supports its current credit rating.

Currently AA-

Taskforce discussion points:

Some Taskforce members raised the following:

- Should the principle be prudent management of debt levels?*
- HCC's credit rating is an outcome of financial prudence.*
- Should the principle establish a debt to revenue ratio?*
- The implication of this principle is that Council's debt to revenue ratio is less than 250%.*

Transparency

Proposed - 12 of 12

Affordability of rates will be considered.

Benchmarking against other growth cities and average personal income levels.

Transparency

Guiding principle - 12 of 12

Affordability of rates will be considered.

Taskforce discussion points:

- *Affordability is important.*
- *Is affordability an individual level issue or a community wide issue?*
- *Is affordability a subjective issue and how can it be measured?*
- *Council has mechanisms to deal with affordability at individual level, with payment arrangements, remission policies and also rates rebate.*

Key messages

- The growth of Hamilton city presents a significant challenge.
- Fresh thinking is required to meet this challenge.
- Financial principles will provide a framework for decision making.
- Finding solutions will be an iterative process.

Next steps

LTP - Growth Briefing



21 June 2017



↳ Topics for today

The Case for Growth

- Why it needs to be addressed
- Background and current context

Base Growth Assumptions

- Population projections and required dwellings
- Growth cell sequences

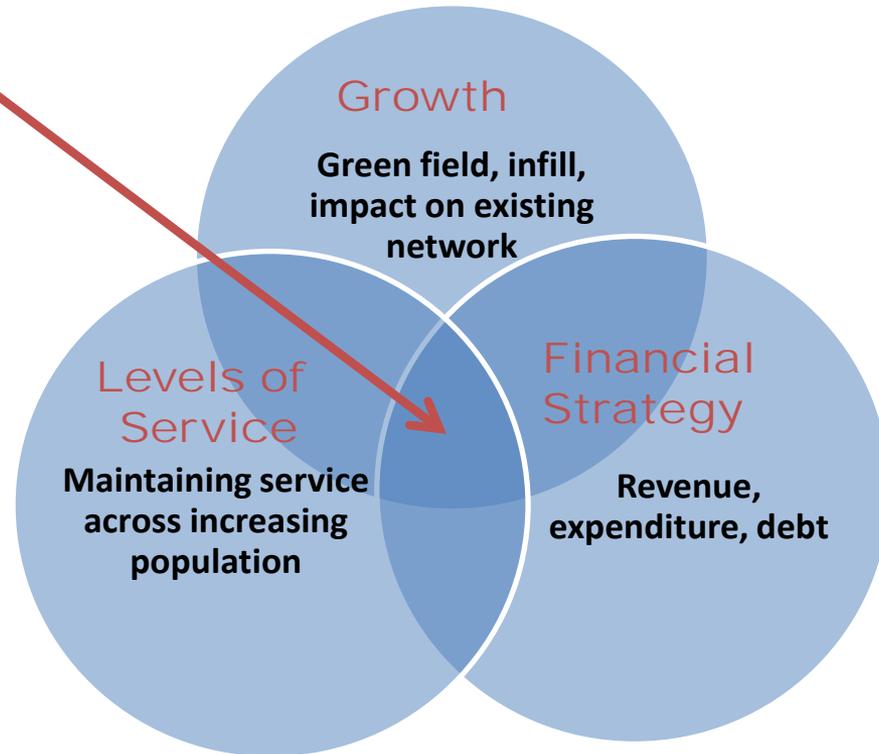
Growth Cell assumptions

- Estimates of cost and timing by growth cell – A3 sheets

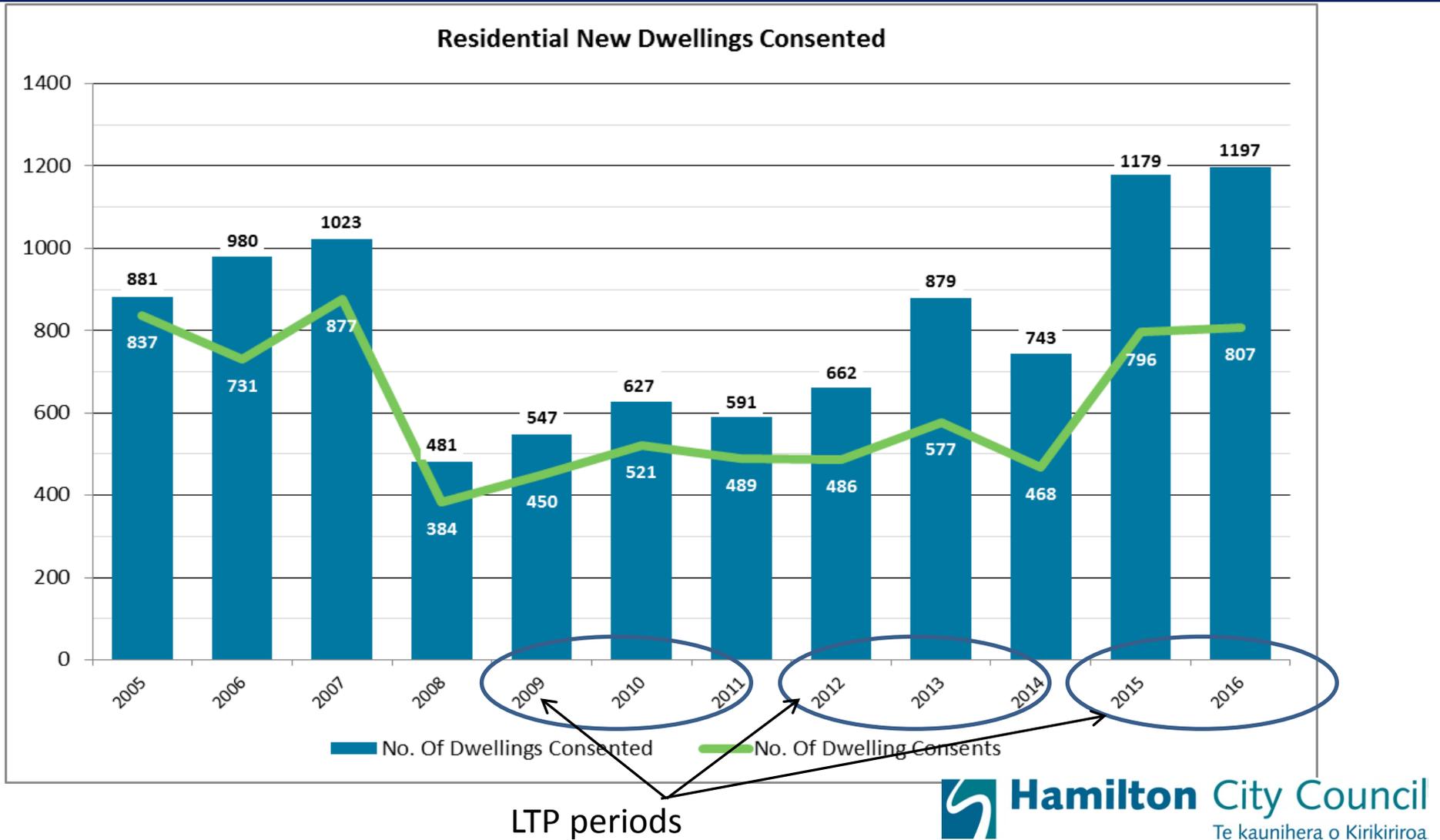
↘ Balancing the drivers of a City

The ideal is to find the balance between the drivers to ensure

- Cater for strategic and future growth
- Ensure service levels are maintained across growing population
- Financial prudence is maintained



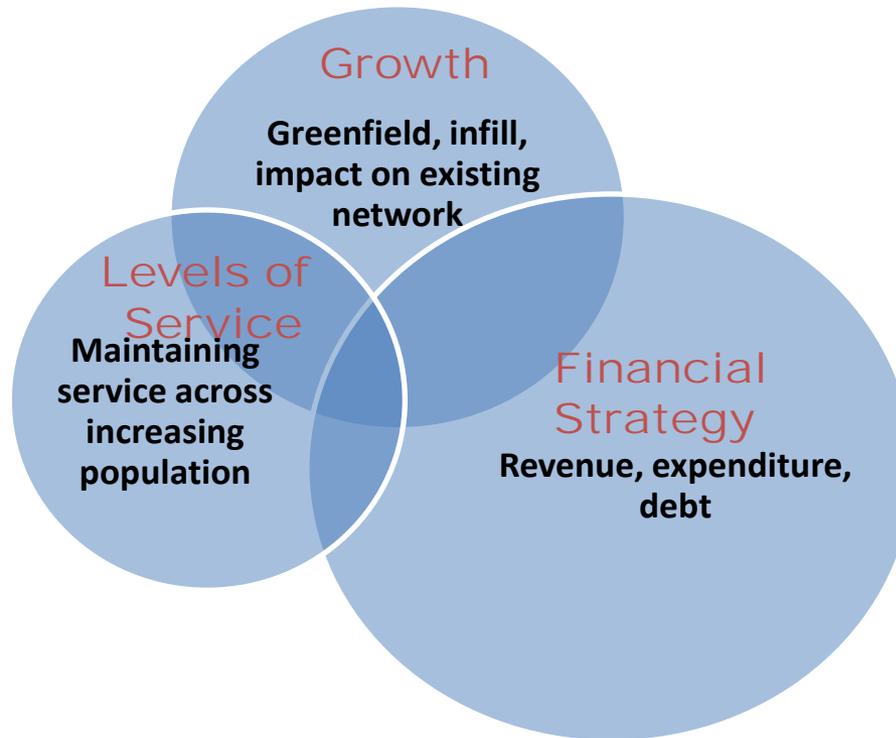
Hamilton is growing - accelerated since 2013



↘ Since 2009

Balancing the drivers of a City

For good reasons, since 2009 LTP, City investment has been considered primarily within a financial driver





↘ Situation back then...

- Since 2009 LTP, City investment has been considered primarily within a financial driver ie the Financial Strategy due to :
 - the then financial position of Council
 - Growth rates had decreased markedly following the GFC 2008
 - Growth rates were slow to recover 2008-2012
 - Infrastructure implementation was achieved by bring funds forward from within LTP rather than committing to strategic investment ie new growth cells.
- Impact on future City investment was to
 - Defer investment in new growth cells (Rotokauri ie late in the LTP and Peacockes beyond the LTP)
 - Defer investment to **maintain existing levels of service** eg deferred renewals of community assets, urbanisation of rural roads, road widening, increasing compliance requirements, Rototuna parks etc
 - Defer investment to **create new levels of service** eg, FerryBank, new theatre ...



↘ However ...

- Since 2013 Growth rates have accelerated rapidly:
 - growth cell investments have come into the LTP (Peacockes)
 - investments to increase existing network capacity to respond to increased utilization are required eg internal roading networks, infrastructure, urbanization of rural roads
 - investments required to maintain **existing service levels** across a growing population eg parks, asset management plans, renewals, animal control etc
 - **new levels of service** investments required in a growing city



↘ What else has Changed?

- Changes to Legislation
 - National Policy Statement on Urban Development
- Updated Growth Projections
 - Faster growth rate therefore growth cells come forward in plans
- Increase in the cost of growth
 - Land and construction (cost and scarcity)
- Auckland 'Halo' Effect
 - Baby boomer retirees , affordability, lifestyle
- Record Inward migration
- Decreasing Housing Affordability
- Increasing Compliance – eg Healthy Rivers



↘ What if we decide not to cater for growth ...

- Council cannot prevent population growth
- The underlying drivers of growth remain strong
- If we do not plan for a logical, structured approach to catering for city growth (land use, spatial plans, infrastructure investment etc)
 - Developer led infrastructure designed to mitigate their own impacts – ie no upside capacity for subsequent developments
 - Ultimately leads to more expensive upsizing or repair in future years
 - Redundant investment and infrastructure when multiple growth fronts are open
 - Increased risk of not meeting development contributions to pay down debt
 - Inability to ‘control’ city shape, network efficiency etc
 - Reactive to resolving issues as opposed proactive planned focus.



↘ Situation now

- Previous Growth reports show currently available, serviced land supply provides for
 - 4 years now
 - Current LTP provisions provide a further 7
- Growth forecasts plus the NPS requirements need 1469 dwellings built per year
- Increased growth rate and NPS (20% provision above projections) requires growth cell brought development forward within the LTP ie Rotokauri and a new cell into the ten year plan period ie Peacockes
- To maintain Hamilton's competitive advantages we will need to invest significantly to manage growth and maintain levels of service.



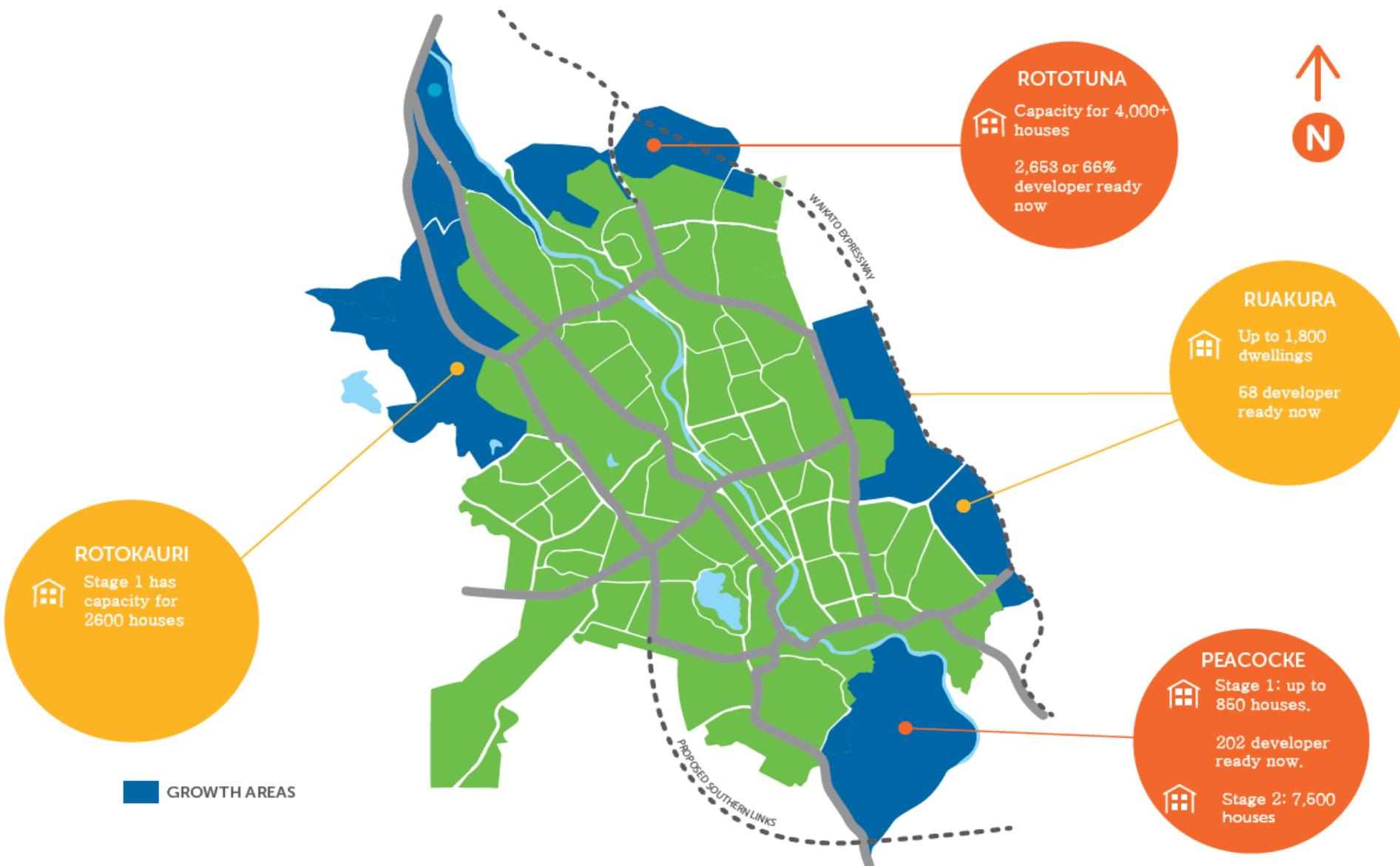
↘ Hamilton

competitive advantages

- Geographic location
- Availability of land relative to other growth centres
- Affordability of land relative to other growth centres
- Strong, diversified economy
- Higher average wage rates relative to major centres
- Younger highly qualified workforce

- To maintain these advantages Council will need to consider growth investment (*new growth cells, network capacity and levels of service*) which require significant financial investment

Our Growth areas - capacity overview



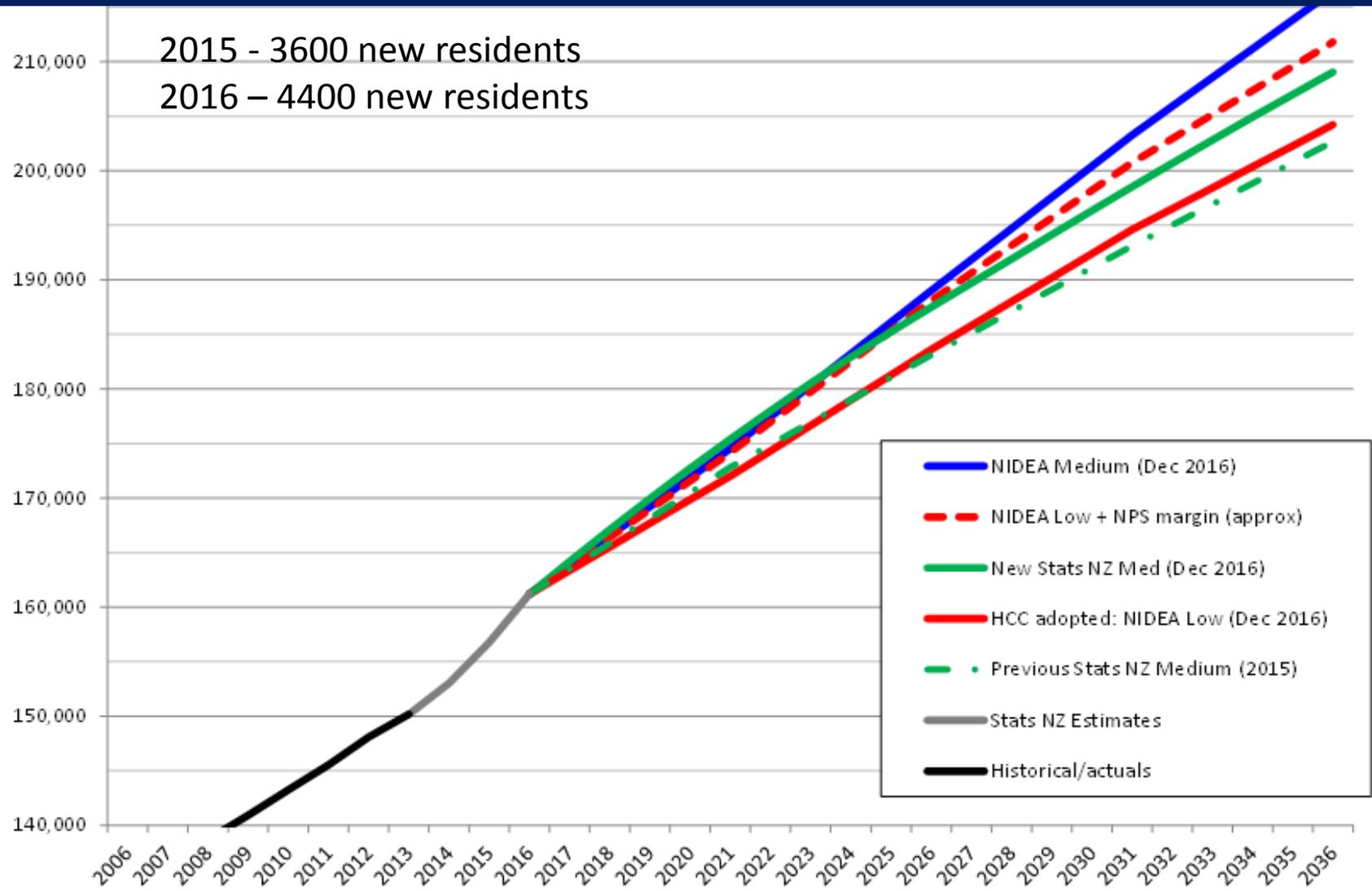
Target residential growth via infill 50% - currently 46%



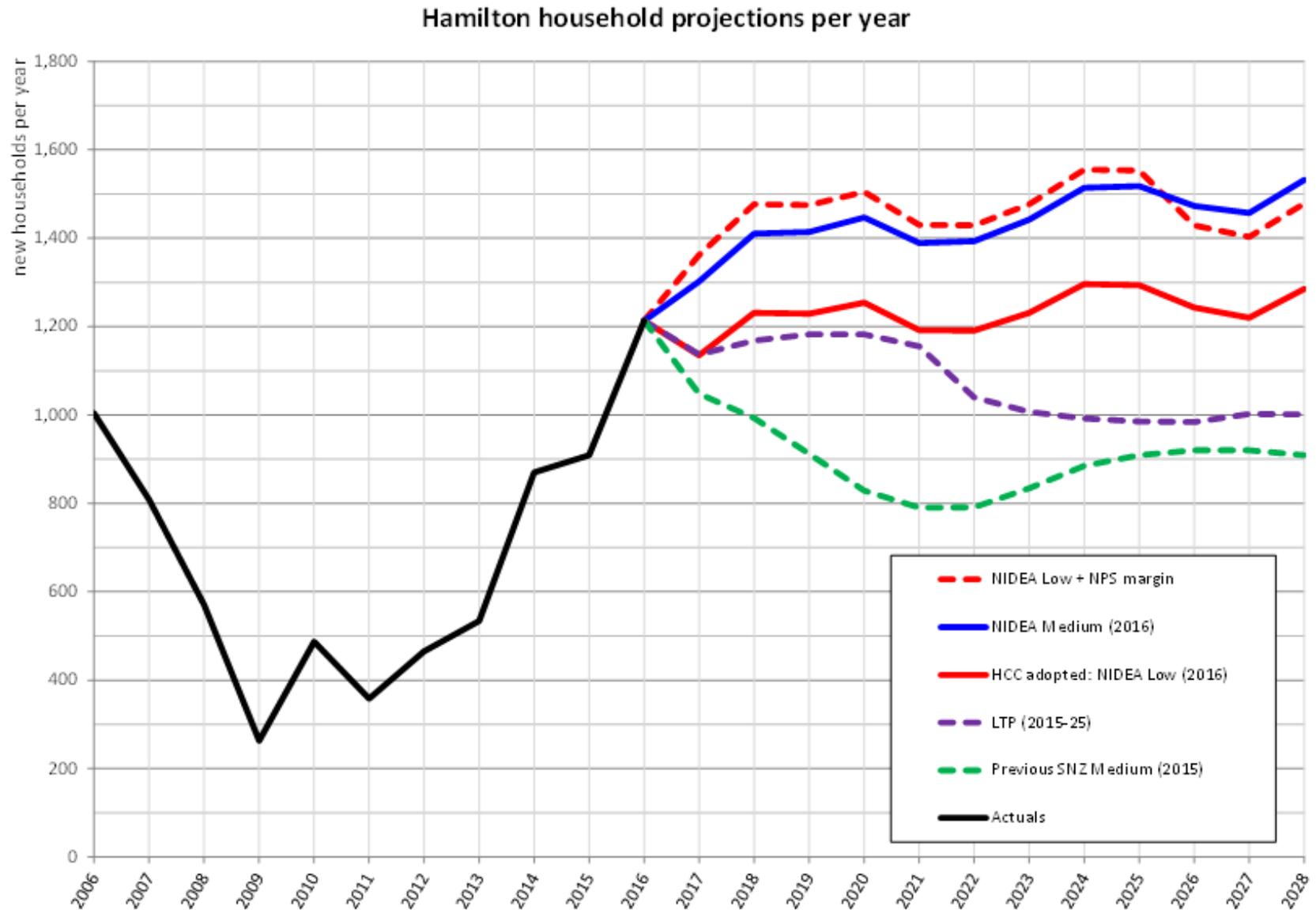
↘ What is required?

- To meet growth projections and NPS outcomes Hamilton will need:
 - circa 1469 dwellings per year
 - approx 808 in greenfield
 - approx 661 infill
- Housing Accord targets;
 - 1300 dwellings (includes titles) in 2017
 - 1400 in 2018
 - 1700 in 2019

↘ Growth Projections



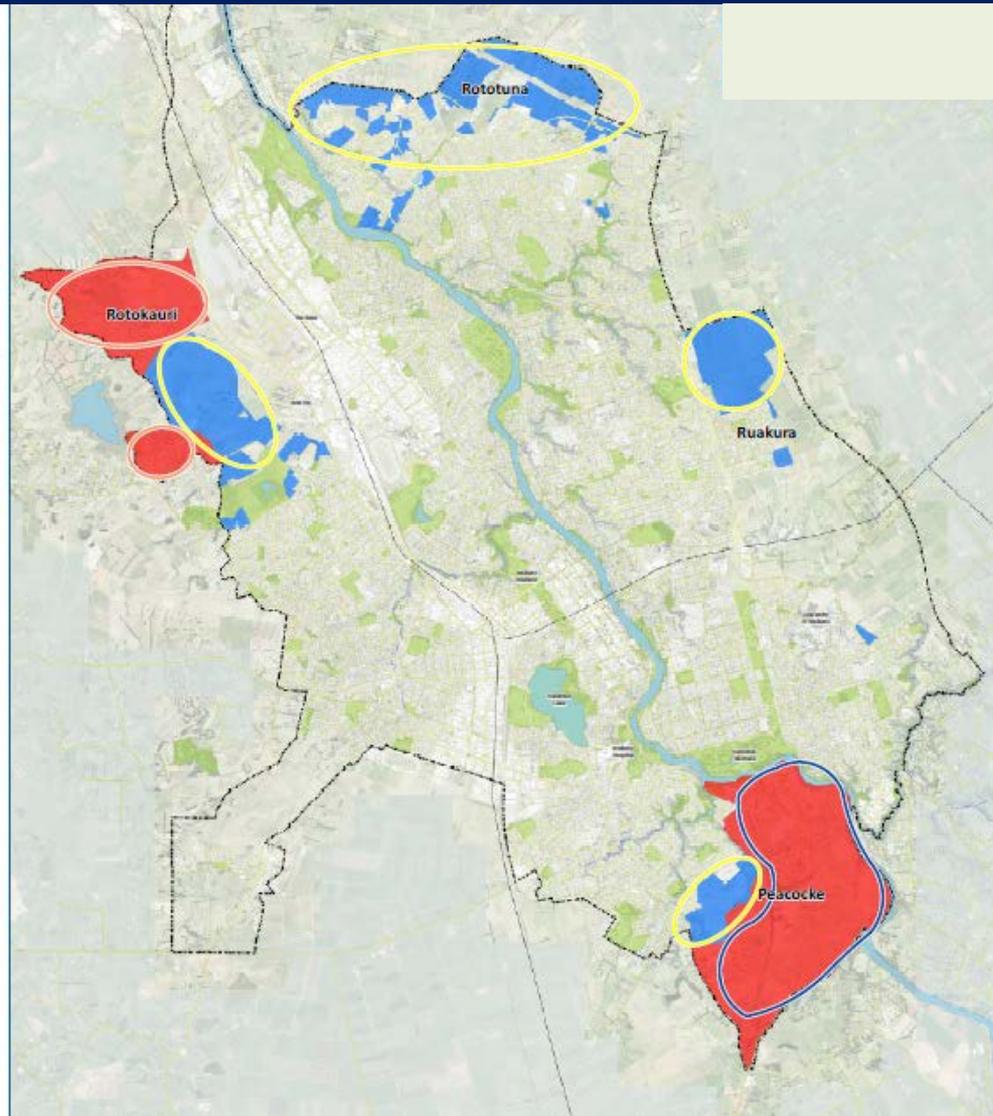
Household Projections



↘ Tools

- **Housing Infrastructure Fund for Rotokauri and Peacockes**
 - a significant tool to open cells and provide strategic investment to secure future land supply for 24 years.
- **No free lunch**
 - Debt incurred (even without interest) will impact significantly on our current financial strategy and debt to income limits.
- **In addition Council need planning investment to continue work on**
 - ICMP's and Structure planning for future growth areas
 - mechanism to bring forward R2 and HT1 land
- **Special Housing Accord**
 - Sets targets and direction
 - Provides for Special Housing Policy to provide for pockets of opportunity

High growth Greenfield Demand and Supply



Decade 1: 2015- 2025

(Existing cells — Rototuna, Rotokauri, Peacocke 1, Ruakura) 

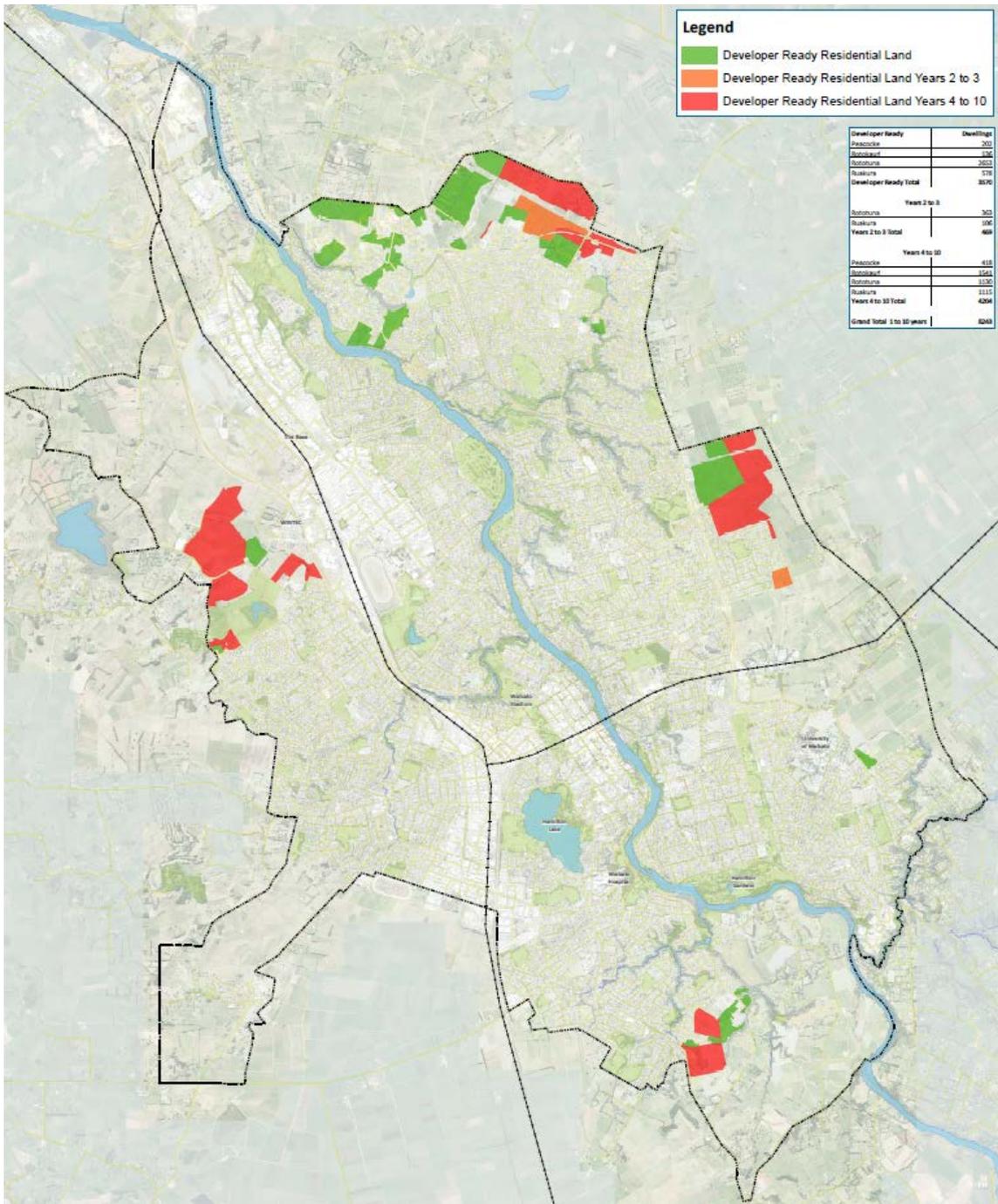
Decade 2: 2026-2035

(Residual of existing cells, plus Peacocke 2) 

Decade 3: 2036-2045

(Rotokauri 2) 

Under a high and sustained greenfield growth scenario, a further growth cell could be needed during the third decade.

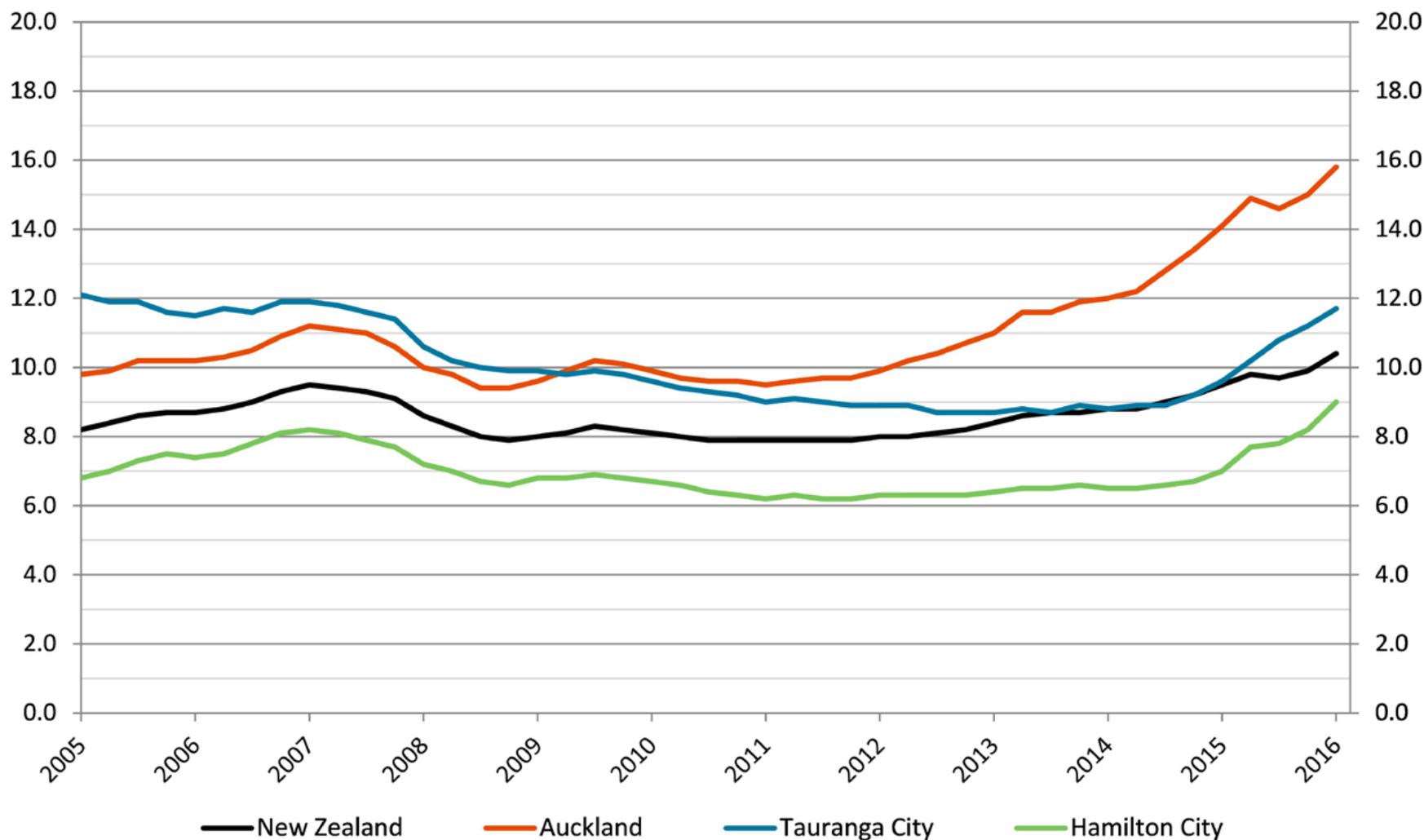


Developer Ready	Dwellings
Peacocke	202
Rotokauri	136
Rototuna	2653
Ruakura	578
Developer Ready Total	3570
Years 2 to 3	
Rototuna	363
Ruakura	106
Years 2 to 3 Total	469
Years 4 to 10	
Peacocke	418
Rotokauri	1541
Rototuna	1130
Ruakura	1115
Years 4 to 10 Total	4204
Grand Total 1 to 10 years	8243

Infill housing adds 13 years supply at 45% of growth

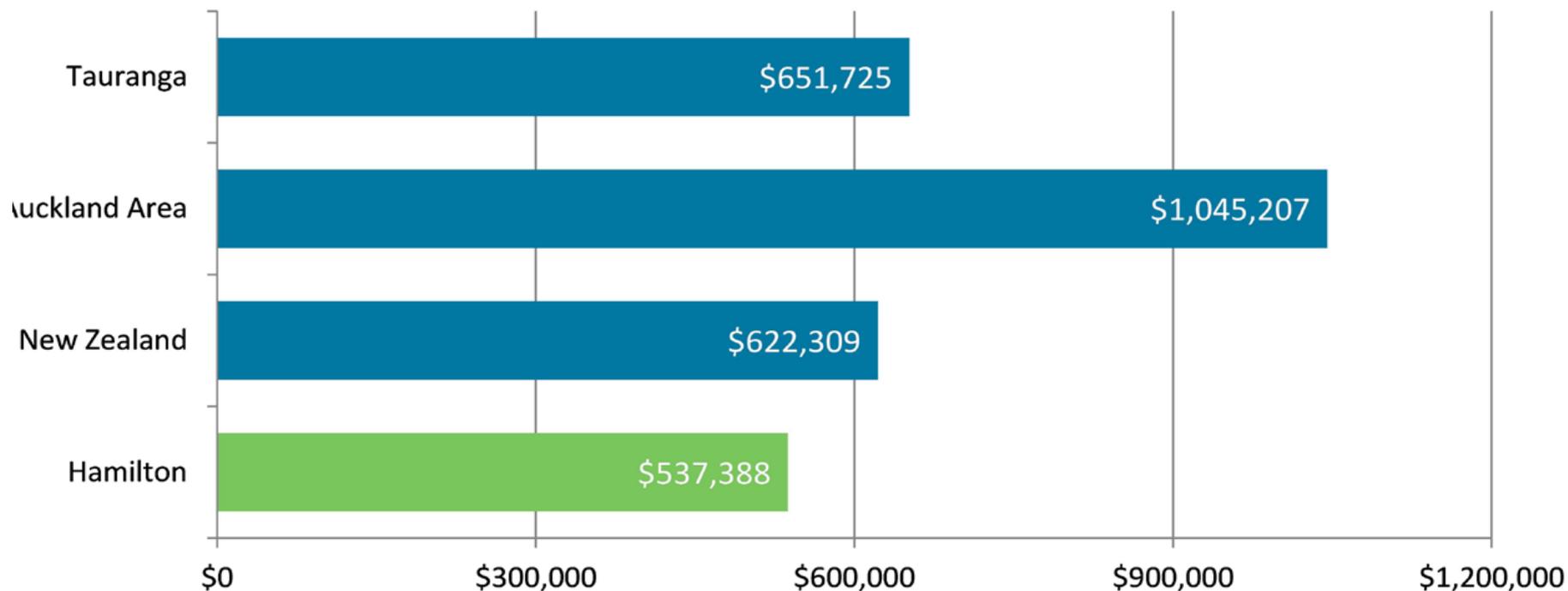
↘ Housing Affordability

Affordability index



↘ Housing Affordability

Average House price Nov 16

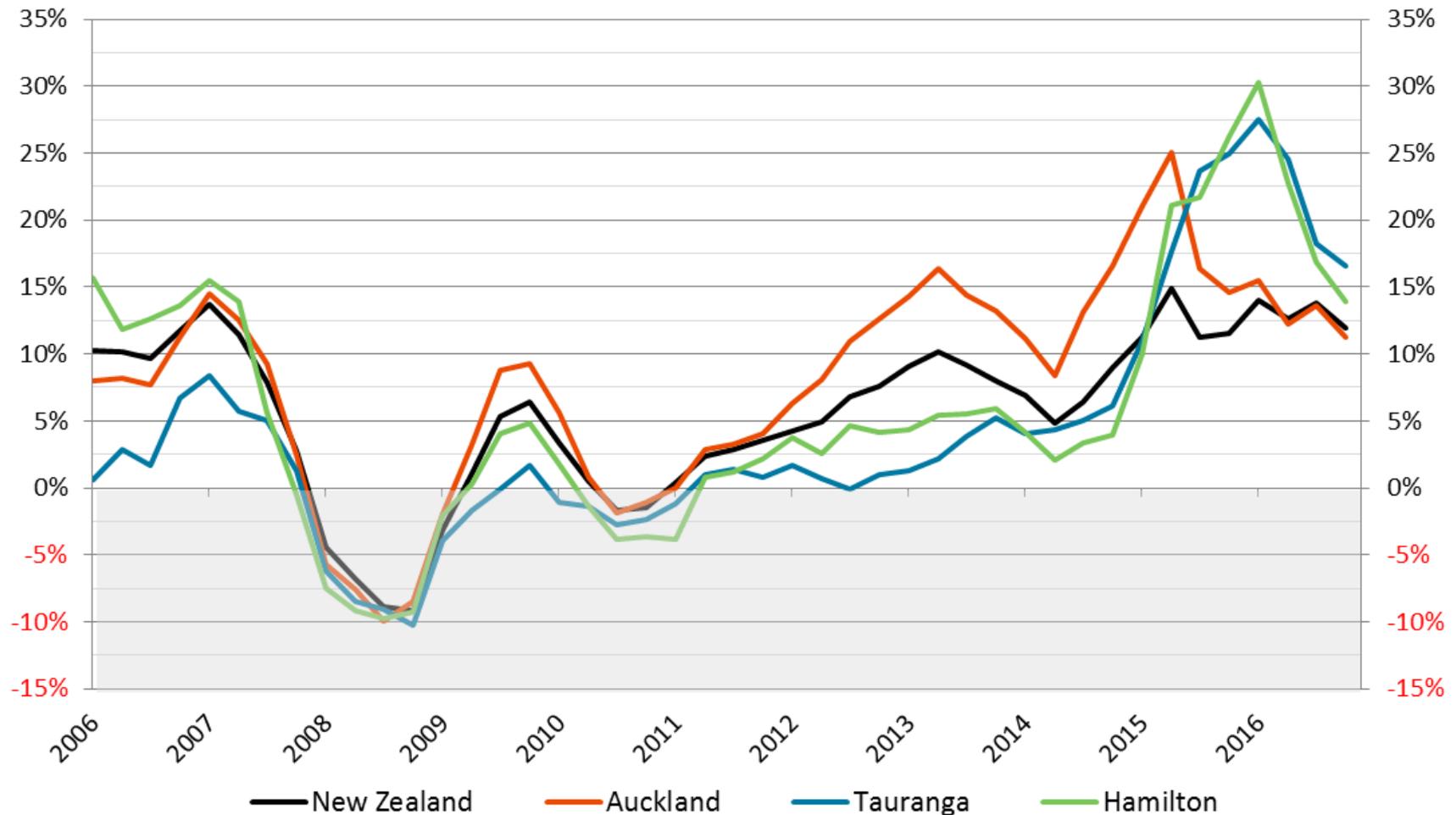


QV - RESIDENTIAL HOUSE VALUES - OCTOBER

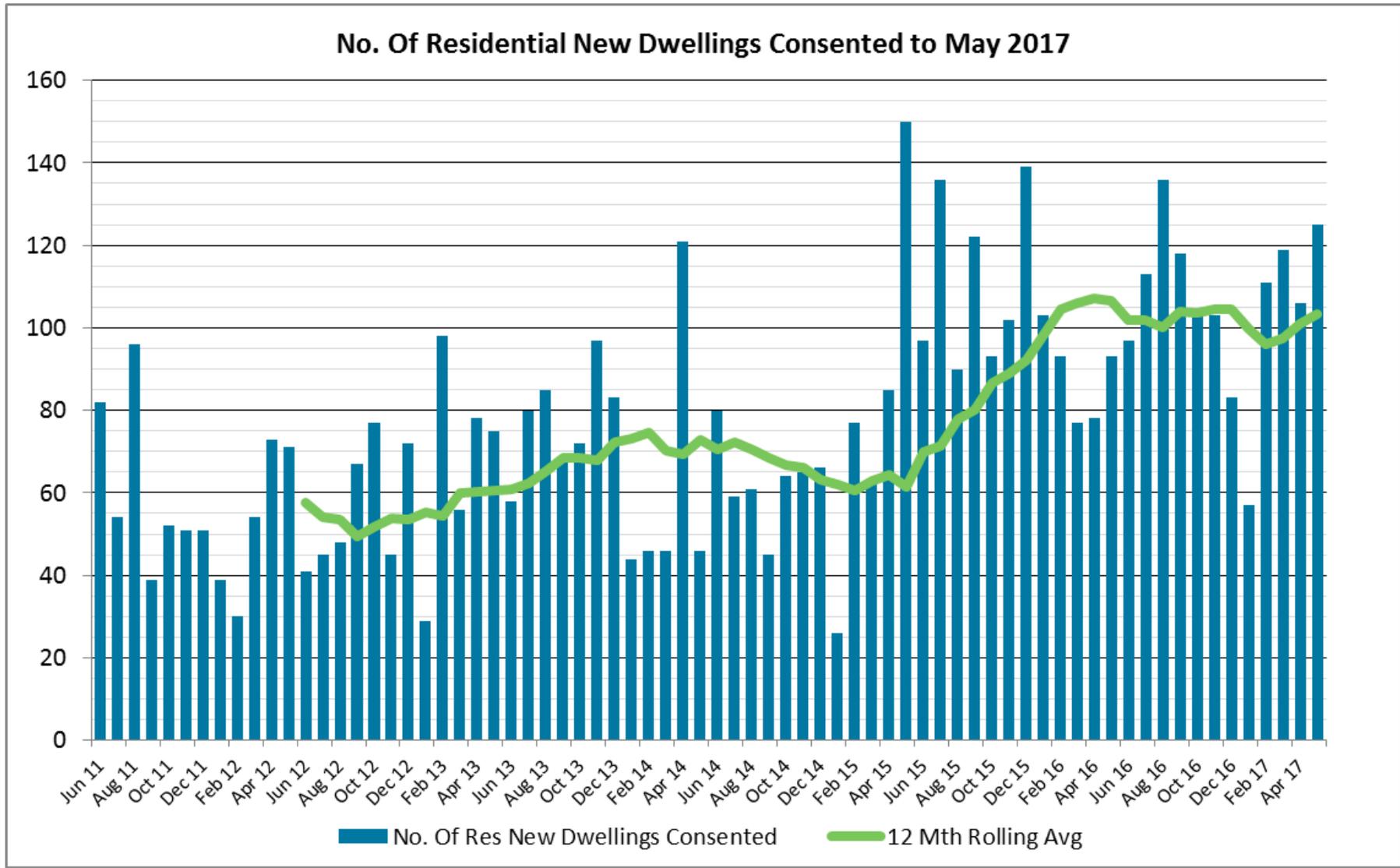
↘ Housing Affordability

rolling 12 month average price change

House price change - rolling 12-month average to March 2017

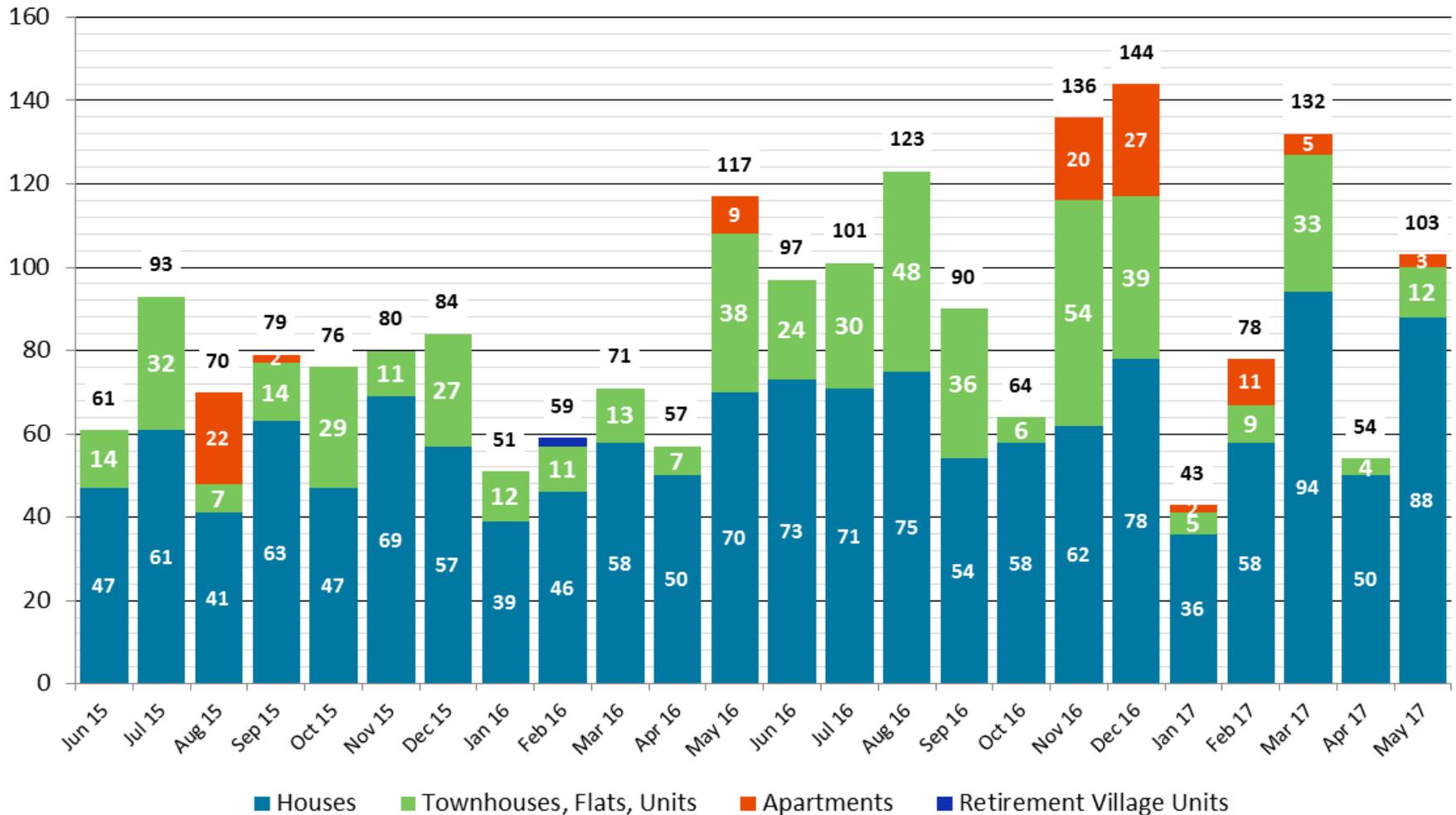


Consent numbers



Consent numbers

Residential New Dwellings Completed (CCC) by Building Type Month



10 Year Plan: Growth Infrastructure



21 June 2017

↘ Definitions

Good-quality: *in relation to local infrastructure, local public services, and performance of regulatory functions, means infrastructure, services, and performance that are—*

(a) efficient; and

(b) effective; and

(c) appropriate to present and anticipated future circumstances.

Network Infrastructure: *means the provision of roads and other transport, water, wastewater, and stormwater collection and management.*

↘ Definitions

Core services: (Section 11A Local Government Act 2002) - *core services to be considered in performing role.*

“In performing its role, a local authority must have particular regard to the contribution that the following core services make to its communities:

- a) Network infrastructure;*
- b) Public transport services;*
- c) Solid waste collection and disposal;*
- d) The avoidance or mitigation of natural hazards;*
- e) Libraries, museums, reserves and other recreational facilities and community amenities.”*

↘ Infrastructure Requirements for Growth



Water



Wastewater



Stormwater



Transport



Parks and Green Spaces



Community and Event Facilities.

↘ Strategic Infrastructure

What it means

Wastewater, Storm Water, Water	
Plant	Reservoirs, Treatment Plants
Bulk	City-wide e.g. WW Interceptors, Ring Mains
Trunk	Services multiple areas
Local	Services individual properties



Roading	
Major Arterial	Major roads e.g. Ring Road
Minor Arterial	e.g. Borman Road
Collector	e.g. Moonlight Drive
Local	Low volume/high access roads



↘ Strategic Infrastructure

What it means

Parks and Open Spaces	
Neighbourhood Park	Services local neighborhood e.g. Moonlight Drive Reserve
Sports Parks	City-wide, also services local neighborhood e.g. Gower Park
Destination Parks	City-wide e.g. Lake Domain, riverside reserves
Natural Areas	Responds to local natural environment e.g. gully networks, esplanade reserve



Council Funded

↘ 2015 Growth Management Approach

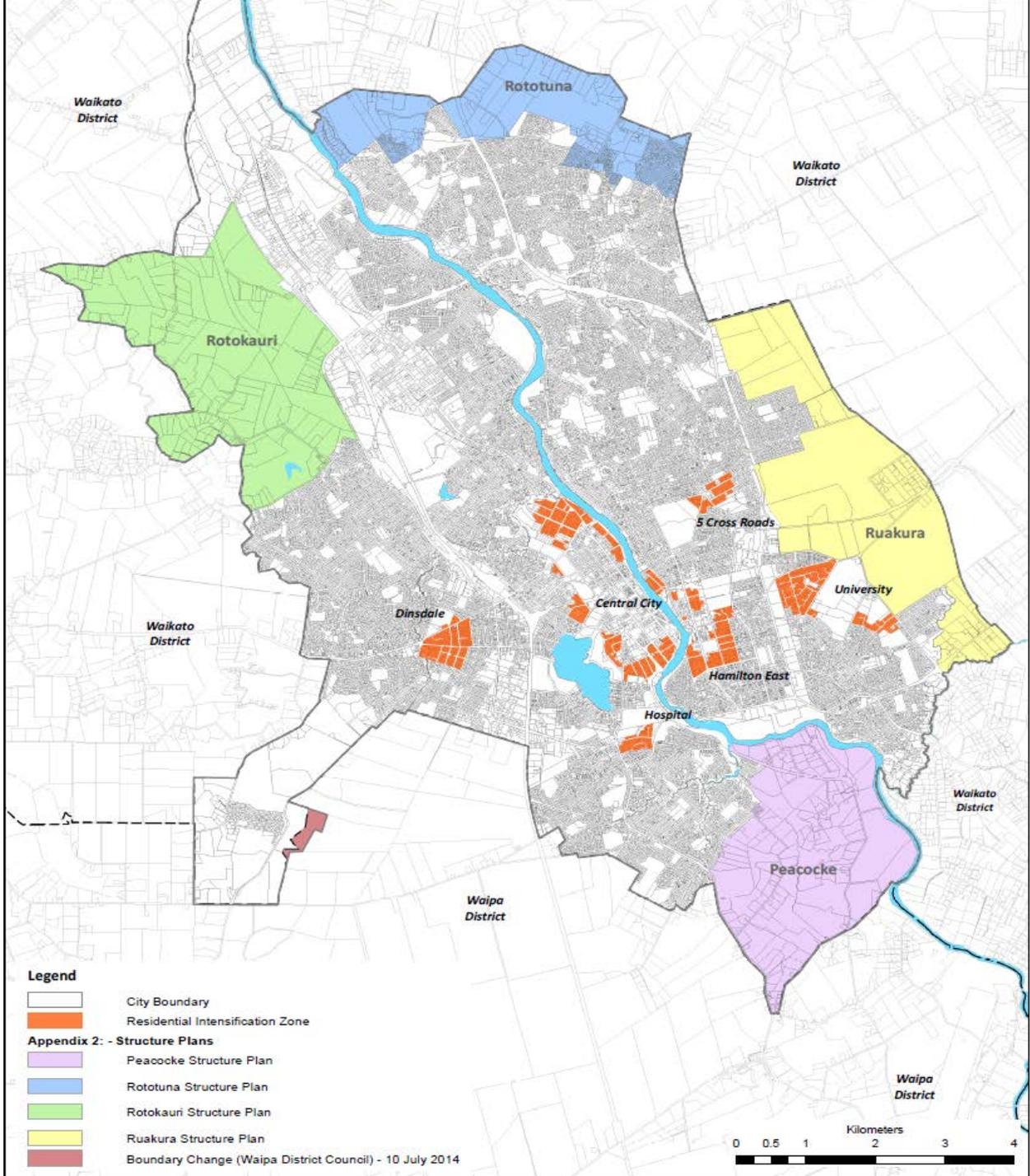
- Citywide Development
- Stage 1 Residential Greenfields
- Stage 2 Residential Greenfields
- Ruakura Growth cell
- Templeview
- Te Rapa North



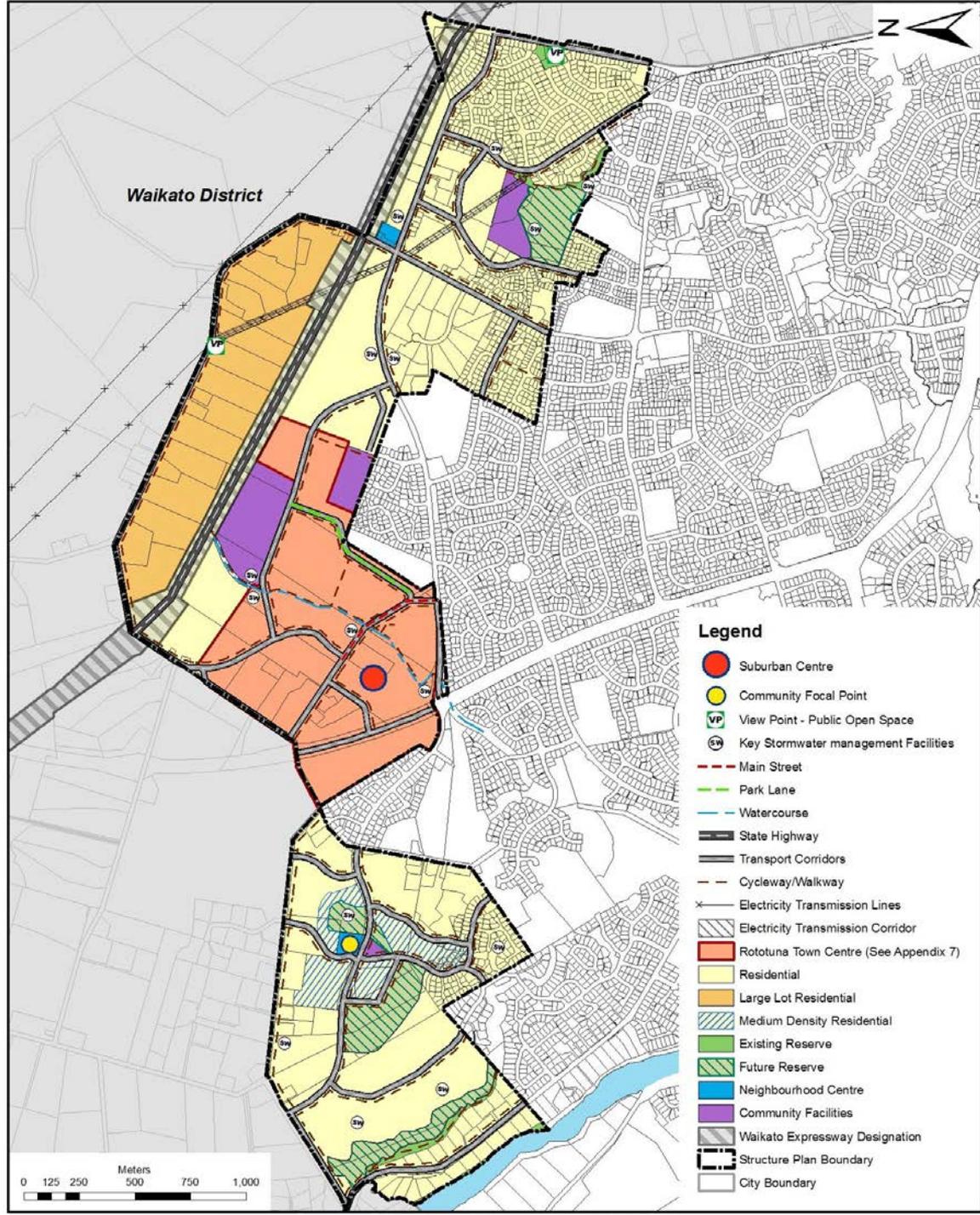
↘ External Factors

- Accelerated Growth
- National Policy Statement for Urban Growth Capacity
- Healthy Rivers
- Construction cost escalation, land value escalation
- Wastewater consent expectations
- Stormwater compliance expectations
- Housing accord
- Housing Infrastructure Fund
- Developer expectations
- Expressway completion

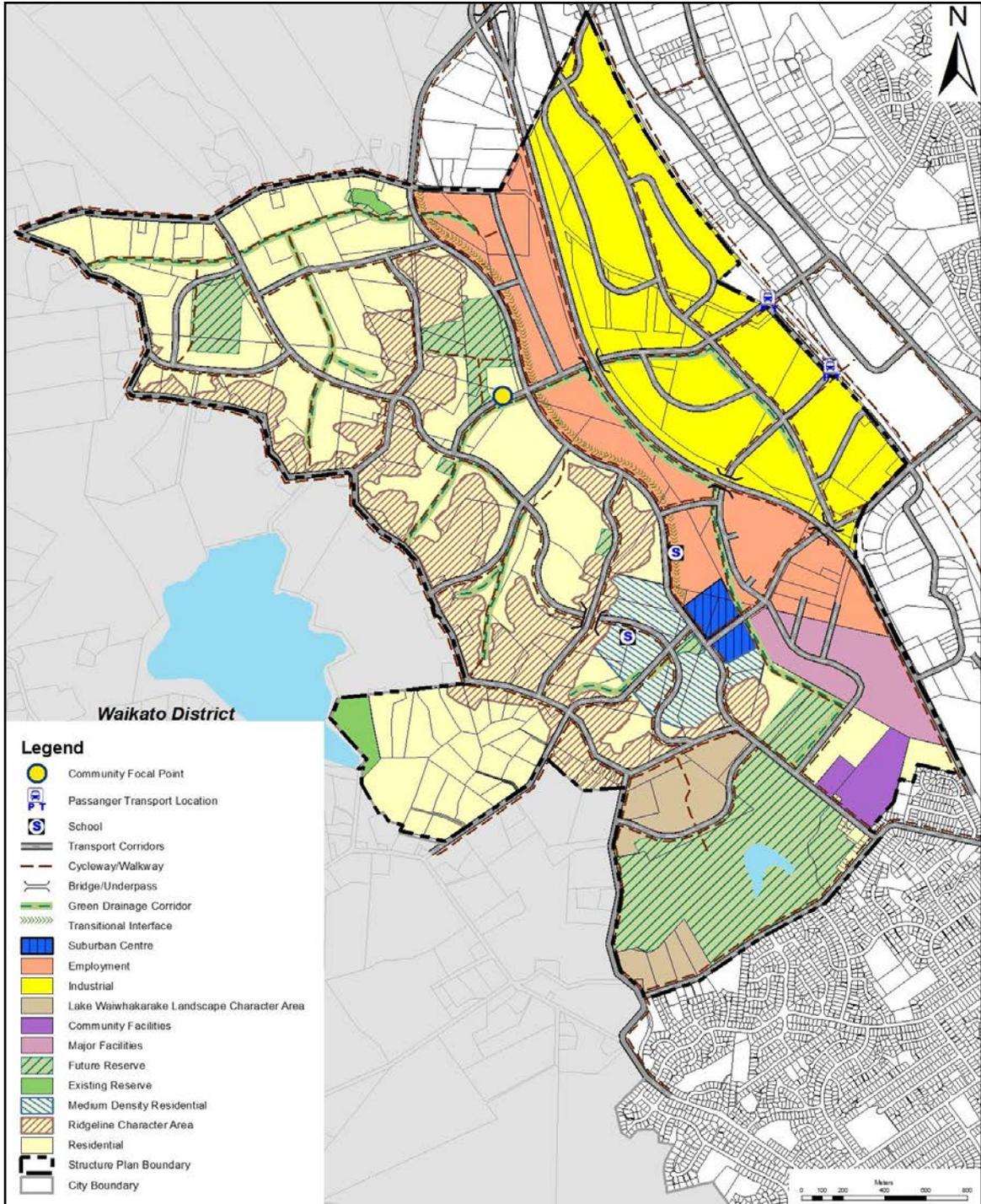
Citywide



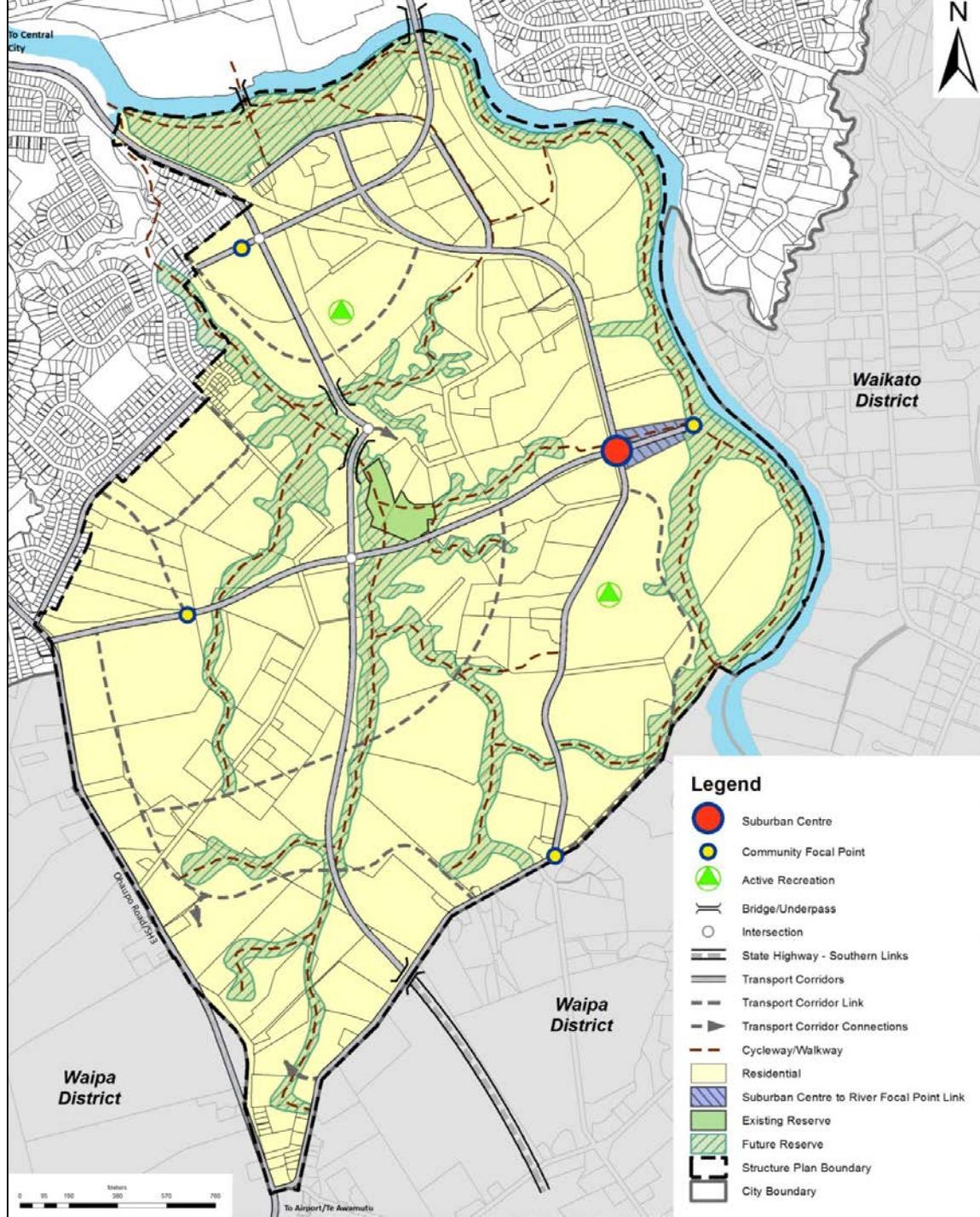
Rototuna



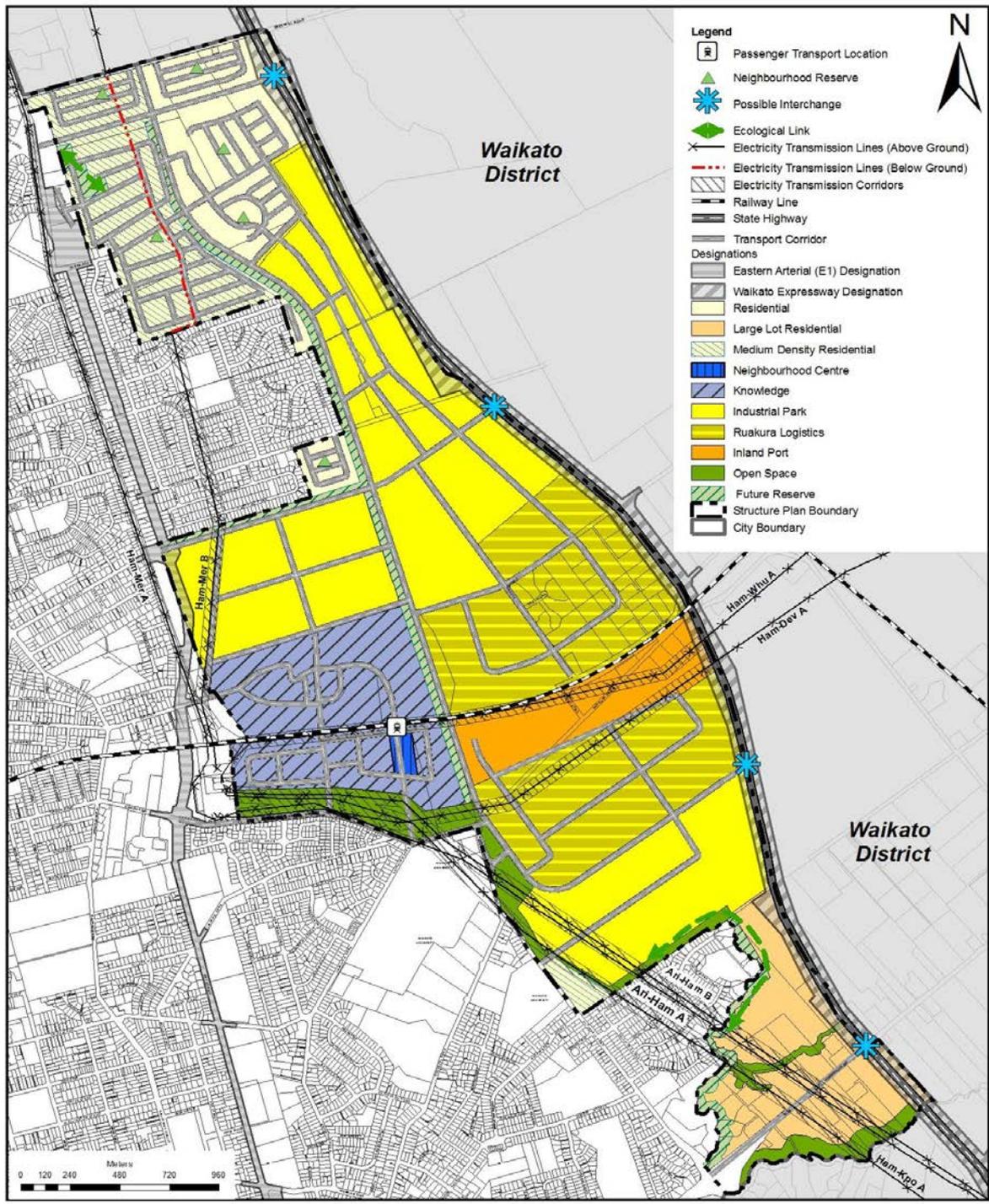
Rotokauri



Peacockes



➔ Ruakura



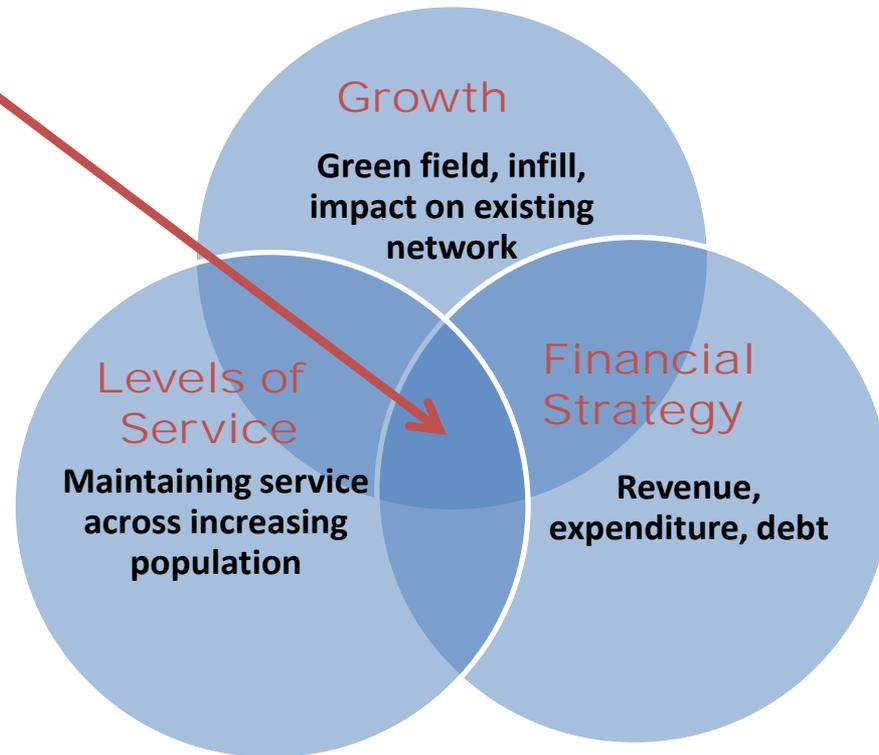
↘ Unfunded themes in 2015-25 10YP

- Rural road urbanisation
- Transport infrastructure to support infill and intensification (eg bus, cycling, intersection improvements, etc)
- Transport safety works (Reliance on Discretionary Transport)
- Stormwater compliance works
- Gateway infrastructure: Peacocke stage 2, Rotokauri stage 2, Te Rapa North, Templeview.
- Parks and open spaces acquisition and development in greenfield areas: Rototuna, Rotokauri, Peacocke
- Catch-up development of land banked for parks and open spaces in Rototuna e.g. Mangaiti Park
- Sports field improvements to support infill and intensification
- New community facilities e.g. aquatics in growth areas

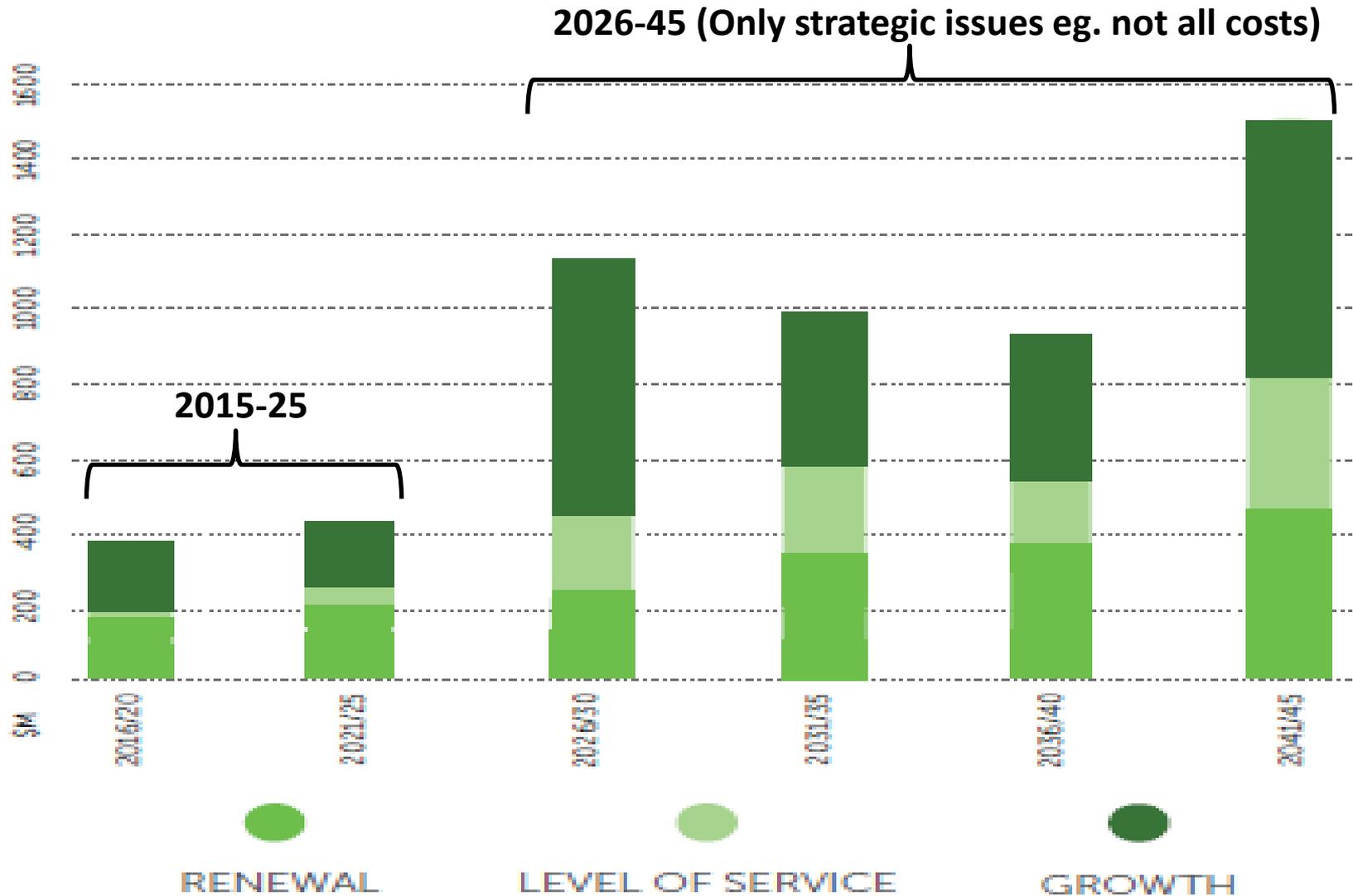
↘ Balancing the drivers of a City

The ideal is to find the balance between the drivers to ensure

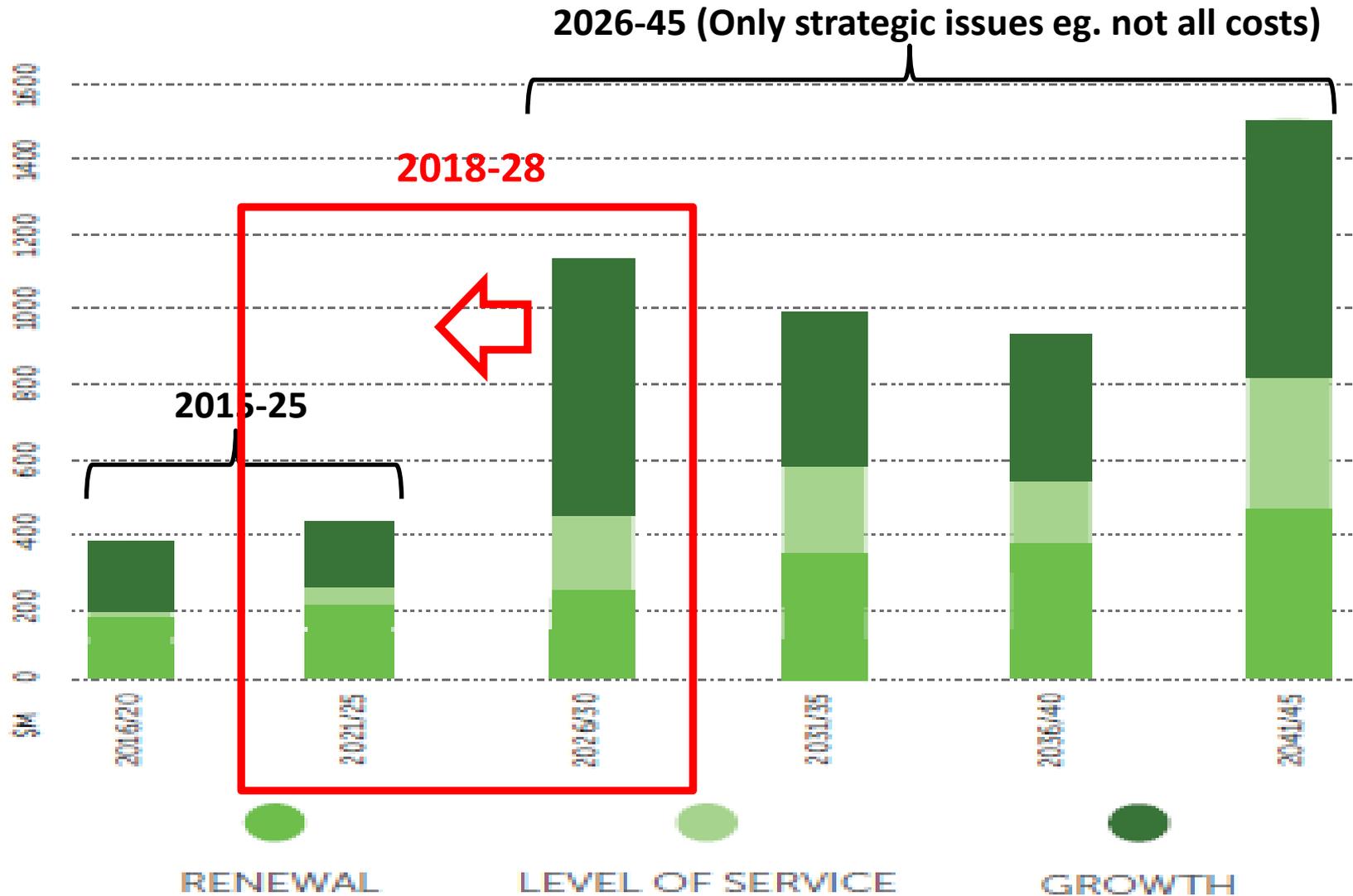
- Cater for strategic and future growth
- Ensure service levels are maintain across growing population
- Financial prudence is maintained



↘ The Base 2015-45



↘ The Base 2015-45



↘ Working Assumptions for 2018-28

- Based on what we currently know ie. no significant changes to legislation or policy
- Resource consents are renewed with similar conditions
- No significant technology changes that alters what or how infrastructure is delivered
- Update construction escalation and land escalation
- Pricing accuracy
 - Years 1-3 Detailed cost (higher confidence, subject to tenders received)
 - Years 4-10 Outline of cost (medium confidence)
 - Years 11-30 Estimate of cost (low confidence)
- Just in time approach to extending infrastructure with developers within a funded growth area

↘ Possible Scenarios for 2018-28

1. Continue the current 2015-25 financial strategy
2. Peacockes stage 2 from year 1, Rotokauri stage 1 later
3. Rotokauri stage 1 from year 1, Peacocke stage 2 later
4. Balanced approach



Option 1:

Current Financial Strategy

- Update the existing 10 Year Plan to reflect Council decisions and Contractual commitments
- HUGS priority (Peacocke stage 2 after Rotokauri Stage 1) confirmed
- Likely implications/challenges:
 - Will not meet past or current growth projections
 - Rotokauri Stage 1 funding from year 4
 - Peacocke Stage 2 funding from year 8+
 - New Level of Service or amenity from years 8+
 - A decision to revise financial strategy may partially mitigate implications eg rural road urbanisation or park development etc



➔ Option 2:

Peacockes Stage 2 from Year 1

- Update the existing 10 Year Plan to reflect Council decisions and Contractual commitments
- Introduce Peacocke Stage 2 from Year 1
- Likely implications/challenges:
 - May meet growth projections (from year 5+)
 - Additional gateway \$150m capex in first 5 years plus internal cell infrastructure costs
 - Revised financial strategy
 - Rotokauri Stage 1 funding from year 4 or later
 - No new Level of Service or amenity in 10 years
 - A decision to revise financial strategy may partially mitigate implications eg rural road urbanisation or park development etc



➔ Option 3:

Rotokauri Stage 1 from Year 1

- Update the existing 10 Year Plan to reflect Council decisions and Contractual commitments
- Introduce Rotokauri Stage 1 from Year 1
- Likely implications/challenges:
 - Unlikely to meet growth projections
 - Additional gateway \$50-60m capex in first 5 years plus internal infrastructure costs
 - Revised financial strategy
 - Peacocke Stage 2 funding from about year 8+
 - Limited new Level of Service or amenity in 10 years
 - A decision to revise financial strategy may partially mitigate implications eg rural road urbanisation or park development etc



➔ Option 4: Balanced Approach

Update the existing 10 Year Plan to reflect Council decisions and Contractual commitments

- Introduce some new community or park development
- Introduce some new transport congestion/safety/PT
- Open up one new growth area within the 10 years
- Likely implications/challenges:
 - Will not meet growth projections
 - Requires revised financial strategy – extent of revision may partially mitigate implications
 - Limited new Level of Service or amenity
 - Limited new growth projects



↘ Other Opportunities

- Future Housing Infrastructure Fund decisions
- Special Housing Area decisions
- Future growth areas in Waikato DC (HT1, R2, etc) and their relative timing of development