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When less is more

Summary

- When the Treasury updates its economic forecasts next week we expect to see more inflation (including via wages) and less economic activity.
- The fiscal forecasts are expected to be weaker too. It's likely the forecast for a return to surplus will be delayed by a year (to the 2026 fiscal year). If so, that'll still be deemed a tick through the lens of the [Government's updated \(looser\) fiscal strategy](#).
- Given the Treasury's forecasts were likely finalised before the (hawkish) November MPS, chances are they will include a slightly less aggressive interest rate outlook than most forecasters currently. If so, that could add a touch of downside risk to both their economic and fiscal outlooks.
- Current inflation pressures are making it more expensive to deliver key government services. That adds to the possibility that the Government increases its spending allowances. However, if they are concerned about what additional spending will do to inflation pressures (and therefore interest rates) they may look for reprioritisations instead. Further, the whopping \$4.5bn operating allowance earmarked for Budget 2023 should be large enough to accommodate rising costs (pre-commitments against this were less than \$2bn at Budget 2022).
- From a macroeconomic policy perspective, it's time for fiscal policy to 'cool the jets'. Not only is the Government running structural deficits against a positive output gap (not helpful from an inflation perspective), but NZ's growing external imbalance, evidenced by the rapidly widening current account deficit, makes the broad economy more vulnerable to correction. Fiscal consolidation would go a long way to helping ease these imbalances, as well as saving ammo for inevitable tougher times ahead.
- Turning to NZDM's bond issuance guidance, we're expecting a higher funding requirement, and therefore a bump in bond guidance as follows.

Bond issuance guidance (\$bn)

	Jun-23	Jun-24	Jun-25	Jun-26	Jun-27	Total (23-26)
Budget 2022	25	25	25	15	NA	90
2022 Half-Year Update (ANZ expectation)	30	30	30	18	18	108

Source: NZDM

- Given the above, we expect NZDM to up the pace of bond issuance (when the tender schedule for January is released 15 December) and signal an intention to undertake two more syndications this fiscal year.
- We do not expect the already-signalled pace of quantitative tightening (buying back LSAP bonds from the RBNZ) to change from \$5bn per year. Any changes would need to be agreed on with the RBNZ, and we think there's too much value in the current set-and-forget (at \$5bn) strategy to start tweaking things.

The detail

On 14 December, the Treasury will open up the Government's books once again and produce a fresh set of economic and fiscal forecasts. Meanwhile, the Minister of Finance will release the Budget Policy Statement, setting out the priorities and objectives that will guide the Government's decisions in Budget 2023.

The Treasury's updated economic outlook is expected to have more near term inflation, higher interest rates, and less economic activity...

Key developments since the Budget Update include:

- Higher inflation, with annual headline CPI running at 7.2% in Q3 vs the Budget Update forecast of 6.5%.
- Ordinary time hourly earnings coming in at 7.4% y/y in Q3 vs the Budget forecast of 5.2% - implying much more domestic inflation.
- The 90-day interest rate averaging 3.5% over Q3 vs the Budget forecast of 2.4%, implying the OCR was around 100bps higher in Q3 than the Budget forecast.
- House prices falling around 12% from their peak by October (figure 1). The Budget Update forecast was for a total fall of around 7% by June 2023 – our updated forecast is for a peak to trough decline of 22%.
- The level of nominal GDP (which is what matters for tax) came in around \$1.3bn lower in Q2 compared to the Treasury's forecast. But most of that can be explained by data revisions and a \$1bn forecast miss in Q1. Neither of these should have implications for the tax outlook given the tax take for this period is known.

Figure 1. House price forecast



Source: REINZ, CoreLogic, The Treasury, ANZ Research

Turning to the outlook, the Treasury's economic forecasts would have been finalised around 10 November (ie around the same time as last year), meaning they will pre-date the November MPS. That means it's likely that their interest rate outlook is slightly less aggressive than most forecasters now expect. Given this, the Treasury's forecasts probably have a slightly more optimistic vibe to them compared to the RBNZ's – if so, risks will be skewed to the downside (on both the economic and fiscal front). But we do note that given the Treasury was forecasting sluggish growth of just 0.1% q/q in Q2, Q3 and Q4 2023 in the Budget Update, the hurdle is pretty low for them to now forecast recession over this horizon. Even if they don't go that far, we think that'll be the direction of travel for their activity forecasts.

But while revisions to the outlook for real activity look pretty clear-cut (down) since Budget, things are a little less certain when it comes to the outlook for nominal GDP. That's because there seems to be a lot more inflation in the system than previously expected, and a higher price outlook will be at least a partial offset to weaker activity. That's by no means a good news story for people on the street, but tax revenues and the denominator in key fiscal ratios (eg debt to GDP) don't discriminate. By our estimates (it's a guess really), we think weaker activity will dominate over the medium term (after looking through data revisions), meaning a softer nominal economy.

It's also important to note that stronger inflation also puts upwards pressure on Government expenses, with most main benefits indexed to wage growth, and higher interest rates adding to the Government's financing costs. That means the net fiscal impacts of high inflation can be a little ambiguous. The Treasury provided a handy box on this in the [Budget Update](#). Within that box, this paragraph stands out:

The Government has signalled a Budget operating allowance of \$4.5 billion for Budget 2023 and \$3.0 billion each for Budget 2024 and Budget 2025. As well as meeting the impact from cost pressures in the future, Budget allowances are also expected to manage the fiscal impact from the new policy decisions by the Government.

The big question is whether the Government will stick to these signalled allowances or choose to lift government spending because of inflation. It's certainly possible to stick to these allowances, but that will mean making harder choices than otherwise. But as we note in the macroeconomic context section (page 7), economic conditions simply aren't ripe for further government expansion. Our working assumption is that the Government chooses to live within the operating allowances outlined at Budget, but there could be more capital spending added to the multi-year envelope.

...and that's likely to see a weaker fiscal outlook over the medium term

For the fiscal forecasts, the year to June 2022 is now an 'actual', and it's a much better starting point than forecast at the Budget Update:

- Total Crown revenue came in \$5.8bn above forecast, with core Crown revenue \$4.6bn above.
- Total Crown expenses came in \$3.9bn lower than forecast, with core Crown expenses \$2.8bn lower.
- Reflecting this, the total Crown OBEGAL deficit of \$9.7bn (which is still a very big deficit) was a whopping \$9.3 narrower than forecast.
- The core Crown residual cash deficit of \$27bn (which is also massive) was 4.7bn narrower than forecast.

That's a much stronger starting point, but the billion-dollar question is whether it will persist through the current (2023) fiscal year and beyond. The interim statements for the first four months of the current fiscal year (to October 2022) suggest a lot of this is temporary. Indeed, the fiscals for the first few months of the 2023 fiscal year have come in very close to forecast:

- Core Crown tax revenue was just \$62m below forecast;
- Core Crown expenses were \$0.5bn above forecast;
- The OBEGAL deficit of \$2.8bn was \$300m narrower than forecast.

However, the core Crown residual cash deficit of \$12.8bn was \$1.3bn wider than forecast, which is getting up there. Higher interest costs, higher health spending, but lower investment flows are the underlying drivers here. We can be confident higher interest costs will persist in the updated forecast, but the rest could be a timing story.

Indeed, the details of the October statements contained only a few clues as to what's likely to be carried through to the Treasury's updated outlook:

- finance costs were \$0.5bn higher than expected by October, reflecting higher interest rates than expected – the rates outlook has only gone one way since Budget.
- GST revenue was \$0.2bn below forecast (the Treasury signalled this may persist, given headwinds to consumer spending).

For the remaining overs and unders in the details, it's difficult to gauge if the variance to forecast is just timing, or something else.

There is also uncertainty around the other indirect taxes variance of \$0.2bn as at October. This reflects the Government's decision to extend the temporary reduction to fuel excise duty and road user charges. Unless told otherwise by the Government, the Treasury's forecasts will assume that this tax relief will end at the current stated date of 31 January (the same end date as half-price public transport), and that implies revenues over the coming months will be downgraded a smidgen (all else equal), but won't carry through to the next fiscal year.

Putting it all together, there will likely be some inflation-induced pressure to bump up spending slightly for the current fiscal year (to June 2023). But that would be on top of a goliath \$5.9bn operating allowance, so perhaps the Government will choose to look for reprioritisations instead (seeking to avoid putting further upwards pressure on interest rates). Beyond the current fiscal year, we think the Government should have room in the operating allowance for Budget 2023 (\$4.5bn) to manage the higher cost of delivering public services. Allowances for Budget 2024 and beyond (at \$3bn) should not yet come under pressure, but they are likely to do so as the time approaches. Broadly, if we do see an upgrade in operating spending in the Half-Year forecasts, we don't think it'll be large – possibly up to \$1bn overall. That would still be a touch more stimulus for the RBNZ to offset with a higher OCR though.

The multi-year capital allowance is a tougher one to predict. There was \$5.1bn set aside at Budget 2022 for Budgets 2023 to 2025, which implies an average of just \$1.7bn for new capital spending in each of those years – pretty small compared to the \$4.7bn allocated in Budget 2022! Of course the extension of the Treasury's forecast horizon (out one year to June 2027) means more capital spending will enter the multi-year envelope, and we suspect it could be a greater bump than \$1.7bn. Indeed, this won't have much impact on the Government's OBEGAL (with the associated interest cost the only major implication for opex), and the net debt ceiling is so far away that any debt implications are unlikely to factor into decision making (for better or worse).

However, once again, any bump in capital spending will be more stimulus for the RBNZ to hike against, so the Government has a big value judgement to make: is their spending worth the extra interest costs imposed on households and businesses, and worth the extra burden on tax payers? And to what degree would it crowd out private sector activity?

In aggregate, spending increases in a capacity-stretched economy tend to be higher cost, and lower benefit. But there are also always good arguments to 'look through' the business cycle and just get on with it.

Then there's the Climate Emergency and Response Fund, which could be topped up from sources other than ETS revenue if the Government chooses. Yet another potential source of surprise on the day.

Speaking of revenue, this is where we see potential for some of the largest forecast revisions. That's a tax story, which is ultimately a weaker economy story. It's very hard to gauge what this could be worth in dollar terms (we have enough trouble putting together our own forecast, let alone guessing the Treasury's), but a negative impact of \$1-2bn from the year ended June 2024 onwards is what falls out of our back-of-the-envelope.

In terms of the OBEGAL, it'll probably be touch and go if the eventual return to surplus is still forecast to occur in the year to June 2025 (as at Budget). At \$2.6bn, this was definitely light enough to get blown away in the winds of an economic outlook revision. We suspect this has probably been pushed out to the following fiscal year (to June 2026).

Ironically, the new net debt measure (which includes NZSF assets) will look worse at the starting point (\$70.1bn in the four months to October vs the Budget forecast of \$66.6bn) largely because of valuation changes across the newly included assets. This higher profile is likely to persist over the forecast horizon, particularly as a share of GDP as we expect the latter to be downgraded on both historical revisions and a weaker outlook. But given the [Government no longer has an explicit debt target](#) (just an operating balance target), we no longer see this as a binding constraint on discretionary fiscal policy decisions. Net debt will be forecast to be well under the 30% of GDP 'ceiling' over the entire forecast.

NZDM expected to upgrade bond issuance guidance

As always, there's a lot to consider when it comes to guessing NZDM's bond issuance guidance:

- We know there will be a touch more funding pressure on NZDM now that [Kainga Ora will no longer issue](#) under its own name (check out this [helpful Q&A](#) for more details). This is expected to add around \$3bn to NZDM's funding requirement for the current fiscal year (including refinancing the \$300m June 2023 maturity). There is [currently](#) \$7.6bn of HNZ bonds on issue, with the next maturity (\$1.9bn) in June 2025. Further announcements are expected next year regarding how this will be managed. So for now, we only see implications for 2022/23 issuance guidance.
- We assume the Government will live within the operating allowances set at Budget 2022, but a touch more capital spending may be on the cards. We've allowed for around \$1bn of extra funding per fiscal year for this.
- Interest rates have surprised to the upside since the Budget Update. That means less cash in the door for a given face value of bonds that go out. We estimate this will add around \$1bn to the funding requirement in any given fiscal year.
- Changes to the Treasury's economic and fiscal outlook have the potential to drive very significant changes to the Government's funding requirement. We expect this to add to NZDM funding pressure.
- NZDM's funding programme already incorporates a running down of its liquid assets over the coming years. We don't expect any change to this strategy or the pace of run-down.

Weighing it all up, we see bond issuance guidance being upgraded by around \$3-5bn in each year. Our analysis lands on \$29bn programmes for the next three years, and \$19bn thereafter. But NZDM tends to round to the nearest \$2bn or \$5bn, and that suggests either \$28bn for 2023-25, followed by \$20 for 2026 and 2027, or \$30bn for 2023-25, followed by \$18bn for 2026 and 2027. We've gone with the latter as a central pick, on the expectation that NZDM will see the risks around the funding requirement as being skewed higher.

In the year to June 2023, higher issuance largely reflects Kainga Ora funding and higher interest rates. From the year to June-2024 onwards, we assume no Kainga Ora impact (we'll just have to wait for the work to be done on this), but higher funding pressures on the back of a weaker economic outlook and higher interest rates, as well as a touch more capex.

And of course, NZDM can deal with any overs and unders via its flexible approach to T-bill issuance. That adds an additional layer of uncertainty to our expectation, but also makes it more likely that issuance guidance will be relatively stable at nice round numbers. For the extra fiscal year, we think this will be held flat at \$18bn. That makes sense to us given the skew of risks and NZDM's preference for stability, but a strong forecast cash surplus for that year could see it come in lower.

Table 1. Bond issuance guidance (\$bn)

	Jun-23	Jun-24	Jun-25	Jun-26	Jun-27	Total (23-26)
Budget 2022	25	25	25	15	NA	90
2022 Half-Year Update (ANZ expectation)	30	30	30	18	18	108

Source: NZDM

Stepping back from the above, we see risks as skewed towards *actual* issuance coming in higher than NZDM's guidance. Another economic crisis may not be far away, there is increased flexibility in the Government's fiscal rules, and there could be more refinancing from Kainga Ora to incorporate in the future.

What does this mean for the pace of bond issuance and syndications?

The next couple of paragraphs are likely to only be of relevance to market participants. But they are important and the numbers are big.

Given forecast bond programmes, we are pencilling in an increase in the pace of issuance to \$500m per tender, and think NZDM will likely do two more syndications in the current fiscal year. That's based on our view that the market seems comfortable enough absorbing \$400-\$500m of bonds a week. Weekly issuance was greater during 2020 and 2021, but of course QE was supporting the bond market back then. NZDM can't count on QE any more, and will be eager to avoid undersubscribed tenders, as occurred for the first time in a decade last week.

NZDM has issued \$8bn of bonds via tender so far this fiscal year. If we add the \$5.5bn of syndicated issuance to that, and assume full allotment of the final two tenders scheduled for December, that'll take fiscal YTD issuance to \$14.3bn. Assuming a \$30bn bond programme and 23 more tenders over the second half of the fiscal year (that's what's implied if NZDM resumes tendering from 12 January and they cancel tenders on syndication weeks), that'll leave \$6.5bn of funding to do if tenders remain at \$400m a week, or \$4.2b of funding if tenders are upped to \$500m week. So we think a couple more syndications make sense. They could opt for just one, but we think it

makes more sense to play it safe, and go for two, and take pressure off the pace of weekly issuance, which would be pretty “hot” at \$500m per week.

As to which bonds NZDM will syndicate, we think it makes sense to bring a new May 2030 bond to market to fill the gap between the 29s and 31s. There are currently no bonds maturing in the 2029/30 fiscal year, and a May 2030 would close that gap and align with a corresponding ACGB. The second syndication is likely to be a tap of the 26s or 28s, both of which have significant headroom to their respective tranche caps, but a limited window within which to issue.

Looking ahead, NZDM will need to fill gaps further out on the curve too, but they’ll arguably be in no hurry to do that given the likelihood of two or three syndications per fiscal year for the foreseeable future. Indeed, accounting for the customary issuance recess over the holidays, NZDM will probably hold 49 tender per fiscal year. If two or three of those are cancelled for syndications, and they issue \$500m of bonds a week, that’ll leave \$7-7.5bn of bonds to be issued via syndications. That could be filled via two or three syndications, depending on what maturities NZDM want to target (getting a larger syndication of 5 year bonds away is likely to be easier than getting a larger volume of 25 year bonds away).

The macroeconomic landscape and broad fiscal settings

Economists and policy makers alike misdiagnosed the economic implications of the pandemic, and because of that both fiscal and monetary policy were, with hindsight, much too stimulatory for the conditions. As a result, the economy is now out of balance, and needs to correct to a sustainable path. Fiscal policy has a role to play, but difficult choices lie ahead.

Inflation

Inflation has hit a multi-decade high. And it’s not just ‘global forces’ such as war in Ukraine driving it. Domestic (non-tradable) inflation hit a record pace in Q3, and it may still be accelerating. This was initially driven by surging housing-related costs, but the persistence in the broad domestic inflation impulse now stems from the wage-price spiral that’s been allowed to develop. Indeed, the labour market has tightened beyond the bounds of what’s deemed sustainable and that puts both inflation and broader economic stability at risk.

So while a super-strong labour market certainly has its good side in terms of offering opportunities to those who would otherwise miss out, in the long run, running things hot doesn’t tend to pay off. The eventual transition from boom to bust tends to be deeper and more persistent than if the business cycle were smoother, hurting those same vulnerable people the most. Getting away with a ‘shallow’ recession (as the RBNZ is forecasting) might well be the optimistic scenario in that context.

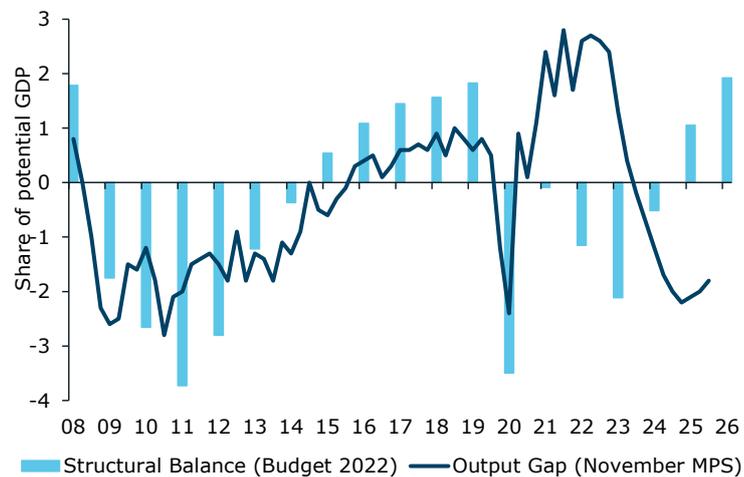
The bottom line: if there isn’t any spare economic resource (labour and capital) available to meet current demand, the Government probably shouldn’t be adding stimulus (higher spending or tax cuts). In fact, there is no better time to consolidate the fiscal position by raising taxes or cutting spending. That wouldn’t be very popular of course, but it would mean the RBNZ doesn’t need to squeeze households by as much. There is no free lunch.

The output gap is an estimate of spare capacity in the economy. When it’s positive, the economy is trying to grow faster than resources will permit without generating higher inflation. When that’s the case, fiscal stimulus adds more to the inflation pulse than it does to growth, causing the RBNZ to lift the OCR by more than it otherwise would. Under these conditions, not only does fiscal stimulus carry implications for the tax payer; anyone with a loan will also be paying an indirect cost.

In figure 2 we show the RBNZ’s output gap estimate against the Treasury’s structural balance estimate from May’s Budget Update. The structural balance takes the operating balance, strips out automatic stabilisers (eg higher/lower tax revenue and lower/higher social assistance spending when the economy is running hot/cold) and strips out big one-offs, such as spending associated with natural disasters (eg Canterbury earthquakes) and wage subsidy payments. What’s left is a balance estimate that reflects the more BAU discretionary policy choices the Government is making in the context of the economic cycle.

While the output gap and structural balance are inter-related by definition¹, the key takeout from this chart is that there has been a post-pandemic step change in fiscal settings. That is, until 2021 structural deficits occurred when there was spare capacity (a negative output gap) to accommodate them, and structural surpluses were run when there was no spare capacity in the economy (a positive output gap). Post 2021, that relationship has been turned on its head.

Figure 2. Structural balance vs output gap



Source: The Treasury, RBNZ, ANZ Research

External imbalances

The current account deficit has widened significantly after New Zealand closed the door to our largest export earner (tourism) and over-stimulated domestic demand saw imported goods soar. As at Q2, the annual deficit had widened to 7.7% of GDP, and data for Q3 out 14 December (same day as the Half-Year Update) is expected to show it widening further. That level of dependence on foreign capital hasn’t been seen since before the Global Financial Crisis (GFC).

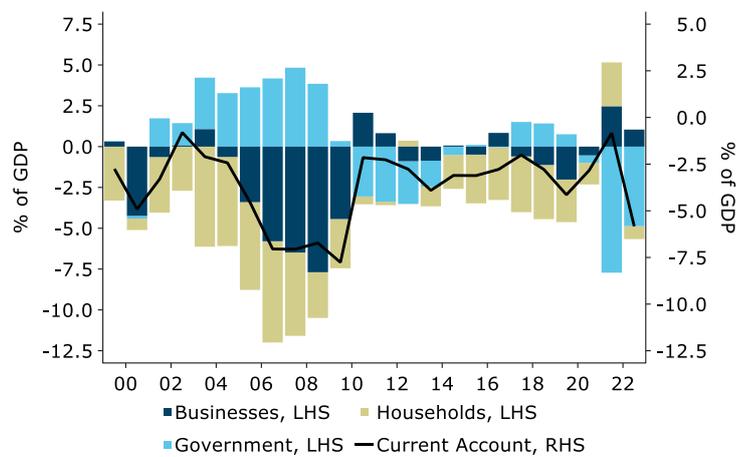
Cut another way, the current account also represents an economy’s savings-investment balance. When domestic savings aren’t enough to meet investment demand, a country can turn to foreign markets to access capital, causing the current account deficit to widen. It’s important to note that current account deficits aren’t a bad thing in and of themselves. For example, using foreign capital to invest in good productive projects has the potential to benefit all parties. But when dependency on foreign capital gets too high, the chances of a misallocation of capital, and therefore a nasty correction in the broader economy, are higher.

¹ For example, a positive output gap will make a cyclically-adjusted fiscal deficit look wider because it’s stripping out lower automatic stabilisers (eg social assistance payments) and any tax windfall associated with a strong economy.

Unlike the pre-GFC era, when it was the savings-investment balance of households and businesses behind wide deficits, the recent experience has been facilitated primarily by the government sector (figure 3), which shielded households and businesses by taking the hit to economic activity from lockdowns onto its balance sheet. It worked, too, with the economy coming out the other side running too hot. But it's obviously not sustainable.

The good news is that fiscal consolidation combined with a softer pace of household spending and the ongoing recovery in international tourism means we can be confident that the current account deficit will narrow in time. But higher-for-longer global interest rates represent a significant risk to the income deficit, as that would keep New Zealand's debt-serving burden higher than otherwise.

Figure 3. Contributions to current account by sector²



Source: Stats NZ, Macrobond, ANZ Research

Clearly, the case for the Government to enter a more contractionary phase of discretionary spending choices is strong. It'll help the RBNZ solve the inflation problem and it'll help address New Zealand's external vulnerabilities. There are many shades of fiscal consolidation, and Budget 2022 was at the more stimulatory end, adding another big bump to spending. However, a balance does need to be found. Fiscal settings may have helped create the current inflation problem (which, ironically, has put additional pressure on government spending), but at the end of the day, core services still need to be delivered. And of course there is always a possibility that macroeconomic conditions turn faster than we expect, with spare capacity opening up and inflation falling sharply. In that instance, a lift in discretionary spending or tax cuts may well be appropriate (ignoring the long-run costs and challenges associated with an aging population and climate change).

All up, in this environment, it's difficult to foresee the Government making any meaningful reductions in spending; if anything we think risks are skewed towards further increases. Understandable, but it will mean higher interest rates than otherwise.

² See this note from the NZ Treasury for more on recent current account dynamics. Estimates for the year to March 2022 and March 2021 are provisional and based on experimental quarterly income GDP.



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