Attachment G: Rates target model consultation document

Internal Affairs
Te Tari Taiwhenua

3 December 2025

45 Pipitea Street, Wellington

Scott Necklen
Local Government New Zealand
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Dear Scott Necklen

Subject: Consultation on a rates target model for New Zealand

On Monday 1 December, the Prime Minister and Minister of Local Government announced the introduction of a rates target model for New Zealand.

The Government has agreed that from 1 July 2029, councils will operate within a target range of rates increases to help keep rates affordable for households while ensuring councils can maintain essential services and invest in infrastructure.

The Government has also agreed to targeted consultation from December 2025 to February 2026 on how to set the target range of rates increases. We are writing to you today as you have been identified as a stakeholder to engage as part of this targeted consultation. Further information on the feedback we are seeking is below.

The Government's key decisions are:

- The range will apply to all sources of rates (general rates, targeted rates, uniform annual charges), but excludes water charges and water-related targeted rates, and other non-rates revenue.
- The range will apply to the price component of rates, not volume growth.
- Under the rates cap councils will have discretion to spend rates funding as they currently do. This system does not limit spending to certain services or activities. But councils will need to comply with changes made through the Local Government System Improvements Bill.
- The range will be anchored in long-run economic indicators, such as inflation at the lower end and nominal GDP at the higher end. An additional growth component will be added for some councils.
- There will be a transition period from 2026 to 2029. During this time, councils will be required to consider the rates target when setting rates, but it will not be mandatory to operate within the range. The Department of Internal Affairs will issue guidance and undertake monitoring of councils during this time.
- From 1 July 2029, the model will allow for variations in extreme circumstances and a clear process for councils to apply for other temporary adjustments.
    - Examples of extreme circumstances are responses to natural hazards, global economic crisis, or other significant events. In these cases, councils will need to show how they will return to the band over time.

    - Where councils need to raise revenue to pay for things outside of extreme circumstances, they will be able to do so through a variation process, and they would need to apply to a regulator for approval. Councils would need to provide justification and explain how they intend to return to the band over time.

- Further work is required on detailed design, including regulatory oversight. Cabinet will make additional decisions in early 2026, and legislation will be introduced before the general election.

Targeted consultation

We seek your feedback on the proposed formula and economic indicators for setting the range, including whether the preliminary range of 2-4% per capita per year is appropriate. Details of the formula and consultation questions are attached.

Consultation closes on 4 February 2026.

Feedback can be provided directly, through meeting with the Department, or by emailing ratescapping@dia.govt.nz before 4 February 2026. Given the timeframes, our preference is to meet with you as soon as possible. If you are able to do so, please send through available times.

Should you have any questions, please get in touch.

Yours sincerely,

Rowan Burns
Policy Manager

Appendix A

Proposed formula

The proposed formula is expressed in Figure 1, based on a per capita, price basis for a fixed basket of council services:

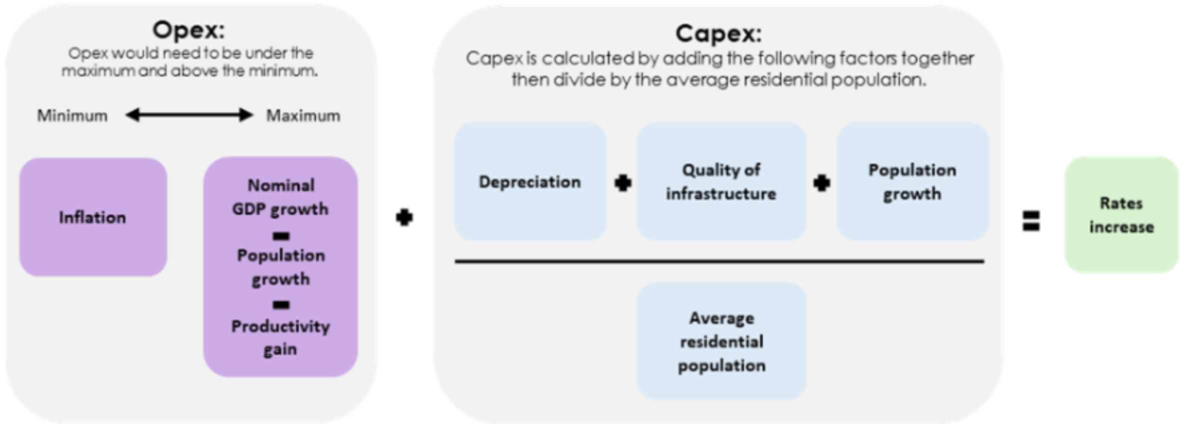

Figure 1: Proposed rates target formula

In a future 'steady state',[1] where investment is constant as a share of GDP, the infrastructure deficit has been addressed, and the share of operational spending to capital spending is constant, these factors should apply for both capital and operational spending.

To allow comparison with a price index, council capital expenditure is based on a per person or per rating unit basis and should –

- be sufficient to replace worn out assets (depreciation);
- respond to demand for more and improved infrastructure as income rises;
- be in line with GDP (quality of infrastructure); and
- increase as growth occurs, to cover the need to serve more people.

Capital spending to replace worn out assets should be depreciation funded. Rates should cover the increase in standards as GDP increases, and the portion of growth costs that are not recovered from other tools (i.e. from development contributions or the forthcoming development levies regime). This should be in line with the target.

Preliminary analysis using this formula suggests that a 2-4% target range for local authority rates is justifiable as a long-run guide and anchor to where rates increases should be.

[1] A 'steady state' is a hypothetical about the optimal level of rates as a share of GDP. Historically, rates have been approximately 2% of GDP, with infrastructure issues emerging when councils varied below this trend. As some more councils shift to water charges, total rates as a percentage of GDP are likely to need to be lower, though rates + water charges will need to exceed the historic trend for councils and water services to be financially viable and catch up on historic deficits

- *Choice of minimum*: 2% represents the midpoint target band of the RBNZ policy target. The average rate of inflation has been 2.1% since 2002, excluding the Covid-19 inflationary pressure. The average has been 2.6% including Covid. Conceptually, this reflects that councils should be maintaining service standards.
- *Choice of maximum*: As a long run anchor we believe council activity should align with national activity/growth, or GDP. Demand for council services should be reasonably in line with rises in GDP. Nominal GDP has increased at an average rate of 5.4% per annum. We analysed growth in population, household formation, and new dwellings (proxies for the rateable base for councils) which were around 1-1.5% per year on average. We also note that productivity growth has averaged to around 0.3% per year for the last decade.[2] Deducting prospective growth in the rateable base, and an allowance for productivity yields around 4% as a per capita/per rating unit increase.

This range represents the price component of council rates revenue increases. Councils grow in size over time as they support growth and serve more households and businesses with rates funded services. We will allow for growth in the total rates revenue that a council can collect as a result of this growth.

Consultation questions

1. Do you agree with the proposed economic indicators to be included in a formula for setting a rates target?
2. If not, what economic indicators do you suggest be included and why?
    a. Does setting the minimum of the target in line with inflation ensure that councils can maintain service standards? If not, why not?
3. Does the maximum of the target account for council spending on core services?[3]
4. What council spending will not be able to take place under this target range? Why?
5. Are changes to the target needed to account for variations between regions and councils? What changes do you propose and why?

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[2] For a full description of NZs Productivity history, see: [Treasury paper: The productivity slowdown: implications for the Treasury's forecasts and projections - May 2024]

[3] Core services as outlined in the *Local Government (System Improvements) Amendment Bill 2025* being network infrastructure; public transport services; waste management; civil defence and emergency management; libraries, museums, reserves, and other recreational facilities.