

Nordic Public Finance Credit Outlook 2024

A Mixed Picture

S&P Global Ratings

May 16, 2024

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Key Takeaways



Economic growth in the Nordics is on the road to recovery. Our forecasts indicate a gradual return toward normal growth in the coming years, supported by falling inflation, lower interest rates, and increased spending power. This follows a period of economic stagnation in the Nordic region, with the exception of Denmark's surge in pharmaceutical exports.



Nordic local and regional governments (LRGs) should post larger funding gaps. In the aftermath of the COVID-19 pandemic, during which all Nordic central governments provided extensive support to their subnational governments, we expect that LRGs' funding gaps will generally widen as investment needs in public infrastructure remain sizable.



We see a weakening trend for the Norwegian institutional framework. We observe a persistent mismatch between revenues and total expenditures, particularly in the capital accounts, resulting in notable debt build-up in the sector. If this trend continues, it could negatively affect our assessment of the system's predictability due to uncertainty about the sector's future debt burden in combination with the LRGs' limited autonomy in adjusting revenues.



Swedish public housing providers' margins are diminishing due to elevated interest rates and utility costs. Inflationary pressure has dented profitability in the sector. It has also contributed to a higher share of stranded negotiations as stakeholders fail to agree on how to share the burden of increasing expenditures. Rent negotiations have been difficult in recent years, with more cases ending up at the rent tribunal (*Hyresmarknadskommittén*).



Green, social, sustainability, and sustainability-linked bond issuances reached record-high levels in 2023. After a drop in issuances in 2022, the public finance sector's demand for sustainable funding increased in 2023, with Swedish entities accounting for just above half of the Nordic issuances. On April 15, 2024, S&P Global Ratings published a second party opinion on Norwegian public sector funding agency Kommunalbanken's green bond framework.



Sovereign Overview

Nordic Economies

Climbing out of a mild recession

Denmark – Health care company Novo Nordisk balances weaknesses in other industries.

The growth outlook remains solid--and better than in most other EU countries--since strong demand for pharmaceutical exports more than offsets weaker activity in most other sectors, especially this year.

Finland – Falling inflation and a strong labor market will support domestic demand.

We anticipate that the recession will end this year thanks to the moderation of factors such as high interest rates, which currently drag or growth. We expect that increasing wage growth, combined with lower inflation, will boost disposable income and consumption.

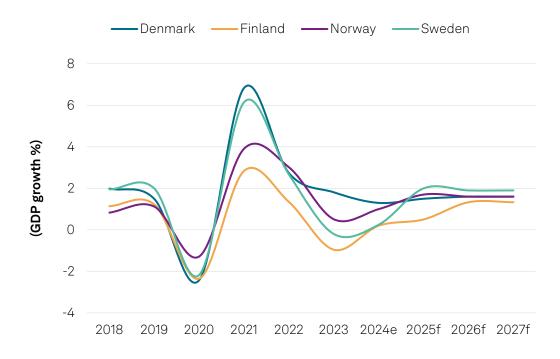
Norway – Consumption is recovering and investments are increasing.

We expect an economic rebound on rising household consumption, easing rates, and lower inflation. Increased oil and gas capital expenditure (capex) will drive overall investment activity.

Sweden – The central bank's easing monetary policy points to better times ahead.

We anticipate a soft landing, with lower rates imminent. Strengthening real wages and a recovery in consumption and investment will also support a progressive economic expansion.

Real GDP growth



e--Estimate. f--Forecast. Sources: S&P Capital IQ; Sovereign Risk Indicators, April 8, 2024.

Overview Of Public Finance Ratings In The Nordics



41 Public Finance Ratings In The Nordics*

Kingdom of Sweden - AAA (33)					
Borås	AA+		Sundsvall	AA+	
Göteborg	AA+		Täby	AAA	
Helsingborg	AAA		Trelleborg	AA+	
<u>Huddinge</u>	AA+	Positive	<u>Uppsala</u>	AA+	Positive
Jönköping	AA+		Västerås	AAA	
Linköping	AA+		Vellinge	AA+	
Lund	AAA				
Malmo	AAA		Specialfastigheter Sverige AB	AA+	
Nacka	AAA		Akademiska Hus AB	AA	
Norrköping	AA+		Lejonfastigheter AB	AA-	
<u>Norrtälje</u>	AA+	Positive	AB Stångåstaden	AA-	
<u>Örebro</u>	AA+	Positive	Fastighets AB Förvaltaren	AA-	
Östersund	AA+		Förvaltnings AB Framtiden	AA-	Negative
Region Skåne	AAA		SKB	AA-	
Region Stockholm	AA+	Positive			
Region Västra Götaland	AAA		Kommuninvest i Sverige AB	AAA	
Södertälje	AA+		Linköpings Stadshus AB	AA+	
Stockholms stad	AAA				

Kingdom of Nor	way - AA	A (4)
<u>Oslo</u>	AAA	Negative
<u>Stavanger</u>	AA+	Positive
Kommunalbanken AS	AAA	
Fjellinjen AS	AA	

Kingdom of Denr	mark - AAA (2)
Kommunekredit	AAA
Oresundsbro Konsortiet§	AA+

Republic of Finla	and - AA+ (2)
Municipality Finance	AA+
Municipal Guarantee Board	AA+

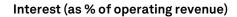
^{*}Public ratings as of May 13, 2024. §Jointly owned by the Danish and Swedish governments. Access the latest publications for the underlined entities by clicking on the names.

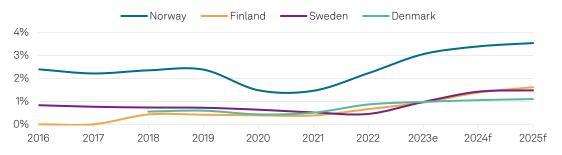
Credit Trends: Nordic Local And Regional Governments



A Mixed Picture For Nordic LRGs

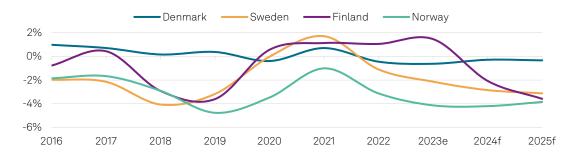
Interest expenditures are set to rise as LRGs refinance existing fixed-term debt at higher interest rates





Funding gaps should widen after temporary surpluses during the pandemic

Balance after capital accounts (% of total revenue)



Norwegian LRG debt will remain comparably high on the back of high investments

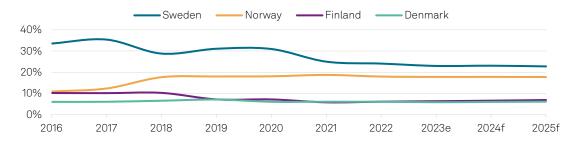
Total debt (mil. \$) and debt to revenue (%) (2023e)



e--Estimate. f--Forecast. Source: S&P Capital IQ, S&P Global Ratings.

We expect that Swedish LRGs will rely less on short-term debt compared to a few years ago

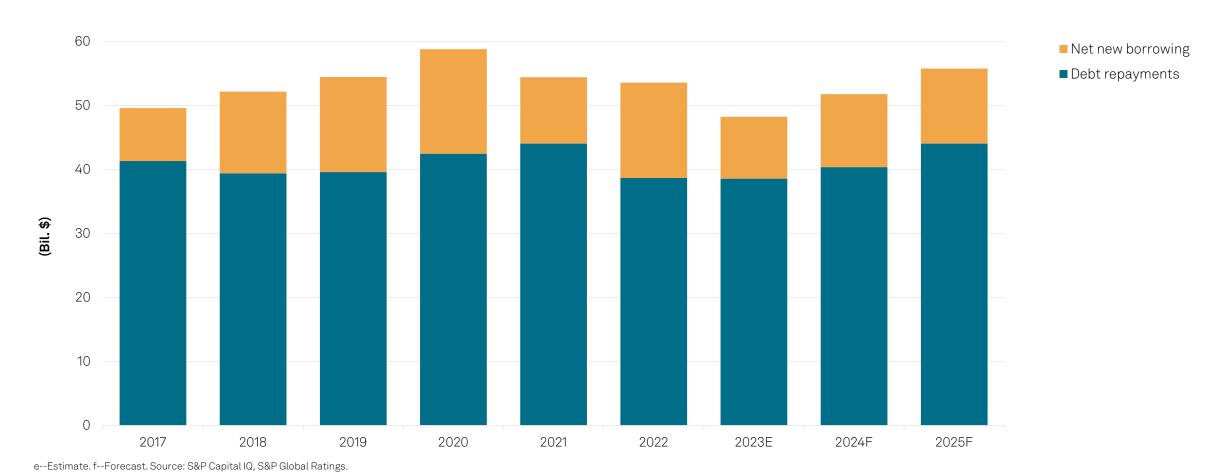
Debt maturities (as % of previous year's debt stock)





We Expect Gross Borrowings To Reach Pre-Pandemic Levels Again

Aggregated subnational gross borrowings in the Nordics

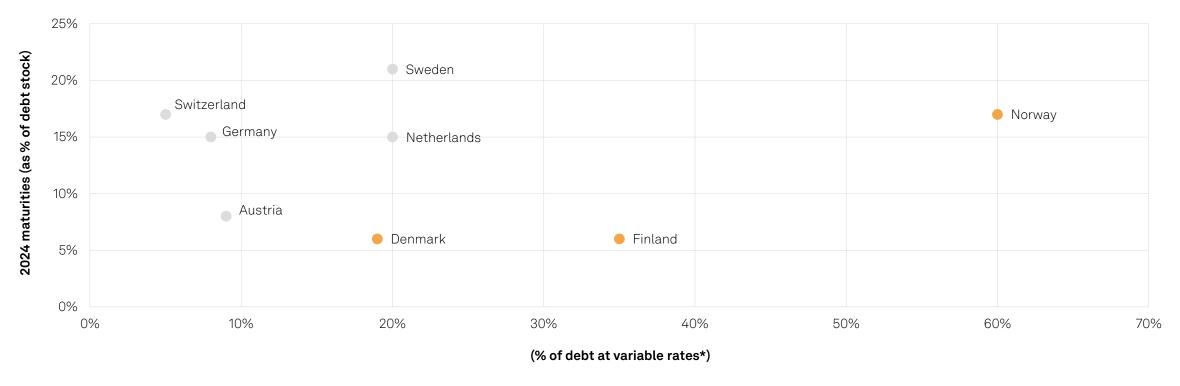




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Norwegian LRGs' Interest Expenditures Will Increase Fastest Due To A Higher Share Of Variable Rates

Debt structure: Country comparison



^{*}Percentages are based on our estimates for 2023 and aim to capture post-hedging exposures. Data is based on our estimates for 2023. Source: S&P Global Ratings.

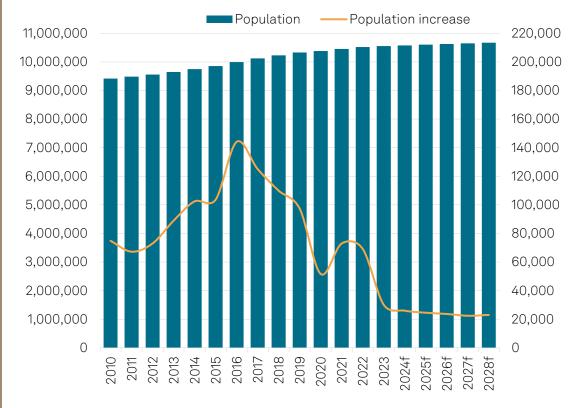


Weaker Population Growth Could Dampen Swedish LRGs' Investments

- Lower population growth will affect the demand for new public services properties, such as pre-schools, and we expect LRGs to revise their medium- to longterm investment plans to reflect this. On the other hand, investments in water and waste facilities are set to increase due to the need for infrastructure renewal, more capacity, and adaptations to new environmental standards.
- We expect population growth in Sweden to remain low in the coming years. Population growth in 2023 was the lowest in absolute terms since 2001. A lower fertility rate, more restrictive immigration policies, and more emigrants are the driving forces behind the slowdown.

Population of Sweden

We forecast that the yearly population increase will stay low beyond 2024



f--Forecast.

Source: Statistics Sweden & S&P Global Ratings



Institutional Framework: Norwegian LRGs

Norwegian LRGs

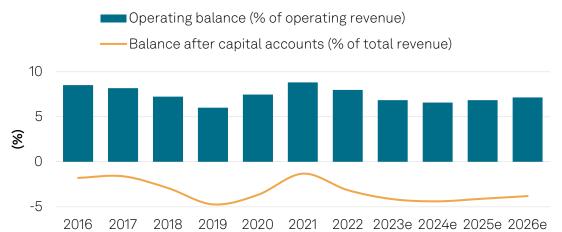
A weakening trend for a very strong institutional framework

- We regard Norwegian LRGs' institutional framework as extremely predictable and supportive, underpinned by a comprehensive equalization system and automatic operating revenue stabilizers in the central government grant framework.
- However, debt in the Norwegian LRG sector continues to rise, which could negatively affect our view of Norwegian LRGs' institutional framework.
- The growing debt burden results from insufficient grant coverage of LRGs' investments, and it undermines our view of the predictability of the sector's financial position.

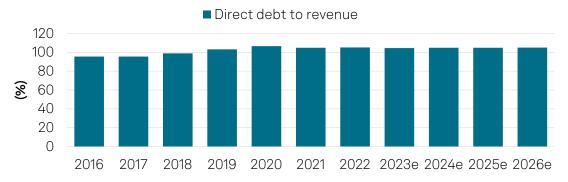
Source: S&P Capital IQ: "Rising Debt Points To A Weakening Trend For Norwegian LRGs", March 21, 2024

S&P Global Ratings

Strong operating balance, with deficits after capex



Continued debt uptake will cement debt ratios at high levels



e--Estimate.

Public Sector Companies: Recent Developments



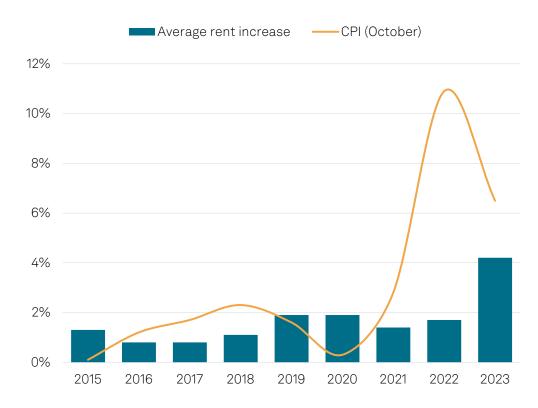
Falling Margins In Public Housing

High inflation and stranded negotiations

- Rent negotiations have been difficult in recent years, and a growing number of cases end up at the rent tribunal (Hyresmarknadskommittén).
- Public housing providers are seeing their margins diminish as utility costs and interest rates increase sharply, despite funding through municipalities.
- In 2022, three major stakeholders--Public Housing Sweden Association, Tenants' Association, and Property Owner Association--signed an agreement to establish common ground for rent-setting.
- Since the agreement, high inflation has led to a higher share of stranded negotiations as stakeholders fail to agree on how to share the burden of increasing expenditures.
- However, we believe that the three-party agreement is still positive if it remains in place in the longer term.

Rent levels do not fully reflect higher inflation

Average rent increase compared to inflation



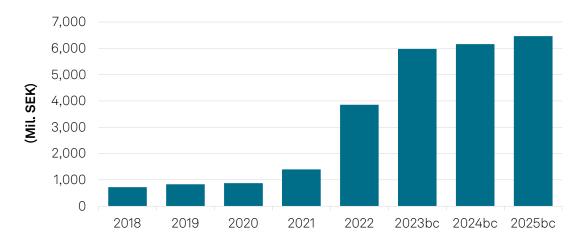
CPI--Consumer Price Index, Sources: Statistics Sweden, S&P Global Ratings,

Specialfastigheter Sverige AB Will Ramp Up Investments Significantly

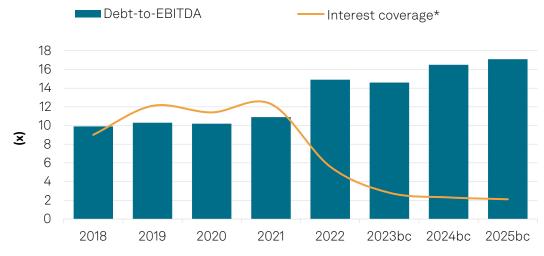
AA+/Stable/A-1+/K-1

- We expect that real estate company
 Specialfastigheter's debt metrics will weaken due to its ambitious debt-funded capex program to increase prison capacity.
- However, all Specialfastigheter's tenants are state agencies, and its contracts are linked to the consumer price index.
- In addition, Specialfastigheter is fully owned by the Swedish government, and we believe that the two will maintain a close dialogue, keeping the solvency rate within its target range of 25%-40%, debt to EBITDA below 20x, and EBITDA interest coverage above 1.75x.
- We continue to consider the likelihood of extraordinary support from the owner as very high.

Capital spending is set to increase materially...



...and weigh on debt metrics



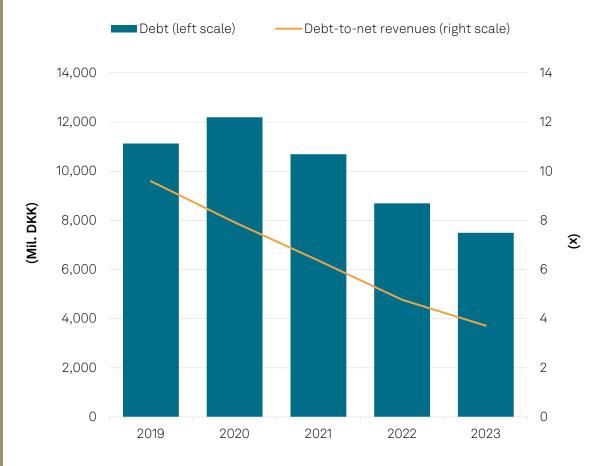
^{*}Nonsales-adjusted EBITDA to interest coverage. bc--Base case. SEK--Swedish krona. Source: S&P Global Ratings.

Limited Risks To Our Oresundsbro Konsortiet Ratings Following The EU Commission's Decision

AA+/Stable

- We see limited risks to our ratings on Oresund Bridge owner and operator Oresundsbro Konsortiet following the EU commission's decision on state aid on Feb. 13, 2024.
- At this point, we don't expect the decision to materially change the propensity of Oresundsbro Konsortiet's owners, the Swedish and Danish governments, to support the company, although we don't rule out the possibility that the decision could have adverse implications for the company's stand-alone creditworthiness.
- If the Commission's decision does have repercussions for the owners' ability to support Oresundsbro Konsortiet, it could affect our view of the likelihood of extraordinary support and have a negative effect on the rating.

In contrast to past years' deleveraging, we expect debt to increase as the company pays out the dividends that it suspended pending the EU court's decision



DKK--Danish krone. Source: S&P Global Ratings.

Social And Health Care Reform In Finland

The Social And Health Care Reform (SOTE) In Finland



The SOTE reform has created a new tier of government in Finland

- On Jan. 1, 2023, the SOTE reform was formally implemented, creating a new tier of government comprising 21 wellbeing services counties plus the city of Helsinki.
- The wellbeing services counties have assumed responsibility for health, social, and rescue services.
- The primary objective of the reform is to improve the availability and quality of health care services throughout the country.



The wellbeing services counties are facing financial challenges

- For now, the counties' primary source of funding is central government transfers, which should take into account factors such as differences in needs and population density.
- Inflationary cost pressure and lingering effects from the pandemic contributed to the sector's budgetary deficit in 2023.
- At this point, it is difficult to assess whether the reform has brought about any clear efficiency gains.

An aging population will add to the pressure on the counties' financial position

- In line with many other developed countries, Finland has an aging population that will spur operating expenditure and investment costs for the counties in the years to come.
- In response, many counties have announced the need to streamline their operations and find new ways to cut costs in order to address budgetary deficits.
- At the same time, we expect the central government to remain supportive, promoting a functioning and stable financing framework that ensures budgetary sustainability in the long run.





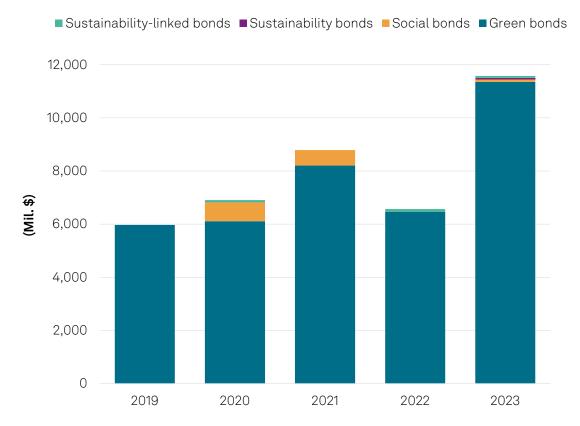
Sustainable Finance

Sustainable Debt Issuance In The Nordic Public Sector

- Green, social, sustainable, and sustainability-linked bond (GSSSB) issuances accounted for 14% of all bond issuances in 2023 in the Nordics, versus 13% globally.
- Public sector entities raised about 19% of all Nordic GSSSB issuances last year.
- This was a record year for the sector, with volumes of GSSSBs exceeding \$11.5 billion, over 30% higher than the previous peak in 2021.
- The Nordic Public GSSSB market remains almost entirely green (97% in 2023). This is an exceptional level for the European public sector (43% average green share), where social (37%) and sustainable (19%) bonds are more common.

GSSSB debt issuance of Nordic public finance entities

2023 Nordic GSSSB volumes reached record levels and were almost entirely green



Note: International Public Finance (IPF) encompasses a broad range of entities operating in the public sector outside the U.S. IPF entities include local and regional governments, social housing providers, universities, hospitals, mass transit companies, and other nonprofit organizations.

Source: Environmental Finance Dataset and <u>S&P Global's 2024 GSSSB Outloo</u>

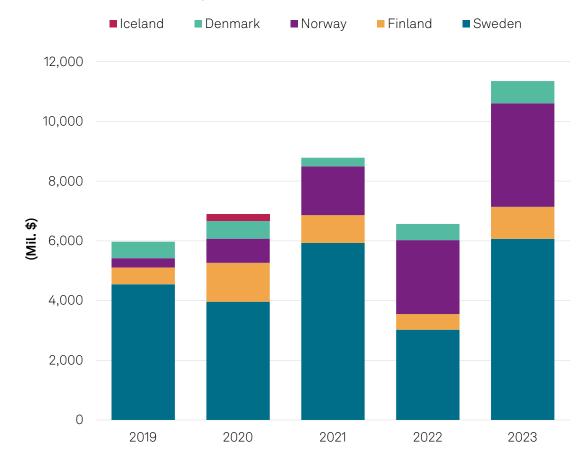


Sustainable Debt Issuance In The Nordic Public Sector

- Sweden remained the largest public sector GSSSB market in 2023, with about 53% of all issuances. LRG lender Kommuninvest issued about 52% of all Swedish volumes, followed by the city of Gothenburg (10%) and Region Skåne (5%).
- Norwegian public entities issued 31% of the region's GSSSB proceeds, driven by sizable green public utility issuances at Statkraft (47%), Statnett (24%), and Kommunalbanken (14%).
- Finnish and Danish public GSSSB issuances were largely driven by their respective municipal funding vehicles Kommunekredit and Munifin.

Sustainable debt issuance of public finance entities per country

Sweden remains the largest Nordic GSSSB market for public entities



Source: Environmental Finance Dataset



Recent Second Party Opinions (SPOs) On Nordic Public Finance Issuers

In July 2023, S&P Global Ratings published an updated analytical approach for SPOs on use-of-proceeds instruments. Our updated approach combines features of our existing methodologies and those of Shades of Green, acquired from the CICERO climate research foundation in December 2022.

Integrated Use Of Proceeds (UoP) SPOs

- Kommunalbanken, April 2024
- Bane Nor Eiendom, March 2024
- Lyse AS, January 2024
- DSB, January 2024
- Hafslund, January 2024
- Stockholm Exergi, November 2023
- Solör Bioenergi, November 2023

Legacy Shades Of Green UoP SPOs

- Borås Stad, September 2023
- Sydvatten, April 2023
- Nacka Kommun, February 2023
- Östersunds Kommun, January 2023
- Linköpingsgruppen, December 2022
- Göteborgs Stad, September 2022
- Norrköpings Kommun, September 2022
- Municipality Finance, August 2022
- Region Stockholm, January 2022
- Kingdom of Denmark, November 2021
- Kommuninvest, May 2021
- Kingdom of Sweden, June 2020

Sustainability-Linked SPOs

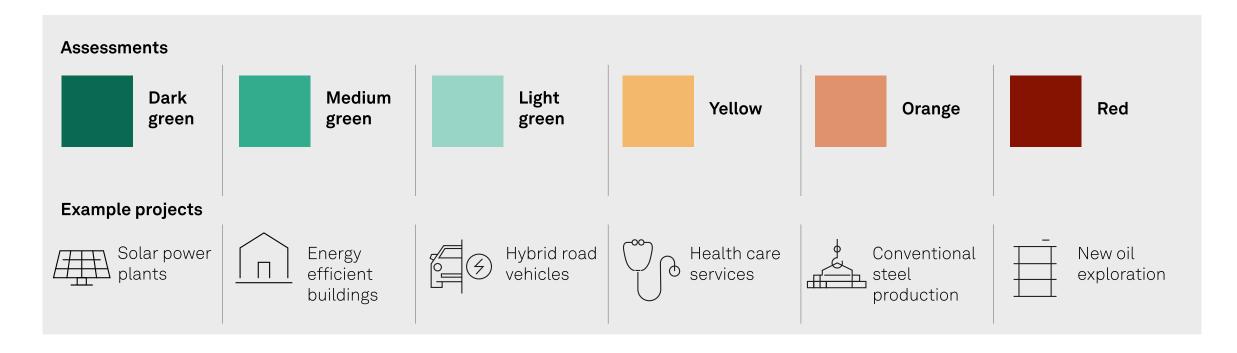
- Uppsala Kommun, April 2023
- Västerås Stad, January 2023
- Helsingborgs Stad, January 2022

Click here for all public SPO reports.



Shades Of Green Definition

A forward-looking opinion of how consistent an environmentally focused activity or investment is with a low-carbon and climate-resilient future.



LCCR--Low-carbon climate resilient. An LCCR future is a future aligned with the Paris Agreement; where the global average temperature increase is held below 2 degrees Celsius (2 C), with efforts to limit it to 1.5 C, above pre-industrial levels, while building resilience to the adverse impact of climate change and achieving sustainable outcomes across both climate and non-climate environmental objectives. Long term and near term--For the purpose of this analysis, we consider the long term to be beyond the middle of the 21st century and the near term to be within the next decade. Emissions lock-in--Where an activity delays or prevents the transition to low-carbon alternatives by perpetuating assets or processes (often fossil fuel use and its corresponding greenhouse gas emissions) that are not aligned with, or cannot adapt to, an LCCR future. Stranded assets--Assets that have suffered from unanticipated or premature write-downs, devaluations, or conversion to liabilities (as defined by the University of Oxford). Source: Analytical Approach: Shades Of Green Assessments.



Kommunalbanken's Green Bond Framework -- SPO Case Study

- Kommunalbanken (KBN) is the Norwegian state agency for local government funding. KBN grants loans to LRGs or inter-municipal companies in line with its explicit public policy mandate to provide low-cost funding to the Norwegian local government sector.
- As a lending institution, KBN operates in the context of local municipalities' sustainability strategies. The depth of municipalities' environmental, social, and governance (ESG) integration and climate-risk ambitions and progress can vary.
- We assigned a Medium green shade to KBN's 2023
 Green Bond Framework, reflecting the broad scope of the different projects that we expect to be financed.
 We expect the majority of proceeds to go toward green buildings.

Source: Second Party Opinion: Kommunalbanken's Green Bond Framework

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Contents ↑

Eligible Green Projects Assessment Summary

Medium green

Eligible projects under the issuer's green finance framework are assessed based on their environmental benefits and risks, using Shades of Green methodology.

Buildings	Medium to Light green
Measures for existing building stock	
New buildings	
Other	
Renewable energy	Dark to Medium green
Renewable energy production	
Energy storage	
Energy infrastructure	
Other	
Transportation	Dark green
Cycling and walking	
Land transport	
Maritime transport	
Heavy machinery	
Infrastructure	
Other	

Deep Dive Into The Green Buildings Project Category

This project category is a key contributor to reducing the issuer's financed emissions. We expect the majority of the proceeds to be allocated to new building projects.

Buildings	Medium to Light green
Measures for existing building stock	
New buildings	
Other	

Reasoning behind the shading:

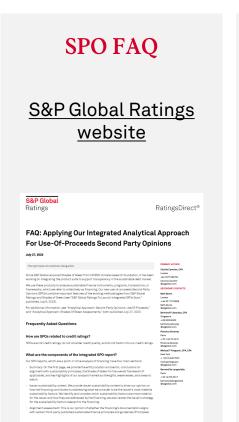
- In new construction and renovation projects, improving energy performance and reducing the embodied emissions associated with building materials are key to achieving low-carbon aims. For all buildings, mitigating exposure to physical climate risks will improve climate resilience. Renovations and improvements to existing properties can also help the low-carbon transition.
- The eligibility criteria for buildings address key aspects for decarbonizing the building sector. These include energy efficiency, reductions in embodied emissions, the generation of on-site renewable energy, and emissions-free construction sites. However, as buildings can qualify using only some of the criteria, different projects will have different climate risks and benefits, leading us to assess buildings as Medium or Light green.
- We view as a strength that KBN has included additional nature-protecting requirements to minimize potential environmental risks related to the site selection of construction projects. We also view favourably that if timber-based materials are used, they must be PEFC or FSC certified.

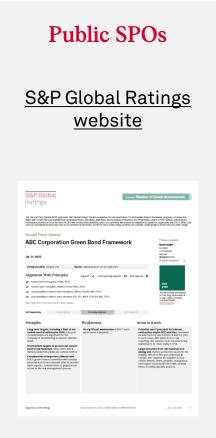
Source: Second Party Opinion: Kommunalbanken's Green Bond Framework.



Useful Links











Related Research

- Institutional Framework Assessment: Rising Debt Points To A Weakening Trend For Norwegian LRGs, March 21, 2024
- Subnational Debt 2024: Fiscal Policy Differences Influence Borrowing In Developed Markets, March 4, 2024
- <u>EU Commission Decision Should Not Affect The Willingness Of Oresundsbro Konsortiet's Owners To Support It</u>, Feb. 19, 2024
- Institutional Framework Assessment: Swedish Municipalities And Regions Have Flexibility To Balance Costs, Nov. 29, 2023
- Institutional Framework Assessment: Danish LRGs Can Rely On Central Government Support, Despite Economic Stresses, Feb. 6, 2023
- Institutional Framework Assessment: Finnish Municipalities, Dec. 13, 2022

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