

The following is a redacted version of the original report.

Asia in Focus

India: A growth focused budget, with higher borrowing

India's government in its annual budget targeted a reduction in the fiscal deficit to 6.4% of GDP (GSe: 6.3%, Consensus: 6.0%) in FY23¹ from a projected 6.9% (GSe: 6.8%, Consensus: 6.8%) in FY22, revised higher from 6.8% budget estimate (BE). The budgeted fiscal consolidation will be primarily driven via a decrease in total expenditure as a percentage of GDP, especially current expenditure, while capital spending was increased from 2.6% of GDP in FY22 to 2.9% in FY23. Overall, the revenue targets look achievable to us.

The thrust of the government's policies lie on infrastructure creation, and reviving the rural economy. To encourage exports, the government proposed to replace the existing law governing special economic zones with a new legislation to enable states to become partners in the hubs.

The net market borrowing in FY23 is budgeted at INR 11.6tn, higher than our already large borrowing expectation. This, along with borrowings by states, means that the combined issuance for the centre and states is likely to remain elevated. With no mention of India's inclusion in global bond indices in the budget speech today, we stick to our base case assumption of an announcement of India's likely inclusion into the GBI-EM Global Diversified Bond Index in Q4 2022, with actual inclusion to begin in early 2023. With elevated supply, and comparatively lower incremental demand from natural buyers, we estimate that the RBI will have to continue to support government bond purchases in FY23, despite domestic liquidity constraints.

We remain bearish INR longer-dated rates in the medium term due to three key reasons: a) unfavorable supply/demand dynamics in Indian bonds, b) our view on monetary policy normalization in India in 2022, and c) our US economics team's view of five Fed rate hikes by the Fed in 2022.

Santanu Sengupta
+91(22)6616-9042 |
santanu.sengupta@gs.com
Goldman Sachs India SPL

Suraj Kumar
+91(22)6616-9047 |
suraj.dhunna@gs.com
Goldman Sachs India SPL

Andrew Tilton
+852-2978-1802 |
andrew.tilton@gs.com
Goldman Sachs (Asia) L.L.C.

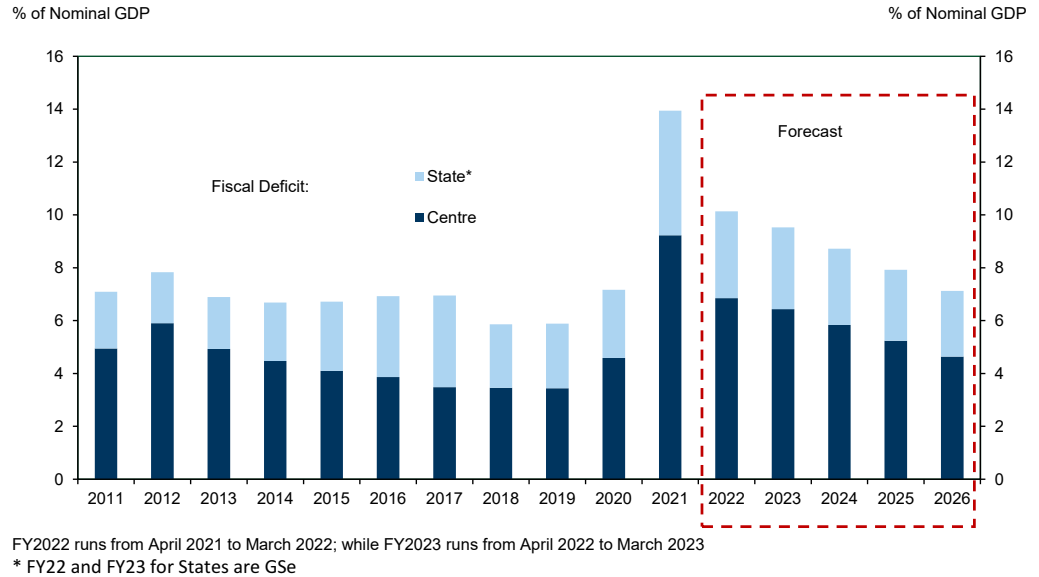
Sunil Koul
+65-6654-5042 |
sunil.koul@gs.com
Goldman Sachs (Singapore) Pte

¹ FY23 is fiscal year 2022-23 which runs from April 2022 to March 2023

Moderate fiscal consolidation in the FY23 budget

Given the backdrop of rising Covid cases due to the omicron wave, the primary issue for the FY23 budget was to strike a balance between boosting rural demand and investing in infrastructure while continuing on the path of fiscal consolidation to maintain macro stability. In the keenly watched Indian Union budget on February 1, the government has budgeted for a central government fiscal deficit of 6.4% of GDP in FY23 (Exhibit 1), down from a projected 6.9% of GDP in FY22 (10bp higher than its budget estimate).

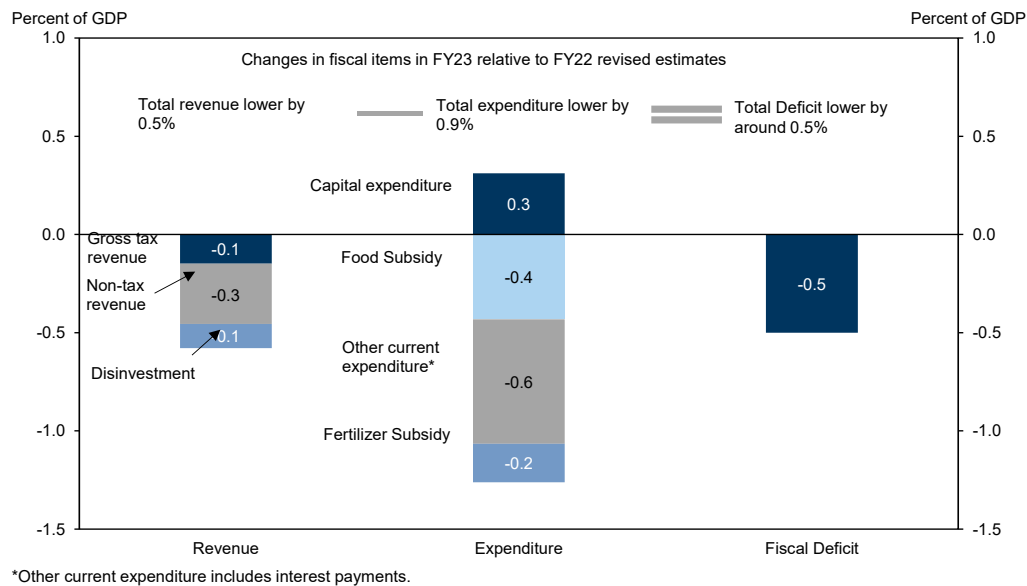
Exhibit 1: Moderate fiscal consolidation planned in FY23



Source: Union Budget FY21, CEIC, Goldman Sachs Global Investment Research

The budgeted fiscal consolidation of around 0.5pp of GDP takes place via a decrease in total expenditure of 0.9pp, offsetting a decrease in total revenue of 0.5pp (Exhibit 2).

Exhibit 2: Fiscal deficit consolidation in FY23 driven by lower expenditure



Source: Goldman Sachs Global Investment Research, CEIC

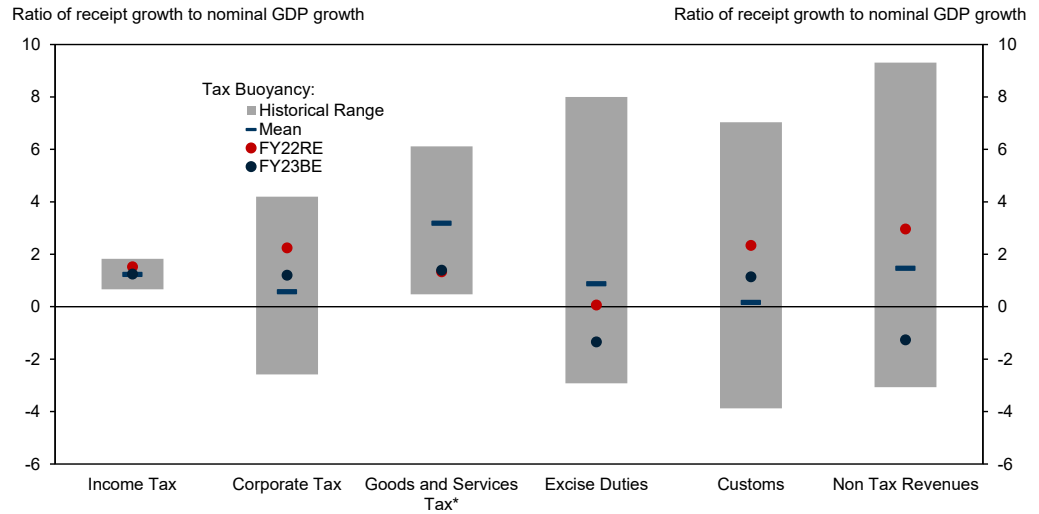
Realistic revenue proposals

Gross tax revenues are budgeted to grow by 9.6% yoy in FY23, below a conservative (in our view) nominal GDP growth forecast of 11.1% yoy, but lower than an estimated 24% yoy increase in FY22, as we had articulated in our [pre-budget report](#) (please refer to Question 2 on Page 3). The tax-to-GDP ratio remains flat in FY23 compared to FY22, as relatively lower growth in indirect tax collections, on the back of relatively lower excise tax revenues, is netted off by higher growth in direct tax collections.

Income tax and corporate tax revenue is budgeted to increase by 10bp of GDP in FY23 to 2.7%/2.8% of GDP, respectively. Indirect tax collection is budgeted to fall to 5.2% of GDP in FY23 from 5.5% of GDP in FY22, driven by sharp fall in excise tax revenues to 1.3% of GDP in FY23 from 1.7% of GDP in FY22 while GST collection is budgeted to increase marginally by 10bp to 3.0% of GDP in FY23. Non-tax revenue is projected to moderate to 1% of GDP in FY23 from 1.4% of GDP in FY22, driven by lower dividends from the RBI and financial institutions, and lower telecom receipts (including telecom spectrum). The disinvestment (asset sales) target was revised lower for FY22 (from INR 1.75tn to INR 0.8tn). The government has budgeted a conservative INR 0.65tn in FY23 as asset sales target which likely indicates that big-ticket disinvestments are unlikely to be the focus area to drive receipts in FY23.

Overall, revenue targets look largely credible to us given a potential widening of the tax base due to ongoing formalization of the economy and higher economic growth ([Exhibit 3](#)).

Exhibit 3: Modest receipts growth in FY23 compared to historical ranges



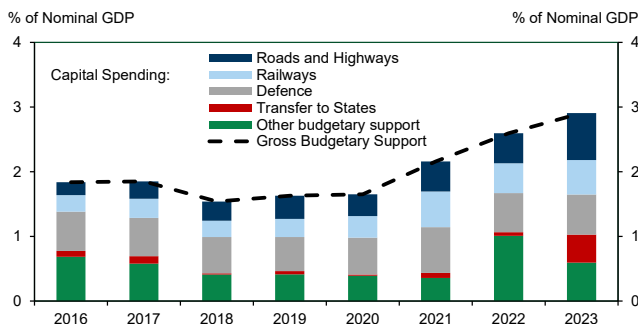
NOTE: Historical range represents the maximum and minimum values of the buoyancy ratio (ratio of tax growth/nominal GDP growth) of each receipt item every fiscal year from FY11 to FY20. The lower point of the bar denotes the minimum value of buoyancy in this period while top end of the bar denotes the maximum value of buoyancy in this period. *Good and Services tax historical range and mean consider data from FY19 to FY21 only due to data limitation.

Source: CEIC

Expenditure mix: Capex in focus

Overall expenditure is budgeted to grow at 4.6% yoy in FY23 below the conservative (in our view) nominal GDP growth assumption of 11.1% yoy, compared to projected growth of 7.4% yoy in FY22. The deceleration in growth is driven by current spending, while capital spending was increased by 25% yoy from 2.6% of GDP in FY22 to 2.9% in FY23. Under capital expenditure, the government particularly focused on roads, railways and defense (Exhibit 4). Additionally, states were allocated almost 0.4pp of GDP for capital spending (Exhibit 4). In recent years we have seen borrowing reliance on extra budgetary resources declining, and majority of capital spending happening through direct budgetary support (Exhibit 5).

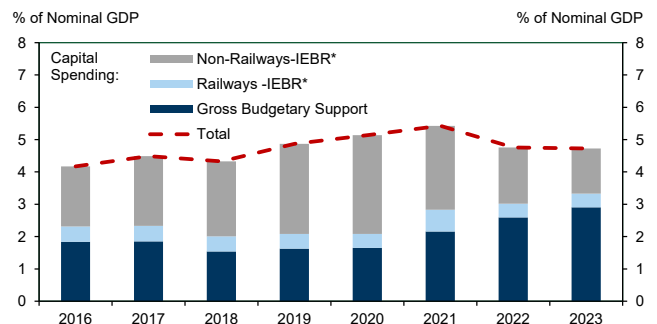
Exhibit 4: Capital expenditure to be in focus in FY23



NOTE: Years are in fiscal years. FY2023 runs from April 2022 to March 2023.

Source: CEIC

Exhibit 5: Extra budgetary support has declined in recent years



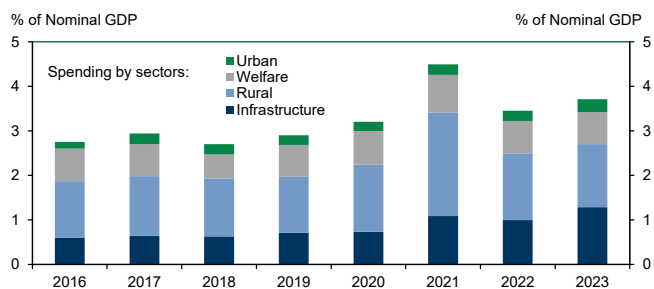
NOTE: Years are in fiscal years. FY2023 runs from April 2022 to March 2023. *IEBR refers to internal extra budgetary resources

Source: CEIC

In terms of spending priorities, the government focused on spending in infrastructure, defense and the social sector (Exhibit 6). The Ministries of Railways, and Roads have been allocated 43% of the overall capex budget, growing 49% yoy. Within current

spending mix, subsidies are targeted to be reduced by 0.7pp of GDP in FY23 ([Exhibit 7](#)).

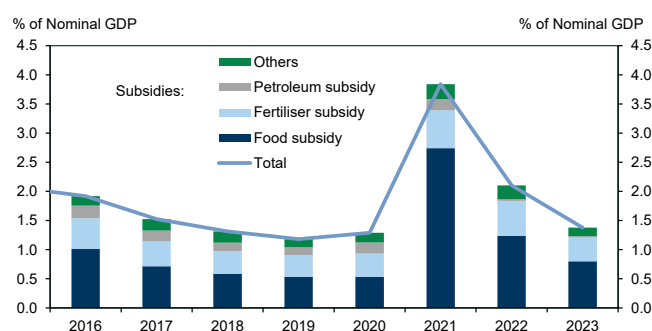
Exhibit 6: Infrastructure to increase in FY23



NOTE: Years are in fiscal years. FY2023 runs from April 2022 to March 2023.
 Rural: Ministry of Agriculture, Fertilisers, and Ministry of Rural Development.
 Infrastructure: covers Ministry of Railways, Roads, Ports, Shipping and Waterways.
 Welfare: Ministry of Health, and Education.

Source: CEIC

Exhibit 7: Subsidies to moderate in FY23



NOTE: Years are in fiscal years. FY2022 runs from April 2021 to March 2022; while FY2023 runs from April 2022 to March 2023

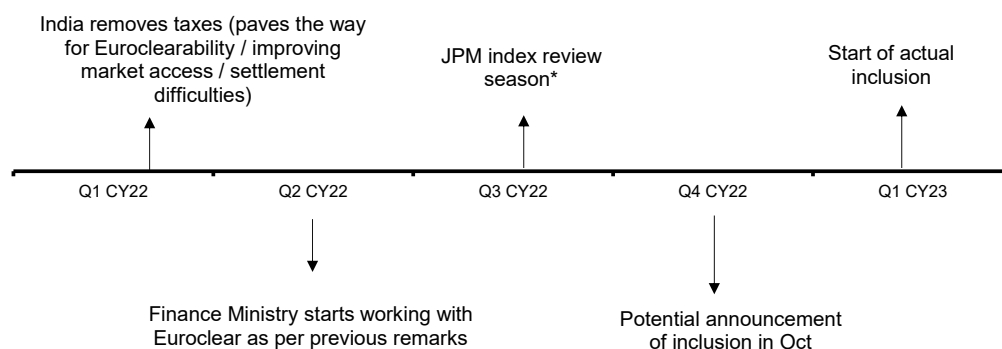
Source: CEIC

Impact on bond markets: Excess supply to put upward pressure on yields

The net market borrowing for FY23 by the central government is budgeted at INR 11.6tn, higher than our already conservative estimate of INR 10.6tn. Along with borrowings by states, the combined issuance for the centre and state is likely to remain elevated in FY23 in our view. On the demand side, we expect banks to buy incrementally fewer bonds in FY23 as credit growth picks up as the economy recovers. We continue to expect insurance companies with strong AUM growth to soak up around INR 4.5tn of the incremental bond supply. With no mention of India’s inclusion in global bond indices in the budget speech today, we stick to our base case assumption of a likely announcement in Q4 2022 that India will be included in the GBI-EM Global Diversified Index, while actual inclusion will begin in early 2023 ([Exhibit 8](#)). Given this timeline, we think the bulk of the anticipated USD 30bn inflows are more likely in 2023. However, some active fund managers may start accumulating Indian bonds in 2022.

Exhibit 8: Expected timeline of India's bond inclusion in FY23

Potential timeline for India Bond Index inclusion



*We observe that JPM indices often announce new country inclusions after the summer (i.e. China), although index reviews ongoing and not confined to any one period

Source: Goldman Sachs Global Investment Research

With elevated supply ([Exhibit 9](#)), and comparatively lower incremental demand from natural buyers, we estimate that the RBI will have to continue to support government bond purchases in FY23. We remain bearish INR longer-dated rates in the medium term due to three key reasons: a) unfavorable supply/demand dynamics in Indian bonds, b) our view on [monetary policy normalization in India in 2022](#), and c) our US economics team's view of [five Fed rate hikes](#) by the Fed in 2022.

Exhibit 9: Gross borrowings to remain elevated in FY23

Centre Government Financing			
Amount in INR tn	FY22BE	FY22RE	FY23BE
Fiscal Deficit	15.1	15.9	16.6
Small savings	3.9	5.9	4.3
State Provident Funds	0.2	0.2	0.2
Others	0.5	-0.9	0.4
External Debt	0.0	0.2	0.2
Cash Balance	0.7	1.7	0.0
Net Borrowings	9.7	8.8	11.6
Net Borrowings: T-Bills	0.5	1.0	0.5
Net Borrowings: Bonds	9.2	7.8	11.1
Borrowings: Repayments	4.7	2.7	3.8
Gross Borrowings: Bonds	13.9	10.5	15.0

Source: CEIC

Exhibit 10: Details of the budget

Central Government Fiscal Accounts (% of GDP)					
Key Budget Items	2020	2021	2022-BE	2022-RE	2023-BE
Total Receipts	8.6	8.6	8.9	9.4	8.9
Revenue Receipts	8.3	8.3	8.1	9.0	8.6
Gross Tax Revenues	9.9	10.3	10.0	10.8	10.7
Direct tax	5.2	4.8	5.0	5.4	5.5
Income Tax	2.4	2.5	2.5	2.6	2.7
Corporate Tax	2.7	2.3	2.5	2.7	2.8
Indirect Tax	4.7	5.5	4.9	5.5	5.2
GST (incl Comp cess)	2.9	2.8	2.8	2.9	3.0
Excise	1.2	2.0	1.5	1.7	1.3
Customs	0.5	0.7	0.6	0.8	0.8
Service Tax	0.0	0.0	0.0	0.0	0.0
Others	0.0	0.0	0.0	0.0	0.0
Less Allocation to states	3.2	3.0	3.0	3.2	3.2
NCCF financing	0.0	0.0	0.0	0.0	0.0
Net Tax Revenue	6.7	7.3	7.0	7.6	7.5
Non Tax Revenues	1.6	1.1	1.1	1.4	1.0
Non-debt capital receipts	0.3	0.3	0.8	0.4	0.3
Disinvestment (incl strategic disinvestment)	0.2	0.2	0.8	0.3	0.3
Recoveries of loans	0.1	0.1	0.1	0.1	0.1
Expenditure	13.2	17.8	15.6	16.2	15.3
Revenue	11.6	15.6	13.1	13.6	12.4
Interest Payments	3.0	3.4	3.6	3.5	3.6
Subsidies	1.3	3.8	1.7	2.1	1.4
Food	0.5	2.7	1.1	1.2	0.8
Fertilizer	0.4	0.6	0.4	0.6	0.4
Petroleum	0.2	0.2	0.1	0.0	0.0
Interest	0.1	0.2	0.1	0.2	0.1
Capital	1.6	2.2	2.5	2.6	2.9
Fiscal Deficit	4.6	9.2	6.8	6.9	6.4

Notes:

1. Non-tax revenues include Dividends from the RBI
2. Years are in Fiscal years. Fiscal year 2022 runs from April 2021 to March 2022 while Fiscal year 2023 runs from April 2022 to March 2023
3. Revenue spending is current expenditure after excluding the capital spending from the overall spending.
4. Non-debt capital receipts include disinvestment receipts

Source: Union Budget FY21, Goldman Sachs Global Investment Research

Key Budget Announcements:

Sector	Key Announcements
<i>Infrastructure</i>	<ul style="list-style-type: none"> - PM Gatishakti: A digital platform to bring together various ministries for coordinated implementation of infrastructure projects. Formulation of master plan for expressways to complete 25,000 km national highways. - Sovereign green bonds to fund green infrastructure public sector projects - Railways: 100 rail cargo terminals to be developed, and 400 new trains to be manufactured in next 3 years
<i>Urban Development / Housing</i>	<ul style="list-style-type: none"> - Housing Scheme: Allocated INR 480bn to construct 8mn houses in FY23 - Tap water: Allocated INR 600bn to extend coverage to 38mn households in FY23 - An urban planning committee to make recommendations for urban capacity building
<i>Banking and Credit</i>	<ul style="list-style-type: none"> - MSME credit: Emergency Credit Line Guarantee Scheme (ECLGS) extended upto March 2023 with expansion in guarantee cover by INR 500bn to INR 5tn. - 75 digital banking units to be set up in 75 districts to enhance digital banking and payment systems - RBI to issue digital rupee using blockchain technology
<i>Manufacturing</i>	<ul style="list-style-type: none"> - Allocated INR 195bn for Production-Linked Incentive for manufacturing of high-efficiency solar modules - New Battery Swapping Policy to promote charging station coverage in states - Railways to promote local business under 'One state, one product' concept - 68% domestic procurement under defence budget capital spending
<i>Agriculture</i>	<ul style="list-style-type: none"> - INR 2.4tn direct payment to farmers at minimum support price to procure wheat and paddy.
<i>Export Promotion</i>	<ul style="list-style-type: none"> - A new legislation to replace the Special Economic Zones Act to enhance states participation to promote exports
<i>East of Doing business</i>	<ul style="list-style-type: none"> - Amendments to bankruptcy code to enhance efficiency of resolution process and speed up voluntary winding up of companies
<i>Taxation</i>	<ul style="list-style-type: none"> - Alternate minimum tax for cooperative societies cut to 15% - Tax on transfer of digital assets at 30% and 1% tax deduction at source on payments to purchase of virtual assets

Source: Goldman Sachs Global Investment Research, FY23 India Union Budget

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