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**Fiscal imbalances set to harden interest rates in 1HCY10E.** We retain our concerns on the fiscal imbalances as the red flags fail to elicit adequate policy response. We note that the move to pay oil bonds subsidies in cash is a credible signal by the government that fiscal slippages from FY2010 budget can be avoided. However, we still do not completely rule out extra market borrowing. Moreover, our concern on likely interest rate hardening in FY2011E remains on back of large borrowing amidst high inflation.

### Fiscal deficit turns structural in nature

In our view, India's fiscal deficit has turned structural in nature and would stay at near 10% of GDP in FY2011E as well. Centre's on-budget deficit may improve only modestly to 6.3% of GDP in FY2011E versus government's target of 5.5%. We see improvements coming in FY2012E if GST and DTC are successfully rolled out, but Centre's deficit may still be 5.4% of GDP and combined with States at 8.1% of GDP.

### Large government borrowing a bane for the economy

We see Centre and States' borrowing about Rs5.5 tn in FY2011E, putting large pressures on yields. With monetary policy cycle likely turning in FY2011E on back of high inflation, the borrowing is likely to put pressure on yields.

### Benchmark yield set to cross 8.5% in 1HFY11E

In our assessment, 10-year benchmark yield is set to easily cross 8.5% in 1HFY11E on back of large borrowing, debt rollover difficulties, high inflation and monetary tightening. We would not be surprised if the benchmark yield touches 9% at some point. Large fiscal deficits are set to lower domestic saving and crowd out private investment and require immediate remedial policy action.

### QUICK NUMBERS

- Centre's GFD/GDP ratio may fall only to 6.3% in FY011E
- Net bond issuances by Centre and States likely at Rs5.5 tn in FY2011E
- 10-year G-sec yield may rise to over 8.5% in 1HFY11E

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### Warning bells on fiscal imbalances eliciting inadequate policy response

The jingle bells of a V-shaped industrial recovery and good buoyancy on the side of direct taxes are running the risk of turning deaf ears to the warning bells on fiscal imbalances, which are ringing for over a year now. The interest rates are now set to harden in 1HCY10E as a result of wide fiscal gaps putting pressures on interest rates. This can crowd out private investment in FY2011E.

India is not Greece or Spain. Both of them are running twin gaps (fiscal and current account deficits) in double-digits. But India's fiscal deficit, that is almost entirely financed domestically, is running in double digits when federal and sub-national deficits are combined. The fiscal slippage has been large over last two years. After an unexpectedly strong political mandate to the new Government in May, hopes had run high that major fiscal and economic reforms would be pursued with vigor. We had in our Economy report of May 20, 2009, '*Mandate mania will not avert fiscal challenges*', cautioned investors over the likely interest rate shock in FY2011 from the fiscal deterioration.

### Small fiscal slippage is still likely in our view in FY2010E

The Central (federal) government chose to continue with expansionary fiscal policy by budgeting a deficit of 6.8% of GDP in what seemed to be a transparent budget in contrast with the previous year's budget. As things turn out:

- ▶ The Government hopes to meet this and looks reasonably confident of avoiding the need to borrow anything extra from the market than its planned Rs4.0 tn (US\$85 bn) net of the redemptions of its SLR bonds.
- ▶ The Finance Secretary on December 22, 2009 stated that the government plans to issue oil subsidies in cash (on-budget) rather than in bonds (off-budget liabilities) subject to the Cabinet approval. We read this as a credible sign that the Government may indeed be hoping to meet the budget targets this year.
- ▶ However, we still do not completely rule out the possibility of extra market borrowing by the Centre in 4QFY10. In fact, our estimates suggest that there could be a small slippage that could take GFD/GDP ratio to 7.1% in FY2010E, requiring about Rs200 bn (US\$4.25 bn) of extra borrowing (see Exhibit 1). The government may just about avoid this borrowing by postponing some payments to next year, provided the current buoyancy on the side of direct taxes remain.
- ▶ Till October 2009, the direct tax collection was up 8% yoy in line with the budgeted growth. However, indirect taxes were down 23% against the budgeted drop of just 4%. As a result, gross tax collection was down 7.5% yoy and net of transfers to States and Union Territories (UTs) was down 8.0%. They were budgeted to increase 1.8%. Partial information for November suggests no fundamental change in this, though considering the strong Advance Tax flows from corporates in December that may have grown by about 20% yoy, a small improvement is likely ahead.
- ▶ Expenditures have grown 31% yoy till October, though for the full year they are budgeted to increase by just 13%. The expenditure side has overrun mainly due to (1) increase in wage expenses and the payment of the arrears due following the Sixth Pay Commission, (2) increase in food and fertilizer subsidy, (3) farm relief in wake of drought. Expenditures may slow down in the remaining period.
- ▶ Considering the above, in our view, the fiscal deficit slippage from the budget and the required extra market borrowing can still be contained to about Rs200 bn in the current fiscal year.

Exhibit 1: Wide fiscal gaps may stay till GST and DTC is implemented from FY2012E  
Major budgetary items of the Central Government, March fiscal year-ends, 2008-2012BE (Rs bn)

	FY2008A	FY2009RE	FY2010BE (F)	Apr-Oct	FY2010E	FY2011E	FY2012E	FY2012E#	% change			
									FY2010E/ FY2009RE	FY2010E/ FY2010BE(F)	FY2011E/ FY2010E	FY2012E/ FY2011E
<b>Receipts</b>												
<b>1. Revenue receipts (2 + 3)</b>	<b>5,420</b>	<b>5,622</b>	<b>6,145</b>	<b>2,845</b>	<b>6,099</b>	<b>7,550</b>	<b>8,857</b>	<b>9,331</b>	<b>8</b>	<b>(1)</b>	<b>24</b>	<b>24</b>
2. Gross tax revenue (a + b)	5,927	6,279	6,411	2,989	6,435	7,817	9,427	10,021	2	0	21	28
2.a. Direct taxes	3,125	3,450	3,716	1,792	3,902	4,651	5,818	6,051	13	5	19	30
<b>DTC additionality</b>									<b>233</b>			
2.a.1. Corporation tax	1,929	2,220	2,567	1,115	2,542	3,050	3,905	3,905	15	(1)	20	28
2.a.2. Income tax	1,193	1,226	1,129	597	1,224	1,445	1,734	1,734	(0)	8	18	20
2.a.3. Other taxes	3	4	20	80	136	156	180	180	3,300	571	15	15
2.b. Indirect taxes	2,790	2,814	2,695	1,197	2,532	3,165	3,609	3,970	(10)	(6)	25	25
<b>CGST/IGST additionality</b>									<b>361</b>			
2.b.1. Customs duty	1,041	1,080	980	452	836	1,037	1,151	1,151	(23)	(15)	24	11
2.b.2. Excise duty	1,236	1,084	1,065	455	1,096	1,348	1,483	1,483	1	3	23	10
2.b.3. Service tax	513	650	650	290	600	781	976	976	(8)	(8)	30	25
(2.c) Transfers to States and UTs	1,531	1,636	1,669	850	1,655	1,969	2,285	2,403	1	(1)	19	22
<b>o/w: GST compensations/transfers</b>									<b>72</b>			
2.d Net tax revenue	4,396	4,660	4,742	2,139	4,780	5,847	7,143	7,618	3	1	22	30
3. Non-tax revenue	1,024	962	1,403	706	1,319	1,702	1,714	1,714	37	(6)	29	1
<b>4. Capital receipts (4a + 4b + 4c)</b>	<b>1,708</b>	<b>3,388</b>	<b>4,063</b>	<b>2,524</b>	<b>4,530</b>	<b>4,597</b>	<b>4,940</b>	<b>4,466</b>	<b>34</b>	<b>11</b>	<b>1</b>	<b>(3)</b>
4.a Recovery of loans	51	97	42	30	45	77	110	110	(54)	7	71	43
4.b Other receipts (Disinvestments)	388	26	11	43	275	300	250	250	971	2,355	9	(17)
4.c Borrowings and other liabilities	1,269	3,265	4,010	2,451	4,210	4,220	4,580	4,106	29	5	0	(3)
4.c.1 Net market borrowing	1,318	2,620	3,980	3,182	4,180	4,190	4,550	4,075	60	5	0	(3)
<b>5. Total receipts (1 + 4)</b>	<b>7,128</b>	<b>9,010</b>	<b>10,208</b>	<b>5,369</b>	<b>10,629</b>	<b>12,147</b>	<b>13,797</b>	<b>13,797</b>	<b>18</b>	<b>4</b>	<b>14</b>	<b>14</b>
<b>Expenditures</b>												
<b>11. Non-plan expenditure (12 + 13)</b>	<b>5,077</b>	<b>6,180</b>	<b>6,957</b>	<b>3,888</b>	<b>7,298</b>	<b>8,205</b>	<b>9,221</b>	<b>9,221</b>	<b>18</b>	<b>5</b>	<b>12</b>	<b>12</b>
12. Non-plan revenue expenditure	4,209	5,618	6,188	3,655	6,638	7,413	8,310	8,310	18	7	12	12
12.a. Interest payments	1,710	1,927	2,255	1,011	2,155	2,435	2,727	2,727	12	(4)	13	12
12.b. Subsidies	709	1,292	1,113	NA	1,628	1,780	2,065	2,065	26	46	9	16
12.b.1. Food	313	436	525	NA	595	625	700	700	36	13	5	12
12.b.2. Fertilizer	196	759	500	NA	635	730	875	875	(16)	27	15	20
12.b.3. Others (incl. on-budget oil)	200	98	88	NA	398	425	490	490	308	352	7	15
12.c. Grants to States and UTs	384	384	486	NA	486	544	599	599	26	0	12	10
12.d. Others	1,405	2,014	2,335	NA	2,369	2,653	2,919	2,919	18	1	12	10
13. Non-plan capital exp.	867	562	769	233	660	792	911	911	17	(14)	20	15
<b>14. Plan expenditure (15 + 16)</b>	<b>2,051</b>	<b>2,830</b>	<b>3,251</b>	<b>1,480</b>	<b>3,334</b>	<b>3,942</b>	<b>4,576</b>	<b>4,576</b>	<b>18</b>	<b>3</b>	<b>18</b>	<b>16</b>
15. Plan revenue expenditure	1,736	2,417	2,784	1,257	2,814	3,349	3,919	3,919	16	1	19	17
16. Plan capital expenditure	315	413	468	223	520	593	658	658	26	11	14	11
<b>17. Total expenditure (11 + 14)</b>	<b>7,127</b>	<b>9,010</b>	<b>10,208</b>	<b>5,369</b>	<b>10,632</b>	<b>12,147</b>	<b>13,797</b>	<b>13,797</b>	<b>18</b>	<b>4</b>	<b>14</b>	<b>14</b>
18. Revenue expenditure	5,945	8,035	8,972	4,913	9,452	10,762	12,228	12,228	18	5	14	14
19. Capital expenditure	1,182	975	1,236	456	1,180	1,385	1,569	1,569	21	(5)	17	13
<b>Deficit</b>												
Primary Deficit (PD)	(441)	1,338	1,755	1,440	2,058	1,785	1,853	1,378	54	17	(13)	(23)
Revenue Deficit (RD)	526	2,413	2,827	2,068	3,354	3,212	3,372	2,897	39	19	(4)	(10)
Gross fiscal deficit (GFD)	1,269	3,265	4,010	2,451	4,213	4,220	4,580	4,106	29	5	0	(3)
Gross domestic product (GDP)	47,234	53,218	58,566	NA	59,338	67,348	76,440	76,440	12	1	14	14
<b>PD/GDP (%)</b>	<b>(0.9)</b>	<b>2.5</b>	<b>3.0</b>	<b>NA</b>	<b>3.5</b>	<b>2.7</b>	<b>2.4</b>	<b>1.8</b>	<b>38</b>	<b>16</b>	<b>(24)</b>	<b>(32)</b>
<b>RD/GDP (%)</b>	<b>1.1</b>	<b>4.5</b>	<b>4.8</b>	<b>NA</b>	<b>5.7</b>	<b>4.8</b>	<b>4.4</b>	<b>3.8</b>	<b>25</b>	<b>17</b>	<b>(16)</b>	<b>(21)</b>
<b>GFD/GDP (%)</b>	<b>2.7</b>	<b>6.1</b>	<b>6.8</b>	<b>NA</b>	<b>7.1</b>	<b>6.3</b>	<b>6.0</b>	<b>5.4</b>	<b>16</b>	<b>4</b>	<b>(12)</b>	<b>(14)</b>

A: Actual; BE: Budget Estimates; RE: Revised estimates; E: KIE estimates; #: with GST and DTC rollout;  
Source: GOI and Kotak Institutional Equities estimates

Exhibit 2: Combined fiscal deficit may improve modestly ahead in FY2010E and FY2011E  
GFD/GDP ratios in India, March fiscal year-ends, 2007-12E (%)

	2008A	2009RE	2010BE (F)	2010E	2011E	2012E	2012E#
Center	2.7	7.9	7.3	7.3	6.6	6.4	5.8
On-budget	2.7	6.1	6.8	7.1	6.3	6.0	5.4
Off-budget	NA	1.8	0.5	0.2	0.3	0.4	0.4
State	2.3	2.7	3.3	3.5	3.2	2.9	2.3
<b>Total</b>	<b>5.0</b>	<b>10.6</b>	<b>10.6</b>	<b>10.8</b>	<b>9.8</b>	<b>9.3</b>	<b>8.1</b>

A: Actual; BE: Budget Estimates; RE: Revised estimates; E: KIE estimates; #: with GST and DTC rollout;  
Source: GOI and Kotak Institutional Equities estimates

### Hope now rests with successful roll out of GST and DTC in FY2012E

In our assessment, fiscal gap would remain wide even in FY2011E in spite of cyclical improvement in tax revenues. This means that wide deficits in India have become structural in nature and perhaps require a new set of revenue enhancing measures as well as strict expenditure rules. There is a clear case for returning to a new regime of fiscal rules under the Fiscal Responsibility and Budget Management (FRBM) Act, 2003 at the earliest. We expect:

- ▶ GFD/GDP ratio of 6.3% in FY2011E against the government target of 5.5% for FY2011 mentioned in the FY2010 budget
- ▶ With this moderate improvement, government's nominal borrowing may be flat at Rs4.2 tn for Centre and Rs1.2 tn for States in FY2011E
- ▶ We expect GFD/GDP to correct only in FY2012E and only if the Goods and Services Tax (GST) and the Direct Tax Code (DTC) are successfully rolled out by then. (See our Economy Report of November 20, 2009, '*India's Goods and Services (GST) Tax: Hop, step and a Missed Jump?*')

We then hope that India's combined fiscal deficit could come down to about 8% (see Exhibit 2), provided no new economic shocks come that can adversely impact India's fiscal position.

### India to remain high interest rate economy in near term

Considering the above, we expect interest rates to rise and remain high in the Indian economy in the near term. We expect the following:

- ▶ 10-year benchmark G-sec yield is likely to cross 8% by March 2010 and possibly stay over 8.5% in 1HFY11E following the likely large market borrowing in FY2011E as a result of wider-than-indicated fiscal deficit.
- ▶ The bond market is a sell in our view over the next 6 months as pressures would come from both the fiscal and monetary side. We expect moderate tightening by the RBI with a likely 50 bps CRR and a 25 bps repo and reverse repo rate hikes in 4QFY10E, with headline inflation rising to near 9% by end-FY10E.
- ▶ We expect considerable pressures in gilt auction, not just by the size of the net borrowing but also the larger gross borrowing that may be required as a result of large redemptions exceeding Rs1.0 tn in FY2011E. We expect credit growth to pick up, making rollover of debt difficult from 2QFY11E. These pressures could, however, be partially offset by relative reduction in the yield spread between the short and the long end helped by policy rate hikes, possible reduction in the average maturity of debt through a more balanced auction calendar in terms of tenors and selective issuance of floating rate debt. The FII cap on G-secs can also be increased to reduce pressure on the yields.
- ▶ However, in view of the likely borrowing pressures and credit pick up, lending rates could rise by about 150 bps in the Indian economy during 1HCY10E. Exhibits 3 and 4 broadly indicates the large excess supply of gilts and credit gaps that are likely to prevail in our view.
- ▶ Whether or not interest rates would come down in 2HFY11E would depend on several imponderables, but we do see a possibility of a bond rally in 2HFY11E if inflation comes down sharply in absence of any new shocks.

Exhibit 3: Excess supply likely to exert further pressure on yields in FY2011E  
Demand and supply of SLR securities, March fiscal year-ends (Rs bn)

	2008	2009	2010E	2011E	2012E	2012E#
<b>1. Demand for SLR securities (2+3+4)</b>	<b>2252</b>	<b>2674</b>	<b>2961</b>	<b>3606</b>	<b>4427</b>	<b>4427</b>
2. required from banks	1,559	1,674	1,778	2,202	2,743	2,743
3. from insurance companies	534	760	915	1,098	1,318	1,318
4. from others	159	240	268	306	367	367
<b>5. Supply of SLR securities (6+7+8)</b>	<b>2919</b>	<b>2777</b>	<b>3870</b>	<b>5490</b>	<b>5860</b>	<b>5090</b>
6. Net market borrowing of center	1,107	2,620	4,180	4,190	4,550	4,075
7. T-bills financing	256	850	100	100	100	100
8. State government issuances	562	1,038	1,200	1,200	1,210	915
9. MSS	1,057	(803)	(860)	—	—	—
10. OMO	(62)	(928)	(750)	—	—	—
<b>11. Excess demand (1-5)</b>	<b>(667)</b>	<b>(102)</b>	<b>(909)</b>	<b>(1884)</b>	<b>(1433)</b>	<b>(663)</b>
<i>Memo items</i>						
NDTL	34,813	41,830	48,941	57,751	68,723	68,723
SLR ratio (% of NDTL)	25	24	25	25	25	25
# with GST & DTC roll out						

Source: Kotak Institutional Equities estimates

Exhibit 4: Lending rates may rise in FY2011E due to large investments in bonds  
Sources and uses of bank funds, March fiscal year-ends, 2008-2010E (Rs bn)

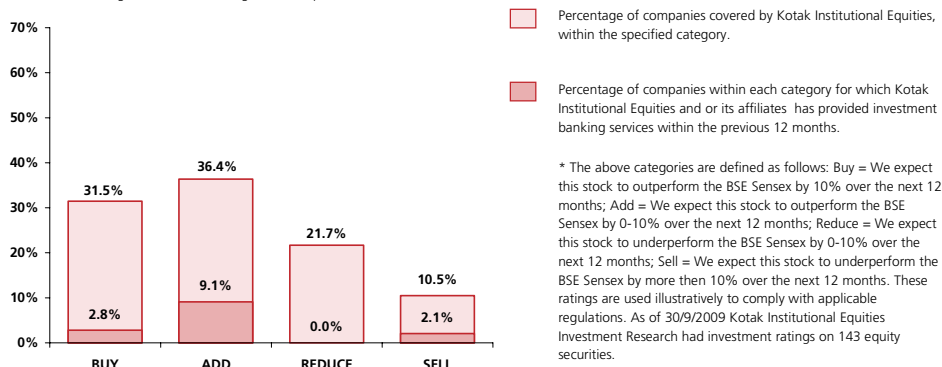
	2008	2009	2010E	2011E	2012E	2012E#
<b>1. Total usable sources (2 to 4)</b>	<b>6134</b>	<b>6426</b>	<b>6473</b>	<b>8320</b>	<b>10381</b>	<b>10381</b>
2. Deposits	5,802	6,382	6,518	8,075	10,057	10,057
3. Call/term funding	207	74	57	167	218	218
4. Overseas foreign currency borrowings	125	(30)	(102)	78	105	105
5. Capital	251	598	765	1,145	1,570	1,570
6. Other liabilities	72	(583)	460	266	326	326
<b>7. Uses (net of credit) (8 to 12)</b>	<b>2607</b>	<b>2351</b>	<b>4772</b>	<b>5345</b>	<b>5359</b>	<b>4789</b>
8. Investment in Govt. securities	1,812	1,930	2,683	2,716	2,716	2,141
10. Non-SLR investments	302	369	1,556	1,102	1,002	1,002
11. Net foreign assets	(276)	241	(67)	176	186	191
12. Balances with RBI	769	(189)	600	1,351	1,455	1,455
<b>13. Sources-uses (net of credit) (1-7)</b>	<b>3527</b>	<b>4074</b>	<b>1700</b>	<b>2976</b>	<b>5022</b>	<b>5592</b>
14. Credit offtake/demand	4,173	4,215	3,366	6,211	7,823	8,200
<b>15. Credit gap (14-13)</b>	<b>646</b>	<b>141</b>	<b>1666</b>	<b>3235</b>	<b>2802</b>	<b>2609</b>
<i>Memo items</i>						
NDTL	34,813	41,830	48,941	57,751	68,723	68,723
SLR ratio (% of NDTL)	25	24	25	25	25	25
CRR ratio (% of NDTL)	7.5	5.0	5.5	7.0	8.0	8.0
Deposit growth (%)	22.2	21.5	17.0	18.0	19.0	19.0
Credit growth (%)	21.6	17.0	12.0	20.0	21.0	22.0
# with GST & DTC roll out						

Source: Kotak Institutional Equities estimates

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As of September 30, 2009

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