Macroeconomics Research

BRAZIL: FISCAL POLICY

Consolidated Public Sector: Another "Yearly" Deficit in September

September's fiscal performance was better than expected (due to a surprise in the regional governments result). This was the first month with the reduction in the emergency aid stipend (first month with BRL300 per beneficiary), yet the numbers continue to show a substantial impact on government finances from the COVID-19 crisis. The figures reinforce our forecast that the 2020 public sector primary fiscal deficit will amount to 12.4% of GDP, leading gross general government debt to nearly 95% of GDP, on the heels of massive spending measures, deferrals of tax payments, and use of tax credit, as well as a cyclical revenue downturn.

According to data published today by the BCB, the public sector posted a primary budget deficit of BRL64.6 billion in September (see Figure 1a), relatively better than our forecast (BRL71.4 billion) and the market consensus (BRL70.0 billion). The main surprise was in the regional governments result, which posted a surplus of BRL10.0 billion, probably affected, in our view, by the emergency aid's impact on local economies (totaling BRL24.2 billion in September)—which improved tax collection—and transfers from the central government to offset the decline in tax collection (BRL19.3 billion in September).

The consolidated primary balance headline for September 2020 compares with a full-2019 gap of BRL61.9 billion (0.9% of GDP). This is the sixth consecutive month in which the monthly deficit has been higher than that for a full year (in recent years). So far in 2020, the public sector's primary fiscal balance is a negative BRL635.9 billion (12.0% of GDP), the worst number in the entire historical series. The 12-month primary deficit also points in the same direction, standing at BRL655.3 billion (9.1% of GDP). (See Figure 1b.)

The BCB numbers show a relatively "better" performance from subnational entities (in comparison with the central government) year to date. In the 12-month reading, the regional governments posted a primary fiscal surplus of BRL32.7 billion (0.45% of GDP), while government-owned firms posted a primary fiscal surplus of BRL14.8 billion (0.2% of GDP). Given the considerable headwinds for the economy and tax collection, we expect a deterioration in the fiscal position of subnational entities—particularly states and municipalities—in 2021. The subnational entities will face the challenge of reestablishing fiscal equilibrium after these fiscal stimuli are over, in our view.

Year to date, BCB calculations indicate that the central government's primary fiscal deficit stands at BRL677.0 billion (12.7% of GDP). Before 2020, the worst primary balance for the first half of the year was in 2017 (-1.7% of GDP). For the last 12 months, the central government's fiscal gap (from the standpoint of the BCB estimates) is now BRL702.7 billion, or 9.7% of GDP, also the worst number on record.

In addition, gross debt reached 90.6% of GDP in September (see Figure 2b), an increase of 14.8 percentage points from the end of last year. Meanwhile, net debt rose to 61.4% of GDP, 5.8 percentage points higher on the same basis of comparison. We expect both to continue deteriorating in the coming months.

The primary deficit and debt continue to grow, owing to the extension of the emergency measures. We believe that the massive fiscal stimulus will be temporary, but that the risk of creating new mandatory spending has increased significantly, which could undermine the fiscal consolidation framework, in our opinion. In order to return to the gradual fiscal adjustment, it is important to comply with the spending cap constitutional amendment from 2021 onward, in our view, and in order to address the fiscal rule, it is important to approve fiscal reforms in order to reduce mandatory expenses.

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30 October 2020

Figure 1a. Primary Result (BRL bn)

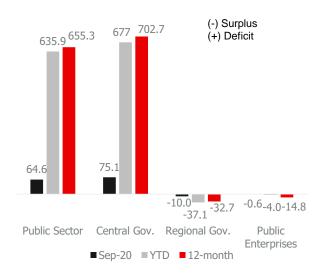
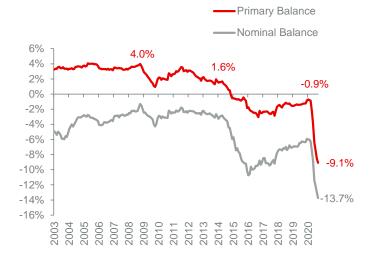


Figure 1b. Consolidated Public Sector (12m % GDP)

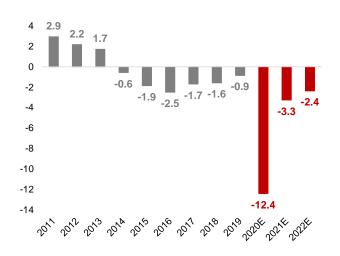


Sources: BCB and Santander.

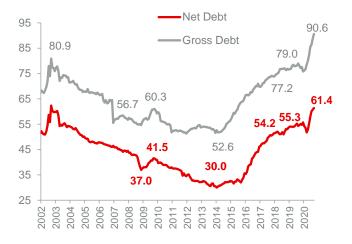
Figure 2a. Primary Result Forecast (% GDP)

Sources: BCB and Santander.

Figure 2b. Public Sector Debt (12m % GDP)



Sources: BCB and Santander forecast



Sources: BCB and Santander.

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