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DEPARTMENT OF STATE

INFO. : Brasilia, Belem, Recife, Sac Paulo, Porto Alegre

November 26, 1968

FROM

AmEmbassy, RIO DE JANETRO

SUBJECT: Proposed 1969 Breatlien Federal Budget Law

REF.

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Sumary

1. This report summarizes with comment the proposed 1969 federal budget which was approved by the Congress with minor changes on Movember 29. The congressional changes will be reported after the budget law becomes available. The budget law itself will be modified by a federal government cash budget based upon an expenditure containment fund to adjust expanditures in accordance with income possibilities, spending priorities and target deficit. (The 1969 budget estimates shown in the Program Loan Negotiating Instructions, AID-DLC/P-785, are based on the most recent, albeit preliminary projection of the cash budget).

2. The 1969 budget deficit is projected at NCr\$ 1.2 billion. This is the same level as supported in the same level as expected in 1968 and, if reslized, would mean an average decline in real terms by the amount of the 1969 price increase. A cash deficit of this magnitude would equal 1.2% of GNP, down from 1.5% in 1968 and 2% in 1967.

Enclosures:

- 1. Table I GOB Budget: Current Income 1967-1969
- 2. Table II- GOB Budget: Current Income 1966-1969
- 3. Table III Federal Government Sudgeted Expenditures: 1968-1969
- 4. Table IV Federal Covt. 1969 Budgeted Expanditures, by Program - GOB 1969 Badget: Expenditures-Distribution of Direct,

Indirect and Personnel Empanditures

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- 3. The revenue estimate of NCr\$ 13,059 million represents an increase of 31% ever the NCr\$ 9,958 million revenue estimate for 1968 prevailing when the 1969 budget was in preparation. There was some question whether this level could be reached in view of everly high receipts prejected from the fuels and electric sole taxes, but the 1968 revenue outlook has since been revised upward to NCr\$ 10,100 million thereby improving prespects for 1969. Moreover, the GOB used an estimated average rate of inflation in 1969 of 15% in making its calculations. A more realistic estimate of the average annual rate inflation next year would be 20%. Correcting for this factor, receipts would increase to about the projected level.
- 4. Total 1969 expenditures are projected at NCr\$ 11,229 million representing about 14.5% of GMP, the same as in 1968.
- 5. Capital expenditures are projected a NCr\$ 5,633 willion, 40% of the total as compared to an estimated 35% in 1968.
- 6. Personnel costs are projected at NCr\$ 5,708 million, including a NCr\$ 740 million pay raise reserve fund. Actual expenditures are likely to be about NCr\$ 6994 million (NCr\$ 5,686 million estimated 1968 expenditures X 23% average pay increase effective January 1, 1969). This shortfall of about NCr\$ 1.3 billion would double the estimated budget deficit in the absence of corresponding offsetting reductions in expenditures via a containment program. The GOB in fact is contemplating such a program and preliminary Ministry of Finance targets would impose strict economies on current expenditures and transfer about NCr\$ 400 million from capital to current expenditures. These preliminary target figures are cited in the program loan negotiating instructions.
- 7. Changes by ministry in percentage perticipation in expanditures on the basis of preliminary estimates of 1968 performance include a reduction in defense and increases in agriculture, education, transportation and health.
- 8. Transfers to transportation autarquies are projected to decline a further 4.9% in real terms following a 21.4% reduction in 1968 from 1967. The federal relirond continues to be the main recipient.
- 9. The 1969 budget is likely to more closely resemble the cash budget than in previous years. The revenue projection is more realistic, but provision for personnel costs is very insdequate even with the pay reise reserve fund. The problem of carryovers from previous years will continue to be felt in 1969.
- 10. The 1969 capital budget incorporates the budgetary resource input of the three-year investment program.

Estimated Income

- 11. The budget estimate for total GOB income in 1969 (Tables I and II) is NCr\$ 13,059 million exclusive of borrowing. Total income is projected to increase NCr\$ 2,959 or 29% over the most recent GOB estimate of NCr\$ 10,100 million receipts in 1968. This is an increase of 7.6% in real terms over expected 1968 performance assuming a 20% average rate of inflation in 1969. The more important sources of income continue to be the industrial products tex, income tax and petroleum products tax which tegether account for about 85% of budget income (see Table II). About 34% of budget receipts are earmarked; 3% more than in 1968, 6% more than in 1967, but below the level of more than 40% existing in 1965-1966 prior to the tex reform.
- 12. A 7.65 increase of receipts in real terms may be conservative in view of projected 6% growth in CMP during 1969, over-all tex elasticity with respect to GNP greater than one and further improvement in collection efficiency. Higher yields resulting from an annual average 20% rate of inflation, rather than the 15% used by the GOB to estimate ravenues, should more than offset an estimated NCr\$ 450 million shortfall in receipts from the fuels and electric sole taxes (see below). Receipts from the industrial products tax especially should be higher than projected. On the other hand, 1968 receipts were larger by the deferred payment of the industrial product tax in 1967, so that the rate of increase of receipts from this tax may not be pari passu with current price GMP. All in all we are inclined for the time being to accept the GOS figure. Tax rates are assumed to remain unchanged. A general increase in tax rates is unlikely in view of the widely held belief that the tax burden already is too high. The Finance Minister on several occasions has stated publicly that the GOB does not intend to increase tax rates in 1969.
- 13. Assumptions used in projecting 1969 receipts are reasonable except for the earmarked fuels sele tax and the electric sele tax. Assumptions for projecting these two taxes, which together comprise 24% of receipts, have not been made explicit. Projections of these two taxes were furnished by DNER and ELETROBRAS to the Ministry of Planning Budget Office and were used as "given". The increases of 53% and 63% in nominal terms projected for these two taxes respectively are not likely to take place in view of doubt concerning increases in tax or real prices.
- li. The basic assumptions used by the GOB in preparing 1969 budget revenue estimates are: a GNP growth of 6%, by the 60% inflation of 15%, devaluation of 15% and improvement in tex collection efficiency of 2%. The assumption of 15% inflation is optimistic and therefore makes the overall receipts estimates generally conservative were it not for the high yields projected for the fuels and electric sole taxes.

15. A summary exposition of GOB assumptions in calculating each of the principal income sources fellows:

(in millions of new cruzeiros)

- A. Industrial Products Tax + 25.6% over 1968 4755 (1968 est) X 1.09 (Δ industrial product) X 1.15 (Δ 1969 prices) = 5975
- B. Imports + 24% ever 1968 725 (1968 est) X 1.08 Δ level of imports X 1.15 (exchange devaluation) = 899
- C. Income Tax + 25.h% over 1968
 2h36 (1968 est) X 1.25 (1969 est growth) = 29h3
 1. Juridical persons > 2h.h% over 1969
 8h8 (tax on 1968 declarations) X 1.06 (\Delta GNP) X
 1.20 (\Delta 1968 prices) X 1.03 (\Delta efficiency) +
 210 (back taxes) = 1313
 - 2. Physical persons + 28.1% over 1968 302 (tax on 1968 declarations) X 1.06 (△ CMP) X 1.20 (△ 1968 prices) X 1.03 (△ efficiency) + 18 (back taxes) = 10
 - 3. Withholding at Source + 25.6% over 1968
 a) Wages + 27.9% over 1968
 362 (1968 withholding on wage) X 1.207 (av. 68/69 wage change) X 1.04 (Δ employment level) X 1.02
 (Δ collection efficiency) = 463
 - b) Other + 24.3% over 1968 609 (1968 withhelding) X 1.06 (\(\Delta \) CNP) X 1.15 (1969 prices) X 1.02 (\(\Delta \) cellection efficiency) = 757
- D. Industrial Receipts + 32%
 79.5 (1968 receipts) K 1.10 (△ use) X 1.20 (△ postal and telegraph rates) = 105
- E. Fuels Sole Tax + 53%

 lh62 (1968 eat receipte) X 1.10 (Δ consumption) X 1.15

 (Δ prices) X 1.21 (Δ real price/tax rate) = 2262
- F. Electric Sole Tax + 63% over 1968
 138 (1968 est collection) X 1.10 (Δ use) X 1.15
 (Δ 1969 prices) X 1.28 (Δ real price/tax rate) = 225.

- 16. The budget proposal projects total 1969 expanditures at NCr\$ 14,229 million: Legislature NCr\$ 185 million, Judiciary NCr\$ 171 million and Executive NCr\$ 13.873 million.
- 17. Executive Branch expenditures in 1969 are NCr\$ 2,673 million above revised cash performance estimates for 1968. This represents an increase of 23.8% in current prices.
- 18. Federal Government expenditures would take about the same share of national product in 1969 as in 1968 (about 14.5%), assuming a GNP growth rate of 6% and 20% inflation in 1969. 1 Current expenditures are projected to decline from about 66% of total expenditures in 1968 to 60% in 1969 with capital expenditures increasing from 34% to 40%.
- 19. Personnel costs increased substantially in 1968: about 40% in nominal terms and 13% in real terms. To a large extent this is due to additions of personnel to the government payroll. The Government is taking measures to improve controls over personnel expenditures (Emb. A-1118 of Oct. 17, 1968) and is expected to try to hold expenditures to the 1968 level in real terms. The pay raise approved in November for civilian and military personnel to become effective January 11, 1969 will increase total personnel costs by an estimated 23% in nominal terms, from about NCr\$ 5,686 million in 1968 to NCr\$ 6,99k million in 1969 (20% civilian and 25% military). Effective control over personnel expenditures requires priority effort if public sector perticipation in GDP is to be reduced.
- 20. The budget projects the personnel percentage share of total expenditures to decline from 51% to 50%. A greater reduction would be necessary to achieve the desired reduction in current expenditures.
- 21. Table III compares expenditures by ministry as provided in 1969 budget preposal with rough estimates of each outlays by ministry in 1968. A breakdown by compenent or function is furnished to give an idea of mein expenditure items. Some changes in relative budget share on a ministry basis should be noted:
 - the defense share declines from 22.6% to 20%;
 - agriculture increases from 1.5% to 2.2%;
 - education increases from 6.5% to 8%;
 - transportation increases from 17.5% to 20.8%;
 - health increases from 2% to 2.5%.

^{1/} See paragraph 3. It should be emphasized that we are talking about the average level of prices in 1969 compared to the average level in 1968; the December to December rate of inflation in 1969 is essumed to be about 152.

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Real increases from 1968 to 1969 based on the rough estimates made in Table III are:

- defense 6.9%;

- agriculture 47.4%;

- education 26.1%:

- health 26.4%.

States and municipalities also made sizable expanditures on education, agriculture and health. These are outside the federal budget.

- 22. On a program basis (see Table IV), assuming 6% growth and 20% average annual inflation and including under defense expanditures the defense share of pension costs and the 1969 pay raise, in 1969 the defense share is 21% of the central government budget and 2.9% of GMP (or on a 10-74 basis the defense share is expected to be around 16% of total central government expanditures and 3% of GMP). It should be kept in mind that in view of Brazil's federal system inter-country comparisons should not be made using the GOB federal budget alone.
- 23. Predominant elements of overall expenditures are: (a) a 22% increase (MCr\$ 324 million) in participation fund transfers to states and municipalities representing their 20% share of federal income and excise tox revenues; (b) provision for the first time at the budget stage of a reserve fund (NCr\$ 740 million for anticipated pay increase; (c) an 18% increase in real terms (NCr\$ 181 million) in funds programmed for higher education; and (d) inadequate anticipation of personnel costs.
- 24. Although many sarmarked revenues were eliminated under the fiscal reform pregram which consolidated tied receipts under several "sole" taxes, an increasing share of total current receipts are tied: 28% in 1967, 31% in 1968 and 34% in 1969. The increase is explained by higher elasticity for the sole taxes with respect to price and to product then other receipts. The sele taxes combined with the participation fund for states and municipalities account for about 60% of total budget capital expenditures.
- 25. States and municipalities will receive an estimated NCr\$ 2,842 million in 1969 from the state and municipal participation fund and the earmarked sole taxes. This equals 21.7% of anticipated current receipts and 20.4% or projected expanditures. Expanding receipts, especially from the industrial products tax, will provide the participation fund with an estimated NCr\$ 1,784 million in 1969; the electric, minerals and fuels cole taxes are expected to provide local governments an additional NCr\$ 135 million, NCr\$ 48 million and NCr\$ 876 million respectively.
- 26. Transfers to the autonomous transport entities are projected by the draft 1969 budget to decline 4.9% in real terms from total estimated transfers in 1968. This follows a 21.4% estimated decline in 1968 in real terms from the 1967 level. The federal railways would continue to receive the largest share of subsidies while the Port of Rio would receive no further transfers.

1/ Note that in Table II distribution of expenditures by ministry, defense pension costs are included in expenditures of each military agency whereas civil service pensions are lumped together under the Ministry of Finance.

TRANSFERS TO TRANSFORTATION ENTITIES

Total Current Capital	Port of Rio Current Capital	Airlines Current Capital	Ports & Nav IMPVN Current Capital	Herchant Marine-CMM Current Capital	Railways Current Capital	
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GOB BUDGET: CURRENT INCOME - 1967-1969

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1/ About 37% (NCTS 340 million) of total withholdings is on wages.

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1968 est. 12.9 Emb. Est. (9958 : 77808)
1969 est. 13.7 Budget Est. (13059 : 94849)

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PEDERAL GOVERNMENT SUDGESTED EXPENDITURES: 1968-1969

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.065	.02	063		Service Services

⁻ continues on page 2 -

TABLE III
FEDERAL GOVERNMENT BUDGETED EXPENDITURES: 1968-1969

continues from page 1)

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Amartimation Foreign Debt /Civil Service Pensions (excl. military) Getulic Varges Foundation Subsidy Participation Fund Transfors to States other Transportation RIFFSA (transfer to railread) CHK (transfer to nerchant marine) DNEF (transfer to highway program) DNEK (transfer to highway program) Industry and Social Welfere Health and Social Welfere Foreign Relations Justice Wines end Energy Petrobres - Sheetric sole tex Eletrobres - Sheetric sole tex Atomic Energy Commission To to 1	
2093.0 21.0 21.0 21.0 21.0 20.0 21.0 20.0 20	Current
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विविधिये हैं वि	Current
1167	Capital
179 H 272 123 127	Total
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Excludes most military pensions. Military pansions are: Army 323.6; Navy 135.8; Air 89.9 Includes NOr\$ 250 willion "restes a payar" from provious years.

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TABLE IV

FEDERAL GOVERNMENT 1969 BUDGETED EXPENDITURES, BY PROGRAM (Millions of New Cruzeiros)

	Value	*
Current Expenditures	8305.1	59.8
Education	619.9	4.6
Primary	2.6	
Secondary	14.7	
Superior	380.3	
Dofensa	1728.0	12.4
Health and Sanitation	288.0	2.0
Transportation	811.5	5.8
Roads	224.5	
Railroads	46024	
Ports and Shipping	57.9	
Airports and Flight Protection	17.1	
Communications	370.2	2.6
Participation Fund Transfers	891.8	6.4
Pensions to public employees	1127.5	8.1
Civil Service	533.8	
Army	323.6	
Navy	135.8	
Air	89.9	
Agriculture	251.5	1.8
Colonization and Agrarian Reform	21.5	.1
Foreign Policy	129.7	.9
Administration 1	994.0	7.1
Pay Raise Reserve	740.0	5.3
Other	301.5	2.1
Capital Expenditures	5567.8	40.2
Education	462.0	3.3
Primary	119.1	
Secondary	50.9	
Superior	185.ls	
Defense	320.8	2.3
Health and Sanitation	309.5	2.2
Trensportation	1336.7	9.6
Roads	849.4	
Railroads	269.1	
Ports and Shipping	136.8	
Airports and Flight Protection	79.7	

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Rio de Janeiro

TABLE IV

FEDERAL GOVERNMENT 1969 BUDGETED EXPENDITURES, BY PROGRAM (Millions of New Cruzeiros)

- continuation -

Capital Expenditures	Value	1/2 market
Communications Participation Fund Transfers Agriculture Colonization and Agrarian Reform	54.4 891.8 136.2 25.5	.3 6.4 .9
Energy Petroleum	564.5 262.8	4.0
Electric power Housing Other	243.4 129.1 1337.3	9.6
Total Current and Capital	13,872.9	

Feetnote from Page 1

1/ Ministry of Finance, Presidency, Plenning net of pay raise reserve and Interior including regional programs.

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DISTRIBUTION OF DIRECT, INDIRECT AND PERSONNEL EXPENDITURES (Millions of New Crusolpos)

			Curron	t Exp	endite	20 0	
	The second secon	iroct	Chidology and consist a comment would	Tra			Section School Section on and authorities of Language Constituting and analysis accurate.
	1-Personnel	2-Other	3-Total	4-Paraonnal	5-Other	6-Total	7-Total (3 & 6)
Presidency	17.5	10.3	27.8	4.3	21.8	26.1	53.9
Defense	1274.1	314.5	1588.6	620.6	6.8	627.1	2215.9
General Staff	enmineral supp	2.03	1.09	etosmontendonos	NATIONAL PROPERTY OF STREET	constitutions	6 of 100 of
Army	638.2	157.0	795.2	353.1	.6	353.7	1148.8
Air	342.6	93.3	435.9	113.4	5.7	119.1	555.0
Navy	292.6	63.0	355.6	154.1	35	154.6	510.2
Interior	31.8		42.6	122.9	65.9	168.8	231.4
Auterquies	St. O. S. Inconstitutes	10.8	emanagement	117.7	65.3	183.0	193.0
Other	31.8	10.8	42.6	5.2	.6	5.8	48.4
Agriculture	83.3	18.5	101.8	59.6	26.6	86.2	187.9
Autarquies	ALTO RESIDENCE	नवस्थातवस्थातः स्थ	#00 miles in the second	46.6	25.1	71.7	71.7
Other	83.3	18.5	101.8	13.0	1.5	14.5	116.2
Planning	11.0	15.5	26.5	56.0	36.4	92.ls	118.9
Autarquies	economic resources size	municipalities 494	oranturations and	55.8	35.4	92.2	92.2
Other	21.0	15.5	26.5	.2	-	.2	26.7
Education	55.9	71.0	126.9	321.3	354.3	675.6	802.5
Autarquies	decimination of	edictricitesints 605	CONTRACTOR	315.6	107.8	424.4	424.4
Other	55.9	71.0	126.9	4.7	246.5	251.2	378.1
Transport	44.2	2.4	46.6	664.4	124.9	789.3	835.8
Autarquies	2514 At at 251 (at 251 at 251	ACTUAL CONTROL OF THE PARTY OF	400 AND	653.3	124.9	778.2	778.2
Other	44.2	2.4	46.6	11.1	400	11.1	57.7
Finance	222.9	149.5	372.4	715.2	1005.4	1720.6	2093.1
Autarquies	economic and a seconomic and a	eth enging transmissions	epoty-department to	Videoconolectrons 420	ADMINISTRATIVE AND ADMINISTRATIV	CD CO	COP
Other	222.9	149.5	372.ls	715.2	1005.4	1720.6	2093.1
Communications	264.0	54.6	318.6	33.6	609 ermandontis	33.6	352.3
Post Office and Tal		51.7	309.8	33.5	dia	33.5	343.4
Other	5.9	2.9	8.8	. J.		al	8.9
Pay Raise Reserve Fun	d 740		740				740

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DISTRIBUTION OF DIRECT, INDIRECT AND PERSONNEL EXPENDITURES
(Millions of New Graseiros)

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Industry and Comm.	27.2	7.9	19.1	06	-	1.0	20.1
Health and San.	101-1	38.9	140.0	0 %	300	52.5	234.4
	101.1	36.9	140.0	14.2	27.9	E CH	182.1
d Sec.Welfare	27.9	11.0	38.9	10°0°	37.1	500	96.9
Other	27.9	11.0	38.9	.9	700	9.0	47.9
Foreign Rels.	78°3	61.1	119.4	old	24.3	24.7	The state of
Justice	66.9	20.8	87.7	4.0	12.4	16.5	104.2
Mines and Energy Auterquies Other	5 5	30.2	16.1	0000	222	27.1	73.2
Total 3	3026.0	817.0	3843.0	2682.4	1779.2	1462.7	8302.7

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ENDITURES

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	Communications Post Office and Tel. Other	Autarquies Other	Auterquies	Transport	Auteroxies	Other	Planning	Autarquies	Agriculture	Autarquies	Interior	Air	A	Defense General Staff	Presidency	2
	2000	2093.1	778.2	30 H	388.5	26.2	6.911	4°-Th	187.9	193.0	4°15.2	555000	1146.60	2215.0	53.9 (3 & 6)	
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	2020U	985.4	2010.6	119.4	266.9	157:5	1, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0, 0,	2.62	ST S	309.2	2 2 2 2 3 3 3 3 3 3 3 3 3 3 3 3 3 3 3 3	22.5	0 4	100 CO	9-Transfers	LEEDO
		1022.6	20002	160.7	308.2	28-55	7.86	29.0	18.2	2°68£	152.6	252.1	11.1.0	200	10-10641 (8 & 9)	5
1000	398.9	3115.6	2817.0	8.862	1110.8		215.7	101.2	66.5	5/2° 0	662.8	807.1	1302 2	27/3.8	11-Total (7 & 10)	

- continues on page 4

740

Pay Anisa deserva Fund

750

DISTRIBUTION OF DIRECT, INDIRECT AND PERSONNEL EXPENDITURES

(WILLIAMS OF BUILDINGS OF HOW CRUSSICOS)

10 ct 20 17	Mines and Energy Autarquies Other	Justice	Health and San. Autarquies Other Laber and Sec. Welfare Autarquies Other Foreign Rels.	
8304.7	26.9	Tol. 2	7-Tetal (3 & 6) 234.4 52.3 182.1 96.9 47.9	
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Mov. 27, 1968