

Mission accomplished?

- **The government hit the 2022 fiscal PC, compressing the primary deficit to 2.4pp of GDP, overperforming the target by 0.1pp.** When Mr. Guzman parachuted from the Fernandez Administration in June, hitting the primary deficit target seemed like a long shot. The primary deficit (adjusted for GDP revisions) was running at 3.3% of GDP, and the government accumulated nine consecutive months of increasing fiscal impulse. Everything changed after June 30th. The government compressed the primary deficit by 0.9pp of GDP, bringing it down to 2.4% of GDP by the end of 2022, 0.1pp tighter than the target. In nominal terms, the adjusted primary deficit, as measured by the program, accumulated ARS1.96tn, ending the year about ARS100bn below the nominal target.
- **The government managed to hit the fiscal target because (i) it slashed primary spending by almost -10%yoy in real terms, and (ii) the income from the differentiated FX for soy exporters buoyed the tax intake.** Putting fiscal figures back on track required a substantial effort to break the spending inertia. Primary expenditures dropped by -9.8%yoy after inflation in 2H22, led by subsidies and transfers to provinces, which the government cut by -25%yoy in real terms. Mr. Massa cut social security spending by -7.6%yoy in real terms, resulting from the indexation formula lagging behind the inflationary acceleration, de-indexation of benefits above the minimum payment, one-time payments that failed to compensate for inflation, and the exclusion of welfare beneficiaries.
- **Mr. Massa's consolidation strategy relied on finding new sources of revenue to keep income constant in real terms while slashing social security spending, transfers to provinces, and subsidies. Still, December's fiscal print suggests that extending the 2H22 consolidation strategy into 2023 could prove challenging.** By boosting export taxes with the differentiated FX for soy exporters, the government managed to keep revenue constant at 18% of GDP throughout 2022. To make ends meet, the government had to cut deeply in December. Social security spending dropped by -14.5%yoy in real terms in December. With the tariff hike finally biting, subsidy cuts totaled -63%yoy after inflation. Transfers to provinces dropped by -34%yoy and even capex was cut by -21%yoy. Looking at 2023, this strategy doesn't look sustainable. Extending the social security and the transfers to provinces cuts are likely to have a growing political cost both with voters (especially pensioners and Social Security beneficiaries) and within the coalition (governors expect discretionary transfers to increase in an election year).
- **We expect the government to hit its primary deficit target in 2023 in a context where the scope for additional fiscal impulse is limited by the need to finance an ARS17tn ARS gap, forcing the government into fiscal consolidation in an election year.** Under our base scenario, we expect the government to seek ways to ameliorate the slowdown in revenue, potentially trying to compensate for the loss in export taxes with the penalties of a tax amnesty. On the other hand, we expect social security payments to drop by less than what the IMF Staff forecasts; transfers to provinces, capex, and personnel spending to increase relative to 2022. Only subsidies would remain along the baseline. There's almost no margin to diverge from the targets. The government faces a USD76bn ARS gap that it needs to finance, or ARS17tn using a USDARS230 FX rate. At 1.9% of GDP, the primary deficit would be close to ARS2.8tn, or USD12.2bn. ARS maturities that the government needs to roll over total 14.7tn, meaning that even if Mr. Massa stuck to the fiscal plan, he would need to get ARS4.7tn in net new money.
- **The Argent30s have become excessively rich following the repurchase. We recommend swapping them for the Argent35 or, alternatively, the Buenos37A.** Even after weakening slightly over the past few days, the Argent30s continue to trade in the mid-30s, accumulating almost 3000bp in total return YTD, in line with the PDI29s and about 1000bp more than the rest of the curve. In this context, the spread between the Argent30 and the Argent35 trades at 4.5c, the widest since September 2020, when the bonds came to the market. The 35s offer a higher carry and lower exposure to front-loaded principal payments, and swapping into them would imply receiving almost 5c upfront.

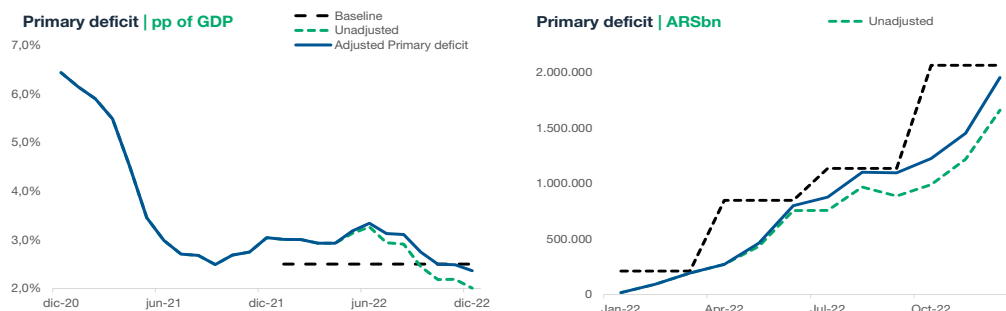
Mission accomplished?

Primary deficit ends 2022 at 2.4% of GDP, beating IMF PC

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Figure 1: The government hit the 2022 fiscal targets.



Source: TPCG Research based on the Treasury

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The government managed to hit the fiscal target because (i) it slashed primary spending by almost -10%yoy in real terms, and (ii) the income from the differentiated FX for soy exporters buoyed the tax intake. A 15%yoy increase in real terms of primary spending drove the 1H22 fiscal slippage. After the PASO defeat, the government abandoned all, boosting personnel spending (+14%yoy after inflation in 1H22), social security (+13.5%yoy), subsidies (+22.4%yoy), transfers to provinces (+19.8%yoy), and capex (+20.6%yoy). Putting fiscal figures back on track required a substantial effort to break the spending inertia. Primary expenditures dropped by -9.8%yoy after inflation in 2H22, led by subsidies and transfers to provinces, which the government cut by -25%yoy in real terms. Mr. Massa cut social security spending by -7.6%yoy in real terms, resulting from a combination of the indexation formula lagging behind the inflationary acceleration, de-indexation of benefits above the minimum payment, one-time payments that failed to compensate for inflation, and the exclusion of welfare beneficiaries. Personnel security (+3.1%yoy real) and capex (+17.2%yoy) were the only two outlays that continued expanding. Of course, the sharp cut in spending was necessary because revenues decelerated from +8%yoy real in 1H to +2.9%yoy in 2H, with tax revenues only holding up because of the levy on soy exports.

Figure 2: Mr. Massa's fiscal consolidation was deeply biased toward spending cuts.

	ARSbn	2022		ARSbn	Guzman		ARSbn	Batakis - Massa	
		Nominal	%yoy Real		Nominal	%yoy Real		Nominal	%yoy Real
Revenues	15150	79.2%	3.9%	6232	64.9%	8.0%	8917	90.8%	2.9%
Tax revenues	9152	78.5%	3.4%	3697	61.7%	5.9%	5455	92.0%	3.6%
Social security contributions	4274	79.4%	4.0%	1792	71.6%	12.4%	2482	85.5%	0.1%
Income from Treasury property	1047	178.7%	61.5%	506	241.9%	124.0%	541	137.6%	28.2%
Included in EFF target	752	100.1%	16.0%	461	211.7%	104.2%	291	27.6%	-31.2%
Not included in EFF target	295			45			251		-46.0%
Non-tax revenues	676	19.3%	-30.9%	237	-20.8%	-48.1%	438	64.2%	-11.4%
Primary spending	16809	70.5%	-1.2%	6988	75.3%	14.8%	9821	67.2%	-9.8%
Personnel spending	1987	84.2%	6.8%	756	74.1%	14.0%	1231	91.0%	3.1%
Social Security	9352	72.1%	-0.2%	4008	73.3%	13.5%	5344	71.3%	-7.6%
Subsidies	2139	54.9%	-10.2%	930	86.9%	22.4%	1210	36.8%	-26.2%
Energy	1657	57.7%	-8.6%	711	104.3%	33.8%	946	34.6%	-27.4%
Transportation	460	51.3%	-12.3%	211	51.0%	-1.1%	250	51.5%	-18.3%
COVID & other	22	-16.0%	-51.3%	8	-19.5%	-47.2%	14	-13.8%	-53.5%
Transfers to Provinces	555	54.1%	-10.7%	236	83.0%	19.8%	319	38.0%	-25.6%
Capex	1332	104.7%	18.6%	456	84.1%	20.6%	876	117.3%	17.2%
Other	1444	50.9%	-12.5%	602	64.7%	7.9%	841	42.4%	-23.2%
Primary balance	-1660	17.9%	-31.6%	-756	263.3%	137.9%	-904	-24.6%	-59.3%
Interest payments	1493	118.2%	26.5%	489	59.8%	4.7%	1004	165.4%	43.2%
Overall balance	-3153	50.7%	-12.6%	-1245	142.2%	54.3%	-1908	20.9%	-34.7%
EFF program PCs									
Primary balance	-1955	38.9%	-19.5%	-801	284.8%	152.0%	-1154	-3.7%	-48.1%
Overall balance	-3448	64.9%	-4.4%	-1290	150.9%	64.3%	-2159	36.8%	-26.2%

Source: TPCG Research based on the Treasury

Still, December's fiscal print suggests that extending the 2H22 consolidation strategy into 2023 could prove challenging.

Still, December's fiscal print suggests that extending the 2H22 consolidation strategy into 2023 could prove challenging. Mr. Massa's consolidation strategy relied on finding new sources of revenue to keep income constant in real terms while slashing social security spending, transfers to provinces, and subsidies. By boosting export taxes with the differentiated FX for soy exporters, the government managed to keep revenue constant at 18% of GDP throughout 2022. On the other hand, Mr. Massa cut spending by 1pp of GDP, 0.8pp from lower social security payments and subsidies (0.4pp each), and 0.1pp from cuts to provinces. The government had to stretch the numbers thin in December to reach those figures. Social security spending dropped by -14.5%yoy in real terms in December. With the tariff hike finally biting, subsidy cuts totaled -63%yoy after inflation. Transfers to provinces dropped by -34%yoy and even capex was cut by -21%yoy. Worse yet, despite the Soy Dollar v2.0, revenues dropped by -1.7%yoy, on the back of -3%yoy tax revenues. Looking at 2023, this strategy doesn't look sustainable. Propping up revenue is likely to prove substantially more challenging, given the shortage of grain and the drought. The government's thinking about a tax amnesty to boost the tax intake (mostly from the penalties), but it's unlikely to be enough to prevent revenue from slowing down in a context where the economy is rapidly decelerating (the EMAE, the monthly GDP proxy printed in November its third consecutive contraction, accumulating a 1.5% drop over the past three months. Extending the social security and the transfers to provinces cuts are likely to have a growing political cost both with voters (especially pensioners and Social Security beneficiaries) and within the coalition (governors expect discretionary transfers to increase in an election year).

Figure 3: The government slashed spending deeply in December to hit the primary deficit target and keep GFNs under control.

	ARSbn	Jan-Nov 2022		ARSbn	Dec-22		pp of GDP	Dec-21	Jun-22	Dec-22
		Nominal	%yoy Real		Nominal	%yoy Real				
Revenues	13462	77.7%	4.5%	1688	92.0%	-1.7%	Revenues	18.3%	18.2%	18.3%
Tax revenues	8098	77.1%	4.2%	1054	89.4%	-3.0%	Tax revenues	11.1%	10.9%	11.1%
Social security contributions	3811	78.3%	4.8%	464	89.6%	-2.9%	Social security contributions	5.2%	5.2%	5.2%
Income from Treasury property	950	185.4%	67.9%	98	126.8%	16.1%	Income from Treasury property	0.8%	1.2%	1.3%
Included in EFF target	715	114.9%	26.4%	37	-13.9%	-55.9%	Included in EFF target		1.2%	0.9%
Not included in EFF target	235			61			Not included in EFF target		0.1%	0.4%
Non-tax revenues	603	13.5%	-33.3%	73	107.1%	6.1%	Non-tax revenues	1.2%	0.8%	0.8%
Primary spending	14680	73.0%	1.7%	2130	54.8%	-20.7%	Primary spending	21.3%	21.5%	20.3%
Personnel spending	1693	82.1%	7.1%	294	97.2%	1.0%	Personnel spending	2.3%	2.3%	2.4%
Social Security	8062	73.0%	1.7%	1289	67.0%	-14.5%	Social Security	11.7%	11.9%	11.3%
Subsidies	2024	65.7%	-2.5%	116	-28.0%	-63.1%	Subsidies	3.0%	3.0%	2.6%
Energy	1610	72.4%	1.4%	47	-59.7%	-79.3%	Energy	2.3%	2.4%	2.0%
Transportation	395	47.6%	-13.2%	65	77.5%	-9.1%	Transportation	0.7%	0.6%	0.6%
COVID & other	19	-2.5%	-42.7%	3	-54.4%	-76.7%	COVID & other	0.1%	0.0%	0.0%
Transfers to Provinces	490	58.2%	-7.0%	65	29.0%	-33.9%	Transfers to Provinces	0.8%	0.8%	0.7%
Capex	1166	114.4%	26.1%	166	55.1%	-20.6%	Capex	1.4%	1.4%	1.6%
Other	1244	51.7%	-10.8%	200	46.3%	-25.1%	Other	2.1%	2.0%	1.7%
Primary balance	-1218	33.7%	-21.3%	-442	-11.0%	-54.5%	Primary balance	-3.0%	-3.3%	-2.0%
Interest payments	1249	86.9%	9.9%	244	1456.4%	696.9%	Interest payments	1.5%	1.4%	1.8%
Overall balance	-2468	56.2%	-8.1%	-685	33.8%	-31.5%	Overall balance	-4.5%	-4.7%	-3.8%
EFF program PCs										
Primary balance	-1453	59.5%	-6.2%	-502	1.2%	-33.7%	Primary balance	-3.0%	-3.3%	-2.4%
Overall balance	-2702	71.1%	0.6%	-746	45.6%	-4.6%	Overall balance	-4.5%	-4.8%	-4.2%

Source: TPCG Research based on the TPCG Trading Desk

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While we expect the government to hit its primary deficit target in 2023, we expect revenue to exceed IMF estimates and the government to cut spending by less than planned, accommodating the fiscal strategy to the FdT's electoral needs. Mr. Massa overperformed the 2022 primary deficit target by sourcing more revenue than the IMF's baseline and by cutting almost every outlay more than planned. Revenues beat the latest IMF baseline by 0.2pp of GDP and the September estimate by 0.7pp of GDP. Of that, 0.3pp didn't count against the target as it was derived from valuation profits on the FGS holdings of Treasury debt. Spending was 0.2pp lower than expected, with personnel and social security spending coming well below expectations. Subsidies also dropped more than expected. Looking at 2023, the IMF staff sees revenue dropping by 1.5pp of GDP (around 0.5pp due to lower valuation gains, which are no longer allowed). To make ends meet, the Staff expects spending to drop by -1.6pp, an additional 0.9pp of GDP in social security, 0.5pp in subsidies, and 0.2pp in transfers to provinces lead the savings. We expect the government to relent in the face of these highly unpopular cuts. Slashing social security and provincial funding seems like the most controversial. Under our base scenario, we expect the government to seek ways to ameliorate the slowdown in revenue, potentially trying to compensate for the loss in export taxes with the penalties of a tax amnesty. All in all, we expect social security payments to drop by less than what the IMF Staff forecasts; transfers to provinces, capex, and personnel spending to increase relative to 2022. Only subsidies would remain along the baseline.

Figure 4: We expect the government to scrape more revenue than the IMF expects and spend more to accommodate the election cycle.

pp of GDP	2022		2023	
	IMF	Actual	IMF	TPCG
Revenues	18.1%	18.3%	16.8%	17.3%
Tax revenues	11.2%	11.1%	10.8%	11.0%
Social security contributions	5.2%	5.2%	5.2%	5.3%
Income from Treasury property	1.3%	1.3%	0.8%	1.0%
Non-tax revenues	0.4%	0.8%	0.0%	0.0%
Primary spending	20.3%	20.3%	18.7%	19.2%
Personnel spending	3.0%	2.4%	2.9%	2.6%
Social Security	11.6%	11.3%	10.4%	11.0%
Subsidies	2.7%	2.6%	2.1%	2.1%
Energy	2.1%	2.0%	1.6%	1.6%
Transportation	0.6%	0.6%	0.5%	0.5%
Transfers to Provinces	0.7%	0.7%	0.5%	0.8%
Capex	1.6%	1.6%	1.6%	1.7%
Other	0.7%	1.7%	1.2%	1.0%
Primary balance	-2.2%	-2.0%	-1.9%	-1.9%
Interest payments	1.8%	1.8%	2.2%	2.4%
Overall balance	-4.0%	-3.8%	-4.1%	-4.3%
EFF program PCs				
Primary balance	-2.5%	-2.4%	-1.9%	-1.9%
Overall balance	-4.3%	-4.2%	-4.1%	-4.3%

Source: TPCG Research based on the TPCG Trading Desk

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The scope for additional fiscal impulse is limited by the need to finance an ARS17tn ARS gap, forcing the government into fiscal consolidation in an election year. In 2023, the government faces about USD140bn in gross financing needs. Of those, hard currency needs total USD27bn, with USD24.5bn going to the IMF, USD1.2bn to Eurobond creditors, and the rest to non-IMF IFIs. Cross holdings explain an additional USD37bn. That leaves a USD76bn ARS gap that the government needs to finance, or ARS17tn using a USDARS230 FX rate. In this context, there's little margin for fiscal slippage. At 1.9% of GDP, the primary deficit would be close to ARS2.8tn, or USD12.2bn. ARS maturities that the government needs to roll over total 14.7tn, meaning that even if Mr. Massa stuck to the fiscal plan, he would need to get ARS4.7tn in net new money to cover the primary deficit and interest payments. The EFF program caps BCRA financing at ARS883bn, so about one-fourth of the primary deficit, down from one-third in 2022. This means that the net financing gap, the money Mr. Massa needs to raise from the private sector, would increase from USD64bn in 2022 to USD76bn in 2023. The EFF's financing program includes the drawdown of assets totaling USD3bn (the government ended 2022 with disbursements exceeding maturities, something that will revert in 2023) and about USD13bn in additional financing from within the public sector (higher cross-holdings). Combined, these sources explain why GFNs increase by almost USD30bn relative to 2022, but the net financing gap only widens by USD12bn. In this context, trying to push the envelope for a higher fiscal impulse would only strain financing and monetary policy further, potentially requiring additional revenue from the inflation tax. We've discussed these dynamics extensively in our year Ahead about a couple of days ago (please see [here](#) for details).

Figure 5: GFNs would increase from USD111bn in 2022 to USD140bn in 2023 and will require raising USD76.1bn from the private sector

GFNs	Q1	Q2	2022	Q4	Full Year	Q1	Q2	2023	Q4	Full Year
USDmn										
Total Needs	22,227	36,789	16,683	35,683	111,382	23,640	45,369	46,815	24,351	140,175
Primary Fiscal Deficit	1,470	4,637	2,253	7,015	15,376	1,909	3,233	3,870	3,192	12,204
Interest	2,335	1288	2,803	2,994	9,420	2,223	3,343	4,719	4,225	14,510
External	975	622	1111	923	3,631	1658	1079	1660	1055	5,452
IMF	400	388	463	628	1879	729	721	727	712	2889
Official (non-IMF)	124	127	208	247	706	314	328	321	320	1283
Private	451	107	440	48	1,046	615	30	612	23	1,280
Domestic	1,360	666	1,692	2,071	5,789	565	2264	3059	3170	9,058
Public Entities	81	66	85	182	415	37	175	272	95	579
Private	1,278	599	1,607	1,889	5,374	528	2,088	2,787	3,075	8,478
Amortizations	18,422	30,864	11,627	25,674	86,586	19,507	38,793	38,226	16,934	113,462
External	5,039	4262	6,228	5997	21,525	6,541	6084	4,737	4104	21,467
IMF	3,400	3,400	4,712	5,368	16,880	5,305	5,305	3,541	3,541	17,692
Official (non-IMF)	985	414	616	460	2,474	812	407	804	427	2,451
Private	654	448	900	169	2,171	424	372	392	136	1,324
Domestic	13,383	26,602	5,399	19,677	65,061	12,966	32,709	33,489	12,830	91,995
Public Entities	1,807	11,972	287	9,011	23,079	4,039	13,636	16,270	2,350	36,296
Private	11,575	14,630	5,111	10,665	41,982	8,927	19,073	17,219	10,480	55,698
Secure sources	3,160	21,054	2,075	20,746	47,037	24,035	16,191	17,513	7,838	65,577
Treasury Deposits (+ = drawdown)	-7,861	5,425	-888	-1,355	-4,679	1,328	1,638	153	-48	3,071
IMF	9,419	4,037	0	10,092	23,548	5,319	3,990	3,325	3,325	15,958
New Financing	0	0	0	0	0	0	0	0	0	0
2018 SBA roll-over	9,419	4,037	0	10,092	23,548	5,319	3,990	3,325	3,325	15,958
Official (Not-IMF)	305	483	887	2,431	4,107	298	1,102	1,333	963	3,696
Public Entities	3,342	15,790	1,253	9,578	29,963	17,090	9,461	12,702	3,598	42,852
Other	-2,045	-4,681	823	0	-5,902	0	0	0	0	0
Private Sector Issuances (financing gap)	19,067	15,734	14,608	14,937	64,345	16,214	21,511	21,924	16,514	76,163

ARS services
ARS6.2tn
1.7X base money

ARS services
ARS14.7tn
3.1X base money

Source: TPCG Research based on Indec & Alphacast

Strategy: Those Argent30s look really rich

The Argent30s have become excessively rich following the repurchase. We recommend swapping them for the Argent35 or, alternatively, the Buenos37A.

The Argent30s have become excessively rich following the repurchase. We recommend swapping them for the Argent35 or, alternatively, the Buenos37A. Following the announcement of the repurchase, the Argent30s rallied from the low-30s into the high-30s. Even after weakening slightly over the past few days, they continue to trade in the mid-30s, accumulating almost 3000bp in total return YTD, in line with the PDI29s and about 1000bp more than the rest of the curve. In the mid-30s, valuations are now consistent with a tighter probability of default for the sinking and higher recoveries. In this context, the spread between the Argent30 and the Argent35 trades at 4.5c, the widest since September 2020, when the bonds came to the market. There's a lot to like at this price in the 35s relative to the 30s: higher carry, lower exposure to front-loaded principal payments, and swapping into them would imply receiving almost 5c upfront. Similarly, the Argent30s is at its richest point ever relative to the Buenos37As. The 37As also have a substantial upside in carry relative to the 30s, but unlike the 35s, swapping would imply putting money upfront (to keep notional constant) and getting a higher exposure to potentially conflictive sinkings in 2024 and 2025. Attractive as the Buenos37As may seem at this point, they remain our second choice after the Argent35 for credit reasons. Buenos' primary surplus is entirely dependent on discretionary transfers from the sovereign. As we showed in our latest Provincial Credits update in late December (please see [here](#)), if the Federal Government were to trim those discretionary transfers, Buenos would quickly slide into a deficit that would be challenging to finance. In the short run, we see little risk of this outcome. Regardless of how the BueAir coparticipation dispute ends, we expect the government to keep transfers in an election year. The risk increases in 2024, especially if the Buenos government has a different political color from the sovereign's.

Figure 6: With a YTD total return almost 1000bp higher than the rest of the curve, the Argent30s seems rich relative to the 35s and the B37A

GD30 vs. GD35 | Spreads



GD30 vs. BUENOS A | Price Spreads



	26-ene.-23			Last Week			YTD		
	MD	YTM	PX (Conv.)	Carry (bps)	Δ Clean PX (bps)	Total Return (bps)	Carry (bps)	Δ Clean PX (bps)	Total Return (bps)
PDI 2029	3,1	31,7	34,00	6	74	80	27	2.710	2.737
Argent30	3,2	28,3	35,25	3	367	370	13	2.936	2.949
Argent38	5,2	20,7	36,65	21	395	417	72	1.364	1.437
Argent46	4,9	21,6	31,00	10	507	517	38	1.923	1.961
Argent41	6,2	18,1	34,05	21	555	576	79	1.843	1.923
Argent35	6,1	20,7	30,70	10	495	504	38	1.922	1.961

Source: TPCG Research based on the TPCG Trading Desk

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