Report of the Advisory Committee to Advise on the Administered Interest Rates and Rationalisation of Saving Instruments

Mumbai May 2004

ACKNOWLEDGEMENTS

The Committee would like to place on record my deep appreciation of the excellent secretarial support provided by the Monetary Policy Department, Reserve Bank of India under the guidance of Shri D. Anjaneyulu. The Committee wishes to acknowledge the valuable contributions made by the special invitees, namely, Smt. Shyamala Gopinath, Smt. Usha Thorat and Dr. Narendra Jadhav.

The Committee's work has been amply facilitated by the preparation of technical papers by Resource Persons. The Committee wishes to profoundly thank all the Resource Persons namely, Shri V.S. Das, Shri HR. Khan, Shri Deepak Mohanty, Dr. R.K. Pattnaik, Smt. Anuradha Prasad and Dr. B.K. Bhoi for their invaluable contributions. Officers from the Reserve Bank who assisted in the preparation of technical papers namely Shri B.B. Sangma, Dr. Himanshu Joshi, Smt. Abha Prasad, Shri Rajib Das, Shri A.K. Mitra and Smt. Deepa S. Raj deserve appreciation for their dedicated hard work.

The Committee appreciate the commendable efforts by Dr. Himanshu Joshi, Secretary to the Committee and Shri Rajib Das for timely preparation of the Report as well as background materials for the meetings.

The Committee also expresses pleasure in acknowledging the excellent administrative support provided by Shri V.P. Durve and Shri A.G. Khiani.

Most of all I would like to record my deep sense of gratitude to all the members of the Committee for contributing their precious time, which had enabled us to finish the work in time.

(Rakesh Mohan)
Chairman

CONTENTS

	Page No
I Introduction	1-5
I. 1 Constitution of the Present Advisory Committee	3-4
I. 2 Work Procedure Adopted by the Committee	4-5
II Review of Small Saving Schemes and Savings Bonds	5-21
II. 1 Administrative Set-up	6-7
II. 2 Accounting Procedure	7-9
II. 3 Debt Swap Scheme and its Impact on NSSF	9-11
II. 4 Interest Rates on Small Savings and Savings Bonds	12-13
II. 5 Income Tax Provisions Affecting Returns	13-14
II. 6 Small Savings Collections over the Years	14-20
II. 7 Monetary / Fiscal Implication of Administered Interest Rates	20-21
III Criteria for Benchmarking and setting up Spreads	22-30
III. 1 Benchmarking of Administered Interest Rates	23-25
III. 2 Averaging of the Benchmark and the Reset Intervals	25-26
III. 3 Criteria for Fixing Spread	26-28
III. 4 Case for considering a cap over Interest Rate Movements	28-30
IV Rationalisation of Schemes	31-35
IV.1 International Experience on Saving Schemes	31-32
IV. 2 Rationalization of Existing Small Savings Schemes	32-35
V Proposed Structure of Dada-Dadi Bonds	36-41
V. 1 Tenor of Dada-Dadi Bonds	37
V. 2 Interest Rate	37-38
V. 3 Tax Treatment	38
V. 4 Other Operational Provisions	39-41
VI Recommendations	42-47
VI. 1 Benchmarking and Spread Rules	42-43
VI. 2 Rationalizations of Existing Savings Schemes	43-44
VI. 3 Structure of the Proposed Dada-Dadi Bond Scheme	45-47

LIST OF TABLES AND ANNEXES

TABLES

- 1 Interest Rate on Long-term Loans to States / Terms of Issuing Special Security
- 2 Implicit Interest Rate Spread Paid by States
- 3 Interest Rates on Small Savings and Other Schemes
- 4 Income Tax Incentives Available under Various Schemes
- 5 Aggregate Mobilization under Small Savings
- 6 Scale of Small Savings Mobilizations
- 7 Percentage Share of Various Categories of Schemes to Aggregate Gross Mobilisation Under Small Savings
- 8 Subscription under Relief Bonds (RFB) and Savings Bonds (SB)

ANNEXES

- 1 Sequence of Interest Rate Liberalisation
- 2 Implementation of the Reddy Committee Recommendation
- 3 Constitution of the Committee
- 4 List of Background Papers
- 5 Changes in Accounting Procedure with Respect to Small Savings Schemes
- 6 Debt Swap Scheme
- 7 Tax Benefits on Financial Instruments under Various Sections of the Income Tax Act
- 8 Scheme-wise Small Savings Collections Over the Years
- 9 Savings Bonds A Survey of US and UK
- 10 Calculation of the Administered Rate
- 11 Administered Interest Rates: Actual and the Recommended Rates
- 12 Non-marketable Debt Instruments Issued to retail investors in Various Countries
- 13 Effective Rate of Return Available on Small Saving Instruments for Different Income Tax Brackets (Without any surcharge)
- 14 Modalities of Dada-Dadi Savings Schemes
- 15 Small Saving Schemes in Force and Rationalisation Proposals

Summary of Recommendations

The Central Government on January 24, 2004 constituted an Advisory Committee to advise on the Administered Interest Rate and Rationalisation of Saving Instruments under the Chairmanship of Dr. Rakesh Mohan, Deputy Governor, Reserve Bank of India with the following terms of reference:

- (i) To suggest criteria for fixing the spreads on administered interest rates over the benchmark yields recommended by the Expert Committee chaired by Dr. Y. V. Reddy, taking a view on the need to avoid excessive volatility in returns;
- (ii) to make recommendations on rationalisation of existing savings instruments offered by the Government; and
- (iii) to review the implementation of recommendations of the Expert Committee (Reddy Committee) on tax treatment of small savings schemes and to suggest a road-map.

The Committee examined in depth the various issues arising from the above terms of reference. The recommendations of the Committee, which are covered under three broad heads viz., Benchmarking and Spread Rules, (b) Rationalisation of Existing Savings Schemes and (c) Structure of the Proposed Dada-Dadi Scheme as announced by the Finance Minister, are set out below:

(a) Benchmarking and Spread Rules

- Continuance of average G-sec yields as the suitable benchmark, but for a longer period. The Committee recommends for consideration of the weighted average of G-sec yields for the previous two years to work out the benchmark for administered interest rates, with a weight of 0.67 for the more recent year and 0.33 weight for the previous year, in order to impart more stability to the benchmark.
- □ Continuance of the fixed liquidity spread of 50 basis points over the benchmark and the interest rate revision at annual rest in line with the suggestions made by the Reddy Committee.
- □ To limit the inter-year movement of interest rate fluctuations within a limit of 100 basis points in either direction.

□ The benchmark should be kept under review by appointing another Committee in case its movement exceeds by more than 200 basis points.

(b) Rationalisation of Existing Savings Schemes

The Committee considered the removal of those schemes, where investments are primarily motivated to obtain tax benefits available under section 88 and section 10 of the Income Tax Act. The Committee, at the same time, recommends the exploration of means to make TDS effectively applicable to taxable bonds. The major recommendation of the Committee as regards the rationalisation of schemes are as under.

- Discontinuance of Kisan Vikas Patra and National Savings Certificates (VIII Issue)
- □ Discontinuance of the 6.5 per cent (tax free) Gol Savings Bond 2003.
- As the Public Provident Fund is a longer-term savings scheme providing old age income security, among others, to the unorganised sector, it is desirable to continue the scheme in its present form for some time.
- Discontinuance of the Deposit Scheme for Retiring Employees (DSRE) which was applicable to only retired government and public sector employees with the introduction of the Dada-Dadi Scheme, which would be universally available to all classes of retired employees/senior citizens.

(c) Structure of the Proposed Dada-Dadi Savings Scheme

The Committee made the following recommendations with respect to the proposed structure of Dada-Dadi Savings Scheme.

- □ As announced by the Finance Minister, the Dada-Dadi Scheme would be issued for the purpose of improving the welfare of senior citizens.
- □ The interest rate on the Dada-Dadi Scheme could be kept at 100 bps higher than the average benchmark for other small savings instruments.
- □ The average benchmark rate for the Dada-Dadi Scheme shall be based on government security with a five-year tenor instead of three year to make it more attractive.
- □ To keep the tenor of the Dada Dadi Scheme shorter at three years to ensure liquid nature of the Instruments.

- Dada-Dadi Scheme should be taxable in terms of section 80L of Income Tax Act.
- □ As Dada Dadi Schemes are meant to provide regular income to senior citizens, the payment of interest income should be on a monthly basis.
- □ An individual ceiling of Rs 20 lakh to be placed on investment
- □ An agency commission of 0.5 per cent for the scheme as in case of other small savings schemes.
- In order for keeping the scheme simple and hassle free, the banks issuing Dada Dadi scheme should have their own verification systems for ascertaining the age of the beneficiary placed at 60 years or above.