

Portugal: 2008 Article IV Consultation—Staff Report; Staff Statement, Public Information Notice on the Executive Board Discussion; and Statement by the Executive Director for Portugal

Under Article IV of the IMF's Articles of Agreement, the IMF holds bilateral discussions with members, usually every year. In the context of the 2008 Article IV consultation with Portugal, the following documents have been released and are included in this package:

- The staff report for the 2008 Article IV consultation, prepared by a staff team of the IMF, following discussions that ended on July 14, 2008, with the officials of Portugal on economic developments and policies. Based on information available at the time of these discussions, the staff report was completed on September 5, 2008. The views expressed in the staff report are those of the staff team and do not necessarily reflect the views of the Executive Board of the IMF.
- A staff statement of October 1, 2008 updating information on recent developments.
- A Public Information Notice (PIN) summarizing the views of the Executive Board as expressed during its October 1, 2008 discussion of the staff report that concluded the Article IV consultation.
- A statement by the Executive Director for Portugal.

The policy of publication of staff reports and other documents allows for the deletion of market-sensitive information.

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PORTUGAL

Staff Report for the 2008 Article IV Consultation

Prepared by Staff Representatives for the 2008 Consultation with Portugal

Approved by Poul M. Thomsen and Martin Fetherston

September 5, 2008

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I. STAFF APPRAISAL AND EXECUTIVE SUMMARY

1. **Weaker global economic conditions underscore the importance of addressing Portugal's long-standing challenges, building on recent achievements.** Portugal has accumulated substantial macroeconomic imbalances, and the policy challenge is to smooth the adjustment, containing domestic demand while increasing productivity and flexibility, rebalancing growth to the external sector. The weaker global conditions should thus be taken as a reason to strengthen efforts to reignite the stalled convergence process: continuing fiscal consolidation and reform; keeping the financial sector sound; and raising the economy's supply capacity; and improving its competitiveness.
2. **Growth will likely slow to about 1 percent in 2008 and to about ¾ percent in 2009.** The current account deficit is projected to widen somewhat over this period and inflation to pick up in 2008 before declining in 2009. The risks to growth seem tilted to the downside, in particular, the slowdown in credit growth, prompted by the international financial turbulence, could be more pronounced. Inflation risks, however, seem tilted to the upside.
3. **Decisive action has reduced fiscal imbalances and enhanced credibility.** Following substantial overperformance in 2007, the government appropriately tightened the 2008 deficit target. However, the cut in the VAT rate and some measures to support those most affected by higher commodity prices and interest rates will reduce the structural consolidation in 2008.
4. **Fiscal consolidation needs to continue in 2009, and there is no scope for any further discretionary loosening.** To ensure the credibility of achieving the Medium-Term Objective (MTO), even by 2011, and to avoid jeopardizing the gains achieved so far, structural consolidation should be at least ½ percent of GDP in 2009, which should be achievable on current policies. Any further measures to mitigate recent commodity price and interest rate increases should continue to be well targeted, temporary, offset by other measures, designed to maximize the supply response, and avoid distorting price signals. Efforts to enhance the quality, transparency, and durability of fiscal consolidation need to continue.
5. **The financial system remains sound and well supervised.** While global financial tensions and the macroeconomic outlook have heightened some existing vulnerabilities, the Bank of Portugal has been pro-active in addressing them, and they should remain manageable and the system resilient. Some further enhancements to the financial stability framework could be considered, including further strengthening liquidity supervision and the deposit insurance system, ensuring adequate capital buffers, and speeding the implementation of the Basle II framework.

6. **At the root of Portugal's economic problems lies anemic productivity growth and a significant external competitiveness gap.** Important steps are being taken to address these challenges. These need to be followed through and assessed, and further reform should focus on making the economy more flexible and competitive:

- **The recent agreement on reforming labor relations is a welcome step forward.** The envisaged higher rate of social security contributions on fixed-term contracts, however, should be reconsidered.
 - **The ambitious and broad-ranging SIMPLEX program continues to improve the business climate, and its priority on licensing in 2008 is well placed.** Advantage should be taken of the need to implement the EU Services Directive to make a clean sweep of regulations at all levels of government. The recent public administration reforms should also be built upon to continue to enhance public sector productivity.
 - **Competition in domestic markets needs to be further enhanced.** Strengthening judicial system efficiency would improve the Competition Authority's effectiveness. For electricity, it will be important that regulated tariffs are set to ensure full cost recovery that the roadmap for the end of regulated prices be developed, and that opportunities be grasped to increase competition in domestic generation.
7. **The reform momentum needs to be maintained.** Policies should avoid jeopardizing recent achievements and long-term goals for short-term gain, preserving the continuity of adjustment and reform, and avoiding policy drift that Portugal can ill-afford.
8. It is proposed to hold the next Article IV consultation on the regular 12-month cycle.

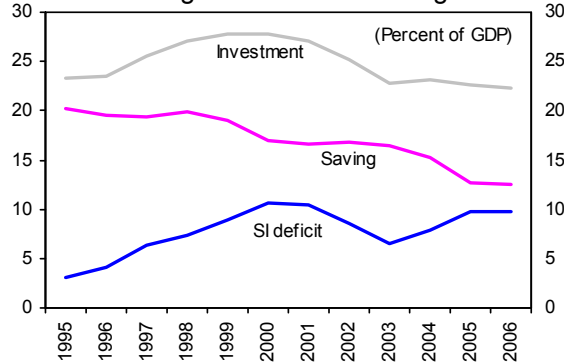
II. CONTEXT: GLOBAL HEADWINDS BUFFET THE RECOVERY

9. **Portugal's euro-adoption boom turned into a post-adoption bust.** The economy boomed in the run-up to euro entry as real interest rates plummeted; investment, consumption, and wages surged; and fiscal policy loosened, narrowing the income gap with the EU-15. But expectations of higher productivity and growth proved optimistic, and the economy was saddled with macro imbalances: a competitiveness gap; wide current account and fiscal deficits; and, high household, corporate, and government debt.

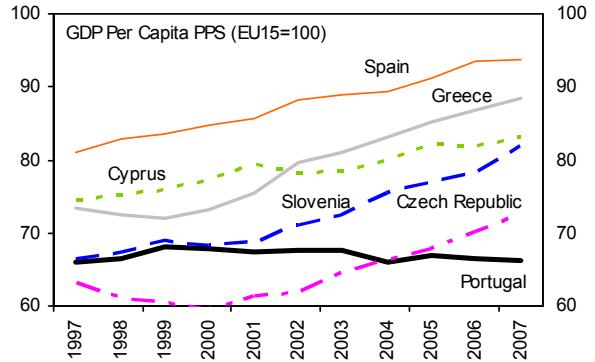
10. **A modest recovery had been underway.** Growth picked up over the previous two years, driven by strong external demand (reflecting a cyclical pick-up in the euro area) and a recovery in business investment. The current account deficit remained around 10 percent of GDP, swollen by continued strong import growth and the widening income account deficit (reflecting the large and growing external indebtedness). Consumer price inflation had been moderating before picking up in recent months, but since late 2007 has been below that of the euro area (in part due to lower regulated prices). Modest employment growth failed to keep

up with continuing labor force growth, leading to unemployment rising to above the euro area average. Limited real wage growth and some improvement in productivity implied little change in unit labor costs.

Portugal has been dissaving...

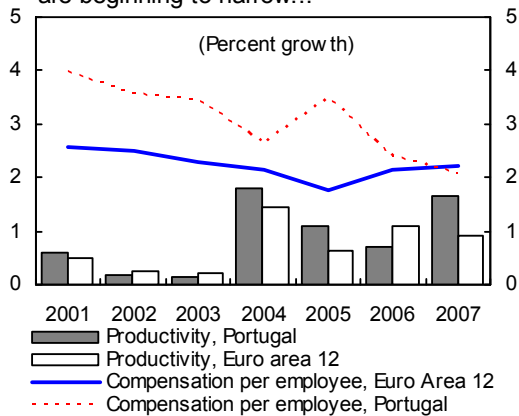


...while falling behind

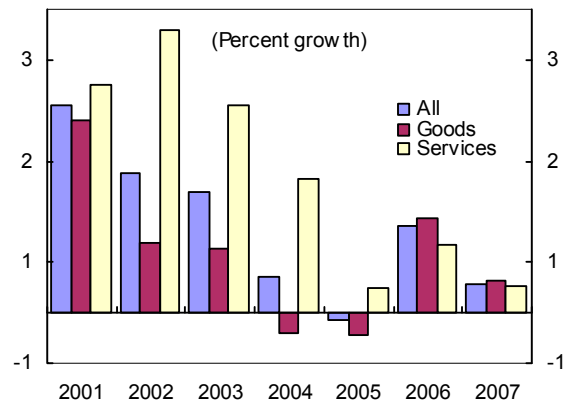


Source: Eurostat.

Labor cost and productivity differentials are beginning to narrow...



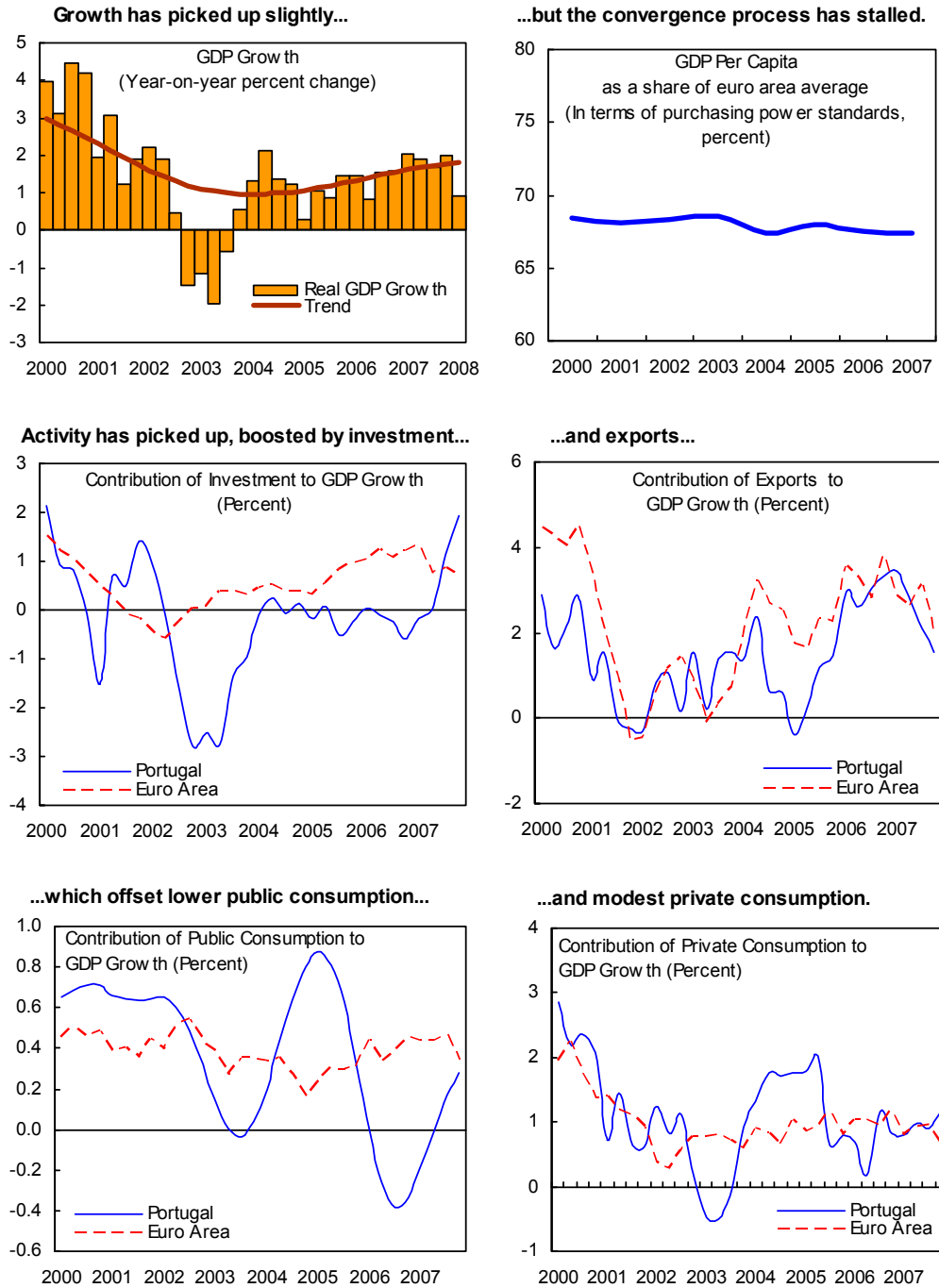
...as are nontradable price differentials



11. **Recent high frequency indicators suggest the economy is being buffeted by headwinds from the global financial turmoil.** Growth slowed sharply in 2008:Q1, largely reflecting weaker exports and investment. More recent data for industrial production, retail trade, and confidence also look weak. Banks have so far been able to sustain credit growth by increasing retail deposit funding, though mortgage growth is slowing. Forward-looking indicators point to significantly slower credit growth as the scope for further retail deposit funding narrows, and banks tighten credit standards.

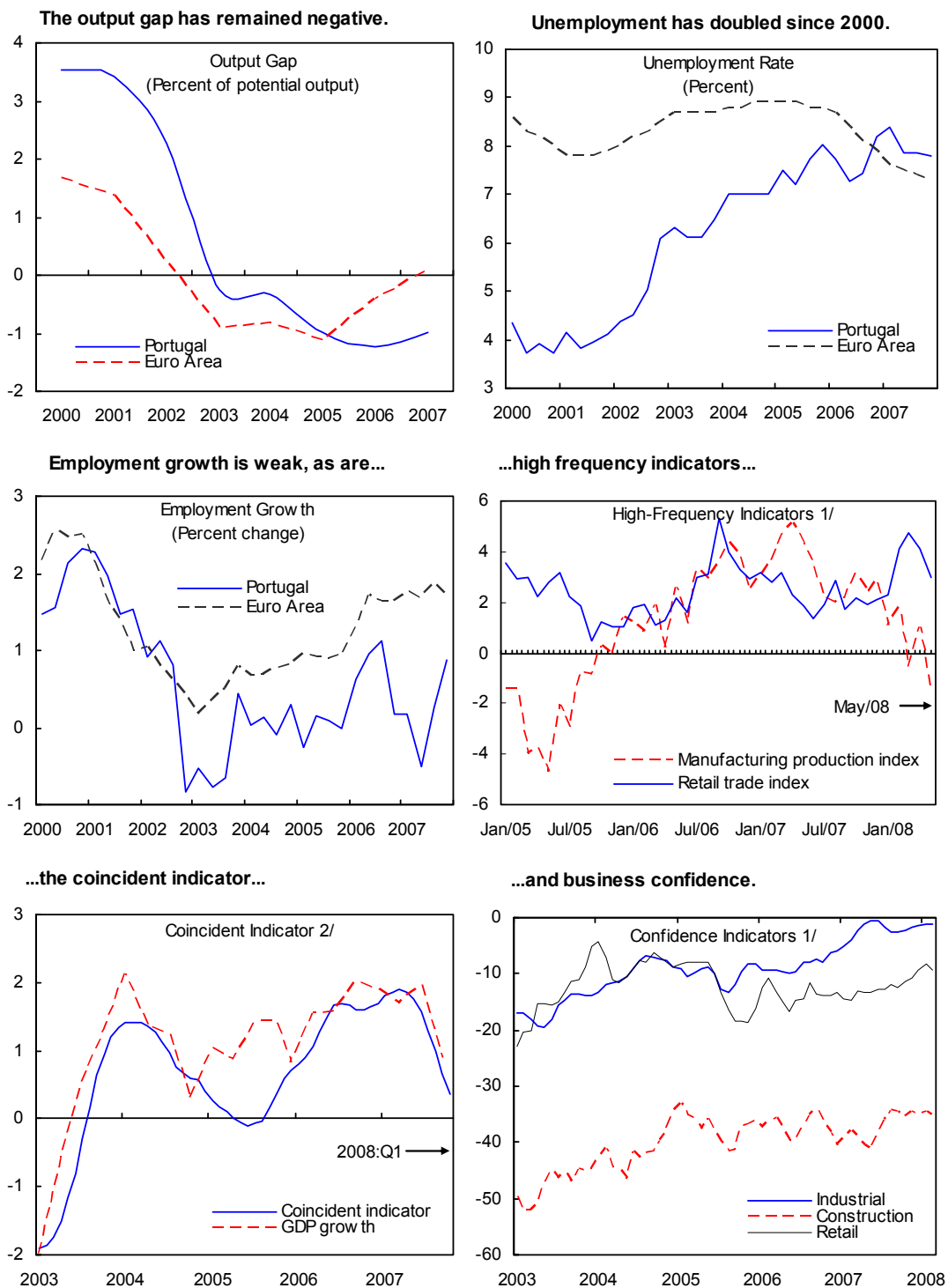
Figure 1

A Modest Recovery Has Been Underway Since 2004...



Sources: Bank of Portugal; National Institute of Statistics (INE); and IMF staff calculations.

...But High Frequency Indicators Are Not Encouraging

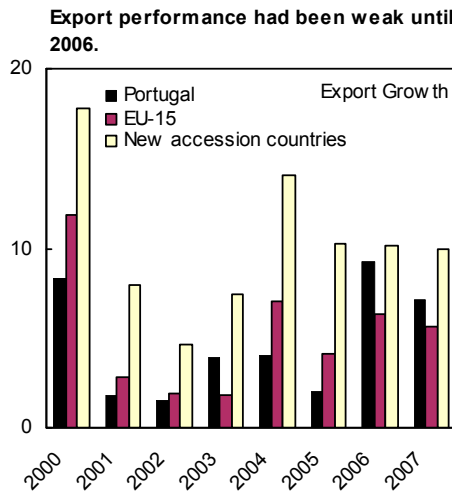
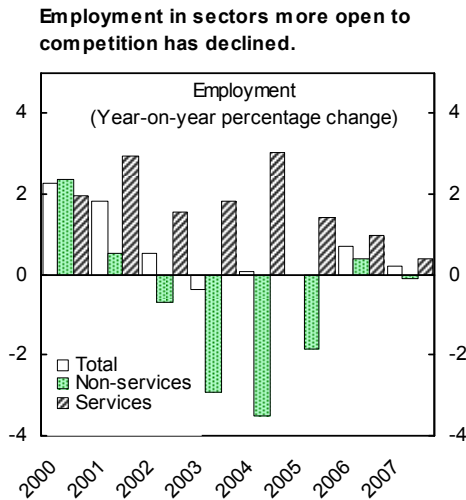
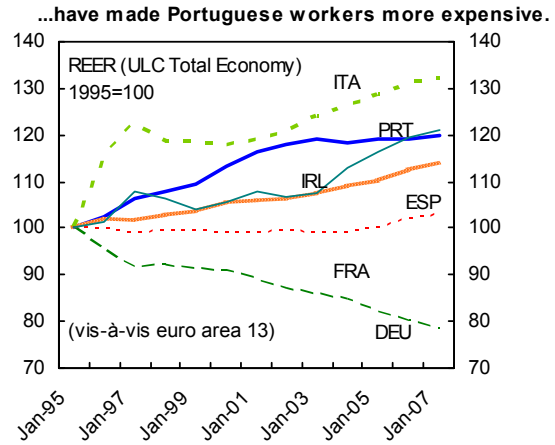
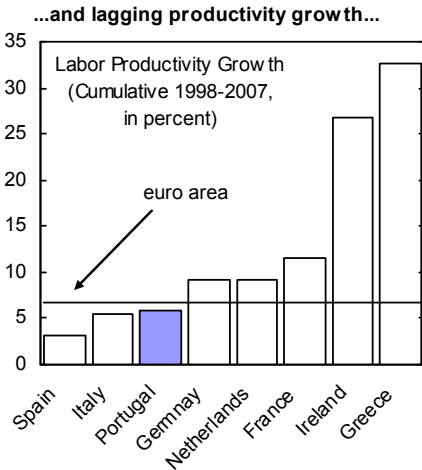
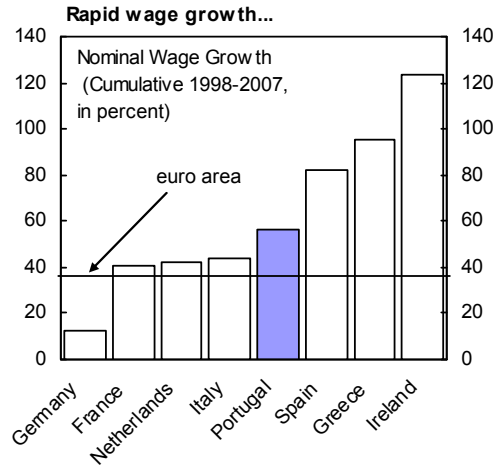
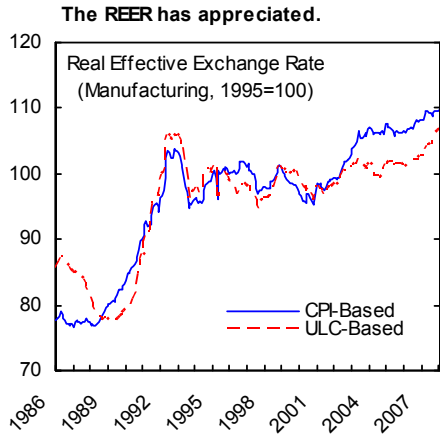


Sources: INE; Bank of Portugal; and IMF staff calculations, end of period.

1/ Three-month moving average of year-on-year growth rate.

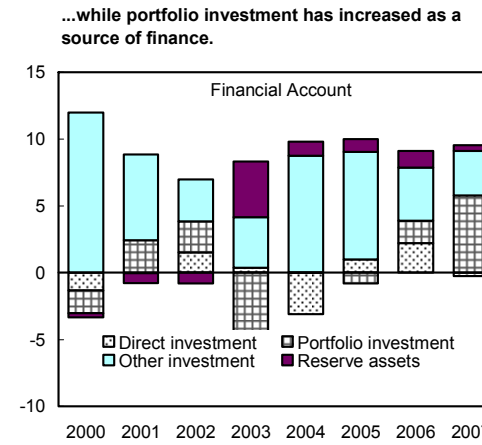
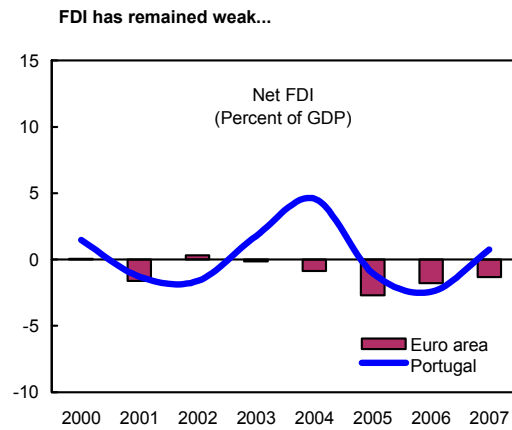
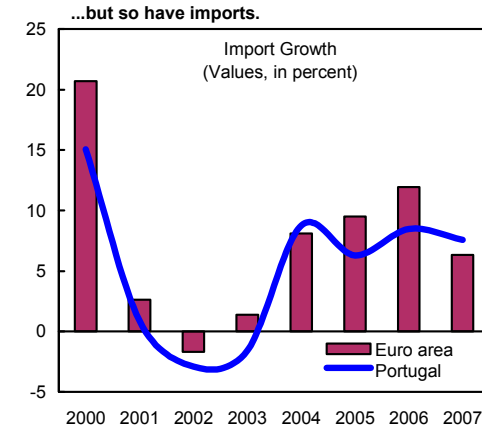
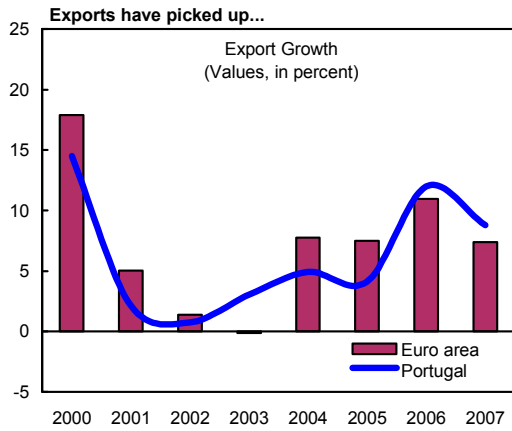
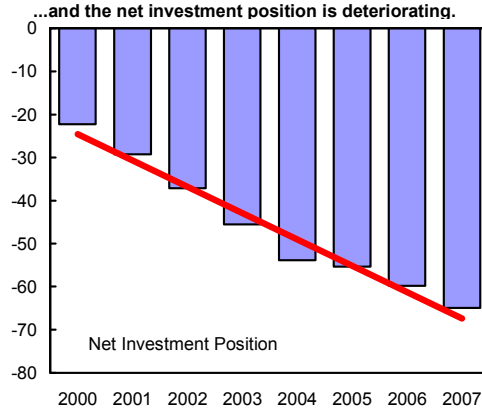
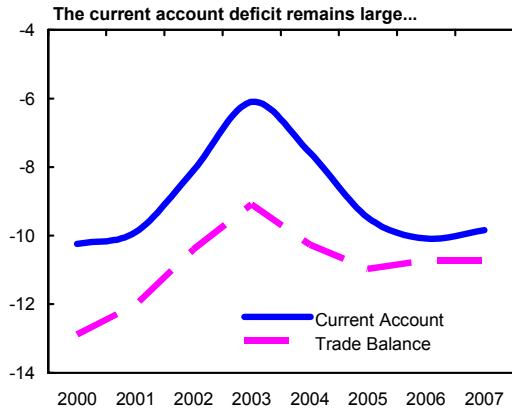
2/ Year-on-year growth rate (three-month moving average, seasonally adjusted). The coincident indicator is a composite indicator for economic activity published by the Bank of Portugal. It combines indicators of retail sales, heavy commercial vehicle sales, cement sales, manufacturing production, household's financial situation, new job vacancies, and a consumer survey of Portugal's main trade partners.

Portugal Has Lost Competitiveness...



Sources: OECD Economic Outlook; AMECO; National Institute of Statistics (INE); Eurostat; European Commission; and IMF staff calculations.

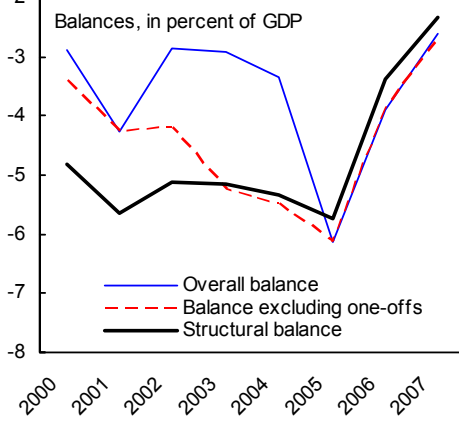
...And the External Accounts Remain Weak
(Percent of GDP, unless otherwise indicated)



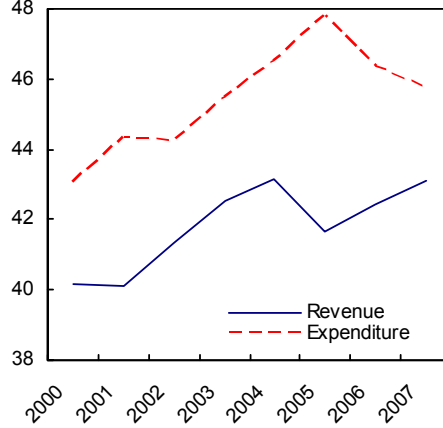
Source: Bank of Portugal.

Weak Fiscal Accounts Are Improving (Percent of GDP, unless otherwise indicated)

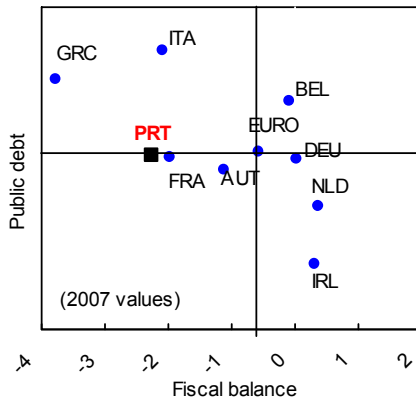
The deficit narrowed further in 2007...



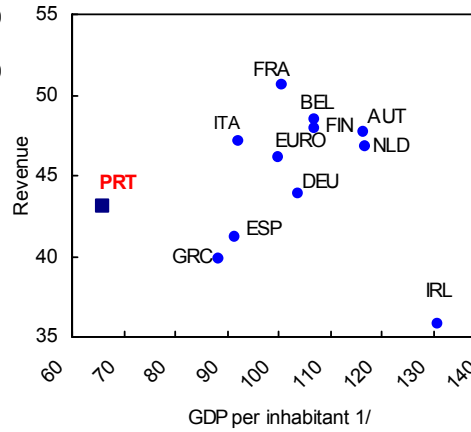
...as spending continued to decline.



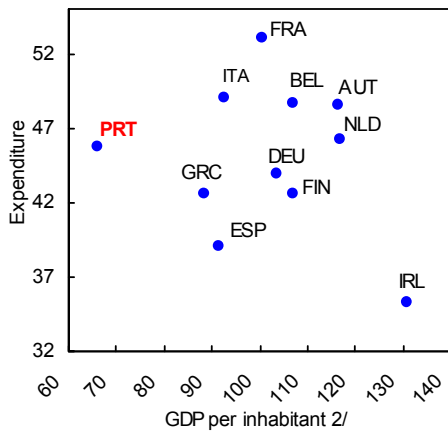
With a high deficit and debt, the fiscal position remains weak.



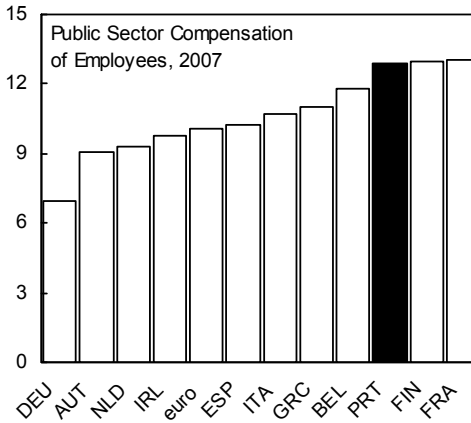
The revenue ratio is relatively low...



...spending is high for Portugal's income level.



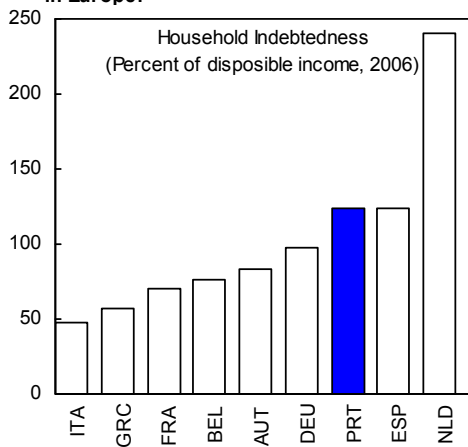
Spending on wages remains large.



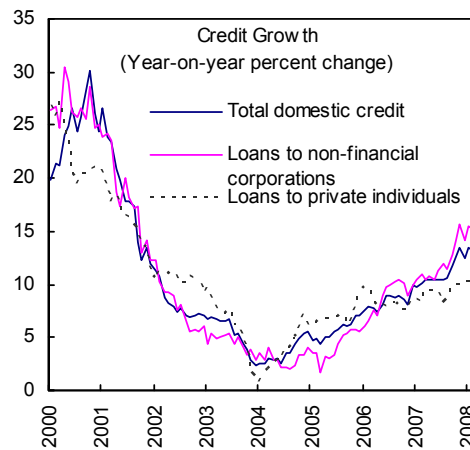
Sources: Bank of Portugal; Eurostat; and IMF staff calculations.
1/ euro area=100; data are as of 2007.

Private Debt Is High and Growing (But No Housing Boom)

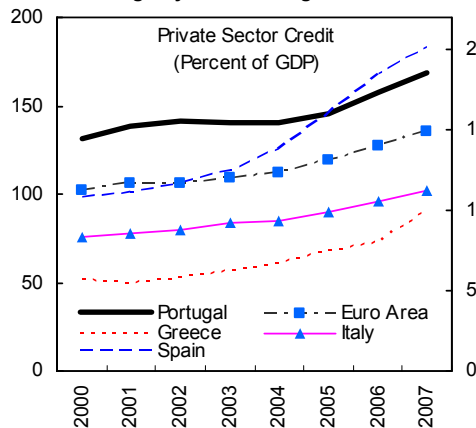
Household debt remains one of the highest in Europe.



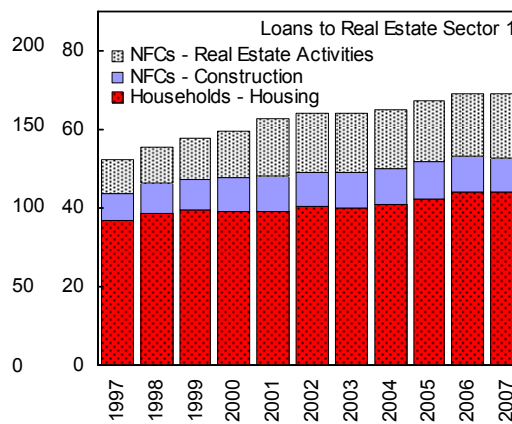
Credit growth is accelerating again.



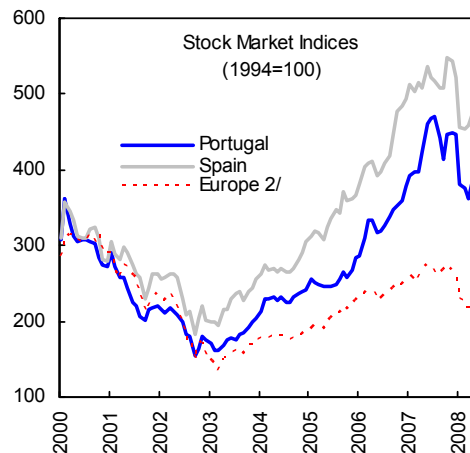
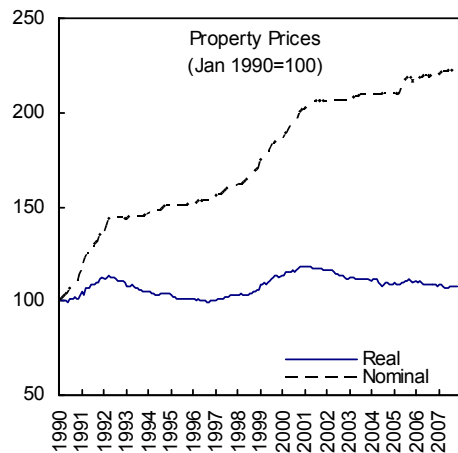
Credit to the private sector exceeds the EU average by a wide margin...



...with large exposures in real estate loans.



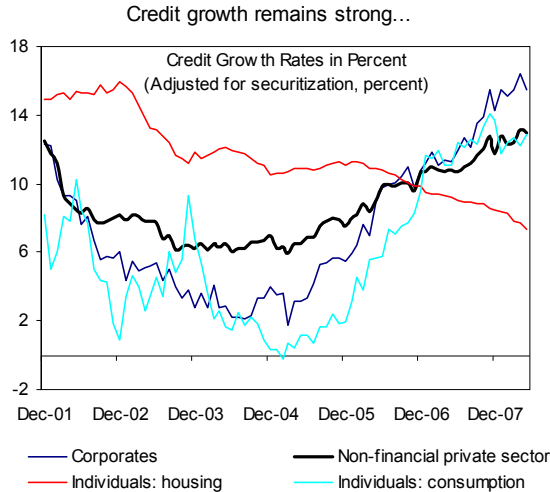
Property prices have been stable in real terms... while share prices have risen faster than the EU average.



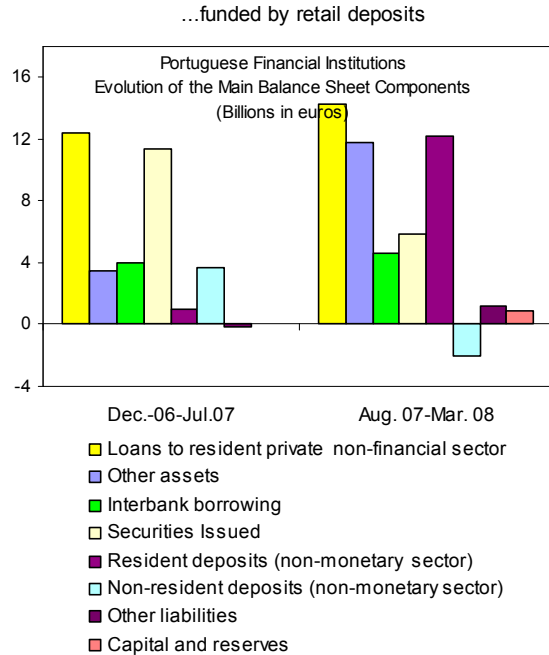
Sources: Bank of Portugal; Ministry of Finance, Monthly Economic Indicators; Datastream; and IMF staff calculations.

1/ Loans to nonfinancial corporations of the construction and real estate sectors and to households for housing as a percentage of total loans extended to the nonfinancial private sector.

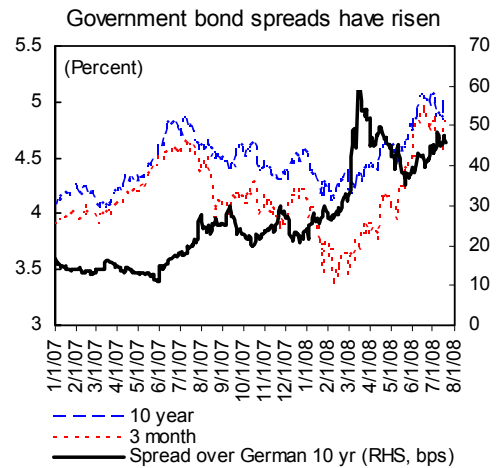
2/ FTSE Eurotop 100 (in euros).



Source: Bank of Portugal.



12. **The financial system has come under pressure but has so far weathered the storm.** While write-offs arising from U.S. subprime exposure were minimal, CDS spreads for the main banks increased substantially, equity prices declined, and banks’ funding through securities dried up. Debt issuance shows signs of recovery in 2008:Q2, although funding costs have increased and maturities shortened. Declining equity valuations of banks’ portfolios and employee pension funds and increasing borrowing costs have dented profitability. The stock market has fallen by more than other EU countries (though this reflects larger prior gains), government bonds spreads have risen, and corporate borrowing spreads have widened. Housing price growth remains flat in real terms, with real house prices at their long-term average.



III. OUTLOOK AND RISKS: DOMESTIC IMBALANCES AGGRAVATED BY GLOBAL TENSIONS

13. **Staff project growth to slow to about 1 percent in 2008, and to about ¾ percent in 2009.** Key factors behind the slowdown are spillovers from the weaker global outlook (Box 1), higher commodity prices, the stronger euro, and the fallout from the financial turbulence. Thereafter, staff project a modest recovery towards potential and gradual adjustment in the stretched balance sheets, with household consumption growth below that of GDP and business investment growing modestly, constrained by Portugal’s still-large

competitiveness gap and weak economic prospects, but with some further structural reform and rebalancing of growth towards the external sector as wages and prices are contained.

14. **Risks to growth seem tilted to the downside.** In particular, the balance sheet adjustment—prompted by the global financial turbulence—could be more rapid, dampening growth over the next few years, which could be exacerbated by failure to implement structural reforms. On the upside, exports could strengthen, driven by somewhat stronger partner country growth and the ongoing restructuring process, especially in the short term.

Box 1. Portugal: Growth Spillovers

Portugal is becoming increasingly integrated in the global economy, and growth appears to have become more synchronized with its partners.

How much might a slowdown in the EU or the U.S. affect growth in Portugal? Staff analysis, based on VAR methodology, suggests that a one percentage point decrease in the quarterly growth rate of the EU would lead cumulatively to one-third of a percentage point decrease in Portugal's quarterly growth rate, while a one percentage point decrease in the quarterly growth rate of the U.S. would lead cumulatively to a decrease in Portugal's quarterly growth rate by 0.2 percentage points.

Portugal's economy is particularly sensitive to developments in Spain. Staff estimates suggest that, based just on trade links, a one percentage point decline in Spain's real growth would lead to a decline of about half a percentage point in Portugal's real exports and 0.14 percent in GDP. Given the latest WEO exercise projects growth to slow by some 3 percentage points in Spain between 2007–09, this would lower Portuguese growth by about half a percentage point over this period.

Correlation of GDP Growth Between Portugal and Other Economies

| | Correlation (1981–95) | Correlation (1996–2007) |
|----------------|--------------------------|----------------------------|
| Spain | 0.8 | 0.5 |
| Germany | 0.2 | 0.6 |
| France | 0.7 | 0.7 |
| United Kingdom | 0.0 | 0.6 |
| United States | -0.2 | 0.6 |
| Netherlands | 0.4 | 0.9 |
| Belgium | 0.5 | 0.4 |
| Italy | 0.5 | 0.6 |

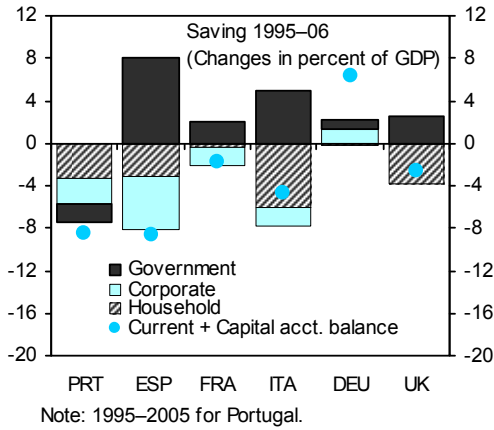
Correlation of Stock Market Returns with Portugal

| | 1993–99 | 2000–07 |
|----------------|---------|---------|
| United States | 0.17 | 0.91 |
| United Kingdom | 0.53 | 0.93 |
| Spain | 0.81 | 0.92 |
| Germany | 0.78 | 0.90 |
| France | 0.44 | 0.88 |

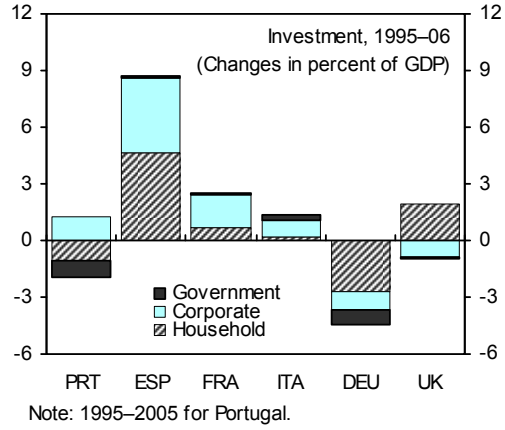
Figure 2

The Current Account and Developments in Private Sector Balance Sheets

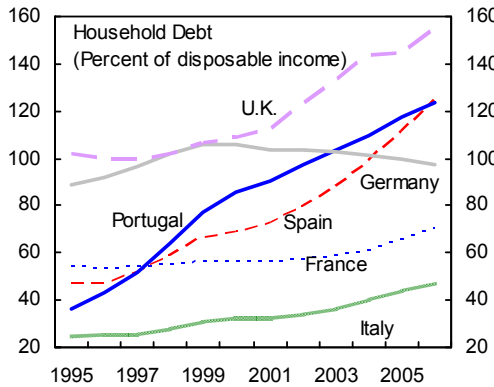
A rapid decline in savings by all sectors was behind the widening current account deficit.



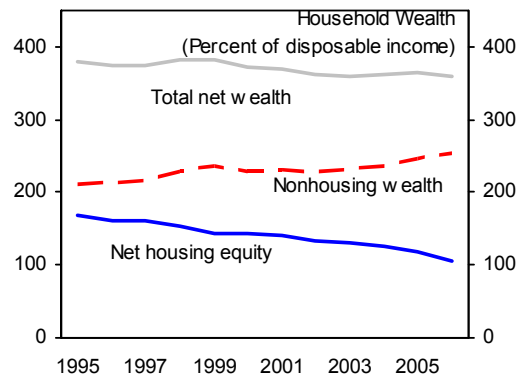
Unlike most other euro area countries, there was no sustained increase in investment.



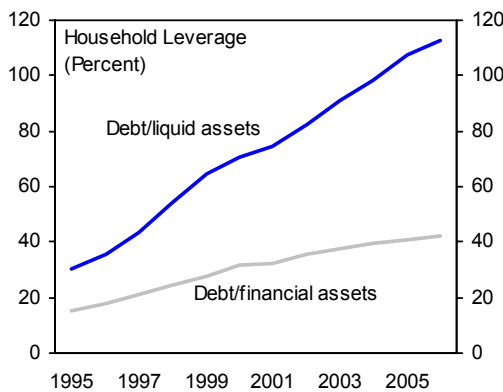
Reflecting financial liberalization and lower interest rates, household debt tripled since 1995.



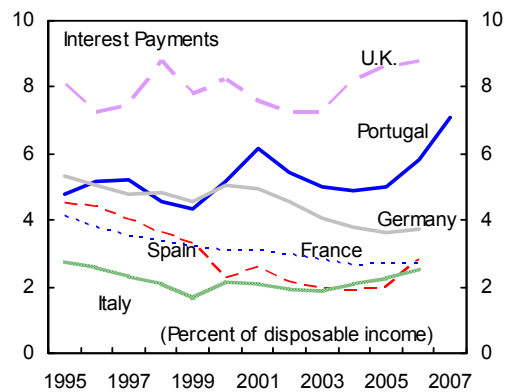
Household wealth and housing equity fell on the back of stagnant house prices and only a modest increase in financial assets.



As a result, households have become increasingly more leveraged.



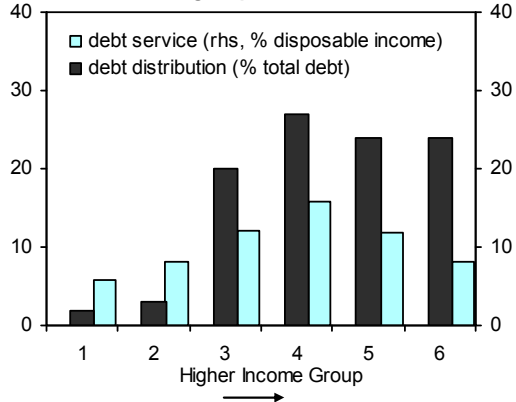
Interest payments continued to rise.



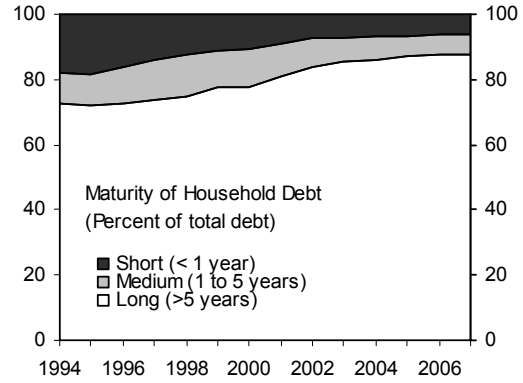
Sources: Eurostat; and IMF staff calculations.

The Current Account and Developments in Private Sector Balance Sheets (Concluded)

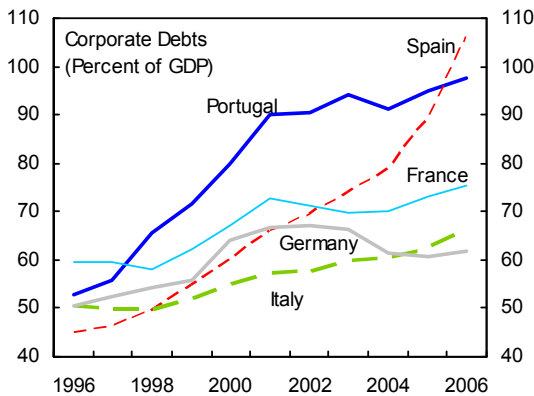
Debt service remained contained, and only a small fraction of total debt was held by lowest income group.



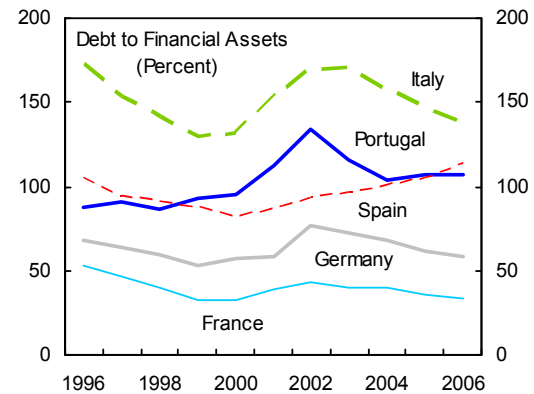
Lengthening of maturities helped limit the increase in debt service.



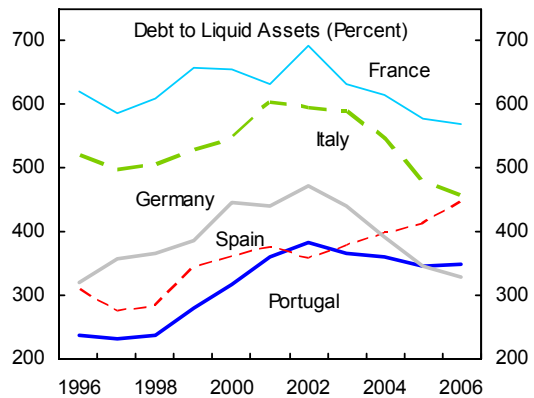
The corporate sector is also highly indebted.



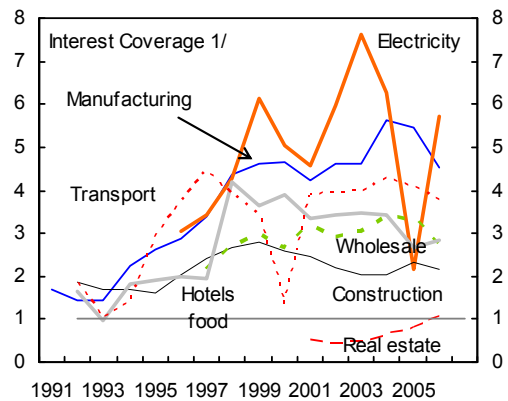
The sharp increase in debt was accompanied by an increase in financial assets, in part reflecting merger and acquisitions.



The share of liquid assets is high in Portuguese companies, in part reflecting the high debt service burden...

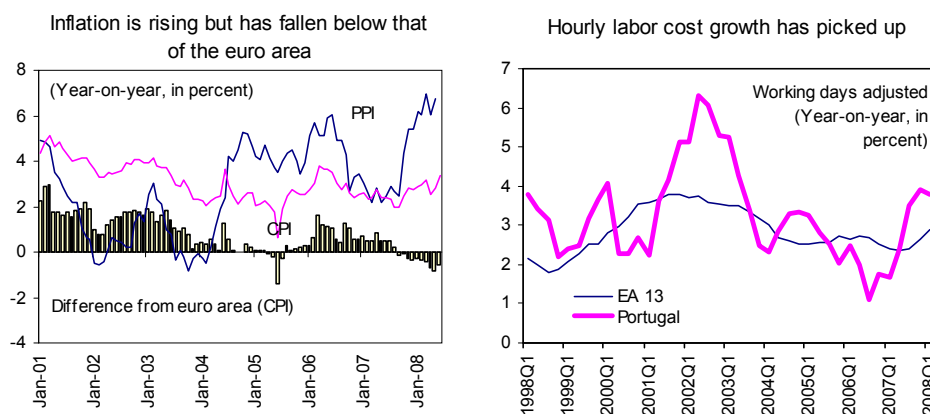


...though considerable dispersion exists among different sectors.



Sources: Eurostat; European Commission; Bank of Portugal; and IMF staff calculations.
1/ Ratio of earning before interest and depreciation to interest payments.

15. **Inflation should stay below the euro area average, though wage growth and high producer prices pose a threat.** The continued weak economy, combined with the VAT rate reduction in July, should allow inflation to moderate in the second half of the year and remain below the euro area average. The risks though are for higher inflation in the near term, as recent stronger wage growth and higher producer price rises may yet be passed on.



16. **The current account deficit is projected to widen, through 2009 but narrow gradually thereafter.** Higher oil prices alone are likely to increase imports by some 3 percent of GDP between 2004–08. In the medium term, import growth is projected to moderate in line with weakening domestic demand and export shares to be maintained, resulting in the current account moderating slightly to about 10 percent of GDP by 2013 (with the income account deficit rising to 7 percent of GDP). The main downside risks are that domestic demand does not moderate and competitiveness deteriorates.

17. **The authorities recognized that the macroeconomic outlook, driven by external shocks, had deteriorated significantly.** The Bank of Portugal's recently revised projections are broadly in line with staff's for 2008, and the somewhat higher growth in 2009 is largely due to their more positive external assumptions. The Ministry of Finance is also likely to revise down their projections in the forthcoming budget. The authorities underscored, however, that achievements over the past two years have placed Portugal in a stronger position to face the current adverse shocks from the financial market turmoil and higher commodity prices.

Comparison of Growth Outlook
(Percent)

| | 2007 | | 2008 | | | | 2009 | | | | 2010 | | 2011 | | 2012 | 2013 | |
|---|------|-------|------|-------|-------|-------|-------|------|-------|-------|-------|-------|-------|-------|-------|-------|------|
| | BoP | MoF | OECD | EC | Staff | BoP | MoF | OECD | EC | Staff | MoF | Staff | MoF | Staff | Staff | Staff | |
| Real GDP | 1.7 | 1.2 | 1.5 | 1.6 | 1.7 | 1.0 | 1.3 | 2.0 | 1.8 | 1.6 | 0.8 | 2.2 | 1.5 | 2.2 | 1.7 | 1.8 | 1.8 |
| Private consumption | 0.7 | 1.3 | 1.4 | 1.4 | 1.2 | 1.0 | 0.7 | 1.7 | 1.6 | 1.4 | 0.9 | 1.8 | 1.1 | 1.9 | 1.1 | 1.1 | 1.1 |
| Public consumption | 0.1 | -0.2 | -1.1 | 0.5 | 0.3 | -0.6 | 0.0 | -0.6 | 0.5 | 0.5 | -0.6 | -0.3 | -0.3 | 1.1 | 0.4 | 0.4 | 0.4 |
| Gross fixed investment | 3.0 | 1.0 | 3.5 | 3.0 | 2.9 | 1.6 | 1.2 | 5.5 | 3.1 | 1.4 | 1.5 | 5.7 | 1.9 | 5.5 | 1.8 | 1.6 | 1.6 |
| Exports | 8.1 | 4.4 | 5.3 | 4.0 | 4.6 | 4.2 | 4.0 | 4.7 | 5.3 | 4.2 | 3.5 | 5.1 | 5.0 | 5.2 | 4.9 | 4.9 | 4.8 |
| Imports | 5.2 | 3.3 | 4.3 | 3.7 | 3.3 | 3.2 | 2.1 | 4.5 | 4.3 | 2.8 | 2.9 | 5.0 | 3.3 | 5.3 | 3.1 | 2.9 | 2.9 |
| CPI inflation | 2.4 | 3.0 | 2.6 | 3.0 | ... | 3.2 | 2.5 | 2.2 | 2.2 | ... | 2.1 | 2.0 | 2.1 | 2.0 | 2.1 | 2.1 | 2.1 |
| Partner countries real imports | 5.8 | ... | 4.9 | ... | ... | 4.8 | ... | 4.2 | ... | ... | 3.5 | 6.7 | 5.0 | 6.7 | 4.9 | 4.9 | 4.8 |
| Current account | -9.9 | ... | ... | -11.6 | -10.1 | -11.7 | ... | ... | -11.6 | -9.4 | -12.0 | ... | -11.6 | ... | -11.1 | -10.5 | -9.9 |
| Current account (including capital transfers) | -8.6 | -10.6 | -8.5 | ... | ... | -10.4 | -11.1 | -8.7 | ... | ... | -10.7 | -8.7 | -10.3 | -8.6 | -9.8 | -9.2 | -8.6 |

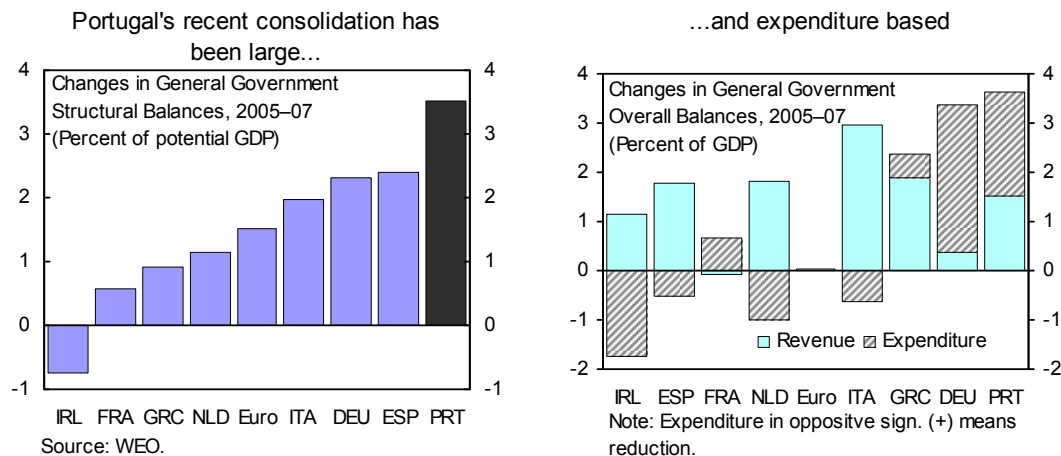
Sources: Bank of Portugal Economic Bulletin (Summer 2008); Ministry of Finance (May 2008); OECD Economic Outlook (June 2008); EC Spring Economic Forecasts 2008; and IMF staff projections.

IV. THE POLICY AGENDA: PROMOTING ADJUSTMENT AND GROWTH

18. **Policies should focus on fostering the smooth unwinding of macro imbalances to address the main challenges to domestic¹ stability:** i) achieving fiscal soundness; ii) ensuring financial stability; and iii) enhancing growth and competitiveness. Given the rigidity of the economy and the accumulated macro imbalances, meeting these challenges will likely prove long and demanding—marginal changes are not enough, and a critical mass of supply-oriented reforms is necessary to rebalance growth to the external sector and reignite the convergence process.

A. Challenge 1: Achieving Fiscal Soundness

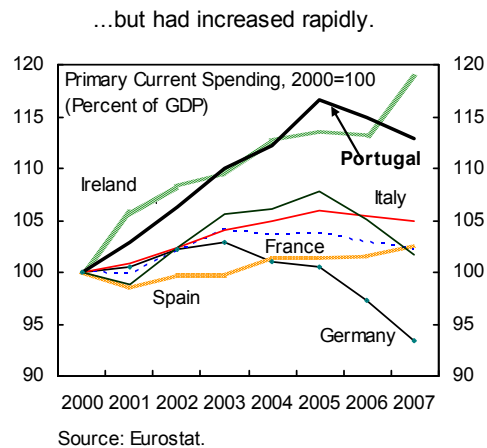
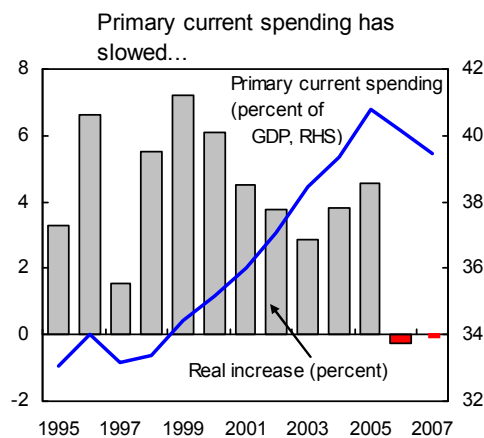
19. **Decisive action has reduced fiscal imbalances and enhanced credibility, putting the fiscal accounts on a stronger footing to face the current more difficult economic circumstances.** Since 2005, the deficit has fallen by 3½ percentage points of GDP to 2.6 percent of GDP in 2007—the lowest level for some 30 years, allowing Portugal to exit the Excessive Deficit Procedure a year earlier than envisaged and the debt-to-GDP ratio to fall. The consolidation has, appropriately, been driven by containing primary current spending. Revenue overperformance has also contributed, due in significant part to enhanced revenue administration. While euro area countries in general have also improved their fiscal position over the past two years on the back of favorable cyclical conditions, the improvement was largest in Portugal.



¹ Accounting for less than 2 percent of euro area GDP and financial assets, and 4 percent of euro area country current account imbalances, Portugal has only a minimal impact on the union's balance of payments and hence external stability.

20. **The deficit fell by more than a percentage point of GDP in 2007, exceeding targets.** This considerable overshooting stems mainly from higher revenue, which was largely saved. Current revenue increased by nearly a percentage point of GDP in the year, about half of which seems due to improved administration. Two facts stand out:

- The lion's share of the revenue overperformance came from buoyancy in income tax, especially corporate. This reflected more taxpaying firms and better financial results by large taxpayers. In contrast, indirect tax revenue declined slightly due to moderate household consumption growth.
- Primary spending continued to fall—both as a share of GDP and in real terms—driven by the wage bill, reflecting the elimination of automatic career progression, base wage growth below inflation and a two-for-one hiring policy. Unemployment benefits also declined reflecting tighter criteria introduced in 2006.



21. **Fiscal consolidation is set to continue in 2008, though at a slower pace.** Following substantial overperformance in 2007, the government appropriately tightened the deficit target to 2.2 percent of GDP. However, the cut in the VAT rate by a percentage point² and some specific measures to support those most affected by higher commodity prices and interest rates³ will reduce the structural consolidation to somewhat below ½ a percent of GDP.

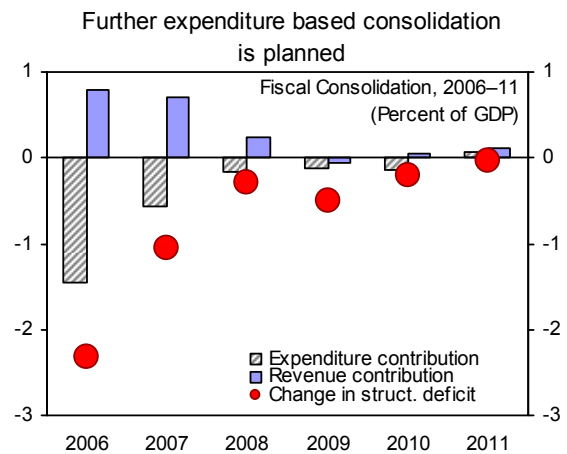
² The tax cut is estimated to reduce revenue by 0.4 percent of GDP on an annual basis.

³ These included suspending the inflation adjustment of the petroleum excise, a 25 percent increase in child support, lower toll charges, and higher interest rate deductibility for low-income households. While in general staff does not support tackling interest deductibility, the measure introduced was well targeted, with limited implication for distorting price signals.

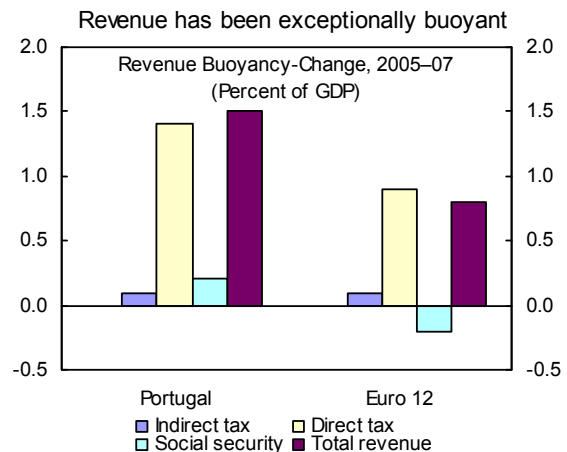
22. **The fiscal authorities emphasized the adjustment in 2008 needs to be assessed in the context of the consolidation process that started in 2005.** Two years of significant overperformance had to be balanced against the growing pressures to respond to short-term output-stabilization and social assistance concerns. They argued that the cut in the VAT rate announced in March aimed at providing some stimulus to the economy given stronger than expected overperformance in 2007 and the early signs of weakening economic activity. As the economy was further buffeted by the external shocks, additional measures were required to support those most affected by high commodity prices and rising interest rates.

23. **Despite impressive recent consolidation, Portugal's fiscal situation remains weak, and consolidation needs to continue in 2009.**

Public debt remains above 60 percent of GDP, the MTO of a structural deficit of ½ a percent of GDP remains a long way off, and Portugal's external imbalances continue. To ensure the credibility of achieving the MTO, even by 2011, and to avoid jeopardizing the gains achieved so far, structural consolidation should be at least a ½ percent of GDP. Such an adjustment in 2009 should (just) be achievable on the basis of current policies—there is no scope for further discretionary loosening. Beyond 2009, additional measures of about 1 percent of GDP will likely be needed to reach the MTO.

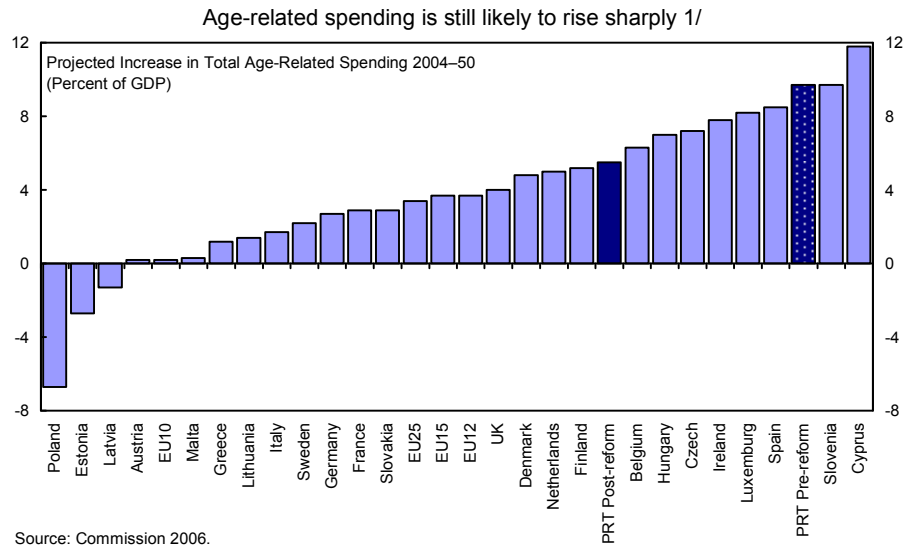


24. **There are, however, considerable risks to the envisaged consolidation.** The recent revenue buoyancy, especially of corporate income tax, may not be sustained. On the spending side, particular care should be taken to maintain current wage restraint, not only to foster competitiveness and consolidation, but also to prevent “second-round” effects feeding into inflation. The benefits of the public administration reform also still need to be realized⁴ to make the wage bill consolidation more durable and the administration more productive. Any further measures to mitigate



⁴ Recent reforms included reducing the number of types of public sector contracts, introducing a merit-based system for promotion and pay increases, and an internal mobility scheme.

recent commodity price and interest rate increases should continue to be targeted, temporary, offset by other measures, designed to maximize the supply response, and to avoid distorting price signals. Indeed, as the heightened spreads on Portugal's government debt indicate, there is little room for maneuver, and the costs of slippage are high. The MTO may also need eventually to be improved upon to address longer-term pressures such as population aging.



25. **The fiscal authorities agreed with staff on the extent of the needed consolidation.** They acknowledged that the previously envisaged consolidation of 0.8 percent of GDP in 2009 had become less realistic given economic developments, and to ensure the credibility of achieving the MTO and to not undermine gains achieved so far, structural consolidation of at least a ½ percent of GDP should be targeted. The new fiscal targets would be spelled out in the context of the 2009 Budget to be published in October.

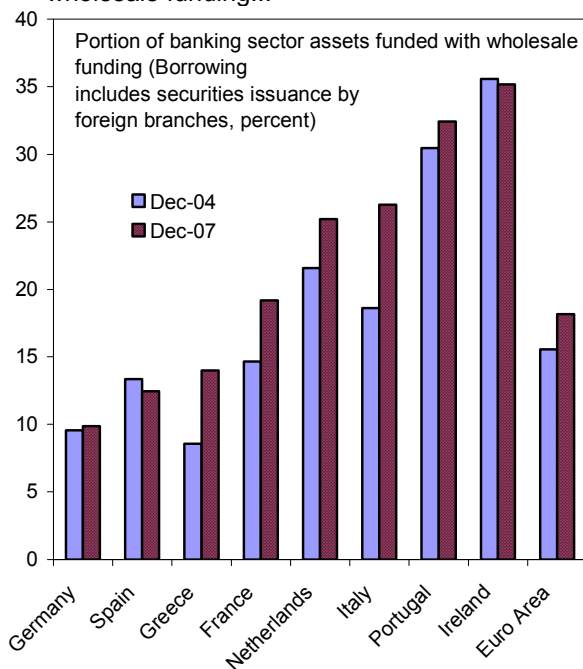
26. **Efforts to enhance the quality, transparency, and durability of fiscal consolidation need to continue.** In particular, progress should continue to be made on performance-based budgeting and a binding medium-term framework. Continued progress needs also to be made on divesting and reforming public enterprises, including greater use of performance evaluation, centralizing the ownership function in the Ministry of Finance, and enhancing transparency in public accounts. Especially in the current economic context, the program to make public agencies pay on time needs to be strictly enforced and possibly made more ambitious.

B. Challenge 2: Ensuring Financial Stability

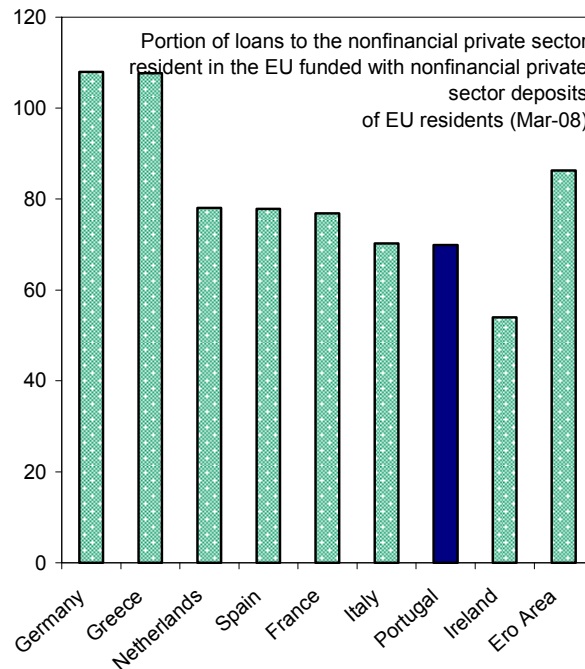
27. **While Portugal's financial system remains sound and well supervised, vulnerabilities have risen.** Portuguese banks' reliance on wholesale funding raises liquidity risks, and banks are exposed to market risk through employees' pension funds and banks'

own investment portfolios. High household and corporate debt increases credit risk given rising interest rates and the weak macroeconomic outlook, and loan concentration in some banks to certain sectors and large exposures appears significant.

Portuguese banks rely relatively heavily on wholesale funding...



...and less on deposits.



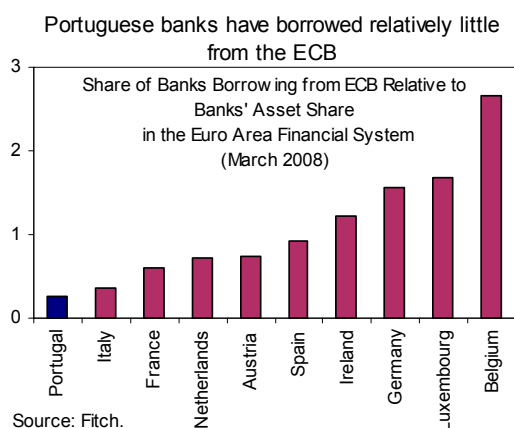
Sources: BIS, Locational Banking Statistics; and ECB, aggregated balance sheet of euro area monetary financial institutions.

28. Staff's stress tests indicate that the current environment poses risks, although these seem manageable, and the system should be resilient.

- Simulation of the evolution of the main balance sheet components indicate that while credit growth will likely decelerate, it would not grow more slowly than nominal GDP. A credit crunch seems unlikely except in a rather extreme scenario where banks cannot rollover maturing securities and a large proportion of interbank loans, for example, due to a worsening of the global liquidity situation.
- Analysis of corporate balance sheets suggests that declining profits and increasing interest rates could almost triple existing corporate nonperforming loans. Nevertheless, bank profitability, provisioning and capital levels should provide

adequate buffers to absorb this shock, although some banks would likely need to reinforce their capital positions.⁵

- Liquidity shocks are more of a concern but again seem largely manageable. Compared to peers, Portuguese banks' liquidity appears a little low in general on some measures, but at the consolidated level, banks are required to cover 90 percent of one-month liabilities plus financing gaps over a one-year horizon with liquid assets.



29. The authorities are well aware of the vulnerabilities and have been pro-active in addressing them.

Banks with weaker capital ratios have been strongly encouraged to raise capital, and two large private banks and one small one have increased capital through rights issuance and profit allocation, while others have announced plans to increase capital by year-end. Banks were recently encouraged to increase their portfolio of securities that can be used as collateral for central bank lending as a precautionary liquidity measure, although Portuguese banks have made relatively little use of ECB funding due to the increase in retail deposit funding. The Bank of Portugal has enhanced monitoring of banks' liquidity positions and banks' plans to address potential liquidity shortfalls.

30. These measures are welcome, and some further enhancements to the financial stability framework could be considered. Many of these are already under consideration, including in the context of ongoing changes in the international financial architecture. To further strengthen liquidity supervision, a zero maturity gap could be required at the 15-day or one-month horizon and, in line with recommendations from the Basel Committee, haircuts for structured products might warrant reconsideration. The Bank of Portugal should ensure that banks have appropriate internal limits on sectoral credit concentrations and large exposures, in compliance with the internal controls instructions. Stress tests could be more proactively used to assess the adequacy of capital buffers. If Tier I capital ratios were to fall significantly below 7 percent, banks should be encouraged to raise capital. In the context of Basel II implementation, banks' own risk-management models should be validated. The transition to full economic provisioning might also usefully be completed.

⁵ Stress tests of corporate balance sheets assumed a 30 percent decline in profitability and 100 b.p. increase in financing costs. Bank stress tests assumed that NPLs would reach 3 percent of total loans, in line with the corporate stress test and historical data, and a 50 b.p. decline in net interest margins. Banks were required to maintain current provisioning levels.

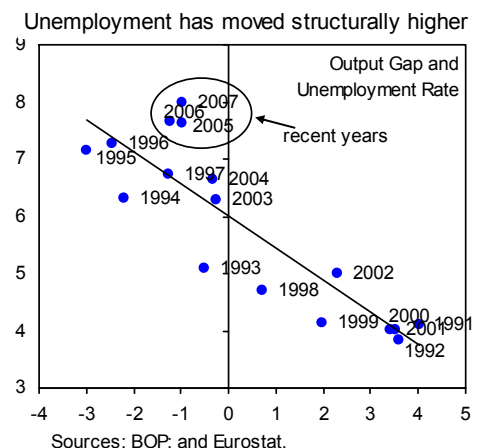
31. **In the context of EU-wide revision of deposit insurance schemes, the opportunity should be taken to further enhance the deposit guarantee fund (FGD).** In particular, the maximum period for the payment of guaranteed deposits could be substantially shortened. Consideration could also be given to updating the guaranteed amount, setting a target coverage ratio for FGD resources, including the minimum cost principle for the FGD, and to altering the provider of emergency FGD lending from the Bank of Portugal to the Ministry of Finance.

32. **Given Portugal's external imbalances, household savings need to rise over time.** Recent reforms of the social security system and the benefits of enhancing banks' domestic retail funding also call for more proactive promotion of household savings. A key channel for such savings are occupational pension schemes, but these are relatively undeveloped—consideration should be given to conducting a public financial literacy campaign and to introducing “soft compulsion” schemes that require opting out of, rather than into, occupational pension schemes (e.g., the U.K.'s “National Pensions Savings Scheme” or the New Zealand “Kiwisaver” plan).

33. **The authorities welcomed staff recommendations to further enhance the financial stability framework, indicating that many of the measures were already under consideration.** On further strengthening liquidity supervision, requiring banks to implement a zero maturity gap at the 15-day or one-month horizon would be considered, but this was not a priority as most banks tend to maintain net positive liquidity positions for those time horizons. The authorities agreed that transition to economic provisioning on an individual basis, similar to what is already implemented at the consolidated level, would be desirable. While acknowledging the difficulties in setting the appropriate parameters to conduct stress tests in the current environment, the authorities considered that they could take more advantage of banks' internal stress tests for supervisory purposes. The areas for enhancing the FGD would also be considered in the context of EU-wide revision.

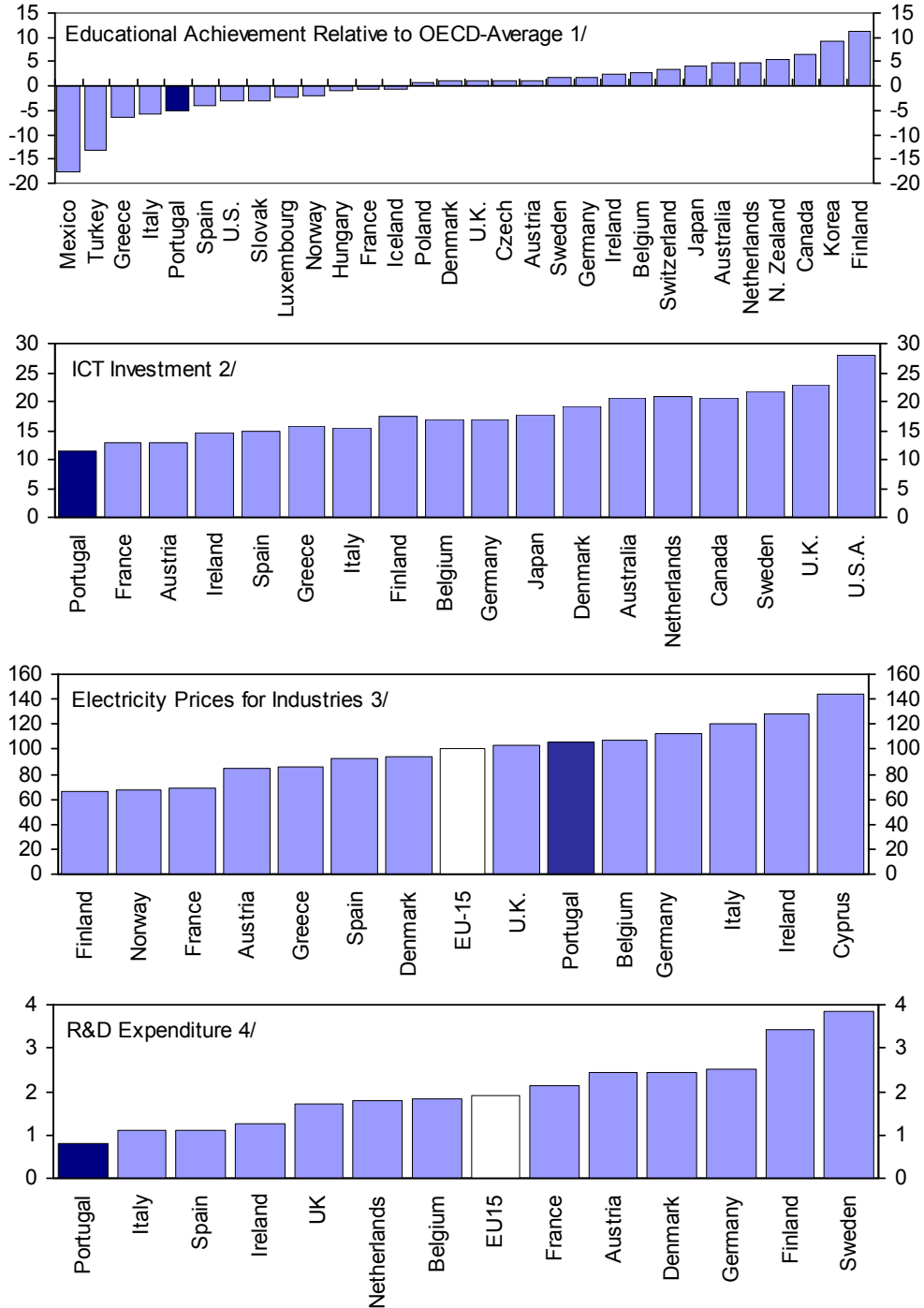
C. Challenge 3: Enhancing Growth and Competitiveness

34. **At the root of Portugal's problems lies a severe lack of productivity.** This in turn reflects a rigid economy, as well as other structural factors relating to human capital and the justice system. Unlike other EU countries, including those with weak growth (such as Italy), unemployment has risen, apparently structurally as the historical relationship with the output gap seems to have broken down. Employment protection legislation remains among the most restrictive in the OECD, and total factor productivity growth has been



stagnant in recent years. Surveys of the business environment point to some progress but with substantial scope for improvement.

Figure 3
Structural Indicators Are Weak



Sources: OECD; EUROSTAT; and IMF staff calculations.

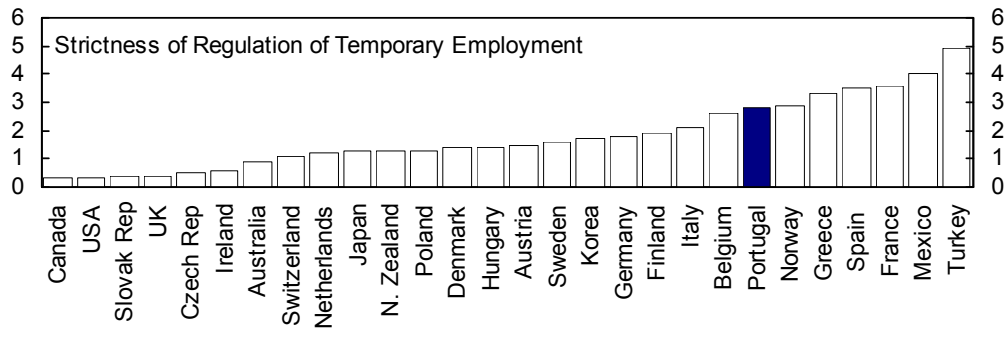
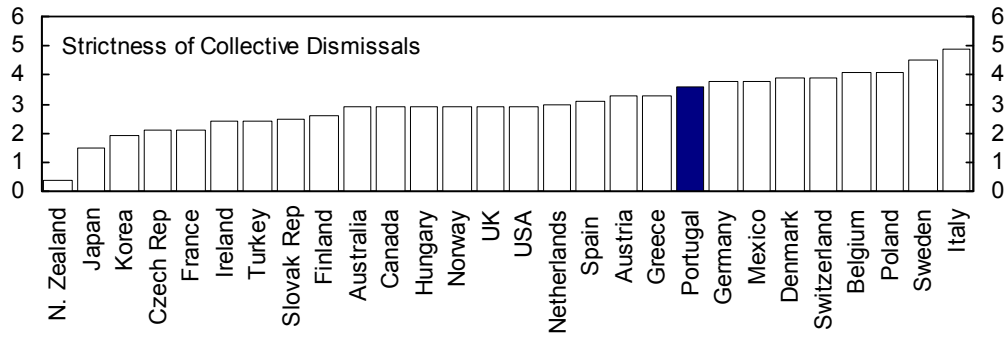
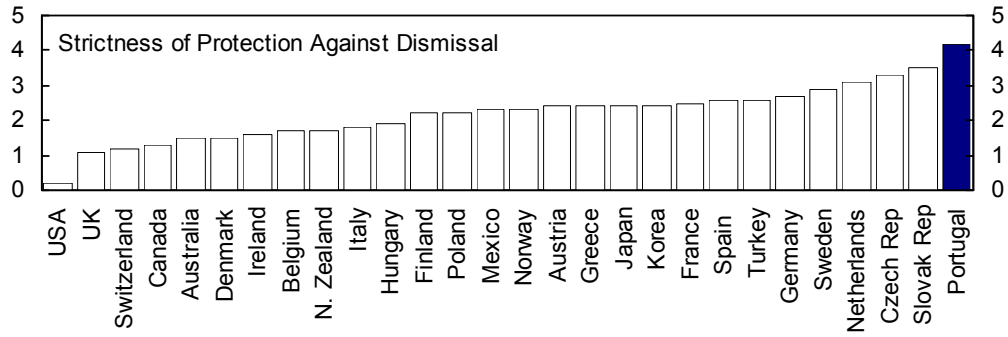
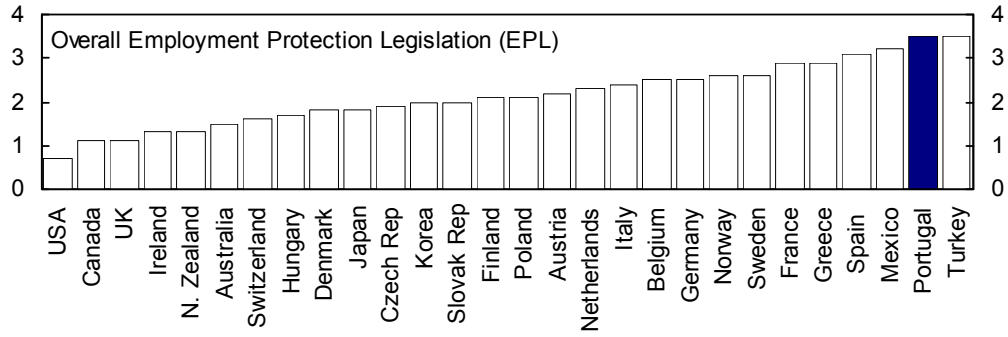
1/ Average of PISA scores in reading, mathematics, and science, 2000–06.

2/ Percent of nonresidential gross fixed capital formation, total economy, 2001.

3/ Index EU15=100, 2006 (first half).

4/ In percentage of GDP; data are as of 2005, except Italy, Netherlands, U.K. and EU-15 as of 2004; and Austria and Finland as of 2006.

Employment Is Highly Protected (Data refers to 2003)



Source: OECD Employment Outlook 2006.

35. Weak productivity, combined with strong wage growth and external shocks, led to Portugal losing competitiveness since the mid-1990s, which has not been regained.

Portugal's CPI-based and ULC-based real effective exchange rates have appreciated by around 10 percent since EMU accession in 1999 though have recently stabilized. Estimates of the equilibrium real exchange rates based on CGER methodologies also suggest a competitiveness gap in the range of 10–20 percent in April 2008 (which would likely require at least five–eight years to eliminate). Portugal had been losing export market shares until 2005 but has regained some ground since. Nonprice indicators for recent years suggest some improvement, but not as fast as peers, and not sufficient to significantly reduce the competitiveness gap (Box 2).

CGER Results

| | Fall 2006 | Apr-07 | Apr-08 |
|---------------|-----------|--------|--------|
| MB Approach | -1.8 | 1.1 | -0.5 |
| ERER Approach | 12.8 | 15.3 | 18.1 |
| ES Approach | 15.3 | 15.4 | 14.0 |

Note: MB stands for macro balance; ERER for equilibrium real exchange rate; ES for external sustainability.

Box 2. Is Portugal Gaining Competitiveness by Restructuring? 1/

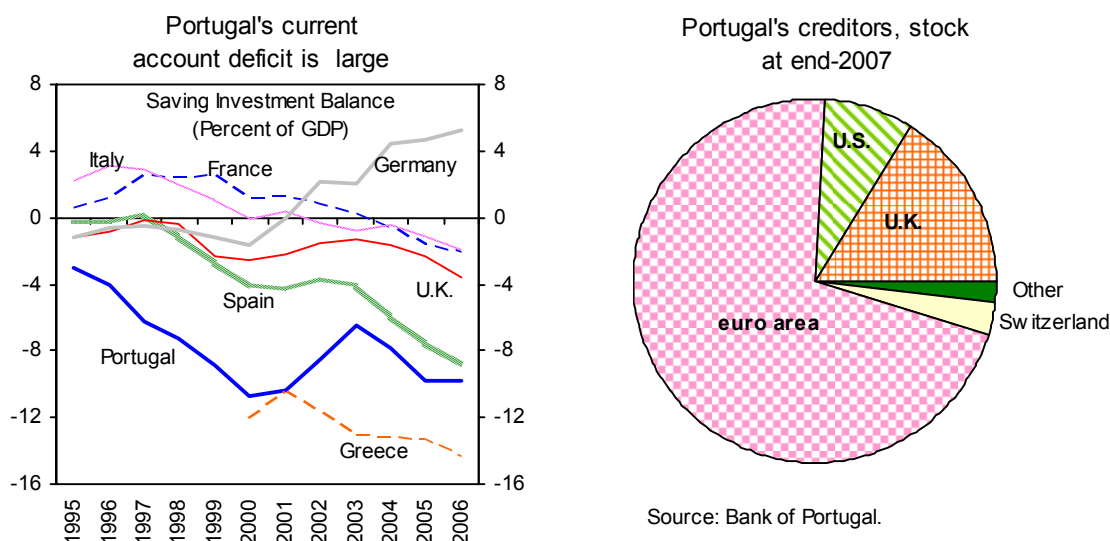
Standard measures indicate that Portugal has a sizeable competitiveness gap. But it is often countered with anecdotal evidence of restructuring by export industries. Could such restructuring imply that Portugal is substantially more competitive than standard indicators suggest?

Evidence in the last decade suggests that some restructuring has taken place, but the scope has been limited and the pace slower than competitors'. On the positive side, Portuguese firms were able to diversify their export products and upgrade their technological content, albeit from low bases, and also entered markets with less competition. Less encouragingly, the sectoral allocation of FDI was not the most conducive to future growth, and Portugal had less FDI in manufacturing than its peers. Portugal also tended to export relatively less to the world's dynamic countries, and although it managed to increase market share in those markets, they were from extremely low levels. Portugal also tended to specialize in products with slow growth in global demand, and improvements in export quality were limited and slower than its main EU competitors. There was also little sign of restructuring in terms of service exports.

On balance, restructuring has likely alleviated some of the competitiveness gap but not enough to substantially offset the broader structural shortcomings weighing on external performance. Looking forward, further restructuring may be required in the export sector, as the dynamics of competition from emerging markets plays out, especially as these countries may intensify their upgrading.

1/ See "France, Greece, Italy, Portugal and Spain – Competitiveness in the Southern Euro Area," (Country Report No. 08/145).

36. **Reflecting the loss of competitiveness, the current account deteriorated to around 10 percent of GDP.** Unlike other euro area countries with large current account deficits (e.g., Spain, Greece), Portugal has not been growing fast, and Portugal's current account deficit exceeds other euro area countries' with low growth and competitiveness problems (e.g., Italy), partly due to the deteriorating income account. Reflecting the difficult international capital market conditions, foreign financial investment in Portugal and bank issuance of long-term debt abroad have fallen sharply, as has the accumulation of foreign assets by residents. There has also been a shift from portfolio investment toward other investment (interbank borrowing and deposits).



37. **The authorities agreed that Portugal continues to face a competitiveness gap, but Bank of Portugal officials expressed concern about the staff's quantitative assessments based on standard indicators.** They felt the presence of such a gap was not fully consistent with a robust recovery in export market share over the past few years despite the substantial euro strengthening. In addition, such indicators suffered from methodological shortcomings and masked the fundamental restructuring underway in some sectors of the economy. The fiscal authorities also considered that these indicators do not capture the positive spillover effects from the efficiency gains resulting from the implementation of public sector administration reform.

38. **The authorities' strategy to boost competitiveness focuses on enhancing productivity and the business environment.**

- The recent agreement on labor relations signed by the social partners can be expected to facilitate internal flexibility for companies, rationalize collective bargaining,

encourage firm-level agreements, and streamline procedures for dismissal. It also envisages an increase in the rate of social security contributions on fixed-term contracts by three percentage points (financing a cut of one percentage point for permanent contracts).

- Public sector employment is being cut, and wages contained, while being restructured, helping to moderate economy-wide wage growth and enhance public sector efficiency.
- The ambitious and broad-ranging SIMPLEX program continues, as recognized by all interlocutors, to significantly improve the business climate. The focus for 2008 is on streamlining licensing.

39. **These are important achievements and need to be followed through and assessed.** Further reform should focus on making the economy more flexible and competitive.

- **The recent agreement on reforming labor relations is a welcome step forward.** The envisaged increase in the rate of social security contributions on fixed-term contracts by three percentage points, however, should be reconsidered: experience from Portugal, and other EU countries, show that such contracts are an important path to traditional, open-ended employment for many and have proven critical to boosting employment. The test of the new agreement will be in its implementation and whether it improves the working of the labor market. This will need to be carefully monitored and further actions, such as eliminating the automatic extension of collectively agreed contracts and broadening the scope for individual dismissal, could be considered.
- **The SIMPLEX program continues to improve the business climate, and its priority on licensing in 2008 is well placed.** It will be important to broaden the participation of local governments, building on recent efforts; ensure that small and medium-sized businesses are included in the benefits; and, to follow through with plans to assess effectiveness. In this context, advantage should be taken of the need to implement the EU Services Directive to make a clean sweep of regulations at all levels of government. The recent public administration reforms should also be built upon to continue to enhance public sector productivity.
- **Competition in domestic markets needs to be further enhanced.** The Competition Authority should build on its encouraging first five years to continue to advocate and enforce competition. Enhancing judicial system efficiency would also support the Authority's effectiveness.

- For **electricity**, integration with the Spanish market is continuing, but it will be important that regulated tariffs are set to ensure full cost recovery that the roadmap for the end of regulated prices be developed, and that opportunities be grasped to increase competition in domestic generation.

40. **The authorities welcomed staff's endorsement of the labor agreement but underscored the rationale for the envisaged higher social security contributions on fixed-term contracts.** They emphasized the measure aimed at reducing abuse of the system and that the lower rate on permanent contracts, coupled with new steps to streamline procedures for dismissal, would encourage creation of permanent employment.

41. **The reform momentum needs to be maintained.** Policies should avoid jeopardizing recent achievements and long-term goals for short-term gain, preserving the continuity of adjustment and reforms and avoiding policy drift that Portugal can ill-afford. In this context, consideration could be given to developing mechanisms to formulate a "catch-up" growth agenda, which could broaden social support and could be rapidly acted upon by the next legislature (elections are due in October 2009). Mechanisms that have worked well for other countries include expert committees (e.g., Australia's Productivity Commission, a range of commissions in France, and the U.K.) or stakeholder committees to generate a consensus based on a shared diagnosis (e.g., Spain's Toledo Pact or the *Conseil d'Orientation des Retraites* in France).

Table 1. Portugal: Selected Economic Indicators, 2003–09
(Changes in percent, except as otherwise indicated)

| | 2003 | 2004 | 2005 | 2006 | 2007 | Proj. | | Latest | |
|--|------|------|------|-------|------|-------|-------|--------|---------|
| | | | | | | 2008 | 2009 | | |
| Domestic economy | | | | | | | | | |
| Real GDP | -0.8 | 1.5 | 0.9 | 1.4 | 1.7 | 1.0 | 0.8 | 0.9 | Q1 08 |
| Real domestic demand | -2.1 | 2.7 | 1.6 | 0.7 | 1.1 | 0.8 | 0.8 | 2.2 | Q1 08 |
| Private consumption | -0.1 | 2.5 | 2.0 | 1.7 | 0.7 | 1.0 | 0.9 | 1.9 | Q1 08 |
| Public consumption | 0.2 | 2.6 | 3.2 | -1.4 | 0.1 | -0.6 | -0.6 | 0.4 | Q1 08 |
| Gross fixed investment | -7.4 | 0.2 | -0.9 | -0.7 | 2.8 | 1.6 | 1.6 | 3.0 | Q1 08 |
| Foreign sector contribution | 1.5 | -1.4 | -0.8 | 0.6 | 0.5 | 0.1 | 0.0 | -1.4 | Q1 08 |
| Savings-investment balance (percent of GDP) | | | | | | | | | |
| Gross national savings | 16.8 | 15.5 | 13.1 | 12.1 | 12.4 | 10.4 | 9.8 | ... | ... |
| Private | 18.1 | 17.9 | 16.3 | 13.7 | 12.4 | 10.6 | 9.9 | ... | ... |
| Government | -1.4 | -2.4 | -3.3 | -1.6 | -0.1 | -0.2 | -0.1 | ... | ... |
| Gross domestic investment | 22.9 | 23.1 | 22.6 | 22.2 | 22.2 | 22.4 | 22.5 | ... | ... |
| Private | 19.8 | 20.0 | 19.6 | 19.9 | 19.8 | 20.1 | 20.1 | ... | ... |
| Government | 3.1 | 3.1 | 2.9 | 2.3 | 2.4 | 2.3 | 2.5 | ... | ... |
| Resource utilization | | | | | | | | | |
| Employment | -0.4 | 0.1 | 0.0 | 0.7 | 0.2 | 0.4 | 0.4 | 1.1 | Q1 08 |
| Unemployment rate | 6.3 | 6.7 | 7.6 | 7.7 | 8.0 | 8.0 | 8.0 | 7.6 | Q1 08 |
| Real potential GDP | 1.7 | 1.5 | 1.5 | 1.4 | 1.5 | 1.2 | 1.3 | ... | ... |
| Output gap | -0.3 | -0.3 | -0.9 | -0.9 | -0.7 | -0.9 | -1.4 | ... | ... |
| Labor productivity | -0.4 | 1.4 | 0.9 | 0.6 | 1.5 | 0.6 | 0.4 | ... | ... |
| Compensation per worker (whole economy) | 3.5 | 2.6 | 3.5 | 2.4 | 2.4 | 2.3 | 2.3 | ... | ... |
| Unit labor costs (whole economy) | 3.9 | 1.2 | 2.5 | 1.7 | 0.9 | 1.7 | 1.9 | ... | ... |
| Prices | | | | | | | | | |
| Consumer prices (harmonized index) | 3.3 | 2.5 | 2.1 | 3.0 | 2.4 | 3.2 | 2.1 | 3.4 | Jun08 |
| GDP deflator | 3.2 | 2.4 | 2.5 | 2.8 | 3.0 | 2.2 | 2.2 | 2.2 | Q1 08 |
| External accounts | | | | | | | | | |
| Export volume (goods) | 5.8 | 3.0 | 2.0 | 7.4 | 6.8 | 3.5 | 2.1 | 2.1 | Q1 08 |
| Import volume (goods) | -0.2 | 6.7 | 3.2 | 4.8 | 5.1 | 3.2 | 2.6 | 6.1 | Q1 08 |
| Export unit value (goods and services) | -1.4 | 1.5 | 1.9 | 4.2 | 2.9 | 3.0 | 1.8 | 3.2 | Q1 08 |
| Import unit value (goods and services) | -1.8 | 2.2 | 3.2 | 3.9 | 1.8 | 5.0 | 1.5 | 5.4 | Q1 08 |
| Current account (percent of GDP) | -6.1 | -7.6 | -9.5 | -10.1 | -9.9 | -12.0 | -12.7 | ... | ... |
| Nominal effective exchange rate | 3.2 | 0.8 | 0.1 | 0.2 | 1.3 | ... | ... | 2.9 | May08 |
| Real effective exchange rate (CPI based) | 4.4 | 1.0 | 0.1 | 0.6 | 1.8 | ... | ... | 1.9 | May08 |
| General government finances (percent of GDP) | | | | | | | | | |
| Revenues | 42.5 | 43.1 | 41.6 | 42.4 | 43.1 | 43.6 | 43.6 | ... | ... |
| Expenditures | 45.5 | 46.5 | 47.7 | 46.3 | 45.8 | 45.9 | 45.7 | ... | ... |
| Overall balance | -2.9 | -3.4 | -6.1 | -3.9 | -2.6 | -2.2 | -2.2 | ... | ... |
| Excluding one-off measures | -5.3 | -5.5 | -6.1 | -3.9 | -2.7 | -2.4 | -2.2 | ... | ... |
| Government debt, Maastricht definition | 56.9 | 58.3 | 63.6 | 64.7 | 63.6 | 63.4 | 63.5 | ... | ... |
| Financial variables 1/ | | | | | | | | | |
| National contribution to euro area M3 2/ | 4.3 | 5.7 | 5.8 | 3.4 | 9.0 | ... | ... | 13.7 | May08 |
| Credit to the private sector 3/ | 6.4 | 6.1 | 7.7 | 8.7 | 9.9 | ... | ... | 10.5 | April08 |
| Interest rates (percent) | | | | | | | | | |
| Overnight rate | 2.3 | 2.2 | 2.4 | 3.5 | 3.8 | ... | ... | 4.0 | Jun08 |
| Deposit rate, up to two years | 2.0 | 2.0 | 2.1 | 2.7 | 3.6 | ... | ... | 3.6 | April08 |
| Loans granted to nonfinancial corporations | 4.4 | 4.3 | 4.4 | 5.4 | 6.2 | ... | ... | 6.1 | April08 |
| Government benchmark bond | 4.4 | 3.6 | 3.5 | 4.0 | 4.5 | ... | ... | 5.0 | Jun08 |

Sources: Bank of Portugal; Ministry of Finance; National Statistics Office (INE); and IMF staff estimates and projections.

1/ End-of-period data.

2/ Excludes currency in circulation held by nonbank private sector.

3/ Includes securitized loans. Also corrected for loan write-offs and reclassifications.

Table 2. Portugal: Balance of Payments, 2002–13

| | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 | Proj. | | | | | 2013 |
|--|---------------------|-------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|--------------|
| | | | | | | | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
| | (Billions of euros) | | | | | | | | | | | |
| Current account | -11.0 | -8.5 | -10.9 | -14.1 | -15.7 | -16.0 | -19.7 | -20.7 | -20.8 | -20.7 | -20.4 | -20.0 |
| Trade balance | -14.1 | -12.6 | -14.8 | -16.4 | -16.7 | -17.5 | -19.4 | -19.8 | -19.7 | -19.5 | -19.0 | -18.5 |
| Exports fob | 27.5 | 28.4 | 29.8 | 31.0 | 34.7 | 37.8 | 40.5 | 42.7 | 45.5 | 48.4 | 51.5 | 54.7 |
| Imports fob | 41.6 | 41.0 | 44.5 | 47.4 | 51.4 | 55.3 | 59.9 | 62.5 | 65.3 | 67.9 | 70.5 | 73.2 |
| Services, net | 3.3 | 3.6 | 4.0 | 3.8 | 4.8 | 6.2 | 6.7 | 7.1 | 7.8 | 8.5 | 9.3 | 10.1 |
| Exports | 10.9 | 10.9 | 11.9 | 12.3 | 14.2 | 16.3 | 17.5 | 18.4 | 19.5 | 20.7 | 22.0 | 23.2 |
| Imports | 7.6 | 7.3 | 7.8 | 8.4 | 9.4 | 10.1 | 10.8 | 11.3 | 11.8 | 12.2 | 12.7 | 13.2 |
| <i>Of which</i> | | | | | | | | | | | | |
| Tourism | 3.8 | 3.7 | 4.0 | 3.7 | 4.0 | 4.5 | 5.1 | 5.5 | 6.0 | 6.6 | 7.2 | 7.8 |
| Exports | 6.1 | 5.8 | 6.2 | 6.2 | 6.7 | 7.4 | 8.1 | 8.6 | 9.2 | 9.9 | 10.6 | 11.4 |
| Imports | 2.2 | 2.1 | 2.2 | 2.5 | 2.7 | 2.9 | 3.0 | 3.1 | 3.2 | 3.3 | 3.4 | 3.6 |
| Income | -3.2 | -2.3 | -3.0 | -3.9 | -6.3 | -7.4 | -9.7 | -10.8 | -11.6 | -12.5 | -13.4 | -14.3 |
| Current transfers, net | 3.0 | 2.9 | 2.8 | 2.3 | 2.5 | 2.6 | 2.7 | 2.8 | 2.8 | 2.8 | 2.8 | 2.8 |
| Private remittances, net | 2.6 | 2.2 | 2.2 | 1.9 | 2.2 | 2.6 | 2.7 | 2.7 | 2.7 | 2.7 | 2.7 | 2.7 |
| Official transfers, net | 0.4 | 0.7 | 0.6 | 0.4 | 0.3 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 |
| Capital account | 2.0 | 2.6 | 2.2 | 1.7 | 1.2 | 2.1 | 2.2 | 2.2 | 2.3 | 2.4 | 2.5 | 2.6 |
| Current account (including capital transfers) | -9.0 | -5.8 | -8.7 | -12.4 | -14.5 | -14.0 | -17.5 | -18.5 | -18.5 | -18.3 | -17.9 | -17.4 |
| Financial account | 8.3 | 5.1 | 9.3 | 13.1 | 13.3 | 15.0 | 17.5 | 18.5 | 18.5 | 18.3 | 17.9 | 17.4 |
| Direct investment | 2.1 | 0.5 | -4.4 | 1.5 | 3.5 | -0.4 | 2.7 | 2.9 | 2.7 | 2.7 | 2.8 | 2.9 |
| Portuguese investment abroad | 0.2 | -5.8 | -6.0 | -1.7 | -5.6 | -4.5 | -1.5 | -1.5 | -1.9 | -2.0 | -2.1 | -2.2 |
| Foreign investment in Portugal | 1.9 | 6.3 | 1.6 | 3.2 | 9.0 | 4.1 | 4.2 | 4.4 | 4.5 | 4.7 | 4.9 | 5.1 |
| Portfolio investment, net | 3.1 | -6.5 | 0.0 | -1.2 | 2.6 | 9.4 | 8.2 | 8.7 | 8.7 | 8.6 | 8.4 | 8.2 |
| Equity securities | 2.5 | 8.0 | 4.3 | 3.1 | -0.3 | -2.3 | 1.5 | 2.4 | 2.7 | 2.7 | 2.7 | 2.6 |
| Long-term debt securities | -0.2 | -11.4 | -11.2 | -5.8 | 4.1 | 7.8 | 5.2 | 4.6 | 4.3 | 4.2 | 4.1 | 4.0 |
| Money market instruments | 0.8 | -3.1 | 7.0 | 1.5 | -1.3 | 3.9 | 1.6 | 1.7 | 1.7 | 1.7 | 1.6 | 1.6 |
| Financial derivatives | 0.0 | 0.1 | -0.1 | -0.2 | -0.2 | 0.7 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 | 0.1 |
| Other investment, net | 4.3 | 5.2 | 12.3 | 11.5 | 5.6 | 4.7 | 6.4 | 6.7 | 7.0 | 6.9 | 6.6 | 6.2 |
| <i>Of which</i> | | | | | | | | | | | | |
| Monetary financial institutions | 8.8 | 9.4 | 1.7 | 6.7 | 14.9 | 8.2 | ... | ... | ... | ... | ... | ... |
| <i>Of which</i> | | | | | | | | | | | | |
| Short-term | -1.2 | -2.8 | -1.8 | -5.0 | 5.7 | 7.9 | ... | ... | ... | ... | ... | ... |
| Long-term | 10.0 | 12.2 | 3.6 | 11.7 | 9.2 | 0.3 | ... | ... | ... | ... | ... | ... |
| Reserve assets | -1.1 | 5.8 | 1.5 | 1.4 | 1.9 | 0.7 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Errors and omissions | 0.6 | 0.8 | -0.6 | -0.6 | 1.1 | -1.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Memorandum items: | | | | | | | | | | | | |
| Net international investment position 1/ | -77.6 | -82.5 | -92.9 | -105.9 | -125.5 | -148.8 | -166.3 | -184.7 | -203.2 | -221.5 | -239.4 | -256.8 |
| Direct investment, net | -22.2 | -20.7 | -16.9 | -18.1 | -25.9 | -30.5 | -33.3 | -36.2 | -38.8 | -41.6 | -44.3 | -47.2 |
| Portfolio investment, net | -24.9 | -21.0 | -20.5 | -20.9 | -25.8 | -37.9 | -46.1 | -54.8 | -63.5 | -72.1 | -80.5 | -88.7 |
| Financial derivatives | 0.5 | 0.0 | -0.6 | -0.1 | 0.0 | -0.1 | -0.2 | -0.3 | -0.4 | -0.5 | -0.7 | -0.8 |
| Other investment, net | -47.9 | -50.9 | -63.5 | -75.6 | -81.4 | -88.1 | -94.6 | -101.3 | -108.3 | -115.1 | -121.7 | -127.9 |
| Reserve assets | 16.9 | 10.1 | 8.6 | 8.8 | 7.5 | 7.8 | 7.8 | 7.8 | 7.8 | 7.8 | 7.8 | 7.8 |
| Nominal GDP | 135.4 | 138.6 | 144.1 | 149.1 | 155.4 | 162.8 | 168.0 | 173.1 | 179.5 | 186.5 | 193.9 | 201.6 |
| | (Percent of GDP) | | | | | | | | | | | |
| Current account | -8.1 | -6.1 | -7.6 | -9.5 | -10.1 | -9.9 | -11.7 | -12.0 | -11.6 | -11.1 | -10.5 | -9.9 |
| Current account (including capital transfers) | -6.6 | -4.2 | -6.1 | -8.3 | -9.3 | -8.6 | -10.4 | -10.7 | -10.3 | -9.8 | -9.2 | -8.6 |
| <i>Of which: balance of goods and services</i> | -7.9 | -6.5 | -7.5 | -8.4 | -7.6 | -6.9 | -7.6 | -7.4 | -6.7 | -5.9 | -5.0 | -4.2 |
| Net international investment position 1/ | -57.3 | -59.5 | -64.5 | -71.0 | -80.7 | -91.4 | -99.0 | -106.7 | -113.2 | -118.8 | -123.5 | -127.4 |
| Direct investment, net | -16.4 | -14.9 | -11.7 | -12.1 | -16.7 | -18.8 | -19.8 | -20.9 | -21.6 | -22.3 | -22.9 | -23.4 |
| Portfolio investment, net | -18.4 | -15.2 | -14.2 | -14.0 | -16.6 | -23.3 | -27.5 | -31.7 | -35.4 | -38.7 | -41.5 | -44.0 |
| Financial derivatives | 0.4 | 0.0 | -0.4 | 0.0 | 0.0 | -0.1 | -0.1 | -0.2 | -0.2 | -0.3 | -0.3 | -0.4 |
| Other investment, net | -35.4 | -36.7 | -44.1 | -50.7 | -52.3 | -54.1 | -56.3 | -58.5 | -60.3 | -61.7 | -62.8 | -63.4 |
| Reserve assets | 12.5 | 7.3 | 6.0 | 5.9 | 4.8 | 4.8 | 4.7 | 4.5 | 4.4 | 4.2 | 4.0 | 3.9 |

Sources: Bank of Portugal; and IMF staff calculations.

1/ End-of-period data.

Table 3. Portugal: General Government Accounts, 2004–13 1/

| | | | (0) | (1) | (2) | | | (3) | (4) | (5) | (6) | Staff Projections | | | | |
|--|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------|-------------------|-------------|-------------|-------------|--|
| | 2004 | 2005 | SGP 06 | Apr 07 | Actual | SGP 06 | Apr 07 | SGP 07 | Prel. | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | |
| (Millions of euros) | | | | | | | | | | | | | | | | |
| Total revenues | 62,164 | 61,986 | 63,641 | 65,601 | 65,912 | 66,628 | 67,879 | 68,831 | 70,213 | 73,287 | 75,386 | 78,242 | 81,406 | 84,614 | 87,974 | |
| Current receipts | 57,040 | 59,838 | 61,523 | 64,033 | 64,162 | 65,034 | 66,513 | 66,675 | 68,753 | 71,036 | 72,924 | 75,380 | 78,217 | 81,327 | 84,556 | |
| Tax revenue | 32,716 | 34,958 | 37,258 | 37,592 | 37,656 | 39,417 | 39,638 | 40,021 | 40,433 | 41,588 | 42,359 | 43,868 | 45,482 | 47,291 | 49,168 | |
| On goods and services | 20,400 | 22,384 | 23,649 | ... | 23,995 | 24,726 | 24,969 | 24,699 | 24,541 | 24,901 | 25,089 | 26,054 | 26,966 | 28,038 | 29,151 | |
| Direct taxes | 12,316 | 12,574 | 13,609 | ... | 13,662 | 14,691 | 14,669 | 15,323 | 15,892 | 16,686 | 17,270 | 17,814 | 18,516 | 19,253 | 20,017 | |
| Social security contributions | 17,573 | 18,697 | 18,684 | 19,347 | 19,360 | 19,526 | 20,026 | 20,254 | 20,702 | 21,746 | 22,398 | 23,044 | 23,876 | 24,826 | 25,812 | |
| Other current revenues | 6,750 | 6,183 | 5,580 | 7,094 | 7,145 | 6,091 | 6,849 | 6,400 | 7,618 | 7,702 | 8,166 | 8,468 | 8,858 | 9,211 | 9,576 | |
| Capital revenues | 5,124 | 2,148 | 2,119 | 1,568 | 1,750 | 1,595 | 1,367 | 2,155 | 1,460 | 2,251 | 2,463 | 2,862 | 3,189 | 3,287 | 3,417 | |
| Total expenditures | 67,007 | 71,082 | 70,669 | 71,656 | 71,941 | 72,538 | 73,166 | 73,701 | 74,470 | 77,038 | 79,166 | 81,886 | 85,175 | 88,524 | 92,000 | |
| Primary current expenditures | 56,687 | 60,786 | 60,819 | 61,968 | 62,365 | 62,322 | 63,313 | 63,507 | 64,235 | 66,451 | 67,747 | 69,619 | 72,355 | 75,232 | 78,219 | |
| Compensation of employees | 20,342 | 21,541 | 21,207 | 20,958 | 21,165 | 21,010 | 21,189 | 20,744 | 21,006 | 20,857 | 20,797 | 21,215 | 22,032 | 22,908 | 23,818 | |
| Intermediate consumption | 5,728 | 6,316 | 6,194 | 6,174 | 6,428 | 6,393 | 6,424 | 6,587 | 6,670 | 7,217 | 7,250 | 7,243 | 7,500 | 7,798 | 8,107 | |
| Subsidies | 2,170 | 2,339 | 1,787 | 2,144 | 2,155 | 1,803 | 1,556 | 1,911 | 1,901 | 2,053 | 2,241 | 2,309 | 2,394 | 2,489 | 2,588 | |
| Social transfers | 25,438 | 27,516 | 28,235 | 29,067 | 29,221 | 29,394 | 30,465 | 30,878 | 31,308 | 32,778 | 33,815 | 35,143 | 36,576 | 38,031 | 39,541 | |
| Other | 3,008 | 3,075 | 3,395 | 3,625 | 3,397 | 3,722 | 3,679 | 3,387 | 3,350 | 3,547 | 3,644 | 3,709 | 3,853 | 4,006 | 4,165 | |
| Interest payments | 3,820 | 3,900 | 4,364 | 4,354 | 4,313 | 4,770 | 4,628 | 4,737 | 4,608 | 4,957 | 5,318 | 5,647 | 5,834 | 6,028 | 6,229 | |
| Capital expenditures | 6,501 | 6,396 | 5,487 | 5,333 | 5,264 | 5,446 | 5,225 | 5,458 | 5,627 | 5,630 | 6,102 | 6,620 | 6,986 | 7,264 | 7,552 | |
| Fixed capital formation | 4,525 | 4,374 | 3,747 | 3,558 | 3,612 | 3,634 | 3,678 | 3,646 | 3,920 | 3,987 | 4,188 | 4,596 | 4,851 | 5,044 | 5,244 | |
| Net lending | 1,976 | 2,022 | 1,740 | 1,775 | 1,651 | 1,812 | 1,547 | 1,811 | 1,707 | 1,644 | 1,914 | 2,024 | 2,135 | 2,220 | 2,309 | |
| Overall balance 2/ 3/ | -4,844 | -9,096 | -7,027 | -6,055 | -6,029 | -5,910 | -5,287 | -4,871 | -4,257 | -3,751 | -3,780 | -3,644 | -3,769 | -3,910 | -4,026 | |
| Excluding one-off measures | -7,895 | -9,096 | -7,027 | -6,055 | -6,029 | -5,910 | -5,287 | -4,871 | -4,452 | -4,087 | -3,780 | -3,644 | -3,769 | -3,910 | -4,026 | |
| (Percent of GDP) | | | | | | | | | | | | | | | | |
| Total revenues | 43.1 | 41.6 | 41.7 | 42.2 | 42.4 | 41.7 | 41.8 | 42.4 | 43.1 | 43.6 | 43.6 | 43.6 | 43.7 | 43.6 | 43.6 | |
| Current receipts | 39.6 | 40.1 | 40.3 | 41.2 | 41.3 | 40.7 | 41.0 | 41.0 | 42.2 | 42.3 | 42.1 | 42.0 | 41.9 | 41.9 | 41.9 | |
| Tax revenue | 22.7 | 23.4 | 24.4 | 24.2 | 24.2 | 24.7 | 24.4 | 24.6 | 24.8 | 24.8 | 24.5 | 24.4 | 24.4 | 24.4 | 24.4 | |
| On goods and services | 14.2 | 15.0 | 15.5 | ... | 15.4 | 15.5 | 15.4 | 15.2 | 15.1 | 14.8 | 14.5 | 14.5 | 14.5 | 14.5 | 14.5 | |
| Direct taxes | 8.5 | 8.4 | 8.9 | ... | 8.8 | 9.2 | 9.0 | 9.4 | 9.8 | 9.9 | 10.0 | 9.9 | 9.9 | 9.9 | 9.9 | |
| Social security contributions | 12.2 | 12.5 | 12.2 | 12.5 | 12.5 | 12.2 | 12.3 | 12.5 | 12.7 | 12.9 | 12.9 | 12.8 | 12.8 | 12.8 | 12.8 | |
| Other current revenues | 4.7 | 4.1 | 3.7 | 4.6 | 4.6 | 3.8 | 4.2 | 3.9 | 4.7 | 4.6 | 4.7 | 4.7 | 4.8 | 4.8 | 4.8 | |
| Capital revenues | 3.6 | 1.4 | 1.4 | 1.0 | 1.1 | 1.0 | 0.8 | 1.3 | 0.9 | 1.3 | 1.4 | 1.6 | 1.7 | 1.7 | 1.7 | |
| Total expenditures | 46.5 | 47.7 | 46.3 | 46.1 | 46.3 | 45.4 | 45.1 | 45.4 | 45.8 | 45.9 | 45.7 | 45.6 | 45.7 | 45.7 | 45.6 | |
| Primary current expenditures | 39.3 | 40.8 | 39.8 | 39.9 | 40.1 | 39.0 | 39.0 | 39.1 | 39.5 | 39.6 | 39.1 | 38.8 | 38.8 | 38.8 | 38.8 | |
| Compensation of employees | 14.1 | 14.4 | 13.9 | 13.5 | 13.6 | 13.2 | 13.1 | 12.8 | 12.9 | 12.4 | 12.0 | 11.8 | 11.8 | 11.8 | 11.8 | |
| Intermediate consumption | 4.0 | 4.2 | 4.1 | 4.0 | 4.1 | 4.0 | 4.0 | 4.1 | 4.1 | 4.3 | 4.2 | 4.0 | 4.0 | 4.0 | 4.0 | |
| Subsidies | 1.5 | 1.6 | 1.2 | 1.4 | 1.4 | 1.1 | 1.0 | 1.2 | 1.2 | 1.2 | 1.3 | 1.3 | 1.3 | 1.3 | 1.3 | |
| Social transfers | 17.6 | 18.5 | 18.5 | 18.7 | 18.8 | 18.4 | 18.8 | 19.0 | 19.2 | 19.5 | 19.5 | 19.6 | 19.6 | 19.6 | 19.6 | |
| Other | 2.1 | 2.1 | 2.2 | 2.3 | 2.2 | 2.3 | 2.3 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 | |
| Interest payments | 2.7 | 2.6 | 2.9 | 2.8 | 2.8 | 3.0 | 2.9 | 2.9 | 2.8 | 3.0 | 3.1 | 3.1 | 3.1 | 3.1 | 3.1 | |
| Capital expenditures | 4.5 | 4.3 | 3.6 | 3.4 | 3.4 | 3.4 | 3.2 | 3.4 | 3.5 | 3.4 | 3.5 | 3.7 | 3.7 | 3.7 | 3.7 | |
| Overall balance | -3.4 | -6.1 | -4.6 | -3.9 | -3.9 | -3.7 | -3.3 | -3.0 | -2.6 | -2.2 | -2.2 | -2.0 | -2.0 | -2.0 | -2.0 | |
| Excluding one-off measures 3/ | -5.5 | -6.1 | -4.6 | -3.9 | -3.9 | -3.7 | -3.3 | -3.0 | -2.7 | -2.4 | -2.2 | -2.0 | -2.0 | -2.0 | -2.0 | |
| Memorandum items: | | | | | | | | | | | | | | | | |
| One-off measures | 2.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.1 | 0.1 | 0.2 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | |
| Structural balance (excluding one-off measures) 4/ | -5.4 | -5.8 | -3.4 | -2.7 | -3.5 | -2.6 | -2.2 | -2.1 | -2.4 | -2.1 | -1.6 | -1.4 | -1.4 | -1.5 | -1.5 | |
| Primary balance (excluding one-off measures) 4/ | -2.8 | -3.5 | -1.7 | -1.1 | -1.1 | -0.7 | -0.4 | -0.1 | 0.1 | 0.5 | 0.9 | 1.1 | 1.1 | 1.1 | 1.1 | |
| Primary structural balance | -2.7 | -3.1 | -0.5 | 0.1 | -0.7 | 0.4 | 0.7 | 0.8 | 0.4 | 0.9 | 1.4 | 1.7 | 1.7 | 1.6 | 1.6 | |
| Public debt (Maastricht definition) | 58.3 | 63.6 | 67.4 | 64.7 | 64.7 | 68.0 | 65.1 | 64.4 | 63.6 | 63.4 | 63.5 | 63.2 | 62.9 | 62.5 | 62.1 | |
| Real increase in primary current spending | 3.8 | 4.6 | ... | ... | -0.2 | ... | ... | ... | 0.0 | 1.2 | -0.3 | 0.5 | 1.8 | 1.8 | 1.8 | |
| Nominal GDP (millions of euros) | 144,128 | 149,124 | 152,787 | 155,289 | 155,446 | 159,601 | 162,205 | 162,510 | 162,756 | 167,983 | 173,074 | 179,544 | 186,457 | 193,872 | 201,569 | |
| Output gap (percent of potential output) | -0.3 | -0.9 | -2.7 | ... | -0.9 | -2.4 | ... | -2.2 | -0.7 | -0.9 | -1.4 | -1.5 | -1.4 | -1.4 | -1.3 | |
| Real GDP growth (percent) | 1.5 | 0.9 | 1.4 | 1.3 | 1.4 | 1.8 | 1.8 | 1.8 | 1.7 | 1.0 | 0.8 | 1.5 | 1.7 | 1.8 | 1.8 | |

Sources: Ministry of Finance; and IMF staff estimates.

1/ For 2008–10, staff projections are based on unchanged policies, and the envisaged savings from the reforms that have already been introduced (for example, of the social security system), and thereafter unchanged structural primary balance.

2/ Structural balance calculated using staff's estimate of the output gap.

3/ One-off measures consist of the transfer of the postal pension fund in 2003, the state enterprises pension funds in 2004, securitization and asset sales.

4/ Calculated using the staff's estimates of potential output. Asset sales, including UMTS receipts, the transfer of pension funds and securitization are netted.

Table 4. Portugal: Medium-Term Scenario
(Changes in percent, unless otherwise indicated)

| | 1996–2003 | 2004 | 2005 | 2006 | 2007 | Proj. | | | | | |
|--|-----------|------|------|-------|------|-------|-------|-------|-------|-------|------|
| | | | | | | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 |
| Real GDP | 2.8 | 1.5 | 0.9 | 1.4 | 1.7 | 1.0 | 0.8 | 1.5 | 1.7 | 1.8 | 1.8 |
| Real domestic demand | 3.1 | 2.7 | 1.6 | 0.7 | 1.1 | 0.8 | 0.8 | 1.0 | 1.1 | 1.1 | 1.1 |
| Private consumption | 2.9 | 2.5 | 2.0 | 1.7 | 0.7 | 1.0 | 0.9 | 1.1 | 1.1 | 1.1 | 1.1 |
| Public consumption | 3.2 | 2.6 | 3.2 | -1.4 | 0.1 | -0.6 | -0.6 | -0.3 | 0.4 | 0.4 | 0.4 |
| Gross fixed investment | 3.5 | 3.2 | -1.0 | -0.3 | 3.0 | 1.6 | 1.5 | 1.9 | 1.8 | 1.6 | 1.6 |
| Public | 4.2 | 2.7 | -2.3 | -22.4 | 6.7 | -1.4 | 6.8 | 6.4 | 3.2 | 1.4 | 1.4 |
| Private | 3.9 | -0.1 | -0.7 | 2.7 | 2.3 | 2.0 | 1.0 | 1.5 | 1.5 | 1.5 | 1.5 |
| <i>Structure</i> | 3.0 | -1.8 | -3.2 | -5.4 | -0.2 | 1.2 | 1.2 | 2.1 | 1.3 | 0.9 | 0.9 |
| <i>Equipment and machinery</i> | 5.0 | 2.3 | 1.3 | 3.7 | 5.4 | 2.0 | 2.0 | 2.0 | 2.0 | 2.0 | 2.0 |
| Change in stocks (contribution to growth) | -0.1 | 0.7 | 0.0 | 0.1 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 | 0.0 |
| Foreign balance (contribution to growth) | -0.5 | -1.4 | -0.8 | 0.6 | 0.5 | 0.1 | 0.0 | 0.4 | 0.5 | 0.6 | 0.6 |
| Exports of goods and services (real) | 4.9 | 4.0 | 2.0 | 8.7 | 8.1 | 4.2 | 3.5 | 5.0 | 4.9 | 4.9 | 4.8 |
| Exports of goods and services (nominal) | 6.1 | 5.6 | 3.9 | 13.2 | 11.2 | 7.3 | 5.4 | 6.6 | 6.4 | 6.4 | 6.3 |
| Imports of goods and services (real) | 5.3 | 6.7 | 3.5 | 5.2 | 5.2 | 3.2 | 2.9 | 3.3 | 3.1 | 2.9 | 2.9 |
| <i>Real imports of partner countries (WEO)</i> | 7.0 | 8.9 | 7.6 | 8.4 | 5.8 | 4.8 | 3.5 | 5.0 | 4.9 | 4.9 | 4.8 |
| <i>Export market share (2000=100)</i> | 103.9 | 93.7 | 88.7 | 89.0 | 90.9 | 90.9 | 90.9 | 90.9 | 90.9 | 90.9 | 90.9 |
| <i>Terms of trade</i> | 0.3 | -0.7 | -1.3 | 0.2 | 1.1 | -1.9 | 0.3 | 0.5 | 0.4 | 0.5 | 0.5 |
| Savings-investment balance (percent of GDP) | -7.4 | -7.6 | -9.5 | -10.1 | -9.9 | -11.7 | -12.0 | -11.6 | -11.1 | -10.5 | -9.9 |
| Gross national savings | 18.5 | 15.5 | 13.1 | 12.1 | 12.4 | 10.7 | 10.6 | 11.0 | 11.3 | 11.8 | 12.2 |
| Private | 18.3 | 17.9 | 16.3 | 13.7 | 12.4 | 10.9 | 10.7 | 10.9 | 11.3 | 11.7 | 12.2 |
| Government | 0.2 | -2.4 | -3.2 | -1.6 | -0.1 | -0.2 | -0.1 | 0.1 | 0.0 | 0.0 | 0.1 |
| Gross domestic investment | 25.9 | 23.1 | 22.6 | 22.2 | 22.2 | 22.4 | 22.5 | 22.5 | 22.4 | 22.3 | 22.1 |
| Private | 22.1 | 20.0 | 19.5 | 19.9 | 19.8 | 20.1 | 20.1 | 20.0 | 19.8 | 19.7 | 19.5 |
| Government | 3.7 | 3.1 | 3.0 | 2.3 | 2.4 | 2.3 | 2.5 | 2.6 | 2.6 | 2.6 | 2.6 |
| Resource utilization | | | | | | | | | | | |
| Population (15–64) | 0.2 | 0.6 | 0.4 | 0.0 | 0.3 | 0.1 | 0.0 | -0.1 | -0.2 | -0.1 | -0.1 |
| Labor force | 2.3 | 0.5 | 1.0 | 0.8 | 0.6 | 0.4 | 0.4 | 0.3 | 0.2 | 0.2 | 0.2 |
| Employment | 2.5 | 0.1 | 0.0 | 0.7 | 0.2 | 0.4 | 0.4 | 0.5 | 0.5 | 0.5 | 0.5 |
| Labor force participation rate | 73.8 | 77.5 | 77.9 | 78.5 | 78.7 | 79.0 | 79.3 | 79.7 | 80.0 | 80.2 | 80.5 |
| Unemployment rate | 5.3 | 6.7 | 7.6 | 7.7 | 8.0 | 8.0 | 8.0 | 7.8 | 7.5 | 7.2 | 7.0 |
| Potential output | 2.4 | 1.5 | 1.5 | 1.4 | 1.5 | 1.2 | 1.3 | 1.6 | 1.7 | 1.7 | 1.7 |
| Output gap | 0.9 | -0.3 | -0.9 | -0.9 | -0.7 | -0.9 | -1.4 | -1.5 | -1.4 | -1.4 | -1.3 |
| Labor productivity | 1.4 | 1.4 | 0.9 | 0.6 | 1.5 | 0.6 | 0.4 | 1.0 | 1.2 | 1.3 | 1.3 |
| Nominal wage (whole economy) | 4.7 | 2.6 | 3.5 | 2.4 | 2.4 | 2.3 | 2.3 | 2.3 | 2.3 | 2.3 | 2.3 |
| Real wage (whole economy) | 1.8 | 0.1 | 1.3 | -0.7 | 0.0 | -0.9 | 0.2 | 0.2 | 0.2 | 0.2 | 0.2 |
| Unit labor costs (whole economy) | 4.4 | 1.2 | 2.5 | 1.7 | 0.9 | 1.7 | 1.9 | 1.3 | 1.1 | 1.0 | 1.0 |
| Consumer prices (harmonized index) | 2.9 | 2.5 | 2.1 | 3.0 | 2.4 | 3.2 | 2.1 | 2.1 | 2.1 | 2.1 | 2.1 |

Table 5. Portugal: Selected Financial Indicators of the Banking System, 2000–07
(Percent)

| | 2000 | 2001 | 2002 | 2003 | 2004 | 2004 1/ | 2005 1/ | 2006 1/ | 2006 2/ | 2007 2/ |
|--|-------|-------|-------|-------|-------|---------|---------|---------|---------|---------|
| Capital adequacy | | | | | | | | | | |
| Regulatory capital to risk-weighted assets* | 9.2 | 9.5 | 9.8 | 10.0 | 10.4 | 10.2 | 11.3 | 10.9 | 11.0 | 10.2 |
| Regulatory tier I capital to risk-weighted assets* | 7.6 | 7.3 | 7.1 | 7.1 | 7.3 | 7.0 | 7.1 | 7.7 | 7.8 | 6.7 |
| Capital (net worth) to assets 3/ | 5.8 | 5.5 | 5.6 | 5.8 | 6.1 | 5.1 | 5.8 | 6.4 | 6.2 | 6.2 |
| Asset composition and quality | | | | | | | | | | |
| Sectoral distribution of loans to total loans* | | | | | | | | | | |
| Households | 48.2 | 47.7 | 48.4 | 48.3 | 49.3 | 49.3 | 50.7 | 52.8 | 52.8 | 52.5 |
| <i>Of which</i> : housing | 36.3 | 36.8 | 38.4 | 38.6 | 39.4 | 39.4 | 41.2 | 42.9 | 42.9 | 42.2 |
| Construction | 8.1 | 8.6 | 8.4 | 8.8 | 8.7 | 8.7 | 8.9 | 8.4 | 8.4 | 8.3 |
| Manufacturing | 8.0 | 7.8 | 7.6 | 7.6 | 6.8 | 6.8 | 6.2 | 5.5 | 5.5 | 5.3 |
| Agriculture | 0.6 | 0.6 | 0.6 | 0.7 | 0.7 | 0.7 | 0.7 | 0.6 | 0.6 | 0.7 |
| Services | 24.8 | 26.7 | 27.5 | 28.7 | 27.9 | 27.9 | 27.0 | 26.6 | 26.6 | 26.6 |
| NPLs to gross loans* 4/ | 2.2 | 2.2 | 2.3 | 2.4 | 2.0 | 1.5 | 1.5 | 1.3 | 1.2 | 1.3 |
| Specific provision to NPLs 4/ | 67.7 | 66.8 | 62.8 | 73.0 | 83.4 | 72.2 | 79.0 | 80.5 | 83.9 | 75.7 |
| NPLs net of provisions to capital* 4/ | 7.3 | 7.5 | 9.1 | 6.7 | 3.3 | 4.8 | 3.3 | 2.7 | 2.2 | 3.5 |
| Large exposure to capital* 4/ | ... | ... | 119.9 | 94.1 | 91.4 | 97.5 | 75.5 | 88.7 | 86.9 | 91.8 |
| Earnings and profitability | | | | | | | | | | |
| ROA (post-tax)* | 0.9 | 0.8 | 0.7 | 0.8 | 0.8 | 0.6 | 0.9 | 1.1 | 1.0 | 1.0 |
| ROE (post-tax)* | 15.1 | 14.9 | 11.7 | 13.9 | 12.8 | 11.4 | 14.5 | 15.6 | 16.9 | 15.2 |
| Interest margin to gross income* | 62.9 | 65.8 | 65.0 | 60.0 | 58.1 | 60.0 | 54.8 | 55.0 | 55.7 | 57.7 |
| Noninterest expenses to gross income* | 58.2 | 57.6 | 59.1 | 57.4 | 57.2 | 71.7 | 58.3 | 53.4 | 53.5 | 53.2 |
| Personnel expenses to noninterest expenses | 61.8 | 59.5 | 59.3 | 59.3 | 58.6 | 59.9 | 57.7 | 57.6 | 56.8 | 55.0 |
| Trading and fee income to total income | 29.5 | 25.5 | 26.1 | 27.7 | 29.1 | 33.0 | 40.9 | 39.6 | 38.8 | 37.4 |
| Spread between reference loan and deposit rates 5/ | 4.1 | 4.3 | 3.6 | 3.4 | 3.1 | 3.1 | 3.1 | 3.5 | 3.5 | 3.7 |
| Stock price index of bank shares 6/ | 107.9 | 92.9 | 69.3 | 72.1 | 80.7 | 80.7 | 100.5 | 135.4 | 135.4 | 142.0 |
| Liquidity | | | | | | | | | | |
| Liquid assets to total assets* 7/ | ... | 15.3 | 12.5 | 17.1 | 15.4 | 15.2 | 14.8 | 13.5 | 13.1 | 12.6 |
| Liquid assets to total short-term liabilities* 7/ | ... | 89.0 | 85.6 | 108.6 | 115.2 | 108.6 | 95.1 | 91.4 | 96.0 | 88.2 |
| Loans as percent of deposits* | 116.0 | 122.7 | 129.5 | 129.1 | 128.3 | 130.9 | 137.5 | 145.6 | 146.7 | 154.9 |
| FX liabilities to total liabilities 8/ | 10.7 | 9.9 | 9.0 | 9.0 | 7.9 | 7.9 | 8.3 | 8.9 | 8.9 | 10.1 |
| Sensitivity to market risk | | | | | | | | | | |
| Net open position in FX to capital* | ... | ... | 7.1 | 4.7 | 3.9 | 4.0 | 4.5 | 6.1 | 5.9 | 4.7 |
| Net open position in equities to capital | ... | ... | 1.8 | 0.2 | 1.8 | 1.8 | 1.3 | 2.6 | 2.6 | 2.3 |

Sources: Bank of Portugal; and IMF staff estimates.

Note: * denotes Core Financial Sector Indicators.

1/ For 2005 and 2006 the figures are for the sample of institutions that are already complying with IAS, accounting as of December 2004 for about 87 percent of the usual aggregate considered. To ensure comparability, the figures for 2004 for this subsample are also presented.

2/ The sample of banking institutions under analysis was expanded in order to include the institutions that adopted IAS only in 2006.

3/ On accounting basis; consolidated.

4/ On a consolidated basis. NPLs are defined as credit to customer overdue. For comparable 2004 and 2005 figures. The concept of NPL is only applicable at an individual level and for prudential purposes. The following definition of NPL's will be used: principal and interest past due for more than 90 days (amount overdue only) + future installments of loans fallen due and classified as doubtful, according to criteria that include initial maturity, the time elapsed since the first installment fallen due, and the relative importance of fallen due installments in each loan.

5/ Based on weighted averages of lending rates to households and to nonfinancial corporations and of deposit interest rates for the two sectors.

6/ PSI Financial Services (Euronext Lisbon); 01/01/2000 =100.

7/ Three-month residual maturity horizon.

8/ FX liabilities include foreign currency deposits and deposit-like instruments of resident nonmonetary sector and claims of nonresident vis-à-vis resident monetary financial institutions (excluding Bank of Portugal).

Table 6. Portugal: Indicators of External and Financial Vulnerability, 2001–07
(Percent of GDP, unless otherwise indicated)

| | 2001 | 2002 | 2003 | 2004 | 2005 | 2006 | 2007 |
|---|-------|-------|-------|-------|-------|--------|--------|
| External indicators | | | | | | | |
| Exports (goods, annual percent change in euro) | 3.5 | 14.5 | 2.1 | 0.8 | 3.1 | 4.9 | 4.1 |
| Imports (goods, annual percent change in euro) | 8.3 | 15.1 | 0.9 | -2.9 | -1.6 | 8.8 | 6.3 |
| Terms of trade (goods and services, annual percent change) | 0.5 | 1.6 | 0.4 | -0.7 | -1.3 | -3.3 | 5.0 |
| Current account balance | -9.9 | -8.1 | -6.1 | -7.6 | -9.5 | -10.1 | -9.8 |
| Current account balance (including capital transfers) | -9.0 | -6.6 | -4.2 | -6.1 | -8.3 | -9.3 | -8.6 |
| Capital and financial account balance | 9.3 | 7.6 | 5.6 | 7.6 | 9.5 | 10.1 | 9.8 |
| <i>Of which</i> : inward portfolio investment (debt securities, etc.) | 9.2 | 7.9 | 9.0 | 7.6 | 9.9 | 6.7 | 11.2 |
| inward foreign direct investment | 5.4 | 1.4 | 4.6 | 1.1 | 2.1 | 5.8 | 2.5 |
| other investment liabilities (net) | 6.4 | 3.1 | 3.8 | 8.1 | 7.3 | 4.3 | 2.2 |
| Central Bank foreign liabilities (billions of euro) 1/ | 8.3 | 8.7 | 2.7 | 8.6 | 12.8 | 6.8 | 6.3 |
| Foreign assets of the financial sector (billions of euro) 2/ | 60.3 | 59.0 | 69.6 | 73.9 | 80.4 | 85.0 | 93.6 |
| Foreign liabilities of the financial sector (billions of euro) 2/ | 95.7 | 102.0 | 116.2 | 118.1 | 128.2 | 150.6 | 162.7 |
| Exchange rate (per U.S. dollars, period average) | 1.12 | 1.06 | 0.88 | 0.80 | 0.80 | 0.80 | 0.73 |
| Financial market indicators | | | | | | | |
| Public sector debt (Maastricht definition) | 52.9 | 55.6 | 56.9 | 58.3 | 63.6 | 64.7 | 63.5 |
| Money market rate—three month Euribor (period average in percent) | 4.3 | 3.3 | 2.3 | 2.1 | 2.2 | 3.1 | 3.8 |
| Money market rate (real, in percent) | -0.1 | -0.3 | -0.9 | -0.3 | 0.1 | 0.1 | 1.4 |
| Stock market index (PSI 20, 1992=3000) | 7,831 | 5,825 | 6,747 | 7,600 | 8,619 | 11,198 | 13,019 |
| Share prices of financial institutions (2005=1000) | 977 | 735 | 764 | 856 | 1065 | 1435 | 1506 |
| Spread of 10-year benchmark bond with euro bond yield (percentage points) | 0.11 | 0.08 | 0.04 | 0.00 | 0.00 | 0.06 | 0.09 |
| Financial sector risk indicators | | | | | | | |
| Foreign exchange assets (billions of euro) 3/ | 7.0 | 5.9 | 4.9 | 4.6 | 4.8 | 5.2 | ... |
| Deposits in foreign exchange (billions of euro) 4/ | 5.5 | 3.7 | 4.9 | 5.4 | 5.1 | 6.2 | ... |
| Share of foreign deposits in total deposits (percent) 4/ | 4.1 | 2.8 | 3.5 | 3.7 | 3.1 | 3.6 | ... |
| Share of real estate sector in private credit 5/ | 53.7 | 55.7 | 57.9 | 60.1 | 63.0 | 63.7 | ... |
| Share of nonperforming loans in total loans 2/ 6/ | 2.1 | 2.1 | 2.1 | 1.8 | 1.7 | 1.5 | 1.5 |
| Risk-based capital asset ratio 7/ | 9.5 | 9.8 | 10.0 | 10.2 | 11.3 | 11.0 | 10.2 |
| Return on equity for the banking system | 17.8 | 14.1 | 16.2 | 13.1 | 19.4 | 20.6 | 18.0 |
| Household debt | | | | | | | |
| Percent of disposable income | 90 | 97 | 103 | 110 | 116 | 123 | 129 |
| Percent of GDP | 64 | 68 | 73 | 78 | 83 | 88 | 91 |
| Nonfinancial corporate debt (percent of GDP) | 95 | 95 | 100 | 99 | 104 | 107 | 114 |

Sources: Bank of Portugal; Ministry of Finance; IMF, Balance of Payments Yearbook database; and IMF staff estimates.

1/ Reserves and foreign liabilities refer to the Bank of Portugal.

2/ Banks only.

3/ Non-euro area currencies assets vis-à-vis the resident and nonresident nonmonetary sector.

4/ Deposits in non-euro area currencies by the resident nonmonetary sector and liabilities in non-euro area currencies by the nonresident nonmonetary sector.

5/ Real estate defined as the sum of total credit by monetary financial institutions to individuals for housing and to nonfinancial corporations for construction and real-estate activities; private credit defined as total domestic credit excluding the general government. Stocks adjusted for securitization operations.

6/ NPL concern households and nonfinancial corporations.

7/ Capital over risk-weighted assets. Consolidated data for the banking system.

Table 7. Portugal: External Debt Sustainability Framework, 2003–13
(Percent of GDP, unless otherwise indicated)

| | Actual | | | | | Projections | | | | | | Debt-stabilizing noninterest current account 6/ -1.7 |
|--|--------|-------|-------|-------|-------|-------------|-------|-------|-------|-------|-------|---|
| | 2003 | 2004 | 2005 | 2006 | 2007 | 2008 | 2009 | 2010 | 2011 | 2012 | 2013 | |
| 1 Baseline: external debt 1/ | 154.6 | 160.6 | 176.4 | 183.4 | 194.4 | 200.7 | 206.5 | 210.9 | 214.8 | 217.8 | 220.3 | |
| 2 Change in external debt | 5.9 | 5.9 | 15.8 | 7.0 | 11.0 | 6.3 | 5.8 | 4.4 | 3.8 | 3.1 | 2.4 | |
| 3 Identified external debt-creating flows (4+8+9) | -6.7 | -2.1 | 4.8 | -0.4 | 0.1 | 2.7 | 1.8 | -0.1 | -0.9 | -1.8 | -2.4 | |
| 4 Current account deficit, including capital transfers and excluding interest payments | 0.3 | 2.0 | 4.2 | 3.0 | 1.0 | 1.9 | 1.7 | 1.3 | 0.7 | 0.0 | -0.7 | |
| 5 Deficit in balance of goods and services | 6.5 | 7.5 | 8.4 | 7.6 | 6.9 | 7.6 | 7.4 | 6.7 | 5.9 | 5.0 | 4.2 | |
| 6 Exports | 28.3 | 28.9 | 29.0 | 31.4 | 33.2 | 34.6 | 35.3 | 36.2 | 37.1 | 37.9 | 38.7 | |
| 7 Imports | 34.9 | 36.3 | 37.4 | 39.1 | 40.2 | 42.1 | 42.7 | 42.9 | 43.0 | 42.9 | 42.9 | |
| 8 Net nondebt creating capital inflows (negative) | -7.6 | -2.4 | 1.8 | -2.6 | -0.8 | -2.4 | -3.0 | -3.0 | -2.9 | -2.8 | -2.7 | |
| 9 Automatic debt dynamics 2/ | 0.6 | -1.7 | -1.2 | -0.8 | -0.2 | 3.3 | 3.1 | 1.6 | 1.3 | 1.0 | 1.0 | |
| 10 Contribution from nominal interest rate | 3.9 | 4.1 | 4.1 | 6.3 | 7.6 | 8.6 | 9.0 | 9.0 | 9.1 | 9.2 | 9.3 | |
| 11 Contribution from real GDP growth | 1.0 | -2.0 | -1.4 | -2.3 | -2.7 | -1.7 | -1.5 | -3.0 | -3.4 | -3.7 | -3.8 | |
| 12 Contribution from price and exchange rate changes 3/ | -4.2 | -3.7 | -4.0 | -4.8 | -5.1 | -3.6 | -4.3 | -4.4 | -4.4 | -4.5 | -4.5 | |
| 13 Residual, including change in gross foreign assets (2–3) | 12.6 | 8.1 | 11.1 | 7.4 | 10.9 | 3.6 | 4.0 | 4.6 | 4.7 | 4.9 | 4.8 | |
| External debt-to-exports ratio (percent) | 545.6 | 556.2 | 608.4 | 583.4 | 585.1 | 581.0 | 585.1 | 582.2 | 579.2 | 574.8 | 569.4 | |
| Gross external financing need (billions of euros) 4/ | 47.7 | 51.4 | 60.2 | 65.9 | 69.5 | 75.3 | 79.7 | 83.2 | 86.1 | 89.3 | 80.1 | |
| In percent of GDP | 34.4 | 35.7 | 40.4 | 42.4 | 42.7 | 44.8 | 46.0 | 46.4 | 46.2 | 46.1 | 39.7 | |
| Scenario with key variables at their historical averages 5/ | | | | | | 216.2 | 216.2 | 215.6 | 215.1 | 214.7 | 214.2 | -9.2 |
| Key macroeconomic assumptions | | | | | | | | | | | | |
| Real GDP growth (percent) | -0.8 | 1.5 | 0.9 | 1.4 | 1.7 | 1.0 | 0.8 | 1.5 | 1.7 | 1.8 | 1.8 | |
| GDP deflator (change in domestic currency) | 3.2 | 2.4 | 2.5 | 2.8 | 3.0 | 2.2 | 2.2 | 2.2 | 2.1 | 2.1 | 2.1 | |
| Nominal external interest rate (percent) | 3.2 | 3.0 | 2.7 | 3.7 | 4.7 | 5.1 | 4.6 | 4.6 | 4.5 | 4.5 | 4.5 | |
| Growth of exports (euro terms, in percent) | 2.2 | 5.9 | 3.9 | 13.0 | 10.6 | 7.3 | 5.2 | 6.5 | 6.3 | 6.3 | 6.1 | |
| Growth of imports (euro terms, in percent) | -1.8 | 8.5 | 6.5 | 8.9 | 7.6 | 8.2 | 4.4 | 4.3 | 4.1 | 3.8 | 3.8 | |
| Current account balance, excluding interest payments | -0.3 | -2.0 | -4.2 | -3.0 | -1.0 | -1.9 | -1.7 | -1.3 | -0.7 | 0.0 | 0.7 | |
| Net nondebt creating capital inflows | 7.6 | 2.4 | -1.8 | 2.6 | 0.8 | 2.4 | 3.0 | 3.0 | 2.9 | 2.8 | 2.7 | |

1/ Refers to gross external debt.

2/ Derived as $[r - g - r(1+g) + ea(1+r)] / (1+g+r+gr)$ times previous period debt stock, with r = nominal effective interest rate on external debt; r = change in domestic GDP deflator in U.S. dollar terms, g = real GDP growth rate, e = nominal appreciation (increase in dollar value of domestic currency), and a = share of domestic-currency denominated debt in total external debt.

3/ The contribution from price and exchange rate changes is defined as $[-r(1+g) + ea(1+r)] / (1+g+r+gr)$ times previous period debt stock. r increases with an appreciating domestic currency ($e > 0$) and rising inflation (based on GDP deflator).

4/ Defined as current account deficit, plus amortization on medium- and long-term debt, plus short-term debt at end of previous period.

5/ The key variables include real GDP growth; nominal interest rate; dollar deflator growth; and both noninterest current account and nondebt inflows in percent of GDP. Averages are for the period 1998–2007.

6/ Long-run, constant balance that stabilizes the debt ratio assuming that key variables (real GDP growth, nominal interest rate, dollar deflator growth, and both noninterest current account and nondebt inflows in percent of GDP) remain at their levels of the last projection year.

Table 8. Portugal: Status of Implementation of FSAP Main Recommendations

| Recommendation | Status |
|---|--|
| Short-term stability issues | |
| <p>▶ Continue to carefully monitor key risk areas:</p> <ul style="list-style-type: none"> - household debt, especially toward more vulnerable subgroups of household borrowers; - corporate debt developments; <p>- banks' lending concentrations; and</p> <p>- banks' external borrowing and the associated pricing and liquidity risks.</p> <p>▶ Continue to ensure bank capital levels are consistent with the evolving risk outlook and if necessary impose additional capital requirements using the discretion available under Basel II.</p> <p>▶ Continue to foster banks' systems to accurately measure, monitor, and adequately control risks, and further strengthen the BdP's supervisory capacity in this area.</p> <p>▶ Perform further stress testing on the financial system at appropriate intervals, taking into account banks' linkages with the insurance sector and their employee pension funds.</p> | <p>Results of the new round of the wealth survey have become available in early 2008.</p> <p>Refinement of existing statistics for cohorts of corporate sector and development of credit risk analytical tools were introduced.</p> <p>Instruction 17/2007 on concentration risks require banks to adopt internal limits on exposure concentrations to certain sectors and regions. However, banks have yet to establish this internal limits.</p> <p>The frequency of liquidity monitoring has been increased. In early 2008 banks were required to report liquidity stress test results and contingency plans to deal with prolonged wholesale funding distress.</p> <p>In some cases, Bank of Portugal has been proactive encouraging banks to increase capital, particularly in recent months. Most major banks have either increased capital or announced capital increases.</p> <p>Banks' risk management systems have been enhanced recently following the adoption of Basel II. BdP's capacity in this area is also being strengthened namely in the context of the adoption of a risk rating system (MAR).</p> <p>A new run of stress-tests encompassing the whole range of materially relevant risks to the banking system is programmed to take place in the second half of 2008.</p> |
| Structural and longer-term issues | |
| <p>▶ Improve the judicial framework for debt recovery by speeding up court processes in particular.</p> <p>▶ Enhance the financial independence of the securities and insurance supervisors, Comissão do Mercado de Valores Mobiliários (CMVM) and the Instituto de Seguros de Portugal (ISP).</p> <p>▶ Transfer the management of the guarantee fund for Motor Third Party and workers compensation from the ISP to other organizations.</p> | <p style="text-align: center;">Not yet Implemented</p> <p>The Government has approved the inclusion of a permanent provision on the subject of the surplus and the freezing of CMVM budget lines that will be published and come into force this summer. There is also a proposal for the revision of the Ministerial Order setting CMVM supervisory fees. The ISP has already submitted to the Government a proposal to amend its Charter in order to replicate the provision that has been included in the State Budget Law since 2006, setting out that the general budgetary and public accountancy rules regarding freezing of funds, carry-over and use of surplus, and the twelfth expenditure system are not applicable to ISP.</p> <p>The draft law that implements the transfer of the management of the Guarantee Fund for Motor Third Party and Workers Compensation Fund from the ISP to a new public company was in public consultation until 14th of July and it now under scrutiny by the Government.</p> |
| Refinements to supervisory and safety net arrangements | |
| <p>▶ Fully implement the new system for risk profile assessment of credit institutions and other financial intermediaries, as planned; and</p> <p>▶ In insurance supervision, set appropriate fit and proper criteria for members of governing bodies of insurance undertakings and intermediaries, strengthen corporate governance requirements, and establish rules or guidelines on market conduct regarding the problem of fraud.</p> | <p>Banco de Portugal's risk assessment system (MAR) is already in force. During 2008, and after being fully tested during 2007, throughout its application to a sample of institutions, this methodology is being used to guide on-site examinations to all the major banks. Additionally, Banco de Portugal is under development a software tool to support MAR.</p> <p>A draft law, currently under Government consideration after a period of public consultation, will:</p> <ol style="list-style-type: none"> a) Set fit and proper requirements for senior management; the supervisory authority could recommend the replacement of a senior manager that does not comply with the fit and proper requirements; b) Establish a duty for insurance undertakings to approve and monitor standards of business conduct and ethical behavior code for the industry; d) Require insurance undertakings to establish a specific and autonomous complaint management function and to set out an Ombudsman; e) Introduce an obligation to insurance undertaking to have a policy regarding the prevention, detection and report of insurance fraud. |

Table 9. Portugal: Fund Policy Recommendations and Implementation

| Policy Area | Fund Recommendations | Implementation |
|----------------------|--|---|
| Fiscal policy | | |
| Fiscal consolidation | Front-load the adjustment in 2007 and 2008 to make the objective of meeting the MTO by 2010 more credible, by following through on central administration restructuring. | The 2007 deficit target was surpassed without one-off measures. The improvement was driven by expenditure reduction especially of the wage bill, and significant revenue overperformance. However, the cut in the VAT rate and some stimulative measures will reduce the structural consolidation in 2008. Additional measure will likely be needed to reach the MTO. |
| Budget planning | Strengthen budget planning and control and move toward comprehensive multiyear budget targets. | Good progress with pilot programs to implement performance-based budgeting. The plan is to move to performance-based, medium-term budgeting with expenditure ceilings. |
| Structural reforms | | |
| Labor market | Take steps to make the labor market more flexible in the context of the labor code review. These include easing employment protection legislation, eliminating the automatic extension of collectively agreed contracts to firms not part of the agreement, and making procedures less cumbersome. | The recent agreement on reforming labor relations is expected to facilitate internal flexibility for companies, rationalize collective bargaining, encourage firm-level agreements, and streamline procedures for dismissal. However, the envisaged increase in the rate of social security contributions on fixed-term contracts may hamper employment creation and needs to be carefully monitored. |
| Product market | Extend the SIMPLEX program to simplify the permit system, especially at the local level, to further strengthen the business environment. Enhance competition further in domestic markets, especially in network industries and some service sectors. | Significant progress with the SIMPLEX program to streamline licensing. Progress in increasing competition in the domestic market, for example with the notaries. |

INTERNATIONAL MONETARY FUND

PORTUGAL

Staff Report for the 2008 Article IV Consultation—Informational Annex

Prepared by the European Department

September 5, 2008

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Appendix I. Portugal: Fund Relations

(As of June 30, 2008)

Staff team: J. Daniel (head), E. Gutierrez, K. Honjo, Y. Xiao (all EUR) visited Lisbon July 3–14, 2008. It met with the Minister of Finance, the Governor of the Bank of Portugal, senior staff of several government ministries and agencies, representatives of regulatory agencies, the Competition Authority, representatives of labor unions, employer organizations, and banks. Mr. Cardoso (OED) attended most meetings. The authorities released the mission’s concluding statement

Selected issues: Background paper “France, Greece, Italy, Portugal and Spain—Competitiveness in the Southern Euro Area” (Country Report No. 08/145).

I. **Membership Status:** Joined March 29, 1961; accepted the obligations of Article VIII, Sections 2, 3, and 4 of the Fund’s Articles of Agreement effective September 12, 1988.

| | | |
|---------------------------------------|-------------|------------------|
| II. General Resources Account: | SDR Million | Percent of Quota |
| Quota | 867.40 | 100.00 |
| Fund holdings of currency | 802.80 | 92.55 |
| Reserve position in Fund | 64.62 | 7.45 |

| | | |
|-----------------------------|-------------|-----------------------|
| III. SDR Department: | SDR Million | Percent of Allocation |
| Net cumulative allocation | 53.32 | 100.00 |
| Holdings | 78.70 | 147.59 |

IV. **Outstanding Purchases and Loans:** None

V. **Latest Financial Arrangements:**

| Type | Approval Date | Expiration Date | Amt Approved (SDR Million) | Amt Drawn (SDR Million) |
|----------|---------------|-----------------|----------------------------|-------------------------|
| Stand-by | Oct. 7, 1983 | Feb. 28, 1985 | 445.00 | 259.30 |

VI. **Projected Payments to Fund:** None

VII. **Exchange Rate Arrangements:** Portugal’s currency is the euro, which floats freely and independently against other currencies.

VIII. **Exchange Restrictions:** Portugal maintains an exchange system that is free of restrictions on the making of payments and transfers for current international transactions, except for restrictions that are maintained for security reasons and that have been notified to the Fund pursuant to Executive Board Decision No. 144-(52/51).

IX. **Article IV Consultation:** Portugal is on a standard 12-month consultation cycle. The last Article IV consultation discussions were concluded on September 28, 2007.

X. **Technical Assistance:**

| Year | Dept. | Purpose | Date |
|-------------|--------------|---------------------------------|-------------|
| 1998 | STA | Finalize Metadata for DSBB | 9/98 |
| 1998 | STA | Revision of Monetary Statistics | 11/98 |

XI. **ROSCs:**

| Standard Code Assessment | Date of Issuance | Country Report No. |
|---------------------------------|-------------------------|---------------------------|
| Fiscal Transparency | December 1, 2003 | 03/373 |

XII. Resident Representative: None

Appendix II. Portugal: Statistical Issues

1. Data provision to the Fund is adequate for surveillance purposes. Notwithstanding some recent improvements, statistical weaknesses continue to hamper the assessment of economic developments. Portugal subscribes to the Special Data Dissemination Standard (SDDS), and the relevant metadata have been posted on the Dissemination Standards Bulletin Board. Portugal's publication policy is characterized by a high degree of openness and extensive use of the Internet. The Bank of Portugal, Ministry of Finance, and National Statistics Office (INE) have several websites with long- and short-term economic indicators and data.
2. **Real sector** statistics were improved in the fall of 2000, when INE published a full set of national accounts based on *ESA95* methodology, including quarterly GDP estimates. Shortcomings in timely and high quality monthly and quarterly data on output, employment, and total wage compensation hamper the monitoring of within-year developments in the labor market. Unemployment data also suffer from statistical problems caused, inter alia, by frequent revisions to the measurement of unemployment and sampling rotations.
3. **Fiscal sector** data have undergone a number of revisions during the transition to *ESA95*, sizably altering revenue and expenditure and hampering comparisons across years. From 2001 onward, budgets have been presented in a manner consistent with recent changes in national and fiscal accounting methodology. Intra-year budget data are available only on a cash basis. In 2002, INE started to publish data for the Social Security Fund on a monthly basis with a 45 days delay, and in 2003 for the Autonomous Funds on a quarterly basis with a 75 days delay. Except for the local and general government, data broadly meet the SDDS timeliness standards. Quarterly general government statistics on an accrual basis are available as derived from the national accounts statistics.
4. **Trade and balance of payments** data are provided according to the IMF's fifth edition of the *Balance of Payments Manual*. The external trade data meet the timeliness standards, although revisions are frequent and sizeable. The portfolio investment collection system has a simplified threshold of €500 million, which is relatively high in comparison with many EU countries. The authorities estimate however, that only about 1.5 percent of transactions are not captured on a monthly basis by this threshold, and that this reporting simplification does not significantly hamper the quality of the monthly balance of payments. Moreover, they believe that all transactions below this threshold are included in the first release of the annual balance of payments data, and the monthly numbers are revised accordingly.

Portugal: Table of Common Indicators Required for Surveillance
(As of July 20, 2008)

| | Date of Latest Observation | Date Received | Frequency of Data ⁷ | Frequency of Reporting ⁷ | Frequency of Publication ⁷ |
|---|----------------------------|---------------|--------------------------------|-------------------------------------|---------------------------------------|
| Exchange Rates | 08/07/19 | 07/19 | D | D | D |
| International Reserve Assets and Reserve Liabilities of the Monetary Authorities ¹ | 06/08 | 07/08 | M | M | M |
| Reserve/Base Money | 06/08 | 07/08 | M | M | M |
| Broad Money | 06/08 | 07/08 | M | M | M |
| Central Bank Balance Sheet | 05/08 | 06/08 | M | M | M |
| Consolidated Balance Sheet of the Banking System | 04/08 | 06/08 | M | M | M |
| Interest Rates ² | 07/08 | 07/08 | W | W | W |
| Consumer Price Index | 06/08 | 07/08 | M | M | M |
| Revenue, Expenditure, Balance and Composition of Financing ³ – General Government ⁴ | 05/08 | 06/08 | M | M | M |
| Revenue, Expenditure, Balance and Composition of Financing ³ – Central Government | 04/08 | 05/08 | M | M | M |
| Stocks of Central Government and Central Government-Guaranteed Debt ⁵ | 06/08 | 06/08 | M | M | M |
| External Current Account Balance | 04/08 | 06/08 | M | M | M |
| Exports and Imports of Goods and Services | 05/08 | 07/08 | M | M | M |
| GDP/GNP | 2008:Q1 | 06/08 | Q | Q | Q |
| Gross External Debt ⁶ | 2007:Q4 | 04/08 | Q | Q | Q |
| International Investment Position | 2007 | 03/08 | A | A | A |

¹Includes reserve assets pledged or otherwise encumbered as well as net derivative positions.

²Both market-based and officially determined, including discount rates, money market rates, rates on treasury bills, notes and bonds.

³Foreign, domestic bank, and domestic nonbank financing.

⁴The general government consists the central government (budgetary funds, extra budgetary funds, and social security funds) and state and local governments.

⁵Including currency and maturity composition.

⁶Daily (D), weekly (W), monthly (M), quarterly (Q), annually (A), irregular (I); and not available (NA).

Statement by the Staff Representative on Portugal
October 1, 2008

1. **This statement provides information that has become available since the staff report was issued.** The thrust of the staff appraisal remains unaltered.
2. **The economy continues to show signs of weakening, driven by the global slowdown.** Output growth slowed to 0.7 percent year-on-year in the second quarter (1.4 percent quarter-on-quarter annualized), largely the result of weaker exports, as external demand, and private consumption weakened. Gross fixed investment remained relatively robust and unemployment declined to 7.3 percent in the second quarter as employment growth picked up. The current account deficit continued to widen, reflecting higher commodity and oil prices. Short-term indicators, such as the coincident indicator of economic activity and industrial production, continued to deteriorate. Inflation (harmonized) declined to 3.1 percent year-on-year in August, still below the euro area.
3. **As envisaged by staff, the fiscal accounts have been affected by weaker activity but remain broadly on track, though downside risks have increased.** Preliminary data through August indicate that revenue collection remained subdued, mainly reflecting a significant downturn in VAT receipts, while spending remained contained, in part due to lower capital expenditure.
4. **The Portuguese financial system appears to be weathering the current international financial turbulence.** Financial markets followed European trends as bank credit default spreads increased and bank equity prices fell. Some second-tier banks, however, have been more affected. The government announced new measures to strengthen supervision and improve the transparency of the financial system. The market regulator also temporarily banned the short-selling of certain financial stocks.
5. **The deterioration of domestic indicators and the more severe slowdown of partner countries have worsened the growth outlook.** In line with global developments highlighted in the current World Economic Outlook, export growth is likely to be slower, and lower consumer confidence, coupled with the weaker economic outlook, will likely further dampen private consumption and fixed investment. Staff therefore have revised down the 2008 and 2009 real GDP growth projections from 1.0 and 0.8 percent to 0.7 and 0.6 percent, respectively.

Table 1. Portugal: Selected Economic Indicators, 2003–09
(Changes in percent, except as otherwise indicated)

| | 2003 | 2004 | 2005 | 2006 | 2007 | Proj. | | Latest | |
|---|------|------|------|-------|------|-------|-------|--------|--------|
| | | | | | | 2008 | 2009 | | |
| Domestic economy | | | | | | | | | |
| Real GDP | -0.8 | 1.5 | 0.9 | 1.4 | 1.9 | 0.7 | 0.6 | 0.7 | Q2 08 |
| Real domestic demand | -2.1 | 2.7 | 1.6 | 0.7 | 1.6 | 0.9 | 0.9 | 0.9 | Q2 08 |
| Private consumption | -0.1 | 2.5 | 2.0 | 0.5 | 3.0 | 1.0 | 0.9 | 0.9 | Q2 08 |
| Public consumption | 0.2 | 2.6 | 3.2 | -1.4 | 0.0 | -0.6 | -0.6 | 0.1 | Q2 08 |
| Gross fixed investment | -7.4 | 0.2 | -0.9 | -0.7 | 3.1 | 1.6 | 2.5 | 2.1 | Q2 08 |
| Foreign sector contribution | 1.5 | -1.4 | -0.8 | 0.6 | 0.1 | -0.2 | -0.4 | -0.9 | Q2 08 |
| Savings-investment balance (percent of GDP) | | | | | | | | | |
| Gross national savings | 16.8 | 15.5 | 13.1 | 15.0 | 12.3 | 10.3 | 10.0 | ... | ... |
| Private | 18.1 | 17.9 | 16.3 | 16.6 | 12.3 | 10.6 | 10.1 | ... | ... |
| Government | -1.4 | -2.4 | -3.2 | -1.6 | -0.1 | -0.2 | -0.1 | ... | ... |
| Gross domestic investment | 22.9 | 23.1 | 22.6 | 25.1 | 22.1 | 22.4 | 22.7 | ... | ... |
| Private | 19.8 | 20.0 | 19.5 | 22.8 | 19.7 | 20.0 | 20.2 | ... | ... |
| Government | 3.1 | 3.1 | 3.0 | 2.3 | 2.4 | 2.3 | 2.5 | ... | ... |
| Resource utilization | | | | | | | | | |
| Employment | -0.4 | 0.1 | 0.0 | 0.7 | 0.2 | 0.7 | 0.3 | 1.4 | Q2 08 |
| Unemployment rate | 6.3 | 6.7 | 7.6 | 7.7 | 8.0 | 7.6 | 7.8 | 7.3 | Q2 08 |
| Real potential GDP | 1.7 | 1.5 | 1.5 | 1.4 | 1.5 | 1.2 | 1.0 | ... | ... |
| Output gap | -0.3 | -0.3 | -0.9 | -0.9 | -0.5 | -0.9 | -1.4 | ... | ... |
| Labor productivity | -0.4 | 1.4 | 0.9 | 0.6 | 1.7 | 0.0 | 0.3 | ... | ... |
| Compensation per worker (whole economy) | 3.5 | 2.6 | 3.5 | 2.4 | 2.4 | 2.3 | 2.3 | ... | ... |
| Unit labor costs (whole economy) | 3.9 | 1.2 | 2.5 | 1.7 | 0.7 | 2.3 | 2.0 | ... | ... |
| Prices | | | | | | | | | |
| Consumer prices (harmonized index) | 3.3 | 2.5 | 2.1 | 3.0 | 2.4 | 3.2 | 2.1 | 3.1 | Aug08 |
| GDP deflator | 3.2 | 2.4 | 2.5 | 2.8 | 2.9 | 2.2 | 2.2 | 1.9 | Q2 08 |
| External accounts | | | | | | | | | |
| Export volume (goods) | 5.8 | 3.0 | 2.0 | 7.6 | 5.7 | 3.5 | 2.1 | 0.8 | Q2 08 |
| Import volume (goods) | -0.2 | 6.7 | 3.2 | 4.8 | 5.7 | 3.2 | 2.6 | 3.0 | Q2 08 |
| Export unit value (goods and services) | -1.4 | 1.5 | 1.9 | -5.2 | 12.9 | 3.0 | 1.8 | 3.1 | Q2 08 |
| Import unit value (goods and services) | -1.8 | 2.2 | 3.2 | -2.0 | 7.6 | 5.0 | 1.5 | 6.0 | Q2 08 |
| Current account (percent of GDP) | -6.1 | -7.6 | -9.5 | -10.1 | -9.8 | -12.0 | -12.7 | ... | ... |
| Nominal effective exchange rate | 3.2 | 0.8 | 0.1 | 0.2 | 1.3 | ... | ... | 3.0 | June08 |
| Real effective exchange rate (CPI based) | 4.4 | 1.0 | 0.1 | 0.6 | 1.8 | ... | ... | 2.4 | June08 |
| General government finances (percent of GDP) | | | | | | | | | |
| Revenues | 42.5 | 43.1 | 41.6 | 42.4 | 43.1 | 43.6 | 43.6 | ... | ... |
| Expenditures | 45.5 | 46.5 | 47.8 | 46.3 | 45.7 | 45.9 | 45.8 | ... | ... |
| Overall balance | -2.9 | -3.4 | -6.1 | -3.9 | -2.6 | -2.2 | -2.2 | ... | ... |
| Excluding one-off measures | -5.3 | -5.5 | -6.1 | -3.9 | -2.7 | -2.4 | -2.2 | ... | ... |
| Government debt, Maastricht definition | 56.9 | 58.3 | 63.6 | 64.7 | 63.5 | 63.5 | 63.6 | ... | ... |
| Financial variables 1/ | | | | | | | | | |
| National contribution to euro area M3 2/ | 4.3 | 5.7 | 5.8 | 3.4 | 9.0 | ... | ... | 14.3 | June08 |
| Credit to the private sector 3/ | 6.4 | 6.1 | 7.7 | 8.7 | 9.9 | ... | ... | 9.6 | June08 |
| Interest rates (percent) | | | | | | | | | |
| Overnight rate | 2.3 | 2.2 | 2.4 | 3.5 | 3.8 | ... | ... | 4.1 | July08 |
| Deposit rate, up to 2 years | 2.0 | 2.0 | 2.1 | 2.7 | 3.6 | ... | ... | 3.7 | June08 |
| Loans granted to nonfinancial corporations | 4.4 | 4.3 | 4.4 | 5.4 | 6.2 | ... | ... | 6.3 | June08 |
| Government benchmark bond | 4.4 | 3.6 | 3.5 | 4.0 | 4.5 | ... | ... | 5.0 | July08 |

Sources: Bank of Portugal; Ministry of Finance; National Statistics Office (INE); and IMF staff estimates and projections.

1/ End-of-period data.

2/ Excludes currency in circulation held by nonbank private sector.

3/ Includes securitized loans. Also corrected for loan write-offs and reclassifications.



INTERNATIONAL MONETARY FUND

Public Information Notice

EXTERNAL
RELATIONS
DEPARTMENT

Public Information Notice (PIN) No. 08/128
FOR IMMEDIATE RELEASE
October 3, 2008

International Monetary Fund
700 19th Street, NW
Washington, D. C. 20431 USA

IMF Executive Board Concludes 2008 Article IV Consultation with Portugal

On October 1, 2008, the Executive Board of the International Monetary Fund (IMF) concluded the Article IV consultation with Portugal.¹

Background

A modest recovery was underway until 2007. Growth rose to 1.9 percent in 2007, led by strong external demand, which had been driving a notable rebound in export growth in the last two years. In response, corporate investment gathered steam, which, along with robust private consumption, led to a pick up in domestic demand. Modest employment growth failed to keep up with continuing labor force growth, leading to unemployment rising to 8.0 percent in 2007. Inflation, while below that of the euro area since late 2007, has picked up due to higher food and energy prices. The current account deficit (including capital transfers) narrowed to about 8½ percent of GDP in 2007.

Real GDP growth is projected to slow to about 0.7 percent in 2008 and to about 0.6 percent in 2009, owing to deterioration in the global outlook, higher commodity prices, the stronger euro,

¹ Under Article IV of the IMF's Articles of Agreement, the IMF holds bilateral discussions with members, usually every year. A staff team visits the country, collects economic and financial information, and discusses with officials the country's economic developments and policies. On return to headquarters, the staff prepares a report, which forms the basis for discussion by the Executive Board. At the conclusion of the discussion, the Managing Director, as Chairman of the Board, summarizes the views of Executive Directors, and this summary is transmitted to the country's authorities.

and the fallout from the international financial turbulence. Relatively robust external demand is forecast to lead to a positive contribution from the external sector, while domestic demand is expected to become more subdued. Private consumption is forecast to remain constrained by weak employment growth and high indebtedness. While some corporate balance sheet restructuring has occurred, still-high enterprise debt levels and tighter credit conditions may restrain the rebound in investment. Some continued fiscal consolidation and structural reforms are projected to prompt a gradual recovery in competitiveness and productivity.

Decisive government action has reduced fiscal imbalances and enhanced credibility—since 2005, the deficit has fallen by 3½ percentage points of GDP to 2.6 percent of GDP in 2007. The consolidation has been driven by containing primary current spending. Revenue overperformance has also contributed, due in significant part to enhanced revenue administration. Fiscal consolidation is set to continue in 2008, though at a slower pace. Following substantial overperformance in 2007, the government lowered the deficit target to 2.2 percent of GDP. The restructuring of the central administration will play a central role in achieving fiscal consolidation goals and improving productivity. Recent reforms to the social security system have significantly improved long-term fiscal sustainability. Important steps to move to performance-based budgeting are underway.

Portugal's financial system remains sound and well supervised. The financial system has come under pressure but has so far weathered the recent global financial turmoil, though vulnerabilities have risen. Portuguese banks' reliance on wholesale funding, the sensitivity of bank employees' pension funds and banks' own investment portfolios to stock market returns, high household and corporate debt, and significant loan concentration in some banks to certain sectors and large exposures remain sources of risk. The authorities have been pro-active in addressing these vulnerabilities; for example, banks with weaker capital ratios have been encouraged to raise capital, and the Bank of Portugal has enhanced monitoring of banks' liquidity positions and banks' plans to address potential liquidity shortfalls.

Executive Board Assessment

Executive Directors welcomed the progress made in addressing Portugal's long-standing macroeconomic imbalances, while recognizing that the economic situation remains challenging. Growth has slowed and near-term risks continue to be tilted to the downside, reflecting international financial tensions and weaker global macroeconomic conditions. Directors underscored that these challenges argue for strengthening the reform momentum, building on gains already made, so as to create the conditions to reignite the income convergence process with the EU and boost employment growth.

Directors commended the decisive action taken by the government to reduce fiscal imbalances and enhance credibility. Revenue overperformance and current expenditures that were set on a downward path have permitted an exit from the EU Excessive Deficit Procedure one year

before the deadline. Directors welcomed the continued fiscal consolidation in 2008, and considered the measures to support more vulnerable groups appropriately targeted. Directors encouraged the authorities to continue with fiscal consolidation to ensure that the Medium-Term Objective can be achieved. They considered that a structural consolidation of ½ percent of GDP in 2009 should be achievable on current policies. Directors stressed that there was no scope for further discretionary loosening. Efforts to enhance the quality, transparency, and durability of fiscal consolidation should also continue.

Directors observed that the financial system remains sound and well supervised. Global financial tensions and weaker macroeconomic conditions have, however, heightened some existing vulnerabilities, including high household, corporate, and government debt levels and the relatively heavy reliance of Portuguese banks on wholesale funding. Directors welcomed the Bank of Portugal's pro-active efforts in addressing the vulnerabilities. They recommended that some further enhancements to the financial stability framework could be considered, including further strengthening liquidity supervision and the deposit insurance system, greater use of stress tests to ensure the adequacy of capital buffers, and speeding the implementation of the Basle II framework.

Directors agreed that improving productivity growth and closing the external competitiveness gap are critical to address Portugal's economic problems, and noted the important steps being taken to address these challenges. The ambitious and broad-ranging SIMPLEX program continues to improve the business climate, and the authorities should build on the recent public administration reforms and the implementation of the EU Services Directive. Directors welcomed the recent agreement on reforming labor relations, though the envisaged higher rate of social security contributions on fixed-term contracts should be reconsidered. Directors also stressed the need for greater competition in domestic markets, including by strengthening the efficiency of the judicial system to help improve the Competition Authority's effectiveness and developing a roadmap for the end of regulated electricity prices.

Public Information Notices (PINs) form part of the IMF's efforts to promote transparency of the IMF's views and analysis of economic developments and policies. With the consent of the country (or countries) concerned, PINs are issued after Executive Board discussions of Article IV consultations with member countries, of its surveillance of developments at the regional level, of post-program monitoring, and of ex post assessments of member countries with longer-term program engagements. PINs are also issued after Executive Board discussions of general policy matters, unless otherwise decided by the Executive Board in a particular case. The [staff report](#) (use the free [Adobe Acrobat Reader](#) to view this pdf file) for the **2008** Article IV Consultation with **Portugal** is also available.

Portugal: Selected Economic Indicators, 2003–09

| | 2003 | 2004 | 2005 | 2006 | 2007 1/ | 2008 1/ | 2009 1/ |
|---|---------------------|-------|-------|-------|---------|---------|---------|
| Real economy (change in percent) | | | | | | | |
| Real GDP | -0.8 | 1.5 | 0.9 | 1.4 | 1.9 | 0.7 | 0.6 |
| Domestic demand | -2.1 | 2.7 | 1.6 | 0.7 | 1.6 | 0.9 | 0.9 |
| CPI (year average, harmonized index) | 3.3 | 2.5 | 2.1 | 3.0 | 2.4 | 3.2 | 2.1 |
| Unemployment rate (percent) | 6.3 | 6.7 | 7.6 | 7.7 | 8.0 | 7.6 | 7.8 |
| Gross national saving (percent of GDP) | 16.8 | 15.5 | 13.1 | 15.0 | 12.3 | 10.3 | 10.0 |
| Gross domestic investment (percent of GDP) | 22.9 | 23.1 | 22.6 | 25.1 | 22.1 | 22.4 | 22.7 |
| Public Finance (percent of GDP) | | | | | | | |
| General government balance | -2.9 | -3.4 | -6.1 | -3.9 | -2.6 | -2.2 | -2.2 |
| General government balance 2/ | -5.3 | -5.5 | -6.1 | -3.9 | -2.7 | -2.4 | -2.2 |
| Primary balance 2/ | -2.5 | -2.8 | -3.5 | -1.1 | 0.1 | 0.5 | 0.9 |
| Public debt | 56.9 | 58.3 | 63.6 | 64.7 | 63.7 | 63.5 | 63.6 |
| Money and credit (end-of-period, percent change) | | | | | | | |
| Total domestic credit | 1.7 | 4.5 | 6.9 | 12.5 | 13.5 | ... | ... |
| National contribution to euro area M3 3/ | 4.3 | 5.7 | 5.8 | 3.4 | 9.0 | ... | ... |
| Interest rates (end-period) | | | | | | | |
| Deposit rate, up to two years 4/ | 2.0 | 2.0 | 2.1 | 2.7 | 3.6 | ... | ... |
| 10-year government bond yield | 4.4 | 3.6 | 3.5 | 4.0 | 4.5 | ... | ... |
| Balance of payment (percent of GDP) | | | | | | | |
| Trade balance | -9.1 | -10.3 | -11.0 | -10.7 | -10.7 | -11.7 | -11.9 |
| Current account (including capital transfers) | -4.2 | -6.1 | -8.3 | -9.3 | -8.6 | -10.7 | -11.4 |
| Net official reserves (billions of U.S. dollars, end of period) | 11.5 | 10.7 | 10.9 | 9.4 | 10.8 | ... | ... |
| Exchange rate | | | | | | | |
| Exchange rate regime | -- euro-area member | | | | | | |
| Present rate (July 24, 2008) | U.S.\$1.57 per euro | | | | | | |
| Nominal effective rate (2000=100) | 104.6 | 105.4 | 105.6 | 105.8 | 107.1 | ... | ... |
| Real effective rate (2000=100) | 109.6 | 110.6 | 110.8 | 111.5 | 113.5 | ... | ... |

Sources: Bank of Portugal; Ministry of Finance; and IMF staff estimates and projections.

1/ Figures for 2008 and 2009 are projections.

2/ Excludes one-off measures.

3/ Excludes currency in circulation held by nonbank private sector.

4/ Data refer the stock of outstanding deposits.

Statement by Arrigo Sadun, Executive Director for Portugal and

José Cardoso, Advisor to Executive Director

October 1, 2008

1. Introduction

We thank the staff for engaging in a frank and constructive dialogue with the Portuguese authorities, and for the insightful reports and valuable analysis on the recent developments of the Portuguese economy, which broadly corresponds to the authorities' position.

When the Portuguese economy was gradually recovering and strengthening its fundamentals, the world economy was hit by a severe global financial crisis on top of the ongoing hike in international commodity prices (with oil as a particularly important factor for Portugal). These adverse conditions inevitably affect a small open highly-integrated economy like the Portuguese economy. Nevertheless, real GDP growth in 2007 was the highest of the last six years, boosted by the dynamism of investment and against a backdrop of robust growth in exports of goods and services, which have been diversifying broadly. The growth in 2007, although still below EU growth, confirmed the gradual and continuing acceleration of economic activity that started in mid-2005, with a new impetus from a far reaching structural reform process. However, given the persistence and severity of the external adverse environment, the recovery of the Portuguese economy will inevitably slow in 2008 and 2009.

On the structural front, Portugal has been correcting rigidities that have constrained productivity and competitiveness. The structural measures under the Technological Plan and the Simplex are progressing well, and a new Labor Code was recently approved by Parliament and will come into force in January 1, 2009. Additionally, Portugal has been implementing a successful fiscal consolidation, recognized by the abrogation, one year before the deadline, of the decision taken by the Council of the EU that Portugal had an excessive deficit.

The Portuguese authorities, recognizing the harsh conditions that the most vulnerable groups are presently facing, promptly adopted specific and well targeted measures, but reaffirmed its strong commitment and engagement not to weaken the fiscal reform process and to continue the fiscal consolidation. The structural reforms implemented over the past two years have strengthened the Portuguese economy's resilience to the international adverse shocks.

2. Economic Overview

2.1 Recent Developments

The recovery that started in the course of 2005 gathered momentum in the following two years. **In 2007, the economic activity recorded a real GDP growth of 1.9 percent**, which compares with 0.9 percent recorded two years before. The most recent data show that in the second quarter of 2008, year-on-year real GDP grew 0.7 percent. The quarter-on-quarter rate of growth of real GDP stood at 0.3 percent (0.5 p.p. above that figure for the euro area).

Inflation, measured by the annual average rate of change in the Harmonized Index of Consumer Prices (HICP), **dropped to 2.4 percent** in 2007 from 3.0 percent in 2006. The average rate of change of the euro area HICP also fell in 2007, albeit slightly. In the last months of the year, prices showed a marked upward trend, driven by the acceleration in prices of energy and processed food excluding tobacco, but **since September 2007 inflation has been lower in Portugal than in the euro area**. This led to the narrowing of the inflation differential to 0.3 p.p. in 2007. With the exception of energy, all major aggregates contributed to the decrease in the inflation differential. Turning to the most recent data, year-on-year inflation was 3.0 percent in August (the second lowest of the euro area), and core inflation (which excludes energy components and fresh unprocessed food products) was 2.5 percent. In the period from January to August, inflation stood 0.6 p.p. below the euro area average.

An analysis of the economic growth performance from a demand components perspective reveals that **the acceleration of GDP in 2007 was chiefly associated with the behavior of gross fixed investment**. The recovery in gross fixed investment followed a protracted period of development below trend and reflected a context of global improvement of business confidence, in annual average terms. This recovery of gross fixed investment largely reflected an increased acceleration in machinery and equipment, but was also sustained by a modest positive contribution from construction. It should be stressed that **there is no real estate bubble in Portugal. The Portuguese real estate boom ended in the early 2000s and home prices have since risen barely in line with inflation**. Steady gross fixed investment growth (in particular of corporate investment) is fundamental to ensure stronger and sustained recovery in economic activity. The recent favorable development of this component does not yet make it possible to draw inferences whether or not it is a sustained recovery, particularly taking into account the ongoing uncertainty of the international financial situation.

Private consumption recorded moderate growth in 2007, reflecting *inter alia* lower disposable income growth in real terms. Consumption of current goods has decelerated for the third year in a row, whereas consumption of durable goods has accelerated sharply. This behavior of durable goods consumption, in particular the car component, was significantly affected by changes introduced in the vehicle tax, as well as by some measures to simplify the tax incentive program for the retirement of end-of-life vehicles. Buoyant durable goods consumption has evolved in parallel with continued high growth of consumer credit.

Exports of goods and services continued to be the most buoyant component of overall demand in 2007 (with market share revealing higher annual average gains than the

previous year), but decelerating in line with the evolution of world trade of goods and services. External trade developments in 2007 confirmed some structural elements characterizing the growing integration of the Portuguese economy in global trade flows. First, the degree of openness of the Portuguese economy, measured from the joint weight of exports and imports on GDP, rose again significantly. Second, the structure of goods exports by geographical area, in nominal terms, continued to reflect the growing weight of non-EU markets, in particular the Angolan market. Finally, buoyant exports of services are particularly noteworthy (with nominal growth exceeding growth in the euro area), showing an important development in the comparative advantage of the Portuguese economy. This buoyancy was the result not only of an acceleration in tourism exports, but also of continued steady growth in other services, such as those related to transport and the supply of technical and professional services. In contrast, exports of goods decelerated in 2007, a factor that is especially apparent in sectors (machinery and appliances, motor vehicles, common metals and minerals, ores and fuels) that had accelerated significantly in 2006.

Against this background, **2007 recorded a fall in the economy's net external borrowing requirements, as a percentage of GDP.** These developments reflected a virtual stabilization of the investment and domestic saving ratios as a percentage of GDP and an increase in capital inflows. The stability of the investment ratio as a percentage of GDP was observed both in the private and in the public sectors. The saving rate, however, fell for households and companies but rose significantly in the public sector. This situation meant that the combined current and capital account deficit narrowed from 9.3 percent of GDP in 2006 to 8.6 percent of GDP in 2007, reflecting the combination of an improved goods and services account balance, and a widening capital account surplus, but a deteriorating income account balance.

2.2 Future Prospects

In a small open highly-integrated economy, the international environment has a significant impact. Given the fact that the **current shocks are unprecedented in terms of scope, magnitude and duration**, their impact on the economy is highly uncertain.

The expenditure pattern seen in the current economic cycle (explained in the previous section) **contrasts with that of the previous cycle during the first half of the 2000s.** In the previous cycle, private expenditure grew significantly, in a context of a marked decline in financing costs and increasing private sector indebtedness, which was significantly lower in that period. In turn, public expenditure in consumption and investment also made a significant contribution to GDP growth, in a context where lower financing costs and the resulting decline in interest expenditure were accompanied by an unsustainable increase in primary expenditure, which resulted in a strong fiscal imbalance.

Additionally, **Portuguese banks started to operate in a less favorable environment regarding their funding in international wholesale markets.** Given that these markets are an important source of funding for Portuguese banks, the protracted period of instability has implied a tightening of credit standards. A further persistence of the turbulence in international financial markets should tend to heighten this situation.

On top of these, **the heightened uncertainty regarding the degree of tightness of financing conditions will tend to postpone households' expenditure decisions** (given the pressure on obligations related to household indebtedness, one of the highest in the euro area) **and will tend to postpone non-financial corporations' investment decisions related to the expansion of capacity utilization** (reflecting also the higher uncertainty about future demand prospects, in terms of both domestic and external markets).

Any forecast under such quickly-shifting conditions is a very difficult exercise and subject to review, but it is reasonable to expect that given these external adverse shocks, and in synchronization with our main trading partners, economic activity will slow in 2008 and 2009, stalling the recent recovery of the Portuguese economy, boosted mainly by exports in 2006 and by investment in 2007.

Current staff projections point to a real GDP growth of 0.7 percent in 2008 and 0.6 percent in 2009, reflecting less buoyant domestic and external demand, due to tightening financing conditions, negative shocks on wealth, and the sharp deterioration in economic agents' confidence. As to the evolution in consumer prices, **staff projections point to an inflation rate of 3.2 percent in 2008 and 2.1 percent in 2009**.

3. Fiscal Policy

The successful fiscal consolidation pursued since 2005 has been grounded in decisive actions to reduce imbalances and enhance credibility. We agree with staff's assessment and also note that while euro area countries in general have also improved their fiscal position over the past two years on the back of favorable cyclical conditions, the improvement was largest in Portugal (in particular when analyzed in structural terms). We also agree that **fiscal accounts are now on a stronger footing to face the current more difficult economic circumstances.**

In mid-2005, the projections for 2005 pointed to a general government deficit of 6.2 percent of GDP, and an expected government debt of 66.5 percent of GDP, after being above the 60 percent of GDP reference value already in 2003 and 2004, as revealed in the June 2005 update of the stability programme of Portugal. Based on these projections, in June 2005 the Commission of the European Communities initiated the excessive deficit procedure (EDP) for Portugal. In September 2005, the Council of the EU decided that Portugal was in excessive deficit and addressed recommendations with a view to bringing the situation of an excessive deficit to an end, by 2008 at the latest. **In June 2008, the Council's decision that Portugal was in excessive deficit was abrogated, one year before the deadline.**

The general government deficit declined significantly from 6.1 percent of GDP in 2005 to 3.9 percent of GDP in 2006, and to 2.6 percent of GDP in 2007, therefore below the 3 percent of GDP reference value. During this consolidation process, there was one marginal one-off operation (related to an extraordinary long-term concession contract for the exploitation of a dam) worth 0.1 percent of GDP in 2007, that did not have any relevance in the consolidation effort. The measures underlying the deficit reduction have been of a permanent nature. The structural balance (the cyclically-adjusted balance net of one-off and other temporary measures) improved by some 2 p.p. of GDP in 2006, followed by a further improvement by about 1 p.p. of GDP in 2007, thereby well beyond the fiscal efforts

recommended by the Council (defined as 1.5 percent of GDP in 2006 and of, at least, 0.75 percent of GDP in 2007).

Therefore, **the government is enforcing its commitment to implement a fiscal policy that addresses the structural causes of fiscal imbalances through permanent measures**, with ambitious results for the long-run and visible results in the short-run. The implemented policies markedly reflected a restrictive stance, which has led to a steady increase in the structural primary balance (3.2 p.p. of GDP in the past two years, according to *Banco de Portugal* estimates). In 2007, for the first time after the decision to participate in the euro area, fiscal policy was markedly restrictive in counter-cyclical terms, given that an improved structural primary balance was parallel with above-trend real GDP growth. After analyzing contributions of structural revenue and structural primary expenditure over the years when fiscal policy was restrictive, it can be concluded that in 2002 the tighter fiscal policy stance was due to increased revenue, while in 2006 and 2007 it resulted from both revenue and expenditure (in the past two years as a whole, structural total revenue increased by 1.5 p.p. of GDP and structural primary expenditure fell by 1.7 p.p. of GDP).

After the targets were surpassed — in two years, the general government deficit was lowered 3.5 p.p. of GDP (2.9 p.p. of GDP in structural terms) — **the government decided in March 2008 to reduce marginally the standard VAT rate** by 1 p.p. to 20 percent (effective on July 1, 2008).

At the same time, the government decided to reduce the general government deficit target for 2008 from 2.4 percent of GDP to 2.2 percent of GDP. The deficit reduction from 2.6 percent of GDP in 2007 to 2.2 percent of GDP in 2008 represents a small reduction in fiscal consolidation that has to be understood in the context of the present unfavorable economic conditions.

Additionally, **the government surgically targeted specific measures to address the difficulties that the most vulnerable groups of the population are presently facing.**

Concerning the sustainability of public finances, Portugal was among the Member States with the highest expected increase in population ageing-related expenditure in the 2005-2050 period. Following the **reforms of public pension systems** in 2006, Portugal submitted to the Ageing Working Group and the Economic Policy Committee updated pension expenditure projections significantly revising the previous forecasts downwards. These projections were approved in October 2007, leading to the **reclassification of Portugal from a high-risk country to a medium-risk country for the sustainability of public finances**, and therefore joining the classification of 11 other EU countries.

As quoted by staff in last year's Article IV report, "good results only mean that we are ... able to reach the end of the path faster". The Council's excessive deficit procedure abrogation decision one year before the deadline, and the reclassification of Portugal to medium-risk country for the sustainability of its public finances, were two major steps, "but there is still road ahead of us". **In the context of the global financial crisis and the significant rise in world commodity prices, fiscal consolidation is now much harder.**

A balanced and sustained budgetary position is instrumental for a macroeconomic stability framework. Fiscal sustainability reduces uncertainty among economic agents. It creates a stable and predictable fiscal framework, allowing for the full play of automatic stabilizers and providing for a full response to structural trends with a fiscal impact, such as population ageing and rising health expenditure. Reaffirming their revealed determination, the **Portuguese authorities are committed to proceed with the current consolidation process**, with the aim to achieve not only a wealthier future, but also a higher sustainable growth.

4. Structural Reforms: Labor Market, Productivity and Competitiveness

Until the early 2000s, the Portuguese labor market was characterized by lower unemployment rates and stronger labor force participation than the EU average. But labor market performance deteriorated after 2001. The effect of **the economic slowdown in the early 2000s was aggravated by the impact of the deep structural changes related to the forces of globalization. Participation rates have remained relatively high, but the unemployment rate continued to increase, reaching 8.0 percent in 2007**, with long-term unemployment rising to close to 50 percent (both indicators surpassing EU averages). Nevertheless, after a decline in 2005, **employment recovered in 2006 and 2007**.

To cope with the constraints to productivity and competitiveness in the labor market, the Portuguese authorities invited experts to produce a “White Book on Labor Relations” in order to reevaluate the existing legal framework and to effectively propose changes to the labor law, with the objective of i) promoting employment; ii) reducing the segmentation of the labor market; and iii) ensuring mobility between different types of contracts and activities. At the same time it aimed at i) providing some protection; ii) developing adaptability of workers and firms; and iii) encouraging collective contracting. The White Book was presented in end-2007, and a process of public and social partners’ discussion followed its publication.

On June 26, 2008, the council of ministers approved a bill on the revision of the Labor Code. **The new Labor Code was approved by parliament on September 18, 2008 and will come into force on January 1, 2009**. A long path was followed during this process that involved an intense public debate. The Portuguese authorities agree with staff that the new Labor Code can be expected to facilitate internal flexibility for companies (including working time), rationalize collective bargaining, encourage firm-level agreements, and streamline procedures for dismissal. Therefore, it is expected that the new Labor Code will improve the balance between flexibility and security, by introducing flexibility in the legal framework, but also by strengthening the effective protection of workers and law enforcement. Within this more flexible legal framework, the increase in the rate of social security contributions on fixed-term contracts by three percentage points, financing a cut of one percentage point for permanent contracts, will contribute to further reducing the relative cost of permanent employment. The Portuguese authorities share staff’s view that structural reforms have an important role to play in enhancing productivity and competitiveness. The labor market reform is a major step that will be accompanied by a strengthening of competition in domestic markets and by a judicial system reform. The new Labor Code comes after the latest OECD economic survey on Portugal (on which the staff ground their comparative analysis on employment protection legislation) and the latest World Bank Doing Business report.

The range of analysis of the World Bank Doing Business Report, by its nature, does not cover many advances implemented under the Technological Plan and the Simplex. The **Technological Plan** is a strategy meant to promote development and to reinforce productivity and competitiveness in Portugal, based on three axes: *Knowledge* (which includes, among many other initiatives, (i) the **New Opportunities** initiative, that aims to make the upper secondary level the minimum standard for the qualification of youth and adults, and (ii) the generalization of the use and offer of broadband internet); *Technology* and *Innovation* (which includes renewable energy, among many other pioneering programs). The **Simplex** (Administrative and Legislative Administration Program) consists of a broad range of measures to fight red tape, modernize public administration, and simplify the life of citizens and the activity of business.

The availability and sophistication of Online Public Services should strengthen productivity and competitiveness. Therefore, we are pleased to note that the latest report, disclosed by the Commission, on Online Public Services Ranking, classifies Portugal as a **“fast mover” in terms of the improvement of online public services from 2006 to 2007**. Among 31 countries (27 EU Member States, plus Iceland, Norway, Switzerland and Turkey), Portugal recorded the strongest improvement and is now placed in 3rd position (from the 10th position) in the fully-online availability index, and 4th position (from the 11th position) in terms of sophistication (citizen services stand at 84% and business services remarkably attain 100% in this report’s evaluation). The advances made by Portugal in this ranking reflect the much broader innovative initiatives in the scope of the strategy of the Technological Plan and in particular of the Simplex.

The measures already implemented and to be implemented under the strategy of the Technological Plan and the Simplex have an intrinsic structural nature. Therefore, despite their recognized impact in the short-run, there will be, as they mature, an impact in the long-run in terms of productivity and competitiveness that needs to be fully assessed.

As to the public sector reform, a wide-ranging and in-depth reform is proceeding with the objective of enhancing the quality and efficiency of public services, contributing to a better allocation of resources in the economy and to strengthen public governance.

The main reform areas are human resources management and the reorganization of the public services. The **reforms in the human resources management** include: (i) the reform of contracts, careers and remuneration schemes; (ii) the reform of the services, management and staff performance assessment systems; (iii) the introduction of an internal mobility scheme (the **mobility pool**, which consists in a mechanism for the reassignment of civil servants to other positions in the public sector, or to the private sector, thereby helping adjustments in the public sector workforce); and (iv) the recruitment of one new civil servant for every two leaving. In turn, the **reforms in the reorganization of the public services** have been implemented under the Restructuring Programme for the State's Central Administration (PRACE) and include: (i) the redesign of structures, roles and responsibilities of the public services; and (ii) the introduction of shared services.

Regarding the external sector, particularly important is the evolution of external demand for Portuguese goods and services, against the background of a sharp cooling of the EU economy (which absorbs about $\frac{3}{4}$ of total exports) and, in particular, of the Spanish economy (the Portuguese largest export market which alone absorbs almost $\frac{1}{3}$ of total exports). In this

area, in the last three years the evolution of exports has clearly confirmed a change, that started in the beginning-2000s, in **the structure of Portuguese exports, towards a higher openness, product diversification, market diversification, and technological intensity**. This structural change, highlighted in the interesting *Background Paper* analysis, may reveal itself as vital in strengthening productivity and competitiveness.

Diversification, namely in renewables, is also the long-term strategy of the Portuguese authorities regarding energy supply, aiming at reducing external dependence on oil, promoting economic growth based on new technologies and fighting climate change.

In this area of renewable energy and climate change, the Portuguese authorities reviewed in 2007 the former goals upwards. Portugal is advancing fast in this field, ranking the 5th position in the EU in terms of electricity production through renewable sources.

5. Financial System

The financial services industry in Portugal is efficient, well-regulated, extremely competitive and one of the most modern of all Portuguese business sectors. Despite the difficult economic conditions in Portugal in recent years, banking activity has remained strong, characterized by a continued expansion of credit. The banks' balance sheets strengthened in 2006-07, reflecting a solid performance in Portuguese lending and financial markets, as well as strong growth in activity abroad. Conditions grew more difficult after mid-2007.

The financial turmoil that erupted in the beginning of the summer 2007 has caused significant instability in the international financial system. **Although Portuguese banks are not directly exposed** (to any significant degree) **to the subprime market** (or to those financial intermediaries more exposed to it, among which are the largest global banks), **its implications for the international financial system are relevant for Portuguese banking groups, as they are financially integrated at the global level, either through the transaction of other financial instruments** (for their own account or for the account of customers), **or through the way they access wholesale funding markets**. Portuguese banks are being affected by changes in global market sentiment. The strong increase in household and corporate debt in recent years has been partially financed by securitization operations in international financial markets. Much of this debt is denominated in euros, lowering exchange rate risks. However, reduced liquidity in the debt securities markets will raise Portuguese banks' financing costs.

The impact of the ongoing financial turmoil has become more evident in 2008, reflecting not only the persistence and even some intensification of the turmoil in financial markets, but also its gradual impact over economic activity.

In this adverse context, **profitability observed a clear decline in the first half of 2008 on a year-on-year basis**. This decline was mainly driven by the decrease in income from financial operations, in line with the adverse evolution of national and international stock markets. The revaluation of assets has also implied increased provisioning and impairment charges.

The decline in the value of assets has also extended its effects to the capital adequacy of the main institutions. However, capital adequacy ratios have posted mixed developments

among institutions. In fact, while **some of the major banking groups undertook capital increases through the issuance of common stock in the first half of 2008, providing additional cushion in their TIER 1 capital adequacy ratios**, some other banks, in the overall context of rapid credit growth and unfavourable stock and debt market developments, saw a decline in their capital ratios. Available information (still preliminary) points to a decline of around 0.5 p.p. in the overall capital adequacy ratio, from 10.4 percent in December 2007, while the TIER 1 ratio is estimated to have been stable at 7 percent.

Credit expansion was supported, to a significant extent, by the acceleration of retail customer deposits. This acceleration has occurred in a context of rising financing costs in wholesale funding markets and decreasing relative profitability of financial instruments in the risk categories traditionally assessed as closer to bank deposits (money market funds, cash funds and indexed bonds funds). The widespread rise in the interest rate of time deposits reflected increased competition for attracting savings from the public (at the same time, there were strong mutual fund and treasury savings certificates redemptions).

Non-performing loans (NPLs) to both households and non-financial corporations fell in 2007, reaching 1.7 percent and 1.4 percent of total loans respectively. Although posting a small increase **in 2008, default indicators based on the outstanding amount of credit overdue (and other non-performing loans) remained at very low levels**, similar to those recorded in the previous year.

Liquidity has also been assured via the issuance of debt, especially in May, when market conditions eased somewhat, and with the recourse to the ECB monetary policy operations. From the onset of the turmoil in financial markets, *Banco de Portugal* has maintained close vigilance on the liquidity situation.

To conclude, the Financial Sector Assessment Program (FSAP) exercise, completed in 2006, found that **Portugal's financial system could "withstand even severe macroeconomic disturbances"**.