

External factors and monetary policy

Miguel Angel Pesce¹

Financial intermediation has made a substantial recovery since the 2001–02 economic and financial crisis, when the domestic financial system suffered a huge implosion. Trends have been favourable for most monetary variables, as well as for deposits, loans to the private sector, and interest rates. In spite of this growth, the ratios of loans to the private sector/GDP (around 12%), private M2/GDP and private M3/GDP (12.9% and 18.5% respectively) are still at very low levels compared to our own experience or those of other emerging economies. In addition, many areas of the Argentine economy are still highly dollarised.

Those factors imply particular challenges for the design and implementation of domestic monetary policy. For instance, the economy's dollarisation means that the nominal exchange rate is of key importance if Argentina is to avoid the boom and bust cycles and periodic crises that have characterised the last 60 years. At the same time, given the low degree of financial deepening – around 12% of GDP – the effectiveness of the interest rate in correcting monetary imbalances is reduced and the function of transmission channels correspondingly weakened.

In this environment, the importance of foreign banks – which suffered during the 2001–02 financial crises from their high balance sheet exposure to the exchange rate – have been growing since 2003 but without regaining the relative importance in the domestic financial system that they had during the 1990s. It is important to note that, both in the local financial crisis of 2001–02 and in the international one of 2008, foreign financial institutions followed conservative financial policies in the domestic market.

1. International banks, financial markets and monetary policy

During the 1990s, foreign banks significantly expanded their market share in Argentina. Foreign capital flowed into the financial sector, particularly from Spanish, French and Canadian institutions. Between December 1995 and December 2001, foreign banks increased their share of both deposits and loans to the private sector. Their share of total deposits grew from 19% to 52% (Table 1), and that of private sector deposits from 22% to 56% (Table 2). At the same time, their share of total private loans to the private sector increased from 18% to almost 51%, with their share of the US dollar-denominated segment rising from 22% to 55%.

¹ Deputy Governor, Central Bank of Argentina.

Table 1
Deposits and Loans by Group of Banks

In millions of pesos

	Dec 95	Dec 97	Dec 01	Dec 02	Dec 03	Dec 05	Dec 07	Oct 10
TOTAL DEPOSITS								
Total								
Public banks	17'637	23'958	21'454	30'477	41'794	60'536	88'065	167'462
National private banks	18'465	19'030	10'065	13'430	20'645	37'199	57'900	101'964
Foreign private banks	8'721	27'360	34'713	30'897	31'980	38'469	58'819	86'007
NBFE	324	347	226	196	216	289	767	1'030
Financial system	45'147	70'695	66'458	75'001	94'635	136'492	205'550	356'463
Foreign currency								
Public banks	8'435	11'751	14'205	1'480	2'587	4'545	7'714	26'069
National private banks	10'762	10'414	6'716	856	1'833	3'957	7'136	14'808
Foreign private banks	5'675	15'737	26'383	777	1'935	4'471	8'842	21'562
NBFE	236	228	181	13	14	19	22.44	0
Financial system	25'109	38'131	47'486	3'126	6'370	12'993	23'715	62'439
PRIVATE SECTOR DEPOSITS In national and foreign currency								
Public banks	13'088	16'359	17'790	21'289	27'653	32'665	46'621	79'069
National private banks	18'189	17'677	9'172	10'689	17'025	30'143	49'767	80'144
Foreign private banks	8'691	26'877	34'083	27'545	30'072	37'716	57'904	79'769
NBFE	324	345	225	175	201	285	757	1'015
Financial system	40'292	61'257	61'270	59'698	74'951	100'809	155'048	239'996
Foreign currency								
Public banks	7'404	9'682	12'748	1'052	1'984	3'012	5'955	12'366
National private banks	10'750	10'280	6'519	745	1'743	3'878	6'850	14'305
Foreign private banks	5'671	15'718	26'070	763	1'889	4'448	8'799	18'334
NBFE	236	228	181	13	14	19	22.452	68
Financial system	24'061	35'908	45'517	2'573	5'629	11'357	21'628	45'073
LOANS TO THE PRIVATE SECTOR In national and foreign currency								
Public banks	20'797	20'008	13'655	11'753	10'053	15'529	27'549	51'312
National private banks	20'952	15'101	10'135	8'510	9'779	18'703	39'879	66'770
Foreign private banks	9'428	26'880	26'464	17'537	13'037	20'328	38'708	59'955
NBFE	701	1'065	1'785	671	529	1'326	4'219	5'790
Financial system	51'878	63'055	52'039	38'470	33'398	55'885	110'355	183'828
Foreign currency								
Public banks	9'227	11'080	9'841	901	757	2'498	4'941	7'000
National private banks	14'569	9'070	6'130	920	775	2'194	5'956	9'583
Foreign private banks	6'873	18'146	21'039	3'949	2'833	3'542	7'284	10'949
NBFE	517	727	1'212	12	20	16	32	102
Financial system	31'187	39'023	38'222	5'782	4'385	8'249	18'212	27'633

Source: BCRA

Table 2
Deposits and Loans by Group of Banks

As % of total deposits and loans

	Dec 95	Dec 97	Dec 01	Dec 02	Dec 03	Dec 05	Dec 07	Oct 10
TOTAL DEPOSITS								
Total								
Public banks	39%	34%	32%	41%	44%	44%	43%	47%
National private banks	41%	27%	15%	18%	22%	27%	28%	29%
Foreign private banks	19%	39%	52%	41%	34%	28%	29%	24%
NBFE	1%	0%	0%	0%	0%	0%	0%	0%
Financial system	100%							
Foreign currency								
Public banks	34%	31%	30%	47%	41%	35%	33%	42%
National private banks	43%	27%	14%	27%	29%	30%	30%	24%
Foreign private banks	23%	41%	56%	25%	30%	34%	37%	35%
NBFE	1%	1%	0%	0%	0%	0%	0%	0%
Financial system	100%							
PRIVATE SECTOR DEPOSITS In national and foreign currency								
Public banks	32%	27%	29%	36%	37%	32%	30%	33%
National private banks	45%	29%	15%	18%	23%	30%	32%	33%
Foreign private banks	22%	44%	56%	46%	40%	37%	37%	33%
NBFE	1%	1%	0%	0%	0%	0%	0%	0%
Financial system	100%							
Foreign currency								
Public banks	31%	27%	28%	41%	35%	27%	28%	27%
National private banks	45%	29%	14%	29%	31%	34%	32%	32%
Foreign private banks	24%	44%	57%	30%	34%	39%	41%	41%
NBFE	1%	1%	0%	0%	0%	0%	0%	0%
Financial system	100%							
LOANS TO THE PRIVATE SECTOR In national and foreign currency								
Public banks	40%	32%	26%	31%	30%	28%	25%	28%
National private banks	40%	24%	19%	22%	29%	33%	36%	36%
Foreign private banks	18%	43%	51%	46%	39%	36%	35%	33%
NBFE	1%	2%	3%	2%	2%	2%	4%	3%
Financial system	100%							
Foreign currency								
Public banks	30%	28%	26%	16%	17%	30%	27%	25%
National private banks	47%	23%	16%	16%	18%	27%	33%	35%
Foreign private banks	22%	47%	55%	68%	65%	43%	40%	40%
NBFE	2%	2%	3%	0%	0%	0%	0%	0%
Financial system	100%							

Source: BCRA

However, the role of foreign banks in the domestic market has receded since the end of 2001, when the convertibility of the Argentine peso lapsed. The impact of the ending of peso/US dollar parity on foreign banks is clearly reflected in Tables 1 and 2. While some of the international banks that entered the Argentine market in the 1990s withdrew in the aftermath of the crisis, those that stayed adopted very conservative domestic lending and funding strategies. They scaled back their market share in loans and, even more so, in deposits. The public's perception was that local banks, either private or public, were more secure in terms of the possibility of "recovering" its savings. This view was reinforced when, as mentioned above, some international banks abruptly decided to cease their operations in Argentina, raising doubts as to the intentions of all foreign institutions.

As the economy recovered through 2003–10, with average annual GDP growth of around 8%, conditions for the financial sector improved continuously. Foreign banks now hold about one quarter of total deposits or just over one third if only private sector total deposits are considered. For dollar-denominated deposits, these ratios increase to 35% and 41% respectively. Moreover, two foreign banks from other emerging markets have decided to enter Argentina's financial market during the past few years. It is also worth noting that, following the 2007–08 crisis (and contrary to the trend in previous crises), US dollar-denominated deposits posted a slight increase in Argentina, helping foreign banks to increase their share of deposits. For this reason, international banks increased their share of US dollar-denominated deposits from 15% in December 2007 to 23% in October 2010 (Table 3).

Table 3
Share of Deposits and Loans in Foreign Currency – By Group of Banks

As % of total deposits and loans

	Dec 95	Dec 97	Dec 01	Dec 02	Dec 03	Dec 05	Dec 07	Oct 10
TOTAL DEPOSITS								
Public banks	47.8	49.0	66.2	4.9	6.2	7.5	8.8	15.6
National private banks	58.3	54.7	66.7	6.4	8.9	10.6	12.3	14.5
Foreign private banks	65.1	57.5	76.0	2.5	6.1	11.6	15.0	25.1
NBFE	72.9	65.8	80.1	6.5	6.3	6.7	2.9	0.0
Financial system	55.6	53.9	71.5	4.2	6.7	9.5	11.5	17.5
PRIVATE SECTOR DEPOSITS								
Public banks	56.6	59.2	71.7	4.9	7.2	9.2	12.8	15.6
National private banks	59.1	58.2	71.1	7.0	10.2	12.9	13.8	17.8
Foreign private banks	65.3	58.5	76.5	2.8	6.3	11.8	15.2	23.0
NBFE	73.0	66.2	80.2	7.3	6.8	6.7	3.0	6.7
Financial system	59.7	58.6	74.3	4.3	7.5	11.3	13.9	18.8
LOANS TO THE PRIVATE SECTOR								
Public banks	44.4	55.4	72.1	7.7	7.5	16.1	17.9	13.6
National private banks	69.5	60.1	60.5	10.8	7.9	11.7	14.9	14.4
Foreign private banks	72.9	67.5	79.5	22.5	21.7	17.4	18.8	18.3
NBFE	73.8	68.2	67.9	1.8	3.8	1.2	0.8	1.8
Financial system	60.1	61.9	73.4	15.0	13.1	14.8	16.5	15.0

Source: BCRA

In their lending to the private sector, foreign institutions have behaved more cautiously than local banks. They account for about one third of total lending to the private sector, and 40% of dollar-denominated loans. The latter statistic reflects the traditional strength of foreign banks in trade finance.

Foreign banks accounted for USD 7.4 billion of bank capital raised in Argentina between 2003 and 2007, more than half of the total capital raised in this period (see Table 4 and Graph 1). It is worth noting that, having survived the 2001–02 crisis, some banks, including foreign institutions, were able to raise funds in the international capital markets in 2006–07.

Table 4
Capitalization of the Financial System

In millions of pesos

	2002	2003	2004	2005	2006	2007	2008	2009	2010*	Accumulated 2002-2010	Share (%)
Public banks	42	33	2'050	100	792	8	38	77	17	3'158	17.4
National private banks	441	166	351	579	1'339	830	67	146	33	3'952	21.8
Foreign private banks	2'090	2'784	2'017	1'469	192	974	129	9	0	9'665	53.3
NBFE	390	7	12	70	113	83	647	11	30	1'362	7.5
Financial system	2'963	2'990	4'431	2'218	2'437	1'895	881	242	80	18'136	100.0

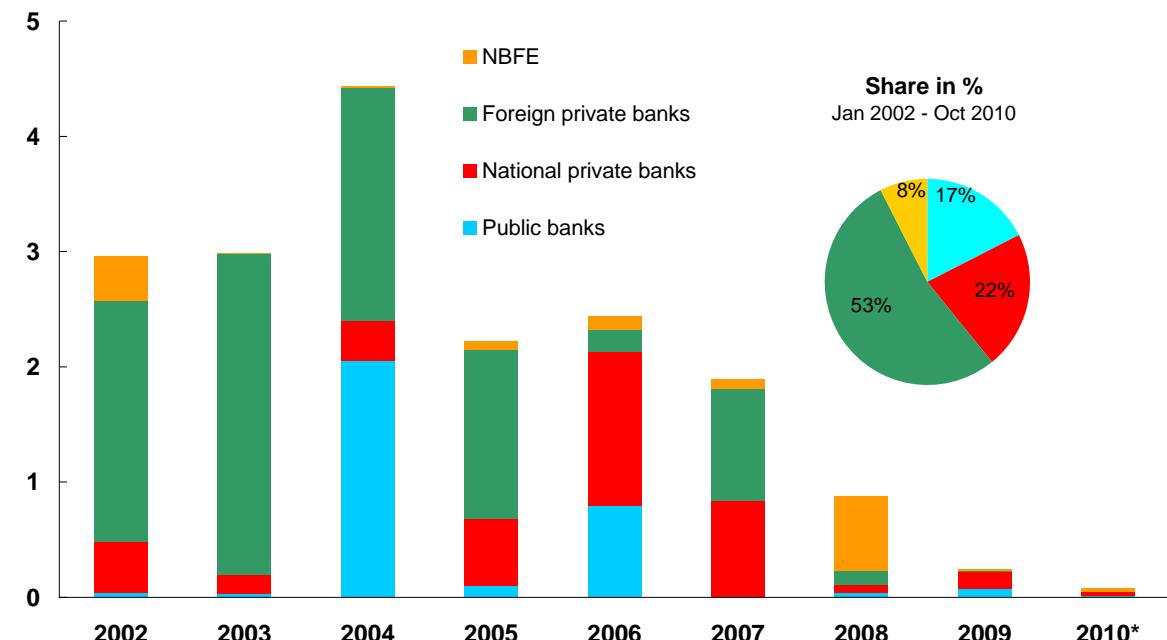
* to October

Source: BCRA

Graph 1
Capitalization by Group of Banks

2002–2010

billion \$



* to October

Source: BCRA

About 80% of banks' funding (liabilities + net worth) comes from deposits. This reflects a framework of adequate liquidity and low leverage ratios, a significant characteristic of the domestic financial system. If we consider only private deposits, the ratio is 53%, rising to 70% in the case of foreign private banks. Although these figures can be seen as a deficiency in terms of funding duration, they also have a positive aspect if we consider the low degree of concentration in deposits. Additionally, the predominance of local deposits in banks' funding helped to moderate the effects of the crisis on banks, as compared with the outcome in economies with a higher degree of market funding.

In view of proposed changes in international regulations and standards and their implications for international banks, it is worth outlining the main characteristics of today's financial system in Argentina. The complex financial instruments and off-balance sheet exposures that caused problems in advanced economies, including mortgage-backed securities, collateralised debt obligations and credit default swaps, were virtually not in use in Argentina. Capital adequacy as a percentage of risk-weighted-assets is well above the 8% Basel minimum. In fact, over the 2003–10 period, the ratio of capital/risk-weighted assets for different groups of banks has remained well above the 8% line (Table 5 and Graph 2), with foreign institutions posting slightly higher ratios than those of domestic private sector banks (eg 22.7% in 2009 and 20.85% in 2010). Additionally, from 2010 all banks in Argentina have been required to maintain a capital conservation buffer (a limit to earnings distributions) equal to 30% of their total capital requirement. Meanwhile, local regulations ensure that banks hold an appropriate level of liquidity in the form of high-quality assets such as cash and deposits at the Central Bank. For all these reasons, it is not expected that tighter international liquidity or capital requirements will greatly affect the operations of either foreign or domestic banks.

Table 5
Capital Compliance According to Regulation

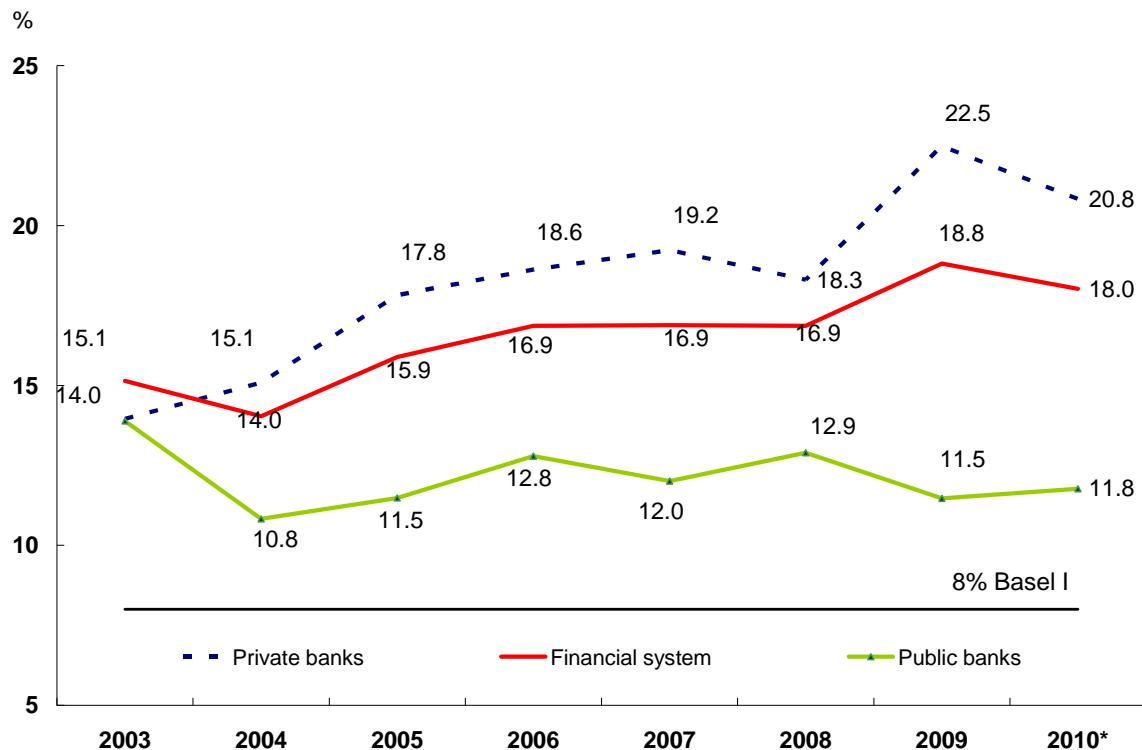
As % of risk-weighted assets

	2003	2004	2005	2006	2007	2008	2009	2010*
Public banks	13.9	10.8	11.5	12.8	12.0	12.9	11.5	11.8
Private banks	14.0	15.1	17.8	18.6	19.2	18.3	22.5	20.8
NBFE	73.7	46.6	47.0	39.6	31.1	38.1	42.4	50.8
Financial system	15.1	14.0	15.9	16.9	16.9	16.9	18.8	18.0

* to October

Source: BCRA

Graph 2
Capital Compliance As % of Risk-weighted Assets
 By Group of Banks



* to October

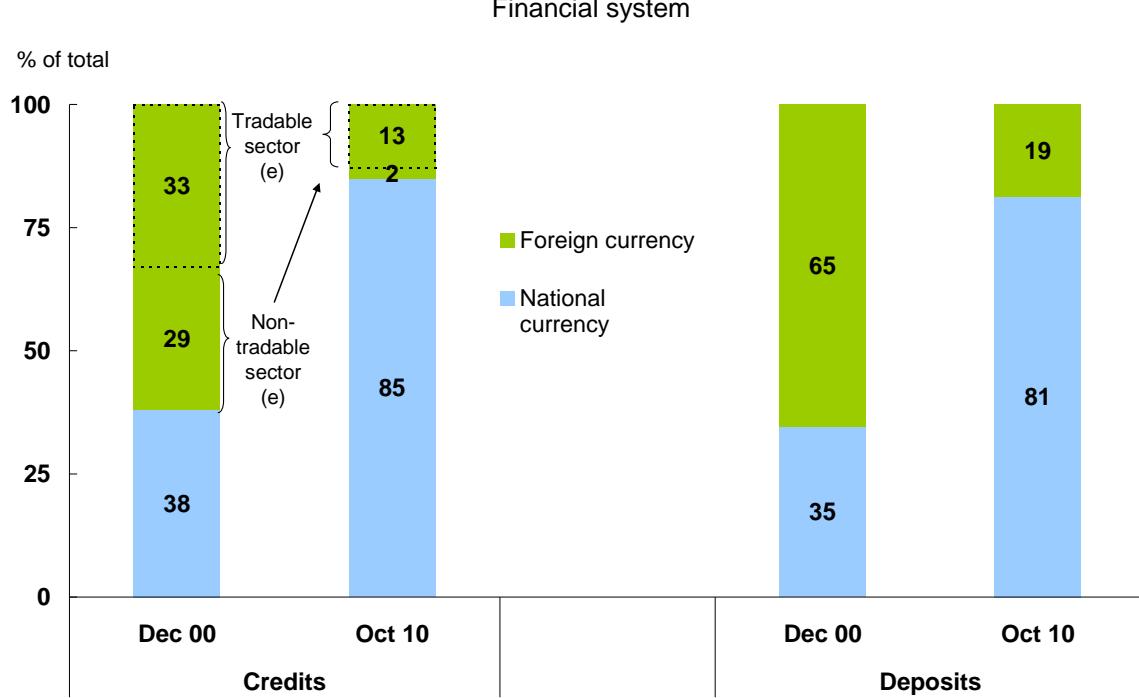
Source: BCRA

2. Exchange rates

As previously mentioned, in spite of the improvements accomplished in recent years, the Argentine economy still has a significant degree of dollarisation. Many economic and financial transactions such as the purchase and sale of real estate are customarily settled in US dollars (sometimes in specie) and savings decisions are also made in foreign currency.

In these circumstances, currency mismatch combined with exchange rate volatility is a significant threat to financial stability, spreading volatility through the economy and leading to both economic and employment losses. Graph 3 shows the currency mismatch that existed in the Argentina financial system at the end of peso/dollar convertibility. Although foreign exchange assets and liabilities appear to be hedged, almost half of total foreign currency loans were granted to "non-tradable firms" (ie firms that did not generate revenues in foreign currencies); these borrowers were unable to repay their loans when the peso was devalued by more than 200% at the beginning of 2002. The present situation is different in that banks are permitted to make foreign currency loans only to firms (mainly exporters) that have foreign currency income, thus limiting the currency mismatch. In addition, limits on banks' net open negative currency positions have been introduced with a view to preventing exchange rate movements from having a negative effect on bank solvency.

Graph 3
Financial Intermediation with the Private Sector by Currency



(e) estimate

Note: Non-tradable sector financing estimate considers loans in foreign currency to households, construction sector, gas, water, electricity and other services.

Source: BCRA

Such problems could be exacerbated by persistent large short-term inflows or outflows of capital. Against that background, an increasing number of emerging countries – including Argentina – started to apply different kind of regulation controls to short-term capital inflows with the aim of dampening exchange rate volatility.

For all these reasons, it is important for policymakers to set a predictable and smooth path for the nominal exchange rate. Argentina's monetary policy is therefore designed to keep nominal exchange rate changes under control in order to reduce short-term volatility, and to serve as a key economic signal for consumers, investors and exporters. Argentina's foreign exchange market is also exposed to a huge seasonality that arises from the fluctuating proceeds of agricultural commodity exports. This increases the importance of limiting the rise of benchmark interest rates to avoid magnifying incentives for short-term financial inflows.

After peso/dollar convertibility lapsed, a single free foreign exchange market (Mercado Único y Libre de Cambios or MULC) was instituted with the aim of regulating the foreign exchange market. Through the MULC, the central bank intervenes in the foreign exchange market by buying foreign currency to prevent nominal exchange rate volatility and to accumulate precautionary currency reserves. It is worth noting that the central bank has accounted on average for only about 7% of MULC's total trading volume over the past five years, with a maximum of 9% in 2009 and minima of 6% in 2007 and 2010.

By these interventions, the central bank creates an expansion of the monetary base when it buys dollars, which left to itself would cause the domestic interest rate to fall. However, the central bank offsets the expansion through sterilisation operations that absorb the increase in liquidity generated by MULC interventions, thus keeping interest rates broadly unchanged.

Table 6
Foreign Currency Mismatch (Assets – Liabilities) / Net worth

	(%)
Average 2000	78.2
Average 2001	66.4
Dec.01	91.4
Average 2002	36.8
Average 2003	57.2
Average 2004	67.7
Average 2005	48.1
Average 2006	36.0
Average 2007	27.2
Average 2008	25.0
Average 2009	33.2
Average 2010	30.9

Source: BCRA

3. Foreign exchange market intervention, regulation, balance sheets and alternative policy instruments

During the last nine years, Argentina has run a continuous current account surplus, based on a solid trade surplus and increasing capital inflows – the latter attracted by the attractive yields on Argentine securities vis-à-vis international benchmarks as domestic macroeconomic fundamentals improved vigorously including the process of normalization of the public debt that began in 2005.

Under these conditions, the central bank buys the capital inflows and the trade surplus in the MULC, expanding the monetary aggregates. At the same time, the bank has continued to execute a policy of partially sterilised intervention by absorbing much of the liquidity generated by the purchase of foreign exchange coming from the external sector. This is achieved mainly by the issuance of central bank bills (LEBACs) and notes (NOBACs).

At different times, the sterilisation policy has been carried out through a variety of mechanisms including: (i) the anticipated cancellation of rediscounts granted during the 2001–02 crisis (this was one of the main monetary contraction factors in 2005 and one of the most significant contraction factors in 2006), (ii) the issuance of non-monetary short- and medium-term debt (LEBACs and NOBACs), (iii) net issuance of reverse repos; (iv) the (occasional) sale of sovereign bonds held in the central bank's portfolio and (v) changes in the minimum reserve requirements.

Table 7 shows the trend of LEBACs and NOBACs outstanding in the 2002–10 period. It should be noted that, even though the total outstanding value of central bank securities appears to have reached a maximum in nominal terms, the amount is still below its historical peak if measured in relation to the monetary base, international reserves and M3, which includes cash held by the public and total deposits in pesos and in foreign currency.

Table 7
Stock of LEBAC and NOBAC
 (end of December, in million of \$)

	LEBAC	NOBAC	TOTAL
2002	3'671	–	3'671
2003	10'088	178	10'266
2004	13'499	1'335	14'834
2005	19'685	6'777	26'462
2006	13'179	27'676	40'856
2007	20'634	30'863	51'497
2008	9'418	27'908	37'326
2009	34'646	12'181	46'828
2010	47'905	26'446	74'352

Source: BCRA

As most of these assets were taken up by domestic banks, the central bank was able to provide liquidity to the system during the crisis by repurchasing some of these instruments. And, as mentioned above, the sterilisation policy has also helped to manage the trend of benchmark interest rates to reduce incentives for short-term financial inflows.

From September 2002, Argentina started to adopt a more active regulatory stance on financial flows. The policies and measures aimed at controlling short-term financial flows (both inflows and outflows) are tools of countercyclical policy that cushion the effects of sudden shifts of financial flows over the economic cycle and help to bring down volatility in domestic financial markets.

That said, the regulations are primarily aimed at discouraging short-term financial inflows. They initially prescribed that inflows should stay within the domestic system for a minimum of 90 days, a term that was later extended to 180 and finally to 365 days. Capital inflows that finance real investments are exempted from this requirement.

In 2005, when short-term financial inflows began to accelerate, the government implemented a statutory interest-free one-year deposit of 30% of any amount entering the MULC, a requirement that is still in place for this type of short-term financial inflow.

Investment by non-residents in LEBACs and NOBACs grew from \$2.6 billion in December 2006 to \$7.36 billion just one year later. For this reason, in 2007, it was decided to prohibit non-residents from investing in these instruments, with the aim of increasing the effectiveness of the central bank's transactions on the foreign exchange open market. As from October 2007, only domestic bills and notes have been issued. These instruments can only be traded locally and holders must be residents.

In 2008, as some foreign exchange regulations were being circumvented through local securities transactions in the stock market, new administrative measures were established in coordination with the National Securities Commission. These regulations provide that traded securities must be held in the seller's accounts for a minimum of three days before they can be sold on. In addition, rules were set for local banks and brokers on wire transfers to foreign counterparts.