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Assessing Downside Public Debt Risks in an Environment of Negative Interest Rates Growth Differentials

**Yiannis Dendramis, Georgios Dimitrakopoulos
and Elias Tzavalis**

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Abstract

In this paper, we suggest using structural policy scenario analysis to assess downside risks of public debt (implying debt accumulation) arising from alternative counterfactual policy scenarios. Our analysis considers the following scenarios: the abandonment of a fiscal policy rule responding to debt-GDP ratio, a change of the interest rate growth differential (IRGD) from a negative to positive value and a slowdown in real economic activity. We provide clear cut evidence that the most important downside risk of public debt comes from the slowdown of real economic activity. This happens because this slowdown has also important effects on the other determinants of the debt-GDP ratio, i.e., the primary balance and IRGD. The benefits of negative IRGDs on public debt decumulation is not without risk. The debt-GDP levels can escalate if the IRGD value turns positive. This happens with higher probability if government relaxes fiscal discipline and relies solely on negative IRGDs for debt refinancing.

JEL Classification: C32, C53, H63, H60 and H68.

Keywords: dynamic debt equation, structural VAR (SVAR), generalized impulse response analysis, structural policy scenario analysis, forecasting, bootstrap simulations.

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*Department of Economics, Athens University of Economics & Business, Athens 104 34, GR
emails: ydendramis@aueb.gr, dimitrakopgeorg@aueb.gr and e.tzavalis@aueb.gr

1 Introduction

Public debt stabilization (or decumulation) is one of the main objectives of fiscal policy authorities. Apart from primary surpluses, it can be achieved by sustained negative values of the differential between the average interest rate paid on government debt and the positive growth rate of the economy (known as interest rate-growth differential, or shortly IRGD). Note that this can happen even in the presence of budget primary deficits. As shown in a series of recent papers (see, e.g., Blanchard (2019), and Mauro and Zhou (2020)), IRGDs can be negative over long periods of time for both advanced and emerging economies. In fact, negative IRGDs are often observed during periods of overheating of the economy, closed to zero interest rates and hyperinflation, financial repression and stagnation (see, Turner and Spinelli (2011), Escollano et al (2017) and Checherita-Westphal and Semeano (2020), *inter alia*).

Although negative IRGDs offer the opportunity to governments to reduce public debt at lower fiscal costs, they imply important risks for stabilizing debt. As noted in recent studies (see, e.g., Blanchard (2019) and Rogoff (2020)), there is the distinct risk that negative values of IRGDs can quickly reverse to positive, which can quickly add to public debt. This can increase sovereign risk premia and, eventually, lead to a debt crisis, especially for countries with high debt levels. Thus, it can limit the benefits of negative IRGDs on public debt servicing (see also Barrett (2018)). In addition to the above source of risk, there is always the risk that governments, driven by political factors, rely on heterodox policies to deal with public debt decumulation (e.g., negative IRGDs), thereby abandoning fiscal discipline and accelerating public debt accumulation. Even during periods of negative, or zero, IRGDs, running surpluses may be critical for achieving substantial reductions in the debt-GDP ratio. As shown by Hall and Sargent (2011), negative IRGDs have contributed far less than primary surpluses to the reduction of this ratio for the US economy.

In this paper, we contribute to the above debate in two ways. Firstly, we propose a formal framework to identify the structural economic shocks determining the future paths of the debt-GDP ratio and then evaluate the effects of these shocks on public debt downside risk (implying public debt accumulation). Secondly, apart from IRGDs and primary balance sources of downside risks, we also consider risks coming from other determinants of the debt-GDP ratio, particularly a slowdown (or a downturn) in real economic activity. This can directly and/or indirectly (i.e., throughout primary balance and IRGD) affect future paths of the debt-GDP ratio. A slowdown in economic activity can be caused by various factors, such as supply shocks, financial crises, global economy shocks, natural disasters (like pandemics), political uncertainty etc.

To address the above questions, we proposed using structural policy scenario analysis (denoted as SPS) for the debt-GDP ratio.¹ According to this analysis, we can identify the structural shocks affecting the dynamic paths of the debt-GDP ratio based on a structural vector autoregression (SVAR) model consisting of the endogenous variables determining the debt-GDP ratio. The values of some of these shocks (known as driving shocks) are adjusted to reflect alternative counterfactual policy scenarios that

¹This approach has been recently suggested in the empirical macroeconomic literature by Bernanke et al (1997), Hamilton and Herrera (2004), and Diaz et al (2021), *inter alia*, with the aim of appraising the impact of structural policy changes on the economy.

increase downside risks for public debt. The downside risks are measured based on the frequency distribution of the debt-GDP ratio's future paths which are generated by means of stochastic simulations of the SVAR model.

The SPS analysis can provide a more realistic approach of assessing and economically interpreting the downside risks of public debt, compared to deterministic methods such as bound-testing and stress testing (see, e.g., Diaz et al (2021)). Under this analysis, we can assess downside risks of public debt by taking into account the actual comovements among all the covariates and/or their associated structural shocks determining the dynamics of the debt-GDP ratio and the sample distribution features of these covariances. Ignoring these features may lead to implausible and not particularly informative debt paths. To our knowledge, this is the first paper to employ SPS analysis to appraise downside risks for public debt.

The specification of the reduced form VAR model assumed in our analysis is an extension of Favero's and Giavazzi's (2007, 2009) model. It includes all the macroeconomic variables determining the debt dynamics as endogenous variables, namely the IRGD, primary balance, real output growth rate and inflation rate. It also allows for debt-GDP feedback effects by treating the lagged debt-GDP ratio as a predetermined variable. Another interesting feature of the suggested framework of the SPS analysis is that the dynamic debt-GDP accumulation equation is not treated as a linear regression, but as a nonlinear identity (as is actually defined). This equation complements the VAR system of equations for the endogenous variables. We use forecasts of the endogenous variables of the VAR model to provide dynamic forecasts of the future paths of the debt-GDP ratio, based on the dynamic debt equation. Due to the nonlinearity of this equation, we rely on the generalized method suggested by Koop et al (1996) to carry out impulse response function analysis (IRF) for the structural shocks determining future paths of the debt-GDP ratio and its covariates. To generate these paths, we use a bootstrap sampling method. This method can generate shocks which are consistent with the empirical distribution features of the covariates determining the debt-GDP ratio.

In our empirical analysis, we employ data from the Greek economy over the last two decades, since joining the Eurozone. This constitutes a rich data set which covers a range of events, offering the opportunity to better identify the dynamic effects of structural economic shocks and/or fiscal policy reactions on the debt-GDP ratio. During the sample period, the Greek economy was severely affected by the global financial crisis of 2008. The public debt of the country became unsustainable and fiscal policy turn contractionary as an effort of the fiscal authorities (governments) to restrict primary deficit and stabilize public debt. Another external event that hit the Greek economy was the covid-19 pandemic. To tackle the rapid downturn of the economy and its socioeconomic consequences triggered by this pandemic, the government and the ECB adopted fiscal stimulus and easy monetary policies, which eventually led to negative IRGDs.²

The paper provides a number of interesting results, which have important policy implications. First, it shows that negative IRGDs can help accelerate debt decumulation and reduce the debt-GDP ratio.

²Due to this rich range of events, many studies in the literature use these data to study aspects of debt sustainability (see, e.g., Bournakis et al (2017), Papageorgiou and Vourvachaki (2017), Economides et al (2021), Dimakopoulou et al (2022) and Chodorow-Reich et al (2023)).

However, this benefit can be quickly lost if negative values of the IRGDs turn positive and fiscal authorities become more relaxed and abandon fiscal policy rules. In this case, we show that the public debt downside risk is very high, even for short horizons ahead, and the debt-GDP ratio escalates rapidly, with a probability approaching to one. Second, the paper demonstrates that, among the structural shocks determining future paths of the debt-GDP ratio, the highest downside risk arises from those reflecting a slowdown in real economic growth. This source of risk can directly increase the debt-GDP ratio very quickly, even under negative IRGDs. We find that this occurs because a shock in real economic growth has also sizable and pervasive effects on two other determinants of public debt, namely primary balance and IRGDs.

The paper is organized as follows. Section 2 presents the dynamic debt-GDP equation and discusses the downside risks of public debt, particularly those related to a reversal of IRGDs from negative to positive values and/or a relaxation of fiscal discipline. Section 3 presents the econometric methodology employed to carry out impulse response analysis for the debt-GDP ratio. This section also discusses some econometric issues of employing the debt-GDP ratio equation for forecasting purposes which are due to the nonlinear nature of this equation and it suggests a method to overcome these issues. Section 4 presents the results of the SVAR analysis. Section 5 presents the results of the SPS analysis for the debt-GDP ratio. Finally, Section 6 concludes the paper.

2 The economic model

The accumulation of public debt is given by the following dynamic equation:

$$D_t = (1 + i_t)D_{t-1} - PB_t + DB_t, \quad (1)$$

where D_t is the nominal domestic debt at the end of time t , i_t is the average nominal interest rate paid on debt D_{t-1} (covering the period from $t-1$ to t), PB_t is the primary government balance (given as $PB_t = T_t - G_t$ where G_t stands for government expenditures, excluding interest rate payments and T_t stands for tax revenues) and, finally, DB_t presents deficit-debt adjustments (known as flow-stock adjustments). Dividing the above equation with the nominal GDP and assuming a nominal GDP growth rate g_t , equation (1) yields the following dynamic debt-GDP ratio equation:

$$d_t = \left(1 + \frac{i_t - g_t}{1 + g_t}\right) d_{t-1} - pb_t + db_t, \quad (2)$$

where the lowercase letters denote ratios of the above variables to the nominal GDP (*e.g.*, $d_t = \frac{D_t}{GDP_t}$) and $i_t - g_t$ is the nominal *IRGD*. For analytic convenience, in what follows we will assume that $db_t = 0$.

As shown by Bonn (1998), relationship (2) satisfies the intertemporal budget constraint and the non-ponzi game (NPG) condition under a fiscal policy rule (reaction function) like the following reduced-form

relationship:³

$$pb_t = c_t + \beta d_{t-1}, \quad \beta > 0, \quad (3)$$

where d_{t-1} plays the role of feedback variable, c_t stands for cyclical components of primary balance.⁴ A strictly positive value of β means that, in order to achieve fiscal sustainability and solvency, policy makers take action to reduce d_t either by cutting off public spending or raising taxes. Substituting (3) into (2) yields the following form of the debt-GDP dynamic equation:

$$d_t = \lambda_t d_{t-1} + c_t, \quad \text{with} \quad \lambda_t = 1 + \frac{i_t - g_t}{1 + g_t} - \beta \quad (4)$$

This is a nonlinear equation, with a time-varying slope coefficient given as $\lambda_t = 1 + \frac{i_t - g_t}{1 + g_t} - \beta$ (or $\lambda_t = \frac{1 + i_t}{1 + g_t} - \beta$). Assuming that c_t constitutes a stationary (cyclical) component, the last equation shows that d_t is stable if $\lambda_t < 1$ (meaning that $\frac{i_t - g_t}{1 + g_t} - \beta < 0$), otherwise it becomes explosive.⁵ As shown by Canzoneri (2001), stability on d_t requires that $\limsup(\lambda_t) < 1$, which permits the values of λ_t to exceed unity only for a finite number of periods.

Equations (2) and/or (4) can be used to study the sources of the downside risks of debt. These risks are critically determined by the sign of $i_t - g_t$ and the size of the fiscal response coefficient β , when (3) holds. The growth rate g_t itself also plays a significant role in determining these risks since it affects the magnitude of ratio $\frac{i_t - g_t}{1 + g_t}$ relative to β , by dividing $i_t - g_t$ with $(1 + g_t)$. The effect of $i_t - g_t$ on the debt-GDP ratio d_t is known in the literature as the snow-ball effect. The sign of $i_t - g_t$ plays a critical role for the existence of a sustainable debt. If $i_t - g_t$ is positive, then quite large substantial fiscal reactions to the current level of d_t (requiring $\beta > \frac{i_t - g_t}{1 + g_t}$) are needed so that debt becomes stable and reaches a steady state level.⁶

If $i_t - g_t = 0$, then the dynamics of d_t depend entirely on the value of β . Finally, if $i_t - g_t < 0$, d_t converges faster to its steady state level, when $\beta > 0$.⁷ However, note that, when $i_t - g_t < 0$, equation (4) implies that d_t converges to its steady state level even if $\beta = 0$. In this case, governments can reduce the debt-GDP ratio, or can maintain a sustainable level of debt by adopting debt rollover policies (i.e., financing debt by issuing new debt) without having to raise taxes.

Although negative values of $i_t - g_t$ appear to make fiscal policies less costly and stabilize public debt even in the presence of primary deficits, there exists the risk of reversal of a value of $i_t - g_t$ from negative to positive which can add quickly to the public debt. This can increase sovereign risk premia and, eventually, lead to a debt crisis, especially for countries with high debt levels, as noted in

³As recently noted by Dimakopoulou et al (2022), another reason why a fiscal policy rule is necessary is that allays fears of government default leading to an increase in the IRGD due to risk premia effects. Evidence that higher levels of debt imply larger increases in interest rates are provided by Lian et al (2020).

⁴ c_t can include lagged values of g_t, pb_t etc. and an error term.

⁵Note that $\lambda_t < 1$ is a debt-stabilizing condition which is stricter than the NPG condition (see, e.g., Daniel and Shiamptanis (2013)). The NPG condition is a minimum requirement for fiscal sustainability. It states that, if d_t is rising, it will eventually reach a limit which depends on the level of the future primary surpluses that governments can run.

⁶Note that the case that $i_t - g_t > 0$ is predicted by economic growth theory, which requires higher interest rates than the GDP growth rate g_t (which equals the capital stock growth rate) to compensate investors for giving up consumption today to cover the depreciation of capital stock and support consumption in future.

⁷Theoretically, negative values of $i_t - g_t$ are allowed for some OLG models with non-diversifiable uncertainty and co-exist with competitive equilibria or models with rational bubbles (see, e.g., D'Erasmus et al. (2016) and Blanchard (2019)), for a review. In models with rational bubbles, they are consistent with an economy which is dynamically efficient, as the bubbles can enhance liquidity in the presence of severe constraints (see Martin and Ventura (2012)).

the introduction. Negative values of $i_t - g_t$ can reverse to positive ones for a number of reasons, e.g., high levels of debt-gdp ratios, primary deficits, economic contraction and high-inflation rates, etc (see Checherita-Westphal and Semeano (2020), for a more recent study). How quickly this reversion can happen will depend on the interaction of $i_t - g_t$ with the other macroeconomic variables determining d_t . Using a large sample of advanced and emerging economies, Lian et al (2020) found that high levels of debt can lead to adverse future dynamics of $i_t - g_t$ and shorter duration of negative IRGD episodes.

Summing up, the above analysis highlights that the benefits of negative IRGDs in stabilizing debt may be less than expected and can be lost quickly. Thus, fiscal policies aiming to stabilize debt based solely on negative IRGD strategies alone should be seen with caution. The abandonment of a fiscal policy rule, such as (3), may pose important downside risks to public debt and lead to self-fulfilling prophecies. To appraise qualitatively and quantitatively the above sources of risk as well as others, such as a slowdown in economic activity, which also affects d_t , we suggest a new empirical methodology in the next section. This methodology focuses on the economic identification and interpretation of the structural shocks causing downside risks for public debt. It is based on a structural vector autoregression (SVAR) framework of the covariates determining the debt-GDP dynamics.

3 The SVAR empirical framework

Our SVAR analysis relies on the reduced form VAR model with debt-GDP feedback effects, suggested by Favero and Giavazzi (2007, 2009). This model augments a standard VAR model with the dynamic debt-GDP equation (2) which is used as an identity equation, i.e.,

$$Y_t = A_0 + \sum_{i=1}^p A_i Y_{t-i} + \sum_{i=1}^s \beta_i d_{t-i} + e_t \quad (5)$$

$$d_t = \left(1 + \frac{i_t - g_t}{1 + g_t}\right) d_{t-1} - pb_t, \quad (6)$$

where Y_t denotes the vector of the endogenous variables of the model, s denotes lag structure and e_t is the vector of reduced form error terms (known as innovations). We assume that vector Y_t consists of the key endogenous variables driving the debt-GDP ratio dynamics. That is, Y_t is defined as follows: $Y_t = (\gamma_t, \pi_t, pb_t, i_t - g_t)'$, where γ_t denotes the real GDP growth rate and π_t is the inflation rate. The remaining variables of Y_t are defined in the previous section. The augmented VAR model, given by equations (5)-(6), captures the dynamic linkages among all the macroeconomic fundamental variables determining debt, namely pb_t , g_t and $i_t - g_t$, while treating the debt-GDP variable, d_t , as a predetermined variable. This framework can produce dynamic forecasts of d_{t+h} for one-period ahead (i.e., $h = 1$) by feeding the dynamic debt equation (2) with the forecasts of Y_t , for Y_{t+1} . The obtained forecasts for d_{t+1} can then be used to obtain future forecasts of Y_t for period $t + 2$, and so on. The two variables γ_t and π_t of vector Y_t constitute the components of the nominal growth rate g_t , which enters equation (2). By considering them separately in the VAR analysis, we can evaluate the relative effects of real GDP growth and inflation dynamics on the future paths of d_t .

Some of the interesting properties of employing the above VAR model in studying the debt-GDP

dynamics and evaluating its downside risks are as follows: First, by treating d_{t-1} as a predetermined variable in (5), we can capture feedback effects on Y_t from d_{t-1} which can reflect, for instance, debt stabilizing effects on pb_t , risk premium effects on $i_t - g_t$ and debt-burden effects on real economic growth rate γ_t (see, e.g., Kumar and Woo (2010) and Baldacci and Kumar (2010), for recent surveys). Capturing these effects can obviously improve the fit of the VAR model (5) to the data and improve its predictive ability for both Y_t and d_t . Secondly, the use of the dynamic debt equation (2) as an identity accounts for the nonlinear and time-varying pattern of its slope coefficient, given as $1 + \frac{i_t - g_t}{1 + g_t}$, which is affected by variables $i_t - g_t$ and g_t (see equation (4)). Ignoring this pattern may lead to biased forecasts of d_t , which invalidate the SVAR analysis.

The ordering of the variables in vector Y_t implies a recursive causation scheme where primary balance innovations respond to real economic growth and inflation rates structural shocks. These shocks can reflect cyclical changes in the economy (see equation (3)) and/or exogenous events, such as global financial crises, natural disasters (like the covid pandemic), supply chain effects etc, which affect tax revenues and primary balances. The inclusion of variable $i_t - g_t$ in vector Y_t directly measure the snow-ball effects on d_t . As in Canzoneri et al (2001), we assume that a structural shock in $i_t - g_t$ affects the remaining variables in Y_t with a time lag.

The above ordering of the variables means that we can employ the Cholesky decomposition of the variance-covariance matrix of the VAR innovation terms, collected in vector $e_t = (e_{t,\gamma}, e_{t,\pi}, e_{t,pb}, e_{t,i-g})'$, to identify the vector of structural economic errors (shocks), denoted as $u_t = (u_{t,\gamma}, u_{t,\pi}, u_{t,pb}, u_{t,i-g})'$. This decomposition implies that the vectors of e_t and u_t are related through the following relationship:

$$e_t = \Theta u_t, \quad (7)$$

implying $u_t = \Theta^{-1}e_t$, where Θ is a lower triangular matrix. The impulse response functions (*IRFs*) of the variables in vector Y_{t+h} , for $h = 1, 2, 3, \dots$, horizons ahead, to the structural shocks in vector u_t are obtained as follows:

$$IRFs(h) = \frac{\partial Y_{t+h}}{\partial u_t'} = A^h \Theta \quad (8)$$

The estimates of $IRFs(h)$, given by (8), will help us understand the structural interactions among the variables of vector Y_{t+h} determining future paths of d_{t+h} and provide an economic interpretation about the structural sources of the downside risk of public debt. To measure the effects of structural errors $u_{t,j}$, $j = \{\gamma, \pi, pb, i - g\}$, collected in vector u_t , on d_{t+h} , we will rely on the generalized impulse response function (GIRF) analysis, suggested by Koop et al (1996). This is because d_t is nonlinearly related to variables g_t and $i_t - g_t$, which determine the slope coefficient of the dynamic debt-GDP equation (6). In addition to this analysis, we will also present estimates of the generalized variance decomposition functions (VDFs) of the forecast errors of d_{t+h} . These functions indicate the relative importance of shocks $u_{t,j}$ in explaining the forecast error variance of d_{t+h} , over h .

More specifically, for a structural shock $u_{t,j}$ the generalized $IRF_j(h)$, denoted as $GIRF_j(h)$, $j = \{\gamma, \pi, pb, i - g\}$, is calculated as the difference of the following conditional expectation terms: $E[d_{t+h}|u_{t,j}, I_t]$

and $E[d_{t+h}|I_t]$, i.e.,

$$GIRF_j(h) = E[d_{t+h}|u_{t,j}, I_t] - E[d_{t+h}|I_t], \quad j = \{\gamma, \pi, pb, i - g\}, \quad (9)$$

where I_t denotes the information set, at time t . The difference between the above two expectation terms reflects the effects of a specific path of shock $u_{t,j}$, on d_{t+h} , compared to the case where no particular path is assumed. This is done by taking into account the covariance structure among the structural shocks collected in u_t . The effects of the j -th structural shock, i.e., $u_{t,j}$, on d_{t+h} can be obtained by integrating out the effects of the remaining structural shocks $u_{t,k}$, for $k \neq j$, on d_{t+h} . To calculate the above expectation terms, we will rely on a bootstrapping procedure resampling from the vector of structural shocks u_t identified by the Cholesky decomposition of the variance of e_t , based on equation (7). The use of structural shocks $u_{t,j}$, $j = \{\gamma, \pi, pb, i - g\}$, instead of innovation terms $e_{t,j}$, in calculating $GIRF_j(h)$ provides an economic interpretation of the shocks affecting the future paths of d_t , d_{t+h} , consistent with the interpretation given by the IRFs analysis presented earlier.

Given $GIRF_j(h)$, the generalized VDF, denoted as $GVDF_j(h)$, can be calculated as follows:

$$GVDF_j(h) = \frac{\sum_{l=1}^h GIRF_j(l)^2}{\sum_{j=1}^4 \sum_{l=1}^h GIRF_j(l)^2}, \quad \text{for } j = \{pb, \gamma, \pi, i - g\}, \quad (10)$$

see Lanne and Nyberg (2016). In the last relationship, the denominator measures the aggregate cumulative effect of all the structural shocks, while the numerator captures the cumulative effect of the j -th structural shock, $u_{j,t}$. The value of $GVDF_j(h)$, for all j , lies between 0 and 1, and it can be easily interpreted as reflecting the contribution of shock $u_{t,j}$ in explaining the forecast error variance of d_{t+h} .

One econometric issue in forecasting d_{t+h} and estimating $GIRF_j(h)$ (and $GVDF_j(h)$) arises from the nonlinearity of the dynamic debt-GDP equation (6), particularly due to the time-varying nature of its slope coefficient, given by the ratio $\frac{i_{t+h}-g_{t+h}}{1+g_{t+h}}$. Forecasting future paths of d_{t+h} , based on expectation terms $E[d_{t+h}|u_{t,j}, I_t]$ and $E[d_{t+h}|I_t]$, requires unbiased forecasts of the ratio $\frac{i_{t+h}-g_{t+h}}{1+g_{t+h}}$ conditional on I_t . Substituting, naively, point forecasts of $i_{t+h} - g_{t+h}$ and g_{t+h} in $\frac{i_{t+h}-g_{t+h}}{1+g_{t+h}}$, based on forecasts of VAR model (5), and then obtaining forecasts of d_{t+h} in a recursive manner (known as skeleton forecasts, see, e.g., Granger and Terasvirta (1993)) can lead to biased estimates of $E[d_{t+h}|u_{t,j}, I_t]$ and $E[d_{t+h}|I_t]$. This happens because $\frac{i_{t+h}-g_{t+h}}{1+g_{t+h}}$ is the ratio of two random variables and its conditional expectation has not always an analytic form. To address this issue, we suggest a bootstrap resampling method along the lines of the multi-step ahead forecasts for nonlinear models suggested by Granger and Terasvirta (1993) - see, also Lundbergh and Terasvirta (2004). This suggested method will be also applied to obtain forecasts of vector Y_{t+h} , which depend on the paths of d_{t+h-1} . The benefits of applying this method for forecasting d_{t+h} , compared to the method of skeleton forecasts, are highlighted in the empirical section of the paper.

To present the method in more detail, define vector $Z_t = (Y_t', d_t)'$ and write the system of equations (5) and (6) in a more general form as $Z_t = F(Z_{t-1}, u_t; \vartheta)$, where ϑ denotes the parameter vector of the system. Then, an unbiased estimate of $E(Z_{t+h}|I_t)$, which constitutes an optimal forecast of Z_{t+h}

(denoted as $\hat{Z}_{t+h|t}$), can be derived by the following general (h -step ahead) forecast equation:

$$\begin{aligned}\hat{Z}_{t+h|t} &= E(Z_{t+h}^{(b)}|I_t) = E\left(F(\hat{Z}_{t+h-1}^{(b)}, u_{t+h}^{(b)}; \vartheta)\right) \\ &= \frac{1}{B} \sum_{b=1}^B F(\hat{Z}_{t+h-1}^{(b)}, u_{t+h}^{(b)}; \vartheta),\end{aligned}\tag{11}$$

where $b = 1, 2, \dots, B$ denotes the bootstrap iterations and $u_{t+h}^{(b)}$ are randomly drawn (with replacement) from the distribution of the estimates of the structural errors of VAR model (5), based on the relationship $u_t = \Theta^{-1}e_t$. The above procedure generates a distribution of point forecasts of Z_{t+h} around its conditional mean $E(Z_{t+h}^{(b)}|I_t)$. This distribution can be also employed to obtain bootstrapped confidence intervals for $GIRF_j(h)$.

4 Empirical analysis: Estimates of the IRFs and GIRFs

Our empirical analysis has the following order. Firstly, we estimate the VAR model (5) and evaluate its forecasting performance for d_t . Next, based on the estimates of the structural form of the model, we carry out IRF analysis and calculate the GIRFs for the debt-GDP ratio based on equation (9).

4.1 The data

In our empirical analysis, we use quarterly data from the Greek economy over the period 2000:Q1-2024:Q2. Figure 1 graphically presents the series of variables employed in our analysis (namely, γ_t , π_t , pb_t , $i_t - g_t$ and d_t). These series are calculated year-over-year for each quarter. Note that, in order to calculate inflation rate, we rely on values of the consumer price index (CPI). Our sample covers a range of events which can help to better identify the dynamic effects of structural shocks on the dynamics of d_t . During the sample period, the Greek economy faced a sovereign debt crisis in the aftermath of the global financial crisis of 2007–2008. After 2008:Q4, the values of $i_t - g_t$ turned positive for the first time since this economy joined the Eurozone in year 2001. The recession triggered by the global financial crisis weakened the country's tax revenues and worsened its primary balance. By early 2010, the fiscal situation of Greece was unsustainable and the government sought bailout funding, which was received under austere fiscal consolidation programs aimed at achieving a budget surplus and maintaining debt sustainable. These programs led to a severe GDP drop and an increase in the Greek debt-GDP ratio from 127% in 2009 to 181% in 2019. The debt-GDP ratio further rose to 207% by the end of 2020, as a result of the severe downturn of the economic activity of the country caused by the covid-19 pandemic.

As can be seen from Figure 1, the structural changes that began in the Greek economy after 2008 and the covid-19 pandemic lockdown years of 2020 and 2021 are clearly reflected in all the series, especially in the real growth rate γ_t , pb_t and $i_t - g_t$. The quite large negative values of pb_t and $i_t - g_t$, during the pandemic years (from 2020 to 2022) are due to the simultaneous loosening of monetary and fiscal policies allowed by EU authorities to shore up the economy and tackle the socioeconomic consequences of the pandemic.

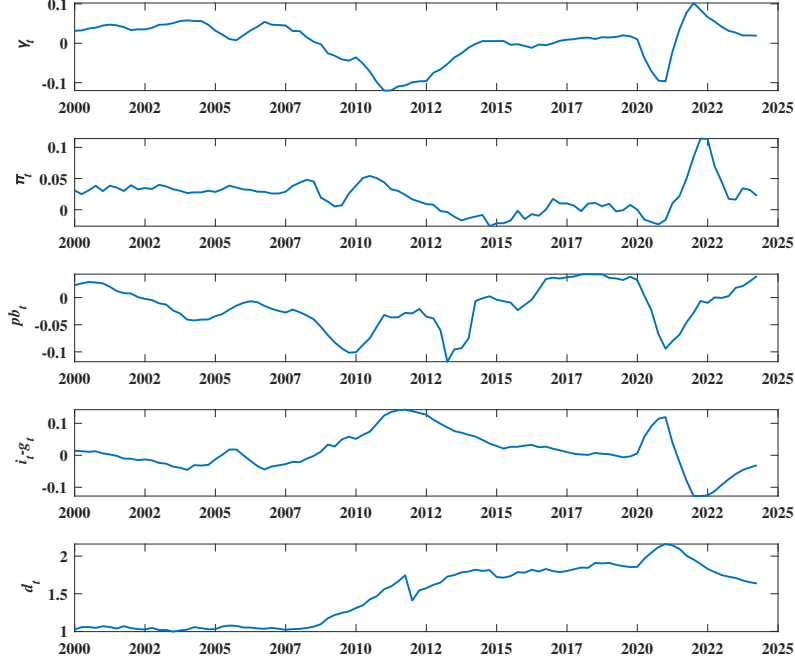


Fig. 1: Graphs of variables (2000:Q1-2024:Q2)

4.2 Estimates of the VAR model and impulse response analysis

(a) Estimates of the VAR model

In Table 1, we present least squares (LS) estimates of the coefficients of the VAR model (see equation (5)), for a lag structure $s = 1$. This lag structure is chosen based on the values of the Bayesian and Akaike Information Criteria, reported in the table. Note that the Akaike criterion is corrected for small sample bias (see Burnham and Anderson (2004)). The reported estimates satisfy the stabilities conditions of the VAR model.

To evaluate the forecasting performance of the augmented VAR model for the debt-GDP ratio d_{t+h} , in Figure 2 we present out-of-sample (OOS) forecasts of d_{t+h} , for $h = 1$ quarter ahead, against its actual values. To obtain these forecasts, we rely on the suggested bootstrap method described by equation (11). This is done using an expanding window approach, starting with the data sample from 2000:Q1 to 2014:Q1 as the initial window. For each OOS period, we obtain dynamic forecasts of d_{t+h} , based on the debt-GDP dynamic equation (6) and the forecasts for vector Y_{t+h} . Then, we add to the sample window the next quarter of observations, re-estimate the model and obtain new forecasts for d_{t+h} . This procedure is sequentially repeated until the end of the sample (i.e., 2024:Q2), resulting in an out-of-sample interval of 41 observations used for the evaluation of the forecasting performance of the model for d_{t+h} . In this way, we maintain a good balance between having a significantly large initial sample to accurately estimate the VAR model while also keeping a reasonable period for OOS testing (see Diebold, 2015).

Table 1: Estimates of the VAR model							R^2
γ_t	-0.02 (0.01)	$+1.2\gamma_{t-1}$ (0.10)	$-0.08\pi_{t-1}$ (0.08)	$-0.13pb_{t-1}$ (0.05)	$+0.14(i_{t-1} - g_{t-1})$ (0.07)	$+0.01d_{t-1}$ (0.006)	0.90
π_t	-0.01 (0.01)	$+0.25\gamma_{t-1}$ (0.10)	$+0.90\pi_{t-1}$ (0.07)	$-0.11pb_{t-1}$ (0.04)	$+0.13(i_{t-1} - g_{t-1})$ (0.08)	$+0.01d_{t-1}$ (0.005)	0.85
pb_t	-0.04 (0.01)	$+0.36\gamma_{t-1}$ (0.12)	$+0.15\pi_{t-1}$ (0.07)	$+0.87pb_{t-1}$ (0.04)	$+0.21(i_{t-1} - g_{t-1})$ (0.08)	$0.02d_{t-1}$ (0.004)	0.90
$i_t - g_t$	0.04 (0.01)	$-0.43\gamma_{t-1}$ (0.11)	$-0.04\pi_{t-1}$ (0.08)	$+0.13pb_{t-1}$ (0.06)	$+0.69(i_{t-1} - g_{t-1})$ (0.08)	$-0.02d_{t-1}$ (0.007)	0.93
$AICc(p) :$							$AICc(1) = -2431.2, AICc(2) = -2420.8, AICc(3) = -2290$
$BIC(p) :$							$BIC(1) = -2385.8, BIC(2) = -2375.7, BIC(3) = -2302.7$

Notes: The table presents LS estimates of the VAR model (5) of lag order one. In parentheses, we present estimates of standard errors based on Newey-West method using one lag. R^2 is the coefficient of determination. $AICc(p)$ is the Akaike Information Criterion corrected for small sample bias. Both of the criteria are calculated for lag order $p = \{1, 2, 3\}$.

The results of Table 1 clearly indicate that, first, there is a significant reaction by fiscal authorities to a higher level of the debt-GDP ratio d_{t-1} , one-period back. The estimate of the slope coefficient of d_{t-1} in the primary balance equation of the VAR model (henceforth referred to as pb -equation) is positive (approximately given by 0.02) and significant, at the 5% level. This result is in accordance to the predictions of the fiscal policy reduced form relationship (3). It can be obviously attributed to the efforts of fiscal authorities for sustainable and solvent fiscal policies, since the Greek sovereign debt crisis began. As was expected, the primary balance pb_t is also found to be positively related to real growth rate γ_{t-1} and inflation rate π_{t-1} , one-period back. As discussed earlier, both of these variables independently capture real and nominal economic activity effects on budgetary policies, particularly on the side of tax revenues. Another interesting finding of the pb -equation estimates is that pb_t is positively and significantly related to $i_{t-1} - g_{t-1}$. This relationship may interpreted as a reaction of fiscal police authorities to higher values of $i_{t-1} - g_{t-1}$ making public debt financing more expensive. Economides et al (2025) have recently argued that such a relationship is a necessity for public debt stability and fiscal sustainability, in addition to the fiscal policy rule given by equation (3).

Second, there is strong evidence of fiscal consolidation effects on economic activity. As can be seen from the estimates of the slope coefficients of the VAR equations concerning variables γ_t and π_t , there are strong negative and significant primary balance effects on economic activity due to an increase in pb_{t-1} , one-period back. Notably, both variables γ_t and π_t tend to fall together when an increase to pb_{t-1} happens. These results are the consequences of the austere fiscal contraction programs adopted by the Greek governments in response to the sovereign debt crisis. This will be more rigorously examined in the next section by presenting IRFs of γ_t and π_t with respect to primary balance structural shock $u_{t,pb}$.

Third, the results indicate that we can successfully predict changes in the values of the IRGD variable $i_t - g_t$ and their sign based on lagged values of most variables in vector Y_t one-period back, including $i_{t-1} - g_{t-1}$. The reported estimates of the VAR equation for $i_t - g_t$ (henceforth referred to as $(i - g)$ -equation) show that the predictive power of this equation is very high (see the coefficient of determination, $R^2 = 0.93$). According to these estimates, a fall in γ_{t-1} and an increase in pb_{t-1} can predict changes in the sign of $i_t - g_t$ from negative to positive. Another interesting finding for $(i - g)$ -equation is that

the autoregressive coefficient for $i_t - g_t$ is approximately 0.69. This is considerably lower than the autoregressive coefficients of the other endogenous variables in vector Y_t , namely pb_t , γ_t and π_t . This result may be interpreted as evidence that negative values of $i_t - g_t$ reverse to positive ones much more frequently than the other variables determining d_t . It also suggests that the snow ball dynamic effects of $i_t - g_t$ on d_t may be less persistent than commonly believed. This will be more formally answered by the results of our GIRFs analysis, reported in a next subsection, which identifies the structural error associated with $i_t - g_t$.

Finally, the inspection of Figure 2 indicates that our VAR model, given by equations (5)-(6), can successfully predict future paths of d_{t+h} . The OOS forecasts produced by the model, based on the bootstrap approach suggested by equation (11), closely follow the actual values of d_{t+h} reported in the figure. This holds true even for the covid-19 pandemic period, where d_t fluctuates most substantially. To assess whether the above method of forecasting d_{t+h} outperforms the method of skeleton forecasts often used in practice, we calculated the Diebold-Mariano test statistic for the out-of-sample (OOS) forecasts for the two methods over different horizons $h = \{1, 4, 8, 12\}$. This is done based on the mean squared proportional error (MSPE) loss function which is more robust to possible heteroscedasticity in series d_t . The estimates of this statistic are given below:

h	1	4	8	12
DM	-1.49	-1.14	-1.57	-4.15
p -value	0.071	0.129	0.052	0.000

where DM denotes the statistic, p -value is the type I error of rejecting the null hypothesis that the two methods have the same forecasting performance against the alternative hypothesis assuming that the method skeleton forecasts is worse. The results of the above test clearly indicate that there exist substantial benefits in forecasting d_{t+h} based on the bootstrap approach compared to the method of skeleton forecasts. The p -values reported reject the null hypothesis and accept the alternative at low significance levels. Furthermore, the rejections of the null hypothesis become more strong with h , implying higher forecasting benefits for the bootstrap approach as h increases.

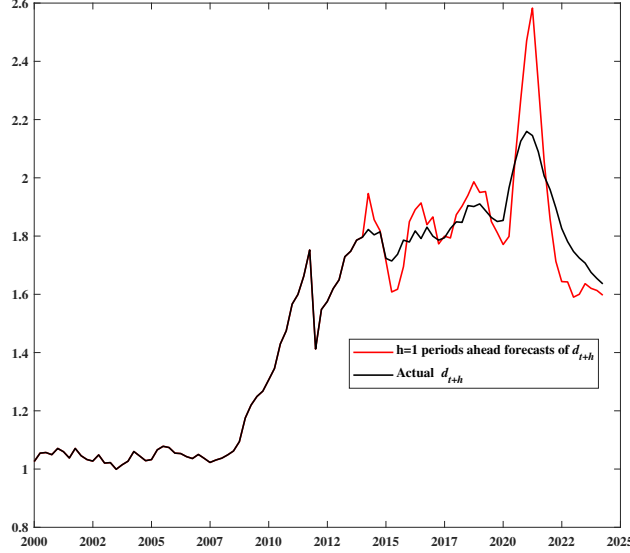


Fig. 2: Out-of-Sample (OOS) forecasts of d_{t+h} for the period 2014:Q2 to 2024:Q2

(b) *IRFs analysis*

The results of our IRFs analysis, based on the estimates of the VAR model presented in Table 1, are reported in Figure 3. The figure graphically presents estimates of $IRFs(h)$, for $h = 1, 2, \dots, 20$ quarters ahead, together with their 90% confidence intervals for all the endogenous variables of the VAR model, i.e., γ_t , π_t , pb_t and $i_t - g_t$. See Plots A, B, C and D of the figure, respectively. The reported estimates present responses of these variables to positive structural shocks $u_{t,j}$, $j = \{\gamma, \pi, pb, i - g\}$, of one standard deviation magnitude. These estimates are obtained using the Cholesky decomposition of the variance-covariance matrix of the vector of innovation terms $e_t = (e_{t,\gamma}, e_{t,\pi}, e_{t,pb}, e_{t,i-g})'$, see equation (7). The confidence intervals (CIs) reported in the plots are calculated using the bootstrap method with 10.000 iterations. Bootstrap estimates of CIs, instead of asymptotic approximations, are more appropriate when there are substantial asymmetries in the distributions of $IRFs(h)$, as can be confirmed by the reported values of CIs.

The inspection of the plots of the $IRFs(h)$ leads to several interesting conclusions about the dynamic and cross-section interactions among the covariates determining the debt-GDP ratio dynamics. These are very useful in interpreting the GIRFs of d_{t+h} with respect to structural shocks $u_{t,j}$, presented in the next section. First, the estimates of $IRFs(h)$ show that the own effects of the structural shocks (captured by $IRF_{j,j}(h) = \frac{\partial Y_{t+h,j}}{\partial u_{t,j}}$) are persistent and significant for most endogenous variables of the VAR model. The only exception is the IRGD structural shock $u_{t,i-g}$ whose effects on $i_{t+h} - g_{t+h}$ appear significant only for a few quarters ahead, as indicated by the reported estimates of CIs. These results are consistent with the estimates of the autoregressive coefficients of the endogenous variables of the VAR model, reported in Table 2.

Second, regarding the cross-sectional covariate effects of structural shocks $u_{t,j}$ (captured by $IRF_{i,j}(h) = \frac{\partial Y_{t+h,i}}{\partial u_{t,j}}$, for all $i \neq j$), the results in the figure indicate that the signs of these effects are consistent with the theory. However, their degree of persistency differs across the shocks. The most important, both in terms of magnitude and persistency, of these effects is found to be that caused by structural shock $u_{t,\gamma}$,

capturing structural real economic growth changes. Apart from its own effects, this shock has significant and persistent effects on the future paths of the other endogenous variables the VAR model (i.e., π_t , pb_t and $i_t - g_t$). As was expected, a positive value of $u_{t,\gamma}$ causes positive changes in pb_{t+h} and π_{t+h} , and negative in $i_{t+h} - g_{t+h}$.

The remaining structural shocks (i.e., $u_{t,\pi}$, $u_{t,pb}$ and $u_{t,i-g}$) are found to have smaller in magnitude and less pervasive cross-section covariate effects than $u_{t,\gamma}$. Regarding their sign, these effects align with the slope coefficients of the VAR model, discussed in the previous section. A positive value of $u_{t,pb}$ is found to have negative effect on π_{t+h} and γ_{t+h} , reflecting fiscal policy consolidation effects. A positive value of $u_{t,\pi}$ leads to an increase in pb_{t+h} , as it increases tax revenues. Finally, a positive value of $u_{t,i-g}$ causes a positive effect in pb_{t+h} . As mentioned earlier, this can be interpreted as a reaction of fiscal policy authorities to the higher cost of refinancing public debt.

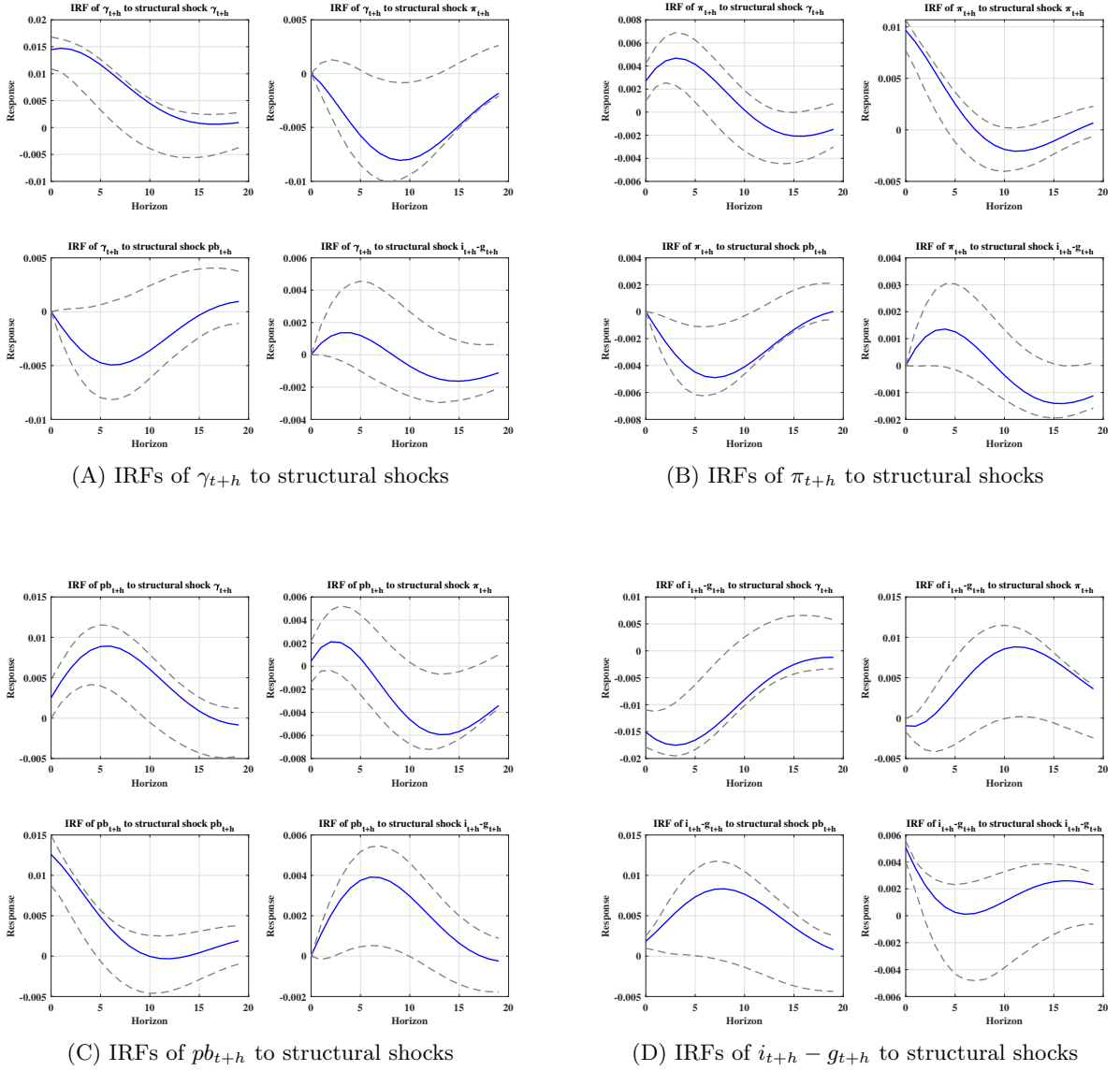


Fig. 3: Impulse Response Functions (IRFs) of endogenous variables to structural shocks.

(c) *GIRFs analysis for the debt-GDP ratio*

The direct effects of the structural shocks on the future paths of debt-GDP ratio d_{t+h} can be discussed with the help of Figure 4 and Table 2. Figure 4 graphically presents estimates of the $GIRF_j(h)$ for d_{t+h} to one-standard-deviation positive change in all shocks $u_{t,j}$, $j = \{\gamma, \pi, pb, i-g\}$ together with their 90% *CI*s. Table 2 presents estimates of $GVDF_j(h)$, for $h = \{1, 4, \dots, 20\}$ quarters ahead, for all $u_{t,j}$. Both set of estimates, reported in the figure and the table, are obtained based on the bootstrap method presented in the previous section (see equations (9) and (11)) using 10.000 iterations.

A number of useful conclusions can be drawn from the estimates of $GIRF_j(h)$ and $GVDF_j(h)$, for all j . Firstly, a general conclusion is that the sign of both the impact (current t -time) and dynamic effects of all structural shocks $u_{t,j}$ considered on d_{t+h} is consistent with the predictions of the debt dynamic equation (2). The debt-GDP ratio d_{t+h} responds negatively to a positive value of structural shocks $u_{t,\gamma}$, $u_{t,\pi}$ and $u_{t,pb}$, and positively to a positive value of $u_{t,i-g}$, which increases the financing cost of the debt. The opposite effects hold for a negative value of $u_{t,j}$. In this case, $u_{t,i-g}$ reduces the level of d_{t+h} , thus highlighting the benefits of negative IRGDs for the debt stabilization.

Secondly, the real output structural shock $u_{t,\gamma}$ has the highest in magnitude and persistency effects on d_{t+h} of all the shocks considered. In particular, the impact of $u_{t,\gamma}$ on d_{t+h} , for $h = 0$, has size which is almost four times bigger than the other structural shocks, while its dynamic effects on d_{t+h} last for more than twenty quarters ahead (see the *CI*s values, reported in the figure). On the contrary, the dynamic effects of the other structural shocks on d_{t+h} (including the IRGD shock $u_{t,i-g}$) are much shorter, lasting between three and five quarters ahead. These results are not surprising given the estimates of the IRFs analysis, presented in the previous section. Apart from its own effects, the prolonged effects of $u_{t,\gamma}$ on d_{t+h} can be also attributed to its cross-section effects on the remaining covariates determining the debt-GDP ratio dynamics. These are found to be important, both in terms of size and persistency. The less pervasive effects of the IRGD shock $u_{t,i-g}$ on d_{t+h} can be attributed to its lower degree of persistency and its cross-section effect on primary balance. As shown by the estimates of $IRF_j(h)$ for this shock, a negative value of $u_{t,i-g}$ implies a decrease in pb_{t+h} for a some quarters ahead, which leads to public debt accumulation.

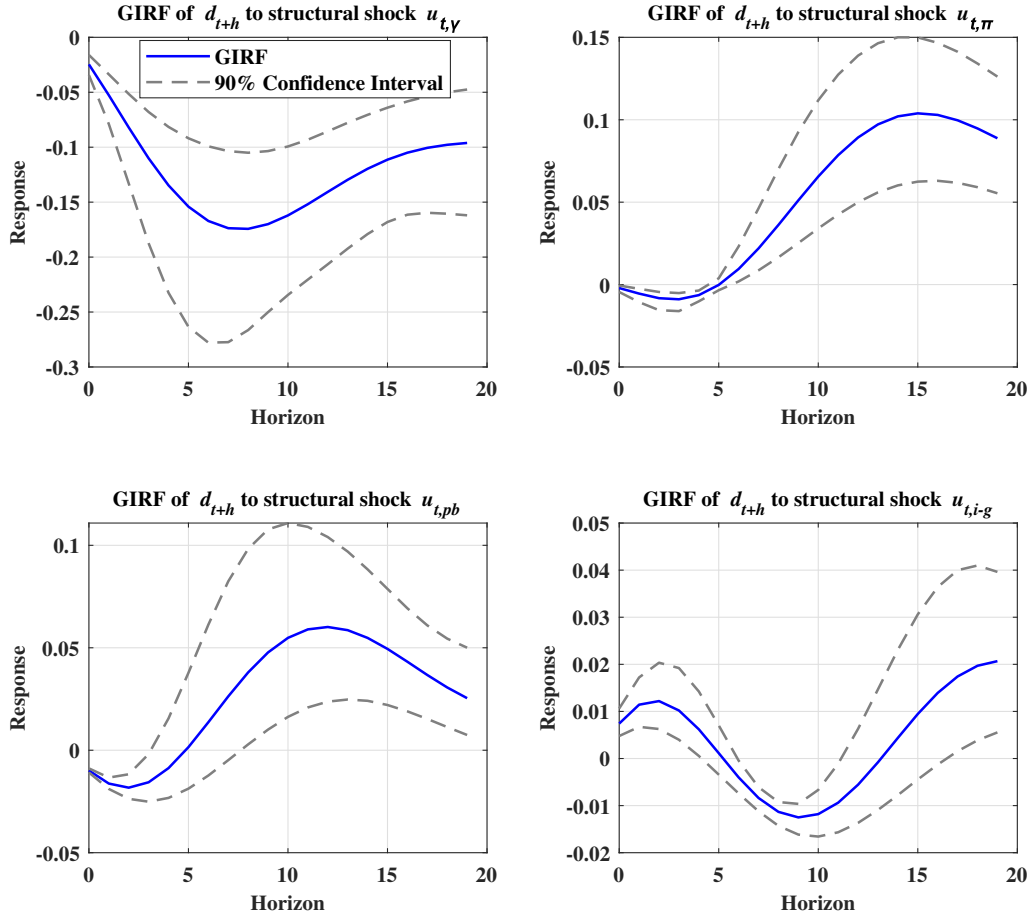
Third, the above results are also consistent with the estimates of $GVDF_j(h)$, reported in Table 2. The results of this table indicate that the shock $u_{t,\gamma}$ explains most of the variance of the forecast error of d_{t+h} . The contribution of $u_{t,\gamma}$ to $GVDF_j(h)$ ranges from 0.77 to 0.94. This is the highest contribution of all structural shocks either for short ($h = 1$) or long ($h = 20$) horizons. On the contrary, the contribution of the shock $u_{t,i-g}$ to $GVDF_j(h)$ is relatively small (i.e., 0.06) and concerns only the short horizon $h = 1$. A similar conclusion can be drawn for the primary balance shock $u_{t,pb}$. Finally, note that the contribution of the inflation shock $u_{t,\pi}$ mainly concerns the long end of $GVDF_j(h)$ (i.e., $h = 20$) and it is low relative to $u_{t,\gamma}$.

Summing up, the results of the IRFs and GIRFs analysis imply that, although a negative value of the IRGD structural shock $u_{t,i-g}$ has stabilizing effects on public debt, these effects are temporary and of lower magnitude compared to those of a positive real output structural shock $u_{t,\gamma}$. The latter can stabilize the debt-GDP ratio considerably, as it also significantly affects the IRDG and primary balance.

Table 2: Generalized Variance Decomposition Function

<i>horizon</i>	1	4	8	16	20
$u_{t,\gamma}$	0.80	0.95	0.98	0.81	0.77
$u_{t,\pi}$	0.01	0.01	0.01	0.13	0.17
$u_{t,pb}$	0.12	0.03	0.01	0.06	0.06
$u_{t,i-g}$	0.07	0.01	0.00	0.00	0.00

Notes: The table presents estimates of the $GVDF_j(h)$ of d_{t+h} for the vector of structural shocks $u_t = (u_{t,\gamma}, u_{t,\pi}, u_{t,pb}, u_{t,i-g})$.

Fig. 4: GIRFs of d_{t+h} to structural shocks

5 Assessing downside risks of public debt under different structural policy scenarios

The results of the previous section imply that downside risks of public debt (implying debt accumulation) can be attributed to different structural economic shocks. In this section, based on structural policy

scenario (SPS) analysis, we evaluate both qualitatively and quantitatively the downside risks of public debt associated with three of the structural shocks driving the debt-GDP ratio dynamics presented by the SVAR analysis.⁸ These shocks are taken to reflect alternative counterfactual policy scenarios which occur $h = 1, 2, \dots$ periods after the end of the sample, at time T (i.e., over period $T + h$).

The first scenario considers a primary balance structural shock, denoted as $u_{T+h,pb}^*$, which offsets the effects of fiscal policy rule (3) on pb_{T+h} . This means the abandonment of the fiscal policy rule given by the reduced form equation (3). The second scenario considers an IRGD structural shock, denoted as $u_{t,i-g}^*$, which turns the value of $i_{T+h} - g_{T+h}$ from negative to positive, implying that there are no benefits of refinancing public debt at negative IRGDs. This shock sets $i_{T+h} - g_{T+h} = 2\%$, for all h . Finally, the third scenario assumes a structural shock, denoted as $u_{T+h,\gamma}^*$, which causes a fall in real output growth by 1%. The first two sources of risks (due to shocks $u_{T+h,pb}^*$ and $u_{T+h,i-g}^*$) have an immediate fiscal policy interest. They primarily concern government decisions on financing public debt, either by higher taxes or further borrowing. The third source (due to shock $u_{T+h,\gamma}^*$) has a broader economic policy interest, given also our findings that $u_{t,\gamma}$ causes large and persistent deviations of d_{t+h} from its long run levels.

To appraise the above risks, we will rely on the estimates of the structural VAR (SVAR) model, given by equations (5), (6) and (7), reported in the previous section. Based on these estimates, we will examine the impact of structural shocks $u_{T+h,pb}^*$, $u_{T+h,i-g}^*$ and $u_{T+h,\gamma}^*$, defined above, on the future path of d_{T+h} by means of stochastic simulations. The adjusted stocks $u_{T+h,pb}^*$, $u_{T+h,i-g}^*$ and $u_{T+h,\gamma}^*$, reflecting the above alternative policy scenarios, are known in the literature as driving shocks. These shocks, for each scenario considered, are assumed to deviate from their unconditional distribution, over period $T + h$, in contrast to the remaining structural shocks (known as non-driving) which retain their unconditional distribution features. One merit of the SPS analysis in assessing downside risks for d_{t+h} is that it takes into account the actual interactions among the covariates determining d_{t+h} and their associated structural shocks identified by the data, as well as the empirical distribution of these shocks. This is expected to provide more empirically plausible distributions of the future paths of d_{t+h} and, hence, estimates of the downside risks for d_{t+h} .

The results of our SPS analysis are presented in Figures 5 and 6. The figures presents fan charts of d_{T+h} , for $h = \{1, 2, 3, 4\}$ quarters ahead. This is done for the baseline scenario of the SPS analysis (denoted as SPS₀), which does not consider any counterfactual policy scenario (see Figure 5), and for the cases of the alternative counterfactual policy scenarios described above (see Figure 6). The fan charts, reported by the figure, present frequency distributions of the possible future paths of d_{T+h} , for all h , which correspond to the alternative policy scenarios. These distributions will be used to calculate public debt downside risks. To obtain these charts, we rely on a bootstrap stochastic simulation method which generates paths of Y_{T+h} and d_{T+h} based on the relationship $Z_{T+h} = F(Z_{T+h-1}, e_{T+h}, u_{j,T+h}^*; \vartheta)$, defined in equation (11), where $Z_{T+h} = (Y'_{T+h}, d_{T+h})'$, $e_{T+h} = \Theta u_{T+h}$ (see equation (7)) and $u_{j,T+h}^*$, $j = \{pb, i - g, \gamma\}$. According to this method, the paths of Y_{T+h} and d_{T+h} are generated by randomly drawing (with replacement) from the distribution of the vector of innovation terms e_{T+h} given by $e_{T+h} =$

⁸We have also considered the case of a structural shock in inflation, but we have found that it does not change the main conclusions of our analysis. This is not surprising, given the results of Table 2, which show that the contribution of the shock $u_{t,\pi}$ to $GVDF_j(h)$ is relatively low compared to $u_{t,\gamma}$. These results are not reported due to space limitations.

Θu_{T+h} where the structural shocks $u_{j,T+h}^*$ are replaced by their corresponding driving shocks $u_{j,T+h}^*$, as defined under the alternative policy scenarios. The remaining (non-driving) structural shocks are left unrestricted; these take values from their sample distribution estimates, based on the SVAR estimates.

More analytically, for the structural policy scenario assuming the abandonment of the fiscal policy rule (3), over $T+h$, denoted as SPS₁, the structural equation between $e_{T+h,pb}$ and $u_{T+h,pb}^*$ is given as: $e_{T+h,pb} = \theta_{31}e_{T+h,\gamma} + \theta_{32}e_{T+h,\pi} + u_{T+h,pb}^*$, for all h , where $u_{T+h,pb}^* = u_{T+h,pb} - 0.02d_{T+h-1}$. This equation is used to generate future paths of d_{T+h} , by drawing from the sample distributions of $e_{T+h,\gamma}$, $e_{T+h,\pi}$ and $u_{T+h,pb}^*$. By doing so, we take into account the causal relationships between the structural shocks and innovation terms assumed by structural relationship (7)), which gives economic interpretation to structural shocks $u_{t,j}$.

For the structural policy scenario which sets IRGD $i_{T+h} - g_{T+h}$ to 2%, denoted as SPS₂, the structural equation between $e_{T+h,i-g}$ and $u_{T+h,i-g}^*$ used to generate paths of d_{T+h} is given as $e_{T+h,i-g} = \theta_{41}e_{T+h,\gamma} + \theta_{42}e_{T+h,\pi} + \theta_{43}e_{T+h,pb} + u_{T+h,i-g}^*$, where $u_{T+h,i-g}^* = u_{T+h,i-g} - (i_{T+h} - g_{T+h}) + 0.02$. Note that, since $i_{T+h} - g_{T+h}$ is not observable at time $T+h$, it is replaced by its VAR forecast. Finally, for the structural policy scenario that reduces the real growth rate γ_{T+h} by 1%, denoted as SPS₃, the structural equation between $e_{T+h,\gamma}$ and $u_{T+h,\gamma}^*$ is given as $e_{T+h,\gamma} = u_{T+h,\gamma}^*$, where $u_{T+h,\gamma}^* = e_{T+h,\gamma} - 0.01$. In addition to the above scenarios, we also consider a fourth scenario (denoted SPS_{1,2}) which combines both SPS₁ and SPS₂. This scenario can appraise the downside risk of public debt when fiscal authorities abandon the fiscal policy rule and focus more on the negative IRGDs for public debt stabilization.

To obtain a quantitative assessment of the public debt downside risks caused by the above scenarios, in Table 3 (see Panel A) we present the probabilities that d_{T+h} raises above its end of sample level, i.e., $d_T = 163.5\%$, for $h = \{1, 2, 3, 4\}$ quarters ahead, defined as $\Pr[d_{T+h} \geq d_T]$. This is done for all the alternative policy scenarios considered in our SPS analysis. The values of $\Pr[d_{T+h} \geq d_T]$, presented in the table, are calculated based on the fan charts, reported by Figure 5. For comparison, in the table (see Panel B) we also present values of $\Pr[d_{T+h} \geq d_T]$ for all the above scenarios under the stress testing approach (STA). These cases are denoted as STA₁, STA₂, STA₃ and STA_{1,2}. For a more fair comparison to the SPS method, we consider a probabilistic version of the STA based on the reduced version of our VAR specification to generate paths of Y_{T+h} and d_{T+h} . The fan charts of these scenarios are not provided for reasons of space. Instead of placing restrictions on structural shocks, the STA restricts the future paths of the variables determining d_{T+h} , over $T+h$, to take certain values under the assumptions of the alternative scenarios considered and leaves the future paths (projections) of the remaining covariates unchanged.⁹ The distribution of the future paths of these covariates, over $T+h$, is obtained by drawing random samples (with replacement) from the empirical distributions of the estimates of their innovation terms $e_{t,j}$. The difference between the SPS analysis and the probabilistic STA is due to the fact that the STA does not take into account the structural relationship between e_{T+h} and u_{T+h} , given by $e_{T+h} = \Theta u_{T+h}$, in drawing samples of e_{T+h} . Ignoring this relationship (capturing structural

⁹In particular, the future paths of Y_{T+h} and d_{T+h} are generated from the relationship $Z_{T+h} = F(Z_{T+h-1}, e_{T+h}; \vartheta)$, where $e_{T+h,j}$ ($j = \{\gamma, pb, i - g\}$) are restricted accordingly to the alternative policy scenarios. That is, $pb_{T+h} = pb_{T+h} - 0.02d_{T+h-1}$ for STA₁, $i_{T+h} - g_{T+h} = 0.02$ for STA₂ and $\gamma_{T+h} = \gamma_{T+h} - 0.01$ for STA₃, where pb_{T+h} , $i_{T+h} - g_{T+h}$ and γ_{T+h} are replaced by their VAR forecasts.

Fig. 5: Fan Chart of d_{T+h} under no counterfactual policy analysis (SPS₀)

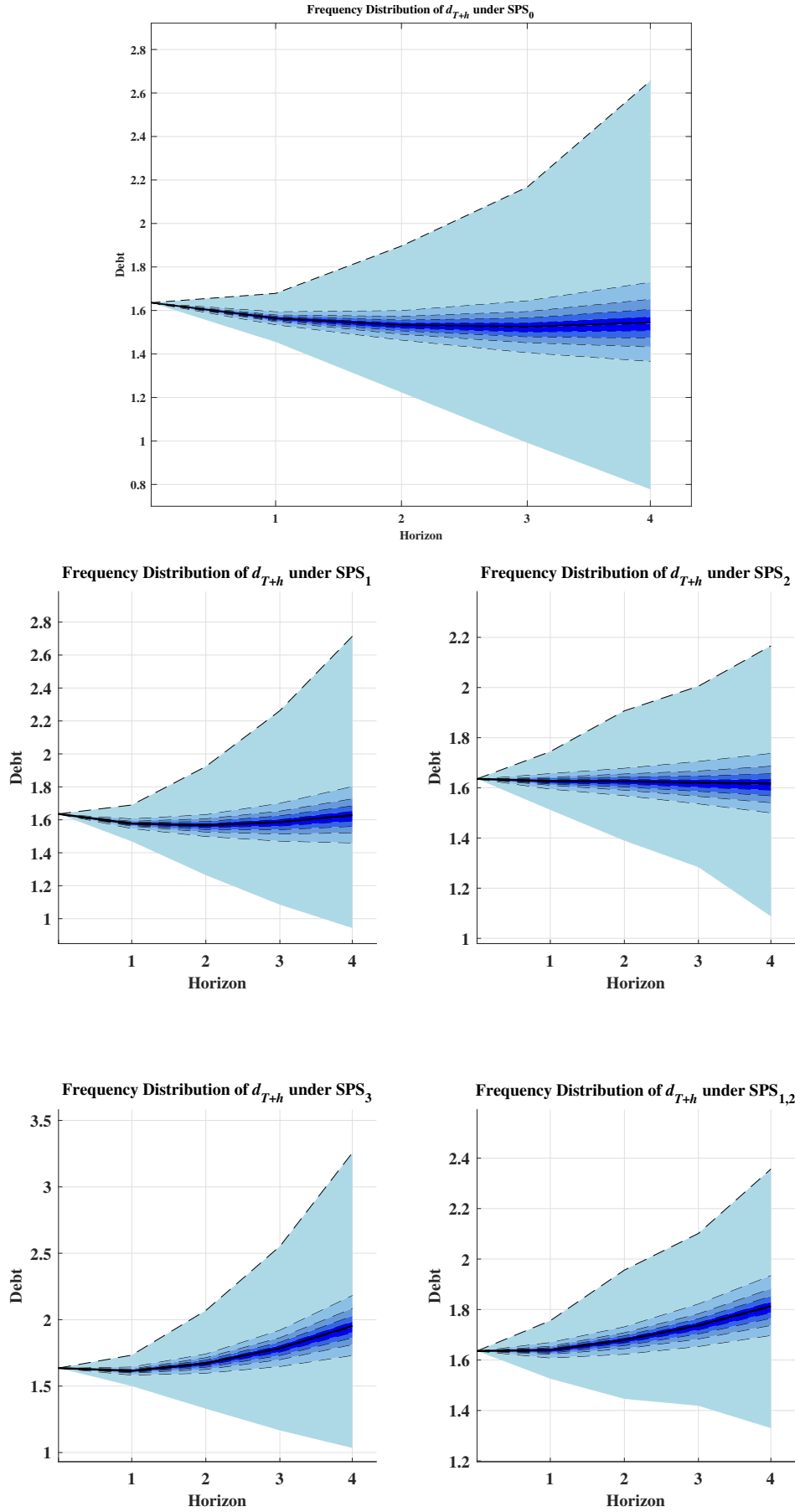


Fig. 6: Fan Charts of d_{T+h} under counterfactual policy scenarios (SPS₁, SPS₂, SPS₃, and SPS_{1,2})

interactions among the covariates determining future paths d_{T+h}) may not produce empirically plausible paths of d_{t+T} , over $T+h$ (see also Diaz et al (2021)). Yet, it can not provide downside risks for public debt which are be economically interpretable (i.e., driven by identified structural shocks).

A number of useful conclusions can be drawn from the inspection of the fan charts of Figure 5 and the results of Table 3. First, the fan chart estimates show a downward trend in d_{T+h} , for all h , under the baseline scenario SPS_0 . The probabilities (risk) of reversing this trend, reported in the table, are relatively low, compared to the cases of SPS_i ($i = 1, 2, 3$) considered. Second, the highest risk of reversing this trend is under SPS_3 , which assumes a fall in real output growth. This risk escalates with h , quickly, and it is important even under negative IRGDs, observed over the last years of our sample. This is not surprising, given the estimates of the IRFs and GIRFs (presented in the previous section), which show that the structural shock to real growth growth rate causes the largest magnitude and most persistent deviations of the debt-GDP ratio from its long run level among all the structural shocks considered.

The downside risk of the IRGD turning from a negative value to positive (see SPS_2) is found to be important even for short horizons (e.g., $h = \{1, 2\}$ quarters ahead). This risk exacebrates quickly, with a probability approaching to one as h increases, if it is combined with the downside risk of the abandonment of the fiscal policy rule (see $SPS_{1,2}$). In this case, the level of the downside risk exceeds that of the economic growth slowdown policy scenario, for all h . This result emphasizes the high downside risk of relaxing fiscal discipline and relying on negative IRGDs to stabilize public debt. The abandonment of the fiscal policy rule (see SPS_1) affects the downside risk at horizons longer than $h = 2$.

A final conclusion that can be drawn from our results is that the levels of the downside risk predicted under the STA differ substantially from those based on the SPS method in two out of the three scenarios considered. In particular, these levels are much bigger under the SPS method than the STA for SPS_3 , for all h . The opposite result holds for SPS_1 . Following our previous discussion, these results can be attributed to the fact that, in obtaining future paths of d_{T+h} , the SPS analysis accounts for possible interactions among all structural shocks determining the dynamics of d_{T+h} . The smaller levels of the downside risk estimated under the SPS_1 , compared to the STA_1 , can be explained by the fact that, apart from its own structural shock, pb_{T+h} is strongly influenced by the structural shock $u_{T+h,\gamma}$ (see our IRFs analysis).

6 Conclusions

The aim of this paper was to examine whether negative values of the interest rates growth differential (IRGD) can be thought of as a viable source of public debt stabilization and to appraise its downside risks compared to other determinants of public debt, such as primary balances and economic activity. To this end, we focus on the following sources of public debt downside risks: the abandonment of a fiscal policy rule responding to debt-GDP ratio, a reversal of IRGD from negative to positive value and a slowdown of the real output growth by 1%. These risks have immediate interest to economic policymakers, particularly fiscal authorities. To assess them, we rely on a structural policy scenario (SPS) analysis. This analysis enables us to identify structural shocks associated with the above sources of risk and to generate future

Table 3: Estimates of the downside risk (probabilities) $\Pr[d_{T+h} \geq d_T]$

h	Panel A: Under the SSP approach					Panel B: Under the stress testing approach			
	SPS_0	SPS_1	SPS_2	SPS_3	$SPS_{1,2}$	STA_1	STA_2	STA_3	$STA_{1,2}$
1	2.94%	3.19%	32.82%	15.21%	53.72%	5.13%	32.89%	3.08%	60.50%
2	4.73%	9.82%	37.87%	75.07%	84.75%	29.06%	38.03%	5.88%	88.42%
3	11.36%	26.74%	37.18%	91.55%	93.67%	57.85%	37.49%	20.96%	95.22%
4	23.08%	46%	38.76%	95.28%	96.77%	73.80%	39.05%	50.3%	97.53%

Notes: The table presents estimates of the probabilities $\Pr[d_{T+h} \geq d_T]$, for $h = 1, 2, 3, 4$, periods ahead based on the values of d_T , at the end of the sample. This is done under SPS_0 (no counterfactual scenario), and for the following SPS cases: SPS_1 , SPS_2 , SPS_3 and $SPS_{1,2}$ (see Panel A of the table), as well as their corresponding cases STA_1 , STA_2 , STA_3 and $STA_{1,2}$, considered under the stress testing approach.

paths of the debt-GDP ratio, allowing us to quantitatively and qualitatively appraise the above risks by means of stochastic simulation. This is achieved within a unified econometric framework which accounts for the dependence structure among all covariates determining the debt dynamics and their empirical distribution properties.

In our empirical analysis, we consider a vector autoregression (VAR) model of the data which consists of the fundamental economic variables driving the debt-GDP ratio dynamics and also allows for feedback effects from the debt-GDP ratio to these variables. Following a research stream in economic literature, we treat the dynamic equation of the debt-GDP ratio as an identity. This equation complements our VAR model specification. Due to the nonlinearity of this equation, we suggest a bootstrap sampling procedure to obtain unbiased forecasts of the debt-GDP ratio based on forecasts of its covariates obtained by the VAR model. In our empirical analysis, we use data from the Greek economy since joining European Union (EU). This sample period covers a range of significant events (i.e., a sovereign debt crisis, fiscal consolidation programs and the covid-19 pandemic) that occurred in this economy, which help to better identify the structural shocks driving the debt-GDP ratio dynamics and to assess the magnitude of public debt downside risks.

The results of the paper lead to several conclusions which have important fiscal policy implications. Firstly, they demonstrate that negative IRGDs can indeed help accelerate public debt decumulation. However, this benefit is temporary and not without risk. The debt-GDP ratio levels can quickly escalate if the IRGD values turn positive. This risk is exacerbated if fiscal authorities (governments) become more relaxed and pursue primary balance deficits, focusing solely on negative IRGDs to stabilize public debt. The paper clearly shows that abandoning a fiscal policy rule reacting to debt-GDP levels implies a high risk of accelerating public debt even in an environment of negative IRGDs. Secondly, the findings of the paper indicate that, both in terms of size and persistency, the most important public debt downside risk of all covariates determining the debt-GDP ratio comes from a structural shock reducing real economic activity. This shock not only directly increases the debt-GDP ratio levels but also leads to sizable and permanent increases in the IRGD and primary balances, which, in turn, can substantially increase public debt levels.

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