

## Italy: Still in emergency mode

Unfavourable lockdown accounting has been calling for compensating temporary measures so far. Looming use of EU facilities should help mark a change in shift towards a forward-looking approach



Italian Prime Minister  
Giuseppe Conte

Source: Shutterstock

### First hit first to lock down

Italy was hit first among European countries by the Covid-19 pandemic. Early local lockdowns turned into a nationwide lockdown on 8 March.

Google Covid-19 local mobility data shows that the Italian implementation of social distancing measures was relatively strict from the very beginning and this was reflected in the 5.3% QoQ (-5.4% YoY) contraction of GDP in 1Q20, unsurprisingly driven by private consumption and investment components.

### A trio of fiscal packages

The strict social distancing rules imposed mandated closures of many economic activities, called for a set of measures meant to mitigate their social and economic impact.

The Italian government put in place three fiscal packages between 15 March and 20 May, combining direct fiscal impulse with sizeable tax and loan deferrals, liquidity-enhancing measures

and loan guarantees.

The May decree, dubbed Relaunch decree, was aimed at refinancing many measures introduced before while widening their scope to businesses formerly left-out and simplifying their rules to let the money reach more eligible parties.

## Keeping people on the books

On the household front, a lot of effort was put in to keeping people in jobs by freezing layoffs until the end of August and reinforcing and extending an existing unemployment insurance plan (CIG), now funded until October 2020. Self-employed and autonomous workers and working parents were compensated with monthly monetary bonuses.

Businesses were directly helped through tax payment deferrals and debt moratoria, and indirectly with the possibility to tap state-guaranteed funding from banks and other state-owned vehicles. In the May Relaunch decree, some tax cancellations were introduced along with measures to rescue the battered tourism sector.

## EU funding to enter the scene

The three fiscal packages, amounting to a total of €80 bn (excluding guarantees) were apparently compensatory in nature and deliberately aimed at tackling the emergency while lacking any emphasis on the planning of a post-pandemic future.

The forward-looking angle has recently gained centre stage in the political debate after it has become clear that the future availability of the EU recovery funds will be conditional on a sound portfolio of projects. So long as economic and epidemic uncertainties aren't dispelled, medium-term strategic reform plans and short-term emergency measures will have to proceed in tandem.

---

*We believe labour protection will remain a priority but whether Italy requests access to the ESM pandemic credit line remains an open question*

---

We believe that labour protection will remain a priority and that the relevant funding could likely come from the SURE EU vehicle. Whether Italy will also request access to the ESM pandemic credit line remains an open question. The government coalition is still in disagreement: the PD, Italia Viva, and Liberi e Uguali are in favour, and the 5SM is still against. PM Conte, after some ambiguity, is trying to mediate.

Before taking the final decision, the prime minister will likely wait to see what the ongoing discussion on the EU recovery fund will be. If available resources prove smaller than hoped and the economic rebound is weak, he could have a hard time giving up the opportunity to get some €36 bn of non-marketable, long tenor, almost unconditional cheap funding from the ESM.

Beware of the upcoming round of delayed regional elections now expected late in September. They also might impact the timing of the decision on the ESM.

## As lockdowns ease, re-opening isn't easy

In the meantime, positive developments on the epidemic front have allowed PM Conte to progressively loosen the strictness of the lockdown, upon respect of precautionary distancing rules.

Manufacturing and construction activities were re-opened on 4 May, retail activities a week later and bars and restaurants on 18 May. Inter-regional personal mobility and inbound flows of EU citizens, key ingredients for tourism activities, were allowed since 2 June. The easing of the lockdown has been timely reflected by Google Covid-19 mobility data: the gap versus pre-Covid times is shrinking, but it is far from filled. This is hardly surprising, as for many firms, particularly the smallest ones, obeying to the new precautionary sanitary rules is proving very difficult.

For many firms operating in the sector of hospitality and restaurants, strict obedience might prove incompatible with their low margin, high volume business models.

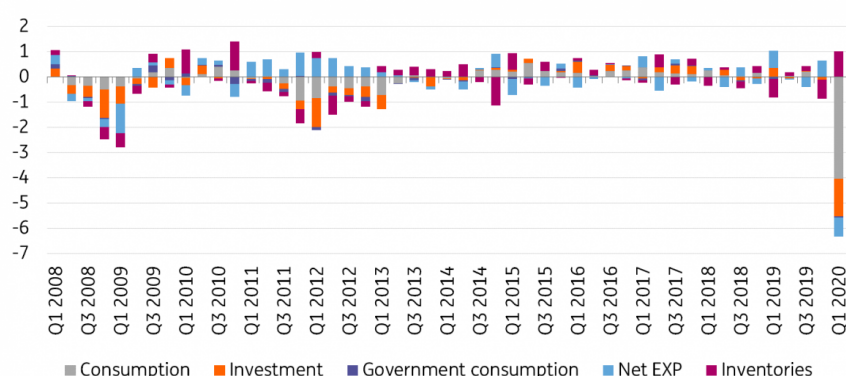
## Too early to make any calls on the tourism sector

After just a few days of the re-opening of borders it is too soon to make any calls on how the tourism season will unfold.

Given that international tourist flows will hardly compare with the past, domestic business operators are overtly inviting Italian tourists to remain within the national borders. Given the dominance of domestic over international spending in the tourism and travel sector, this might prove a reasonable defensive strategy.

Proximity might be the keyword this Summer.

## Similar pattern, bigger scale for 2Q20 GDP QoQ contraction



Source: Refinitiv Datastream, ING

## Expect an even steeper GDP contraction in 2Q20

Based on lockdown-time accounting, it seems inevitable that in 2Q20, Italian growth will post a steeper QoQ decline than the -5.3% recorded in 1Q20.

PMI data has signaled a turnaround in May, clearly more marked in manufacturing than in services, but the order component confirmed disappointingly soft. A gradual recovery in May and June would hardly be enough to compensate for the April full-month lockdown.

While anticipating a decent rebound over 3Q20, for the time being we stick to our call for a 9.8% average GDP contraction in 2020.

## The Italian economy in a nutshell (%YoY)

	2019	2020F	2021F	2022F
GDP	0.3	-9.8	3.5	1.5
Private consumption	0.4	-10.5	4.4	1.3
Investment	1.4	-15.6	4.1	3.6
Government consumption	-0.4	-0.3	0.9	1.0
Net trade contribution	0.5	-0.9	0.2	0.1
Headline CPI	0.6	-0.1	0.8	1.1
Unemployment rate (%)	9.5	8.7	10.5	10.4
Budget balance as a % of GDP	-1.7	-10.7	-6.4	-3.1
Government debt as a % of GDP	134.8	159.5	159	158.1

Source: Refinitiv Datastream, all forecasts ING estimates

## Author

### Paolo Pizzoli

Senior Economist, Italy, Greece

[paolo.pizzoli@ing.com](mailto:paolo.pizzoli@ing.com)

## Disclaimer

This publication has been prepared by the Economic and Financial Analysis Division of ING Bank N.V. ("ING") solely for information purposes without regard to any particular user's investment objectives, financial situation, or means. *ING forms part of ING Group (being for this purpose ING Group N.V. and its subsidiary and affiliated companies).* The information in the publication is not an investment recommendation and it is not investment, legal or tax advice or an offer or solicitation to purchase or sell any financial instrument. Reasonable care has been taken to ensure that this publication is not untrue or misleading when published, but ING does not represent that it is accurate or complete. ING does not accept any liability for any direct, indirect or consequential loss arising from any use of this publication. Unless otherwise stated, any views, forecasts, or estimates are solely those of the author(s), as of the date of the publication and are subject to change without notice.

The distribution of this publication may be restricted by law or regulation in different jurisdictions and persons into whose possession this publication comes should inform themselves about, and observe, such restrictions.

Copyright and database rights protection exists in this report and it may not be reproduced, distributed or published by any person for any purpose without the prior express consent of ING. All rights are reserved. ING Bank N.V. is authorised by the Dutch Central Bank and supervised by the European Central Bank (ECB), the Dutch Central Bank (DNB) and the Dutch Authority for the Financial Markets (AFM). ING Bank N.V. is incorporated in the Netherlands (Trade Register no. 33031431 Amsterdam). In the United Kingdom this information is approved and/or communicated by ING Bank N.V., London Branch. ING Bank N.V., London Branch is authorised by the Prudential Regulation Authority and is subject to regulation by the Financial Conduct Authority and limited regulation by the Prudential Regulation Authority. ING Bank N.V., London branch is registered in England (Registration number BR000341) at 8-10 Moorgate, London EC2 6DA. For US Investors: Any person wishing to discuss this report or effect transactions in any security discussed herein should contact ING Financial Markets LLC, which is a member of the NYSE, FINRA and SIPC and part of ING, and which has accepted responsibility for the distribution of this report in the United States under applicable requirements.

Additional information is available on request. For more information about ING Group, please visit <http://www.ing.com>.