



US Macro Research

What comes next? Understanding the potential monetary and fiscal tool kits

- Following the intermeeting 50bp cut from the Federal Reserve, financial markets continue to price in additional policy rate easing: about 50bp of rate cuts for the March FOMC meeting and about another 15bp at the April meeting. Over the next year, federal funds futures contracts imply almost 70bp of cumulative rate cuts, or a nontrivial probability of hitting the zero lower bound (ZLB).
- Proximity to the zero lower bound raises the question, "What comes next?" We provide our thoughts on measures in the monetary and fiscal tool kits that could be implemented should economic conditions warrant more policy stimulus than can reasonably be provided through interest rate policy alone.
- Following any move to the ZLB, we think the Fed would prefer yield curve control (YCC) over large-scale asset purchases, though Fed bill purchases could be extended beyond Q2 to promote reserve abundance. In addition to a potential shift to makeup strategies under inflation averaging, YCC could help reinforce forward guidance. We doubt the Fed is actively considering negative policy rates.
- The Fed could take a number of steps to improve liquidity, credit provision, and market functioning. The capacity of overnight and term rep facilities could be increased, pricing on FX swap lines could be reduced, and financial stress could lead to a reopening of the Primary Dealer Credit Facility. Should credit to households or business become constrained, crisis-era liquidity facilities such as the TAF and TALF could also be resurrected.
- On the fiscal policy front, Congress and the administration passed a \$8.3bn emergency funding package to combat the outbreak of the coronavirus. If the situation worsens and localized outbreaks threaten to overwhelm local health care providers, we believe it would pass additional emergency funding that could flow to state and local government to cover health care outlays. Payroll tax cuts are a quick and relatively efficient way to inject stimulus for consumers, particularly if the unique characteristics of the COVID-19 mean traditional forms of stimulus via rate cuts prove ineffective. Another advantage of a payroll tax cut is its progressivity, which could mean resources are directed to households with a higher propensity to spend.
- The outbreak may lead to increased funding for the Center for Disease Control and Prevention (CDC), National Institute of Health (NIH), and programs such as "Predict," which are viewed by many specialists as essential for long-term preparedness. That said, we would characterize these measures as part of the post-outbreak response, not as part of any emergency spending package.

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A virus outbreak and “material risks” to the US outlook

When the Federal Reserve initiated an emergency intermeeting 50bp rate cut, taking the target range for the federal funds rate to 1.0-1.25%, it justified the action by *saying* the “coronavirus poses evolving risks to economic activity.” In his press conference, Chair Powell said the situation was fluid and uncertain, but the committee saw downside risk as material enough to warrant monetary easing.

Following the decision, financial markets continue to price in additional policy rate easing: about 50bp of rate cuts for the March FOMC meeting and about another 15bp at the April meeting. Over the next year, federal funds futures contracts imply a nontrivial probability of hitting the zero lower bound. We agree that further monetary easing is likely forthcoming and expect 50bp of further rate cuts, with 25bp cuts at both the March and April FOMC meetings (see *Until morale improves, the easing will continue*, 3 March 2020).

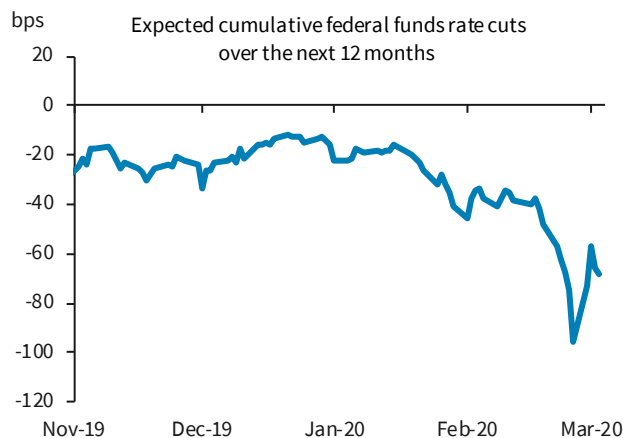
Given that the Fed has already taken an unscheduled decision and reduced the policy rate 50bp in one step, we think the risk to our view is that it moves in larger increments than we envision. Hence, a 50bp rate cut at the March meeting is a possibility, and a return to the effective zero lower bound later this year cannot be ruled out.

Proximity to the zero lower bound raises the obvious question, “What comes next?” We provide our thoughts on other measures in the monetary and fiscal tool kits that could be implemented should economic conditions warrant more policy stimulus than can reasonably be provided through interest rate policy alone.

After zero, what’s next for the Fed?

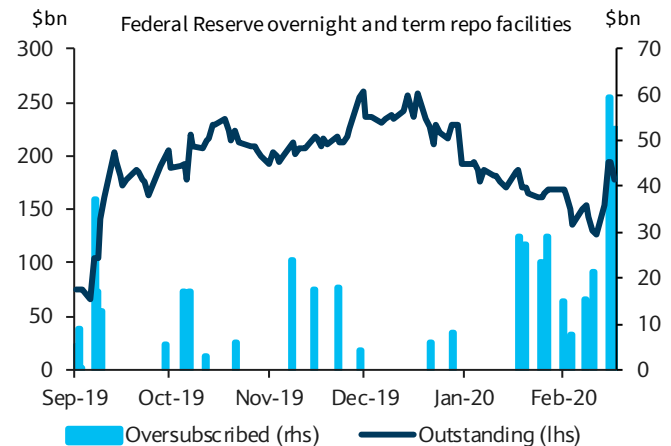
We lay out the potential options for monetary policy based on our view of Fed preferences. We begin with our views on balance sheet policy, forward guidance, and negative rates. We follow this with potential measures to keep liquidity ample and credit flowing. To be clear, none of these steps or facilities is part of our baseline outlook at present, and we provide them here as part of the broader discussion of the potential policy options.

FIGURE 1
Financial markets expect further easing



Source: Bloomberg, Barclays Research

FIGURE 2
Recent auctions of Fed liquidity have been oversubscribed



Source: Federal Reserve, Barclays Research

- **Yield curve control.** As the federal funds rate was pushed to the zero lower bound in late 2008, the FOMC embarked on large-scale asset purchases to support the economy. With longer-dated interest rates as low as they are (the yield on the 10y US Treasury has fallen below 1.0%), there is not much term premium to capture through outright asset purchases. Hence, we believe the committee would prefer to use yield curve targeting to prevent yields on shorter-dated Treasury notes from rising above prescribed levels. At first, we think the committee would likely target yields on the 2y Treasury note, but could also engage in yield curve control out to 5y depending on conditions.
- **Enhanced forward guidance.** The Fed has been reviewing its communication strategy as part of its ongoing framework review. FOMC meeting minutes that have characterized the status of discussions suggest the committee believes various forms of forward guidance could be appropriate under different situations (eg, subjective language such as “extended period”, calendar-based guidance, and outcome-based guidance). One advantage of yield curve control over outright asset purchases would be its potential to strengthen forward guidance about how long the funds rate is expected to remain near zero. The upcoming conclusion of the Fed’s framework review could also mean the committee moves to an operational target for inflation as part of a makeup strategy. The upper end of the range could represent a limit on what rate of inflation would be tolerated during a makeup period after an undershoot.
- **Negative rates.** In our view, this is the last potential item on the Fed’s agenda. It has not taken negative policy rates off the list of unconventional policy options, but has been fairly clear in signalling it is well down the list of viable policy options to improve the efficacy of policy at the zero lower bound.

On potential tools to support liquidity and market functioning, we identify the following potential options.

- **Market functioning in short-term money markets.** In our view, market functioning and liquidity conditions in short-term funding markets are equally as important as the setting of the policy rate. When initiating the intermeeting 50bp rate cut, the Fed re-affirmed its intent to purchase Treasury bills at a rate of \$60bn per month into the second quarter. In addition, the committee said it would continue to offer liquidity through overnight and term repo operations. These operations are likely to keep reserve

FIGURE 3

Large-scale asset purchases may be less effective when term premiums are low

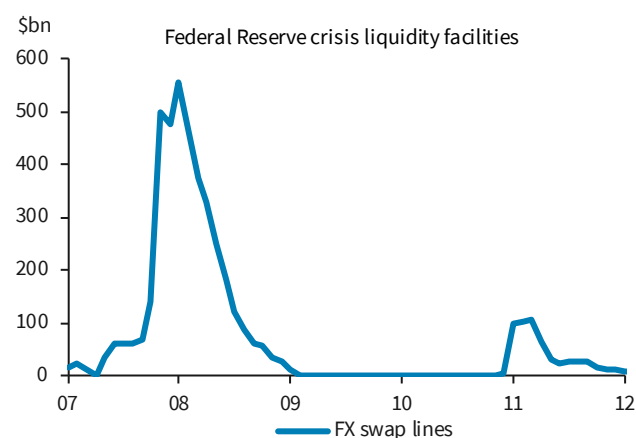


Source: FRBNY, Haver Analytics, Barclays Research

balances ample, supporting conditions in short-term funding markets. Recent repo operations have recently been oversubscribed, and we expect the Fed will increase the capacity of these facilities to ensure ample liquidity. Alternatively, the Fed could extend its purchases of Treasury bills beyond Q2 to ensure an abundance of reserves. While this may be viewed by some as QE, we would characterize it as reserve management.

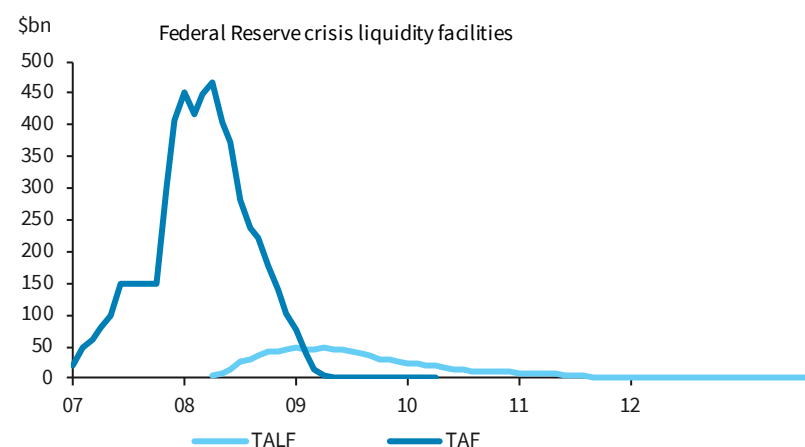
- Standing repo facility.** Concerns over liquidity conditions and funding stresses could encourage the creation of a standing repo facility (SRF), which would permit banks to convert Treasury holdings to reserves on demand at a predetermined rate. During normal times, the SRF could encourage banks to hold fewer reserves, since Treasuries generally earn more than interest on reserves. The facility would also ensure that banks could fully – and, importantly, immediately – monetize their Treasuries. In periods of stress, when banks may be inclined to hold on to their most liquid balances, knowing that they could easily repo their Treasuries to the Fed throughout the day might make managers more willing to lend out their cash balances (see [Overdrawn: Intraday borrowing and the standing repo facility](#), February 7, 2020). In theory, the SRF would not suffer from the stigma associated with discount window borrowing and might become a complement to the Fed's existing overnight and term repo facilities. That said, the committee has not yet reached agreement on basic facility design, such as which entities would be eligible to use the SRF and at what rate. The creation of a standing repo facility may not be high on the Fed's to-do list during a stress event, as it has other, more direct, ways to increase market liquidity.
- FX swap lines.** The Fed has standing arrangements with a number of central banks for liquidity swap lines. These facilities are designed to improve liquidity conditions in the short-term dollar funding market, both in the US and abroad. Non-US banks are able to pledge local currency-denominated loans and securities to their local central bank, which, in turn, borrows dollars that it passes on to the bank. The swap lines facilities work in reverse to improve non-dollar funding markets, as well. In 2013, the temporary FX swap lines were converted to standing arrangements.¹ We are not suggesting these facilities need to be created, but, instead, that pricing on the facilities could be altered to reduce the cost of access. Currently, swap line pricing is OIS plus 50bp.

FIGURE 4
Federal Reserve crisis liquidity facilities...



Source: Federal Reserve, Haver Analytics, Barclays Research

FIGURE 5
...were important during periods of market stress



Source: Federal Reserve, Haver Analytics, Barclays Research

¹ Liquidity swap arrangements are in place between the Fed and the BoC, the BOE, the BoJ, the ECB, and the SNB.

- **Primary Dealer Credit Facility.** We think the Primary Dealer Credit Facility (PDCF) could be useful in promoting the orderly functioning of financial markets. During the financial crisis, the PDCF functioned as an overnight loan facility for primary dealers, similar to the way the discount window provides an emergency backstop source of funding for depository institutions.
- **Term Auction Facility and Term Asset-Backed Lending Facilities.** Should any economic dislocation become severe enough to disrupt the supply of credit to consumers and/or business, the Fed could also restart a few of its crisis liquidity programs. The Term Auction Facility (TAF) was effectively an auction for discount window loans. As a competitive auction, the TAF avoided the stigma associated with direct discount window lending. At the time, it was described as “curtains for the discount window.” TAF loans were for 28- and 84-day maturities during the crisis to eligible depository institutions of sound credit against a broad range of collateral. As this is a discount window loan limited to banks, it would not create issues with Dodd-Frank limits on Fed lending. The Term Asset-Backed Lending Facility (TALF) supported credit conditions on a wide array of consumer and business loans (including small business loans, auto loans, credit card loans, student loans, among others). The TALF was undertaken in cooperation with the Treasury, which provided a credit loss protection guarantee to the facility.

After zero, what's next for fiscal?

This week, Congress and the administration passed a \$8.3bn emergency funding package to combat the outbreak of the coronavirus response. While the White House originally requested \$2.5bn in funding, Congressional appropriators negotiated a significantly larger fiscal package. The size of the emergency funding package for COVID-19 is on par with the \$5.4bn Congress appropriated for the Ebola outbreak in 2015 and the \$7bn for the H1N1 virus in 2009.

- **Fiscal stimulus: Short-term emergency spending packages.** Should the situation deteriorate further, Congress has additional options, including reconvening and negotiating additional emergency spending packages. While some members may look for fiscal offsets to minimize the effect on the deficit, emergency appropriations do not count against the statutory caps. In our view, if the situation worsens, Congress will not hesitate to pass additional emergency funding, particularly money that could flow to state and local governments to cover health care outlays. The size of any additional short-term emergency spending package would likely be proportional to the number of outbreaks (“hot spots”) in the US. The experience of COVID-19 in China suggests that capacity in local health care systems can be overwhelmed rapidly.
- **Fiscal stimulus: Long-term emergency readiness initiatives.** Congress also has the option to tie a portion of future funding to other emergency readiness initiatives. Public health officials have been concerned about pandemic risks for quite some time, and COVID-19 may represent the national security risk they have been concerned about. For example, Congress could authorize the creation of a sustainable financing model for hospital epidemic preparedness (including urgent care facilities and walk-in clinics), boost funding for the CDC and NIH, and restore funding for programs such as “Predict,” which are viewed by many specialists as essential for long-term preparedness.² At \$11.1bn in FY18, the annual budget for the CDC is unchanged from 2015 levels.

² The US administration eliminated programs that some argue are necessary to prevent outbreaks that originate in animals, such as COVID-19. One such program, Predict, which was created given the 2005 H5N1 bird flu scare, aimed to identify and research infectious diseases in animal populations in the developing world that might infect humans.

Emergency readiness initiatives could lead to spending above and beyond what is needed to address the current COVID-19 outbreak.

Fiscal stimulus: Tax cuts

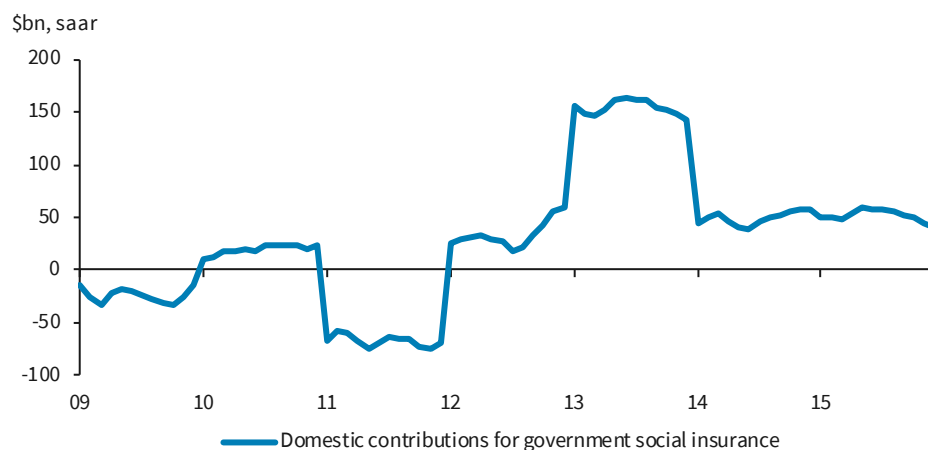
If economic conditions deteriorate, Congress could pass a tax cut quickly. In our view, temporary payroll tax cuts are a quick and relatively efficient way to inject stimulus for consumers, particularly if the unique characteristics of COVID-19 mean traditional forms of stimulus via rate cuts prove ineffective. Another advantage of the payroll tax cut is its progressivity, which could mean resources are directed to households with a higher propensity to spend.

The effectiveness of a payroll tax cut can be improved by “pre-positioning” it. This would be accomplished by triggering the payroll tax rate deduction if the unemployment rate moves up 0.5pp and scheduling the expiration only when the unemployment rate falls below a certain threshold. Tying the duration of the cut to the level of the unemployment rate would create an automatic fiscal stabilizer in the event of an economic downturn.³ An alternative approach would be to initiate tax rebates following a rise in the unemployment rate.

The payroll tax was reduced by the Obama administration from 2011 to 2012 as part of the 2010 Tax Relief Act. Those cuts halved the rate of payroll taxes rate paid by employees (which, at least nominally, are used to fund the Social Security program) by 2pp, from 6.2% to 4.2%.⁴ At the time, the reduction in the payroll tax increased disposable income by about \$100bn per year. In principle, such a cut could provide a material jolt to US activity. Given that more Americans are employed today than during the early stages of the economic recovery and the maximum taxable earnings for the payroll tax have risen roughly 25%

FIGURE 6

A 2pp reduction in the payroll tax in 2011-12 boosted disposable income



Source: BEA, Haver Analytics, Barclays Research

³ See Wilcox, David, “*Designing an effective US policy response to coronavirus*,” Peterson Institute for International Economics, Realtime Economic Issues Watch, 3 March 2020.

⁴ In principle, the administration could also propose cuts to the Medicare portion of the levy, which is currently set at 1.45% for employers and employees. Unlike the Social Security component, Medicare withholding applies to all wage income, rather than just an employee’s first \$137.7k of income for the Social Security tax.

While the ACA mandated that health insurance exchanges be set up for every state, the ruling by the Supreme Court that the Medicaid expansion was optional led to uneven adoption of the legislation. By the end of 2019, 34 states plus the District of Columbia had adopted and implemented the Medicaid expansion. Two others – Idaho and Utah – recently adopted the Medicaid expansion, and implementation became effective January 1, 2020, and a third, Nebraska, adopted the Medicaid expansion, but had not implemented the expansion as of January 1, 2020. The remaining 14 states have not adopted the expansion. A widespread outbreak could create strong links between the uninsured, testing for COVID-19, and any desire to direct public funds to deal with treatment. One relatively straightforward way to address these concerns would be through further expansion of Medicaid in the states that have not yet signed onto all the provisions of the ACA.

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