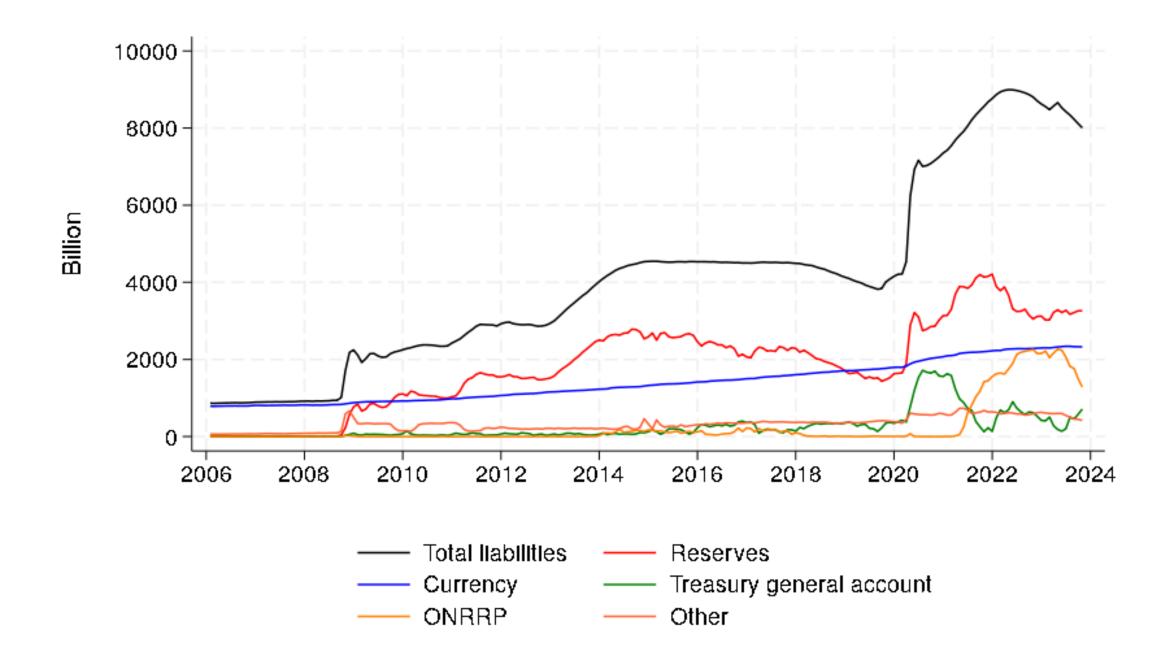
Balance Sheet Policy Above the Effective Lower Bound

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Paper for ECB Forum on Central Banking, June 2023

The views expressed here are those of the author; they do not represent those of the Federal Reserve Board or the Federal Reserve System.



Federal Reserve balance sheet

Federal Reserve balance sheet, June 28, 2023

H.4 release, \$B

	Assets	Liabilities	
Treasuries	5,145	Reserves	3,176
MBS	2,538	Overnight reverse repurchase agreements	1,945
Loans	282	Currency	2,344
Other	426	Treasury general account	409
		Other	517
	8,391		8,391

Question: What should central banks do with their balance sheets when r>ELB?

When the policy rate is above the effective lower bound:

- Monetary policy stance can be adjusted up/down via interest rate on reserves
- A particular balance sheet size is not needed to steer economy
- Many combinations of interest rate on reserves and balance sheet size give same policy tightness
- → How should a central bank choose balance sheet size?

This paper: Convenience yields are one useful input for guiding this choice

- Convenience yields: Benefits on an investment over-and-above interest and principal payments
 - From liquidity: Saved transactions/payment delay cost
 - From safety: Saved information costs due to low default risk
 - o Both interact with supervision and regulation (can hold liquid and safe assets for LCR)
- Central bank reserves: Liquid and safe asset → Supplying reserves adds value (like cash does)

Question: What should central banks do with their balance sheets when r>ELB?

Derive "convenience-maximizing" reserve supply:

Depends on *how* a central bank supplies reserves – asset mix

- (a) If reserves are supplied via central bank holdings of assets without convenience yields:
- (b) If reserves are supplied via central bank holdings of assets with convenience yields (Treasuries or Bunds):

Convenience-maximizing reserve supply is larger

Convenience-maximizing reserve supply is smaller

Steps

- 1. Reminder: Too many tools above the ELB
- 2. Relevant factors: For choosing balance sheet size and composition above the ELB
- 3. Political constraints on asset choice: Federal Reserve versus ECB
- 4. Framework: Derive convenience-maximizing reserve supply as a fct of central bank asset choice
- 5. Empirics: Estimate convenience-maximizing reserves supply for US and euro area

Central bank can reach same equilibrium market rate with many different (IOR, Reserves) combinations

Lopez-Salido and Vissing-Jorgensen (2023): (But result is well-known back to at least Goodfriend (2002))

Bank Assets	Bank Liabilities
Reserves	Deposits
Securities, loans	Interbank and central bank borrowing
Interbank lending	Equity

- 1. Reserves pay interest, *IOR*
- 2. Reserves have liquidity benefits: Don't have to sell illiquid assets/cut lending/delay payments if deposits drop. Reserves are also useful for supervision & reg. purposes

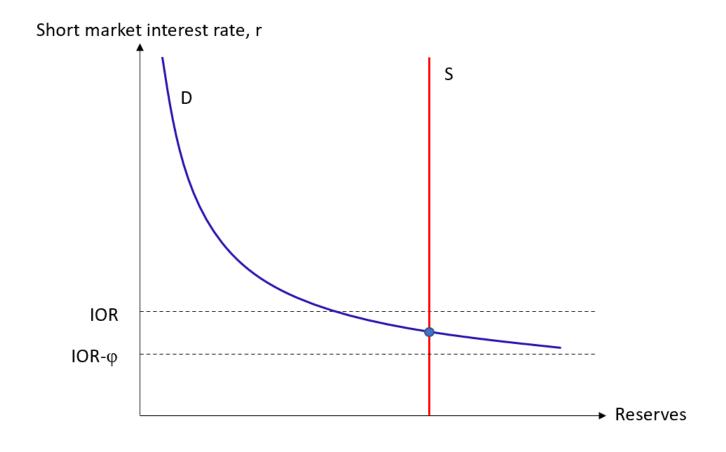
v(Reserves, Deposits)	Convenience value – saved transactions/other costs
$v'_{R}(Reserves, Deposits)$	Convenience yield: Marginal value of more reserves
	Decreasing in reserves, increasing in deposits

3. Bank balance sheet cost φ per dollar of assets (capital requirements, e.g., SLR)

→ Banks' first-order condition for borrowing at market rate *r* and investing in reserves:

$$= \underbrace{IOR + v_R'(Reserves, Deposits) - \varphi}_{\text{Net benefit of reserves}}$$

Reserve demand curve



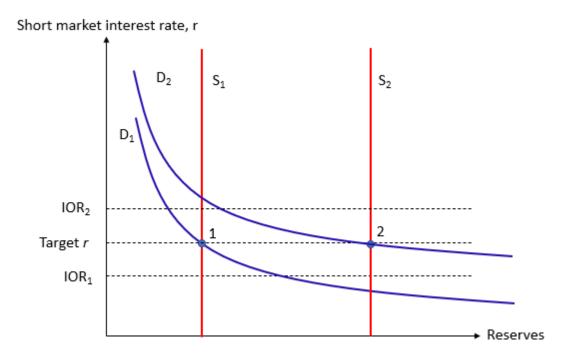
Reserve demand:

- Slope: Comes from $v'_R(.)$
- Level: Shifts up with IOR, down with φ
- Asymptotes to IOR- φ if $v'_R(.) \rightarrow 0$

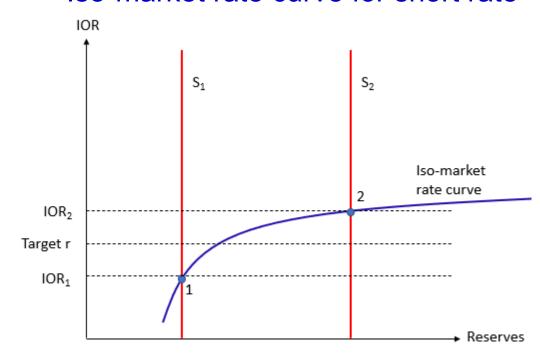
Equilibrium: Can involve r<IOR if:

- Reserve supply is high so $v_R'(.) \varphi < 0$
- Banks can earn IOR but others cannot (e.g., GS MMFs)

Reserve market



Iso-market rate curve for short rate



Reserve demand: $r = IOR + v'_R(Reserves, Deposits) - \varphi$

- 1: Low IOR, IOR_1 , $v'_R(.) \varphi > 0$ due to low reserve supply, S_1
- 2: High IOR, IOR_2 , $v_R'(.) \varphi < 0$ due to high reserve supply, S_2

"Iso-market rate" curve: (IOR, Reserves) comb's that achieve same target. $IOR = r^{Target} - [v'_R(.) - \varphi]$

How to set IOR given balance sheet size, or conversely

2. Factors relevant for choosing balance sheet size and composition above the ELB

(a) Interest rate volatility:

 Reserve demand flatter at higher quantities → Less interest rate volatility from volatility in reserve supply due to fluctuating autonomous factors (currency, government deposits)

Central bank assets	Central bank liabilities
Securities	Currency, government deposits: Autonomous factors
Loans	Reserves

- (b) Central bank's liquidity/safety supply: My focus here.
 - Convenient asset scarcity. Convenience yields imply that Ricardian equivalence fails
 Krishnamurthy and Vissing-Jorgensen (2012)
 Arrata, Nguyen, Rahmouni-Rousseau and Vari (2020), Schnabel (2023a), Hauser (2022)

2. Factors relevant for choosing balance sheet size and composition above the ELB

- (c) Side effects of large central bank balance sheets: Banks need to fund their reserve holdings
 - Crowding-out of bank securities holdings/loans: Can lead to a welfare loss (Empirical evidence: Diamond, Jiang and Ma (2022) and Chakraborty, Goldstein and MacKinley (2020))
 - Crowding-in of deposits/other liabilities: Adds liquidity/safety benefits but also financial stability risk

(d) Central bank profits:

 CB losses may pose a threat to central bank independence → Large current balance sheet may limit headroom for future QE if needed (e.g., Hauser (2022))

3. Political constraints on asset choices: Federal Reserve versus ECB

Federal Reserve: Has announced plans to primarily hold Treasuries in the longer run "thereby minimizing the effect of Federal Reserve holdings on the allocation of credit across sectors of the economy"

- Federal Reserve Act: Fed can hold assets that are direct obligations of, or guaranteed by, the US
 - o Corporate bond purchases during COVID crisis: Emergency lending program under Section 13-3
 - Discount window priced to be used mainly in crisis
- Broaddus and Goodfriend (2001): Express common sentiment in US that Fed should mainly hold Treasuries

"...the Fed's asset acquisition policy ought to give priority to preserving public support for the Fed's independence by insulating the central bank as much as possible from potentially damaging disputes regarding credit allocation"

"When the Fed purchases Treasury securities, it extends Federal Reserve credit to the Treasury. Doing so, however, leaves all the fiscal decisions to Congress and the Treasury"

3. Political constraints on asset choices: Federal Reserve versus ECB

ECB: Could likely hold only assets without convenience yields in the longer run (and without requiring convenient assets as collateral for lending)

- Historically supplied reserves via collateralized lending to banks
- Government bond purchases: Politically sensitive. Challenged in court
- Schnabel (2023a) states:

"In the euro area, however, there are [...] additional considerations relevant for the assessment of whether a large bond portfolio is desirable or not. One is that the lack of a consolidated public sector balance sheet raises more fundamental concerns about monetary and fiscal interactions in a currency union with sovereign member states. These concerns may potentially undermine the credibility and independence of the central bank."

3. Political constraints on asset choices: Federal Reserve versus ECB

Across the Atlantic: What is politically sensitive differs

- Government bonds:
 - Politically safe choice in US
 - Politically risky choice in euro area
- From the perspective of convenience-maximization:
 - ECB is at an advantage: Fits case (a) better
 - o Fed is at a disadvantage: Fits case (b) better, given the convenience yield on Treasuries

Friedman rule for optimal supply of money (non-interest bearing):

• Maximize welfare from money: Set convenience yield on money to zero

Translated to optimal supply of reserves (interest bearing):

• Maximize welfare from reserves: Set convenience yield on reserves (net of φ) to zero

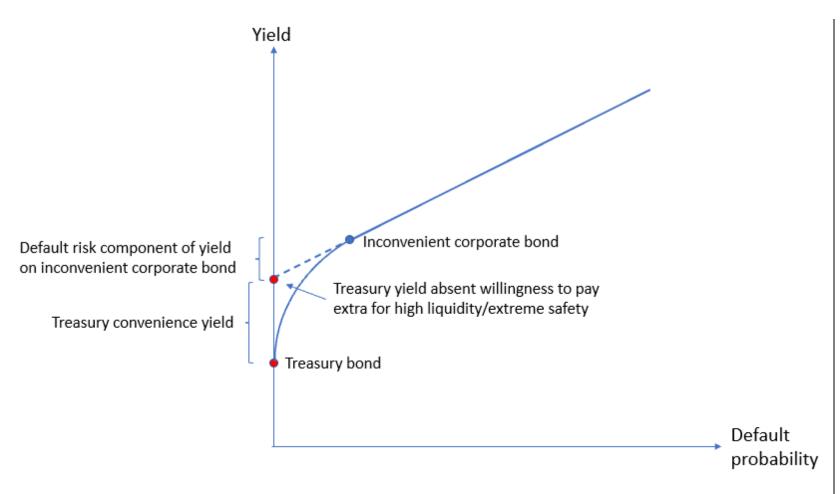
Fed: "Lowest Comfortable Level of Reserves" (LCLoR)

ECB: "Floor Required Excess Liquidity" (FREL)

BoE: "Preferred Minimum Range of Reserves" (PMRR)

• Useful, but what if the CB's assets have a convenience yield too? (From liquidity/safety, will not matter)

Convenience yields on bonds – illustration for Treasuries (works the same for Bunds)



- Yields on very safe assets, which also tend to be very liquid: Below "normal" yield-risk relation
- $y^{Inconv.\ corp.\ bonds} y^{Treasury}$ = $v_T'(T)$ + Default component

 Treasury Spread for large conv. yield Treasury supply
- Krishnamurthy and Vissing-Jorgensen (2012): Avg. (long) Treasury conv. yield, 1919-2008
 - 46 bps relative to Aaa corporate bonds
 - 73 bps relative to Baa corporate bonds

Private (non-central bank) sector's convenience from reserves and bonds with conv. yield:

$$[v_R(R) - \varphi R] + v_B(B - B^{cb})$$

- Is bank balance sheet cost φ a social cost? Yes
 - \circ Banks' perspective: φ is due to capital requirements
 - Society's perspective: Capital req's imposed due to ST debt externality, Stein (2012)
 - \circ If capital req. set optimally: We should subtract φ in convenience-maximization

$$[v_R(R) - \varphi R] + v_B(B - B^{cb})$$

Result (Convenience-maximizing reserve supply)

(A) If a central bank holds assets without convenience yields, $B^{cb} = 0$:

$$\max_{R} v_{R}(R) - \varphi R \qquad \rightarrow R^{A}, \text{ solves} \qquad v'_{R}(R) - \varphi = 0$$

(B) If a central bank holds bonds (B) with convenience yields, $B^{cb} = R + A$:

$$\max_{R} [v_R(R) - \varphi R] + v_B(B - R - A) \longrightarrow R^B \text{ solves:} \qquad v_R'(R) - \varphi = v_B'(B - R - A)$$

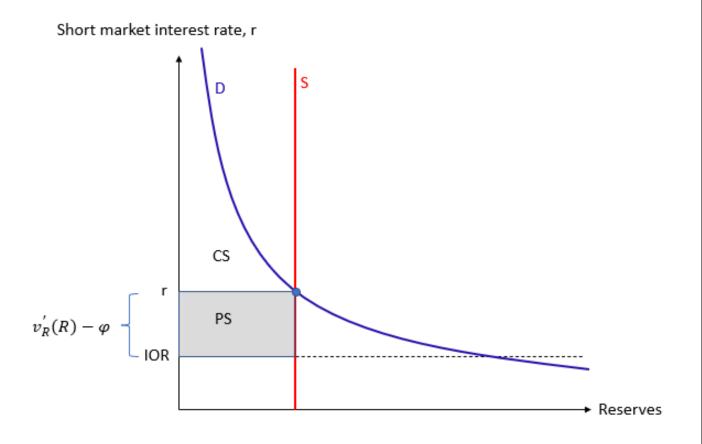
Holds regardless of the exact mix of crowding out/crowding in that banks use to fund reserves

- At the margin, cost from crowding out & crowding in has to be equally costly
 - \rightarrow Marginal welfare loss from funding reserve holdings is always equal to φ

4. Framework: Convenience-maximizing reserve supply in Case A

Reserve market

D:
$$r = IOR + v'_R(R) - \varphi$$

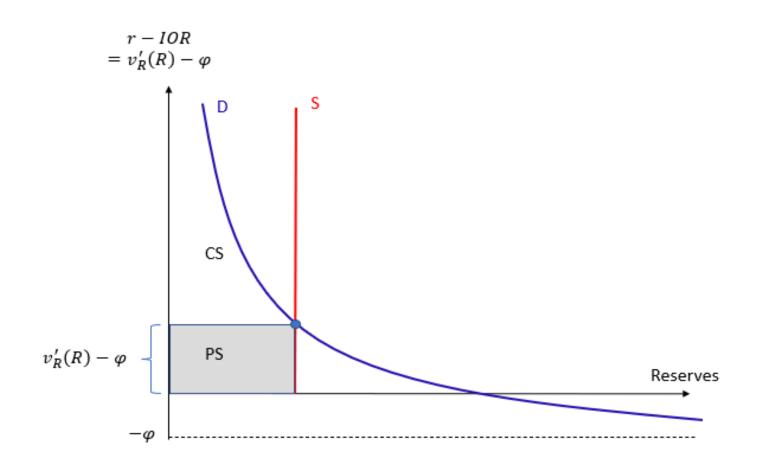


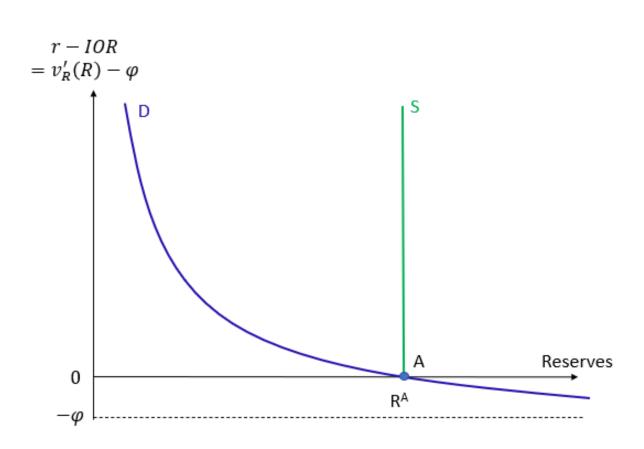
Total convenience value of reserves:

- Area between reserve demand curve and IOR, integral of $v_R'(R) \varphi$
- For given unit of reserves

 Consumers' surplus (CS): $[IOR + v_R'(R) \varphi] r$ Producers' surplus (PS): r IORSum: $v_R'(R) \varphi$

4. Framework: Convenience-maximizing reserve supply in Case A



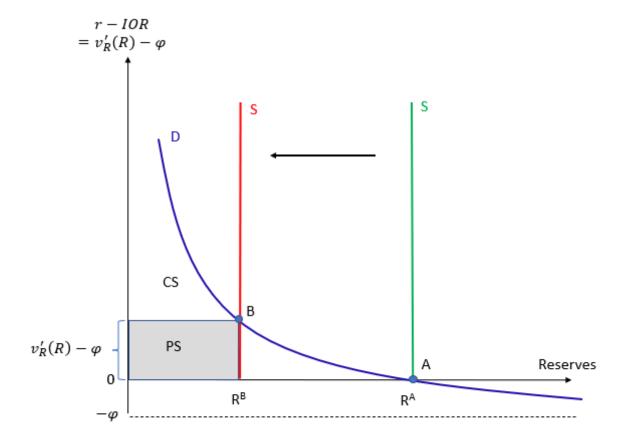


• \mathbb{R}^A maximizes CS+PS from reserves by setting $v_R'(R) - \varphi = 0$

4. Framework: Convenience-maximizing reserve supply in Case B

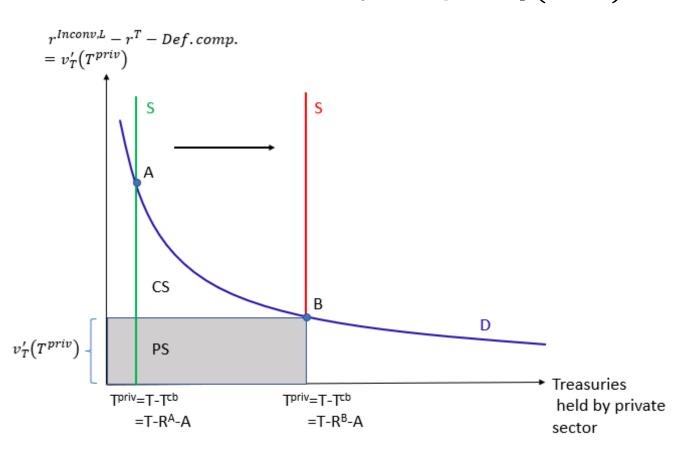
Reserve market

D:
$$r - IOR = v'_R(R) - \varphi$$



Bond market (e.g., Treasuries)

D:
$$r^{Inconv,L} - r^T - Def.comp. = v'_T(T^{priv})$$



• RB maximizes total conv. value (CS+PS) from both reserves and bonds: Set $v_R'(R) - \varphi = v_T'(T^{priv})$

COMMENT. What if the ECB decided to supply reserves with a mix of bank lending (inconvenient) and government bonds (some of which convenient)?

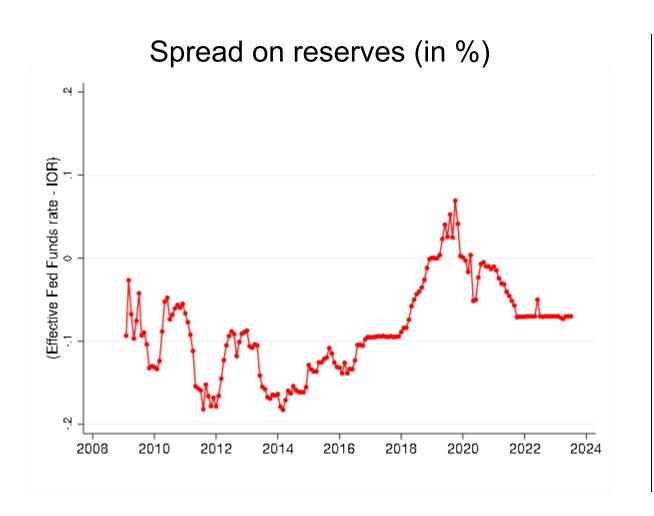
- Set $v_R'(R) \varphi$ = Average convenience yield on ECB assets
- Suppose only German bunds have convenience yield

$$v_R'(R) - \varphi = \underbrace{v_B'(B_1^{priv})}_{\text{Convenience yield on bunds}} * \underbrace{\omega}_{\text{ECB portfolio weight}} * \underbrace{\omega_1}_{\text{Weight of bunds}}$$
on bonds

in ECB's government
bond portfolio

Yield spreads on reserves (relative to inconvenient assets)

Monthly data, 2009M1-2023M4



• Use effective federal funds rate for short market rate *r*

$$EFFR - IOR = v'_R(R) - \varphi$$

April 2023: $v'_R(.) - \varphi$ around -7 bps

Estimating reserve demand: Lopez-Salido and Vissing-Jorgensen (2023)

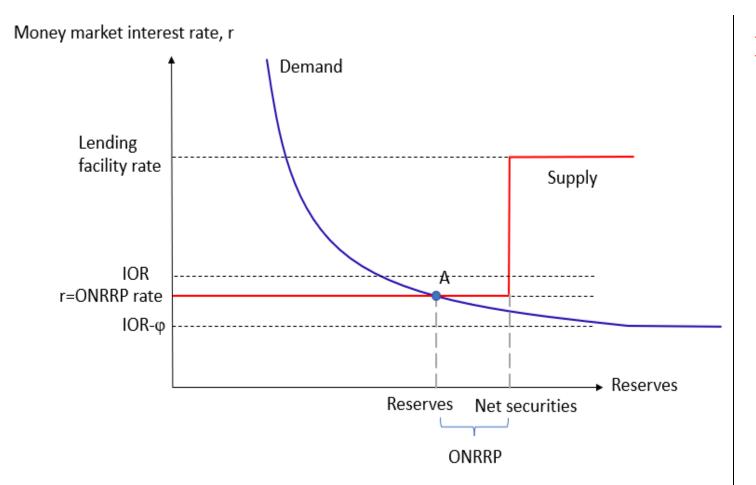
• $v'_R(.) - \varphi$ log-linear in (excess) reserves and deposits. Demand shock, u

```
v'_{R}(Reserves, Deposits) - \varphi = a + b * ln(Excess Reserves) + c * ln(Deposits) + u

EFFR - IOR = a + b * ln(Excess Reserves) + c * ln(Deposits) + u
```

- Monthly data, 2009M1-2023M4
- Both excess reserves and deposits are nominal so account for prices changes
- Instrument excess reserves with reserves+ONRRP
- Instrumenting for deposits has little effect. Controlling for deposits is crucial.
- Using liquid deposits gives similar results

Fed Assets	Fed Liabilities
Securities	Currency, government deposits: Autonomous factors
Loans to banks	Reserves
	ONRRP



Reserves = Securities — Autonomous factors

Net securities

+ Loans to banks — ONRRP

Reserves borrowed from the central bank by banks

Net securities

ONRRP

Reserves lent to the central bank by non-banks

- Along a horizontal part of the supply curve:
 Reserve demand shocks affect reserves
- Instrument excess reserves with Reserves+ONRRP (=Net sec's when loans to banks are small)

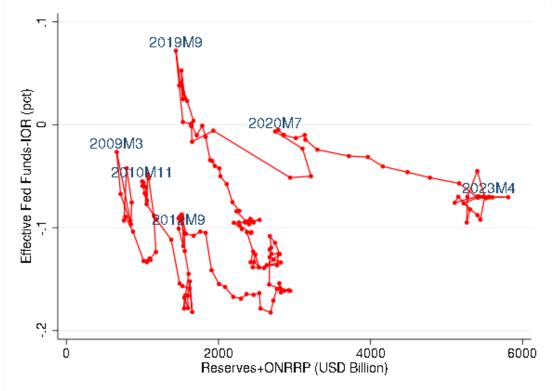
Reduced form of IV:

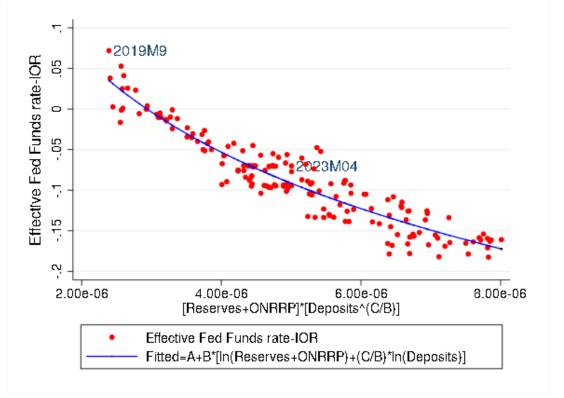
$$EFFR - IOR = A_R + B_R * ln(Reserves + ONRRP) + C_R * ln(Deposits) + U$$

$$= A_R + B_R * ln\left[(Reserves + ONRRP) * (Deposits)^{\frac{C_R}{B_R}} \right] + U$$

$$\underbrace{Deposit-adjusted\ Reserves + ONRRP\ supply}$$

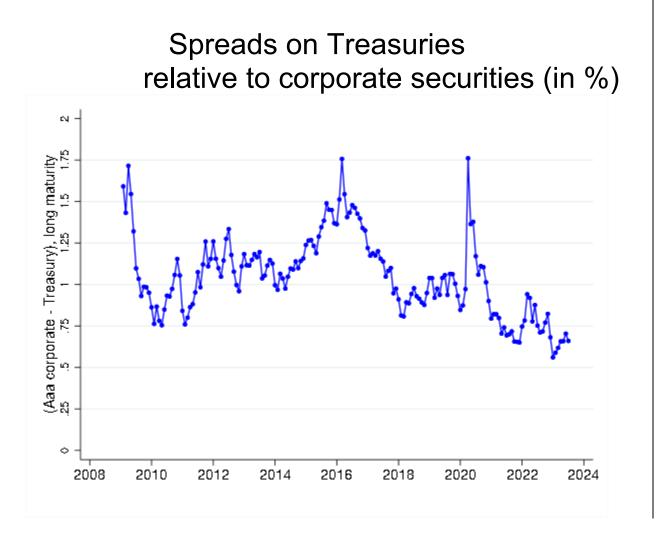
 $\widehat{A_R} = -2.186, \widehat{B_R} = -0.172, \widehat{C_R} = 0.367$, all sign. at 1% level (w/autocorr. up to 12 monthly lags). $R^2 = 0.89$





Yield spreads on Treasuries (relative to inconvenient assets)

Monthly data, 2009M1-2023M4



- $y^{Aaa} y^{Treasury}$: Large across the sample
 - April 2023: 66 bps

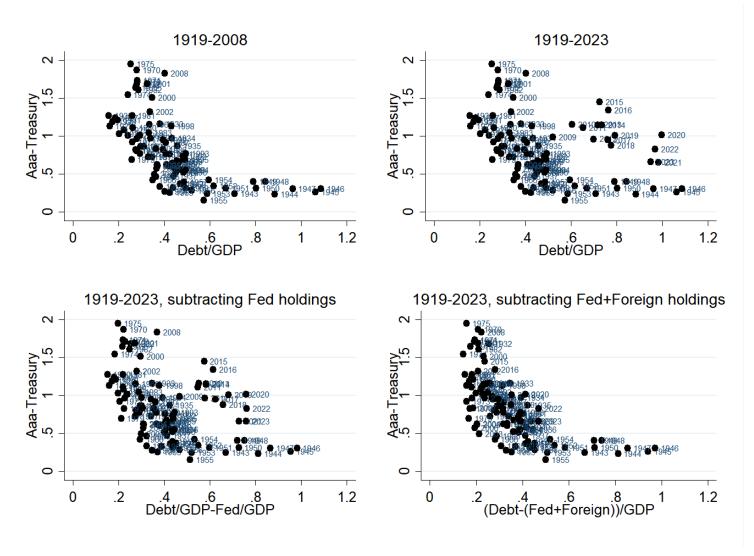
Default component: Around 31 bps

Convenience yield: $v'_T(.)$ around 35 bps

- Use Aaa Treasury spread (adjusted for default) as measure of Treasury conv. yield in general
 - Not much term structure in the Treasury convenience yield down to at least 3 years
 - Could use a weighted avg. of Aaa-Treasury & CP-Bill spreads

Estimating Treasury demand: Build on Krishnamurthy and Vissing-Jorgensen (2012)

Annual data, 1919-2023:



- Top left: $v_T'(\frac{Treasuries}{GDP})$
- Top right: Demand shifted right post-GFC

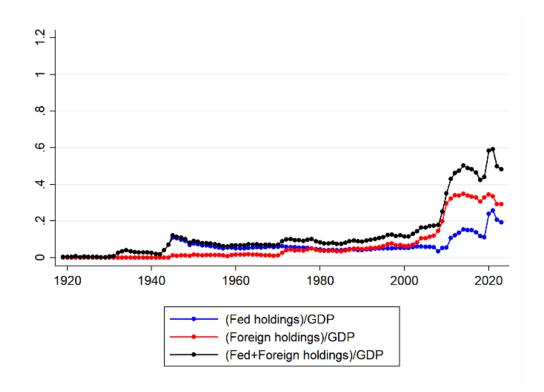
Due to Fed & foreign demand shocks

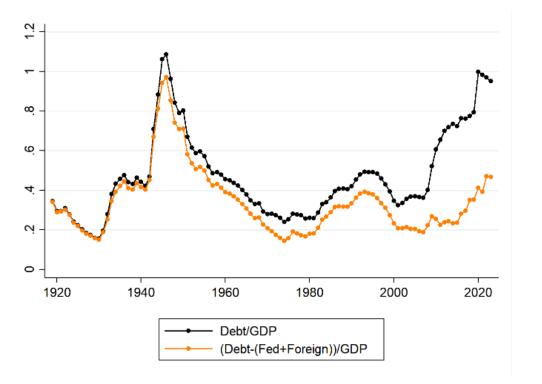
- Bottom left: Role of Fed demand shocks
- Bottom right: Role of foreign demand shocks

Convenience-maximization:

• Need $v_T'(\frac{Treasuries^{Private}}{GDP})$ (bottom left)

Treasury holdings of Federal Reserve and foreigners Annual data, 2019-2023





Estimating Treasury demand:

- $v_T'(\frac{Treasuries^{Private}}{GDP})$ log-linear in Debt/GDP
- Accounting for demand shocks post-GFC and estimating default component as asymptote (C_T):

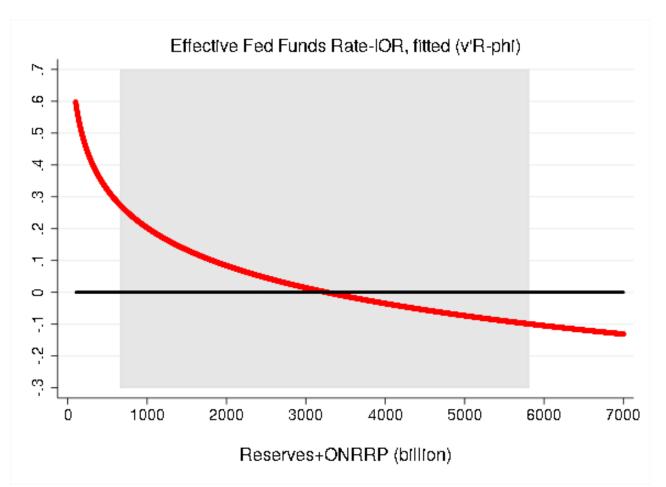
$$y^{Aaa} - y^{Treasury} = \max\left(A_T + B_T * ln\left(\frac{Treasuries^{Private}}{GDP}\right) + \sum_{i=2009}^{2023} \beta_i D(year = i), C_T\right) + U$$

• Annual data, 1919-2023

$$\widehat{A_T} = -0.219, \widehat{B_T} = -0.933, \widehat{\beta}_{2023} = 0.620, \widehat{C_T} = 0.306$$

- $\circ R^2 = 0.91 \ (0.89 \ \text{on original sample from } 1919-2008)$
- $\circ \widehat{B_T}$, $\widehat{\beta}_{2023}$, $\widehat{C_T}$ (but not $\widehat{A_T}$) significant at 1% level (accounting for autocorrelation up to 10 annual lags)

April 2023:



Gray shaded area: Range of data used in estimation

• Red line: Fitted $v'_R(.) - \varphi$

$$v'_{R}(.) - \varphi = \widehat{A}_{R} + \widehat{B}_{R} * \ln(Reserves + ONRRP)$$

 $+\widehat{C}_{R} * \ln(Deposits)$

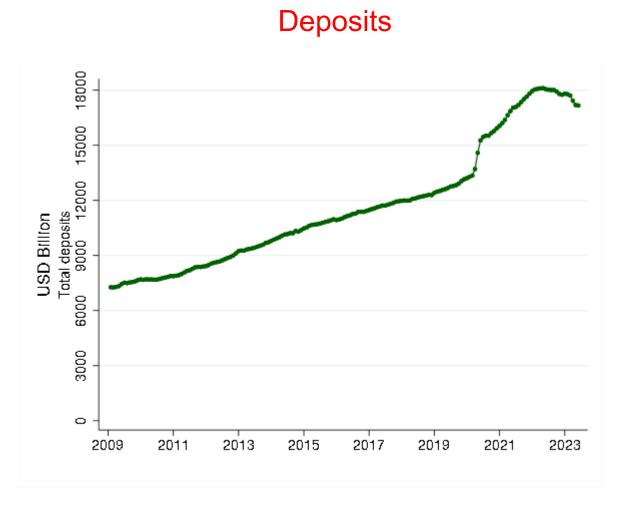
using deposits for April 2023: \$17.2T

- $v'_R(.) \varphi = 0$: Reserves+ONRRP=\$3.257T (Actual=\$5.6T in Apr 2023, \$4.5T in Oct 2023)
- Survey of Primary Dealers, Sept. public data:
 Expected Reserves+ONRRP, 2025Q4
 = \$3.338T (median response)

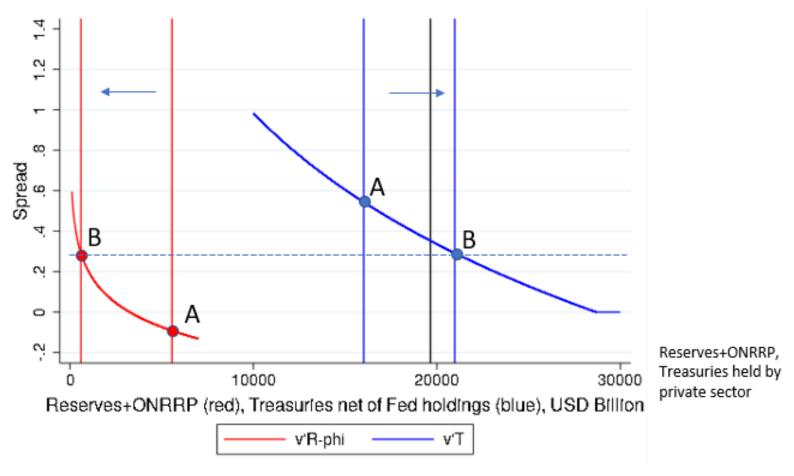


Convenience-maximizing Reserves+ONRRP supply (estimate)

Reserves+ONRRP



April 2023:

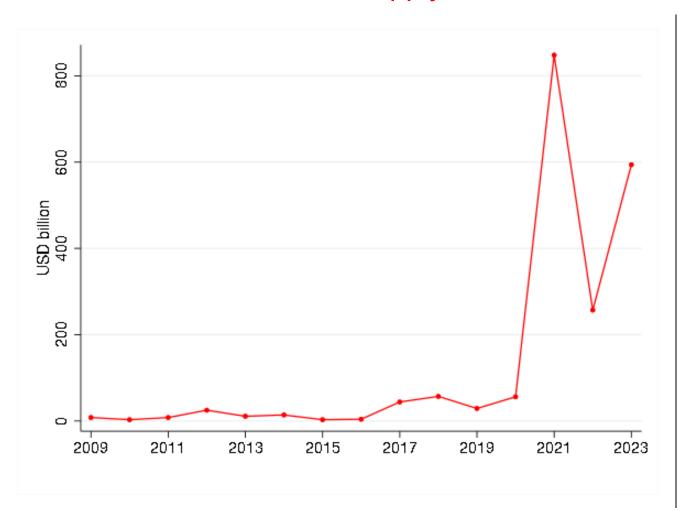


Vertical black line: Treasuries Private given that Fed currently holds Treas. and MBS

- Red: $v'_R(.) \varphi$ given current deposits
- Blue: $v_T'\left(\frac{Treasuries^{Private}}{GDP}\right)$ given current GDP
- A: Locations at current Reserves+ONRRP if Fed only held Treasuries
- B: Locations at convenience-maximizing Reserves+ONRRP if Fed only holds Treasuries

Convenience yields equalized at 29 bps Reserves+ONRRP=\$593B (slightly below lowest value \$662B used in estimation)

Conv. max. supply over time



• Conv. max. value x (RB) for year i solves:

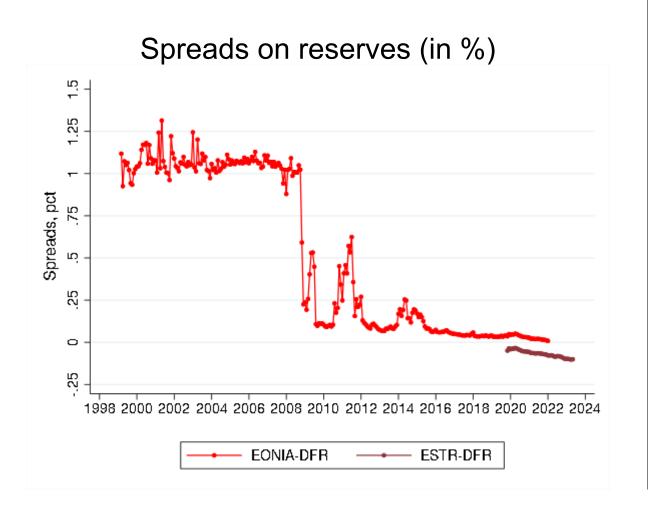
$$\widehat{A_R} + \widehat{B_R} * ln(\mathbf{x}) + \widehat{C_R} * ln(Deposits)$$

$$= \max (\widehat{A_T} + \widehat{B_T} * ln(\frac{Treasuries - [\mathbf{x} + AF]}{GDP}) + \widehat{\beta_i} - \widehat{C_T}, 0)$$

- Fluctuations over time due to:
 - o Deposits, GDP, Treasuries, autonomous factors
 - \circ Shifts in Treasury convenience yield curve \hat{eta}_i
- Deposits \uparrow \rightarrow Reserves scarcer \rightarrow $R^{B} \uparrow$ Treasuries \uparrow \rightarrow Treasuries are less scarce \rightarrow \rightarrow \uparrow

Yield spreads on reserves (relative to inconvenient assets)

Monthly data, 1999M2-2023M4



• Measure $v_R'(.) - \varphi$ by: ESTR (or EONIA-8.5 bps)-DFR

April 2023: -10 bps

 Spike around European sovereign debt crisis, likely related to bank default-risk → Estimate euro area reserve demand for 2013M1-2023M4

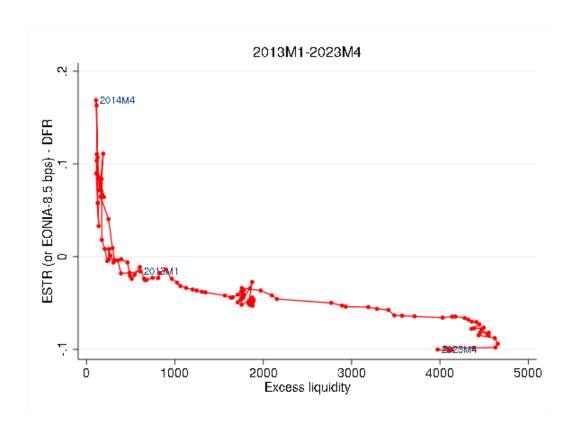
Estimating reserve demand

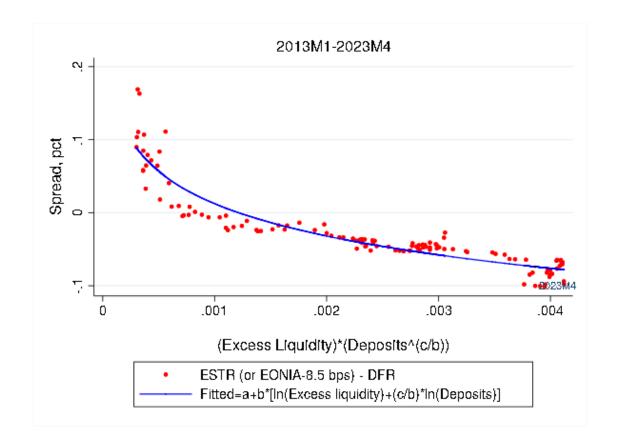
$$ESTR - DFR = a + b * ln(Excess Liquidity) + c * ln(Deposits) + u$$

$$= a + b * ln \underbrace{\left[(Excess Liquidity) * (Deposits)^{\frac{c}{b}} \right]}_{Deposit-adjusted excess liquidity supply} + u$$

- Excess liquidity (excess reserves) = [Current account+Deposit facility]-[Required reserves]
- No ONRRP facility → Don't need to instrument for reserves
- Fit slightly better controlling for overnight deposits rather than total deposits
- Monthly data, 2013M1-2023M4
 - $\hat{a} = -0.428, \hat{b} = -0.064, \hat{c} = 0.097$
 - o b and c significant at the 1% level (a at 10% level) accounting for autocorr. up to 12 monthly lags
 - $\circ R^2 = 0.87$

Estimating reserve demand

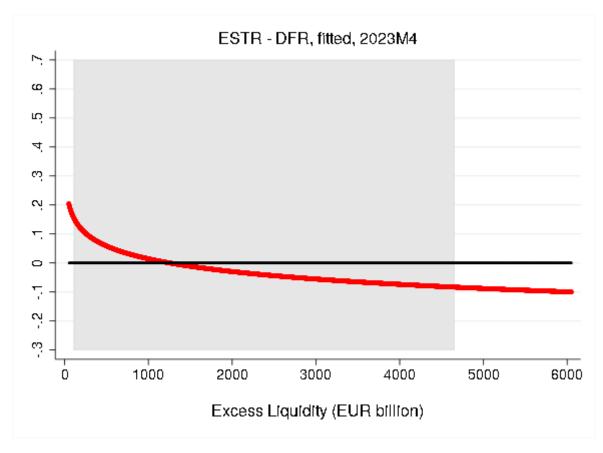




- Correlation(In(Excess liquidity), In(Deposits))=0.94 (0.86 for the US)
- But ignoring deposits would incorrectly give constant convenience-maximizing supply for all years
- Could try other functional forms to get more curvature for low deposit-adjusted excess liquidity supply

5. Estimating the convenience-maximizing reserve supply for the euro area: Case A

April 2023:



Gray shaded area: Range of data used in estimation

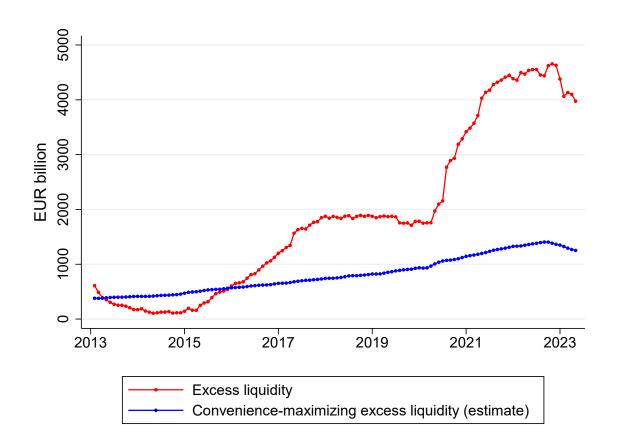
• Red line: Fitted $v_R'(.) - \varphi$ $v_R'(.) - \varphi = \hat{a} + \hat{b} * ln(Excess \ Liquidity) + \hat{c} * ln(Deposits)$ using overnight deposits for April 2023: \in 9.4T

•
$$v_R'(.) - \varphi = 0$$
: Excess liquidity = \in 1.251T + Required reserves \in 165B Liquidity = \in 1.416T

• Likely somewhat higher than the true conveniencemaximizing value (functional form issue mentioned)

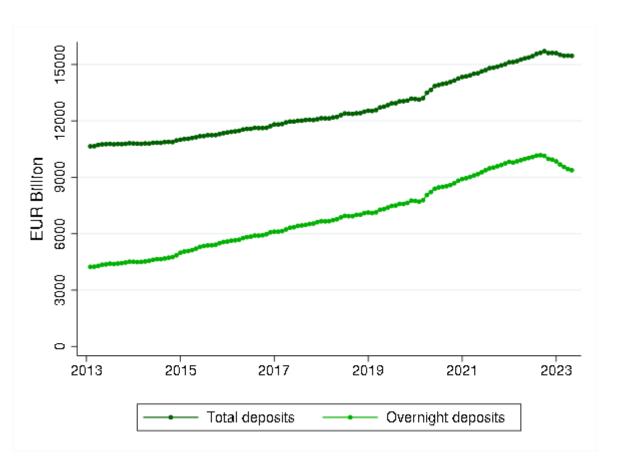
5. Estimating the convenience-maximizing reserve supply for the euro area: Case A

Conv. max. supply over time



Conv. max. value of excess liquidity grows from under €400B in 2013M1 to €1.25T in 2023M4

Deposits

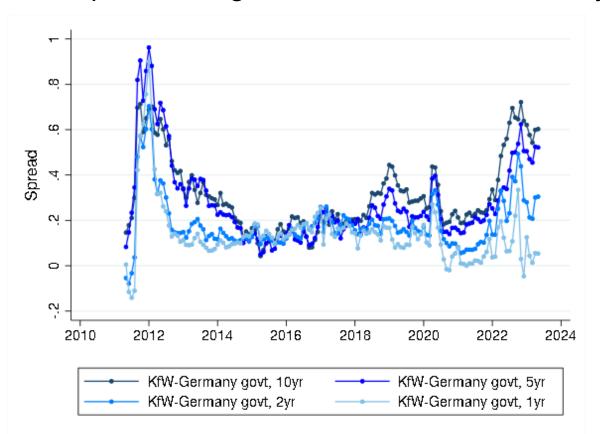


Driven by growth in overnight deposits: Increase from € 4.3T in 2013M1 to € 9.4T in 2023M4

5. Estimating the convenience-maximizing reserve supply for the euro area: Case B

ECB can supply reserves via inconvenient assets. Does that matter? Yes

Spreads on government bonds: Germany



Measure Bund conv. yield by KfW - Bund spread

April 2023: 10-year maturity: 60 bps
2-year maturity: 30 bps

• If ECB supplied reserves via govt. bonds only ($\omega = 1$), in proportion to capital key (Germany: $\alpha_1 = 0.214$) and only German Bunds (B_1) have convenience yields

$$v_R'(R) - \varphi = \underbrace{v_B'(B_1^{priv})}_{\text{Around 40 bps}} * \underbrace{\omega}_{=1} * \underbrace{\alpha_1}_{=0.214}$$
will fall as B_1^{priv} increases

$$\rightarrow v_R'(R^B) - \varphi \le 8 bps$$

→ Liquidity ≥ €521B, < €1.4T</p>

Conclusion

Laid out framework for thinking about balance sheet policy when r>ELB: Central role of convenience yields

"Convenience-maximizing" reserve supply:

- Depends on asset choice which is affected by political constraints
- Changes over time with the inputs the calculation (deposits, Treasury supply etc.)
- Is just one input into thinking about optimal balance sheets, in addition to other factors

(a) If reserves are supplied via central bank holdings of assets without convenience yields:

$$v_R'(.) - \varphi = 0$$

ECB?

(b) If reserves are supplied via central bank holdings of assets with convenience yields:

$$v'_{R}(.) - \varphi = v'_{B}(.)$$

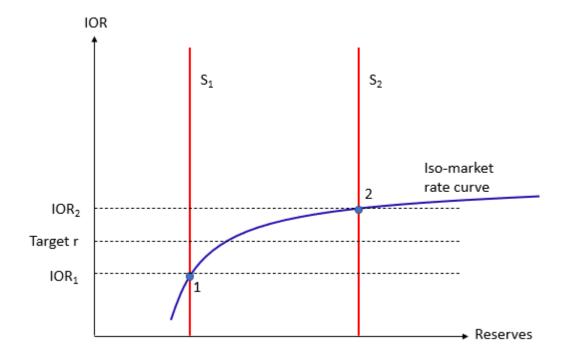
Federal Reserve?

Most relevant: Iso-market rate curve for long market rate (better summarizes overall policy stance)

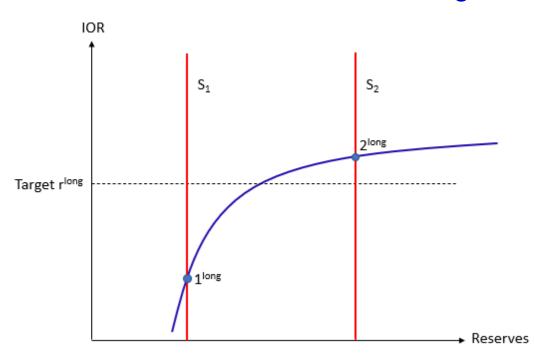
 $r = IOR + v'_R(Reserves, Deposits) - \varphi + Risk Premium$ (for duration/pre-payment/credit risk)

- Reserves up $\rightarrow v'_R(Reserves, Deposits) \varphi$ down and Risk Premium down
- Larger increase in IOR needed to hit a given long rate than a given short rate
- Same conclusion: Many (IOR,reserves) combination given similar policy stance

Iso-market rate curve for short rate

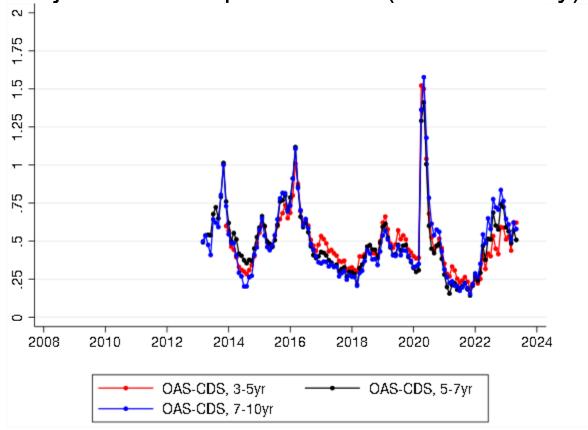


Iso-market rate curve for long rate



Monthly data, 2009M1-2023M4

Spreads on Treasuries relative to corporates adjusted for corporate CDS (and callability)



Alternative approach to measure Treasury convenience yield

- Adjust for corporate default risk using CDS rate on corporate bonds (y^{Corporate} - y^{Treasury}) - (Corporate CDS rate)
- Adjust for callability of corporate bonds
 w/option-adjusted spread (relative to Treasuries)
 OAS − Corporate CDS rate
 April 2023: v'_T(.) between 51 and 62 bps
 → Not much term structure past 3 yr