

## US Rates Watch

# FX intervention: another potential headwind to UST demand

### FX Intervention concerns ramp up

Client questions around FX intervention have picked up this week alongside continued USD strength and widening real interest rate differentials. This is a particular concern for the UST market as it could drive official sector selling and widen the supply demand gap. We do not yet see signs of UST sales for intervention purposes from Fed custodial & foreign RRP data, but further USD appreciation esp vs CNY & JPY pose risks.

### FX intervention risks & key thresholds

The need for FX intervention is a function of speed of move in addition to overall level. CNY intervention is dictated by a combination of levels and stress in FX market. So far, the PBOC has been allowing for stronger fixings, which may indicate a preference to intervene. JPY intervention is a risk if the yen's undervaluation becomes extreme while the move becomes volatile, and/or external conditions make a weak yen more costly. The MoF can afford more JPY weakness today than in 2022 due to the differences in the macroeconomic and market environment. We think the MoF would escalate verbal intervention in the 145-150 range and prepare for intervention in the 150-155 range.

### Sources of intervention: not just UST sales

Both the MoF and PBoC have several tools to help stem currency depreciation in addition to selling USTs. The PBoC can use macroprudential measures such as window guidance (i.e. PBoC guidance to banks) to access USD and adjustments to FX reserve requirements. The official sector can also draw down cash held at the Fed's foreign RRP rather than reduce securities. Compared with 2H 2022, we think a drawdown in repo balances may be more preferred based on relative attractiveness vs short-dated USTs.

### Rates impact today: likely cheaper front end USTs

We think the rates market reaction to any FX intervention from the Japanese MoF or PBoC would be tighter front end & intermediate dated UST swap spreads. The details of any intervention matter, especially how it is funded. The rates market is likely to assume that any USD selling would be funded by UST sales. However, the official sector could choose to fund USD selling by drawing down their very large cash holdings at the Fed foreign RRP. Intervention conducted through securities paydowns rather than outright sales may also have a more minimal impact on the UST market and swap spreads.

### Potential interventions could add another seller to the mix

Threat of official selling contributes further to fears around the end buyer of USTs alongside heavy supply. USD strength not only sparks official sector sales but contributes to extremely high hedging costs for private investors. This puts more weight on domestic buying, potentially challenged should fixed income inflows slow and conviction waver in the long duration. The most direct impact of any intervention-related reduced UST holdings is likely to be most concentrated at the US front end.

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MoF = ministry of finance

RRP= reverse repo program

FX = foreign exchange

UST = US Treasury

TIC = Treasury International Capital

PBoC = People's Bank of China

CNY = Chinese yuan

JPY = Japanese yen

## FX Intervention concerns ramp up

Client questions around FX intervention have picked up this week alongside continued USD strength and widening real interest rate differentials. This is a particular concern for the UST market as it could drive official sector selling and widen the supply demand gap further. We do not yet see signs of UST sales for intervention purposes, but further USD appreciation particularly vs CNY and JPY pose risks.

Recent headlines suggest that Chinese authorities are already directing banks to take actions reducing FX volatility. We see risks to more aggressive activity from the PBoC may be in store and potential direct intervention from the Japanese MoF.

## FX intervention risks & key thresholds

**CNY intervention** is dictated by a combination of levels and stress in FX market. On a micro daily FX management basis there is the issue of maintaining the integrity of the +/- 2% trading band around the daily fixing for USDCNY. This week onshore USD/CNY has been trading 130-160bps on the strong side and approaching the 2% limit of intraday weakness. The PBOC has two choices: use moral suasion on the banks to submit weaker CNY fixings or intervene. So far, the PBOC may be allowing for stronger fixings, with a preference to intervene. This would be consistent with forward points turning less negative, despite a recent marginal cut in rates.

Intervention may intensify if we see widening of the spot basis between the onshore CNY and CNH as well as the PBOC 24 currency trade-weighted fixing and its spot levels. This widening basis is approaching levels we saw last October/November and represents a source of market divergence with official FX fixing. This test of credibility may mean the central bank will have to intervene more aggressively.

However, there are two challenges to this PBOC intervention strategy. The first challenge is that the PBOC CFETS basket has been appreciating by about 2% since late July as other EM peers have performed even worse than CNY. We believe if the CFETS basket appreciated another 2-3% to approach 99 on the CFETS basket the central bank may have to allow USDCNY to adjust higher.

The second challenge is that by allowing a more meaningful adjustment beyond our current USD/CNY 7.40 forecast would likely trigger a second round of spillover depreciation among neighboring Asian currencies. This in turn will result in FX intervention by other Asian central banks as well as the PBOC.

**JPY intervention** is a risk if the yen's undervaluation becomes extreme while the move becomes volatile, and/or external conditions make a weak yen more costly. As discussed in [Yen weakness in '22 = headache for MoF; Yen weakness in '23 = tailwind for BoJ 07 June 2023](#), the MoF can afford more JPY weakness today than in 2022 due to the differences in the macroeconomic and market environment and the yen weakness could help the BoJ's policy normalization down the road as the cost-benefit balance of the weak yen for Japan's economy has improved.

But after the BoJ tweaked YCC in the Jul MPM, the BoJ does not have meaningful tools to defend JPY near-term and the MoF would once again manage the FX market volatility.

We watch the following three levels:

1. **USD/JPY spot:** If USD/JPY rises above 150 and exceeds the 2022 high, public concern may arise as the yen's purchasing power declines irrespective of its impact on the economy and as losers of a weak yen would become more vocal.
2. **Volatility:** If the yen weakness becomes more volatile and self-fulfilling, policymakers may consider slowing down the pace. The key level to watch may be a combination of USD/JPY's 3m implied volatility above 12 - level above which the MoF intervened in Sep 2022 - and the positive options skew for USD/JPY.

3. **Terms of trade:** If Brent crude oil rises back above \$100/barrel, leading to a wide trade deficit and diminished current account surplus, a weak yen may be seen as adding fuel to the fire.

In terms of the sequence of policy response, we think the MoF would start to escalate verbal intervention in the 145-150 range and prepare for intervention in the 150-155 range while we see more limited risk of actual intervention with USD/JPY below 150 vs 2022, although it depends on volatility and external conditions.

## Sources of intervention

**CNY intervention:** The central bank is using several tools to help contain excessive CNY depreciation. Among them macroprudential measures such as window guidance (i.e. PBoC guidance to banks) to access USD and adjustments to FX reserve requirements.

Beyond macro prudential measures, state owned banks and corporations can reduce the holdings of their USD and net foreign asset holdings and deposits that have risen considerably over the 5 years. Indeed, the central banks own FX reserves have been remarkably stable over the same period.

Currently, the PBOC has approximately \$3.2tn USD in FX reserves which is formidable. Under the IMF's Reserve Adequacy ratio this would be more than sufficient to defend a managed float FX regime with macroprudential measures but insufficient to maintain a fixed exchange rate arrangement. Ultimately, the central bank will have to use a combination of measured intervention to reduce volatility and speculation but accept that the market requires a nominal adjustment in the exchange rate.

Depreciation pressure on the CNY will likely end when China's policymakers deliver a more forceful fiscal stimulus to stabilize economic confidence and when the market is confident the Fed's last hike is delivered.

**JPY intervention:** Japan has \$1.3tn USD in FX reserves, split into \$136bn in deposits and \$1.0tn in securities, and the rest in other assets. The MoF kept the deposit balance largely unchanged through FX intervention in 2H22, implying it liquidated or redeemed securities to finance intervention. We believe the MoF financed intervention mainly via US T-bills and short-dated US Treasuries, likely through redemptions rather than outright sales (see: [How did Japan's MoF finance FX intervention?](#)).

As of Mar 2022, securities held in reserves consisted of 75.7% government securities and 24.3% non-government. The maturity breakdown was 14.7% in 1yr or shorter, 42.6% in longer than 1yr and 5yr or shorter, 42.6% in longer than 5yr.

## Rates impact today: likely cheaper front end USTs

We think the rates market reaction to any FX intervention from the Japanese MoF or PBoC would be tighter front end & intermediate dated UST swap spreads. The market would likely be reflecting risk of foreign official UST sales & associated UST cheapening.

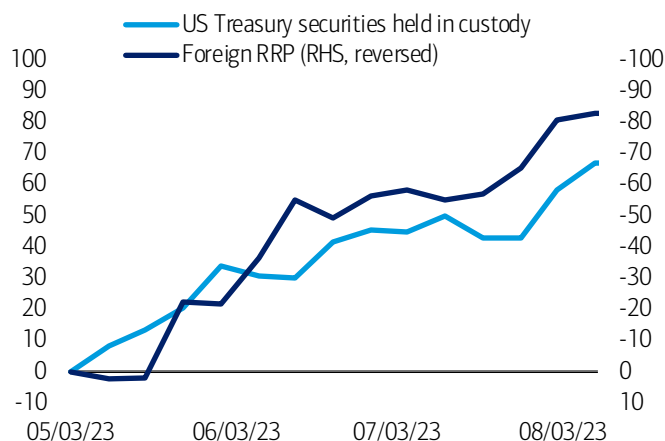
The details of any intervention matter, especially how the activity is funded. The rates market is likely to assume that any USD selling would be funded by UST sales. However, the official sector could choose to fund USD selling by drawing down its very large cash holdings at the Fed foreign RRP. Intervention conducted through securities paydowns rather than outright sales would also have a more limited impact on the UST market and swap spreads.

## Limited signs of intervention so far through UST sales

We can monitor a portion of official institutions USD holdings on a weekly basis using data from the Fed's balance sheet. Both custodial holdings and the foreign RRP pool give us a sense of how foreign official accounts may be allocating funds. Custodial holdings and the RRP pool have recently tended to move in reverse directions (Exhibit 1); official accounts move into [out of] securities and out of [into] the RRP facility.

### Exhibit 1: Cumulative change in custody holdings and foreign RRP since May 2023 (\$bn)

Increase in custody holdings occurred alongside drop in RRP



Source: BofA Global Research, Federal Reserve, Bloomberg

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Since the start of May, official institutions have pulled about \$80bn out of repo and put \$70bn into UST securities. This may reflect buying T-bills and short-term UST securities that they view as relatively attractive given (1) expectations for the Fed to be nearing the end of its hiking cycle (2) recent increase in bill supply & modest amount of bill cheapening vs the expected foreign RRP path (note: this behavior is very similar to MMF who use the Fed's larger ON RRP facility). Neither source recently indicate material intervention activity; the foreign RRP and custodial holdings together have increased about \$75bn over the past year.

The last time the Japanese MoF intervened they funded their USD selling via a reduction of UST securities holdings. We think this time may be different. The decision by the Japanese MoF in fall '22 to raise USD liquidity via securities reductions vs foreign RRP was likely heavily influenced by market levels. Recall, in Sept '22 1 & 3m UST bill to OIS levels traded rich by 60-70bps & 30-40bps, respectively. In fall '22 the Japanese MoF likely decided to reduce their relatively low yielding bill holdings & retain their relatively high earning cash in foreign RRP. The MoF rationally maximized USD returns.

While the MoF may want to maintain cash buffers for non-economic purposes, we see greater potential for funding intervention through cash at RRP (Exhibit 2) vs securities. Market levels are different today vs Sept '22. Today UST bills trade very modestly cheap vs the Fed's foreign RRP facility. As a result, we would not be surprised to see more of any Japanese MoF intervention funded by reduced cash vs securities holdings. Mechanically this impacts distribution of excess liquidity in the banking system. We suspect that any sustained reduction in foreign RRP activity would either be used to (1) fund Fed QT (2) result in modestly higher excess reserves levels in the banking system, i.e. MoF buys JPY / sells USD to bank & bank retains that excess liquidity at Fed IORB.

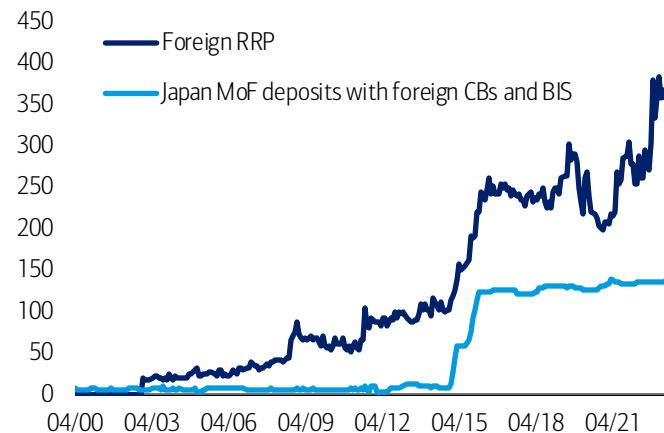
### Potential interventions could add another seller to the mix

While signs are limited so far of material intervention financed through UST sales, the prospect raises additional concerns about the broader UST supply/ demand backdrop.

As shown in Exhibit 3, most recent TIC data suggests that official holdings are largely concentrated in the <5y sector—any intervention conducted using security sales would therefore have a more magnified impact at the front-end of the curve. However, reports of intervention-related sales could negatively impact UST demand sentiment further out the curve.

### Exhibit 2: Japanese deposits with other central banks and Fed foreign repo pool (\$bn)

Vast majority of \$135bn in MoF deposits likely at Fed's foreign repo pool

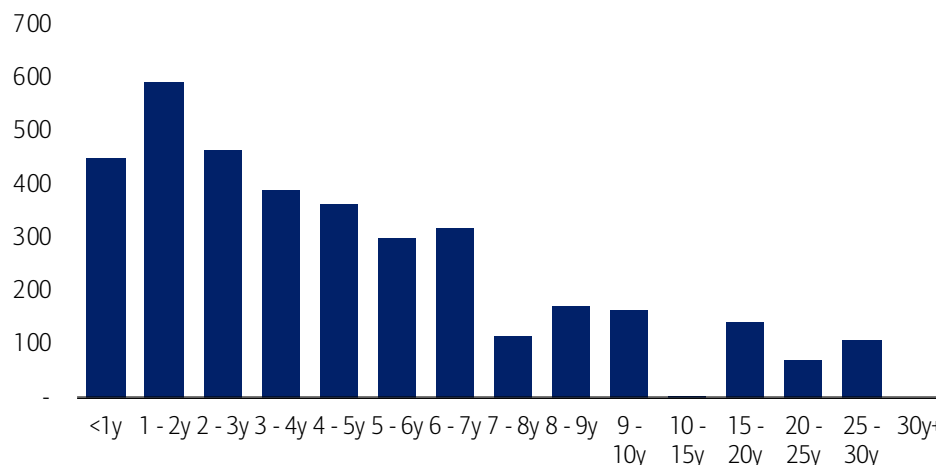


Source: Japan MoF, Federal Reserve, Bloomberg

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**Exhibit 3: Maturity composition of foreign official UST holdings**

About 65% of total UST holdings are &lt;5y



Source: BofA Global Research, TIC, June 2022 report

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Historically, the correlation between interventions & USTs is relatively weak but intuitive. As discussed in [Yen intervention US rate impact: USTs likely cheaper but watch foreign RRP](#), our analysis suggests for every ¥1tn of USD/JPY buying 2/5/10Y UST rates were lowered by 2-3bp while the spread impact was less significant. Following the most recent intervention episode of MoF selling on September 22, 2y swap spreads fell in the days following the intervention. This may have been less directly related to outright selling and more so related to concerns around further intervention activity.

While the official sector may be marginally less inclined to finance intervention using security sales given cheap front-end securities vs repo rates, we have seen reserve holdings diverge notably from exchange rates. As shown in Exhibit 4, renminbi depreciation has happened without a decline in foreign exchange reserves. This suggests either that (1) PBOC is using different intervention methods vs the past (2) incremental action from the official sector may be in store.

**Exhibit 4: China FX Reserves (\$bn) and CNY**

Reserves typically decline when currency weakens

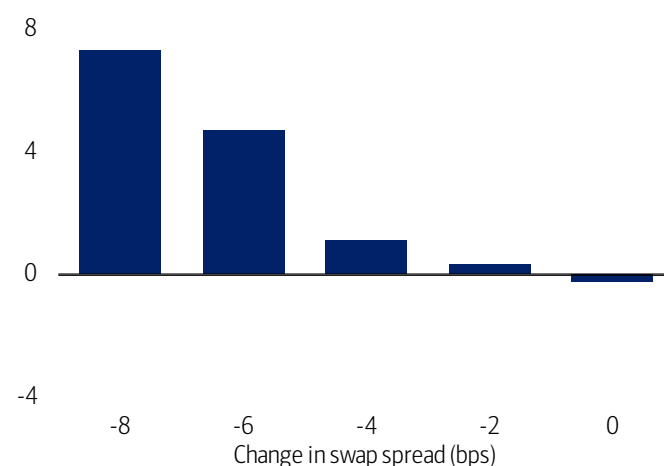


Source: BofA Global Research, Bloomberg

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**Exhibit 5: Average change in 2y real yield for change in swap spread (bps)**

Real yields typically increase when swap spreads narrow



Source: BofA Global Research, Bloomberg, Note: daily changes since 2010

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If foreign officials do sell UST securities to help stem depreciation, this may exacerbate USD pressures more broadly. As shown in Exhibit 5, instances when 2y swap spreads compress, tend to correspond with an increase in 2y real yields. Because recent

USD appreciation has been led by real interest rate differentials (see: [Growth-inflation trade-off and FX](#)), selling may pressure USD higher and exacerbate CNY/ JPY depreciation.

Threat of official selling contributes further to fears around the end buyer of USTs alongside heavy supply (see: [August refunding: off with a bang](#)). USD strength not only sparks official sector sales but contributes to extremely high hedging costs for private investors. This puts more weight on domestic buying, potentially challenged should fixed income inflows slow and conviction waver in the long duration view (see: [Positioning varies by investor type, fund flows may underpin auction performance](#)).

**Bottom line:** recent depreciation of CNY/CNH and JPY vs the USD may drive FX intervention from the PBoC and Japanese MoF. FX intervention can take several forms; what would be most impactful for the UST market is official selling of securities, likely concentrated at the front-end of the curve. Intervention funded through securities holdings may be less likely vs 2H 22 due to relative attractiveness vs repo, but still contributes to concerns around the broader UST supply/ demand backdrop.

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