

Central Bank Swap Lines as Bilateral Sovereign Debt*

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Abstract

We study the use, terms, and desirability of Central Bank swap lines for sovereign borrowing. We find that this type of bilateral debt strongly interacts with the more familiar form in international capital markets. The possibility for ex-post bilateral renegotiation curtails default along the equilibrium path, but makes interest rates reflect outside options and bargaining power. Our model explains both the seniority of drawn swap lines with respect to private sovereign debt and the relatively small volumes contracted.

JEL Classification

Keywords Sovereign debt, debt dilution, bilateral bargaining, Central Bank swap lines

*The views expressed herein are those of the authors and should not be attributed to the IMF, its Executive Board, or its management.

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INTRODUCTION

Central Bank swap lines have gained prominence after the global financial crisis and the Covid-19 crisis. The number of outstanding bilateral swap lines reached 91 in 2020, from only a few in the early 2000s (Perks et al., 2021). Contracted amounts are also large: Perks et al. (2021) document that bilateral swap lines amounted to US\$ 1.9 trillion, or about 10% of worldwide gross international reserves by end-2020. So far, swap lines have been understood as precautionary instruments, supporting the Central Bank's lender-of-last-resort function with global banks in advanced economies (Bahaj and Reis, 2021; Cesa-Bianchi et al., 2022).

The identities of countries drawing from swap lines have also shifted, from a few advanced economies to emerging and frontier market economies, some of which have limited or no access to international capital markets (see Perks et al., 2021). Finally, the usage of these instruments has shifted, from standing facilities designed to fend off equilibria, similarly to deposit insurance, to drawn instruments potentially raising debt-sustainability questions.

In this paper, we study the role of Central Bank swap lines as borrowing vehicles on the equilibrium path. We ask which circumstances create incentives for countries to use swap lines when private debt markets are also available. Finally we investigate the relation between the terms of the swap and those offered by private creditors.

We consider a standard model of sovereign default with long-term debt (as in Leland, 1998 and Hatchondo and Martinez, 2009; Arellano and Ramanarayanan, 2012), augmented with the presence of a monopolist with which it is possible to negotiate a bilateral loan (the swap line). While it is possible to default on private bonds as in other models, the swap line is short-term and renegotiated, which in the model means that repudiation of the swap does not take place on the equilibrium path.

Both instances of borrowing interact as outcomes in private markets influence the threat points in the subsequent bilateral negotiation. At the same time, while the monopolist tries to extract surplus from the borrower by raising interest rates, it is constrained in its ability to do so by competition from private markets. However, when default risk pushes up interest rates in private markets, the monopolist is able to follow suit and charge a premium on the bilateral loan. But because there is no default risk on this loan, such a premium only reflects the borrower's (lack of) outside options.

We find that the borrowing government resorts to bilateral loans sparsely and at times when default risk is present. Furthermore, by allowing consumption smoothing (and borrowing) in default, the possibility of bilateral debt raises the value, and hence the frequency, of default. In our parametrization, this leads to welfare losses for the borrowing government.

Discussion of the Literature To be added.

Layout The rest of the paper is structured as follows. Section 2 introduces our model, starting with the case in which only bilateral debt is available. Section 3 describes the main model with both types of debt coexisting,

while Section 4 analyzes its equilibrium. Finally, Section 5 concludes.

2. MODEL WITH BILATERAL DEBT ONLY

We begin our analysis by studying a simple model in which only bilateral loans are possible. This first model serves to clarify how the equilibrium unfolds with bilateral debt and the strategy by which the monopolist extracts surplus from the borrower: subsidized terms while debt accumulates, combined with high interest rates when the debt stock is large and the borrower attempts to delever.

We model a small open economy borrowing from a monopolist. Loans (swaps) are short-term and are therefore effectively continuously renegotiated. At the start of t , let $v(m, z)$ represent the value attained by the government (or sovereign, or borrower) at income state z and owing m to the monopolist. The lender similarly attains a value $h(m, z)$.

In the beginning of period t , borrower and lender negotiate over borrowing terms. Payment of the full amount m extinguishes any debts and serves as a natural threat point. Given our simple model of bargaining, agreement will always be reached. Default would therefore not happen on the equilibrium path even if we allowed it as a threat point.

If the lender has borrowing power θ , the current transfer x and the new loan size m' solve the Nash bargaining problem

$$\max_{x, m'} \mathcal{L}(x, m, m', z)^\theta \times \mathcal{B}(x, m, m', z)^{1-\theta} \quad (1)$$

where \mathcal{L} and \mathcal{B} represent the lender and borrower's surplus functions. It will be useful to keep track of the implicit price of the loan φ satisfying $x = \varphi m' - m$ or $\varphi = \frac{x+m}{m'}$ and its interest rate $r = \frac{m'}{x+m} - 1$

After negotiations are concluded and transfers settled, consumption takes place. The lender has an endowment of a and must finance the transfer x , so $c_L = a - x$. Conversely, the borrower receives the transfer so $c = y(z) + x$. Assuming risk neutral preferences for the lender,

$$\begin{aligned} \mathcal{L}(x, m, m', z) &= a - x + \beta_L \mathbb{E} [h(m', z') | z] - (a + m + \beta_L \mathbb{E} [h(0, z') | z]) \\ &= -x - m + \beta_L \mathbb{E} [h(m', z') - h(0, z') | z] \end{aligned}$$

and similarly

$$\mathcal{B}(x, m, m', z) = u(y(z) + x) - u(y(z) - m) + \beta \mathbb{E} [v(m', z') - v(0, z')]$$

The first-order condition for x reads

$$\mathcal{B}(x, m, m', z)\theta = \mathcal{L}(x, m, m', z)u'(y(z) + x)(1 - \theta)$$

Finally, given the solution $x(m, z)$, $m'(m, z)$ to (1), the value functions satisfy

$$\begin{aligned} v(m, z) &= u(y(z) + x(m, z)) + \beta \mathbb{E} [v(m'(m, z), z') | z] \\ h(m, z) &= a - x(m, z) + \beta_L \mathbb{E} [h(m'(m, z), z') | z] \end{aligned} \quad (2)$$

Algorithm Given guesses for (v, h) , solve (1) to obtain $x(m, z)$, $m'(m, z)$. Use those to update (v, h) in (2). Iterate until convergence.

2.1 Equilibrium with bilateral debt only

We solve the model with bilateral debt only at a parametrization that illustrates the forces at play. We choose $\theta = 0.5$ so the surplus is split equally between borrower and lender; we also set $\beta = \beta_L$ to isolate consumption smoothing and bargaining from the initial indebtedness that would result if the borrower was more impatient, which will be the relevant case below.

Figure 1 summarizes the terms of the swap for each level of income and loan size. Unsurprisingly, the borrower economy repays debt when income is high and receives positive transfers when income is low. The monopolist makes intense use of the interest rate to extract surplus. When both debt and income are low, the swap is subsidized at negative rates. The monopolist incurs this cost in order to induce high levels of debt, which eventually make the borrower's threat point more costly to exercise. Once the loan size is large, repaying it in full becomes difficult and the monopolist is able to charge much higher interest rates, even going above 10% when income is high.

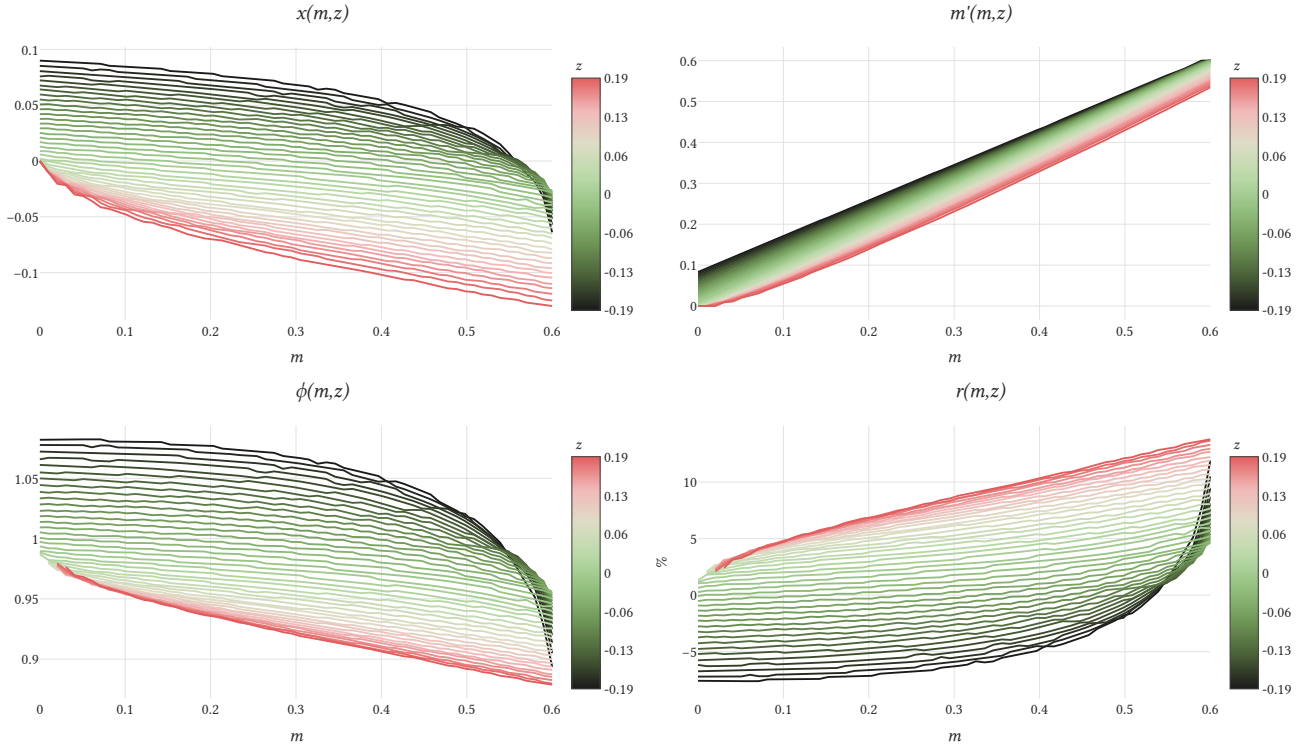


FIGURE 1: MONOPOLIST'S TERMS WITH $\theta = 0.5$

Figure 2 shows a simulation path, which further clarifies the lender's strategy. The swap is subsidized on the way up and, once debt has accumulated, the interest rate can increase to extract surplus from the borrower. The

borrower government, which anticipates these dynamics, receives some consumption smoothing in exchange for this.

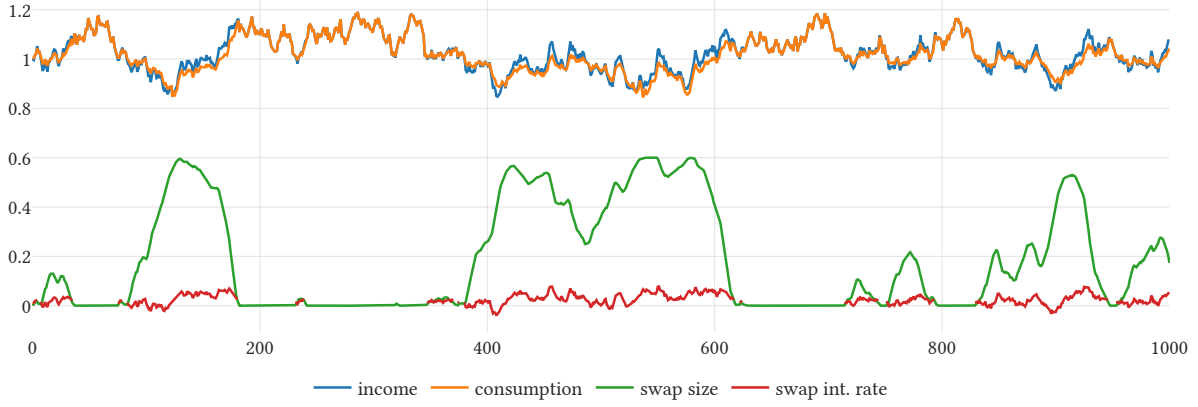


FIGURE 2: SIMULATED PATH, $\theta = 0.5$

Figure 8 in the Appendix, which simulates a model with $\theta = 0$, shows that when the borrower holds all the bargaining power, it is able to borrow at rate β_L^{-1} at all times. Because rates do not go up once the loan is large, they cannot be negative when it is still small. This effectively recovers an income fluctuations problem at the risk-free rate without default.

3. MODEL WITH DEFAULTABLE DEBT AND SWAPS

In this case, the borrowing government has access to a monopolist and a competitive fringe of lenders. In this case, default on the debt held by private lenders is possible, subject to standard output costs of default. However, for the same reasons as before, the bilateral loan m is not defaulted on along the equilibrium path.

A period takes place as follows.

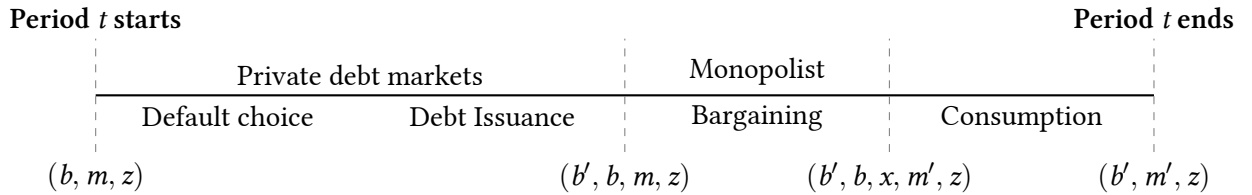


FIGURE 3: TIMELINE OF EVENTS WHILE NOT IN DEFAULT

At the start of t , the government owes m to the monopolist, b to the fringe, observes the exogenous state z . Additionally, the SOE can be in default ($\zeta = 1$) or in repayment ($\zeta = 0$). Let $v(b, m, z)$ and $h(b, m, z)$ represent

the government's and the monopolist's value functions in case of repayment, and similarly $v_D(m, z)$ and $h_D(m, z)$ in case of default.

Private markets In the morning of t , first, the government decides default for the current period if it is in repayment.

$$v(b, m, z) = \max \{v_R(b, m, z) + \varepsilon_R, v_D(m, z) + \varepsilon_D\} \quad (3)$$

where the ε 's follow a Type 1 Extreme Value distribution, yielding familiar closed forms for $v(b, m, z)$ and the (ex-post) default probability $\mathcal{P}(b, m, z)$

$$v(b, m, z) = \chi \log (\exp(v_D(m, z)/\chi) + \exp(v_R(b, m, z)/\chi))$$

$$\mathcal{P}(b, m, z) = \frac{\exp(v_D(m, z)/\chi)}{\exp(v_D(m, z)/\chi) + \exp(v_R(b, m, z)/\chi)}$$

If it is not in default, the government issues new debt b' to the fringe of lenders taking as given a price schedule $q(b', b, m, z)$

$$v_R(b, m, z) = \max_{b'} w_R(b', b, m, z) \quad (4)$$

The price faced by the borrower government reflects its lenders' expectations of repayment, discounted with a risk-neutral kernel

$$q(b', b, m, z) = \frac{1}{1+r} \mathbb{E} [(1 - 1_D(b', m'(b', b, m, z), z')) (\kappa + (1 - \rho)q(b'', b', m'(b', b, m, z), z')) \mid z] \quad (5)$$

where $b'' = b'(b', m'(b', b, m, z), z')$ is the expected debt issuance in the following period and $m'(b', b, m, z)$ is the expected result of negotiations with the monopolist, to happen in the afternoon.

Bilateral loan In the afternoon of t , the government meets with the monopolist to negotiate the swap m . As before, the outcome of their negotiation is a transfer x and new swap size m' which solve the following Nash bargaining problem

$$\max_{m', x} \mathcal{L}_R(b', x, m, m', z)^\theta \mathcal{B}_R(b', b, x, m, m', z)^{1-\theta}$$

or

$$\max_{m', x} \mathcal{L}_D(x, m, m', z)^\theta \mathcal{B}_D(x, m, m', z)^{1-\theta} \quad (6)$$

As before the monopolist's surplus is

$$\mathcal{L}_R(b', x, m, m', z) = -x - m + \beta_L \mathbb{E} [h(b', m', z') - h(b', 0, z') \mid z]$$

$$\mathcal{L}_D(x, m, m', z) = -x - m + \beta_L \mathbb{E} [\psi (h(0, m', z') - h(0, 0, z')) + (1 - \psi) (h_D(m', z') - h_D(0, z')) \mid z]$$

while the borrower's surplus is

$$\begin{aligned}\mathcal{B}_R(b', b, x, m, m', z) &= u(y(z) + P(b', b, m, z) + x) - u(y(z) + P(b', b, m, z) - m) + \\ &\quad + \beta \mathbb{E} [v(b', m', z') - v(b', 0, z') \mid z] \\ \mathcal{B}_D(x, m, m', z) &= u(y_D(z) + x) - u(y_D(z) - m) + \\ &\quad + \beta \mathbb{E} [\psi (v(0, m', z') - v(0, 0, z')) + (1 - \psi) (v_D(m', z') - v_D(0, z')) \mid z]\end{aligned}$$

where the function $y_D(z) = y(z) - \xi(z)$ is output in default and P summarizes net transfers from lenders. For example, with standard geometrically-decaying coupons $P(b', b, m, z) = q(b', m, z)(b' - (1 - \rho)b) - \kappa b$. In default, opportunities to reaccess markets arrive with probability ψ .¹

The bargaining problem yields new terms for the bilateral loan $x_R(b', b, m, z)$, $m'_R(b', b, m, z)$ and $x_D(m, z)$, $m'_D(m, z)$ and consequently consumption and the value function

$$\begin{aligned}c_\zeta(b', b, m, z) &= y(z) + P(b', b, m, z) + x_\zeta(b', b, m, z) \\ w_R(b', b, m, z) &= u(c_R(b', b, m, z)) + \beta \mathbb{E} [v(b', m'_R(b', b, m, z), z') \mid z] \\ w_D(m, z) = v_D(m, z) &= u(c_D(m, z)) + \beta \mathbb{E} [\psi v(0, m'_D(m, z), z') + (1 - \psi) v_D(m'_D(m, z), z') \mid z]\end{aligned} \tag{7}$$

and finally the monopolist's value functions

$$\begin{aligned}h(b, m, z) &= \mathcal{P}(b, m, z)h_D(m, z) + (1 - \mathcal{P}(b, m, z))h_R(b'(b, m, z), b, m, z) \\ h_R(b', b, m, z) &= a - x_R(b', b, m, z) + \beta_L \mathbb{E} [h(b', m'_R(b', b, m, z), z') \mid z] \\ h_D(m, z) &= a - x_D(m, z) + \beta_L \mathbb{E} [\psi h(0, m'_D(m, z), z') + (1 - \psi)h_D(m'_D(m, z), z') \mid z]\end{aligned} \tag{8}$$

Algorithm Given guesses for $v, v_D, h, h_D, \mathcal{P}, q, x_\zeta, m_\zeta, b'$, for each (b, m, z) , loop over b' and use (5) to update $q(b', b, m, z)$. Then solve (6) for $m'_\zeta(b', b, m, z), x_\zeta(b', b, m, z)$. With these, update $c_\zeta(b', b, m, z), w_\zeta(b', b, m, z)$ using (7) as well as $h_R(b', b, m, z)$ in (8). Finish the loop over b' and update $h_D(m, z), h(b, m, z)$ using (8) once more. Then, solve (4) to obtain $b'(b, m, z)$ and $v_R(b, m, z)$. Lastly, use (3) to update $v(b, m, z)$ and $\mathcal{P}(b, m, z)$. Iterate until all this converges.

4. QUANTITATIVE RESULTS

We parametrize our model following standard strategies in the sovereign default literature. Table 1 summarizes our parametrization.

When both debt with private competitive lenders and swaps with the monopolist are available, they are clearly substitutes. For instance, Figure 4 shows that the default probability (which only affects private debt) is increasing in both types of indebtedness, fixing income at its mean.

¹As debt resets to zero, a government will always take the opportunity to exit the default

Table 1: Parameter value for the baseline parametrization

	Parameter	Value
Sovereign's discount factor	β	0.97
Sovereign's risk aversion	γ	2
Preference shock scale parameter	χ	0.025
Lender's bargaining power	θ	0.5
Risk-free interest rate	r	0.02041
Duration of debt	δ	0.05
Income autocorrelation coefficient	ρ_z	0.9484
Standard deviation of y_t	σ_z	0.02
Reentry probability	ψ	0.0385
Default cost: linear	d_0	-0.24
Default cost: quadratic	d_1	0.3

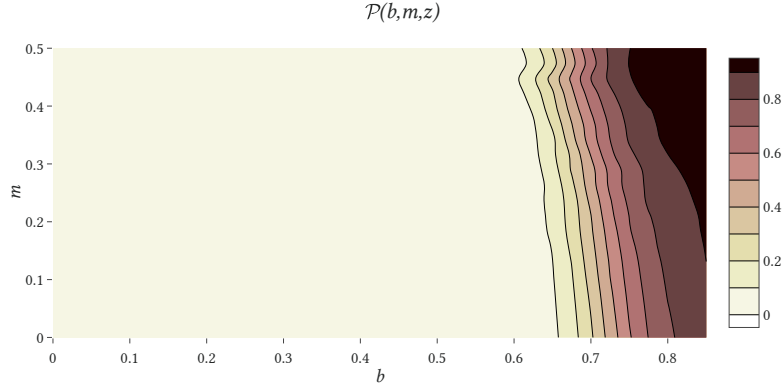


FIGURE 4: DEFAULT PROBABILITY

Figure 5 shows that the availability of swaps can exacerbate sovereign risk by raising the option value of defaulting on the debt. The economy with access to swaps, pictured on the left, defaults at lower levels of debt (or higher levels of income) than the one without access to swaps, on the right.

Moreover, since the monopolist keeps a share of the surplus generated by the swap, the borrower economy is reluctant to borrow from it. Figure 6 shows simulations paths for identical economies with and without access to bilateral loans. Even when bilateral loans are available, most of the borrowing takes place in private markets. However, when default risk makes private borrowing more expensive (and when the costs associated with default become possible), the government resorts to borrowing from the monopolist in order to reduce private debt and hence contain spreads. Episodes of default are preceded by drawings from the swap in an effort to avoid or postpone default. The monopolist subsidizes accumulation of debt under the swap in these circumstances, expecting to increase rates when either income improves and the government pays down the debt and the swap, or the government defaults and its threat point becomes less credible. Finally, when the economy is actually in

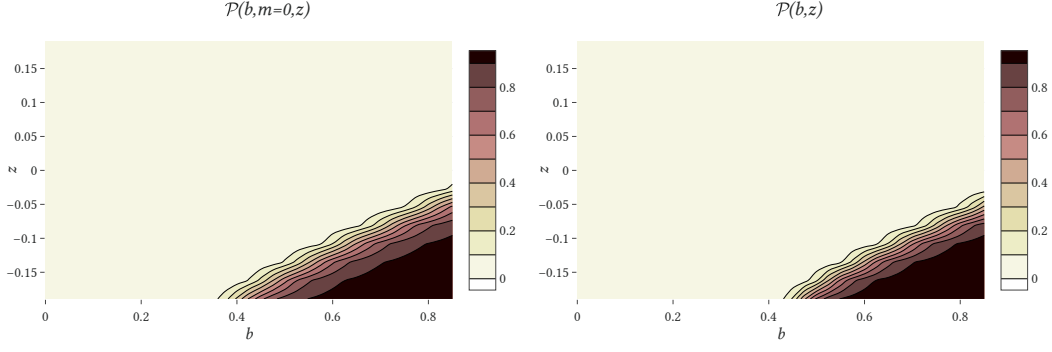


FIGURE 5: DEFAULT PROBABILITY AT $m = 0$ WITH (LEFT) AND WITHOUT (RIGHT) SWAPS

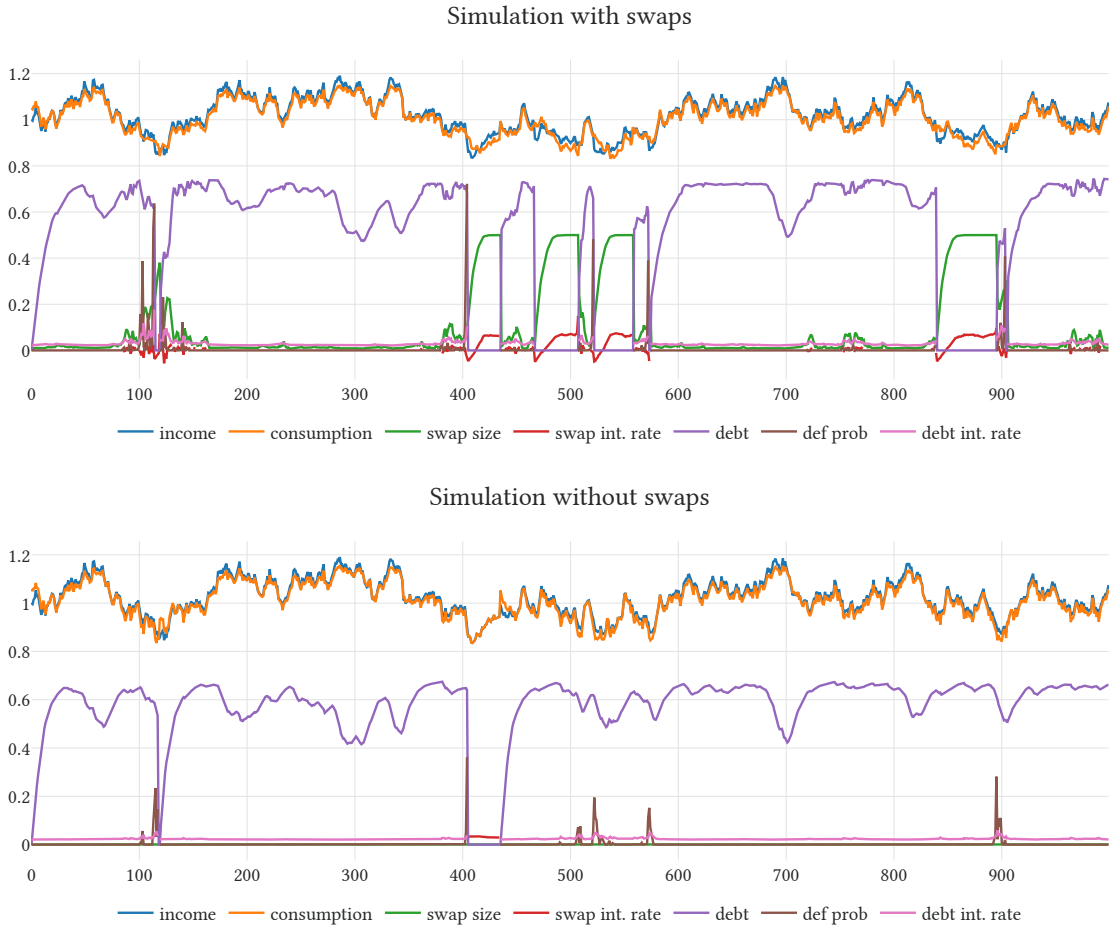


FIGURE 6: SIMULATED PATHS WITH AND WITHOUT SWAPS, $\theta = 0.5$

default, the monopolist resorts to its strategy from Section 2 of subsidizing debt accumulation to charge a high interest rate later. When the economy exits default, it uses its new debt capacity to convert the swap to private debt and avoid high interest payments.

Observation In the simulation above there are at least three distinct episodes (~ 125 , ~ 450 , ~ 825) and in which the economy defaults when swaps are available but not when they are not. There is one episode (~ 750) when the economy comes close to defaulting when swaps are available but not much happens when they are not. This could be due to the fact that the default state is less costly when swaps are available, or it could be that debt is on average higher when swaps are available (need to check this in policy functions). On the other hand, there are episodes (~ 380 , ~ 950) when the economy substitutes private debt with swaps (possibly to fend off default). Therefore, it could be that swaps are beneficial (because they allow for more borrowing, for borrowing in default, etc) or harmful (because they increase the time spent in default).

The welfare implications of bilateral loans are complex, as the effects discussed above point in different directions. Figure 7 shows the welfare gains of permitting swaps, as a function of (private) debt and income. In the current parametrization, the region for which welfare gains are positive is strictly contained within the default set. To get welfare gains from swaps outside the default region, at least this calibration requires $\theta \leq 0.15$. To get

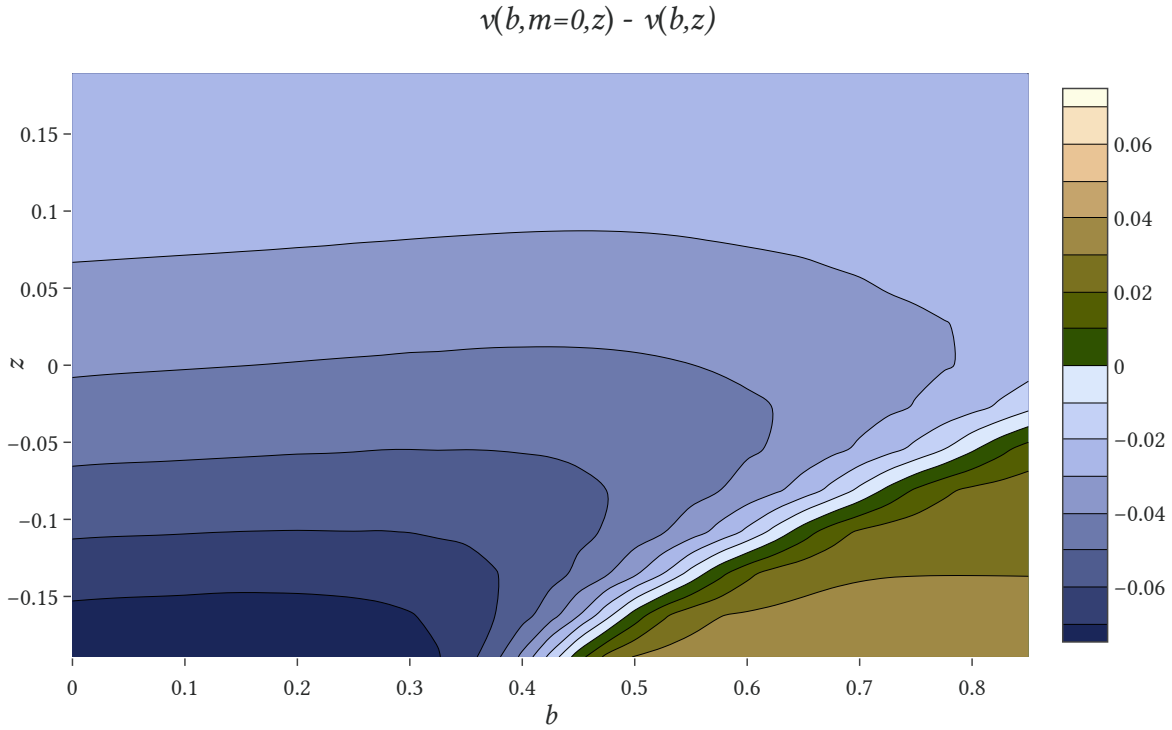


FIGURE 7: GAINS FROM ALLOWING SWAPS

welfare gains from swaps at $b = 0$ requires $\theta \leq 0.1$

5. CONCLUDING REMARKS

Should drawn Central Bank swap lines be counted in public debt? We argue that swaps are a natural vehicle for sovereign borrowing when market access is limited, consistent with empirical observations over the past decade.

Our model highlights the interaction between the terms of both types of debt and how the possibility of each affects the outside option (explicitly for bilateral loans and implicitly for private debt) of the other.

Our results suggest that having more sources of indebtedness can be detrimental for the borrowing government. The price of swaps can include large premia as a consequence of market power. Furthermore, while swaps could in some cases help a government fend off default, they also make it more likely by allowing borrowing during the exclusion period, effectively diminishing the output costs of default which, in most models, sustain sovereign borrowing in the first place.

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A. MORE RESULTS

Figure 8 shows that when the borrower holds all the bargaining power, the swap interest rate is constant at β_L^{-1} .

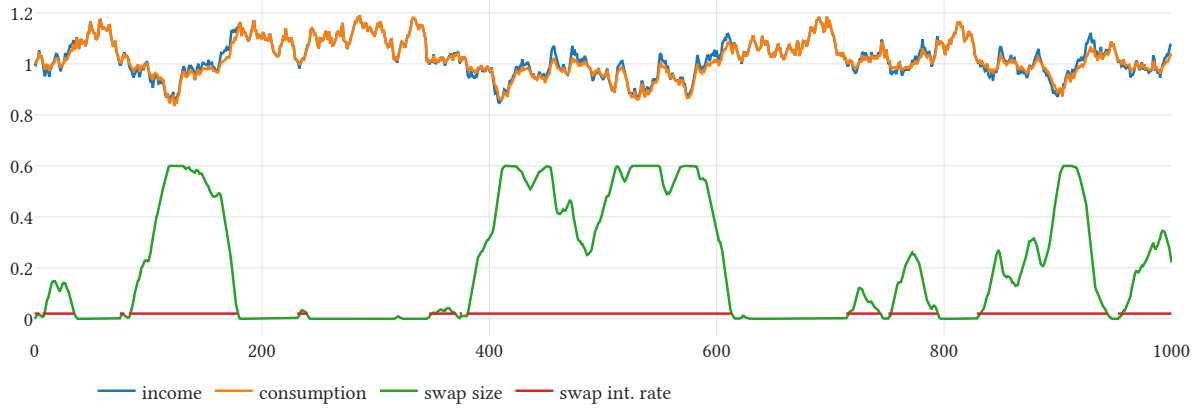


FIGURE 8: SIMULATED PATH, $\theta = 0$