

MANAGING YOUR BORROWING COST THROUGH MARKET TURBULENCE

OCTOBER 18, 2023 SAN FRANCISCO, CA

## Michael Ballinger Publisher <br> Michael Ballinger Publisher



## EXPLORATION OF POTENTIAL COST-SAVING TOOLS \& STRATEGIES



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# Market Conditions 

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# Tax-Exempt Interest Rates Have Risen Substantially and the Yield Curve is Inverted 



## Where Are Rates Today Versus Past Levels?



## UST Yield Curve



## Administrative Cost Management

Method of Sale
Procurement Of Finance Team

## Professionals,

Services, Ratings
Bank Support, Liquidity Enhancement
Nikolai J. Sklaroff
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## Managing Debt Administration Fees

- Debt Service Payments
- Letter of Credit Fees
- Liquidity Fees
- Dealer Fees
- Trustee Fees
- Bond Counsel Fees
- Rating Fees
- Rebate Calculation Fees

- And more....


## Thinking About Costs of Administering Debt

Regulatory and Reputational Risk

Greatest
Cost
Interest Cost

## What is the Real Cost?

- \$123,905,000 Bond Issue
- Underwriter's Discount \$1.50 per bond, plus expenses, totaling \$239,782
- \$0.25 under \$40k
- Present Value of every 1 bp change $=\$ 92,795$

Limited Obilgation. The 2023A Bonds are special limited obligations of the SFPUC. The SFPVC is not obligated to pay the principal
or, premium, if any, or interest on the 2023 A Bonds from any source of funds other than Revenues, after payment of Operation and


 of Operation and Maintenance Expenses and any Priority RER Fund Deposits. The 2023 A Bonds are not secured by or payable from the
revenues of the SFPUCs Water Enterprise, Wastewater Enterprise or CleanPowerSF, or the revenues allocated to Hetch Hetchy Water. See "SECURTTY FOR THE BONDS."

## $\underset{\text { Maturity Schedile }}{\text { (see inside front cover) }}$

The 2023A Bonds are offered when, as and if issed by the SFPUC and received by the Underwiter, subject to the approval of validity by Sradling

 Cailifonia thisexpected
or about October 12,2023

## Method of Sale: Competitive vs. Negotiated

- Market shift post pandemic
- Volatility in current market
- Importance of shaping repayment
- Couponing decisions
- Reverse inquiry



## Procuring Services and Ratings

- The importance of competition
- Municipal Advisor attention
- Checking quotes/invoices
- Negotiating
- Understanding what motivates the other party



## SFPUC: Bank Programs Across 4 Entities

| Series | Bank | Next <br> Renewal | Facility (\$million) | Type |
| :---: | :---: | :---: | :---: | :---: |
| Water |  |  |  |  |
| A-1 | SMBC | 5/16/2025 | 100 | LO |
| A-1-T |  |  |  |  |
| A-2 | SMBC | 6/15/2027 | 200 | LOC |
| A-3 | Barclays | 7/19/2024 | 100 | LOC |
| R-1 | US Bank | 7/19/2024 | 100 | Rev |
| TOTAL |  |  | 500 |  |
| Wastewater |  |  |  |  |
| A-1 | SMBC | 3/7/2024 | 150 | LOC |
| A-2 | BofA | 4/24/2026 | 150 | LOC |
| A-4 | TD Bank | 7/6/2027 | 75 | LF |
| A-6 | State St | 10/14/2023 | 200 | LF |
| A-7 | SMBC | 5/31/2027 | 100 | LOC |
| R-1 | US Bank | 7/19/2024 | 75 | Rev |
| TOTAL |  |  | 750 |  |
| Power |  |  |  |  |
| A-1 | BofA | 3/6/2026 | 125 | LOC |
| A-2 | BofA | 3/6/2026 | 125 | LOC |
| TOTAL |  |  | 250 |  |
| CleanPowerSF | JPM | 3/29/2024 | 20 | CA |

## - 14 different series

- Multiple banks and dealers
- \$1.52 billion
- Range of facility fees
- Assuming 30 bps that would be $\$ 4.56$ million per year
- Plus dealer, rating and bank fees
- Competitive renewals


## Bank Support and Facilities



- Understand what type of facility you need
- Credit vs. Liquidity facilities
- Understand how you will use it
- Drawn vs. undrawn
- Understand to motivation of providers
- Terms vs. Costs


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# WIFIA \& TIFIA 

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## TIFIA Program Overview

- The Build America Bureau manages the TIFIA credit assistance program
- Able to finance up to $33 \%$ of eligible project costs
- Up to $49 \%$ for Transit Projects
- Rural Project Initiative
- Typically subordinate to other debt
- Rolling application process
- The cost of risk to US DOT (credit subsidy) is covered by regular annual appropriations
- Program requirements
- Dedicated repayment source
- Investment grade ratings
- Minimum anticipated project costs of \$10M for Transit-Oriented Development, Local and Rural Projects; \$15M for Intelligent Transportation Systems Projects; and $\$ 50 \mathrm{M}$ for all other eligible Surface Transportation Projects
- Applicable federal requirements
- Reserve account requirements
- IIJA Value for money analysis


## TIFIA Program Overview

## Program Benefits

- Low interest rate/cost on a relative basis
- Comparable Treasury rate +1 basis point,
- Interest does not accrue until borrower draws proceeds
- Flexible amortization
- Final maturity of up 35 -years from substantial completion (up to 75 years for some projects with IIJA)
- Interest can be capitalized for five years from substantial completion, principal payments can be deferred for ten years
- Scheduled vs mandatory debt service payments allowed
- No pre-payment penalty
- Potential for waiver of TIFIA nonsubordination requirement

Program Drawbacks

- Process can be lengthy, so start early
- Integrating TIFIA into an existing indenture requires attention


BUILD AMERICA BUREAU

# Letter of Interest (LOI) Submission 1 Project Sponsor submits LOI 

Creditworthiness Review \& Additional Info Requests

Oral Presentation

Notification of Completeness

Project Recommendation

Project Selection

Notification of Project Approval

Term Sheet Issuance, Credit Agreement Execution, and Funding Obligation

Fund Disbursement

If requested by the Bureau, Project Sponsor provides additional information, Preliminary Rating Opinion Letter, and \$250,000

Upon invitation, Project Sponsor makes oral presentation to the Bureau


Upon invitation from the Bureau, Project Sponsor submits complete application

The Bureau notifies Project Sponsor regarding completeness of application no more than 30 days after receiving application

The Bureau staff prepare evaluation and make recommendation to the Bureau Credit Council

The Bureau Credit Council provides recommendation to the Secretary, who makes final determination
the Bureau notifies Project Sponsor regarding project approval no more than 60 days after delivery of notice regarding application completeness

The Bureau issues term sheet, executes Credit Agreement, and obligates funds

The Bureau disburses funds upon satisfaction of conditions set forth in Credit Agreement

## WIFIA Program Overview

- The Environmental Protection Agency - Program requirements manages the WIFIA credit assistance program
- Funding allowance
- Up to $49 \%$ of eligible project costs
- Can be subordinate to other debt not associated with the project
- Rolling application process
- The cost of risk to the government is covered
by regular annual appropriations
- Dedicated repayment source
- Minimum anticipated project costs
- Applicable federal requirements
- Reserve account requirements


## WIFIA Program Overview

## Program Benefits

- Low interest rate/cost on a relative basis
- Comparable Treasury rate
- Interest does not accrue until borrower draws proceeds
- Flexible amortization
- Final maturity of up 35 -years from substantial completion
- Interest can be capitalized for five years from substantial completion, principal payments can be deferred for ten years
- Scheduled vs mandatory debt service payments allowed
- No pre-payment penalty


## Program Drawbacks

- Process can be lengthy, so start early
- Water and wastewater projects often do not have a significant cost of capital advantage compared to lower-rated infrastructure projects
- Monthly disbursements


## Credit Due Diligence \& Negotiation

## WIFIA <br> Process



## Begin WIFIA Approval Process

Execution

## Key Differences Between TIFIA, WIFIA, and Capital Markets



## Key Differences Between TIFIA, WIFIA, and Capital Markets

|  | TIFIA | WIFIA | Capital Markets |
| :---: | :---: | :---: | :---: |
| Repayment | Interest can be capitalized until five years after substantial completion, accruing on drawn amounts of loan and added to the loan balance until interest payments begin. Principal payments generally not required to commence until ten years after substantial completion; debt service can be sculpted with flexibility between scheduled and mandatory debt service payments | Payments may be def erred up to 5 years after the project's subs tantial completion | Interest is due on full amount borrowed from financial close; if it cannot be paid for during construction/ramp-up, a capitalized interest account would be funded at financial close <br> Principal payments generally begin following ramp-up (dependent on investor preference) |

## Key Differences Between TIFIA, WIFIA, and Capital Markets

| TIFIA |  | WIFIA | Capital Markets |
| :---: | :---: | :---: | :---: |
| Interest Rate | Comparable Treasury plus 1 basis point, regardless of transaction credit risk | Comparable Treasury regardless of transaction credit risk | Market dependent with a spread based on transaction credit risk, term, and other considerations |
| Time to Financial Close | 12-18 months | 12 months or less from application submission (after invitation to apply) | 4-6 months (possibly longer for a first-time credit) |

## OCTA I-405 Improvement Project

- In 2011, the Orange County Transportation Authority began planning the I-405 Improvement Project which was designed to improve a 16 -mile section of the I-405
- The $\mathrm{I}-405$ is consistently ranked as one of the busiest highways in the nation and provides critical mobility for the approximately two million residents that live along it
- The Improvement Project will result in the demolition and reconstruction of 18 bridges, the addition of a new general-purpose lane, and the introduction of $2 \times 2$ Express Lanes in the median
- To fund and finance the Improvement Project, OCTA issued Measure M2 sales tax bonds, Measure M2 sales tax paygo revenues and \$135M in grants, and got a \$629M TIFIA loan (2017)
- The 2017 TIFIA loan saved OCTA roughly $\$ 300 \mathrm{M}$ compared to traditional toll revenue bonds and will be repaid entirely using revenue from the 405 Express Lanes


## I-405 Project Savings [in \$ millions]



## OCTA I-405 Improvement Project Refinancing Plan

| 9/9/21 |  |  |
| :---: | :---: | :---: |
|  | 6/24/21-9/30/21 |  |
| Refinancing of a $\$ 628.93$ million TIFIA Loan | \$315 million taxexempt Bridge Loan from Bank of America N.A. | 9/21/21-9/29/21 |
|  |  | $\$ 662.80$ million tax-exempt Bond Anticipation Notes (BANs) issuance |
|  |  |  |
|  |  |  |

## \$182M in NPV Debt Service Savings

-0.

## Marin Municipal Water District WIFIA Loan Process

- Marin Municipal Water District (MMWD) is a special district that provides water to residents of the southern and central portions of Marin County,
- MMWD's service area covers 147 square miles, extending northward from the Golden Gate Bridge to the City of Novato
- MMWD initially submitted a LOI for the Smith Saddle Tank Project on July 23, 2021
- On Oct. 26, 2021 the EPA notified MMWD that the project was eligible to submit an application for a loan up to $\$ 10.8 \mathrm{M}$ or up to $49 \%$ of total eligible project costs
- In March 2022, MMWD staff requested that the EPA shift the loan from the original project to the Pine Mountain Tunnel Tank Replacement Project, "citing the advanced deterioration of the existing tunnel facility, concerns about water quality, and water loss savings as justification for the shift"
- The Pine Mountain Tunnel Tank Replacement Project will add a pair of 2 million gallon water storage tanks in Ross Valley. The project is expected to take several years and will supply water for the town of Ross and local firefighters


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# Variable Rate Demand Bonds 

Floating Rate Notes

## Put Bonds

## Direct Purchases

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## Goldman Sachs Public Sector and Infrastructure Banking Disclaimers

- Goldman Sachs Is Not Acting as a Municipal Advisor



 municipal advisor in this transaction that has legal fiduciary duties to the Issuer, then the Issuer is free to engage a municipal advisor to serve in that capacity.
- Investment Banking Communication








 omissions that may occur. Further information regarding this material may be obtained upon request.
- General Statement of Distribution Principles





 allocations and their manner and timing.

 allocation process, please do not hesitate to contact our Syndicate Desk.


## Summary of Municipal Products

|  | Fixed | Public Fixed Rate <br> Bonds | Variable Rate Demand <br> Bonds (VRDBs) |
| :--- | :--- | :--- | :--- |

## Summary of Municipal Products

(Continued)

|  | Fixed | Variable | Variable (Fixed for Limited Period) |  | Fixed or Variable |
| :---: | :---: | :---: | :---: | :---: | :---: |
| Product | Public Fixed Rate Bonds | Variable Rate Demand Bonds (VRDBs) | Floating Rate Notes (FRNs) | Rate Put Bonds | Bank Direct Purchase |
| Long-Term Ratings | Underlying ratings | Based on Bank Ratings or Underlying Ratings, if Self-Liquidity | Underlying ratings | Underlying ratings | Typically Not Required |
| Requires Bank Liquidity? | No | Usually, dependent on Underlying Ratings | No | No | No |
| Redemption Flexibility | Typically not callable until year 10 @ Par | Callable Anytime @. If swapped, swap may be subject to termination payment | Not callable until 6 months before Put Date @ Par | Not callable until Put Date @ Par | Subject to prepayment penalties under certain circumstances |
| Marketing Documentation | Official Statement | Official Statement or Remarketing Memorandum | Official Statement | Official Statement | None / Subject to negotiation |
| Timing Execution | 2-3 Months | 2-3 Months | 2-3 Months | 2-3 Months | 1-3 Months |
| Security \& Covenants | Same as existing Indenture | Same as existing DPLOC/SBPA Provider | Same as existing Indenture | Same as existing Indenture | Same as existing Lenders |

Call Option Yield Comparison
Yield Curve Comparison


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# Call Structuring 

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## Evaluating the Merits of One Idea

- One component of the 2017 Trump Tax Act was the elimination of tax-exempt advance refundings
- Issuers were left with two refunding options
- Wait until the optional call date for a "current" refunding
- Issue taxable advance refundings bonds when rates were exceptionally low enough to still produce savings
- Tax-exempt market convention: first optional call features in ten years, at par
- Raises an obvious question:

Should we now sell bonds with a shorter optional call?


Should we now sell bonds with a shorter

## On First Impression...

- Would certainly increase an issuer's flexibility
- There is no increase in "yield" in the current market for a shorter call - in fact, yields might be a few basis points lower
- Sounds like FREE optionality!!!



## But the Devil is in the Details

- Market prefers Premium Bonds
- Bonds with a coupon rate higher than the effective yield protect against rising interest rates (more to come)
- Pricing math for Premium Bonds is more complicated than simply comparing yields
- The cost of the early call is not intuitive



## What is a Premium Bond

- Many investors prefer a bond whose nominal rate (the "coupon") is higher than the net investment yield
- To get a coupon above market yields, investor are willing to pay more (a higher dollar price) than the par value of the bond
- The additional proceeds from this "premium" can be used to reduce the size of the bond issue

| Date | Principal <br> Maturity | Coupon / <br> Interest Rate | Yield | Yield to <br> Maturity | Dollar <br> Price |
| :---: | :---: | :---: | :---: | :---: | :---: |
| 6/1/2023 | \$640,000 | 5.00\% | 1.63\% |  | 102.619 |
| 6/1/2024 | 640,000 | 5.00\% | 1.75\% |  | 105.687 |
| 6/1/2025 | 675,000 | 5.00\% | 1.81\% |  | 108.626 |
| 6/1/2026 | 705,000 | 5.00\% | 1.91\% |  | 111.231 |
| 6/1/2027 | 740,000 | 5.00\% | 1.92\% |  | 114.017 |
| 6/1/2028 | 780,000 | 5.00\% | 2.09\% |  | 115.778 |
| 6/1/2029 | 820,000 | 5.00\% | 2.20\% |  | 117.558 |
| 6/1/2030 | 860,000 | 5.00\% | 2.27\% |  | 119.379 |
| 6/1/2031 | 900,000 | 5.00\% | 2.35\% |  | 120.922 |
| 6/1/2032 | 945,000 | 5.00\% | 2.42\% |  | 122.357 |
| 6/1/2033 | 995,000 | 5.00\% | 2.54\% | 2.72\% | 121.192 |
| 6/1/2034 | 1,045,000 | 5.00\% | 2.65\% | 2.96\% | 120.136 |
| 6/1/2035 | 1,095,000 | 5.00\% | 2.73\% | 3.15\% | 119.375 |
| 6/1/2036 | 1,150,000 | 5.00\% | 2.80\% | 3.30\% | 118.713 |
| 6/1/2037 | 1,210,000 | 5.00\% | 2.88\% | 3.44\% | 117.963 |
| TOTAL \$13,200,000 |  |  |  |  |  |
| Sources: |  |  |  |  |  |
| Bond Proceeds: |  | Par Amount |  | \$13,200,000 |  |
|  |  | Net Premium |  | 3,619,644 |  |
|  |  |  |  | \$16,81 | 9,644 |

## Why Would You Want A Premium Bond?

- Less volatility in price
- Tax protection
- Once a bond is purchased at a discount, appreciation to the par is taxable income
- More tax protection
- Appreciation of more than $0.25 \%$ a year becomes regular income (higher tax rate, up to $37 \%$ ) rather than capital gains (up to 20\%)
- Bonds that are sold at par and even small premium can become discount bonds when sold in a higher rate environment on the secondary market
- Discount bonds are less liquid; may need to offer higher yield


## Example A: Premium Bond

| Maturity | Par | Coupon | Yield |
| :--- | :---: | :---: | :---: |
| $6 / 1 / 2042$ | $1,540,000$ | $5.00 \%$ | $3.21 \%$ |
|  |  |  | Dollar Price |
| Yield Increase of 50 bps: |  | $3.71 \%$ | 110.500 |
|  |  |  | $\mathbf{- 4 . 4 2 6}$ |
| Reduction in Dollar Price: |  | $\mathbf{- 3 . 9} \%$ |  |

## Example B: Discount Bond

| Maturity | Par | Coupon | Yield | Dollar Price |
| :--- | :---: | :---: | :---: | :---: |
| $6 / 1 / 2042$ | $1,540,000$ | $\mathbf{3 . 0 0 \%}$ | $3.21 \%$ | 96.938 |
| Yield Increase of 50 bps: |  | $3.71 \%$ | 90.106 |  |
|  |  |  | $\mathbf{- 6 . 8 3 2}$ |  |
| Reduction in Dollar Price: <br> Reduction in Dollar Price as \%: |  | $\mathbf{- 7 . 0} \%$ |  |  |

## Back To Our Regular Programming

- Common use of premium couponing complicates the analysis of an early optional call
- Remember:
- Yield and price are from the investor's perspective, assuming premium bonds will be called at the first optional call date
- Therefore, the investor will pay premium based on above market yields only until the call date-the extra yield they are guaranteed to receive

Yield = yield to worst, which in the case of callable premium bonds means to the call date

Yield to Maturity = rate of return the investor receives if the bonds are NOT called: the kick

## Bond Pricing Report

| Date | Principal <br> Maturity | Coupon / <br> nterest Rat | Yield | Yield to <br> Maturity | Dollar <br> Price |  |
| :--- | ---: | ---: | ---: | ---: | ---: | :--- |
| $6 / 1 / 2031$ | 900,000 | $5.00 \%$ | $2.35 \%$ |  | 120.922 |  |
| $6 / 1 / 2032^{*}$ | 945,000 | $5.00 \%$ | $2.42 \%$ |  | 122.357 |  |
| $6 / 1 / 2033$ | 995,000 | $5.00 \%$ | $2.54 \%$ | $2.72 \%$ | 121.192 | $c$ |
| $6 / 1 / 2034$ | $1,045,000$ | $5.00 \%$ | $2.65 \%$ | $2.96 \%$ | 120.136 | $c$ |
| $6 / 1 / 2035$ | $1,095,000$ | $5.00 \%$ | $2.73 \%$ | $3.15 \%$ | 119.375 | $c$ |
| $6 / 1 / 2036$ | $1,150,000$ | $5.00 \%$ | $2.80 \%$ | $3.30 \%$ | 118.713 | $c$ |
| $6 / 1 / 2037$ | $1,210,000$ | $5.00 \%$ | $2.88 \%$ | $3.44 \%$ | 117.963 | $c$ |

[^0]
## Premium Couponing Drives The Analysis

Shorter call =

- Lower dollar prices received for premium bonds after the call
- Less original issue premium reduces proceeds received as original issue premium
- Higher par amount to make up the difference
- More bonds to refund in the future
- This higher par carries forward even after refunding

| 7.5-YR Call versus 10-YR Call |  |  |  |
| :---: | :---: | :---: | :---: |
| Call Scenario: | Scenario A: <br> 7.5-year call | Scenario B: <br> 10-year call | Difference |
| Actual Yrs to Call Date: | 7.44 | 9.95 | (2.50) |
| Par Amount: | 262,425,000 | 258,295,000 | 4,130,000 |
| Premium: | 24,925,122 | 28,620,665 | $(3,695,543)$ |
| Total Sources: | 287,350,122 | 286,915,665 | 434,457 |
| Total Net Debt Service | 1,220,400,000 | 1,201,125,000 | 19275,000 |
| PV of total net DS @ 3\% | 580,751,554 | 571,579,163 | 9,172,391 |
| All-In TIC | 3.036\% | 2.930\% | 0.106\% |

- A tangible hard cost perpetuated for life of bonds


## At Closer Look, The Early Option Is Far From Free

- Shorter call does typically produce similar, often even slightly lower, stated "yield" to call
- Entirely possible that the future plays out
- Rates are lower in the future at the call date
- the cost is fully recaptured (and, potentially, then some)
- Then, shorter-call would prove more economic...
- But shorter call is a bet that, within a very specific time window, an opportunity will arise to refund the bonds at appreciably lower interest rates than will prevail at the 10-year mark



## Benefit vs. Cost

- Can the issuer recapture this additional cost through savings generated by an earlier refunding?
- Requires assumptions as to lower future interest rates
- For 30-year debt, requires assumptions regarding multiple refundings, since the extra par caries through to maturity
- The value of the early optionality starts
 eroding quickly after the call date
- If savings not captured in first 9 to 12 months, savings unlikely to exceed the cost of the additional optionality
- Given the certainty of the cost of the early option and the uncertainty of its benefit, we generally still recommend a conventional 10-year call


## What's the Upshot

- The early optional call is just an example of the challenges of evaluating innovation
- Innovation is great when it solves problems
- Overcomes unproductive obstacles
- Increases efficiency
- Rebalances risk and reward
- Not all shiny objects are gold
- It's okay to be skeptical
- It's okay to require that you deeply understand something before proceeding


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# Municipal Tenders \& Exchanges 

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Head of the Western Region for Public Finance and Managing Director

Jefferies

## Municipal Tenders Have Become Much More Common

- Tenders, exchanges and secondary market purchases are tools to manage debt and take advantage of market opportunities
- Monetize upcoming call options
- Convert taxable bonds back to tax-exempt
- Purchase bonds below par call price
- Redeem/replace non-callable bonds
- When interest rates were low in 2020 and 2021, issuers primarily employed tenders and exchanges to monetize call options in conjunction with taxable advance refundings
- In today's market, issuers are using these strategies to flip taxable advance refunding bonds back to tax-exempt, achieve immediate savings on tax-exempt bonds, and/or pursue other objectives



## Economic Tenders Are Gaining Momentum This Year



## What are "Economic" Tender Refundings?

- The issuer's goal is to achieve present value refinancing savings
- An issuer offers to purchase its bonds from existing bondholders on the secondary market at a specified price (or spread to a UST benchmark for taxable bonds)
- Bondholders decide whether to sell, or "tender", their bonds back to the issuer
- The issuer funds the tender purchases with a new refunding bond issue, sized based upon the total tenders received, and cancels its old bonds at closing


## Bond Funded Tenders Are Gaining Momentum This Year

Municipal Tender/Exchange Transactions Since 2021*


## Taxable Economic Tender Candidates

- Taxable bonds where underlying projects are otherwise eligible to be taxexempt (i.e. taxable advance refunding)
- Savings generated by monetizing the yield differential between an Issuer's taxable and TE borrowing costs
- Ratio between tax-exempt and taxable markets drive savings not overall interest rate levels
- Bonds are often low coupon and purchased at significant discount to par


[^1]
## SFPUC Water Revenue Bonds, 2023 C\&D - Taxable Tender

- $38.1 \%$ of the maximum permitted taxable par was tendered - $\$ 371.08$ million
- $\sim \$ 38.6$ million PV savings or $10.4 \%$ of refunded par generated from low coupon taxable bonds with no embedded call option value

Tołal/Tendered Par and PV Savings by Małurity


## Tax Exempt Economic Tender Candidates

- Most tax-exempt financings are structured with $5 \%$ coupons for bonds maturing beyond five years and 10 year par call
- The result is "in the money" call options today
- Call cannot be monetized given prohibition of tax-exempt advance refundings
- Savings generated by monetizing the call option - highly dependent on overall TE interest rate levels
- Tender accomplishes what an advance refunding used to do



## SFPUC Water Revenue Bonds, 2023 C\&D - Tax-Exempt Tender

- $40 \%$ of the maximum permitted taxable par was tendered - $\$ 320.05$ million
- SFPUC accepted $\$ 240.80$ million ( $75.2 \%$ of total offered)
- Generated $\sim \$ 21.68$ million PV savings or $9.0 \%$ of refunded par




## Sequestration: Historical and Potential Impact on BABs

- Issuers of Build America Bonds (and other direct pay subsidy bonds) are currently exposed to federal sequestration
- Federal subsidies on these bonds have been reduced via sequestration in every year since 2013 under the BCA
- In addition, sequestration of the entire subsidy was put at risk in 2021 and again in 2022 -
Congress avoided PAYGO sequestration on a temporary basis and with very limited legislative support
- The 2022 federal action avoids PAYGO sequestration only through 2024, not to maturity of outstanding BABs

Existing Yearly Sequestration Rate Reduction under BCA

| FFYE 9/30 | Rate Reduction |
| :---: | :---: |
| $2021-2030$ | $5.7 \%$ |
| 2020 | $5.9 \%$ |
| 2019 | $6.2 \%$ |
| 2018 | $6.6 \%$ |
| 2017 | $6.9 \%$ |
| 2016 | $6.8 \%$ |
| 2015 | $7.3 \%$ |
| 2014 | $7.2 \%$ |
| 2013 | $8.7 \%$ |

## Extraordinary Optional Redemption Provisions (ERP) to Refund BABs

- Issuers may be motived to eliminate exposure to future sequestration or subsidy loss if economics are break-even or better
- While most remaining BABs do not have par call many have make-whole call provisions (MWC) and extraordinary optional make-whole call provisions (ERP)
- ERP MWC provisions typically at much higher spread than MWC (i.e. UST + 100bps)
- Language differs significantly, however, for many issuers counsel can determine that sequestration has triggered the ERP provisions
- Refunding BABs back to Tax-exempt using the ERP may result in PV neutral or PV positive expected savings, particularly for California issuers
- PV benefit/cost highly dependent on maturity date(s) and coupon(s) of BABs


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## 15-Minute Break

## APPLICATION \& EXECUTION OF COST-SAVING STRATEGIES



Colin Bettis, County Debt Officer, County of Sacramento

Natalie Perkins, Director of Treasury, Metropolitan Transportation Commission

Nikolai Sklaroff, Capital Finance Director, San Francisco Public Utilities Commission

Daniel L. Wiles, Assistant Treasurer and Tax Collector, Public Finance, Investment and Deferred Income Branch, Los Angeles County Treasurer and Tax Collector

# Colin Bettis County Debt Officer Sacramento County County Debt Officer Sacramento County 

## Water Infrastructure Finance and Innovation Act

- Project - Arden Service Area Distribution System Pipe Realignment and Meter Installation Project
- Total Project Cost (Estimated) \$165.7 Million
- WIFIA Loan Amount: \$81.2 Million
- Project Benefits
- Reduces water use by an estimated $17 \%$ annually by improved leak detection and water conservation methods
- Delivers water reliably and efficiently to the community
- Saves Sacramento County Water Agency approximately $\$ 22$ million by financing with a WIFIA loan
- Enables the County the county to meet the requirement of $A B 2572$ that requires all customers to be metered by January 1, 2025


## 2022 Water Revenue Bonds

- To further lower the overall cost of borrowing for the Project, SCWA issued Revenue Bonds to provide interim financing during the construction period
- The Revenue Bonds were issued with a final maturity in 2025 with repayment expected to come from a draw on the WIFIA loan
- Revenue Bonds provide several advantages to SCWA
- Lower cost of financing providing during construction (1.89\% WIFIA Loan vs. 1.04\% Bonds)
- Keeping WIFIA loan undrawn allows for potential loan refinancing in the future if rates decline (now unlikely)
- Provided a cost-effective means of capitalizing all or a portion of interest payments during construction (capitalized $\$ 8.6$ million of $\$ 12.2$ million)
- Total anticipated savings $\$ 403,581$


## 2023 Pension Obligation Refunding Bonds

## Problem:

- The documents for both the 2008 POBs and the related Swap never contemplated the demise of the LIBOR index which is expected to occur on June 30, 2023
- Federal Legislation was enacted in March 2022 that created different computations of the successor index, SOFR (the successor index to be used in financial instruments such as the 2008 POBs and the Swap that had not contemplated that LIBOR might end permanently): (1) Term SOFR for the 2008 Bonds, (2) Compounded SOFR for the Swap
- If no action is taken, there would be a mis-match between variable rate indices, creating risk of increased debt cost for the County in the future (Evercrest, the County's Swap Advisor, estimates $0.05 \%-0.10 \%$ swings could be expected)


## Two Term Bonds Necessitate Two Different Solutions

## 2026 Term Bond

## Key Differentiator: Non-Call, single Bond owner wishes to

 keep its Bond and Swap matchedSolution: Amend related indenture to incorporate the "standard" fallback process and economics that have been established for swap contracts, simultaneously match the Swap and the Bonds to the same index so that there is no mis-match in variable indices.

- Process to Effectuate the Change:
- Orrick drafted an amendment to the supplemental indenture embedding the fallback language that mirrors the language from standardized swap documents
- Because this creates a "non-standard" bond term, Evercrest Advisors now serves as Calculation Agent for the bonds going forward


## 2030 Term Bond

## Key Differentiator: Callable at Par, 1.45\% Credit Spread Allows Economic Refinance Opportunity

Solution: Refund the variable rate bonds with variable rate bonds based on the SOFR index and a much lower credit spread. Simultaneously restructure the swap so there is no mis-match in variable indices.

- Process to Effectuate the Change:
- The County conducted a Request for Proposal for private placement financings whereas Bank of America was the winner
- The 2030 Term Bond was called, and Bank of America was the sole purchaser of the variable rate refunding bonds
- Options of both Fixed Rate and Variable Rate were requested through the private placement RFP and the Variable Rate provided the best economics at the time.


## Details and Results of the Pro-Forma Structures



## Upcoming - TIFIA for Airports

- Department of Airports looks to take advantage of TIFIA
- Rural Designation - $1 / 2$ Treasury Rate
- Interest does not accrue until proceeds are drawn
- Requirements for Buy America and other Federal provisions are already being met due to consistency with obtaining other Federal Grants
- Challenges
- No Airport projects have been funded through TIFIA as of the date these slides were prepared.


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## Variable Rate Bonds - Background

- $\$ 285$ million in SIFMA index bonds with purchase date of 5/1/23
- Originally reoffered in Mid 2013 at SIFMA $+0.90 \%$
- Hedged by fixed-to-floating rate swaps
- Evaluated put bonds, SIFMA floaters and VRDBs
- Determined that VRDBs would provide the lowest cost


## Variable Rate Bonds - Issuance Process

- Solicited proposals for Letters of Credit - three-to-five-year terms
- Provided a form of reimbursement agreement
- Received proposals from 11 banks
- Broad range of rates - as much as $0.60 \%$ spread between highest and lowest fees
- Existing agreement has favorable terms
- Five-year term out
- Two years of interest only
- Negotiated rate
- Kept existing terms
- Split into four- and five-year pieces in a daily rate mode


## Variable Rate Bonds - Results

- Weekly VRDBs traded at an average of approximately SIFMA - 0.20\% in 2022
- Refunded index rate notes were at SIFMA $+0.90 \%$
- Since the refunding, VRDBs trading at approximately SIFMA - 1.05\%
- All-in cost is approximately SIFMA $-0.65 \%$
- Comparable maturity index rate notes were SIFMA + $0.50 \%$ to $0.65 \%$ at the time of pricing
- Elected to have a longer escrow in order to earn positive arbitrage on the escrow


## Tender Refunding - Background

- Tender - invitation to investors to sell bonds back
- BATA had taxable bonds outstanding that were eligible for tax-exempt refunding
- Non-callable or distant call dates
- Low coupon with rising rates meant they were trading below par
- Capture savings between taxable rates and tax-exempt rates


## TENDER OFFER

Investors tender bonds for cash; purchase can be funded with bond proceeds or cash on hand

Bond
Proceeds



## Tender Refunding - Process

- Examined whole portfolio of fixed rate debt
- Tax analysis related to eligibility to refund on tax-exempt basis
- Tax-exempt to tax-exempt - monetizing pushing back the call date, minimal savings in this case (elected not to refund)
- Refunding of $B A B s$ - low savings, but able to eliminate the subsidy risk on a small amount of bonds (approximately $\$ 62$ million refunded)
- Showed rating agencies a very large universe of candidates
- Predetermined tender spread to benchmark; purchase price determined contemporaneously with the pricing of the refunding bonds


## Tender Refunding - Results

- Tender offer for $\$ 1.3$ billion
- Maximum that could be accepted $\$ 768$ million
- $\$ 485.2$ million tendered
- $\$ 473.3$ million accepted
- Tenders are not accepted until after pricing of refunding bonds
- Tender was contingent on the issuance of refunding bonds
- NPV savings of $\$ 24.8$ million or $5.25 \%$ of refunded par
- Process enabled opportunistic second refunding transaction eight weeks later


## Takeaways

- Combined tender with variable transaction that was required
- Combination minimized staff time and resulted in lower costs of issuance
- Combined development of disclosure document
- Combined rating fees
- Professional fees lower than if separate transactions
- Regular check-ins to make sure tender in-the-money and worth incurrence of further costs
- Tender was relatively labor intensive
- Rating fees - negotiate what the cancellation fee would be


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# AB 218 Settlement Financing Challenges 

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## AB 218 - Impact on Liability

AB 218 extended statute of limitations for childhood sexual assault cases

- 22 years after plaintiff reaches majority age (18) or
- Within 5 years of date plaintiff discovered (or should have) the psychological injury occurring after age of majority was caused by assault
- Also revived 3 -year window to file certain claims

Estimated liability and settlement costs of \$3B or more over current and next FY

More than can be absorbed in 2 FYs

Requires interim and long-term financing

- Interim to pay settlements as reached and accumulate settlement amounts into financially efficient packages - est. at least $\$ 200$ million


## Authority to Finance



Judgments are considered "obligations imposed by law"


Financing is covered by CA Government Code provisions authorizing refundings

Like pension obligation bond financings


Like POBs, precedent not sufficiently well settled to proceed without validation
Need Judicial action before implementing financing

## Potential Financing Structure



## Interim Financing - 2 Alternate Forms

Revolving loan facility from major bank

- Drawn as needed
- Interest paid on amounts drawn, with fee for unutilized amount
Tax and Revenue Anticipation Notes
- Compliance with cash flow requirements - maybe difficult depending on County cash position
- TRANs present strict time limitations



## Interim Financing attributes

Likely needed for 3-5 year term Possible amount outstanding at any time: $\$ 500,000$ ??


Straight forward 20 year term
Level debt service
Likely need multiple issues during next 3-5 years
Expected ratings will be at/near LAC issuer rating

## Tax Status of Financings



Base case is taxable - long term working capital financing


Qualifying for tax-exemption through extraordinary working capital rule requires ongoing monitoring for "available amounts" and future investment constraints
Made more complex due to positive
County cash flow position.

## Validation Process

## Documentation submitted for court review

- Includes all possible transaction structures
- Substantially final documents
- All parties must be selected and terms negotiated BEFORE FILING


## Process subject to adversarial process

- POB issues have been challenged and withdrawn


## Estimated 4 months to process from filing date

- Assumes no parties contest the validation


## Hope to complete initial interim financing before July 1, 2024

## General Timing

Long-term bonds will be issued as needed


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CDIAC Commissioner

## Issuer Panel: Executing Cost Strategies



## Four Topics:

1. Tender Refunding
2. WIFIA
3. BABs
4. Bond

Proceeds Investment

## Refunding Alternatives

UST: Rate Movement Since 1/1/2022

1.00\%
0.00\%


- 2017: End of Tax-Exempt Advance Refundings and advent of taxable refundings
- 2020: Pandemic brings dramatically lower rates and refinancing opportunities
- 2022: Commission authorizes \$950 million taxable refunding and $\$ 475$ million tax-exempt refunding
- 2022: Fed starts raising rates in March and rapidly adds 11 increases by July 2023
- Tender refunding opportunities reemerge as an option


## Why Tender Refundings?

## When interest rates rise, bond prices fall

## \%



- Investors who need or want to sell, selling in secondary market at a steep discount
- Opportunity for win-win solution
- Refund bonds that are not efficient or can not be current refunded
- Important to understand both sides of the transaction


## SFPUC Pursues Tender Refunding



## Deliberate Market Communications

SAN FRANCISCO PUBLIC UTILITIES COMMISSION (CA)
Customized by Public Utilities Commission of the City and County of San Francisco
Click on a tab to access data and documents about this issuer's municipal securities.


- EMMA
- Tender Agent
- Dealer
- Syndicate on Bonds


## Updates on Valuations / Tender Process

Taxable Tender: Tender Participation and Estimated Maturity-by-Maturity Savings (Final)
Existing Bond Information (Term Bonds Aggregated)

| CUSIP | Series | Program | Par Amount | Coupon (\%) | Maturity Date | Weighted Average Maturity Date (for Term Bonds) | UST Benchmark | UST <br> Benchmark Yield | Tendered Par | ```Tendered % of Max Permitted``` | Tender Spread to UST | Tender Price | PV Savings <br> (\%) | PV Savings (\$) |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 79765R4R7 | 2019A | WSIP | 3,805,000 | 2.371 | 11/1/2026 | 11/1/2026 | $3-\mathrm{Yr}$ | 4.322\% | 970,000 | 18.53\% | $-5 \mathrm{bps}$ | 94.326 | 3.58\% | 34,773 |
| 79765R4S5 | 2019A | WSIP | 3,900,000 | 2.483 | 11/1/2027 | 11/1/2027 | $5-\mathrm{Yr}$ | 3.986\% | 2,035,000 | 52.18\% | +20 bps | 93.464 | 5.30\% | 107,918 |
| 79765R4T3 | 2019A | WSIP | 4,000,000 | 2.533 | 11/1/2028 | 11/1/2028 | 5-Yr | 3.986\% | 2,690,000 | 44.13\% | +20 bps | 92.310 | 7.02\% | 188,832 |
| 79765R4U0 | 2019A | WSIP | 4,105,000 | 2.593 | 11/1/2029 | 11/1/2029 | 7-Yr | 3.887\% | 970,000 | 18.39\% | +31 bps | 91.289 | 8.57\% | 83,122 |
| 79765R4V8 | 2019A | WSIP | 4,215,000 | 2.703 | 11/1/2030 | 11/1/2030 | 7-Yr | 3.887\% | 575,000 | 4.74\% | +33 bps | 90.651 | 10.35\% | 59,501 |
| 79765R4W6 | 2019A | WSIP | 31,095,000 | 2.803 | 11/1/2031 | 11/1/2031 | ${ }^{10-Y r}$ | 3.774\% | 525,000 | 0.00\% | +47 bps | 90.079 | 11.89\% | 62,425 |
| 79765R4X4 | 2019A | WSIP | 4,055,000 | 2.953 | 11/1/2032 | 11/1/2032 | $10-\mathrm{Yr}$ | 3.774\% | 40,000 | 0.99\% | +49 bps | 90.083 | 13.34\% | 5,335 |
| 79765R4Y2 | 2019A | WSIP | 4,180,000 | 3.053 | 11/1/2033 | 11/1/2033 | ${ }^{10-Y r}$ | 3.774\% | . | 0.00\% | +55 bps | 89.581 | 14.32\% | - |
| 79765R4Z9 | 2019A | WSIP | 4,310,000 | 3.153 | 11/1/2034 | 11/1/2034 | $10-\mathrm{Yr}$ | 3.774\% | 1,425,000 | 16.01\% | +59 bps | 89.338 | 13.57\% | 193,355 |
| 79765R5A3 | 2019A | WSIP | 308,895,000 | 3.303 | 11/1/2039 | 7/16/2037 | $10-\mathrm{Yr}$ | 3.774\% | 155,340,000 | 47.94\% | +79 bps | 87.101 | 12.18\% | 18,912,669 |
| 79765R5B1 | 2019A | WSIP | 204,340,000 | 3.473 | 11/1/2043 | 7/11/2042 | $30-\mathrm{Yr}$ | 3.897\% | 20,865,000 | 9.76\% | +83 bps | 84.429 | 9.13\% | 1,904,062 |
| 79765R5E5 | 2019C | Local Water | 5,320,000 | 3.153 | 11/1/2034 | 12/24/2032 | ${ }^{10-Y}$ | 3.774\% | - | 0.00\% | +57 bps | 90.907 | 12.84\% | - |
| 79765R5F2 | 2019C | Local Water | 12,455,000 | 3.523 | 11/1/2041 | 12/20/2038 | ${ }_{10} 0-Y_{r}$ | 3.774\% | - | 0.00\% | +80 bps | 88.489 | 10.63\% | - |
| 79771FAA5 | 2020E | WSIP | 293,605,000 | 2.825 | 11/1/2041 | 12/12/2038 | $10-\mathrm{Yr}$ | 3.774\% | 149,890,000 | 63.96\% | +80 bps | 80.867 | 9.02\% | 13,517,456 |
| 79771FAZO | 2020G | Local Water | 8,475,000 | 1.140 | 11/1/2026 | 11/1/2026 | $3-Y_{r}$ | 4.322\% | 2,990,000 | 35.28\% | $-5 \mathrm{bps}$ | 90.655 | 3.64\% | 108,782 |
| 79771FBA4 | 2020G | Local Water | 8,575,000 | 1.340 | 11/1/2027 | 11/1/2027 | $5-\mathrm{Yr}$ | 3.986\% | 2,025,000 | 23.62\% | +20 bps | 89.081 | 5.36\% | 108,636 |
| 79771 FBB2 | 2020G | Local Water | 8,700,000 | 1.618 | 11/1/2028 | 11/1/2028 | ${ }_{5}-\mathrm{Yr}$ | 3.986\% | 6,885,000 | 77.82\% | +20 bps | 88.057 | 7.08\% | 487,317 |
| 79771 FBCO | 2020G | Local Water | 8,840,000 | 1.718 | 11/1/2029 | 11/1/2029 | 7-Yr | 3.887\% | 4,230,000 | 45.81\% | +31 bps | 86.540 | 8.63\% | 365,195 |
| 79771 FBD8 | 2020G | Local Water | 9,005,000 | 1.788 | 11/1/2030 | 11/1/2030 | ${ }^{7}-\mathrm{Yr}$ | 3.887\% | 3,520,000 | 21.54\% | +33 bps | 85.004 | 10.42\% | 366,889 |
| 79771FBE6 | 2020G | Local Water | 18,520,000 | 1.988 | 11/1/2031 | 11/1/2031 | $10-Y_{r}$ | 3.774\% | 6,350,000 | 31.45\% | +47 bps | 84.471 | 11.96\% | 759,687 |
| 79771FBF3 | 2020G | Local Water | 10,180,000 | 2.188 | 11/1/2032 | 11/1/2032 | 10-Yr | 3.774\% | 7,800,000 | 72.74\% | +49 bps | 84.299 | 13.41\% | 1,046,092 |
| 79771 FBG1 | 2020G | Local Water | 1,110,000 | 2.288 | 11/1/2033 | 11/1/2033 | ${ }^{10-Y r}$ | 3.774\% | 1,110,000 | 100.00\% | +55 bps | 83.314 | 14.40\% | 159,806 |
| 79771FBH9 | 2020G | Local Water | 1,140,000 | 2.388 | 11/1/2034 | 11/1/2034 | $10-\mathrm{Yr}$ | 3.774\% | . | 0.00\% | +59 bps | 82.607 | 13.65\% | - |
| 79771FBJ5 | 2020G | Local Water | 1,165,000 | 2.488 | 11/1/2035 | 11/1/2035 | $10-\mathrm{Yr}$ | 3.774\% | 840,000 | 60.94\% | +62 bps | 82.116 | 12.59\% | 105,798 |
| 79771FBK2 | 2020G | Local Water | 10,705,000 | 3.095 | 11/1/2043 | 6/29/2040 | $30-\mathrm{Yr}$ | 3.897\% | - | 0.00\% | +83 bps | 81.157 | 11.18\% | - |
|  |  |  | 974,695,000 |  |  |  |  |  | 371,075,000 | 38.07\% |  |  | 10.40\% | 38,577,650 |

## Net Tender Refunding Results

Taxable Tender Offers Accepted

*includes $\$ 7.2 \mathrm{M}$ in advance refunded bonds to achieve debt savings in every year

- Not Accepted by SFPUC
- $\$ 1.6$ billion candidates
- \$611.8 million tendered
- \$514.9 million refunding bonds
- Gross Savings of $\$ 85.4$ million
- $\$ 58.5$ million/ 9.5\% NPV savings


## Tips for Tender Refunding

- Develop a good plan for education of internal parties and elected officials
- Two sides of transaction, and unfamiliar bond pricing dynamics
- Importance of Good Advice
- SFPUC - Municipal Advisors and Pricing Consultants
- Dealer and MA Models
- Investor Relations
- Communications
- Transaction Decisions


## Low Cost Federal and State Loans

Water Infrastructure Finance and Innovation Act (WIFIA)
"WIFIA Program Handbook"
EPA, September 2023
https://www.epa.gov/system/files/do cuments/2023-09/WIFIA-ProgramHandbook.pdf

- Opportunity to lock in rates based on Treasury rates
- One Time opportunity to reexecute and lower rate
- 2023: \$791 million master agreement for wastewater resilience program for up to 15 projects city-wide
- $\$ 369$ million first loan for 6 projects
- Two prior WIFIA loans for Biosolids Digester Facility Project ( $\$ 699.2$ million) and Southeast Treatment Plant ( $\$ 513.8$ million)


## TIPS FOR "IFIA" FINANCING

- One of program's largest partners
- Dedicated resources and time
- Negotiation and new ideas
- Value of Lien
- Real Value for Highly-Rated Issuers
- Locking in rates and ability to capture one time adjustment
- Opening strategic options
- Mix of tools
- Remember reimbursement for $49 \%$ and the other $51 \%$


## Build America Bonds (BABs) Refundings

"GFOA Leads Coalition Letter on
Sequestration and Direct Subsidy Bonds"
GFOA, June 2022
https://www.gfoa.org/materials/gfoa-leads-
coalition-letter-on-sequestration-and-direct-
subsidy-bonds
"Burned by BABs, Issuers Look for a Way Out" Orrick, May 24, 2023
https://www.orrick.com/en/Insights/2023/05/Burne d-by-BABs-Issuers-Look-for-a-Way-Out
"Issuers urge Supreme Court to review BABs subsidies case"
Bond Buyer, August 17, 2023
https://www.bondbuyer.com

- Issued a total of \$1.1 billion of Build America Bonds in 2009 and 2010
- Currently about ~\$25 million per year
- Sequestration has cost about $\sim \$ 24$ million


## Bond Proceeds Investments



- Making sure proceeds investment is not an after-thought
- Market changes
- Opportunities to recover costs
- Legal arbitrage
- Tax exempt vs. taxable rates


## Tips for Bond Investments

- Changing Rate Dynamics and Inverted Yield Curve
- Opportunity to reevaluate both what you do on new transactions and what you have done on existing invested proceeds
- Whole Generation of Public Finance Officials who have only worked in low interest rate environment
- Arbitrage rebate liabilities and compliance
- Expert advice - Municipal Advisors and Treasurer's Office
- Regular monitoring
- Educational opportunities


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Please help
CDIAC improve OUr programming by completing the program evaluation.


## UPCOMING CDIAC EVENT



Fundamentals of Public Funds Investing February 28-29, 2024 Livermore, CA


[^0]:    *First Optional Call

[^1]:    Source: Refinitiv (TM3), as of $10 / 11 / 2023$.

