

Instinet, LLC, Equity Research
Americas Mortgage Finance

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Treasury/FHFA GSE Plan Response Letter Supports GO IT ALONE Thesis

Research Analysts

Americas Mortgage Finance

Matthew Howlett - ILLC
matthew.howlett@instinet.com
+1 212 310 5404

Kieseane Riddick - ILLC
kieseane.riddick@instinet.com
+ 1 212 310 5413

We Believe Consent Decree Likely in 2020

Sanders Nomination Increases Chances Conservatorship Ending & PSPA Amended Prior to Election

The FHFA/Treasury Responds to Senate Democrats: On Friday, the US Treasury and FHFA issued a joint response to Senator Elizabeth Warren and a number of Democrats on the Senate Banking Committee relating to a Dec. 17 letter regarding specific details on plans to reform the GSEs. The FHFA/Treasury responded to all 21 questions. Our key takeaways are the following: 1) the FHFA/Treasury are ready to act outside of Congress and remove the GSEs from Conservatorship via a regulatory order (consent decree) once the GSEs achieve some min level of capital, and 2) the Treasury is open to amending the PSPA, which would enable the GSEs to raise outside capital but without disrupting the MBS market. Both actions appear to be “months” away and support the timeline which we outlined with our investment thesis. We reiterate our Buy recommendations on both FNMA and FMCC.

Sanders Nomination Should Increase Urgency to Act: It may sound counterintuitive, but we believe Bernie Sanders (who is coming off a strong showing Saturday and continues to increase his lead in the polls), as the Democratic nominee for President, greatly increases the chances the GSEs will be released from Conservatorship prior to any potential change at the White House in Jan 2021. It's of our personal opinion that a Sanders nomination would motivate the current administration to act more with a sense of urgency and therefore complete the necessary tasks that effectively “throws the pen away” and prevents a new administration from reversing. While Senator Sanders has not put forth a proposal on the GSEs, we believe it's not too big of a stretch to assume he would be against a recap and release and in favor of some form of nationalization or status quo. Recent polling has Sanders with a strong lead in the Democratic race for the nomination (11+ points on the most recent polling) and this could gain further momentum following this week's Super Tuesday results. Our recommendation to clients is to buy these stocks ahead of the official nomination as we see this as a catalyst for action.

Exchange Listing Another Potential Catalyst: We view a listing on a nationally recognized exchange as another positive catalyst for the stocks. A re-listing on an exchange would increase price transparency, thereby providing the companies with better information ahead of their respective capital raise. In addition, such an event would likely send a strong signal to the market that GSEs are serious about raising capital. In our opinion, this should be among the first moves that financial advisors of Fannie/Freddie will recommend when they come on board, which we expect to be relatively shortly. Overall, our investment thesis remains that Fannie Mae will issue 3.2bn shares at an offering price of \$5 and Freddie will issue 2.0bn shares at an offering price of \$4.50 as part of a total \$60bn raise. We continue to forecast the raise to occur in April '21.

More Financial Transparency Needed: One key item where we thought the Treasury/FHFA response underwhelmed is tied to the financial analysis to support a recap/release scenario. We expect the soon to be re-proposal of the capital rule to shed new light, but we continue to request that more financial details of the plan be disclosed.

Executive Summary

On Friday, the US Treasury and FHFA issued a joint response to Senator Elizabeth Warren and a number of Democrats on the Senate banking committee regarding a Dec. 17 letter relating to specific details on GSE reform. When we initially saw the questions, we thought they were relevant given the degree of ambiguity that remains on how and when the FHFA/Treasury plan on releasing Fannie/Freddie. The FHFA/Treasury responded to all 21 questions, and we note there was overlap with the line of questioning. Overall, the Treasury prefers to work with Congress on comprehensive GSE reform and continues to indicate the use of “administration” actions as it relates to removing the GSEs from Conservatorship and amending the PSPA to allow for outside capital. We refer to this as a “go it alone” strategy that should put the GSEs on a path to becoming full private companies before there is any potential change at the White House in Jan. 2021.

On that note, political risk is the question/concern we hear most from investors. Our investment thesis remains that this risk is mitigated by the current administration’s ability to act before there is a potential change at the White House. While the Treasury/FHFA currently state they are not working under a timetable for GSE reform, we believe this could change as the election draws near. It’s our personal view that the motivation to act sooner (rather than later) will emerge if Bernie Sanders becomes the nominee for the Democratic party. According to the most recent polling data from RealClear Politics (which compiles the aggregate of major polls) Bernie Sanders has an 11.4 point lead for the Democratic nomination for President over the next closest opponent.

Key Points

- Key “administrative actions” by the Treasury point to an amendment to the PSPA, while the FHFA mentioned putting Fannie/Freddie on a “capital restoration plan” before they reach full capital levels. This is in line with our view that the most likely administrative actions to occur this year will be: 1) full write-down of the Treasury’s Senior Preferred Stock, and 2) a FHFA approval of a capital “restoration path” coinciding with a release from Conservatorship using a consent decree after the GSE’s reach a minimum level of capital.
- When the Senate Democrats pressed on the willingness of the FHFA/Treasury to release the GSEs prior to “full reform,” the FHFA/Treasury jointly answered that the FHFA will execute upon its power as “Conservator” and will act in conjunction with that power. Moreover, when asked about the willingness to use a consent decree and how it would work, the FHFA/Treasury provided an example: *“For instance, under a consent order, FHFA would have the authority to permit an Enterprise that has reached a certain capital level below the required minimum to operate outside of conservatorship subject to a capital restoration plan.”*
- In terms of additional amendments to the PSPA, both the Treasury and FHFA were clear that they are open to additional amendments and would provide a backstop to the MBS market post reform. When asked if they were considering changing the “repayment requirement of the existing PSPA,” the Treasury/FHFA stated that no decision has been currently made but the PSPA (as a contract between the FHFA as conservator and the Treasury) can be amended upon an agreement. We maintain our view that the next amendment to the PSPA will be a full extinguishment of the Treasury’s liquidation preference and a coinciding rotation to a “catastrophic” guaranty position (with an estimated 5bp commitment fee on UPB of guaranty amount). Interestingly, in response to later questions, the FHFA/Treasury said an amendment is “months” away.
- Both the Treasury and FHFA stated they are not working under a specific time frame for GSE reform. The Treasury said it is still working on a roadmap, while the FHFA said it’s up to Fannie/Freddie to reach certain milestones. On that note, following their 4Q19 results, we believe Fannie/Freddie are making solid progress with: 1) building capital and 2) tightening underwriting guidelines. On a combined basis, the companies are on track, by our estimates, to exceed their “statutory capital levels” of \$40bn by 3Q20. We expect Fannie/Freddie to report 3Q20 results in early November, and this could trigger the event we outlined in our thesis.
- The Treasury/FHFA said it’s “likely” that at an “appropriate” time the GSEs will raise

external capital. They also noted the GSEs have tripled their capital levels through retained earnings since the last modification to the PSPA on September 27, 2019. We reiterate our view that not a single dollar of new capital can be raised at the GSEs until the Treasury's Senior Preferred Stock is written down to \$0.

- As it relates to the GSEs footprint and future role in the market, the Treasury was clear it does not want to disrupt the mortgage market in the form of higher rates to the borrower, while the FHFA wants to specifically define the role of the GSEs. However, as of yet, the FHFA has not formulated any models which design this. For what it is worth, the FHFA stated that it remains committed to affordability targets which increases the likelihood that some level of cross subsidization with g-fee will remain.
- Throughout the letter, the Treasury stated that its envisioned reform process will not result in higher borrowing rates. However, the letter, combined with the original White House reform proposal, provides little financial modeling/details to support this. We think that a logical reason for this is that the capital rule is expected to be re-proposed any day now and, by our forecast, become final by mid-year. That said, the Treasury Department must have some degree of confidence the capital rule will not be particularly onerous, as this would likely result in a higher g-fee and ultimately higher mortgage rates (hence they would not have made the statement). With our initiation (Back to the Future), we concluded the g-fee does not have to rise meaningfully from current levels based on our estimated regulatory requirement (\$179bn which includes a 10% buffer), projected capital structure, and earnings projections (more on this below). Moreover, our modeling forecasts that both companies will earn a 13% ROE, a level required to pay a 7% dividend yield and grow at 4-5% annually. We expect both companies to achieve their regulatory capital target by 4Q23 and declare their first dividend on Oct 1, 2023. Embedded in our April 1, 2021 capital raise is the issuance of common stock (3.2bn shares for Fannie at \$5 and 2.0bn shares for Freddie at \$4.50) which is derived from a 7% requirement based on a 4Q23 estimated dividend which is then discounted back using a high-teens rate.
- As it relates to specifics around our modeling, Fannie/Freddie do not currently earn their cost of capital on the single-family segment, but this improves in our model over the next several years as: 1) the companies begin to recoup a 10bp TCCA fee which is flowing to the Treasury, 2) lower legacy business runs off, 3) higher g-fees in certain non - core products, and 4) scale from growth. The last piece of our model is that returns from multi-family segment, which we estimate comprise 30% of estimated capital, pull up the combined ROEs of the companies.
- Interestingly, Senate Democrats did ask about the future of commitments to the Housing Trust Fund and Capital Magnet fund. Both the FHFA and Treasury said that future commitments will depend on earnings of the GSEs as well as capital levels. We have left this expense in our model and view it as part of the political chip that will likely be used to appease Democrats (the other being affordability targets).

Appendix A-1

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Issuer	Ticker	Price	Price date	Stock rating	Sector rating	Disclosures
Freddie Mac	FMCC US	USD 3.14	21-Feb-2020	Buy	N/A	A4,A5,A6,A7
Fannie Mae	FNMA US	USD 3.46	21-Feb-2020	Buy	N/A	A11

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Freddie Mac (FMCC US)

USD 3.14 (21-Feb-2020) Buy (Sector rating: N/A)

Rating and target price chart (three year history)



For explanation of ratings refer to the stock rating keys located after chart(s)

Valuation Methodology Our \$4.50 target price for Freddie Mac (FMCC) shares is derived from 6.0x our normalized 2021 earnings estimate and a 7% yield off of our projected 4Q23 dividend. The benchmark for this stock is the S&P Real Estate Investment Trusts Industry index.

Risks that may impede the achievement of the target price Key risks to our investment thesis include political risk, execution risk of the capital raise and a post reform operating model with lower-than-expected economic earnings power.

Fannie Mae (FNMA US)

USD 3.46 (21-Feb-2020) Buy (Sector rating: N/A)

Rating and target price chart (three year history)

19-Feb-2017 to 18-Feb-2020



Date	Rating	Target price	Closing price
07-Jan-20	Buy		3.44
07-Jan-20		5.00	3.44

For explanation of ratings refer to the stock rating keys located after chart(s)

Valuation Methodology Our \$5 target price for Fannie Mae (FNMA) is derived from 6.6x our normalized 2021 earnings estimate and a 7% yield off of our projected 4Q23 dividend. The benchmark for Fannie Mae is the S&P Real Estate Investment Trusts Industry Index.

Risks that may impede the achievement of the target price Key risks to our investment thesis include political risk, execution risk of the capital raise and a post-reform operating model with lower-than-expected economic earnings power.

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