

Welfare Analysis of Changing Notches: Evidence from Bolsa Família

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- Despite some evidence of such behaviors, little is known about the equity-efficiency trade-off of transfer programs
- Usual bunching approach relies on strong assumptions and typically informs optimal schedules

This Paper

- 1 Develop a novel sufficient statistics framework to *bound* welfare impacts of reforms to transfer programs featuring notches
 - B : # hhs bunching at old notch who move toward new notch
 - J : # hhs who jump down to new notch
 - Allow for different behavioral margins, biases, dynamics, frictions, **and arbitrarily large notch reforms**

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 - Pre June 2014: eligible for R\$70 per-month if report income below R\$70 per-month
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 - Pre June 2014: eligible for R\$70 per-month if report income below R\$70 per-month
 - June 2014 reform: eligible for R\$77 per-month if report income below R\$77 per-month
- 3 Estimate statistics for 2014 BF reform
 - $B \approx 27K$, $J \approx 22K \rightarrow MVPF \in [0.9, 1.12]$
 - Welfare of spending R\$1 on reform $>$ R\$1.50 on non-distortionary UBI
 - Even in a setting with a prominent eligibility notch based on reported income, unlikely that efficiency cost outweighs equity benefit

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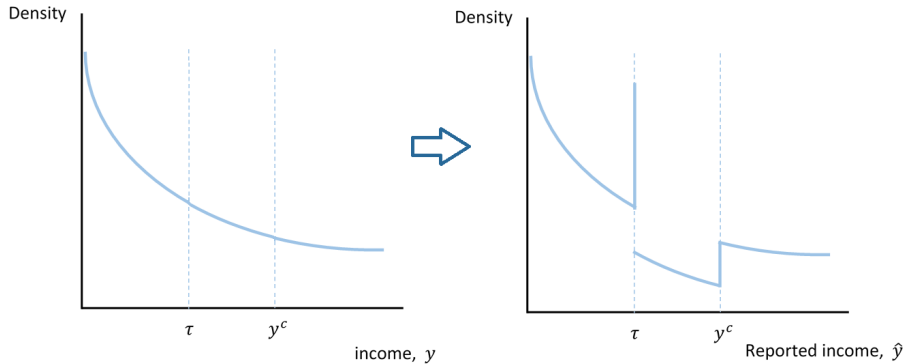
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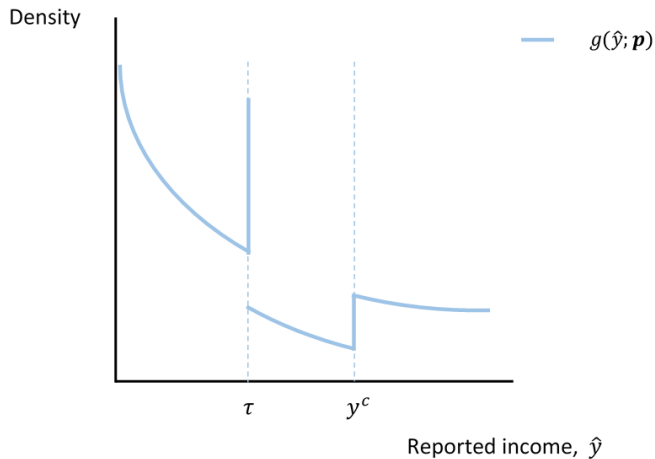
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- Determine willingness-to-pay for reform, WTP

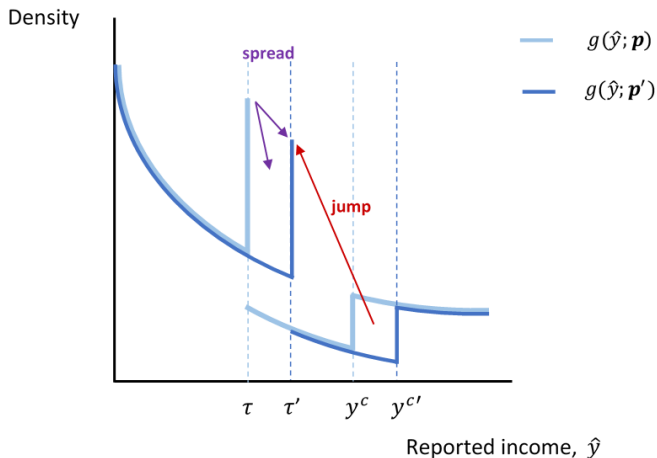
Model Solution: Density of Reported Incomes



Behavioral Responses to Reform



Behavioral Responses to Reform



Bunchers spread to $(\tau, \tau']$ while “close-to-indifferent” hhs jump to τ'

WTP of Bunching Households

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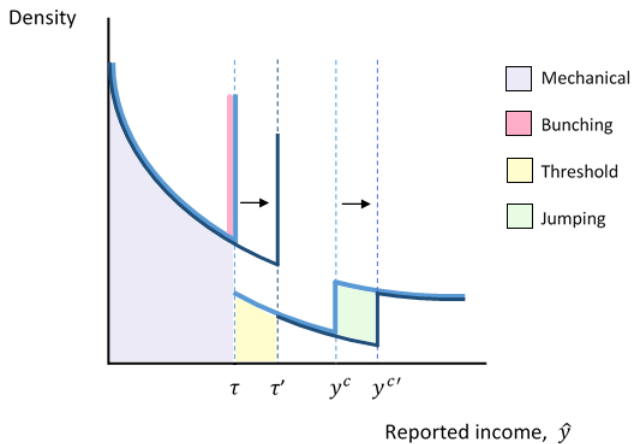
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Groups Impacted by Reform

Four groups impacted by reform:



Bounds on MVPF

$$\text{MVPF} = \frac{\text{Total WTP}}{\text{Total Cost of Reform}}$$

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Proposition 1

Using our bounds on WTP, we can bound the MVPF provided we can observe B and J :

$$\underbrace{1 - b' \frac{J}{\text{Total Cost}}}_{\text{MVPF}_L} \leq \text{MVPF} \leq \underbrace{1 + b \frac{B}{\text{Total Cost}}}_{\text{MVPF}_U}$$

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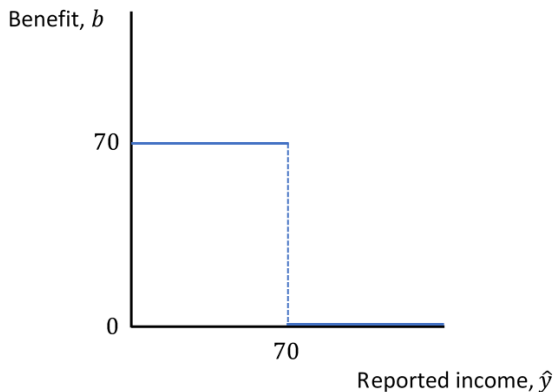
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- MVPF_U : bunchers $\text{WTP}_U = b'$ but only cost $b' - b$ each

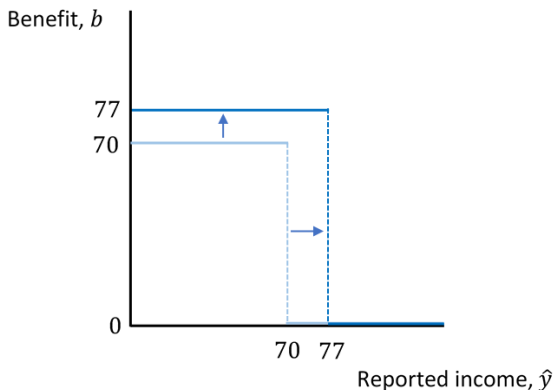
Bolsa Família Schedule: Pre June 2014

- Data for 2012-2016
- Focus on households with 1 adult
- If reported monthly income $\leq R\$70$, receive $R\$70$ per month

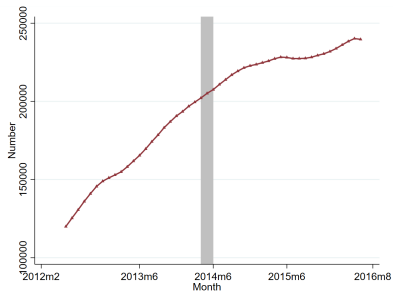


June 2014 Reform

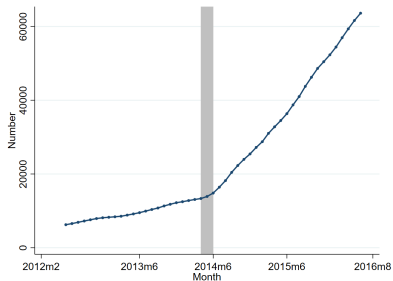
- June 2014 Reform: benefit and threshold both increased by 10%
- Reform announced by president on national TV in April 2014



Evidence of Behavioral Responses, Identification Challenge

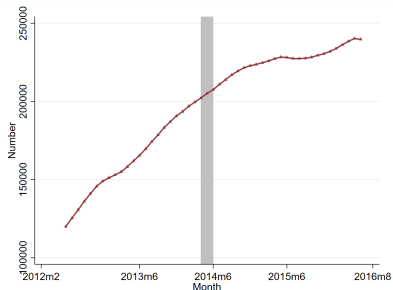


(a) Number in R\$(63,70]

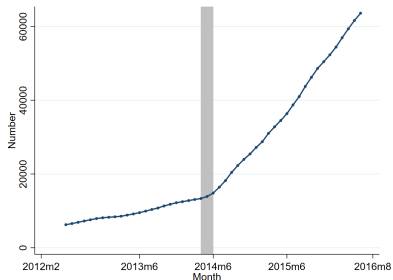


(b) Number in R\$(70,77]

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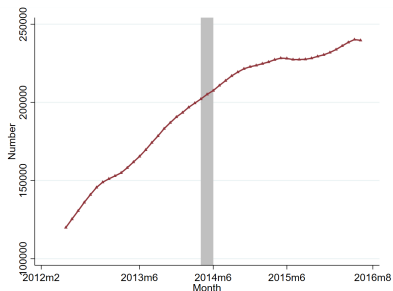
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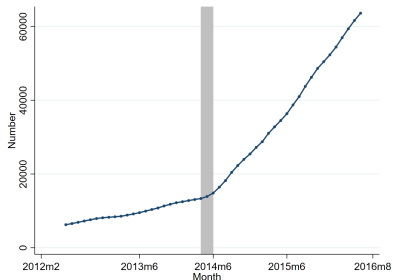
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- #s reporting just below old & new notch changing prior to reform

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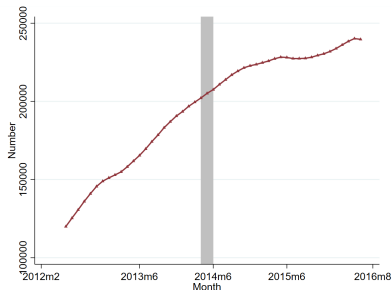
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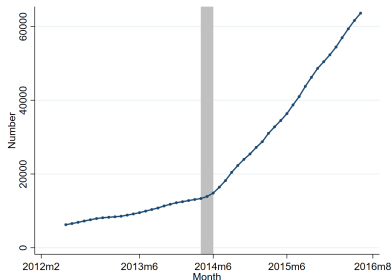
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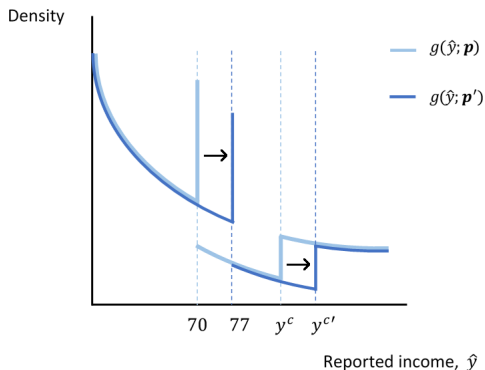


(b) Number in R\$(70,77]

- #s reporting just below old & new notch changing prior to reform
- → Need control groups
- Use portions of distribution unaffected by reform as controls

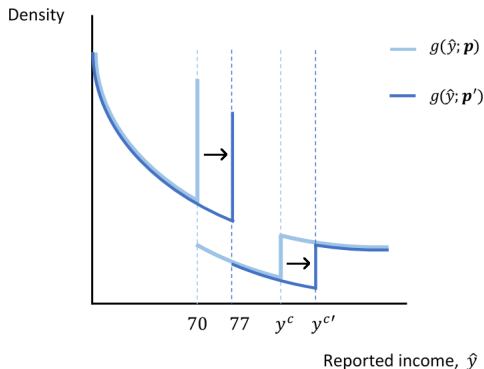
Identification Assumptions

- 1 Density of reported incomes below 70 is unaffected by reform so that $(0, 7]$, ..., $(54, 63]$ serve as controls for $(63, 70]$ and $(70, 77]$ IA 1



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- 2 Diff btw treated and control bins evolves according to a stable polynomial IA 2

Generalized DID Specification

- Treated bins present a break from the polynomial trend:

$$\log(N_{(x-7,x],t}) = \underbrace{\delta_t}_{\text{time trend}} + \underbrace{\alpha_{0,x} + \alpha_{1,x}t + \alpha_{2,x}t^2 + \alpha_{3,x}t^3}_{\text{bin-specific polynomial time trends}} +$$

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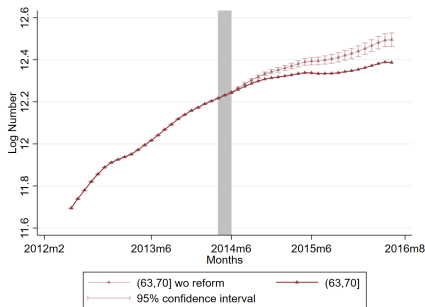
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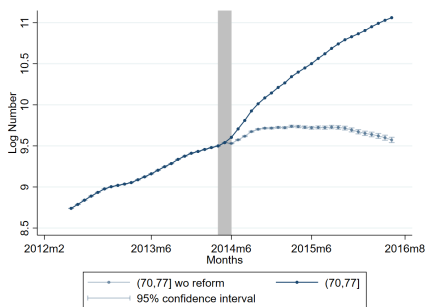
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- Parallel trends: $\alpha_{i1} = \alpha_{i2} = \alpha_{i3} = 0$
- Show robustness to higher- and lower-order polynomials
- Key assumption: stable bin-specific polynomial trends that would persist in absence of reform (show placebos)

Main DID Results



(a) $R\$(63,70]$



(b) $R\$(70,77]$

MVPF

placebo

trend breaks

higher poly.

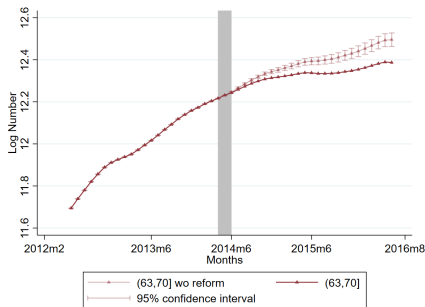
const comp

2 adult

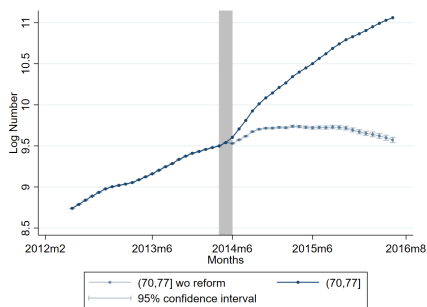
smaller bins

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Main DID Results



(a) R\$(63,70)



(b) R\$(70,77)

- \downarrow of $\approx 27K$ in (63,70) $\Rightarrow B = 27k$
- \uparrow of $\approx 49K$ in (70,77) $\Rightarrow J = 22k$
- $\Rightarrow MVPF \in [0.9, 1.12]$

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- $MVPF \in [0.9, 1.12]$
 - \uparrow welfare if value R\$0.90 to BF hhs $>$ R\$1 to best alternative
 - \downarrow welfare if value R\$1.12 to BF hhs $<$ R\$1 to best alternative
- What is the best alternative
 - Hard to say but let's consider UBI
 - Conservative back-of-envelope calculation: spending R\$1 on reform \equiv welfare gain of spending R\$1.50 on UBI [details](#)
- Why? Strong coverage of extreme poor + misreporters fall in bottom half of income distribution (Lindert et al, 2007)
- Even in setting with prominent eligibility notch based on *reported* income, unlikely that efficiency cost outweighs equity benefit
- Given ubiquity of notches, hope method useful in other contexts, e.g., Medicaid reforms, reforms to tax schedules with notches

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- Thank you

Appendix Slides

Relationship to the Literature

Sufficient Statistics for Welfare Analysis: e.g., Chetty (2009), Kleven (2021),...

- Show B and J sufficient to bound welfare effect of **arbitrarily large** reforms
- Analyze welfare impacts even when cannot apply envelope theorem (notches)

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Bunching Methods: e.g., Kleven and Waseem (2013), Best and Kleven (2017), Bachas & Soto (2020),...

- Use bunching evidence to inform welfare in fairly model-free way
- Estimate changes in bunching as opposed to bunching at a notch/kink → different empirical strategy

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Welfare Analysis of CT programs: e.g., Bergolo and Cruces (2021), Bergstrom and Dodds (2021), Hanna and Olken (2018)

- Few papers analyze welfare impacts of CT programs
- Evidence against belief that programs targeted on self-reported income will have substantial efficiency costs in high-informality settings

Household Problem

$$\begin{aligned} \max_{\hat{y}} \quad & c - \underbrace{v(y - \hat{y}) \mathbb{1}(y > \hat{y})}_{\text{misreporting cost}} \\ \text{s.t.} \quad & c = y + b \mathbb{1}(\hat{y} \leq \tau) \end{aligned}$$

- y = income, \hat{y} = reported income
- $\mathbf{p} = \{b, \tau\} = \{\text{benefit, threshold}\}$
- Also assume some distribution of individuals who always report truthfully

- $WTP(\Delta b)$ is the WTP for the increase in benefit

$$y + b - v(y - \tau) = y + b' - WTP(\Delta b) - v(y - \tau)$$

$$\implies WTP(\Delta b) = b' - b$$

- $WTP(\Delta \hat{y})$ is the WTP for the decrease in misreporting

$0 < WTP(\Delta \hat{y})$ since the cost of misreporting is increasing

$$= v(y - \tau) - v(y - \tau')$$

$$< v(y - \tau) \text{ since } v(\cdot) > 0$$

$< b$ otherwise, hh would not bunch

$$\implies WTP = WTP(\Delta b) + WTP(\Delta \hat{y}) \in [b' - b, b']$$

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 - 14 million families benefited from BF in 2014

⁴Show in paper that results very similar for 2 adult households

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 - 14 million families benefited from BF in 2014
- Targeted to families living in poverty
 - Unconditional transfer for those in extreme poverty: monthly per-capita income $\leq R\$70$ (\approx US\$30 in 2014)
 - Conditional, per-child transfer for those in poverty: monthly per-capita income $\leq R\$140$

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- Main analysis: single adult household without kids \rightarrow can only receive unconditional transfer⁴

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- Eligibility: hh must be registered in Cadastro Único system
 - Cadastro Único: govt's single registry for all social programs

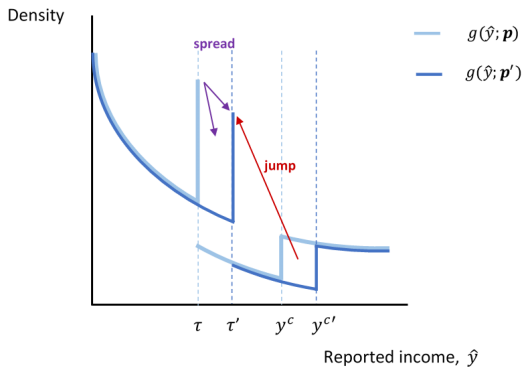
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 - Conduct audits
- Access to universe of data from Cadastro Único registry from 2012-16

Number of Bunchers

Let $G(x; \mathbf{p})$ denote # reporting income $\leq x$ under \mathbf{p}

$$B = G(\tau; \mathbf{p}) - G(\tau; \mathbf{p}')$$



WTP: Jumping Households

$$\begin{aligned}y &= y + b' - WTP - v(y - \tau') \\ \implies WTP &= b' - v(y - \tau')\end{aligned}$$

- Since misreporting cost is positive,

$$v(y - \tau') \geq 0 \implies WTP \leq b'$$

- By revealed preference, for any jumping hh:

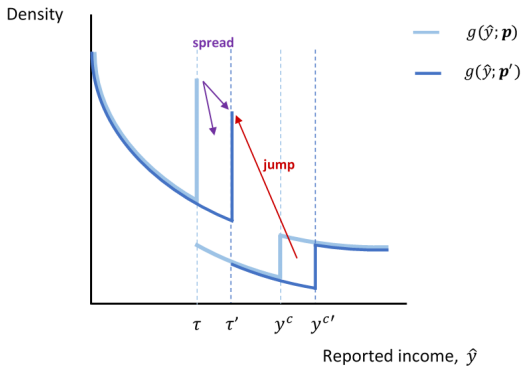
$$\begin{aligned}y &\leq y + b' - v(y - \tau') \\ \implies WTP &\geq 0\end{aligned}$$

$$\implies WTP \in [0, b']$$

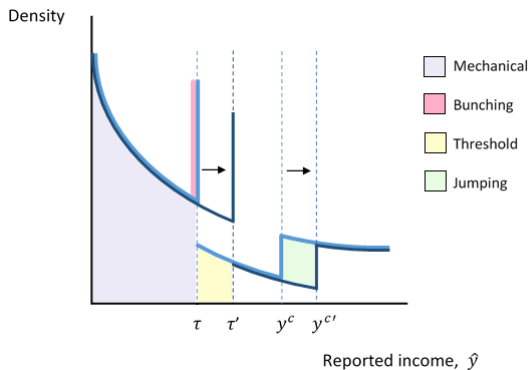
Number of Jumpers

Let $G(x; \mathbf{p})$ denote # reporting income $\leq x$ under \mathbf{p}

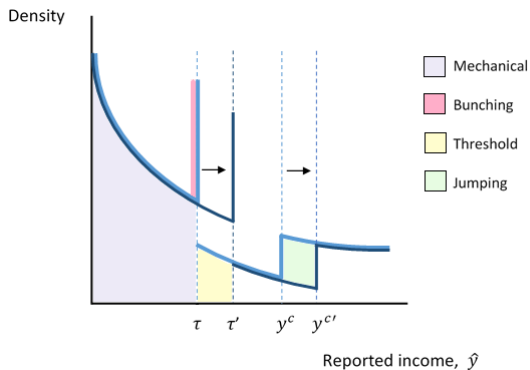
$$J = G(\tau'; \mathbf{p}') - G(\tau'; \mathbf{p})$$



$$\frac{\text{Total WTP}_L}{\text{Total Cost}} = \frac{(b' - b)B + 0 \times J + (b' - b)M + b'T}{(b' - b)B + b'J + (b' - b)M + b'T} = 1 - b' \frac{J}{\text{Total Cost}}$$



$$\frac{\text{Total WTP}_U}{\text{Total Cost}} = \frac{b'B + b'J + (b' - b)M + b'T}{(b' - b)B + b'J + (b' - b)M + b'T} = 1 + b \frac{B}{\text{Total Cost}}$$



Proposition 2

Welfare gain from reform:

$$\omega MVPF_L - \lambda \leq \frac{\Delta \text{Welfare}}{\text{Total Cost}} \leq \omega MVPF_U - \lambda$$

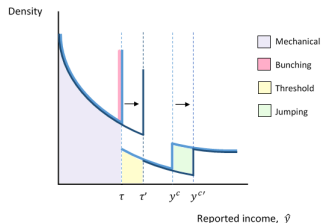
- ω = welfare weight on beneficiaries⁵
- λ = shadow value of public funds (opportunity cost)
- $\rightarrow J$ and B relevant statistics to bound welfare

⁵Technically, have ω_L and ω_U . For ease of exposition, ignored for today's talk

Welfare Weights

$$\omega_L = \frac{\sum_g N_g \times \text{WTP}_{g,L} \times \eta_g}{\sum_g N_g \times \text{WTP}_{g,L}}$$

- N_g denotes number of hhs in group g impacted by reform
- η_g = welfare gain of splitting \$1 evenly among group g hhs
- ω_L (ω_U): welfare gain of splitting \$1 among all BF recipients, where dollar split is determined by lower (upper) bounds on WTP



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- Bounds for general dynamic model:
 - Need (expected) J and B for all periods post-reform
- Augment to allow for other fiscal externalities
 - But need to measure size of externalities
- J and B are no longer the number of jumpers and bunchers
 - J (B) becomes the increase (decrease) in the number of hhlds eligible under the new (old) schedule *because* of the reform

General Household Problem

$$\begin{aligned} \max_{x \in X} & u(c, x; \theta) \\ \text{s.t. } & c = y(x, \theta) + b\mathbb{1}(\hat{y}(x, \theta) \leq \tau) \end{aligned}$$

Intuition for Robustness

Calculate bounds on $\mathcal{W}(x(\mathbf{p}'); \mathbf{p}') - \mathcal{W}(x(\mathbf{p}); \mathbf{p})$ via revealed preference:

- UB: $\mathcal{W}(x(\mathbf{p}'); \mathbf{p}') - \underbrace{\mathcal{W}(x(\mathbf{p}'); \mathbf{p})}_{< \mathcal{W}(x(\mathbf{p}); \mathbf{p})}$
- LB: $\underbrace{\mathcal{W}(x(\mathbf{p}); \mathbf{p}')}_{< \mathcal{W}(x(\mathbf{p}'); \mathbf{p}')} - \mathcal{W}(x(\mathbf{p}); \mathbf{p})$
- Note: for each bound, decisions held fixed under \mathbf{p} or \mathbf{p}'
- \rightarrow Bounds not impacted by changes in behavior
- \rightarrow Not impacted by whether behavior change incurred adjustment cost, or whether responded via labor supply or misreporting, or whether faced frictions in choice sets

Labor Supply Model

$$\begin{aligned} & \max_x u(c, x; \theta) \\ \text{s.t. } & c = y(x, \theta) + b\mathbb{1}(\hat{y}(x, \theta) \leq \tau) \end{aligned}$$

- $x = y$
- $\theta = n$
- $y(x, \theta) = y$
- $\hat{y}(x, \theta) = y$
- $u(c, x; \theta) = c - v(y/n)$

\implies

$$\max_y y + b\mathbb{1}(y \leq \tau) - v(y/n)$$

$$\begin{aligned} & \max_x u(c, x; \theta) \\ \text{s.t. } & c = y(x, \theta) + b\mathbb{1}(\hat{y}(x, \theta) \leq \tau) \end{aligned}$$

- $x = \hat{y}_t$
- $\theta = \{y_t, \hat{y}_{t-1}, k\}$
- $y(x, \theta) = y_t$
- $\hat{y}(x, \theta) = \hat{y}_t$

$$\max_{\hat{y}_t} y_t + b\mathbb{1}(\hat{y}_t \leq \tau) - v(y_t - \hat{y}_t) - k\mathbb{1}(\hat{y}_t \neq \hat{y}_{t-1})$$

Households solve very general dynamic problem:

$$V(\theta_t) = \max_{x_t} u(c_t, x_t; \theta_t) + \beta \mathbb{E}_{\theta_{t+1} | \theta_t, x_t} [V(\theta_{t+1})]$$

$$\text{s.t. } c_t = y_t(x_t, \theta_t) + b \mathbb{1}(\hat{y}_t(x_t, \theta_t) \leq \tau)$$

$$\text{MVPF}_L = 1 - b' \frac{\sum_{t=0}^T \beta^t J_t}{\sum_{t=0}^T \beta^t \text{Total Cost}_t}$$

$$\text{MVPF}_U = 1 + b \frac{\sum_{t=0}^T \beta^t B_t}{\sum_{t=0}^T \beta^t \text{Total Cost}_t}$$

- Assumes value of public funds in period t : $\beta^t \lambda$
- $B_t, J_t, \text{Total Cost}_t$ denote expected bunchers, jumpers, and cost in period t (from perspective of period 0 when reform happens)

- Let $R(\mathbf{p})$ equal govt spending under policy \mathbf{p} excl. spending on BF
- Fiscal externality of reform: $\Delta R = R(\mathbf{p}') - R(\mathbf{p})$
- Adjust MVPF bounds as total cost of reform now includes ΔR

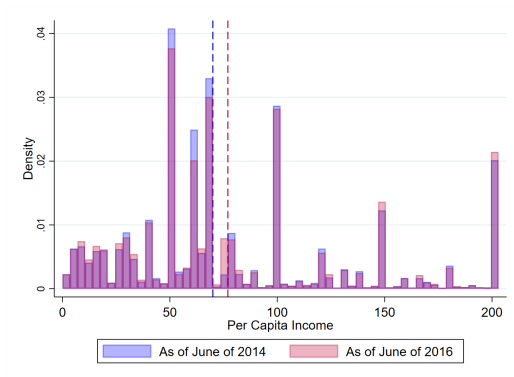
$$\text{MVPF}_L = 1 - b' \frac{J}{\text{Total Cost}} - \frac{\Delta R}{\text{Total Cost}}$$

$$\text{MVPF}_U = 1 + b \frac{B}{\text{Total Cost}} - \frac{\Delta R}{\text{Total Cost}}$$

Eligibility \rightarrow Entitlement

- BF: not all eligible hhs receive the BF grant
- Why? Quota (cap) on number of beneficiaries per municipality (equal to $1.18 \times$ predicted \neq below poverty threshold)
- \implies Those reporting below threshold receive benefit with some probability
- Bounds are robust to this scenario
 - Need constant probability across reform and across reported incomes below the threshold
 - This is the case with BF: 78% of those reporting below R\$70 get benefit; prob doesn't vary
- Intuition: multiply both numerator (WTP) and denominator (total cost) by probability \rightarrow probability cancels out

Histogram Pre- and Post-Reform



Caution: distribution changing over time → can't interpret changes in histogram solely due to reform

$$1 - b' \frac{J}{\text{Total Cost}} \leq \text{MVPF} \leq 1 + b \frac{B}{\text{Total Cost}}$$

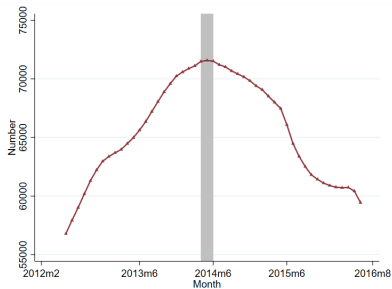
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- Number of bunchers who moved with the notch:
 - $B = \downarrow$ in mass reporting below R\$70
 - Why not just \downarrow mass at R\$70? Bunching isn't perfect

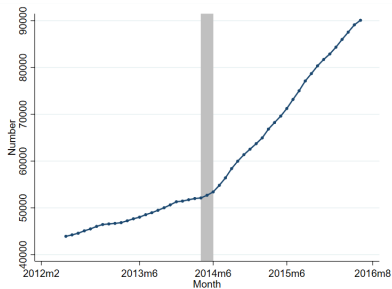
$$1 - b' \frac{J}{\text{Total Cost}} \leq \text{MVPF} \leq 1 + b \frac{B}{\text{Total Cost}}$$

- Number of bunchers who moved with the notch:
 - $B = \downarrow$ in mass reporting below R\$70
 - Why not just \downarrow mass at R\$70? Bunching isn't perfect
- Number of hhs who jumped down into the program:
 - $J = \uparrow$ in mass reporting at & below R\$77
 - Or \uparrow in $(70, 77]$ - B
 - Why subtract B ? \uparrow in $(70, 77]$ consists of both bunchers & jumpers

Raw Data: 2 Adult Households



(a) Number in R\$(63,70]



(b) Number in R\$(70,77]

Identifying Assumption 1

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Reported income density below $70 - \epsilon$ is unaffected by the reform

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 - $J = \uparrow$ in $(70, 77]$ due to reform – B
- Need counterfactual of $(63, 70]$ and $(70, 77]$ post-reform under old policy
- Use bins ≤ 63 to predict how $(63, 70]$, $(70, 77]$ would've evolved
 - Control bins: $(0, 7], \dots, (56, 63]$
 - Treatment bins: $(63, 70], (70, 77]$

Identifying Assumption 2

- Standard DID: diff btw treat and control bins is constant over time

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Assumption 2

In absence of the reform, the log number in each bin evolves according to:

$$\log(N_{(x-7,x],t}) = h(t) + \sum_{j=0}^J \alpha_{j,x} t^j + \epsilon_{x,t} \quad \text{for } x \in \{7, 14, \dots, 77\}$$

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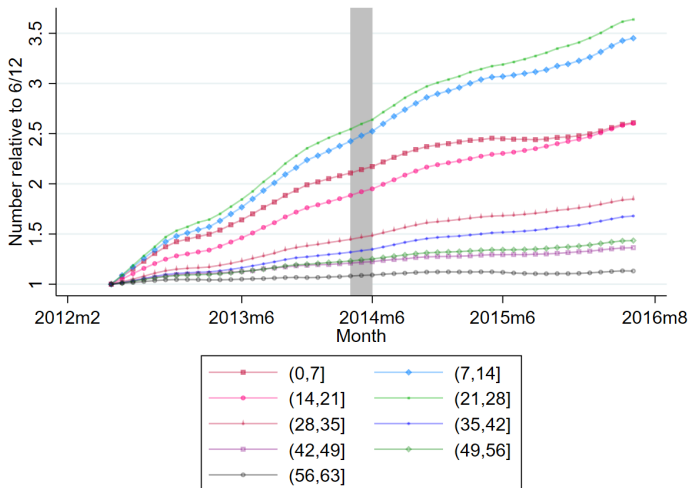
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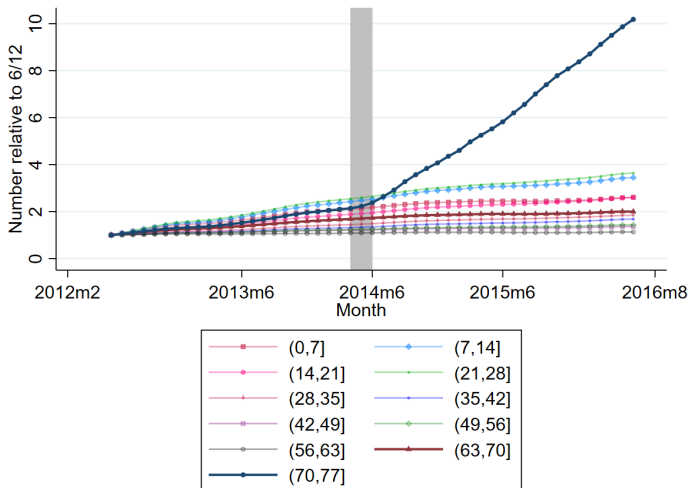
- $J = 0 \rightarrow$ standard DID

Control Bins Over Time



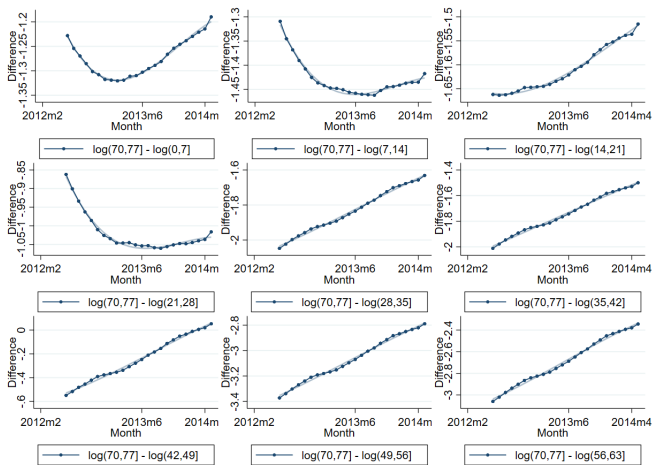
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All Bins Over Time



[back](#)

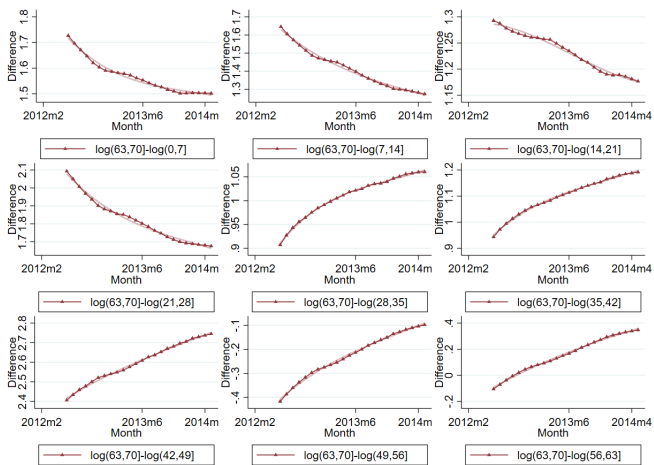
$\log(N_{(70,77],t}) - \log(N_{(x-7,x],t})$: Pre-Reform



[back to IA2](#)

[back to gen. DID](#)

$\log(N_{(63,70],t}) - \log(N_{(x-7,x],t})$: Pre-Reform



[back to IA2](#)

[back to gen. DID](#)

Bunchers, Jumpers, and MVPF Bounds

	(1)	(2)	(3)	(4)	(5)	(6)
Polynomial Degree	$\Delta(63, 70]_{\bar{\epsilon}}$	$\Delta(70, 77]_{\bar{\epsilon}}$	$B_{\bar{\epsilon}}$	$J_{\bar{\epsilon}}$	$MVPF_{L, \bar{\epsilon}}$	$MVPF_{U, \bar{\epsilon}}$
Quadratic	-26,279 (6, 163)	51,759 (2, 160)	26,279 (6, 163)	25,480 (6, 659)	0.88 (0.03)	1.11 (0.03)
Cubic	-27,452 (4, 357)	49,247 (234)	27,452 (4, 357)	21,794 (4, 592)	0.90 (0.02)	1.12 (0.02)
Quartic	-29,338 (6, 257)	50,873 (1, 345)	29,338 (6, 257)	21,535 (6, 503)	0.90 (0.03)	1.13 (0.03)
Quintic	-29,240 (5, 912)	50,559 (1, 184)	29,240 (5, 912)	21,318 (6, 141)	0.90 (0.03)	1.13 (0.03)

[Back to Results](#)

Placebos in the Spirit of Randomization Inference

- Pretend x out of 9 control bins are treated

Placebos in the Spirit of Randomization Inference

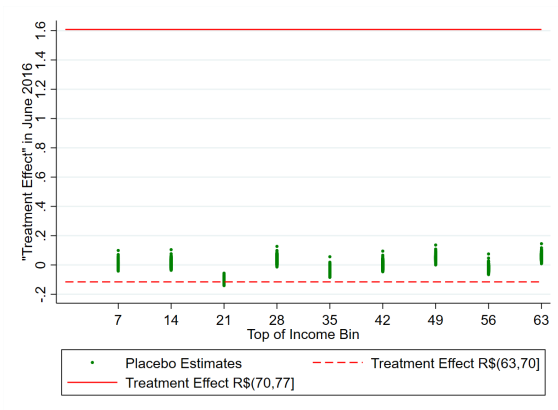
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Placebos in the Spirit of Randomization Inference

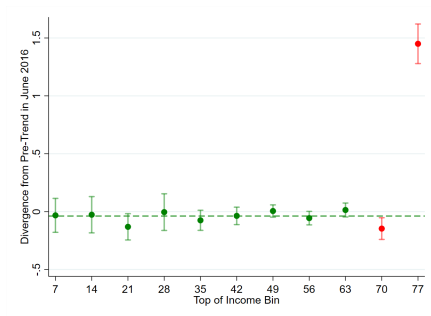
- Pretend x out of 9 control bins are treated
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- 255 “treatment effects” for each bin



Trend Breaks

- Suppose each bin evolves according to cubic + divergence post-reform

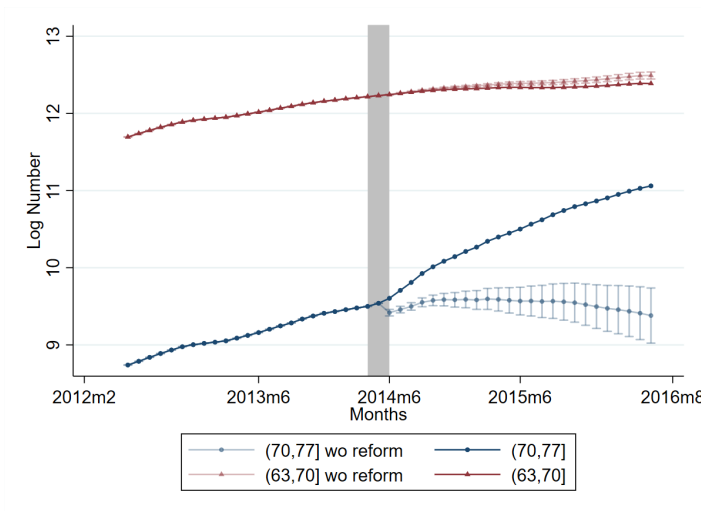
$$\underbrace{N_{(x-7,x],t}}_{\text{log \# in } (x-7,x]} = \underbrace{\sum_{j=0}^3 \alpha_{jx} t^j}_{\text{bin-specific cubic}} + \underbrace{\beta_{1x} \text{post}_t + \beta_{2x} \text{post}_t \times t}_{\text{divergence from cubic post-reform}} + \epsilon_{xt}$$



[back to IA2](#)

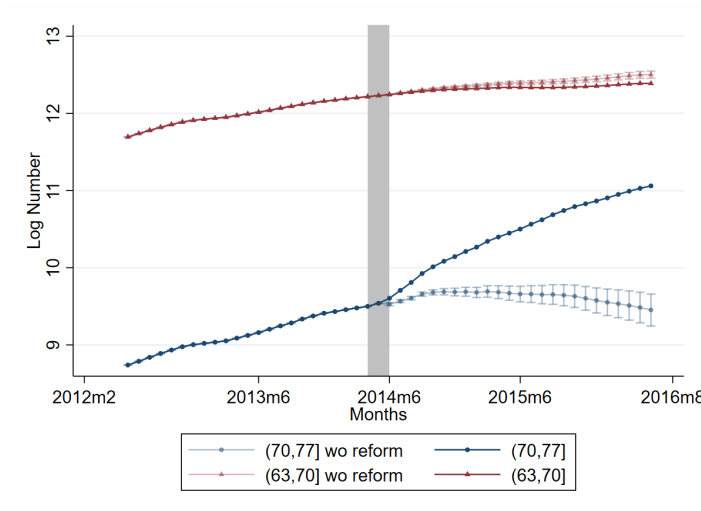
[Back to Results](#)

Predicting $N_{(63,70]}$ and $N_{(70,77]}$ w Quadratic Trends



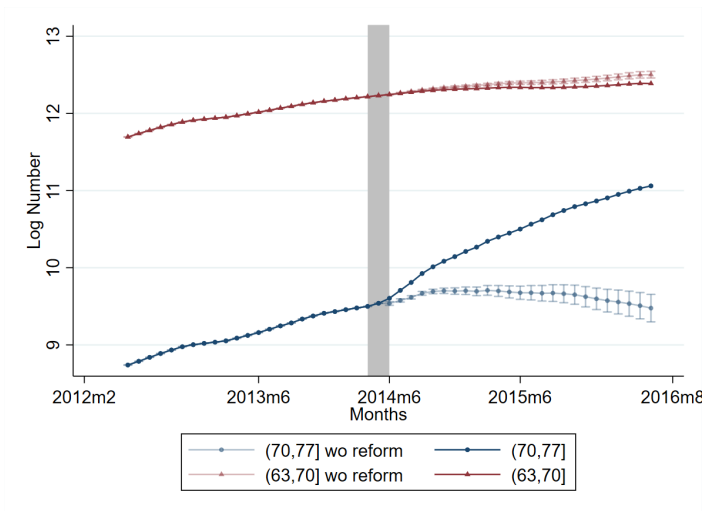
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Predicting $N_{(63,70]}$ and $N_{(70,77]}$ w Quartic Trends



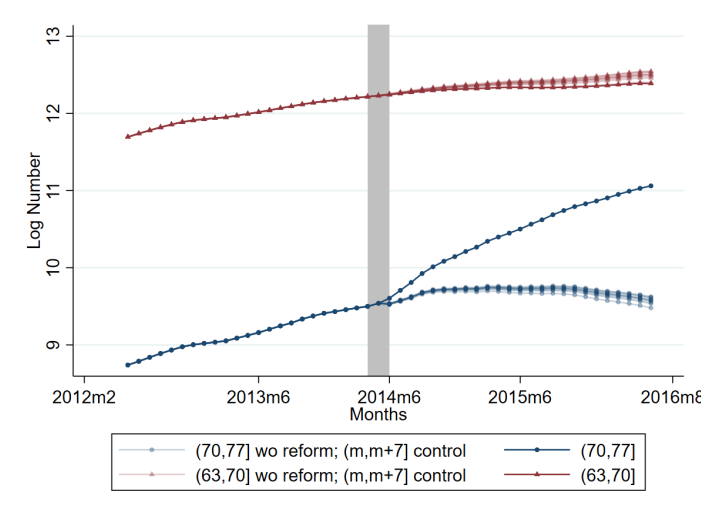
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Predicting $N_{(63,70]}$ and $N_{(70,77]}$ w Quintic Trends



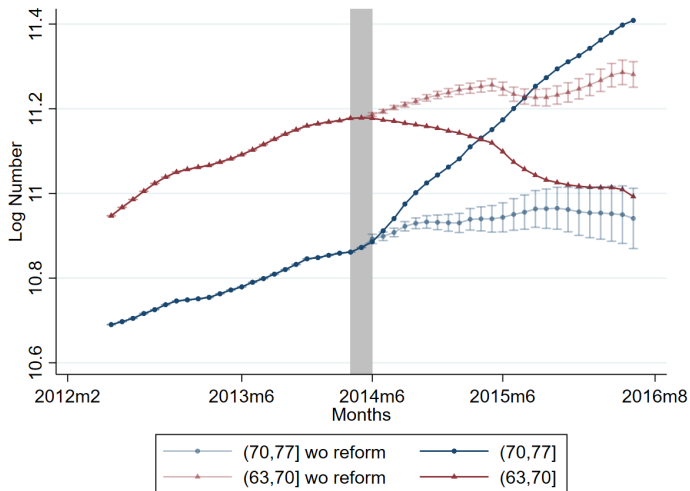
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Using Each Bin Below 63 Individually



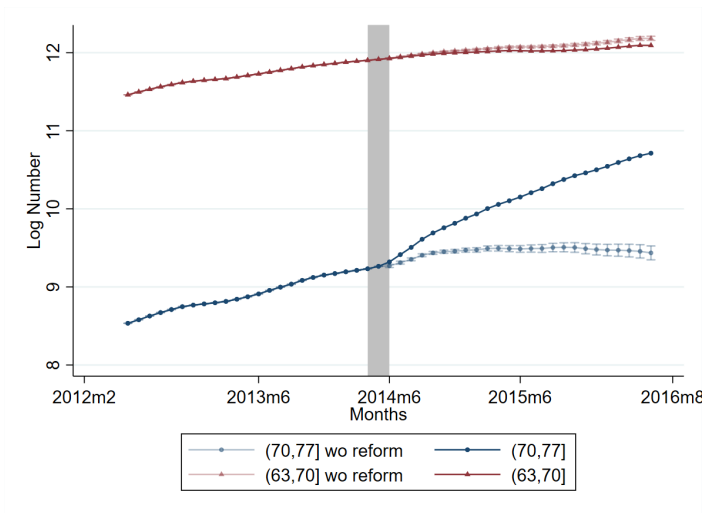
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Predicting $N_{(63,70]}$ and $N_{(70,77]}$, 2 Adults Hhs



[back](#)

Predicting $N_{(63,70]}$ and $N_{(70,77]}$, Constant Composition



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Excluding (56, 63] as Control Bin w Quartic Trends

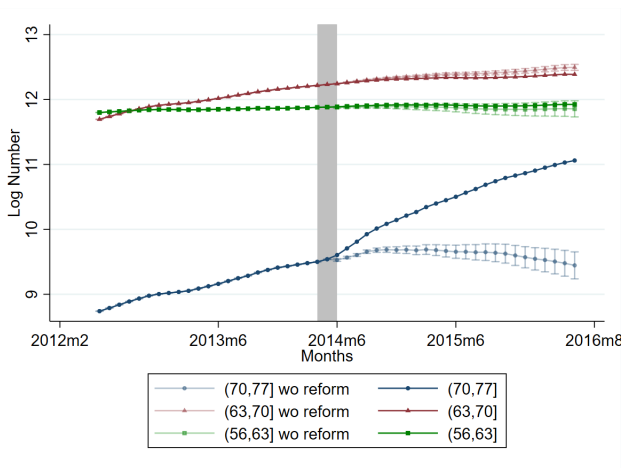


Figure 4: Predicting $N_{(56,63]}$, $N_{(63,70]}$, and $N_{(70,77]}$ using all bins below 56

Smaller Bin Sizes: $(x - 3.5, x]$

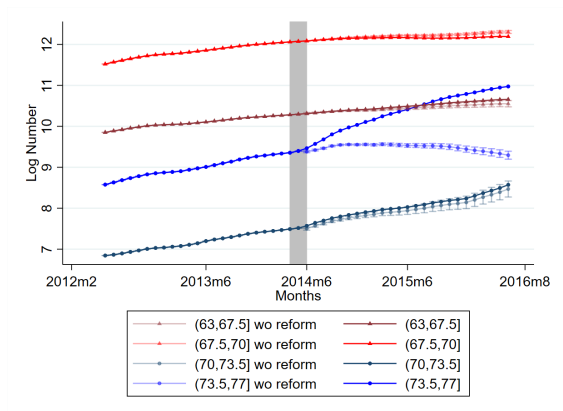


Figure 5: Predicting $N_{(63,66.5]}$, $N_{(66.5,70]}$, $N_{(70,73.5]}$ and $N_{(73.5,77]}$

Excluding (56, 63] as Control Bin

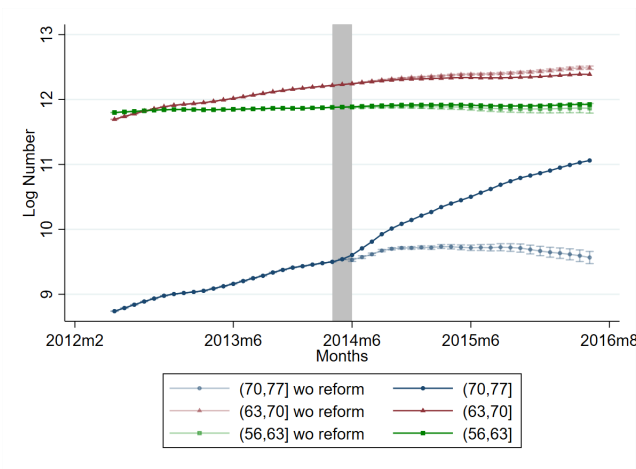


Figure 6: Predicting $N_{(56,63]}$, $N_{(63,70]}$, and $N_{(70,77]}$ using bins below 56 as controls

Placebo: Predicting $N_{(49,56]}$ and $N_{(56,63]}$

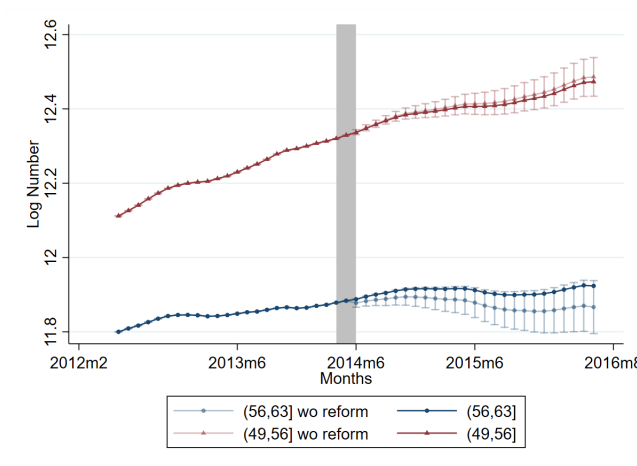


Figure 7: Predicting $N_{(49,56]}$ and $N_{(56,63]}$ using bins below 49 as controls

Back-of-Envelope Calculation

- Assume: true income dist. of BF recipients \equiv bottom half of Brazil's true income dist. (PovCalNet 2016)
 - Conservative assumption: bottom 20% receive 73% of BF transfers (Lindert et al, 2007)
- Govt is utilitarian and households have log utility over consumption
- Spending \$ x on UBI: $\Delta W = \int_0^\infty [\log(y + x) - \log(y)] f(y) dy$
- Spending \$1 on BF (or \$2 for the bottom half valued at \$1.8):
 $\Delta W = \int_0^{y_{median}} [\log(y + 1.8) - \log(y)] f(y) dy$
- Can calculate how much to spend on UBI to generate same welfare as spending \$1 on BF