

Workfare as "Collateral": The case of the National Rural Employment Guarantee Scheme (NREGS) in India



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You have the



Under EGA, you have the right to

100 days employment

in a year, for each family within 5 km of your residence within 15 days from application on local development project







Outline

- 1. Motivation
- 2. Research objectives & backgrounds
- 3. Data
- 4. Econometric models & results
- 5. A summary of conceptual framework
- 6. Concluding observations



1. Motivation

1.1 Uniqueness of NREGS

- a. NREGS a self targeted workfare programme ensuring at least 100 days of unskilled manual/wage work on demand to each Rural Household.
- b. The Programme came in operation in phases. 2006 with 200 most backward districts, in 2007 more 137 districts and 2008 remaining 282 districts.
- c. The programme spent around **US\$ 6.52 Billion** as an average annual central budget in first 7 years (2006/7 to 2012/3).
- d. Decentralised Programme Implementation: Rural Municipality (**Gram Panchayat -** Rural Local self government) is the Programme implementing agency.







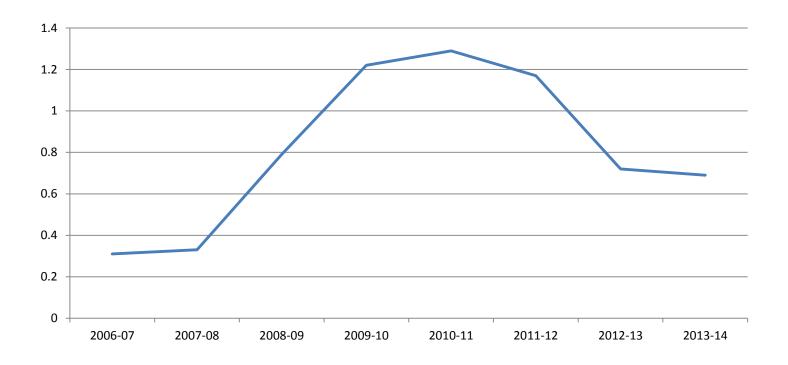


Measurement of physical progress of work, Social Audit, public scrutiny of Muster roll, women's active participation.

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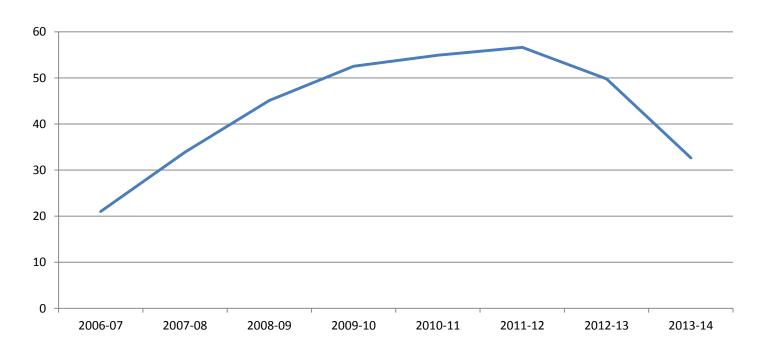
1.2. Coverage and Outlay of NREGS Annual outlay as % of GDP





1.2. Coverage and Outlay of NREGS

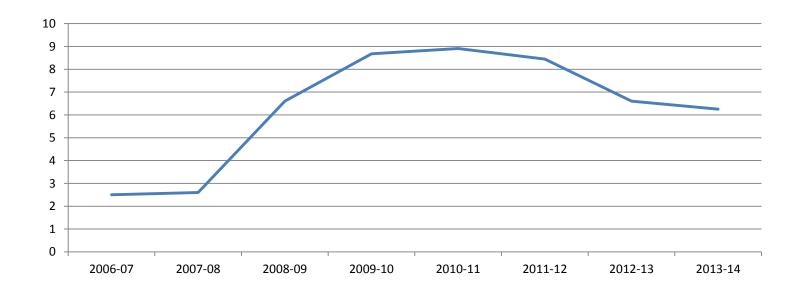
HH coverage (In million), Absolute Term





1.2. Coverage and Outlay of NREGS

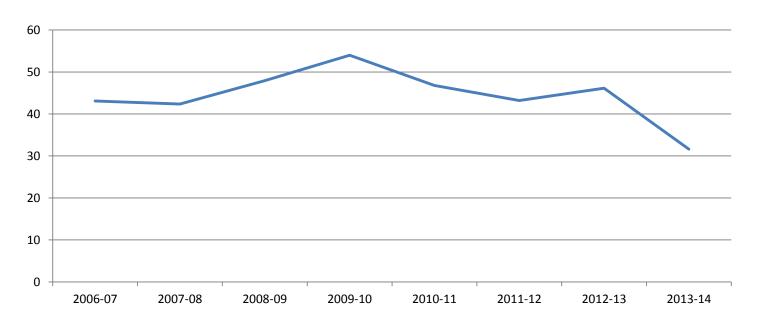
Actual financial outlay (in \$ bn)





1.2. Coverage and Outlay of NREGS

Average days worked by a HH

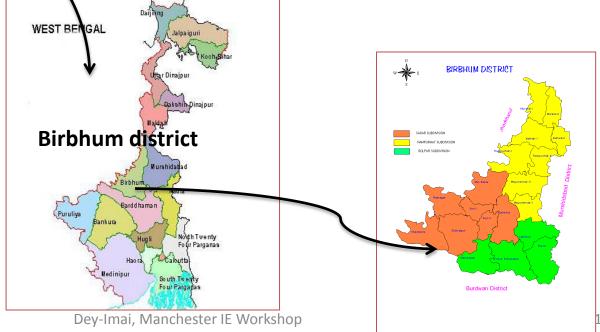


MANCHESTER 1824





49 villages in
13 rural
municipalities (Gram
Panchayat)
in Birbhum district of
West Bengal,
In 2009, 10 and 12





2. Research objectives & backgrounds

2.1. Main Objective

What are the *effects* of NREGS days of participation on the household's economic outcomes or welfare?

2.2. Unpacking the main Research Objective/Question

- 1) Is there any <u>effect</u> of NREGS days of employment on household economic outcomes? (e.g. monthly per capita expenditure (MPCE),monthly per capita income, and credit).
- 2) Does NREGS decreases fluctuation in consumption or income?



- 2.3. Who are the Participants?
- Participants are poor in consumption, income and nutrition and vulnerable to shocks.

They have incentive to work even at minimum wage with hard physical/manual labour ('work requirement'), while the non-poor do not have much incentive] (Besley and Coate, 1992, AER, "Screening Argument" of Workfare).

b. In many cases participants do not have any physical collateral and thus cannot easily obtain either formal credit or informal credit (e.g. from local grocery shop owners).



2.4. Cases for Workfare Programme vs. other alternatives

- a. <u>Screening Argument</u> (Besley and Coate 1992): Only the poor participate due to the work requirement (thus costminimizing for government).
- b. <u>Deterrent Argument</u> (B & C): Work requirement encourages the poor to make poverty-reducing investments in human capital and prevents dependence.
- c. <u>Risk-benefit</u>: Help the poor to cope with shocks and reduce vulnerability (Scandizzo et al. 2009).
- d. <u>Indirect effect</u>: Increase in agricultural wages; through the assets/infrastructure created by NREGS) (Imai, 2007).
- e. "Credit" Argument: Sustained participation helps the poor to escape from poverty traps by increasing "the creditworthiness" in the informal credit market.



2.5. Empirical Challenge in assessing impact

- a. Since the provision of NREGS is <u>universal self-</u> <u>targeting</u>, finding counterfactual is very hard.
- b. Non-random programme placement.
- c. <u>Self-selection bias</u> (those who are poor they intend to access more NREGS)-impact contaminated.
- d. Absence of credible panel data in public domain in India.

2.6. Emerging literature around impact of NREGS



- a. Ravi and Engler (2009, 2013), WD Working Paper: Using 3 round panel data from Andhra Pradesh (AP) tried to find out the NREGS impact on health and education expenditure, savings and consumption. Used PSM & DID.
- b. Ravallion (2012), Working Paper: In Bihar, find out the impact of NREGS days of work on poverty situation after considering the forgone income/employment of the participating households.
- c. Jha et al. (2011), JAsianE: Showed the impact of NREGS on BMI. Based primary survey from 3 states of India.
- d. Klaus Deininger & Yanyan Liu, Working Paper (2013): Estimated the Poverty Impact of NREGS using 3 round Panel in AP.
- e. **Deepak, Saraswat (2011), Working Paper**: Estimated the effect of NREGS on access to Credit.
- Overall, positive impacts have been found.
- Stiff few works focused on the impact wising the panel data.



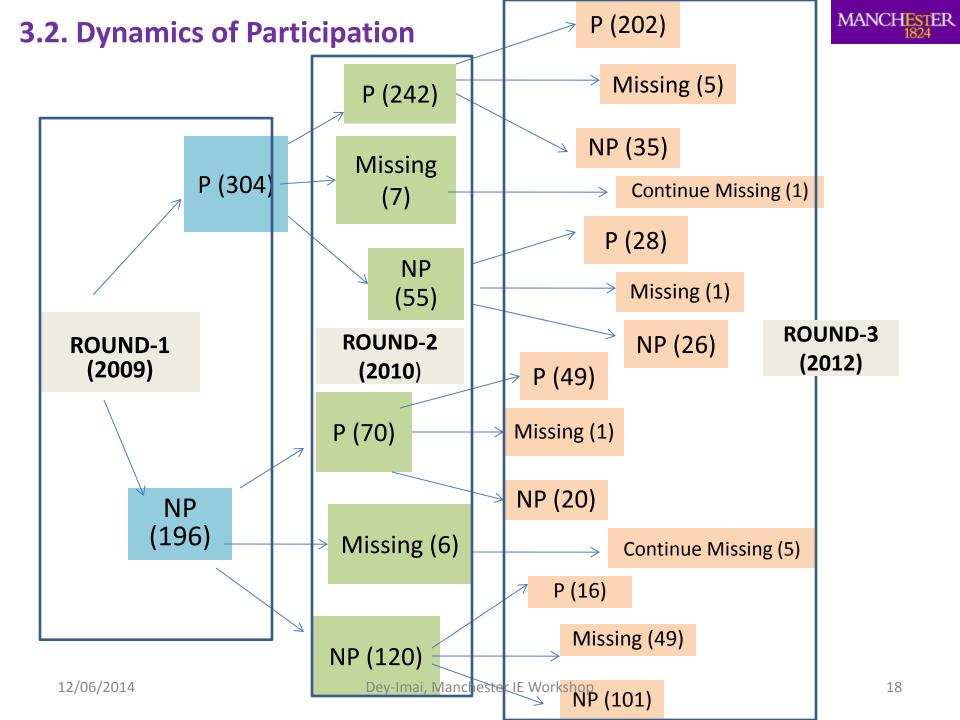
3.Data

3.1. Structure of the data

Choice of the Gram Panchayat was purposive based on stratification but households selected from these GP was random.

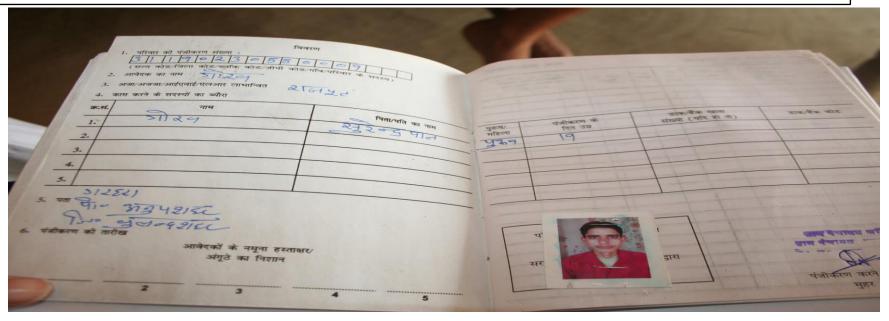
Data was fairly balanced.

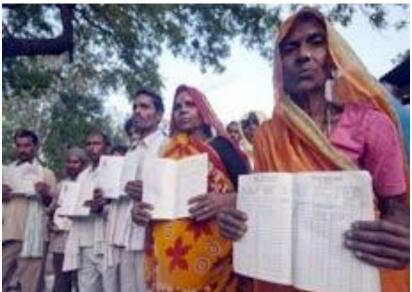
•	ercent Cum. Pattern
	95.40 111
11	2.20 97.60 1.1
10	2.00 99.60 11.
2	0.40 100.00 1
500	100.00 XXX



3.3. What is a Job-Card?







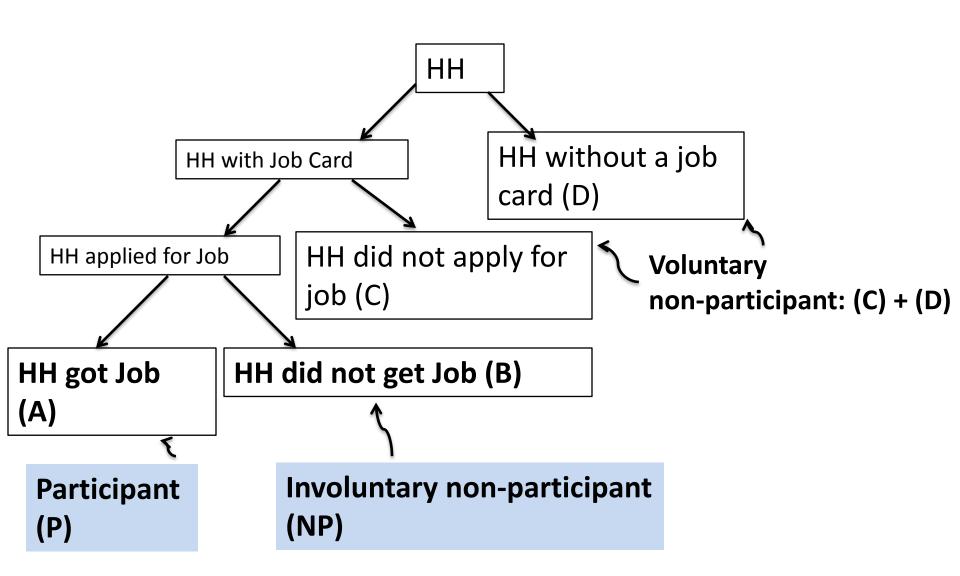


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3.4. Four categories of Households





3.5. Different notion of participation

Before Round- 1(2006- Before the 1 st Round survey	Round-1 (2009)	Round-2 (2010)	Round-3 (2012)
D0/LD1	D1/LD2	D2/LD3	D3
CD1			
<u> </u>	CD2		CD3
LCD1	LCD2	I CD3	
*	Total n=500	LCD3 → Total n = 487	Total n= 488

3.6. Descriptive Statistics



a. 'Days of Participation (D, CD)'

D (Current Days of Participation)

CD (Cumulative days of participation since inception of the programme)

Year	n	mean	sd	n	mean	sd
2009	304	24.46	19.78	304	72.33	50.91
2010	312	34.34	26.61	312	101.98	57.98
2012	299	37.52	28.34	299	148.24	81.29
Over all		32.09	25.75	_	107.25	71.58

Observation: Current Days of participation is very low compared to the provision under the Act i.e. 100 days

b. Expenditure and Income



Year	Type of household	_	household diture	Per-c monthly		_	Monthly food sp.	_	Aonthly non- exp.
2000	P(n=304)	613	(52.00)	582.8	(02 61)	401.65	(44.77)	46.83	(0.57)*
2009	IVNP(n=91)	685.93	(52.88)	700.83	(82.61)	471.96	(44.77)	65.73	(9.57)*
	VNP(n=105)	1402.86		2172.09		651.42		229.97	
2010	P(n=312)	653.63	(50.54)	662.39	(250.0)	439.81	(26.26)	54.70	(14.10)
2010	INVP(n=84)	735.79	(59.54)	922.29	(259.9)	469.03	(36.26)	72.58	(14.19)
	VNP(n=91)	1212.01		2029.09		557.54		124.44	
2012	P (n=299)	724.36	(50, 22)	630.15	(90, 93)	481.32	(25.09)	71.10	(10.65)
2012	INVP(n=116)	781.12	(50.33)	709.87	(89.82)	506.77	(25.98)	84.60	(10.65)
	VNP(n=73)	1169.34		1702.61		600.61		151.76	
poole	P(n=915)	663.25	(31.18)	625.41	(60.25)	440.69	(20.2)*	57.45	(6.77)*
d data	IVNP(n=291)	738.27	*	768.36	*	484.99	(20.2)	75.23	*
	VNP(n=269)	1274.93		1996.31		605.87		173.05	

Values in the bracket shows Standard Error of 't' test of whether difference in mean values of said variable for 'Participant' and 'Involuntary non-participants' are statistically significant. '*'p<0.05 **p<0.01



4. Econometric models & results

4.1. Specification

a. The base specification to estimate the effect of "days of participation" on the household level economic variable.

$$y_{ii} = \beta_{i}CD_{ii} + \beta X_{ii} + \delta_{i} + \gamma_{r} + \alpha_{i} + \varepsilon_{ii}....t = 1,2,3$$

where $y_{it} = \log of main outcome variable (real terms).$

CD= Cumulative days of NREGS participation.

X= A vector of other covariates ('landholding', 'hhsize', 'religion', 'sex of head of HH').

 δ_t = Time fixed effects.

 γ = region specific (Rural Muni./GP) FE.

 a_i = a household specific unobservable FE.

 ε_{ii} = an idiosyncratic error term.

4.1. Specification (cont.)



b. Our Approach

First, we used **Fixed Effects (FE) model**.

Next, to address the endogenous relation between Days of Participation and outcome variable, we used **IV-Fixed Effect.**

Finally we used **FE-IV** with **PSM**.

-----Here we trim down our sample using PSM (propensity score matching) to drop the sample hh outside the common support regions.

"Whether the household member regularly attends the village council/development community meetings (1 = Yes, 0=No)."

*This will affect NREGS participation days because this is a useful source for obtaining the information about many schemes, including NREGS

*Does this affect income or consumption directly? - "No".

- a. Field observation confirms that the attendance of the meeting is NOT related to the political awareness which may directly affect hh income/consumption.
- b. Village is small: attendance may NOT be related to the location of home: which would directly affect hh income.
- c. Statistically valid (pair-wise correlations; significant coef. est. in the first-stage; passed the Sargan test for over-identification or the Davidson and Mackinnon test etc.).



4.2. Justification for our IV (cont.)

2nd Instrument: 'village_avgCD'

[the village level average CD] –[the household level CD]

a. Given the small size of the village, village_avgCD well proxies the past cumulative outlay of the programme at the village level, influencing CD.

*Does this affect income or consumption directly? -No.

- b. HH income/consumption is not directly affected by village_avgCD .
- c. Statistically valid (pair-wise correlations; significant coef. est. in the first-stage; passed the Sargan test for over-identification or the Davidson and Mackinnon test etc.)



4.3. Choice of the model: "Are there any alternatives given the data constraints?"

- -PSM (as it is originally designed by Rosenbaum and Donald Rubin in 1983) to derive the for each cross-section: Cannot fully control **unobservable factors.**
- -DID-PSM: Not enough sample.

- -RDD or FRDD: **No discontinuity** is found in outcome variables regardless of the assignment variable.
- -We have chosen **FE, FE-IV** and **FE-IV** with **PSM**.
- Heterogeneity? E.g. No clear quantile effects have been found in the results of quantile or panel quantile regressions.

4.4. A Summary of results



Table 2. Effects of NREGS participation on log of real monthly Percapita Consumption Expenditure

Selected Explanatory variable	Log of real Mo (1) Fixed Effect	nthly per-capita c (2) Fixed Effect IV	onsumption exp. (3) Fixed Effect- IVwith PSM
CD (Cumulative Days)	0.001	0.0054 [0.003]*	0.009 [0.004]**
Land Holding	0.049	0.047	0.034
	[0.016]***	[0.017]***	[0.028]
		[Control Variable	es]
Observations	1475	1475	1050
R ²	0.114	0.061	0.8837
F	7.275	5.933	3.257
Sargan test (p-value)	-	0.7623	0.8517
No. of excluded	-	2	2
instruments Under identification test (p-value)	-	0.0024	0.0101



Table 3. Effects of NREGS participation on log of real monthly **food Expenditure**

	Log	of real Monthly fo	ood exp.
Selected Explanatory variable	(1) Fixed Effect	(2) Fixed Effect I\	V (3) Fixed Effect-IV with PSM
CD (Cumulative Days)	0.001	0.008	0.010
	[0.00034]*	[0.003]**	[0.004]**
Land Holding	0.033	0.031	0.022
	[0.016]**	[0.021]	[0.030]
		[Control Variabl	es]
Observations	1475	1475	1050
R^2	0.099	0.526	0.998
F	6.211	3.951	2.630
Sargan test (p-value)	-	0.7386	0.8165
No. of excluded instruments	-	2	2
Under identification test (p-value)	-	0.0024	0.0101



Table 4. Effects of NREGS participation on log of real monthly non-food Expenditure

	Log of	real Monthly non-f	ood exp.	
Selected Explanatory variable	(1) Fixed Effect	(2) Fixed Effect IV	(3) Fixed Effect-IV with PSM	
CD (Lagged Cumulative Days)	0.001 [0.0016]**	0.006 [0.006]	0.009 [0.007]	
Land Holding	0.108 [0.036]***	0.107 [0.037]***	0.110 [0.050]**	
	[0.000]	[Control Variables		
Observations	1475	1475	1050	
R^2	0.125	0.082	0.040	
F	8.048	7.516	5.6872	
Sargan test (p-value)	-	0.5568	0.79834	
No. of excluded instruments	-	2	2	
Under identification test (p-value)	-	0.0024	0.0101	



Table 5. Effects of NREGS participation on log of real monthly **per-capita income** adjusted after NREGS earning

	Log of real Mo	nthly per-capita inco	me adjusted after	
Selected Explanatory variable	/4 \ \(\Gamma\); \(\dagger\) = 1 \(\Gamma\)	(2) Fixed Effect IV	(3) Fixed Effect-IV with PSM	
CD (Cumulative Days)	0.001	0.010	0.010	
	[0.00046]**	[0.004]**	[0.005]**	
Land Holding	0.118	0.115	0.145	
	[0.021]**	[0.027]***	[0.035]***	
		[Control Variables	5]	
Observations	1475	1475	1050	
R^2	0.179	0.338	0.547	
F	12.269	7.801	5.940	
Sargan test (p-value)	-	0.5119	0.4841	
No. of excluded instruments	-	2	2	
Under identification test (p-value)	-	0.0024	0.0101	

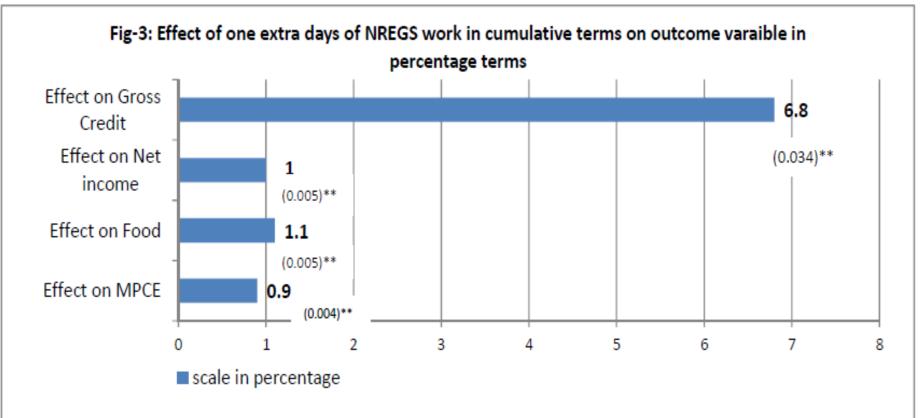


Table 6. Effects of NREGS participation on log of real value of gross volume of **monthly credit**.

	log of real value of Gross Volume of monthly Credit				
Selected Explanatory variable	(1) Fixed Effect	(2) Fixed Effect IV	(3) Fixed Effect-IV with PSM		
CD (Cumulative Days)	0.003	0.034	0.068		
	[0.002]*	[0.020]*	[0.031]**		
Land Holding	-0.162	-0.170	-0.220		
	[0.128]	[0.139]	[0.219]		
Non-NREGP days	[Control Variables]				
Observations	1475	1475	1050		
R^2	0.098	0.070	0.724		
F	6.121	5.226	2.491		
Sargan test (p-value)	-	0.2520	0.5209		
No. of excluded instruments	-	2	2		
Under identification test (p- value)	-	0.0024	0.0101		



Zooming on impact coefficients



Note: Values in the braket shows the standard error of impact co-efficient and ** shows they are statistically significant at 5 % level.



Table 7. Effects of NREGS participation on Variability of consumption and income- OLS and IV estimation after collapsing the data

	IV	/ estimation after	collapsing the da	ita
Covariates as Mean value	SD	SD of Monthly	SD of Monthly	SD of
	of MPCE	food.	non-food	MPI_ NREGS
(mean) CD	-4.460	-1.116	-0.032	-6.150
	[1.371]***	[0.4]***	[0.565]	[2.288]***
(mean) landholding	43.625	5.102	23.619	113.866
	[20.858]**	[6.098]	[8.6]***	[34.824]***
Observations	500	500	500	500
R ²	0.081	0.146	0.146	0.124
F Sargan test (p-value)	5.370	4.438	3.684	7.016
Under identification test (p-	0.5495	0.7740	0.7267	0.2733
value) 12/06/2014	0.0000 Dey-Imai, Manche	0.0000 ester IE Workshop	0.0000	0.0000



4.5. Interpreting coefficient

a. Coefficients shows the average (continuous) effect of NREGS participation on top of alternative effect which one could have earned by engaging him/her self in other activities.

Table 2: Consumption: If CD increases by 1 day then their monthly per-capita consumption expenditure would increase by 0.9%.

With average MPCE as INR 663.25. 0.9% increase of this average value will be INR 5.97. HH with 5 members realise an increase of MPCE by 5x6.63 = INR 33.15.

Now one extra day of work in NREGS can transfer roughly around **INR105** during our survey time. Therefore by transferring **INR 105** though NREGS, a participating household can increase monthly consumption by around INR 33.



4.5. Interpreting coefficients (cont.)

b. Table 6: 1 day extra work in NREGS till the current period (i.e. if CD increases by 1 day) then gross volume of monthly informal credit increases by **6.8%**.

This implies that **the credit worthiness of the NREGS participating household increases** with the increase of their previous accumulated days of participation.



5. A summary of conceptual framework

Why CD (not D)? Why Credit?

- A Simple model of <u>no-collateral lending</u> and <u>patronage</u> game.
- Consider tri-lateral stage game (involving <u>NREGS</u>
 participant, <u>lender</u> and <u>politician</u>) with two components:

Structure of infinitely-repeated games



```
Lender (Grocery Owner)
Value of Credit:
VB \in [VL(1-r), \infty);
                 Repayment
                                          Lend (as 'L') or not ('NL').
Discount factor
                 = (1+ r) V_L
\delta^B \in [0, 1)
                                    Credit
                                    =V_L
   Repay ('R'), or not ('NR')
       Participant
                                   NREGS Job
                                                                       Valuation of
 Support ('S'),
                                                                       political support
                                   =VN
 or not ('NS')
                                                                       : VP∈ [0, ∞)
                                    Provide job ('P') or not ('NP').
                   Political
                   Support=VP
                                                 Politician (PRI member)
       Valuation of
                                                                 Discount factor
       NREGS job:
                                                                 \delta^P \in [0, 1)
       VN ∈ [0, ∞)
```

Pay-offs of stage games

- (1) Grim trigger strategy
- (2) Introduce IR (Individual Rationality) constraint
- \rightarrow (L, R) is an equilibrium
- Solution iff $\delta^B \ge r$.

NREGS Participants

R

NR

S

NS

Game A: Bi-lateral lender-borrower	game
Lender	

NL VL(1-r), (VL)r0,0

VL, -VL 0,0

Solution iff $\delta^B \ge \frac{1}{VN} \& \delta^P \ge \frac{1}{VP}$.

NREGS Participants

Game B: Bi-lateral Patron-client game

Politician

Р	NP
(V _N -1), (V _P -1)	-1,VP
V _N ,-1	0,0

Game C: Trilateral game



All players simultaneously play both bilateral games.

- All player will consider *Trilateral grim trigger strategy*:
- a) NREGS participant chooses 'R' and 'S' iff lender has chosen 'L' and politician has chosen 'P' in all previous rounds.
- b) <u>Lender</u> chooses 'L' iff the NREGS participant has chosen 'R' and 'S' in all previous rounds and politician has chosen 'P' in all previous round.
- c) <u>Politician</u> chooses 'P' iff lender has chosen 'L' in all previous round and NREGS participant has chosen 'R' in all previous round.
- Under Trilateral game Politician's IR constraint will remain same as before but for NREGS participant's new IR constraint will be......



Game C: Trilateral game

$$V_{L} + V_{N} \leq \frac{V_{L}(1-r) + (V_{N}-1)}{1-\delta^{B}} \qquad \qquad \delta^{B} \geq \frac{1+V_{L}r}{1+V_{N}}.....(4)$$

 $= \frac{(Opportunity\ cost\ of\ Political\ support) + (cost\ of\ credit\ in\ terms\ of\ implicit\ interest\ rate\)}{(Volume\ of\ lending\ in\ credit\) + (Value\ of\ NREGS\ job)}$

$$\delta^{P} \geq \frac{1}{V_{P}} \dots (3)$$

 $= \frac{\text{(opportunity cost of providing NREGS job by Politician)}}{\text{(Politician's value of political support by Participant)}}$

This trilateral grim trigger strategy profile results in fully cooperative outcome (L, R, P, S) which is a pareto-optimal sub-game perfect Nash equilibrium.

Continuous participation (CD, not D)— which is sustained by the re-election motive of the politician over time — is likely to be associated with credit acquisition.



Field observation has confirmed that:

if the members of a household works in a stone crushing belt, illegal coal-digging unit or in any uncertain farm/non-farm level daily work in a nearby locality with the unstable stream of earnings, then the credit was denied by the grocery shop owner,

while, if the same members of the household had worked in the NREGS sector for a considerable period of months in the last few years, then the informal credit was provided for the same members of the same household.



6. Concluding remarks

- a.CD (cumulative days of participation), rather than current days, has a significant effect on consumption and income.
- c. We find similar results with 'monthly food expenditure', but not with 'monthly non-food expenditure'
- d. There is a positive effect of CD on Credit Acquisition.
- e. NREGS participation has a **consumption smoothing effect** over relatively long run.
- f. These empirical results are supported by the simple conceptual framework based on the trilateral infinitely repeated game among Participant, Lender and Politician.



More specifically...

- -Once one becomes a sustained participant of NREGS, this will give a good signal that the individual is a credible borrower (serving as Collateral).
- -This will relax the credit constraint, allowing NREGS participants to borrow more for more consumption mainly on food.
- g. More generally, we have provided a new case for workfare focusing on its role of facilitating credit acquisitions.