# Paralysis by Analysis? Effects of Information on Student Loan Take-up

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#### Motivation

Large average private returns to college degree (Barrow & Malamud 2015)

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- Credit constraints, positive externalities
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- Increasing disparities in family-income gap in degree receipt (Bound, Lovenheim, S. Turner 2010; Bailey & Dynarski 2011)

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Rationale for expenditures (grants, loans, tax credits) by federal and state governments

## Are students overborrowing?

Outstanding student loan debt  $\approx$  \$1.5 trillion (FRBNY 2019)

Risk of nonpayment, delinquency, and default, especially for sub-BA borrowers (Looney & Yannelis 2015)

# Student Loan Debt Statistics In 2019: A \$1.5 Trillion Crisis



Zack Friedman Senior Contributor ①
Personal Finance



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#### Student Loan Debt Statistics In 2019: A \$1.5 Trillion Crisis



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#### The Washington Nost Democracy Dies in Darkness

Business

Student debt has kept home ownership out of reach for 400,000 young families, Fed reports

Young Americans dropping out of the housing market

Homeownership rate for all households and for those under age 35

Personal Finance

# The Student Loan Debt Crisis Is About to Get Worse

#### **BROOKINGS**

CITIES & REGIONS GLOBAL DEVELOPMENT INTERNATIONAL AFFAIRS U.S. ECONOMI

SERIES: Evidence Speaks



## Are students overborrowing?

Policy response has focused on reducing borrowing through

- Financial literacy and/or adtl. information
- "Offering" loans < federal eligibility limit</li>
- Comprehensive debt reduction initiatives
- Exiting from federal student loan programs

No effect of in-college information interventions (Booij, Leuven; Oosterbeek 2012; Darolia & Harper 2018)

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Interventions at the time of the borrowing decision could affect borrowing through:

- Information about choice set
- ► Recommended/reference amounts

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- Information about choice set
- Recommended/reference amounts

Increased attainment when students have access to fed. loans (Dunlop 2013; Wiederspan 2016) or are nudged to borrow (Barr, Bird, & Castleman 2019; Marx & Turner 2019)

## This study

Field experiment at anon. community college

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Information treatments via email

- Reminder of option to borrow less than the loan amount listed in award letter
- Reference to amounts borrowed by recent graduates (conditional and unconditional)

## Setting: federal student loans

~90% of total educational lending

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Students at participating colleges can borrow from fed govt

- ► Federal application (FAFSA)
- Subsidized loans for those with unmet need
- All FAFSA filers informed of federal loan and Pell Grant eligibility

## Setting: Large Anonymous Community College

# Similar rates of financial aid receipt as average commnity college

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- ▶ 15% of students with federal loans (vs. 19%)

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Financial aid award letters include max subsidized loan

#### **Shopping Sheet**

#### Financial Aid Awards Status



2015 : (Fall 2014 - Summer 2015) Welcome Finny Aid

Your initial award is based on full time enrollment. Credited amount is based on your current enrollment. If your enrollment changes, your awards will be adjusted accordingly. Future sessions will be disbursed later in the term.

To Accept/Decline/Reduce your Direct Subsidized Loan you must visit the Financial Aid "Application Status" screen.

Awards by Term	Fall		Winter		Summer	
Financial Aid	Award	Credited	Award	Credited	Award	Credited
DIRECT LOAN SUBSIDIZED	\$750.00		\$750.00			
Federal Pell Grant	\$2,865.00		\$2,865.00			
Total all awards	\$3,615.00		\$3,615.00			

#### **Shopping Sheet**



#### Financial Aid Application Status

2015 : (Fall 2014 - Summer 2015) Welcome Finny Aid

View Awards

Documents with RED FLAGS must be resolved. Click on a document for forms. Click on Document Details for more information.

# Required Documents (3) Document Details Financial Aid Forms Dob Discrepancy Confit: Marital stat Entrance Interview

#### **Shopping Sheet**



#### Financial Aid Application Status

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View Awards

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#### Required Documents (3)

Document Details

Financial Aid Forms

- DOB Discrepancy ¶
- Conflt: Marital stat \$\figset\$

## The experiment

Experimental sample (N = 13,065):

- ▶ 2016-17 FAFSA filers who had received a financial aid award
- ► Had not made a borrowing decision by late August
- ▶ Broadly similar to 2016 NPSAS comm. college students

Control + 3 treatment groups

Baseline characteristics balanced across treatment groups

#### Control group email

#### An important email from your [LACC] Financial Aid Office

YOUR ID#:

Dear [student name],

Don't forget, your estimated financial aid package for 2016-17 has been posted to your [LACC] account.

Please make your student loan decision by Tuesday, September 6. You can accept, decline, or alter the Federal Direct Subsidized loan offer you have received by logging in to [LACC portal] -> Financial Aid -> Application Status and select the Accept/ Decline loan document.

Have a wonderful and successful year!

[LACC]

Office of Financial Aid

#### T1: Information treatment

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Don't forget, your estimated financial aid package for 2016-17 has been posted to your [LACC] account.

Please make your student loan decision by Tuesday, September 6. You can accept, decline, or alter the Federal Direct Subsidized loan offer you have received by logging in to [LACC portal] -> Financial Aid -> Application Status and select the Accept/ Decline loan document.

The amount of Federal Direct Subsidized loan offered in your award letter is the maximum amount you are eligible to borrow through the program. *You do not have to borrow this full amount.* 

Have a wonderful and successful year! [LACC]

Office of Financial Aid

## T2: Information + high reference point

#### An important email from your [LACC] Financial Aid Office

YOUR ID#:

Dear [student name],

Don't forget, your estimated financial aid package for 2016-17 has been posted to your [LACC] account.

Please make your student loan decision by Tuesday, September 6. You can accept, decline, or alter the Federal Direct Subsidized loan offer you have received by logging in to [LACC portal] -> Financial Aid -> Application Status and select the Accept/ Decline loan document.

The amount of Federal Direct Subsidized loan offered in your award letter is the maximum amount you are eligible to borrow through the program. You do not have to borrow this full amount. Last school year, the average subsidized loan borrower who graduated borrowed about \$3000. Log into [LACC portal] if you wish to reduce or decline your loan.

Have a wonderful and successful year! [LACC]

Office of Financial Aid



#### T3: Information + low reference point

#### An important email from your [LACC] Financial Aid Office

#### YOUR ID#:

Dear [student name],

Don't forget, your estimated financial aid package for 2016-17 has been posted to your [LACC] account.

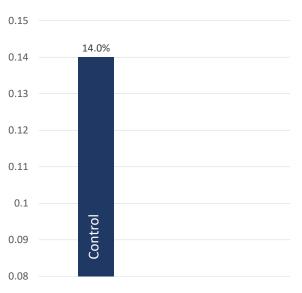
Please make your student loan decision by Tuesday, September 6. You can accept, decline, or alter the Federal Direct Subsidized loan offer you have received by logging in to [LACC portal] -> Financial Aid -> Application Status and select the Accept/ Decline loan document.

The amount of Federal Direct Subsidized loan offered in your award letter is the maximum amount you are eligible to borrow through the program. You do not have to borrow this full amount. Last school year, the average student who graduated borrowed about \$800. Log into [LACC portal] if you wish to reduce or decline your loan.

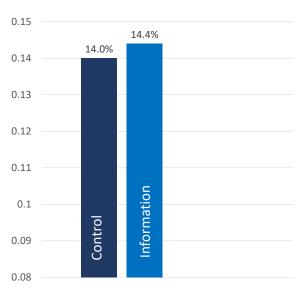
Have a wonderful and successful year! [LACC]
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# Effects on borrowing

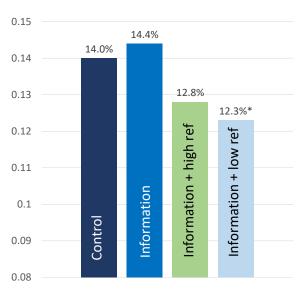
# Any borrowing?



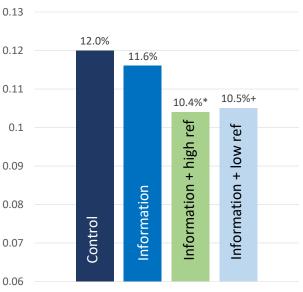
# Any borrowing?



# Any borrowing?



#### Borrowed max



#### Amount borrowed



	(1) Any	(2) Amount	(3) Amount =
	Dorrowing	borroweu	IIIax
A. Control group mean	0.14	496 (1287)	0.12
B. OLS estimates			
Pooled reference point treatments	-0.016	-64.7	0.014
	(0.006)**	(21.7)**	(0.006)*
Percent change	-11%	-13%	<b>12</b> %
Observations	13,065	13,065	13,065

Notes: Robust standard errors in parentheses; \*\* denotes statistical significance with p<0.01, \* p<0.05, + p<0.1.

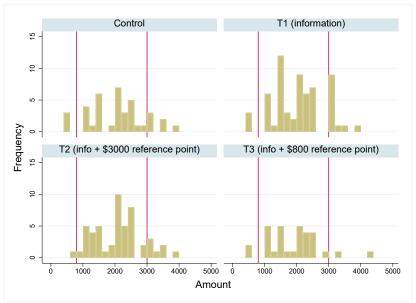
#### Estimates are robust to

Including randomization strata fixed effects

Including controls for baseline attainment

Including students who do not enroll

# No evidence of shifting to loans $\in$ (0, max)



Notes: LACC experimental sample students who borrowed a positive amount that was less than the maximum amount available to the student (N = 181).

#### Why?

Results do not appear consistent with information acquisition

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Students may be overwhelmed by added reference points ("cognitive overload")

- Changes in intensive margin complexity affects extensive margin retirement and charitable giving decisions (Edwards & List 2014; Goldin et al. 2019)
- ➤ Similar to "choice overload" where contributing factors incl. choice set complexity and preference uncertainty (Scheibehenne et al. 2010; Chernev et. al. 2015)

# Why?

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#### Testable?

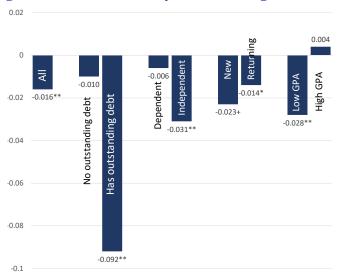
- ► Active non-borrowing vs. inaction
- Heterogeneity analysis

# Reduction in borrowing driven by inaction

	(1) Any borrowing	(2) Active nonborrower	(3) No decision
A. Control group mean	0.14	0.22	0.64
B. OLS estimates			
Pooled reference point treatments	-0.016 (0.006)**	-0.0004 (0.007)	0.017 (0.008)*
Observations	13,065	13,065	13,065

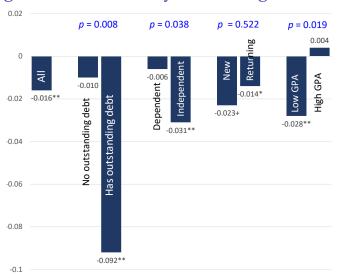
Notes: Robust standard errors in parentheses; \*\* denotes statistical significance with p<0.01, \* p<0.05, + p<0.1. [All treatments]

#### Heterogeneous effects: any borrowing



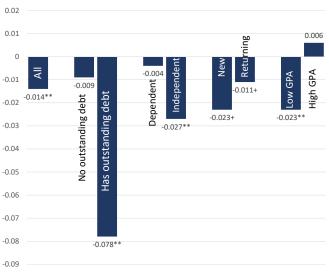
Notes: OLS estimates of reference-point treatment effects on the probability of borrowing. \*\* denotes statistical significance with p<0.01, \*p<0.05, + p<0.1. [Point estimates] [Other outcomes] [Prior borrowers]

#### Heterogeneous effects: any borrowing



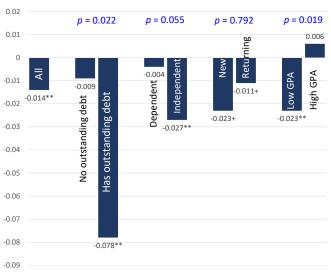
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### Heterogeneous effects: borrowing the max



*Notes*: OLS estimates of reference-point treatment effects on the probability of borrowing the maximum available loan. \*\* denotes statistical significance with p<0.01, \* p<0.05, + p<0.1. [Point estimates] [Other outcomes] [Prior borrowers]

#### Heterogeneous effects: borrowing the max



*Notes*: OLS estimates of reference-point treatment effects on the probability of borrowing the maximum available loan. \*\* denotes statistical significance with p<0.01, \* p<0.05, + p<0.1. [Point estimates] [Other outcomes] [Prior borrowers]

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Student borrowers overwhelmingly take-up the amount listed on their award letter

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Providing an additional reference to amounts borrowed by recent graduates:

- Did not lead any student to borrow the referenced amount
- Reduced the likelihood a student took a loan of any amount
- Effects concentrated among past borrowers, nontraditional students, low-GPA students

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Consistent with students being overwhelmed when provided with multiple reference points (between the offer letter and email)

# Policy implications

Providing additional information via email may be effective in reducing borrowing

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#### Timing matters

Information does not appear to help students and may have unintended consequences

# Related work-in-progress

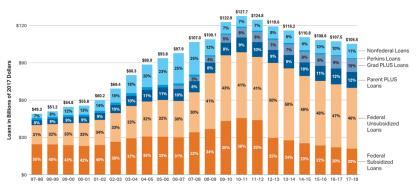
- Effect of student loan debt on in-school labor supply and long-run attainment, earnings, and financial well-being (RCT + quasi-experimental variation)
- 2. Employer-provided loan repayment benefits and employee productivity, retention, and well-being
- 3. Effects of the Menu of Loan Contracts on Borrower Behavior

# Thank you!

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### Bonus slides

#### Federal and Nonfederal Loans over Time



Source: College Board, Trends in Student Aid 2018

[Back]

# Community College Characteristics by Loan Offer Policies

	(1) Both	(2) Subsidized	(3) Neither
Number of institutions	323	19	454
Average undergraduate enrollment	14,037	18,483	11,642
Enrollment weighted percent of institutions	0.45	0.03	0.52
Offers BA degree(s)	0.12	0.05	0.07
Pell Grant aid Percent Average   receipt	0.40 \$3,663	0.36 \$3,784	0.37 \$3,670
Federal loan aid Percent Average   receipt	0.30 \$5,338	0.26 \$4,231	0.16 \$5,097
Cohort default rate	18.6	20.5	18.9

[Back]

#### Future work

End goal: develop low cost procedures that help students borrow the amount that is right for their circumstances

Additional information (provided with financial aid letter or via email)

➤ Ex: "You are eligible to take out a Federal Direct Loan from the U.S. government. After viewing your financial aid package, if you wish to take out a student loan then complete a loan request form at [URL link]."

#### Other potentially promising packaging policies:

- Active choice (choose desired loan amount) prior to award letter receipt
- Varying the amount of loan aid packaged (would \$1000 increase outcomes just as much as \$3500?)
- Providing students with a budgeting tool in conjunction with financial aid award

## Reduction in borrowing driven by inaction

	(1) Any borrowing	(2) Active nonborrower	(3) No decision
T1 (can borrow other amt)	0.004	-0.001	-0.001
	(0.009)	(0.010)	(0.012)
T2 (T1 + \$3000 ref point)	-0.012	-0.0001	0.012
	(0.008)	(0.010)	(0.012)
T3 (T1 + \$800 ref point)	-0.017	-0.003	0.020
	(0.008)*	(0.010)	(0.012)+
Tests of equality (p-val)			
All treatments	0.038	0.961	0.192
T1 = T2	0.058	0.842	0.244
T1 = T3	0.014	0.943	0.073
T2 = T3	0.573	0.786	0.532
Observations	13,065	13,065	13,065

*Notes*: Robust standard errors in parentheses; \*\* denotes statistical significance with p<0.01, \* p<0.05, + p<0.1.

## Comparison with nationally representative sample

	LACC experimental	2016 NPSAS CC
	sample	students
A. Demographics		
Freshman	0.47	0.52
Gender = female	0.59	0.61
Race/ethnicity		
Black	0.44	0.22
Hispanic	0.39	0.25
White	0.34	0.69
Independent	0.44	0.49
B. Finances		
Expected family contribution	\$1,409	\$4,268
Pell Grant eligible	0.92	0.23
Financial need	\$8,419	\$9,695
Any fed. student loan debt	0.16	0.37
Outstanding federal student loans	\$766	\$5,062
C. Outcomes		
Borrowed	0.14	0.24
Amount borrowed	\$496	\$1,169
Academic year GPA	2.392	2.765
Degree reciept	0.15	0.16

Source: LACC experimental sample students who enrolled in fall 2016 (N=13,065) and FAFSA-filing community college students who enrolled in fall 2015 from the 2016 National Postsecondary Student Aid Study (NPSAS). Race/ethnicity categories are not mutually exclusive. [Back]



#### Heterogeneous effects by stratification variables

	Any bo	orrowing	Amount	borrowed	Amount = max	
	(1) Control mean	(2) Estimates	(3) Control mean, sd	(4) Estimates	(5) Control mean	(6) Estimates
Subgroup						
No outstanding debt (N = 12,088)	0.116	-0.010 (0.006)+	410 (1165)	-40 (21)+	0.104	-0.009 (0.005)
Has outstanding debt (N = 977)	0.400	-0.092 (0.030)** [0.008]	1532 (1959)	-362 (121)** [0.009]	0.349	-0.078 (0.029)** [0.022]
Pell eligible (N = 12,047)	0.135	-0.017 (0.006)**	488 (1272)	-67 (22)**	0.120	-0.014 (0.006)*
Pell ineligible (N = 1,018)	0.164	-0.005 (0.023) [0.595]	558 (1326)	-29 (82) [0.661]	0.153	-0.009 (0.022) [0.811]
New student (N = 3,373)	0.170	-0.023 (0.013)+	577 (1297)	-86 (43)*	0.160	-0.023 (0.012)+
Returning student (N = 9,692)	0.126	-0.014 (0.007)* [0.522]	464 (1267)	-56 (25)* [0.549]	0.110	-0.011 (0.006)+ [0.792]
<30 credits earned (N = 8,155)	0.150	-0.016 (0.008)*	501 (1240)	-47 (27)+	0.133	-0.013 (0.007)+
30 or more credits earned (N = 4,910)	0.123	-0.018 (0.009)+ [0.855]	480 (1334)	-91 (36)* [0.327]	0.104	-0.016 (0.008)** [0.527]
Dependent student (N = 7,575)	0.102	-0.006 (0.007)	347 (1061)	-23 (24)	0.090	-0.004 (0.006)
Independent student (N = 5,490)	0.186	-0.031 (0.010)**	694 (1500)	-118 (39)**	0.167	-0.027 (0.010)**
		[0.038]		[0.037]		[0.055]

Notes: OLS estimates of treatment effects on borrowing outcomes among subgroups. Regressions for subgroups in each row jointly estimated. Bracketed numbers contain p-values from tests of equality of effects between mutually exclusive subgroups. Robust standard errors in parentheses; \*\* p < 0.01, \* p < 0.05, + p < 0.1.

# Heterogeneous effects by baseline academic performance

	Any borrowing		Amount	Amount borrowed		Amount = max	
	(1) Control mean	(2) Estimates	(3) Control mean	(4) Estimates	(5) Control mean	(6) Estimates	
Below median baseline GPA	0.141	-0.028	518	-106	0.126	-0.023	
(N = 5,543)	0.141	0.141	(0.009)**	(1320)	(34)**	0.120	(0.009)**
Above median baseline GPA (N = 4,149)	0.111	0.004 (0.009)	410 (1210)	10 (36)	0.094	0.006 (0.009)	
		[0.015]		[0.020]		[0.019]	

Notes: OLS estimates of treatment effects on borrowing outcomes among returning students (N=9,692). Regressions for above- and below-median baseline GPA jointly estimated. Bracketed numbers contain pvalues of tests of equality of effects between the two subgroups. Robust standard errors in parentheses; \*\* p<0.01, \* p<0.05, + p<0.1.

[Back]

## Heterogeneous effects by baseline outstanding debt

	(1) Any	(2) Active	(3) No
	borrowing	nonborrower	decision
T2 (\$3000 ref point)			
* Outstanding debt < \$3000	-0.076	0.032	0.045
	(0.059)	(0.058)	(0.060)
* Outstanding debt ≥ \$3000	-0.075	0.027	0.048
	(0.043)+	(0.042)	(0.043)
	[0.990]	[0.950]	[0.962]
T3 (\$800 ref point)			
* Outstanding debt < \$800	-0.067	0.054	0.013
	(0.273)	(0.274)	(0.274)
* Outstanding debt ≥ \$800	-0.108	0.053	0.056
	(0.036)**	(0.036)	(0.037)
	[0.880]	[0.996]	[0.877]

*Notes*: OLS estimates of treatment effects on borrowing outcomes among students with outstanding debt (N = 977). Bracketed numbers contain p-values of tests of equality of point estimates. Robust standard errors in parentheses; \*\* p<0.01, \* p<0.05, + p<0.1.

# Robustness of estimated effects on borrowing

	(1) Any borrowing	(2) Amount borrowed	(3) Amount =
	borrowing	borrowed	mux
A. Baseline estimates			
Pooled reference point treatments	-0.016	-64.7	-0.014
	(0.006)**	(21.7)**	(0.006)*
Observations	13,065	13,065	13,065
B. Strata fixed effects			
Pooled reference point treatments	-0.016	-62.4	-0.013
·	(0.007)*	(27.6)*	(0.007)+
Observations	13,065	13,065	13,065
C. Controls for baseline attainment			
Pooled reference point treatments	-0.016	-63.3	-0.014
·	(0.006)**	(21.6)**	(0.006)*
Observations	13,065	13,065	13,065
D. Initial randomization sample			
Pooled reference point treatments	-0.014	-53.7	-0.012
·	(0.005)*	(19.9)**	(0.005)*
Observations	14,784	14,784	14,784

Notes: Robust standard errors in parentheses; \*\* p<0.01, \* p<0.05, + p<0.1. [Back]



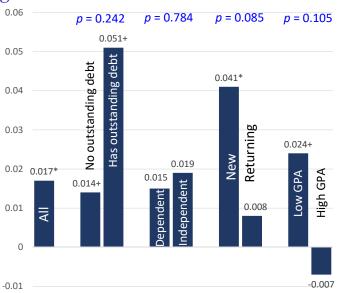
## Balance across treatment groups

Dependent variable:	(1) Freshman	(2) Female	(3) Black	(4) Hispanic	(5) White	(6) Independent	(7) New to LACC
Sample mean	0.624	0.586	0.424	0.396	0.347	0.420	0.258
T1 (can borrow other amount)	0.005	0.031	-0.016	0.016	0.006	0.003	0.006
	(0.012)	(0.012)*	(0.012)	(0.012)	(0.012)	(0.012)	(0.011)
T2 (T1 + \$3000 ref. point)	0.0002	0.028	-0.003	0.007	-0.003	-0.0004	0.002
	(0.012)	(0.012)*	(0.012)	(0.012)	(0.012)	(0.012)	(0.011)
T4 (T1 + \$800 ref. point)	0.001	0.012	-0.019	0.018	0.011	0.00005	0.003
	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)	(0.012)	(0.011)
Constant	0.623	0.568	0.434	0.386	0.343	0.420	0.255
	(0.008)**	(0.009)**	(0.009)**	(0.009)**	(0.008)**	(0.009)**	(0.008)**
Test of joint sig. (p -value)	0.922	0.233	0.349	0.631	0.499	0.950	0.900
Observations	13,065	13,065	13,065	13,065	13,065	13,065	13,065
Dependent variable:	(8) EFC	(9) Need	(10) Prior borrowing	(11) Outst. student loans	(12) Packaged - days since 6/14	(13) Baseline credits earned	(14) Baseline GPA
Sample mean (std deviation)	1,301 (2715)	\$8,419 (5786)	0.075	\$371 (1699)	43.5 (26.1)	26.8 (19.2)	2.604 (1.093)
T1 (can borrow other amount)	-6	-95.102	-0.0003	-21	-1.0	-0.2	0.039
	(66)	(143.026)	(0.007)	(44)	(0.6)	(0.6)	(0.031)
T2 (T1 + \$3000 ref. point)	34	-31.654	-0.002	-56	-1.4	-0.02	0.030
	(68)	(143.988)	(0.006)	(42)	(0.6)*	(0.6)	(0.032)
T3 (T1 + \$800 ref. point)	-8	-97.296	0.002	-12	-0.2	-0.3	0.029
	(66)	(142.650)	(0.007)	(44)	(0.7)	(0.6)	(0.032)
Constant	1,296	8,475.108	0.075	393	44.2	27.0	2.579
	(47)**	(101.322)**	(0.005)**	(32)**	(0.5)**	(0.4)**	(0.023)**
Test of joint sig. (p -value)	0.788	0.874	0.811	0.500	0.143	0.86	0.946
Observations	13,065	13,065	13,065	13.065	13.065	9,692	9,692

Notes: Robust standard errors in parentheses; \*\* p<0.01, \* p<0.05, + p<0.1. [Back]



#### Heterogeneous effects: inaction



*Notes*: OLS estimates of reference-point treatment effects on the probability of not making a borrowing decision. \*\* denotes statistical significance with p<0.01, \*p<0.05, +p<0.1.

