

# Topic 6: Optimal Social Insurance: The Case of UI

Nathaniel Hendren

Harvard

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# Unemployment Insurance

- Large literature studying unemployment insurance
- Great administrative data
- Straightforward binary models
  - Unemployed vs. employed instead of levels of income

# Unemployment Insurance: Binary Model

- Setup (Baily 1978; Chetty 2006; Chetty and Finkelstein 2012 Handbook Chapter)
- Two states of the world: Employed and Unemployed
  - Consumption  $c^u$  and  $c^e$
- Individuals exert effort  $p$  (= probability of unemployed or fraction of life in unemployed state)
- Utility  $U(p, c^e, c^u)$  assumed to have a particular structure:

$$(1 - p) v(c^e) + pu(c^u) - \psi(1 - p)$$

where  $\psi(\circ)$  is the cost of effort

# Unemployment Insurance: Binary Model

- Consumption has constraints

$$c^u \leq A + b$$

$$c^e \leq A + w - \tau$$

where  $\tau$  are taxes and  $b$  are unemployment benefits;  $A$  is assets.

- Indirect utility

$$V(\tau, b) = \max_p p u(A + b) + (1 - p) v(A + w - \tau) - \Psi(1 - p)$$

- Budget / resource constraint

$$(1 - p) \tau = pb$$

# Unemployment Insurance: Binary Model

- Goal: What value of  $\tau$  and  $b$  maximize representative agent's utility?
- Maximization program

$$\max_{\tau, b} V(\tau, b) \text{ s.t. } pb \leq (1-p)\tau$$

or

$$\max_b V(\tau(b), b)$$

Or

$$\frac{\partial V}{\partial \tau} \frac{d\tau}{db} + \frac{\partial V}{\partial b} = 0$$

or

$$\frac{\frac{\partial V}{\partial b}}{\frac{\partial V}{\partial \tau}} = -\frac{d\tau}{db}$$

where  $\frac{d\tau}{db}$  captures the budget impact

# Budget Impact

- Budget impact

$$\tau = \frac{p}{1-p} b$$

- So

$$\begin{aligned} \frac{d\tau}{db} &= \frac{p}{1-p} + b \frac{\frac{dp}{db} (1-p) + p \frac{dp}{db}}{(1-p)^2} \\ &= \frac{p}{1-p} + \frac{1}{(1-p)^2} b \frac{dp}{db} \\ &= \frac{p}{1-p} \left( 1 + \frac{1}{1-p} \frac{b}{p} \frac{dp}{db} \right) = \frac{p}{1-p} \left( 1 + \frac{\epsilon_{p,b}}{1-p} \right) \end{aligned}$$

# Envelope Theorem

- Envelope theorem implies

$$\frac{\partial V}{\partial \tau} = -(1-p)v'(c^e)$$

$$\frac{\partial V}{\partial b} = pu'(c^u)$$

- Optimality condition requires:

$$\frac{\frac{\partial V}{\partial b}}{\frac{\partial V}{\partial \tau}} = -\frac{d\tau}{db}$$

which implies

$$\frac{p}{1-p} \frac{u'(c^u)}{v'(c^e)} = \frac{p}{1-p} \left( 1 + \frac{\epsilon_{p,b}}{1-p} \right)$$

- Dividing, yields the “Baily-Chetty” condition:

$$\frac{u'(c^u) - v'(c^e)}{v'(c^e)} = \frac{\epsilon_{p,b}}{1-p}$$

where

$$\epsilon_{p,b} = \frac{dp}{db} \frac{b}{p}$$

- Baily (1978); Chetty (2006)

- What is  $\frac{\epsilon_{p,b}}{1-p}$ ?
  - Causal impact of simultaneous increase in benefits financed by increase in taxes on the cost of unemployment
    - Fiscal externality
  - Generally assumed to be from increased unemployment duration

- But there could be other factors that generate fiscal externalities
  - Increased wages
  - Increased entry into unemployment
  - Impact of taxes on labor supply
  - Impact on “job creation”
- Other factors that generate WTP:
  - Search Externalities

# Estimates of Duration Elasticity

- Early literature used cross-sectional variation in replacement rates
- Problem: comparisons of high and low wage earners confounded by other factors.
- Modern studies use exogenous variation from policy changes (e.g. Meyer 1990)

# Estimates of Duration Elasticity

- Define hazard rate  $h_t$  = number that find a job at time  $t$  divided by number unemployed at time  $t$ 
  - This is an estimate of the probability of finding a job at time  $t$  conditional on being unemployed for at least  $t$  weeks
- Standard specification of hazard model: Cox “proportional hazards”

$$h_t = \alpha_t \exp(\beta X)$$

- Here  $\alpha_t$  is the non-parametric “baseline” hazard rate in each period  $t$  and  $X$  is a set of covariates
- Semi-parametric specification – allow hazards to vary freely across weeks and only identify coefficients off of variation across spells

# Estimates of Duration Elasticity

- Useful to rewrite expression as:

$$\log h_t = \log \alpha_t + \beta X$$

- Key assumption: effect of covariates proportional across all weeks

$$\frac{d \log h_t}{dX} = \beta = \frac{d \log h_s}{dX} \forall t, s$$

- If a change in a covariate doubles hazard in week 1, it is forced to double hazard in week 2 as well
- Restrictive but a good starting point; can be relaxed by allowing for time varying covariates  $X_t$

# Estimates of Duration Elasticity

- Meyer includes log UI benefit level as a covariate:

$$\log h_t = \log \alpha_t + \beta_1 \log b + \beta_2 X$$

- In this specification,

$$\frac{d \log h_t}{d \log b} = \beta_1 = \varepsilon_{h_t, b}$$

- Note: in exponential survival (constant-hazard) models,

$$\varepsilon_{h_t, b} = -\varepsilon_{1-e, b}$$

- Meyer estimates  $\varepsilon_{h_t, b} = -0.9$  using administrative data for UI claimants
  - Subsequent studies get smaller estimates; consensus:  $\varepsilon_{h_t, b} = -0.5$  (Krueger and Meyer 2002)
    - Implies fiscal externality of

$$\frac{\epsilon}{1-p} \approx \frac{0.5}{0.95} = 0.55$$

Individuals need to be willing to pay a 55% markup for additional UI to be welfare-improving

# Value of Insurance Benefits

- How much of a markup are individuals willing to pay,  $\frac{u'(c_u)}{v'(c_e)}$ ?
- Five approaches:
  - Approach #1: Exploit impact of unemployment on consumption (Gruber 1997)
  - Approach #2: Exploit ex-ante impact of learning about unemployment on consumption (Hendren 2016)
  - Approach #3: Exploit liquidity vs. moral hazard benefit response (Chetty 2008)
  - Approach #4: Reservation wages (Shimer and Werning 2010)
  - Approach #5: Measure WTP directly (Nekoei et al. 2017)

# Approach #1: Impact of Unemployment on Consumption

- Approach #1 (Baily 1978, Chetty 2006,...): Assume state dependence:  $u = v$

- This implies:

$$\frac{u'(c_u)}{v'(c_e)} \approx 1 + \sigma \frac{\Delta c}{c}$$

where

$$\frac{\Delta c}{c} = \frac{c_e - c_u}{c_e} \approx \log(c_e) - \log(c_u)$$

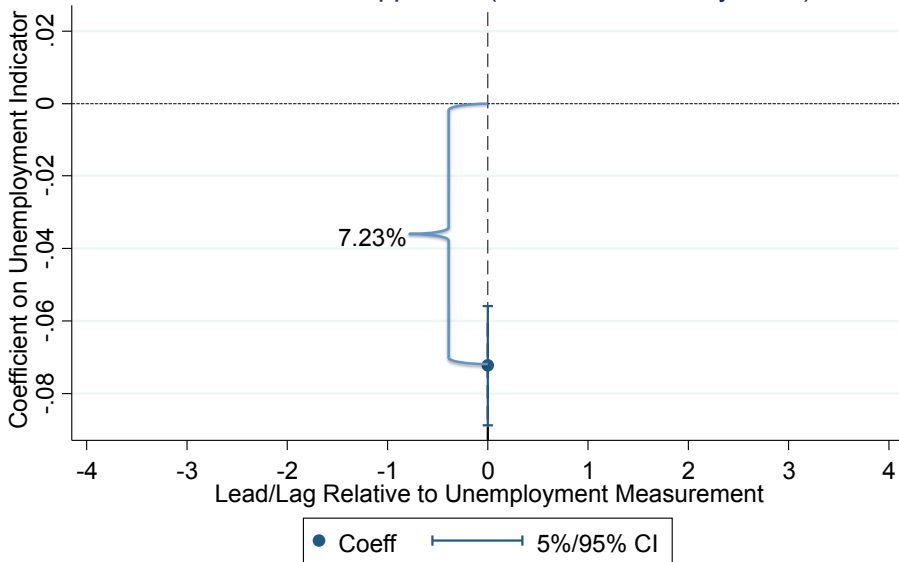
- $\sigma = \frac{u''c}{u'}$  is relative risk aversion [Chetty 2006 has 3rd order adj.]
- Generally implemented using first difference as proxy for  $\frac{\Delta c}{c}$

# Value of Insurance Benefits

- Gruber (1997) estimates  $\frac{\Delta c}{c}$  using first difference impact of unemployment on consumption expenditure (food expenditure) in PSID
- Studies how it varies heterogeneously with benefit level
- Uses this to solve for optimal benefits,  $b^*$
- Problem: ex-ante responses bias first difference estimates (Hendren, 2016)

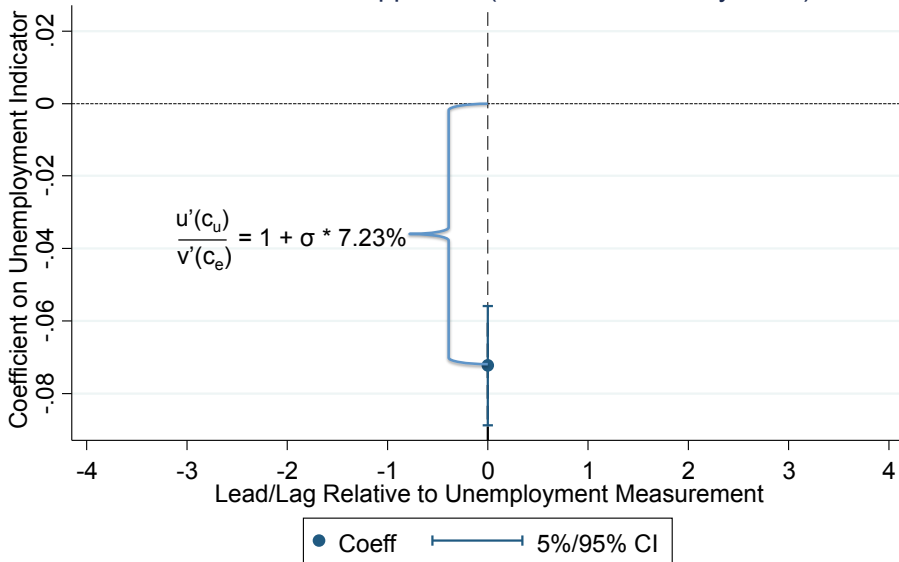
# Willingness to Pay for \$1 of UI

First Difference Approach (Gruber 1997, Baily 1978)

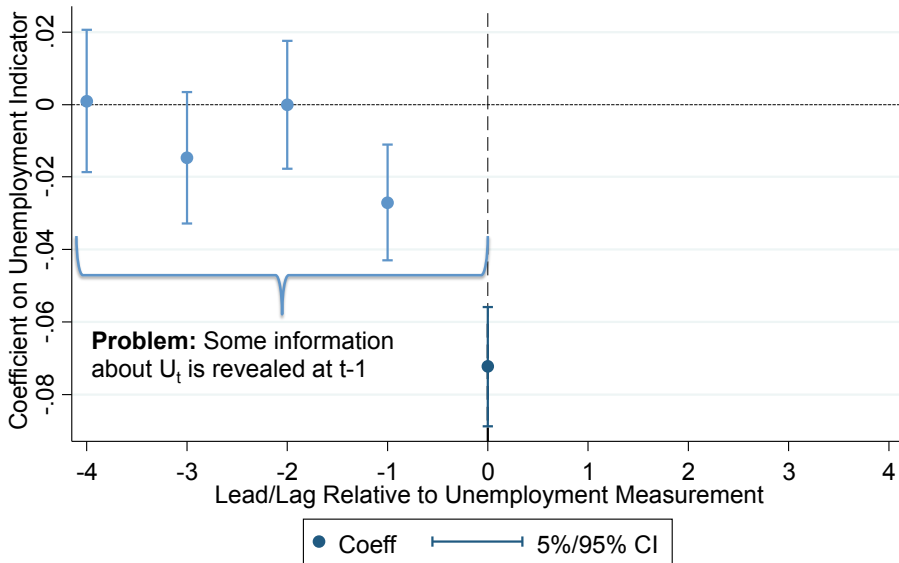


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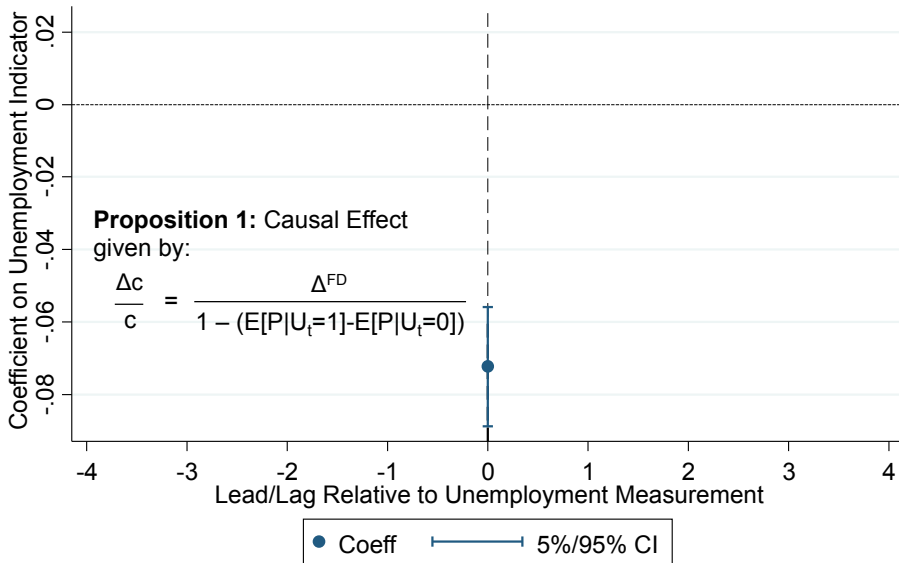
## Hendren (2016): Scale By Information Revealed



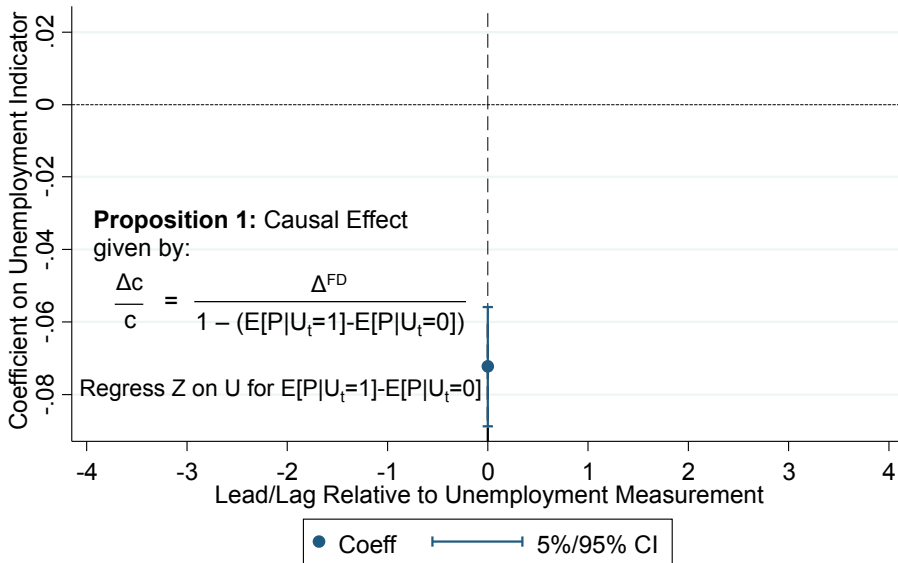
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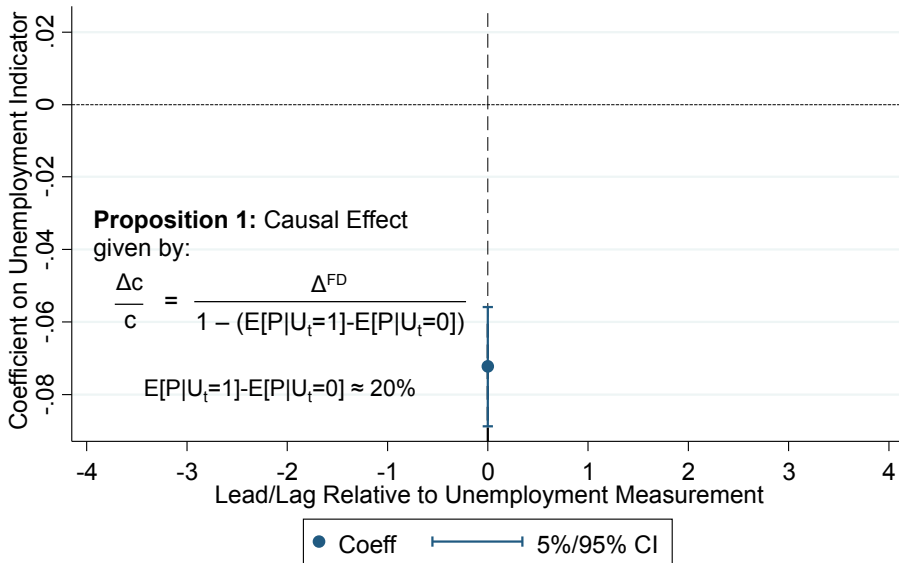
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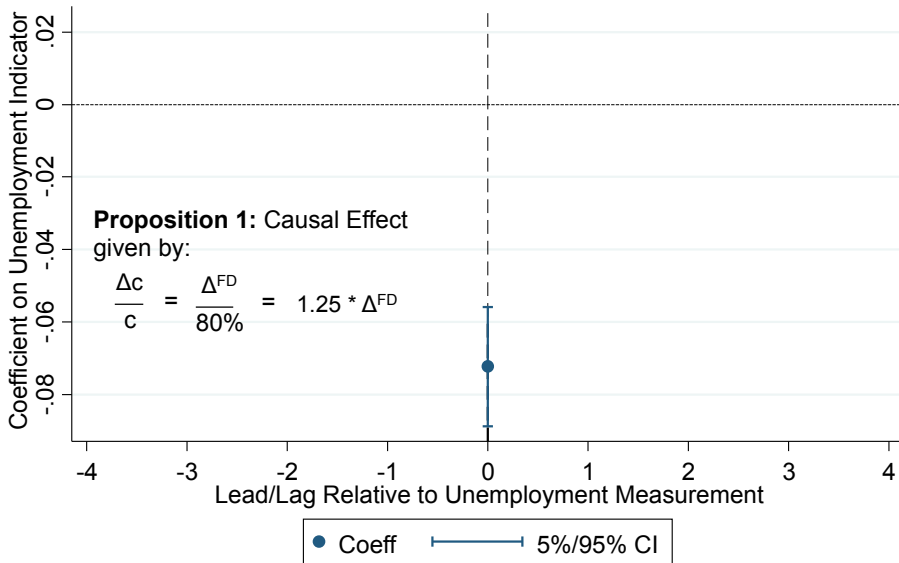
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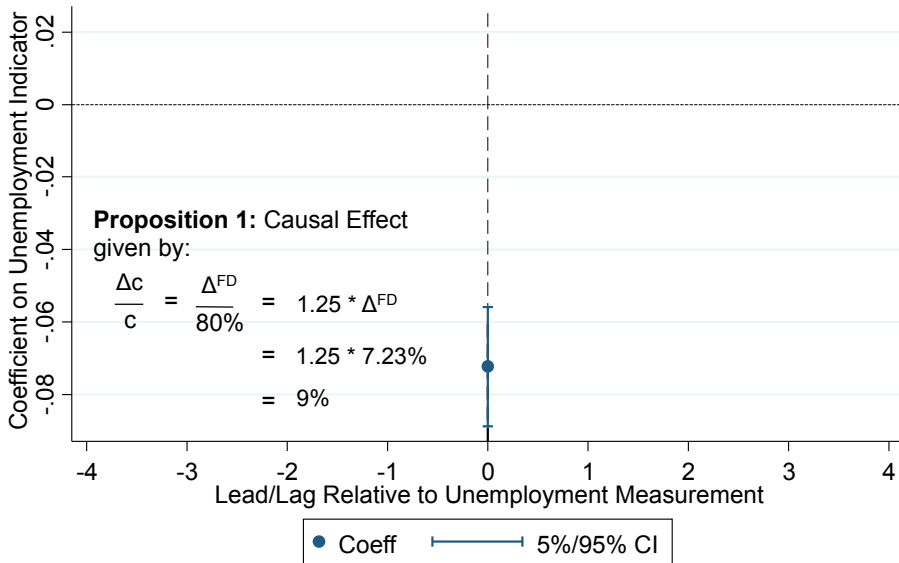
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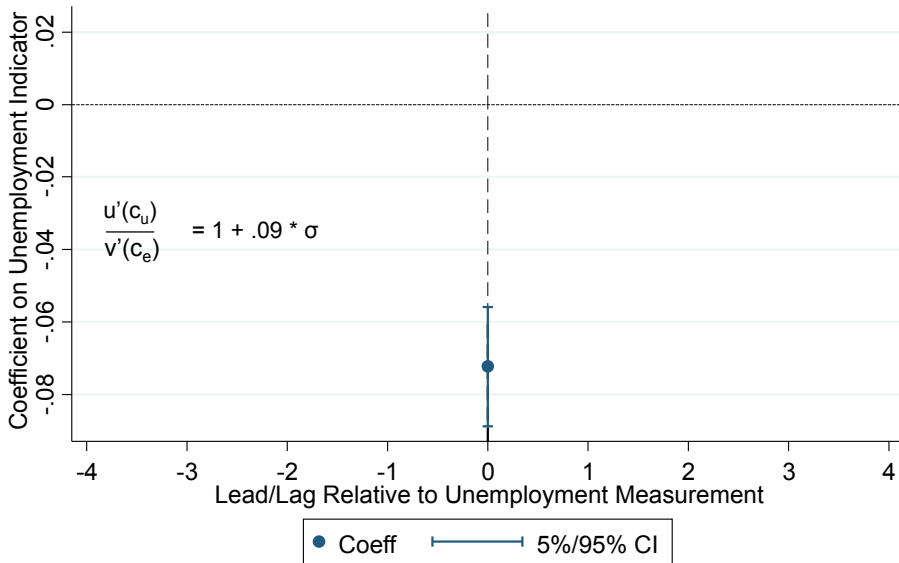
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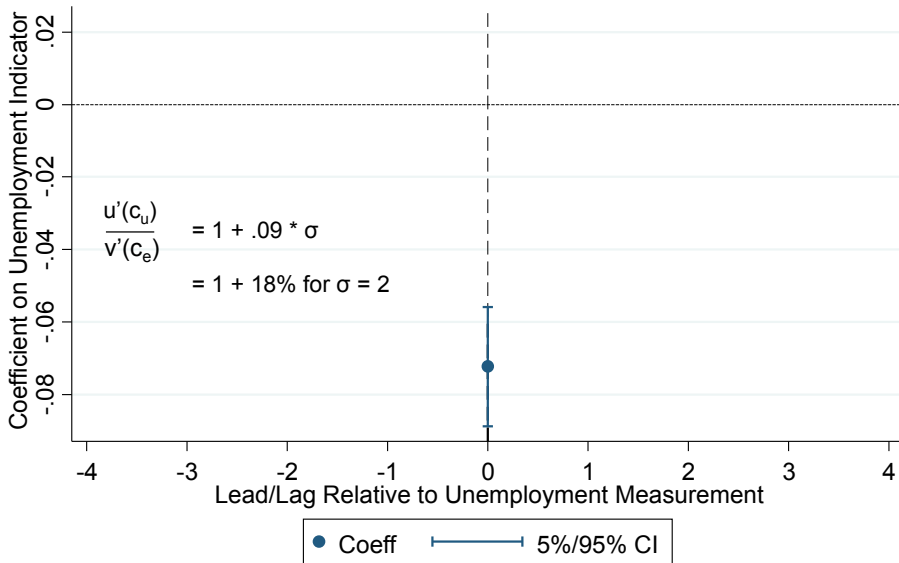
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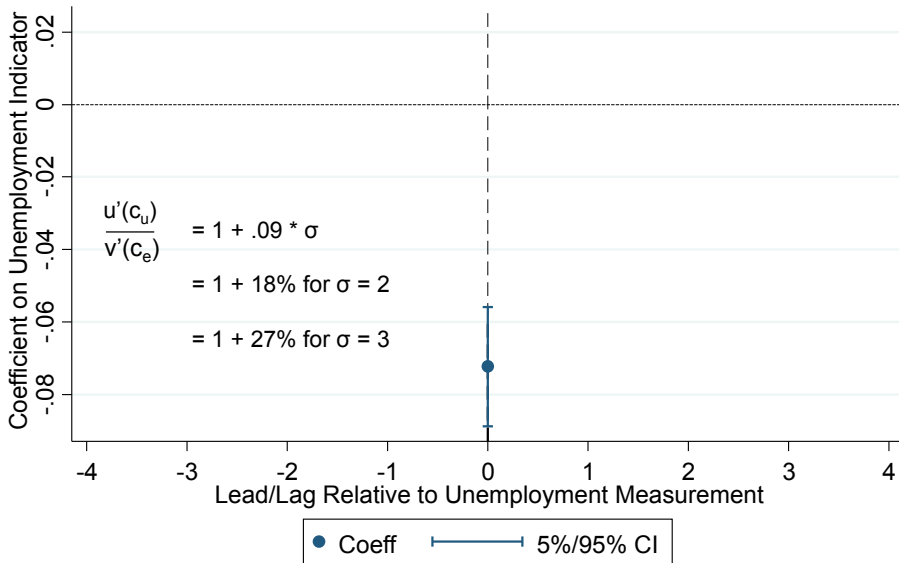
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# Aguiar and Hurst (2005) Critique

- Large literature using consumption changes to proxy for marginal utilities
  - e.g. literature on impact of retirement on consumption
  - Suggests people 'under save' for retirement
- Aguiar and Hurst (2005) critique this by noting that those who retire have more time to shop and find lower prices
  - Suggests that even if  $u = v$  we would expect those with more time to have higher consumption for the same level of expenditure
- More generally, many reasons not to like the state independence assumption
  - Maybe you value money more when unemployed because you have search expenditures that arise?
- Bias could go either way...
  - Approaches 2-3 deal with this...

## Approach #2: Exploit Ex-Ante Responses

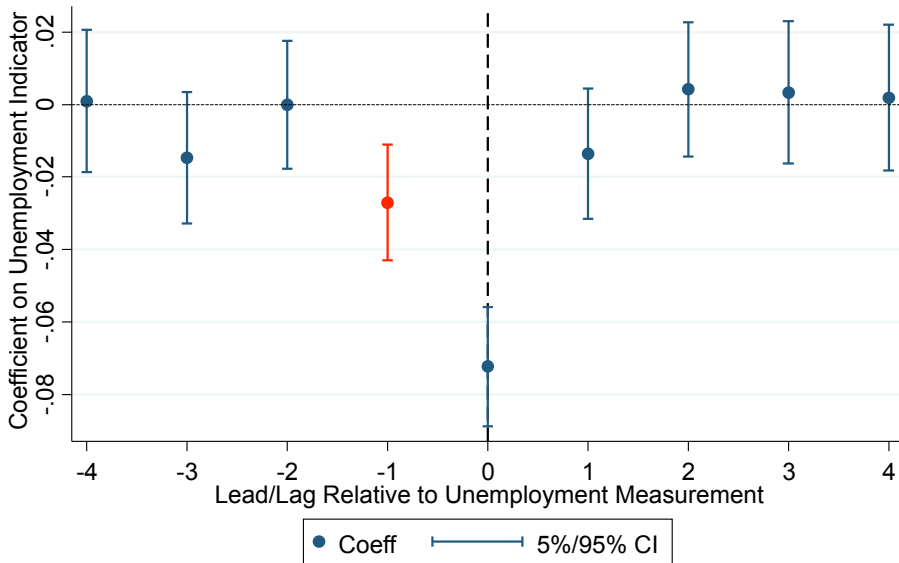
- Approach #1 compares consumption **across states of the world**
  - Most common approach (e.g. Gruber (1997))
- Alternative approach: Compare ex-ante consumption **within states of the world**
- Euler Equation:

$$v'(c_{today}(p)) = pu'(c_u) + (1-p)v'(c_e)$$

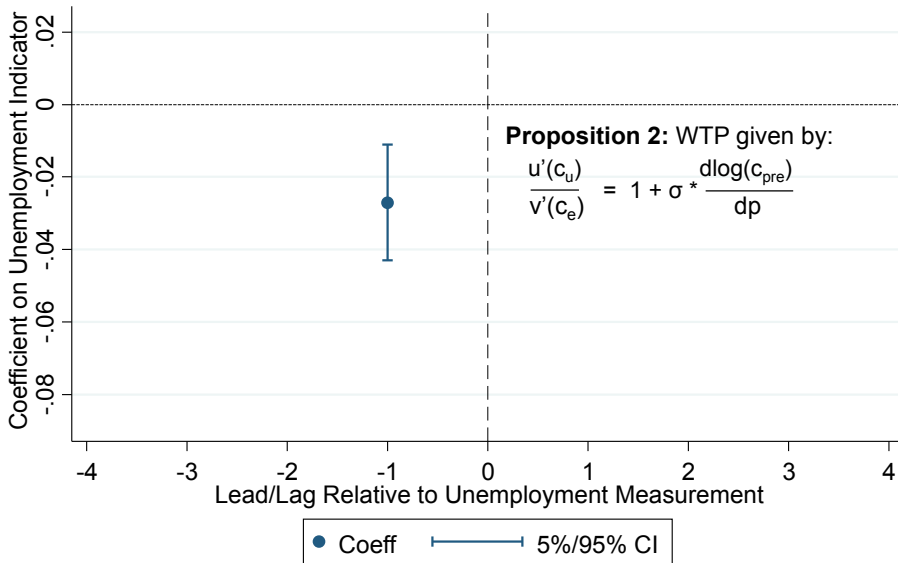
Implies

$$\underbrace{\left( c_{today} \frac{v''}{v'} \right)}_{\sigma} \underbrace{\frac{1}{c_{today}} \frac{dc_{today}}{dp}}_{\frac{\Delta c_{today}}{c_{today}}} = \frac{u'(c_u) - v'(c_e)}{v'}$$

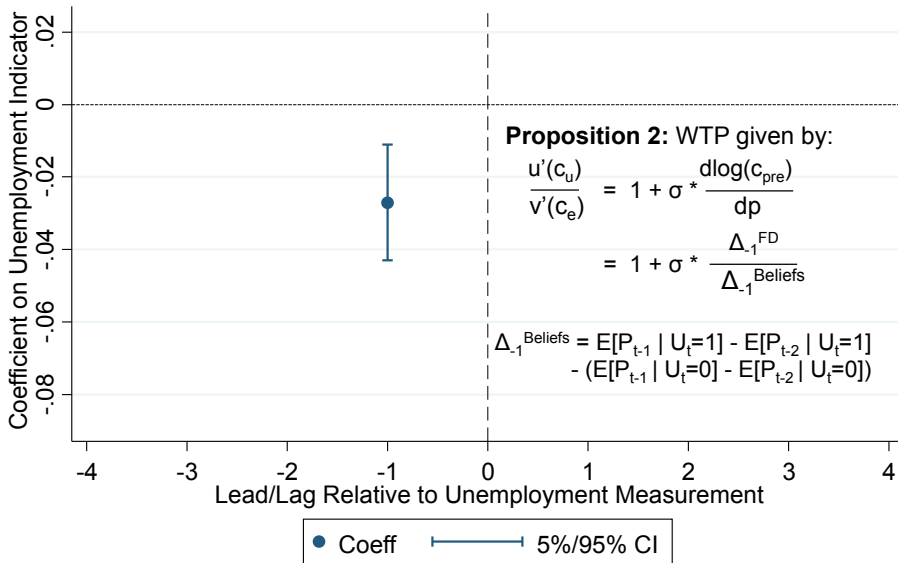
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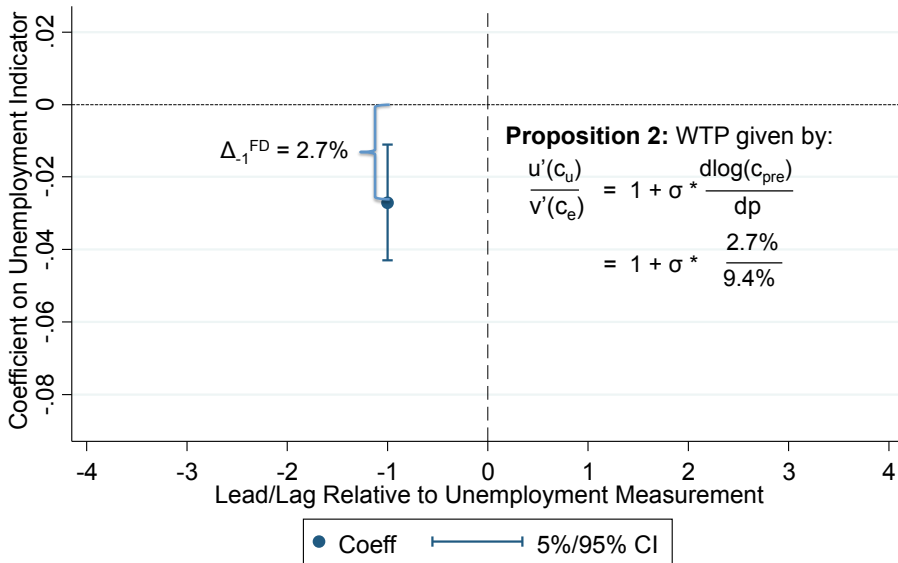
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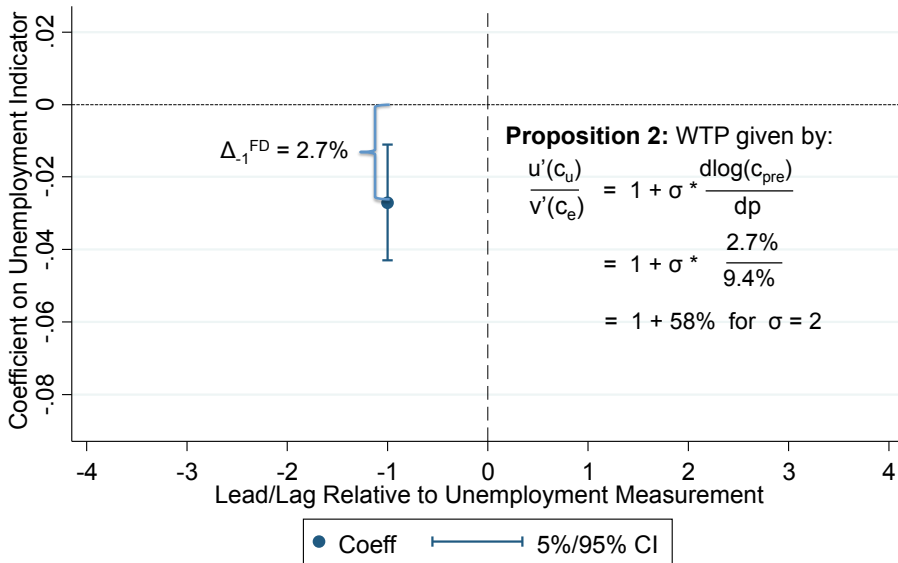
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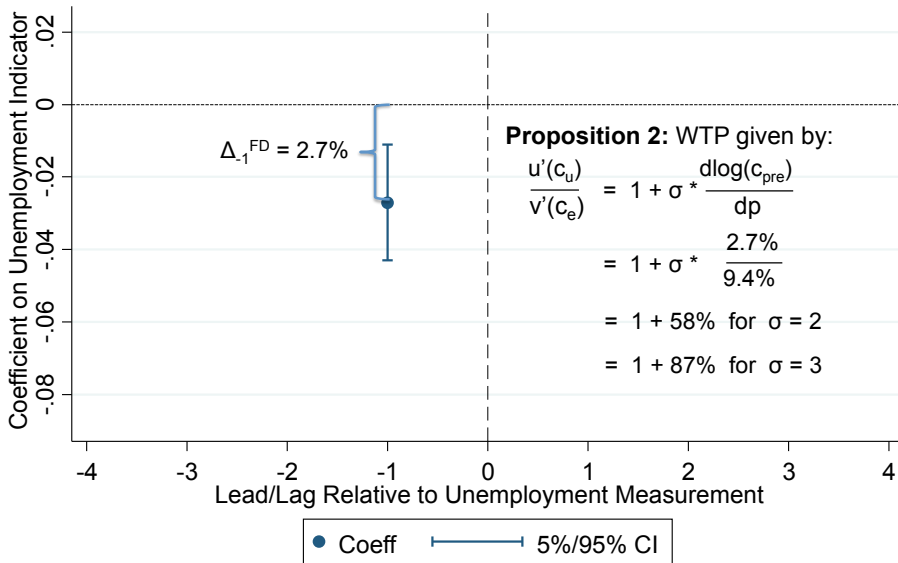
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## Hendren (2016): Exploit Ex-ante Responses



# Spousal Labor Supply

- Hendren (2017): Can also use spousal labor supply
- Assume disutility of labor additively separable:

$$\frac{u'(c_u)}{v'(c_e)} \approx 1 + \frac{1}{\epsilon^{semi}} \frac{d[LFP^{Spouse}]}{dp}$$

- Scale labor supply responses by semi-elasticity of spousal labor supply to wages

# Spousal Labor Supply

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- Assume disutility of labor additively separable:

$$\frac{u'(c_u)}{v'(c_e)} \approx 1 + \frac{1}{\epsilon^{semi}} \frac{d[LFP^{Spouse}]}{dp}$$

- Scale labor supply responses by semi-elasticity of spousal labor supply to wages
- Need to estimate  $\frac{dLFP^{Spouse}}{dp}$ 
  - Recall:  $\frac{dLFP}{dZ} = 0.025$
  - Scale by signal-to-noise ratio,  $\frac{var(Z)}{var(P)} = \frac{var(Z)}{cov(U,Z)} = 11$ 
    - Roughly 10% of variance is signal
  - Suggests WTP of 60% for semi-elasticity of 0.5.

## Approach #3: Chetty 2008

- Chetty 2008 provides another method to get around state dependence issues
  - Assume separable effort function for employment

- Implies FOC

$$v(c^e) - u(c^u) = \Psi'(e)$$

where  $e = 1 - p$  (sorry for the notation change! If only papers were consistent :-)).

- Note that the difference in levels of utility between employed and unemployed states is equated to the marginal disutility of effort
  - Relates levels of utility to 1st derivative of utility
- Key idea: take another derivative and relate 1st derivatives (WTP) to 2nd derivatives (elasticities)

- Consider two comparative statics:
  - Change assets,  $A$ , which increases consumption in both state of the world
  - Change benefits,  $b$ , which increases consumption only when unemployed
- FOC for Assets

$$[u'(c^e) - u'(c^u)] = \Psi''(e) \frac{de}{dA}$$

- FOC for benefits

$$-u'(c^u) = \Psi''(e) \frac{de}{db}$$

- So:

$$u'(c^e) = \Psi''(e) \left[ \frac{de}{dA} - \frac{de}{db} \right]$$

Or

$$\frac{u'(c^u) - u'(c^e)}{u'(c^e)} = \frac{\frac{de}{dA}}{\frac{de}{dA} - \frac{de}{db}}$$

- So:

$$u'(c^e) = \Psi''(e) \left[ \frac{de}{dA} - \frac{de}{db} \right]$$

- Therefore, WTP For UI is given by:

$$\frac{u'(c^u) - u'(c^e)}{u'(c^e)} = \frac{\frac{de}{dA}}{\frac{de}{dA} - \frac{de}{db}} = \frac{1}{1 - R}$$

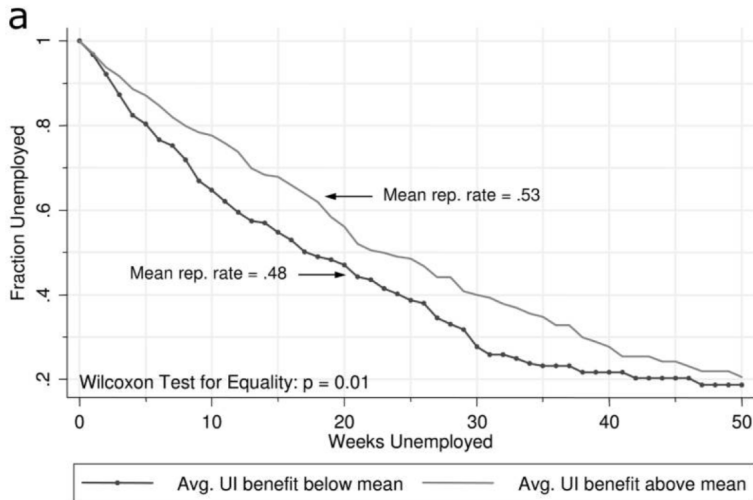
where

$$R = \frac{\frac{de}{dA}}{\frac{de}{db}}$$

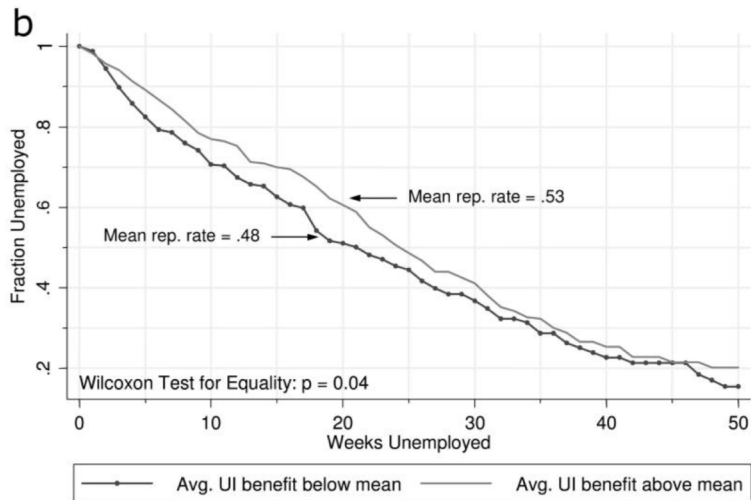
is the “fraction of the moral hazard effect,  $\frac{de}{db}$ , that is due to a liquidity effect,  $\frac{de}{dA}$ ”

- Chetty (2008) provides evidence from the SIPP that most of the duration response to benefits is driven by those who are liquidity constrained
  - Evidence from the SIPP

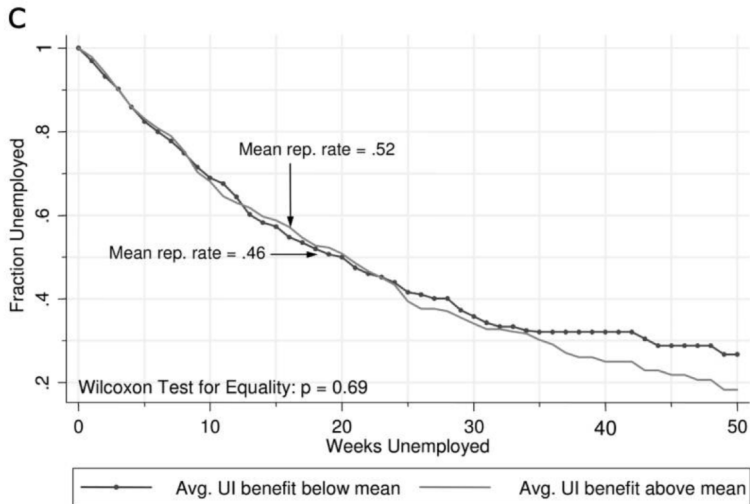
# First Quartile of Net Wealth (Chetty 2008)



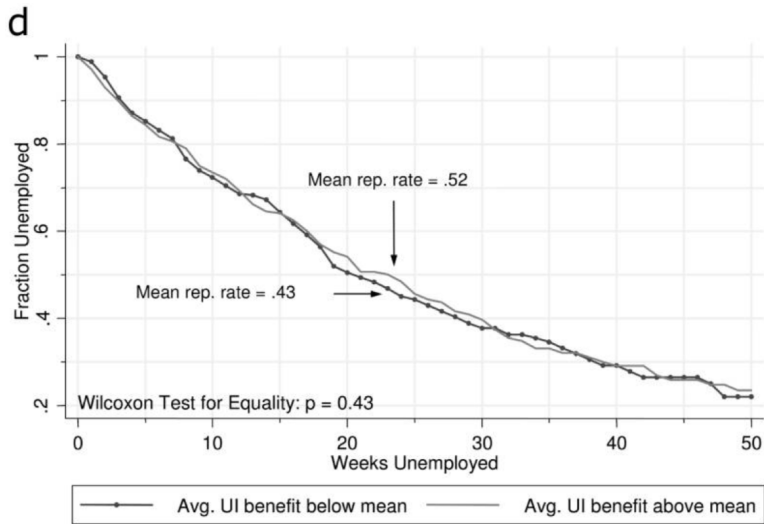
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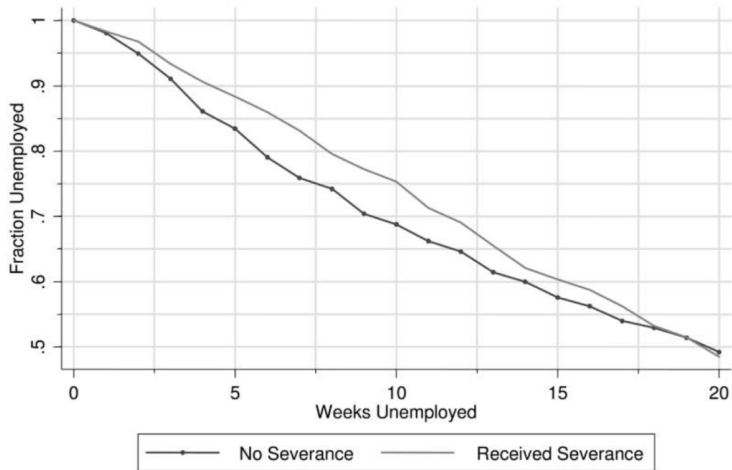


# Highest Quartile of Net Wealth (Chetty 2008)



- This suggests that  $\frac{de}{db}$  is higher for those with low assets (i.e.  $\frac{d}{dA} \frac{de}{db} > 0$ )
- But, it doesn't provide an estimate of  $\frac{de}{dA}$ !
- For this, look at impact of severance payments
  - Causes increase in unemployment duration
  - Despite the fact that benefits are paid regardless of duration

# Severance (Chetty 2008)



- Calibrating  $\frac{de}{dA}$ , finds that:

$$R = 0.6$$

- Suggests that

$$\frac{u'(c^u) - u'(c^e)}{u'(c^e)} = \frac{0.6}{0.4} = 1.5$$

- Suggests individuals are willing to pay a 150% markup for UI
- Problems?
  - Separability assumption valid?
- Nathan's take: relies heavily on additive separability
  - Not a general result of being able to turn behavioral responses (2nd derivatives) into willingness to pay estimates (1st derivatives)

## Approach #4: Reservation Wages

- Large empirical literature documenting how UI increases reservation wages
  - Often interpreted as “moral hazard”
  - People don't take jobs because they have UI
- Shimer and Werning (2006) deliver a surprising result:
  - Optimal UI should maximize after-tax reservation wages
- Logic is quite straightforward (but math is not...)

- Utility given by

$$E \int_0^{\infty} e^{-\rho t} U(c(t)) dt$$

where  $\rho$  is a discount rate and  $c(t)$  is consumption at time  $t$

- Note: no disutility of search or effort – utility is fully summarized by consumption
- Employed worker obtains wages  $w$  and pays tax  $t$ .
- Unemployed worker obtains benefits  $b$  and receives job offers at Poisson arrival rate with wages drawn from distribution  $F(w)$ 
  - If accepted, she becomes employed; otherwise waits for next offer
- Define  $V_u$  to be the expected future lifetime utility for an unemployed worker
  - Main Result:

$$V_u \propto U(\bar{w} - \tau)$$

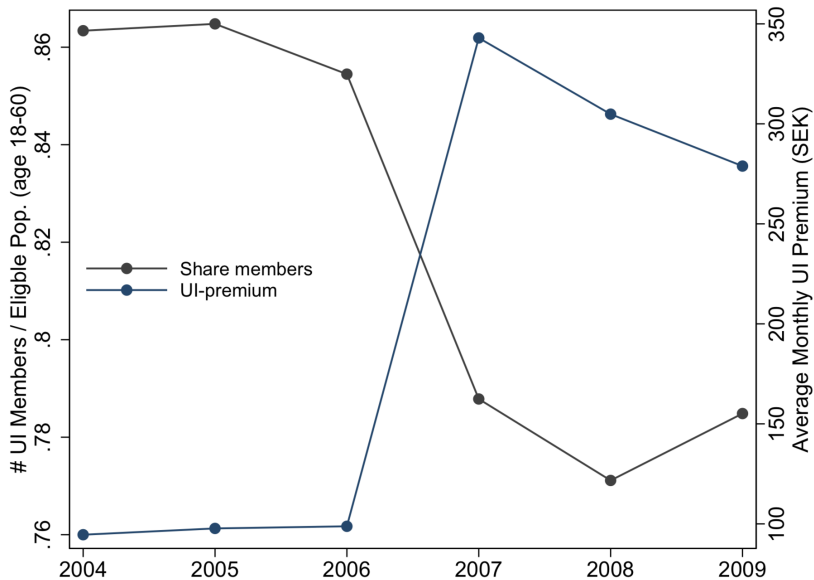
where  $\bar{w} - \tau$  is the after-tax reservation wage.

- Maximizing after tax reservation wage is equivalent to maximizing welfare
- If benefits cause people to forego good jobs, this is:
  - Good because they can get even better future jobs
  - Bad because it might increase taxes
- After-tax reservation wage is the right balance between these two forces
- Issues:
  - No disutility of effort
  - Jobs are more than wages
  - Little data on reservation wages

## Approach #5: Measure WTP Directly

- Sweden has option to purchase UI through one's union
- Exploited by A. Nekoei, Peter Nilsson, David Seim, & Johannes Spinnewijn
  - “Risk-based Selection in Unemployment Insurance: Evidence and Implications”
- 2007 reform changed prices

# 2007 Reform in Sweden



## Approach #5: Measure WTP Directly

- Use estimates to back-out implied WTP
- Find large UI subsidies are optimal
- But full mandate is not optimal
  - Some people don't want insurance and no need to force them to buy
- Very nice paper because it speaks to optimal social insurance using choice variation

- Five approaches yield different estimates
- Approach #1 suggests smaller WTP than approaches 2-3
- Potential explanations:
  - Correlated shocks
  - $u \neq v$
  - Others?
- Suggests higher benefits increase welfare if willing to pay 55% markup for UI
  - But still haven't solved for optimal benefits

- UI papers often go one step further: what is the optimal benefit level,  $b^*$ ?
- Write:

$$\sigma \frac{\Delta c}{c} (b^*) = \frac{\epsilon_{p,b}}{1-p}$$

- Assume  $\epsilon$  is constant with respect to  $b$  (good assumption)
- Need to estimate  $\frac{\Delta c}{c} (b)$ : how does consumption impact vary with benefit level?

$$\frac{\Delta c}{c} (b) = \beta_1 + \beta_2 b$$

- Implies

$$\sigma [\beta_1 + \beta_2 b] = \frac{\epsilon_{p,b}}{1-p}$$

or

$$b^* = \frac{\beta_1 + \frac{1}{\sigma} \frac{\epsilon_{p,b}}{1-p}}{\beta_2}$$

- Gruber (1997) uses simulated instruments to generate variation in benefit levels,  $b$ 
  - Isolate variation in benefits due to policy variation across states
- Estimates:

$$\Delta c = a + \gamma X_i + \beta_1 Unemp + \beta_2 * b_i * Unemp + \epsilon_i$$

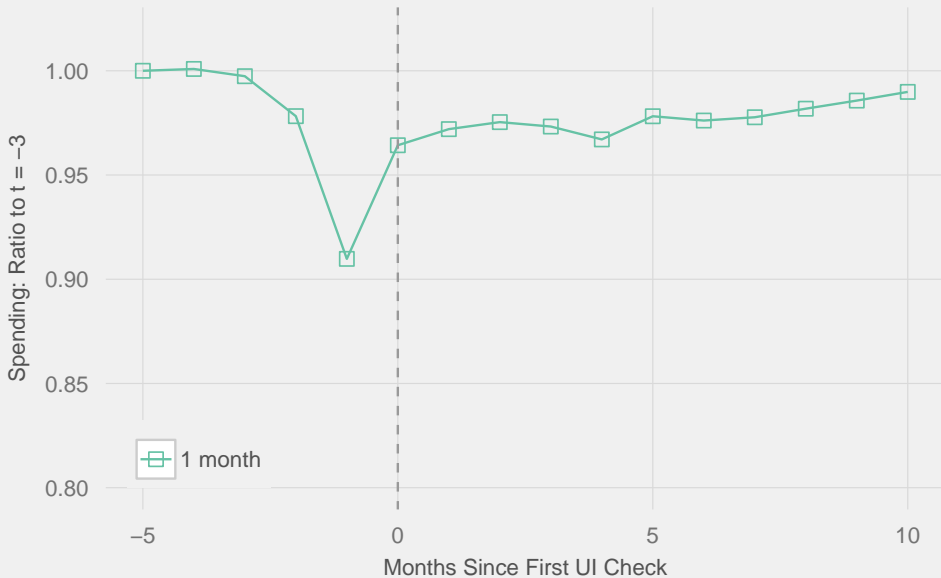
where  $X_i$  are individual characteristics and  $b_i$  is the replacement rate (benefits / wages) for which an individual is ELIGIBLE

- 67% of people take up UI (Blank and Card 1991)
  - Why not use observed UI replacement rate = benefits received / wage?
- Finds  $\beta_3 > 0$  so that UI reduces impact of unemployment on expenditure
  - But suggests optimal  $b^* = 0$  (problematic with  $\epsilon$  constant?)

- So far, talked about “benefits”
- But, benefits has multiple dimensions:
  - Duration of UI
  - Generosity / replacement rate of UI
- Key ingredients: need to know
  - Differential behavioral response to changes in these two dimensions
  - WTP for changing these two margins

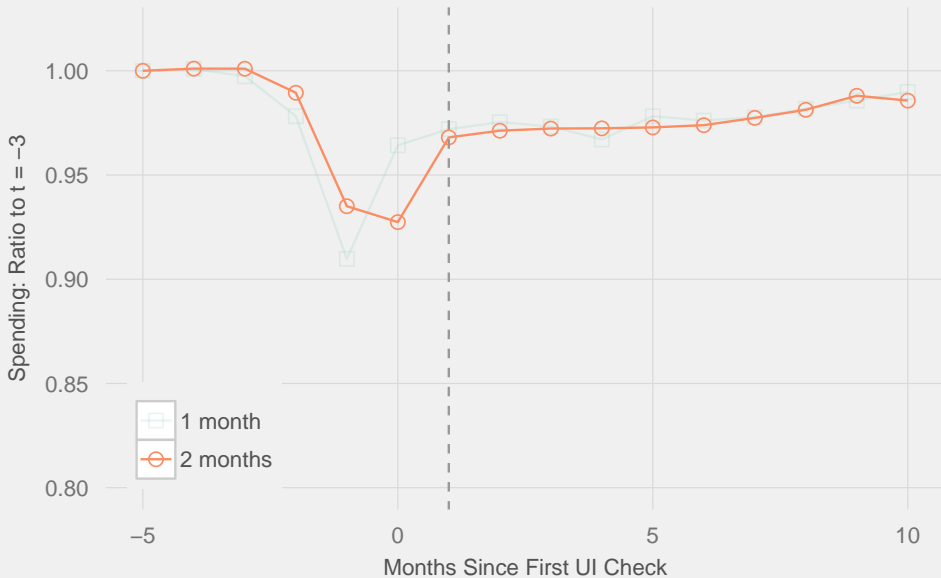
- Ganong and Noel (2016) estimates consumption path throughout UI spell
- Use data from linked account information from major US financial institution
- Define spell from UI deposits
  - Concerns?
- Plot time path of expenditures through UI spell
  - Look at both onset of unemployment and impact of benefit exhaustion

## Spending by Months Unemployed



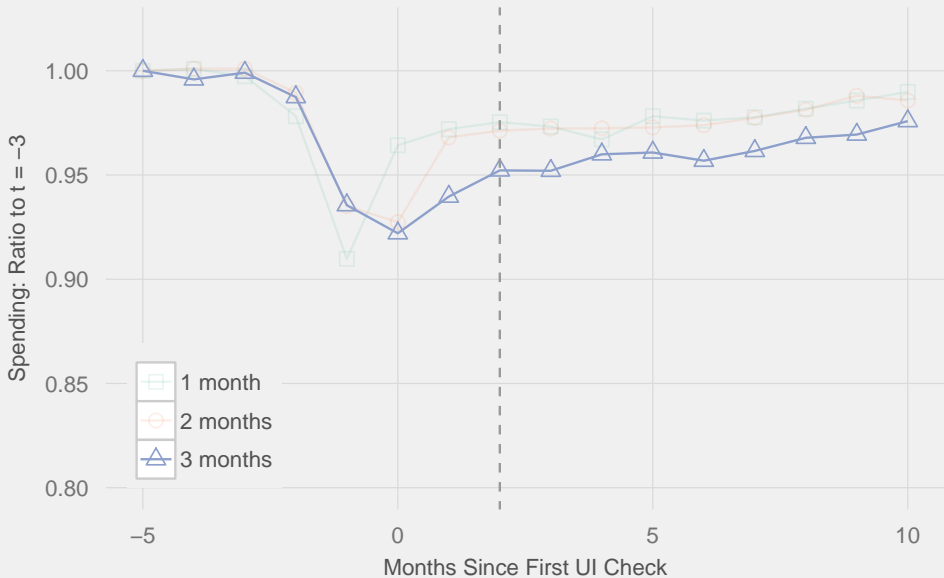
● Source: Ganong and Noel (2016)

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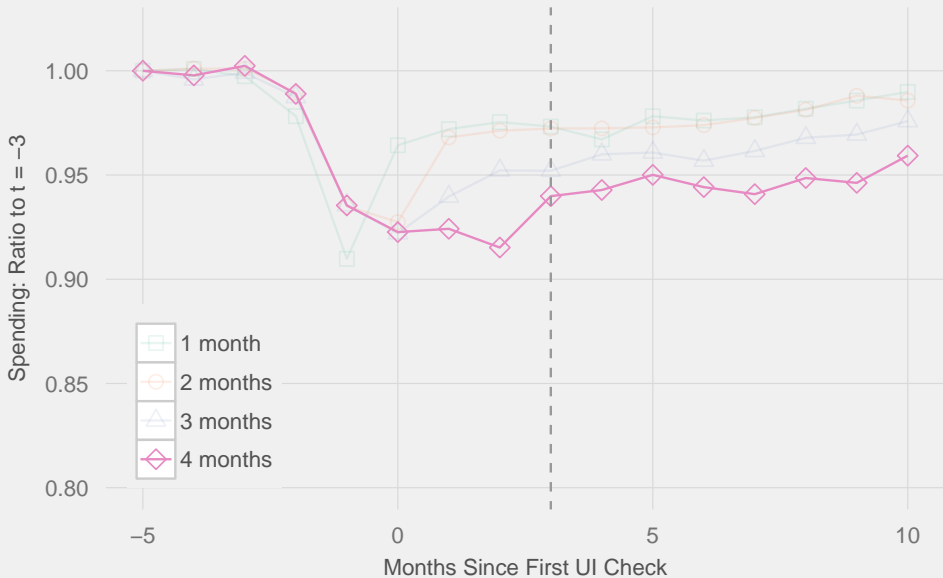
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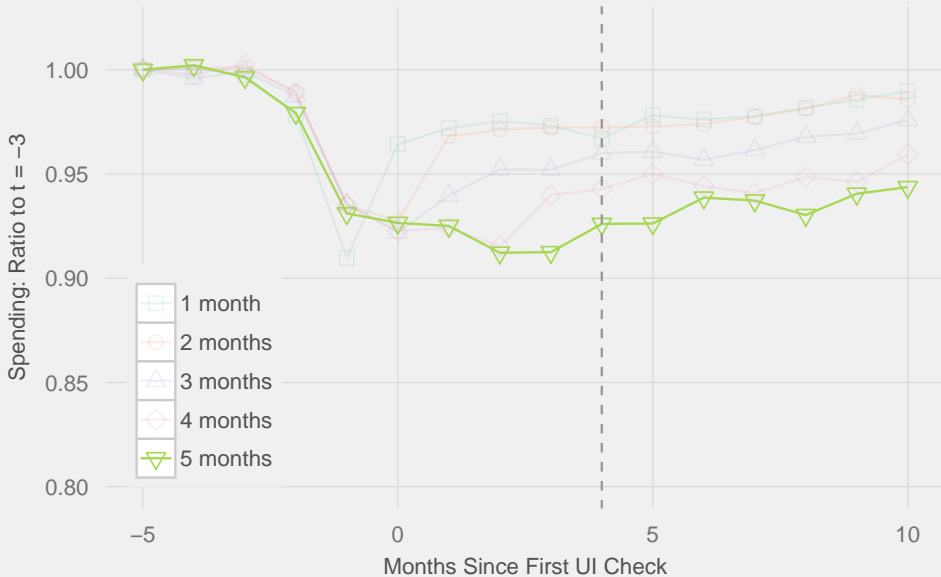
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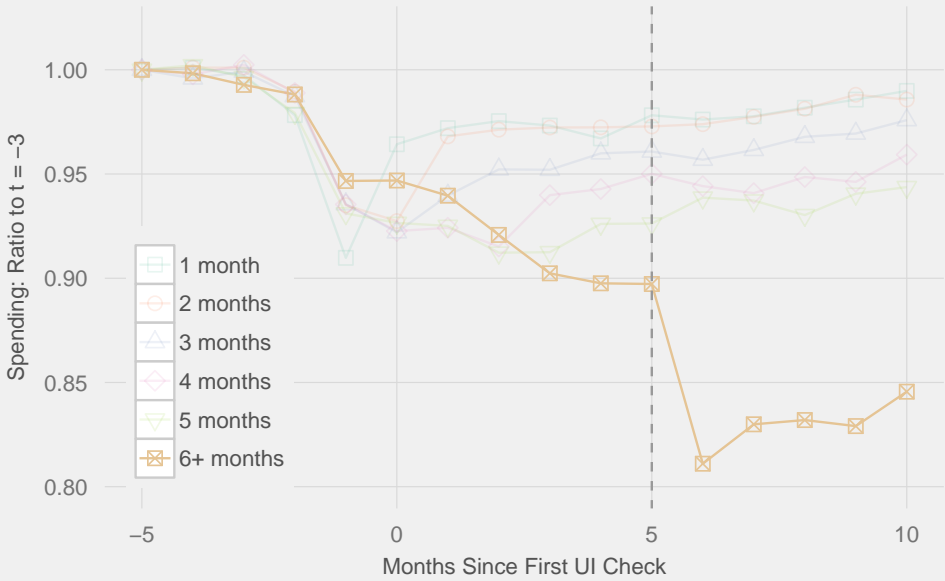
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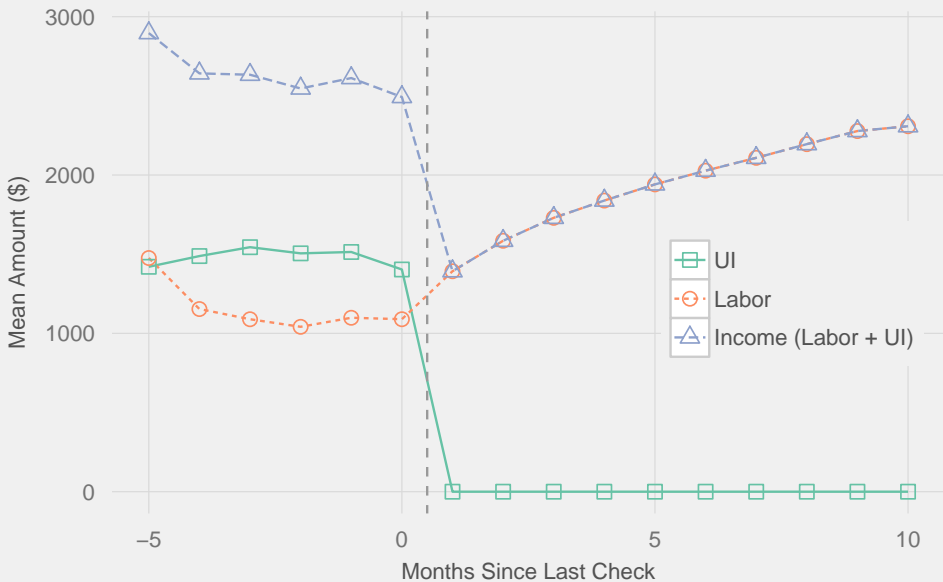
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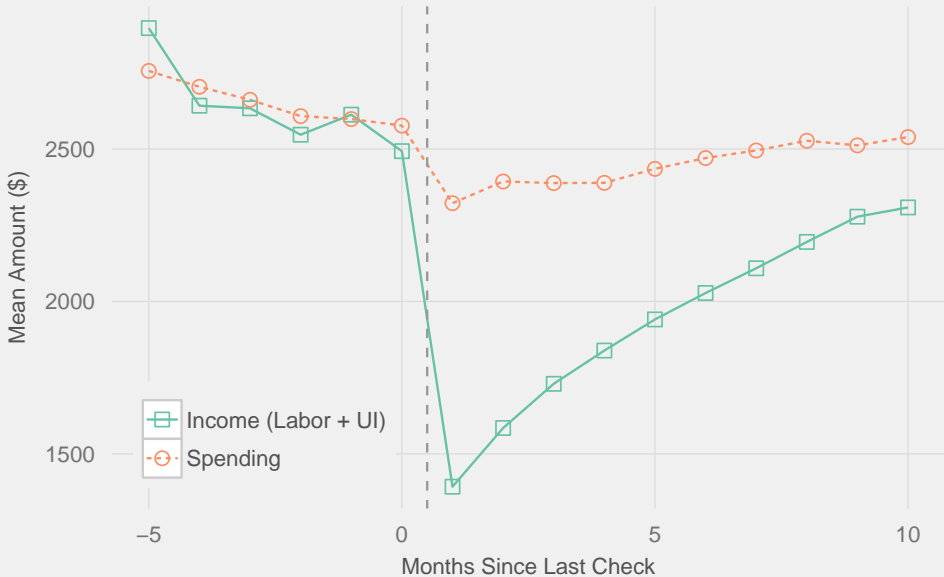
- Expenditure patterns follow duration of unemployment spell
- Strong evidence though of consumption impact at benefit exhaustion

## Income at Benefit Exhaustion



● Source: Ganong and Noel (2016)

## Income and Spending at Benefit Exhaustion

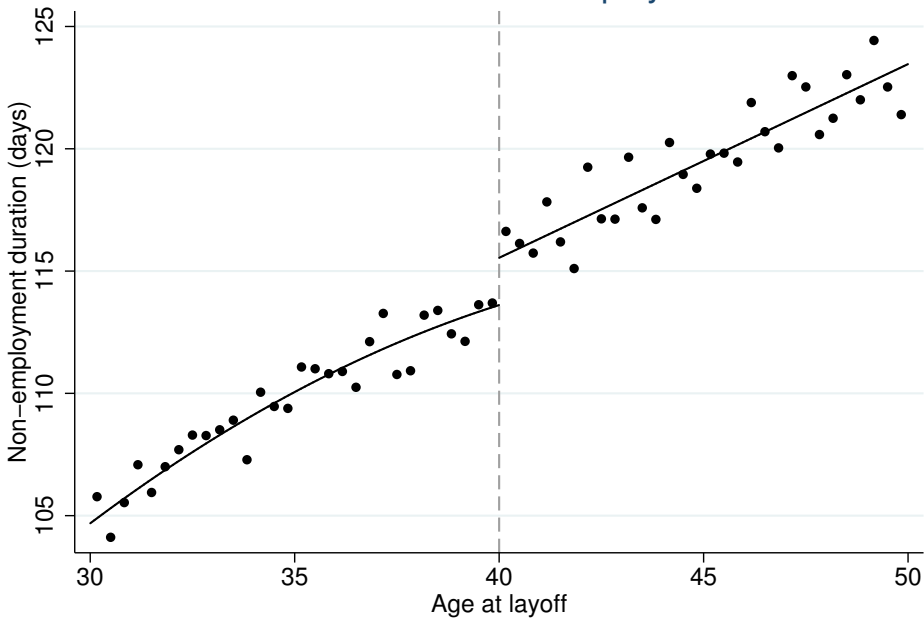


● Source: Ganong and Noel (2016)

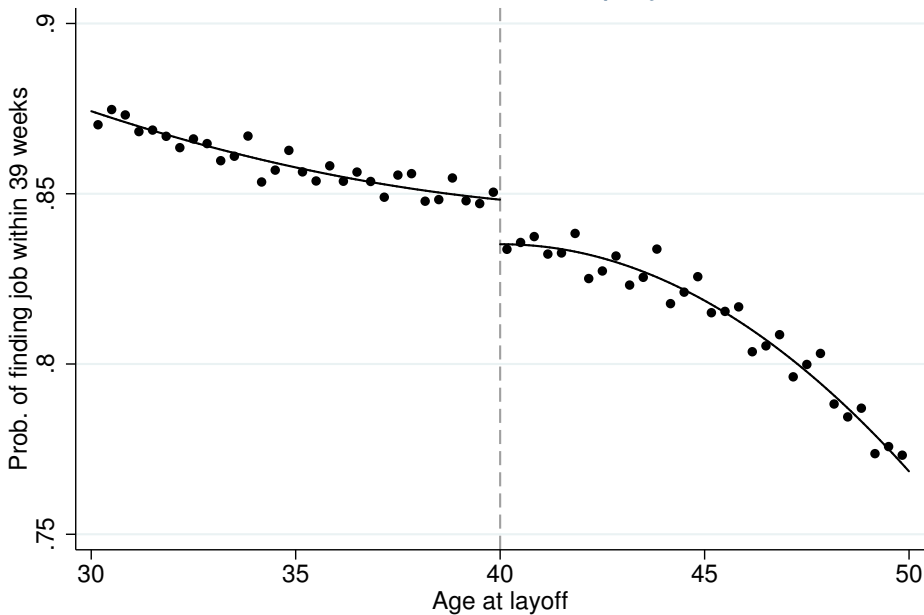
- Consumption drops 11% at benefit exhaustion
  - Should be a known!
- Paper goes on to show traditional models do not do a good job of fitting the data
  - Permanent income model would suggest no drop at exhaustion
  - Hand-to-mouth consumption would suggest greater consumption fluctuations
  - Buffer-stock model doesn't fit because people should accumulate more assets to help smooth the shock
- Question: does consumption drop at exhaustion suggest greater welfare benefit of extending benefits versus higher replacement rate?

- Nekoei and Weber study impact of UI duration on job quality
- Exploit age-based discontinuity in UI rules in Austria
- Identification: Discontinuity at age 40
- Laid-off workers eligible for 39 instead of 30 weeks of UI as age crosses from 40 to 41
  - Implemented on August 1, 1989

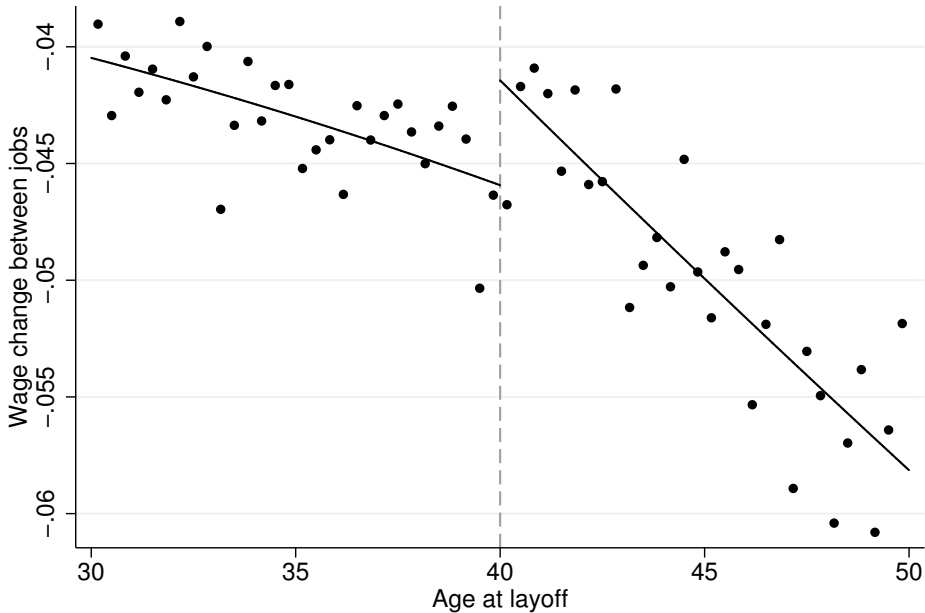
# UI Extension Effect on Non-Employment Duration



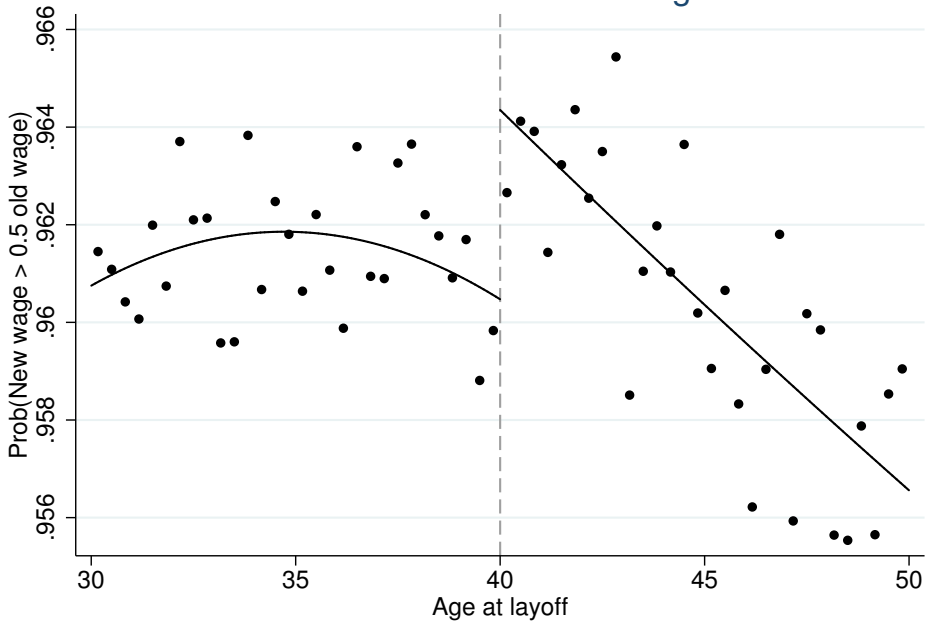
# UI Extension Effect on Non-Employment Duration



## UI Extension Effect on Wages



## UI Extension Effect on Wages



# Effect of UI Extension from 30 to 39 Weeks

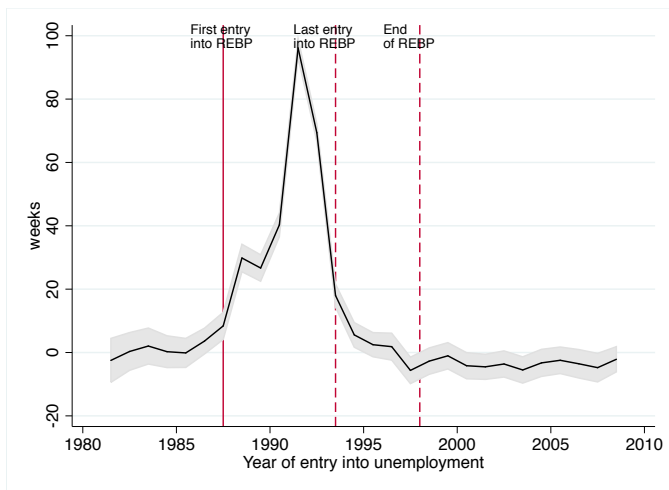
## Discontinuity at age 40

Covariates	Dependent variable			
	Non-employment duration	Find job within 39 weeks	Wage change between jobs	New wage > UI benefit
	(1)	(2)	(3)	(4)
No	1.932*** (0.526)	-0.0131*** (0.00164)	0.00449*** (0.00170)	0.00388*** (0.00105)
Yes	1.898*** (0.466)	-0.0119*** (0.00146)	0.00459*** (0.00146)	0.00386*** (0.00102)
Mean dep. var.	114.7	0.842	-0.0440	0.962
Observations	1,589,178	1,738,787	1,187,476	1,187,476

- Additional UI duration causes significant increase in future wages
  - One of only papers finding that UI helps job match quality
  - Nice use of regression discontinuity design
- Two implications:
  - Benefits of UI?
  - Costs of UI?
    - Significantly changes the FE associated with UI?

- Literature generally focused on micro impact of UI on durations
- But, UI can generate search externalities
  - Allowing some workers to remain unemployed helps other workers find jobs
- Lalive, Landais, and Zweimuller (2013) exploit large UI expansion in Austria
  - Provided 209 weeks instead of 52 weeks as long as:
    - Age above 50
    - At least 15 years of continuous work history in past 25 years
    - Reside in particular subsets of regions
    - Unemployment spell began between June 1988 and Aug 1993

Figure 5 : Difference in U duration between REBP and non REBP regions: male 50-54 with more than 15 years of experience



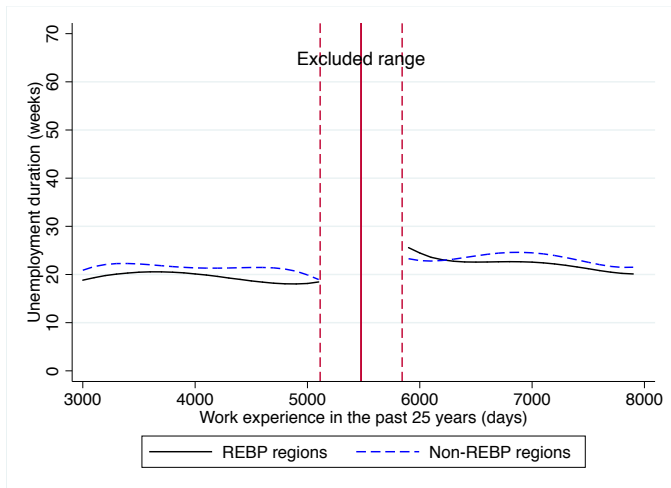
- Lalive, Landais, and Zweimuller (2013)

Figure 6 : Difference in U duration between REBP and non REBP regions: male 50-54 with less than 15 years of experience



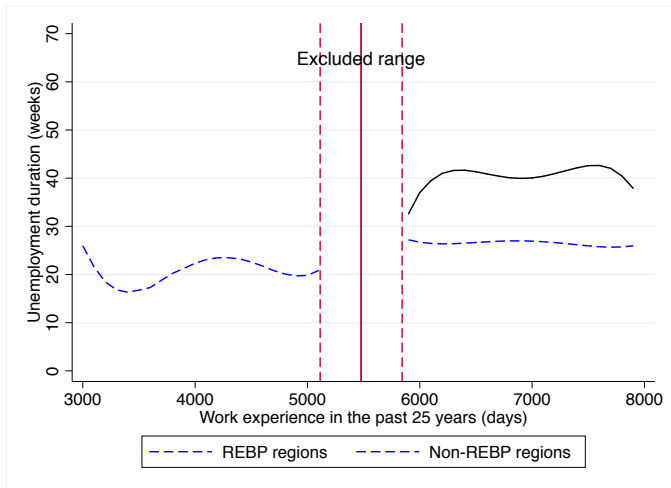
- Lalive, Landais, and Zweimuller (2013)

Figure 7 : Relationship between previous work experience and unemployment duration: male 50-54, **Before and after REBP**



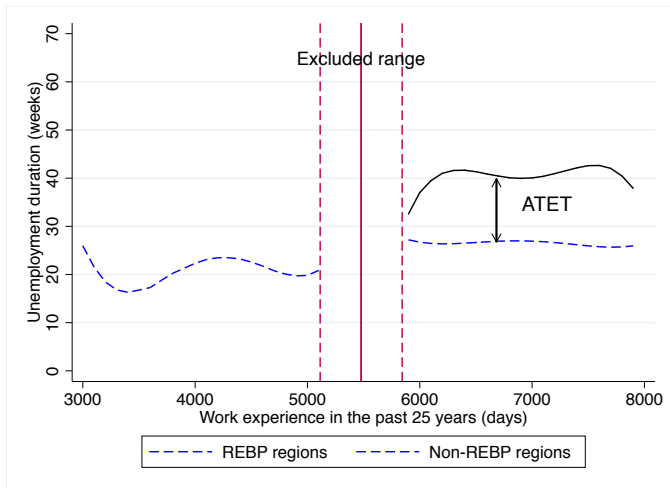
- Lalive, Landais, and Zweimuller (2013)

Figure 7 : Relationship between previous work experience and unemployment duration: male 50-54, **during REBP**



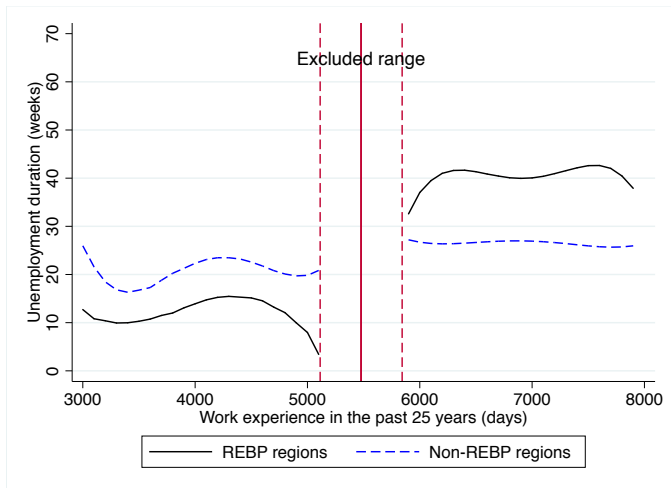
- Lalive, Landais, and Zweimuller (2013)

Figure 7 : Relationship between previous work experience and unemployment duration: male 50-54, **during REBP**



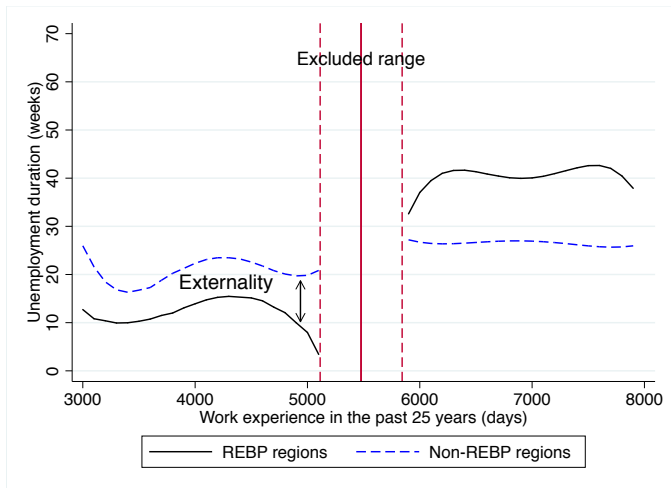
- Lalive, Landais, and Zweimuller (2013)

Figure 7 : Relationship between previous work experience and unemployment duration: male 50-54, **during REBP**



- Lalive, Landais, and Zweimuller (2013)

Figure 7 : Relationship between previous work experience and unemployment duration: male 50-54, **during REBP**



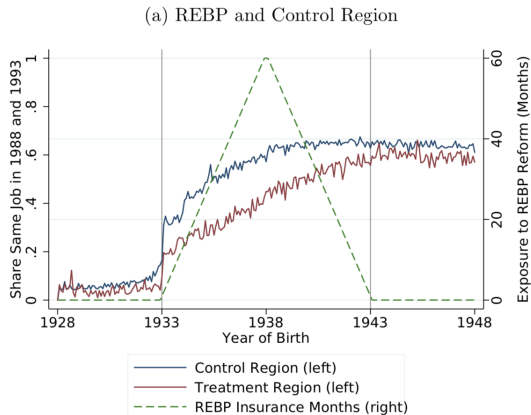
- Lalive, Landais, and Zweimuller (2013)

- Macro effects provide additional rationale for UI
- UI affects non-beneficiaries through search externalities
- Affects optimal UI calculations

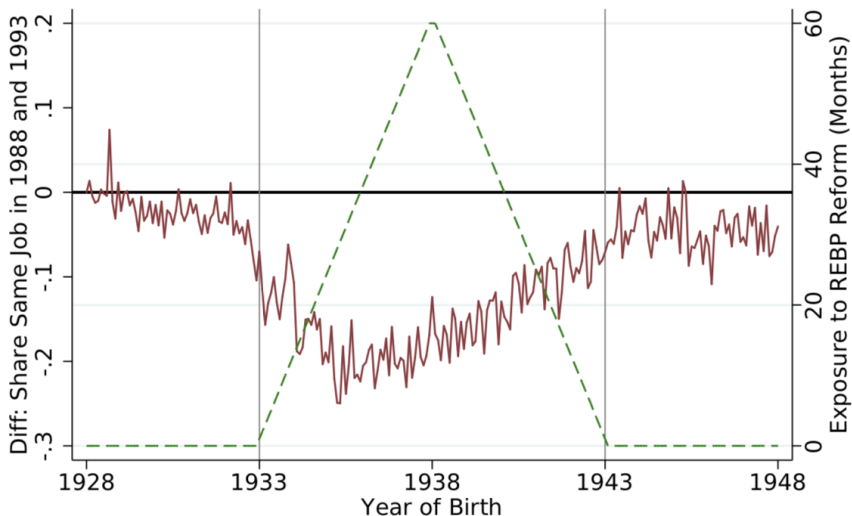
# Does Unemployment Insurance Cause Layoffs/Quits?

- Until this year, very limited evidence on this (see Feldstein 1976)
- Jager, Shoefer, and Zweimuller (2018) exploit variation REBP context to look at worker separations
- Are workers who have higher UI benefits less likely to stay at their firm?

Figure 4: Benefit Extensions and Separations – Share of Workers With Same Job in 1988 and 1993



(b) Difference (REBP - Control Region)



- Large literature studying optimal UI
- Development of “sufficient statistic” approach for welfare analysis
  - Compare costs to benefits
- Evidence suggests
  - consumption expenditure drops upon unemployment (permanently)
  - UI increases duration of unemployment
- Open questions:
  - Role of UI versus curvature in income tax schedule
    - UI for uber drivers?
    - **Verifiability** of unemployment
  - Others?