The Impact of Treasury Supply on Financial Sector Lending and Stability*

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Abstract

We present a theory in which the key driver of short-term debt issued by the financial sector is the portfolio demand for safe and liquid assets by the non-financial sector. This demand drives a premium on safe and liquid assets that the financial sector exploits by owning risky and illiquid assets and writing safe and liquid claims against those. The central prediction of the theory is that government debt (in practice this is predominantly Treasuries) should *crowd out* financial sector lending financed by short-term debt. We verify this prediction in U.S. data from 1875-2014. We take a series of approaches to rule our "standard" crowding out via real interest rates and to address potential endogeneity concerns.

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1 Introduction

The financial sector holds longer term risky and illiquid assets that is largely funded by short-term debt. Theoretical models show that this funding structure is fragile and associated with financial crises (Diamond and Dybvig, 1983). Empirical work has shown that periods of high bank credit growth, which is largely funded by short-term debt, increase the likelihood of a financial crisis (Schularick and Taylor, 2012).

Why does short-term debt fund so much of bank lending? The theoretical literature has offered several distinct (but not mutually exclusive) explanations. The agency view of short-term debt, modeled in Calomiris and Kahn (1990) and Diamond and Rajan (1998), is that short-term debt serves as a device to ensure that bank management takes efficient actions. A second view of short-term debt highlights the insurance offered by the government on deposit financing. In this view, articulated prominently by Admati and Hellwig (2013), banks issue short-term debt to take advantage of mispriced deposit insurance and implicit bailout guarantees. A third view of short-term debt emphasizes the special role of banks in creating liquidity. In this view, modeled in Diamond and Dybvig (1983), Gorton and Pennacchi (1990), and Dang, Gorton and Holmstrom (2010), the financial intermediary sector plays an important role in transforming illiquid long-term assets into liquid short-term liabilities that offer non-pecuniary services to the non-financial sector. This paper provides evidence in favor of this third view of banking and short-term debt. We show that investors have a large demand for safe and liquid investments, and that short-term bank debt satisfies this demand. Investors' demand translates into low yields on short-term debt that is safe and liquid. The financial sector supplies such debt by holding positions in other risky assets (loans, securities, etc.) that is funded by short-term debt.

To arrive at these results, we exploit variation in the supply of government securities. In Krishnamurthy and Vissing-Jorgensen (2012) we show that Treasury bonds are "money-like" in many respects. We established this by showing that reductions in the supply of Treasury bonds lower the yield on Treasury bonds relative to corporate securities that are less liquid and more risky than Treasury bonds, controlling for the default component of the corporate securities. That is, Treasury bonds carry a moneyness premium, and this premium is declining in the total supply of Treasury bonds. If financial sector short-term debt is due to demand for safety/liquidity, then Treasury supply should crowd out financial sector short-term debt via effects on the equilibrium prices of safety and liquidity.

Section 2 presents a simple model of banking, where banks own loans and securities and fund these with equity and short-term bank debt. The key assumption of the model is that short-term bank debt and Treasury securities offer non-pecuniary services to households, so that the yields on these assets are lower than that of loans. The theory predicts that increases in Treasury supply will crowd out financial sector lending funded by short-term debt. This is because the reduction in the yield spreads between risky/illiquid loans and safe/liquid assets brought about by an increase in Treasury supply makes it less profitable for banks to take in deposits in order to invest in riskier, less liquid loans. Prior theoretical work, in particular by Holmstrom and Tirole (1998, 2011), has also drawn the connection between the government supply of liquid securities and the private supply of such securities. Holmstrom and Tirole (2011) show that when there is a shortage of government supplied liquid assets, a liquidity premium arises which induces the private sector to invest in projects that generate liquid assets.

To test this prediction, we construct the supply of U.S. government securities over the last 140 years. We define this as the supply of unbacked Treasury issues plus metal-backed Treasury supply, minus foreign official holdings of Treasury securities. By unbacked Treasury bonds we refer to Treasury securities plus Treasury issued currency (which accounts for the pre-Federal Reserve period where the Treasury issued currency) and by metal-backed supply we mean Treasury issues of gold/silver coins and gold/silver certificates. We subtract out foreign official holdings of government securities from this sum since we are interested in the privately held supply of U.S. government issues. We study the relation between government supply and the U.S. financial sector's net supply of short-term debt. The latter variable is the total of all short-term debt issued by the financial sector net of the financial sector's holdings of government securities and short-term assets. This net short-term debt measure by construction equals the amount of long-term lending to the private (i.e. non-government) sector financed by short-term debt. We show that the financial sector's net supply (relative to GDP) is strongly negatively correlated with the government supply (relative to GDP). This result, together with the result in Krishnamurthy and Vissing-Jorgensen (2012) on the impact of Treasury supply on yield spreads between risky/illiquid assets and Treasuries (representing safe/liquid assets), suggests that financial sector short-term debt is special in the same way that government-supplied securites are and that the financial sector issues short-term debt in part to satisfy the special demand for safe/liquid debt. The picture that emerges from the data is that of a financial sector that is active in transforming risky/illiquid loans into liquid/low-risk liabilities, profiting from the spread between these securities.

An obvious concern with our crowding out result (the negative relation between financial sector net short-term debt and government supply) is that it may not be driven by safety/liquidity effects but instead by the "standard" mechanism taught in macro textbooks in which government supply crowds out private capital formation by raising real interest rates. We show that this is unlikely by including a measure of the real interest rate and the capital stock in our regressions and showing that the crowding out of net short-term debt by government supply is robust to including these control variables. Moreover, our model of safety/liquidity-induced crowdout has the unique prediction that the ratio of bank lending to capital should be crowded out by increases in Treasury supply. That is our model predicts changes in the lending against existing capital, and not only changes in the accumulation of new capital. We show that this prediction is borne out in the data.

An equally important issue is that our result may not be causal and instead driven by either omitted variables or reverse causality. US Treasury supply is affected by wars and the business cycle, and these factors may independently affect the financial sector's use of short-term debt and the financial sector's lending to the non-financial sector. For example, the negative relation between short-term debt (or bank lending) and US Treasury supply could be driven by opposing cyclicality of loan demand and the budget deficit. Furthermore, financial sector debt and lending may drive Treasury supply via a banking crisis causing a recession and thus a budget deficit (reverse causality). To address these concerns we take several different approaches.

First, we show that our crowding-out result is unaffected by controlling for recent real GDP growth (and thus the business cycle) and is robust to dropping years following financial crisis where the financial sector contracts and the associated recession causes an increase in government debt.

Second, we isolate two episodes where underlying shocks are unlikely to be correlated with US economic conditions. The first shock we exploit is the large gold inflows into the US during the 1933-1940 period of European political instability. These inflows lead to a large increase in the government supply of liquid and safe assets, and we show, consistent with our model, that they crowd out net short-term bank debt. The second shock we exploit is the dramatic increase in foreign official (i.e. central bank) holdings of Treasuries since the early 1970s. It is hard to think of a story in which the US trade deficits that underlie this build-up of foreign Treasury holdings would also cause an increase in US short-term debt (if anything one would expect the opposite as corporate loan demand in the US would decline as more is produced abroad). We show that this demand shock, which represent a reduction in the remaining supply available to be held by private investors, crowds in net short-term bank debt, consistent with the theoretical prediction of the model.

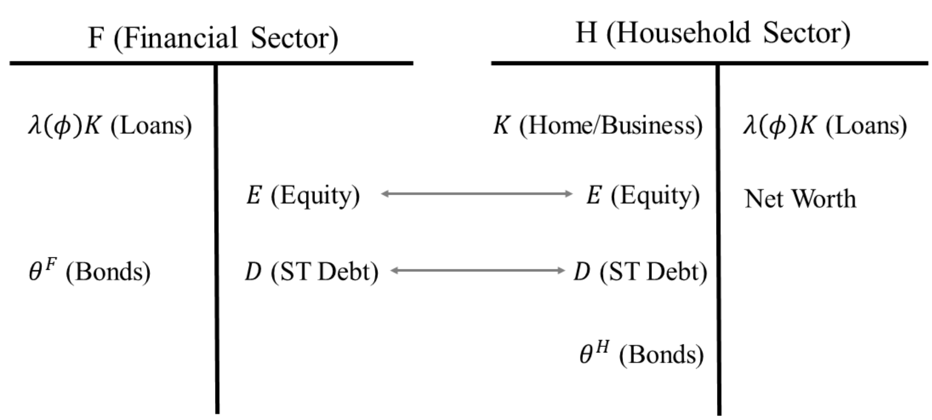
Third, we examine the composition of household expenditures. Our model implies that an increase in government supply reduces the supply of bank lending. In this scenario, the effective cost (where cost includes financing costs) of goods purchased on credit will rise, leading the expenditure share of such goods to fall. We define goods often purchased on credit to be NIPA categories "Durable goods" plus "Housing and Utilities" and test whether the expenditure share for such goods is crowded out by government supply. We examine this prediction using a widely accepted model of household budget shares, Deaton and Muellbauer's (1980) almost linear demand system, and confirm the negative relation between Treasury supply and the expenditure share on credit goods. The attractive feature of studying budget shares (as opposed to simply linking bank balance sheets to government supply) is that omitted variables become much less of an issue when estimating a relation for which there is a standard generally agreed upon framework for which variables should enter as explanatory variables – in this case relative prices and log total real expenditure. This approach resembles that of Rajan and Zingales (1998) who compared the impact of financial development on the relative growth rate of industries who have different dependence on external finance in order to identify the impact of financial development on growth.

The next section of the paper lays out a model for understanding the relations between government supply, private demand for short-term liquid and safe debt, and the private supplies of such debt. We then describe how we empirically measure government supply and how to construct an overall balance sheet for the financial sector going back 140 years. Finally, we present our empirical results linking government supply and private supply. We finish by a discussion of institutional changes over our long sample period.

2 Model

We study an endowment economy with two dates, $t = 0$ and $t = 1$. All financial claims are bought at date 0 and are repaid at date 1. There is no uncertainty and no default. The model has a household sector, a financial sector, and a government. The household sector owns equity and deposits in the financial sector, as well as government bonds. The household sector is endowed with home/business capital. A fraction $\lambda_K < 1$ of this capital can be used as collateral to secure a loan from the financial sector. The financial sector owns long-term Treasury bonds, loans against home/business capital, and short-term Treasury bonds, and is funded by equity and deposits.

The following diagram illustrates the setup which we explain in detail below.



2.1 Government bonds

Both the household and the financial sector own government bonds. Bonds are issued at date 0 and retired at date 1. Proceeds from the issue are transferred lumpsum to the households at date 0 and retired at date 1 using lumpsum taxes on the household sector. Denote the interest rates on these bonds as r_T and the total supply these bonds as Θ. The date 0 transfer to households from bond issuance is

$$T_0 = \frac{\Theta}{1 + r_T} \tag{1}$$

and the date 1 transfer (tax) from retiring the bonds is

$$T_1 = -\Theta \tag{2}$$

The model has only one maturity of bond when in practice there are different maturities of bonds. We return to a discussion of government bond maturity later in this section.

2.2 Households

Households are endowed with K units of a Lucas tree. The tree provides a date 0 dividend of y_0 and date 1 dividend of y_1. The tree also has date 1 terminal value of K (in terms of consumption), so that the endowment in date 1 is $y_1 + K$. In practice, one should think of the tree as corresponding to a home or business. Households are also endowed with one share in the financial sector that pays a liquidating dividend of Π at date 1. Finally, households receive lumpsum transfers/taxes of T_0 and T_1.

Households make an investment decision at date 0. Their investment options include:

- Take on a bank loan at interest rate r_K against collateral of $\lambda_K K$ to receive proceeds of $\frac{\lambda_K K}{1+r_K}$;
- Buy/sell a fraction α of their equity in the financial sector, where the return on equity is $1 + r_E$;
- Buy deposits in the financial sector of D at cost $\frac{1}{1+r_D}$ per unit;
- Buy Treasury bonds, θ^H at cost $\frac{1}{1+r_T}$ per unit.

Households maximize utility

$$u(c_0) + u\left(c_1 + y_1 \times v\left(\frac{S}{y_1}\right)\right) \tag{3}$$

The function $v(\cdot)$ takes as argument the ratio of the market value of bank deposits plus Treasury bonds to the date 1 income from the tree, where,

$$S = D + \theta^H \tag{4}$$

We assume that $v'(\cdot) > 0$ and that $v''(\cdot) < 0$. While we model the debt demand in reduced form, the literature has noted a number of possible rationales for a demand for short-term bank debt and for government debt beyond its simple use for transfering resources to consume later. The money-demand literature motivates a role for checking deposits as a payment medium. The finance literature has motivated a desire for holding a liquid asset to meet unexpected consumption needs of households or unexpected production needs for firms. Krishnamurthy and Vissing-Jorgensen (2012) have shown that there is a demand from investors for "extremely safe" assets (above and beyond what can be rationalized by a CCAPM model) which may be satisfied by short-term financial sector debt as well as Treasury bonds.

The household date 0 budget constraint gives

$$c_0 = y_0 + \alpha \frac{\Pi}{1+r_E} + \frac{\lambda_K K}{1+r_K} - \frac{D}{1+r_D} - \frac{\theta^H}{1+r_T} + T_0 \tag{5}$$

while date 1 consumption is

$$c_1 = y_1 + \Pi(1-\alpha) + K - \lambda_K K + D + \theta^H + T_1 \tag{6}$$

We define

$$s = \frac{S}{y_1} \tag{7}$$

$$C_0 = c_0 \tag{8}$$

$$C_1 = c_1 + y_1 v(s) \tag{9}$$

The FOC for equity investment is

$$1 + r_E = \frac{u'(C_0)}{u'(C_1)} \tag{10}$$

The FOC for the loan against home/business assets is

$$1 + r_K = \frac{u'(C_0)}{u'(C_1)} \tag{11}$$

Clearly, $r_E = r_K$. The return on bank equity and the return on bank loans are the same because there is no risk in the model.

The FOC for households' investment in deposits is

$$(1+r_D)(1+v'(s)) = \frac{u'(C_0)}{u'(C_1)} \tag{12}$$

The term $v'(s)$ reflects the additional value that households place on deposits because they satisfy households' short-term debt demand. The FOC for Treasury bonds is

$$(1+r_T)(1+v'(s)) = \frac{u'(C_0)}{u'(C_1)} \tag{13}$$

Clearly, $r_D = r_T$ because both deposits and Treasury bonds equally satisfy households' debt demand.

We can combine the deposits and loan FOC to find

$$(1+r_D)(1+v'(s)) = 1 + r_K \tag{14}$$

which implies that

$$\frac{r_K - r_D}{1+r_D} = v'(s) \tag{15}$$

Thus a higher equilibrium value of s lowers deposit rates and Treasury rates, relative to the interest rate on loans.

2.3 Financial sector

The model includes a financial sector whose economic function is to make loans to households and to issue deposits, D, to satisfy households' demand for safe/liquid debt. The financial sector equity is owned by the households. One should think of the financial sector as a technology that converts claims against capital (mortgage or business loans) into deposits that are valuable to households. The Modigliani-Miller theorem fails in our model because of the extra value that households assign to deposits (and Treasuries).

The financial sector has a portfolio of loans and government bonds to back the deposits. We assume that the representative bank faces a constraint on deposit issuance:

$$D \leq \lambda_K K + \theta^F \tag{16}$$

That is, a bank can create deposits one-for-one with Treasury bonds but at the haircut $1 - \lambda_K$ against trees. When taking the model to data we interpret $\lambda_K K$ as lending by the financial sector to the private sector, which in practice is mainly banks' corporate loans and mortgage loans. As noted, we assume that only the financial sector has access to this investment technology.

It will be helpful to go through an example to understand a simplifying assumption we have made. In practice, a bank may make an \$80 loan against a home worth \$100 (i.e., 80% loan-to-value ratio). The bank may use this loan to create a mortgage backed security that backs \$60 of a short-term debt asset such as a repo. In this case, the \$100 of the home corresponds to $K = 100$, and the deposit corresponds to $D = 60$. We see in this example that there are two haircuts starting from the \$100 home. There is a 20% ($= 1 - \frac{80}{100}$) haircut on the mortgage loan, and a 25% ($= 1 - \frac{60}{80}$) haircut on the repo loan. In our model, we combine these haircuts so that $1 - \lambda_K$ represents the total haircut in this lending chain. We note that this assumption is without loss of generality. Our model is isomorphic to one where we model both of these haircuts. Intuitively this is because the households own all of the equity in the economy, both the bank equity and the equity in their home. If we approached the model from the planner's perspective, increasing households' home equity and decreasing bank equity, or vice-versa, has no effect on the total amount of deposits created from K of homes. This total number of deposits is the only object of economic value created by the private sector in our endowment model, because households place extra value on these deposits.

We assume that λ_K is a choice variable of the bank. To choose $\lambda_K > 0$ costs $\phi(\lambda_K) \geq 0$ which is paid at date 1. The bank can spend resources to screen, monitor borrowers, etc., in order to create short-term debt up to $\lambda_K K$ of home/business capital, but at cost ϕ. We assume that $\phi(0) = 0, \phi'(0) = 0, \phi'' > 0$ and $\phi'(1) = \infty$, which ensures that $\lambda_K \in [0, 1]$.

At date 0, the representative bank chooses λ_K, θ^F, and D, to generate cash flow to equity holders of

$$\frac{D}{1 + r_D} - \frac{\lambda_K K}{1 + r_K} - \frac{\theta^F}{1 + r_T}. \tag{17}$$

These choices also result in a cash flow to equity holders at date 1 of

$$\lambda_K K + \theta^F - D - \phi(\lambda_K)K \tag{18}$$

Thus the value of bank equity is the present value of the date 0 and date 1 cash flow:

$$\frac{\lambda_K K + \theta^F - D - \phi(\lambda_K)K}{1+r_E} + \left(\frac{D}{1+r_D} - \frac{\lambda_K K}{1+r_K} - \frac{\theta^F}{1+r_T}.\right), \tag{19}$$

Here we have discounted the date 1 cash flow using the return on bank equity of $1+r_E$. The bank maximizes this value, subject to the deposit issuance constraint.

It is easy to verify that as long as $v'(s) > 0$, the bank will always saturate the deposit issuance constraint. Substituting in for D with a binding deposit issuance constraint, we rewrite the bank's objective as,

$$\max_{\lambda_K, \theta^F} \left(\frac{\theta^F}{1+r_D} - \frac{\theta^F}{1+r_T}\right) + \left(\frac{\lambda_K K}{1+r_D} - \frac{\lambda_K K}{1+r_K}\right) - \frac{\phi(\lambda_K)K}{1+r_K} \tag{20}$$

The bank's profits comes from investing in loans and bonds at interest rates higher than the rate the bank pays on deposits.

Note that since $r_D = r_T$ by the households' FOCs, banks are indifferent over their choice of Treasury bonds, θ^F, financed with bank deposits. That is, banks make the same profits for any choice of θ^F financed by deposits. We have earlier also noted that households are indifferent over their own holdings of D versus θ^H. Together these results mean that our model does not pin down θ^F and θ^H. While this may appear problematic, below we show that the robust prediction of our model regards a net debt measure, $D - \theta^F$.

The FOC for λ_K is

$$\phi'(\lambda_K) = \frac{r_K - r_D}{1+r_D} \tag{21}$$

This last expression is central to our analysis. In a model with no special debt demand, $r_K - r_D = 0$, and hence $\lambda_K = 0$ (since $\phi'(0) = 0$). As $r_K - r_D$ rises, λ_K rises. That is, banks respond to a higher spread between loan rates and deposits rates by increasing lending financed by deposits.

2.4 Effects of changes in Treasury supply

We now ask how changes in the supply of Treasury bonds affect equilibrium prices and quantities.

Proposition 1 *An increase in Θ increases s and reduces spreads, $r_K - r_D$ $(= r_K - r_T)$, while decreasing ϕ.*

- *The ratio of bank loans to existing capital, λ_K, decreases in Treasury supply.*
- *Bank loans, $\lambda_K K$, decreases in Treasury supply.*

Proof: The proof is by contradiction. We have that

$$S = D + \theta^H = \lambda_K K + \Theta$$

Suppose that S falls with an increase in Θ. Then the spread $r_K - r_D$ rises. Since λ_K is increasing in the spread, we must have that λ_K rises, which then means that S rises, which is a contradiction. Thus S is increasing in Θ. The statement regarding spreads follows from equation (15). ∎

The decrease in spreads caused by an increase in Treasury supply leads to a decrease in bank lending, $\lambda_K K$, against the existing capital stock K. That is, our model predicts that the ratio of bank-loans to total capital falls with increases in Treasury supply. This is a pure financial crowding-out effect that is unique to our model. It may also be that an increase in Treasury supply reduces capital accumulation, and hence the capital stock (K), through a more standard crowding out effect. This standard crowding out effect would also be present in our model if banks or households had a capital accumulation margin. In such a model a further effect that is special to our setting is that banks/households would increase investment particularly in forms of capital that are good collateral against which to write short-term debt. For example, assets that are common in securitization such as real estate and consumer durables would be especially affected.

It is also important to note that the increase in bank lending is funded by debt. Debt-fueled credit expansions have been a prominent factor in many financial crises, linking our results to concerns regarding financial stability (see Schularick and Taylor, 2012). This observation is clear from the FOC (21). Bank lending is chosen based on the spread between bank loan rates, r_K, and deposit rates, r_D. In our model, the spread between loan rates and the return on equity, $r_K - r_E$, is equal to zero. That is, expanding bank lending is only profitable when funded by debt, because debt is "cheap" since it offers special services to households. If a bank made loans financed purely with money from shareholders, the bank would lose money since $r_K = r_E$ and lending suffers the screening cost of $\phi(\lambda_K) K > 0$.

If we considered our model but with no special services from debt, changes in Treasury supply have no effects on equilibrium prices or quantities. This is the Ricardian benchmark as presented in Barro (2014). Our model is different from Barro's because there is a single representative household in our model. If we modeled heterogeneity along the lines of Barro, than there would be some change in bank debt quantity in response to changes in Treasury supply, but no change in equilibrium prices. We focus on a model where Treasury supply affects quantities via prices because we have elsewhere (Krishnamurthy and Vissing-Jorgensen (2012)) documented price effects of Treasury supply.

To test our model we document the relation between $\lambda_K K$ and Treasury supply. We are particularly interested in lending financed by short-term debt, so we also define the "net short-term debt" of the financial sector defined as

$$\text{Net-ST} = D - \theta^F, \tag{22}$$

and analyze its relation with Treasury supply. Intuitively, the net debt measures strips out the narrow bank component of banking – i.e., deposits backed by Treasury holdings – leaving the deposits used to fund loans, which is the object of interest for our model. Algebraically, since bank assets equal liabilities

$$\lambda_K K + \theta^F = E + D.$$

Subtracting Treasury holdings from both sides we are left with

$$\text{Net-ST} = \lambda_K K - E \tag{23}$$

The net short-term debt measure picks up loans funded by short-term debt (deposits). We summarize as follows:

Proposition 2 *An increase in Θ decreases loans funded by short-term debt, Net-ST.*

Proof: $\text{Net-ST} = D - \theta^F = \lambda_K K$ which is decreasing in Θ. ∎

2.5 Bank portfolio substitution and household debt substitution

The main prediction of the model we take to the data is Proposition 2's statement that an increase in Treasury supply reduces the amount of bank lending funded by short-term debt. We provide support for this prediction. We will also document the mechanisms through which the banking sector balance sheet adjusts to changes in Treasury supply.

Bank and household Treasury holdings are indeterminate in our model because households view Treasury bonds and deposits as perfect substitutes and banks can use Treasury bonds to back deposits one-for-one. Our model has unambiguous predictions for the net short-term debt variable, but does not have clear predictions for the equilibrium quantity of deposits. Nevertheless it is interesting to understand in the data how changes in Treasury supply affect bank balance sheets.

Conceptually, there are two ways that changes in Treasury supply could affect the banking sectors' lending funded by short-term debt. First, consider the bank deposit constraint, $D = \lambda_K K + \theta^F$. Consider an extreme case where D is fixed and banks absorb the fluctuations in Treasury supply by changing θ^F. Then an increase in bank Treasury holdings must lead to a fall in $\lambda_K K$. We refer to this as a "bank portfolio substitution effect." Note that under the bank portfolio substitution effect, the net short-term debt variable falls as θ^F rises with D remaining unchanged.[1]

Second, consider another extreme situation where the increase in Treasury supply is fully absorbed by the households. In this case, households will decrease their demand for bank deposits at every interest rate,

[1] In the model, households will increase their deposit holdings (D), since we know that S rises with increases in Θ. They receive a transfer from the government from the sale of government bonds to reduce loans $\lambda_K K$ and to hold as deposits.

which will lead to a decrease in the equilibrium value of D. Banks will then reduce lending, $\lambda_K K$, given that there are less bank deposits that need backing. We refer to this as a "household debt substitution effect."

Finally, note that the bank portfolio substitution effect leads to a positive relation between Treasury supply and D, while the household substitution effect leads to a negative relation between short-term Treasury supply and D. Regardless of these opposing effects, it is always the case that Net-ST falls with increases in Treasury supply.

2.6 Extension: Short and long-term Treasury bonds

We have lumped together short and long-term Treasury bonds, so that our model has little to say about the separate effects of changes in the supply of short and long-term Treasury bonds on equilibrium. In this section we consider an extension of the model to clarify such effects.

We assume that household utility is

$$u(c_0) + u\left(c_1 + y_1 \times v\left(\frac{S}{y_1}\right) + y_1 \times \mu\left(\frac{\theta^H_{LT}}{y_1}\right)\right) \tag{24}$$

where

$$S = D + \theta^H_{ST}.$$

That is, only short-term Treasury debt (θ^H_{ST}) and bank deposits satisfies the short-term debt demand of households. We include a new term, $\mu(\cdot)$, which assigns a special value to holdings of long-term Treasury bonds, θ^H_{LT}. This function can be motivated as in Krishnamurthy and Vissing-Jorgensen (2012) as capturing households desire for safe long-term store of value. Note that we assume that banks cannot issue long-term bonds to satisfy households demand for a long-term store of value, as in Stein (2012).

We modify the bank's liquidity constraint to

$$D \leq \lambda_K K + \theta^F_{ST} + \theta^F_{LT} \tag{25}$$

so that banks can write deposits using backing of both short and long-term Treasury bonds. In practice, it is likely that short-term Treasury bonds are better collateral than long-term Treasury bonds, because of their lower price risk and higher liquidity. However, such differences are quantitatively small. For example, Krishnamurthy (2010) notes that repo market haircuts on long-term Treasury bonds are 5% while they are closer to 2% on short-term bonds. That is, the differences are quantitatively small and including them in our model is unlikely to alter our conclusions.

Rather than resolving agents' decisions problems and deriving equilibrium, it is easier to focus on deriving the equilibrium as the solution to the planner's problem. That is, given that there are no externalities present, this solution will give the competitive equilibrium (this is easy to verify). Given that the only resource cost is $\phi(\lambda_K) K$ to be paid at date 1, we know that

$$C_0 = y_0 \tag{26}$$

$$C_1 = y_1 + K - \phi(\lambda_K) K \tag{27}$$

$$S = \lambda_K K + \Theta_{ST} + \theta_{LT}^F \tag{28}$$

where $\Theta_{ST} = \theta_{ST}^F + \theta_{ST}^H$ is the total supply of short-term Treasuries. The planner solves

$$\max_{\lambda_K, \theta_{LT}^F} u(C_0) + u\left(C_1 + y_1 v\left(\frac{S}{y_1}\right) + y_1 \mu\left(\frac{\theta_{LT}^H}{y_1}\right)\right) \tag{29}$$

Only the second term is relevant to this optimization. We rewrite, substituting in from equations (26) and (28), to find:

$$\max_{\lambda_K, \theta_{LT}^F} y_1 v\left(\frac{\lambda_K K + \Theta_{ST} + \theta_{LT}^F}{y_1}\right) + y_1 \mu\left(\frac{\Theta_{LT} - \theta_{LT}^F}{y_1}\right) - \phi(\lambda_K) K. \tag{30}$$

This gives a pair of first order conditions,

$$v'(s) = \phi'(\lambda_K) \tag{31}$$

and,

$$v'(s) = \mu'(\theta_{LT}^H / y_1). \tag{32}$$

The first of these conditions is the same as in our basic model. That is, since $v'(s) = \frac{r_K - r_D}{1 + r_D}$, we recover exactly the same FOC as earlier. The second determines household holdings of long-term Treasury bonds, θ_{LT}^H, and thus bank holdings of long-term Treasury bonds $\theta_{LT}^F = \Theta_{LT} - \theta_{LT}^H$, where Θ_{LT} is the total supply of long-term Treasuries.

An increase in Θ_{LT} increases both household and bank holdings of long-term Treasury bonds, since households value these bonds for their long-term safety and banks value them because they serve as backing to increase deposits that households value. Only the increase in bank holdings of Treasury bonds translates to an increase in S via the banks deposit issuance constraint. Thus, an increase in Θ_{ST} increases S by more than an equal sized increase in Θ_{LT}. It follows that $v'(s)$ (or, $\frac{r_K - r_D}{1 + r_D}$) falls more with an increase in Θ_{ST} than an increase in Θ_{LT}. This implies that $\lambda_K K$, and hence bank lending funded by net short-term debt, falls more with an increase in Θ_{ST} than an increase in Θ_{LT}. We will examine this differential crowding-out prediction in the data, although (as we will explain) it is empirically hard to sort out this maturity effect in the data as we lack exogenous variation in the government's choice of Treasury maturity structure.

2.7 Extension: Transaction demand for money

There is an extensive literature examining the transaction demand for money, where money includes non-interest bearing deposits (checking deposits) at banks (e.g., see Goldfeld and Sichel, 1990). Our analysis has been silent on any transactions demand for bank deposits. We now extend our basic model to include transaction demand services from checking accounts. We show that the predictions of the basic model carry over in the extended model. That is, our analysis has not been limited by omitting standard money demand considerations.

Suppose that household utility is

$$u\left(c_0 + y_0 \times \psi\left(\frac{M}{y_0}\right)\right) + u\left(c_1 + y_1 \times v\left(\frac{S}{y_1}\right)\right) \tag{33}$$

Here, M is checkable deposits, while $\psi(\cdot)$ are transaction services from checkable deposits. The S and $v(\cdot)$ are the aggregate and the debt demand function of the basic model. Denote NTD as non-transaction deposits, so that

$$S = M + NTD + \theta^H. \tag{34}$$

Consider the household problem first. The FOC for NTD is the same as that of D from earlier:

$$(1 + r_D)(1 + v'(s)) = \frac{u'(C_0)}{u'(C_1)} \tag{35}$$

This is because at the margin a time deposit pays interest of r_D and provides special services of $v'(s)$. Transaction deposits pay no interest. The FOC for transaction deposits gives

$$\frac{1 + v'(s)}{1 - \psi'(m)} = \frac{u'(C_0)}{u'(C_1)} \tag{36}$$

where $m = M/y_0$. Combining the above two expressions we find

$$\psi'(m) = \frac{r_D}{1 + r_D} \tag{37}$$

The opportunity cost of holding a checking deposit is to forego interest at the time deposit rate of r_D. The benefit of holding transaction deposits is $\psi'(m)$. We rewrite this expression as

$$m = \psi'^{-1}\left(\frac{r_D}{1 + r_D}\right) \tag{38}$$

which is a standard transaction money demand function.

We next turn to the bank problem. The bank faces the deposit backing constraint on overall deposits

$$M + NTD \leq \lambda_K K + \theta^F. \tag{39}$$

The bank solves,

$$\max_{\lambda_K} \frac{\lambda_K K + \theta^F - M - NTD - \phi(\lambda_K)K}{1 + r_E} - \left(\frac{\lambda_K K}{1 + r_K} + \frac{\theta^F}{1 + r_T} - \frac{NTD}{1 + r_D} - M\right), \tag{40}$$

where the last term indicates that transaction deposits pay no interest.

We assume that banks have a local monopoly on transaction deposits and that these deposits are required to pay zero interest. This implies that the volume of transaction deposits is demand determined, $m = \psi'^{-1}(r_D/(1+r_D))$. Since a bank is a price taker (r_D is taken as given), from the bank's perspective m is a constant. As a result, the FOC for the bank in choosing ϕ is exactly the same as before:

$$\phi'(\lambda_K) = \frac{r_K - r_D}{1 + r_D} \tag{41}$$

Thus, the predictions of the model under Proposition 1 and 2 are unaffected by transaction deposit considerations. Intuitively this is true because a transaction deposit is inframarginal. Increasing λ_K allows at the margin for more deposits which pay interest rate r_D, which then allows the bank to capture a profit $r_K - r_D$ on the intermediation service.

3 Empirical framework

We present evidence consistent with Propositions 1 and 2, showing a robust negative correlation between Treasury supply and net short-term debt. We also show evidence consistent with both the bank asset substitution and household debt substitution effects. Proposition 1 also predicts that increases in Treasury supply reduce the spreads on long-term Treasury bonds, $r_\phi - r_{LT}$, and the spreads on short-term Treasury bonds, $r_\phi - r_{ST}$, and short-term private safe/liquid debt, $r_\phi - r_D$. Evidence for the spread relations is presented in Krishnamurthy and Vissing-Jorgensen (2012) (see Table 1 and Table 2). Thus, we will focus on testing the quantity predictions regarding bank lending.

We acknowledge at the outset an important shortcoming of our empirical approach: we lack instruments for Treasury supply. While we present a number of approaches to rule out alternative explanations for our results, we cannot definitively rule omitted variables or reverse causality concerns. Following an earlier version of this paper, Greenwood, Hanson, Stein (2014) have proposed an instrument for short-term Treasury supply. They exploit high-frequency variation in T-bill supply caused by the Federal tax calendar which leads to peaks in issuance of T-bills leading up to tax deadlines in mid-March, April, June, September and December. They provide empirical evidence that T-bill supply affects the yield-discount on short-Treasuries. Consistent with that, they show that quantities of financial commercial paper (which is all short-term, typically less than 8 weeks) are crowded out by T-bill supply, over the period since 1952. They focus on financial commercial paper because it is plausibly the easiest for the financial sector to adjust at a high frequency. While they have a convincing instrument for high-frequency fluctuations in T-bill supply, they do not have an instrument for the lower-frequency movements which we focus on here and do not have an instrument for non-bills supply.

We study the period from 1875-2014, which is the longest time span for which we can construct reliable time series for our main variables of interest. The next section explains our data definition of government debt and its short and long components. Section 3.2 explains our empirical framework for constructing the financial sector's balance sheet and mapping it to the concepts in the model.

3.1 Defining government debt supply

We are interested in the government's supply of safe and liquid assets, Θ. We divide this quantity by GDP in order to scale it by the size of the U.S. economy. Our definition of government supply is as follows, with explanations given below the definition.

$$\begin{aligned}
& \text{Government supply/GDP} \\
= \; & \text{(Treasury supply-Foreign official Treasury holdings)/GDP} \\
= \; & \text{(Treasury unbacked supply-Foreign official Treasury holdings)/GDP} \\
& \text{+(Treasury metal-backed supply)/GDP}
\end{aligned}$$

where

$$\begin{aligned}
& \text{Treasury unbacked supply} \\
= \; & \text{Treasury securities (bills, bonds, notes, certificates, savings bonds)} \\
& \text{+Currency issued by the Treasury}
\end{aligned}$$

$$\begin{aligned}
& \text{Treasury metal-backed supply} \\
= \; & \text{Gold and silver coin+Gold and silver certificates+Treasury notes of 1890.}
\end{aligned}$$

The majority of Treasury supply under the above definition comes from Treasury securities (which one could equivalently refer to as tax-backed Treasury supply). Currency issued by the Treasury refers to United States notes (often called Greenbacks) which were fiat money issued in the 1860s to finance the Civil War, along with fractional currency (also fiat money issued in the 1860s and 1870s). Treasury metal-backed supply refers to gold and silver coins minted by the U.S. Mint for the Treasury. Gold and silver certificates and Treasury notes of 1890 are Treasury-issued currency, backed by equivalent holdings of gold and silver by the Treasury. In including metal-backed supply we implicitly assume that the coin and certificates represent a net addition to the economy-wide supply of safe and liquid assets, i.e. that the gold and silver that backs the coin and certificates could not be used with equal safety or liquidity in place of coin or certificates had the Treasury not issued these.[2] We account for the metal-backed supply for completeness but including it does not substantially affect any of our results.

[2] This would be the case if, for example, privately produced gold or silver coins or certificates would be less trustworthy due to concerns of their actual metal content or due to concerns about counterfeiting of any private certificates.

Importantly, in both Treasury unbacked supply and Treasury metal-backed supply, we include amounts held by the Federal Reserve. When the Federal Reserve issues Federal Reserve currency and reserves, it backs these with its holdings of Treasury unbacked supply (Fed holdings of Treasury securities) and Treasury metal-backed supply (Fed holdings of gold coin and gold certificates). By including Fed holdings of Treasury unbacked and metal backed supply in our government supply measure, and not adding in Fed-issued currency or reserves, we are thus effectively considering the Fed as having a net zero impact on the supply of safe and liquid assets in the sense that the Fed supplies an equal amount of safe and liquid assets as it uses to back these assets. During the period of quantitative easing following the financial crisis, the Fed has issued large amounts of reserves to fund purchases of not only Treasuries but also mortgage-backed securities and agency debt. This is likely not net zero in terms of its impact on the overall amount of safe and liquid assets available for private investors. Our results are not materially affect by excluding the period from 2008-2014.

Our data sources for implementing the above government supply variable are as follows. We obtain data on Treasury unbacked supply and on GDP for 1875-2012 from Henning Bohn's web page. Bohn's debt series which for the early years comes from Historical Statistics of the United States, includes United States notes and fractional currency. The series is at book (principal) value and refers to publicly held debt (i.e. it excludes intra-governmental holdings, but includes Fed holdings). We update the series to 2014 using data on debt from the Monthly Statement of the Public Debt and on GDP from NIPA Table 1.1.5. For 1926-2014 it is possible to adjust the Debt/GDP series by a market/book adjustment using data from the CRSP bond database as done in Krishnamurthy and Vissing-Jorgensen (2012). This make very little difference to our results. Therefore, since we cannot make this adjustment prior to 1926 we use the book-value series for Treasury unbacked supply throughout.

A dramatic shock to the amount of Treasury supply available for investment by the private sector occurs with the increase in foreign official holdings of Treasuries in the early 1970s. While foreigners official holders held around 1 percent of Treasuries in 1952 they hold about 1/3 of Treasuries in recent years. We are interested in the amount of Treasuries to be held by private U.S. and private foreign investors (households or banks) and therefore subtract foreign official Treasury holdings. Treasury purchases by foreign official holders represent a reduction in the overall government supply of safe and liquid dollar-denominated assets (accounting for both U.S. and foreign governments, including foreign central banks) available for the private sector to hold.

We obtain data on foreign official Treasury holdings from 1952 onward from the Financial Accounts, Table L.106 line 10. From 1945-1951 we obtain data from the annual data available in the Financial Accounts, Table L.106 for those years.[3] We set foreign Treasury holdings to zero prior to this, since the number listed

[3] After the June 2014 release the Financial Accounts no longer split foreign Treasury holdings into private and official. We assume the split is the same in Q3 of 2014 as it was in Q1 of 2014.

for all foreign Treasury holdings in Historical Statistics of the United States, Colonial Times to 1970, Series U-39 is close to zero in 1940 and zero before that.

For 1875 to 1951 we measure metal-backed supply as the holdings of gold and silver coin and certificates outside the Treasury and the Fed (using data from Banking and Monetary Statistics 1914-1941 Table 109, and Banking and Monetary Statistics 1941-1971 Table 11.1), plus Fed holdings of gold coin and certificates (using data from Banking and Monetary Statistics 1914-1941 Table 85, and Banking and Monetary Statistics 1941-1971 Table 9.1). From 1952 onward we assume that holdings of gold and silver coin and certificates outside the Treasury and the Fed are negligible (as they are in 1951) and measure metal-backed supply as Fed holdings of gold coin and certificates from Financial Accounts Table L.108 line 2 (U.S. official reserve assets).

Figure 1 shows the three ingredients to our government supply series, Treasury unbacked supply, Treasury metal-backed supply and foreign official Treasury holdings, all scaled by U.S. GDP. The Treasury unbacked supply/GDP is what is commonly called Debt/GDP. Our goverment supply series tracks this series fairly closely, but the adjustments for metal-backed supply are substantial in the early and middle part of our sample and the adjustment for foreign official Treasury holdings is large in the last few decades of the sample.

3.2 Constructing an overall balance sheet for the U.S. financial sector

Defining the financial sector:

The financial sector is increasingly complex, extending far beyond just commercial banks. We need to construct a comprehensive framework to capture all parts of the financial sector including the shadow banking system. Conceptually, in our model F refers to any institution who is a supplier of short-term debt backed by loans and government bonds. We include all parts of the financial sector that have substantial fractions of their funding from short-term debt.

For 1952-2014, we start from the list of sectors included in the category "Financial Business" in the Financial Accounts. We include all parts of the private financial sector that have substantial fractions of their funding from short-term debt financing. For financial stability, the sectors financed mainly with equity or with long-term debt are likely less of a concern than sectors financed mainly with short-term debt. This inclusion rule leads to the following sectors: U.S.-Chartered Depository Institutions, Foreign Banking Offices in U.S., Banks in U.S.-Affiliated Areas, Credit Unions, Money Market Mutual Funds, Issuers of Asset-Backed Securities, Finance Companies, Mortgage Real Estate Investment Trusts, Security Brokers and Dealers, Holding Companies, Funding Corporations. In terms of which sectors we do not include, the list is as follows. We drop the Federal Reserve since we consider it part of the government and it is accounted for in our construction of government supply. We drop the following sectors because they do not have substantial amounts of short-term debt finance: Insurance companies (property-casualty and life insurance companies), pension funds (private and public), mutual funds (these are separate from money market mutual funds which we include), closed-end funds and exchange-traded funds, GSEs, agency-and GSE-Backed Mortgage Pools, and equity REITs.[4] The data appendix provides table and release information for the Financial Accounts and explains how to implement this financial sector construct in pre-1952 period.

Accounting for cross-holdings within the financial sector:

In the model, the bank deposits (D) are contracts written between households and the financial sector. In the world, the existence of an various types of interbank markets means that Fs also write safe/liquid claims with each other. It is well understood that there are chains of liquid/safe assets and liabilities that Fs write with each other that arise in the interbank market, the repo market, etc. Our model has nothing to say about the amount of these interbank claims so that it would be inappropriate to include the amount of interbank claims in our measure of net short-term debt. Interbank claims net to zero within the banking system (aside from data issues). We address interbank claims by constructing, for each financial instrument, both the total asset and the total liabilities of the financial sector and then working with the net holdings of that financial instrument. We then sort instruments into those that are net assets and those that are net liabilities for the financial sector, based on averages from 1875-2014 of the ratio (Assets-Liabilities)/GDP. By subtracting out cross-holdings within the financial sector, our reported measure of the size of the financial sector will be smaller than what the raw dollar value of the sum of the assets (or liabilities) of the financial sector would suggest. It is possible that systemic risk is generated by cross-holdings, but we leave that for future work, focusing here on the mismatch between the safety and liquidity characteristics of the financial sector's assets and of its liabilities.

Finally, note that we are unable to use an aggregated balance sheet for the non-financial sector such as L.100 plus L. 101 in the Financial Accounts because we need to deal with these netting issues. In the L.100 and L.101 balance sheets, the non-financial sector is credited with a substantial number of money market fund shares. However, money market funds are a perfect example of the netting issues. These funds typically hold short-term debt claims against other parts of the financial sector (including bank certificates of deposits and repurchase agreements) as well as large amounts of Treasury securities, so that they are not net providers of safe/liquid debt to the non-financial sector.

Defining categories of financial instruments:

We classify the instruments that appear as an asset and/or a liability of one or more parts of the financial sector into 27 categories (this is after grouping some similar subcategories together). We list the 27 categories in Table 1. The data appendix provide additional detail on the categories that are not self-explanatory.

[4] We have considered studying crowd-out of long-term debt financed lending. However, empirically a challenge in studying this issue is that the data has a very strong (and not well understood) trend in the post-WW2 period.

For each instrument we report (assets-liabilities)/GDP (or (liabilities-assets)/GDP for instruments that on average are net liabilities) thus taking out the cross-holdings within the financial sector. Cross-holdings tend to be large for instruments that on average are net liabilities for the financial sector as shown in Panel B. Notice for example the substantial holdings by the financial sector of money market mutual fund shares, commercial paper, security credit, corporate bonds, and equity (mainly investments by bank holding companies). This makes it clear that considering the financial sector as a whole is important.

Table 1 indicates which categories of assets and liabilities we classify as short-term, long-term, or equity-like. By short-term we mean that the claim has contractual maturity of a year or less. While we do not have data on the exact duration of each category of claims, our classification of which categories are short-term claims should be uncontroversial. Many of our short-term categories have zero or overnight duration and can be classified unambiguously (reserves, currency and coin, checking deposits, money market fund shares, federal funds, and most repos) whereas others are known to have duration of a year or less (commercial paper). Of the remaining short-term categories, the one most difficult to assess in terms of duration is savings and time deposits. Below we provide evidence that based on interest rates this category does indeed appear to have a duration of one year or less. In the sources we use prior to 1952 less detail is available so some of the 27 categories are set to zero in those years. In the period prior to 1914, we group together checkable deposits and savings and time deposits. Friedman and Schwartz (1970, p. 4) note that reliable data on the split between checking deposits (demand deposits) and non-checking deposits become available only from 1914 when the Federal Reserve Act introduced different reserve requirements on checking and non-checking deposits.

As for the size of the various categories, on the asset side the financial sector holds substantial amounts of Treasuries with ratios to GDP averaging 8.6 percent for Treasuries over the 1875-2014 period. The other main asset category is long-term assets, mainly bank loans, mortgages, and consumer credit. Short-term assets and equity categories on the asset side are very small. The overall size of the financial sector relative to GDP averages 65.8 percent over our entire sample, but has trended up over time, peaking at 133.8 percent in 2007. On the liability side of the financial sector's balance sheet, the vast majority of liabilities are in the form of short-term debt. On average, savings and time deposits and checking deposits are the largest categories, with money market mutual fund shares becoming increasingly important over time. Equity is comparatively small. Long-term debt is becoming increasingly important over time, due mainly to ABS issuers issuing substantial amounts of long-term debt.

Mapping the categories to the model concepts:

Consider how the assets and liabilities in Table 1 map into the model. Our main objective is to measure the quantity of risky and/or illiquid assets are financed with short-term debt, as opposed to equity, which is the net short-term debt of the model.

We define risky and/or illiquid assets in the data as long-term assets minus long-term debt. In terms of our model, long-term assets correspond well to what we have called bank loans ($\lambda(\phi)K$). Our model has no long-term debt (since it is unlikely that long-term financial sector debt satisfies the household's special demand for liquid/safe assets), so we net long-term debt against long-term assets. We refer to the resulting difference as net long-term investments.

We define short-term debt in the data as short-term liabilities (which corresponds to D in the model, with checkable deposits mapping to M and the other short-term debt categories to NTD) minus the small amount of short-term assets (our model has no safe/liquid assets so we net the short-term assets against short-term liabilities). We also subtract the financial sector's holdings of Treasuries in our net short-term debt measure because we want to focus on short-term debt used to finance risky/illiquid assets. The resulting variable is net short-term debt.

We similarly construct net equity by subtracting the small amount of equity assets from the equity liabilities (our model has no equity assets).

Table 2 provides summary statistics for net long-term investments, net short-term debt and net equity. Importantly, because the balance sheet has to balance, net long-term investments equal the sum of net short-term debt and net equity. Therefore, net short-term debt is the part of net long-term investments financed with short-term debt, whereas net equity is the part of long-term investments financed with equity. Our main object of interest is thus net short-term debt, i.e. the amount of risky and/or illiquid assets that is financed with short-term debt. Figure 2 Panel A graphs the series for net long-term investments, net short-term debt and net equity. It is clear that fluctuations in net long-term investments are driven almost entirely by fluctuations in net short-term debt with equity financing being fairly stable over time.

4 Results

4.1 The impact of government net supply on the financial sector's net short-term debt

Figure 2 Panel A provides visual evidence consistent with our model of financial crowding out. There is a strong negative relation between the net short-term debt/GDP and government supply/GDP and it seems to be consistently present over the full 140 period. Figure 2 Panel B shows a scatter plot of net short-term debt/GDP against government supply/GDP (both variables are linearly detrended in this panel) clearly indicating the negative relation.

In Table 3 Panel A we estimate regressions of various dependent variables (all scaled by GDP) on government supply/GDP over the 1875-2014 period. Regressions are estimated by OLS but with standard errors adjusted up to account for large positive autocorrelation in the error terms. Based on a standard

Box-Jenkins analysis of the error term autocorrelation structure we model the error term as an AR(1) process. It is well documented that AR(1) coefficients are downward biased (away from 1). To correct this we use the bias correction from Kendall (1954).[5] Specifically, we use the OLS residuals $\widehat{\varepsilon}_t$ to estimate $\widehat{\varepsilon}_t = \rho\widehat{\varepsilon}_{t-1} + u_t$ and then bias-correct $\widehat{\rho}$ to $\widehat{\rho}_{bias-corrected} = \widehat{\rho} + \frac{1+3\widehat{\rho}}{T}$ and calculate $\widehat{u}_{t,bias-corrected} = \widehat{\varepsilon}_t - \widehat{\rho}_{bias-corrected}\widehat{\varepsilon}_{t-1}$. We then calculate standard errors for our regression estimates assuming $cov\left(\widehat{\varepsilon}_t, \widehat{\varepsilon}_{t-s}\right) = \frac{\widehat{\sigma}^2_{u,bias-corrected}}{1-(\widehat{\rho}^2_{bias-corrected})}\widehat{\rho}^s_{bias-corrected}$. One could consider using a GLS estimator (which in many of the regressions would approximately amount to running the regressions in first differences), but as argued by Cochrane (2012) this removes a lot of the most interesting variation in the data.

The regression estimates in Table 3 Panel A show that increases in government supply lead to dramatic reductions in the financial sector's net long-term investments and in its net short-term debt (the part of net long-term investments financed with short-term debt), with regression coefficients around -0.50 significant at the 1 percent level.

A potentially important issue with respect to inference is that both the government supply/GDP and the net short-term debt/GDP series are very persistent. Bohn (1998) argues that while one cannot reject that Debt/GDP is non-stationary (I(1)), there is evidence of mean-reversion once one controls for war-spending and cyclical fluctuations in output, in the sense that the primary surplus/GDP responds positively to the level of Debt/GDP. If Debt/GDP (the main component of government supply/GDP) and net short-term debt/GDP are stationary then our above inference is appropriate. For robustness, given that the stationarity issue is somewhat unsettled in the literature, we also consider what would be an appropriate methodology if our main series were I(1). In that case, an appropriate methodology would be to estimate an error correction model and determine whether our main variables are cointegrated. We take this approach in Table 4. We first confirm that Dickey-Fuller tests cannot reject the null of the series being I(1) for either government supply/GDP, net short-term debt/GDP or net long-term investments/GDP. We then use the Johansen test for cointegration. For government supply/GDP and net short-term debt/GDP the test indicates that there is a cointegrating relation and the relation is shown in Table 4. The same is the case for government supply/GDP and net long-term investments/GDP. Importantly, the t-statistics on government supply/GDP within the cointegrating relations are larger than in Table 3 Panel A. Intuitively this says that if the series are non-stationary, then it is very unlikely to observe a negative relation between government supply and net short-term debt/GDP (and between government supply/GDP and net long-term investments/GDP) that is as tight as the one we see in the data. The crowding out coefficients in the cointegrating relations are slightly larger (more negative) than in the OLS regressions.

Overall, the results in Table 3 and 4 for our full sample period suggest that a one-dollar increase in Treasury supply reduce the net short-term debt issued by the financial sector by between 54 and 61 cents,

[5] We thank an anonymous referee for suggesting this correction.

depending on approach used and reduce net long-term lending of the financial sector by between 57 and 66 cents (we return to subsample evidence below).

4.2 Alternative hypotheses

There are a number of plausible alternative explanations for our results. We present a series of approaches to address some of these alternatives, although since we lack an instrument for government supply, we cannot definitively rule out alternatives.

Standard crowding out: Textbook undergraduate macroeconomics teaches that government supply crowds out private capital formation by raising real interest rates. This standard crowding out hypothesis is the subject of an extensive empirical literature in macroeconomics, but which reaches no definitive conclusion (see Elmendorf and Mankiw, 1999).

We ask whether our results are a demonstration of this crowding out hypothesis. There are three reasons to not think so.

First, over the period since 1946 where we can measure inflation expectations, government supply and (expected) real interest rates are negatively correlated, which is the opposite of what would be predicted under standard crowding out. We construct a measure of the real interest rate as follows. We use mean expected inflation over the next 6 months from the Livingston Survey, available back to 1946. For the nominal interest rate, we use a short-maturity rate of an illiquid asset (to match the illiquidity of households and business loans). Specifically, we use the rate on 3-month Bankers Acceptances (a pre-decessor to commercial paper) from 1946-1990 (from the FRED database) and the rate on 3-month repo contracts backed by Treasury collateral from 1991-2014 (from Bloomberg).[6] This definition of a riskless illiquid short nominal rate follows Nagel (2014). We use expected inflation and the nominal rate to construct a short-term real interest rate for 1946-2014. Over the 1946-2014 period, the correlation between government supply/GDP and the real short rate is -0.23. Expected inflation is very volatile from 1946-1949. Over the period 1950-2014, the correlation between government supply/GDP and the real short rate is -0.30.

Second, we can explicitly introduce the level of real (or nominal) interest rates in our regressions, and we find that doing so has little effect on the estimated relation between net short-term debt and government supply. We do this in Table 5 Panel A column (2), with our baseline full sample regression repeated in column (1) for reference. The lower crowding-out coefficient is due to the different sample period rather than the inclusion of the real short rate. In column (3) of the same table we control for the level of the nominal short rate, which has little effect on the size of the crowding-out coefficient relative to column (1).

[6] Below we will use this nominal rate series back to 1918, with data from FRED going back to 1941 and data from the NBER Macrohistory Database used for 1918-1940.

Third, a unique prediction of our financial crowding out theory is that Treasury supply reduces lending against the existing capital stock, beyond any effect it may have on the accumulation of new capital. In Table 5 Panel B column (1) we show that our crowding out effect is robust to controlling for the size of the private capital stock relative to GDP. We define the private capital stock as the sum of private fixed assets (non-residential and residential) and consumer durable goods, at current prices, with data available back to 1925 from the Bureau of Economic Analysis' Fixed Assets Accounts Table 1.1. In column (2) and (3) of the same table we decompose net short-term debt/GDP into net short-term debt/private capital stock and private capital stock/GDP. The regressions show that government supply/GDP is negatively related to both of these variables, with the statistically strongest effect on net short-term debt/private capital stock. Figure 3 illustrates the two separate relations. Based on our theoretical framework the impact of government supply/GDP on net short-term debt/private capital stock is likely to be causal. One can write extensions of our model in which there would also be a causal impact of government supply/GDP on the private capital stock/GDP, but our main take-away from Table 5 Panel B is that our main crowding-out result is robust to controlling for the size of the capital stock, which makes it less likely to be driven by standard crowding out effects.

Additional controls for loan demand: An obvious variable that could, in principle, drive both government supply and net short-term debt is recent economic growth. In Table 5 Panel A column (4) we include the growth rate of real GDP (based on data from on GDP and the GDP deflator from Henning Bohn's data set) over the past five years as a control (using a longer or shorter period does not affect the results substantially). This has almost no effect on the size and significance of the crowding-out coefficient. The reason that including the growth control does not matter is likely that government supply moves at a slower frequency than the business cycle. From Figure 2 Panel A, it is clear that the government supply/GDP series (and the series for net short-term debt/GDP) changes slope only about 10 times over the 140 year sample. For comparison, based on the NBER Business Cycle dates, there are 28 business cycle peaks and 29 business cycle troughs over this period. This implies that our main finding is unlikely to be driven by any omitted variable that moves at a business cycle frequency (we have experimented with variables related to the NBER dates finding none that affect the crowding-out results substantially).

In Table 5 Panel A column (5) we include a control for recent federal deficits (the sum of the Federal deficit/GDP over the 5 year from t-4 to t, using data from Henning Bohn's data set). High spending and/or low taxes associated with large deficits may positively affect loan demand. Not controlling for this could lead to an understatement of our crowding-out result since deficits/GDP and government supply/GDP are positively correlated. Consistent with this we find slightly stronger crowding-out in this specification.

Dropping financial crises: Table 5 Panel A column (6) drops years where reverse causality is likely, namely years following financial crisis where the financial sector contracts and the associated recession causes an increase in government supply. Again this has little impact on the coefficient of government supply/GDP.

4.3 Further evidence to support causality

Gold inflows as an exogenous supply shock: From 1933 to 1940, the Federal Reserve's balance sheet grew by about \$16bn. The asset side of the Fed balance sheet is driven by an increase in Fed holdings of gold certificates by \$16B, with little change in Fed holdings of Treasury securities. On the liability side of the Fed's balance sheet, bank reserves at the Fed increased by around \$11B and Federal Reserve notes in circulation increase by \$3B (the discrepancy to \$16B is due to an increase in other deposits at the Fed, e.g. the Treasury's account at the Fed and foreign deposits at the Fed). The increase in reserves increased bank reserves/GDP from 0.047 to 0.145, i.e. by about 10 percentage points of GDP.

In a well known paper, Romer (1992) discusses the causes of the gold inflows. She argues (in agreement with the prior literature) that the gold inflows, and the resulting increase in money supply, were primarily due to political instability in Europe and thus exogenous to US economic conditions.[7]

The increase in Treasury metal-backed supply due to political instability in Europe provides an exogenous shock to test our model. Theory predicts that the gold inflows will have two effects on bank debt. First, the increase in government supply will crowd out bank debt in the same manner as other changes in Treasury supply. Second, to the extent that foreigners who bring in gold hold their assets as bank deposits the crowd out will be reduced. In the extreme case where foreign investors bring in gold and increase bank deposits one-for-one, there will be no crowd out. However, for anything short of this extreme case, theory predicts that the gold inflows will crowd out bank debt. In the 1933-1940 period, the size of the financial sector relative to GDP (i.e. it's total liabilities, short-term+long-term debt+equity) declines somewhat from 0.681 in 1933 to 0.643 in 1940, suggesting that foreigners did not use the majority of their inflows for bank deposits. The increase in reserves is substantial enough to potentially explain about half of the decline in net short-term debt which was around 20 percentage points of GDP (from 0.480 to 0.283).

Figure 4 Panel A traces the dramatic increase in gold certificates (which are part of "Treasury metal-backed supply") during the 1933-1940 period. During this period, net short-term debt also falls significantly despite this being the period of recovery from the Great Depression. Importantly, note that Treasury unbacked supply, as a ratio to GDP, is virtually unchanged during this period. That is, if one only considered the movements in Treasury unbacked supply, the decline in net short-term debt would be a puzzle. The increase in Treasury metal-backed supply helps resolve this puzzle.

Exogenous demand shock by foreign official investors: In our model, a demand shock for safe/liquid assets will have the opposite effect of government supply. We provide evidence consistent with this prediction.

[7] The devaluation of the dollar in 1933 also played a role. Romer argues that the devaluation (and the decision to not sterilize gold inflows) could also not have been driven by the subsequent economic recovery in the US.

The shock we exploit is the dramatic increase in foreign official holdings of Treasuries since the early 1970s. It is hard to think of a story in which the US trade deficits that underlie this build-up of foreign official Treasury holdings would also cause an increase in US short-term debt (if anything one would expect the opposite as corporate loan demand in the US would decline as more is produced abroad).

The potential importance of foreign demand is visually apparent from Figure 4 Panel B. There seems to be "too much" net short-term debt in the last few decades based on the amount of (Treasury unbacked supply+Treasurymetal-backed supply)/GDP over this period. One possible explanation is the demand shock for safe/liquid US assets due to purchases by foreigners. Netting out foreigners Treasury holdings seems to lead to a more stable relation between the resulting Government supply/GDP and the US financial sector's net supply of short-term debt/GDP. The hypothesis that there has been a demand shock for US safe assets over the last few decades has been made prominently in the literature on global safe-asset imbalances (see Bernanke, 2005, Caballero and Krishnamurthy, 2009, Caballero, 2010).

In terms of magnitude one would expect the impact of the demand shock on the financial sector's net supply of short-term debt to be larger in absolute value than that of government supply since foreign Treasury purchases likely have two effects. They reduce how much of the government supply is available for US holders and in that respect should affect the financial sector's net short-term debt supply in the same way as government supply decrease. Furthermore, if both government supply and the financial sectors' short-term debt satisfy foreigners demand for safety/liquidity, then foreigners will hold not just Treasuries but also some of the short-term financial debt.

It is clear from Figure 4 Panel A and Panel B that there is not much time series variation in either Treasury metal-backed supply/GDP (which mainly just moves up in response to the gold inflows discussed above and then moves back down as GDP increases) or Foreign official Treasury holdings/GDP. For completeness, in Table 5 Panel C, we regress net short-term debt/GDP in each of the three components of Government supply/GDP to determine if they each have the expected sign and to determine whether either of the two components driven by shocks (Treasury metal-backed supply/GDP and Foreign official Treasury holdings/GDP) have statistically significant effects. We find a significant effect of Foreign official Treasury holdings/GDP, with a cofficient a bit higher than that for Treasury unbacked supply/GDP. Treasury metal-backed supply/GDP has the expected negative sign but the coefficient is not statistically significant. Below we will control for the maturity composition of Treasury unbacked supply/GDP which is correlated with Treasury metal-backed supply/GDP and in that specification the impact of Treasury metal-backed supply/GDP on net short-term debt/GDP will be statistically significant.

Rajan-Zingales identification: Expenditure share for "credit" goods: We have argued that reductions in government supply lower the cost of borrowing of banks and increase their lending. Following this chain one-step further, we may expect that the expansion in bank lending will lower the cost of credit (or access to credit) for borrowers. We focus on this effect by considering the expenditures of households on goods typically purchased on credit. If bank lending expands in a causal way with a reduction in government supply, we would expect that the expenditure share of households on goods often purchased with credit will rise. We examine this prediction in the context of the Deaton and Muellbauer (1980) demand system. Estimating budget share equations where there is widespread agreement about which controls should be included should further support our argument that the impacts of government supply are causal. The standard controls in estimation of budget share equations are relative prices and the log of total real consumption, and for products purchased on credit measures of the availability or price of credit. In addition to providing evidence that helps address endogeneity concerns, documenting an impact of government supply on households' consumption mix is by itself interesting as it adds to the set of outcome variables affected by government supply.

We define products often bought on credit as NIPA categories "Durable goods"+"Housing and utilities". We regress the budget share for these goods on ln(Total real consumption), ln(Relative price of these goods compared to the overall price level), and government supply/GDP. One can think of this identification approach as a more structural version of the Rajan and Zingales (1998) approach to identifying a causal impact of financial development on growth. They ask whether industries predicted to be in more need of external finance for technological reasons (e.g. project scale, gestation period, cash-harvest period etc.) grow faster in countries with more developed financial markets, conditional on all (potentially unobservable) country- and industry-specific factors driving growth. This approach controls for the fact that overall country growth may drive financial development or that both may be driven by an unobservable. This identification works if the driver of financial development does not directly affect industries with high versus low external dependence differently. We ask whether consumption expenditures for products where buyers for technical reasons often buy on credit (usefulness as collateral and size of purchase) are larger in periods with less government supply/GDP, conditional on all (potentially unobservable) period- and product-specific factors driving the level of expenditures. Our approach controls for the fact that private borrowing and government supply may both be driven by some unobservable (wars/financial crisis/tax policy etc.). Following the comments on Rajan-Zingales, it may seem that this identification only works if the driver of government supply does not affect expenditures on products usually purchased with borrowed money differently. However, this is not the case when estimating equations for budget shares, since one can allow the budget share for credit goods to be related to the underlying drivers of government supply via the impact of these variables on total consumption and relative prices. What is needed is only that the drivers of government supply do not drive budget shares beyond any effect through these controls.

Table 6 Panel B presents the results. The regression coefficient of -0.071 implies that a one standard deviation reduction in government supply/GDP (a change of 0.22) leads to an increase in the budget share for credit goods of 0.016. The mean of the budget share is 0.297 and the standard deviation is 0.028, implying that the estimated effect of 0.016 corresponds to about a half of a standard deviation of the budget share. Figure 5 illustrates the relation between the budget share for credit goods and government supply. There is a clear negative relation between the two series (the correlation is -0.78). The World War 2 period is a strong driver of this negative correlation. For robustness we show in column (2) of Table 6 Panel B that the negative effect of government supply/GDP on the budget share for credit goods is still present and significant at the 5 percent level even if we drop 1942-1951 (see additional discussion of the role of World War 2 in the section on history and institutional changes below).

4.4 Bank portfolio substitution and household debt substitution

Table 6 presents a decomposition of the relation between government supply and different components of the financial sector balance sheet. We discuss next how these patterns line up with the two channels for Treasury supply to affect net short-term bank debt described in the theory section, a bank portfolio substitution and household debt substitution channel.

Table 6 column (1) shows strong evidence of the bank portfolio substitution channel. Government supply crowds in financial sector holdings of Treasuries with a coefficient of 0.389, implying that asset reallocation away from loans and towards Treasuries can account for a substantial part of the overall crowding out of -0.536 of net short-term debt (repeated at the top of the table for reference).[8] The positive relation between government supply and financial sector Treasury holdings is apparent in Figure 6 Panel A.

Consider next the household debt substitution channel. If households view Treasury securities and financial sector short-term debt as substitutes, then we may expect to see that an increase in Treasury supply (and thus government supply) will reduce households holdings of short-term financial sector debt. From Table 6, column (1), the liability side, it is clear that such household debt substitution channel appears to be present for non-checkable short-term debt, but with an almost off-setting crowding-in effect for checkable deposits. This crowding-in effect is robust to controlling for the level of (log) interest rates and GDP as would be appropriate for checking deposits based standard money demand theory. It is possible that Treasuries are particularly important for backing checking deposits, more so than non-checkable deposits, so that the crowding-in of checking is a reflection of the bank portfolio substitution effect. Short-term debt/GDP overall, combining checkable deposits and non-checkable short-term debt, is only weakly crowded out by government

[8] The bank portfolio substitution channel is likely also present for non-banks since others will also have an incentive to reallocate towards Treasuries in response to changing spreads. For example, portfolio reallocation by pension funds and insurance companies may affect the supply of funding for high-grade corporate securities (which we have shown in Krishnamurthy and Vissing-Jorgensen (2012) partially share the safety attribute of Treasuries). We do not pursue evidence for this type of crowding out in this paper given that our focus is on the impact of Treasury supply on financial sector lending that is funded by short-term debt.

supply, with an insignificant coefficient of -0.061 for the full 1875-2014 sample. From Figure 6 Panel A and Panel B it is however clear that the relative importance of the bank portfolio substitution channel and the household debt substitution channel changes over time. Since the end of World War 2, the importance of Treasury holdings on the asset side of the financial sector's balance sheet gradually declines in terms of amount and relation to government supply, ad do checkable deposits on the liability side. In contrast, over time non-checkable short-term debt increases and is more correlated with government supply. Thus, over time the bank portfolio substitution channel declines in importance and the household debt substitution increases in importance. We confirm that these graphical impressions hold up in a regression framework in column (2) and (3) of Table 6. For the period since 1970 (picked based on the graphical impressions), government supply only crowds in financial sector holdings of Treasuries with a coefficient of 0.131, compared to 0.379 in the pre-1970 period. On the liability side, government supply crowds out short-term debt with a coefficient of -0.350 post-1970, compared to only -0.086 pre-1970, driven by increased crowd-out of non-checkable short-term debt. Thus, while the overall crowding of net short-term debt is fairly stable across these two sub-periods (as indicated in the first row of the table), the relative importance of each of the two underlying channels changes over time.

While the strength of bank portfolio substitution and household debt substitution effects are unstable over time, there is a robust empirical relation between Treasury supply and net short-term debt. Indeed from our theoretical model it is not obvious which of these substitution effects should be most present in the data since it is indeterminate whether banks or households absorb an increase in Treasury supply. The robust prediction of the model is between net short-term debt – bank lending funded by short-term debt – and Treasury supply. Our analysis of this section underscores why it is important to study this net variable.

4.5 Debt composition

An important question from the perspective of optimal Treasury composition is whether some types of Treasury issues crowd out the financial sector's net short-term debt more than others. Empirically this is a difficult question to answer. Short (less than 1 year remaining maturity) and long-term Treasury supply is highly correlated (around 0.5 based on the data we describe in this section). Thus, there is little independent variation in short and long supply and it is (to our knowledge) not fully understood what drives the changes in the Treasury's choice of maturity structure over time. Empirically, since around 1943, the fraction of short-term debt in total Treasury debt is strongly negatively related to Debt/GDP (Treasury unbacked supply/GDP).

A related issue is the choice between marketable and non-marketable debt. Bohn's measure of Treasury debt (which we use as our Treasury unbacked supply) is publicly held debt which means that it does not include intragovernmental holdings, i.e. Treasury debt held by various other parts of the government such as the social security trust fund and various governmental retirement funds (it does include Fed holdings as discussed above). Most publicly held debt is marketable (i.e. can be resold by the initial buyer) whereas most intragovernmental holdings are non-marketable. There is, however, one important category of non-marketable debt which is included in publicly held debt, namely savings bonds. According to the U.S. Treasury, savings bonds were introduced in 1935 with the objective of "encouraging broad public participation in government financing by making federal bonds available in small denominations specifically tailored to the small investor".[9] This was done by offering bonds with a schedule of fixed interest payments and redemption values, redeemable at any time after an initial holding period for the purchase price plus accrued interest. In other words, buyers selling prior to maturity face no duration risk. Savings bonds thus seem like an ideal security for households who have a special utility from extremely safe securities and they were purchased by tens of millions of households.

With the important qualifier that we do not have instruments for the maturity structure of marketable Treasury debt or for the Treasury's decision to offer savings bonds with more/less attractive features, we document in Table 7 the separate effects of three sub-components of Treasury unbacked supply/GDP (these three components sum to Treasury unbacked supply, i.e. to what is commonly called Debt/GDP): Marketable Treasury securities with remaining maturity of one year or less, marketable Treasury securities with remaining maturity of more than a year, and savings bonds, all relative to GDP. We have data on Treasury maturity structure from 1916-2014. We calculate the amount of marketable Treasury securities with remaining maturity of one year or less as follows. From 1916 we obtain data on the outstanding amounts of securities with remaining maturity of a year or less from Banking and Monetary Statistics (1914-1941 Table 147, 1942-1948 Table 13.5 C plus Table 13.5 D).[10] From 1949-2014 we calculate the amount of marketable Treasury securities with remaining maturity of one year or less using the CRSP Monthly Treasury Masterfile from 1949-2014 (prior to 1949 the amounts outstanding are missing for a lot of the Treasuries in this source). For savings bonds, we get data for 1935-1970 from Banking and Monetary Statistics (1914-1941 Table 146, 1942-1970 Table 13.2) and for 1971-2014 from the Financial Accounts (Table L.209 line 2). We calculate the amount of marketable Treasury securities with remaining maturity of more than a year as the total public debt amount from Bohn, minus the amount of marketable Treasury securities with remaining maturity of one year or less, minus the amount of savings bonds. All debt variables are at book value. We graph the series in Figure 7. The strong correlation of short and long supply is visible in the graph. Savings bonds increase with overall debt as a way to fund World War 2 and then decline gradually in importance over time (relative to GDP).

In Table 7 we provide regressions both for the full 1916-2014 period and for a sample that excludes

[9]See https://www.treasurydirect.gov/indiv/research/history/history_sb1.htm for a description of savings bonds.

[10]From 1914-1941 less detail is available and we assume that all bills and certificates plus 1/5 of other Treasury securities that mature within 5 years are of ≤ 1 year maturity.

the World War 2 years. As discussed in the next section these years were special in that the Fed had large holdings of Treasury bills which may distort results. Regardless of the sample, we find about equal crowding-out of net short-term debt by short and long marketable Treasury securities, but consistent with these series being highly correlated the statistical significance of each is often low (column 1 and 3) even when the sum is highly significant (column 2 and 4). While short and long marketable Treasury supply have about equal crowding-out coefficients, it is important to note that the standard deviation of long supply is about twice than of short supply, implying that variation in long-term Treasury supply had a more significant impact on the financial sector's net short-term debt. Interestingly, savings bonds crowd out net short-term debt much more strongly than do marketable Treasury securities, consistent with savings bonds being specifically designed to fulfill household safety demand.

Greenwood, Hanson and Stein (2014) show theoretically that if short-term bank liabilities are more similar to short-term Treasuries than long-term Treasuries, then by shortening its debt maturity the government will crowd-out short-term bank debt more strongly. In their model this is desirable because of externalities from short-term bank debt. They provide empirical evidence that T-bill supply affects the yield-discount on short-Treasuries whereas non-bills Treasury supply does not. Consistent with that, they show that quantities of financial commercial paper (which is all short-term, typically less than 4 weeks) are crowded out by T-bill supply but not by non-bills supply, over the period since 1952. They focus on financial commercial paper because it is plausibly the easiest for the financial sector to adjust. While they have a good instrument for fluctuations in bills supply (they use week of the year dummies which capture the tax cycle), they do not have an instrument for non-bills supply. Our evidence based on all financial sector debt and based on a long history does not indicate that short-term Treasuries lead to more crowding out of the financial sector's short-term debt than long-term Treasuries, but as discussed, we do not have an instrument for maturity structure and we view the issue of whether shortening government maturity structure increases financial stability as unresolved. Relatedly, the strong results for savings bonds in Table 7 calls for more work on their role in optimal Treasury debt management.

4.6 History and institutional changes over our sample period

We study a long period over which there have been economic and institutional changes. Our regressions implicitly assume stability both in the banking sector, in terms of the λs and ϕ which govern the technology that banks use to create deposits, as well as in the household sector, in terms of $v(s)$ which characterizes households' valuation of safe bank deposits. It is unlikely that these supply and demand conditions have been unchanged over our long sample. In this section we discuss particular periods and institutional changes of concern.

World War 2: During World War 2, banks were large buyers of government debt, with the Federal

Reserve providing incentives to purchase such debt. The Fed promised to sell/buy Treasury bills at 3/8% (substantially below typical peacetime rates of 2 to 4%), thus effectively pegging short-term Treasury bill rates and enhancing the liquidity of Treasury bills, since they could be converted to reserves via a sale to the Fed. The Fed also offers discount loans to banks against Treasury collateral at 50 basis points below their general discount rate. Both of these steps greatly enhanced the attractiveness of government debt as an investment for banks, as discussed in Whittesley (1943). The spike during World War 2 in financial sector Treasury holdings/GDP is apparent in Figure 6 Panel A. The Treasury-Fed accord of 1951 formally ended these programs.

Despite the large Treasury purchases by banks during the war, there are several reasons to expect that Treasury supply would lead to less crowding out of bank lending during this period. First, household savings rates were very high, averaging 26 percent from 1942-1945 (NIPA Table 2.1). This enabled households to both directly buy a large fraction of the Treasury debt issued to fund the war as well as to increase their bank deposits and thereby facilitate bank purchases of Treasuries without ensuing crowd-out of bank lending. Second, the government intervened in lending markets by offering loan guarantees to companies engaged in war production under Regulation V. These loan guarantees enhanced the credit-worthiness of a corporate loan to a bank. Thus, banks were active in lending to war enterprise, see Coleman (1952). Third, it is likely that that the actions of the government and the Federal Reserve flooded the market with safe and liquid assets, driving down $v'(s)$ to near zero. Indeed, Krishnamurthy and Vissing-Jorgensen find that safety and liquidity spread measures are at their historical lows during the World War 2 period. If $v'(s)$ is zero, then the safety/liquidity effects of our model are absent, and our model has nothing to say about the relation between government supply and net short-term debt.

In Table 3 Panel B we present regressions where we drop 1942 (the first year of large war-induced increases in Treasury supply) to 1951 (the year of the Treasury-Fed Accord). As expected, the estimated crowding out coefficients are now a bit more negative, consistent with less crowd-out during World War 2.

World War 1: Some of the actions by the government in World War 2 were also echoed in World War 1 but at a much smaller scale. Whittesley (1943) reports that banks acted principally as agents to place government debt in the hands of private investors, and were active only in purchasing short-term Treasury debt. Whittesley suggests that banks may have purchased short-term debt because they were ordered to do so by Treasury, but there is little formal evidence on this point. Finally, banks also financed enterprises engaged in war production.

Regulation Q: Regulation Q (which was part of the Banking Acts of 1933 and 1935) prohibited payment of interest on demand deposits and authorized the Fed to set limits on the interest that banks could pay on time and savings deposits. Interest limits were phased out gradually from the late 1970s to the mid 1980s (see Gilbert (1986)) while the ban on interest payments on demand deposits remained in place until 2011.

We have shown theoretically that our crowding-out prediction is robust to the presence of checking accounts with zero interest, so the main issue is whether the interest ceilings were sufficiently binding to constrain the equilibrium quantity of financial sector debt. Gilbert (1986) shows that ceiling rates on savings deposits were binding from the late 1960s until they were abandoned in 1986 since the ceiling was substantially below the rate on 3-month Treasury bills. However, ceiling rates on time deposits were higher and for large time deposits were abandoned in 1970 for time deposits over $100,000. Over the 1970s and 1980s the average rate on savings and time deposits paid by banks was fairly similar to the rate on 3-month Treasury bills (see Gilbert's Chart 3). As a result of binding interest limits on savings accounts, the fraction of savings and time deposits that were held as time deposits increased from around 12 percent at the start of 1966 to almost 72 percent at its peak in 1982. Similarly, money market funds (which were not subject to interest limits) grew rapidly from 1979 to 1982 as they competed savers with limited amounts to invest away from banks. It thus appears that investors actively shifted funds around within the financial sector to avoid Regulation Q limits. Our focus on the overall financial sector therefore overcomes a lot of the issues raised by Regulation Q. We have analyzed whether Regulation Q appears to have been binding at the level of the overall financial sector by including a dummy variable for the 1966-1986 period in our regressions in Table 3 Panel A for the 1875-2014 period. For each of the two regressions, the coefficient on the Regulation Q dummy was negative but small (-0.04 or closer to zero) and never statistically significant and its inclusion had very little effect on the coefficient on our government supply/GDP variable (we omit the regressions with this dummy from the table for brevity).

FDIC Insurance: Government insurance on bank deposits (below a deposit ceiling) was initiated in 1934 as part of the Banking Act of 1933. As a result, from 1934 onward, bank deposits are somewhat safer than pre-1934, making them bank deposits a better substitute for short-term Treasury bonds from 1934 on. In Table 3 Panel C and D we split our sample into pre- and post-1934 (with the World War 2 years dropped for the post-1934 period). We do not find evidence of increased crowd-out post-1934 implying that FDIC insurance is not the central driver of the safety/liquidity feature of bank deposits.

National Banking Era: The National Banking Act of 1863 had the objective of creating a single national currency. It gave national banks the right to issue national bank notes, that circulated as money, as long as they deposited (with the U.S. Treasury) Treasury securities equal to 111 percent of bank note issuance (Friedman and Schwartz (1970)). This stipulation was relaxed in 1900 to 100 percent of bank note issuance. Thus, during this period, banks owned Treasury securities with the explicit purpose of backing bank money, which is in keeping with the deposit creation constraint of our model.

In constructing our net short-term debt variable, we net financial sector holdings of Treasury securities against short term liabilities. Therefore, national bank notes have no effect on net short-term debt after 1900 and has only a small effect (a reduction of 11% of the value of national bank notes outstanding) prior to 1900. Over the period from 1875 to 1933 we find that net short-term debt is crowded out by 0.491 per one increase in Treasury supply (see Table 3, Panel C). This crowding out effect is present despite the mechanical link between Treasury holdings and bank deposits, and exceeds the pre-1900 mechanical 0.11 crowding out.

Creation of the Federal Reserve System: The creation of the Fed in 1913 affects our data series as follows. Over time Federal Reserve notes crowd out gold currency (gold coin and gold certificates) and national bank notes. Furthermore, bank reserves at the Fed replace bank reserves held in the form of gold, silver, and Greenbacks. See Feinman (1993) for a description of reserve requirements prior to the Fed. The Fed's liabilities (notes and reserves) are (aside from mortgage-backed securities and agency debt purchases under quantitative easing) backed one for one by gold certificates and Treasuries. Prior to the creation of the Fed national banks backed national bank notes with Treasuries.

From the perspective of our construction of net short-term debt, the Fed crowding out national bank notes does not have much of an effect because, as described above, national bank notes have little effect on our net short-term debt measure. Similarly, since the Fed's liabilities (notes, reserves) are backed one for one with gold certificates and Treasuries, the Fed has no net effect on the amount of short-term assets (and Treasuries) available for the non-financial sector to hold. Of course, if one were to assign different weights to different instruments (e.g. using Barnett weights) this would change. We have experimented with including the size of the Fed's balance sheet as an additional regressor (for the 1914-2014 sub-sample), with little effect on our main crowding out result.

5 Conclusion

We argue that the amount of short-term debt in the economy, issued by the financial sector, is in large part driven by the non-financial sector's willingness to pay a premium on safe/liquid debt. The financial sector earns a profit by holding illiquid and risky assets and issuing liquid and riskless claims against these assets. Our main piece of evidence in favor of this explanation for the large amounts of short-term financing of the financial sector is that the quantity of financial sector net short-term debt (which is equal to the amount of financial sector lending to the private sector financed by short-term debt) falls when there are more government securities outstanding. In other words, government supply (which is mainly Treasury securities) crowds out financial sector net short-term debt because financial sector short-term debt appeals to the same safety/liquidity demand as does government supplied assets. Our evidence is consistent with the viewpoint that the shadow banking system played an important role in the production of safe and liquid assets over the last decade (Gorton, Lewellen, and Metrick, 2012).

To address potential endogeneity of Treasury supply, we verify that including business cycle controls or dropping the observations corresponding to the first 10 years after a financial crisis, when the causality from banking crisis to Treasury supply may be most problematic, does not alter our results substantially. In addition, we examine the impact of two shocks to the government supply available for the private sector to hold, one shock related to the large gold inflows into the US during the 1933-1940 period of European political instability, the other to the large increase in foreign official holdings of Treasuries since the early 1970s. We also argue, by including a measure of the real interest rate and the capital stock in our regressions, that our crowding out result is not driven by the "standard" crowding out mechanism taught in macro textbooks in which government supply crowds out private capital formation by raising real interest rates.

6 Data appendix

Data sources and timing:

Our sources for data on the US financial sector are as follows. For years 1952-2014 we use the Financial Accounts of the United States (formerly known as the Flow of Funds Accounts). For years 1896-1951 we use data from All-Bank Statistics (accessible via the Federal Reserve Archive FRASER). For 1875-1895 our data are from the Annual Report of the Comptroller of the Currency (also accessible via FRASER).

For 1896-1975 we use financial sector data as of the end of June and for years 1976-2014 we use data as of the end of September. This is done to match the timing of the U.S. government fiscal year end which was June before 1976 and September from 1976 on. For 1875-1895 our financial sector data are as of around October 1 of each year (data as of end of June are not available causing a slight mismatch for these years between the timing of the financial sector data and the U.S. government debt data).

Defining the financial sector:

For 1952-2014: We use data from the December 11, 2014 release of the Financial Accounts. The table numbers for the sectors included are:

L.110 U.S.-Chartered Depository Institutions

L.111 Foreign Banking Offices in U.S.

L.112 Banks in U.S.-Affiliated Areas

L.113 Credit Unions

L.120 Money Market Mutual Funds

L.125 Issuers of Asset-Backed Securities

L.126 Finance Companies

L.127.m Mortgage Real Estate Investment Trusts

L.128 Security Brokers and Dealers

L.129 Holding Companies

L.130 Funding Corporations

For 1896-1951, we use the tables for "All Banks" in All-Bank Statistics. By "bank" this sources refers to financial institutions in the continental U.S. that accepts deposits from the general public or that mainly is engaged in fiduciary business (specifically, this sources covers national banks, state banks, loan and trust companies, mutual and stock savings banks, and unincorporated "private" banks. The coverage in All-Bank Statistics thus maps to table L.110 in the Financial Accounts (numbers for total assets in 1952 are almost identical across All-Bank Statistics and table L.110 in the Financial Accounts). Furthermore, in 1952, the first year for which we use the Financial Accounts, table L.110 accounts for about 92 percent of the overall financial sector in terms of assets. Assuming the other categories were equally small before 1952, the omission of these categories in the pre-1952 period does not cause a substantial bias from the perspective of constructing comparable series for the overall financial sector over time.

For 1875-1895, we use data from various tables in the Annual Report of the Comptroller of the Currency to obtain data for the same types of banks as covered for 1896-1951 (national banks, state banks, loan and trust companies, mutual and stock savings banks and unincorporated "private" banks). We start our series in 1875 because this is the first year for which data for loan and trust companies are available (data for national and state banks go back a bit further). Unincorporated "private" banks are only covered from 1887 (at which point their assets represent about 3 percent of total assets across the various types of banks). The coverage of banks in the Annual Report of the Comptroller of the Currency is in general a bit worse than that in All-Bank Statistics in terms of coverage, with total assets of the financial sector in 1896 in the former source amounting to about 93 percent of total assets in the latter source. We have experimented with various ways of scaling up data for the early part of our sample (pre-1952 and pre-1896) with little impact on our results.

Categories of instruments:

A few categories of instruments require additional explanations.

Currency and coin:

We use this to refer to (a) Federal Reserve-issued currency, (b) U.S. government issued currency, (c) bank-issued currency, and (d) specie (gold and silver).

On the financial sector's asset side, the following labels are used for components of our currency and coin category in our three data sources: "Vault cash" in the Financial Accounts (which refers to Fed-issued currency), "Currency and coin" in All-Bank statistics (which refers to a mix of all four categories, a)-d), see Appendix E of All-Bank Statistics), and (various wordings of) "Specie", "Legal tender notes" and "National Bank Notes" in Annual Report of the Comptroller of the Currency.[11]

On the financial sector's liability side, the following labels are used for components of our currency and coin category in our three data sources: None in the Financial Accounts (there are no national bank notes on bank balance sheets after 1935), "National bank notes" in All-Bank Statistics, and (various wordings of) "Circulation outstanding" and "State bank notes" in the Annual Report of the Comptroller of the Currency.

The financial sector is a net issuer of currency and coin from 1875-1883 (i.e. has more liabilities than assets in this category) due to substantial amounts of national bank notes outstanding.

Commercial paper:

[11] For savings banks and for private banks the Annual Report of the Comptroller of the Currency does not break down the category "Cash on hand" into sub-components. We assume the majority of cash on hand is currency and coin (as opposed to e.g. checks).

This is referred to as “open market paper” or “commercial paper” in the Financial Accounts. There is no corresponding category in All-Bank Statistics the Annual Report of the Comptroller of the Currency. In All-Bank Statistics we code the category “banker’s balances (including reserves)” as an interbank claim and subtract reserves using data on reserves from Banking and Monetary Statistics.

Miscellaneous:

In the Financial Accounts, this refers to various line items that the Financial Accounts do not clarify the content of. They are called “Miscellaneous” or “Other” (when detail is given identifying what they are we code them accordingly so this category only captures unidentified items). The specific line items are as follows. Assets: L.110 line 30, L.111 line 16, L.112 line 10, L.113 line 14, L.120 line 12, L.126 line 10, L.127m line 10, L.128 line 13, L. 129 line 17. Liabilities: L.110 line 51, L.111 line 29, L.112 line 16, L.113 line 23, L.126 line 21, L.127m line 17, L.128 line 29, L.129 line 24, L.130 line 22.

In All-Bank Statistics we include various types of “other” loans, assets or liabilities. Appendix E of All-Bank Statistics has detail of what is included. We use this information to include the same types of assets and liabilities in the Annual Report of the Comptroller of the Currency in our miscellaneous category (along with a few categories that cannot be identified in the Annual Report of the Comptroller of the Currency).

We somewhat arbitrarily classify the miscellaneous category as long term but recoding it as short-term has no material effect on our main results.

Checkable deposits and currency: We borrow this label from the Financial Accounts, but need to clarify its relation to our category Currency and coin. Bank-issued currency are included in the Currency and coin category. To the extent that there is currency in the Checkable deposits and currency category it is only on the asset side (when a sector has Checkable deposits and currency as a liability in the Financial Accounts this cannot include currency liabilities since no bank-issued currency was outstanding during the 1952-2014 period).

Financial sector equity: The Financial Accounts does not have line items for equity. We define our category “Financial sector equity ‘’ as the difference between assets and liabilities. In All-Bank Statistics, equity is “Capital” plus “Surplus and other capital accounts”. In the Annual Report of the Comptroller of the Currency equity is “Capital” plus “Surplus fund” plus “Undivided profits” plus “Dividends unpaid” plus “Debenture bonds” (which according to All-Bank Statistics are part of equity).

Investment by holding companies, parent companies and funding corporations (in other parts of the financial sector): This category is defined in the Financial Accounts only. It should net to zero aside from data inconsistencies and this is approximately the case in all years. Gross amounts (i.e. assets and liabilities separately) are very large especially towards the end of the sample (over 20 percent of GDP) making this the most important category to account for in terms of cross-holdings within the financial sector. The specific line items are as follows. Assets: L.129 lines 11+14+15+16, L.130 lines 10+11. Liabilities: L.110 line 50, L.111 line 28, L.126 line 20, L.128 line 28.

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Figure 1. Construction of our government supply variable

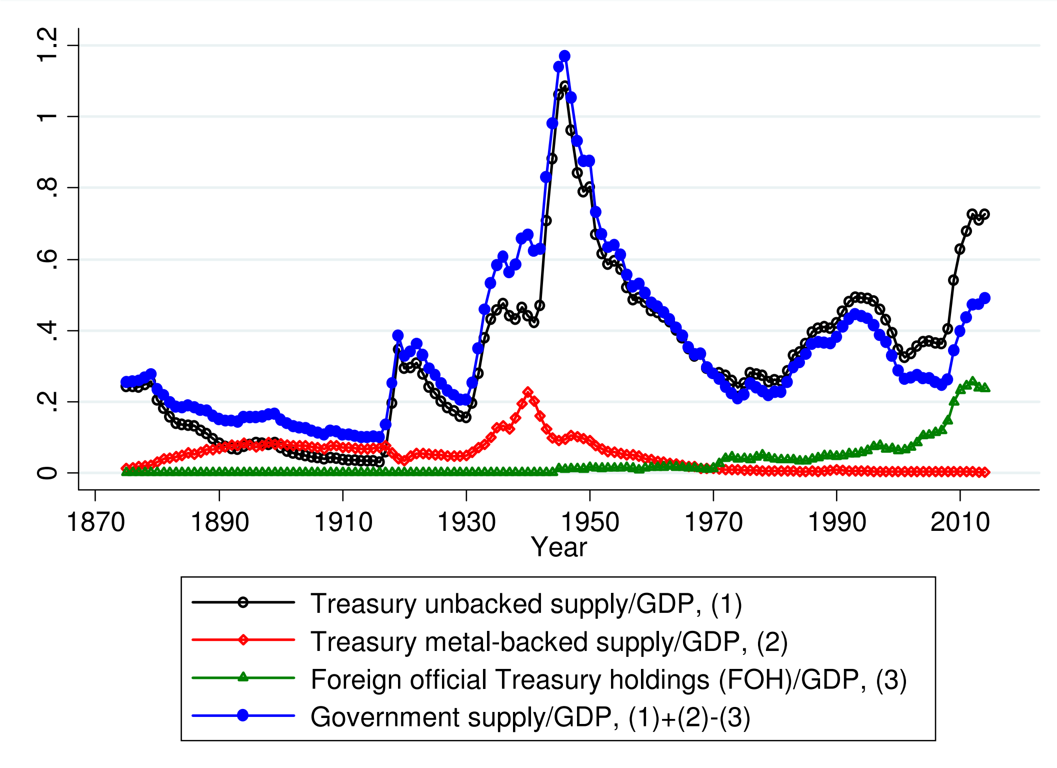
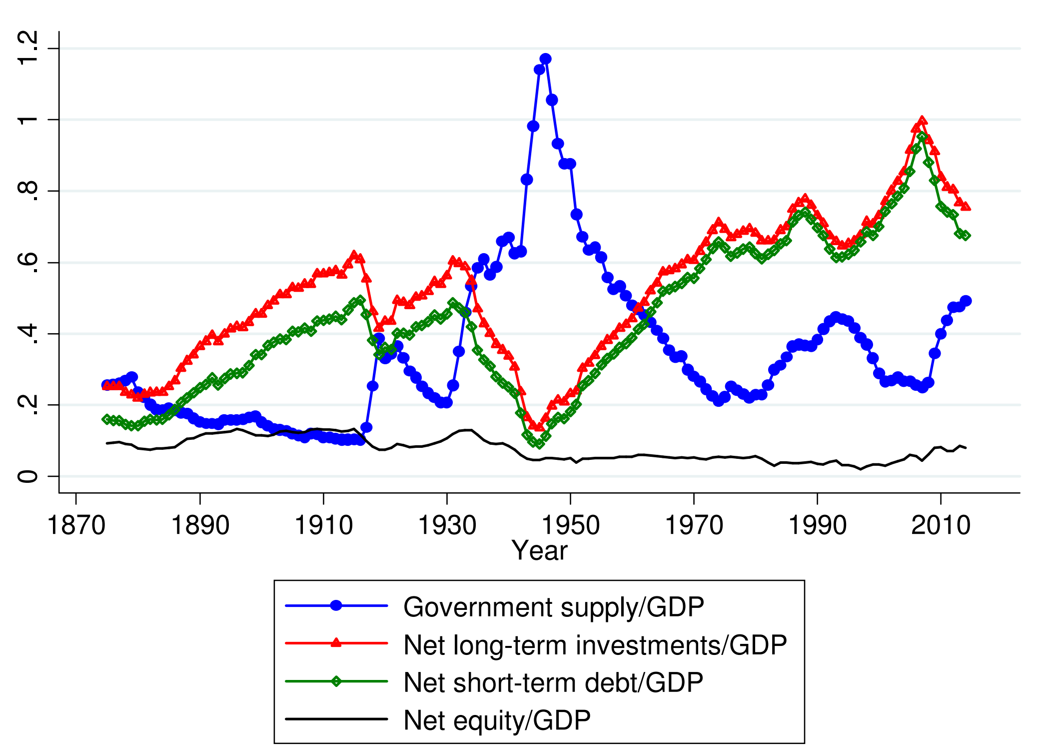
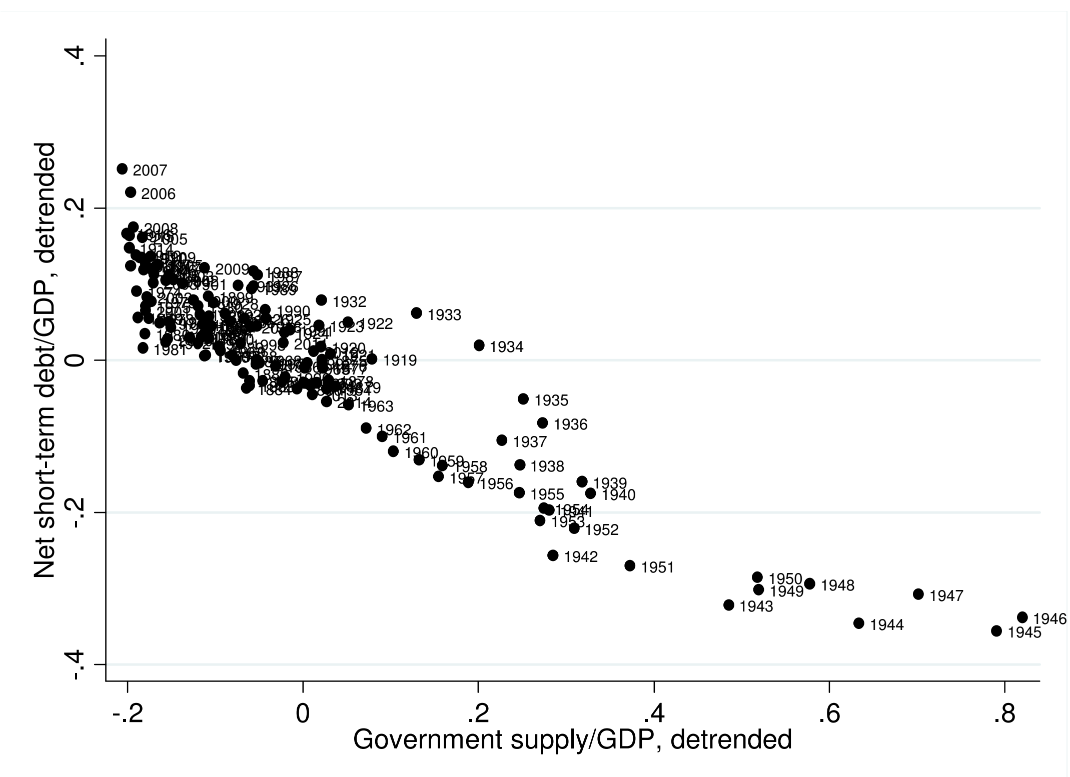


Figure 2. The relation between Treasury supply, financial sector lending, and financial sector short-term debt, 1875-2014

Panel A. Time series graph



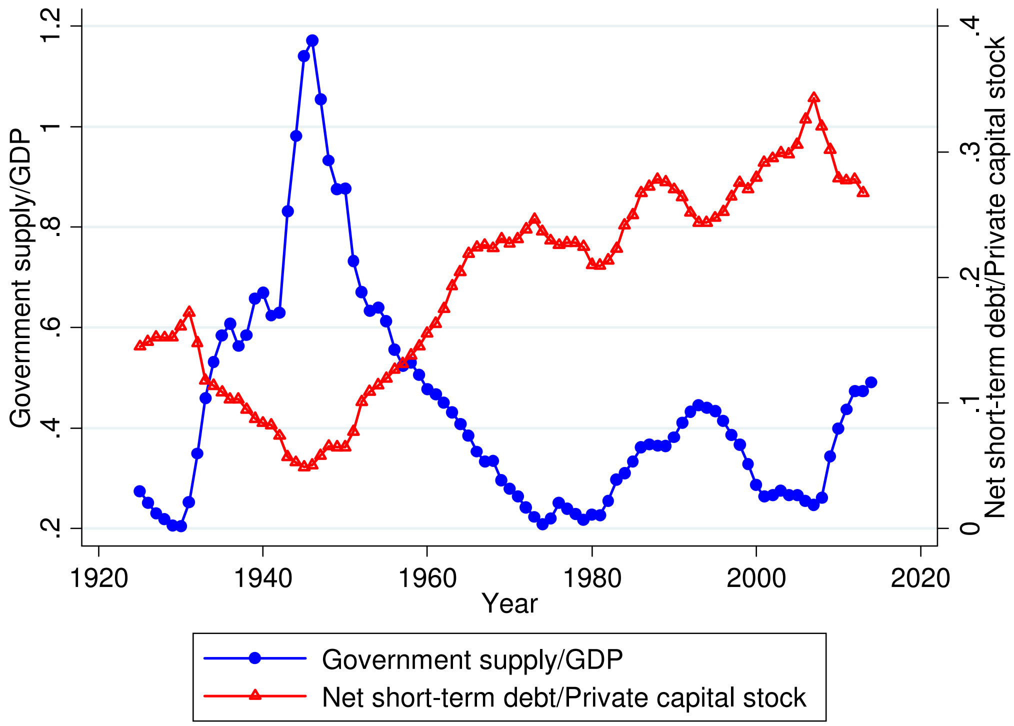
Panel B. Scatter plot of financial sector Net short-term debt/GDP (=Long-term investments financed with short-term debt) against Treasury supply/GDP



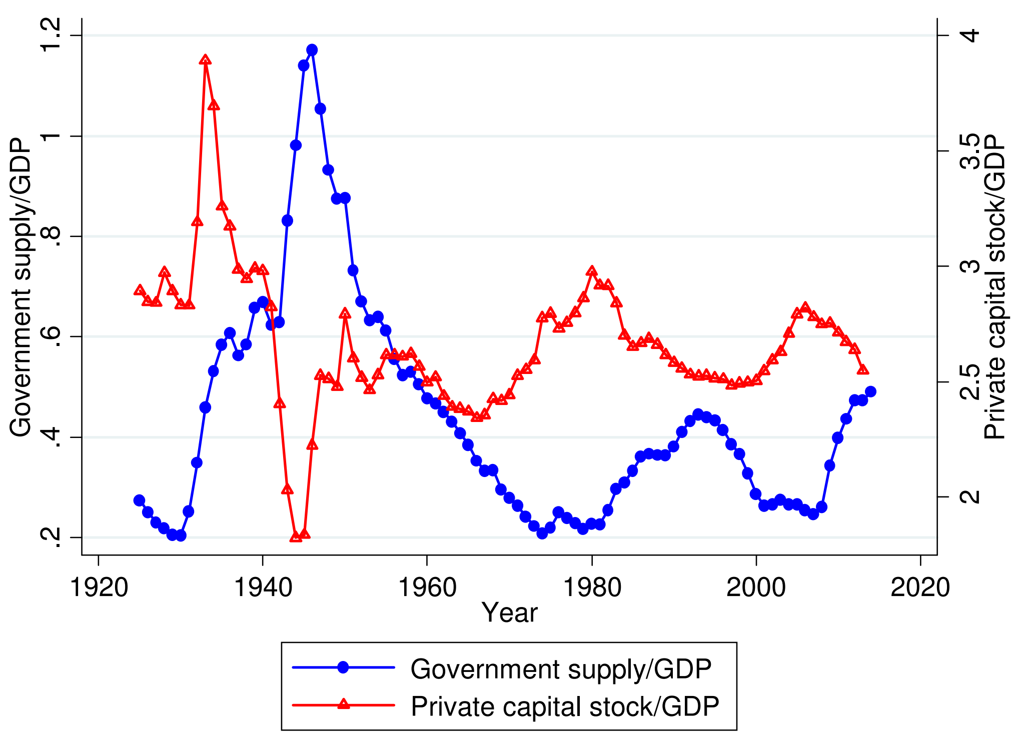
Note. Both series are detrended by regressing the series on year and using the residuals.

Figure 3. Lending/capital stock and capital stock/GDP, 1925-2013

Panel A. Net short-term debt/Private capital stock



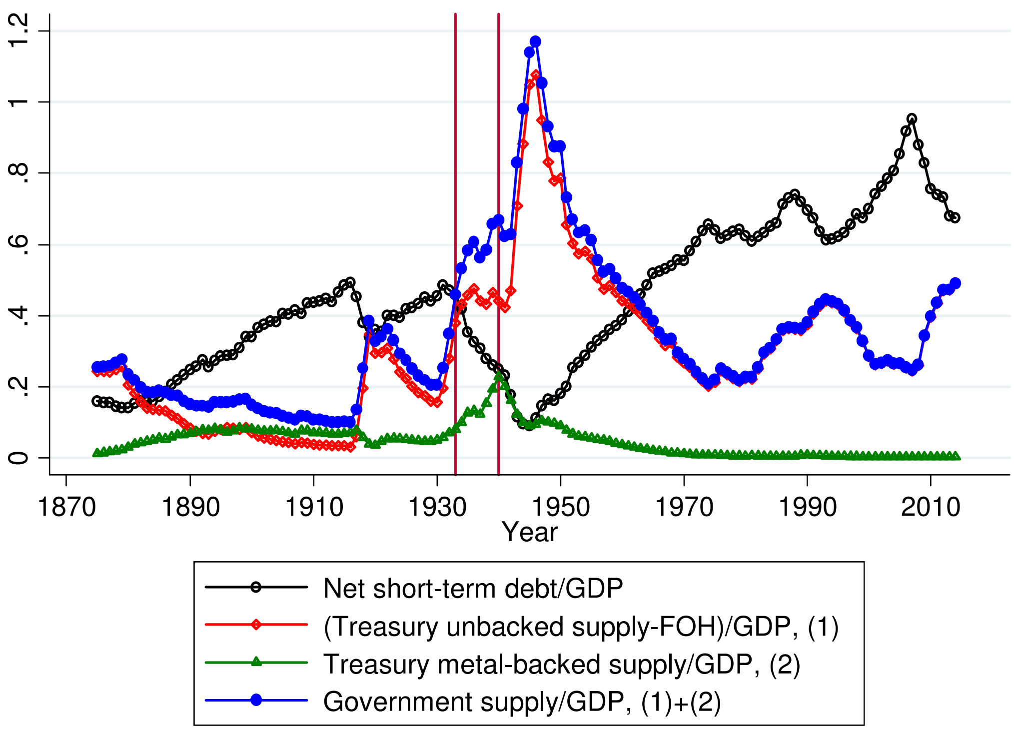
Panel B. Private capital stock/GDP



Note: We define the private capital stock as the sum of private fixed assets (non-residential and residential) and consumer durable goods, at current prices.

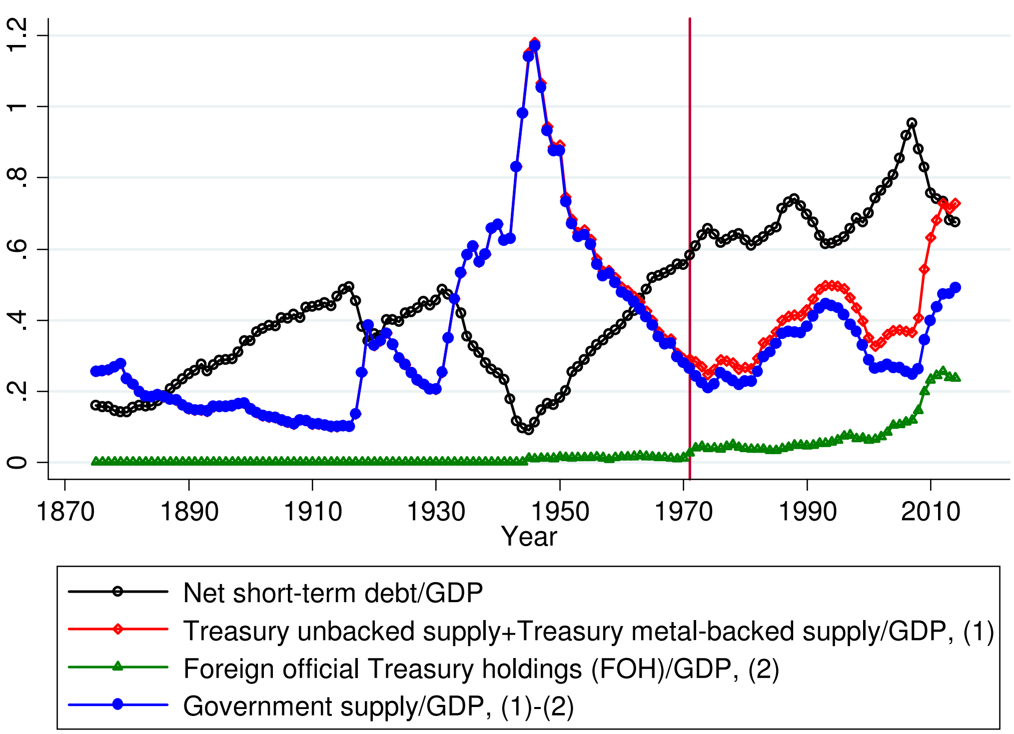
Figure 4. Shocks to supply and demand

Panel A. Gold inflows during 1934-1940 (positive shock to Treasury metal-backed supply/GDP)



Note: The vertical lines are at year 1933 and 1940.

Panel B. Increased foreign official holdings post Bretton-Woods (positive shock to Treasury demand)



Note: The vertical line is in 1971. The US ended convertibility of the dollar to gold in August 1971.

Figure 5. Expenditure share for ``credit goods'', 1929-2014

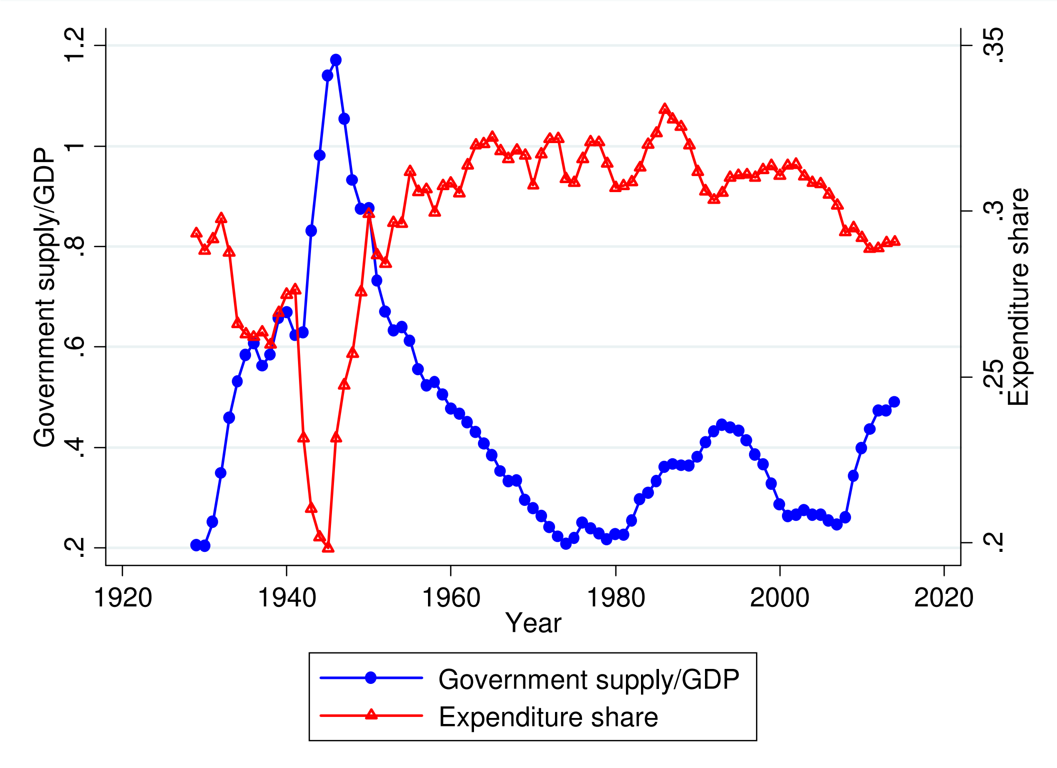
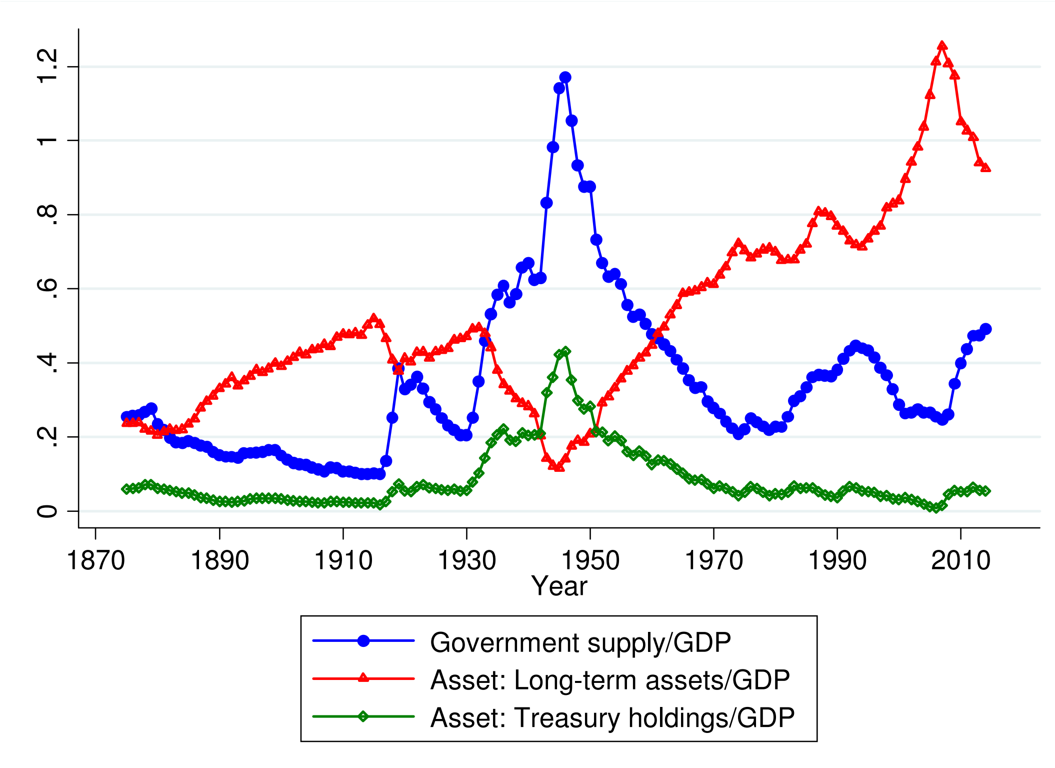


Figure 6. Sub-components of the financial sector balance sheet, 1875-2014

Panel A. The asset side, 1875-2014



Panel B. The liability side, 1914-2014

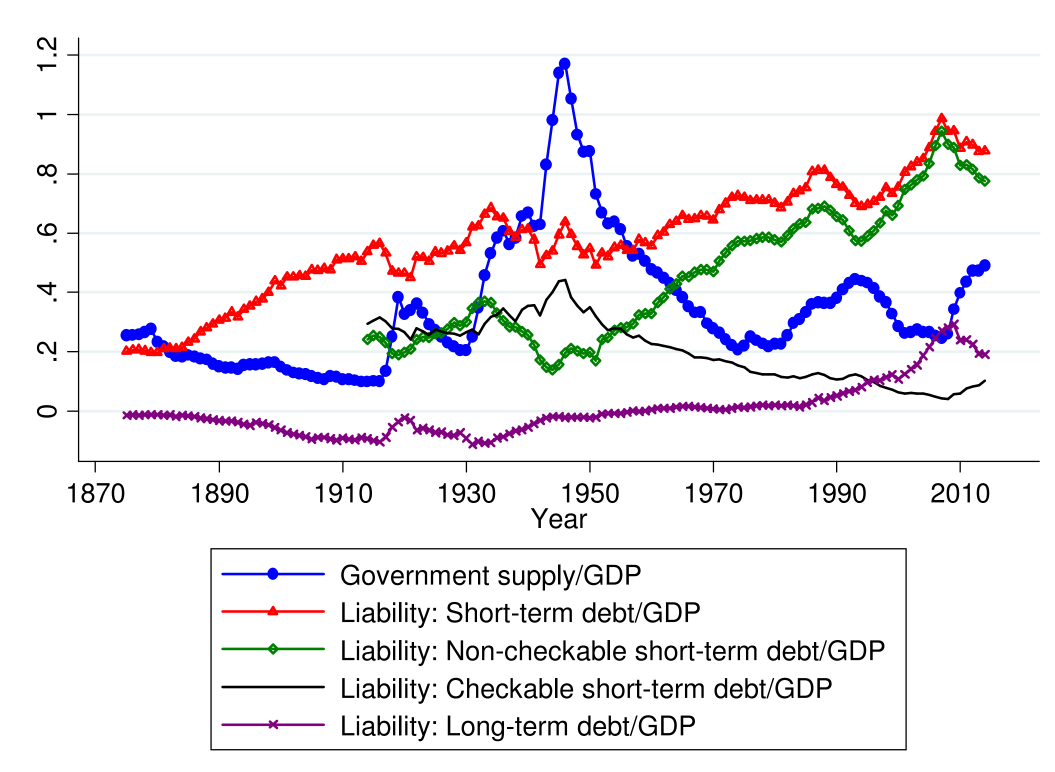


Figure 7. Composition of Treasury unbacked supply/GDP (Debt/GDP), 1916-2014

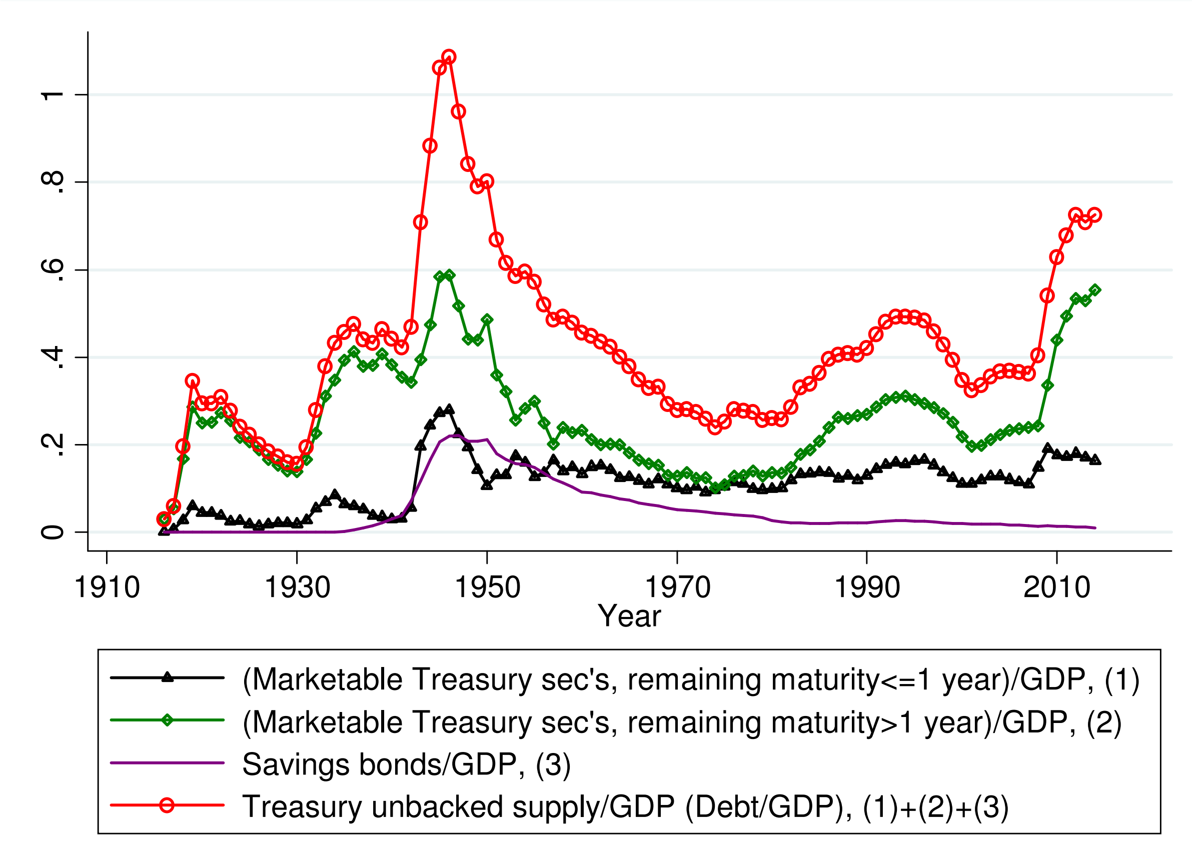


Table 1. Financial sector balance sheet, 1875-2014
Panel A. Instruments that are net assets on average across the full sample period

Instrument		(Assets-Liabs.) /GDP					Assets ($B)	Liabs. ($B)	Assets-Liabs. ($B)
		Avg for 1875-2014	Avg for 1875-1913	Avg for 1914-2014	End of 2007	End of Q3 2014	End of 2007		
Treasury securities	Sum	8.6	3.8	10.5	1.7	5.3	230	0	230
Short-term assets									
Assets at/liabilities to the Federal Reserve (asset: reserves, liabs: float+borrowing from Fed)		2.5	0.0	3.4	0.2	14.4	23	-1	24
Currency and coin (assets: govt. issued money, gold, silver, liabs: national and state bank notes)		0.8	1.5	0.6	0.3	0.4	41	0	41
Net interbank liabilities to domestic banks		1.1	1.4	1.0	0.4	-0.1	0	-57	57
Foreign deposits		0.1	0.0	0.2	0.6	0.1	80	0	80
Trade credit		0.0	0.0	0.1	0.3	0.1	105	62	42
	Sum	4.6	2.8	5.2	1.8	14.9	249	4	245
Long-term assets									
Depository institution loans		18.2	25.7	15.3	12.5	13.5	1,993	258	1,734
Mortgages		17.9	3.9	23.4	62.7	34.0	8,694	0	8,694
Consumer credit		5.6	0.0	7.8	16.6	13.2	2,304	0	2,304
Municipal securities		3.8	2.9	4.1	5.1	4.2	708	0	708
Agency- and GSE-backed securities		3.6	0.0	5.0	15.2	15.4	2,111	0	2,111
Miscellaneous		1.8	1.9	1.8	12.5	11.0	2,888	1,160	1,728
Other loans and advances		0.9	0.0	1.2	0.8	1.1	912	796	116
	Sum	51.9	34.4	58.6	125.5	92.5	19,609	2,215	17,394
Equity									
Corporate equities (incl. life insurance reserves and equity interest under PPIP)		0.4	0.2	0.5	3.4	2.7	475	0	475
U.S. direct investment abroad		0.3	0.0	0.4	1.2	2.1	453	280	173
Mutual fund shares		0.0	0.0	0.0	0.2	0.4	31	0	31
	Sum	0.7	0.2	0.9	4.9	5.2	959	280	679
	Overall sum	65.8	41.2	75.3	133.8	117.9	21,048	2,499	18,549

Panel B. Instruments that are net liabilities on average across the full sample period

Instrument	(Liabs.-Assets) /GDP					Assets ($B)	Liabs. ($B)	Liabs.-Assets ($B)
	Avg for 1873-1913	Avg for 1873-1913	Avg for 1914-2014	End of 2007	End of 2014	End of 2007		
Short-term debt								
Savings and time deposits	51.8	35.0	37.8	52.4	54.5	335	7,601	7,266
Checkable deposits and currency			20.5	4.3	10.1	113	708	595
Money market fund shares	2.6	0.0	3.6	15.9	12.5	570	2,780	2,210
Federal funds and security RPs	1.2	0.0	1.7	9.8	1.5	2,888	4,244	1,356
Securities loaned, security credit	1.0	0.0	1.4	13.9	7.0	353	2,276	1,924
Commercial paper	0.7	0.0	1.0	1.9	-0.7	1,031	1,300	269
Net interbank liabilities to foreign banks	0.2	0.0	0.3	0.2	2.9	0	25	25
Taxes payable	0.1	0.0	0.1	0.3	-0.1	0	38	38
Sum	57.6	35.0	66.3	98.7	87.8	5,290	18,971	13,681
Long-term debt								
Corporate and foreign bonds	0.2	-4.9	2.1	27.1	19.1	2,306	6,069	3,763
ABS issuers	2.3	0.0	3.2	27.5	7.5	0	3,808	3,808
Other fin. inst's	-2.1	-4.9	-1.0	-0.3	11.6	2,306	2,261	-46
Sum	0.2	-4.9	2.1	27.1	19.1	2,306	6,069	3,763
Equity								
Financial sector equity	8.0	11.1	6.8	8.2	11.0	0	1,130	1,130
Investment by holding companies, parent companies and funding corporations (in other parts of the financial sector)	0.0	0.0	0.0	-0.2	0.0	2,360	2,335	-26
Sum	8.0	11.1	6.8	8.0	11.0	2,360	3,465	1,104
Overall sum	65.8	41.2	75.3	133.8	117.9	9,957	28,506	18,549

Table 2. Financial sector balance sheet with short, long, and equity categories netted, 1875-2014

	Avg for 1875-2014	Avg for 1875-1913	Avg for 1914-2014	End of 2007	End of Q3:2014
Net long-term investments/GDP					
=(Long-term assets/GDP)-(Long-term debt/GDP)					
Overall sum	51.7	39.3	56.4	98.3	73.4
Net short-term debt/GDP (long-term investments financed with short-term debt/GDP)					
=(Short-term debt/GDP)-(Short-term assets/GDP)-(Treasuries/GDP)					
	44.4	28.4	50.6	95.3	67.5
Net equity/GDP (long-term investments financed with equity/GDP)					
=(Equity on liability side/GDP)-(Equity on asset side/GDP)					
	7.3	10.9	5.8	3.1	5.8
Overall sum	51.7	39.3	56.4	98.3	73.4

Table 3. The negative relation between Treasury supply and financial sector lending financed by short-term debt

Linear regressions estimated by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors

	Government supply/GDP	Year	R2	Partial R2 of Government supply/GDP	Biased corrected AR(1)-coefficient for OLS residual
	Panel A. 1875-2014				
Net long-term investments/GDP	-0.574	0.0045	0.902	0.374	0.929
	(t=-5.83)	(6.58)			
Net short-term debt/GDP	-0.536	0.0050	0.945	0.294	0.899
	(-7.46)	(10.95)			
	Panel B. 1875-2014, excluding 1942-1951 (WW2)				
Net long-term investments/GDP	-0.605	0.0045	0.887	0.202	0.951
	(-4.18)	(5.74)			
Net short-term debt/GDP	-0.575	0.0051	0.943	0.154	0.921
	(-5.27)	(9.95)			
	Panel C. 1875-1933				
Net long-term investments/GDP	-0.648	0.0071	0.908	0.174	0.915
	(-3.28)	(4.82)			
Net short-term debt/GDP	-0.491	0.0067	0.947	0.119	0.835
	(-4.65)	(9.94)			
	Panel D. 1934-2014, excluding 1942-1951 (WW2)				
Net long-term investments/GDP	-0.460	0.0052	0.880	0.084	0.876
	(-3.63)	(6.07)			
Net short-term debt/GDP	-0.507	0.0055	0.923	0.094	0.822
	(-4.02)	(6.47)			

Note: t-statistics in parenthesis. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors. Regressions include a constant (not reported for brevity).

Table 4. The negative relation between Treasury supply and financial sector lending financed by short-term debt.

Estimated cointegrating relations, 1875-2014

	Government supply/GDP	Year
Net long-term investments/GDP=	-0.664	+0.0046
	(t=11.05)	(13.95)
Net short-term debt/GDP=	-0.605	+0.0051
	(-13.66)	(20.97)
Net equity/GDP	No cointegrating relation	

Table 5. Addressing endogeneity concerns

Panel A. Adding controls for loan demand. Dropping years after financial crisis.

	Dependent variable: Net short-term debt/GDP					
	(1)	(2)	(3)	(4)	(5)	(6)
Government supply/GDP	-0.536	-0.432	-0.573	-0.517	-0.620	-0.532
	(t=-7.46)	(-4.60)	(-6.71)	(-7.37)	(-7.11)	(-6.06)
Real short rate$_t$		0.072				
		(0.23)				
Nominal short rate$_t$			-0.437			
			(-0.80)			
Real GDP$_t$/Real GDP$_{t-5}$				-0.092		
				(-2.10)		
Federal deficit/GDP, avg. for year t-4 to t					0.776	
					(2.25)	
Year	0.0050	0.0065	0.0048	0.0049	0.0049	0.0046
	(10.95)	(5.43)	(6.74)	(11.24)	(12.24)	(4.30)
R^2	0.945	0.952	0.939	0.949	0.954	0.953
Sample	1875-2014	1946-2014	1918-2014	1875-2014	1875-2014	Drop year t to t+9 after financial crisis

Note: t-statistics in parenthesis. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors. Regressions include a constant (not reported for brevity).

Panel B. Lending/capital stock and capital stock/GDP, 1925-2013

	Dependent variable:		
	Net short-term debt/GDP	Net short-term debt/ Private capital stock	Private capital stock/GDP
	(1)	(2)	(3)
Government supply/GDP	-0.453	-0.173	-0.667
	(t=-5.87)	(-6.44)	(-1.70)
Private capital stock/GDP	0.103		
	(2.39)		
Year	0.0055	0.0021	-0.0048
	(6.88)	(7.11)	(-1.17)
R2	0.951	0.953	0.251
Partial R2 of Government supply/GDP	0.264	0.191	0.204

Note: t-statistics in parenthesis. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors. Regressions include a constant (not reported for brevity). The sample starts in 1925 for data availability reasons.

Panel C. Separate impacts of each of the three main components of the government supply/GDP variable, 1875-2014

	Dependent variable: Net short-term debt/GDP
Treasury unbacked supply/GDP	-0.558
	(-7.92)
Treasury metal-backed supply/GDP	-0.305
	(-0.88)
Foreign Treasury holdings/GDP	0.701
	(2.00)
Year	0.0051
	(8.95)
R^2	0.947
Partial R^2	0.296

Note: t-statistics in parenthesis. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors. Regressions include a constant (not reported for brevity). The partial R2 is with respect to all three supply variables. Foreign holdings are set to zero before 1952.

Panel D. ``Rajan-Zingales identification'': Household expenditure shares for ``credit goods'', 1929-2013
Are expenditure shares for products often bought with borrowed money higher when government debt supply is smaller?

	Dependent variable: Expenditure share of products often bought with borrowed money	
	(1)	(2)
Government supply/GDP	-0.072	-0.051
	(t=-4.33)	(-2.05)
Log(real expenditure)	0.047	0.036
	(5.05)	(2.77)
Log(price of products often bought with borrowed money)	0.221	0.156
	(5.94)	(3.00)
R^2	0.822	0.602
Partial R^2 of government supply/GDP	0.232	0.131
Sample	1929-2013	1929-2013, excluding 1942-1951

Note: t-statistics in parenthesis. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors. Regressions include a constant (not reported for brevity). Expenditure on products often bought with borrowed money is defined as the sum of expenditure on durable goods and on housing and utilities. Expenditure data are from NIPA Table 2.3.5 and price data from NIPA Table 2.4.4 (we use the price data along with quantity data from NIPA Table 2.3.3 to calculate a price index for durables and housing and utilities combined).

Table 6. The relation between Treasury supply and sub-components of the financial sector balance sheet, 1914-2014

	1875-2014	1875-1970	1971-2014
	Government supply/GDP	Government supply/GDP	Government supply/GDP
Dependent variable:	(1)	(2)	(3)
Net short-term debt/GDP	-0.536	-0.524	-0.625
	(t=-7.46)	(-6.73)	(-2.66)
Asset side:			
Treasuries/GDP	0.389	0.379	0.131
	(10.82)	(19.06)	(2.92)
Short-term assets/GDP	0.086	0.0580	0.144
	(1.58)	(1.66)	(1.52)
Long-term assets/GDP	-0.629	-0.537	-0.993
	(-4.89)	(-9.69)	(-3.25)
Equity/GDP	-0.012	-0.002	0.015
	(-0.88)	(-0.99)	(0.44)
Sum (size of financial sector/GDP)	-0.166	-0.102	-0.703
	(-1.03)	(-1.21)	(-2.18)
Liability side:			
Short-term debt/GDP	-0.061	-0.086	-0.350
	(-0.62)	(-0.80)	(-1.62)
Checkable deposits/GDP	0.226	0.222	0.185
	(10.76)	(8.59)	(3.39)
Non-checkable short-term debt/GDP	-0.309	-0.249	-0.535
	(-3.52)	(-3.18)	(-2.55)
Long-term debt/GDP	-0.059	0.041	-0.295
	(-0.87)	(1.13)	(-2.39)
Equity/GDP	-0.046	-0.057	-0.058
	(-1.14)	(-1.93)	(-0.86)
Sum (size of financial sector/GDP)	-0.166	-0.102	-0.703
	(-1.03)	(-1.21)	(-2.18)

Note: t-statistics in parenthesis. Each coefficient and corresponding t-statistic refers to the coefficient on Government supply/GDP in a regression of the dependent variable on Government supply/GDP, year and a constant. For readability, the coefficients on year and the constant are not reported. The division of short-term debt into checkable deposits and non-checkable deposits is only available for 1914-2014. Regressions for those separate categories thus omit the 1875-1913 period. Estimations are by OLS, with t-statistics calculated using bias-corrected AR(1) standard errors.

Table 7. Separate effects of the sub-components of Treasury unbacked supply, 1916-2014

	Dependent variable: Net short-term debt/GDP			
	1916-2014		1916-2014, excluding 1942-1951	
	(1)	(2)	(3)	(4)
Components of Treasury unbacked supply/GDP (Debt/GDP):				
Marketable Treasury securities		-0.314		-0.442
		(-2.98)		(-3.79)
Remaining maturity ≤1 year/GDP	-0.397		-0.428	
	(-1.58)		(-1.13)	
Remaining maturity >1 year/GDP	-0.288		-0.445	
	(-1.89)		(-3.02)	
Savings bonds/GDP	-1.067	-1.104	-1.325	-1.317
	(-3.31)	(-3.37)	(-3.56)	(-3.54)
Treasury metal-backed supply/GDP	-0.869	-0.819	-0.583	-0.590
	(-2.26)	(-2.51)	(-1.68)	(-1.86)
Foreign official Treasury holdings/GDP	0.392	0.420	0.510	0.508
	(0.95)	(1.05)	(1.31)	(1.29)
Year	0.0042	0.0041	0.0045	0.0045
	(0.82)	(4.7)	(5.14)	(5.26)
R2	0.952	0.952	0.946	0.946
Partial R2	0.332	0.332	0.240	0.240

Note: t-statistics in parenthesis. Regression are estimated using OLS with standard errors calculated assuming AR(1) error terms and using bias-corrected AR(1) formulas. Regressions include a constant (not reported for brevity). The partial R2 is with respect to all four supply variables. The sample starts in 1916 for data availability reasons.