

## Lecture 5:

### Political Institutions and Policy Outcomes

- One the key areas of empirical political economy is to understand the impact that institutions have on policy outcomes
- There are basically two kinds testing grounds for this:
  - comparison across countries
  - comparisons within countries
- The question is how to proceed.

## General Issues

### Components of the Policy Process

- – **Policy Making Institutions** (*I<sub>1st</sub>*).
  - \* For cross-country situations: bicameralism, presidentialism
  - \* For U.S.: Restrictions on the governor's and legislators' freedoms, including tax and expenditure limitations; super-majority requirements for tax increases; the governor's possession of a line item veto; rules for appointing regulators and judges; rules governing whether a state permits direct democracy, such as citizens' initiatives; and rules on whether governors face term limits.

– **Electoral Institutions** ( $I_{2st}$ ).

- \* For cross-country situations: majoritarian versus parliamentary system, size of districts
- \* For U.S.: Rules affecting who can run for office and who can vote, including those affecting the costs of registering to vote (such as poll taxes and literacy tests); those regulating campaign contributions in state elections; and those governing the conduct of primary elections.

## Preferences

- – Virtually all approaches to political processes take the preferences of voters and parties as given, and we shall do so here.
- Suppose then that preferences of voters are defined over a policy space  $x_{st} \in \mathcal{A}_t$ .
- This is a potentially wide-ranging description of all policies that can be controlled or influenced by state governments in the U.S..
- Suppose also that heterogeneity across the voting population can be parametrized for voter  $i$  by  $\theta_i \in \Theta$ .
- Preferences can be written as:

$$v(x_{st}, y_{st}, \theta_i)$$

where  $y_{st}$  is a vector of state demographic and economic characteristics that affect policy preferences.

- – Let  $\Theta_{st}$  parametrize the distribution of voter tastes in the population in state  $s$  at date  $t$ .
- Party preferences:

$$V(x_{st}, \chi_{jst}, y_{st}) \text{ for } j \in \{P\},$$

where  $\chi_{jst}$  parametrizes the distribution of party members and/or influential party elites.

## The Post-Election Policy Process

- To describe the post-election policy process, let  $\ell_{st}$  be a variable that characterizes the political outcomes in state  $s$  at time  $t$ .
- There is a legislative outcome function:

$$x_{st} = G(\ell_{st}, X_{Dst}, X_{Rst}, I_{1st}, y_{st}) \quad (1)$$

where

- –  $X_{jst}$  be the “platform” of party  $j$  in state  $s$  at time  $t$ , and

- $I_{1st}$  are the policy making institutional variables
- The function  $G(\cdot)$  is intended to capture, in reduced-form, a potentially complicated policy process such as a legislative bargaining model or a model of the separation of powers between the executive and the legislature.
- Consider the following empirical model for the  $k$ th policy in state  $s$  at time  $t$  of the form:

$$x_{kst} = \alpha_{ks} + \beta_{kt} + \omega_k I_{1st} + \gamma^k y_{st} + \psi^k \ell_{st} + d_k X_{Dst} + r_k X_{Rst} + \eta_{kst}, \quad (2)$$

where  $\alpha_{ks}$  is a state indicator variable and  $\beta_{kt}$  is a year indicator. The focus is on how  $I_{1st}$  affects the outcome of interest.

- For OLS yield an unbiased estimate of  $\omega_k$ , all relevant elements of  $\ell_{st}$  need to be included, as they are likely to be correlated with  $I_{1st}$  and that  $(X_{Dst}, X_{Rst})$  must either be fully observed or be uncorrelated with  $I_{1st}$ .
- Reduced for model:

$$x_{kst} = \alpha_{ks} + \beta_{kt} + \omega_k I_{1st} + \gamma^k y_{st} + \eta_{kst}$$

which gives an unbiased estimate of the direct effect of  $I_{1st}$  on policy outcomes ex post only if  $I_{1st}$  have no impact on  $\ell_{st}$ .



## Elections

- Let

$$P(\ell; X_{Dst}, X_{Rst}, c_{Dst}, c_{Rst}, y_{st}, I_{2st}, H_{st}) \quad (3)$$

denote the probability that a particular political outcome is  $\ell$ , when the platforms of the parties are  $(X_{Dst}, X_{Rst})$ , the candidates' characteristics are  $(c_{Dst}, c_{Rst})$ , the history of policy is  $H_{st}$  and the institutions thought to affect the electoral process are  $I_{2st}$ .

- The role of the variable  $H_{st}$  is potentially quite important and surfaces, in particular, in models of political agency relationships as introduced by Barro (1973) and Ferejohn (1986).

- Let  $w_{st}$  be the incumbent's advantage over the challenger, with

$$w_{st} = a_s + b_t + \zeta I_{2st} + \nu y_{st} + \mu H_{st} + \rho_{st} \quad (4)$$

where  $a_s$  is a state fixed effect and  $b_t$  is a year effect. Then we could suppose that

$$\ell_{st} = \begin{cases} = 1 & \text{if } w_{st} \geq 0 \\ 0 & \text{otherwise.} \end{cases} \quad (5)$$

This kind of model can help to pinpoint policies for which the governor is held to account, which are those elements of  $H_{st}$  that influence reelection. It can also be used to see whether reelection rates are dependent on the institutions within a state.

## Party Strategies

- Party preferences induced by (3) be denoted:

$$W \left( X_{Dst}, X_{Rst}, c_{Dst}, c_{Rst}, y_{st}, I_{st}, \chi_{jst}, H_{st} \right) \text{ for } j \in \{D, R\}. \quad (6)$$

- The strategic problem facing parties at election times is to select platforms and candidates to maximize these payoffs.
- For the purposes of taking these relationships to the data, it would typically be assumed that a Nash equilibrium exists and is unique.

- The outcomes are now party platforms and candidate lists.

## Political Outcomes

- Given a set of party strategies, the electoral process (3) gives rise to a particular realization of  $\ell_{st}$ .
- This could be modeled empirically for the  $k$ th political outcome, as follows:

$$\ell_{kst} = \zeta_{ks} + \xi_{kt} + \lambda^k I_{st} + \phi^k y_{st} + \nu_{kst}, \quad (7)$$

where  $\zeta_{ks}$  is a state indicator,  $\xi_{kt}$  is a year indicator.

- In (3), political outcomes were allowed to depend on political and policy history.

- However, in the empirical work to date, estimation of (7) has rarely included history variables. In principle, this could be done by estimating

$$\ell_{kst} = \zeta_{ks} + \xi_{kt} + \lambda^k I_{st} + \phi^k y_{st} + \kappa^k H_{st} + \nu_{kst}. \quad (8)$$

- In practice,  $H_{st}$  can be represented by lagged policy and political control.

## Policy Outcomes

- Reduced-form approach:

- 

$$x_{kst} = \alpha_{ks} + \beta_{kt} + \omega_k I_{st} + \gamma^k y_{st} + \eta_{kst}. \quad (9)$$

- Again, history is generally overlooked in the estimation of policy equations.
- But we could have

$$x_{kst} = \alpha_{ks} + \beta_{kt} + \omega_k I_{st} + \gamma^k y_{st} + \tau_k H_{st} + \eta_{kst}. \quad (10)$$

The variable  $H_{st}$  could again include lagged policy and political controls, raising similar econometric issues to those that arise in estimating (8).



## Institutional Change

- Consider

$$\begin{aligned} & \widehat{W} \left( y_{st}, I_{st}, \chi_{jst}, H_{st} \right) \\ &= W \left( X_{Dst}^*, X_{Rst}^*, c_{Dst}^*, c_{Rst}^*, y_{st}, I_{st}, \chi_{jst}, H_{st} \right) \\ & \text{for } j \in \{D, R\} \end{aligned}$$

where the \* denotes that we are considering the equilibrium values of platforms and candidate choices which themselves depend upon institutions and other exogenous variables.

- Suppose that a party is in office and, by incurring some costs, could change the institutions that affect future payoffs. Then:

$$I_{jst}^* = \arg \max_{I_{st}} = \widehat{W} (y_{st}, I_{st}, \chi_{jst}, H_{st}) .$$

- From the standpoint of empirical modeling, institutions can be modeled in the same way as policy and legislative outcomes.
- Consider the following:

$$I_{est} = \alpha_{es} + \beta_{et} + \gamma_e H_{st} + \sigma_e w_{st} + \omega_{est} . \tag{11}$$

## Summary

- The effect of policy making institutions  $I_{1st}$  on the *ex post* policy process as represented by equation (2).
- The effect of institutions  $I_{2st}$  on the electoral process as represented by equation (4).
- The effect of institutions (mainly electoral institutions  $I_{2st}$ ) on political outcomes as represented by equation (7).
- The effect of institutions,  $I_{st}$ , on policy as represented by the equation (9).

- The process determining institutional change as represented by equation (11).

## Persson and Tabellini

- They have an ambitious research program looking at differences between different systems on policy outcomes:
- Main comparisons which I will focus on here are:
  - Majoritarian versus Proportional Systems
  - Presidential versus Parliamentary systems
- They have recently published a whole book on this which is worth looking at.

- Here, I will focus on their article which is coming out in the AER.

**Table 1 Constitutions, policy outcomes and covariates:  
Cross sectional data for 85 countries 1990-98**

	(1)	(2)	(3)	(4)	(5)	(6)
	<i>maj=1</i>	<i>maj=0</i>	<i>p(1,2)</i>	<i>pres=1</i>	<i>pres=0</i>	<i>p(3,4)</i>
<i>cgexp</i>	25.6 (8.2)	30.8 (11.3)	0.03	22.2 (7.2)	33.3 (10.0)	0.00
<i>ssw</i>	4.7 (5.4)	10.1 (6.6)	0.00	4.8 (4.6)	9.9 (7.0)	0.00
<i>lyp</i>	8.1 (1.2)	8.6 (0.8)	0.04	7.9 (0.9)	8.7 (0.9)	0.00
<i>trade</i>	83.7 (59.9)	75.6 (37.5)	0.44	62.5 (27.5)	89.1 (54.2)	0.01
<i>prop65</i>	6.7 (4.4)	9.6 (4.9)	0.01	5.6 (3.5)	10.3 (4.8)	0.00
<i>age</i>	0.22 (0.25)	0.20 (0.20)	0.77	0.16 (0.23)	0.24 (0.21)	0.09
<i>gastil</i>	2.7 (1.4)	2.3 (1.1)	0.08	3.1 (1.2)	2.0 (1.1)	0.00

Mean values by constitutional rules; standard deviations in brackets

$p(x,y)$  is the probability of falsely rejecting equal means across groups corresponding to columns  $x$  and  $y$ , under the assumption of equal variances.

**Table 2 Size of government and constitutions: OLS estimates**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Dep. var.	<i>cgexp</i>	<i>cgexp</i>	<i>cgrev</i>	<i>dft</i>	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>
<i>pres</i>	-5.18 (1.93)***		-5.00 (2.47)**	0.16 (1.15)	-2.65 (2.70)	-7.75 (2.70)***	-6.46 (2.98)**
<i>maj</i>	-6.32 (2.11)***		-3.68 (2.15)*	-3.15 (0.87)***	-1.45 (2.32)	-7.94 (3.74)**	-6.33 (2.48)**
<i>propres</i>		-6.56 (3.01)**					
<i>majpar</i>		-6.96 (3.72)*					
<i>majpres</i>		-10.37 (3.03)***					
<i>pres_newdem</i>						3.50 (2.72)	
<i>maj_newdem</i>						3.58 (4.03)	
<i>newdem</i>						-4.08 (2.23)*	
<i>pres_baddem</i>							2.42 (4.16)
<i>maj_baddem</i>							2.06 (5.97)
<i>baddem</i>							-5.73 (3.46)
F-test ( <i>pres</i> )		0.43				4.01**	1.40
F-test ( <i>maj</i> )						3.18*	0.66
Sample	90s	90s	90s	90s	60-73	90s	90s
Obs.	80	80	76	72	42	80	80
R2	0.71	0.70	0.68	0.50	0.79	0.72	0.70

Robust standard errors in parentheses : \* significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%

All regressions include our standard controls, *lyp*, *lpop*, *gastil*, *age*, *trade*, *prop65*, *prop1564*, *federal*, and *oecd*, plus a set of indicator variables for continental location and colonial origin, except that *age* is missing in col 5-6, while *gastil* is missing in col 7 and replaced by *polity* in col 5. F-test (*pres*) refers to tests of the hypotheses that the coefficient for *propres* is equal to the difference between the coefficients for *majpres* and *majpar* (col 2), the sum of the coefficients for *pres* and *pres\_newdem* is zero (col 6), and the sum of the coefficients for *pres* and *pres\_baddem* is zero (col 7). F-test(*maj*) refers to the corresponding tests with regard to *maj* (cols 6 and 7).



**Table 3 Size of government and constitutions:  
Instrumental-variable, Heckman and Matching Estimates**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Dep. var.	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>	<i>cgexp</i>
<i>pres</i>	-5.29 (2.18)**	-11.52 (4.54)**	-6.51 (3.71)*	-4.22 (3..99)	-5.89 (3.02)*	-3.23 (2.74)	-7.45 (2.34)***
<i>maj</i>	-6.21 (2.82)**	-6.77 (1.98)***	-4.83 (3.19)	-4.18 (3.17)	-4.81 (3.41)	-5.34 (2.73)*	-5.59 (2.61)**
Conts & Cols	Yes	Yes	<i>col_uka</i>	<i>col_uka, laam</i>			
Sample	90s	90s	90s	90s	90s	90s	90s
Endogenous selection	<i>maj</i>	<i>pres</i>	<i>pres</i> <i>maj</i>	<i>pres</i> <i>maj</i>	<i>pres</i> <i>maj</i>	<i>pres</i> <i>maj</i>	<i>pres</i> <i>maj</i>
Estimation	Heckman ML	Heckman ML	2SLS	2SLS	Stratification	Nearest neighbor	Kernel
Rho	0.05 (0.29)	0.62 (0.33)					
Chi-2			3.29	2.23			
Adj. R2			0.59	0.59			
Obs.	75	75	75	75	66( <i>pres</i> ) 70( <i>maj</i> )	66( <i>pres</i> ) 70( <i>maj</i> )	66( <i>pres</i> ) 70( <i>maj</i> )

Standard errors in parentheses; \* significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%.

Always included in second-stage specification in cols 1-4: *age, lyp, trade, prop1564, prop65, gastil, federal, oecd, lpop*; Conts & Cols refer to indicator variables for continental location and colonial history.

Specification of constitution selection in Heckman procedure in cols 1-2 includes: *engfrac, eurfrac, lat01, avelf, lpop, laam*; Rho is the estimated correlation coefficient between the error terms in the first and second stage. Estimation is by maximum likelihood.

First-stage specification of 2SLS in cols 3-4 includes (see Table A2, appendix): for *maj*: *con2150, con5180, con81, engfrac, eurfrac, lpop, avelf*; for *pres*: *con2150, con5180, con81, engfrac, eurfrac, lat01, age*; Chi-2 is the test statistic for rejecting the over-identifying restrictions implied by exogenous (additional) instruments; critical value chi-2 (5,0.05) = 11.07.

Propensity-score logit estimation underlying cols 5-7 includes: *lyp, prop65, gastil, federal, col\_uka, laam*; estimates of the constitutional effects in these columns are carried out separately rather than jointly; numbers at bottom indicate observations used in estimation (observations outside the common support for the propensity score of each constitutional feature deleted).

**Table 4 Composition of government and constitutions: OLS estimates**

	(1)	(2)	(3)	(4)	(5)
Dep. var.	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>
<i>pres</i>	-2.24 (1.11)**		-0.25 (2.06)	-5.47 (1.19)***	-4.28 (1.30)***
<i>maj</i>	-2.25 (1.25)*		-1.02 (1.36)	-2.66 (1.52)*	-3.03 (1.50)**
<i>propres</i>		-3.22 (1.74)*			
<i>majpar</i>		-3.14 (2.18)			
<i>majpres</i>		-3.91 (2.41)			
<i>pres_newdem</i>				4.97 (1.65)***	
<i>maj_newdem</i>				1.74 (1.77)	
<i>newdem</i>				-5.36 (1.69)***	
<i>pres_baddem</i>					5.61 (2.00)***
<i>maj_baddem</i>					3.67 (1.62)**
<i>baddem</i>					-4.24 (1.75)**
F-test ( <i>pres</i> )		0.83		0.17	0.83
F-test ( <i>maj</i> )				0.65	0.19
Sample	90s	90s	72-77	90s	90s
Obs.	69	69	42	69	69
R2	0.81	0.81	0.77	0.84	0.82

Robust standard errors in parentheses : \* significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%

All regressions include our standard controls, *lyp*, *gastil*, *age*, *prop65*, *federal*, and *oecd*, plus a set of indicator variables for continental location and colonial origin, except that *age* is missing in col 3-4, while *gastil* is missing in col 5 and replaced by *polity\_gt* in col 3.

F-test(*pres*) refers to tests of the hypotheses that the coefficient for *propres* is equal to the difference between the coefficients for *majpres* and *majpar* (col 2), the sum of the coefficients for *pres* and *pres\_newdem* is zero (col 4), and the sum of the coefficients for *pres* and *pres\_baddem* is zero (col 5). F-test(*maj*) refers to the corresponding tests with regard to *maj* (cols 4 and 5).

**Table 5 Composition of government and constitutions:  
Instrumental variables, Heckman and Matching Estimates**

	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Dep. var.	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>	<i>ssw</i>
<i>pres</i>	0.20 (3.27)	-2.38* (1.33)	0.75 (2.00)	0.49 (2.14)	-3.06 (2.67)	-2.28 (1.79)	-3.79 (2.36)
<i>maj</i>	-2.05* (1.12)	-4.27 (1.79)**	-3.21 (1.61)*	-3.21 (1.62)*	-1.85 (1.91)	-1.90 (1.67)	-3.46 (1.84)*
Conts & Cols	Yes	Yes	<i>col_uka</i>	<i>col_uka laam</i>			
Sample	90s	90s	90s	90s	90s	90s	90s
Endogenous	<i>pres</i>	<i>maj</i>	<i>pres</i>	<i>pres</i>	<i>pres</i>	<i>pres</i>	<i>pres</i>
Selection			<i>maj</i>	<i>maj</i>	<i>maj</i>	<i>maj</i>	<i>maj</i>
Estimation	Heckman 2-step	Heckman 2-step	2SLS	2SLS	Stratification	Nearest neighbor	Kernel
Rho	-0.46	0.59					
Chi-2			9.53*	9.98*			
Adj. R2			0.78	0.78			
Obs.	64	64	64	64	64( <i>pres</i> ) 70( <i>maj</i> )	64( <i>pres</i> ) 70( <i>maj</i> )	64( <i>pres</i> ) 70( <i>maj</i> )

Standard errors in parentheses; \* significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%.

Always included in second-stage specification in cols 1-4: *age, lyp, trade, prop1564, prop65, gastil, federal, oecd, lpop*; Conts & Cols refer to indicator variables for continental location and colonial history.

First-stage specification of Heckman procedure in cols 1-2 includes: *engfrac, eurfrac, lat01, avelf, lpop, laam*; Rho is the estimated correlation coefficient between the error terms in the first and second stage.

First-stage specification of 2SLS in cols 3-4 includes (see appendix): for *maj*: *con2150, con5180, con81, engfrac, eurfrac, lpop, avelf*; for *pres*: *con2150, con5180, con81, engfrac, eurfrac, lat01, age*; Chi-2 is the test statistic for rejecting the over-identifying restrictions implied by exogenous (additional) instruments; critical value chi-2 (5,0.05) = 11.07.

Propensity-score logit estimation underlying cols 5-7 includes: *lyp, prop65, gastil, federal, col\_uka, laam*; estimates of the constitutional effects in these columns are carried out separately rather than jointly; numbers at bottom indicate observations used in estimation (observations outside the common support for the propensity score of each constitutional feature deleted).

**Table A1 Electoral rules and forms of government in the 1990s**

Country	<i>maj</i>	<i>pres</i>	Country	<i>maj</i>	<i>pres</i>	Country	<i>maj</i>	<i>pres</i>	Country	<i>maj</i>	<i>pres</i>
Argentina	0	1	Finland	0	0	Netherlands	0	0	Trinidad&Tob	1	0
Australia	1	0	France	1	0	New Zealand	1	0	Turkey	0	0
Austria	0	0	Gambia	1	1	Nicaragua	0	1	USA	1	1
Bahamas	1	0	Germany	0	0	Norway	0	0	Uganda	1	1
Bangladesh	1	0	Ghana	1	1	Papua N Guinea	1	0	UK	1	0
Barbados	1	0	Greece	0	0	Pakistan	1	1	Ukraine	1	0
Belarus	1	1	Guatemala	0	1	Paraguay	0	1	Uruguay	0	1
Belgium	0	0	Honduras	0	1	Peru	0	1	Venezuela	0	1
Belize	1	0	Hungary	0	0	Philippines	1	1	Zambia	1	1
Bolivia	0	1	Iceland	0	0	Poland	0	0	Zimbabwe	1	1
Botswana	1	0	India	1	0	Portugal	0	0			
Brazil	0	1	Ireland	0	0	Romania	0	0			
Bulgaria	0	0	Israel	0	0	Russia	0	1			
Canada	1	0	Italy	0	0	Senegal	0	0			
Chile	1	1	Jamaica	1	0	Singapore	1	0			
Colombia	0	1	Japan	1	0	Slovak Rep	0	0			
Costa Rica	0	1	Latvia	0	0	South Africa	0	0			
Cyprus	0	1	Luxembourg	0	0	South Korea	0	1			
Czech Rep.	0	0	Malawi	1	1	Spain	0	0			
Denmark	0	0	Malaysia	1	0	Sri Lanka	0	1			
Dominican Rep	0	1	Malta	0	0	St.Vin&Gren	1	0			
Ecuador	0	1	Mauritius	1	0	Sweden	0	0			
El Salvador	0	1	Mexico	0	1	Switzerland	0	1			
Estonia	0	0	Namibia	0	1	Taiwan	0	0			
Fiji	0	0	Nepal	1	0	Thailand	1	0			

Classifications follow criteria described in the text: exclusive reliance on plurality rule in (lower house) legislative elections are coded *maj* =1, other countries *maj* = 0; countries in which the executive is not accountable to the legislature through a confidence procedure are coded *pres* = 1, others *pres* =0 (see Persson and Tabellini, 2003 for a discussion of borderline cases). For Fiji, Japan, New Zealand, the Philippines and Ukraine, which all reformed their electoral rules in the mid 1990s leading to a change in *maj*, the pre-reform classification is used.

**Table A2 First-stage specification of 2SLS estimates**

	(1)	(2)
Dep. var	<i>pres</i>	<i>maj</i>
<i>con2150</i>	-0.04 (0.14)	-0.13 (0.12)
<i>con5180</i>	-0.13 (0.18)	0.28 (0.10)**
<i>con81</i>	0.29 (0.20)	0.12 (0.11)
<i>engfrac</i>	-0.68 (0.13)***	1.09 (0.13)***
<i>eurfrac</i>	0.39 (0.11)***	-0.21 (0.13)
<i>lpop</i>		0.07 (0.02)***
<i>lat01</i>	-1.43 (0.34)***	
<i>age</i>	0.56 (0.31)*	
<i>avelf</i>		0.74 (0.21)***
F-test	4.26***	3.26**
R2	0.51	0.51
Obs.	75	75

Robust standard errors in parentheses

\* significant at 10%; \*\* significant at 5%; \*\*\* significant at 1%.

F-test refers to joint significance of *con2150*, *con5180*, and *con81*.