Outline for 591 Paper

What is the broader picture?

Institutionalization: in a context of decentralization, under what conditions do mayors invest in building state capacity at the local level?

Elected official (mayor) -> Administrative capacity (bureaucracy) -> Policy implementation (public goods delivery)

Actors:

* Mayors: democratically elected for four year terms, wide discretion in hiring decisions.
* Bureaucrats: staff members, politically appointed employees who work in the municipal executive branch.

Motivation:

* The first part of this research project is focused the first arrow: elected officials’ effect on state capacity.
  + What is state capacity and how are we to measure it?
    - There has been widespread debate about the importance of state capacity in Latin America.
      * Some scholars have linked lack of state capacity to:
        + Economic development. (Kurtz, Mahoney)
        + Democratic stability. (O’Donnell 1993)
        + Civil war. (Stern 1998)
    - While there seems to be consensus on the relevance of state capacity, there has been divergence on how to operationalize it:
      * Some have focused on extractive capacity: ability to tax.
        + Centeno (1997), Kurtz (2013).
      * Others have emphasized administrative capacity, focusing on the bureaucratic professionalization of the state.
        + Kohli (2004), Evans (1995).
* In this paper, I will focus on the later:
  + Administrative capacity.
    - Specifically, the level of education and professionalization of government officials.
      * “Educational institutions on the European continent (…) are dominated and influenced by the need for the kind of ‘education’ that produces a system of special examinations and the trained expertness that is increasingly indispensable for modern bureaucracy.” (Weber 240)
      * “Beyond taxation, another critical measure of [state] capacity is the level of education and professionalization of government officials.” (Fukuyama 2013, pp. 354)
* Why does it matter? Why should you care about municipal bureaucrats?
  + There has been a growth in the municipal level bureaucrats in Brazil: and I suspect it is not the only country across the world to do so.
    - These elected officials hire municipal bureaucrats to implement policies.
      * Insert graph about the historical evolution of the proportion of bureaucrats in distinct levels of government.
    - A school does not get constructed by a mayor:
      * Engineers, construction workers, supplies need to be prepared.
      * Bureaucrats are the ones responsible for planning and executing these projects.
  + In Latin America as a region, and particularly in Brazil, the Weberian description of a highly educated, expert bureaucracy is far from the norm.
    - O’Donnell’s brown areas.
    - There are municipalities in which the average level of education is below middle school.
      * Insert maps here.
  + Educational levels of municipal bureaucrats are correlated with a set of developmental outcomes.
    - IDHM.
    - Average wages per capita.
    - Life expectancy.
* Data presentation:
  + Describe the data:
    - RAIS.
    - TSE.
    - Census data.
  + Describe research design:
    - Treatment: partisanship of the mayor.
      * Treatment and control group: PT and PMDB, respectively.
      * Acknowledge that the causal mechanism is not clear.
        + Is it about the ideology of the mayor?
        + Assistance through federal deputies?
        + Cooperation among mayors?
    - Outcome of interest:
      * Educational level of the bureaucrats.
  + Estimation:
    - OLS regression, with matching.
    - Alternative estimation: RDD.