## The Effect of Minimum Nurse Staffing Requirements on Staff Levels and Quality of Care in Nursing Homes Nivedita Vatsa (nkv4)

The following memo describes the effects of the minimum nurse staffing law that was brought into effect in 2000 for all nursing homes in California. The new policy mandated that nursing homes must provide a daily minimum of 3.2 hours of nursing care per resident. This memo will first address whether this new requirement was effective in raising levels of nurse staff. Second, this memo will consider whether increasing nurse staffing translates to improved quality of care.

### Background: Changes between 1996 and 2004

The minimum staffing law was approved in 1999 and became effective at the start of 2000. A comparison of the nurse staffing levels before and after the policy was implemented shows an overall increase. It should be noted that all the changes described in this section are based on a simple comparison and do not account for state-wide time trends.

In the short-term, between 1998 and 2000, the policy compliance rate increased significantly from 29% to 40%. The increase in compliance was even higher in the long-term (2004) reaching 71%. There was a significant short-term and long-term increase in the number of hours per resident day (HPRD) provided by non-supervisory (NS) nurses (see Table 1). However, it appears that mostly nurse aides, as opposed to licensed nurses, are contributing this increase. The staff levels of nurse aides increased, relative to 1998, by 0.11 and 0.34 HPRD in the short- and long-term respectively. By comparison, the increase in licensed nurse staffing, though statistically significant, was small in magnitude at only 0.02 and 0.07 in the short- and long-term respectively.

To measure the quality of care, this memo considers the number of total of deficiency citations (TDCs) and the rate of pressure sores seen in a nursing home. Interestingly, the short term shows a significant increase in the number of TDCs. However, the change is small in magnitude, and in the long-term, the TDCs decrease by 1.7. For the rates of pressure sores, there appears to be no significant change from the 1998 rates.

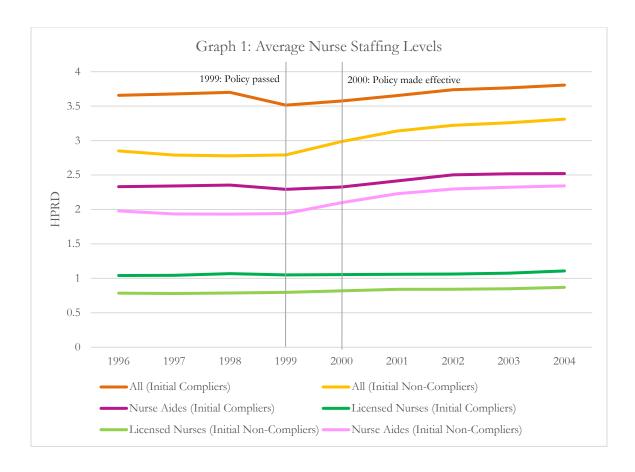
Table 1: Short-term and long-term changes in compliance, staffing, and quality measures

	Average in 1998	Average in 2000	Short-Term Change (2000)
Overall Compliance (%)	28.6%	39.9%	11.3%***
Non-Supervisory Nurse HPRD	3.0	3.2	0.11***
Licensed Nurse HPRD	0.9	0.9	0.02***
Nurse Aide HPRD	2.1	2.2	0.11***
Total Deficiency Citations	11.8	12.4	0.60***
Pressure Sore Rate	0.1	0.1	0
	Average in 1998	Average in 2004	Long-Term Change (2004)
Overall Compliance (%)	28.6%	70.6%	42.1%***
Non-Supervisory Nurse HPRD	3.0	3.5	0.41***
Licensed Nurse HPRD	0.9	0.9	0.07***
Nurse Aide HPRD	2.1	2.4	0.34***
Total Deficiency Citations	11.8	10.1	-1.74***
Pressure Sore Rate	0.1	0.1	0

<sup>\*\*\*</sup> significant at the 0.01 significant level

# I. The law raised overall nurse staffing levels, primarily through an increase in nurse aide hours

The effects of the law are estimated by comparing nursing homes that were below the 3.2 HPRD requirement in 1997-98 ("initial non-compliers") to those that met the requirement in the same time period ("initial compliers"). Presumably, the initial non-compliers were most affected by the law from 2000 onwards as it compelled them to raise staff levels, while the initial compliers remained largely unaffected as the law required no action from them. Therefore, assuming that the two groups behave similarly prior to 1999-2000, the difference in their behavior after this point can show the effect of enacting the law. Graph 1 shows that before the law was implemented, the compliers and non-compliers showed a similar trend in their staffing levels, particularly for nurse aides and licensed nurses.



The results, given in Table 2, estimate the effects of the policy on staffing levels for initially non-compliant homes. In other words, they describe how much higher the staffing levels are relative to a scenario in which the policy had not been adopted. By 2001 (or the "short-term"), the policy raised the overall staffing level (i.e. all NS nurses) by 0.16 HPRD or 5.5 percentage points (pp). The long-term effect, observed from 2000 to 2004, is even higher at 0.31 HPRD (or 10.8pp). Closer examination of these trends shows that the increase in nurse aides outweighs that of licensed nurses. While the short- and long-term effects of the policy on licensed nurses' HPRD were 2.7pp and 5.2pp respectively, the effects for nurse aides was nearly double that level at 5.6pp and 9.4pp respectively.

Table 2: Short-term and long-term effects of the policy on staffing levels (in HPRD)

	Short-Term Effect on HPRD	Long-Term Effect on HPRD
All (Non-Supervisory Nurses)	0.16***	0.31***
Licensed Nurses	0.03**	0.04***
Nurse Aides	0.11***	0.18***

	Short-Term Effect on HPRD	Long-Term Effect on HPRD
	(percentage points)	(percentage points)
All (Non-Supervisory Nurses)	5.5 pp***	10.8 pp***
Licensed Nurses	2.7 pp***	5.2 pp***
Nurse Aides	5.6 pp***	9.4 pp***

<sup>\*\*\*</sup> significant at 0.01 significance level; \*\* at 0.05 significance level

Nurse aides, compared to licensed nurses, receive less formal training, but perform the majority of the daily patient care responsibilities. In this context, it is important to understand how their increased participation given their limited training affects the quality of care provided in nursing homes.

### II. The law had little to no effect on the quality of care provided in nursing homes

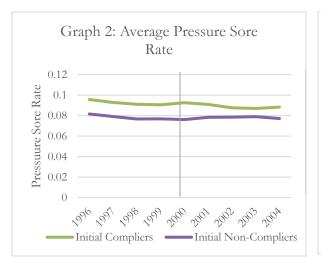
To describe how the policy affects nursing home quality, the analysis presented below uses the change in staffing levels from before and after 1999 to estimate the change in the quality of care. In order to isolate the effects of the policy, the change in staffing levels mentioned above must reflect the changes that are motivated by the policy alone. This is an important consideration because many other factors may influence changes in staffing level such as the county demographics or the local budget. The analysis therefore introduces a measure of how far below an initially non-compliant nursing home was from the 3.2 HPRD requirement in 1997-98. This measure is used to estimate how much staffing levels would change *in response to the policy*. Finally, this isolated change in staffing is used to estimate the change in nursing quality.

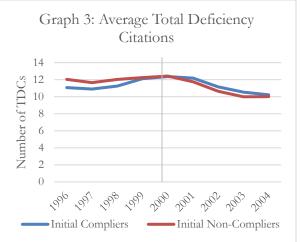
Based on the analysis described above, it appears that a change in overall staffing levels caused by the policy has little to no effect measures of quality. There were no significant changes seen for pressure sore rates between 1998 and 2004. Even a simple comparison of

however, this point may be subject to further debate.

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<sup>&</sup>lt;sup>1</sup> From a technical standpoint, this measure is referred to as an "instrumental variable." The author of this memo considers this instrument to be appropriate because (1) the change in staffing level is conceptually linked to the shortfall of the staffing level from the given requirement; and (2) there is no clear reason to believe that this shortfall affects nursing home quality in any way other than through its effect on the increase in staffing;





the initially compliant and non-compliant nursing homes (Graph 2) shows a fairly level rate over the years. For TDCs, significant improvement was observed only for changes in 2000 and 2001. That is, the policy-driven changes in staffing levels seen from 1998 to 2000, and 1998 to 2001, resulted in a significant decrease in TDCs by 1.7 and 2.2 units respectively. However, in effect, these results are fairly small in magnitude because, as noted in Section I, the policy is induced a 0.31 increase in NS nurse HPRD. Therefore, the overall policy effect on TDCs would be a decrease of only 0.5 and 0.7 for 2000 and 2001 respectively. This is seen in Graph 3, which shows a small decline in TDC, particularly in 2000-2001.

#### Conclusion

The data related to the 1999-2000 California minimum nurse staffing law indicate that minimum staffing ratios raise the levels of nurse staff, particularly nurse aides, but have no effect on the quality of care, with the exception of a small short-term improvement in TDCs. However, a different composition of the nurse staff may lead to different results. Further research is required to assess whether amending federal law to raise the minimum staffing level for licensed nurses would have a stronger effect on quality outcomes. It must also be noted that these results are most applicable to the state of California in the early 2000s and may not be generalizable to states with different healthcare regulations that may affect quality outcomes in conjunction with the minimum nurse staffing requirement.

<sup>2</sup> The effects, quantified as 1.7 TDCs and 2.2 TDCs, are significant at the 0.1 and 0.05 levels respectively.

```
Final - code - Printed on 12/11/2016 1:57:10 PM
  71
        *(c) doing the same for licensed nurses
  72
        ttest hprd_lic1998 == hprd_lic1999, level(95)
        ttest hprd_lic1998 == hprd_lic2000, level(95)
  73
       ttest hprd_lic1999 == hprd_lic2000, level(95)
ttest hprd_lic1998 == hprd_lic2004, level(95)
  74
  75
  76
            *No signficant change in 1999. Significant increase by 2000
  77
            *and 2004.
  78
  79
        *(d) EXTRA (not used): computed the t-tests for only the firms who were initially below
  80
  81
        *the 3.2 HPRD level to see whether the already compliant firms were
  82
        *distorting the difference
  83
  84
        *oddly, the results show that the intitially non-compliant
  85
        *firms had either a decrease or no change in their staffing levels
  86
  87
        ttest hprd_ns1998 == hprd_ns1999 if below97981996==0, level(95)
  88
        ttest hprd_ns1998 == hprd_ns2000 if below97981996==0, level(95)
  89
        ttest hprd_ns1999 == hprd_ns2000 if below97981996==0, level(95)
  90
            *Reject null hypothesis that 1998 levels < 1999 or 2000 levels
  91
  92
        ttest hprd na1998 == hprd na1999 if below97981996==0, level(95)
        ttest hprd na1998 == hprd_na2000 if below97981996==0, level(95)
  93
  94
        ttest hprd_na1999 == hprd_na2000 if below97981996==0, level(95)
  95
            *Signficant decrease in 1999. Significant increase by 2000
  96
            *relative to 1999.
  97
  98
        ttest hprd_lic1998 == hprd_lic1999 if below97981996==0, level(95)
  99
        ttest hprd_lic1998 == hprd_lic2000 if below97981996==0, level(95)
        ttest hprd_lic1999 == hprd_lic2000 if below97981996==0, level(95)
 100
                *Signficant decrease in 1999. But no significant change
 101
                *by 2000.
 102
 103
 104
        *(e) EXTRA (not used): repeating for the firms who were initially above
 105
        *the 3.2 HPRD level to see whether the policy affected their
 106
        *staffing levels
 107
 108
        *oddly, the results show that the intitially non-compliant
 109
        *firms had either a decrease or no change in their staffing levels
 110
 111
       ttest hprd_ns1998 == hprd_ns1999 if below97981996==1, level(95)
       ttest hprd_ns1998 == hprd_ns2000 if below97981996==1, level(95)
 112
 113
       ttest hprd_ns1999 == hprd_ns2000 if below97981996==1, level(95)
 114
            *Significant increase in NS levels by 2000
 115
 116
        ttest hprd_na1998 == hprd_na1999 if below97981996==1, level(95)
        ttest hprd_na1998 == hprd_na2000 if below97981996==1, level(95)
 117
 118
        ttest hprd_na1999 == hprd_na2000 if below97981996==1, level(95)
 119
            *Significant increase in NS levels by 2000
 120
       ttest hprd_lic1998 == hprd_lic1999 if below97981996==1, level(95)
 121
 122
       ttest hprd_lic1998 == hprd_lic2000 if below97981996==1, level(95)
        ttest hprd_lic1999 == hprd_lic2000 if below97981996==1, level(95)
 123
 124
                *Significant increase from 1998 to 1999, and the from
 125
                *1999 to 2000.
 126
 127
        *(ii) The fraction of firms in compliance with the 3.2 HPRD standard
 128
        preserve
 129
        collapse (mean) comply*
 130
        save "average_compliance.dta", replace
 131
        restore
 132
 133
        *checking for differences
 134
        ttest comply1998 == comply2000,level(95)
 135
        ttest comply1999 == comply2000,level(95)
 136
        ttest comply1998 == comply2004,level(95)
 137
            *significant increase by 2000 and 2004
 138
 139
        *(iii) Measures of quality care before and after implementation of the staffing law in CA:
 140
       preserve
```

```
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 141
       collapse psore_rate* totdef*
 142
       save "average_quality.dta",replace
 143
       restore
 144
 145
       *(a) total deficiency citations (TDCs)
 146
       ttest totdef1998==totdef2000, level(95)
       ttest totdef1999==totdef2000, level(95)
 147
 148
       ttest totdef1998==totdef2004, level(95)
 149
           *we see a decrease by 2000, but interestingly,
 150
           *there's an increase in TDCs by 2004
 151
 152
       *(b) pressure sore rate
 153
       ttest psore_rate1998==psore_rate2000, level(95)
 154
       ttest psore_rate1999==psore_rate2000, level(95)
 155
       ttest psore_rate1998==psore_rate2004, level(95)
 156
           *no significant change
 157
 158
       *comparing these measures by compliers and non-compliers
 159
       gen initial_noncomply = (ahprd9798_q101996<8)</pre>
 160
 161
       preserve
       collapse (mean) hprd_ns* hprd_na* hprd_lic*, by(initial_noncomply)
 162
 163
       save "average_staffing_groups.dta", replace
 164
       restore
 165
 166
       preserve
 167
       collapse (mean) totdef* psore_rate* , by(initial_noncomply)
 168
       save "average_quality_groups.dta", replace
 169
       restore
 170
       ********
 171
 172
       *SECTION II: Regression Analysis
       *******
 173
 174
       175
 176
       *(A) Do they comply with the law after 2000?
 177
            *i.e. what happens to staff levels?
 178
       179
 180
       use ca_minstaff.dta, replace
 181
 182
       gen comply = (hprd_ns>3.2)
 183
       gen initial_noncomply = (ahprd9798_q10<8)</pre>
 184
 185
       gen in_effect = (year>=2000)
 186
       gen DID = in_effect*initial_noncomply
 187
 188
       gen year2001 = (year = 2001)
 189
       gen DID2001 = year2001*initial_noncomply
 190
 191
       gen ln_hprd_ns = log(hprd_ns)
 192
       gen ln_hprd_na = log(hprd_na)
       gen ln_hprd_lic = log(hprd_lic)
 193
 194
 195
       *Difference-in-differences
 196
 197
       *DiD between initial compliers and non-compliers
 198
       *(I checked and found no significant difference in the DID
 199
       *coefficient after including and removing the covariates for
 200
       *occupation rate, county, and year one by one).
 201
 202
       *(i) Non-supervisory nurses
 203
 204
       *post period is 2000 onwards
       xi: regress hprd_ns in_effect initial_noncomply DID occup i.county i.year, robust cluster(
 205
       county)
 206
       xi: regress ln_hprd_ns in_effect initial_noncomply DID occup i.county i.year, robust cluster
       (county)
 207
 208
       *post period is only 2001
```

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Final - code - Printed on 12/11/2016 1:57:11 PM
 209
       xi: regress ln_hprd_ns year2001 initial_noncomply DID2001 occup i.county i.year, robust
       cluster(county)
       xi: regress hprd_ns year2001 initial_noncomply DID2001 occup i.year i.county, robust cluster
 210
        (county)
 211
       *(ii) Nurse aides
 212
 213
 214
       *year 2000 onwards
       xi: regress ln hprd na in effect initial noncomply DID occup i.county i.year, robust cluster
 215
       (county)
 216
       xi: regress hprd_na in_effect initial_noncomply DID occup i.county i.year, robust cluster(
       county)
 217
 218
       *only 2001
 219
       xi: regress ln_hprd_na year2001 initial_noncomply DID2001 occup i.county i.year, robust
       cluster(county)
 220
       xi: regress hprd_na year2001 initial_noncomply DID2001 occup i.county i.year, robust cluster
       (county)
 221
 222
       *(iii) Licensed nurses
 223
 224
       *year 2000 onwards
 225
       xi: regress ln_hprd_lic in_effect initial_noncomply DID occup i.county i.year, robust
       cluster(county)
 226
       xi: regress hprd lic in effect initial noncomply DID occup i.county i.year, robust cluster(
       county)
 227
 228
       *only 2001
 229
       xi: regress ln_hprd_lic year2001 initial_noncomply DID2001 occup i.county i.year, robust
       cluster(county)
 230
       xi: regress hprd_lic year2001 initial_noncomply DID2001 occup i.county i.year, robust
       cluster(county)
 231
       232
       *(B) Does an increase in staffing improve quality?
 233
 234
        235
 236
        *(note: I don't use logs of the outcome because there are many values for
 237
       *quality that are equalto zero)
 238
 239
       *Quick naive comparison (not used in memo)
 240
       regress totdef hprd_ns occup _Iyear_* _Icounty_*,robust
 241
       regress totdef hprd_ns occup _Iyear_* _Icounty_* if year>=1999,robust
 242
           *negative significant effect
 243
       regress psore_rate hprd_ns occup _Iyear_* _Icounty_*,robust
regress psore_rate hprd_ns occup _Iyear_* _Icounty_* if year>=1999,robust
 244
 245
           *oddly, there's a positive significant effect
 246
 247
 248
       *Instrumental variables (used in memo)
 249
 250
       *Using the change in staffing levels as a predictor of the change in
 251
       *quality. If the policy were effective, a greater (+ve) change in
 252
        *staffing would lead to a greater improvement in quality (-ve effect).
 253
 254
       *The changes in staffing levels are predicted (first stage) by
 255
        *how far below the home is from the 3.2 requirement. Since the
 256
        *changes in staffing can be motivated by many factors that you can't
 257
        *control for such as budget, demographic changes, etc., the best
 258
        *way to capture the change in staffing motived by the POLICY ONLY
        *is to use how much the home falls short of the requirement (or
 259
 260
        *how much improvement is needed).
 261
 262
        *Using changes in variables instead of absolute measures because
 263
        *you're interested in how the initial non-compliers (who showed
 264
        *most change) reacted to the policy change. So the shortfall will
        *be better correlated with the subsequent increase -- this also makes
 265
 266
       *it better for the "relevance condition" for IV using "below9798."
 267
 268
       preserve
```

```
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 269
 270
        *reshaping again
 271
       drop in_effect DID* year2001 ln_hprd_* _Iyear_*
 272
       reshape wide occup-comply, i(fac_id) j(year)
 273
       rename(gap97981996)(gap9798_all)
 274
       drop gap97981* gap97982*
 275
 276
        *"change" variables - change from 1998 to 200x
 277
       forvalues i = 0(1)4
       gen change_hprd_ns980`i' = hprd_ns200`i' - hprd_ns1998
 278
       gen change_totdef_980`i' = totdef200`i'-totdef1998
 279
 280
       gen change_psore_rate_980`i' = psore_rate200`i'-psore_rate1998
 281
       gen change_occup_980`i' = occup200`i'-occup1998
 282
 283
 284
        *regression - 2000
 285
        ivregress 2sls change_totdef_9800 change_occup_9800 _Icounty_* (change_hprd_ns9800=
       gap9798_all), first robust
            *significant & -ve (beta = -1.65 and p-value = 0.076)
 286
 287
        ivregress 2sls change_psore_rate_9800 change_occup_9800 _Icounty_* (change_hprd_ns9800=
       gap9798 all), first robust
 288
            *insignificant
 289
 290
        *regression - 2001
        ivregress 2sls change_totdef_9801 change_occup_9801 _Icounty_* (change_hprd_ns9801=
 291
       gap9798_all), first robust
 292
            *significant & -ve (beta = -2.19 and p-value = 0.022)
 293
        ivregress 2sls change_psore_rate_9801 change_occup_9801 _Icounty_* (change_hprd_ns9801=
       gap9798_all), first robust
 294
            *insignificant
 295
 296
        *regression - 2002
 297
        ivregress 2sls change_totdef_9802 change_occup_9802 _Icounty_* (change_hprd_ns9802=
       gap9798_all), first robust
 298
           *insignificant
 299
        ivregress 2sls change_psore_rate_9802 change_occup_9802 _Icounty_* (change_hprd_ns9802=
       gap9798 all), first robust
 300
            *insignificant
 301
 302
        *regression - 2003
 303
        ivregress 2sls change_totdef_9803 change_occup_9803 _Icounty_* (change_hprd_ns9803=
       gap9798_all), first robust
 304
           *insignificant
 305
       ivregress 2sls change_psore_rate_9803 change_occup_9803 _Icounty_* (change_hprd_ns9803=
       gap9798_all), first robust
 306
            *insignificant
 307
 308
        *regression - 2004
 309
        ivregress 2sls change_totdef_9804 change_occup_9804 _Icounty_* (change_hprd_ns9804=
       gap9798 all), first robust
 310
            *insignificant
 311
       ivregress 2sls change_psore_rate_9804 change_occup_9804 _Icounty_* (change_hprd_ns9804=
       gap9798_all), first robust
 312
            *insignificant
 313
 314
       restore
 315
 316
        *SANITY CHECK: Trying difference-in-differences
 317
        *(not discussed in detail in memo because the IV answers whether the
        *the benefits of nurse staff are exaggereated and seems to follow the
 318
 319
        *suggested tips more closely).
 320
 321
        *year 2000 onwards
 322
       regress totdef in_effect initial_noncomply DID occup i.county i.year, robust cluster(county)
 323
            *no significant effect
 324
 325
        *only 2001
 326
       regress totdef year2001 initial noncomply DID2001 occup i.county, robust cluster (county)
 327
            *significant negative effect, but very small in magnitude
 328
            *beta = -0.6657044; p-value = 0.085
```

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 329
            *it's also close the effect found for IV
 330
 331
        *year 2000 onwards
        regress psore_rate in_effect initial_noncomply DID occup i.county i.year, robust cluster(
 332
        county)
 333
            *no significant effect
 334
 335
        *only 2001
 336
        regress psore_rate year2001 initial_noncomply DID2001 occup i.county, robust cluster(county)
 337
            *no significant effect
 338
 339
        *do-file ends here
 340
 341
 342
 343
 344
 345
 346
 347
 348
 349
 350
 351
 352
 353
 354
 355
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 358
 359
 360
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 379
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 381
 382
 383
 384
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 387
 388
 389
 390
 391
 392
 393
 394
 395
 396
 397
        *TRYING CATEGORICAL INSTRUMENTS
```

```
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 398
       rename(ahprd97981996)(ahprd9798_all)
 399
       drop ahprd97981* ahprd97982*
       ivregress 2sls change_totdef_9801 occup2001 _Icounty_* (change_hprd_ns9801=ahprd9798_all),
 400
        first robust
 401
        ivregress 2sls change_psore_rate_9801 occup2001 _Icounty_*
        (change hprd ns9801=ahprd9798 all), first robust
 402
 403
       rename(below97981996)(below9798_all)
 404
       drop below97981* below9798
        ivregress 2sls change_totdef_9801 occup2001 _Icounty_* (change_hprd_ns9801=below9798_all),
 405
        first robust
 406
       ivregress 2sls change_psore_rate_9801 occup2001 _Icounty_*
        (change_hprd_ns9801=below9798_all), first robust
 407
 408
 409
        /*
 410
 411
       *another IV
       **just use all change variables
 412
 413
        ivregress 2sls totdef2002 (hprd_ns2002=gap9798_all), first robust
 414
        ivregress 2sls psore_rate2002 (hprd_ns2002=gap9798_all), first robust
 415
 416
       ivregress 2sls totdef2003 (hprd ns2003=gap9798 all), first robust
 417
       ivregress 2sls psore_rate2003 (hprd_ns2003=gap9798_all), first robust
 418
 419
       ivregress 2sls totdef2004 (hprd_ns2004=gap9798_all), first robust
 420
       ivregress 2sls psore_rate2004 (hprd_ns2004=gap9798_all), first robust
 421
 422
        /*
 423
        *one more IV
 424
       gen change_hprd_ns_9802 = hprd_ns2002-hprd_ns1998
 425
        ivregress 2sls totdef2002 (change_hprd_ns_9802=gap9798_all), first robust
        ivregress 2sls psore_rate2002 (change_hprd_ns_9802=gap9798_all), first robust
 426
 427
 428
       gen change_hprd_ns_9803 = hprd_ns2003-hprd_ns1998
 429
        ivregress 2sls totdef2003 (change_hprd_ns_9803=gap9798_all), first robust
 430
       ivregress 2sls psore_rate2003 (change_hprd_ns_9803=gap9798_all), first robust
 431
 432
       gen change_hprd_ns_9804 = hprd_ns2004-hprd_ns1998
 433
       ivregress 2sls totdef2004 (change_hprd_ns_9804=gap9798_all), first robust
 434
       ivregress 2sls psore_rate2004 (change_hprd_ns_9804=gap9798_all), first robust
 435
       * /
 436
 437
 438
       *Other instruments
 439
 440
       ivregress 2sls totdef (hprd ns=below9798), first robust
 441
       ivregress 2sls psore_rate (hprd_ns=below9798) if year>2000, first robust
 442
 443
       ivregress 2sls totdef (hprd ns=ahprd9798 q10), first robust
 444
       ivregress 2sls psore_rate (hprd_ns=ahprd9798_q10) if year>2000, first robust
 445
        * /
 446
        /*
 447
 448
       *IV - absolute (long)
       ivregress 2sls totdef (hprd_ns=gap9798), first robust
 449
 450
       ivregress 2sls psore_rate (hprd_ns=gap9798), first robust
 451
 452
```

453 454