

# Agricultural Elites, Special Interest Politics, and Deforestation: Property-Level Evidence from the Amazon

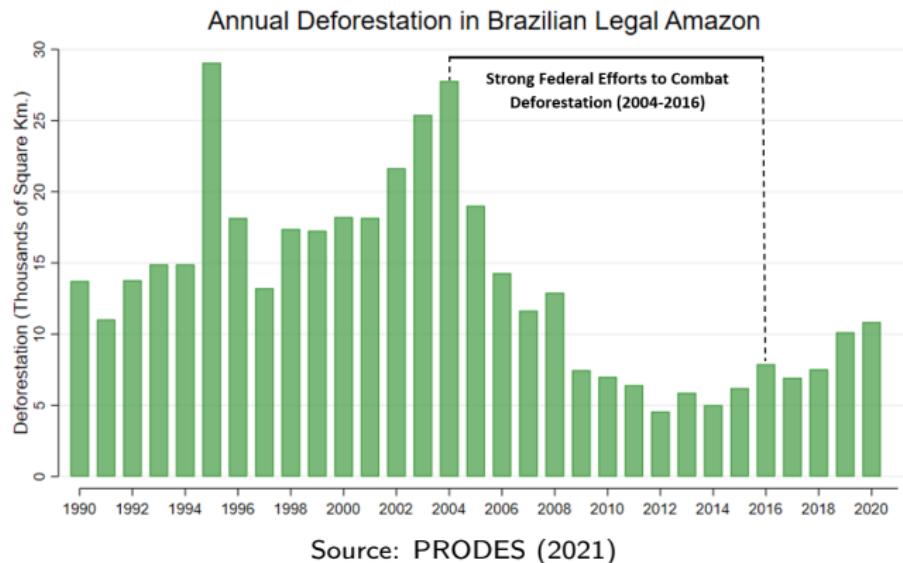
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UW-Madison

January 28th, 2022



# Tropical Deforestation Accounts for 20% of Global Greenhouse Gas Emissions, and 70% of Brazil's Emissions (Asner, 2010)



OCTOBER 1, 2021

**In Brazilian Amazon, savannization and climate change will expose 12 million to lethal heat stress**

by Fiocruz Plataforma

Article | Open Access | Published: 10 May 2021

**Deforestation reduces rainfall and agricultural revenues in the Brazilian Amazon**

Argemiro Teixeira Leite-Filho , Britaldo Silveira Soares-Filho, Juliana Leroy Davis, Gabriel Medeiros Abrahão & Jan Börner

## Deforestation and Local Politics are Connected in Brazilian Amazon

- ▶ Deforestation is driven by **economic incentives**, including **commercial cattle and soy production**
- ▶ Economic interest groups may influence local politics through **campaign donations** or **candidate selection**
- ▶ Environmental governance mostly set at federal and state levels, but municipal leaders can influence deforestation for electoral motives:
  - ▶ **Dahis & Bragança (2021)**: Deforestation and agricultural promotion ↑ when self-declared farmer mayors elected during weak enforcement period (2000); no effects in 2004-2012
  - ▶ **Pailler (2018)**: Deforestation ↑ in election years; self-financed campaign contributions linked to more deforestation
  - ▶ **Abman (2014)**: Eligibility for reelection reduces deforestation after introduction of municipal blacklist policy

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4. **Municipality-Level:** Does election of landholding or landholder financed mayor increase deforestation or change municipal policy?  
*Election of landholder-financed mayor associated with increased deforestation, land conversion to ag., and GHG emissions from ag.; municipal spending on agriculture ↑ and spending on environmental protection ↓; effects driven by competitive elections*

## What Do We Contribute?

- ▶ Existing studies:
  - ▶ Limited to municipality-level outcomes
  - ▶ Rely on self-reported occupation of candidates to identify farmers
  - ▶ Don't observe donors' landholdings or occupations, so can't measure behavior on donor properties or effects of landowner donations

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- ▶ We use data on 5 municipal elections spanning period with significant variations in federal enforcement effort (2000-2020)
- ▶ We contribute to literatures on:
  - ▶ Decentralization and environmental federalism
  - ▶ Special interest groups and campaign finance
  - ▶ Elite capture
  - ▶ Political economy of tropical deforestation

# Data I: Building a Property-Level Land Use Database (GLUE Lab)

## Identified land registries:

- ▶ *Cadastro Ambiental Rural* (MT/PA/RO)
- ▶ Terra Legal (Legal Amazon)
- ▶ SIGEF (subset of SNCR) (Brazil)

## Annual satellite data on land use and tree cover (2000-2020):

- ▶ MapBiomas
- ▶ PRODES



CAR property boundaries in Mato Grosso, Pará, and Rondônia

## Data II: Connecting Property Panel with Candidate/Donor Panels

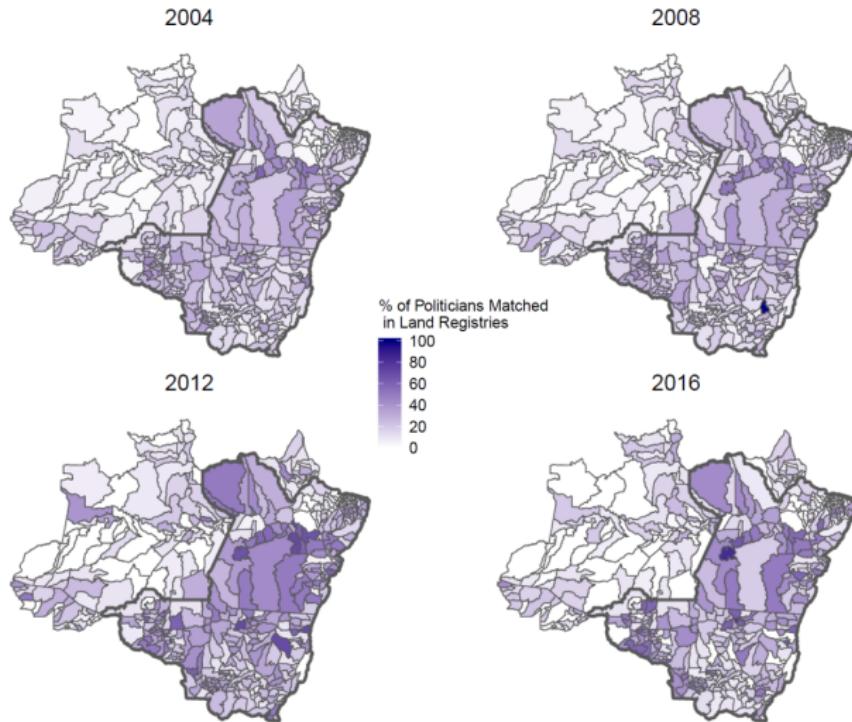
**Candidates:** TSE (2000, 2004, 2008, 2012, 2016): names/IDs, demographic information, declared occupation and property, political affiliations, and vote total for all mayoral and council candidates

**Donations:** TSE (2004, 2008, 2012, 2016): names/IDs, donation value, donation type, and recipient candidate for all donations

**Municipality-Level Outcome Panels:** deforestation, land conversion to agriculture, greenhouse gas emissions (SEEG)

**Municipality-Level Mechanism Panels:** public finances (FINBRA), *Convênios* between federal ministries and municipal governments (PGU)

## Data II: Connecting Property Panel with Candidate/Donor Panels



**Potential measurement error:** politicians could own untitled land or title properties in someone else's name

## Descriptive Statistics: Amazon Municipalities

	Close Elections (10%)	All Elections
No. Municipalities	690	760
No. Municipality-Elections	1,404	3,041
<b>Descriptives:</b>		
Size (sq. km.)	7,517 (16,557)	6,667 (13,857)
Dist. from State Capital (km.)	305.02 (234.58)	313.79 (231.58)
% Amazon Biome	99.68 (3.17)	99.78 (2.62)
% Forest Cover Loss (to 2020)	36.37 (33.48)	37.33 (33.70)
Population	28,468 (94,575)	25,805 (79,947)
GDP (Millions of 2010 BRL)	151.68 (870.27)	136.58 (780.71)
Mun. Development Index	0.45 (0.09)	0.46 (0.09)
% of Population Urban	54.89 (23.51)	55.55 (23.59)
% of Population in Poverty	61.24 (17.76)	59.96 (18.23)
% Workers Empl. in Agricult.	48.75 (18.29)	48.49 (18.07)
Value Donations (BRL\$) /1000 ppl.	29,584 (26,620)	28,506 (24,876)

## Descriptive Statistics: Candidates and Donors

	MT/PA/RO (2004, 2008, 2012, 2016)		
	Candidates (Mayor)	Candidates (Council)	Donors (CPF/CNPJ)
Number (Total)	4,134	107,059	216,469
Number (Landholders)	1,530	15,343	26,664
% Landholders	37.01	14.33	12.32
% Resource-Linked Occup.	15.41 (36)	15.82 (36)	NA
Value Donations Received/Given	87,318 (353,534)	2,840 (39,347)	3,379 (32,246)
<b>Among Landholders:</b>			
Property Size (ha.)	2582.68 (7,943)	1418.60 (10,496)	1969.78 (11,044)
No. Properties	2.71 (3.34)	1.36 (0.80)	1.87 (2.71)
% Forest Cover Loss to 2020	90.38 (118.19)	81.44 (68.37)	82.37 (97.38)
Years × Properties Under Embargo	5.95 (28.55)	0.56 (3.93)	2.12 (18.77)
Avg. Cultivated Soy Ha. (2000-2020)	163.98 (954.17)	23.94 (541.78)	94.72 (1,148)
% Appearing on Forced Labor List	1.44 (13.46)	0.08 (3.33)	0.70 (9.93)
% Resource-Linked Occup.	27.12 (0.44)	43.56 (0.50)	NA
Value Donations Received/Given	110,749 (301,299)	3,295 (11,376)	8,432 (50,571)

## Descriptive Statistics: *Successful Candidates and Donors*

	MT/PA/RO (2004, 2008, 2012, 2016)		
	Winners (Mayor)	Winners (Council)	Donors (CPF/CNPJ)
Number (Total)	1,353	43,506	67,781
Number (Landholders)	629	7,921	9,786
% Landholders	46.49	18.21	14.44
% Resource-Linked Occup.	16.41 (0.37)	18.28 (0.39)	NA
Value Donations Received/Given	106,317 (268,766)	2,925 (10,318)	2,682 (17,383)
<b>Among Landholders:</b>			
Property Size (ha.)	3,523 (9,690)	1,399 (9,138)	2,191 (11,497)
No. Properties	3.36 (4.67)	1.42 (0.89)	2.10 (3.34)
% Forest Cover Loss to 2020	99.17 (164.99)	84.13 (78.91)	85.43 (106.23)
YearsxProperties Under IBAMA Embargo	7.92 (36.66)	0.65 (4.46)	2.84 (25.20)
Avg. Cultivated Soy Hectares (2000-2020)	241.29 (1,142.73)	28.41 (594.31)	132.35 (1,317.42)
% Appearing on Forced Labor List	2.07 (0.16)	0.08 (0.03)	0.94 (0.11)
% Resource-Linked Occup.	26.23 (0.44)	42.52 (0.49)	NA
Value Donations Received/Given	124,699 (264,395)	3,411 (13,120)	9,497 (55,424)

## Which Empirical Strategy is Best? RDD vs. Diff-in-Diff

### Regression Discontinuity Design:

- ▶ **Pro:** causal interpretation of LATE around close election cutoff
- ▶ **Cons:** only makes cross-unit comparisons; how random are close elections really?

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- ▶ **Cons:** election outcomes are endogenous, weaker causal interpretation; well-understood problems with TWFE

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**Hybrid Approach:** Two-way fixed effects (individual and year) with sample restricted to winners and runner-ups in close municipal elections

- ▶ Equivalent to local linear RDD
- ▶ Implement Callaway and Sant'Anna *csdid* estimator with not-yet-treated controls

## Property-Level Empirical Strategy: Difference-in-Differences

### Difference-in-differences:

$$d_{imt} = \beta T_{imt} + \delta_i + \theta_t + \epsilon_{imt}$$

- ▶  $d_{imt}$  is annual % loss of baseline tree cover for candidate/donor  $i$ 's properties in municipality  $m$  in year  $t$
- ▶  $T_{imt}$  is a treatment dummy equal to 1 when candidate is in office
- ▶  $\delta_i$  and  $\theta_t$  are candidate/donor and year FEs
- ▶ SEs clustered at candidate/donor level

**Limit sample to winner and runner-up candidates in close elections**  
(10% win-margin), where outcomes are “as-if random”; compare to results in full candidate/donor sample

## Property-Level Empirical Strategy: Dynamic Effects

To explore dynamic effects around candidates' entry and exit from office, we estimate an event study specification:

$$d_{ikmt} = \sum_{k=-3}^{+6} \beta_k T_{imt} \mathbb{1}\{s = k\} + \theta_i + \lambda_t + \epsilon_{ikmt}$$

- ▶  $k$  is the number of years before or after election year, extending from 3 years prior to election to 2 years after end of mandate
- ▶ Outcomes: deforestation, land conversion to soy/pasture, environmental violations

**TWFE Problems:** Already-treated units introduce bias into TWFE estimates. Implement **Callaway and Sant'Anna *csdid* estimator** with not-yet-treated controls

## Candidates: Effect of Being Elected on Deforestation

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Defor %	Defor (0/1)	Defor %	Defor (0/1)	Defor %	Defor (0/1)
Treatment						
<i>In Office</i>	-0.756 (0.541)	0.008 (0.021)	-0.545*** (0.205)	-0.017 (0.010)	-0.003 (0.054)	0.002 (0.002)
Observations	2,717	2,717	14,839	14,839	186,656	186,656
Year FE	X	X	X	X	X	X
Individual FE	X	X	X	X	X	X

Note: Treatment is defined as dummy variable that switches on when candidate is in office. Sample is 20-year candidate-level panel (2000-2019) for all municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Standard errors are clustered at the candidate level and candidate and year FEs are included. Close election columns restrict sample to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Defor % measures % of baseline natural vegetation lost in a year. Defor (0/1) is indicator of whether  $> 2$  ha. of natural vegetation was lost in a year. \*  $p < 0.10$ , \*\*  $p < 0.05$ , \*\*\*  $p < 0.01$ .

## Candidates: Effect of Being Elected on Land Conversion to Soy and Pasture

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Soy %	Past. (%)	Soy %	Past. (%)	Soy %	Past. (%)
Treatment						
In Office	0.516*	-0.019	0.646**	-0.350	0.083	0.115
	(0.278)	(0.828)	(0.300)	(0.474)	(0.052)	(0.147)
Observations	2,717	2,717	14,839	14,839	186,656	186,656
Year FE	X	X	X	X	X	X
Candidate FE	X	X	X	X	X	X

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\*  $p < 0.10$ , \*\*  $p < 0.05$ , \*\*\*  $p < 0.01$ .

## Donors: Effect of Supported Candidate Being Elected on Deforestation

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Defor %	Defor (0/1)	Defor %	Defor (0/1)	Defor %	Defor (0/1)
Treatment						
<i>Supported Candidate In Office</i>	0.273** (0.136)	0.015** (0.006)	0.295 (0.199)	0.006 (0.004)	0.035 (0.079)	0.001 (0.002)
Observations	29,716	29,716	75,430	75,430	171,019	171,019
Year FE	X	X	X	X	X	X
Donor FE	X	X	X	X	X	X

Note: Treatment is defined as dummy variable that switches on when candidate to whom donor made a campaign contribution is in office. Sample is 20-year donor-level panel (2000-2019) for all donors to municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Standard errors are clustered at the donor level and donor and year FEs are included. Close election columns restrict sample to donors who made contributions to winner and runner-up mayors in elections with  $\leq$  10% win margin (e.g., 45% to 55%). Defor % measures % of baseline natural vegetation lost in a year. Defor (0/1) is indicator of whether > 2 ha. of natural vegetation was lost in a year. \* p< 0.10, \*\* p< 0.05, \*\*\* p< 0.01.

## Donors: Effect of Supported Candidate Being Elected on Land Conversion to Soy and Pasture

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Soy %	Past. (%)	Soy %	Past. (%)	Soy %	Past. (%)
Treatment						
<i>Supported Candidate In Office</i>	0.006 (0.157)	-0.035 (0.302)	-0.012 (0.109)	0.168 (0.230)	0.048 (0.086)	0.045 (0.181)
Observations	29,716	29,716	75,430	75,430	171,019	171,019
Year FE	X	X	X	X	X	X
Donor FE	X	X	X	X	X	X

*Note:* Treatment is defined as dummy variable that switches on when candidate to whom donor made a campaign contribution is in office. Sample is 20-year donor-level panel (2000-2019) for all donors to municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Standard errors are clustered at the donor level and donor and year FEs are included. Close election columns restrict sample to donors who made contributions to winner and runner-up mayors in elections with  $\leq$  10% win margin (e.g., 45% to 55%). Soy% measures change in soy cultivation as % of property size. Past. (%) measures change in pasture as % of property size.

\* p< 0.10, \*\* p< 0.05, \*\*\* p< 0.01.

# Candidates: Effect of Being Elected on Deforestation

## (Heterogeneity Across Enforcement Eras)

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Defor %	Defor (0/1)	Defor %	Defor (0/1)	Defor %	Defor (0/1)
<b>Treatment</b>						
<i>In Office (2016)</i>	0.723 (2.076)	0.007 (0.080)	-0.462 (0.748)	-0.035 (0.034)	-0.459** (0.224)	-0.021* (0.012)
Observations	1,197	1,197	9,424	9,424	102,505	102,505
<i>In Office (2004-2012)</i>	-0.863** (0.421)	0.007 (0.022)	-0.499** (0.197)	-0.014 (0.011)	0.018 (0.056)	0.002 (0.003)
Observations	2,356	2,356	13,623	13,623	181,811	181,811
Year FE	X	X	X	X	X	X
Individual FE	X	X	X	X	X	X

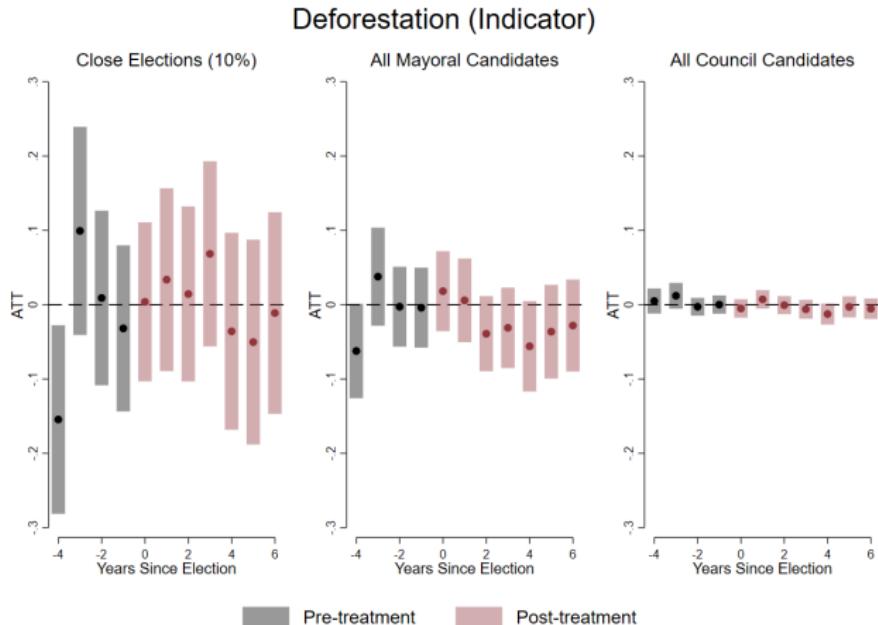
**Note:** Treatment is defined as dummy variable that switches on when candidate is in office. Sample in top panel is 20-year candidate-level panel (2000-2019) for all municipal election candidates in 2000, 2004, 2008, 2012, and 2016 in Legal Amazon who were first treated in 2016 or who were never treated. Sample in bottom panel is similarly defined, but for candidates who were treated in 2004, 2008, or 2012, or never treated. Standard errors are clustered at the candidate level and donor and year FEs are included. Close election columns restrict sample to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Defor % measures % of baseline natural vegetation lost in a year. Defor (0/1) is indicator of whether  $> 2$  ha. of natural vegetation was lost in a year. \*  $p < 0.10$ , \*\*  $p < 0.05$ , \*\*\*  $p < 0.01$ .

# Donors: Effect of Supported Candidate Being Elected on Deforestation (Heterogeneity Across Enforcement Eras)

	Close Elections (10%)		All Mayoral Candidates		All Council Candidates	
	Defor %	Defor (0/1)	Defor %	Defor (0/1)	Defor %	Defor (0/1)
Treatment						
<i>Supported Candidate In Office (2016)</i>	0.658* (0.393)	0.031 (0.020)	-0.141 (0.270)	0.020* (0.011)	0.315 (0.307)	0.001 (0.008)
Observations	12,502	12,502	37,658	37,658	79,914	79,914
<i>Supported Candidate In Office (2004-2012)</i>	0.189 (0.145)	0.011 (0.007)	0.338 (0.233)	0.004 (0.004)	-0.001 (0.084)	-0.000 (0.002)
Observations	25,840	25,840	64,163	64,163	158,327	158,327
Year FE	X	X	X	X	X	X
Candidate FE	X	X	X	X	X	X

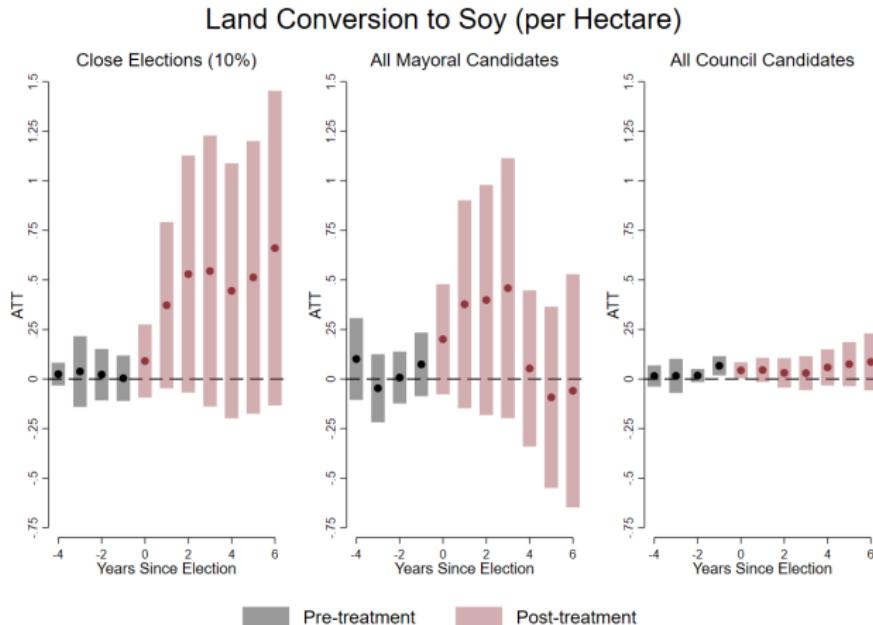
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## Candidates: Dynamic Effects Around Time in Office (Deforestation Indicator)



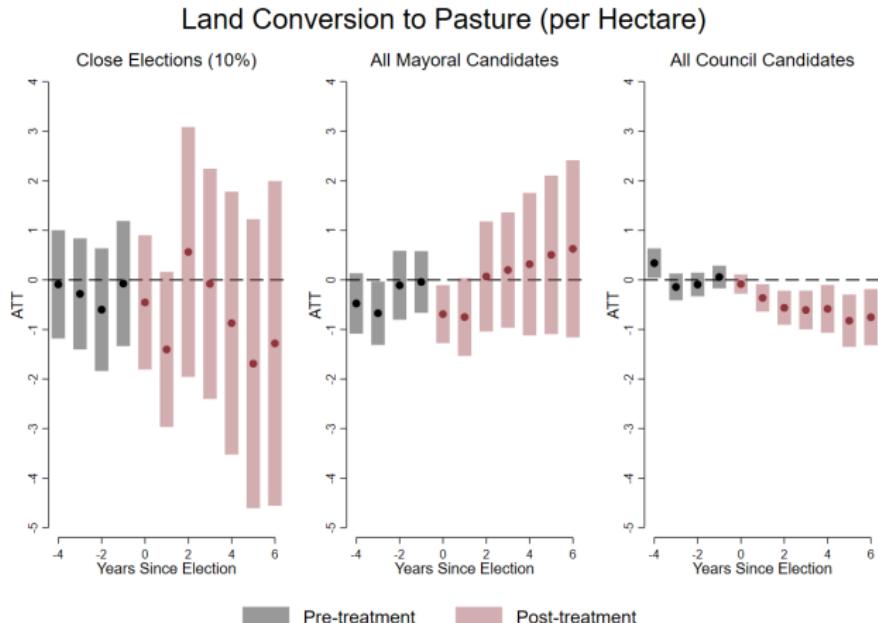
Note: Figures show dynamic event study ATT estimates and 95% confidence intervals from Callaway and Sant'Anna (2021) csdid estimator. ATTs are aggregated from pairwise candidate-year comparisons. Standard errors are clustered at the candidate-level. Sample is 20-year candidate-level panel (2000-2019) for all municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Close Elections figure restricts sample to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Outcome is indicator of whether  $>2$  ha. of natural vegetation was lost in a year.

## Candidates: Dynamic Effects Around Time in Office (Land Conversion to Soy)



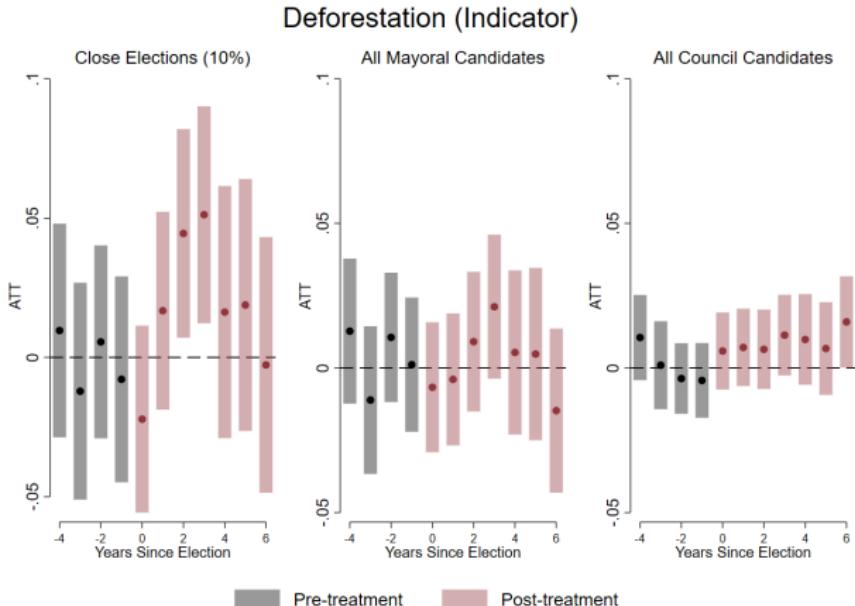
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# Candidates: Dynamic Effects Around Time in Office (Land Conversion to Pasture)



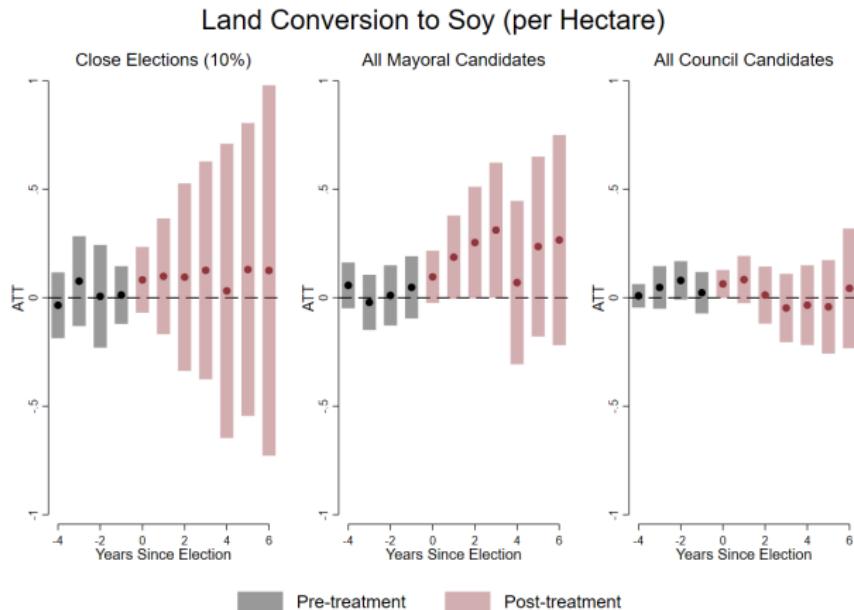
Note: Figures show dynamic event study ATT estimates and 95% confidence intervals from Callaway and Sant'Anna (2021) csdid estimator. ATTs are aggregated from pairwise candidate-year comparisons. Standard errors are clustered at the candidate-level. Sample is 20-year candidate-level panel (2000-2019) for all municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Close Elections figure restricts sample to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Outcome measures ha. converted to pasture over property area.

# Donors: Dynamic Effects Around Supported Candidate's Time in Office (Deforestation Indicator)



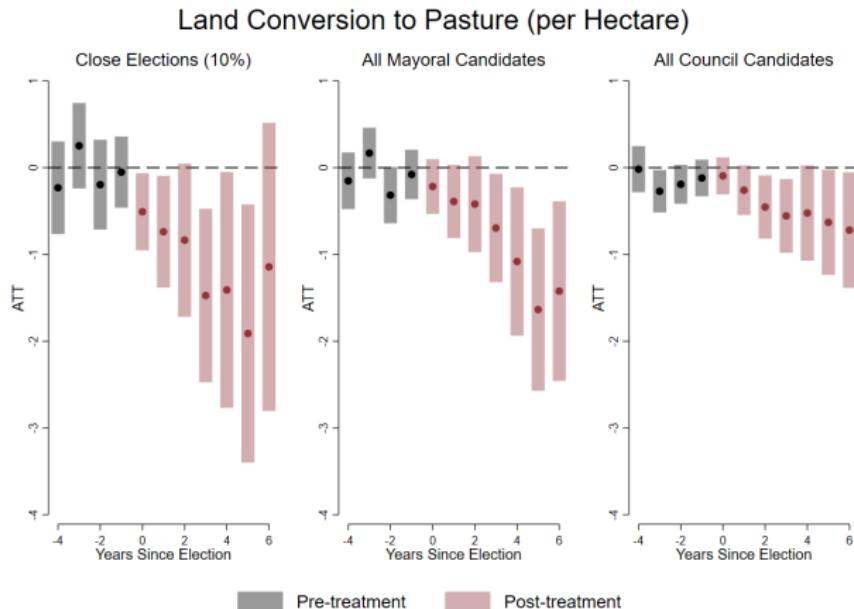
Note: Figures show dynamic event study ATT estimates and 95% confidence intervals from Callaway and Sant'Anna (2021) csdid estimator. ATTs are aggregated from pairwise donor-year comparisons. Standard errors are clustered at the donor-level. Sample is 20-year donor-level panel (2000-2019) for all donors to municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Close Elections figure restricts sample to donors to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Outcome is indicator of whether  $>2$  ha. of natural vegetation was lost in a year.

# Donors: Dynamic Effects Around Supported Candidate's Time in Office (Land Conversion to Soy)



Note: Figures show dynamic event study ATT estimates and 95% confidence intervals from Callaway and Sant'Anna (2021) csdid estimator. ATTs are aggregated from pairwise donor-year comparisons. Standard errors are clustered at the donor-level. Sample is 20-year donor-level panel (2000-2019) for all donors to municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Close Elections figure restricts sample to donors to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Outcome measures ha. converted to soy cultivation over property area.

# Donors: Dynamic Effects Around Supported Candidate's Time in Office (Land Conversion to Pasture)



Note: Figures show dynamic event study ATT estimates and 95% confidence intervals from Callaway and Sant'Anna (2021) csdid estimator. ATTs are aggregated from pairwise donor-year comparisons. Standard errors are clustered at the donor-level. Sample is 20-year donor-level panel (2000-2019) for all donors to municipal election candidates in 2000, 2004, 2008, 2012, and 2016 elections in Legal Amazon. Close Elections figure restricts sample to donors to winner and runner-up mayors in elections with  $\leq 10\%$  win margin (e.g., 45% to 55%). Outcome measures ha. converted to pasture over property area.

## Municipality-Level Difference-in-Differences

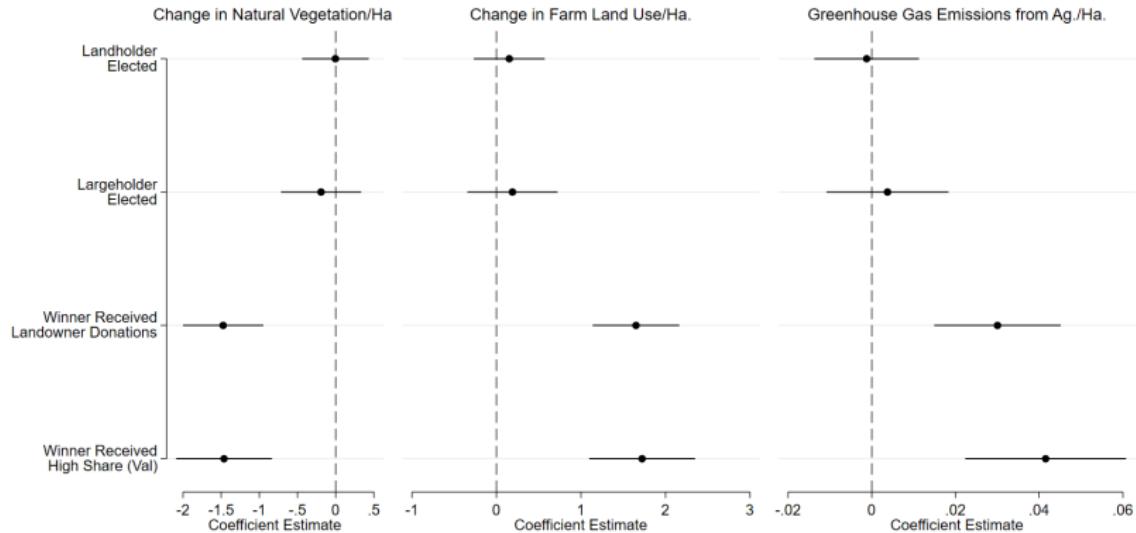
For 4-year period  $e$  following an election in municipality  $m$ , estimate:

$$d_{me} = \beta T_{me} + \mu X'_{ime} + \delta_m + \theta_e + \epsilon_{me}$$

- ▶  $d_{me}$  are municipality-level outcomes over four years following mayor's election
- ▶  $T_{me}$  is treatment indicator = 1 if elected mayor is (i) landowner, (ii) large landowner, (iii) received landowner donations, or (iv) received >50% donations from landowners
- ▶  $X_{ime}$  is vector of winner  $i$  covariates (sex and education)
- ▶  $\delta_m$  and  $\theta_e$  are municipality and election-period FEs
- ▶ Standard errors are clustered at municipality-level

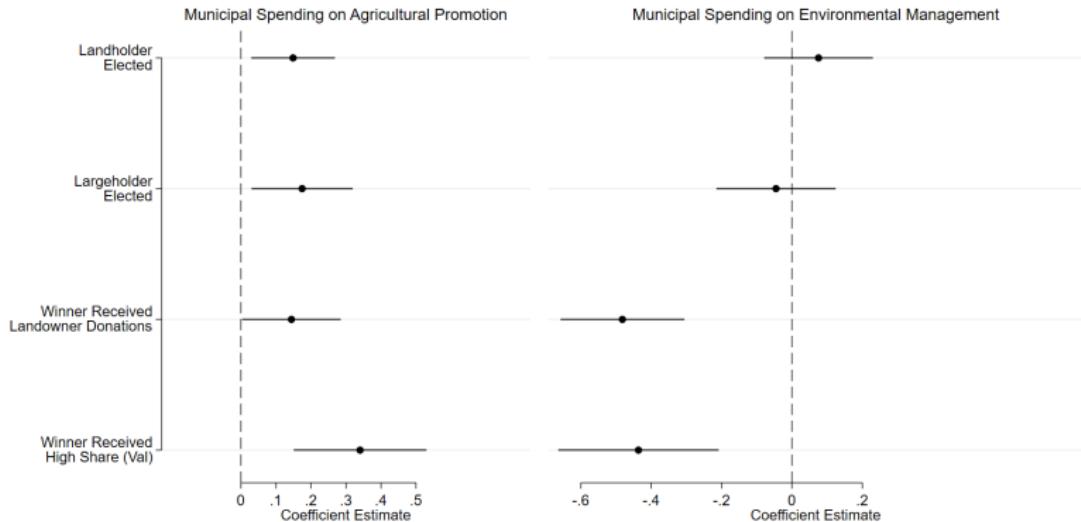
**Estimate with TWFE and Callaway and Sant'Anna *csdid* estimator**

## Municipality-Level: Effects of Landowning Candidate or Donors on Land Use



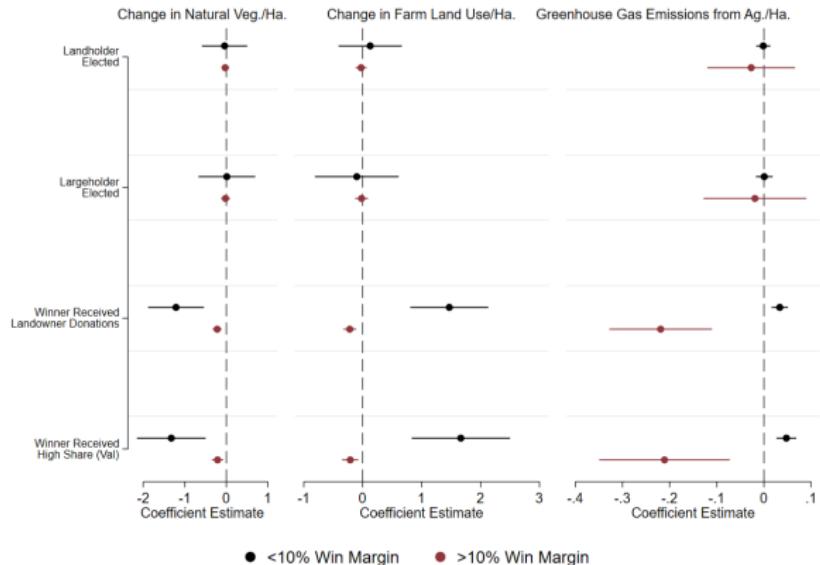
Note: Figures report coefficient estimates and 95% confidence intervals from regression of outcome on municipality-election level treatment dummies (landowner in office, large landowner ( $> 500$  ha.) in office, mayor who received landowner donations in office, and winner who received more than 50% of donation value from landowners in office). Specifications include municipality and election FE's and cluster standard errors at municipality level. Left figure reports effects on change in natural vegetation as a share of municipality area, such that a negative effect indicates deforestation. The central figure reports effects on change in farm area as a share of municipality area. The rightmost figure reports effects on greenhouse gas emissions from agriculture per hectare of municipality area.

## Municipality-Level: Public Finance Mechanism



Note: Figures report coefficient estimates and 95% confidence intervals from regression on municipality-election level treatment dummies (landowner in office, large landowner ( $> 500$  ha.) in office, mayor who received landowner donations in office, and mayor who received more than 50% of donation value from landowners in office). Specifications include municipality and election FEs and cluster standard errors at municipality-level. Left figure reports effects on municipal spending on agricultural promotion (Agriculture, Colonization, Agro-livestock Defense and Sanitation, Rural Extension, Irrigation, Agrarian Organization, Agro-Livestock Promotion, Land Reform, and Other Agricultural Subfunctions); right figure reports effects on municipal spending on environmental management (Environmental Control, Management, Preservation and Conservation, Recuperation of Degraded Areas, and Other Environmental Subfunctions). Monetary values are deflated to constant 2010 \$BRL.

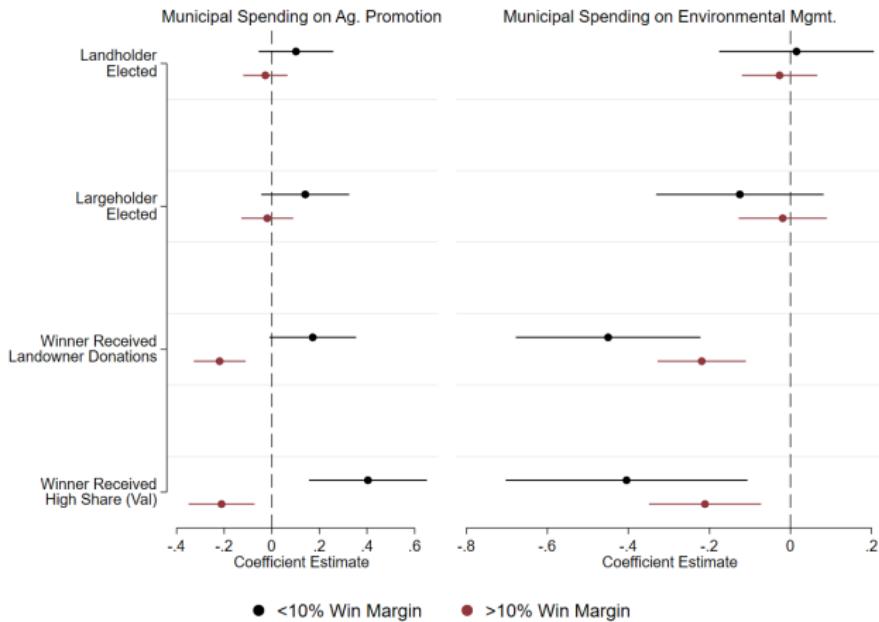
# Municipality-Level: Effects of Landowning Candidate or Donors on Land Use (Heterogeneity Across Electoral Competition)



Note: Figures report coefficient estimates and 95% confidence intervals from regression of outcome on municipality-election level treatment dummies (landowner in office, large landowner ( $> 500$  ha.) in office, mayor who received landowner donations in office, and winner who received more than 50% of donation value from landowners in office). Specifications include municipality and election FEs and cluster standard errors at municipality level, and are estimated separately for close elections and non-competitive elections. Left figure reports effects on change in natural vegetation as a share of municipality area. Central figure reports effects on change in farm area as a share of municipality area. Right figure reports effects on greenhouse gas emissions from agriculture per hectare of municipality area.

# Municipality-Level: Public Finance Mechanism

## (Heterogeneity Across Electoral Competition)



Note: Figures report coefficient estimates and 95% confidence intervals from regression of outcome on municipality-election level treatment dummies (landowner in office, large landowner ( $> 500$  ha.) in office, mayor who received landowner donations in office, and winner who received more than 50% of donation value from landowners in office). Specifications include municipality and election FE and cluster standard errors at municipality level, and are estimated separately for close elections and non-competitive elections. Figures report effects on municipal spending on agricultural promotion and environmental management, respectively.

## Robustness Checks and Next Steps

### **Robustness:**

- ▶ Re-estimate with 5% close election cutoff (more credibly “as-if random”, but less statistical power)
- ▶ Limit to MT/PA/RO (more complete land registries, less statistical power)

### **Next steps:**

- ▶ Document/test pre-trends more thoroughly
- ▶ Callaway and Sant'Anna with on-off treatment (in-office) rather than on-forever treatment
- ▶ Add *Convênios* mechanism (data request pending)