# Learning about Women's Competence: <br> The Dynamic Response of Political Parties to Gender Quotas in South Korea 

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- Gender quotas in politics are used by half of the countries in the world (International IDEA, 2023)


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(Arcidiacono and Lovenheim, 2016; Lundberg and Startz, 1983; Welch, 1976)
- Empirical case is weak at best (Holzer and Neumark, 2000)
- Recent studies in Europe find that quotas weakly improve avg. quality (Bagues and Campa, 2021; Besley et al., 2017; Weeks and Baldez, 2015; Baltrunaite et al., 2014; Murray, 2010)


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- Why do we see so few women in politics?


## Research question

## How do political parties respond to gender quotas?

- South Korea: info on universe of candidates and elected councilors for 226 municipal councils since inception-23 years and 7 election cycles


## Why South Korea?

- Nearly zero women when quota was implemented female share $\rightarrow$ lack of info and doubts about women's competence attitudes
- Double-arm election system where quota regulated only one arm $\rightarrow$ infer what typically unobservable: parties' attitudes towards women
- Track party responses over four election cycles post-quota $\rightarrow$ evolution helps uncover reasons for under-representation


## Institutional setting

## Electoral rules and gender quotas

|  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
| 1995 | $\mathbf{1 9 9 8}$ | $\mathbf{2 0 0 2}$ | $\mathbf{2 0 0 6}$ | $\mathbf{2 0 1 0}$ | $\mathbf{2 0 1 4}$ | $\mathbf{2 0 1 8}$ |
| $1^{\text {st }}$ | $2^{\text {nd }}$ | $3^{\text {rd }}$ | 4th | 5th | 6th | 7th |
| Election | Election <br> Election <br> Cycle | Election <br> Cycle | Election <br> Cycle | Election <br> Cycle | Election <br> Cycle |  |

## Electoral rules and gender quotas

## ELECTORAL <br> REFORM

|  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: |
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| Election | Election | Election | Election | Election | Election |
| Cycle | Cycle | Cycle | Cycle | Cycle | Cycle | | Cycle |
| :---: |

## Electoral reform

1. Two election arms Ballot paper

- "Ward arm" - plurality vote in constituent Wards
- "PR arm" - party-list Proportional Representation

2. Gender quota Quota Background

- PR arm: all odd-number candidates in party list need to be female


## Electoral rules and gender quotas



## Empirical strategy

- Focus on the post-reform period
- Compare municipalities with different stringency of quota


## Identification Strategy

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- Regression discontinuity design around the number of PR seats


Number of Proportional Representation (PR) councilors

$$
\begin{gathered}
Y_{c b t}=\sum_{s=4}^{7} \beta_{s} \times \text { Treat }_{c b 4}+f\left(x_{c b 4}\right)+\pi X_{c b t}+\delta_{b}+\gamma_{t}+\epsilon_{c b t} \\
\text { where } \quad x_{c b 4} \equiv(\text { council size })_{c b 4}-\text { threshold }_{b} \\
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## Did the quota bite?

Number of female PR councilors


## Main Results

## Quota increased the number of female councilors... with time

## All political parties

|  | Ward councilors |  | PR councilors |  | All councilors |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | Male <br> (1) | Female (2) | Male <br> (3) | Female (4) | Male <br> (5) | Female (6) |
| Treat $\times$ Cycle 4 | $\begin{aligned} & 0.45^{*} \\ & (0.26) \end{aligned}$ | $\begin{aligned} & -0.34 \\ & (0.22) \end{aligned}$ | $\begin{gathered} 0.09 \\ (0.08) \end{gathered}$ | $\begin{gathered} 0.76^{* * *} \\ (0.09) \end{gathered}$ | $\begin{aligned} & -0.29 \\ & (0.33) \end{aligned}$ | $\begin{gathered} 0.29 \\ (0.28) \end{gathered}$ |
| Treat $\times$ Cycle 5 | $\begin{aligned} & -0.13 \\ & (0.29) \end{aligned}$ | $\begin{gathered} 0.31 \\ (0.23) \end{gathered}$ | $\begin{gathered} 0.10 \\ (0.06) \end{gathered}$ | $\begin{gathered} 0.71^{* * *} \\ (0.08) \end{gathered}$ | $\begin{gathered} -0.87^{* *} \\ (0.35) \end{gathered}$ | $\begin{gathered} 0.88^{* * *} \\ (0.29) \end{gathered}$ |
| Treat $\times$ Cycle 6 | $\begin{aligned} & -0.22 \\ & (0.33) \end{aligned}$ | $\begin{aligned} & 0.52^{*} \\ & (0.27) \end{aligned}$ | $\begin{gathered} 0.08 \\ (0.06) \end{gathered}$ | $\begin{aligned} & 0.71^{* * *} \\ & (0.08) \end{aligned}$ | $\begin{gathered} -0.97^{\star *} \\ (0.38) \end{gathered}$ | $\begin{aligned} & 1.09^{\star * *} \\ & (0.32) \end{aligned}$ |
| Treat $\times$ Cycle 7 | $\begin{aligned} & -0.28 \\ & (0.36) \\ & \hline \end{aligned}$ | $\begin{gathered} 0.82^{\star *} \\ (0.29) \\ \hline \end{gathered}$ | $\begin{gathered} 0.04 \\ (0.06) \end{gathered}$ | $\begin{gathered} 0.72^{* *} \\ (0.08) \\ \hline \end{gathered}$ | $\begin{gathered} -1.08^{* * *} \\ (0.41) \\ \hline \end{gathered}$ | $\begin{aligned} & 1.41^{* * *} \\ & (0.35) \end{aligned}$ |
| Running variable form N | $\begin{gathered} \text { ward } \\ 868 \end{gathered}$ | $\begin{gathered} \text { ward } \\ 868 \end{gathered}$ | $\begin{gathered} \text { council } \\ 868 \end{gathered}$ | $\begin{gathered} \text { council } \\ 868 \end{gathered}$ | $\begin{aligned} & \text { council } \\ & 868 \end{aligned}$ | $\begin{gathered} \text { council } \\ 868 \end{gathered}$ |

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## Election outcomes reflect parties' candidate selection

|  | All parties |  | Main political parties |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | All ward candidates |  | All ward candidates |  | Useful positions |  | Rank 1 candidates |  |
|  | Male <br> (1) | Female <br> (2) | Male <br> (3) | Female <br> (4) | Male <br> (5) | Female <br> (6) | Male <br> (7) | Female <br> (8) |
| Treat $\times$ Cycle 4 | $\begin{gathered} \hline 3.70^{* * *} \\ (1.16) \end{gathered}$ | $\begin{gathered} -0.24 \\ (0.35) \end{gathered}$ | $\begin{gathered} 1.43^{*} \\ (0.76) \end{gathered}$ | $\begin{aligned} & \hline-0.28 \\ & (0.23) \end{aligned}$ | $\begin{gathered} 0.63 \\ (0.46) \end{gathered}$ | $\begin{gathered} -0.40^{* *} \\ (0.18) \end{gathered}$ | $\begin{aligned} & \hline 0.80^{*} \\ & (0.47) \end{aligned}$ | $\begin{gathered} \hline-0.39^{* *} \\ (0.18) \end{gathered}$ |
| Treat $\times$ Cycle 5 | $\begin{gathered} 0.56 \\ (0.91) \end{gathered}$ | $\begin{gathered} 0.49 \\ (0.36) \end{gathered}$ | $\begin{gathered} 0.39 \\ (0.65) \end{gathered}$ | $\begin{aligned} & 0.48^{*} \\ & (0.25) \end{aligned}$ | $\begin{aligned} & -0.47 \\ & (0.48) \end{aligned}$ | $\begin{aligned} & 0.43^{* *} \\ & (0.18) \end{aligned}$ | $\begin{aligned} & -0.25 \\ & (0.48) \end{aligned}$ | $\begin{aligned} & 0.42^{\star *} \\ & (0.18) \end{aligned}$ |
| Treat $\times$ Cycle 6 | $\begin{aligned} & -1.39^{*} \\ & (0.84) \end{aligned}$ | $\begin{aligned} & 0.91^{* *} \\ & (0.42) \end{aligned}$ | $\begin{gathered} 0.57 \\ (0.64) \end{gathered}$ | $\begin{aligned} & 0.76^{* *} \\ & (0.29) \end{aligned}$ | $\begin{aligned} & -0.02 \\ & (0.45) \end{aligned}$ | $\begin{aligned} & 0.44^{\star} \\ & (0.23) \end{aligned}$ | $\begin{gathered} 0.07 \\ (0.45) \end{gathered}$ | $\begin{aligned} & 0.45^{*} \\ & (0.23) \end{aligned}$ |
| Treat $\times$ Cycle 7 | $\begin{gathered} -2.23^{* *} \\ (1.00) \\ \hline \end{gathered}$ | $\begin{aligned} & 1.10^{* *} \\ & (0.44) \end{aligned}$ | $\begin{array}{r} -0.54 \\ (0.65) \\ \hline \end{array}$ | $\begin{gathered} 1.17^{* * *} \\ (0.32) \\ \hline \end{gathered}$ | $\begin{aligned} & -0.20 \\ & (0.46) \\ & \hline \end{aligned}$ | $\begin{gathered} 0.70^{\star * *} \\ (0.25) \\ \hline \end{gathered}$ | $\begin{gathered} -0.13 \\ (0.46) \\ \hline \end{gathered}$ | $\begin{gathered} 0.68^{* * *} \\ (0.25) \\ \hline \end{gathered}$ |
| Running variable form | ward | ward | ward | ward | ward | ward | ward | ward |
| $N$ | 868 | 868 | 867 | 867 | 867 | 867 | 867 | 867 |

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Initial counteraction $\rightarrow$ Gradual reversal

## Parties' candidate selection for parties likely to win

|  | All parties |  | Main political parties |  |  |  |  |  |
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$X$ Candidates: Quota affects the pool of prospective candidates (e.g. Dal Bó and Finan, 2018; Bhalotra et al., 2018; Clayton, 2015; Beaman et al., 2009)
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$\checkmark$ Parties: Quota affects strategic decision-making
(e.g. Bagues and Campa, 2021; Casas-Arce and Saiz, 2015; Esteve-Volart and Bagues, 2012; Bhavnani, 2009)

- lack of info and biased beliefs $\rightarrow$ select sub-optimally low \# women
- quota forces parties to experience female councilors $\rightarrow$ update beliefs on incumbent women and women as a whole
$\rightarrow$ Dynamic model of statistical discrimination \& test its predictions Model


## 1. Change occurs faster with more new information on women

- Additional women elected in treated municipalities due to quota are rookies
$\Rightarrow$ Quota exposed parties to new information about women

|  | Main political parties |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | Incumbent councilors |  |  | Rookie councilors |  |  |
|  | Ward Female <br> (1) | PR <br> Female <br> (2) | All <br> Female <br> (3) | Ward Female <br> (4) | PR <br> Female <br> (5) | All Female <br> (6) |
| Treat $\times$ Cycle 4 | $\begin{aligned} & -0.10 \\ & (0.11) \end{aligned}$ | $\begin{gathered} 0.00 \\ (0.02) \end{gathered}$ | $\begin{aligned} & -0.16 \\ & (0.13) \end{aligned}$ | $\begin{aligned} & \hline-0.24^{*} \\ & (0.12) \end{aligned}$ | $\begin{gathered} 0.44^{* * *} \\ (0.11) \end{gathered}$ | $\begin{gathered} 0.19 \\ (0.20) \end{gathered}$ |
| Treat $\times$ Cycle 5 | $\begin{gathered} 0.14 \\ (0.14) \end{gathered}$ | $\begin{gathered} 0.02 \\ (0.02) \end{gathered}$ | $\begin{gathered} 0.09 \\ (0.16) \end{gathered}$ | $\begin{gathered} 0.11 \\ (0.13) \end{gathered}$ | $\begin{gathered} 0.41^{* * *} \\ (0.10) \end{gathered}$ | $\begin{aligned} & 0.50^{* *} \\ & (0.20) \end{aligned}$ |
| Treat $\times$ Cycle 6 | $\begin{aligned} & 0.41^{* *} \\ & (0.18) \end{aligned}$ | $\begin{gathered} -0.00 \\ (0.02) \end{gathered}$ | $\begin{aligned} & 0.34^{*} \\ & (0.19) \end{aligned}$ | $\begin{gathered} 0.07 \\ (0.14) \end{gathered}$ | $\begin{aligned} & 0.68^{* * *} \\ & (0.10) \end{aligned}$ | $\begin{gathered} 0.74^{* * *} \\ (0.20) \end{gathered}$ |
| Treat $\times$ Cycle 7 | $\begin{aligned} & 0.39^{* *} \\ & (0.17) \\ & \hline \end{aligned}$ | $\begin{array}{r} -0.00 \\ (0.02) \\ \hline \end{array}$ | $\begin{aligned} & 0.32^{*} \\ & (0.18) \\ & \hline \end{aligned}$ | $\begin{aligned} & 0.38^{* *} \\ & (0.18) \\ & \hline \end{aligned}$ | $\begin{gathered} 0.63^{* * *} \\ (0.10) \\ \hline \end{gathered}$ | $\begin{gathered} 1.00^{* * *} \\ (0.22) \\ \hline \end{gathered}$ |
| Running variable form N | $\begin{gathered} \text { ward } \\ 867 \end{gathered}$ | $\begin{gathered} \text { council } \\ 865 \end{gathered}$ | $\begin{aligned} & \text { council } \\ & 868 \end{aligned}$ | $\begin{gathered} \text { ward } \\ 867 \end{gathered}$ | $\begin{gathered} \text { council } \\ 865 \end{gathered}$ | $\begin{gathered} \text { council } \\ 868 \end{gathered}$ |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10$, ** $p<0.05,{ }^{* * *} p<0.01$ The sample includes bins 1 and 2 only.

## 2. Change occurs where stronger lack of information on women

- Proxy for lack of information: existence of female councilors before quota
$\Rightarrow$ Initial counteraction and reversal occur where less information about women

|  | Main political parties |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | No Elected Woman Before Quota |  | Female Councilors Before Quota |  |
|  | Ward Female <br> (1) | Ward Female (2) | Ward Female (3) | Ward Female <br> (4) |
| Treatment at cycle 4 | $\begin{gathered} -0.24 \\ (0.24) \end{gathered}$ | $\begin{gathered} -0.46^{* *} \\ (0.23) \end{gathered}$ | $\begin{gathered} 0.50 \\ (0.62) \end{gathered}$ | $\begin{gathered} 0.59 \\ (0.58) \end{gathered}$ |
| Treat at cycle $4 \times$ Cycle 5 | $\begin{gathered} 0.78^{* * *} \\ (0.21) \end{gathered}$ | $\begin{gathered} 0.81^{* * *} \\ (0.20) \end{gathered}$ | $\begin{gathered} 0.43 \\ (0.38) \end{gathered}$ | $\begin{gathered} 0.57 \\ (0.34) \end{gathered}$ |
| Treat at cycle $4 \times$ Cycle 6 | $\begin{aligned} & 0.87^{* * *} \\ & (0.28) \end{aligned}$ | $\begin{gathered} 0.84^{* * *} \\ (0.28) \end{gathered}$ | $\begin{aligned} & 1.09 * * \\ & (0.51) \end{aligned}$ | $\begin{aligned} & 1.10^{* *} \\ & (0.52) \end{aligned}$ |
| Treat at cycle $4 \times$ Cycle 7 | $\begin{gathered} 1.77^{* * *} \\ (0.36) \\ \hline \end{gathered}$ | $\begin{gathered} 1.81^{* * *} \\ (0.39) \\ \hline \end{gathered}$ | $\begin{gathered} 0.30 \\ (0.49) \\ \hline \end{gathered}$ | $\begin{gathered} 0.27 \\ (0.55) \\ \hline \end{gathered}$ |
| Running variable form | ward | ward | ward | ward |
| $N$ | 652 | 652 | 215 | 215 |
| Control: N. ward candidates | No | Yes | No | Yes |

t statistics from standard errors clustered by municipality in parentheses ${ }^{*} p<0.10$, ${ }^{* *} p<0.05,{ }^{* * *} p<0.01$ The sample includes bins 1 and 2 only.

## 3. Experiencing women in action is pivotal

- RDD: Parties that marginally won vs marginally lost a female PR candidate
$\Rightarrow$ Prob.(Female PR candidate in $t$ is promoted to ward candidate in $t+1$ ) significantly higher if she won the election ... only if the party had a preference for men


## Main political parties

$\mathbb{1}$ (Number-1 PR candidate in $t$ is a ward candidate in $t+1$ )
Bandwidth $\left(\left|v_{c p t}\right|\right)$
0.20
0.15

(1) (2) $\quad 0.10$

| Panel A: All parties |  |  |  |  |
| :--- | :---: | :---: | :---: | :---: |
| Winner $_{t}$ | $0.41^{* * *}$ | $0.42^{* * *}$ | $0.35^{* * *}$ | $0.42^{* * *}$ |
|  | $(0.07)$ | $(0.08)$ | $(0.09)$ | $(0.13)$ |
| $N$ | 414 | 313 | 216 | 114 |

Panel B: 2nd PR candidate $=$ Man

| Winner $_{t}$ | $0.44^{* * *}$ | $0.49^{* * *}$ | $0.40^{* * *}$ | $0.45^{* * *}$ |
| :--- | :---: | :---: | :---: | :---: |
|  | $(0.08)$ | $(0.08)$ | $(0.10)$ | $(0.14)$ |
| $N$ | 308 | 241 | 165 | 90 |
| Panel C: 2nd PR candidate | Woman |  |  |  |
| Winner $_{t}$ | $0.35^{*}$ | 0.21 | 0.07 | -0.21 |
|  | $(0.19)$ | $(0.20)$ | $(0.23)$ | $(0.37)$ |
| $N$ | 106 | 72 | 51 | 24 |

$t$ statistics from standard errors clustered by municipality $\times$ party in

$$
\text { parentheses }{ }^{\star} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01
$$

## 4. Change occurs for the group of women as a whole

- Parties in Treated municipalities put forth more rookie women over time
$\Rightarrow$ not just about the women the party gets to experience
$\Rightarrow$ not just about the availability of women with political experience

|  | Main political parties |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | Incumbe | d candidates | Rookie ward candidates |  |
|  | Male <br> (1) | Female (2) | Male (3) | Female (4) |
| Treat $\times$ Cycle 4 | $\begin{aligned} & 0.67^{*} \\ & (0.40) \end{aligned}$ | $\begin{gathered} -0.00 \\ (0.13) \end{gathered}$ | $\begin{gathered} 0.76 \\ (0.62) \end{gathered}$ | $\begin{aligned} & \hline-0.28^{*} \\ & (0.17) \end{aligned}$ |
| Treat $\times$ Cycle 5 | $\begin{gathered} 1.04^{* * *} \\ (0.38) \end{gathered}$ | $\begin{gathered} 0.47^{* * *} \\ (0.17) \end{gathered}$ | $\begin{aligned} & -0.65 \\ & (0.60) \end{aligned}$ | $\begin{gathered} 0.01 \\ (0.16) \end{gathered}$ |
| Treat $\times$ Cycle 6 | $\begin{aligned} & 0.86^{* *} \\ & (0.37) \end{aligned}$ | $\begin{gathered} 0.61^{* * *} \\ (0.21) \end{gathered}$ | $\begin{aligned} & -0.30 \\ & (0.50) \end{aligned}$ | $\begin{gathered} 0.15 \\ (0.18) \end{gathered}$ |
| Treat $\times$ Cycle 7 | $\begin{gathered} -0.08 \\ (0.40) \\ \hline \end{gathered}$ | $\begin{gathered} 0.79^{* * *} \\ (0.20) \\ \hline \end{gathered}$ | $\begin{aligned} & -0.46 \\ & (0.52) \\ & \hline \end{aligned}$ | $\begin{aligned} & 0.38^{*} \\ & (0.21) \\ & \hline \end{aligned}$ |
| Running variable form | ward | ward | ward | ward |
| $N$ | 867 | 867 | 867 | 867 |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10$, ${ }^{* *} p<0.05$, *** $p<0.01$ The sample includes bins 1 and 2 only.

## Alternative mechanisms

$X$ Parties: constrained in finding competent women

- not more difficult to find women for Treated municipalities Table
$X$ Parties: change in taste for women (Becker, 1971)
- change occurs faster where the first elected women are more competent Table
$\rightarrow$ a matter of quality not preferences
$X$ Parties: change in women's power or \# of women in powerful positions (Athey et al., 2000; Gagliarducci and Paserman, 2012; O'Brien and Rickne, 2016; Born et al., 2022; Cullen and Perez-Truglia, 2023)
- reversal happening primarily in wards where competition is high and important to place the best candidate Table
$\rightarrow$ women's quality driving the change, more than power dynamics


## Conclusion

- Quota design matters: ineffective if does not ensure women end up elected (e.g. Bagues and Campa, 2021; Dahlerup and Freidenvall, 2013)
- Broader relevance
- many other countries with very low female representation in politics (e.g. Brazil, Japan, Hungary, Iran, Malaysia, Moldavia, Lebanon, Mali, Nigeria)
- quotas proposed in other settings with similarly male-dominated incumbents and male-friendly attitudes (e.g. company boards)


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## APPENDIX

## Contribution

- Literature on the effect of female representation and gender quotas:
- competence/quality
e.g. Bagues and Campa, 2021; Bagues and Campa, 2020; Besley et al., 2017; Baltrunaite et al., 2014; Weeks and Baldez, 2015; Ferreira and Gyourko, 2014; O'Brien, 2012; Murray, 2010)
- political outcomes
(Lippmann, 2022; Bagues and Campa, 2021; Braga and Scervini, 2017; Afridi et al., 2017; Brollo and Troiano,
2016; Ferreira and Gyourko, 2014; Rigon and Tanzi, 2012; Clots-Figueras, 2012; Gagliarducci and Paserman, 2012; Chattopadhyay and
Duflo, 2004; etc.)
- women's empowerment and stereotypes in society (e.g. Baltrunaite et al., 2019; Baskaran and Hessami,

2018; Castilla, 2018; Bhalotra et al., 2018; Bhalotra et al., 2018; Brollo and Troiano, 2016; O'Brien and Rickne, 2016; Casas-Arce and Saiz,
2015; Ferreira and Gyourko, 2014; Clots-Figueras, 2012; De Paola et al., 2010; Beaman et al., 2009)
parties' strategies (Bagues and Campa, 2021; Besley et al. (2017); Bhalotra et al., 2018; Casas-Arce and Saiz, 2015;
Esteve-Volart and Bagues, 2012; Bhavnani, 2009; etc.)
$\rightarrow$ Pin down parties' responses and study them in an unusually rich way
$\rightarrow$ isolate the effect of exposure to female councilors on parties strategies
$\rightarrow$ uncover motives for lack of women: imperfect info and biased beliefs
$\rightarrow$ contribute to discussion on design of quotas: experiential learning

## Increase in the share of female councilors post-quota



## Why South Korea municipal councils? Setting



## Ballot paper



| BALLOT PAPER <br> "PR councilors" (Party-list proportional representation) |  |  |
| :---: | :---: | :---: |
| Municipality A |  |  |
| 1 | Party 1 | $\checkmark$ |
| 2 | Party 2 |  |
| 3 | Party 3 |  |
| 4 | Party 4 |  |
| 5 | Party 5 |  |

## Gender quota



## Background to the adoption of the gender quota

- First adopted in the National Assembly, because

1. International pressure
2. Demands from women's organizations
3. Political tactic

- Natural next step to adopt it in municipal level. Move for the reform led by both major parties


## How council size is determined

- There are rules against gerrymandering
- Who?
- Municipal Council Election Committee in each district
- $\leq 11$ members, appointed by the district mayor from nominees by the media, legal \& academic community, civic groups, district council, District Election Committee
- Municipal councilor or party member cannot be in the committee
- How?
- Council size determined based on population, administrative units, topography, transportation, etc
- Cannot split smallest admin unit \& make part of another ward


## Allocation of PR seats across parties

|  | Councils by the number of PR seats |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | 1 PR seat |  | 2 PR seats |  | 3 PR seats |  |
|  | N. | Percent. | N. | Percent. | N. | Percent. |
| Election Cycle 4 |  |  |  |  |  |  |
| 1 Party | 117 | 100\% | 15 | 17.86\% | 0 | 0 |
| 2 Parties | 0 | 0 | 69 | 82.14\% | 15 | 83.33\% |
| 3 Parties | 0 | 0 | 0 | 0 | 3 | 16.67\% |
| Election Cycle 5 |  |  |  |  |  |  |
| 1 Party | 117 | 100\% | 5 | 6.02\% | 0 | 0 |
| 2 Parties | 0 | 0 | 78 | 93.98\% | 13 | 72.22\% |
| 3 Parties | 0 | 0 | 0 | 0 | 7 | 27.78\% |
| Election Cycle 6 |  |  |  |  |  |  |
| 1 Party | 110 | 100\% | 18 | 20.22\% | 0 | 0 |
| 2 Parties | 0 | 0 | 71 | 79.78\% | 17 | 100\% |
| 3 Parties | 0 | 0 | 0 | 0 | 0 | 0\% |
| Election Cycle 7 |  |  |  |  |  |  |
| 1 Party | 105 | 100\% | 9 | 9.89\% | 1 | 4.35\% |
| 2 Parties | 0 | 0 | 82 | 90.11\% | 18 | 94.74\% |
| 3 Parties | 0 | 0 | 0 | 0 | 1 | 5.26\% |
| Total | 449 |  | 347 |  | 72 |  |

## Form of the running variable

$$
x_{c b t} \equiv(\text { council size })_{c b t}-\text { threshold }_{b}
$$

## or

$$
\tilde{x}_{c b t} \equiv(\text { number of ward councilors })_{c b t}
$$

$-(\text { number of ward councilors at the threshold })_{b}$

## Validating the identification strategy

## Main assumption: treatment assignment is as good as random

1. Balance tests - no other characteristic is discontinuous at the threshold
2. Bunching - municipalities cannot manipulate council size evidence
3. Placebo test - the thresholds do not matter before the reform evidence

## Validating the Empirical Strategy (1) - Balance tests

Panel A: Population characteristics

|  | Population |  | Voting age population |  |  | Households |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | Total <br> (1) | Foreign <br> (2) | Total <br> (3) | Male <br> (4) | Female <br> (5) | Total <br> (6) | Foreign <br> (7) |
| Treat | -27.01 | 0.01 | -19.69 | -9.09 | -10.60 | -6.62 | 0.01 |
|  | (-0.86) | (0.68) | (-0.85) | (-0.79) | (-0.91) | (-0.58) | (0.73) |
| Running variable | 26.87*** | -0.01 | 19.47*** | 9.39*** | 10.08*** | 9.10*** | -0.01 |
|  | (4.36) | (-1.17) | (4.31) | (4.18) | (4.44) | (4.14) | (-1.19) |
| Treat $\times$ Running variable | 14.16 | 0.01 | 11.51 | 5.83 | 5.68 | 4.79 | 0.01 |
|  | (1.05) | (1.62) | (1.14) | (1.17) | (1.11) | (0.97) | (1.64) |
| $N$ | 219 | 219 | 219 | 219 | 219 | 219 | 219 |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01$
The sample includes bins 1 and 2 only.

## Validating the Empirical Strategy (1) - Balance tests

|  | Panel B: Political leaning and economic characteristics |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | Past vote share by party |  | Budget |  |
|  | Conservative <br> (8) | Progressive <br> (9) | Total $(10)$ | Council expenses (11) |
| Treat | -0.02 | -0.01 | 66.33 | 0.02 |
|  | (-0.28) | (-0.28) | (0.78) | (0.53) |
| Running variable | -0.00 | -0.01 | 37.52** | 0.07*** |
|  | (-0.20) | (-0.86) | (2.13) | (8.14) |
| Treat $\times$ Running variable | 0.01 | 0.02 | -56.66** | -0.04** |
|  | (0.25) | (1.63) | (-1.99) | (-2.00) |
| $N$ | 219 | 219 | 219 | 219 |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01$
The sample includes bins 1 and 2 only.

Validating the Empirical Strategy (2) - Bunching


## Validating the Empirical Strategy (3) - Placebo test

|  | Number of ward candidates |  |  |  |
| :---: | :---: | :---: | :---: | :---: |
|  | Male <br> (1) | Female (2) | Male (3) | Female <br> (4) |
| Treat $\times$ Cycle 1 | 0.92 | 0.01 | 0.03 | 0.04 |
|  | (1.32) | (0.26) | (1.33) | (0.31) |
| Treat $\times$ Cycle 2 | 0.40 | -0.05 | -0.61 | 0.03 |
|  | (1.12) | (0.24) | (1.01) | (0.30) |
| Treat $\times$ Cycle 3 | 1.06 | 0.06 | 0.01 | 0.15 |
|  | (1.02) | (0.27) | (0.90) | (0.32) |
| Treat $\times$ Cycle 4 | $3.22^{* *}$ | 0.72** | 2.93** | 0.59** |
|  | (1.21) | (0.28) | (1.15) | (0.27) |
| Treat $\times$ Cycle 5 |  |  | -0.71 | 1.29*** |
|  |  |  | (0.83) | (0.31) |
| Treat $\times$ Cycle 6 |  |  | -2.29*** | 1.58*** |
|  |  |  | (0.79) | (0.42) |
| Treat $\times$ Cycle 7 |  |  | -2.79*** | $1.58{ }^{* * *}$ |
|  |  |  | (0.98) | (0.44) |
| Running variable form | ward | ward | ward | ward |
| $N$ | 899 | 899 | 1577 | 1577 |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01$
return

## Dynamic model of discrimination - in a nutshell

- Consider a party trying to maximize average councilor ability
- Imperfect information about ability:
- true ability of person $i\left(a_{i}\right)$ is only revealed after $i$ serves as councilor
- party observes a signal of ability $\left(s_{i}\right)$
- party observes the gender and holds beliefs on the ability of the group
$\Rightarrow$ Party picks the candidates with the highest expected ability
- Start with downward biased incorrect beliefs about women's competence $\rightarrow$ select a suboptimally low \# of women
- Quota forces parties to experience female councilors
$\rightarrow$ update beliefs on incumbent women
$\rightarrow$ update beliefs regarding women as a whole


## Illustration of candidate selection at $t$



## Rethinking the value of $\mu_{f}$ once true ability is revealed

| true distribution |
| :--- |
| of female ability |$=$| true distribution |
| :--- |
| of male ability |


"What must $\mu_{f}$ be for females with signals $\left\{s_{i}\right\}$ to have true ability $\left\{a_{i}\right\}$ ?"

## Illustration of candidate selection at $t+1$



## Which parties are learning and how?

- Estimate for a party, the causal effect of having previously won a PR councilor.
- Marginal winners vs. marginal losers of the last PR seat

$$
\begin{gathered}
Y_{c p t}=\beta \times \text { Winner }_{c p, t-1}+f\left(v_{c p, t-1}\right)+X_{c p t}+\delta_{n}+\gamma_{t}+\epsilon_{c p t} \\
\text { where } \quad v_{c p t} \equiv(\text { vote share })_{c p t}-(\text { verdict-determining vote share })_{c p t}, \\
\text { Winner }_{c p, t-1} \equiv \mathbb{1}\left(v_{c p, t-1} \geq 0\right)
\end{gathered}
$$

## Computing marginal winners and marginal losers



## Voters do not vote increasingly more for female candidates in Treated

$$
\begin{aligned}
& Y_{i c b t}=\beta_{1} \text { Treat }_{c b 4}+\beta_{2} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3} \text { Female }_{i} \\
& \qquad \begin{aligned}
&+\sum_{s=5}^{7}\left[\beta_{1, s} \text { Treat }_{c b 4}+\beta_{2, s} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3, s} \text { Female }_{i}\right] \\
&+f\left(x_{c b 4}\right)+\pi_{1} X_{c b t}+\pi_{2} X_{i c b t}+\delta_{b}+\gamma_{t}+\epsilon_{c b t}
\end{aligned}
\end{aligned}
$$

|  | Main political parties |  |  |
| :--- | :---: | :---: | :---: |
|  | Candidate's vote share in the ward election arm (\%) |  |  |
|  | $(1)$ | $(2)$ | $(3)$ |
| Treat $\times$ Female | -1.213 | 0.428 | -0.168 |
|  | $(1.867)$ | $(1.540)$ | $(1.614)$ |
| Treat $\times$ Cycle $5 \times$ Female | 2.100 | -0.595 | -0.334 |
|  | $(2.086)$ | $(1.649)$ | $(1.737)$ |
| Treat $\times$ Cycle $6 \times$ Female | 1.579 | -0.435 | 0.192 |
|  | $(1.880)$ | $(1.527)$ | $(1.597)$ |
| Treat $\times$ Cycle $7 \times$ Female | 0.599 | -0.941 | -0.165 |
|  | $(2.088)$ | $(1.722)$ | $(1.749)$ |
| Running variable form | ward | ward | ward |
| $N$ | 11246 | 11246 | 10791 |
| Controls | - | position on ballot | position on ballot |
|  |  |  | candidate charact. |

## Treated municipalities do not have more difficulty finding female candidates in cycle 4

|  | $\operatorname{Pr}$ (no_difficulty) |  |  |
| :--- | :---: | :---: | :---: |
|  | $(1)$ | $(2)$ | $(3)$ |
| Treat $\times$ Cycle 4 | -0.02 | 0.09 | 0.09 |
| Treat $\times$ Cycle 5 | $(-0.46)$ | $(1.19)$ | $(1.27)$ |
|  | -0.02 | -0.09 | $-0.12^{*}$ |
| Treat $\times$ Cycle 6 | $(-0.49)$ | $(-1.19)$ | $(-1.65)$ |
|  | -0.04 | -0.02 | -0.04 |
| Treat $\times$ Cycle 7 | $(-0.89)$ | $(-0.33)$ | $(-0.69)$ |
|  | -0.00 | -0.08 | -0.10 |
|  | $(-0.05)$ | $(-1.18)$ | $(-1.38)$ |
| Running variable from | council | council | Council |
| Sample | all parties | main parties | main parties participating in ward arm |
| $N$ | 3795 | 1557 | 1520 |

$t$ statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01$ The sample includes bins 1 and 2 only. no_difficulty: party places more female candidates in party list than it needs to

## The gender gap in edu remains similar in Treated and Control cum

$$
\begin{aligned}
& \text { edu }_{i c b t}=\beta_{1} \text { Treat }_{c b 4}+\beta_{2} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3} \text { Female }_{i} \\
& \qquad \begin{aligned}
&+\sum_{s=5}^{7}\left[\beta_{1, s} \text { Treat }_{c b 4}+\beta_{2, s} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3, s} \text { Female }_{i}\right] \\
&+f\left(x_{c b 4}\right)+\pi_{1} X_{c b t}+\pi_{2} X_{i c b t}+\delta_{b}+\gamma_{t}+\epsilon_{c b t}
\end{aligned}
\end{aligned}
$$

$\left.\begin{array}{lcccc}\hline \hline & & & \\ & & \text { Main political parties }\end{array}\right]$

## The gender gap in occupation remains similar in Treated and Control

return return

$$
\begin{aligned}
& \text { occ }_{i c b t}=\beta_{1} \text { Treat }_{c b 4}+\beta_{2} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3} \text { Female }_{i} \\
& \qquad \begin{aligned}
&+\sum_{s=5}^{7}\left[\beta_{1, s} \text { Treat }_{c b 4}+\beta_{2, s} \text { Female }_{i} \times \text { Treat }_{c b 4}+\beta_{3, s} \text { Female }_{i}\right] \\
&+f\left(x_{c b 4}\right)+\pi_{1} X_{c b t}+\pi_{2} X_{i c b t}+\delta_{b}+\gamma_{t}+\epsilon_{c b t}
\end{aligned}
\end{aligned}
$$

## Main political parties

|  | Politician <br>  <br>  <br> $(1)$ | Agriculture <br> + Mining <br> $(2)$ | Industry | Market <br> Services <br> $(3)$ | Non-market <br> Services <br> $(4)$ | Unemployed |
| :--- | :---: | :---: | :---: | :---: | :---: | :---: |
| Treat at cycle $4 \times$ Female | 0.061 | $0.080^{* * *}$ | -0.000 | -0.020 | 0.023 | $(6)$ |
| Treat at cycle $4 \times$ Cycle $5 \times$ Female | $(0.042)$ | $(0.023)$ | $(0.012)$ | $(0.032)$ | $(0.041)$ | $(0.014$ |
|  | -0.013 | $-0.059^{* *}$ | -0.011 | 0.005 | 0.034 | -0.054 |
| Treat at cycle $4 \times$ Cycle $6 \times$ Female | $(0.052)$ | $(0.024)$ | $(0.016)$ | $(0.040)$ | $(0.054)$ | $(0.044)$ |
|  | -0.048 | $-0.097^{* * *}$ | -0.001 | 0.015 | -0.010 | -0.009 |
|  | $(0.055)$ | $(0.022)$ | $(0.015)$ | $(0.039)$ | $(0.058)$ | $(0.040)$ |
| Treat at cycle $4 \times$ Cycle $7 \times$ Female | -0.015 | $-0.060^{* *}$ | -0.008 | 0.004 | 0.012 | -0.039 |
|  | $(0.049)$ | $(0.024)$ | $(0.016)$ | $(0.039)$ | $(0.050)$ | $(0.038)$ |
| $N$ | 13235 | 13235 | 13235 | 13235 | 13235 | 13235 |
| Running variable form | council | council | council | council | council | council |
| Age polynomials | Yes | Yes | Yes | Yes | Yes | Yes |
| Party affiliation | Yes | Yes | Yes | Yes | Yes | Yes |
| Rookie vs Incumbent | Yes | Yes | Yes | Yes | Yes | Yes |
| Education | Yes | Yes | Yes | Yes | Yes | Yes |

## Change occurs faster where the first women are more competent

- Proxy for competence: candidates' education
$\Rightarrow$ Reversal is faster where first female councilors elected due to the quota are more competent
$\rightarrow$ Not consistent with taste based discrimination: what matters is \# not quality

|  | Main political parties <br> Ward candidates |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  |  |  |  |  |  |  |  |  |
|  | Below-median education |  |  |  | Above-median education |  |  |  |
|  | Male <br> (1) | Male (2) | Female <br> (3) | Female <br> (4) | Male <br> (5) | Male <br> (6) | Female <br> (7) | Female <br> (8) |
| Treat $\times$ Cycle 5 | $\begin{gathered} 0.09 \\ (1.07) \end{gathered}$ | $\begin{gathered} -0.04 \\ (1.04) \end{gathered}$ | $\begin{gathered} -0.20 \\ (0.49) \end{gathered}$ | $\begin{gathered} -0.04 \\ (0.47) \end{gathered}$ | $\begin{aligned} & -0.20 \\ & (0.97) \end{aligned}$ | $\begin{gathered} 0.09 \\ (1.00) \end{gathered}$ | $\begin{aligned} & 0.86^{* *} \\ & (0.38) \end{aligned}$ | $\begin{gathered} 0.92^{* * *} \\ (0.34) \end{gathered}$ |
| Treat $\times$ Cycle 6 | $\begin{gathered} 0.07 \\ (0.93) \end{gathered}$ | $\begin{aligned} & -0.07 \\ & (0.90) \end{aligned}$ | $\begin{gathered} 0.22 \\ (0.50) \end{gathered}$ | $\begin{gathered} 0.38 \\ (0.43) \end{gathered}$ | $\begin{gathered} 0.10 \\ (0.95) \end{gathered}$ | $\begin{gathered} 0.39 \\ (1.00) \end{gathered}$ | $\begin{aligned} & 0.98^{* *} \\ & (0.45) \end{aligned}$ | $\begin{aligned} & 1.04^{* *} \\ & (0.41) \end{aligned}$ |
| Treat $\times$ Cycle 7 | $\begin{aligned} & -1.02 \\ & (1.04) \end{aligned}$ | $\begin{aligned} & -1.15 \\ & (1.02) \end{aligned}$ | $\begin{gathered} 0.74 \\ (0.56) \end{gathered}$ | $\begin{aligned} & 0.90^{*} \\ & (0.49) \\ & \hline \end{aligned}$ | $\begin{gathered} -0.63 \\ (0.91) \\ \hline \end{gathered}$ | $\begin{gathered} -0.34 \\ (0.95) \\ \hline \end{gathered}$ | $\begin{aligned} & 1.04^{* *} \\ & (0.45) \end{aligned}$ | $\begin{gathered} 1.10^{* * *} \\ (0.39) \\ \hline \end{gathered}$ |
| Running variable form | ward | ward | ward | ward | ward | ward | ward | ward |
| $N$ | 272 | 272 | 272 | 272 | 269 | 269 | 269 | 269 |
| Controls: N. \& avg. edu of cycle-4 female candidates | No | Yes | No | Yes | No | Yes | No | Yes |

t statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10$, ${ }^{* *} p<0.05,{ }^{* * *} p<0.01$ The sample includes bins 1 and 2 only.

## Reversal primarily in unsafe wards, where competition is stronger cumm

- Safe wards: party won the greatest vote share in previous election cycle with margin of victory $>10 \%$
$\Rightarrow$ Women are put forth as candidate more over time when quality matters


## Main political parties, (locality $\times$ party)-level regressions

|  | Main political parties, (locality $\times$ party)-level regressions All ward candidates Useful ward candidates |  |  |  |  |  |  |  |
| :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: | :---: |
|  | Female Safe <br> (1) | Female Safe <br> (2) | Female Unsafe (3) | Female Unsafe (4) | Female Safe (5) | Female Safe <br> (6) | Female Unsafe (7) | Female Unsafe (8) |
| Treat at cycle $4 \times$ Cycle 4 | $\begin{aligned} & \hline-0.16 \\ & (0.15) \end{aligned}$ | $\begin{gathered} -0.18 \\ (0.15) \end{gathered}$ | $\begin{gathered} -0.07 \\ (0.12) \end{gathered}$ | $\begin{aligned} & \hline-0.09 \\ & (0.12) \end{aligned}$ | $\begin{aligned} & \hline-0.21^{*} \\ & (0.12) \end{aligned}$ | $\begin{gathered} -0.23^{\star \star} \\ (0.12) \end{gathered}$ | $\begin{gathered} -0.14 \\ (0.10) \end{gathered}$ | $\begin{gathered} -0.14 \\ (0.10) \end{gathered}$ |
| Treat at cycle $4 \times$ Cycle 5 | $\begin{gathered} 0.16 \\ (0.17) \end{gathered}$ | $\begin{gathered} 0.21 \\ (0.17) \end{gathered}$ | $\begin{gathered} 0.39^{* * *} \\ (0.14) \end{gathered}$ | $\begin{aligned} & 0.34^{\star *} \\ & (0.14) \end{aligned}$ | $\begin{gathered} 0.05 \\ (0.15) \end{gathered}$ | $\begin{gathered} 0.03 \\ (0.14) \end{gathered}$ | $\begin{gathered} 0.39^{* * *} \\ (0.11) \end{gathered}$ | $\begin{gathered} 0.39^{* * *} \\ (0.11) \end{gathered}$ |
| Treat at cycle $4 \times$ Cycle 6 | $\begin{gathered} 0.10 \\ (0.21) \end{gathered}$ | $\begin{gathered} 0.08 \\ (0.21) \end{gathered}$ | $\begin{gathered} 0.43^{\star * *} \\ (0.15) \end{gathered}$ | $\begin{aligned} & 0.42^{* * *} \\ & (0.15) \end{aligned}$ | $\begin{gathered} 0.10 \\ (0.17) \end{gathered}$ | $\begin{gathered} 0.08 \\ (0.17) \end{gathered}$ | $\begin{aligned} & 0.22^{*} \\ & (0.11) \end{aligned}$ | $\begin{aligned} & 0.22^{*} \\ & (0.11) \end{aligned}$ |
| Treat at cycle $4 \times$ Cycle 7 | $\begin{gathered} 0.35^{*} \\ (0.21) \\ \hline \end{gathered}$ | $\begin{gathered} 0.32 \\ (0.20) \\ \hline \end{gathered}$ | $\begin{gathered} 0.62^{* *} \\ (0.15) \end{gathered}$ | $\begin{gathered} 0.66^{* * *} \\ (0.16) \end{gathered}$ | $\begin{gathered} 0.08 \\ (0.17) \\ \hline \end{gathered}$ | $\begin{gathered} 0.08 \\ (0.17) \\ \hline \end{gathered}$ | $\begin{gathered} 0.44^{* * *} \\ (0.13) \\ \hline \end{gathered}$ | $\begin{gathered} 0.44^{\star *} \\ (0.13) \\ \hline \end{gathered}$ |
| Running variable form | ward | ward | ward | ward | ward | ward | ward | ward |
| $N$ | 542 | 542 | 1171 | 1171 | 542 | 542 | 1171 | 1171 |
| N. relevant party ward candidates | No | Yes | No | Yes | No | Yes | No | Yes |
| Party fixed effect | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| N. of safe wards | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| $N$. of unsafe wards | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |
| Average past margin of victory | Yes | Yes | Yes | Yes | Yes | Yes | Yes | Yes |

$t$ statistics from standard errors clustered by municipality in parentheses
${ }^{*} p<0.10,{ }^{* *} p<0.05,{ }^{* * *} p<0.01$ The sample includes bins 1 and 2 only.

