

Does Regionalism Reduce the Volatility of Trade Policy?

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Abstract

The objective of this paper is to evaluate the extent to which trade agreements affect agricultural trade policy volatility. Using a new panel database compiled as part of the World Bank's Agricultural Distortions research project, we estimate the effect of regionalism (proxied in various ways) on the volatility of price distortions measured by the absolute value of their first differences, averaged, for each country and year, over all agricultural goods. Using an instrumental-variable approach to correct for the endogeneity of regional trade agreements, (RTAs), we find that participation in RTAs has a significantly negative effect on agricultural trade-policy volatility. We find that the WTO's agricultural agreement also contributed to reducing agricultural trade-policy volatility, in spite of the weak disciplines involved, but the effect is only weakly identified. Our results are robust to a variety of robustness checks and hold, in particular, for the Latin American sub-sample.

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1 Introduction

The economic analysis of Regional Trade Agreements (RTAs) has largely focused so far on how they affect the *level* of trade distortions. On that count, the verdict is still out: whereas the early political-economy held a dim view of their benefits (e.g. Grossman and Helpman 1995 showed that politically feasible RTAs were the most trade-diverting) recent papers (e.g. Ornelas 2005) have taken a more nuanced view, showing that RTAs can release trade-liberalizing forces. But as noted by Braumoeller (2006), institutional arrangements like RTAs can equally importantly affect the *volatility* of trade policy, and that aspect has been largely overlooked (with a few notable exceptions discussed below). We explore empirically here whether RTAs have reduced the volatility of barriers to agricultural trade using the World Bank's new database on agricultural distortions (Anderson et al. 2008).

The issue of whether regionalism has dampened agricultural trade-policy volatility is an important one. Volatility in food prices is more likely to trigger riots than volatility in the price of, say, shirts or home appliances. Indeed, Anderson (2008, p. 5) shows that border measures have been used systematically by Asian countries to dampen the volatility of the world price of rice, a particularly sensitive commodity. Anderson et al. (2008) also show that RTAs have had the effect of reducing the volatility of agricultural trade policy (whether based on duties or non-tariff measures).

nds that WTO membership fails to reduce the volatility of trade flows, concluding that the multilateral trading system's disciplines are simply not strong enough to have a statistically traceable effect. The variety of specifications yielding the same negative answer makes it unlikely that Rose's result is merely a type-II error; however, the exercise highlights two

the EU relied heavily on delegation to supra-national institutions (the European Commission and the European Court of Justice) to give substance to an initial text (the Treaty of Rome) that was imprecise. By contrast, NAFTA relies very little on delegation to supra-national institutions, except in the areas of investment (where private agents can challenge the governments of partner countries at the World Bank's arbitration court, the ICSID) and anti-dumping. The reason for the EU's heavy reliance on delegation is that it was, at the outset, a political project meant to lead to political integration, whereas NAFTA never had that goal and the U.S. Congress would have resisted any infringement on its sovereignty in legislative matters. However, the NAFTA treaty is very precise in its wording by the standards of preferential trade agreements. Thus the commitment mechanisms of NAFTA and the EU are different: rules vs. discretion for the former, delegation for the latter.

As to asymmetry in the effects of RTAs, taking again the example of NAFTA, even though Article VI of the U.S. Constitution states that treaties are the supreme law of the land, the U.S. Congress expressly denied the possibility of domestic direct effect for NAFTA in the legislation approving and implementing the agreement, and it may not be relied on as a source of rights in U.S. law."⁴ Thus NAFTA cannot be invoked directly by an importer

the level of bilateral trade in a standard gravity equation augmented, on the RHS, by the variance of the flows (that is, the equation is a particular kind of heteroskedastic regression where the variance of the dependent variable is among the regressors) and by "treatment variables" marking whether a bilateral trade flow is ruled by a preferential agreement or not and whether the trading countries are WTO members or not. In the second equation, the variance of trade flows is regressed on a number of control variables and the same treatment variables. Positive coefficients on the treatment variables in the first equation indicate that the treatments (RTAs and WTO membership) raise the *level* of trade conditional on its volatility; a negative coefficient on the variance indicates that volatility is, in itself, associated, *ceteris paribus*, with less trade (what the authors call a "volatility tax"). Negative coefficients on the treatment variables in the second equation indicate that they reduce the volatility of trade flows.

In contrast to Rose, Mansfield and Reinhardt find that both RTAs and WTO membership

and world prices (what they call the Nominal Rate of Assistance or NRA) for 70 countries over up to a half-century. For each product, we define volatility as the absolute value of the first difference in the NRA and take the simple average across all goods. This yields a gross measure of policy volatility for each country-year pair (our unit of observation), which we subsequently purge of the influence of world-price volatility calculated the same way to retain only the discretionary component that is orthogonal to world-price volatility. That is, we ask a question that is similar to Rose's and Mansfield and Reinhardt's but taking trade *policy* rather than trade *flows* as our dependent variable and focusing on agricultural products. This means that our "WTO variable" (equal to one for WTO members after 1994) should be interpreted as picking up only the effect of the Uruguay Round's agricultural agreement, and nothing else. This also means that our measure of volatility is "multilateral" rather than bilateral: For each country, we measure the effect of membership in RTAs and the WTO on the volatility of an indicator of trade policy that lumps together all MFN and preferential border measures. This is important, because our measure picks up not only the effect of an RTA on the stability of the bilateral trade regime, but also on an aggregate of each member country's trade regimes vis-a-vis all its partners. Put differently, we measure whether membership in NAFTA reduces the volatility of Mexican trade policy not just vis-a-vis the U.S. and Canada but also vis-a-vis Japan, by encouraging the substitution of rules for discretion in all areas of trade policy.

We also instrument our basic treatment variable (membership in RTAs), using the theoretical literature on determinants of trade agreements as a guide in the selection of potential instruments. Motives that we consider as potential instruments for signing trade agreements include the internalization of terms of trade externalities (Bagwell and Staiger, 1999), market access insurance (Fernandez and Portes, 1998), solving time-inconsistency problems in trade policy decisions (Maggi and Rodriguez-Clare, 1998 or 2007), and the provision of public goods (Limao, 2007).

Like Mansfield and Reinhardt, we find that RTAs are robustly associated with a decrease in agricultural trade-policy volatility across a variety of specifications. But we find that the

smaller countries may not be large enough to influence world prices or attract the interest of other countries. Therefore, we expect a positive relationship between the economic size of a country, measured by the level of its GDP, and its involvement in regionalism (the endogenous RHS variable).

Second, Maggi and Rodríguez-Clare (1998) argue that governments with weak bargaining positions vis-a-vis interest groups are more likely to want to precommit because weak bargaining positions reduce the rents that they derive from the political game. This suggests using domestic political institutions, a standard approach to instrumenting policy variables (see Besley and Case 2000 for a discussion). Maggi and Rodríguez-Clare also suggest that governments that are neither too sensitive, nor too impervious to interest-group pressures are more likely to sign trade agreements. The argument is that a government that is too sensitive wouldn't want to precommit for fear of losing the lobbies' contributions, while one that puts a large weight on social welfare wouldn't *need* to precommit. To capture these non-linearities, we include in the list of instruments the square of a measure of governments' weight on social welfare taken from Grossman and Helpman's common-agency model.

on "Singapore" and environmental issues under its GSP-plus.⁶ Regional agreements can also reflect security concerns. This was certainly the case of Europe's Common Market, which was set up to reduce Franco-German tensions. Security concerns in the face of threats of Communist subversion have also been historical drivers of ASEAN. To proxy for such security concerns, we use the number of military alliances to which each country belongs in a given year.

We use under-, over- and weak-identification tests to assess the suitability of our instruments. All specifications control for heteroskedasticity and first-order autocorrelation in the error term, and in a robustness section we also control for the lagged *level* of trade distortions, conjecturing that the volatility of trade barriers may somehow be proportional to their level.

2.2 Data

2.2.1 Dependent variable

Data on agricultural trade policy is from the World Bank's Agricultural Distortions project. Distortions are measured by the wedge between domestic and external price, that is, by the Nominal Rate of Assistance (NRA). Formally, let i be an agricultural product and, as before, c and t be country and year.

$$NRA_{ict} = \frac{p_{ict} - p_{ict}^*}{p_{ict}^*}$$

where p_{ict}^* is good i 's CIF external price (that is, its world price plus transportation cost to country c) and p_{ict} its domestic price in country c . Therefore, the NRA is the ad-valorem equivalent of the effect of all agricultural protection measures. Border taxes and subsidies largely contribute to the nominal rate of assistance. Border policy instruments have the lowest contribution to the NRA (62%) in Latin America and the highest (94%) in high-income countries. In order to isolate the effect of border measures, we subtract from the

NRA the part corresponding to domestic price-support measures. The database provides NRA estimates, disaggregated at the product level, for 68 countries over an average period of 39 years. The goods covered account for about 75% of global agricultural production.

The distribution of NRAs shows large variation across and within goods and countries. By and large, NRAs have been rising in high-income countries since the 1950s' (the beginning of the database) with the exception of Australia and New Zealand. In developing countries, NRAs have also been rising, with export taxes rising between the 1950's and the 1980's and

of interest is WTO_{ct} , which marks membership in the WTO and therefore ratification of the Uruguay Round's Agricultural Agreement. WTO_{ct} is a dummy variable equal to one after 1994 for WTO members. It is therefore akin to a standard treatment-effect variable.

Our vector of controls is

$$\mathbf{X}_{ct} = \left[\sigma_{ct}^*; \frac{GDP}{ct}; PRES_c; PARL_c; a_{ct} \right]$$

where σ_{ct}^* is the volatility of country c

*PARL.*⁸

We turn now to the construction of the weight on social welfare, a_{ct} . We adapt the tariff equation of Grossman and Helpman's common-agency model to an agricultural context following the empirical methodology of Gawande et al. (2008).⁹ In contrast to the existing literature, we assume that a sizable proportion of the population is politically organized. Relaxing the assumption of high concentration of the ownership of specific factors used in

hand side, we can express it as

$$\frac{it}{1 + it} \left[\frac{m_{it}}{y_{it}} \right] j e_{it} = \frac{t}{a_t + t} + \frac{1}{a_t + t}$$

retrieved as

$$\hat{a}_t = \left(1 + \hat{\alpha}_{1t}\right) \hat{\alpha}_{2t}$$

while the estimate of the proportion of the population organized in interests' groups is given by

$$\hat{\alpha}_t = \hat{\alpha}_{1t} \hat{\alpha}_{2t}$$

Import-demand elasticities at the HS 6-digit level are borrowed from Kee, Nicita and Olarreaga (2008). Table 1 gives descriptive statistics for all variables. For dummy variables, the mean is simply the proportion of country/years for which the variable is equal to one, i.e. the incidence of the variable in question.

Table 1

3 Results

3.1 Baseline results

Estimation results of the basic specification are shown in Table 2. The first column shows OLS results, while the second and third column gives 2SLS and GMM results. In each case, standard errors are robust to heteroskedasticity and autocorrelation.

Table 2

As expected, OLS estimates are biased downward and the bias is sizable, suggesting that, as conjectured, countries enter RTAs at least partly to overcome excess trade-policy volatility. Whatever the estimation method, TA_{ct} significantly reduces agricultural trade policy volatility. The point estimates of the coefficient on the count of trade agreements are very close under 2SLS and GMM (-0.140 and -0.122 respectively). That is, consistent estimation of the basic specification indicates that an additional trade agreement reduces agricultural trade-policy volatility by 12-14% (recall that our specification is a semi-log one).

Ratification of the WTO's agricultural agreement also reduces agricultural trade-policy volatility (with a large effect of -19.6% and -17.5% under 2SLS and GMM respectively) but

measure of trade policy volatility is not the change in the rate of assistance, but rather the percentage change in the rate of assistance. Controlling for the lagged level of assistance addresses these concerns. Results of OLS, 2SLS and GMM estimates are provided in Table 4.

Table 4

Results of the first stage estimation are as follows (available upon request). With the exception of the world price volatility in the second stage, the results are qualitatively the same to those reported in Tables 2 and 3. Adding the initial level of assistance causes the world price volatility coefficient to become non significant. Also, the lagged level of assistance is statistically significant in the second stage, while negative and statistically insignificant in the first stage.

k ,

$$TA_{ct}^{OECD} = \sum_{k \in N_{ct}} n_k^{OECD};$$

Finally, we interact the number of OECD partners and the presence of GATS provisions, which gives us

$$TA_{ct}^{GATS=OECD} = \sum_{k \in S_{ct}} n_k^{OECD};$$

GMM results for the incidence of alternative measures of trade agreements are shown in Table 5.

Table 5

Deeper forms of trade agreements have stronger volatility-reducing effects. One additional RTA with a service-liberalization provision reduces volatility by 23.8% on average, against 12-14% in the baseline specification. The number of RTA partners, be it the number of OECD partners or the number of partners in service-including RTAs also reduces agricultural trade-policy volatility significantly: -5% for an additional OECD partner (TA_{ct}^{OECD}), -6.5% for an additional partner in an RTA with a service provision (TA

we find. The coefficients on political-economy controls are largely unaffected by the choice

the full sample. This implies that the average effect in Latin America is on average double the one estimated for the rest of the sample.

Interestingly the impact of being a member of the WTO on trade policy volatility becomes statistically insignificant, which can be partly explained by the fact that all Latin American countries are WTO members and therefore part of the Latin American specific effect was being captured by the WTO variable. This is now consistent with the results found by Rose (2004).

Given that on average trade agreements impose more discipline in Latin America than in the rest of the world, one may wonder which are the countries in Latin America that are driving these results: is it Chile or Brazil, and what can explain these differences. Table 7 provides the results of the estimation where we added several additional variables that interact TA

looked at the effect of regionalism and WTO membership respectively on trade-flow volatility. This means that the effect we are looking for is at the same time more direct (since we consider directly the policy variable rather than an outcome variable whose volatility can pick up many other parasitic influences) but also more diffuse, because our measure of policy distortions is a mixture of a country's bilateral and MFN trade policies. That is, we test

to be stronger if they are formed, like the EU, by countries with strong domestic institutions. Put crudely, Bulgaria is likely to get a stronger anchor for its trade policy by joining the EU than by forming an RTA with Romania. If the reduction in volatility is obtained instead by substituting rules for discretion in an RTA with precise rules (like NAFTA), those rules will be stronger if they are backed by a country with strong and stable institutions. This

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Table 1: Summary statistics

Variable	Mean	(Std. Dev.)	Min.	Max.	N
Trade agreements (TAs)	3.136	(4.392)	0	26	1095
TAs (GATS' type)	0.832	(1.66)	0	9	1095
TAs (Partners and GATS' type)	3.561	(6.167)	0	27	1095
TAs (Partners and OCDE countries)	4.282	(6.622)	0	20	1095
TAs(Partners, OCDE countries and GATS' type)	3.389	(5.835)	0	20	1095
WTO	0.282	(0.45)	0	1	1095
Nominal rate of assistance	0.343	(0.626)	-3.4	4.476	1095
Nominal rate of assistance volatility	0.243	(0.346)	0	6.766	1095
Nominal rate of assistance volatility (in log)	-1.813	(0.972)	-12.822	1.912	1095
Price volatility	221.154	(447.641)	2.589	4824.143	1095
Price volatility (in log)	4.713	(1.039)	0.951	8.481	1095
Price inverse volatility	0.001	(0.002)	0	0.043	1095
Price inverse volatility (in log)	-7.429	(0.85)	-9.665	-3.148	1095
GDP (current bio USD)	292.394	(640.722)	1.664	5303.791	1095
GDP (current bio USD, in log)	4.257	(1.789)	0.509	8.576	1095
GDP volatility (current bio USD)	27.239	(69.446)	0.007	658.607	1095
GDP volatility (current bio USD, in log)	1.576	(2.042)	-4.974	6.49	1095
Government's social welfare weighting	9.061	(31.229)	0.007	246.405	1095
Government's social welfare weighting (in log)	0.54	(1.674)	-4.902	5.507	1095
Square of the government's social welfare weighting (in log)	3.092	(5.114)	0	30.327	1095
Presidential system	0.348	(0.477)	0	1	1095
Assembly-elected president system	0.064	(0.245)	0	1	1095
Parliamentary system	0.588	(0.492)	0	1	1095
Military alliances	3.688	(5.267)	0	31	1095

Table 2: Explaining trade policy changes

Dependent Variable: <i>Trade policy volatility (in log)</i>	OLS	2SLS	GMM
Regressors:			
<i>Trade agreements</i>	-0.045*** (0.014)	-0.140*** (0.043)	-0.122*** (0.042)
<i>WTO</i>	-0.101 (0.083)	-0.196** (0.094)	-0.175* (0.093)
<i>World price volatility (in log)</i>	0.071** (0.031)	0.080** (0.032)	0.072** (0.031)
<i>GDP volatility (in log)</i>	0.030* (0.018)	0.031* (0.018)	0.031* (0.018)
<i>Government's social welfare weighting (in log)</i>	-0.086*** (0.024)	-0.095*** (0.024)	-0.094*** (0.024)
<i>Presidential system</i>	-0.216* (0.116)	-0.247** (0.120)	-0.211* (0.118)
<i>Parliamentary system</i>	-0.122 (0.119)	-0.231* (0.136)	-0.203 (0.135)
<i>Country and time fixed effects</i>	yes	yes	yes
<i>Observations</i>	1095	1095	1095
<i>R²</i>	0.216	0.159	0.178

Table 3: Why do countries sign trade agreements?

Dependent Variable: <i>Trade agreements</i>	1st stage of 2SLS
Regressors:	
<i>WTO</i>	-1.223*** (0.443)
<i>World price volatility (in log)</i>	0.063 (0.057)
<i>GDP (in log)</i>	1.475*** (0.239)
<i>GDP volatility (in log)</i>	-0.054 (0.054)
<i>Presidential system</i>	-0.046 (0.257)
<i>Parliamentary system</i>	-1.012*** (0.355)
<i>Government's social welfare weighting (in log)</i>	-0.008 (0.058)
<i>Square of the government's social welfare weighting (in log)</i>	-0.024 (0.019)
<i>Military alliances</i>	0.097*** (0.036)
<i>Country and time fixed effects</i>	yes
<i>Observations</i>	1095
<i>R²</i>	0.584

Table 4: Explaining trade policy changes (lagged NRA)

Dependent Variable: <i>Trade policy volatility (in log)</i>	OLS	2SLS	GMM
Regressors:			
<i>Trade agreements</i>	-0.039** (0.015)	-0.129*** (0.042)	-0.104*** (0.039)
<i>WTO</i>	-0.205** (0.088)	-0.284*** (0.096)	-0.261*** (0.095)
<i>Lagged nominal rate of assistance (in log)</i>	0.098*** (0.031)	0.090*** (0.032)	0.090*** (0.032)
<i>World price volatility (in log)</i>	0.044 (0.031)	0.051 (0.032)	0.040 (0.031)
<i>GDP volatility (in log)</i>	0.032* (0.018)	0.035* (0.018)	0.034* (0.018)
<i>Government's social welfare weighting (in log)</i>	-0.058** (0.026)	-0.071*** (0.026)	-0.075*** (0.026)
<i>Presidential system</i>	-0.199* (0.107)	-0.199* (0.111)	-0.202* (0.111)
<i>Parliamentary system</i>	-0.090 (0.121)	-0.204 (0.139)	-0.175 (0.138)
<i>Country and time fixed effects</i>	yes	yes	yes
<i>Observations</i>	998esParliamentary system		

Table 5: Explaining trade policy changes: alternative counts of trade agreements (GMM (TAs))

Dependent Variable: Trade policy volatility (in log)	(1)	(2)	(3)	(4)
Regressors:				
TAs (GATS' type) (1)	-0.238*** (0.077)			
TAs (Partners and GATS' type) (2)		-0.065*** (0.023)		
TAs (Partners and OCDE countries) (3)			-0.050* (0.026)	
TAs (Partners, OCDE countries and GATS' type) (4)				-0.074*** (0.027)
WTO	-0.190** (0.089)	-0.123 (0.090)	-0.066 (0.094)	-0.121 (0.091)
World price volatility (in log)	0.085*** (0.031)	0.083*** (0.032)	0.072** (0.032)	0.082** (0.032)
GDP volatility (in log)	0.029 (0.018)	0.028 (0.018)	0.027 (0.018)	0.029 (0.018)
Government's social welfare weighting (in log)	-0.089*** (0.024)	-0.102*** (0.024)	-0.106*** (0.025)	-0.103*** (0.024)
Presidential system	-0.217* (0.118)	-0.303** (0.129)	-0.248** (0.126)	-0.320** (0.134)

Table 7: Are Latin American countries different?

Dependent Variable:	OLS	2SLS	GMM
<i>Trade policy volatility</i>			
Regressors:			
<i>Trade agreements</i>	-0.047*** (0.014)	-0.122*** (0.039)	-0.089*** (0.033)
<i>Trade agreements in ARG</i>	-0.145 (0.132)	-0.357*** (0.115)	-0.384*** (0.112)
<i>Trade agreements in BRA</i>	-0.154 (0.102)	-0.235 (0.151)	-0.192 (0.142)
<i>Trade agreements in CHL</i>	-0.106** (0.050)	-0.142** (0.064)	-0.142** (0.059)
<i>Trade agreements in COL</i>	0.115* (0.060)	0.134* (0.079)	0.153** (0.077)
<i>Trade agreements in MEX</i>	-0.008 (0.028)	0.002 (0.041)	-0.009 (0.040)
<i>Trade agreements in NIC</i>	-0.231 (0.158)	-0.396* (0.235)	-0.229 (0.225)
<i>WTO</i>	-0.089 (0.084)	-0.156* (0.091)	-0.126 (0.090)
<i>World price volatility (in log)</i>	0.076** (0.031)	0.089*** (0.032)	0.087*** (0.031)
<i>GDP volatility (in log)</i>	0.030* (0.018)	0.031* (0.018)	0.026 (0.018)
<i>Government's social welfare weighting (in log)</i>	-0.085*** (0.024)	-0.091*** (0.024)	-0.078*** (0.023)
<i>Presidential system</i>	-0.169 (0.127)	-0.167 (0.132)	-0.123 (0.129)
<i>Parliamentary system</i>	-0.250* (0.135)	-0.402** (0.168)	-0.323** (0.157)
<i>Country and time fixed effects</i>	yes	yes	yes
<i>Observations</i>	1095	1095	1095
<i>R²</i>	0.220	0.182	0.204