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978-0-521-51889-5 - Experiments in Financial Democracy: Corporate Governance and Financial Development in Brazil, 1882-1950

Aldo Musacchio

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EXPERIMENTS IN FINANCIAL DEMOCRACY

This book is a detailed historical description of the evolution of corporate governance and stock markets in Brazil in the late nineteenth and twentieth centuries. The analysis details the practices of corporate governance, in particular the rights that shareholders have had to restrict the actions of managers, and how that shaped different approaches to corporate finance over time. The book argues that companies are not necessarily constrained by the institutional framework in which they operate. In the case of Brazil, even if the protections for investors included in national laws were relatively weak before 1940, corporate charters contained a series of provisions that protected minority shareholders against the abuses of large shareholders, managers, or other corporate insiders. These provisions ranged from limits on the number of votes a single shareholder could have to restrictions on the number of family members who could act as directors simultaneously. The investigation uses the Brazilian case to challenge some of the key findings of a recent literature that argues that legal systems (e.g., common vs. civil law) shape the extent of development of stock and bond markets in different nations. The book argues that legal systems alone cannot determine the course of stock and bond markets over time, because corporate governance practices and the size of these markets vary significantly over time, while the basic principles of legal systems are stable.

Aldo Musacchio is an assistant professor in the Business, Government, and International Economy Unit of Harvard Business School and a Research Fellow of the National Bureau of Economic Research, Cambridge, Massachusetts. Before joining Harvard in 2004, Professor Musacchio was a Fellow of the Center for Democracy, Development, and the Rule of Law at Stanford University and a Fellow of the Institute for Humane Studies at George Mason University. His primary fields of expertise are the business and economic history of Latin America, corporate governance, the political economy of development, and new institutional economics. Professor Musacchio's current research explores the role of property rights and the legal environment for long-run economic development, including the ways in which firms adapt to adverse economic conditions. His paper "Can Civil Law Countries Get Good Institutions? Lessons from the History of Creditor Rights and Bond Markets in Brazil" won the Arthur H. Cole Prize for best paper in the *Journal of Economic History*, 2007–2008. Professor Musacchio received his Ph.D. in economic history of Latin America from Stanford University.

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Harvard Business School



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Para Haydeé y Humberto

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... most of the fundamental errors currently committed in economic analysis are due to lack of historical experience more often than to any other shortcoming of the economist's equipment.

— Joseph Schumpeter, *History of Economic Analysis*, p. 13

C'est une immense démocratie financière qu'on ne rencontre nulle part ailleurs et qui est la force et la sauvegarde de notre pays (It's an immense financial democracy that cannot be found elsewhere and is the force and safeguard of our country)...

— Alfred Neymarck, "Les chemineaux de l'épargne," p. 125,
referring to France

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Preface

When I started to do research for this book, debate about the policies and legal institutions necessary for the development of financial markets around the world was intensifying both in academic circles and in international financial agencies. As academics reached near consensus on the importance of financial development to foster economic growth, the development of financial markets became a goal of international development agencies and governments in most countries. Discussion moved from how important it was to have stock markets versus banks to how countries could develop financial markets in general. To devise policies that could help countries develop financial markets, however, academics and policy makers first had to understand why financial markets are more developed in some countries than in others.

A natural candidate for explaining these differences was variation in legal institutions across countries. But although social scientists agree that institutions are important in explaining economic and financial development, there is no agreement as to which institutions generate, and which are incidental to, financial prosperity. It could be the case, for example, that important changes in institutions and regulations in the already highly developed U.S. financial system were demanded by actors to further improve the functioning of that market. If so, institutions that favor the development of financial markets might be a consequence rather than a cause of financial development.

Researchers therefore sought to explain the variance in financial markets by looking for institutional differences across countries that would not be a consequence of financial market development. The logical way to do this was to go back in history before the emergence of modern financial markets to look for factors that might account for the variation in institutions across countries.

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A number of papers that follow this methodological approach argue that contemporary institutional and financial outcomes are a consequence of the persistent effects of the legal traditions countries adopted decades or centuries ago. This literature, termed the “law and finance” literature, advances the idea that a country’s legal tradition determines the degree to which the legal system protects investors from the abuses of managers and corporate insiders, and this influences how willing savers are to participate in financial markets and, ultimately, how deep these markets will be. In fact, their statistical work suggests that common law countries (Australia, Canada, England, the United States, and others) have, on average, stronger protections for creditors and shareholders, and larger financial markets, than countries that followed the civil law tradition (Brazil, countries in continental Europe, most of Latin America, and others).

Because most countries adopted or inherited their legal traditions before legislators enacted investor protections, even, in fact, before modern financial markets developed, legal systems are thought to be exogenous to finance. Also implicit in the law and finance literature’s statistical results is the notion that there exists a relationship between legal origin and financial market development. If being a civil law country is highly correlated with having smaller financial markets and poor investor protections today, this relationship between legal origin and financial outcomes should be observable at any time in the country’s past. Yet, most of the work in this literature has focused on finding relationships between a time-invariant variable such as legal origin and investor protections and financial development, which seem to vary a great deal over time. As I did the research for this book, I found that only a few researchers were looking into the historical trajectories of institutions and financial development over a long time span. I realized that we needed detailed case studies that tracked institutions and markets over time in order to inform our understanding of how, if at all, legal traditions determined the economic development paths countries followed in subsequent years.

As I tried to understand the origins, institutional and otherwise, of the large stock and bond markets that developed in Brazil since the nineteenth century, I realized that the logic employed by the law and finance literature to explain differences in financial market development did not square with my evidence. If the effects of legal traditions persist over time, Brazil should have had weak investor protections in the past as well as today. But my evidence showed that the first period of financial development, roughly between 1882 and 1915, was accompanied by strong investor protections. This suggested a lack of support for the idea of persistent effects

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of legal traditions. It remained to identify the specific investor protections that aided the development of stock and bond markets after 1882, and to determine how the Brazilian government and Brazilian corporations were able to provide these protections. I found strong creditor rights not only in Brazil, but also in other countries during the nineteenth century, likely due to the influence of Napoleon's commerce code, which led most countries to impose harsh punishments on debtors in default and judges in many countries, especially Brazil, to strongly protect creditors. Because bondholders also benefited from these practices, when corporations were allowed by law to issue bonds, the Brazilian bond market gained momentum. The takeoff in bond markets in Brazil was thus related to legal institutions that protected creditors and court practices that protected bondholders during corporate bankruptcies.

Curiously, I did not find strong protections for shareholders in either the Commerce Code or Brazil's national company laws. Yet Brazil's stock markets enjoyed a bonanza period between 1882 and 1915, and minutes of large corporations' shareholder meetings revealed that in many cases corporate ownership was relatively dispersed and distribution of votes among shareholders relatively egalitarian in many corporations. How was it that these savers, who were not protected directly by national regulations, were willing to invest in Brazilian corporations and showing up in significant numbers at shareholder meetings?

The answer, I found, was that the investor protections absent from national laws were incorporated in the bylaws or provided through the actions of corporations and the information made available to investors before equity was sold in financial markets. I found this also to be the case in other countries in which national protections for investors were weak or absent. For instance, while I was writing this book researchers studying the evolution of stock markets and ownership concentration in Chile, Germany, Italy, Japan, and the United Kingdom showed that in those countries, too, financial markets had grown rapidly at the end of the nineteenth century and beginning of the twentieth century despite the lack of legal protections for shareholders in national laws. Some of these researchers surmised that financial intermediaries such as universal banks and stock exchanges were the source of the trust needed to induce investors to buy the equity and participate in the ownership of publicly traded corporations. The evidence for Chile, England, and Japan was to a large extent similar to that for Brazil: corporations included in their bylaws voting provisions that explicitly protected small investors by limiting, for example, the maximum number of votes per shareholder.

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The idea that the kind of investor protections we observe today is a consequence of the legal tradition countries follow stems directly from the way the law and finance literature conceptualizes history. If there are clear and systematic differences in legal protections for investors across countries, and those are strongly correlated with legal origin, then in order to justify the causality from those protections to financial development it must be the case that the systematic differences were determined by legal origin years and years ago. Yet, the evidence presented in this book shows that this is not the case: before 1913 investor protections were very different in Brazil, and perhaps in many countries, from what they are today. History did not occur the way the literature assumes and the only way to know the evolution of investor protections over time is actually to do historical work. Therefore, the first main objective of this book is to defend the use of explicit historical research rather than relying on the merely implicit historical work done by most studies in the law and finance literature. As Joseph Schumpeter argued in his *History of Economic Analysis*, perhaps this is one of those instances in which the use of detailed historical work could aid the development of an economic theory of the relationship between legal institutions and financial development.

The second important contribution of this book is to bring the corporation back into the forefront of the debate about investor protections and access to capital. Most of the literature that studies investor protections and other regulations that promote financial development emphasizes the importance of regulations and government monitoring, relegating companies, shareholders, and managers to a secondary role. The recipes for developing financial markets promulgated by the law and finance literature are for governments and regulatory agencies (and largely dependent on information disclosure by corporations issuing equity and bonds). According to this literature, which is followed closely by the World Bank and other international organizations, the best way to improve investor protections is through the reform of national company and bankruptcy laws (not to mention influencing judiciary behavior and improving the monitoring capacity of regulatory agencies). Once legal systems (and with them investor protections) are improved, this story goes, masses of new investors will participate in stock and bond markets, which will deepen, causing the cost of capital for corporations to fall.

My historical evidence shows that in the absence of investor protections in national laws, Brazilian companies and their founding shareholders induced smaller investors to buy equity on a massive scale before 1915 through the dissemination of information (e.g., the names and interests of

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all corporate insiders) and inclusion of friendly provisions in their bylaws. I document, for example, some important provisions in corporate bylaws that limited the power of large shareholders and show how they operated in practice. In fact, corporations with provisions that limited the power of large shareholders exhibited less concentration of ownership and voting power. I found many instances of shareholders who held large portions of equity that afforded them less than proportional voting rights, reflecting, I believe, democratic attitudes on the part of investors and a rooted tradition of “financial democracy” in some of Brazil’s largest corporations.

Of course, democratic practices at the company level did not exist in a void of government regulation and oversight. In fact, Brazil had a system of fairly advanced company laws that provided limited liability to shareholders, mandated a two-tier board system, permitted shareholders to sue managers for fraud and mismanagement, and required corporations to make public everything from financial statements and shareholder meeting minutes to executive compensation.

That many of Brazil’s largest corporations financed growth through bond issues was a consequence, I maintain, of improvements in creditor rights in 1890 that led to increased investor participation in the bond markets. After that year, the republican government that replaced the Brazilian monarchy started a series of regulatory and constitutional changes. As a consequence of one such reform, bondholders were strongly protected on paper and in practice.

However, the institutional settings that promoted financial development in Brazil were not long lasting. The disruption in trade and capital markets generated by World War I and the subsequent inflation in Brazil and other countries increased the cost of capital for corporations and reduced real returns for investors. The economic shock of World War I and the changes in international markets that followed (especially after the Great Depression) altered the equilibrium that existed until 1914, radically changing corporate governance practices and promoting the rise of bank-based financing for corporations. The book ends with this “great reversal” of conditions and draws some lessons for the future.

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However much the process of writing a book is an individual experience, it also has been for me a collaborative experience involving a succession of fruitful debates and interactions with colleagues and friends the world over. The encouragement I needed to embark on the project was provided by Gary Libecap and the late Ken Sokoloff, who provided extremely positive feedback after my first presentation at the Economic History Association meetings. With the initial boost from Ken, Gary, and Steve, and the further encouragement of Naomi Lamoreaux and Jean-Laurent Rosenthal at UCLA and Phil Hoffman at Caltech, I decided to press ahead with the project and write a dissertation and a book about the history of corporate governance and financial market development in Brazil. As my work progressed, many colleagues provided valuable feedback on early versions of some of the chapters of this book. I wish to thank especially Rawi Abdelal, Dan Bogart, John Coatsworth, Paul David, Gustavo del Ángel, Rafael DiTella, Alan Dye, Stan Engerman, Jeff Fear, Niall Ferguson, Marc Flandreau, Zephyr Frank, Carola Frydman, Claudia Goldin, Aurora Gómez-Galvarriato, Peter Gourevitch, Avner Greif, Tim Guinnane, Anne Hanley, Pierre-Cyrille Hautcoeur, Eric Hilt, Lakshmi Iyer, Stephen Krasner, Ross Levine, Juliette Levy, David Moss, Doug North, Mary O'Sullivan, Enrico Perotti, Jim Robinson, Armin

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From the comfort of my home in Cambridge, Massachusetts, I was the beneficiary of abundant help via e-mail from colleagues scattered, and even moving, around the globe. Les Hannah, whether in Tokyo or in transit to sundry destinations, answered a thousand questions and kindly shared his data and research with me. Lyndon Moore, in Australia, whom I have yet to meet in person, promptly answered frequent and numerous queries from me and shared his data. Dan Bogart not only provided insightful feedback on some of the chapters, but also initiated intriguing debate about the effects of legal origins on the railway sector. Zephyr Frank also made himself readily available, sharing his unpublished data with me and answering my questions promptly. Ranald Michie was ever helpful, and shared his work as well before it was published. Steve Haber, Eric Hilt, Tom Nicholas, Noel Maurer, and Jean-Laurent Rosenthal also kindly placed themselves on what amounted to almost permanent standby in order to provide timely answers to the near continual stream of questions with which I bombarded them. My friend Ian Read also read the whole manuscript and provided helpful comments. Finally, the exchange of communications with Phil Hoffman and the detailed comments he made to my findings on creditor rights and bond market development shaped much of the discussion of Chapters 7, 9, and 10.

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