

# Geographic discontinuity of a macroprudential policy: Evidence from Brazilian municipalities

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## Disclaimer

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# Summary

- Macroprudential policy: changing upper-bound limit of eligible house for a conforming housing loan - SFH
- Since 2013: **distinct limit** across Brazilian States
- Outcome: value of real estate's collateral as housing price
- Strategy: Geographic-sharp RDD, Dif-in Dif
- Results: Temporally difference until 15% in the value of collaterals between neighbors with distinct limits; permanent difference of Metropolitan Areas and States' capitals (20% and 40%, respectively)
- Bunching: Changing in distribution of collaterals' values

# Outline

- 1 Introduction
- 2 Brazilian housing market
- 3 Data and Empirical Strategy
- 4 Results
- 5 Robustness tests
- 6 Bunching

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# Motivation

## Regional Credit

- Loans and Brazilian municipalities: Credit and local housing (Madeira (2016)), Bankruptcy Reform and local credit (Ponticelli and Alencar (2016))
- **Conforming loans** (another specific fund - FNE) and local impact in Northeast (Da Mata and Resende (2015))
- Changing limit of conforming housing loans in US: (Adelino, Schoar, and Severino, 2012)
- Credit and local housing prices: Mian, Rao, and Sufi ( (2013))

# Motivation

## Macroprudential policies

- Plenty of financial instruments for financial regulation have been used after Great Recession
- Some of these tools affected housing market: loan-to-value (LTV), loan-to-income (LTI) ratios, or thresholds for conforming loans
- Macroprudential-housing policies had been implemented in various countries
  - Ireland (Hallissey, Kelly, O'Malley, et al., 2014)
  - Canada (Allen et al., 2017)
  - India (Campbell, Ramadorai, and Ranish, 2015)
  - Brazil (Araujo, Barroso, Gonzalez, et al., 2016)

**Contribution to literature:** regional impact of changing the limit of a conforming loan (Housing Finance System - SFH)

# Outline

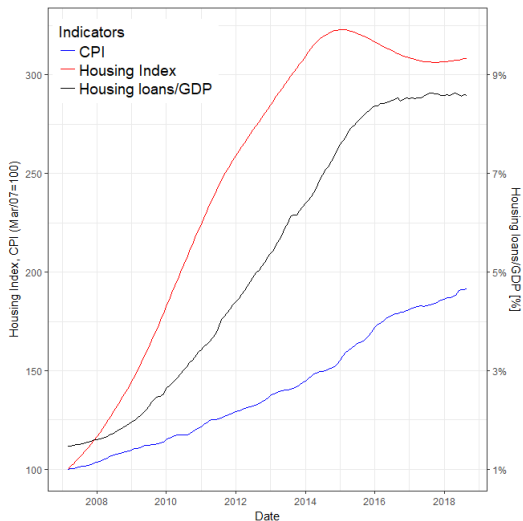
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# Brazilian housing financial market

- History: scarce long term lending due to high inflation (Haddad and Meyer (2011))
- Brazilian Housing Finance System created in 1964 (Law 4,380) imposing monetary correction for inflation in contracted loans
- Currently: SFH is a conforming loan with lower/subsidized rates;
- Low inflation since Real Plan (1994)
- Law 9,514 (1997) created Real Estate Financing System, that made easier the recovery of the property
- Fiduciary property law (2004): bank is owner of real estate until the end of payment

# Brazilian housing financial market - Indicators



# SFH, currently

- Two funds of SFH:
  - a compulsory one (FGTS), derivative from a 8 % tax on private sector wages, building/financing real estate for lowest income class
  - a voluntary one, SBPE (Savings Deposit) with free income-tax, financing real estate for middle class
- 65% of total SPBE invested in financial institutions fund must finance Brazilian housing credit
- At least 80% of this credit should go to SFH
- SFH loans are available to prospective borrowers of their first house and that are not already homeowners in that city.
- Upper-bound limit for housing price to be eligible for SFH loan

# Eligible limit for SFH over time (1000 BRL)

**Period 1: 03/2009 - 09/2013**



500,000 BRL (150,000 USD)



# Eligible limit for SFH over time (1000 BRL)

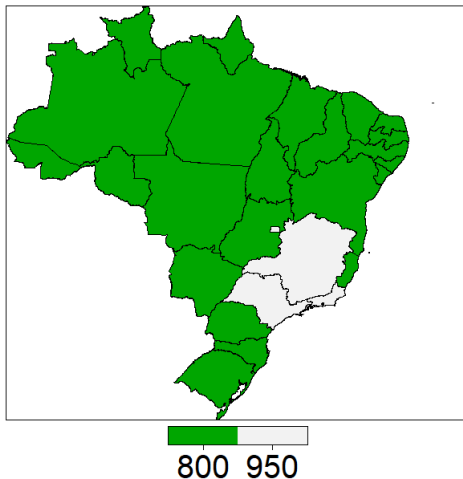
**Period 2: 09/2013 - 11/2016**



650 750

# Eligible limit for SFH changing over time

Period 3: after 11/2016



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# Database

## Registry credit data

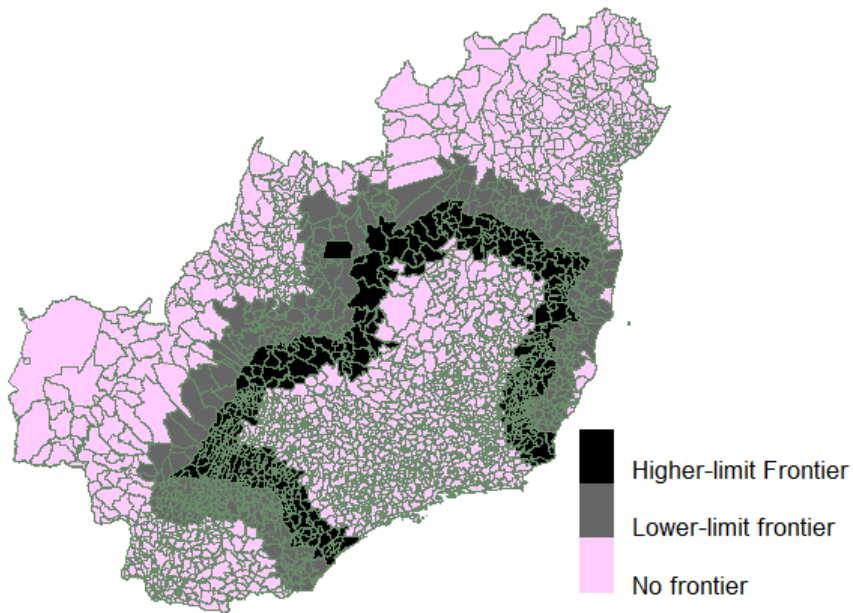
- Credit Registry System (SCR) from all financial system.
- Banks send monthly credit data to Central Bank of Brazil
- Unit of observation: loan contract
- Type of borrower/credit line
- **Local Observation:** borrower's zip code and municipality (from Receita Federal - Brazilian Internal Revenue Service)



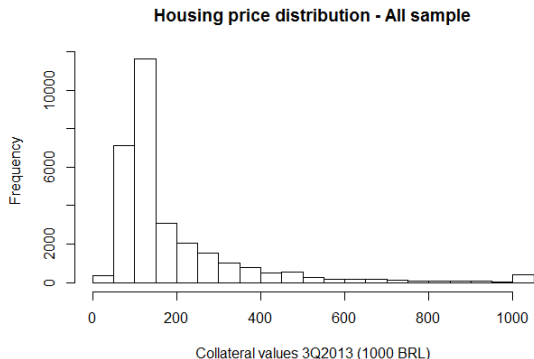
# Empirical Strategy

## Regions of study

- Compare the effect of the boundary with distinct loan-eligible limits
- Only loans for Households
- Housing financial contracts and 1st-degree mortgage
- Housing price as a collateral of those lines
- Bank's evaluation of collateral
- New contracts for each quarter
- Municipality level
- 925 municipalities: border municipalities + municipalities less than 75km away (Euclidian distance) from border municipalities



# Housing prices are really lower than the limit



So we use some measures of prices for a municipality level:  
average, quartiles and 90th percentile housing prices

# Geographic RDD

- Sharp Regression Discontinuity Design
- Geographic RDD (Keele and Titiunik, 2014): two dimensions (latitude and longitude)
- location of a municipality  $m$  that contains a house financed by a SFH loan is given by  $S_m = (S_{m1}, S_{m2})$
- Treatment (location of real estate's municipality):  $T_i = T(S_i)$
- $\mathcal{F}$  is a set of possibilities of points in the frontier with 75km-radius
- Average causal effect of the treatment

$$\tau_{SRD} = \mathbb{E}[(Y_m(T = 1) - Y_m(T = 0)) | m \in \mathcal{F}]$$

# Assumptions for Geographical RDD

## Assumption 1: Continuity of Conditional Distribution Functions

For all  $s \in \mathcal{F}$ , the marginal density of  $S_i$ ,  $f(S)$ , is positive in a neighborhood of  $\mathcal{F}$  and  $F(S)$  is continuous at this region.  
(Continental region: both latitude and longitude are continuous)

## Assumption 2: Continuity of the Conditional Regression Function

Conditional regression function  $E[(Y_m(D = 1) - Y_m(D = 0))]$  is continuous in for all  $s \in \mathcal{F}$ , i.e., variables in the neighborhood of the SFH boundary have comparable potential outcomes.

Variable	GDP (BRL million)	Population	Area (km <sup>2</sup> )	IMR (1,000 births)	Total Credit (BRL million)	Bank branches	Bank branches-like
Lower limit region	818.5	30759.2	979.0	12.67	40.54	4.940	1.373
Higher limit region	882.9	24973.5	750.4	12.76	42.18	4.799	1.386
T-test	-0.147	0.742	2.897	-0.103	-0.043	0.079	-0.023
P-value	0.884	0.459	0.004	0.918	0.965	0.937	0.982

Source: IBGE, DataSUS, Estban.



# Descriptive Statistics - Housing loans

Region	All	Lower-limit region		Higher-limit region		All Contracts
	SFI	SFH	FGTS	SFH	FGTS	
3Q2013	38	9,072	12,519	9,182	8,270	39,081
4Q2013	44	8,998	8,894	8,851	5,962	32,749
1Q2014	83	9,767	7,464	11,567	5,116	33,997
2Q2014	96	10,568	9,730	10,435	5,716	36,545
3Q2014	964	8,220	13,073	7,648	9,031	38,936
4Q2014	487	8,509	12,209	8,172	9,267	38,644
1Q2015	270	6,723	10,506	6,531	7,415	31,445
2Q2015	233	5,217	11,403	5,000	8,947	30,800
3Q2015	374	3,295	13,021	2,881	9,661	29,232
4Q2015	105	3,590	13,947	3,355	10,840	31,837
1Q2016	101	3,565	12,071	4,330	12,198	32,265
2Q2016	225	2,405	12,257	2,204	13,052	30,143
3Q2016	201	2,437	10,853	2,443	9,575	25,509
4Q2016	169	2,976	14,820	2,418	9,565	29,948
1Q2017	115	1,954	9,314	1,901	8,432	21,716
2Q2017	109	2,147	11,221	1,877	9,633	24,987
3Q2017	116	2,324	10,733	2,170	8,911	24,254
All	3,730	91,767	194,035	90,965	151,591	532,088

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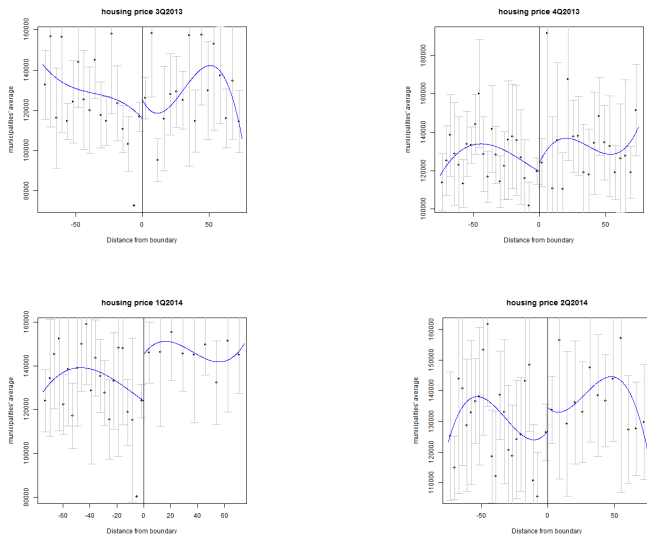


Figure: Municipalities' average housing price - 1st change



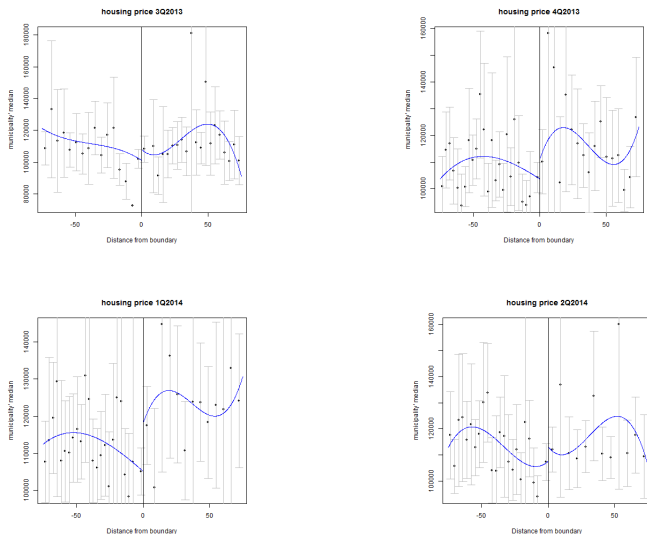


Figure: Municipalities' median housing price - 1st change

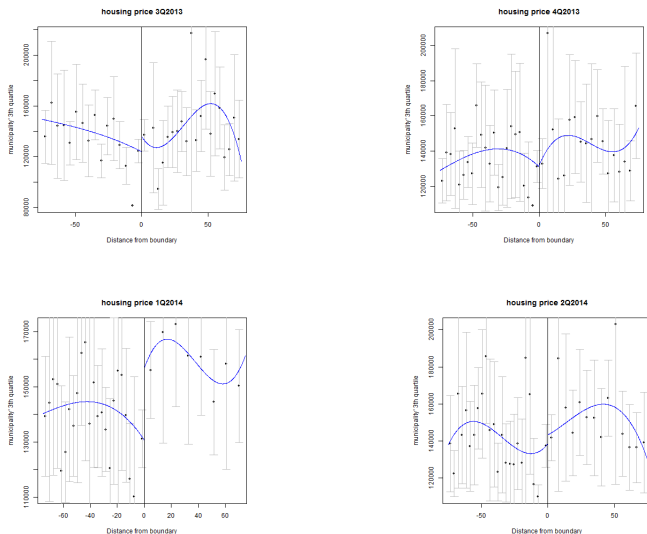


Figure: Municipalities' 3th quantile housing price - 1st change

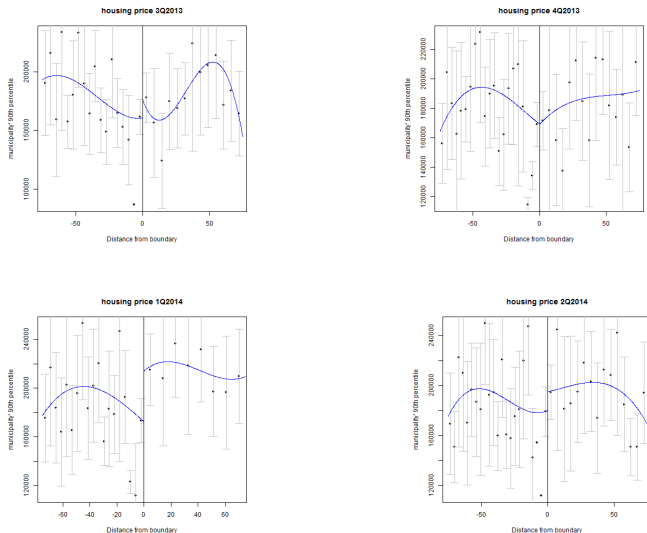


Figure: Municipalities' 90th percentile housing price  1st change    

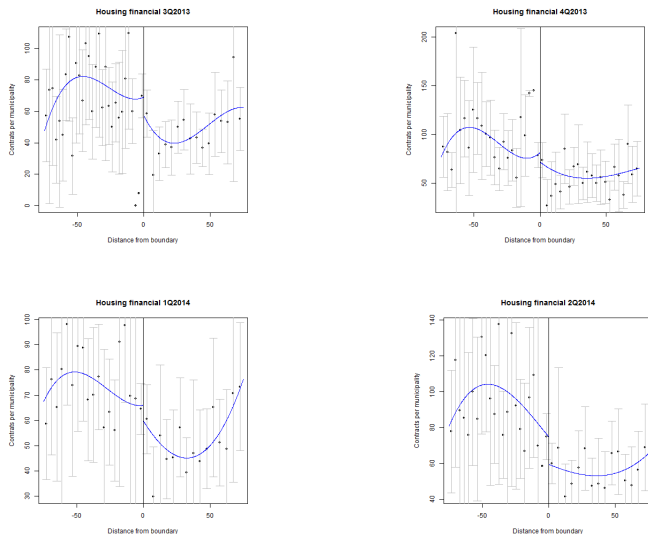


Figure: Municipalities' number of contracts - 1st change

$$\mathbb{E}(Y_i|Z_m, T = 1) - \mathbb{E}(Y_i|Z_m, T = 0)$$

<i>Dependent variable: municipalities' housing prices</i>							
Period	All sample				SFH and SFI, regular		FGTS
	Average	2nd quartile	3rd quartile	90th quartile	Average	3rd quartile	Average
2Q2013	-1,763.1 (8,362.2)	331.0 (7,843.9)	142.4 (9,116.3)	-6,975.9 (11,936.9)	15,925.3 (12,324.4)	17,637.9 (12,723.3)	-1,158.6 (2,772.8)
3Q2013	6,667.5 (5,825.5)	5,680.4 (5,048.7)	9,541.2 (7,384.8)	9,208.9 (11,103.0)	15,945.9 (11,587.9)	16,092.5 (14,251.5)	5,089.4 (3,002.5)
4Q2013	2,847.1 (6,831.9)	5,879.4 (6,636.4)	-302.7 (7,967.4)	-2,856.9 (10,789.9)	4,265.5 (9,944.1)	8,639.7 (12,205.2)	-1,597.1 (2,640.2)
1Q2014	17,965.1** (7,381.7)	11,281.7* (5,999.5)	20,646.** (9,064.2)	33,277.7** (15,168.8)	23,661.2* (14,092.9)	29,705.7* (17,783.7)	-692.4 (2,762.4)
2Q2014	6,571.6 (6,890.7)	4,889.8 (5,570.7)	3,650.2 (8,109.4)	12,296.2 (13,764.3)	24,899.3** (10,911.2)	21,556.1* (13,714.4)	927.0 (2,782.7)
3Q2014	3,203.9 (7,209.2)	2,985.5 (6,985.8)	2,009.9 (7,940.9)	7,020.1 (11,088.3)	16,650.8 (12,266.3)	22,444.6 (14,124.0)	-1,009.5 (2,610.6)
4Q2014	-6,474.3 (6,847.7)	-2,942.4 (6,083.5)	-3,604.2 (7,680.6)	-14,465.0 (12,993.4)	-7,039.6 (18,098.1)	3,238.1 (19,408.3)	277.5 (2,599.2)
N	925	925	925	925	925	925	925

Note:

\*p<0.1; \*\*p<0.05; \*\*\*p<0.01

$Z_m$ : GDP per capita, number of bank branches, Infant Mortality Rate

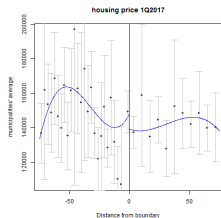
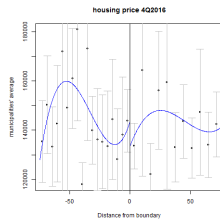
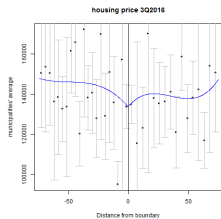
Period	Dependent variable					
	Loan-to-Value (0 to 1)			Maturity (months)		
	All sample	SFH and SFI	FGTS	All sample	SFH and SFI	FGTS
2Q2013				10.472*	13.303*	8.381
				(6.117)	(7.890)	(6.544)
3Q2013	-0.004	-0.013	0.007	4.968	21.352***	-4.438
	(0.015)	(0.017)	(0.017)	(6.330)	(7.679)	(6.200)
4Q2013	-0.012	-0.019	0.015	-8.300	-13.621*	3.213
	(0.013)	(0.017)	(0.014)	(6.525)	(7.810)	(7.224)
1Q2014	-0.007	-0.017	0.002	4.556	14.047*	1.660
	(0.014)	(0.020)	(0.015)	(6.464)	(7.610)	(7.418)
2Q2014	-0.007	0.018	0.001	11.796*	18.690***	2.182
	(0.013)	(0.017)	(0.016)	(6.388)	(7.155)	(7.878)
3Q2014	0.003	0.003	0.002	4.635	26.210***	-1.890
	(0.013)	(0.023)	(0.012)	(6.231)	(9.004)	(6.319)
4Q2014	-0.014	-0.036*	-0.018	-4.541	-9.471	-4.562
	(0.014)	(0.020)	(0.012)	(5.718)	(9.639)	(6.041)
1Q2015	-0.004	-0.075***	0.023	6.414	14.665	1.627
	(0.028)	(0.019)	(0.029)	(6.178)	(9.932)	(6.216)
2Q2015	0.005	-0.027	0.019	3.185	9.539	2.977
	(0.011)	(0.021)	(0.012)	(6.137)	(11.069)	(4.422)
N	925	925	925	925	925	925

Note:

\*p<0.1; \*\*p<0.05; \*\*\*p<0.01

Z<sub>m</sub>: GDP per capita, number of bank branches, Infant Mortality Rate.

# No impact in second period of change (2016)

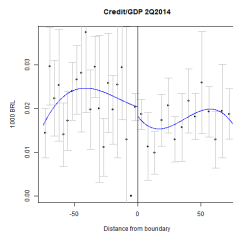
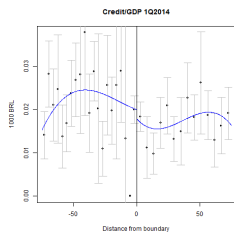
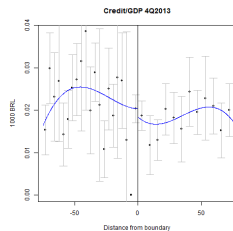
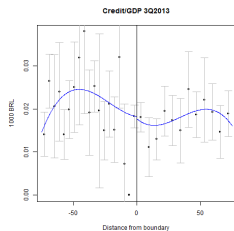


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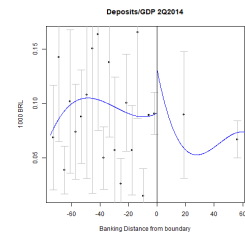
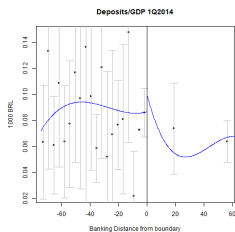
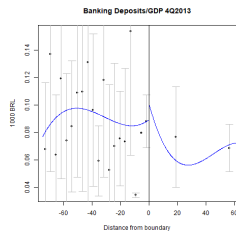
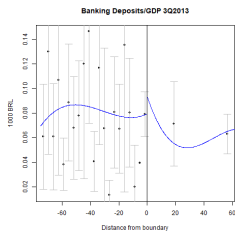
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# Evaluating covariates - Credit/GDP per municipality

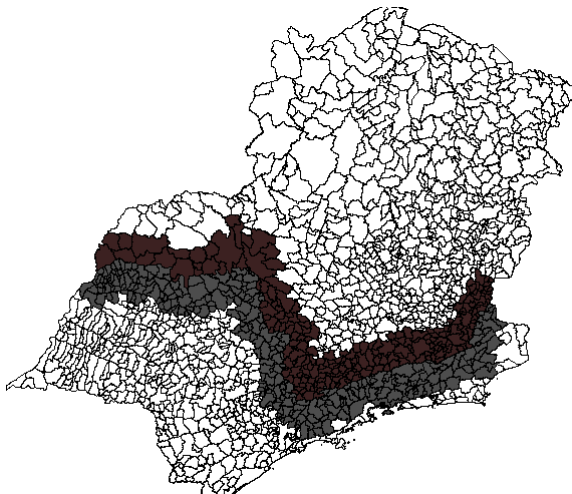


# Evaluating covariates - Deposits/GDP per municipality



# Geographical Counterfactual

Evaluate boundary of States with the same limit of SFH



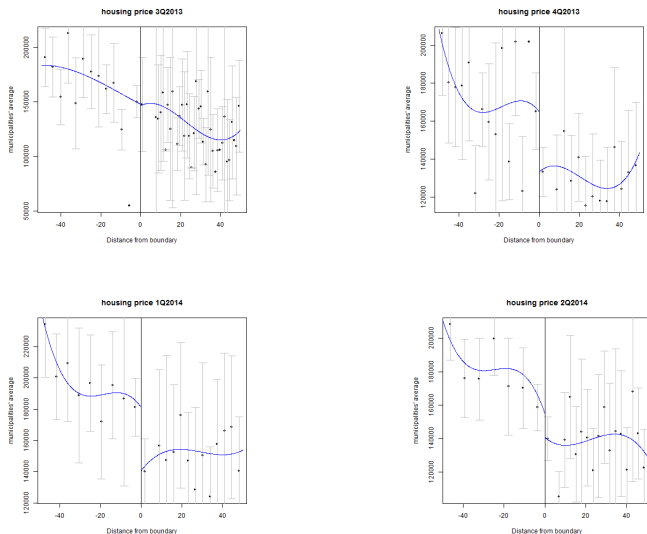


Figure: Municipalities' average housing price over groups/time - 1st

## How about other regions in country?

- Most of housing loans occur in big cities
- 2 new databases (Loan-level):
  - States' Capitals: 4 municipalities with Higher limit and 23 with lower limit
  - Metropolitan Areas: 138 municipalities with Higher limit and 266 with lower limit
- Differences-in-Differences analysis:

$$P_{h \in m} = \phi t + \gamma r + \beta t * r + \eta z_m + \psi z_h + \theta c_m \quad (1)$$

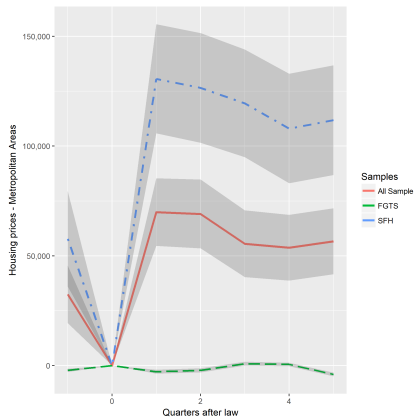
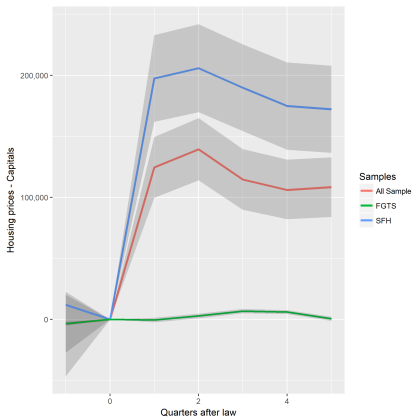
- $P$ : price of a real estate  $h$  in a municipality  $m$
- $t$ : 0/1 if before/after 3Q2013
- $r$ : 0/1 if  $m$  belongs to lower/higher SFH limit
- covariates  $z$ ,  $c$

<i>Dependent variable: housing price</i>						
	Capitals (27 municipalities)			Metropolitan Areas (404 municipalities)		
	All loans	SFH, SFI	FGTS	All loans	SFH, SFI	FGTS
	(1)	(2)	(3)	(4)	(5)	(6)
<i>Panel A: 6 months after policy</i>						
reg750	1,484.8 (15,831.3)	-16,563.8 (22,159.8)	1,551.4** (742.3)	-4,105.3 (6,444.5)	-49,013.6*** (10,448.8)	17,127.7*** (272.7)
1Q2014	-71,503.4*** (10,580.9)	-167,971.4*** (15,667.0)	2,901.5*** (441.6)	-52,125.4*** (6,162.2)	-129,729.0*** (10,209.4)	416.1* (251.1)
<b>t*r</b>	150,349.8*** (15,081.6)	218,639.5*** (21,030.7)	3,324.8*** (755.0)	71,035.6*** (8,369.0)	127,151.6*** (13,040.7)	-2,051.1*** (393.1)
Controls	Yes	Yes	Yes	Yes	Yes	Yes
Constant	Yes	Yes	Yes	Yes	Yes	Yes
Observations	142,326	101,711	40,615	264,609	171,725	92,884
R <sup>2</sup>	0.005	0.005	0.176	0.007	0.006	0.204
Adjusted R <sup>2</sup>	0.005	0.005	0.175	0.007	0.005	0.204
F Statistic	72.981***	58.537***	960.823***	186.882***	95.477***	2,376.145***
<i>Panel B: 3 months after policy</i>						
Higher-limit	261.0 (15,502.6)	-20,712.7 (21,977.2)	2,839.3*** (593.2)	-5,626.0 (6,352.5)	-51,690.7*** (10,456.8)	17,369.6*** (241.5)
4Q2013	-96,555.7*** (10,134.7)	-184,689.3*** (15,304.1)	1,408.5*** (337.2)	-58,603.6*** (5,979.6)	-131,277.2*** (10,187.1)	986.5*** (214.0)
<b>t*r</b>	126,848.5*** (14,344.0)	198,955.6*** (20,407.9)	-436.0 (571.5)	70,789.9*** (8,083.4)	130,528.8*** (12,965.6)	-2,798.0*** (328.3)
Controls	Yes	Yes	Yes	Yes	Yes	Yes
Constant	Yes	Yes	Yes	Yes	Yes	Yes
Observations	146,008	102,638	43,370	273,454	173,100	100,354
R <sup>2</sup>	0.005	0.005	0.238	0.007	0.006	0.240
Adjusted R <sup>2</sup>	0.005	0.005	0.238	0.007	0.006	0.240
F Statistic	75.424***	56.642***	1,505.371***	203.135***	96.753***	3,163.320***

<i>Dependent variable: housing price</i>						
	Capitals (27 municipalities)			Metropolitan Areas (404 municipalities)		
	All loans	SFH, SFI	FGTS	All loans	SFH, SFI	FGTS
	(1)	(2)	(3)	(4)	(5)	(6)
<i>Panel C: 9 months after policy</i>						
Higher-limit region	-6,942.5 (15,123.8)	-29,732.7 (21,594.4)	-813.2 (739.0)	-2,765.1 (6,210.1)	-50,189.6*** (10,240.9)	15,996.4*** (287.9)
2Q2014	-95,713.2*** (9,986.1)	-189,915.8*** (15,196.1)	4,106.1*** (427.7)	-68,265.1*** (5,758.9)	-149,815.4*** (9,819.9)	1,009.6*** (251.9)
<b>t*r</b>	123,680.2*** (14,281.4)	200,422.8*** (20,447.5)	6,755.1*** (720.4)	57,135.4*** (7,882.5)	119,460.4*** (12,639.9)	854.0** (390.4)
Controls	Yes	Yes	Yes	Yes	Yes	Yes
Constant	Yes	Yes	Yes	Yes	Yes	Yes
Observations	147,731	102,828	44,903	277,953	175,412	102,541
R <sup>2</sup>	0.005	0.006	0.197	0.007	0.006	0.202
Adjusted R <sup>2</sup>	0.005	0.006	0.197	0.007	0.006	0.202
F Statistic	82.706***	68.438***	1,225.733***	193.968***	104.237***	2,591.656***
<i>Panel D: 12 months after policy</i>						
Higher-limit region	3,616.7 (14,932.3)	-10,206.1 (21,963.7)	556.5 (1,027.6)	-15.7 (6,153.2)	-41,127.0*** (10,458.5)	16,051.5*** (378.5)
3Q2014	-78,262.9*** (9,759.8)	-151,680.5*** (15,578.7)	5,516.4*** (571.4)	-54,954.9*** (5,648.0)	-106,992.9*** (10,220.9)	3,160.9*** (316.4)
<b>t*r</b>	111,505.8*** (13,828.9)	179,615.9*** (20,752.1)	6,449.6*** (947.3)	54,789.8*** (7,702.0)	109,331.4*** (13,066.9)	462.9 (483.7)
Controls	Yes	Yes	Yes	Yes	Yes	Yes
Constant	Yes	Yes	Yes	Yes	Yes	Yes
Observations	151,843	101,281	50,562	285,163	170,842	114,321
R <sup>2</sup>	0.005	0.005	0.112	0.007	0.005	0.128
Adjusted R <sup>2</sup>	0.005	0.005	0.112	0.007	0.005	0.128
F Statistic	80.655***	51.939***	708.333***	200.428***	85.253***	1,673.794***

# Event-Study estimation

$$P_{h \in m} = \sum_{t=-1}^t \phi D_t + \gamma r + \sum_{t=-1}^t \beta(D_t * r) + \eta z_m + \psi z_h + \theta c_m \quad (2)$$





# Main Results

	Geographic Neighbors	Metropolitan Areas	States' Capitals
Level Method	Municipality RDD	Loan contract Dif-in-Dif	
Higher-limit Coefficient (Max)	23,661.2	88,138.0	202,075.7
Average Housing Price	179,402	408,347	476,957
% Increase Impact	14.8%	17,0% -19.1%	35.7% - 42.3%
	Temporally	Permanent	Permanent

# Impact on local taxes - Panel Data

$$Tax_{mt} = \alpha + \beta Contr_{mt} + \delta SFH_{mt} + \phi Cov_{mt} + \gamma_t + \epsilon_{mt} \quad (3)$$

- Local taxes: property tax (IPTU), transfer tax (ITBI)
- Panel: municipality  $m$ , quarter  $t$
- Variables of Interest:
  - Number contracts/100,000 inhabitants
  - Dummy SFH: 0 for lower-limit region; 0 for higher-limit region until 2012; 1 for higher-limit region after 2012.
- Covariates: population, GDP per capita, Infant Mortality Rate, Educational index (5th grade IDEB) only for odd years
- Fixed effects  $\gamma_t$

	<i>Dependent variable:</i>					
	Transfer Tax	Property Tax	Transfer Tax	Property Tax	Transfer Tax	Property Tax
	(1)	(2)	(3)	(4)	(5)	(6)
Housing contracts	3,558.4*** (562.86)	-4.062,8*** (732.85)	6.022,73*** (991.99)	-4.966,68*** (984.02)		
Higher limit	89,572.7 (95,324.5)	521,535.7*** (124,113.0)			332,745.7*** (118,775.0)	808,754.0*** (195,418.1)
Educational Index	No	No	Yes	Yes	Yes	Yes
Other Controls	Yes	Yes	Yes	Yes	Yes	Yes
Years	2012-2015		2013, 2015		2011, 2013, 2015	
Observations	20,961	20,961	10,272	10,272	15,381	15,381
R <sup>2</sup>	0.004	0.009	0.008	0.009	0.003	0.009
R <sup>2</sup> Overall	0.057	0.036	0.062	0.036	0.054	0.039
F Statistic	10.876***	27.204***	8.142***	8.797***	5.989***	17.033***

Note:

\*p<0.1; \*\*p<0.05; \*\*\*p<0.01

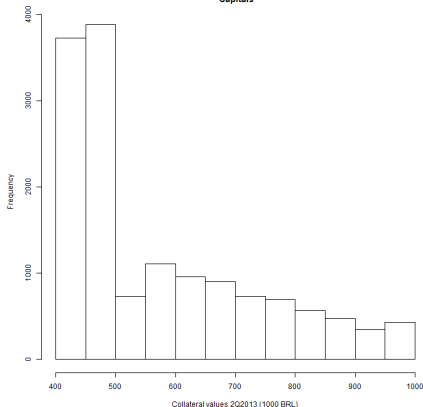
# Outline

- 1 Introduction
- 2 Brazilian housing market
- 3 Data and Empirical Strategy
- 4 Results
- 5 Robustness tests
- 6 Bunching**

# Distortion of distribution - States' Capitals

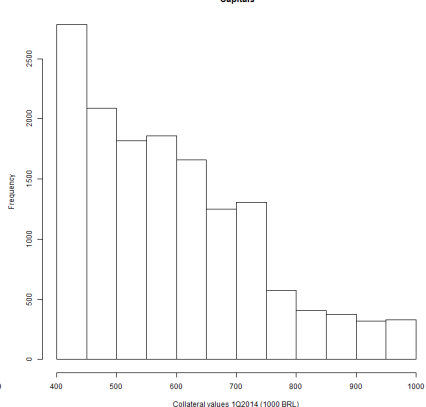
## Before

Housing price distribution -  
Capitals



## After

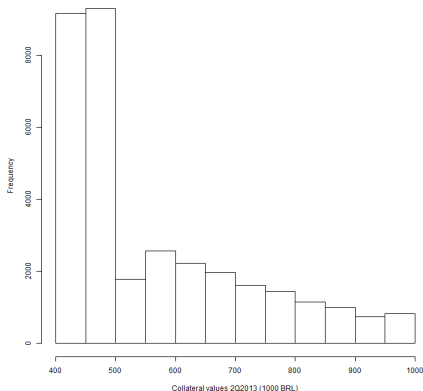
Housing price distribution -  
Capitals



# Distortion of distribution - Metropolitan Areas

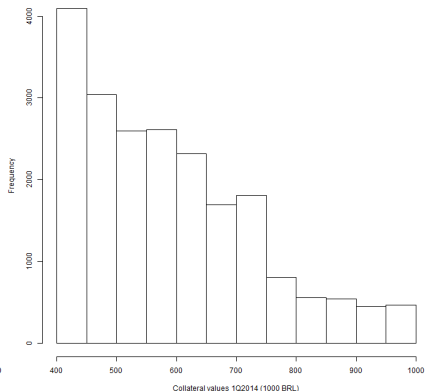
## Before

Housing price distribution -  
Metropolitan Areas



## After

Housing price distribution -  
Metropolitan Areas



# Method

- Strategy: Foremmy at al (JPE 2017): compare density before and after the density
- Range selected (400,000-600,000)
- Compare areas of histogram over time weighted to the distance from the threshold  $c$  (500,000 BRL)
- Deviation from Empirical distribution function:

$$\hat{F}(k) - F(k) = \sum_{i=1}^n m_i(k_i - k_{i-1})\left(\frac{k_i - k_{i-1}}{2} - c\right) \quad (4)$$

- where  $k_i$  and  $k_{i-1}$  are, respectively, the upper and the lower bound of each bin  $i$ ,  $m$  is the frequency of contracts in that bin
- $k_i - k_{i-1} = 10$

# Impact of law-begin at 3Q2013

<b>After...</b>	<b>6 months</b>	<b>1 year</b>	<b>1.5 years</b>	<b>2 years</b>
	Nominal Values			
Capitals	3,110.8	1,592.3	1,606.3	2,239.0
MAs	2,727.1	1,401.4	1,472.8	1,783.0
	Real Values			
Capitals	3,108.6	1,940.2	1,714.0	1,798.5
MAs	2,719.8	1,723.7	1,490.0	1,651.7



# Impact of law-begin at Nov-2016

<b>After...</b>	<b>4 months</b>	<b>7 months</b>	<b>10 months</b>
<hr/>			
Lower Limit Region			
Capitals	551.2	615.8	628.6
MAAs	442.4	580.8	601.5
Higher Limit Region			
Capitals	648.1	790.2	679.8
MAAs	599.1	669.6	768.9

# Conclusions

- Heterogeneous impact across regions: 40% in States' capitals, 20% in Metropolitan Areas and 15% difference in housing collaterals beyond regions with distinct limit.
- No evidences that those laws changed outcomes from housing market for lower-class families (FGTS)
- Limit in 2013 is clearly more binding than in 2016
- Restraint can alter average housing price between 1,500 and 3,000 BRL