# Industrial Policy for the Green Transition

From a dilemma to a trilemma

2. The New Trilemma of Democratic Capitalism

C. Benoît & E. Massoc

0



• Growth and democracy under present-day capitalism

From a dilemma to a trilemma

- Growth and democracy under present-day capitalism
- Why industrial policy? Voters and interest-groups

From a dilemma to a trilemma

- Growth and democracy under present-day capitalism
- Why industrial policy? Voters and interest-groups
- From a dilemma to a trilemma: growth, democracy and climate

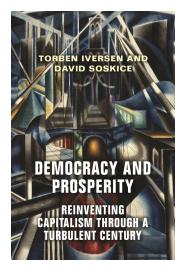
- Growth and democracy under present-day capitalism
- Why industrial policy? Voters and interest-groups
- From a dilemma to a trilemma: growth, democracy and climate
- The new politics of industrial policy

• This course is largely inspired by frameworks and debates in comparative political economy and public policy

- This course is largely inspired by frameworks and debates in comparative political economy and public policy
- Scholars in this field are typically interested in explaining changes in the economic structures, institutions, and policies of advanced capitalist democracies (ACDs)

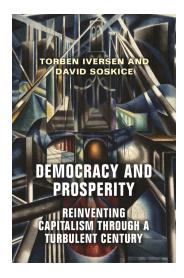
- This course is largely inspired by frameworks and debates in comparative political economy and public policy
- Scholars in this field are typically interested in explaining changes in the economic structures, institutions, and policies of advanced capitalist democracies (ACDs)
- They generally agree that growth and democracy work in tandem . . .

- This course is largely inspired by frameworks and debates in comparative political economy and public policy
- Scholars in this field are typically interested in explaining changes in the economic structures, institutions, and policies of advanced capitalist democracies (ACDs)
- They generally agree that growth and democracy work in tandem ...
- ... yet they disagree on whether producer groups or electorates are the key forces behind these transformations and, consequently, on their understanding of the drivers of industrial policy



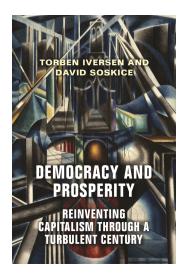
Iversen & Soskice (2019)

From a dilemma to a trilemma



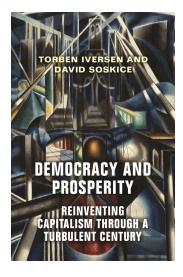
#### Iversen & Soskice (2019)

 Democracy emerged with the formation of a large and highly skilled labour force

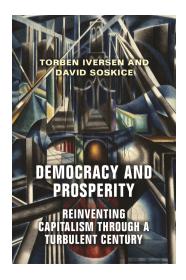


- Democracy emerged with the formation of a large and highly skilled labour force
- 'The skilled, educated workforces of the advanced sectors support the political maintenance and promotion of those sectors'

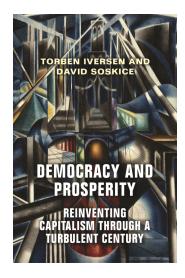
The old account 00000



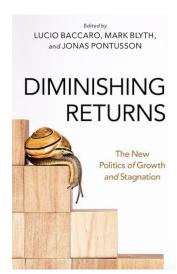
- Democracy emerged with the formation of a large and highly skilled labour force
- 'The skilled, educated workforces of the advanced sectors support the political maintenance and promotion of those sectors'
- Responsible parties disagree over redistribution, not the pursuit of growth



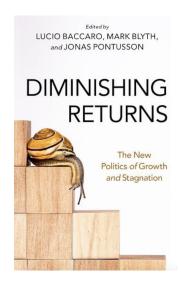
- Democracy emerged with the formation of a large and highly skilled labour force
- 'The skilled, educated workforces of the advanced sectors support the political maintenance and promotion of those sectors'
- Responsible parties disagree over redistribution, not the pursuit of growth
- Coalitions and distributive outcomes change from one technological regime to the next (eg Fordism  $\rightarrow$  Knowledge economy)



- Democracy emerged with the formation of a large and highly skilled labour force
- The skilled, educated workforces of the advanced sectors support the political maintenance and promotion of those sectors'
- Responsible parties disagree over redistribution, not the pursuit of growth
- ullet Coalitions and distributive outcomes change from one technological regime to the next (eg Fordism o Knowledge economy)
- A strong state is needed to enforce competition and regulate labor market rules to avoid stifling innovation

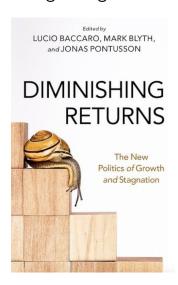


# Selling the 'growth model'

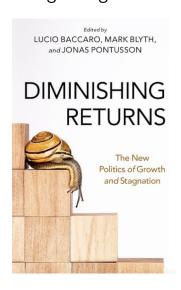


#### Baccaro, Blyth & Pontusson (2022)

 Capitalism 'as a social order whose stability depends on its capacity to satisfy expectations of material improvement'

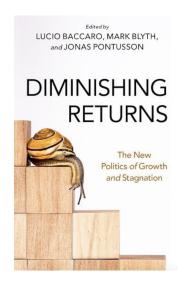


- Capitalism 'as a social order whose stability depends on its capacity to satisfy expectations of material improvement'
- Power relations as key for income distribution (wages & profits)



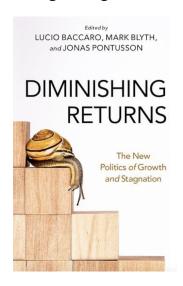
- Capitalism 'as a social order whose stability depends on its capacity to satisfy expectations of material improvement'
- Power relations as key for income distribution (wages & profits)
- Countries develop distinct growth models (eg 'export-led', 'consumption led')

# Selling the 'growth model'



- Capitalism 'as a social order whose stability depends on its capacity to satisfy expectations of material improvement'
- Power relations as key for income distribution (wages & profits)
- Countries develop distinct growth models (eg 'export-led', 'consumption led')
- Macroeconomic management choices and long-term growth policies are predominantly shaped by growth coalitions of business elites and key organized interests

# Selling the 'growth model'



- Capitalism 'as a social order whose stability depends on its capacity to satisfy expectations of material improvement'
- Power relations as key for income distribution (wages & profits)
- Countries develop distinct growth models (eg 'export-led', 'consumption led')
- Macroeconomic management choices and long-term growth policies are predominantly shaped by growth coalitions of business elites and key organized interests
- Parties articulate relationships within the coalition and craft stable electoral majorities to which to 'sell' the growth model

 For Iversen & Soskice, dominant parties pursue industrial policy under the electoral pressure of skilled, educated and 'aspirational' voters that want to benefit (for them or for their children) from economic growth

- For Iversen & Soskice, dominant parties pursue industrial policy under the electoral pressure of skilled, educated and 'aspirational' voters that want to benefit (for them or for their children) from economic growth
  - Example: the UK's and Denmark's transition to the knowledge economy
     (\sum reliance on physical input and natural resources, \sum knowledge
     intensive-activities) triggered by reforms of higher education, finance,
     trade and competition policy'against the will of both business and labour'
     (p. 172) to address middle-class demands improvement in living standards

- For Iversen & Soskice, dominant parties pursue industrial policy under the electoral pressure of skilled, educated and 'aspirational' voters that want to benefit (for them or for their children) from economic growth
  - Example: the UK's and Denmark's transition to the knowledge economy
     (\sum reliance on physical input and natural resources, \sum knowledge
     intensive-activities) triggered by reforms of higher education, finance,
     trade and competition policy against the will of both business and labour'
     (p. 172) to address middle-class demands improvement in living standards
- For Baccaro, Blyth & Pontusson, dominant parties pursue the preferred industrial (and broader macroeconomic) policy of the country's dominant growth coalition

- For Iversen & Soskice, dominant parties pursue industrial policy under the electoral pressure of skilled, educated and 'aspirational' voters that want to benefit (for them or for their children) from economic growth
  - Example: the UK's and Denmark's transition to the knowledge economy
     (\sum reliance on physical input and natural resources, \sum knowledge
     intensive-activities) triggered by reforms of higher education, finance,
     trade and competition policy'against the will of both business and labour'
     (p. 172) to address middle-class demands improvement in living standards
- For Baccaro, Blyth & Pontusson, dominant parties pursue the preferred industrial (and broader macroeconomic) policy of the country's dominant growth coalition
  - Example: In 2005, the German government used proceeds from a
    value-added tax increase to finance a reduction in social security
    contributions, lowering export prices through reduced labor costs and
    raising domestic prices. 'This 'fiscal devaluation' was opposed by labor
    and capital groups in domestic sectors like construction and retailing but
    supported by export-oriented business associations. For unions in exposed
    sectors, sectoral interests outweighed class interests' (Haffert & Mertens
    2019, quoted by Baccaro & Pontusson 2022)

# Summary

 Most political economists see growth and democracy as taken in a dynamic interdependence

- Most political economists see growth and democracy as taken in a dynamic interdependence
- Some are optimists (Iversen & Soskice's 'symbiotic relationship'), others are pessimist (Baccaro et al.'s tense relationship)

# Summary

- Most political economists see growth and democracy as taken in a dynamic interdependence
- Some are optimists (Iversen & Soskice's 'symbiotic relationship'), others are pessimist (Baccaro et al.'s tense relationship)
- All agree that democratic capitalism needs growth this is the status quo of our economic systems

# Summary

- Most political economists see growth and democracy as taken in a dynamic interdependence
- Some are optimists (Iversen & Soskice's 'symbiotic relationship'), others are pessimist (Baccaro et al.'s tense relationship)
- All agree that democratic capitalism needs growth this is the status quo of our economic systems
- Needless to say, these academic positions echo much broader debates in the real world



Based on Benoît, Regan, Schwander & Vlandas forthcoming

#### Based on Benoît, Regan, Schwander & Vlandas forthcoming

 We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources

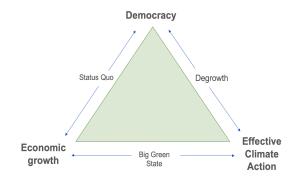
- We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources
- Our economic systems are no longer caught in a recurring tension between growth and democracy — they are increasingly facing a trilemma that also involves climate

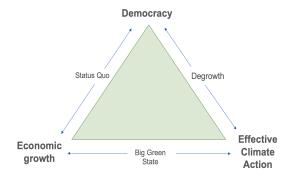
- We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources
- Our economic systems are no longer caught in a recurring tension between growth and democracy — they are increasingly facing a trilemma that also involves climate
- This is the new puzzle that any type of green industrial policy faces:

- We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources
- Our economic systems are no longer caught in a recurring tension between growth and democracy — they are increasingly facing a trilemma that also involves climate
- This is the new puzzle that any type of green industrial policy faces:
  - The status quo of democracy and growth is at odds with effective climate action

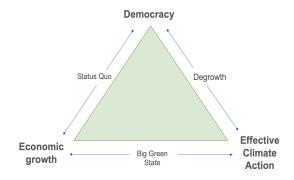
- We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources
- Our economic systems are no longer caught in a recurring tension between growth and democracy — they are increasingly facing a trilemma that also involves climate
- This is the new puzzle that any type of green industrial policy faces:
  - The status quo of democracy and growth is at odds with effective climate action
  - Growth and effective climate action could potentially be reconciled through a radical green growth strategy, but the democratic majority to support it is lacking

- We know that limiting global warming to at least 2 degrees need a radical restructuring of our growth models heavily reliant on fossil energy sources
- Our economic systems are no longer caught in a recurring tension between growth and democracy — they are increasingly facing a trilemma that also involves climate
- This is the new puzzle that any type of green industrial policy faces:
  - The status quo of democracy and growth is at odds with effective climate action
  - Growth and effective climate action could potentially be reconciled through a radical green growth strategy, but the democratic majority to support it is lacking
  - Advocates of degrowth argue that effective climate action is compatible with democracy, but we have no model of a liberal democracy functioning without (expectations of) growth

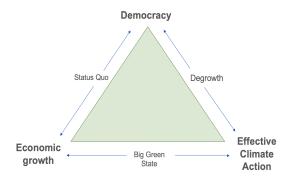




1. At the moment, we have growth and democracy, but at the expense of climate action.



- 1. At the moment, we have growth and democracy, but at the expense of climate action.
- To move toward effective climate action while maintaining growth, we can decouple emissions from growth. But to do this, we need to suspend democracy in its current form.



- At the moment, we have growth and democracy, but at the expense of climate action.
- To move toward effective climate action while maintaining growth, we can decouple emissions from growth. But to do this, we need to suspend democracy in its current form.
- To move toward effective climate action and democracy, we can give full priority to emissions reduction in a democratically agreed way. But to do this, we need to suspend growth in its current form.

 A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?
  - Or are we prepared to delegate strong decision-making powers to non-democratic institutions that are not responsive to the electoral cycle and do not need to build inclusive electoral coalitions?

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?
  - Or are we prepared to delegate strong decision-making powers to non-democratic institutions that are not responsive to the electoral cycle and do not need to build inclusive electoral coalitions?
- A green industrial strategy raises questions about who will pay for it:

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?
  - Or are we prepared to delegate strong decision-making powers to non-democratic institutions that are not responsive to the electoral cycle and do not need to build inclusive electoral coalitions?
- A green industrial strategy raises questions about who will pay for it:
  - If state-led, it requires using the state?s balance sheet to mobilize private capital through borrowing and raising public debt, and/or significantly raising taxes, while also pricing dirty industries out of existence.

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?
  - Or are we prepared to delegate strong decision-making powers to non-democratic institutions that are not responsive to the electoral cycle and do not need to build inclusive electoral coalitions?
- A green industrial strategy raises questions about who will pay for it:
  - If state-led, it requires using the state?s balance sheet to mobilize private capital through borrowing and raising public debt, and/or significantly raising taxes, while also pricing dirty industries out of existence.
  - If private-sector led, it requires delegating critical economic policies to large corporations to lead the investment and decide how and when to decarbonize.

- A green industrial strategy will create policy losers (incumbent interest groups, voter groups employed in emission heavy industries, or nimbies).
  - If we allow these groups political influence (= democracy), green growth will fail to materialize in the necessary time for CA to be effective.
  - Or are we prepared to sacrifice some civic-democratic and property rights, such as reducing political participation and forgoing responsiveness, if those unhappy with the transition are ignored by political elites?
  - Or are we prepared to delegate strong decision-making powers to non-democratic institutions that are not responsive to the electoral cycle and do not need to build inclusive electoral coalitions?
- A green industrial strategy raises questions about who will pay for it:
  - If state-led, it requires using the state?s balance sheet to mobilize private capital through borrowing and raising public debt, and/or significantly raising taxes, while also pricing dirty industries out of existence.
  - If private-sector led, it requires delegating critical economic policies to large corporations to lead the investment and decide how and when to decarbonize.
  - Both approaches require reducing democratic input from civil society and voters. More importantly, they require a high level of state capacity.

• Democracy and Growth: voters and producer groups

- Democracy and Growth: voters and producer groups
- From a dilemma to a trilemma involving climate

- Democracy and Growth: voters and producer groups
- From a dilemma to a trilemma involving climate
- Green industrial policy as a solution to the trilemma involves various trade-offs, depending on how it is conducted . . .

- Democracy and Growth: voters and producer groups
- From a dilemma to a trilemma involving climate
- Green industrial policy as a solution to the trilemma involves various trade-offs, depending on how it is conducted . . .
- ... and its feedback effects among various groups and coalitions

#### iviain references

**Baccaro, L., Blyth, M. & Pontusson, J.** eds. *Diminishing Returns: the New Politics of Growth and Stagnation*, Oxford: Oxford University Press.

**Baccaro, L. & Pontusson, J.** (2022) The politics of growth models, *Review of Keynesian Economics*, 10(2): 204-221.

Benoît, C., Regan, A., Schwander A. & Vlandas, T. forth. *The New trilemma of democratic capitalism*. Working manuscript.

**Haffert, L. & Mertens, D.** (2019) 'Between distribution and allocation: growth models, sectoral coalitions and the politics of taxation revisited', *Socio-Economic Review*, 19(2), 487-510.

**Iversen, T. & Soskice, D.** (2019) *Democracy and Prosperity: Reinventing Capitalism for a Turbulent Century*, Princeton: Princeton University Press.

**Regan, A.** (2024) The new trilemma of advanced capitalism: Democracy, growth and effective climate action, and what it means for social democracy. Presentation prepared for national conference of Social Democrats of Ireland, February.