

Report #4: Annotated Bibliography

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Presented to: Industry Canada

Prepared by: Strategic Policy Choices, Inc. & Tom Deans Consulting, Inc.

March 1994

INDUSTRY ASSOCIATION RESEARCH PROJECT

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Foreword

This report is one of several based on research undertaken and the views of senior association and business executives received in the context of a study, commissioned by Industry Canada, of industry associations in Canada. The opinions expressed in this report do not necessarily reflect the views of Industry Canada.

The overall project, including research direction, and conduct of the interviews, mail surveys and focus groups, involved close collaboration between the consulting team and several groups in Industry Canada: Industry and Sector Policy Integration Directorates, Industry Sector Branches, and Industry Canada Regional Offices. In particular, Christopher LeClair for the consulting team and Michael Moore for Industry Canada, with the assistance of Sector Branch, Regional Office and Policy Sector personnel, arranged and conducted the interviews and focus groups.

Special thanks are extended to the association and business executives without whose cooperation and participation, the success of the project would not have been possible.

Industry Canada March 1994

Strategic Policy Choices Inc. in association with Tom Deans Consulting Inc. is pleased to present the following reports on industry associations commissioned by Industry Canada:

Report 1: Canadian Associations as Agents of Industrial Change: Canada in Comparative Perspective

Report 2: Canadian Associations and the New Association Order: Potential Directions for Reform

Report 3: Benchmarks in Innovation: Association Best Practices in Organizational Design and Service Delivery

Report 4: Annotated Bibliography

We would like to thank Industry Canada personnel in both Ottawa and the regional offices for their active participation and logistical support throughout all phases of the project. In this regard, we extend special thanks to George Skinner, Terry Leung, Peter Chau, and, in particular, Michael Moore, for their efforts. In addition, we would like to acknowledge the advice and counsel of Dr. William Coleman and Dr. Michael Atkinson of the Department of Political Science at McMaster University along with the research efforts of Carlo Mastrangelo. Finally, we thank all association and company executives who provided their valuable input.

Strategic Policy Choices Inc., and Tom Deans Consulting Inc. March 1994

ANNOTATED BIBLIOGRAPHY

Boyd, Richard. "Government-Industry Relations in Japan: Access, Communication, and Competitive Collaboration," in Stephen Wilks and Maurice Wright, eds. Comparative Government-Industry Relations. Oxford: Clarendon Press, 1987.

Despite the growing body of literature to the contrary, old myths of 'Japan Inc.' and the omnipotent 'administrative guidance' of the Ministry of International Trade and Industry (MITI) and other governmental agencies continue to persist and account for Japan's astounding economic prosperity over the last several decades. What broadly underpins the success of Japan's economic prosperity, and more specifically its industrial policy undertakings, is the vast and amorphous series of formal and informal 'privileged points of access and communication between state and industry, the effect of which is to integrate the industrial policy community, and to facilitate the movement of ideas, the formation and representation of interests.' (p. 65.) The extensive utilization of these government-industry linkages 'depoliticizes' and insulates the industrial policy making process from public debate. The exclusion of other competing interests makes the process of consensus-making more manageable, leaving technical choices and decisions to those with the requisite expertise and allowing benefits to accrue to the principal negotiating partners in lieu of the privacy which is in their best interest to protect.

Though not the only linkages between government and industry, business peak associations (Zaikai), particularly the Federation of Economic Organizations (Keidanren), and industry associations play a prominent role in forging consensus among members, aggregating interests and serving as a coherent and cohesive vehicle for communication and decision-making with the government.

Coleman, W.D. and W.P. Grant. "Business Associations and Public Policy: A Comparison of Organizational Development in Britain and Canada," *Journal of Public Policy* 4:3 (1984).

Comparing and contrasting business interest associations in the British and Canadian chemicals and food processing sectors, the article centres on the level of organizational development within each sector's associational system, as well as the capacity of associations to undertake private interest government functions and engage in long-term strategic thinking. While several similarities are evident in the British and Canadian systems of interest representation, Coleman and Grant find that the level of organizational development in Britain is much higher than in Canada when measured along four fundamental properties (domain, structure, resources, and outputs. Differences between the two countries are more pronounced in the chemicals sector than in the food processing sector. This higher level of organizational development leaves British interest associations in these sectors 'better prepared to enter into a dialogue with state officials on longer-term policy issues affecting the sector and better able to assume responsibility for public policy implementation as private governments.' (p. 210.)

Focusing upon the chemicals and food processing sectors, the British sectoral peak associations, the Chemical Industries Association (CIA) and the Food and Drink Federation (FDF), are both encompassing in their domain. They perform the functions of both trade and employers association, display considerable capacity for the coordination of activities and vertical integration, and play an important role as active members of the Confederation of British Industry (CBI). What's more, associations in both the British chemicals and food processing sectors, are commonly granted a 'public status' and involved in the assumption of public policy functions. Much of this stands in stark contrast to Canada where there is the absence of a sectoral association in each of the two sectors and no intersectoral peak association, the absence of which precludes the effective integration of interests at a sectoral and national level. Moreover, there are few examples of Canadian associations in the chemicals and food processing sectors being granted a 'public status' or gaining a sufficient measure of autonomy from their members to become more extensively involved in public policy functions. In turning to explain the differences in the organizational development of business interest associations in both countries, Coleman and Grant emphasise and illustrate: the different company structures in both countries: the disintegrating effect of high levels of foreign ownership on associational development in Canada; the hampering effects of government bureaucratic competition in the Canadian food processing sector; association involvement in the collective bargaining function; and the impact of European Community membership in increasing the importance of associative activity to both firms and governments.

Coleman, W.D. and W.P. Grant. "The Organizational Cohesion and Political Access of Business: A Study of Comprehensive Associations," *European Journal of Political Research* 16 (1988).

As a comparative analysis of comprehensive business associations in seven countries (Austria, Canada, the Federal Republic of Germany, Italy, Sweden, Switzerland, and the United Kingdom), the article explores the degree to which differences in business cohesion, a consequence of the structural properties of the association, are related to variations in the participation of comprehensive associations in public policy formulation, public policy implementation, and the ability to obtain privileges associated with 'private interest government'. Providing an overview of national comprehensive associations within the countries studied, as well as cross-national similarities and differences, Coleman and Grant assess 'the degree to which comprehensive associations... managed to centralize the representation of business interests in three domains - political economic, sociopolitical, regional - and to limit the number of organizations contesting these interest domains.' (p. 483.) The more decentralized and contested the representation across these three dimensions, the less cohesive the business community is perceived to be. Measured against such, Austria, Sweden, and West Germany are considered to be the most cohesive business communities while the United Kingdom and Canada are considered to be the least cohesive.

Furthermore, Coleman and Grant see the degree of cohesion in the business community as being intrinsically linked to the level of associational involvement in the policy process. Those associations that are cohesive, those more centralized and suffering little or no competition, are likely to enjoy more than regular access to senior decision-makers, possibly engaging in public policy formulation, the implementation of selected public policies, and those functions associated with 'private interest government'.

Grant, Wyn. "Associational Systems in the Chemical Industry," in Alberto Martinelli, ed. International Markets and Global Firms: A Comparative Study of Organized Business in the Chemical Industry. London: Sage, 1991.

Drawing upon information collected from a nine-country study of business interest associations in the chemical sector, Grant's chapter focuses upon such facets as the organizational characteristics of associational systems, the role and outputs of chemical associations as intermediaries between their members and the government, and the chemical industry's organization at the European Community level. The chapter. moreover, contrasts the associational systems within the industrial chemicals sector to that found within the construction sector, the emerging picture a relatively well-organized and coherent associational system in the industrial chemicals sector. Flowing largely from the industry's highly integrated production process, in contrast to the fragmented production process (divided along a series of trades) found in construction, there were fewer first-order associations found in the chemical sector than in construction (median number 15 in chemical sector and 67 in construction sector). Moreover, geographical concentration within the chemical sector was seen as contributing to the existence of fewer territorially differentiated associations within the industry than in construction. It is also interesting to note, that despite the dominant position of large firms within the chemical sector, only three of the nine countries had associations which were specialized by firm size.

Focusing upon association outputs (selective, collective, and monopolistic), particularly as they demonstrate the capacity on the part of the association to act as an effective intermediary between members and the government, findings showed that, consistent with other sectoral associations, associations in the chemical sector were heavily involved in making presentations to executive bodies (95 per cent of all associations) and to legislatures (70 per cent of all associations). Associations were also highly sensitive to their public image, 70 per cent of chemical associations undertaking public relations activities on behalf of members. In terms of providing information to governmental bodies, 46 per cent of chemical associations, a figure which originates largely from the highly scientific and technical nature of the chemical industry. This reliance by the government on information provided by associations, Grant suggests, may bind the sector up with government in the decision-making process, leaving it better able to exert influence on behalf of its members. Finally, particularly noteworthy in comparing chemical and construction associations activity which

facilitated its taking on stronger and more significant private interest government functions, in contrast to the chemical sector, in areas of wage agreements, vocational training, quality control, and the control of competition.

Grant, Wyn and David Marsh. The Confederation of British Industry. London: Hodder and Stoughton, 1977.

Chapter three, "Membership", provides an analysis of several facets of the membership dimension within the Confederation of British Industry (CBI), focusing on: the size and quality of the CBI's membership; its role in recruiting members; future membership patterns within the organization; and the reasons why companies join and remain in the CBI. With a membership in 1975 of just under 11 000 organizations (companies and associations), 163 of which were employers' organizations and trade associations, the CBI maintains five categories of members: industrial companies, trade associations and employers' organizations, public sector members, and commercial companies and commercial associations. Despite the significant growth in its membership base since its inception in 1965, the CBI continues to remain primarily concerned with the interests of the manufacturing industry and to have little effective representation in the retail industry. While the CBI has certainly benefited from a large membership base, more important to its strength and effectiveness has been the 'active' role numerous members, though predominantly large companies, have played in the work of the CBI and its committees. Finally, Grant and Marsh note several patterns that emerge with respect to the reasons companies join and remain in the CBI. Smaller companies tended to value the selective services offered by the CBI much more than larger companies. Both large and small companies alike, however, tend to join the CBI because of the collective benefits it offers rather than the selective benefits. Here, the CBI is valued by its members largely for its influence on government and its ability to act as a counter-balance to the trade union movement.

Grant, W.; Paterson, W. and C. Whitston. "Government - Industry Relations in the Chemical Industry: An Anglo-German Comparison," in S. Wilks and M. Wright, eds. *Comparative Government-Industry Relations*. Oxford: Clarendon Press, 1987.

Focusing upon the West German industrial chemicals sector, with periodic comparisons to the British experience, the objective of the article, though simplifying somewhat, is two-fold. First, it qualifies some of the orthodox beliefs that serve to explain the relatively strong economic performance of the German economy, particularly as they relate to the chemical sector. Secondly, the article discusses the role of the industry's sectoral trade association, the Verband der Chemischen Industrie (VCI - Chemical Industry Association), and its role in government-industry relations. Pertaining to the former, the authors contend there exists no 'grand design', state- or industry-initiated, with respect to the devolution of public authority to interest associations. Rather, public authority is granted to associations on a 'pragmatic, opportunistic basis', differing ultimately by issue, sector, and the level of interest organization and aggregation. The view that the nature of the German financial

system (for example, the existence of a close relationship between the banks and industry which enables German banks to provide an 'early-warning' system and identify weaknesses in industry) can in a large part account for West Germany's economic prosperity and the strength of a number of industries, is contested with respect to the German chemical sector. For a number of reasons - though namely, the lack of scientific and technical expertise held by German banks with respect to both the chemical sector and international markets; the prominence of U.S. banks in this sector; and the importance of insurance companies within this sector - the German financial system plays a less significant role in the chemical sector than in other industries.

The second objective entails focusing upon the de facto monopolistic trade association, the VCI, and its role in aggregating and articulating the views of its over 1600 direct and indirect member firms (representing over 90 per cent of total sales within the sector). The activities of the VCI, particularly as they relate to its substantial involvement in research support and promoting a favourable image of the sector as a protector of the environment, as well as the association's structure and role in government-industry relations are further developed.

Grant, W.; Paterson, W. and C. Whitston. Government and the Chemical Industry: A Comparative Study of Britain and West Germany. Oxford: Clarendon Press, 1988.

A highly informative and thorough examination of the British and West German chemical industry, Chapter Five can be broken down into two sections: first, the political role of individual firms and associations in the British and German sectors, as well as the structure, organizational characteristics, and representational strategies of each industry's respective sectoral association; and secondly, the relationship between the chemical and financial sector in each country. For our purposes, the first part is most relevant and will be further developed shortly hereafter. Suffice to say, and, at the risk of oversimplification, conventional accounts of industry-finance relations in West Germany have been exaggerated with respect to the chemical sector. Rather, relations between the chemical and financial sector in West Germany and Great Britain may be less dissimilar than what conventional views have often supposed.

Returning to the first section of the chapter, while both the German and British chemical industries have relatively coherent and effective systems of business associations, the Verband der Chemischen Industrie (VCI -Chemical Industries Association) and Chemical Industries Association (CIA) respectively, there has been a greater emphasis upon using company 'government-relations divisions' to manage relations with government in Britain than in Germany. The VCI plays a much more prominent and developed coordinating role in the sector compared to the CIA. While large firms do have contact with the government in Germany, particularly where interests specific to the firm are involved, companies both large and small have relied heavily upon the VCI and asserting the unity of the industry when confronting government. Both the VCI and CIA are active participants in their national business peak associations, the Bundesverband der

Deutschen Industrie (BDI - Federation of German Industries) and Confederation of British Industry (CBI), though links from each chemical association to the European Council of Chemical Manufacturers Federations (CEFIC) may be more important, particularly as European regulatory activity increases. Perhaps the greatest difference between the British and German associational systems in the chemical sector may be in terms of the range of subsector associations affiliated to each sectoral association and the closeness of this vertical relationship. In the German system all the principal subsector associations are affiliated to the VCI and the working relationship appears to be quite close. The British system stands in stark contrast.

With relatively similar decision-making and task committee structures, the major organizational difference between the VCI and CIA flows from the West German federal system and the importance of legislation evolving from the *Land* level. Consequently, regional associations play a much more significant role in West Germany, providing advice to member firms, undertaking public relations work at the *Land* level to complement the VCI's efforts, and engaging in important political activities. In terms of representational strategies, the general emphasis for both the CIA and VCI is on 'maintaining credibility with government officials and other key policy makers through a *sachlich* (fact-like) approach.' (p. 113.) The VCI, however, supplements this strategy by placing more emphasis than the CIA on activities directed towards the legislature, a consequence of both the greater environmental pressures in the German political system and the additional access points the German federal system affords.

Jacek, Henry J. "Business Interest Associations as Private Interest Governments," in Wyn Grant, ed. Business Interests, Organizational Development and Private Interest Government: An International Comparative Study of the Food Processing Industry. Berlin: de Gruyter, 1987.

A comparative analysis of the food processing industry, the chapter focuses more specifically on both the role of business interest associations as private interest governments in the sector, and the concept of relative autonomy and its relationship with the ability of associations to take on private interest government functions. The first part of the chapter outlines the role of business interest associations as private interest governments in seven countries and five major policy areas and sub-areas in the food processing industry. The major policy areas, as well as sample sub-areas in brackets, are: industry structure (investment and deinvestment, competition); labour policy (negotiating labour agreements, administering state vocational education); supplier-customer relations (participation in decisions on prices, quotas and supplies); standards (food quality, regulation of advertising); and macro/intersectoral policies (consultation in drafting of legislation and regulations, implementation of state regional policy). In an examination of the amount and form of private interest government functions across the seven countries, Jacek finds Austria and Sweden to be the most prone to the phenomenon, followed by Britain, the Netherlands, Switzerland, West Germany, and Canada. The latter part of the chapter focuses on the organizational properties necessary for a business interest association to develop into a private interest government, capable of responsibly and effectively exercising 'public' responsibilities. The fundamental concept here, according to Jacek, is the development of relative autonomy by the association, a phenomenon which allows the association to develop 'from a purely member-dependent voluntary association concerned with urgent, immediate problem-solving to one with a diversified and dependable financial, personnel and status resource base, and with an increasing attention to important, long-term planning...'(p. 48.) Towards this end, diversified and dependable resources, particularly from the state, are crucial to the association's ability to develop relative autonomy from its membership and thus take on private interest government functions. Predictable and diversified resources ultimately allow the association to insulate itself from immediate member demands and to develop and engage in both more general public interests and long-term strategic thinking.

Jacek, Henry J. "The Functions of Associations as Agents of Public Policy," in Alberto Martinelli, ed. International Markets and Global Firms: A Comparative Study of Organized Business in the Chemical Industry. London: Sage, 1991.

Examining the various problems facing the chemical industry and the role of business interest associations in collectively confronting these problems as private interest governments - agents of public policy, the chapter can be broken down into two parts. The first part of the chapter provides an insightful and broad comparative overview of business interest associations as private interest governments in five major policy areas (industry structure, labour policy, supplier-customer relations, standards, and macro/intersectoral economic policies) and subareas in the chemical industry. Outlining numerous examples of private interest government in Austria, Sweden, Great Britain, West Germany, Canada, and the United States, Jacek asserts that associations in the chemical industry take on private interest government functions in all countries, though the number and type of functions these associations take on may vary considerably from one country to the next. Moreover, by being closer to firms within a sector or subsector, associations as private interest governments are better able than governmental agencies to utilize their technical expertise and react more quickly to common industry problems when they arise.

The second part of the chapter examines the organizational properties necessary for a business interest association to develop into a private interest government capable of regulating an industry with the similar status to state regulations. The fundamental concept here is the development of organizational autonomy by the business association, a phenomenon which allows the association to evolve from a 'purely member-dependent voluntary association concerned with urgent, immediate problem-solving to one with a diversified and dependable financial, personnel and status resource base, and with an increasing attention to important, long-term planning....' (p. 176.) Diversified and dependable resources, and more specifically, the lack of resource dependence on members, the ability to extract resources from the state, and the ability to expel members from the

association, are all intrinsically linked to organizational autonomy and thus the adoption of private interest government functions. Only by having predictable and varied resources can the business interest association effectively insulate itself from its members' immediate demands and, in turn, cope with long-term strategic problems facing the entire industry.

Lynn, Leonard H. and Timothy J. McKeown. Organizing Business: Trade Associations in America and Japan. Washington, D.C.: American Enterprise Institute, 1988.

Though somewhat deficient in depth and analysis, Chapter Four, "The Aggregation of Interests in American and Japanese Industry", nonetheless provides a brief and useful description of American and Japanese trade associations in the steel and machine tool industries, as well as an overview of peak associations in both countries. Attention will be focused on trade associations in the steel industry and peak associations. While broad similarities are evident in the goals, constitution, governance, and activities of trade associations in both countries, this is where most similarities end. Japanese trade associations in the steel industry, in contrast to their American counterparts, are more hierarchically integrated and thus better able to both aggregate and effectively promote their interests. Moreover, links between associations in the steel industry are much stronger in Japan, largely facilitated by: geographic links (associations often occupy offices in the same building); associations frequently engaging in formally organized joint activities; interlocking boards of advisors and association chairmen drawn largely from Nippon Steel; and finally, the fact that most trade associations in the steel industry come under the jurisdiction of the same departments within the Ministry of International Trade and Industry (the Basic Industries Bureau and/or the International Trade Administration Bureau). Japanese trade associations also have more diversified financial resources, receiving governmental subsidies for numerous association activities. In contrast, trade associations in the United States steel industry are much more dependent upon membership dues, a volatile source of funding during recessionary periods.

Turning to peak business associations, Lynn and McKeown briefly describe those in Japan - Keidanren (Federation of Economic Organizations), Nikkeiren (Japan Federation of Employers Associations), the Japan Chamber of Commerce and Industry (JCCI), Keizai Doyukai (Japan Committee for Economic Development) - and the United States - the United States Chamber of Commerce and the National Association of Manufacturers. The more encompassing and hierarchically-ordered peak associations in Japan are better able to aggregate interests and forge consensus across industries, in turn, playing a much more significant role in the policy process.

Okimoto, Daniel I. Between MITI and the Market: Japanese Industrial Policy for High Technology. Stanford: Stanford University Press, 1989.

A valuable and thorough examination of the organizational characteristics of Japan's industrial system, the business-government relations that evolve from such, and the effects these have on the Ministry of International Trade and Industry's (MITI) capacity to

administer industrial policy, Chapter Three, "MITI and Industrial Organization", can be broken down into three sections. The first section provides a brief analysis of MITI, focusing on its internal organization and broad jurisdictional scope, both factors which facilitate its effectiveness. Okimoto then provides an examination of Japan's distinctive set of organizational characteristics and the ways in which these features of Japanese industrial organization facilitate government-business coordination and MITI's ability to carry out all the functional tasks associated with industrial policy. Listing but several here, Okimoto focuses on such characteristics as: the relative weakness of organized labour; the pattern of self-contained specialization in corporations; the extensive system of subcontracting; close business-banking relations; and keiretsu groupings. Finally, the chapter concludes by looking at 'intermediate organizations', quasi-governmental organizations (public corporations and public enterprises) and quasi-non-governmental organizations (other non-profit organizations) that stand between and link the public and private sector. It is to quasi-non-governmental organizations, and more specifically industrial associations, that we now briefly turn.

Though the strength of industry associations may vary across sectors, industry associations in Japan play a prominent role in: aggregating diverse company interests, forging intraindustry consensus, and serving as an important point of access for continuous dialogue and communication between industry and the state. Particularly important here, are the extensive communication links among industry associations and between government and industry associations, both of which are important in fashioning industry consensus and protecting the industrial policy debate from 'excessive politicization'. Having pointed to several advantages that evolve from MITI-industry association cooperation, MITI's 'not-too-close yet not-too-distant' relationship with the Electronics Industry Association of Japan are examined, as well as the role of comprehensive business federations.

Ouchi, William. The M-Form Society: How American Teamwork can Recapture the Competitive Edge. Reading, Mass.: Addison-Wesley, 1984.

Rather than an omnipotent government ministry that engages in 'administrative guidance' and central planning, the role of Japan's Ministry of International Trade and Industry (MITI) may be more accurately viewed, according to Ouchi, as that of an intermediary and negotiator. MITI's power and effectiveness is intrinsically linked to the private sector along with its ability to aggregate and filter often diverse industry interests, forge intra and interindustry consensus, and act as a vital communication link. The role and effectiveness of specialized, sectoral, and peak business associations becomes a fundamental factor in facilitating MITI's capacity to administer industrial policy and oversee the successful economic development of Japan.

Accepting this as the main argument in Chapter Four, "Elements of the M-Form: The Role of Government and Trade Associations", the chapter can be separated into two parts. The first part briefly examines the internal organization of MITI and the ties and linkages that exist between its bureaus, agencies, discussion councils, and trade associations. The second part briefly outlines the structure, membership, and role of associations at the peak business level, focusing on the Federation of Economic Organizations (Keidanren), the Japan Federation of Employers' Associations (Nikkeiren), the Japan Chamber of Commerce and Industry, and the Japan Committee of Economic Development (Keizai Doyukai). Attention is also directed towards general trade associations (sectoral) in the electronics industry, the Electronics Industry Association of Japan (EIAJ) and the association of computer makers JEIDA, as well as more specialized trade associations in the industry.

Schneider, Volker. "Corporatist and Pluralist Patterns of Policy-Making for Chemicals Control: A Comparison Between West Germany and the United States," in Alan Cawson, ed. Organized Interests and the State: Studies in Meso-Corporatism. London: Sage, 1985.

Though both the Toxic Substances Control Act in the United States and the Chemical Act (Chemikaliengesltz) in West Germany are regulatory policies dealing with the same problem, namely the regulation of the industrial chemical industry, as policy outcomes both the TSCA and the Chemical Act diverge significantly in the manner by which they deal with this problem. Both laws provide procedures for reviewing chemicals before they appear on the market and grant an agency or the government ultimate power to apply regulatory measures. The two acts, however, prescribe quite different methods for carrying out this task. The TSCA grants a high degree of broad, discretionary power to the Environmental Protection Agency (EPA) in deciding the manner in which the law will be applied, as well as requiring 90 days 'pre-manufacturing' notification for new industrial chemicals. The German experience, in contrast, provides a regulatory system less burdensome for government and industry, requiring only 45 days 'pre-marketing' notification, regulating a smaller number of industrial chemicals, and setting out more specific and precise regulatory laws and procedures that assist in providing a more stable environment for industry decision-making.

The divergent public policy outcomes can be perceived as arising out of the different structures of politics in both countries. More specifically, they are the outcome of: the specific system of interest intermediation (level of government-industry relations); the different systems of government (particularly relations between the executive and legislative branches); and the administrative framework (different legal and institutional frameworks). Nevertheless, focusing primarily upon the systems of interest intermediation, Schneider highlights the importance of the de facto monopoly of representation possessed by West Germany's VCI (Chemical Producers Association) and the ability of the sectoral association to effectively aggregate interests and speak with 'one voice', both associational attributes which enabled the industry to participate in decision-making and thus co-determine the manner in which they would be regulated. What evolved from this cooperative arrangement was a 'best solution', alleviating the relative burden placed upon industry and saving scarce resources for the government administration.

Wilks, Stephen. "Institutional Insularity: Government and the British Motor Industry since 1945," in Martin Chick, ed. Governments, Industries and Markets: Aspects of Government-Industry Relations in the UK, Japan, West Germany, and the USA since 1945. Aldershot: Edward Elgar, 1990.

In examining the British motor industry, Wilks maintains that government-industry relations in the sector are marked by an 'insularity' and an underdevelopment of institutional linkages, both consequences of four enduring characteristics of British political economy: respect for the autonomy of the firm; a 'weak state' tradition of public authority; the internationalization of financial and industrial capital; and the absence of a concerted strategy for industrial modernization. Rather than censuring the policies of government for the decline of the British motor industry, emphasis is placed on the government-industry relationship which produced such policies.

In providing a brief comparative perspective on the motor industry, Wilks notes that the most pronounced difference between government-industry relations in Britain and other countries (France, Italy, Japan, and the U.S.) has been the abundance and regularity of contact between government and industry abroad, as well as the 'intensity' of this relationship. In contrast, British mechanisms and institutional linkages were marked by their insularity and, where contact did occur, their sporadic nature. While this insularity operates at a number of levels and extends beyond government-industry relations (for example, the arms-length relationship between financial institutions and industrial companies, the competitive relationship between unions and companies, and the 'elite insularity' found in the governmental apparatus), it is the insularity between firms that is of greater importance to us here. British industry as a whole is identified as being politically weak. unable of reconciling diverse interests, defining common interests, and effectively representing these interests to government. This weakness makes 'it difficult for government to enter into a partnership with business even if it wanted to' (p. 175.), leaving networks between government and industry underdeveloped. Communication links are further impeded at the sectoral level, for while the Society of Motor Manufacturers and Traders (SMMT) is identified as a relatively well-resourced and capable pressure group, it is unable to effectively overcome divisions within the industry on numerous issues. Its ability seems limited to transmitting a consensus rather than forging one when needed. Finally, it is important to re-emphasize that relations between business are only one dimension of this insularity that Wilks highlights, and that this dimension is intrinsically linked with the other dimensions set out in the chapter.

Young, Michael K. "Structural Adjustment of Mature Industries in Japan: Legal Institutions, Industry Associations and Bargaining," in Stephen Wilks and Maurice Wright, eds. *The Promotion and Regulation of Industry in Japan*. New York: St. Martin's Press, 1991.

Examining the regulatory approach adopted within Japan to deal with depressed and declining industries, the following article focuses on the Special Measures for the

Stabilization of Specific Depressed Industries law (1978) and its somewhat modified successor, Special Measures for the Structural Improvement of Specific Industries (1983). These overarching structural adjustment laws are designed to help designated industries reduce excess capacity and rationalize the sector. Using the shipbuilding industry as a case study, the regulatory process effectively committed the interested parties to the task of negotiating, formulating, and, once approved by the government, implementing the specific details of the restructuring policy for the sector. Indeed, the relegation of a range of fundamental decisions to the sector itself may have facilitated the effectiveness of the laws, increasing the likelihood that regulatory costs and benefits would be more efficiently and effectively distributed and that the parties most familiar with the problem and situation facing the sector offer their expertise in its resolution. Nonetheless, throughout all parts of the regulatory process and the ensuing rationalization of the industry, the existence of a strong, cohesive industry association (Shipbuilders Association of Japan) able to perform an industry-wide consensus formation function was critical to the burden-sharing scheme which evolved and the successful restructuring of the industry as a whole.

Finally, Young is firm in emphasizing that despite the strong initiative given to private sector actors, the government 'did' participate in the regulatory process in several ways: by encouraging agreement and negotiations among actors; empowering under-represented interests (small shipbuilders); giving voice to unrepresented industries (affected industries); and by structuring intervention in a manner that allowed market forces to operate relatively freely.

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