

# Partisanship and the Allocation of Foreign Investment under Imperfect Capital Mobility\*

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## Abstract

We develop a dynamic model of the political economy of foreign direct investment. We model the interaction between an incumbent government who holds partisan motivations, and foreign investors who aim at obtaining the most favorable investment conditions while minimizing the probability of opportunistic behavior by the host government. This setting allows us to capture under a common framework the predictions from the most prevalent models in the political economy of foreign investment, as well as empirical regularities described in the extant literature. Allowing for varying costs of redeployment leads to a well-known problem in research on optimal capital taxation: the incentive to tax capital more heavily once investment decisions have been made. The problem informs the basic intuition behind the obsolescing bargain hypothesis (Kindleberger 1969; Vernon 1971). As investors face higher costs of redeployment the likelihood of opportunistic host government behavior increases as predicted by these traditional accounts. Yet our model shows that the obsolescing bargain hypothesis emerges as a special case of the partisan model of investment. Moreover, the incentives to raise taxes on capital facing high adjustment costs is either exacerbated or mitigated by the host's distributive motivations. The link between institutional constraints and incentives to invest—a purported solution to the commitment problem on which a vast body of empirical literature is based—also arises as a special case. The propositions derived from our model seem to be consistent with a series of empirical regularities documented in recent work on the politics of FDI including the emergence of partisan cycles in the allocation of foreign investment.

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# 1 Introduction

Theoretical and empirical models on the politics of foreign direct investment (FDI) have made important strides in recent years. The academic interest in the flow of investment capital followed the dramatic surge in the activity of multinational corporations (MNCs), the vector through which FDI occurs. FDI and MNC activity are associated with drastic changes in the patterns of production and absorption around the world. The motivations for engaging in FDI have expanded beyond securing access to natural resources which had characterized previous bouts of foreign direct investment; manufacturing and particularly services now comprise the bulk of direct investment flows (UNCTAD 2010; Bordo et al. 1999; Pinto forthcoming). Host governments have quickly reacted to these new trends in production and investment strategies by multinational firms by changing policies targeted at foreign investors. While many governments have adopted pro-investor regulations in the 1990s, the menu of policies towards foreign investment is extensive, and not always favorable to foreigners (UNCTAD 2010). Investment performance, i.e., the amount and type of investment that a country receives, and the effects of investment flows on economic conditions in the receiving country vary dramatically across countries as well as within countries over time (Pinto forthcoming). Understanding the driving forces behind these results requires a theoretical construct that endogenizes investment flows. The theory needs to account for the special nature of foreign direct investment, including the degree of international mobility, costs of redeploying the assets, technology of production and time horizons associated with the specific investment. The theory also needs to account for the motivations and incentives faced by host governments when dealing with foreign investors, which are likely to covary with political conditions in the host country. Whether the regulatory environment is more restrictive or open is thus a function of the strategic interaction between foreign firms, host governments, and their constituents.

Several papers in this issue discuss the strategic interaction at the firm level, a specific constituency, or a particular institutional trait of the host country. Our paper complements these contributions by analyzing firm and individual preferences –and behavior–

at more aggregate level to explore how government regulation and foreign investment performance reciprocally affect each other. We develop a political economy model of foreign direct investment in a dynamic setting where investor and government attributes are variable: foreign investment differs in how costly it is to redeploy their assets and in the technology of production they bring to the host; host governments, on the other hand, differ in terms of their constituency links and the constraints they face. And the interaction between investors and host governments occurs under variable degrees of political volatility, which we model as the probability that the current incumbent will be in office in the next period.

Our modeling strategy allows us to capture under a unifying framework the scope conditions for different predictions from the political economy of foreign investment literature, hypotheses derived from the obsolescing bargain tradition, and those from the literature on capital taxation in macroeconomics. The model provides the micro-foundations for the emergence of political and partisan business cycles in the regulation of foreign investment. Specifically, we obtain the following comparative statics. First, as costs of redeployment increase host governments will have stronger incentives to tax foreign capital more heavily, holding constant the technological relationship between foreign capital and domestic factors of production. These incentives create the typical hold-up problem on which the obsolescing bargain hypothesis is based. Second, we show that holding costs of adjustment constant governments have an incentive to tax more heavily foreign capital that is substitute in production to the incumbents' core constituents. Third, as the probability of government turnover in the second period increases an incumbent with partisan motivations will lower taxes in the first period to attract foreign investment that complements in production the factor owned by the governments' constituents. The size of the tax breaks offered depends on the opportunity costs faced by investors, i.e., the expected returns they could get when investing abroad, and the relative weight placed by domestic actors on government transfers financed with the revenue obtained from taxing capital, i.e., the tradeoff between direct income effects and indirect income effects through government transfers, which was also central to the predictions in Pinto and Pinto (2008) and Pinto (forthcom-

ing). Combining these results, we conclude that the emergence of the hold-up problem depends on the type of investment and the orientation of the incumbent government in the host. When the incumbent government represents owners of factors of production whose relative demand goes up with investment inflows the hold up problem that results from high adjustment costs is likely to be mitigated; the hold up problem is exacerbated when the incumbent represents factors of production that foreign capital substitutes for. These predictions are consistent with our findings on the differential sectoral allocation of FDI in OECD countries as the orientation of the incumbent changed, and the positive effect of FDI on wages under the left.<sup>1</sup>

## 2 Related literature

The political economy model of investment presented in this paper extends our earlier work where we argue that the incumbent's partisanship or constituency links—i.e.: her allegiance to labor or capital— may affect foreign investors' decision to enter a host country, form of entry choices, and the consequences of the endogenously determined investment flows on wages, employment, the demand for business services and the potential for spillover effects in the host country.<sup>2</sup> The intuition behind that model is that pro-labor governments would encourage investment inflows that complement labor in production, hence increasing labor demand. Right-leaning governments, on the other hand, would internalize the interests of domestic businesses encouraging investment inflows that are more likely to complement domestic capital in production, generating positive spillovers effects on domestic businesses, and/or introduce labor saving technologies.<sup>3</sup> Hence, in the static equilibrium we should expect FDI to covary with the host government's partisanship. Consistent with these predictions we unveil a systematic relationship between the host government's partisanship and the pattern of direct investment allocation across countries and over time (Pinto and

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<sup>1</sup>Pinto and Pinto 2008; Jensen et al. forthcoming).

<sup>2</sup>Pinto 2004; Pinto and Pinto 2007; Pinto and Pinto 2008; Pinto forthcoming.

<sup>3</sup>Moreover, we argued that domestic business interests would strictly prefer technology transfer agreements to investment capital inflows, especially if those flows create competitive pressure in product or factor markets. See Pinto, forthcoming.

Pinto 2008). In Jensen et al. (forthcoming) we also show that the relationship between left-leaning governments and foreign investment inflows is strongest in manufacturing, where foreign capital and labor are more likely to be complements in production, and weakest in the primary sector, where foreign capital is less likely to be a complement of labor, and costs of redeployment tend to be higher. The differential pattern of FDI inflows under left-leaning governments is associated with higher wages, but not under center or right-leaning incumbents, findings that are consistent with the assumptions under which our model is built and supportive of the predictions from the static model (Pinto and Pinto 2008).

The static setting in our earlier allowed us to identify long run equilibria in investor-government interactions in a political model of investment regulation; yet direct investment is usually associated with economic activities whose profitability is likely to materialize over longer time spans. In this paper we model the interaction between the incumbent and foreign investors in a dynamic setting to capture investment decisions whose expected effects are staggered over time.

By allowing the technology of production and mobility costs faced by investors to vary and model governments as having partisan motivations we are able to capture under a general framework the predictions from the most prevalent models on the political economy of foreign investment, ranging from the traditional obsolescing bargain hypothesis, to more recent accounts of how institutional constraints make host countries more desirable to foreign investors.

First, adding a dynamic dimension to this political economy model of MNC-government interaction leads to a well-known problem in the literature on capital taxation: governments have an incentive to tax capital more heavily once investment decisions have been made, given that the elasticity of capital to taxation becomes zero. This problem is at the core of the *obsolescing bargain* proposition: when the return from an investment occurs over time, the *ex-ante* bargaining leverage vis-à-vis the host government enjoyed by an investor gradually obsolesces as the investment sinks it. It becomes optimal for the host government to choose *ex-post* the highest possible tax rates on that investment. This

incentive to act opportunistically is present even for governments that had promised to maintain tax rates at the ex-ante optimal levels (Kindleberger 1969; Vernon 1971). The proposition is sensible, yet our modeling exercise suggests that as originally formulated the obsolescing bargain hypothesis is incomplete. In equilibrium the model would predict that barring any form of ex-ante compensation we should not observe opportunistic behavior by host governments. The logic is simple: investors who face an exit cost should anticipate the government's behavior, and will likely decide not to enter, resulting in missed investment opportunities and suboptimal policy. In the dynamic setup of our model the compensatory mechanism arises endogenously in equilibrium. This compensatory mechanism qualifies the scope conditions under which we would observe opportunistic behavior by the host when investors face high costs of redeploying their assets.

The expected distributive pressure exerted by inflows and outflows of internationally mobile capital on the wellbeing of the incumbent's core constituents are likely to mitigate or aggravate the commitment problem presented in the literature. We thus qualify the predictions from the obsolescing bargain model, which arises only as a special case of our broader partisan model of investment. The bottom line is that when dealing with forward looking foreign investors governments in the host country, even myopic ones, are likely to internalize the future consequences of their current choices. As the probability of facing an incumbent who is likely to tax their return more heavily rises, investors will receive more generous concessions from host governments representing a coalition of actors that benefit from the specific type of investment flows. The incentives to act opportunistically depend on the orientation of current and future coalitions.

A related strand in the political economy literature of FDI focuses on institutional constraints as the solution to this commitment problem. When the hands of government are tied, or when the incumbent's ability to move the status quo is subject to delays by institutions constraints, promises made ex-ante are more likely to be honored (North and Thomas 1973; North and Weingast 1989; Henisz 2000). Yet, tying the government's hands is equivalent to adopting an inflexible policy; and inflexible policy is a departure

from the first-best/optimal practices, i.e., those policies that would have been chosen in a complete contract environment, or adopted by a welfare maximizing social planner (Spiller and Tommasi 2003). Moreover, the argument assumes away the distributive consequences of inward FDI flows, which could either exacerbate or mitigate the commitment problem faced by host governments. Additionally, the literature on capital taxation has persuasively shown that even in the absence of institutional constraints capital tax rates are not set at confiscatory levels.<sup>4</sup> To account for this empirical regularity we explore the effects of allowing the host government to have access to partial commitment technologies, which need not be rooted in the presence of institutional constraints. We are, thus, able to identify the scope conditions under which institutional constraints will be more effective. The potential benefits from institutional constraints arise under specific realization of the parameters in our model: in particular it requires high cost of redeployment and the absence of distributional concerns in the host government's objective function. We discuss these propositions in more depth in the ensuing sections.

### **3 Partisanship and investment in a dynamic setting**

In its stylized form the logic of the partisan investment hypothesis is quite simple. Governments have an incentive to discriminate in favor of internationally mobile investment that complements the factor of production owned by their core constituents, and restrict the type of investment that substitutes for the services supplied by those constituents (Pinto and Pinto 2008; Pinto forthcoming). Yet the interaction between host governments and investors is usually not a one-shot game. Some types of investment, but particularly most of foreign direct investment are likely to generate returns throughout several periods, possibly even beyond multiple elections and incumbents' tenure in office. When making investment decisions investors should consider not only the leanings of the current government, but also the potential orientation of future governments. Investors' internalization of future political conditions, in turn, affects the incentive structure faced by incumbent governments

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<sup>4</sup>Chari and Kehoe 1990; Klein and Rios Rull 2003.

when deciding how to regulate foreign investment in the current period. Modeling the interaction between foreign investors and host governments in a dynamic setting allows us to capture these calculations.

The design of the tax system in the economy is also driven by efficiency considerations which dictate that rates should be set at levels that minimize the distortions generated by the tax structure. Efficiency concerns dictate that more inelastic tax bases should be taxed more heavily: There is always an incentive to raise taxes on capital once investment decisions have been made, the tax base becomes more inelastic. Under these conditions it is optimal *ex-post* to choose the highest possible capital tax rates; promises to maintain tax rates at their *ex-ante* optimal levels are bound to be broken. The problem is rooted in the time-inconsistency property of sequential policy.<sup>5</sup> The incentives to act opportunistically are particularly acute for the type of investments that require higher upfront fixed costs. This is the intuition behind the obsolescing bargain model on which much of the research on political risk is built.<sup>6</sup> Current governments are allegedly unable to commit credibly to policies that will have an effect in the future.

In the case of capital taxation, given that tax rates can be changed at any time, governments have an incentive to act opportunistically as the elasticity of the tax base decreases. Investors will anticipate the host government's behavior, and decide not to enter the host if the expected return is below what the investor could obtain elsewhere, an outcome that is suboptimal for investors and governments alike. However, we observe that tax rates on capital are seldom set at confiscatory levels. Applications in the political economy literature explore another rare event: expropriations and opportunistic seizure of foreign owned assets (Tomz and Wright 2009; Jensen et al., forthcoming, especially chapter 2). Yet expropriation requires the existence of some surprise element that was not or could not be priced at the time of making the decision to invest. In order to account for

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<sup>5</sup>On time consistency see the pioneering work of Kydland and Prescott (1977), and Calvo (1978); see also Drazen (2000).

<sup>6</sup>Political risk takes different form, including convertibility, violence, expropriation and regulatory change. Though expropriation has usually dominated the dollar amount of the payments made insurers of political risk its prevalence varies dramatically over time. See the contributions in Moran and West (2005) for a discussion on political risk insurance.

the exceptionality of confiscatory tax rates the literature in macroeconomics has formulated different explanations, including the existence of partial commitment technologies, institutional constraints and repeated interactions as discussed in the next paragraphs.

Klein and Rios Rull (2003), for example, consider a dynamic setup where governments can only commit to tax rates one period in advance due to exogenous restrictions which prevent incumbents from immediately revising the status quo. Owners of internationally mobile capital understand these constraints and make their investment decisions accordingly. By preventing or delaying policy changes, political institutions act as one such commitment devices. The institutional environment, namely the rules of the political game, would act as a solution to the commitment problem that incumbents face in their interaction with foreign investors.<sup>7</sup> The delay would push the policy change into a distant future that does not enter the investors' time horizon. This partially inflexible policy has similar properties to those discussed by Spiller and Tommasi (2001).

Chari and Kehoe (1990), on the other hand, claim that reputation may substitute for other forms of commitment mechanisms: ex-ante optimal tax rates can be sustained in equilibrium when there is a repeated interaction between governments and capital owners. This idea of commitment by reputation can be linked to the predictions on the role of partisanship in earlier work. The logic, developed in more depth in Pinto and Pinto (2008) is straightforward: Suppose that foreign capital owners form expectations as follows. Initially foreign investors assume that partisan governments will tax capital at the ex-ante optimal tax rates  $\{t^{1*}, t^{2*}\}$ , i.e., the tax rates that solve the maximization problem faced by incumbents who hold partisan motivations.<sup>8</sup> As soon as capital owners realize that the host government has deviated by choosing  $\tilde{t}^i \neq t^{i*}$  (for  $i = 1, 2$ ), they expect that this government will implement confiscatory tax rates  $\hat{t}^i$  in the future. Hence, investors' expectations significantly change once governments deviate from  $t^{i*}$ . Let  $\Omega(t^1, t^2)$  denote the government's weighted welfare function evaluated at  $\{t^1, t^2\}$ . Then the solution to this problem requires tax rates that satisfy  $\Omega(\tilde{t}^1, \tilde{t}^2) > \Omega(t^{1*}, t^{2*}) > \Omega(\hat{t}^1, \hat{t}^2)$ . Under these

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<sup>7</sup>See, among others, North and Thomas (1973), North and Weingast (1989), and Henisz (2000). Stasavage (2003), Haber, Maurer and Razo (2002, 2003), introduce alternative commitment mechanisms.

<sup>8</sup>See Pinto and Pinto 2008, pp. 225; see also Chapter 3 in Pinto, forthcoming.

conditions, governments may only benefit in the short-run from an opportunistic behavior by choosing  $\tilde{t}^i$ . Given that confiscatory tax rates  $\hat{t}^i$  are expected by capital owners thereafter and capital will consequently not enter in the future, partisan governments will face a lower stream of future payoffs relative to those that can be obtained by sticking to the ex-ante optimal policy. Suppose that  $\rho$  is the partisan government's discount factor. Then  $\{t^{1*}, t^{2*}\}$  can be sustained as an equilibrium of the repeated game if the government's discount factor ( $\rho$ ) is sufficiently large, as shown by the Folk Theorem.

The predictions from the static partisan model of FDI developed by Pinto and Pinto (2008) would also hold in a dynamic framework when foreign investment adjusts perfectly to the new desired level once governments change capital tax rates, or, alternatively, if foreign capital completely depreciates before tax rates are changed. Specifically, suppose that foreign investment is fully amortized in each period  $\tau$ . At the beginning of next period  $\tau = 1$  the government would face the same problem as the one faced in time period  $\tau$ . In every period, the equilibrium tax rates and the allocation of foreign capital would be those derived from the static model, i.e., they would differ as incumbents of different orientation alternate in power. However, investors' reaction to changes in the host government's behavior may take some time.<sup>9</sup> The speed at which this reaction takes place, i.e., whether it is immediate or not, depends on the capital adjustment costs that are likely to vary by type of investment. In this paper we explore how the dynamic solution to the capital taxation problem differs from the long-run solution derived from the partisan investment model at varying levels of adjustment costs and different technologies of production which characterize different types of foreign investment.

By modeling costs of redeployment, technology of production, constituency links and uncertainty about the future as variable we are able to capture the incentive structure implicit in the prevailing theoretical and empirical models of the political economy of FDI. We are able to derive several additional propositions on the role of partisanship and constituency links, which determine the incentives to respond to different groups in the

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<sup>9</sup>On the determination of capital tax rates in dynamic settings under different degrees of capital mobility, see Wildasin (2003), among others. These models consider that capital stocks can react to changes in capital taxation.

polity, the technology of production available to investors, which determines the effect of FDI on the relative demand for factors of production in the host, and on the effects of varying the costs of redeployment or adjustment costs. Hypotheses as diverse as the obsolescing bargain, institutional constraints, Triple Alliance where foreign investors and domestic capitalists coalesce, and partisanship, all arise as special cases of our more general partisan model of investment.

## 4 The Model

In this section, we describe the general theoretical framework. Pinto and Pinto (2011) contains a detailed explanation of the model and several extensions. Consider a dynamic three-factor, two-sector, small-open economy.<sup>10</sup> Decisions are made at two consecutive time periods. Unprimed variables refer to values in the first period, and primed variables denote values in the second period.

### 4.1 Economic agents

The affiliate of an MNC with headquarters in a foreign country operates in sector  $i = 1, 2$  of a host country. The MNC produces good  $i$  in the host country using domestic labor, domestic capital, and foreign capital supplied by the MNC, and a given technology that determines how it combines with local factors of production. There are two domestic political groups: workers (who only own labor), denoted with a  $\mathcal{L}$ , and domestic capitalists (who only own domestic capital), denoted with a  $\mathcal{K}$ . The total number of domestic workers and domestic capitalists are denoted  $\bar{L}$  and  $\bar{K}$ , respectively. In each period consumers derive utility from income and from a government in-kind transfer. The utility of individual  $h$  in the current period is  $U^h = y^h + v(g^h)$ , for  $h = \mathcal{L}, \mathcal{K}$ , where  $y^h$  is the income of a representative agent in group  $h$ ,  $g^h$  is the transfer that each member of group  $h$  receives from the government, and  $v_g > 0, v_{gg} \leq 0$ . Income received by domestic political groups is

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<sup>10</sup>The basic setup of the model is a two-period extension of the model introduced in Pinto and Pinto (2008).

given by the returns to the factors of production they own: for workers, the wage  $w_i$ , and for domestic capitalists the marginal productivity of domestic capital, denoted with  $\bar{r}_i$ .

The government in the host country collects each period a tax on corporate income. The tax revenue finances the government in-kind transfers.<sup>11</sup> It is assumed that through different fiscal incentives, governments are capable of imposing different effective tax rates on corporations operating in different sectors.<sup>12</sup> They can only commit to these tax rates for the period under which that particular government is in power. We denote with  $\tau_i$  the effective corporate income tax rate faced by the MNC in sector  $i$ .

## 4.2 Production

The MNC produces good  $i$  using domestic labor, domestic capital, and foreign capital. The production function is represented by  $q_i = f_i(K_i, k_i, L_i)$ , where  $K_i$  denotes domestic capital,  $k_i$  foreign capital, and  $L_i$  labor in sector  $i = 1, 2$ . The production function  $f_i$  exhibits constant returns to scale. The price of each good  $i$  is internationally given and assumed to be equal to one. Domestic capital is sector specific and constant over time. The amount of domestic capital in each sector is normalized to unity, and hence the total amount of capital in the economy is  $\bar{K} = 2$ .<sup>13</sup> Total domestic labor is assumed fixed in supply in both periods, i.e.,  $\bar{L} = L_1 + L_2 = L'_1 + L'_2$ , mobile across sectors within the country, but internationally immobile. Factors of production are paid their respective marginal productivity. Free mobility of labor across sectors assures that the wages are

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<sup>11</sup>For simplicity the model assumes that the host government controls only one tax instrument: the effective tax rate on corporate income. To simplify the analysis we also assume that domestic capital is inelastic to taxes and that the tax is only raised on foreign investment.

<sup>12</sup>Many countries rely on different tax incentive schemes to selectively attract or deter foreign capital flows (see Pinto, forthcoming). The tax schemes include numerous policy instruments, such as screening and approval procedures, limits on the share that non-residents are allowed to hold, differential tax schedules, regulatory regimes on sectoral activity and market structure, trade policy, local procurement rules, differential exchange rate regimes. All these instruments and regulations either affect the cost of doing business or the price that firms can charge for their goods and services, and are hence reflected in the firms' bottom line. We assume that these restrictions would affect government's revenue, which is partly used to finance the government supplied transfer  $g^h$ . Thus, when assessing the impact of the previous policies, partisan governments are forced evaluate the extent to which the flows of foreign capital affect the returns of domestic factors of production ( $y^h$ ), and the level of the government transfers ( $g^h$ ).

<sup>13</sup>For notational simplicity, we exclude  $K_i$  as an argument of the production function.

equalized across sectors for every time period, i.e.,  $w = w_1 = w_2$  and  $w' = w'_1 = w'_2$ .<sup>14</sup>

The MNC operating in sector  $i$  is endowed with a stock of capital  $\bar{k}_i$ , which is assumed constant over time.<sup>15</sup> This stock of capital can be used by the MNC to produce good  $i$  in the host country or it can be employed elsewhere. The return to foreign capital employed elsewhere, denoted  $r_i$ , is assumed fixed, constant over time, and sector specific.<sup>16</sup> When the MNC allocates part of the capital stock to produce in sector  $i$  of the host country, the MNC earns profits, which are subject to taxation by the host government.

Following Wildasin (2003), our model assumes that it may take some time for the MNC to adjust the level of foreign capital to its desired amount in the host country. Whether the reaction is immediate or not depends on a capital adjustment-cost function. With perfect capital mobility, capital adjustment costs are negligible and the adjustment of foreign capital stock is immediate, i.e., it fully amortizes in the current period. When it is costly to change the stock of capital, only partial adjustment would take place. Specifically, we assume adjustment costs in sector  $i$  are given by:

$$C_i(k_i, k'_i) \equiv \frac{\phi_i}{2} \left( \frac{k'_i - k_i}{k_i} \right)^2 k_i. \quad (1)$$

A convex adjustment cost function like the one depicted in (1) implies that capital stocks do not jump immediately to its new level when the host government changes the tax rate (see, for example, Barro, Mankiw and Sala-i-Martin (1995)). When  $\phi_i$  tends to infinity, foreign capital stocks become fixed. The extreme case of immediate adjustment results

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<sup>14</sup>A similar analysis can be done assuming that labor is sector specific, and domestic capital mobile across sectors.

<sup>15</sup>In this version of the model, and to simplify the analysis, we ignore investment decisions made by the MNC.

<sup>16</sup>Our stylized model intends to capture the following conditions. First, different types of foreign capital are available in infinite supply and ready to enter the country as either a complement or substitute of labor (or domestic capital). The amount of domestic capital is, on the other hand, limited. Second, we emphasize the idea that, within the country, the cost of moving across sectors is higher for domestic capital than for labor. The assumptions we make here are somewhat extreme. The predictions from our model would be substantively similar if domestic capital is assumed mobile while labor is sector specific. When both labor and domestic capital are perfectly mobile across sectors, governments would not be able to implement sector-specific policies. Essentially, for the conclusions of our model to hold we require one of the domestic factors to be relatively more specific than the other (see Pinto and Pinto 2008).

when  $\phi_i = 0$ .<sup>17</sup> From the viewpoint of the MNC's taxable income, capital adjustment costs may not be fully tax deductible. The model assumes that only a proportion  $x_i \geq 0$  of  $C_i(k_i, k'_i)$  can be deducted from the MNC's taxable income.<sup>18</sup>

The MNC sequentially decides the level of capital in the first and second periods. In the second period, the amount of capital  $k'_i$  is chosen after observing the tax policy implemented at the beginning of that period by the government. However, when deciding the amount of capital to invest in the first period  $k_i$ , the MNC is uncertain about the type of government that will be in power in the next period. The expected present value of profits of a MNC that operates in sector  $i$  is  $V_i = \pi_i + \delta E[\pi'_i]$ , where

$$\pi_i = [f_i(k_i, L_i) - wL_i - \bar{r}_i](1 - \tau_i) + r_i(\bar{k}_i - k_i), \text{ and} \quad (2)$$

$$\pi'_i = [f_i(k'_i, L'_i) - w'L'_i - \bar{r}'_i](1 - \tau'_i) - (1 - \tau'_i x_i)C_i(k_i, k'_i) + r_i(\bar{k}_i - k'_i), \quad (3)$$

and  $0 < \delta < 1$  is the discount factor. Note that if  $x_i = 0$ , capital adjustment costs cannot be deducted from taxable income, if  $x_i = 1$ , capital adjustment costs are fully deductible, and if  $x_i > 1$ , capital adjustment costs are subsidized.

### 4.3 Partisan Government

Governments are characterized by their partisan orientation, or allegiance to specific groups in the polity. For simplicity, we assume that governments can either be pro-domestic labor or pro-domestic capital. A government decides the optimal values of taxes and transfers  $\{\tau_1, \tau_2, g^{\mathcal{L}}, g^{\mathcal{K}}\}$  for the period during which the incumbent will remain in power. The specific content of these choices depends on the incumbent's partisan orientation. The partisan government's objective function is, thus:

$$\Omega = I^{\mathcal{L}}(L_1 U_1^{\mathcal{L}} + L_2 U_2^{\mathcal{L}}) + (1 - I^{\mathcal{L}})(U_1^{\mathcal{K}} + U_2^{\mathcal{K}}), \quad (4)$$

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<sup>17</sup>Note that we assume that the adjustment cost is symmetric around  $k_i$ .

<sup>18</sup>An extension of the model would allow governments to choose the amount of the capital adjustment costs that can be deducted from taxes. In the numerical example below,  $x_i$  will be assumed fixed and equal to 0.

subject to budget constraint

$$I^{\mathcal{L}}\bar{L}g^{\mathcal{L}} + (1 - I^{\mathcal{L}})\bar{K}g^{\mathcal{K}} = T, \quad (5)$$

where  $U_i^{\mathcal{L}} = w_i + v(g^{\mathcal{L}})$ ,  $U_i^{\mathcal{K}} = \bar{r}_i + v(g^{\mathcal{K}})$ , for  $i = 1, 2$ ,  $T$  denotes corporate income taxes collected by the government, and  $I^{\mathcal{L}}$  is an indicator function which is equal to 1 if the government is pro-labor, and 0 if it is pro-capital.<sup>19</sup> Hence, a pro-labor (pro-capital) government maximizes the utility of domestic workers (domestic capitalists), and not simply their income.<sup>20</sup>

At the beginning of the first period, a partisan government chooses taxes and transfers  $\{\tau_1, \tau_2, g^{\mathcal{L}}, g^{\mathcal{K}}\}$  for the period that it will be in power. In the next period, a government with a different political orientation could be in power. This government chooses, at the beginning of the second period, the values of  $\{\tau'_1, \tau'_2, g^{\mathcal{L}'}, g^{\mathcal{K}'}\}$  that maximize  $\Omega'$  conditional on the incumbent's type. When agents make decisions in the first period, they know that with probability  $\beta'$  a pro-labor government will be in power in the next period, and with probability  $(1 - \beta')$  the government will be pro-capital.

Due to the imperfect deductibility of capital adjustment costs, the corporate income tax base differs across periods. While in the first period taxes collected are

$$T = \sum_{j=1}^2 \tau_j [f_j(k_j, L_j) - wL_j - \bar{r}_j], \quad (6)$$

in the second period

$$T' = \sum_{j=1}^2 \tau'_j [f_j(k'_j, L'_j) - w'L'_j - \bar{r}'_j - x_j C_j(k_j, k'_j)]. \quad (7)$$

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<sup>19</sup>Alternatively we could model the partisan orientation as a continuous variable  $\gamma \in [0, 1]$  representing the weight that the government places on the well-being of workers and capitalists, ranging from 0, when the incumbent pro-capitalist and 1 when she is pro-labor.

<sup>20</sup>The maximization problem stated in the paper is similar to the problem of optimal indirect taxation when the government has redistributive considerations.

## 4.4 Timing of events

The model assumes that, at each time period, decisions are made sequentially as follows:

- (i) At the beginning of the first period, a partisan government chooses (effective) tax rates in sectors  $\tau_1$  and  $\tau_2$ .
- (ii) After observing tax rates, domestic labor and foreign capitalists decide  $L_i$  and  $k_i$ ,  $i = 1, 2$ .
- (iii) At the beginning of the second period, nature chooses a pro-labor government with probability  $\beta'$  and a pro-capital government with probability  $(1 - \beta')$ .
- (iv) Once the state of nature is realized, each government chooses tax rates according to its partisan orientation.
- (v) Domestic labor and foreign capitalists ( $L'_i$  and  $k'_i$ ,  $i = 1, 2$ ) adjust to the new environment as in stage (ii).

Figure 1 shows graphically the sequence of events. We solve for the sub-game perfect Nash Equilibrium of the game. Pinto and Pinto (2011) analyzes the theoretical model in more detail. In the following sections, we examine the decisions made by economic agents at each stage of the game. Later, we construct several numerical examples to illustrate the main theoretical results.

## 5 Second Period

We begin solving the second period problem for a government with a given partisan orientation. Later, we consider the specific problem faced by each type of government.

### 5.1 The Firm's Problem

At the end of the second period, the sectoral allocation of the factors of production  $\{k'_1, k'_2, L'_1, L'_2\}$  is simultaneously determined. Both the political orientation of the par-

tisan government and the levels of the policy choices made by this government are known at this stage.

The MNC corporation in sector  $i$  chooses the level of capital  $k'_i$  that maximizes  $V_i$  taking  $k_i$ , the tax policy, and the returns to other factors of production as given. The first order condition is

$$f_{k'_i,i}(k'_i, L'_i)(1 - \tau'_i) - (1 - \tau'_i x_i)C_{k'_i,i}(k_i, k'_i) - r_i = 0, \quad i = 1, 2. \quad (8)$$

Equation (8) states that, given an initial level of  $k'_i$ , foreign capital flows into (or out of) sector  $i$  in the second period up to the point where the net return on capital, given by  $f_{k'_i,i}(1 - \tau'_i)$ , and the marginal cost, represented by the sum of the opportunity cost of capital  $r_i$ , and the net marginal adjustment cost of capital, given by  $(1 - \tau'_i x_i)C_{k'_i,i}$ , are equalized. Since labor is perfectly mobile across sectors:

$$f_{L',1}(k'_1, L'_1) - f_{L',2}(k'_2, L'_2) = 0, \quad (9)$$

where  $L'_1 = \bar{L} - L'_2$ . Thus, for a given partisan government, the allocation  $\{k'_1, k'_2, L'_1, L'_2\}$  is implicitly determined by equations (8) and (9). The solutions  $L'_i(\tau'_1, \tau'_2, k_1, k_2)$  and  $k'_i(\tau'_1, \tau'_2, k_1, k_2)$  are functions of the predetermined variables  $\tau'_1, \tau'_2, k_1, k_2$ , and other exogenous variables implicit in the capital adjustment cost function.<sup>21</sup> Given the allocation of factors of production, the return to domestic capital in sector  $i$  becomes  $\bar{r}'_i \equiv f_{K',i}(k'_i, L'_i, K'_i)$  evaluated at  $K'_i = 1$ .

## 5.2 The Government's Problem

At the beginning of the second period, a partisan government (pro-labor or pro-capital) decides the optimal values of  $\{\tau'_1, \tau'_2, g^{\mathcal{L}'}, g^{\mathcal{K}'}\}$  anticipating the behavior of labor and foreign capital owners, i.e., considering their responses represented by the functions  $L'_i(\tau'_1, \tau'_2, k_1, k_2)$

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<sup>21</sup>For instance, the parameters  $\phi_1$  and  $\phi_2$  in the previous specification of the capital adjustment cost function.

and  $k'_i(\tau'_1, \tau'_2, k_1, k_2), i = 1, 2$ . Specifically, the government maximizes:

$$\Omega' = I^{\mathcal{L}'}(L'_1 U_1^{\mathcal{L}'} + L'_2 U_2^{\mathcal{L}'} + (1 - I^{\mathcal{L}'})(U_1^{\mathcal{K}'} + U_2^{\mathcal{K}'}), \quad (10)$$

with respect to  $\{\tau'_1, \tau'_2, g^{\mathcal{L}'}, g^{\mathcal{K}'}\}$ , subject to budget constraint  $I^{\mathcal{L}'}\bar{L}g^{\mathcal{L}'} + (1 - I^{\mathcal{L}'})\bar{K}g^{\mathcal{K}'} = T'$ , with

$$T' = \sum_{i=1}^2 \tau'_i [f_i(k'_i, L'_i) - w' L'_i - \bar{r}'_i - x_i C_i(k_i, k'_i)], \quad (11)$$

and  $I^{\mathcal{L}'} = 1$  if the government is pro-labor and  $I^{\mathcal{L}'} = 0$  if pro-capital. Additionally, as explained in the previous section, in equilibrium  $w'_1 = w'_2 = w'$  because labor is mobile across sectors, but  $\bar{r}'_1$  and  $\bar{r}'_2$  are not necessarily equalized given that  $K_1$  and  $K_2$  are fixed factors.<sup>22</sup> Denoting with  $\lambda'$  the Lagrange multiplier associated with the budget constraint, the first-order conditions are:

$$\tau'_1 : \quad I^{\mathcal{L}'} \frac{\partial w'}{\partial \tau'_1} \bar{L} + (1 - I^{\mathcal{L}'}) \left( \frac{\partial \bar{r}'_1}{\partial \tau'_1} + \frac{\partial \bar{r}'_2}{\partial \tau'_1} \right) + \lambda' \frac{\partial T'}{\partial \tau'_1} = 0, \quad (12)$$

$$\tau'_2 : \quad I^{\mathcal{L}'} \frac{\partial w'}{\partial \tau'_2} \bar{L} + (1 - I^{\mathcal{L}'}) \left( \frac{\partial \bar{r}'_1}{\partial \tau'_2} + \frac{\partial \bar{r}'_2}{\partial \tau'_2} \right) + \lambda' \frac{\partial T'}{\partial \tau'_2} = 0, \quad (13)$$

$$g^{\mathcal{L}'} : \quad v'(g^{\mathcal{L}'}) - \lambda' = 0, \quad \text{if } I^{\mathcal{L}'} = 1, \quad (14)$$

$$g^{\mathcal{K}'} : \quad \bar{K} v'(g^{\mathcal{K}'}) - \lambda' = 0, \quad \text{if } I^{\mathcal{L}'} = 0, \quad (15)$$

$$\lambda' : \quad T' - I^{\mathcal{L}'} \bar{L} g^{\mathcal{L}'} - (1 - I^{\mathcal{L}'}) \bar{K} g^{\mathcal{K}'} = 0. \quad (16)$$

where  $\partial T' / \partial \tau'_i$  is the change in tax revenue due to a change in  $\tau'_i$ .<sup>23</sup> The system of equations (12) - (16) determine the optimal values  $\{\tau_1'^*, \tau_2'^*, g^{\mathcal{L}'*}, g^{\mathcal{K}'*}, \lambda'^*\}$  as a function of the exogenous parameters, specifically,  $k_1, k_2$ , and  $I^{\mathcal{L}'}$ . As a result, the equilibrium allocation of factors of production  $L_1'^*$  and  $k_i'^*, i = 1, 2$  ultimately depends on prior levels of investment

<sup>22</sup>We do not restrict tax rates to be non-negative. However, it is clear that they cannot be negative or zero in both sectors at the same time.

<sup>23</sup>We assume that the welfare weights attached to  $\mathcal{L}$  and  $\mathcal{K}$  are the same across sectors. It can also be assumed that governments are identified with workers or domestic capitalists operating in specific sectors, which would require using different welfare weights for each group in each sector. As labor is mobile and wages are equalized across sectors, the latter is irrelevant for  $\mathcal{L}$ . It would still seem reasonable, though, to consider different weights for the fixed factors  $K_1$  and  $K_2$ . For simplicity, we assume that domestic capitalists are treated identically regardless of the sector where they operate.

$k_1$  and  $k_2$ , and the government's choice of taxes on capital for each sector  $\tau_1^{I'}$ , and  $\tau_2^{I'}$ .

Equations (14) and (15) simply establish the level of the in-kind transfer targeted to the corresponding political group:  $g^{L'}$  (or  $g^{K'}$ ) is such that  $v_g(g^{L'}) = \lambda'$  (or  $\bar{K}v_g(g^{K'}) = \lambda'$ ).<sup>24</sup>

Consider, in first place, a pro-labor government, i.e.  $I^{L'} = 1$ , and suppose that  $T'$  is strictly concave in  $\tau_i'$ .<sup>25</sup> In this case,

$$\frac{\partial w'}{\partial \tau_i'} \bar{L} = -\lambda' \frac{\partial T'}{\partial \tau_i'}. \quad (17)$$

Hence, since  $\lambda' > 0$ , the expressions  $\partial w'/\partial \tau_i'$  and  $\partial T'/\partial \tau_i'$  have opposite signs. In this way, when domestic labor and foreign capital are substitutes, i.e.  $\partial w'/\partial \tau_i' > 0$ , then  $\tau_i'$  is set at an excessively high level. In other words, the level of  $\tau_i'$  chosen by a pro-labor government under the previous conditions is higher than the level of  $\tau_i'$  that would maximize  $T'$  (or the in-kind transfer received by the government). When foreign investment and labor are complements in production, i.e.  $\partial w'/\partial \tau_i' < 0$ , then  $\partial T'/\partial \tau_i' > 0$ . In this situation, a decline in  $\tau_i'$  increases the wages received by labor, but, at the same time, it decreases the in-kind transfer received by this group. Thus, a pro-labor government chooses the level of  $\tau_i'$  that balances these two effects.<sup>26</sup>

When a pro-capital government is in power in the second period, i.e.  $I^{L'} = 0$ , then

$$\frac{\partial (\bar{r}_1' + \bar{r}_2')}{\partial \tau_i'} = -\lambda' \frac{\partial T'}{\partial \tau_i'}. \quad (18)$$

Since the expression on the LHS of (18) cannot be unambiguously signed, then it is not possible, without making further assumptions, to establish definite conclusions in terms of the level of  $\tau_i'$  chosen by a pro-capital government. We will later explore this effect in more detail in a numerical example where we add more structure to the production and utility

<sup>24</sup>It should be clear that the Lagrange multipliers are not necessarily equal in the two cases.

<sup>25</sup>In other words,  $\partial T'/\partial \tau_i'$  is positive for low values of  $\tau_i'$  and negative for large values of  $\tau_i'$ . The latter is always true in the cases that we consider later in our numerical examples.

<sup>26</sup>If we assume that the transfer received by the political group is an in-cash transfer and that  $\tau_i'$  can also be negative, then a pro-labor government may even end up subsidizing foreign capital under the conditions established before.

functions.

Additionally, tax rates determined in the second period also depend on the amount of foreign capital operating in each sector in the previous period, which, in turn, depend on the tax rates decided by the partisan government at the beginning of that period. The next section addresses this case.

### 5.3 First Period

Economic agents make decisions in the first period assuming that a pro-labor (pro-capital) government will be in power with probability  $\beta'$   $[(1 - \beta)']$  next period, and that this government, when determining the level of the policy variables, will maximize the utility of their constituents, as studied earlier.

#### 5.3.1 First Period: The Firm's Problem

At the end of the first period (i.e., after observing the tax rates decided by a partisan government and anticipating -in expected terms- the tax policy of the second period), the allocation of factors of production across sectors  $\{k_1, k_2, L_1, L_2\}$  is determined. The following system of equations define the equilibrium values of these variables:

$$f_{k,1}(k_1, L_1)(1 - \tau_1) + \delta E [\partial \pi^1 / \partial k_1] - r_1 = 0, \quad (19)$$

$$f_{k,2}(k_2, L_2)(1 - \tau_2) + \delta E [\partial \pi^2 / \partial k_2] - r_2 = 0, \quad (20)$$

$$f_{L,1}(k_1, L_1) - f_{L,2}(k_2, L_2) = 0, \quad (21)$$

where  $\delta$  is the discount factor,  $L_2 = \bar{L} - L_1$ , and

$$\frac{\partial \pi^{i'}}{\partial k_i} = - \left[ (1 - \tau_i') \left( \frac{\partial w'}{\partial k_i} + \frac{\partial \bar{r}_i'}{\partial k_i} \right) + (1 - \tau_i' x_i) C_{k,i} + (f_i' - w' L_i' - \bar{r}_i' - x_i C_i) \frac{\partial \tau_i'}{\partial k_i} \right]. \quad (22)$$

Equations (19) and (20) determine the levels of  $k_i'$  that maximize the MNC's expected present value of profits, i.e.,  $\partial V_i / \partial k_i = 0, i = 1, 2$ . When the MNC decides the amount of

foreign capital that it will employ in sector  $i$ , it considers both the effect of a change in  $k_i$  on profits in the first period, represented  $f_{k,i}(k_i, L_i)(1 - \tau_i) - r_i$ , and the expected impact of a change in  $k_i$  on the MNC's second-period profits, given by  $E[\partial\pi^i/\partial k_i]$ . Since domestic labor is completely mobile across sectors, wages should also be equalized in equilibrium, as studied earlier. Overall, the system of equations (19-21) implicitly determine the solutions  $k_i(\tau_1, \tau_2)$  and  $L_i(\tau_1, \tau_2)$ ,  $i = 1, 2$ .

#### 5.4 First Period: The Government's Problem

At the beginning of the first period, the government chooses tax policy. The problem is similar to the one explained in Section 5.2: a partisan government (pro-labor or pro-capital) must decide the optimal policy for that period, represented by taxes and transfers  $\{\tau_1, \tau_2, g^{\mathcal{L}}, g^{\mathcal{K}}\}$ , in anticipation of the sectoral allocation choices made by workers and foreign investors  $\{k_1, k_2, L_1, L_2\}$  derived earlier. Note that even though governments are only concerned about the current well-being of their political base, their decisions will definitely have implications for future governments. The government problem becomes

$$\max_{\{\tau_1, \tau_2, g^{\mathcal{L}}, g^{\mathcal{K}}\}} \Omega = I^{\mathcal{L}}(L_1 U_1^{\mathcal{L}} + L_2 U_2^{\mathcal{L}}) + (1 - I^{\mathcal{L}})(U_1^{\mathcal{K}} + U_2^{\mathcal{K}}), \quad (23)$$

subject to  $I^{\mathcal{L}}\bar{L}g^{\mathcal{L}} + (1 - I^{\mathcal{L}})\bar{K}g^{\mathcal{K}} = T$ , with

$$T = \sum_{i=1}^2 \tau_i [f_i(k_i, L_i) - wL_i - \bar{r}_i] \quad (24)$$

The first-order conditions and the conclusions are similar to the ones established earlier. The only difference with the previous analysis is that the tax revenue  $T$  is not affected by the deductability of capital adjustment costs.

## 6 Numerical Example

To illustrate the implications of the theoretical model introduced earlier, we perform a series of simulations with numerical examples where we use specific functional forms for production and utility functions of the actors involved. In particular, our objective is to examine how different effective corporate tax rates across sectors implemented by pro-labor governments differ from those chosen by pro-capital governments, and how these choices depend on adjustment/capital mobility costs faced by foreign investors, and on the degree of complementarity and substitutability between foreign capital and labor.

### 6.1 Description of the numerical example

In the examples, we use the following functional specifications. First, the utility function is defined by  $U_h = y_h + b(g_h)^\theta$ , for  $h = \mathcal{L}, \mathcal{K}$ , with  $b > 0$  and  $0 < \theta < 1$ . Second, the production technology is represented by the following production function:

$$q = AK^\alpha[L^\sigma + ak^\sigma]^{(1-\alpha)/\sigma} \quad (25)$$

where  $\alpha \in (0, 1)$ ,  $\sigma \in (-\infty, 1)$ , and  $a > 0$ . The production function has the following characteristics. The parameter  $a$  is the effectiveness of foreign capital relative to domestic labor. The production function is a CRS Cobb-Douglas function in the inputs  $K$  and the composite term  $[L^\sigma + ak^\sigma]^{1/\sigma}$ .<sup>27</sup> The production function in (25) allows for different substitution possibilities between foreign capital and labor, determined by the parameter  $\sigma$ . In fact, the elasticity of substitution between domestic labor and foreign capital is

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<sup>27</sup>We use a similar specification as the one employed by Katz and Murphy (1992), Krussel et al (2000), and Ciccone and Peri (2003). The functional form is the same for each sector, but the parameters may differ. In fact, the numerical examples will consider the effect on the policy variables when  $\sigma$  differs across sectors. An alternative scenario where domestic and foreign capital are complement or substitute to each other, and they are both jointly complements to labor:  $q = AL^\alpha[K^\sigma + ak^\sigma]^{(1-\alpha)/\sigma}$ . Substantively the predictions would be the same than those presented here. The only difference is that it would be workers rather than capital owners who would be more inclined to lure foreign capital in. This functional form is implicit in the model developed by Pinto, forthcoming. We chose the functional form in (25) to follow the extant literature in economics.

$1/(1 - \sigma)$ .<sup>28</sup> As in Pinto and Pinto (2008) we define complementarity and substitutability between domestic labor and foreign capital in terms of the sign of  $f_{Lk}$ . If  $f_{Lk} > 0$ , foreign capital is a complement of labor in production are complements, and if  $f_{Lk} < 0$ , they are substitutes. When the production function is specified as in (25), the following relationship between  $\sigma$ ,  $\alpha$  and  $f_{Lk}$  holds:

$$f_{Lk} = \frac{(1 - \alpha - \sigma) f_L f_k}{(1 - \alpha) q}. \quad (26)$$

Considering this last expression, we examine in our numerical example three possible cases, depending on the relationship between  $\alpha$  and  $\sigma$ . On one hand, if  $0 < (1 - \alpha) < \sigma$ , then  $k$  and  $L$  are necessarily substitutes. On the other hand, when  $\sigma < (1 - \alpha)$ ,  $k$  and  $L$  are complements. However, in this latter case, it will be relevant to differentiate the following two subcases :  $0 < \sigma < (1 - \alpha)$ , or  $k$  and  $L$  are weak complements; and  $\sigma < 0 < (1 - \alpha)$ , or  $k$  and  $L$  are strong complements.

In the simulations, we consider the decisions made by a pro-labor government ( $I^{\mathcal{L}} = 1$ ) and a pro-capitalist government ( $I^{\mathcal{L}} = 0$ ) in the first period under different possible second-period scenarios. In particular, we study how the tax rates decided in the first period depend on the probability that a pro-labor government is in power in the second period,  $\beta'$ . We focus on  $\beta' = \{0, 1\}$ . Tables 1, 2, and 3 summarize the results obtained in different numerical simulations for different assumptions regarding the technological relationship of complementarity and substitutability between foreign capital and labor in the host country, and varying costs of redeployment of foreign capital. Initially, we assume that sectors 1 and 2 are completely identical. The parameter values are listed at the bottom of the tables. The following section presents the conclusions of the numerical exercises.

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<sup>28</sup>  $\sigma$  also indirectly affects the elasticities of substitution between domestic capital and labor and between domestic capital and foreign capital. These elasticities are not constant and are given, respectively, by

$$\varepsilon_{KL} = \frac{\alpha L^\sigma + ak^\sigma}{\alpha L^\sigma(1 - \sigma) + ak^\sigma} \quad \text{and} \quad \varepsilon_{Kk} = \frac{L^\sigma + \alpha ak^\sigma}{L^\sigma + \alpha ak^\sigma(1 - \sigma)}.$$

## 6.2 Results

### 6.2.1 Foreign investment and labor as substitutes: $\sigma > (1 - \alpha) > 0$

First, Table 1 shows the results when domestic labor and foreign capital are substitutes.

We discuss below the results obtained under perfect and imperfect mobility.

1. *Perfect mobility.* When capital adjustment is costless, i.e.,  $\phi_1 = \phi_2 = 0$ , foreign capital adjusts to its desired level at each stage. In other words, the decisions made at each stage are independent of one another. Under these conditions we obtain the following results:
  - (a) Higher tax rates affect wages and the return to domestic capital in opposite directions. Lower capital inflows resulting from higher taxes would increase wages and decrease the returns to domestic capital owners.
  - (b) Pro-labor governments tend to choose higher tax rates, while pro-capital governments choose lower tax rates.
  
2. *Imperfect mobility.* Assuming, as in the obsolescing bargain literature, that it is costly to change the level of investment in the second period, specifically in the example if  $\phi_1 = \phi_2 = 0.03$ , then decisions made in the first period also affect the equilibrium levels of foreign capital, returns to all factors of production, and government tax revenue in the second period.
  - (a) Tax rates are systematically higher in the second period regardless of the government's political orientation. The latter is consistent with the idea that in the presence of capital adjustment costs, capital becomes more inelastic in the second period and, consequently, it is taxed more. This is a typical hold-up problem identified in the literature.
  - (b) All types of governments irrespective of their orientation will choose lower tax rates in the first period when  $\beta'$  is higher. In other words, as it is more likely to observe a pro-labor government in the second period, first period tax rates

decrease. The reason is that since domestic labor and foreign capital are substitutes in this case, it is expected that a pro-labor government will implement a relatively higher tax rate in the next period than the pro-capital government. As a result, it is harder to attract capital since investors expect higher taxes in the future; so it takes a lower tax rates in the first period to attract the same amount of capital than when there are no capital adjustment costs. In other words, for the predictions of the obsolescing bargain to attain investors have to be compensated in the first period to lure them in, otherwise they would stay out altogether. Moreover, it should be noted that this result is conditional on the government's type:

- i. The tax rate chosen in the first-period by a pro-capital government who is followed with certainty by a pro-labor government, i.e., when  $\{I^L = 0, \beta' = 1\}$ , is lower than the tax rate chosen by the same type of first period government when there is perfect capital mobility.
- ii. In the second period, pro-capital and pro-labor governments choose lower tax rates when they are preceded by a pro-capital government.
- iii. Tax rates in the second period will always be higher than the respective tax rates in the first period, with the exception of the case when a pro-capital government follows a pro-labor government. This is consistent with the partisan business cycles identified by Vaaler (2008) using data on project finance announcements and investment.

### 6.2.2 Foreign investment and labor as weak complements: $(1 - \alpha) > \sigma > 0$

Second, Tables 2 and 3 present two cases where foreign capital and labor are complements in production, and both are jointly a complement to domestic capital. Consider first the results in Table 2, where foreign capital and labor are weak complements ( $\sigma_1 = \sigma_2 = 0.4$ ; and  $\alpha_1 = \alpha_2 = 0.5$ ).

1. *Perfect mobility.*

- (a) Pro-labor governments choose higher tax rates than pro-capital governments.
- (b) Higher tax rates are associated with lower levels of foreign capital, and as a result, lower returns to both domestic inputs.
- (c) Tax rates chosen by governments when foreign capital and domestic labor are complements are higher than the respective tax rates when foreign capital and labor are substitutes. This results from the differential effects of foreign capital inflows on factor markets and on government revenue. Still, the amount of foreign capital entering the country and the returns to domestic factors of production are higher in the former case (complements) than in the latter case (substitutes) since domestic capital is a complement to composite of foreign capital and labor.

2. *Imperfect mobility.*

- (a) For both pro-labor ( $I^{\mathcal{L}} = 1$ ) and pro-capital ( $I^{\mathcal{L}} = 0$ ) governments tax rates chosen in the first period are systematically lower when redeployment costs are positive relative to the case of perfect mobility. This is natural since in the presence of positive adjustment costs investors have to be compensated for the expected increase in tax rates in the second period to enter the host country in the first period.
- (b) In the first period, pro-capital governments choose higher tax rates when  $\beta'$  is higher, while the opposite is true when pro-labor governments are in power in the first period. This suggests that the incentives to act opportunistically are different for incumbents of different orientation. These incentives can be augmented or mitigated depending on the distributive consequences of foreign investment. This is, we believe, a novel result.

**6.2.3 Foreign investment and labor as strong complements:  $(1 - \alpha) > 0 > \sigma$**

Finally, Table 3 analyzes the case where foreign capital is a strong complement of labor ( $\sigma_1 = \sigma_2 = -1.2$ ; and  $\alpha_1 = \alpha_2 = 0.1$ ). The results from this exercise can be summarized

as follows:

1. *Perfect mobility.*

- (a) In the absence of redeployment costs, tax rates chosen by pro-capital governments are higher than tax rates chosen by pro-labor governments when foreign capital is a strong complement of labor.
- (b) Wages and returns to domestic capital are higher and tax revenue is lower when pro-labor governments are in power. Since labor is in this case a strong complement of foreign capital, the factor market effect of capital inflows on wages dominates tax revenue motivations in the worker's utility.
- (c) While a higher tax rate increases tax revenue and, consequently, government transfers to the political group that is represented by the incumbent, it also decreases returns to domestic factors of production since higher tax rates reduce foreign capital inflows which affect negatively both  $w$  and  $\bar{r}$ , given that in this case foreign capital is a complement in production to both domestic capital and domestic labor. For labor, the negative impact of tax rates on wages is substantially more important than the positive effect of higher tax rates on tax revenue and hence government transfers. As a consequence, pro-labor governments end up choosing lower tax rates.

2. *Under imperfect mobility.*

- (a) Tax rates chosen by governments in the first period are higher when  $\beta'$  increases. The lowest first period tax rate is observed when a pro-labor government is followed by a pro-capital government with probability one. The pro-labor government in the first period lowers the tax rate beyond the revenue maximizing level to promote inflows of foreign capital that benefit labor in the market place. When the pro-capital party is in government in the second period the revenue maximizing motivations dominate. The latter is an example of the pro-labor government in the first period internalizing the adjustment costs faced by investors

in the second period. This is a prediction that is not captured by explanations in the obsolescing bargain tradition.

- (b) One implication of the previous result is that when foreign capital strongly complements labor in production workers would become better off in the first period if the pro-labor government is followed by a pro-capital government with probability one. The pro-labor government internalizes the effect of the higher capital tax to be levied by the pro-capital government and hence needs to compensate investors in the first period so that they enter the host country to benefit workers both through foreign capital's effect on labor demand and through workers' consumption of government output. The outcome is higher investment in the first period.
- (c) In the second period, pro-capital governments will choose higher tax rates than those selected by pro-labor governments, since the revenue maximizing motivation dominates and it is not fully compensated by the higher returns in factor markets.

### 6.3 Discussion

Taken together the results discussed above suggest that contrary to received wisdom partisan orientation of incumbent host governments seem to matter in the presence of international investment with high redeployment costs. The results suggest that the incentives to act opportunistically also differ for incumbents of different orientation. The incentives predicted by the obsolescing bargain hypothesis can be augmented or mitigated depending on the distributive consequences of foreign investment flows, which in turn result from the technological relationship among factors of production. We are, thus, able to present the predictions from the obsolescing bargain model as a special case of a broader model of the political economy of foreign investment when governments are partisan.

The different scenarios can be derived from the combination of two basic parameters traditionally associated with the existence of MNCs: variable costs of redeployment and

different technologies of production affecting the relative demand of factor services in the host country (Caves 1996; Markusen 1995). The combination of these parameters can help explain the existence of political and partisan cycles in foreign direct investment, even when the time horizons of governments and investors do not match. Investors internalize the probability of opportunistic behavior of host governments when deciding their investment strategies; and governments that by assumption cannot commit themselves to maintaining stable tax rates through time are obligated to internalize the expected reaction of forward looking investors when they enact policies aimed at luring investors in or keeping them out.

The model also provides a strong intuition on when the scope conditions under which institutional constraints would result in higher investment flows and shows that partisanship can provide an alternative mechanism mitigating the time inconsistency problem in sequential policy-making. The potential benefits from institutional constraints arise under specific realization of the parameters in our model: in particular it requires high cost of redeployment and the absence of distributional concerns in the host government's objective function.

These predictions are consistent with a number of empirical regularities associated with partisan cycles in investment regulation and performance documented in earlier work. Holding the technological relationship constant, the analysis suggests that the partial correlation between the left and higher FDI flows decreases as political constraints increases. The opposite is found for the right, where higher constraints lead to higher FDI flows (see Pinto forthcoming, chapter 4). Both results would be expected since in the aggregate is more likely to lead to higher demand for labor services and competition for host country businesses. Moreover, the relationship is also reflected when looking at measures of policy restrictions imposed on FDI (Pinto, forthcoming). Table 4 presents the results from regressing an index of investment restrictions developed by Golub (2003) on an indicator of whether the executive is controlled by the Left, a measure of political constraints developed by Henisz (2002) and the interaction between these two variables. The results, presented

graphically in figure 2, suggest the partial correlation between political constraints and a measure of investment policy orientation for a sample of OECD countries depends on the partisanship of the incumbent government. Yet the results also show the differential effect of political constraints on governments of different partisan orientation: when unconstrained the left incumbent is associated with lower restrictions on FDI.

[Table 4 and Figure 2 about here]

The model can also explain the positive partial correlation between the Left and the share of FDI to domestic investment discussed in Pinto and Pinto (2008). The link between technology of production and foreign investment flows predicted by the dynamic model is also apparent in the correlation between FDI flows and the party of the left's shares of cabinet portfolios. The correlation of the left control over the cabinet and FDI share of investment (and FDI flows) is stronger for manufacturing industries, weakens for the service sector and turns negative, albeit not significantly different from zero, for the primary sector.<sup>29</sup> Moreover, the proposition that lower adjustment costs and, hence, higher capital mobility, is also consistent with the findings by Pinto et al. (2010) on the positive correlation between the left and international market capitalization.

Lastly, the model is consistent with the international business literature that documents the constant efforts by MNCs to actively manage risk. Chapter 1 in Jensen et al. (forthcoming) discusses in depth the different risk mitigating strategies adopted by foreign investors. These strategies include, but are not limited to, the following: entering into alliances with local partners and other investors (Stopford and Strange 1991); staged entry and local procurement (Henisz and Delios 2004); reliance on home governments and international organizations (Ramamurti 2001). Moreover, the intuition from the model explains the numerous concessions made by host governments to lure investors into sectors such as mining and even public utilities in Latin America and Eastern Europe during the era of economic reforms of the 1990s.

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<sup>29</sup>See Table 4.3 in Chapter 4 in Jensen et al. forthcoming. We would expect that FDI to increase labor demand in manufacturing, and possibly in the service sector, but not in the primary sector, an expectation that seems to be borne out in the data. The results are also apparent in a dynamic panel setting using a GMM estimator.

## 7 Conclusion

Recent work on the political determinants of FDI has found preliminary evidence that, controlling for the determinants of capital flows identified in the literature, aggregate FDI inflows tend to be larger to governments that cater to labor (Pinto 2004, 2005, forthcoming). Those models were motivated by the assumption that foreign capital is more likely to increase labor demand. Yet, we have reason to believe that this assumption depends on the technology associated with capital inflows, which could either complement or substitute for labor and capital in the host, leading to starkly different distributive consequences.

In Pinto and Pinto (2008), we argued that different forms of FDI react differently to political incentives, and hence predicted the existence of partisan cycles in the flow of foreign direct investment to different industries. In host countries governed by the left, FDI will flow to sectors where it is a complement of labor, such as manufacturing. Moreover we expected that capital will be attracted to those sectors where foreign capital is a complement of capital, hence substituting for labor, when the right/pro-business party is in power.<sup>30</sup> In that paper we modeled the interaction between governments and investors as a static game aimed at capturing the long-term equilibrium allocation of investment when costs of relocation tend to zero. We have, hence, abstracted from adjustment costs and time consistency problems faced by investors and governments respectively in their strategic interaction.

In the present work we extend the model by adding this dynamic element to analyze the effect of partisanship on the regulation of FDI. Our modeling strategy allows us to identify the conditions under which higher costs of redeployment will affect the incentives to tax foreign investment more heavily, rendering the predictions from the obsolescing bargain model as a sub-case in the broader framework that we defined as the politics of investment.

We also show that irrespective of the costs of adjustment faced by investors, incum-

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<sup>30</sup>See Jensen et al. forthcoming; Pinto forthcoming. In Pinto and Pinto (2007), we analyze the consequences of adding employment effects to the analysis of the political economy of FDI when the incumbent has partisan motivations.

bents have an incentive to tax more heavily foreign capital that is substitute in production to the incumbents' core constituents, i.e.: a pro-labor government will, for instance, tax more heavily foreign capital that is associated with the introduction of labor saving technologies, as predicted by our earlier work.

We predict that the net rate of return offered to foreign investors in the first stage should “compensate” them for their cost of redeployment. The amount of the compensation, which effectively takes place through lower tax rates in the first period, depends on both the probability the incumbent will be replaced in the second period and on the technological relationship between factors of production.

We identify conditions under which the pro-labor will offer better investment conditions -in the form of lower taxes in our stylized model- to investment that raises labor demand, and hence wages. How much those taxes are reduced depends on the impact of this policy on direct income (in this case, wages) and on the amount of tax revenue used to finance government transfers.

The predictions of our theoretical framework are consistent with our findings on the differential sectoral allocation of FDI in OECD countries as the orientation of the incumbent changed, and the positive effect of FDI on wages under the left.<sup>31</sup>

In future research we intend to explore the effect of allowing investors to adjust technology to changing political conditions to maximize rate of return conditional on the orientation of the incumbent. We will also extend the framework to allow host governments to subsidize investors' costs of redeployment, or allow them to deduct those costs for tax purposes.

Last, one of the central implications from our model is that while constraining effects of globalization on governments ability to enact their most preferred policy as predicted by the literature on policy convergence, increasing international capital mobility could result in starkly different investment regimes as the orientation of the incumbent parties moves from Left and the Right, and back. While higher mobility may indeed

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<sup>31</sup>See Pinto and Pinto 2008; Jensen et al. forthcoming; Pinto forthcoming.

reduce government's ability to tax internationally mobile capital, we are likely to see governments compete for different types of capital. And these differences are likely to result from the differential distributive consequences of the various types of investment flows.

Figure 1: Timing of Events

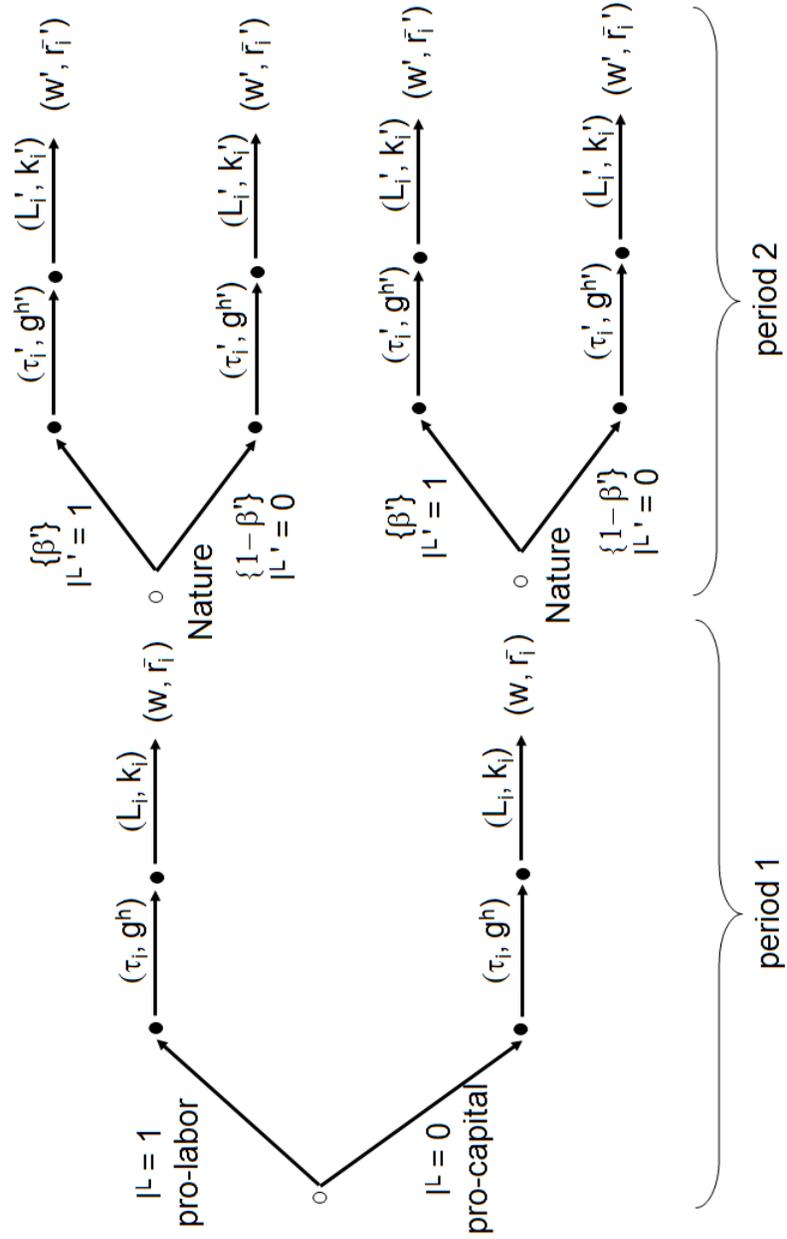
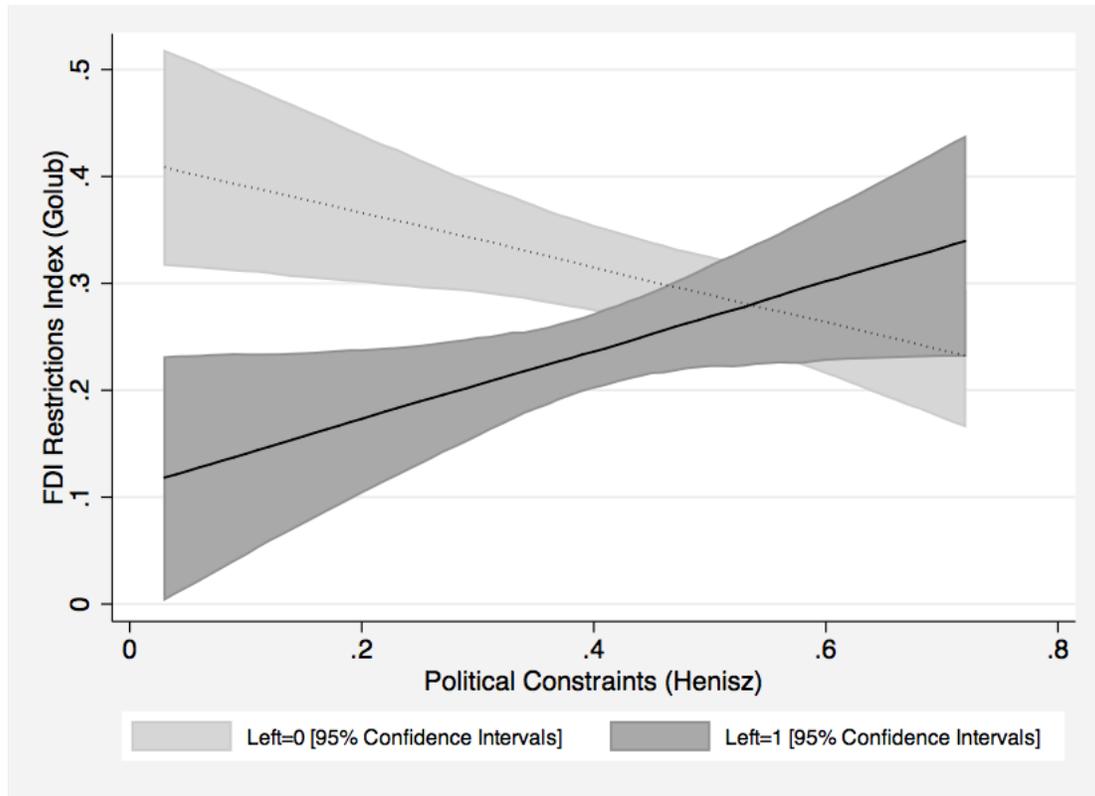


Figure 2: Index of FDI restrictions, partisanship and political constraints: predicted values



Predicted values from coefficients in Model (3) of Table 4  
Source: Pinto forthcoming, chapter 4.

Table 1: Substitutes:  $\sigma_i > (1 - \alpha_i) > 0$ 

$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$\bar{r}$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.00	{0, 0.00}	0.2885	0.3866	0.1421	0.1965	0.0314			0.2885	0.3866
	{0, 0.50}	0.2885	0.3866	0.1421	0.1965	0.0314	0.4442	0.2160	0.2885	0.3866
	{0, 1.00}	0.2885	0.3866	0.1421	0.1965	0.0314	0.4442	0.2160		
	{1, 0.00}	0.4442	0.2160	0.1441	0.1830	0.0345			0.2885	0.3866
	{1, 0.50}	0.4442	0.2160	0.1441	0.1830	0.0345	0.4442	0.2160	0.2885	0.3866
	{1, 1.00}	0.4442	0.2160	0.1441	0.1830	0.0345	0.4442	0.2160		
$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$\bar{r}$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.03	{0, 0.00}	0.2903	0.3193	0.1428	0.1915	0.0283			0.3683	0.2991
	{0, 0.50}	0.2888	0.3223	0.1428	0.1918	0.0283	0.4940	0.1989	0.3679	0.3002
	{0, 1.00}	0.2874	0.3252	0.1428	0.1920	0.0283	0.4938	0.1994		
	{1, 0.00}	0.4458	0.1779	0.1447	0.1795	0.0310			0.3954	0.2357
	{1, 0.50}	0.4417	0.1808	0.1447	0.1797	0.0310	0.5102	0.1650	0.3947	0.2373
	{1, 1.00}	0.4377	0.1836	0.1446	0.1800	0.0310	0.5097	0.1659		

Parameter values:

$$r_i = 0.20; A_i = 0.30; a_i = 1.025; \alpha_i = 0.50; \sigma_i = 0.60; \delta = 0.90; b = 0.90; \theta = 0.50; x_i = 0.$$

Table 2: Complements I:  $(1 - \alpha_i) > \sigma_i > 0$  (Weak Complements)

$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$r$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.00	{0, 0.00}	0.3329	0.8234	0.1717	0.2952	0.0822			0.3329	0.8234
	{0, 0.50}	0.3329	0.8234	0.1717	0.2952	0.0822	0.5324	0.4373	0.3329	0.8234
	{0, 1.00}	0.3329	0.8234	0.1717	0.2952	0.0822	0.5324	0.4373		
	{1, 0.00}	0.5324	0.4373	0.1676	0.2611	0.0996			0.3329	0.8234
	{1, 0.50}	0.5324	0.4373	0.1676	0.2611	0.0996	0.5324	0.4373	0.3329	0.8234
	{1, 1.00}	0.5324	0.4373	0.1676	0.2611	0.0996	0.5324	0.4373		
$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$r$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.03	{0, 0.00}	0.3325	0.7074	0.1707	0.2861	0.0768			0.4071	0.6751
	{0, 0.50}	0.3327	0.7125	0.1707	0.2865	0.0771	0.5719	0.4187	0.4068	0.6767
	{0, 1.00}	0.3329	0.7180	0.1708	0.2870	0.0774	0.5717	0.4194		
	{1, 0.00}	0.5304	0.3732	0.1667	0.2539	0.0926			0.4400	0.5376
	{1, 0.50}	0.5282	0.3789	0.1667	0.2546	0.0928	0.5908	0.3519	0.4392	0.5407
	{1, 1.00}	0.5264	0.3843	0.1668	0.2552	0.0931	0.5904	0.3534		

Parameter values:

$$r_i = 0.20; A_i = 0.30; a_i = 1.025; \alpha_i = 0.50; \sigma_i = 0.40; \delta = 0.90; b = 0.90; \theta = 0.50; x_i = 0.$$

Table 3: Complements II:  $(1 - \alpha_i) > 0 > \sigma_i$  (Strong Complements)

$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$r$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.00	{0, 0.00}	0.4329	0.5796	0.0226	0.0139	0.0885			0.4329	0.5796
	{0, 0.50}	0.4329	0.5796	0.0226	0.0139	0.0885	0.3601	0.7295	0.4329	0.5796
	{0, 1.00}	0.4329	0.5796	0.0226	0.0139	0.0885	0.3601	0.7295		
	{1, 0.00}	0.3601	0.7295	0.0332	0.0164	0.0821			0.4329	0.5796
	{1, 0.50}	0.3601	0.7295	0.0332	0.0164	0.0821	0.3601	0.7295	0.4329	0.5796
	{1, 1.00}	0.3601	0.7295	0.0332	0.0164	0.0821	0.3601	0.7295		
$\phi$	$\{I^L, \beta'\}$	$\tau$	$k$	$w$	$r$	$T$	$\tau' _{I^L=1}$	$k' _{I^L=1}$	$\tau' _{I^L=0}$	$k' _{I^L=0}$
0.03	{0, 0.00}	0.3917	0.5461	0.0203	0.0133	0.0776			0.4670	0.5156
	{0, 0.50}	0.3927	0.5428	0.0201	0.0132	0.0775	0.4107	0.6054	0.4670	0.5150
	{0, 1.00}	0.3938	0.5395	0.0199	0.0131	0.0775	0.4108	0.6044		
	{1, 0.00}	0.3308	0.6713	0.0289	0.0154	0.0727			0.4695	0.5364
	{1, 0.50}	0.3314	0.6680	0.0287	0.0154	0.0726	0.4086	0.6390	0.4694	0.5359
	{1, 1.00}	0.3319	0.6647	0.0284	0.0153	0.0726	0.4086	0.6382		

Parameter values:

$$r_i = 0.20; A_i = 0.50; a_i = 1.025; \alpha_i = 0.10; \sigma_i = -1.20; \delta = 0.90; b = 0.90; \theta = 0.50; x_i = 0.$$

Table 4: Partisanship and Investment Restrictions

	Dependent Variable: FDI Restrictions Index (Golub 2003)				
	(1)	(2)	(3)	(4)	(5)
Left	-0.051 *	-0.055 *	-0.314 ***	-0.293 **	-0.297 **
	(0.031)	(0.032)	(0.101)	(0.146)	(0.147)
Polcon iii		-0.102	-0.256 *	-0.706 ***	-0.274
		(0.138)	(0.131)	(0.246)	(0.211)
Left x Polcon iii			0.586 **	0.580 *	0.593 *
			(0.231)	(0.317)	(0.315)
Centralized Business Org.				0.148 **	
				(0.058)	
Government Share of GDP					0.003
					(0.003)
Constant	0.299 ***	0.346 ***	0.418	0.588 ***	0.370 ***
	(0.021)	(0.069)	(0.065)	(0.122)	(0.113)
Observations	72	72	72	36	54
Units	27	27	27	18	18
$R^2$	0.0370	0.0441	0.0898	.0792	0.0719

Significance levels: 1% (\*\*\*), 5% (\*\*), 10%(\*). Robust standard errors in parenthesis.

Source: Pinto, forthcoming, chapter 4.

INVESTMENT RESTRICTIONS INDEX: is an index of FDI specific restrictions such as limitations on foreign ownership, screening or notification procedures, and management, and operational restrictions (Golub 2003). Countries covered: Australia, Austria, Belgium, Canada, Czech Republic, Denmark, Finland, France, Germany, Greece, Iceland, Ireland, Italy, Japan, Korea, Mexico, Netherlands, New Zealand, Norway, Poland, Portugal, Spain, Sweden, Switzerland, Turkey, United Kingdom, United States. Years: 1980, 1990, 2000

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