TRANSFORMATIVE INDUSTRIAL POLICY FOR AFRICA



United Nations Economic Commission for Africa

TRANSFORMATIVE INDUSTRIAL POLICY FOR AFRICA



United Nations Economic Commission for Africa Ordering information

To order copies of Transformative Industrial Policy for Africa by the Economic Commission for Africa, please contact:

Publications Economic Commission for Africa P.O. Box 3001 Addis Ababa, Ethiopia

Tel: +251 11 544-9900 Fax: +251 11 551-4416

E-mail: ecainfo@uneca.org Web: www.uneca.org

© 2016 Economic Commission for Africa

Addis Ababa, Ethiopia

All rights reserved

First printing April 2016 Language: English ISBN: 978-99944-61-87-5 eISBN: 978-99944-62-87-2

Material in this publication may be freely quoted or reprinted. Acknowledgement is requested, together with a copy of the publication.

Cover design: C.Silborn

iv

CONTENTS

AcronymsviAcknowledgmentsxAbout the reportxChapter 1 IntroductionxChapter 2 From 'African growth tragedy' to 'Africa rising' - Debunking the myths2.1. The African growth tragedy2.1.1. The arguments2.1.2. The criticisms12.2. Africa rising12.2.1. The arguments12.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy23.1. Definition of industrial policy: General vs. selective industrial policy33.2. Why manufacturing?3
About the reportxChapter 1 IntroductionChapter 2 From 'African growth tragedy' to 'Africa rising' - Debunking the myths2.1. The African growth tragedy2.1.1. The arguments2.1.2. The criticisms12.2. Africa rising12.2.1. The arguments12.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy23.1. Definition of industrial policy: General vs. selective industrial policy2
Chapter 1 Introduction Chapter 2 From 'African growth tragedy' to 'Africa rising' - Debunking the myths 2.1. The African growth tragedy 2.1.1. The arguments 2.1.2. The criticisms 1 2.2. Africa rising 2.2.1. The arguments 2.2.2. The criticisms 1 2.2.2. The criticisms 2.3. Conclusion 2 Chapter 3 Theoretical perspectives on industrial policy 3.1. Definition of industrial policy: General vs. selective industrial policy 2
Chapter 2 From 'African growth tragedy' to 'Africa rising' - Debunking the myths 2.1. The African growth tragedy 2.1.1. The arguments 2.1.2. The criticisms 1 2.2. Africa rising 2.2.1. The arguments 2.2.1. The arguments 2.2.2. The criticisms 1 2.3. Conclusion 2 3.1. Definition of industrial policy: General vs. selective industrial policy 2
2.1. The African growth tragedy2.1.1. The arguments2.1.2. The criticisms2.1.2. The criticisms2.2. Africa rising2.2.1. The arguments2.2.2. The criticisms2.3. Conclusion2.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.1.1. The arguments2.1.2. The criticisms2.2. Africa rising2.2.1. The arguments2.2.2. The criticisms2.3. Conclusion2.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.1.2. The criticisms12.2. Africa rising12.2.1. The arguments12.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.2. Africa rising12.2.1. The arguments12.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.2.1. The arguments12.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.2.2. The criticisms12.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy3.1. Definition of industrial policy: General vs. selective industrial policy2
2.3. Conclusion2Chapter 3 Theoretical perspectives on industrial policy23.1. Definition of industrial policy: General vs. selective industrial policy2
Chapter 3 Theoretical perspectives on industrial policy23.1. Definition of industrial policy: General vs. selective industrial policy2
3.1. Definition of industrial policy: General vs. selective industrial policy2
3.2. Why manufacturing? 3
3.2.1. Manufacturing as the engine of economic development 3
3.2.2. Have we entered a post-industrial age? Manufacturing vs. services 3
3.2.3. Manufacturing and the African countries3
3.3. Two contending visions of industrial policy in economic development: Comparative advantage and infant industry promotion 3
3.3.1. The theory of comparative advantage 3
3.3.2. The theory of infant industry promotion 3
3.3.3. Concluding remarks4
3.4. Arguments for industrial policy4
3.4.1. Interdependence arguments4
3.4.2. Capabilities arguments4
3.4.3. Risk and uncertainty4
3.5. Implementation issues4
3.5.1. Policy design: Realism and adaptability4
3.5.2. Political economy4
3.5.3. Management of the implementation process5
3.6. Conclusion5

v

Chapter 4 Experiences of industrial policy in the past and the present	57
4.1. Industrial policy experiences of today's rich countries	60
4.1.1. Industrial policy experiences of today's rich countries after World War II	60
4.1.2. Industrial policy experiences of today's rich countries at the earlier stages of their economic development	62
4.2. Industrial policy experiences of today's more advanced developing countries	67
4.2.1. China	67
4.2.2. Brazil	71
4.2.3. Chile	76
4.2.4. United Arab Emirates	81
4.2.5. Malaysia	84
4.3. Industrial policy experiences of today's poorer developing countries	92
4.3.1. Vietnam	92
4.3.2. Uzbekistan	96
4.3.3. Ethiopia	102
4.3.4. Rwanda	107
4.4. Conclusion	110
Chapter 5 Industrial policy for Africa in the new global environment	113
5.1. Shrinking policy Space – The WTO, bilateral and regional trade and investment agreements	115
5.1.1. An overview	115
5.1.2. Multilateral Agreements	117
5.1.3. Bilateral and Regional Agreements	130
5.1.4. Concluding remarks	142
5.2. The expansion of global value chains	143
5.2.1. Upsides of GVCs	146
5.2.2. Downsides of GVCs	148
5.2.3. Implications for industrial policies	154
5.2.4. Concluding remarks	158
5.3. Conclusion	159
Chapter 6 Summary and Conclusion	161
Bibliography	167

List of Figures and Tables

Figure 2.1	Annual GDP Growth (per cent)	19
Figure 2.2	African countries MVA and population	24
Figure 4.1	Average tariff rates on manufactured products for selected developed countri in their early stages of development (weighted average; in per cent of value)	es 63
Figure 4.2	E&E Share in manufacturing exports, 1968–2007 (per cent)	90
Figure 4.3	Average tariff rates and share of tariff peaks in tariff schedule in Uzbekistan, 2001-2009 (per cent)	97
Figure 4.4	Rates of select excise taxes in Uzbekistan, 2012 (per cent unless otherwise indicated)	98
Figure 4.5	Exports of vehicles from Uzbekistan	100
Figure 5.1	Countries that applied or are still applying the local content policy in their oil and gas sectors	128
Figure 5.2	Regional Trade and Integration Agreements in Africa	136
Figure 5.3	FDI inflows in Africa, million \$	144
Figure 5.4	Share of global trade in value added	145
Figure 5.5	Africa's largest companies ranked by turnover, 2013	149
Table 2.1	The manufacturing idiosyncrasies of African economies	20
Table 4.1	The structure of Malaysia's E&E industry	89
Table 5.1	List of policy measures not directly covered by WTO agreements	116
Table 5.2	Bound and applied tariffs of African countries (excluding North Africa) (non-agricultural / industrial products)	119
Table 5.3	Invocations and disinvocations of Articles XII and XVIII:B since entry into force of the WTO Agreement	122
Table 5.4	Countries in Africa according to the SCM agreement (excluding North Africa)	124
Table 5.5	Bilateral Investment Treaties of African Countries with selected other countries	140

vii

ACRONYMS

ABDI	Brazilian Industrial Development Agency
ACP	African, Caribbean and Pacific
ADBC	Agricultural Development Bank of China
ADNOC	Abu Dhabi National Oil Company
AfDB	African Development Bank
AGOA	African Growth and Opportunities Act
ASEAN	Association of Southeast Asian Nations
ATPA	Andean Trade Preferences Act
BDVC	Buyer-Driven Value Chain
BITs	Bilateral Investment Treaties
BNDES	Banco Nacional de Desenvolvimento Econômico e Social
	(Brazilian Development Bank, also known as National Bank for
	Economic and Social Development)
BoP	Balance of Payments
CBE	Commercial Bank of Ethiopia
CBI	Caribbean Basin Incentive
CDB	China Development Bank
CEMAC	Central African Economic and Monetary Union
CEN-SAD	Community of Sahel-Saharan States
CEO	Chief Executive Officer
CMT	Cut, Make and Trim
CNDI	Council for Industrial Development
CODELCO	Corporación Nacional del Cobre de Chile
COMESA	Common Market for Eastern and Southern Africa
CONICYT	Consejo Nacional de Investigación en Ciencia y Tecnología (National
GONIGIT	Council on Innovation, Science and Technology)
CORFO	Corporación de Fomento
CONTO	
CII	(Chile's Production Development Corporation)
CU	Customs Unions
CV	Countervailing Duties
DBE	Development Bank of Ethiopia
DNPEA	National Agricultural Research and Experiment Department
DRC	Democratic Republic of the Congo
DUCAB	Dubai Cable
EAC	East African Community
EAP	East Asia and Pacific
EBA	European Banking Authority
EBRD	European Bank for Reconstruction and Development
ECCAS	Economic Community of Central African States
ECOWAS	Economic Community of West African States
EDPRS	Economic Development and Poverty Reduction Strategy
EIB	Emirates Industrial Bank
EMAL	Emirates Aluminium
EMBRAPA	Empresa Brasileira de Pesquisa Agropecuária (Brazilian Agricultural
	Research Corporation)
ENAMI	Empresa Nacional de Mineria
	(National Mining Corporation of Chile)
EPA	Economic Partnership Agreements

viii

EPB	Economic Planning Board
EPRDF	Ethiopian People's Revolutionary Democratic Front
EPZ	Export Processing Zone
EU	European Union
EXIM	Export-Import
E&E	Electric and electronic
FCh	Fundación Chile
FDI:	Foreign Direct Investment
FOB	Free on board
FTA	Free Trade Agreements
GATS	General Agreement on Trade and Services
GATT	General Agreement in Tariffs and Trade
GDP	Gross Domestic Product
GFCF	Gross Fixed Capital Formation
GIC	General Industries Corporation
GM	General Motors
GSP	Generalised System of Preferences
GVCs	Global value chains
	Heckscher-Ohlin-Samuelson
HOS	
ICSID	International Centre for the Settlement of Investment Disputes
ICT	Information and communication technology
IFOP	Fisheries Development Institute
IGAD	Intergovernmental Authority on Development
ILO	International Labour Organisation
ILP	Industrial Linkage Programme
IMF	The International Monetary Fund
IPRs	Intellectual property rights
ISDS	Investor State Dispute Settlement
ISI	Import-Substituting Industrialisation
JICA	Japan International Cooperation Agency
LDCs	Least-developed countries
MAPA	Ministry of Agriculture, Livestock, and Food Supply
MDIC	Ministry for Development, Industry and Foreign Trade
MED	Ministry of Entrepreneur Development
MFN	Most Favoured Nation
MIDA	Malaysian Industrial Development Authority
MIIT	Ministry of Industry and Information Technology
MPOB	Malaysian Palm Oil Board
MPOPC	Malaysian Palm Oil Promotion Council
MUBADALA	Mubadala Development Company
MVA	Manufacturing value-added
M&A	Mergers and acquisition
NAFTA	North American Free Trade Agreement
NAMA	Non-Agriculture Market Access
NDP	New Development Policy
NEP	New Economic Policy
NIEs	Newly Industrialised Economy
NKEAs	National Key Economic Areas
	- ,

ix

0700	
OECD	Organisation for Economic Co-operation and Development
PDVCs	Producer-Driven Value Chains
POCPA	Palm Oil Credit and Payment Arrangement
PBM	Plano Brasil Maior (Bigger Brazil Plan)
PERNAS	Permodalan Nasional
	(National Corporation - Malaysia)
PDP	Productive Development Policy: Innovate and Invest
	to Sustain Growth
PITCE	Industrial, Technology and Foreign Trade Policy
PMP	Portable multimedia players
PNB	Permodalan Nasional Berhad
PORIM	Palm Oil Research Institute of Malaysia
PORLA	Palm Oil Registration and Licensing Authority
PPP	Public-private partnership
PROCHILE	Export Promotion Bureau of Chile
PSF	Private Sector Federation of Rwanda
PTA	Preferential Trading Arrangements
QRs	Quantitative Restrictions
RDB	Rwanda Development Board
RTAs	
	Regional Trade Agreements
R&D	Research and Development
SACU	Southern African Customs Union
SADC	Southern African Development Community
SCM	Agreement on Subsidies and Countervailing Measures
SERNAP	Servicio Nacional de Pesca (Chile's National Fisheries Service)
SERPLAC	Secretaría Regional de Planificación y Coordinación
	(Regional Planning and Coordination Secretary)
SMEs	Small and medium-sized enterprises
SMIDEC	Small and Medium Industrial Development Corporation
SMP	Second Malaysia Plan
SOEs	State-owned enterprises
SSAXSA	Africa excluding North Africa and South Africa
SVA	Supplier Volume Allocation
TIFA	Trade and Investment Framework Agreements
TISA	Trade in Services Agreement
TNCs	Transnational corporations
TOT	Terms of trade
TRIMS	Trade Related Investment Measures
TRIPS	Trade Related Intellectual property Rights
TTAs	Technology Transfer Agreements
TVET	Technical and vocational education and training
UAE	United Arab Emirates
UK	United Kingdom
	United Nations
UN	
UNDP	United Nations Development Programme
US	United States (of America)
USTR	United States Trade Representative
VINATEX	Vietnam National Textile and Garment Group
	West African Economic and Monetary Union
WTO	World Trade Organization
WWI	First World War
WWII	Second World War

х

ACKNOWLEDGMENTS

his report was prepared under the overall leadership, guidance and support of the Executive Secretary of ECA, Carlos Lopes who has championed the Industrialisation Agenda in Africa since 2013.

It also benefitted from the wisdom and intellectual guidance of the Deputy Executive Secretary for Knowledge Generation and Chief Economist, Abdalla Hamdok.

The study was conceptualized and supervised by the Director of the Capacity Development Division (CDD) Adeyemi Dipeolu with the assistance of Emebet Mesfin and Eaman Abdella as part of ECA's overarching focus to promote policies and programmes in support of Africa's structural transformation. The report was implemented by CDD in collaboration with the Macroeconomic Policy Division and Regional Integration and Trade Division.

This specialized report was authored by Ha-Joon Chang, Reader in the Political Economy of Development, Faculty of Economics and Centre of Development Studies, University of Cambridge, Jostein Løhr Hauge and Muhammad Irfan, Centre of Development Studies, University of Cambridge.

ECA appreciates the comments and contributions from the reviewers of the report, Arkebe Oqubay, Stephen Karingi, Adam Elhiraika, Antonio Pedro, Howard Stein and Anthony Hawkins, as well as the constructive suggestions from the participants at the High Level Policy Dialogue held on 17 and 18 September 2015 in Nairobi.

The report also benefited from the substantive and administrative support of colleagues in the Capacity Development Division Rawda Omar-Clinton, Oladipo Edmond Johnson, Bilisson Hassen, Aster Yitayew, Eskedar Bekele, Meseret Arega, Yeshimebet Araya and Mebratu Million. Other support in relation to media and infographics was provided by Mercy Wambui, Carolina Rodriguez and Didier Habimana.

ECA hopes that this report will be effective in promoting structural transformation and inclusive growth on the continent and support African government and policy makers to fast-track with their industrialization efforts.