



Avoiding the Middle Income Trap:

Renovating Industrial Policy Formulation in Viet Nam

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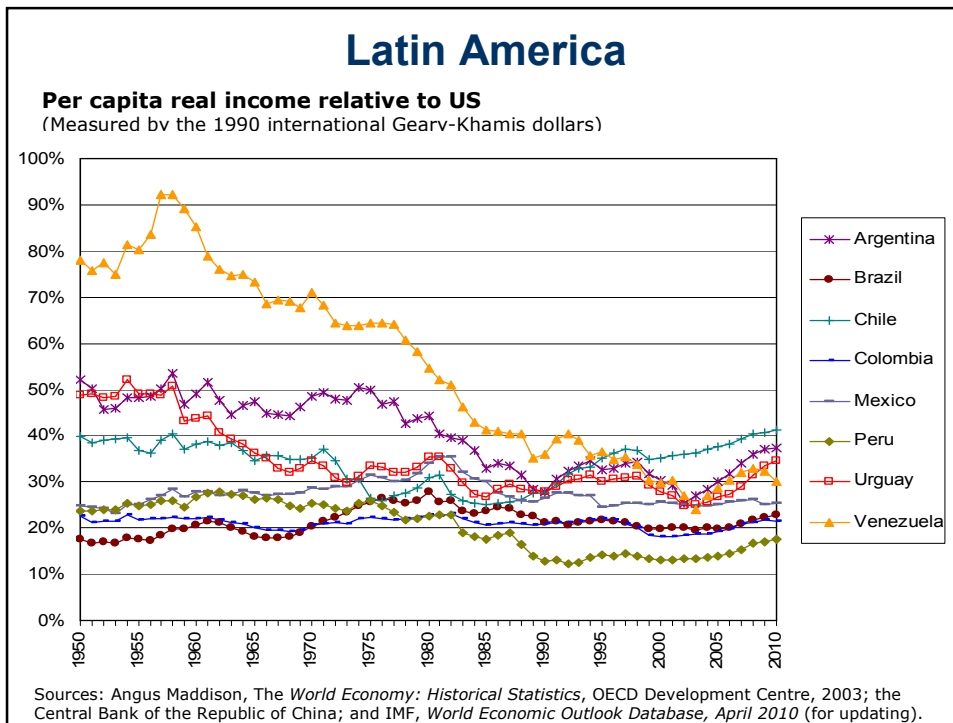
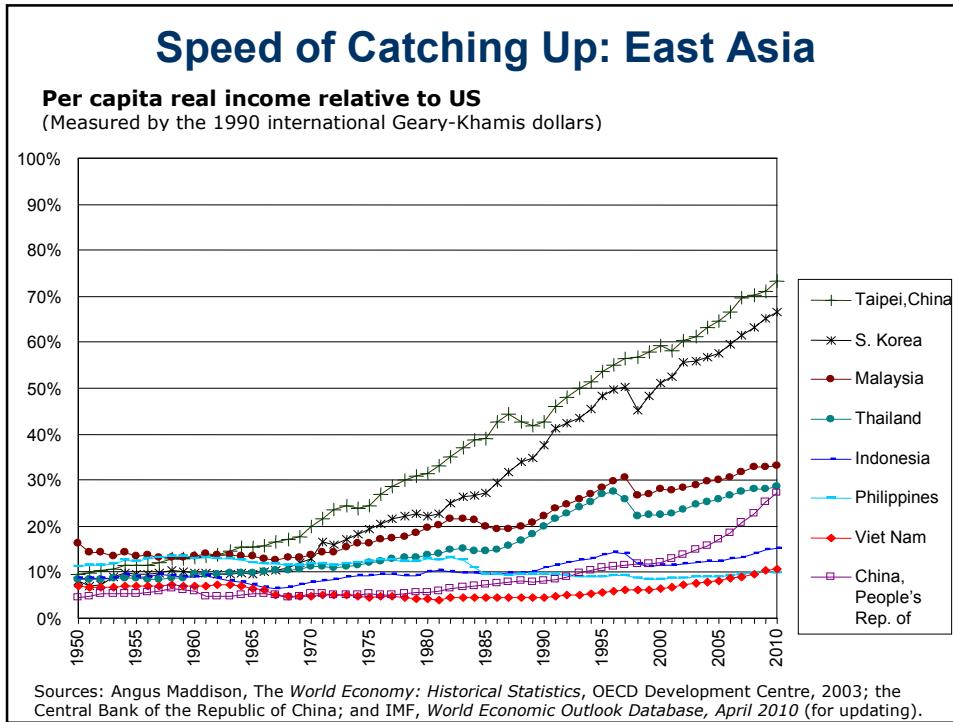
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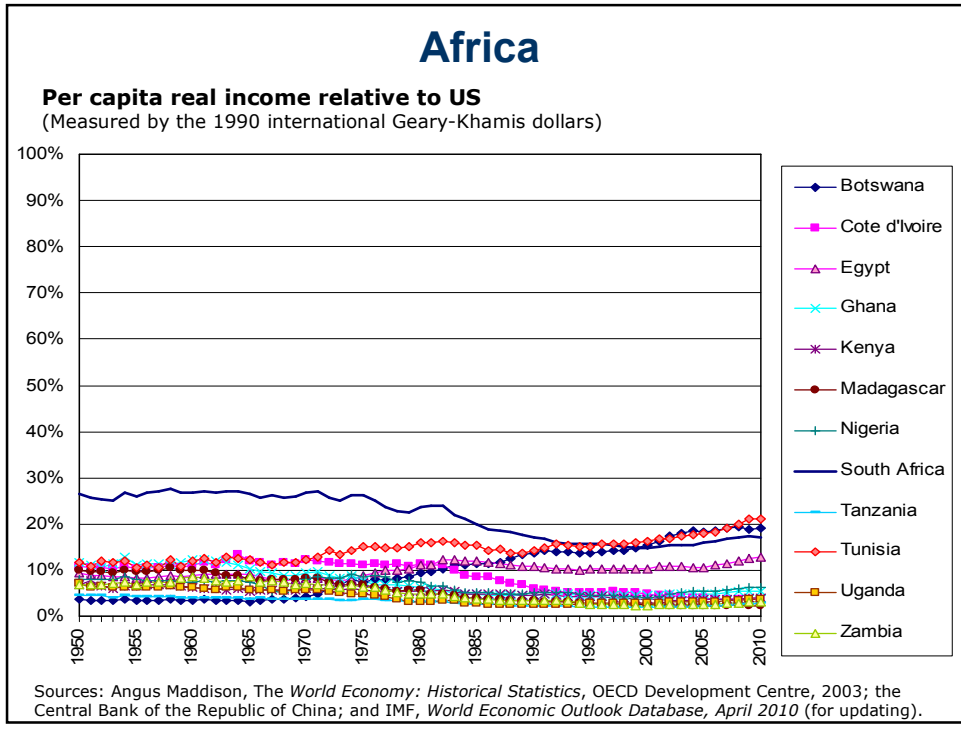
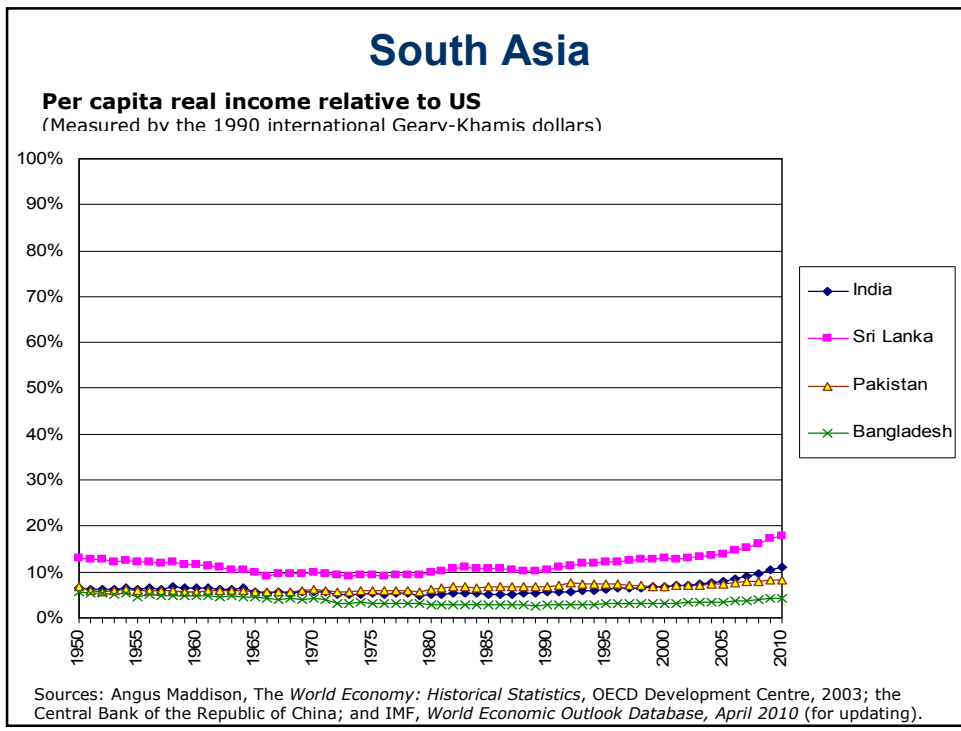
What Is a Middle Income Trap?

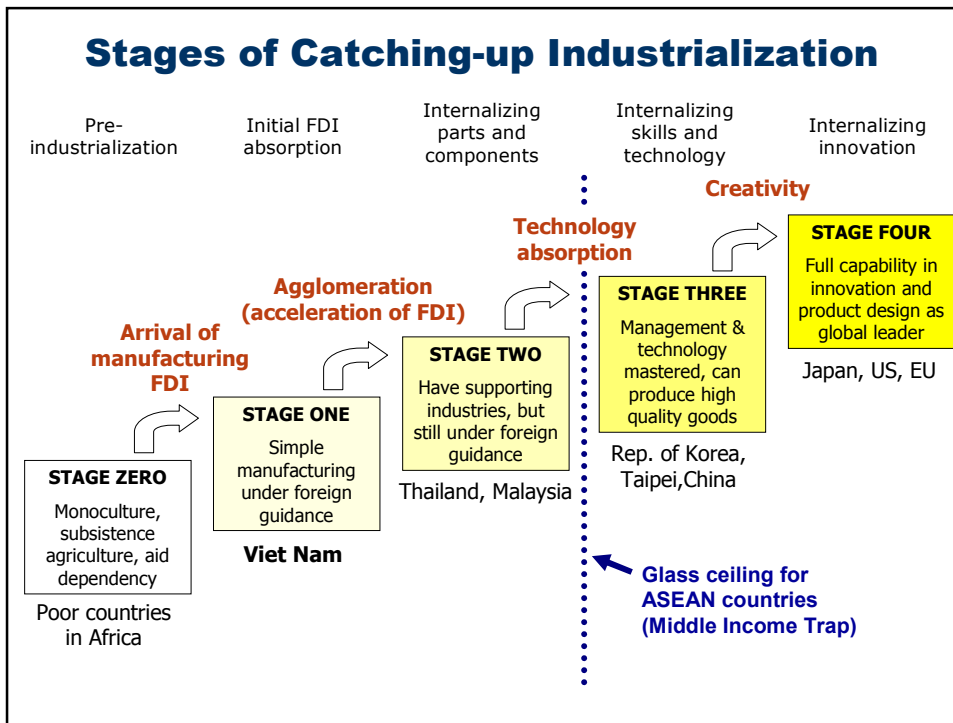
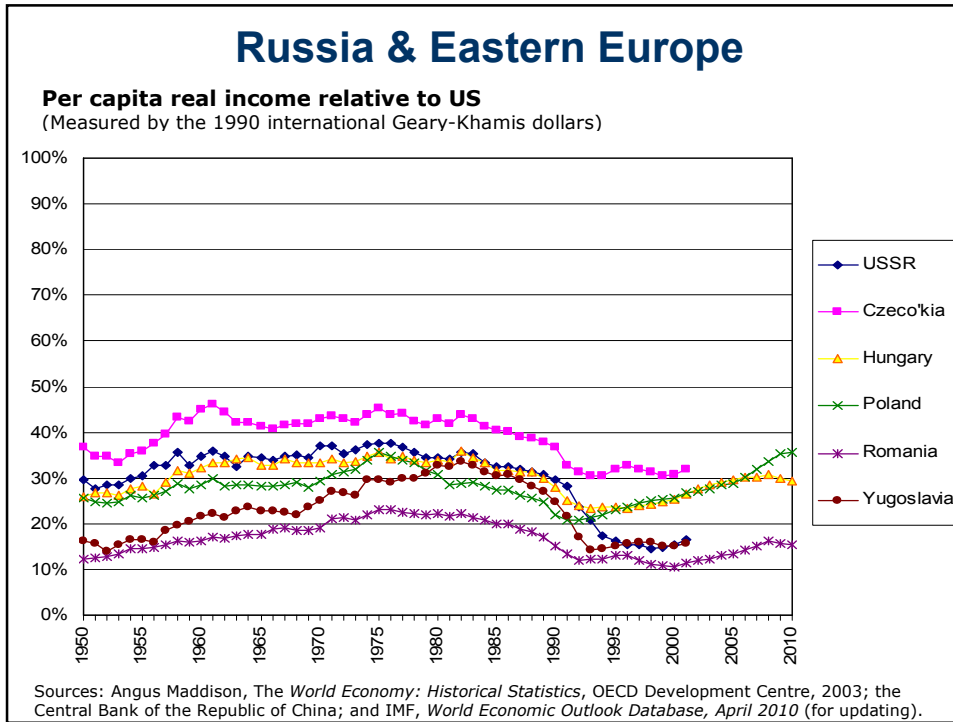
- A developmental trap occurs when a country is stuck at the income dictated by given resources and initial advantages, and cannot rise beyond that level (only luck and no effort).
- The level of income where the trap may occur depends on endowment of resources and advantages.
 - { Low endowment → Poverty trap
 - { Moderate endowment → Middle income trap
 - { High endowment → High income

Middle Income Trap (cont.)

- Many countries can reach middle income by liberalization and integration, but reaching higher income requires strong policy effort to stimulate private dynamism.
- Growth based on FDI, big projects, natural resources, or locational advantages will eventually end. The true source of development is value creation by humans (knowledge, skills, technology).
- Policies and institutions must promote human capital formation. Such policies are possible even under globalization, but they are different from past policies. I call it “proactive industrial policy.”

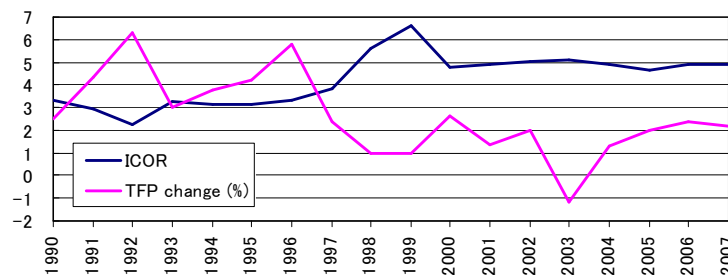






Viet Nam's Challenge

- Thanks to Doi Moi and large inflows of FDI and ODA, Viet Nam has reached lower middle income (pc GDP of \$1,200 in 2010). But policies to upgrade human capital are not yet established.
- Viet Nam does simple assembly with unskilled labor. FDI will leave and de-industrialization will occur as wages rise and integration deepens. Without domestic value creation, Viet Nam will surely face a middle



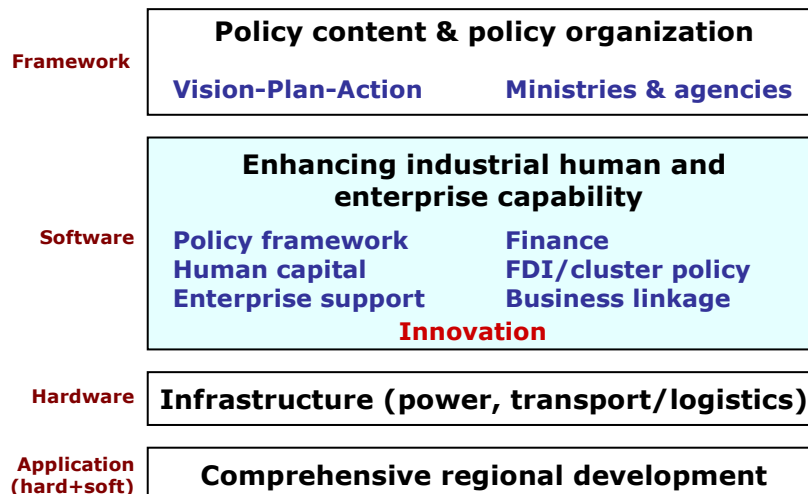
Proactive Industrial Policy: Seven Required Features

1. Strong commitment to global integration and private sector driven growth
2. A wise and strong government guiding private sector
3. Securing sufficient policy tools for latecomer industrialization
4. Constant policy learning through concrete projects and programs
5. Internalization of knowledge, skills and technology as a national goal
6. Effective public private partnership
7. Collection and sharing of sufficient industrial information between government and businesses

Proactive Industrial Policy (cont.)

- Infant industry promotion by tariffs and export subsidies is no longer allowed today.
- PIP strikes a balance between state and market, and is consistent with globalization. But it requires policy learning.
- PIP is already practiced widely, especially in East Asia. Systematic analysis of concrete PIP measures is needed.
- There is a standard policy menu for enhancing industrial capability. But selectivity and adjustment are required to adapt to the unique features of each country.

Standard Policy Menu for Enhancing Industrial Capability



Enhancing Industrial Human and Enterprise Capability: Standard Menu

Main objectives	Sub items
(1) Legal and policy frameworks	Laws and regulations
	Ministries/agencies for promoting SMEs, FDI, etc. with sufficient capability and authority
	Inter-ministerial coordination mechanisms
	Effective public private partnership (PPP)
	Mechanism for business-government-academia linkage
	Policy system consisting of visions, roadmaps, action plans, and monitoring
	Standards for quality, safety, skills, environment, etc.
	Mechanisms for protecting and utilizing Intellectual property rights
	Strengthening of industrial statistics
	Strategic mobilization of international cooperation
	(2) Local capacity building (industrial human resource and local enterprises)
Short-term courses for entrepreneurs	
Technical support on specialized skills for engineers	
Technical and vocational training for new or current workers	
Skill certification, competition, and awards	
Subsidies and incentives for targeted activities (worker training, technology transfer, die and mold, marketing, ITC, etc)	
Management or technical advisory service (by visiting consultants, short-term)	
Enterprise evaluation and advice system (institutionalized shindan system or technical extension services) - also related to SME finance	
Local enterprise networks	

(Cont.)

(3) Finance	Development financial institutions
	Subsidized commercial bank loans for targeted firms (two-step loans)
	Credit guarantee system
	Equipment leasing
	Venture capital
	Enterprise credit information system
	Enterprise evaluation and advice system (same as in (2))
(4) FDI marketing	List of priority products and activities and a system of investment incentives
	Investment promotion seminars and missions
	Effective investor information package and website
	Investment promotion offices abroad
	One-stop services and enterprise support (before and after investment)
	Upgrading infrastructure service quality (power, transport, water, etc)
	Environmental control and facilities (incl. waste water treatment)
	Industrial estates with sufficient infrastructure services and administrative services (incl. specialized industrial parks)
	Labor support (training, recruiting & matching, housing/dormitories, commuting, health care, etc.)
	Prioritized and targeted FDI marketing
(5) Linkage (learning by working with global standard firms; market development)	Inviting individual target company ("anchor firm") and provision of required conditions
	Trade fairs and reverse trade fairs
	Enterprise databases (SMEs, supporting industries, sectoral)
	Official intermediation/promotion of subcontracting
	Incentives/subsidies for FDI-local firm linkage
	Domestic and export market development support
Establishment and enhancement of industry associations	

Thailand: Supporting Industry Master Plan 1995

Proposed program	Outcome
1. Policy & legislation 1.1. Basic law of SME development 1.2. Law of subcontracting promotion 1.3. Restructuring of DIP for SME & SI promotion 1.4. Preparation of industrial statistics (SI database)	1. 1.1. SME Promotion Act 2000 1.2. (no action) 1.3. Establishment of DSIP & OSMEP 1.4. n.a.
2. Market development (Linkage) 2.1. Expansion of BUILD activities 2.2. Subcontracting assistance program	2. 2.1. BUILD (1993-1997) 2.2. NSDP (1994)
3. Technology upgrading 3.1. Technology extension service program (shindanshi sys.) 3.2. Expansion of occupational skill standard system 3.3. Public technical center activation program 3.4. Joint industry-university training schools	3. 3.1. (no action) 3.2. (no action) 3.3. TAI, TGI, etc. 3.4. TNI, TGI, etc.
4. Financial support 4.1. Improvement of SME financing schemes 4.2. Assistance for SME in machinery leasing	4. 4.1. SME Bank, loan agent network 4.2. Credit guarantee, machine fund
5. Upgrading of management 5.1. Entrepreneur re-education program 5.2. Continuation of technopreneur development project	5. 5.1. TNI, TGI, etc. 5.2. n.a.
6. Investment promotion 6.1. Grouped investors attraction program 6.2. Entrepreneur incubation program 6.3. Assistance for new comers penetration	6. 6.1. Amata Industrial Estate 6.2. OSMEP 6.3. OSMEP

Viet Nam's Supporting Industry Action Plan Proposed by Japan (June 2009)

- Viet Nam's action and Japan's support are specified in parallel.
- Short-term (mid 2010), medium-term (end 2011), long-term (end 2015).

Policy framework	Definitions of SI, award system, inter-ministerial mechanism, SME laws, etc.
Human resource	Pilot TVET projects for engineers & managers, skill certification system, monozukuri university, etc.
Finance	Low-interest loans, subsidies, tax exemption, shindan system, etc.
FDI marketing	Investment seminars, SI industrial parks, linkage between FDI and locals, etc.
Business linkage	SI database, trade fairs, industry associations, etc.



PM Najib
Tun Razak

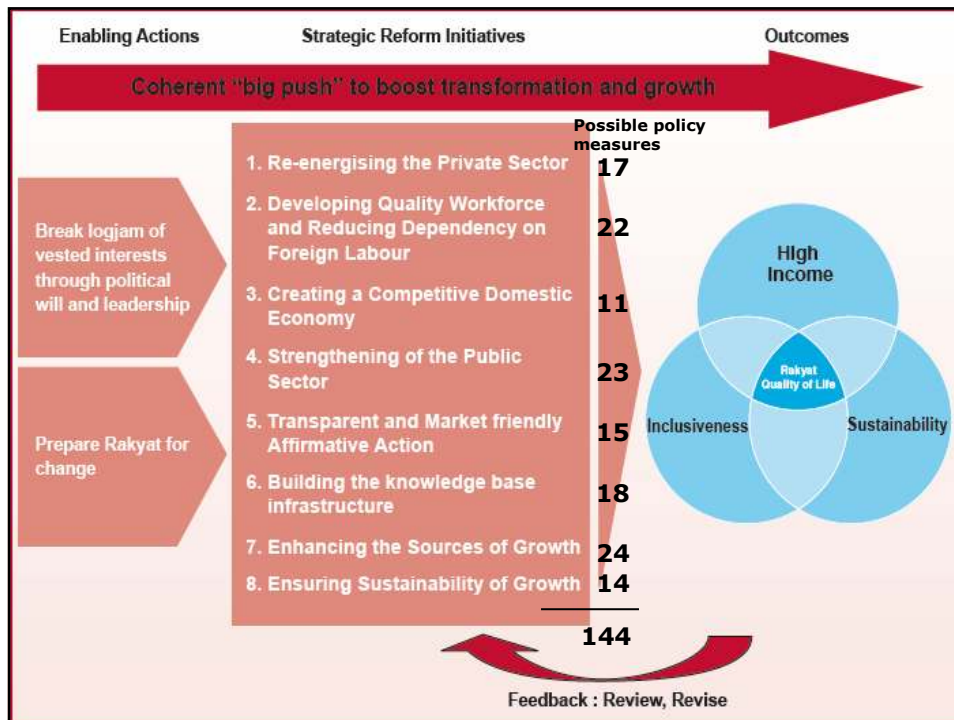
Malaysia's "New Economic Model" (Announced in March 2010)

- "We are caught in a middle income trap; we are not amongst the top performing global economies." (pp.3-4)
- Malaysia's vision for 2020—(i) market-led, (ii) well-governed, (iii) regionally integrated, (iv) entrepreneurial, (v) innovative
- Three Goals
 - High income (\$15,000-20,000)
 - Inclusiveness (everyone benefits)
 - Sustainability (fiscal, environmental)

Malaysia's Old and New Approach

Old approach	New approach
Growth primarily through capital accumulation	Growth through productivity
Dominant state participation in the economy	Private sector-led growth
Centralized strategic planning	Localized autonomy in decision-making
Balanced regional growth	Cluster- and corridor-based economic activities
Favor specific industries and firms	Favor technologically capable industries and firms
Export dependence on US, EU and Japanese markets	Asian and Middle East orientation
Restrictions on foreign skilled workers	Retain and attract skilled professionals

Source: NEAC, "New Economic Model," p.15.



Strengths and Weaknesses of the Malaysian Approach

- Competent leader (PM), technocrats (EPU and others), and officials.
 - Clear vision, goals, and policy direction.
- BUT**
- Issues and policy measures are too many and too broad – selectivity is required due to human and financial constraints.
 - For Malaysia, the critical problem is lack of private sector response to good policies. Improving policies further will not solve this problem.

Recommended Actions for Viet Nam

1. Collect and study international best practices in chosen strategies (as building blocks of policies suitable for Viet Nam with selectivity & modification, not for random or blind copying)
2. Identify a small number of priority issues for *Industrialization and Modernization* by 2020 (up to several)
3. Adopt policy making procedure which is strategic and participatory
4. Create policy organization to realize such policy procedure for priority issues
5. Progress review by highest level

(1) Study International Experiences

For example, Viet Nam can study:

1. Engineering education and training at TPA, Thai-Nichi Institute of Technology, King Mongkut University, Thai-German Institute (Thailand), Nanyang Polytechnic (Singapore)
2. Quality and productivity policies of SPRING (Singapore) and MPC (Malaysia)
3. National SME Development Council of Malaysia
4. Automotive Institute and Automotive Industry Association of Thailand
5. FDI and business linkage policies of Malaysia and Thailand
6. Die and mold industry promotion in Indonesia
7. SME diagnosis and advisory (*shindan*) system of Japan

(2) Select Priority Issues for Action

Possible issues include:

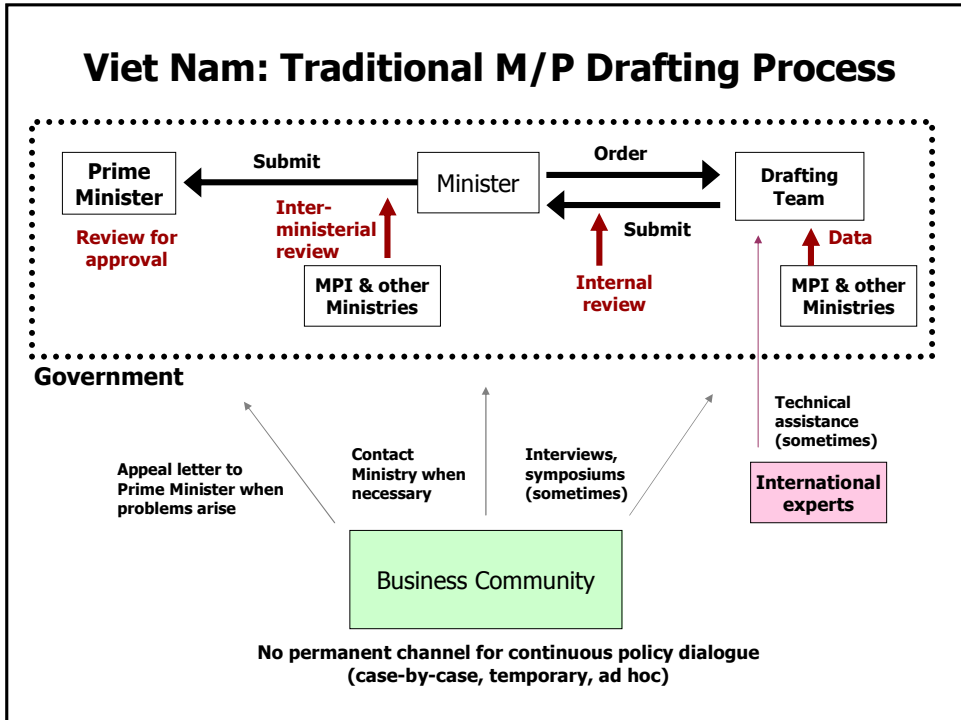
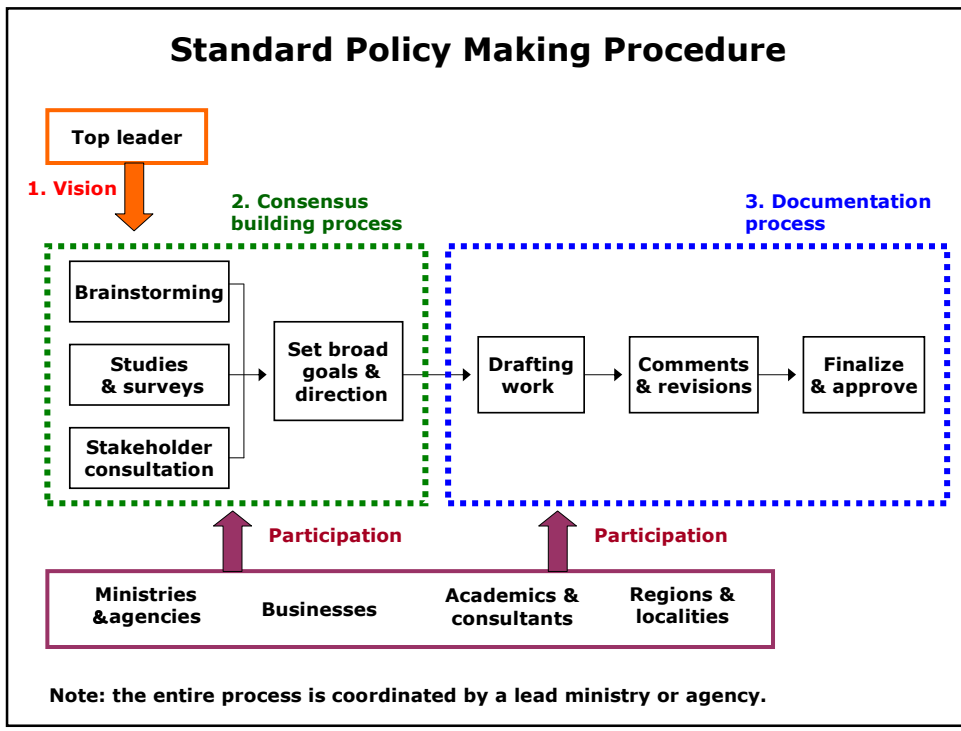
1. Promoting engineering education with a roadmap and numerical targets
2. Revamping SME policy
3. Strengthening supporting industries
4. Transport and logistic efficiency
5. Agro and marine product exports with globally highest quality and safety
6. Comprehensive regional development based on industrial clusters

(Note: promotion of high-tech or global value chain may be too general for Viet Nam.)

(3) Adopt Policy Making Procedure which is Strategic and Participatory

1. Clear vision given by top leader
2. Consensus building (broad goals & directions)
 - Brainstorming by related ministries & agencies
 - Collection & analysis of international best practices
 - Discussion with non-government stakeholders
3. Documentation
 - Drafters can be officials, academics, or consultants
 - Participation of all stakeholders in drafting and commenting

Viet Nam is weak in all these steps.



(3) Create a New Mechanism to Realize Proper Policy Procedure

Different ways to design & execute policies:

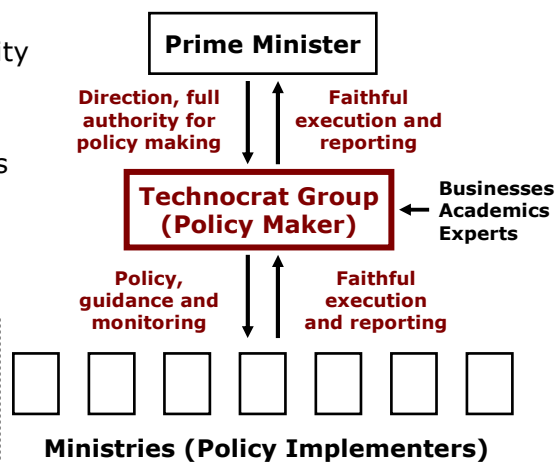
- Semi-permanent technocrat group directly under PM to make key policies
- National council/committee headed by PM or DPM (up to a few in number)
- A super-ministry approach (eg. Japanese MITI in 1960s)
- Specialized “institute” or “center” to serve as a policy hub (eg. Thai auto policy)

Note: drafting master plans within each ministry without involving gov't and non-gov't stakeholders, as currently done in Viet Nam, cannot ensure implementability.

Technocrat Group Approach

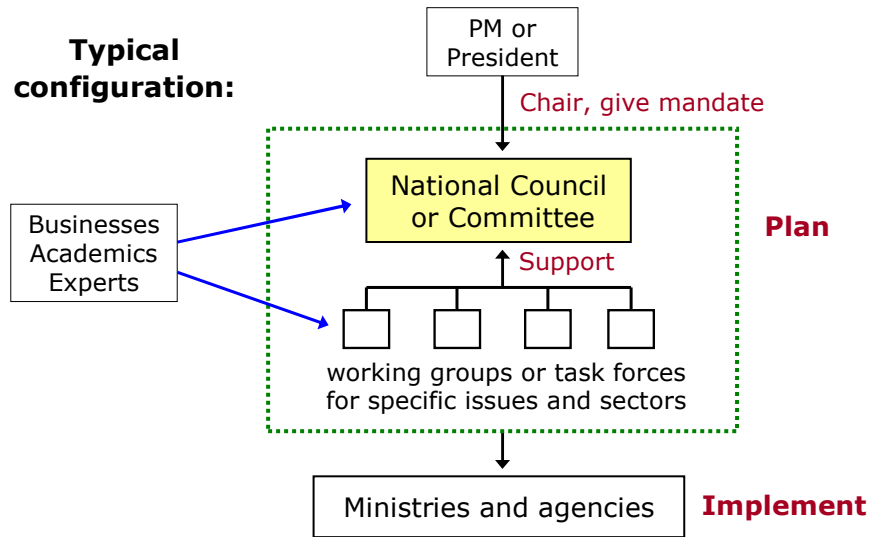
- Elite technocrat group with full planning authority given by top leader
- Members are selected officials, business leaders & experts with good education & experience

Rep. of Korea – Econ. Planning Board
Malaysia – Econ. Planning Unit
Thailand – NESDB
Taipei, China – Kuomintang Elites
Indonesia – “Berkeley Mafia”
Chile – “Chicago Boys”



National Council/Committee Approach

Typical configuration:



Comparing the Two Approaches

	Technocrat group serving top leader	National councils/ committees
Number	Only one	Up to several
Tasks	Multiple and variable	Single task
Time scope	Semi-permanent (until this system is no longer needed)	Temporary (until the assigned task is completed)
Relation with ministries	A planning body above all ministries; the latter are implementing bodies	Ministers and officials participate in policy making as members
Comment on Viet Nam	Previously, PM's Research Commission played an advisory role without policy making authority.	There are too many committees. Selectivity and strategic action-orientation are missing.

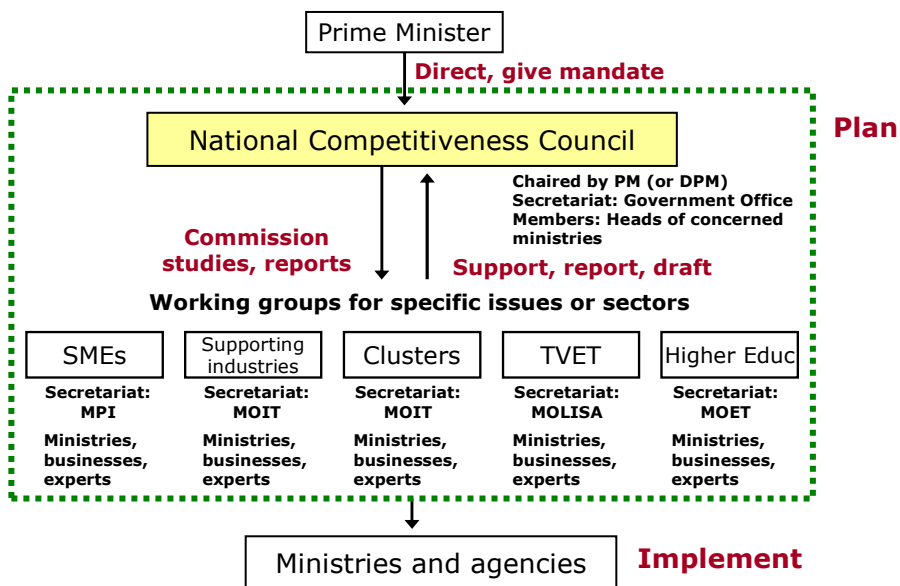
Michael Porter's Proposal for Viet Nam

Implementation Model Creating a National Competitiveness Council



Source: M. Porter's Presentation at Viet Nam Competitiveness Report launching seminar, Hanoi, Nov. 2010.

My Proposal for National Competitiveness Council



Note: This is a preliminary idea of K. Ohno to initiate discussion; listed issues and ministries are suggestions only; everything is subject to addition, deletion or change.

(5) Monitoring by Top Leader

- Top leader must be personally committed to priority policies and use his/her authority to push and publicize them.
- Progress should be regularly reported to the leader (monthly or quarterly official meetings).
- When a problem is identified, the leader should assign relevant minister for immediate action and result reporting.

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