#### KHAZANAH RESEARCH INSTITUTE

## Green Industrialisation in Malaysia Structural Challenges and Opportunities

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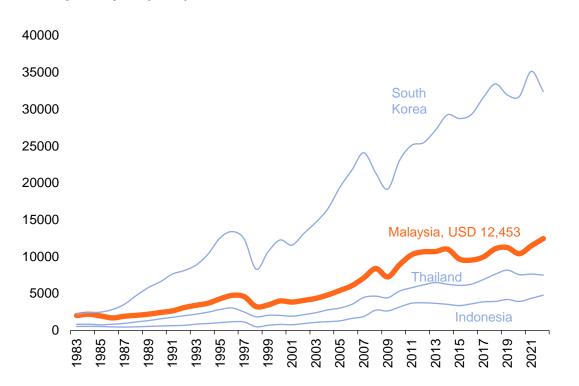
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## Introduction

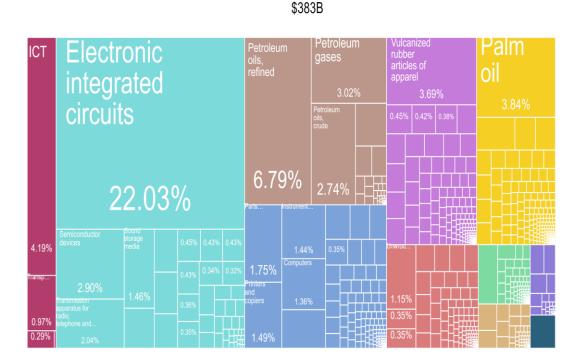
## Description

## Introduction: Malaysia's Economy

Malaysia is an upper-middle income economy with a diversified production base. Among Malaysia's top exports are Electrical & Electronic, Oil & Gas, rubber products & palm oil products



#### Malaysia's export mix in 2021



Source: Harvard Atlas of Economic Complexity

Source: CEIC data

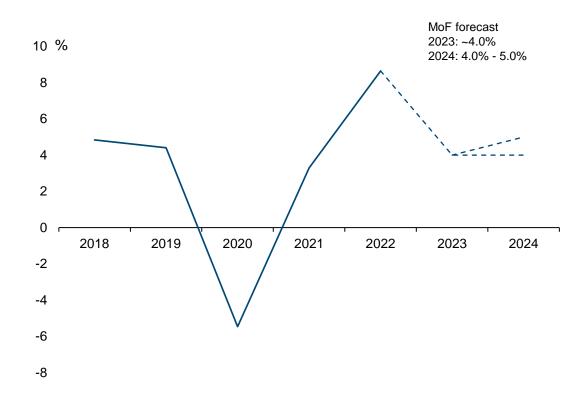
GDP per capita (USD)

## Macroeconomic and Climate Outlook

Description

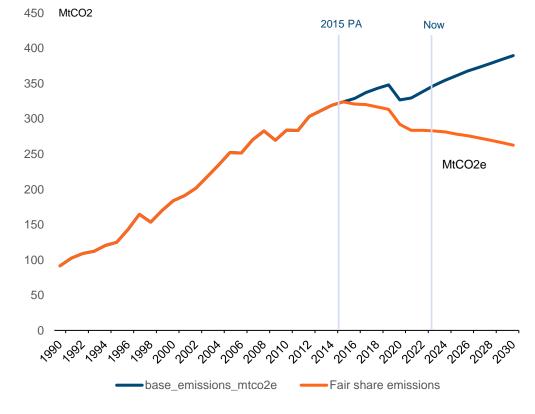
## Macroeconomic and Climate Outlook

#### Malaysia's GDP, % change y-o-y



<sup>.</sup>Source: DOSM and Ministry of Finance Malaysia (2023)

#### Malaysia's CO2 Emissions, Fair Share and BAU (excluding sinks)



Source: Holz et. al (2019) with KRI staff calculations (2023)

#### Malaysia became a net emitter in 2004 due to its high sinks

## History of Industrialisation in Malaysia

**Description** 

## Industrial Policy in Malaysia: A History

Import Substitution 1		Export Oriented 1 (EO1)	<b>IS2 &amp; EO1</b> (1980 - 1985)	EO2 & IS2 (1985-2023)	
	<b>(IS1)</b> (1958 - 1968)	<b>&amp; IS1</b> (1968 - 1980)			
Reason	<ul> <li>Generate employment and tackle import leakage</li> <li>To diversify from tin and rubber</li> <li>WB advice</li> </ul>	<ul> <li>Penang state-gov drive</li> <li>Issues in IS1</li> <li>MNC outsourcing</li> <li>Align with New Economic Policy</li> </ul>	<ul> <li>Issues in EO1</li> <li>PM Mahathir's 'Look East Policy'</li> <li>Malay entrepreneurship creation</li> <li>Technological development</li> </ul>	<ul> <li>BoP imbalance</li> <li>Recession</li> <li>Lower costs due to Plaza Accord, GSP, labour flexibilisation</li> </ul>	
Sector Focus	<ul> <li>Semi-finished consumption goods</li> <li>1963 – e.g. liquor, petroleum, tobacco, motor vehicles</li> <li>Late 1960s – manufacturing subsectors</li> </ul>	<ul> <li>US electronics</li> <li>Resource-based: increased processed of rubber, tin, palm oil, timber</li> </ul>	<ul> <li>Iron and steel</li> <li>Automotive and motorcycle engines</li> <li>Petroleum refining</li> <li>Cement</li> </ul>	<ul> <li>Resource based: food processing, rubber, oil palm, wood-based, chemical and petrochemical, metal</li> <li>Non-resource: electrical machinery, transport equipment, machinery and engineering products, apparel, ferrous metal</li> </ul>	
	1958	1968	1980	1985-present	
Institutions	<ul> <li>Tariff Advisory Board (1963)</li> <li>FIDA (now MIDA) (1966)</li> </ul>	Penang Development Corporation	<ul> <li>Heavy Industry Corporation of Malaysia (HICOM) (1980)</li> </ul>	HRDC, MTDC, MIGHT, MSC to strengthen STI	
Instruments	<ul> <li>Tariffs: ad hoc (1963), manufacturing sectors (1965: 50%, 1969: 65%), higher tariff for more processed goods (1969: ERP 45% - 85%)</li> <li>Tax incentives – pioneer status</li> </ul>	<ul> <li>Export processing zones (EPZ) or free trade zones (FTZ) licensed manufacturing warehouse (LMW)</li> <li>Full foreign-ownership</li> <li>Tax incentives - pioneer status, investment tax credits, accelerated depreciation allowance, double-deduction for training and R&amp;D</li> <li>MNC-bias industrial relations</li> </ul>	<ul> <li>Direct government investment</li> <li>Vendor-development program</li> <li>JV with foreign firms</li> <li>Higher tariffs and quotas for steel and automotive</li> <li>Gov't subdsidised capital</li> <li>Controlled domestic competition</li> <li>Some disciplining by the state</li> </ul>	<ul> <li>Relaxed local shareholding rules</li> <li>Industrial Master Plans &amp; ETP</li> <li>Infrastructure development</li> <li>Tax and tariff holidays</li> <li>Simplified approval process</li> <li>Wider-scope double deductions</li> <li>Extended tax relief</li> <li>Incentives for local sourcing</li> <li>Export credit refinancing</li> </ul>	
		<ul> <li>Non-integration of EO and IS sectors</li> <li>Limited range of products</li> </ul>			

## New Economic Policy (NEP) and Industrialisation

#### NEP was introduced in the 2<sup>nd</sup> Malaysia Plan (1971-1975) following 1969 racial riots to redistribute wealth and income among races

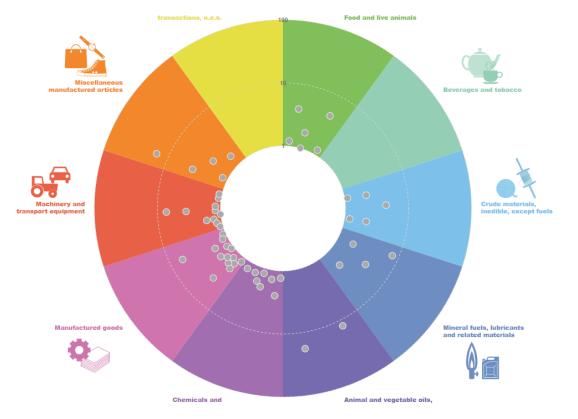
- NEP was a two-pronged policy to promote unity and productivity by:
  - Removing the identification of race with İ. economic function
  - Eradicating poverty irrespective of race ii.
- The dominant ruling bloc led by UMNO, an ethnic Malay party, interpreted the riots as resulting from resentment over wealth and income distribution unfavourable to Malays.
- Colonial legacy of divide and rule and ethnic division of **labour** led to a biased distribution of wealth and income along racial lines. Ethnic Chinese were concentrated in mining and urban areas involved in commerce, ethnic Indians in administration and plantations, while the Malay masses were confined to agriculture and their elite were accommodated in the colonial bureaucracy.

The authorities felt that affirmative action had to be pursued together with growth, thus opening the path of industry-based development

- These measures could only be implemented within a framework • that did not disturb the interests of the ownership class. Thus, redistribution had to be based on new wealth created.
- The need for growth with a pro-Malay/Bumiputera outcome • meant the government opened doors to foreign capital, mostly E&E, to avoid stimulating local ethnic Chinese capital.
- The government was also directly involved in the economy • and used incentives to industrialise the country in a way that would benefit the Malays/Bumiputera.
  - The government set a 30% Bumiputera equity ownership ٠ target through trust agencies that owned companies in various industries.
  - Later, programs such as privatization and vendor-٠ development programs were also used.

## Industrial policies have made resource-based products internationally competitive

#### Malaysia's revealed comparative advantage 2022



- Malaysia successfully followed a relateddiversification strategy for oil palm, rubber, and petroleum towards higher-value segments.
- Diversification was **not through market** forces alone.
  - State intervention to accumulate productive capabilities was used to overcome market barriers
  - Key policies include capacity development programs, R&D support, export promotion, and quality control
- **Domestic ownership** played a key role in the drive to diversify. Prior foreign ownership showed reluctance.
- **Political context** influenced the **direction** of diversification. Rural political base, national ownership of resources, long-term plans, and continuity of a dominant executive leadership all played a role.

## Market following policies only had a modest impact on functional upgrading in semiconductors

Semi's emergence had **little to do with intervention** other than financial incentives, security, and subsidized infrastructure at FTZs, which managed to attract FDI inflows.

There is some presence of horizontal technological development in the 80s, which was induced by competition.

The industry could not be based on ISI due to specificity of semi specialization and the small domestic market

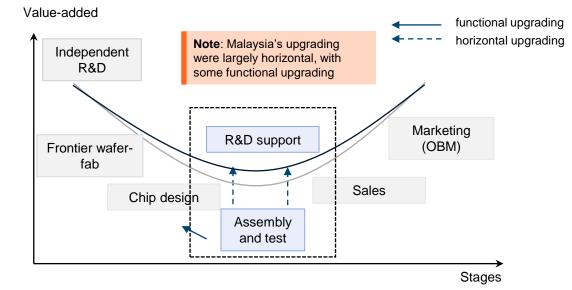
But the policies **did not lead to institutional change** required to spur significant functional upgrading.

**Gov't responded** in the early 1990s by establishing state-owned fabs (Silterra), the Action Plan for Industrial Technology Development (APITD) offering grants to state fabs, and launched MTDC (venture cap).

But these institutions also failed to spur functional upgrades.

Capital support extended to foreign firms since 2005 induced functional upgrading but further upgrades were **hampered** by **lack** of **skilled labour** and **frontier R&D** by **universities** and **labs**.

We have achieved **a high level** in several capabilities including chip design, wafer fab, and R&D but none in the frontier.



Source: Adapted from Rasiah (2017) with authors' own modifications

#### Technology competency and capability, semiconductor firms, 2015

Level	Туре	HR		Process		Product	
		National	Foreign	National	Foreign	National	Foreign
4	Engineering	4	21	4	21	4	21
5	Early R&D	1	20	1	20	1	20
6	Mature R&D	0	7	0	7	0	7
7	Lead technology	0	0	0	0	0	0
	N	4	21	4	21	4	21

Source: Rasiah (2017)

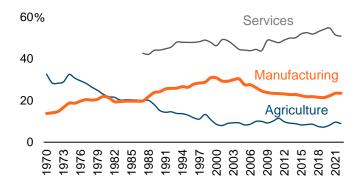
### The policies transformed the economy and improved welfare

Manufacturing began to contribute more to the economy than agriculture in the 1980s. It's share though has been declining since mid-2000s signaling deindustrialization.

Meanwhile, the use of industrial policies along with the NEP, especially during the early to mid-IS2 period, have **reduced foreign ownership** and increased Bumiputera ownership.

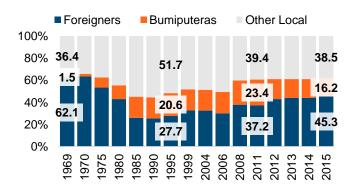
Furthermore, during the NEP period, poverty rates have also declined along with interethnic inequality. Thus, there has been **some success** in the pursuit of **NEP's twin goals**. This however is arguably at the cost of competitiveness.





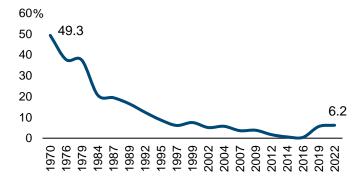
Source: World Bank (2023)

#### Ownership of Share Capital of Malaysian Limited Companies (1969-2015)



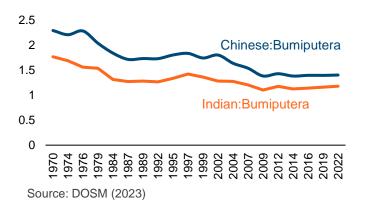
Source: ET. Gomez (2013) and the Government of Malaysia (2019)

**Poverty rate** 



Source: DOSM (2023)

Interethnic income ratio



## Green Industrialisation in Malaysia: State of readiness, opportunities, and challenges

#### Capabilities

- Palm oil and rubber Strong R&D and upstream capabilities
- E&E testing machines, process R&D, PV, medical devices
- Automotive industry chassis design and manufacturing capabilities
- Drone competitive players e.g. Aerodyne
- Institutional support tax relief, research universities
- IoT 5G infrastructure and companies in programming
- Diversified industries O&G, construction, services



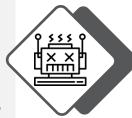
#### **Opportunities**

- Global green transformation agenda opening windows of opportunity
- Some basic capabilities of current industries can be combined
- Opportunity to impose conditionalities for tech transfer
- Capability acquisition, e.g. R&D, through partnerships and foreign buyouts
- Greater scope of regional cooperation, e.g. ASEAN grid
- · Conditional rent creation for local players with remaining policy space



#### Weaknesses

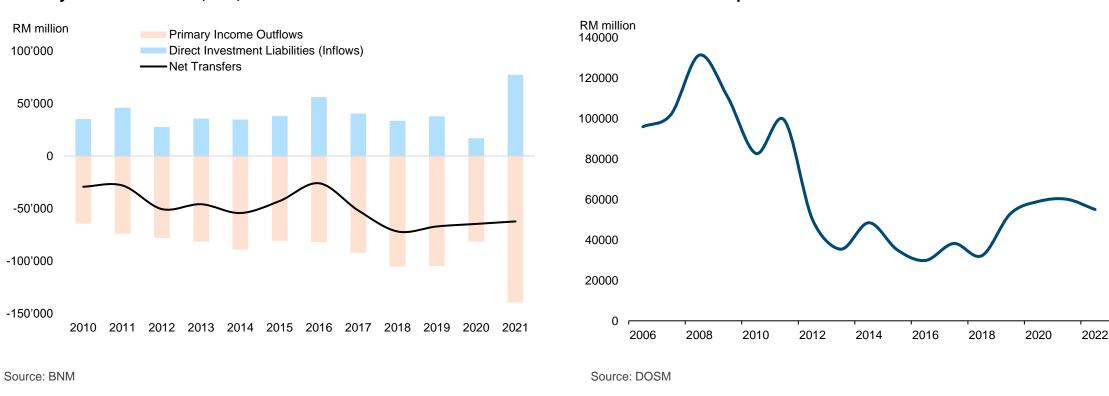
- Deindustrialisation
- Constrained policy space FTAs and austerity
- · State retreat from direct investment low public sector risk appetite
- Linkages enclave and dualism, as well as weak NIC e.g. in E&E
- MNC dependent and lack of local OBM players
- Lack of large local firms willing to cross-subsidise different sectors
- Local demand small market, high debt levels, high inequality
- Lack of technology upgrading modest R&D spending
- Talent issues lower STEM enrolment, brain drain, R&D talent, NEP
- Inability to discipline bumiputera firms due to political settlements
- Lack of tech transfer requirements for FDI
- Poor commercialization
- Monetary policy is vulnerable to external factors
- Shrinking CA surplus impacting forex earnings





- Non-tariff measures
- Opening up of new low-cost sites
- Widening advantage gap of early innovators
- Inaction to build/rebuild basic capabilities
- Supply disruptions and cost of living crisis leading to changing gov't priorities in spending
- · Lack of political support for industrialization
- Political disruption and lack of direction
- Macroeconomic instability due to weakening external position

## Dependency on FDI and loss of competitiveness exposes the economy to external vulnerabilities



**Current Account Surplus** 

#### Primary Income Outflows, FDI, and Net Transfers

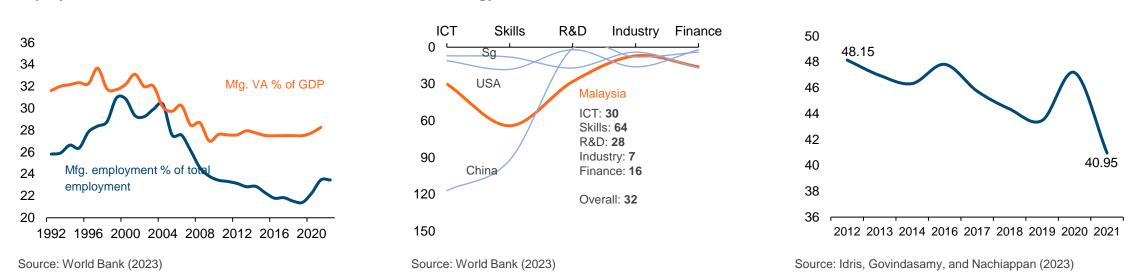
FTA utilisation is only 10% despite signing 16 FTAs to date (7 bilateral; 9 regional)

## Deindustrialisation, skill attrition, and R&D issues are key stumbling blocks in the green transition

UNCTAD's readiness to use frontier

technology

Share of manufacturing value added and employment



- Deindustrialisation and insufficient industrialisation in Malaysia resulted from the loss of competitiveness when lower cost sites opened up and a failure to upgrade technologically. The inability to upgrade has been attributed to several factors, including the pro-Bumiputera policies that failed to encourage the development of competitive industrialists (Sen and Tyce 2019) and lack of R&D (Chandran et. al 2009). Malaysia only spends 0.95% of GDP for R&D compared to China at 2.41%
- The loss of industrial capability may then lead to further loss of competitiveness as skills accumulated become eroded. The lack of technological and corresponding economic upgrade especially in R&D roles makes the job less attractive and leads to a vicious cycle of declining aggregate skill levels.

**STEM enrollment in Malaysia** 

## Turning over a green leaf: recent industrial policies



#### Industry 4WRD (2018)

The report focuses on the development of the IR4.0 ecosystem, guided by 5 themes, which are:

- Upskilling and reskilling the labour pool
- Funding support to kickstart adoption
- Developing a good digital infrastructure to enable reliable IR4.0 operations
- Involving SMEs to ensure a holistic step up in productivity
- Fostering significant evolution in innovation capabilities

The report also recognizes the role of regulations, such as those related to data integrity, security and analysis, to foster IR4.0 adoption.

#### National Energy Transition Roadmap (2023)

The roadmap developed the Responsible Transition Pathway 2050 to shift Malaysia's energy systems to depend less on coal and crude oil, to lower-carbon systems.

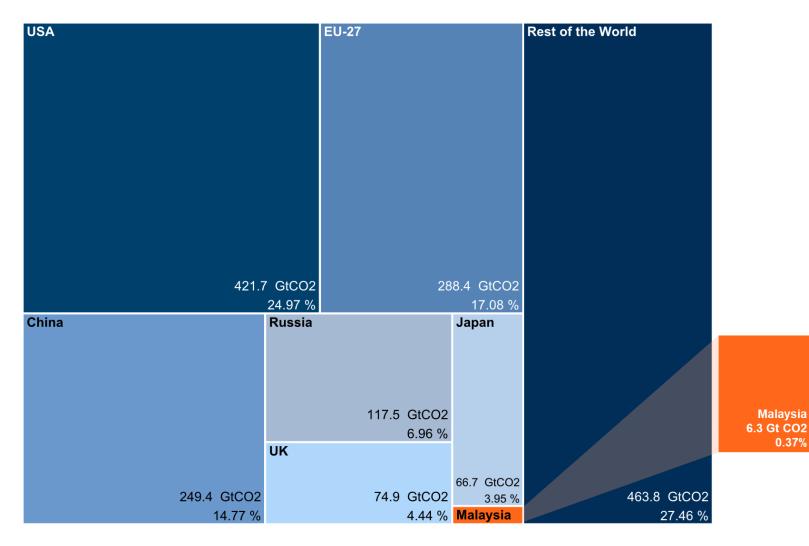
By 2050, natural gas (56%) and renewables (23%) are expected to be the main sources of energy. 80% of the transport fleet is planned to be electrified and the public transport modal share is expected to rise to 60:40 from 20:80 today.

As such, the report highlighted plans to provide incentives to develop renewable energy industries (e.g. for hydrogen and bioenergy) and power storage facilities.

# Structural Transformation and Climate

Climate Resilient Development & the New Industrial Master Plan

## Small share of emissions, significant transition costs



Malaysia is responsible for less than 1% of historical and current annual emissions.

Our emission peers are Pakistan, Egypt, Uzbekistan and North Korea.

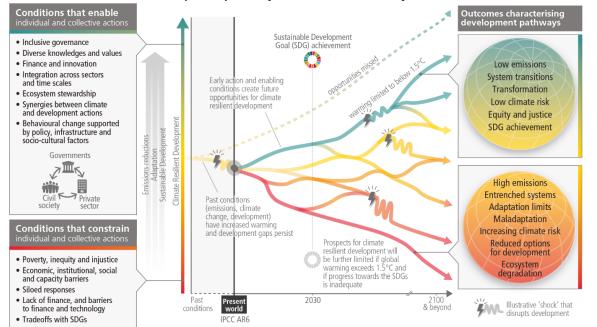
However, as we shall see later, energy transition costs remain significant even for a low-emission developing country.

0.37%

## Narrowing window of opportunity to enable climate resilient development

There is a rapidly narrowing window of opportunity to enable climate resilient development

Multiple interacting choices and actions can shift development pathways towards sustainability



**Climate-resilient development** is a process of implementing climate action, including greenhouse gas mitigation and risk reduction adaptation measures, to support sustainable development for all.

The longer a country and the world delays taking joint adaptation and mitigation action, the harder it will be to achieve an optimal climate resilient outcome.

Earlier action avoids future costs. Pursuing 'co-benefits' can be efficient.

Reducing physical risk is not entirely a function of how much domestic mitigation a country undertakes. It is a function of domestic adaptation measures and total global mitigation efforts.

## Structural Transformation and Climate Change

**Mitigation** 

Adaptation

Means of Implementation

Loss & Damage

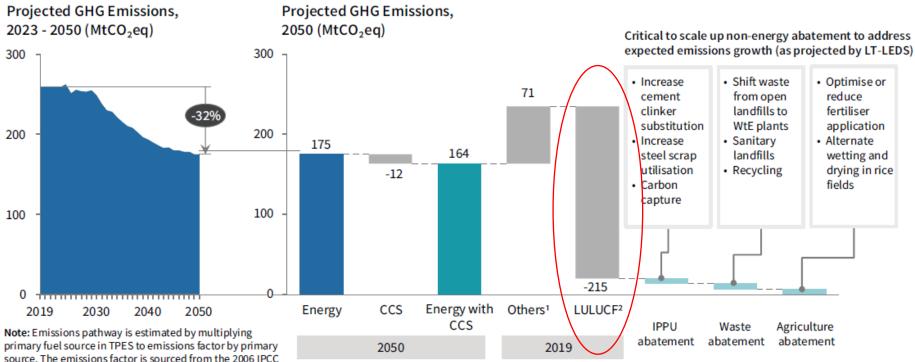
Failure to achieve **climate resilient development (CRD)** can negatively impact national development outcomes by curtailing lives and livelihoods, and even loss of sovereign territory via sea-level rise. Over 70% of Malaysia's population dwells in coastal zones, which include critical infrastructure such as ports and warehousing. CRD is emerging as both a precondition for, and means to, catch up.

While export prospects may be limited, aspects of climate mitigation and adaptation have the potential to increase capabilities and incomes via **new industries and associated services**. However, transition costs can compete with available finances for other forms of economic diversification. Current estimates are:

- RM 1.2 trillion (US\$ 255 billion) for energy transition (estimated minumum) until 2050 National Energy Transition Roadmap (2023)
- RM 392 billion (US\$ 83 billion) for flood adaptation (estimated) over the next 50 years<sup>1</sup> NRECC (Climate and Energy) Minister.

Financing climate resilient development may require development of new tools or fresh combinations of existing ones, such as the use of offshore bonds, development finance institutions, and sustainability-linked sukuk or bonds. More active participation in international climate finance fora would also help.

## Mitigation pathway to 2050



source. The emissions factor is sourced from the 2006 IPCC Guidelines for National Greenhouse Gas Inventories. The objective of this method is to provide directional guidance on policy decisions and is not intended as a submission to UNFCCC nor any other international bodies.

Includes IPPU (industrial processes and product use), waste and agriculture
 LULUCF = land use, land-use change and forestry

By 2050, **sinks (LULUCF)** would cover 91% of emissions, up from 65% in 2019. Sinks are expected to remain **constant** relative to 2019 levels.

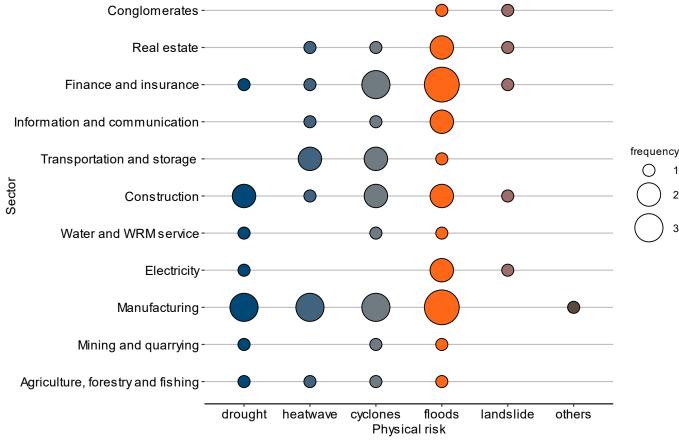
Removals and sinks and critically under-financed. Beyond an Ecological Fiscal Transfer of a mere US\$31million nationwide, policy discussion on solutions is limited to sub-standard tools such as carbon credits and carbon taxes.

Source: National Energy Transition Roadmap (2023).

## Industries are facing climate risks; adaptation needs to accelerate.

- Of 28 companies supporting the Taskforce on Climaterelated Financial Disclosures (TCFD) framework, all sectors reported **physical risks** across multiple climatic drivers.
- 2. The manufacturing sector is exposed to most risk types. Sectors are vulnerable to risks of not just one, but combined physical impacts, requiring different forms of adaptive measures to enhance resilience of their operations on multiple fronts.

Chronic physical risks reported by Malaysian companies under the TCFD framework, 2022.



Source: KRI's compilation

Yet, with industry adaptation needs we expect to see the rise of an adaptation industry

### New Industrial Master Plan 2030 Strategic Framework



## Current industrial policies provide support in developing mitigation tech, less so on adaptation

#### Priority Sectors under the NIMP

- Aerospace
- Chemical
- E&E
- Pharmaceuticals
- Medical Devices

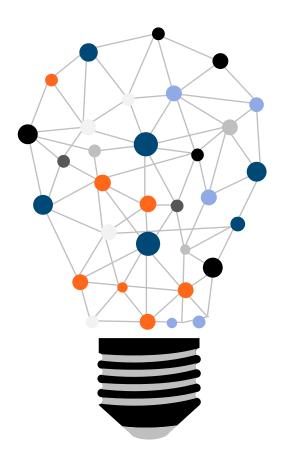
## Targeted sectors are those where basic capabilities have been developed

- Green-related industries targeted are EV, RE, palm-oil products, E&E, Digital and ICT, Machinery.
- Although on a total basis sectors may contribute to mitigation, some targeted sectors may not be the most conducive for catching-up (e.g. larger chips).

#### Climate adaptation also requires industrial capabilities and safeguard measures, which NIMP recognises

- Measures to safeguard Port Klang, Malaysia's principal international trading hub, against sea-level rise, are called for under the NIMP
- Adaptation measures often fuse existing infrastructural capabilities with climate science. Some state-owned enterprises are expanding into adaptation services.

## **Green Industrial Policy in Action: Recent Policies**



Malaysia's **sovereign wealth funds** (Khazanah and Permodalan Nasional Berhad) have committed to some **financing of climate transition** as well as exploring potential adaptation responses for the private sector. Khazanah has set up an **impact fund** which includes a mandate for catalytic climate and energy investments.

State-owned energy companies have **acquired stakes in overseas renewable energy firms** in more mature markets as part of a strategy of **industry learning and technology transfer.** 

The Joint Committee for Climate Change (JC3, comprising Malaysia's financial regulators and industry) launched **Greening Industrial Parks**\* (an NIMP initiative), **Greening Malaysian Companies Supply Chain** and the **SME ESG Jumpstart** portal. The Credit Guarantee Corporation Malaysia Berhad together with 18 banks is offering an RM1 billion (US\$210 million) portfolio guarantee scheme for **SME ESG financing**.

\* integrated waste management, use of renewable energy, measurement, monitoring and reporting of greenhouse gas (GHG) emissions as well as verification systems.

## Conclusion

## Conclusions

3

#### Malaysia has gone through several regimes of industrial policies

Policy shifts result from the need to address weaknesses of the previous regime, the outlook of key policy actors, as well as to take advantage of external opportunities. IS and EO individually could not tackle the needs of growth with redistribution that the context of post-1969 Malaysian politics demanded and so both were conducted simultaneously.

### Resource-based industries, and to a certain extent, semiconductors, have emerged successfully from these policies

While upgrading in resource-based policies were done successfully through a market-defying approach, upgrading in semiconductors were market-following. Furthermore, Bumiputera policy requirements did not stand in the way of upgrading for resource-based industries as it did in the automotive industry. This could be due to the greater technological barriers that need to be overcome in the latter.

### Key barriers for green structural change include premature deindustrialization and insufficient industrialisation, R&D issues, and skill attrition

Deindustrialisation and insufficient industrialization limits the stock of capabilities the country possesses to move into green frontier technology for catch-up opportunities. The low amount of R&D spent, the lack of frontier R&D institutions, and declining skill levels also proves to be a stumbling block.

#### Industrial capabilities need to be built for both climate mitigation and adaptation

Malaysia's exposure to climate risk depends on both global and domestic actions. Tackling the risk requires a considerable amount of finance, which needs to be raised through new and existing measures. In terms of local capabilities building, recent industrial policies addresses the development of mitigation technology, but less so for adaptation.



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## Thank you

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