

Country factsheet

South Africa





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Introduction



This document presents an overview of the cluster policy in South Africa. Given the importance to contextualise the cluster policies (and related) analysed in the factsheets, a comprehensive outlook of the country in socioeconomic terms can be consulted in the OECD Economic Survey: South Africa 2020. The "Economic Surveys" present the major challenges faced by the country, evaluate the short-term outlook, and make specific policy recommendations.

The COVID-19 pandemic has caused an unprecedented economic shock to the South African and global economy, characterised by a decline in production and employment. The policy response by the government was driven by <u>relief packages for employers as well as businesses and fiscal and monetary stimulus efforts.</u>

In addition to the COVID-19 pandemic, the ongoing Russian military aggression against Ukraine has also taken its toll on the South African economy, as important export/import trade flows and deals are destabilised. Especially with nearly the entirety of South Africa's wheat imports originating from Ukraine, the discontinuation and recreation of alternative and more expensive value chains have taken a toll on South African businesses.

In the following, a succinct overview of the cluster policy in South Africa will be provided. The structure of this factsheet generally encompasses:

- 1) an overview of South Africa's cluster-related policies,
- 2) an assessment of the state of play of the South African cluster-related policies at the national level.







1. National cluster policy, programmes and initiatives

In this section, we provide an overview of the existing South African cluster policies on a national level.

The breakdown is presented in the form of a table, with the first column showcasing information on the aspects which constitute the policy (beginning with 'Policy Objectives', following with 'Policy Focus', etc.). The second and third columns represent the cases of two South African cluster-related policies.

Within the table, the text presented in bold (black) depicts standardised categories across country factsheets (56 in total for 2022), which are applied for comparative purposes. This is followed by a complementary descriptive text to provide more insights about the cluster policy in South Africa.



Policy type:	Sectoral policy	Broad policy
Policy name:	Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
POLICY OBJECTIVES	Strengthening cooperation between companies or industry and RTDI actors Increasing competitiveness and boosting scale up of SMEs Supporting internationalisation activities Fostering R&D activities, technology development and implementation Fostering innovation and strengthening innovation ecosystems Promoting resilience and sustainable economy and other solidarity-based initiatives Promoting employment and upgrading skills and competences Strengthening the network of cluster organisations/crossclustering Cluster analysis and support for policymaking Increase supply chain resilience	Increasing competitiveness and boosting scale up of SMEs Supporting internationalisation activities Fostering R&D activities, technology development and implementation Fostering innovation and strengthening innovation ecosystems Promoting resilience and sustainable economy and other solidarity-based initiatives Promoting employment and upgrading skills and competences Increase supply chain resilience



Policy type:	Sectoral policy	Broad policy
Policy name:	Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
	The Competitiveness Improvement Programme (CIP) finds its roots in the overarching Clothing and Textiles Competitiveness Programme (CTCP). The CTCP provides funding support for the textile goods manufacturing industries to invest in competitiveness improvement interventions (e.g.: clothing, footwear, leather) The goal of the policy is to increase productivity levels through industrial and/or process engineering and management activities. Improvement interventions are based on a benchmarking exercise. For this benchmarking activity, the processes and performance of clusters and cluster members are compared to 'best practices' locally and internationally. The CIP promotes three different cluster compositions: 1) 'Ordinary cluster' (group of at least five manufacturing companies or associated organisations) 2) 'National cluster' (a sector or sub-sector-side development initiative coordinated by a national management structure involving skills development, technology R&D and incubation of SMEs, and shared resources facilities), 3) 'Subnational cluster' (formed with or after a national cluster to implement and support the strategic objectives and activities of the national cluster). Sub-clusters from the CIP include: - Cape Clothing and Textile Cluster (CCTC) - KwaZulu-Natal Clothing and Textile Cluster (KZNCTC)	The Special Economic Zone (SEZ) Programme aims to facilitate the development of industrial agglomerations that attract investment and promote business capability development through the formation of clusters. The specific policy aims are directed at enhancing exportoriented manufacturing industry in South Africa. Central tools to achieve this are: ilncentive packages and business support services. Access to the SEZ benefits is granted to start-ups and existing businesses focusing on manufacturing, designated internationally traded services, and trading/warehousing activities. The SEZ Programme therefore provides services to companies engaging primarily in export activities.



Policy type:	Sectoral policy	Broad policy
Policy name:	Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
	- Southern African Sustainable Textile Apparel Cluster (SASTAC) with links to Cotton South Africa (Cotton SA).	
POLICY FOCUS	Sectoral	Sectoral
+	The sectoral policy focus of the CIP is directed at the textile industry (e.g.: clothing, textiles, footwear, leather, and leather goods manufacturing industries).	The main policy focus is export-oriented industries and manufacturing, and covers various different sectors such as: - Automobiles - Agro-processing - Chemicals - General manufacturing - Business process outsourcing - Energy.
RESPONSIBLE AUTHORITIES	Both drafting and implementation	Both drafting and implementation
	Provides funding	Provides funding
■	Oversees the implementation	Oversees the implementation
	The South African Department of Trade and Industry (DTI) is the main authority responsible for the drafting, implementation, and funding of the CIP.	The South African Department of Trade and Industry (DTI) is the main authority responsible for the drafting, implementation, and funding of the SEZ Programme.



Policy type:	Sectoral policy	Broad policy
Policy name:	Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
BENEFICIARIES	SMEs	SMEs
2 -2	Research organisations	Start-ups
	Large firms	Large firms
	General population	General population
		Others: Foreign investors
	The CIP directs its focus on companies of varying sizes. Additionally, the policy also includes R&D entities. Other beneficiaries are seekers of employment, as the policy aims at increasing employment.	The main beneficiaries of the SEZ policy are companies of all sizes and the general population since the policy focuses on promoting employment. Furthermore, the policy also aims to attract foreign investors to accelerate the growth of the South African industry.



Policy type:		Sectoral policy	Broad policy
Policy name:		Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
INSTRUMENTS	Financial	Support to R&D projects, SMEs becoming cluster members, etc. Funding collaboration initiatives	Subsidies to hire personnel Subsidies for cluster infrastructure (e.g. offices, equipment) Others: - Fostering foreign investment (compensated for the qualifying costs of moving new machinery and equipment [excluding vehicles] from abroad) - Tax incentives - Rebates - Customs controlled areas; donation of land or provision of land at a discounted rate by municipalities for the establishment of SEZs - Provision of utilities (water and electricity), sometimes at preferential rates, negotiated on a case-by-case basis
	Technical assistance	Infrastructure: coworking spaces, offices, incubation and accelerator spaces, research centres, technology parks etc. Support for hard skill development: knowledge transfer, intellectual property, entrepreneurship, export advice, market intelligence Support for soft skills development: coaching, management training, upskilling/reskilling Support for networking and partnership building (at the national and/or international level) Marketing activities: advertising, communication, events, fairs, and so on	Infrastructure: coworking spaces, offices, incubation and accelerator spaces, research centres, technology parks etc. Support for hard skill development: knowledge transfer, intellectual property, entrepreneurship, export advice, market intelligence Support for soft skills development: coaching, management training, upskilling/reskilling Marketing activities: advertising, communication, events, fairs, and so on Others: - Specialised waste services



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Policy name:		Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
			 Infrastructure such as construction, maintenance, and upgrading access to roads for the SEZs
	Explanation	Financial and technical support is granted to help in fostering innovation through cluster projects. This is done specifically by increasing competitiveness in cost, quality, reliability, adaptability, as well as the capability to innovate through cluster project. Regarding the more technical side of support, this encompasses: - Software investments - Consulting - Skills training - Joint research activities. Consulting services try to enhance the management systems, management control principles, performance, quality management, and preventative management of companies/cluster members to ensure productivity. Following the rationale of the benchmarking component of the CIP, this policy also supports best practice networking that allows participants to engage with best practice peers, with a view to increasing their own capabilities.	Financial and technical support of the SEZ policy aims to effectively promote sustainable technological innovation and increased productivity. This comes by providing - Marketing support - Capacity development - Skills development strategies - Sustainable infrastructure development - Integrated logistics systems - Technology - Research - Developmental measures This in-turn should also aid job creation through national and provincial grants.
HISTORY	Period	Unlimited	Unlimited
	Ending year (for policies with limited period)	-	-



Policy type:		Sectoral policy	Broad policy
Policy name:		Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
	Starting year	2009	2012
	Explanation	The starting year of the CIP is not specified in the sources, but it is indicated that the overarching CTCP has provided funding since 2009.	Drawing on government sources, the SEZ policy was reportedly launched in 2012 and build on the former Industrial Development Zones programme (IDZ).
			Thus it has emerged from new developments in national economic strategies like the National Industrial Policy Framework and the New Growth Path. Developments in global economic cooperations such as the BRICS (Brazil, Russia, India, China) has also had influenced said the cluster policy creation.
			Within the framework of the IDZ programme, several industrial complexes were set up and built on within the new SEZ policy, such as:
			 Coega SEZ in the Nelson Mandela Bay Municipality East London IDZ in the Buffalo City Municipality Richards Bay IDZ in the uMhlathuze Local Municipality & uThungulu District Municipality Dube TradePort IDZ in KwaZulu-Natal Province.
BUDGET	Overall	Specific reports note how an overall support of the cluster amounts to EUR 1.3 million.	By 2012/2013, it is reported that the South African government invested up to EUR 435 million in the Coega, East London, and Richards Bay development zones (ECB conversion rate from ZAR to EUR from July 24, 2020).
	Annual	Over the past years, the following financial commitments were reported:	The budget is not publicly available



Policy type:		Sectoral policy	Broad policy
Policy name:		Competitiveness Improvement Programme (CIP)	Special Economic Zone (SEZ) Programme
		2017: EUR 18.5 million 2016: EUR 10.3 million	
	Source of funding	The budget is mainly provided by the South African Department of Trade and Industry (DTI). The DTI covers 75% of the project costs of qualifying ordinary clusters. The remaining 25% is provided by members of these ordinary clusters. National and subnational clusters are funded by the DTI on an annual percentual rate from year 1 to year 5 of the cluster project.	South Africa's Department of Trade and Industry (SEZ Fund – Capital Projects), Department of Economic Development Environmental Affairs and Tourism, and regional authorities such as the Buffalo City Metropolitan Municipality for the East London IDZ.
POLICY EVALUATION	Availability	in-itinere	ex-ante
XI.	Results	According to a review from 2017, successes have been measured in multiple respects. Cluster members reportedly experienced increases in garment exports directly or through local retailers in the region. Said exports are complemented by footwear exports to the Eurozone and other international destinations. The CIP also managed to maintain and create new jobs in the industry. Additionally, major retailers are collaborating more with local manufacturers individually or in clusters. The report also summarises the number of CIP applications in 2017. Of the 61 (2016: 49) projects approved, 39 (2016: 27) were cluster level applications and the remaining 22 (2016: 22) were company-level applications.	Sources from 2013 government monitoring and reports on on the inputs, outputs, outcomes, and impact of the former Industrial Development Zones (IDZ) policy. Said assessment indicates that South Africa's industrial zones following the IDZ policy did not reach financial sustainability until 2013. Therefore, the SEZ policy replaced the IDZ policy based on the following findings and recommendations: 1) costs and risks must be managed better 2) any upfront infrastructure expenditure must match business interests better 3) initial government investment in the SEZs must be minimized 4) capital and operational costs must remain proportional to the number of tenants in place



Policy type:		Sectoral policy	Broad policy
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			5) excessive supply of industrial land by the government should be avoided
			6) in the new SEZs, operating entities will no longer be permanent and new operating entities will be appointed on a five-year contract
			7) the subsequent evaluation should fine-tune its indicators to include the efficiency and effectiveness of the SEZs.
POLICY ALIGNMENT WITH THE EU PRIORITIES		-	-



02 State of play of cluster policy



2. State of play of cluster policy

This section presents an overview of the state of play of South African cluster policy in the form of a quantitative and qualitative assessment. The data below illustrates how the country ranks in terms of **maturity of cluster policy at the national level**. The maturity assessment is based on a combination of factors presented in Chapter 1, which receive a score based on the existence or absence of a given element in the cluster policy.

Note: the maturity assessment does not reflect the performance of a country, but only the degree of development of their national cluster policy at the moment of data collection (Q3 2022). The assessment illustrates how the country scores for each of the four criteria (policy scope, continuity of cluster policies, evidence of performance, cluster support instruments) compared to the maximum score they can reach. Please refer to the Annex for a detailed overview of the categories and the scoring system.

The table below presents an overview of the **maturity assessment for South Africa** for 2022. The total score of South Africa is 2 points out of 8.

SOUTH AFRICA	MATURITY ASSESSMENT	Max score	Actual score
	Absence of cluster policy	0	
POLICY SCOPE	Broad policy	0,5	
FOLICI SCOPE	Sectoral policy	1	1
	National and/or regional cluster policy	2	
	No cluster-specific policy available	0	0
	Cluster policy established recently	0,5	
CONTINUITY	Cluster policy established between over 2 and 10 years	1	
	Cluster policy established over 10 years ago	2	
	No evaluation and / or monitoring available	0	
EVIDENCE OF	Existence of evaluations of past policies	0,5	0,5
PERFORMANCE	Existence of monitoring or an ongoing / interim evaluation	1	
	Existence of monitoring and ex-ante or ongoing / interim evaluation	2	
	No instruments for cluster development	0	
CLUSTER SUPPORT	Financial support for cluster development in the broader and / or sectoral policy	0,5	0,5
INSTRUMENTS	Financial or technical support for cluster development in dedicated cluster policy	1	
	Financial and technical support for cluster development in dedicated cluster policy	2	
	TOTAL (8)		2

Source: ECCP (2022)

Drawing from the table above that showcases the scored points in South Africa's cluster policy, the Figure below portrays the **degree of maturity** across four categories related to the national level cluster policy.



Policy Scope

Continuity

Evidence of Performance

Cluster Support Instruments

0.0 0.5 1.0 1.5 2.0

Figure 1: Maturity of cluster policy - South Africa

Source: ECCP (2022)

The text below provides a qualitative description of the state of play of the cluster policy in South Africa, which is complementary to the maturity assessment presented above.

Policy scope

The Competitiveness Improvement Programme (CIP) within the overarching Clothing and Textiles Competitiveness Programme (CTCP) is a sectoral business support programme with a cluster development element for manufacturing in the textiles and apparel industry.

By contrast, the Special Economic Zone (SEZ) programme is a broader programme to develop a set of industrial areas which can serve as the infrastructure for cluster development.

Continuity

South Africa's Department of Trade and Industry recognised the importance of cluster development already in the 1990s, making efforts to analyse sectors and interact with relevant stakeholders such as industry associations. The first major policies including a cluster component, were the Industrial Development Zone (IDZ) Programme, which was established in 2000, and the Industrial Policy Action Plan (IPAP), which was first launched in 2008/2009. Generally, these policies focused primarily on decreasing unemployment rates, fostering skills development, and ultimately increasing the global competitiveness of South Africa's industries, with an emphasis on manufacturing. Notably, these were industrial policies rather than cluster policies per se.

Policies specifically targeting and promoting cluster activity were launched as early as 2009 with the onset of the Clothing and Textiles Competitiveness Programme (CTCP), which included the national cluster-focused Competitiveness Improvement Programme (CIP). The CIP has fostered the growth of several ordinary, national, and subnational clusters ever since, with a view to potentially continuing the cluster approach in the textile industry in the future.



The Special Economic Zone (SEZ) policy was developed in 2012, replacing the Industrial Development Zone programme after a policy review to improve South Africa's economic development activities and further endorse cluster development. In order to achieve this, the SEZ policy utilises a wider range of policy instruments and incentives.

South Africa had also set up a Cluster Development Programme (CDP). This cluster policy, however, was terminated after the conclusion of its pilot phase in 2018. There is no publicly available information on why the policy was terminated. South Africa, thus, currently runs no dedicated national cluster policy.

Evidence of Performance

A policy evaluation was finalised in 2013, assessing the financial sustainability of the now-terminated IDZ policy. This performance and expenditures evaluation measured the cost of attracting investment in the IDZs and compared it with the recorded gains. The IDZ policy was also evaluated by these two key indicators: 1) increased investment (number of signed investors, value of the investment, number of new investment agreements, number of investment opportunities) and 2) increased value-added exports (value of exports generated and establishment of new exporters).

The results of this assessment showed that by 2012/2013, the South African government had invested approximately EUR 435 million in the Coega, East London, and Richards Bay development zones. The measured private sector investment of EUR 165 million, however, did not match or exceed the amount of government spending in the same three zones in the same time frame. Therefore, the IDZ policy was replaced by the SEZ policy to remedy its shortcomings.

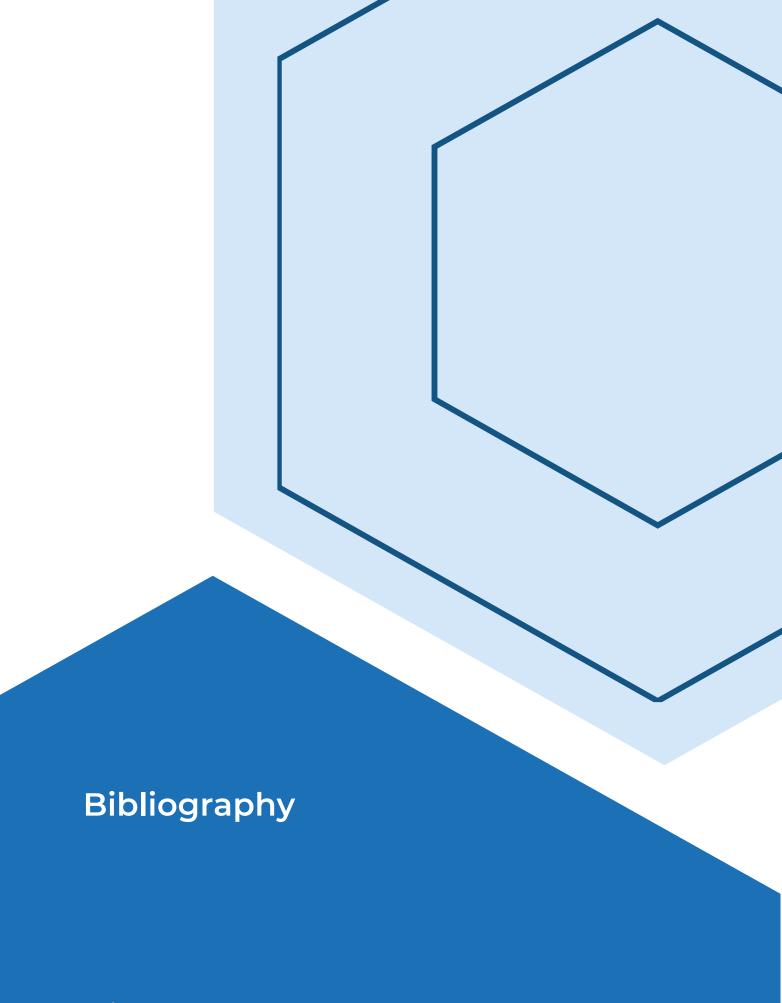
Another evaluation was carried out on the Cluster Development Programme (CDP). This policy specifically focused on the promotion of industrialisation, sustainable economic growth, and job creation in South Africa through cluster development and industrial parks. The policy was suspended in 2018 since it was launched as a pilot project that had aimed to provide grants to a limited number of clusters. Notably, the policy prioritised the growth of black-owned entities within selected clusters and the development of industrial parks in areas with high levels of unemployment, such as townships and rural areas. Moreover, the policy required the majority of cluster tenants to be involved in manufacturing and supply-based business. A summary report on the Industrial Policy Action Plan (IPAP) published in 2017 for the financial year 2017/2018 to 2019/2020 states that the CDP had approved six cluster initiatives totalling approximately EUR 3 million (ECB ZAR-EUR conversion rate from July 27, 2020) across the country. These clusters mainly engaged in the medical devices sector, composites, non-automotive, advanced manufacturing, pharmaceutical, and creative industries.

The DTI commissioned an impact assessment after the termination of the Cluster Development Programme, expecting recommendations from the evaluation to be delivered in the 2018/2019 financial year. This policy evaluation, however, is not publicly available.

Cluster Support Instruments

The South African cluster-related policies both employ financial and technical assistance, though in varying compositions. While, for example, the CIP focuses more on skill development and consulting services, the SEZ provides physical infrastructure for logistics and research.







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Annex

Criterion of maturity assessment	Description	Scoring (points between 0 and 2)
Policy scope	assessment whether the country has a dedicated cluster policy, or cluster creation and/or development is targeted through broader policies, e.g. foreign trade policies, labour and social policies or specific sectoral policies, e.g. industrial policy tourism policies, agriculture policies	absence of cluster policy = 0 existence of broader policies = 0,5 existence of specific sectoral policies = 1 existence of targeted cluster policies = 2
Continuity of cluster policies	assessment of the duration and experience of the country in carrying out cluster policies. This criterion assesses only existence of targeted cluster policies and not broader policies or sectoral policies	absence of policies supporting cluster development = 0 cluster policy established recently (within the last 2 years) = 0,5 cluster policy established between over 2 and 10 years = 1 cluster policy established over 10 years ago = 2
Evidence of performance	assessment whether there are evaluations of past and ongoing policies and a monitoring system in place. The existence of monitoring and evaluation mechanisms determines the degree of policy development in the country	no evaluation and / or monitoring available = 0 existence of evaluations of past policies, e.g. ex-ante = 0,5 existence of monitoring or an ongoing / interim evaluation =1 existence of monitoring and ex- ante or ongoing / interim evaluation =2
Cluster Support Instruments	assessment whether the policies provide any instruments to support the policy implementation, being these financial and/or technical support	no instruments for cluster development =0 financial support for cluster development in the broader and / or sectoral policy = 0,5 financial or technical support for cluster development in dedicated cluster policy = 1 financial and technical support for cluster development in dedicated cluster policy = 2

Source: ECCP (2022)

