

Analyzing the Industrial Policy Formulation Practices in Adisabeba City Administration: Challenges and Prospects

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Abstract

Ethiopia's government has been attempting to promote economic growth and development by developing comprehensive national industrial policies and strategies. Accordingly, the study aims to analyze the industrial policy formulation practices, challenges, and prospects in the Adisabeba city administration. Under this applied research, a mixed research methodologies and methods have been employed to investigate the practices, challenges, and prospects of industrial policy formulation. The researcher has employed questionnaires, observations, and document reviews to collect data from key informants. Thematic content analysis has been employed to systematically describe and categorize the meaning and content of qualitative data. Furthermore, a descriptive method has been utilized for the quantitative aspect of the data. The study shows that the city administration has good experience in adopting industrial policies and strategies and pursuing a top-down policy-making approach under the ideological and policy direction of the central government. Recently, the city administration has developed a lot of legal and intuitional procedures, regulations, and public institutions that help policy design and enforcement concerning the city's development. The study also shows that the city administration has been challenged with a lack of a comprehensive industrial strategy, corrupt practices and a rent-seeking conscience, poor oversight and accountability mechanisms, and a weak institutional set-up to monitor and evaluate the policy process. Finally, the researcher advised the city administration to introduce a legal framework that prevents misconduct and rent-seeking behavior; an institutional framework that promotes the expansion of private financial enterprises; and a strong policy control and evaluation system in the policy process.

Keywords: industrial policy, formulation, implementation, monitoring, evaluation, policy-making

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1.1. INTRODUCTION

Dye (2003) stated in his book that public policy is what governments choose to do or not do. The government, according to Dye's definition, is the agent of public policymaking. Moreover, he emphasizes the fact that public policies require governments to make a basic choice between doing something and doing nothing. Other policy researchers define public policy as "a set of actions designed to put specified normative and empirical aims into action in order to solve perceived societal issues and needs in a specified way and therefore bring about desired changes in society(Dye, 2003).

Dror's concept of public policy emphasizes, first and foremost, that it involves structures and is a continuous process that takes place within governmental institutions. Second, different institutions in the government (such as the legislature, the executive, the judiciary, and the administrative apparatus) make varied contributions to public policymaking depending on the nature of the policy and policy system. Finally, one can contend that public policy judgments are legislative enactments made in public institutions(IBID).

A book published by Niilm University (2017), stated that government policies are developed and implemented to assist the general public in achieving the government's goals. These policies explain the government's programs in great detail. The collective measure of the government results in public policy. Under a specific administrative system, it is the relationship between government entities and a particular sector of the political environment. Laws, ordinances, court rulings, presidential directives, and decisions are few examples(Niilm University, 2017).

Public policy is extremely essential because it affects every element of our lives. It is difficult to imagine a social situation that isn't influenced by public policy. As a result, it is critical to get policy right, or at the very least, to explain what goes wrong and what everyone can do about it(Cairney, 2020). As Dye (2013) went on to say that the government expanded in relation to the size of the national economy over the majority of the 20th century. Gerston (2014) claimed that public policy-making today is complex, dynamic, constantly growing, and interactive.

As part of the public policy, industrial policy has enabled many countries in the world to register jump-off industrial development. No nation has successfully transitioned from pervasive rural poverty to post-industrial

prosperity without implementing targeted and deliberate government measures to change the nature of its economy and increase its economic dynamism. Furthermore, it is challenging to envision how nations at all stages of development can constructively respond to current challenges - from job creation and poverty reduction to participation in the technological revolution and global value chains, from promoting efficient and clean energy to mitigating climate change and greening the economy - without employing some sort of targeted industrial policy (Bhorat, Cassim, and Hirsch 2017).

Majority of the African countries have been looking for means to achieve socioeconomic development since gaining political independence in the 1960s. As a result, they have put in place a variety of programs and development policies. Globalization as a way to help economic progress, made the Africa's traditional allies altered their policies and actions on the continent to meet their new objectives and interests. The international economic system enforce them to altered by the advent of China and India as new partners for African countries, with new conditions and engagement strategies (The African Capacity Building Foundation, 2017).

Following the 1991 a political shift, Ethiopia has introduced two major reforms in the policymaking process. One was the introduction of a new federal government structure that permits the center and sub national governments with precisely defined areas of territory, to share political power (Kaso et al., 2018). In a similar way, the new federal structure established the principle of separation of powers between the executive and legislative branches. The constitution, on the other hand, grants policymaking authority to both branches of government (Mulugeta, 2005).

The second was the country's economic structure transitioned from a command economy to a more market-oriented economy, causing changes in the policy environment. This structural transformation in the country's political economy, by its very nature, strives to attract new policy environment and policy actors at all levels (IBID). The newly introduced system brings progressive and fundamental political changes in the formulation and implementation of economic and social policies to bear on the principles and objectives embodied in the Constitution. Accordingly, the 1995 adopted FDRE Constitution, which brought constitutional and political changes and, of course, influenced the policymaking process in the country. The structure of the state is based on the bicameral parliament consisting of the house of federation and the House of Peoples' Representatives, where the federal government, states, and self-administrative elements shall have legislative, executive, and judicial powers (Kaso et al., 2018).

The constitution has also recognized that the sub-national government units are the building blocks of the central government (political union) in federal systems like Ethiopia.

In the early 2000s, when industrialization was become an urgent issue in international policy forums, Ethiopia has stood to formulate and implement a full-fledged Industrial Development Strategy. The Industrial Development Strategy was designed based on the government's broad development vision of Agricultural Development Led industrial Development. Major national policies and program initiatives; the establishment of public policy implementation enterprises; the powers and duties of national and subnational government agencies; and budget legislation have been completed during the transition period of the EPRDF government (Mulugeta, 2005).

Following, the EPRDF government has designed three phases of implementation programmes to execute the policies at national and local levels. The three implementation phases were: the Sustainable Development and Poverty Reduction Program (SDPRP); Plan for Accelerated and Sustained Development to End Poverty (PASDEP); and the Growth and Transformation Plan (GTP).

The Adisabeba City council, The Adisabeba City planning commission, The Adisabeba City Trade and Industry Development Bureau and Micro and Small Enterprises Development Agency and their lower sub-organizations are the public enterprises established to design and implement the industrial development and Micro and Small Enterprises Development strategies. The city's spatial growth had been framed by the statutory structure plan. Six key urban issues (housing, urban road network and transportation, manufacturing industries and large storage facilities, environment, and inner city renewal and upgrading) were prioritized in the action oriented strategic development plans, with proposed implementation mechanisms and financial investment requirements (AAC, 2002). The city's economy has increased by double digits during the last decades indicating the Textiles and Garment (63%) followed by manufacturing (36%).

1.2. Statement of the Problem

Public policy is fundamentally emerging in transnational, national, and sub-national political settings that are becoming more complex, dynamic, and overlapping in their governance networks. The nature of public policy in the context of the political structure of states is the focus of increasingly complicated type of governance. The re-orientation of government functions, the growing number of policy actors involved in public policy making, and the shift from government to governance are all characteristics of the changing environment in political economy research (Wilde et al., 2009). Associated with, scholars agree that governance is about the collective processes by which public policy decisions are made and implemented; local and regional governments are the essential

institutional building blocks for central governance; the wider governance sphere comprises a set of state and non-state institutions, mechanisms, and procedures through which citizens can articulate their interests and needs (IBID). Local government units, according to Suttmuller and Setiono(2011), are responsible for public administration, health care, education, social services, economic development, population welfare, social security, and environmental preservation.

Empirical studies in the field demonstrated that regional and local policies and programs in Ethiopia were the derivatives of central government(Kaso et al., 2018).

At the regional level Nugussie (2020) conducted a research on “Policy Actors and Institutions in the Policy Process at Sub-National level in Ethiopia: The Case of Oromia Regional State”. The study's primary goal was to evaluate the role of policy players and institutions at the regional level. The researcher missed to cover the policy making practice at Oromia regional state, to assess the practice and challenges of policy formulation in the regional state and moreover he has failed to place attention on particular sector policy. Thus, the purpose of this research is to assess such kinds of gaps.

Nugussie (2020) has also found that policies designed at regional levels were considered as subsets of national policies. The federal government has been violating the principles of self-governance and policy independence by shaping regional or local policies and even directing how to implement it. He also found that policy making at regional levels has little room for public debate. There is less space for local actors in policy process, there is no culture of policy research, and there is a lack of strong policy analysis institutions affecting effective policymaking and implementation.

However, the policy alternatives he proposed to solve the challenges were not sufficient enough and there were not sustained policy recommendations supported by institutional arrangements. Thus, the current study has taken the concern to give them sustained and appropriate policy recommendations for such supposed policy gaps.

Ketsela and selemawit (2020) have conducted a policy study on the issue of “public participation *visa vis* policy-making: practices & challenges” objectively to investigate the practice and challenges of public participation in the policy-making process of Addis Ababa city administration. However, they have missed to investigate the practice and challenges of the policy-making process in public policy institutions of the City administration such as the city council, and the city cabinet. Thus, the current study is to investigate the practice and challenges of the policy-making public institutions in the City administration covering the gap in the previous study.

In 2018, the International Bank for Reconstruction and Development and The World Bank published an assessment titled "Enhancing Economic Development and Job Creation in Addis Ababa: The Role of the City Administration" with the goal of examining the city's major economic potentials and limitations and identifying some of the necessary policy actions. The report indicated that the policy makers in the City needed a thorough grasp of the city's comparative advantages and potentials in order to assist to implement investments and policy reforms.

Thus, the current study will contribute in advancing the potential of policy makers by identifying the practices and challenges of the industrial policy process in the City. In summary, the research gap here is to investigate the practice, challenges and prospects of industrial policy formulation in relation to the institutional frameworks and procedures established to design and execute the policy process.

1.3. The Objectives

The general purpose of the study is to analyze the challenges and prospects of industrial policy formulation in the AdisAbeba City Administration as its constitutional right given by the FDRE constitution and the charter of the city administration.

Specifically the study set out:

- 1) To investigate the industrial policy formulation practices in the City Administration;
- 2) To investigate the challenges in the practices of the industrial policy formulation in the City Administration;
- 3) To investigate the prospects for improved industrial policy formulation practices;

1.4. Research Questions

The specific research questions were:

- 1) What are the industrial policymaking practices in the City Administration?
- 2) What are the challenges faced in city during the industrial policymaking practices?
- 3) What were the prospects for a better policy making in the City Administration?

1.5. Conceptual and Theoretical issues in Public Policy

Thus, according to Green and Sawyer (2003), industrial policy may be defined as any set of measures designed to improve the economic performance of manufacturing sector. Furthermore, Chang (1994), defined industrial

policy as a public policy targeted at particular enterprises to produce outcomes that the government considers to be efficient for the economy as a whole. For Crafts and Hughes(2013), industrial policy is a combination of "structural policies meant to improve the efficiency, size, and international competitiveness of domestic industrial sectors, and often includes national champions of self-reliance in achieving growth and development.

Any sorts of intervention or government policy that aims to enhance the business climate or to modify the structure of economic activity toward sectors, technologies, or tasks that are considered to offer greater possibilities for economic development or societal welfare (UNCTA, 2016)

Industrial policy, according to the Institute for International Economics(March, 2003), is an effort by a government to shift the sectoral structure of production toward sectors that it believes offer better chances for accelerated growth than a typical process of industrial evolution based on static comparative advantage.

Long-run productivity performance is determined by decisions to invest, innovate, and embrace new technologies, which are sensitive to incentive structures in a market economy. The wide variety of government measures categorized as industrial policies would have the potential abilities to influence the productivity development. This implies that science, innovation, and technology policy should be viewed as inextricably linked to an intrinsic aspect of industrial policy. When developing industrial strategy for manufacturing, it is critical to emphasize how technological progress and innovation are incorporated into policy creation. Policy must be reflexive enough to adapt to unexpected or quick changes in technological and scientific breakthroughs impacting the location, structure, scale, and nature of the manufacturing sector and its ties to the broader economy (Crafts & Hughes, 2013).

According to Herr (2019), the goal of industrial policy is to encourage economic development. Economic upgrading without social upgrading, in particular, would not be sustainable and would result in economic and social difficulties, preventing countries from expanding and succeeding in the long run. He went on to provide four reasons why economic development in all nations (including wealthy ones) necessitates an industrial policy:

- 1) The investment required to build new items or technologies is hazardous and will not be undertaken by private investors without government assistance;
- 2) Major technology advances necessitate complementing government initiatives, such as those in education and technical assistance;
- 3) In many circumstances, government assistance is required to deal with internal and external economies of scale.
- 4) Government should compel businesses to evaluate the environmental consequences of their manufacturing processes and make changes to reduce their negative impacts.

Development needs to go beyond exploiting following the dawn fall of the Dergue regime, the EPRDF established a transitional government that lasted from 1991 up to 1995. During the transitional period, non-state actors were less likely to influence government decisions since the party and executive institutions were merged. Mulugeta(2005) claimed that the EPRDF increased its power in the policymaking process by exerting overwhelming control over the major policymaking institutions, the council of representatives and the council of ministries.

The industrial development policy has been shaped by major political and economic changes, shifts in economic and social policies, and the political economy set up of the country. The institutional structure through which industrial policy is designed, implemented, and adapted has changed fundamentally(Arkebe 2015). Ethiopian Industrial Development Strategy Within the context of ADLI, the Industrial Development Strategy of Ethiopia (IDSE) serves as the foundation for the country's industrial policy. In 1994, ADLI became the country's development strategy. IDSE has been the ruling party's guiding principle since 2000, although it became an official document only in August 2002 (Arkebe, 2015).

The industrial development strategies during the EPRDF focused on industries that were labor-intensive and had a wide market, broad linkages with the rest of the economy, used agricultural products as inputs, export-oriented and import-substituting industries, and industries that could contribute to faster technology transfer. Agro-processing, textiles and garments, leather and leather goods, metal and engineering, and the chemical and pharmaceutical industries are priority areas in the manufacturing sector(FDRE Ministry of Industry, 2013).

The industrial development policy of the country also prioritizes the need for all-around assistance for industrialists and fosters an environment that encourages private sector expansion through macroeconomic resistance, foundation providing, and credit policies. Also, prioritize human resource capital, rebuild the supervisory environment and legal framework, and resist rent-seeking government frugality(Arkebe 2015).

The industrial policy of Ethiopia was designed in 2002 within the framework of global environment based on the following underlying principles of free- market economy:

- 1) Accept that the private sector as the driving force behind the industrial development agenda;
- 2) Following the direction of Agriculture- led Industrialization;
- 3) Following Export-led Industrialization;
- 4) Focusing on Labor Intensive Industries;

- 5) Using Coordinated Foreign and Domestic Investment; and
- 6) Mobilizing the whole society for industrial development.

The 2002 industry policy has identified priority sectors that deserve attention to build the platform for the industry to take its key leading role in the economy. Textile and garment, leather and leather goods, chemical, metal, agro-processing, and construction industries are among them. The industry policy has continued to be the corner stone for future industrial development in Ethiopia(MOFED 2013).

1.6. Industrial Policy making practice in Adisabeba City Administration

Instead of focusing on the content of policies or their causes and effects, policy studies frequently concentrate on how policies are made. In general, the study of how policies are made takes into account a number of actions or procedures that take place within the political system(Dye, 2013).

However, in order to better understand how policies are made, policy analysts supposed to break policy-making processes into individual stages. The common stages of the policy-making process are problem identification and agenda setting, formulating the policy, policy adoption, policy implementation, and policy evaluation(Ibid).

1.6.1. Problem Identification and Agenda Setting

The ability to determine what will be a policy issue is essential to the formulation of policies. Even more crucial than choosing the answers is defining what the issues will be. It is believed that people and groups might set themselves up to take on the responsibilities of outlining issues and putting up suggestions for remedies. People have the ability to set their own goals, form groups, rally people to their cause, approach decision-makers in the government, and supervise the execution of plans and initiatives(Dye 2013).

However, important political strategies include creating an issue, dramatizing it, drawing attention to it, and applying pressure on the government to respond. Influential people, organized interest groups, organizations that develop policies, political candidates and office holders, and maybe most significantly, the media, use these strategies(ibid).

Anderson(2003:81) states that "a policy problem might be characterized as a condition or situation that causes wants or unhappiness among individuals and for which remedy or redress through governmental action is sought. Henceforth, Dye(2013) puts two different sorts of agenda-setting techniques.

First, the bottom-up agenda setting strategy(the "democratic-pluralist" model), makes the assumption that anyone can identify a problem, including individuals or groups, candidates for office, political figures seeking to improve their reputations, and political parties seeking to define their preferred positions.

Second, the political elite model in which political activists, the leadership strata established the agenda from the top down, with the goal of determining how popular preferences affected public policy.

1.6.2. Formulating Policy

Policy formulation comprises developing several policy solutions to address challenges on the public agenda. Policy can be formulated in a variety of settings, including legislative committees, interest group offices, special commission meetings, and think tanks.

Organizations that focus on policy planning serve as key coordinating hubs for the policy process. The Council on Foreign Relations, the American Enterprise Institute, the Heritage Foundation, the Center for American Progress, and the Brookings Institution, to name a few, are prominent in a number of important policy areas(Dye 2013).

1.6.3. Policy Legitimation

Political science has traditionally placed a strong emphasis on these policymakers' activities, which include those of the White House staff, Congress, courts, federal agencies, congressional committees, and interest groups. These activities are frequently portrayed as representing the entirety of the policymaking process. However, the actions taken by the nearby policymakers are only the last stage in a much more involved procedure (Dye 2013).

1.6.4. Policy Implementation

All of the actions taken to carry out the laws passed by the legislative branch are referred to as implementation. These operations include establishing new departments, agencies, bureaus, and so forth, as well as giving existing entities new tasks. These institutions are responsible for converting legislation into operational guidelines. They need to carry out duties, spend money, create contracts, and recruit staff. Bureaucrats make decisions that influence policy in all of these operations. The bureaucracy has a bigger say in how policies are made as society has gotten bigger and more complicated. Policy implementation often requires the development of formal rules and regulations by bureaucracies(Dye 2013).

1.6.5. Policy Evaluation

According to the policy process paradigm, policy evaluation comes last. It means that decision-makers, including Congress, the president, interest groups, bureaucrats, the media, think tanks, and others, endeavor to understand whether or not policies are accomplishing their stated objectives, at what costs, and with what impacts on society, both intended and unintentional. Advanced iterations of the model depict a "feedback" relationship whereby

assessments of present policy uncover new issues and restart the policymaking process(Dye 2013). Understanding the effects of public policy is the process of policy evaluation (IBID).

1.7. Research Methodology

1.7.1. Research Design

In order to describe in detail the situation pertaining to the current status of the council of the city administration, their executive organizations and their role in policy formulation, this research used both descriptive and analytical research methods. The majority of this research is qualitative, which is ideal to gather subjective opinions from legislatures, standing committee members, and executive departments regarding their roles, practices, and obstacles in the policy-making process. The quantitative approach was also used, albeit to a lesser extent, to gather the basic data and demographics of the sample population.

1.7.2. Methodological Approach

The purpose of the study was to analyze the industrial policy formulation processes, practices, challenges and opportunities, in the AdisAbeba City Administration. Consequently, the study employed a mixed research approach to analyze the practice and relevant policy theories and approaches through the collection and verification of qualitative and quantitative data.

1.7.3. Sampling Method

The sampling method used in conducting the study is purposive sampling. The reason is that the participants who complete the questionnaires are selected based on the assumption that they have special abilities, knowledge, or understanding of the study under consideration.

1.7.4. Sampling Size

The study has conducted in some selected government sectors in which these are public institutions designed to formulate industrial development policy: Addis Ababa Council Office, Addis Ababa Trade and Industry Development Bureau, Addis Ababa Micro and Small Enterprises Development Bureau, and Addis Ababa Planning Commission.

Accordingly, the researcher has been kept this in mind while selecting the determining the size of the samples.

Number of Participants	Institutions	Total
5	Addis Ababa City Council Office	
5	Addis Ababa trade and industry development bureau	
4	Micro & Small Enterprises development bureau	
4	Addis Abeba Planning commission	18

1.7.5. Method of Data Analysis

Concerning the nature, approach, and design of the problem, the research is structured by literature review and applied research strategies to analyze the qualitative and quantitative (even limited in content) research questions on industrial policy formulation and implementation practices in Adisabeba City.

According to Flick (2014), qualitative content analysis is a method for systematically describing the meaning of qualitative data by assigning successive parts of the material to coding frame categories with a focus on selected aspects of meaning, namely those aspects that relate to the overall research question. Therefore, the researcher used thematic content analysis as a method for systematically analyzing the meaning of qualitative data for the qualitative part. Whereas the quantitative part of the research would be summarized by a descriptive analysis method.

1.8. Research Findings and Analysis

1.8.1. Background Characteristics of Respondents

Descriptive statistics were applied to summarize the frequencies and percentages of profiles of the respondents related to the sex category, educational level, work position, and working organization of the respondents.

			FREQUENCY	PERCENTAGE	VALID PERCENT	CUMULATIVE PERCENT
Gender category	Male	11	0.0064%	0.0064%	0.0064%	0.0064%
	Female	6	0.00235%	0.00235%	0.00235%	0.00235%
	Total	17	100	100	100	100
Age group	30-40	2	11.76%	11.76%	11.76%	11.76%
	41-50	14	82.35%	82.35%	82.35%	82.35%
	51-	1	5.88%	5.88%	5.88%	5.88%
	Total	17	100	100	100	100
Level of Education	BA/BSC	7	41.17%	41.17%	41.17%	41.17%
	MA/MSC	10	58.82%	58.82%	58.82%	58.82%
	PHD	0				
	Total	17	100	100	100	100
working Organization	City council	4		23.52%	23.52%	23.52%
	Planning commission	2		11.76%	11.76%	11.76%
	Trade and Industry Bauru	6		35.29%	35.29%	35.29%
	Small & micro enterprise	5		29.41%	29.41%	29.41%
	Total	17		100	100	100
Work position	Expert	6		35.29%	35.29%	35.29%
	management	11		64.7%	64.7%	64.7%
	Total	17		100	100	100

Source: Author's own survey, 2022

1.9. Analysis of Industrial Policy Formulation

1.8.1. Analysis of Policy and Strategic Plans Formulation

The Addis Ababa City Administration is one administrative body of the federal government which has a political and legal authority to administer the city. As an administrative body, the government can use the constitutionally mandated political and legal authority in the self-imposed sovereign state to enact and fulfill various policies, programs, and plans to change the livelihoods of the residents of the city. In order to maintain such a condition, it is supported by a charter of decrees and regulations that go down from above, beginning with the national constitution.

Accordingly, the Addis Ababa City Administration has been supported by central government developmental initiatives for the past 27 years to transform the livelihoods of the people of the city and ensure its economic advantage through the introduction and implementation of

development policies and programs. Assuring that the Addis Ababa City administration has introduced and implemented a development plan(2002–2012) that comprises a statutory structure plan and action-oriented strategic development framework.

As a result, the study found that the City Administration has experience of introducing and implementing policies, strategies, and programs that promote the city's societal living standards (Majority of the respondents) However, fewer participants in the study drew close opposition against the above proposition. To enhance the proposition, the following perspectives have been adopted by the respondents:

"Addis Abeba city administration is accountable to the federal government, then it works on the policies, including in consultation with the direction given by the federal government. As well, a top-down policy approach is perused by the federal government, which means that all policies, development programs, and policy directions are from the federal government. In particular, since the power to enact industrial policy has been given to the federal government, the city administration has only the power to implement a policy given by it. So, the city administration is politically dependent on the technical guidance of the central government".

Furthermore, the Charter of the City Government Charter under Article 11 states that the Executive Committee of the Addis Ababa City Government shall be accountable to the Council of the City Government and shall have the powers and duties to ensure the proper implementation, within the territorial jurisdiction of the City Government, of policies and laws issued by the Federal Government and the Council of the City Government. Moreover, Article 12 of the charter claims that the Governor of the city shall be accountable to the Council of the City Government and the Prime Minister of the Federal Government. In a more emphasized,

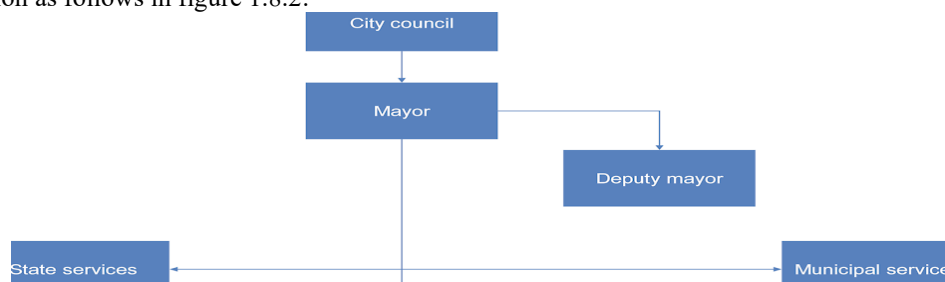
Article 49 of the FDRE constitution stipulates that the Administration of Addis Ababa shall be responsible to the Federal Government. Furthermore, a study conducted by the United Nations Environment Programme in (2018), stated that the mayor is the head of the city's executive branch, while the City Council is the legislative branch in charge of enacting city regulations. The Federal Legislature, on the other hand, passes laws that are binding in Addis Ababa. Despite its autonomy, the federal government has the power to dissolve the city administration and replace it with a temporary administration in the event of underperformance or other legal reasons (UNEP, 2018).

1.8.2. Analyzing the Practice of Policy Making Process

Turiye (2015) claimed that legislatures are required to identify problems, study issues, receive expert and public inputs, formulate or approve policies that are designed to remedy the problems or issues. David and Michael (2015), cited in Turiye (2015), state that the extent to which legislatures play a policy-making role varies greatly among countries. Their role in policymaking can be determined by their interactions with the political institutions and actors, particularly with chief executives in presidential systems, cabinet members in parliamentary systems, and party elites in systems with strong political parties. In Ethiopian, studies show that policy agenda items are often shaped by the executive committees. The reason for such an occurrence is that in the parliamentary system, there is a tradition that the general economic and development agendas are shaped by the executive committee, take delegation from the committee of the legislators. This doesn't mean that the legislative committee has no role in shaping the policy agenda (Atsibha 2019).

Policy formulation is done by the process of the concerned policy-making institution through organizing expert team or standing committee of government stakeholders who is responsible for the task and rarely by a consultancy intuition. The Addis Ababa City administration structure combines the legislative and executive responsibilities in the same body because the elected council formulates policies and laws and its executive organ implements the policies and strategies. The general council and its executive committee are both chaired by the mayor of the municipal administration. Economic, social affairs and administration are the three permanent subcommittees of the executive committee. The sub-committees reports to executive committee which each include five members (Mehert, 1999).

The organizational structure of the city administration shows the policy making system of the city administration as follows in figure 1.8.2:



With that in mind, the study found that the City Administration, as a part of the federal government's administration, shall implement policies and programs that the federal government shall designate or formulate and carry out its own policies and programs on the basis of policy directions and policy-making formulas from the federal government. These suggestions sound like a top-down policy-making approach. The recommendations support the methodology as follows.

"The Addis Ababa city administration is the administrative body of the federal government and works in the direction and formula of the federal government. So, the policy making processes that take into consideration the status of the city administration by considering the criteria descended from the federal government and discussing them with the concerned bodies would develop policies that would benefit the residents of the city. The city's policymaking practice is dependent on the federal policymaking structure and is driven by the policymakers' and covert interests in the city. By studying the problems in the city, they are molded by a policy formulation from the federal government at the city level to solve these problems. The federal government's formulation policy applies to all government limbs, and the Addis Ababa City Administration does not use a different formula".

According to Nigussie (2020), the policymaking process in regional states is dominated by the executive branch of the federal government.

Despite the fact that the policymaking institutions have been restructured as provided by the 1995 constitution and the charter of the city administration into state and federal levels and consist of the three branches of government (legislature, executive, and judiciary), the executive branch has assumed a dominant role in the process of public policies, indicating that the federal government has significant influence and control over the regional states and other administrative apparatus.

In addition, according to Brown and Amdissa (2007), policy formulation and implementation in Ethiopia is shaped by the ruling parties' ideology and political strategy, as stated in Nigussie (2020). They also claim that

Ethiopia's policy-making process is not systematic or democratic. It's more of a top-down kind.

Contrary to the above, some key respondents suggested that the Addis Ababa City Administration is a government administration that has the legal authority to enact and implement policies, and plans, to establish government agencies, approve budgets for implementation, and deploy manpower. These thought-provoking views are representing as follows:

"City-level polices are prepared based on the city's charter and the city's implementation procedure, the major issues that need to be considered as part of the policy agenda would be included in the policy content by the city's governing body. A policy can be issued by any public sector and drafted by the policy organizing committees, reviewed by the sector, approved by the city cabinet and goes operational. The agenda drafting committee separates social and economic problems that the policy solicits and forwards to the Review Committee; eventually, the consultation office will be consulted and commented on by every member; if the proposal passes through this process, it will be approved by the city council and sent to the office of the Executive Committee. The council oversees its actions, provides support, and supervises. For example, the city's Industrial Development Policy Committee presents a policy proposal to the Advisory Council and the Investigative Committee. Ultimately, those which are unclear are corrected, and public policy is sent to the executive for operationalization".

According to Article 14 sub-article (2) of the City Charter, the City Council shall have the powers and functions to: adopt policies on matters within its purview; approve the City's short-term and long-term economic and social development plans and annual budgets; and establish the executive organs and public enterprises.

Article 21 of the City Charter states that the Mayor, being accountable to the City Council and the Federal Government, shall execute decisions, laws, annual plans and budgets adopted by the City Council; propose to the City Council diverse policies, economic and social development plans, and annual budgets of the City, subsequent to consultation thereon by the Cabinet, and ensure their implementation upon approval.

1.8.3. The Commitment and Freedom of City Administration

To a country-wide degree, the House of People Representatives (HPR) has legislative authority, as well as the authority to impeach the top ministers and different government officers, as well as the authority to analyze the government's dealings with its powers and discharge its obligations, and to do so if they have been abused (FDRE, 1995). Whereas at the city level, the city council has legislative authority, the authority to question the mayor and other top officials of public enterprises in the city, the authority to examine both the executive's handling of its powers and discharge of its duties, and the authority to take corrective action if any failures occur.

Party discipline and structure, along with a general lack of competency among the general public of parliament members, conspired to save themselves from wearing out their legislative responsibilities as mentioned within the charter and others with the aid of legal guidelines. In any case, the legislative responsibilities include holding the executive accountable for its behavior and actions, as well as investigating its performance (Mulugeta, 2005).

Similarly, the heads of each ministry or government agency make yearly reports defining action plans for the year and detailing budget appropriations, which are usually followed by a summary of successes and difficulties encountered throughout the year (FDRE, 2002).

The city of Addis Ababa has adopted policies and developmental plans from the federal government, thus curbing the fall of competent policy performance that tarnishes internal independence. One can contend that these industrial policies and programs designed by the federal government are not, by their nature, considered relevant to the population size, level of economic growth, and technological advancement of the city of Addis Ababa.

1.8.4. Sociopolitical Factors Challenging the Industrial Policy-Making Process

Productivity growth is required to raise people's living standards and maintain competitiveness in a globalized economy. The main cause of persistent poverty in developing countries is low total factor productivity. The productivity gap between rich and poor countries has never been wider than it is today. To alleviate poverty, poor countries, in particular, must prioritize productivity growth. The challenge is not only to develop more productive ways of doing business in existing activities but also to accelerate the structural transformation from low-productivity activities such as agriculture, petty trade, and skill-extensive services to new knowledge-intensive activities that capitalize on the benefits of inter-firm specialization (Altenburg, 2010).

According to the AdisAbaba city structural plan designed in 2017, the manufacturing sub-sector has the largest share of the total number of industries in terms of employment and capital size, accounting for more than 25% in both cases. It is also the sub-sector with the greatest added value. The textile and garment sub-sector has the highest capital asset share at 26.83 percent. Manufacturing comes in second, accounting for 25.71 percent of the total. The amount of capital assets created is required to make technological upgrades and, as a result, improve efficiency and competitiveness (Adisabeba Structural Plan, 2017). However, the industrial policy process in Addis Ababa is under increasing pressure from many sociopolitical restrictions.

The study has identified some of these restrictions as the lack of accountability mechanism, the minor attention given to the industrial sector, mass human migration from the near villages to the city, problems of management, lack of full social service due to the dynamic demography of the city, complex nature of society often require budgets and knowledge, political influence from the federal government to apply industrial policies only from the central government, small participation of the stakeholders and policy actors, and shortage of policy analysis knowledge with public officials and experts."

1.8.5. Practice and Challenges of the Legislature in Policy-Making

One of the legislature's primary functions is to supervise executive departments in how government policies are implemented and public resources are used. The legislature's oversight activities are limited to federal government mandates at federal level and to the city council at the city level. Its goal is to ensure that the rule of law, democracy, good governance, peace and security, human rights, balanced development of all regions, and proper use of public funds are all properly managed(Atsibha, 2012).

The role can include evaluating executive plans and reports, conducting field visits, and relying on reports from the Auditor General for public funds and properties. Public petitions, grievances and tips are important facts that aid in the oversight process. The reports of the Human Right Commission (HRC), the Ombudsman and the Ethics and Anti- corruption Commission (EACC) also are used as inputs of the oversight functions(ibid).

Executive departments are required to submit quarterly performance reports based on their plans to the standing committees. These types of reports are thoroughly examined by committees every quarter, and committee feedback is consolidated and sent to the appropriate department. Each department is required to appear in front of the committee or the House at least once a year to present and defend its report. During the presentations of these reports, the committee or the House questions and critiques the departments based on previously organized facts, and at the end of the session, the committee or the House give directions(p.52).

Questioning ministers, including the Prime Minister, is another method of conducting oversight. The House may question any minister once a week for an hour, and the Prime Minister once a month for an hour(p. 52).

The oversight function can also be carried out through field visits, which aid in understanding what is going on in practice. This type of oversight is critical because it allows for comparison and contrast with previously established plans and performance reports. The information gathered during the field trip must be evaluated. Strengths, weaknesses, and issues requiring special attention must be identified and communicated to the appropriate parties as feedback(p. 52- 53).

Furthermore, the country's legislative body shall have the authority to approve general economic, social, and development policies, as well as fiscal and monetary policy at the national level. Whereas the legislature of the city shall have the power to adopt policies short-term and long-term economic and social development plans, and annual budgets at the city level.

Accordingly, the study found that the follow-up and support of the legislative is not sustained; the oversight and accountability mechanisms are poor; and the whole process is not transparent and unequivocal, the legislative as an institution has weak position to evaluate policy, control and monitor the policy process.

1.8.6. Institutional Frameworks for the Industrial Policy-Making

Addis Abeba is Ethiopia's capital and has a major political, economic, and symbolic significance. Addis Abeba is a self-governing city that reports to the federal government, according to the constitution. However, successive national political elites have exploited the city to project their authority over the rest of Ethiopia and to promote their development aspirations from its establishment. The city's governance and physical evolution are influenced by national political leaders. As a result, growth planning continues to be top-down, excluding the great majority of local people(Ezana, 2021).

Addis Abeba has had fast state-led economic growth and large-scale infrastructure building in the last two decades, thanks to the former ruling coalition's development policy(Ibid).

Institutionally, the constitution of the country and the charter of the city assure that AdisAbeba city residents have the right to self-rule at the city level and full political representation at the federal level. Furthermore, the charter of the city assures that the City Government shall have the power to issue and implement policies concerning the development of the City; approve and implement economic and social development plans; determine the administration and working conditions of employees and officials of the City Government as well as of the staff of other organs of power; constitute the executive bodies of the City Government and to establish public enterprises, as legal entities, on its own or in partnership, as per applicable laws, with the private sector or other third parties. The charter also assures that the City Council shall have the powers and functions to adopt policies; to issue the Master plan of the City; to issue Regulations pursuant to powers vested in and to establish the executive organs and public enterprises of the City.

Accordingly, the Addis Ababa City Administration has adopted a number of regulations and proclamations to help the government agencies with the vision and mission of achieving the objectives of the industrial strategy. Among these are the Micro and Small Enterprises Development Agency, Trade and Industry Bureau; Medium and Large manufacturing Enterprises and the Investment Office, are some of the major of industry and

investment service providers. In addition, there are governmental and non-governmental industrial enterprises that have succeeded in achieving national objectives of industrial policy and accelerating industrial growth. Technical training schools and higher education institutions are also working with these institutions to produce manpower that will help the success and productivity of these institutions.

Hence, as regards the role of these government institutions and their structure for the success of the industrial policy, the study found that institutions don't have the culture of transparency and accountability to set a sound policy; to evaluate a policy; to provide timely surveillance and overview; and the role of the city's administrative institutions in the industrial policymaking is very weak.

1.8.7. Political and Legal Challenges in Developing Industrial Policy

Governments play a critical role in establishing policy frameworks that promote competition, foster innovation, and repair market failures. However, when it comes to the role of industrial policies in Ethiopia, financial resources are often scarce, institutions still need to develop administrative capacities, weak incentive systems, and government effectiveness, transparency, and accountability still lag far behind (Altenburg, 2010).

The Addis Ababa City Administration is a self-rule right recognized by the Ethiopian constitution as a legal and political right as a means to ensure the self-administration of the people of Addis Ababa. From a legal perspective, the City Administration has the authority and responsibilities to administer the city as provided by the constitution. This is open and clear.

From the political perspective, the political establishment of the Addis Ababa City Administration has a duty to implement the federal government's political and socio-economic decisions as it is the administrative body of the federal government.

The study stipulated that the federal government's political influence and strict legal control are barriers to policy freedom, strict policy and ideological trends from the federal government to the city administration, the perspective that the city of Addis Ababa City Administration should be called upon to serve as a federal government only to carry out policies and programs assigned to it by the federal government, and political and technical dependency on the central government. Others suggest that unwise management of resources, persistent administrative capacities, lack of good governance, persistent financial system, weak monitoring and evaluation mechanisms are vulnerable to the effectiveness of the government system. As a result, industrial development has not yet been achieved in the city.

1.10. Prospects in the City Administration for Better Policy Making Process

The Second Growth and Transformation Plan (GTP II) of the Republic of Ethiopia supports industrialization as a key national policy goal with cities playing a key role. Through industrial growth and structural reform, GTP II intends to generate opportunities for employees who relocate from less developed areas. The strategy emphasizes the necessity of being proactive and focuses on creating work possibilities in cities (mostly through urban management), assisting MSE development, resolving housing issues, and providing other urban services (MOFED, 2006). The GTP II Strategy (2015-2020) of the Addis Ababa City Administration intends to promote the city's status as an industrial center. The city's GTP II seeks to generate better-competent human resources, facilitate technology transfer and innovation, raise productivity, expand infrastructure, increase investment, and develop micro, small, and medium-sized businesses, as well as streamline internal procedures. One of the key goals is to improve by boosting industrial capacity and outputs and growing exports to boost productivity and competitiveness items in the worldwide market. The approach has a strong emphasis on medium-value-added products and industries of production. Several subsectors have been identified as priority development areas:

(1) Cow hides and (2) leather goods, (3) textiles and apparel, (4) agriculture, (5) chemicals, and (6) building metal engineering and medicine (IBID).

Accordingly, the majority of the respondents claimed that the City Administration has developed long experience of designing and executing development plans, master plans, and structural plans in general development policies and programmes. In addition, the city administration has experience of introducing and implementing economic and administrative reforms and development programs. Recently, the City Administration has developed a lot of legal and intuitional procedures, regulations, and standards that help policy designing and enforcing concerning the city's development. The city administration has recorded rapid economic and intuitional development after the dawn fall of the Derg Regime. Public institutions and bureaucratic apparatus that public policies can be developed and implemented have been instituted and expanded. The other important factor is the recent development of a democratic political culture that promotes citizens' participation in their administrative and development issues. All these recent intuitional and bureaucratic developments are the prospects for a better policy making process.

1.11. Conclusion and Policy Implications

1.10.1 Conclusion

This study examined the city's industrial policy formulation practices as well as the possibility of developing a better approach to the policy process in the city administration. After the collection of primary and secondary data and analyzing the collected data, the following conclusions have been drawn:

- Based on the findings of the study, one can summarize that the city administration has experience of adopting industrial policies, development strategies and plans at the city level but still suffered from multitier challenges.
- The study revealed policy-oriented research institutions have an impact on government decisions and provide their consultations to the government.
- According to the study, the socio-political factors threatening the city's industrial policy-making process include a lack of a comprehensive industrial strategy, corrupt practices and a rent-seeking conscience, mass human migration from nearby villages to the city, and political influence from the federal government.
- According to the assessment un-sustained follow-up and support, less transparent policy process, poor oversight and accountability mechanisms, and less human power content are some of challenges facing in the oversight functions of the legislature.
- On can suppose that though the constitution of the country and the charter of the city assure that the City Government shall have the power to issue and implement public policies concerning the development of the City, the study found that the public institutions don't have the culture of transparency and accountability to set a sound policy.
- The study reveals that the city administration's political and technical dependency on the central government is one of the barriers to policy freedom.

1.10.2 Policy Implications

The policy implications discussed here are based on the gaps in the literature review, data presentation, and finding analysis.

- The policy environment in the city is dominated by the power of the ruling party exerting overwhelming control over the major policymaking institutions, the council of representatives and the council of executives. Non-state actors are less likely to influence government decisions since the party and executive institutions are merged. Thus, the researcher consults to the City administration to establish a legal framework that prevents the party ideological intervention in public policy institutions and as a whole in the bureaucratic system.
- The industrial development policy of the country prioritizes the need for all-round assistance for industrialists and fosters an environment that encourages private sector expansion through macroeconomic stabilization, providing credit services and resists rent-seeking government frugality. However, the complex bureaucratic system, too long and complex system of credit services, and the issues of good governance related to land management are still the challenges. So, the researcher advises that the expansion of private financial institutions and building highly professionalized bureaucratic system are a better mechanism to manage the challenges sustainably.
- Rent-seeking conscience and corrupted behaviour were considered as critical challenges by the industrial policy itself for the effective implementation of industrial development plans in the city. However, no concrete measure has been taken to reshape the rent-seeking conscience and corrupted practices of government bodies and others stakeholders and then the challenges are still existed. Thus, the researcher would like to advise to the city administration to establish an institutional framework that prevents the misconduct and rent-seeking behaviour of public officials and other stakeholders to minimize these challenges.
- According to the charter of the city, the executive organ of the city administration has dual accountability either to the federal government or the council city administration. This reveals that the city government is responsible to implement assignments either given by the federal government or the city administration. But most of the time, this is a source of confusion indicating that there is legal demarcation problem between the federal government and the city administration. Thus, the researcher consults the city administration to establish a legal framework that minimizes the influence from the Central government.
- The study reveals that the legislature's supervision function suffers from challenges such as weak accountability systems, mismanagement and corruption, weak evaluation and controlling systems, and a lack of institutional regulative capacity for public managers. Therefore, strong policy control, evaluation, and regulation systems are needed to address such institutional and structural challenges.

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