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Part I: Stakeholders' Final Workshop

QUYẾT CHIẾN, QUYẾT THẮNG THANH PHO XANH! (Determined to fight, determined to win Green Cities!)¹ Nguyen Van Cao, Chairman of the Thua Thien Hue Provincial People's Committee and Deputy Secretary of the Thua Thien Hue Provincial People's Party Committee, was proper and pleased with the undivided attention to his Opening Speech on that first day of January 2016. It was the Final Workshop of the Secondary Cities Development Program in Vietnam, a program becoming better and better known to the Vietnam public as Thanh Pho Xanh or Green Cities² and a process becoming better and better appreciated as stakeholders-driven. The attendance was excellent, (Fig.I-1³): leaders from local business councils and



Fig. I-1. Multi-Stakeholder Participants in the Final Workshop slightly bent listening with undivided attention to the Opening Remarks of Chairman Cao (1 January 2016)

- 1 To appreciate the Green context of the use of this phrase, please see (emphasis added): Vietnamplus Vietmaz (2015 March 26) Thua Thien-Hue province marks 40 years of liberation <http://www.vietmaz.com/2015/03/thua-thien-hue-province-marks-40-years-of-liberation/> "In his speech, Chairman of the Provincial People's Committee Nguyen Van Cao recalled that at 6:30 am on March 26, 1975, the "Quyết chiến, quyết thắng" (Determined to fight, Determined to win) flag of Vietnam was raised at Phu Van Lau (a relic inside the Hue Imperial City), marking the liberation of Thua Thien-Hue... On behalf of the Party and State, Politburo member Pham Quang Nghi, who is also the Secretary of the Hanoi Party Committee, hailed Thua Thien-Hue's achievements and contributions to both the war against American imperialists and current national development. He highlighted the province's role as a vital link in the war and its significant accomplishments in economics, culture, society, defense and security. Hue was the first city in Vietnam to be receive the title "ASEAN City of Culture" and "ASEAN Environmentally Sustainable City". See also the original Vietnamese, as cited in Trang Tin Dien Ty Ban Quan Ly Lang Chu Tich Ho Chi Minh (22 Tháng 11 2013) " Lá cờ Quyết chiến Quyết thắng do Bác Hồ và Đại tướng Võ Nguyên Giáp trao Được đăng ngày Thứ sáu", <http://bqlang.gov.vn/tin-tuc/tin-tong-hop/1925-la-c-quy-t-chi-n-quy-t-th-ng-do-bac-h-va-d-i-tu-ng-vo-nguyen-giap-trao.html>
- 2 Cong Thong Tin Dien Thu, Thua Thien Hue (2016) News: Final workshop on the Secondary Cities Development Project (Green Cities) <http://www.thuathienhue.gov.vn/en-us/Home/Detail/tid/Final-workshop-on-the-Secondary-Cities-Development-Project-Green-Cities/newsid/913E427B-6553-4FED-AABB-A58D00B7B8C5/cid/A188E73D-A1A6-4843-A990-C4E40BC3B182> English translation was computer-generated from the Vietnamese-language website.
- 3 The case authors assumed that the participating organizations in the Final Workshop were the same participating organizations in the earlier Workshops, where Nguyen Van Cao also participated. For the lists of these organizations, see Annexes 1 and 2 in Sonia Chand Sandhu, Ramola Naik Singru, John Bachmann, S. Vaideeswaran, Pierre Arnoux, Niels Van Dijk and Phuong Nguyen (2015) Hue GrEEEn City Action Plan Main Report November 2014. Published by the Asian Development Bank under Creative Commons Attribution 3.0 IGO license (CC BY 3.0 IGO) Asian Development Bank. Available online at <http://www.adb.org/sites/default/files/publication/179170/hue-green-city-ap.pdf>

of Commerce; the Women's Union and the Youth Union of the Vietnam Fatherland Front (VFF);⁴ and the leaders of people's communes in targeted Green project sites in Thua Thien Hue, Vinh Phuc and Ha Gian provinces were all gathered together with department-level representatives of the Ministries.

Cao had begun his speech by recalling that it was good to see that the Final Workshop participants were also the stakeholder-leaders in 2013-2014 who wanted their cities to satisfy equally well Economic competitiveness, Equity and the erstwhile elusive Environmental sustainability that embraced climate resilience, natural resource efficiency, low carbon technology, disaster risk management, and most of all, the ever present need for effective flood control in their three provinces. Before he could emphasize with pride that their recommendations and agreements last year were captured in the Hue GrEEEn City Action Plan,⁵ he observed gesture-clusters among the workshop participants that bothered him. Some were rubbing their noses lightly and twisting their bodies into silhouette positions.⁶ Others were rubbing beside one ear with their index finger.⁷ An older participant was pinching the bridge of his nose while closing his eyes.⁸ Others had crossed arms, and crossed legs.⁹ From these

- 4 For the Vietnam Fatherland Front to send representatives to the workshop is a significant development. The National Assembly No. 75/2015/QH13 resolution adopting the 2015 Law on the Vietnam Fatherland Front states in Article 7 (2): Relationship between the Vietnam Fatherland Front and the State: "The Prime Minister, ministers, heads of ministerial-level agencies and chairpersons of People's Committees at all levels shall promptly inform the Vietnam Fatherland Front of the implementation of regulations on reporting on important issues under their management to the People in accordance with the Constitution and laws." Official Gazette, Vietnam Law and Legal Forum (2015 Aug 26 Update) The National Assembly No. 75/2015/QH13 Law on the Vietnam Fatherland Front. This Law was passed on June 9, 2015, by the XIIIth National Assembly of the Socialist Republic of Vietnam at its 9th session. The English translation by the Vietnam Law and Legal Forum in the gazette is also accessible online <http://vietnamlawmagazine.vn/the-2015-law-on-the-vietnam-fatherland-front-4931.html> . In addition, Art. 9 (1) of the New Constitution of the Socialist Republic of Vietnam specifically states : "1. The Vietnam Fatherland Front is a political alliance and a voluntary union of the political organization, socio-political organizations and social organizations, and prominent individuals representing their class, social strata, ethnicity or religion and overseas Vietnamese. The Vietnam Fatherland Front shall constitute the political base of the people's administration; represent and protect the rights and lawful and legitimate interests of the People; rally and uphold the strength of the great national unity, exercise democracy and promote social consensus; conduct social supervision and criticism; and participate in the building of the Party and the State, and in people's external relations' activities, thus contributing to national construction and defense." Vietnam Law and Legal Forum online English translation (2014 January 15) The New Constitution of the Socialist Republic of Viet Nam. <http://vietnamnews.vn/politics-laws/250222/the-constitution-of-the-socialist-republic-of-viet-nam.html> . The New Constitution of the Socialist Republic of Viet Nam (in the original Vietnamese language) was adopted on November 28, 2013, by the XIIIth National Assembly of the Socialist Republic of Vietnam, at its 6th session, with Nguyen Sinh Hung as Chairperson of the National Assembly. This English version was the translation posted by the Vietnam Law and Legal Forum, expressly "with gratitude to the British Council and the Justice Partnership Program, Russin & Vecchi and the Law Department of the Office of the National Assembly for their support in proof-reading its English translation from the Vietnamese."
- 5 This translation was used because no official English translation by the Vietnam government was available. Sonia Chand Sandhu, Ramola Naik Singru, John Bachmann, S. Vaideeswaran, Pierre Arnoux, Niels Van Dijk and Phuong Nguyen [all from] Asian Development Bank (2015) Hue GrEEEn City Action Plan Main Report. November 2014. Published by the Asian Development Bank. <http://www.adb.org/sites/default/files/publication/179170/hue-green-city-ap.pdf>
- 6 Nierenberg, Gerard I. and H.H. Calero (1973) How To Read a Person Like a Book. Cornerstone Library Publications distributed by Simon and Schuster, Inc. pp.64-65.
- 7 Ibid. p.67.
- 8 Ibid. pp.59-60.
- 9 Ibid. p. 167.

gestures, Cao sensed the stakeholders' indifference to what he was saying, and anxieties and ambivalence toward the Green cities approach and the Final Workshop. He knew, too, that they all knew that they had missed the project reporting deadline.



Fig.I-2. Chairman Nguyen Van Cao delivering the Opening Remarks before the Multi-Stakeholder Participants at the Final Workshop (1 January 2016)

Cao paused to extemporize with steady eye contact and a vigorous voice: “The list of investment projects you have put together in those years are already being reviewed by the Ministry of Planning and Investment. I have first-hand knowledge of that. Soon, the projects list will be submitted to the Prime Minister for final approval.”¹⁰ As he was saying that, he observed that most of the participants began to lean forward in sit-down readiness.¹¹ Some other participants who had silver hair or visible wrinkles on their foreheads joined their fingers from both hands in that steeping gesture of confidence in their work.¹² With a smile and a slight raising of one eyebrow (See Fig. I-2¹³), Cao quickly acknowledged their sustained efforts in project design and review. That received a hearty applause. Cao then sought their continued commitment for the Green City Urban Action Projects (GCAPs): “The Asian Development Bank had put in a total capital of about 270 million USD for these projects”¹⁴ This brought a hearty round of applause. Cao urged the stakeholder-participants to reflect and build on their own lessons learned in their workshop groups as they finalize GrEEEn City Action Plans (GCAPs) for the next five years: 2016- 2020.¹⁵

10 Cong Thong Tin Dien Thu, Thua Thien Hue (2016) News: Final workshop on the Secondary Cities Development Project (Green Cities) <http://www.thuathienhue.gov.vn/en-us/Home/Detail/tid/Final-workshop-on-the-Secondary-Cities-Development-Project-Green-Cities/newsid/913E427B-6553-4FED-AABB-A58D00B7B8C5/cid/A188E73D-A1A6-4843-A990-C4E40BC3B182> English translation was computer-generated from the Vietnamese-language website.

11 Nierenberg, Gerard I. and H.H. Calero (1973) pp. 70-71.

12 Loc. Cit. pp. 90-92.

13 Photo from Cong Thong Tin Dien Thu, Thua Thien Hue (2016) News: Final workshop on the Secondary Cities Development Project (Green Cities). For the meaning of the gestures, see Nierenberg and Calero (1973) pp.20-23.

14 Cong Thong Tin Dien Thu, Thua Thien Hue (2016) News: Final workshop on the Secondary Cities Development Project (Green Cities).

15 Ibid.

Multi-Stakeholder Strength and Stability: Pine and Cypress

For the past three years, Cao's involvement in GrEEEn City planning led him to find solace in Ho Chi Minh's adage: "Remember, the storm is a good opportunity for the pine¹⁶ and the cypress¹⁷ to show their strength and their stability."¹⁸ His taking the initiative of co-organizing the Final Workshop with the People's Committees of Thua Thien Hue, Vinh Phuc, and Ha Giang, the Ministry of Planning and Investment of Vietnam, and the Asian Development Bank (ADB) had put him de-facto in charge to see the project to the end. The project had been moving slowly, and was delayed, he thought, in a time when there is no time for procrastination. During mid-January, he will be in a series of meetings: with the National Assessment delegation of the Asian Development Bank on the Green Cities project on January 18, around the same time as the National Party Congress and the Thua Thien Hue Provincial People's Committee and People's Party Committee Joint Socioeconomic Mission Conference would take place in mid-January 2016.

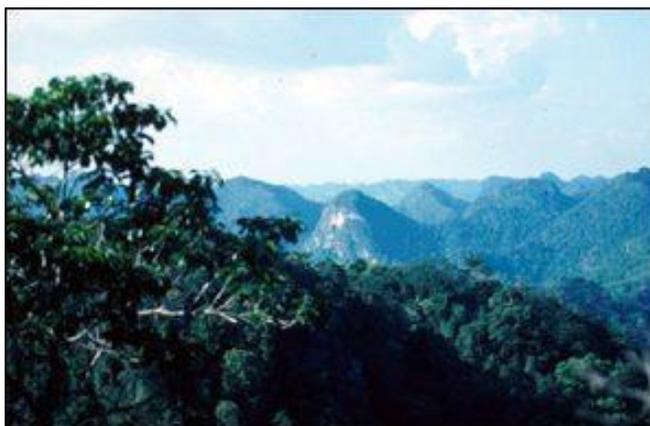


Fig.1-3. The Golden Vietnamese Cypress. discovered in the northern forests of Vietnam by an international team of scientists in 2001 (BBC News, 25 November 2001)

Cao stayed a few minutes to observe the workshop groups discuss in action. In a few days, He wanted to understand the where and why of the Green project bottlenecks, and how to unclog them, by observing how the workshop participants can resolve them. These may be procedural,

16 Spiritual properties of pine: "... rising above difficulties...strength" Morgenstern, K. (2004 Dec) Sacred Earth: Ethnobotany and Ethnotravel. <http://www.sacredearth.com/ethnobotany/plantprofiles/pine.php>

17 The translation of Ho Chi Minh's quote (see footnote 17 below) for what the cypress shows, i.e. stability, in the official English translation, is slightly different from the traditional symbolism of the cypress: "Cypress tree symbolism includes understanding the role of sacrifice" Living Arts Originals (2008-2011: Updated 2010) Find Your Tree: The Deep-Rooted Symbolism of Trees <http://www.livingartsoriginals.com/infoforests.htm#cypress>

18 Wikiquote (2015 Oct 2 modified at 15:34) "Ho Chi Minh" https://en.wikiquote.org/wiki/Ho_Chi_Minh. The quote translated in English is originally found in Văn Chí Hoàng (1964) From Colonialism to Communism : A Case History of North Vietnam, p.37

experienced in trickles, but may be causing a storm. After all, he was the first to receive feedback from the stakeholders three years after stakeholder-based reports were widely disseminated, in such reports as: Hue City’s Report on Essentials for Making Cities Resilient,¹⁹ a monitoring update report, and Asian Development Bank’s Main Report on the Hue GrEEEn City Action Plan,²⁰ a succinct summary drawn out directly from the ministries’ studies and the workshops that significantly had 78 leaders-participants from 50 local and international stakeholder organizations.



Fig.I-4 Nguyen Van Cao’s briefing to stakeholders about the Green City plan included the Lang Co Resort site visit and plan

19 Hue People’s Committee (2013) Local progress report on the implementation of the 10 Essentials for Making Cities Resilient (First Cycle) A Local HFA Monitor Update. Published by PreventionWeb. <http://www.preventionweb.net/english/hyogo/progress/reports/>

20 Sonia Chand Sandhu, Ramola Naik Singru, John Bachmann, S. Vaideeswaran, Pierre Arnoux, Niels Van Dijk and Phuong Nguyen [all from] Asian Development Bank (2015) Hue GrEEEn City Action Plan Main Report. November 2014. Published by the Asian Development Bank. <http://www.adb.org/sites/default/files/publication/179170/hue-green-city-ap.pdf>

Cao was pleased to see leaders of the Vietnam Fatherland Front (VFF), and the mass organizations - the Women's Union²¹ and the Youth Union²² in particular, and presidents of people's communes – the pines - were discussing how to organize Urban Management Partnerships (UMPs) with the business council members, provincial and city utilities companies and representatives of departments (DPI, DONRE, DOC, DOLISA)²³ Thua Thien Hue like – the cypresses. Each of the workshop groups had pines and cypresses.

As he moved around, he noted that one workshop group's members nodded to him in recognition. When he approached them, one of them stood up and shook hands with him. Speaking for the group, he said he was the VFF representative that Cao took with other leaders from other organizations to the Lang Co Resort and Spa project site, close to mid-day, a few months ago, responding to their questions about the project. After the site visit, Cao gave them a briefing in his office to show how the plans (Fig I-4²⁴) comply with the Green City vision-mission of Hue, mentioning informal feedback he had received from some leaders of the nearby communes. People's communes understood why they had to be relocated: "Trời sinh voi, sinh cỏ (Nature will provide) and Hue Green City will provide IT jobs for our children." Cao was pleased to learn that the site visits and briefing was a source of positive feelings about Green projects. He said he could arrange visits to Green projects any time for any workshop group or any other stakeholder. The workshop group members were all smiling as they shook his hand.

21 "The Women's Union is a key organization that provides information to households and implements development programs. It is present at all administrative levels (province, city, ward or commune, and village), and implements environmental awareness and credit programs to households—especially poor households. The Women's Union and NGOs could be key partners to conduct public education programs on environmental protection (...)." Sonia Chand Sandhu et al (2015) p.11

22 See, for example, Quang Ninh Provincial Youth Union (2014) QPYU Functions <http://english.tinhdoanquangninh.vn/index.php/quang-ninh-provincial-youth-union/youth-organizations/394-communist-youth-union-of-ho-chi-minh>

23 Abbreviations refer to the four key departments of ministries with specific responsibilities for GCAPs at the province level: DPI- Department of Planning and Investment, - focal point for Green City project and coordinates development of small and medium enterprises development in the province; DONRE-Department of Natural Resources and the Environment, responsible for environmental management in the province; DOC- Department of Construction, responsible for urban planning management in the province; DOLISA-Department of Labour, Invalids and Social Affairs, responsible for poverty reduction programs in the province

24 PPC Chairman Nguyen Van Cao conducts an inspection tour about the project implementation in Chan May – Lang Co Economic Zone " (2016) Thua Thien Hue Portal www.thuathienhue.gov.vn <http://www.thuathienhue.gov.vn/en-us/Home/Detail/tid/PPC-Chairman-Nguyen-Van-Cao-conducts-an-inspection-tour-about-the-project-implementation-in-Chan-May-%E2%80%93-Lang-Co-Economic-Zone/newsid/5AE6C15D-1EC0-4528-96CE-A5CA00BDAB63/cid/A188E73D-A1A6-4843-A990-C4E40BC3B182>. Accessed 15 January 2016. Fig.4's top picture is also taken from this news article. Fig. 5 is taken from "Thua Thien Hue Action Plan for Green Growth Partnership" The People's Committee of Thua Thien Hue Province http://2014excom.citynet-ap.org/wp-content/uploads/2014/12/4.5-Green-Cities-Session-Mr.-Phan-Canh-Huy_THUA-THIEN-HUE-ACTION-PLAN-FOR-GREEN-GROWTH-PARTNERSHIP.pdf Accessed 15 January 2016.

When Cao moved to observe another workshop group, he was impressed that the group appeared to be more critical about *their* initiatives, assumptions and risks, as emerging urban management *partners*, not just *partnerships for sub-projects*. That group referred back to the Scorecard put together in 2014 in an ADB-initiated workshop with stakeholders (Fig.1-5²⁵). As he listened to that stakeholder group, he recalled how, in that 2014 workshop, stakeholder groups were invited by the Asian Development Bank to give feedback about the Green Cities initiative.

No.	Initiative	Description of Indicator	Data Sources and Reporting Mechanisms	Assumptions and Risks
Economic Competitiveness				
1	Initiative 2	Tourism GDP as a share of city GDP (%)	Government statistics, decrees and reports	Assumption Central and provincial governments continue to support the city's development as a regional growth center Risks None
2	Initiative 2	Tourism employment as a share of total employment (%)	Surveys	
3	Initiative 2	Tourist inflow to Hue (% change)	Provincial reports and economic statistics	
4	Initiative 3	City GDP (% change)	Monthly status and project progress reports	
5	Initiative 3	Area of parking facilities in the city (% change)		
Environment				
6	Initiative 1	Flood water containment capacity achieved through pond and canal rehabilitation (cubic meters, % change)	Monthly status and project progress reports	Assumption None Risks Occurrence of extreme floods
7	Initiative 1	Change in untreated domestic wastewater inflows into surface water bodies (%)	Monitoring data from DONRE of province	Assumption None Risks: None
8	Initiative 1	Solid waste disposed in the Huong Binh landfill as a share of all waste collected (%)	Monthly status and project progress reports	Risks: None
9	Initiative 1	Quality of Huong River water leaving the city (Parameters)	Monitoring data from DONRE of province	
10	Initiative 1 & 3	Annual change to greenhouse gas emissions (tons per capita)	Monitoring data from DONRE of province	
Equity				
11	All initiatives	Unemployment level (%)	Government statistics, decrees, and reports	Assumption None Risks None
12	All initiatives	Poverty rate in the city (%)	Provincial reports and economic statistics	Risks None

GDP – gross domestic product, DONRE – Department of Natural Resources and Environment.
 Note:
 Initiative 1: Improve the urban environment.
 Initiative 2: Enhance the tourism experience.
 Initiative 3: Develop sustainable transportation in newly expanded Hue city.
 Source: Asian Development Bank.

Fig.1-5. The 2014 Scorecard retrieved by Stakeholders for Final Workshop

He was invited to co-facilitate some groups. At that time, the initiative had only two components -- project identification, prioritization and feasibility (PIPF); and infrastructure finance (IF). In the stakeholders' workshops then, Cao recalled the stakeholders together recommended the third component, Stakeholder Engagement for that initiative. The participants reasoned this may be the guarantee that the third E – equity – will be addressed by the Green projects, and increase

25 Sonia Chand Sandhu, et al (2015), Table 8, Proposed Indicators by Initiative, p.40. The Table was retitled for purposes of the case.

the social acceptability of these projects. The multi-stakeholders' workshops he co-engaged in 2014, which included the ministries and departments, educational institutions and media groups, at that time wisely defined only the minimum level, and not the maximum level or limits, to stakeholder participation. Cao recalled that the 2014 ADB report noted: "The process and method for engaging stakeholders in the design and implementation of capital and non-capital GCAP projects will be defined by the project team in collaboration with the government. Minimum levels and types of stakeholder participation will be defined for the preparation and implementation of different types of projects. Mechanisms for stakeholder engagement such as surveys, focus groups, and community scorecards will be drawn up and made available to local government staff."(emphasis added)²⁶ Vạn sự khởi đầu nan - every beginning is hard - but once scorecards are seen and used as platforms for meaningful participation, stakeholders from a broad range of organizations are able to overcome the initial ambivalence toward donor-initiated projects?

Another workshop group he observed, which appeared to have more youth stakeholders from the National and City Youth Unions, and professors from knowledge institutes and universities in Hue, were reflecting on what they wanted Green Hue City to be in the next ten years. From their 2014 workshop, they reaffirmed their vision for Hue City to be: "A city with excellent physical conditions is not enough if the people who live there are not happy." They used notecards to answer the question, posted these cards as they clustered them by themes. Then, they identified sub-projects that appeared to address the vision: green infrastructure requirements for the *cluster on high competitive infrastructure*; compliance with urban design and low-impact development standards for the *cluster on economy in harmony with the environment*; environment safety and social security for the *cluster on quality of life*; "green" finance plan and bidding processes, drafts of "green" designs, monitoring frameworks and a clear results-and-disbursement connection for the cluster on "co-operating" with ADB.²⁷ Cao noted that members of that workshop group also had a combined list of some 17 sub-projects for the Secondary Cities Development Project in Hue City for their review. "Are these automatically GCAPs?" The workshop group participants took turns mentioning the projects and answering their question, going back to development plans such as the SCDP II, as they noted key insights on their white

26 Sonia Chand Sandhu et al (2015) p. 35

27 Sonia Chand Sandhu and Ramola Naik-Singru (2014) Enabling GrEEEn Cities: An Operational Framework for Secondary Cities in Southeast Asia. Case Study. Typescript.

board. “Protection of assets and communities” was written in red, linked to other word blurbs including the “Green Finance Facility.” An umbrella had been drawn. (Fig.I-6²⁸)

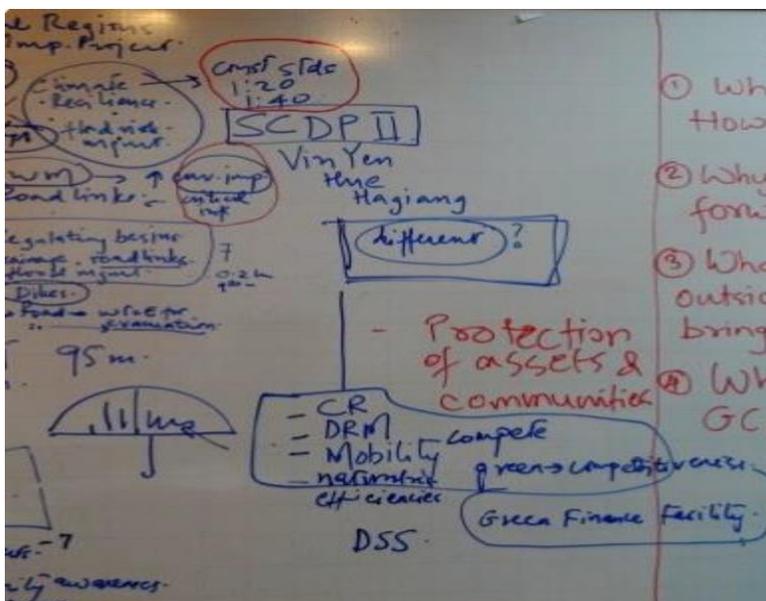


Fig.I-6. Excerpt from Board Notes of a Workshop in 2014

Cao, with his usual subdued smile, gave one last look at the workshop groups at work: most were in sit-down readiness, signifying enthusiasm in sharing observations; some joined their fingertips in steeping gestures indicating confidence in explaining their suggestions and winning over group members to adopt them; others tasked one or two members summarizing their discussion on the whiteboards: next steps, next questions. He thought there was enough enthusiasm for action-oriented recommendations for the workshop’s project evaluation and financing agenda, balancing project costs and people’s benefits. That’s why the site visit was important. That’s why the shared vision for the city was paramount. That’s why they were delayed in reviewing and revising the financing plans for proposed GCAPs. Cao should be ready to negotiate for an extension of the deadlines for Green City project selection and implementation, proposing recommendations for simplifying project review processes, especially GCAP budgeting and financing issues that was coming out of the workshop groups. Should he also request that during the meeting with ADB’s National Assessment Delegation on January 18, both the departments’ representatives and the chairpersons of the Final Workshop groups be allowed to be present (Fig. 1-7)?

28 Sonia Chand Sandhu (2014 Dec 23) Enabling GrEEEn Cities. Presentation Slides for CityNet-ADB 32nd Executive Committee Meeting. pdf version retrieved from http://2014excom.citynet-ap.org/wp-content/uploads/2014/12/4.1-Green-Cities-Session-Sonia-Sandhu_Enabling-Green-Cities_“Doing Things Differently” Slide 15



Fig.I-7. The Assessment Meeting with the ADB in Hue, with ADB officials on left hand- side and Provincial, City and District People's Committee Chairs and officers, January 18, 2016

Part II: Hue, Green and Gold Gateway

Valuable Heritage

“Like a gold jewel box” Cao echoed to himself how most English-speaking tourists would describe the Citadel, even upon seeing only its Noon Gate during the day, in Thua Thien Hue province (Fig. II-1²⁹). It was close to noon when he was back on the road to Hue City’s business district from the Final Workshop site near the Citadel.



Fig.II-1. The Noon Gate of the Citadel

Beyond the Gate is the Complex of Hue Monuments, one of the 168 World Heritage Sites in the Asia-Pacific, “representing a masterpiece of human creative genius, bearing a unique, or at least, exceptional testimony to a cultural tradition or to a civilization which is living or which has disappeared”³⁰ Established as the capital of unified Viet Nam from 1802-1945, the Complex of Hue Monuments had a long history. It was widely known as the seat of power, prestige and prayer - the political, cultural and religious centre - under the Nguyen dynasty until 1945. While the seat of power is Hanoi, Hue still commands prestige.

The visit of the Party General Secretary, Nguyen Phu Trong, in 2014 was unexpected and widely publicized, including his handwritten praise for the Citadel: “I wish that the local government of different levels continues to preserve and restore this valuable heritage so as to

29 People’s Committee of Thua Thien Hue Province, Department of Planning and Investment (2014) “Thua Thien Hue Action Plan for Green Growth Partnership” powerpoint slides presentation handouts, English version. This is the photograph on the cover slide of the presentation.

30 United Nations Educational, Scientific and Cultural Organization World Heritage Center (2016) “The Criteria for Selection, World Heritage List” <http://whc.unesco.org/en/criteria/>

enhance the most precious values of Hue culture for the socio-economic development of Thua Thien Hue Province. That will be contributive (sic) to help Hue become a nationwide and even regional center of culture, tourists and service.” (Fig.II-2³¹)

Figure II 2 The Handwritten Note of Praise for the Citadel from the Party General Secretary to the Local Government of Hue

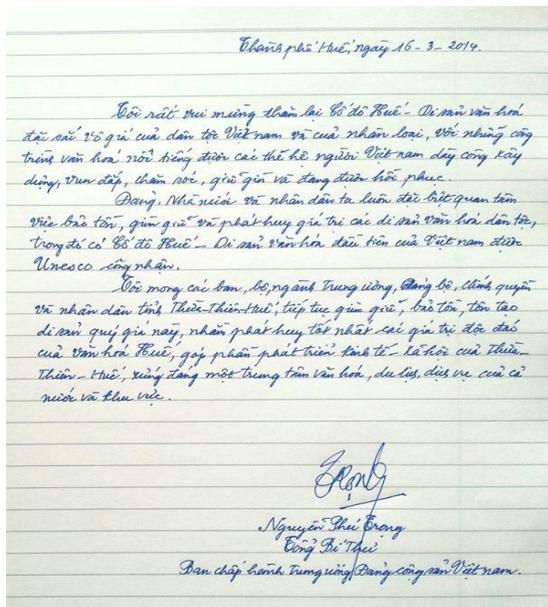


Figure II 3 Party General Secretary Trọng viewing the restoration plan of the Citadel.

Party General Secretary Trọng was publicly seen and photographed as studying the miniature plan and listening carefully to the vision and logic of the restoration of the entire Citadel. (Fig.II-3³²).

Green and Gold Gateway

Nguyen Van Cao must have visualized along with the Government and Party leadership how the Citadel, at the turn of the 21st century, would become more and more known as the Green and Gold Gateway to Vietnam (Figure II-4³³).

31 See photograph of the Party General Secretary’s Handwritten Note in Vietnamese in Fig.II-2, translated by Y.Nhi from “Party General Secretary Visits Hue” News Report by Nam Giao.
 32 Ibid..
 33 Vietnam Government. Office of the Prime Minister (2014 June 5) Decision No. 649/QĐ-TTg: “Master Plan of Hue City”, cited in People’s Committee of Thua Thien Hue Province, Department of Planning and Investment (2014) “Thua Thien Hue Action Plan for Green Growth Partnership” powerpoint slides presentation, English version.

Strategically located, Hue is just a few hours by land and air from Hanoi City, Vietnam’s capital, and by land, air and sea from Danang, where naval warships of the United States of America used to dock during the Vietnam-American war. The province itself, Thua Thien Hue, is at the eastern end of the East-West corridor linking the Pacific Ocean and the Indian Ocean, with a natural surface area of 5,065 sq. km.



Figure II 4 Thua Thien Hue as Green and Gold Gateway to Vietnam in the 21st Century to its ASEAN neighbors.

The province’ location and strategic assets have earned for Thua Thien Hue the titles: “Model for International Cooperation on Environment” aka the *Green Gateway* to Vietnam and “Heart of Asian Connectivity” aka the *Gold Gateway* to ASEAN.

The two development axes capture the Past and the Future of Hue’s Green Growth trajectory (Fig. II-5) The first axis, better known as the international tourism and services East-West axis, begins from the upstream of the Huong River down to the Thuan A Beach and Lagoon. This corridor embraced the Complex of Hue Monuments. The next corridor, the second axis, is known as the North-South axis. It links the national transportation axis with the East-West corridor of Hue and its satellite cities. Effectively, this is the Economic Axis for Hue.

Prime Minister’s Decision No. 649 QD-TTg: Hue’s Master Plan

The Master Plan of Hue City is captured in Decision No. 649/QD- TTg, issued by the Prime Minister on June 5, 2014. The Plan expounds on the “what” and “how” Hue shall be the pioneering centrally-governed Green City of Vietnam. The “what” is the connectivity of its

satellite cities to the core city, through the internet, the extensive transportation network, and the green tree corridors. The “how” is ensuring flood control, preserving environment-friendly landscape and maintaining the low-density urban population at 15sq.m. per capita. The greening of the city necessarily dovetails with green construction requirements. For example: the height of a building must not exceed 11m and the balanced proportion of green areas to buildings in a site must be strictly followed. Having a waste water treatment plan and plant, using advanced technology and recycling techniques are all required, so that use of dump site areas is minimized.

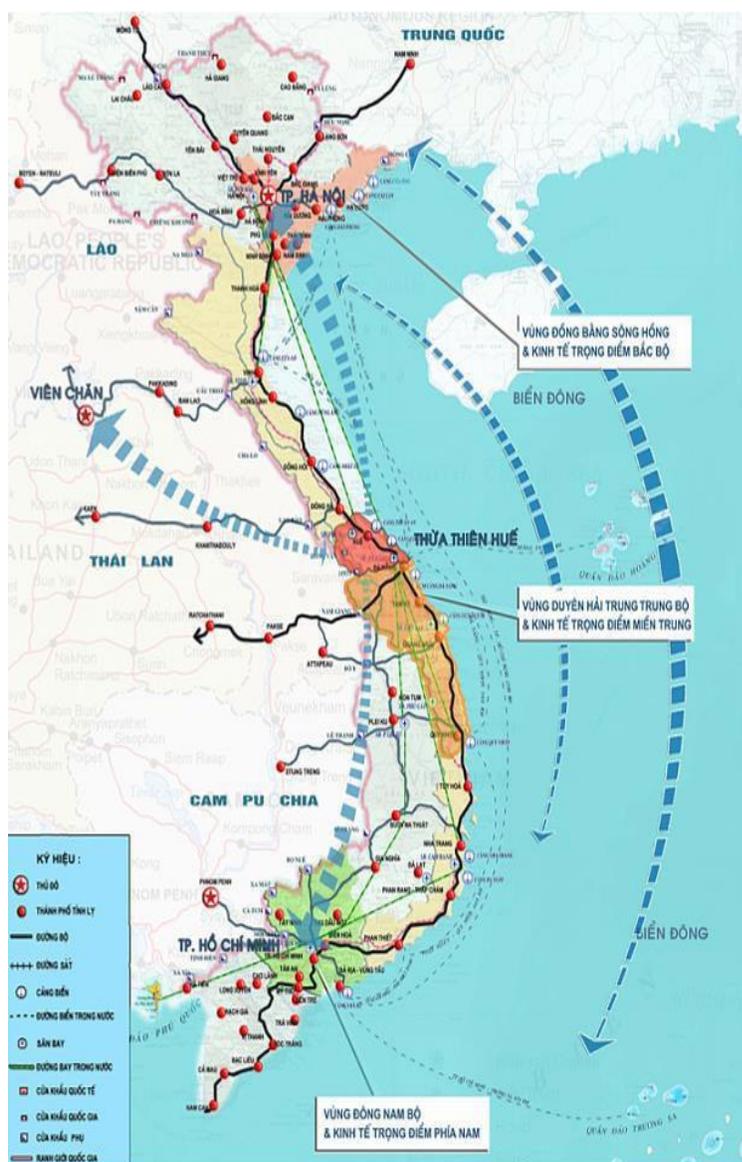


Figure II 5 The Master Plan of Hue, drawn up from a series of consultations from ministries, departments and stakeholder groups, is hinged on the concept of two development axes. East-West: tourism axis. North-South: economic axis.

Households must all move to the relocation sites in the north of Hue City to give way to land conversion for state-owned enterprises consistent with the Hue Green Synergy. (Fig II-6³⁴).

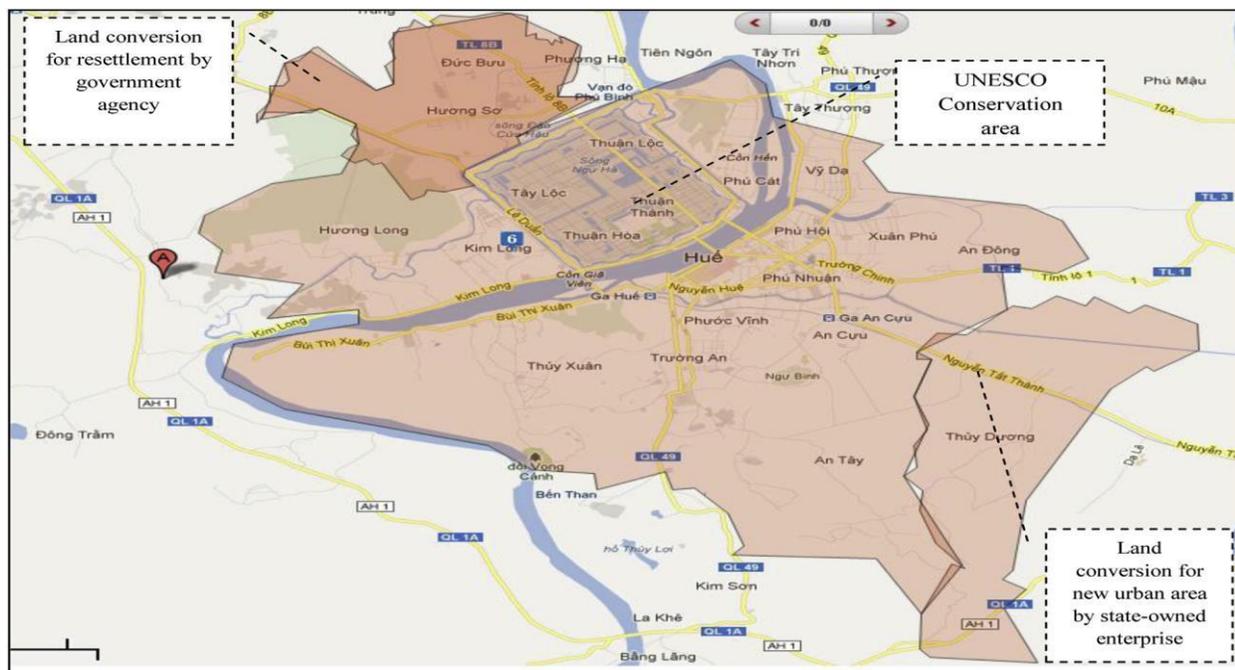


Figure II 6 The Map of Hue City highlighting the selected peri-urban wards for relocation given land conversion (Decision No. 2634/QĐ-BGDĐT)

As of 2014, nine priority sectors have been identified as the “Green” in this Synergy in Hue, listed in the Green Growth Partnership Plan³⁵ in this order:

1. Master-planning and integrated management system for Hue as Green City
2. Manufacturing and support industries
3. Construction of sea port, cruise port and port logistics
4. Tourism projects along the beach and the lagoon
5. Infrastructure for high-tech zones, industrial parks, and no-tariff zones
6. Agricultural, forestry and fishery processing
7. New energy, renewable energy and other energy sources
8. Water resources technology and management
9. Education and training, capacity-building for Sustainable Development, and health

34 Nguyen Quang Phuc, Zoomers, A., and Van Westen, A.C.M. (2014) Agricultural Land for Urban Development: The Process of Land Conversion in Central Vietnam. Habitat International Vol.41, pp. 1-7.

35 Vietnam Government. Office of the Prime Minister (2014 June 5) Decision No. 649/QĐ-TTg: “Master Plan of Hue City”, English translation of powerpoint version.

Synchronized with these is the “Gold”, i.e. the four-point Incentive Policy³⁶ for attracting foreign investments tied in with the Partnership Plan. On top of all these is the sweetener: Foreign-Owned Companies licensed in Hue can actually operate anywhere else in Vietnam.

1. One gate system for foreign investment licensing
2. Incentive Regime for Green investments and Green financing
3. Facilitation Regime for Green technology and knowhow transfer
4. Special treatment for foreign expertise, Green consultancy and branding

Green Investments Agenda

Cao recalled that day in November 2015 when he faced local and international organizations, including business councils and media, to answer their questions about what it meant for Hue to be a Green City. He decided to be direct and matter-of-fact: to be a green city means developing sustainably, so Hue starts with an investment of VND9 trillion (USD405M) for green projects from 2016-2030. This will be in two phases: for 2016-2020, VND1.4 trillion (USD63M) and for 2020-2030, VND7.6 trillion (USD342M) for a total of VND9 trillion (USD405M).

Cao spoke with pride that the first phase is moving at the right speed, prioritizing green tourism, along with new routes to green districts and multi-functional centers in Hue’s southeast. This also includes, among other projects, developing an energy-saving lighting system, increasing the city’s water quality to international standard, collecting and treating rainwater and sewage. Singapore’s Akiteck Tenggara Company, who signed an agreement to develop Thua Thien Hue Tourism Master Plan 2016- 2020, was also tasked to identify ten (10) key project designs that will attract ten (10) major investors to embark on these projects.

Cao also underscored then that the province had mobilized capital from the State Budget and Official Development Assistance, such as from the Asian Development Bank, the World Bank and the OPEC Fund for International Development.

36 Ibid.

Open and Hidden Protests

Cao felt grateful that during his international press conferences and interviews, which were becoming more and more frequent, there were no open protests in the streets from residents of households who were being relocated out of peri-urban Hue. If these were two years ago, he thought, it would be different. Cao recalled the principle enshrined in the Grassroots Democracy Decree No. 34/2007 which stated: “people know, people discuss, people execute and people supervise” and so, he tended to respect how the district level people’s organizations were dealing with complaints and protests about the relocation. He also occasionally expected unresolved misunderstandings at district levels would have to be brought to him. He will have to study the situation and the minutes of meetings, before he gives any instruction.

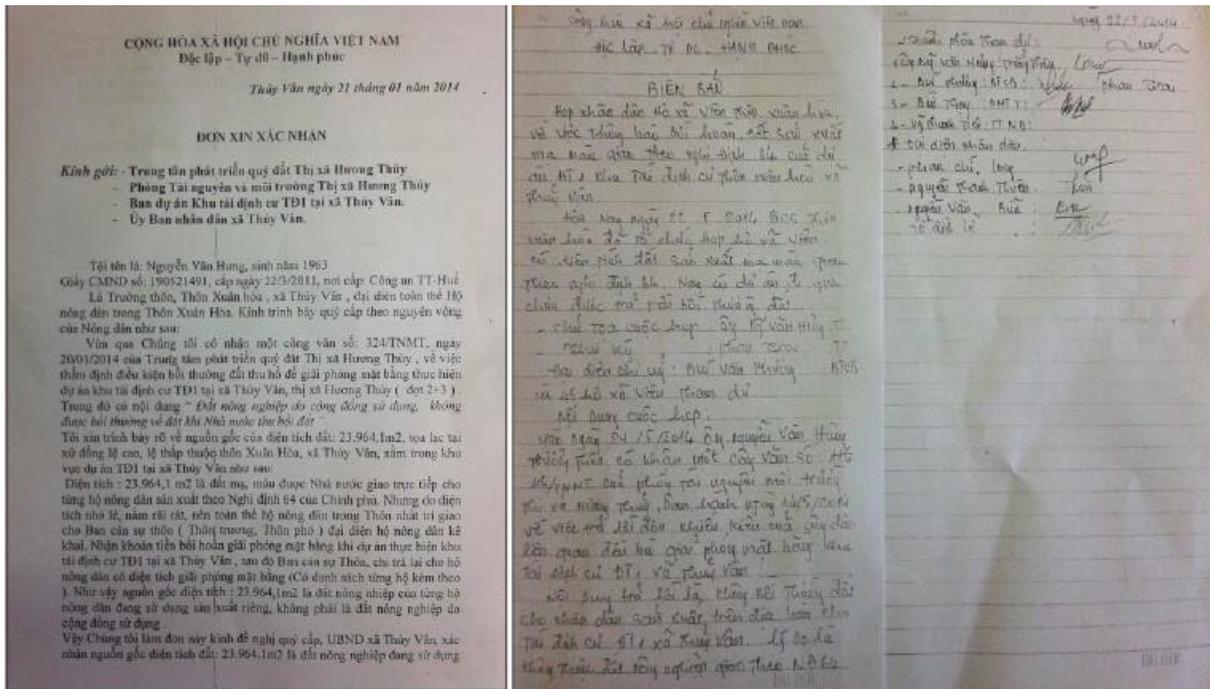


Figure II 7 Petition and Letter prepared by a group of land loss people, e.g. farmers, assigned to relocation sites

He still kept the copy of the petition of some farmers regarding their relocation site and amount of compensation for their land (Fig. II 7³⁷). This was not usual: Cao thought this could be the test case for how the local authorities would handle open protests – petitions - of the communes.

37 Nguyen Quang Phuc, Zoomers, A., and Van Westen, A.C.M. (2015 May) Compulsory Land Acquisition for Urban Expansion: A Study of Farmers’ Protest in Peri-Urban Hue, Central Vietnam. Conference paper no. 50, Land Conflict and Agrarian-Environmental Transformations: Perspectives from East and Southeast Asia International Academic Conference, p.11

He noted that another form of open protest that was becoming more frequent was that clear and reasoned refusal to relocate. In one village, 52 households refused to move to their resettlement sites and delayed receiving their compensation packages even after they had already accepted the land acquisition decision. Their reasons were explicitly communicated: (1) the land allocation per household in the relocation site was just 90 to 120 square meters, too small to build their new house and retain some land to grow vegetables for food as before, and (2) the households preferred to be relocated together within the same village because they had nurtured good relationships with their neighbors.³⁸

In spite of these open protests, more often, Cao noted that the affected families of communes would choose to go on “hidden protests”. Most common examples were their complaining to each other in meetings about how low the compensation was for their loss of their agricultural land, how harsh the features of the land in the relocation site were, making that land unsuitable for farming crops they used to grow causing significant loss of income, as well as how their children are suffering, travelling for at least an hour longer to get to their schools because of the relocation site’s longer distance from schools of their children. Another form of hidden protest was obtaining extra benefits from a “wrong declaration” or khi bao sat about land assets. This is when an affected household intentionally filled up the household survey questionnaire in a wrong way, specifically, declaring more than the graves they have buried in their original plot of land. Land law in Vietnam recognizes graves as land assets. Cao would just shake his head when he read through minutes of meetings and/or reports of the Site Clearance and Compensation Council (SCCC) that report an estimated forty persons die per night,³⁹ how SCCC could only agree to compensate for all those “unreal graves created every night by villagers.”⁴⁰ The SCCC is headed by the President of the district-level People’s Committee and other local authorities, and the representatives from: The Departments of Finance and of the Environment, the investors, the local authorities and the affected households.

GrEEEn Contradictions: **Bắt cá hai tay**

Cao pondered: **Bắt cá hai tay** (You cannot catch fish with two hands and eat it too.) Is this stakeholder-based approach that included communes a good way – an effective way - to

38 Loc Cit, Box 4, p.9.

39 Op Cit. Box 2, p.8.

40 Ibid.

engage Hue's broad base of stakeholders on the one hand, manage their expectations for every project on the other hand and still make them true co-creators of Thanh Pho Xanh (Green Cities). Each proposed GrEEEn project was also like a fish that must be caught with both hands, if it is to achieve its core objective. It cannot be allowed to "go out of hand". One hand must ensure the Green City objective; and the other hand, the international tourism objective. The two hands together – the two objectives - must converge with equal vigor and rigor to "catch the fish" – equity - each GrEEEn project's value proposition to all the stakeholders, all the people of Hue and the rest of Vietnam. How does "equity" look like? He recalled from the Final Workshop: "a livable city where the people are happy".

As he turned the pages of his folio, he underlined: Infrastructure Development . . . Disaster Risk Management . . . Urban Renewal. To become known as a Green international tourist city, commitments must be clear for all three project areas to build a sustainable urban tourism core for Hue. It would require synchronizing sub-projects under these three themes through Green City Action Plans (GCAPs) ready for investments and financing, and for passing the test of and by the Green City Urban Management Partnerships (UMPs).

Other news clips in Nguyen Van Cao's folio captured a range of reactions to that Green City commitment: a welcome response, albeit long-delayed, to climate change after recent typhoons flooded the city's communes leaving hundreds homeless, an over-ambitious objective for a city that still had poor communes, protests against the cutting of trees to allow construction of green airports, the need for catch-up given celebrated successes of the Green City strategies of Malaysia and Thailand, and a political road show strategy as the Party Congress approaches. He decided to countercheck these news clips with news about the public administration reform that he had initiated in 2013. system. He noted that the People's Committee of Thua Thien Hue had actually released and announced results of the assessment of the public administrative reform (PAR) of the provincial departments, cities and districts in 2014. The Department of Home Affairs and the People's Committee of Phu Loc district headed the list of the provincial departments and the list of the People's Committees of cities and districts respectively. Special mention was made regarding the role of IT applications to enhance public administration reform. For a moment, Cao had an insight about tracking "Green Communes" and "Green Public Administration Reforms" using IT applications.

Vibrant Vietnam: New Constitution and Party Plenum

Cao decided to review the New Constitution as he pondered that Urban Management Partnerships shaping up in the Final Workshop would make a vibrant Vietnam. Cao, like most Vietnamese, was encouraged by specific provisions in the 2013 Viet Nam Constitution which articulated the green aspirations along with the economic trajectory for Vietnam in the next decade. This new constitution highlighted that “Everyone has the right to live in a clean environment and has the obligation to protect the environment.”⁴¹ the importance of environment protection and sustainability in “bringing into full play” Vietnam’s internal strengths and international integration and cooperation. Furthermore, the new constitution was clear that the State “encourages and creates...the conditions for businesspeople, enterprises or other individuals or organizations to carry out investment, production or business activities; and develop economic branches in a sustainable manner in order to contribute to national construction.”⁴²

Vietnam’s environmental protection agenda in the Constitution specified five tasks of the State: first, the adoption of environmental protection policies; second, management and use of natural resources in an efficient and sustainable manner; third, nature conservation and biodiversity; fourth, taking the initiative in preventing and controlling natural disasters and responding to climate change; and fifth, encouraging all activities for environmental protection and the development and use of new energy and renewable energy.⁴³

During the October 2015 Party Plenum, Nguyen Van Cao, like other party officials, noted that the Prime Minister highlighted that Viet Nam ranked 56th in the World Economic Forum Report

41 Article 43 of the New Constitution of the Socialist Republic of Vietnam specifically states: “Everyone has the right to live in a clean environment and has the obligation to protect the environment.” Vietnam Law and Legal Forum online English translation (2014 January 15 update) The New Constitution of the Socialist Republic of Viet Nam. <http://vietnamnews.vn/politics-laws/250222/the-constitution-of-the-socialist-republic-of-viet-nam.html>.

42 Article 51 (3) 3 specifically states: “The State shall encourage and create the conditions for businesspeople, enterprises or other individuals or organizations to carry out investment, production or business activities; and develop economic branches in a sustainable manner in order to contribute to national construction. The legal property of individuals and organizations engaged in investment, production or business activities is protected by law and is not subjected to nationalization.” On the other hand, Article 52 states: “The State shall develop and improve economic institutions, regulate the economy on the basis of respect for market rules; delegate, devolve and decentralize the powers in the state management; promote regional economic links, and ensure the unity of the national economy.” Vietnam Law and Legal Forum online English translation (2014 January 15 update) The New Constitution of the Socialist Republic of Viet Nam.

43 Article 50 of the New Constitution of the Socialist Republic of Vietnam specifically states: “The Socialist Republic of Vietnam shall build an independent and self-reliant economy, bringing into full play its internal strengths and international integration and cooperation, in close association with cultural development, social progress and justice, environmental protection, and national industrialization and modernization.” Vietnam Law and Legal Forum online English translation (2014 January 15 update) The New Constitution of the Socialist Republic of Viet Nam.

on the Global Competitiveness Index 2015-2016, a leap of twelve ranks over other countries within just one year, from its 68th rank just a year ago, in 2014-2015. For 2015-2016, it also ranked 33rd for its market size; and 52nd for its labor market efficiency.

Nguyen Van Cao, like a few party leaders, knew then that Viet Nam's participation in global value chains was not as encouraging as its competitiveness ranking. Viet Nam's global value chain participation level was just at the same level as India, but it was just half of the high value chain participation rates of Hong Kong and Singapore, as reported by the Organization for Economic Cooperation and Development in 2015. The same report mentioned that Viet Nam's investment openness was a far cry from those two neighboring Southeast Asian economies.

Cao noted how Prime Minister Nguyen Tan Dung organized with local and international business leaders the Forum on Vietnam Business Towards the ASEAN Economic Community: "There is no way but integration to help Vietnam gain rapid and sustainable growth". Through the integration strategy, the business community must be the pioneer. Their enhancement of effective management and technological innovation was to reduce costs. The Government's strategic role would be opening up more markets and improving institutional and administrative reforms to facilitate business. The Prime Minister affirmed then that the Party, State and Government always created favorable conditions for local people to do business, helping local enterprises to globally integrate successfully. Nguyen Tan Dung stressed that the last five years were Viet Nam's turning point for international integration, especially for international economic integration. "With the completion of the negotiations of 12 free trade agreements, Vietnam now has free trade relations with 55 countries, including 15 of the top 20 largest economies in the world."

In a few days, Cao knew the Party Congress will also convene, and elect the leadership of the Party – and, de facto, all of Vietnam – for the next five years, till 2020. Prime Minister Nguyen Tan Dung, a political heavy-weight, known to push the pro-business agenda, was already beginning to make party leaders circumspect about the work needed to implement economic reforms. Cao wondered how the Prime Minister could sustain the enthusiasm long enough to get the Urban Management Partnerships (UMPs) – the heart of the GCAPs – functioning effectively after the Party Congress. The UMPs would be a good showcase of 3E (economic, environment and equity) reforms that were being implemented on a success trajectory.

On the other hand, General Secretary Nguyen Phu Trong had been sustaining a pro-growth status quo under his consensus-styled leadership. Nguyen Van Cao, for a moment, felt a creeping fear of reprisal. He honestly didn't know how his stakeholder strategy for GrEEEn cities would be received by the new Party Leadership. The Party Congress would happen in just a few weeks after that Final Workshop in January 2016. Either way, Nguyen Van Cao thought, the results of the hard work on projects review and the clarifications sought about the Master Plan by these multiple stakeholders on Thua Thien Hue's GrEEEn projects should not, cannot and will not be ignored. All departments and communes must follow strictly targets and missions proposed in the provincial plan to be able to implement them well. This year's performance would be the basis of development targets in the next 5- year planning period, 2016-2020. "Cadres and civil servants must change positively their spiritual and service attitudes," Cao was fixing his papers and clearing his desk when the thought came to him: "spiritual and service attitudes create a convenient, equal, and transparent investment and trading environment".

It was dusk when Cao began driving through the downtown traffic. As he turned on his car radio, he started to nod his head to the rhythm of Vietnamese jazz:⁴⁴ "Sounds like GrEEEn City partnerships. Sounds like that Socioeconomic Mission Conference that I will convene soon with the People's Council, the Peoples' Party Committee, and the departments".

Improv - Jazz in Hanoi Vietnam at Binh Minh's Jazz Club

https://www.youtube.com/watch?v=Z5hZv-6k_UU

44 Jazz in Asia (2011 Sep 20) Improv-Jazz in Hanoi Vietnam at Binh Minh's Jazz Club. This 12-minute video clip can be played by copying the link and pasting it on the youtube website. If the soft copy of this case is used on a computer that is online, clicking the link will automatically open to the video in the youtube website.

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