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**The regionalism and regional development
policy in Vietnam in the light of the
European Union**

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CHAPTER I: INTRODUCTION

Together with the globalization, the growth of supranational regimes, the resurgence of regional and local governance, and regional development policy have been widely reliable in the world. It is helpful for all of the countries not only to have more opportunities in mobilizing the external resources but also reducing the development divergence among different areas. These transformations of global regulatory mechanism have impacted on many countries. Vietnam is on the turning point of the changing world, with much effort to transform the state and restructure its institution after thirty years of "Doimoi" reform since 1986. The thesis takes Vietnam as a case study to research regulatory regionalism and regional development policy in Vietnam in light of the European Union.

The thesis eagers some main research goals as below. Firstly, it contributes to advancing the awareness of state space (Lefebvre, 2009) and state rescaling (Brenner, 2004). Moreover, the author made an effort to advance the perception of state and space in Vietnam and verify the policy trajectory of regional development and contribute to a perception of an institutional crisis in Vietnam's development. Furthermore, the research on the policy

framework of regional development in the European Union is a new useful reference for policy development research in Vietnam. Finally, the research tried to create a new point of view under the prism of regulatory regionalism to advance the timely perception of state management to disentangle a part of challenges in institutional transformation in Vietnam.

Therefore, the author builds four main hypotheses for justification as below. The first hypothesis is that the characteristics and structure of regions in Vietnam are evident, the regionalism is perspective from history, but the effectiveness and efficiency of regional development policy are vague. The second hypothesis is that the multi-level regulatory regionalism may be a new orientation in Vietnam. Thirdly, the state logic has a significant effect on territorial logic and vice versa. The last hypothesis is that some references to EU regional policy and regional institution transformation of some European countries bring some important lessons for Vietnam.

CHAPTER II: OVERVIEW OF LITERATURE

2.1 Literature reviews

2.1.1 Globalization and regionalization and multi-scalar regionalism

There are many conceptions of globalization and globalism and their impacts on the world. They can be understood in a general way as a process of a world-wide integration and transcendence with a representation of ideology, organization, and economy (Farazmand, 2006). When globalization can be characterized as "a supercomplex series of multicentric, multi-scalar, multitemporal, multiform and multi-causal processes" (Jessop, 2002a)p113, regionalization and regionalism can be referred as a specific part of globalization and globalism in a specific area. It can be understood as a group of states who become principal players in the globalization game such as EU, NAFTA, ASEAN, MERCOSUR, etc. It can also be referred to as a reconfiguration of sub-national administrative boundaries and capacities. As a result, these processes have created integrated blocks such as free trade areas, common markets and monetary union among sovereign states (Piattoni, 2016). Instead of 100 states, there could be only ten regional organizations, an instance with the European Union representing 28 member states. It has reduced national

variations in rules and outcomes in all areas. Besides, it has boosted to decrease the transaction cost within each group (Lane, 2006). Globalization and regionalization have changed the global and regional set of rules on the world, and globalism and regionalism have kicked off a considerable dispute about governance.

2.1.2 Debates of State and Models of Rescaling State

Some scholars support the view of the "end of the state and administration" (Stever, 1988, Strange, 1996a, Farazmand, 2006). Strange (1996b) argues that instead of markets mastered by governments, now markets orientates governments. She reflects the state's retreat by the increase in some institutions and associations at supra- and sub-regional levels. Recently, most states tend to restructure and transform in the context of globalization and regionalization (Farazmand, 2006). New state space and spatial state theory were born then, and it has appealed attention to fields: politics, economics, and public administration (Brenner, 2004). Together with new state space theory of Brenner (2004), the proliferation of the literature on state spatial restructure and state rescaling kicked off and has been examined in many practical disciplines and in many regions around the world such as territorial articulation at supra-regional level (Jessop, 2002, Gualini, 2006, Keating, 2013a), trans-national cooperations at regional level

(Gualini, 2004, Su, 2012a, Su, 2012b, Su, 2014), territorial reorganization (Jonas and Pincetl, 2006, Pemberton, 2015) and politics of spatial policies in South Korea, Belgium, and Hungary (Park, 2008, Oosterlynck, 2010, Varró and Faragó, 2016a), etc. More concretely, scholars attempt to define 'rescaling as a complex set of political-institutional and social practice that put the spatial scale at issue in public policy and governance' (Gualini, 2006) or as refer the transformation of economic, social and political systems creates new spatial levels above, below and across the national State (Swyngedouw, 2004) the process of change of social regulation, collective action, and representation from federal land to new territorial levels (Keating, 2013a).

Others refused the idea of the end of the state. They have argued that globalization has been exaggerated and that the countries remain high with crucial governance functions. Indeed, it can not deny the close relationship between state and space. At first, Lefebvre's theory of the production of space Lefebvre (2009) focuses on the production process of social space as languages and institutions within its territory. He assumes that the state and area interact with each other in a mutually constitutive manner, or it can not be denied the close relationship between state and space. Lefebvre (2009)p226 claims that "State tends to impose a rationality, it's own that has space as its priority tool. The economy is thus alternate in spatial terms, a

qualitative leap occurs the emergence of the state mode of production (SMP)". He perceived that "the articulation between the SMP and space is thus crucial; it differs from previous modes of production and their manner of occupying natural space; this rationalization and socialization of society have assumed a specific form, which can be termed as politicization or statism". In other words, the State supports and supplies relationships of the production process of space to install its logic based on its privileges on its territory. It can be understood as state's space that characterizes its ideology, its modes of production, its bureaucracy, etc.

Some extensive theories describe the character of the state. Kornai (2008) assumes that there are three main characters of state space, from a historical perspective, they are unavoidable traces from history. It had been performed much clearly before the Cold War. Indeed, the modes of production of space are typed into two primary structures: capitalist SMP and socialist SMP before the Cold War collapsed. According to Kornai (2008)p127, there are three principal characters of socialist SMP including: "a dominant role in ownership relations being public ownership", "the dominant role in the coordination of socioeconomic activities being central directed bureaucratic coordination" and "a monopoly of political power is a Marxist-Leninist Communist Party". It corresponds to three primary

characters of capitalist SMP, including private ownership as the dominant relation, the market as the effective coordination of socioeconomic and no political power as the monopoly of political power.

Some extensive theories describe the character of space. Some would believe that building state capacity, reforming national public administration, changing private state institutions should be perceived from below. There are three approaches in identifying the characters of public administration system or administrative traditions, including historical institutionalism, culture, and state traditions (Painter and Peters, 2010). Most would assume that all of them have some similar characters in a space approach. Coming back to the theory of the production of space (Lefebvre, 2009), the cultural and historical institutions, language, and periodization or state's strategies can overshadow manner features. However, their values and core foundations of territories could not be denied. In another approach, it would be believed that there is a link between the pattern of behavior and broad cultural patterns (Painter and Peters, 2010). It is understood that the foundation of culture and models of behavior influences on the operation, efficiency, and effectiveness of public bureaucracy – the central institution of the state.

2.1.3 Regionalism in light of the European Union

In the context of globalization and regionalization around the world, the re-establishment of the European Union (EU) has created a new growth impetus for regionalism and regional policy in Europe. Regionalism was formed in Europe with many goals. First, it helps to locate regional economic units to maximize overall output and maximize production specialization. Second, it helps to change local perceptions and receive regional disparities support from the EU.

Regionalism has been a first initiative for institutional reform in many European countries to adopt the European Union's regional policy, and internal state restructure. "Regionalism is understood as the creation of a new level in state territorial organization; the establishment of the new institution, which can vary widely with regards to type, responsibility, and power, yet always established above the level of existing local institutions. They can be defined in a very flexible manner, and include regions that are only subordinated levels of the central government, or, in the narrow sense, an expression where a region is a territorial authority, which can be further differentiated according to its constitutional status (Marcou, 1998)."

Regionalism in the EU is the basic unit for the development support of regions in the country. It is the individual choice of each state or a choice of national, regional policy. Although there is a difference between the

local policy of the European Union and domestic, regional policy, regionalism allows for the recognition of a regional dimension, thereby making the region a sort of universal institutional reference point.

As for the multi-level regionalism in the European Union, the multi-level regionalism is understood as variations of the MLG that shape the regional economy's structural change. Piattoni (2016) argues that there is a three-dimensional analysis of space, includes international cooperation, subnational renewal, and transnational mobilization. The first dimension is understood as cross-border cooperation, the second is understood as territorial policy, and the third is perceived as political mobilization.

2.1.4 Regionalism development policy in light of the European Union

The establishment of the European Union has created a new impetus of territorial cohesion and state restructure in Europe. Moreover, the regional policy has been viewed as the main articulation tool for the EU. "EU Cohesion Policy works as a regional and urban development policy within a single common overall legal framework applied across EU" (McCann, 2015). The terminology of the EU Cohesion Policy has become an important element of European Treaties. According to Article 3 of TEU and Article 2c of TFEU, EU "shall promote economic, social

and territorial cohesion and solidarity among the Member States” as well as share “competence between the Union and Member State in economic, social and territorial cohesion.”

The EU regional policy is designed to foster solidarity and cohesion in Europe to support the Europe 2020 agenda. It means that each region can achieve its full potential in reducing inequalities such as social deprivation, poor-quality housing, healthcare or education, unemployment, or inadequate infrastructure. Although the regional policy is perceived as a powerful mechanism to support territorial structural change and redistribution in more deprived areas, regional policy awareness tends to change to help the region themselves facing and solving their problems more than the redistribution of the incomes among areas (McCann, 2015).

2.2 The situation of rescaling state in the European Union

The establishment of the European Union has created a new impetus of territorial cohesion and a new wave of state rescaling in European countries. The review of state rescaling of European states in the context of neoliberalism are showed as follows:

By the EU's regional framework, each country has the fundamental dynamics to restructure the state based on

its development orientations, but they are fundamentally based on innovations, welfare, and workfare. The five groups of countries based on Painter's traditional administrative classification are classified, synthesized, and evaluated (Painter and Peters, 2010). Almost all countries have changes in regional policy administration and delivery systems. In other words, the delivery power is reallocated across the administrative tiers or how states change the scales horizontally and vertically.

Napoleonic tradition states include France, Greece, Italy, Portugal, and Spain. This group's structural characteristics are the centralization of the central government, creating powerful changes in the rescaling state in this category in the context of neo-liberalization. The transformation of the state space in this group is most effective, because of the centralized state system and the fragmentation of local government (municipality statistics). The role of the state is evident in the process of transforming the state space. This group shows how easy it is to modify the governance structure. However, because of the ease of decentralization, this group is more likely to transform decentralization than to change its structure.

The traditional corporate states consist of Germany, Netherland, Austria, Switzerland. This group's structural characteristics are the organic structure of the economic system, thus creating many difficulties in the structural

change in the context of neoliberalism. German regionalism trial research was found to be unsuccessful because of the tightness and organic nature of the model of economic development. In other words, the transformation of public space is somewhat inappropriate in Germany because of the existing decentralized power structure (Fürst, 2006).

The Anglo-Saxon traditional group includes UK, Ireland. This group of nations emphasized on service-oriented management style. Perhaps the management style of this group has an origin from the British industrial revolution with London was a world economic center where is famous for international trade. The trends of territorial reform or change of the state spatial hierarchy of these countries are also oriented by service style.

The Scandinavian traditional group includes Sweden, Norway, Denmark, and Finland. These countries are well suited to regional policy in Europe for two reasons. First, these countries soon formed the Nordic-region agency to download the EU concept and upload the Nordic idea into the EU. Secondly, these states soon established promotional-adjusted policies for regions. Thus, the strategy of maintaining and developing the territorial structure of the Nordic countries has a solid foundation in line with the neo-liberal context.

The group of New Member States includes Hungary, Slovak Republic, Czech Republic, and Poland. These are the countries that experienced the Communist Party rule and were heavily influenced by the Soviet administrative model. In the process of joining the EU, most countries have been challenged EU regional policy for many reasons: territorial structure, outdated administrative system, history legacies... Therefore, the success of downloading the concept of EU regional policy for each country is very different.

There are some references for rescaling state for regional development in the European Union.

Firstly, Hungary is a useful reference for rescaling State in Europe as a representative unit of the post-communist team. Not as other countries in Central Europe, Hungary is the most ambitious country in regional development objectives: improvement of territorial competitiveness, the decrease of regional disparities, sustaining territorial development, heritage protection, integration with Europe, decentralization, and regionalization. These policies are focused on many key territories such as underdeveloped areas, specific rural areas, the development poles as Budapest metropolitan areas (OECD, 2010). In terms of governance structure, the nascent political system of spatial development emerged from the 1996 Act through a complementary institution for regional and spatial development. Naturally, this emerging

system did not challenge the old one, but they became to exist parallel together (Varró and Faragó, 2016b). Although Hungary received a large amount of EU financial supports, the new light version of regionalization and the centralized expenditure system of the central government could meet the demand of regional development as regional strategy makers (Varró and Faragó, 2016b). The poor performance of the public administration system is a clear signal of the wrong structure that needs to reshape, not only territorial rescaling or redrawing as the present. In the context of transition, the institution of the organizational and operational framework should be completed at meso-level as NUTS2 of the EU (Kovacs, 2011).

Secondly, Sweden is also an excellent reference in Europe as the representation of Scandinavian and corporate teams. As far as Sweden is concerned, the Swedish State is well known for the system of nations that followed the path of early capitalism in the opposite direction with the United States. The Swedish government's management system has changed a lot since the early 1990s by enhancing the role of business companies in company-level wage bargaining to improve employers' competitiveness. But these changes did not last long, and the state enhanced the economy's changes towards upgrading high-tech industries and regions. Concerns about the collapse of the Swedish model did not come true in reality, although the policies that supported

degraded sectors decreased, the presence of banks was for the restoration of the high-tech economy. Its entry into the EU in 1995 created new competitive pressure for the Swedish industry. Sweden was more dependent on EU policies of the labor market or employment policies. Intending to raise the capacity of European workers, this surprisingly was in line with the policy of raising the capacity of high-tech human resources in Sweden. During the years from 1994 to 2006, Sweden gradually transformed itself into a leading knowledge-nation. Thanks to the welfare strategy during the 20th century, Sweden has become the country with the lowest inequality of regional GDP per capita in the OECD member countries. The difference between the regional income gap and the regional disparity put Sweden into the smallest group in the EU. The picture of the countryside in Sweden is still perfect. The regional development policy in Sweden only adds more color to the economic picture of Sweden. The regional policy in Sweden was initially shaped to address the structural problems of obsolete industrial development. Sweden has a government that decentralized the most in the countries of the OECD for the problem of service management at the local level. However, the development plan or field has been still managed by the central one. Local government has not been allowed to discuss on the development issues and territorial planning. After joining the EU in the late 1990s, the structure of

power in the administrative delivery changed in the "experimented" region, and a range of organizations at the regional level was introduced and implemented. Secondly, the Parliamentary Act of 2002 was issued with a mechanism for shaping regional coordination bodies if all localities agreed. From 2007 to 2009, the regulatory regionalism was described as a more substantial demand from the localities. This motivation starts with the research recommendations of the future of regionalism. Although this reform has not yet been applied nationwide, since 2008, seven localities have actively merged, and the central government is examining the proposals of these localities.

Thirdly, Portugal is one of representation of Southern Europe team. The tendency to restructure the state's role was increasingly evident in changing the function of continental, national, regional level, etc. In the Southern European countries, the decentralization trend was most pronounced in Spain in the early 1980s, followed by Greece and Portugal. The power of localities was increasingly expanding in Southern European countries on fundamental service issues for the people and economic development. Local governments had become vital forces in mitigating local social tensions and connecting local social groups. In the reform years since the 1980s, the central government encouraged the participation of the private sector in Southern Europe. Although the welfare state has never been presented in

southern Europe, welfare policies were continually expanding positively. The regional policy also tried to initiate a series of efforts to promote, regulate, and increase flexibility in local endogenous development (Syrett, 1994). The process of European integration projects partly contributed to the Portugal crisis. These projects aimed at reducing the gap between European countries with a "one fits for all" model did not take the resilience of the economy, the differences among the capitalist models into account. They had contributed to the emergence of new growth models among EU member states, which were much different from the first orientation from EU policy. After decades of change, EU policy has transformed Portugal's development strategy in repositioning the regional plan of reducing regional disparities and growth targets. Portugal also attempted to increase regional competitiveness to maximize national growth and reduce regional variations. Nevertheless, contrary to the objective of reducing regional differences in the country and reducing regional disparities in living standards of the EU's regional policy, the expenditure and allocation from EU supporting funds to these countries created more divergence in the general rule of living in Europe. Especially, Portugal and Greece were two typical examples. These countries are located in the Eurozone, and their wasteful expenditure created more

significant flaws in the EU's living standards gap (Petmesidou and Glatzer, 2015).

Finally, the United Kingdom is a good representative example of Anglo Saxon team. The UK is an extraordinary country with differences in territorial development policy from the rest of Europe. The divergence of the UK's regional system is a very different case of the structural change in Europe. First, restructuring the economic governance restoration system is a representation of system reform in Wales. The restructuring of Wale's economic territory was given to ELWa (Agency for Capacity Development), and the Agency for Economic Development, which is understood as the arm length unit of the state for its purposes as well as the other economic development organizations is how to improve skills and learning capacity for the workforce and to create a sufficiently skilled and entrepreneurial population class. The agency itself is an integration of 6 different divisions, and six different cultures also operate it; even people do not understand its function. Too much skepticism about the operation and role of ELWa was created in the political system of Wales. In 2004, the Welsh government decided to exert control over economic development instead of using the ELW unit because of its failure (Goodwin et al., 2006). Second, decentralization in economic governance is the representation of system change in the UK. Decentralization in economic governance in the

UK was driven by the establishment of nine regional development agencies in 1999. Unlike Wales, Northern Ireland, and Scotland, the UK has a mix of various government policies and regional development agencies. The government considers these agencies as basic units in regional development and regional economic development drivers. However, institutional change from the new Labour has created a complex chain of local economic governance. The Regional Congress, established by the local government, the private sector, and voluntary units, will carefully review the regional development strategy drawn up by the regional development agency above and act as the regulatory body to plan and issue these strategies. The LSCs Capacity Building Committee was established in 2001 to create a system of 47 local LSCs as a sub-regional level. Similarly, the RDAs also established partnerships to enforce their local economic strategies, thus creating tensions in cross-functional functions between different units in local development in the UK. Third, speeding up the knowledge economy is a strategic orientation of system transformation in Northern Ireland. The new Northern Ireland Parliament approved the "Strategy 2010" in 2001 after the devolution with the aim of "a knowledge-based economy, innovation, competition and rapid growth where there are many new opportunities and People are equipped to capture. Invest Northern Ireland (INI) was established in 2002 as an

independent government agency funded by the Department of Enterprise and Investment (DETI). Government. This agency holds the functions of almost all other units in Northern Ireland's economic development, such as the Local Business Development Agency. They argue that INI is part of a larger body, part of a more extensive system, and above all, a political entity (Goodwin et al., 2006). After the Labor Party's defeat, the UK's regime of territorial governance continued to be reformed following the change of the new coalition government under prime minister David Cameron. Since the Conservative-Liberal Democrat coalition's election in 2010, British regional governance structures have been changed with the elimination of regional development agencies, regional leadership committees, and regional integration strategies. Local business and local government agencies replace these units.

2.3 Taking Vietnam as a case study

The goal of the thesis is to take regionalism and regional development policy in Vietnam into consideration from the normative economics point of view. I believe that the thesis would take more different nuances of regional development policy into account with two main analyzed orientations of state space (Brenner, 2004) and state rescaling (Brenner, 2004). Thus the author determines some groups of related questions as below.

Over the past 200 years, Vietnamese history has left a legacy of three major institutions, feudalism, semi-feudal colonialism, and socialism. Due to the scattering and shortages in the collection of prior research, the first part of the study focuses on starting with two related questions:

- How regionalism in Vietnam change over time?
- How regional development policy in Vietnam operate in recent years?

Moreover, there is a flaw in studying Vietnam's territorial structure and how the regional development policy has been applied. Therefore, the first approach put two related questions:

- How is the regional structure in Vietnam changing?
- Is the trajectory of regional development policy in Vietnam suitable for that regional transformation?

Furthermore, there is a deficiency in the theory of globalization, regionalization, and the state's transformation in the globalization context. Therefore, the second approach of the thesis puts two interrelated questions:

- How has multi-scalar regionalism been applied in Vietnam?

- What does Vietnamese state rescale for regional development?

Additionally, most of them are qualitative research, while the quantitative studies on public administration and state's reform are too few. Therefore, the third approach poses two interrelated questions:

- Does the Vietnamese State install its logic on its territory?
- To what extent the regional logic is independent of the state's space in their territories?

Last but not least, there are some literature deficiencies on how to apply international application for regional development policy in Vietnam. Therefore, the fourth approach puts two interrelated questions:

- How European countries adapt to the European Union's regional policy?
- What are the lessons for Vietnam in the new context?

CHAPTER III: MATERIALS AND METHODS

3.1 Research materials

In order to answer the supposed research hypotheses, we attempt to use some research materials, including:

- the legal documents of the Vietnamese state on regional development
- the academic paper related to regional development and regional development policy
- the analytical report of some ministries of the Vietnamese state
- the European Union's regional policies
- the analytical reports of how some European countries adapt regional policy
- the academic papers related to the theory of rescaling State in the European Union

The PCI data set

The PCI dataset is an annual survey on the assessment and ranking of the provincial authorities' economic governance quality. It helps to create a favorable business environment for the development of the private sector.

The PCI data set measures economic governance areas that directly affect private sector development and examine the capacities of good performance of every local authority. It includes ten sub-indices: (1) to low entry costs for a

business start-up; (2) the extent of access to land and security of business premises; (3) a transparent business environment and equitable business information; (4) informal charges; (5) limited time requirements for bureaucratic procedures and inspections; (6) proactive and creative provincial leadership in solving problems for enterprises; (7) the extent of business support services; (8) labor training policies; (9) fair and efficient legal procedures for dispute resolution and (10) the average of 9 indexes above.

3.2 The research methods

The author divides the research into four main stages. In the first period, the author attempts to focus on the description of the regional structure, regional development policy, and characteristics. Secondly, the literature reviews and some European Union's related issues in practice have been probed. Some research hypotheses, related qualitative and quantitative methods have been created in the third stage. Last but not least, the author tries to analyze some significant scientific achievements and overall results with some comparisons with the overview of the literature.

3.2.1 The qualitative methods for the research

The thesis attempts to approach state rescaling with periodization approach (Brenner, 2009) where state rescaling is addressed as a process of institutional

reorganization to answer the first, second, and fourth hypotheses.

Brenner (2009) believes that “state rescaling could benefit substantially from greater methodological reflexivity at every level of the dialectical spiral, from the abstract to the concrete and back up again.” He creates three research methodologies for state rescaling. Firstly, “logics of explanation” can be understood “in structure terms as the expression or outcome of large-scale political-economic tendencies”, “in strategic terms as a political response to the dislocation, challenges and contradictions induced through those macrostructural tendencies” and “in explanans terms as a trend or condition engendering specific political-economic consequences.”

3.2.2 The quantitative methods for the research

Regarding the quantitative approach for identifying regionalism the author uses a quantitative approach to identify regulatory regionalism, in other words, providing quantitatively extensive empirical evidence about an intra-regional regulatory mechanism, using as locally as possible variables.

To answer the third hypothesis above, we choose the provincial competitive index (PCI) dataset and two statistical methods, including principal component analysis (PCA) and discriminant analysis (DA).

3.3 The place of research

The main place of the research in the thesis is the subnational region. In other words, the author is interested in the regional structure of the country. The author pays attention to the description of the regional structure in Vietnam on the part. The most characteristic trait of the country's structure is its polarization. Regional development in Vietnam focuses on two large locomotive territorials: Red river delta (RRD) and the Eastern (TE) to promote national economic growth, regardless of internal disparities. Therefore, many projects and programs to develop regions and territorials such as: improving transport and infrastructure as hospitals, schools, highways, and airports are prioritized for these two locomotive territorials.

3.4 The subject of research

The main subject of the research is the analysis of regionalism and regional development policy in Vietnam. In other words, the author pays much attention to state rescaling for regional development and some related issues. The question is how the state makes strategic plans for regional development, how the public authorities implement regional development policy in Vietnam. At first, the country's structure of regions and policy framework of regional development have been identified. The author tried to focus on describing most transparently how the regional development policy looks like in Vietnam in this part.

3.5 Research hypotheses

There are four hypotheses presented in the essay below.

H1: The characteristics and the structure of regions in Vietnam is evident, the subnational regulatory regionalism in historical perspective is identified; however, the influence of recent subnational development policies on Vietnam is vague

H2: The multi-level regulatory regionalism may be a new orientation for regional development in Vietnam

H3: The state logic has a significant effect on territorial logic and vice versa.

H4: Some references of EU regional policy and regional institution transformation of some European countries bring some significant lessons for Vietnam

CHAPTER IV: RESULTS

4.1 The analysis of regional structure, regionalism and regional development policy in Vietnam

4.1.1 The rescaling state in Vietnam: a perspective from the history since 1802

It seems that the logic of the state has strongly influenced regionalism and regionalism trajectory in Vietnamese territories. Through 200 years of history, the regionalism trajectory has carried the philosophy of three Vietnamese state models: feudalism, half-French colonialism, and socialist state.

Firstly, the state space trajectory under feudalism in Vietnam since 1802 was similar to other feudalism in Asia. The Nguyen Dynasty had established the centralized public system with the central point of power is title delivery instead of land allocation. Besides, the local organization had been improved in a centralized and unified manner throughout the Nguyen dynasty.

Secondly, the French colonial period's local organization in Vietnam only changed a little because it adds one more administrative level at the highest. Vietnam then has divided into three regions with the central power controlled by the French.

After the French protectorate, Vietnam had continued to step in two civil wars from 1945 to 1975. After the civil wars finished in 1975, Vietnam kicked off a new historical period named socialism.

Thirdly, the local organization in Vietnam in the socialism period has four periods.

The first period is named as agricultural economic management reform. At that moment, Vietnam had to face poverty though the 70-80s decades of the 20th century. The good fortune of Vietnam comes from the start of economic reform, and Doimoi is another name for reforming the agricultural economy, which has given rise to the real impetus of the economy. With favorable natural conditions and diverse crop structure, Vietnam has quickly escaped from poverty and reached to become one of the world's leading agricultural exporters (Pham, 2015).

The second period is named as the new impetus for regional growth. It had been a further period of change since the Ninth Congress of CPV (2001). The concept of industrialization and modernization is conveyed through new perspectives in the metropolitan and rural areas. The policy of industrialization and modernization of the country in this period is associated with the process of absorbing FDI since 1988. Vietnam is the destination of nearly 15.2 thousand FDI projects (Nguyen, 2013). Since the Tenth

Party Congress (2006), Hanoi has promoted the role of a major economic center of the Tonkin region, building Ho Chi Minh City into a significant commercial and financial center of the Cochinchina region.

The third period is named as restoring the agricultural and rural policy. Facing the wave of global economic crisis from the US and Europe, Vietnam's economy is declining in economic growth and reveals many macroeconomic instabilities such as high inflation, real estate closed state, low purchasing power, etc. (Le, 2015). The period since 2008 recorded the recovery of rural agricultural policy. The starting point for the CPV's Resolution 26/2008 and socio-economic development strategy 2010-2020 on three rural issues is building new rural areas, restructure agriculture, and increasing farmer incomes.

The final period is named as a new orientation in regional development policy. Recently, the role of the territory has become increasingly important. Approaching regionalism and regionalization in the context of globalization is becoming a new trend in the last ten years in most European countries, even in Asian countries like China and Korea. Rodríguez-Pose (2013) believes that one of the essential factors of economic development and growth is institution-building and its dependence on different types of regions. In recent government debates on the application of technology from the 4.0 industry wave, the

government has issued the Instruction 16/2017 on strengthening access to the 4.0 technology revolution (Ho, 2017). The central government assigned some cities to build a pilot smart city model, digital agriculture, and tourism.

4.1.2 The analysis of the regional structure of Vietnam

Although Vietnam has a long process of different strategies of types of states, some remarks from different projects of the states and Vietnamese territory still make a clear vision of its structure.

During the process of industrialization and modernization of the country, Vietnam is moving its territory in three main directions. First, Vietnam has tried to shift its economy with high agriculture rates to the savings with high industrial and service standards. All localities have been intensely aware of the shift from agricultural production to industrial production and mass production. Second, localities' progress is directed towards the development of urban territory separated from rural development. Lastly, the fragmented local structure intended to ensure political security in the beginning.

Some characteristics of Vietnamese territory have been identified below. One of the most prominent problems today is the urban-rural disparity. Urban territory in Vietnam has a bipolar structure with two major metropolitan areas: the Red River Delta and the South East region (Figure

3). Five central-leveled cities have tried to become the nation's major cities and regional economic and social centers (Huynh, 2016, Nguyen and Nguyen, 2016). The system of rural areas where has been socially exclusive still got stuck behind to follow the economic poles in growth. Some of them could be listed, such as the North-West areas of the North and the Central Highland. Secondly, there are some disparities among regions. Regional disparities are shown in Figure 7 of rural poverty. The two poorest regions in the country are the Northern Mountains region and the Central Highlands.

However, although there are many alignments in the regional division for economic growth, there are many orientations for developing localities in different ways; there is a sharp boundary in the regional division in common perception for regional planning.

4.1.3 The analysis of the regional development institution in Vietnam

It is seen from Figure 10, and Figure 11 above, there is no difference among the state institution at the regional level, but there is a high homogeneity among localism institutions. Both of the figures also point that there is no difference in the management mechanism of the state at the regional level. It does not also make a distinction in the implementation of regional development policy. Moreover,

the fragmentation of localities or localism inside each region does drag both the optimization of regional capitals and the foreign capacity of cross-neighbor regions. To sum up, I am convinced that the regional development institution in Vietnam for implementation is vague.

4.2 The analysis of multi-level regionalism in Vietnam in the 21st century

According to a recent approach of Jayasuriya (2009), a conception of 'regulatory regionalism' gradually established the transformation of the social space in individual countries in Asia-Pacific. This mechanism is not only driven by economic and trade integration, but it also governs and coordinates regulations of a broad region such as infectious diseases and money laundering.

The first part of the chapter is some extended development spaces in Vietnam. The first layer of multi-regionalism is China-Greater Mekong Subregion – Vietnam. With the support of ADB, China Yunan's government inclusion created a new structure for the region called Great Mekong Subregion (GMS) in 1992 (Su, 2014, Verbiest, 2013). Along with the GMS cooperation's strategic framework, a range of programs for GMS cooperation on cross-border transportation, tourism, power trade, and private sector inclusion are issued in detail (ADB, 2011a, ADB, 2011b, ADB, 2011c, ADB, 2012a, ADB, 2012b). The

influence of financial governance systems, particularly ADB, provides new patterns of policy experimentation and innovation in multi-level governance (Jayasuriya, 2015). The second layer of the multi-regionalism is ASEAN Regulatory Regionalism. The regional cooperation framework of ASIAN regionalism tends to shift towards a more reliable economic community by 2030, with four principal goals. This structure is the more robust potential institutional framework before with the help of the ADB.

The third part of the chapter is that multi-regionalism is the intra-regional development institution. Modification of alternative framework (Keating, 2013a), a regional development institution in Vietnam is divided into five dimensions including regional articulation, planning, redistribution, allocation, and policy-building. It is shown in multi-scalar dimensions by regions, provinces, and areas to highlight the regional development institutions in Vietnam. The intra-regional articulation has inherited from the war period has a function as regional political security in three central regions: Central Highlands (CHs), mountainous area of the North (MRN) and South West Region (SWR) where always have many hot issues in political issues. As for the planning of regional development, the leading local development planning framework issued in five-year state for five regions including Pivotal Economic Region of the North (PERN), Pivotal Economic Region of the Middle

(PERM), Pivotal Economic Region of the South (PERS), Red-River Delta (RRD) and Mekong-River Delta (MRD). At this point, I agree with (Painter)'s view that Vietnam is governed by the fragmented and incoherent institution that makes party-state control and ability weaker. Due to decentralization processes from the central government in investment and the continuous efforts of local government in attracting foreign development investment and organization development assistant capitals, the results are in a status of domestic racing to build 260 industrial zones, and most of all provinces have ones (World Bank, 2016). When all of the provincial governments operate independently in attracting foreign investments, it is also becoming resistant to regional development called Vietnam having 63 "economies," it evenly influences much negatively on the sustainability and stability of the region. Because of the highly decentralized, fragmented, and sometimes incoherent set of state institutions (Painter, 2005), state spatial projects in Vietnam superimposed the existing state institutions to create a matrix of regional development. As a result, the insufficiency of local budget and increasing expenditure at local and central levels are returning and eroding the effectiveness of these national programs in localities.

The third part of the chapter is rescaling state for Vietnam: a new orientation for regional development. ‘The

key issue is not how the state should territorialize its own administrative and regulatory functions but rather how it should reconfigure the geographies of capital accumulation and socioeconomic activity within its territorial borders'(Brenner, 2004),100). Jayasuriya (2015) also proposes that the national level of re-articulation about transnational and subnational forms of governance is significant to emerging regional regulatory frameworks. I recommended that this approach becomes an analysis tool for the nation-state to account for its strategy and implement new steps in the more complicated regionalization and globalization context.

According to Su (2014), the network connection and multi-scalar regionalism have created regional development. I am convinced that a good regional mechanism has promoted the effectiveness and efficiency of developing the regional economy. In Figure 14, the new regional government has a central position in foreign economic partnership and internal institution cooperation. Thus, it is my strong belief that the expected system of regional development institutions would promote regional productivity through investment and trade circles and industrial process ones.

The expected system of regional development institution has some opportunities, strengths, threats, and weaknesses as below. Firstly, a new official regionalism as a

public authority at the regional level would create some good opportunities to re-articulate multi-scalar regionalization and grow the regional economy (Scott, 2009). Moreover, it is my belief that there are some strengths established in regional capacities such as the proactiveness in international integration issues, the positiveness in regional innovation policies, and reduction in the number of directly managed units at the local level. However, some negative features in a new expected system of regional development have been identified as follows. Some threats from political factors were to increase the political risks and local autonomy (Scott, 2009). Besides some others was to erode the unity of the territorial border, the weakness of the state budget system for local authorities should be taken into account.

As the suggestions as concerned, in the short term, the Vietnam government can implement the pilot project for the pivotal economic region, such as PERS or PERN, appoints the leader who has firm political prestige in order to avoid conflicts of interest in regional politics. Besides, the government should consider fiscal mechanisms towards the regional framework to guarantee delivery mechanisms and reduce regional disparities. In the long term, the Vietnamese National Assembly should have more significant progress in constitutional reform such as the authority of regional

planning and local public administration by regions; however, these issues need further study.

4.3 The analysis of the interaction between state logic and territorial logic in Vietnam

The chapter on the state space system will provide a multi-dimensional perspective on state and territory systems. Firstly, there are two models in which the results are found. The first assumes that there are some high correlations between groups of independent variables to detect actual policy matters and government issues in reality. The second model finds the patterns of provincial competitive indexes by regions. Finally, I argue some perceptions of the place-based policy and multi-level governance approaches based on the analyzed results.

As for the state system in the prism of the development indicators, the nine original variables divide into four variable groups, two groups include three variables, one next group contains two variables, and the last team consists of one variable. It means that there are four principal components of the survey's result that can be named as land policy issues, soft-infrastructural support issues, public institutional matters, and entry cost matter. The first principal component includes: the land access and security of tenure ($r = 0.818$), the informal charges ($r = 0.858$) and the proactivity of provincial leadership ($r =$

0.681). This component is concerned with the land policy issue. Land management is a crucial component in the development process, especially in developing countries like Vietnam. The second principal component consists of three original variables: transparency and access to information ($r = 0.769$), business support services ($r = 0.673$), labor and training ($r = 0.645$). This component can be understood as soft-infrastructural supports for the enterprises. The development environment for enterprises is vital for developing countries. The third principal component includes two the original variables: time costs and regulatory compliance ($r = 0.831$), legal institutions ($r = 0.809$). This component can be understood as a public institutional matter. The result means that there is a tight linkage between the justice institution and public administration procedures and the time cost of the enterprises. The last principal component only contains original variable: entry costs ($r = 0.909$). There is a huge difference between entry cost variable compared with other variable groups. It can be explained by new business registration incentives from the central government and a one-stop shop mechanism that effectively implements the country's whole.

As far as identifying state space in the prism of regionalism concerned, after four principal components are recognized above, they are again identified by regionalism. From the table below, there are high identifications in land

policy issues in all three regions. The sharp differences in land policy issue's principal component show that regionalism and policy's regionalism can take into account in three regions. , the more sharp difference in identifying land policy issues ($i_3 = 119/190$ with others $i_2 = 90/190$ and $i_1 = 118/248$) in the Cochinchina region or region is coded by 3) is the best cornerstone for trial management of land policy at the regional level at the first phase. According to this result, the plan should be applied to the Cochinchina region (region 3), the Annam region (region 2), and the Tonkin region (region 1), respectively. The regionalism for the second principal component or soft-infrastructural supports for the enterprises is identified by the Tonkin region ($i_1 = 127/248$) and the Cochinchina region ($i_3 = 93/190$). The Tonkin region and Cochinchina region's emerging difference is identified as the development of the educational system, industrial-supporting system, and the capacity to access information because these areas are two locomotive economic regions with the present of Hanoi and Ho Chi Minh city. The third principal component is public institutional matter. It is similar to the second; it shows the sharp results in the Tonkin region ($i_1 = 129/248$) and the Cochinchina region ($i_3 = 119/190$). This remarkable point is why the public institutional matter cannot be identified by the Annam region when it is still a principal component in the country.

In terms of identification of six natural regions, the first discriminant function including five indicators: regulatory compliance, easy access to land and security of business premises, the overall PCI, minimal informal charges, fair and effective legal procedures for dispute resolution; accounts for 58.2% of the between-group variance. The second discriminant function consisting of sound labor training policies explains for 27.6% of the between-group variance. The Wilks's Lambda table shows the significance test of the discriminant function. For the combination of both discriminant function, 1 through 2 Chi-square = 480.079 significant at $p < 0.001$. After the first function is removed, the test of function two reflexes that Chi-square = 216.808 is statistically significant at $p < 0.001$. The model correctly classified 62 observations out of 138 ones as the mountainous region of the north (MRN), Red-river delta region (RRD), 46 observations out of 109 ones as the Red-river Delta, 48 observations out of 140 ones as the coastal region (PERM), 26 identifications out of 50 ones as the Central Highlands region (CHs) and 78 observations out of 130 ones as the Mekong river delta region (MRD).

Regarding the identification of three natural regions, the first discriminant function accounts for 86.6% of the between-group variance, and the second discriminant function explains for 13.4% of the between-group difference. The Wilks's Lambda table shows the significance

test of the discriminant function. For the combination of both discriminant function, 1 through 2 Chi-square = 239.542 significant at $p < 0.001$. After the first function is removed, the test of function two reflexes that Chi-square = 36.209 is statistically significant at $p < 0.001$. The model correctly classified 138 observations out of 248 in Tonkin region, 97 identifications out of 190 ones recognized as the Annam region, 130 observations out of 190 ones identified as the Cochinchina region. All of the regulatory regionalism is highly appreciated by geography with the following results: the Tonkin region: 55.6%, the Annam region: 51.1%, and the Cochinchina region: 68.4%.

4.4 The analysis of some lessons from the European Union

It is my belief that there are three perspectives on state logic. Firstly, on economic perception, too many government figures are overlapping, such as urban-rural areas, industrial zones, socioeconomic regions, military-political regions. This overlap is imposed by the centralized role of ministries and the leadership of the Party. The jackfruit-shape model has created many implications for the increased environmental risk, the super-micro economic model, and the lack of industry support infrastructure. In addition, the risk of land ownership and uncertainty in regional planning also added more pressure for enterprises in the short-term circle. Regarding political perception, the more reliable

political government mechanisms have been created, thus increasing the number of local governments over time and reducing the size of local administrative areas. Regarding territorial awareness, the state logic is overwhelmed by political assurances; therefore the role of the natural territory is somewhat vague. The territorial development based on the natural structure is less concerned with the pressure from socialist idealism.

I am convinced that there are six determinants for rescaling State for Vietnam. Firstly, territorial structure and natural territories should be taken into account. From the lessons of Scandinavian countries, the firm national structure can assure the macroeconomy, reduce unemployment, manage the restructuring, and be more in harmony with the environment. Political supports from top-down and from bottom-up are the second most crucial factor. The establishment of cooperation agencies to download and upload the concept of downward policies and bottom-up reform practices will ensure smooth and efficient change processes. Thirdly, organizational learning and instrumental learning are lessons learned in applying EU policies in the corporate group. Fourthly, agglomeration and specialization are essential factors in assessing the development capacity of the territorial structure. Fifthly, ownership and bureaucracies are perceived by Konai's theory should be studied further. Lastly, decentralization transformation

should also be reconsidered when arbitrariness or ease in the decentralization changes overshadow the structural reform of the natural territories, thus losing the pressure of rescaling state.

In order to make a more detailed, precise and accurate description of the regional change in the context of globalization and geochemistry, the authors selected four countries, including Hungary, Sweden, Portugal and the United Kingdom, in the five groups as a research example for the specific lessons for Vietnam.

It seems to me that there are some lessons of structural reform from Hungary. Firstly, in the context of the rapid regulatory regionalism of Asia - Pacific, especially Southeast Asia, Vietnam should have prepared to build the capacity of state management strong enough to be adapted to the new demands of globalization and the regulatory regionalism. Secondly, Vietnam needs to have a strong regional development policy like the National Spatial Development Concept (NSDC) of Hungary based on the NUTS2 of the EU. Thirdly, Vietnam needs to restructure the budget system based on NUTS2 to reduce the shortage of funds from local authorities, from widespread investments calls without criteria from the provincial governments at present. Lastly, the most important lesson about the regional development policy in Hungary is that regional and local

governance system reform and the public administration reform should be synchronized.

As far as the lessons from Sweden concerned, first, structural transform for job security is one of the more significant economic lessons for Vietnam and many countries in the world. Secondly, the supply-side policy is an option that can be calculated for Vietnam in the context of limited budgetary resources.

It is important to note that Portugal's governance models can provide useful recommendations for policymakers in Vietnam, especially in public financial management. The discretion in the financial and implementing decentralization of the central government created many flaws in state management. The two critical causes of the breakdown in Portugal's economy were wasteful expenditure, keeping the old structural model of the state. Typically, the Portuguese debt crisis of 2008 was the concrete evidence of these problems. The lack of radical central government reform created gaps in the management of cash flow, thus reducing the efficiency of development responsibilities of central and local public organizations and facilitating breakdown at the national level.

Finally, there are some lessons from the UK's territorial management. Strong decentralization from the UK government creates certain flexibility for individual member

states in territorial economic development. The result of this policy also depends on the local government's capacity, and the general result for territorial development is not significant.

CHAPTER V: CONCLUSIONS AND RECOMMENDATIONS

Over the past 200 years, although the Vietnamese state institution has many changes, the regional structure always creates its visibility in economic development. The study of regionalism and regional development policy could bring some new nuances of sustainable development in Vietnam. It is my belief that it not only promotes the general awareness of policy scholars and makers on some issues of state rescaling and state spatiality in Vietnam but also creates some significant lessons from state-rescaling trajectories of the European Union's territory.

As far as some related hypotheses concerned, I am firmly convinced that there are some significant conclusions as some brief below. First, the characteristics and structure of regions in Vietnam are sharp, the historical perception of regionalism is also clear, but the effectiveness and efficiency of regional development policy is vague. The second significant conclusion is that the multi-level

regulatory regionalism in Vietnam can be a new orientation for regional development in Vietnam. The third important conclusion is that the state logic has significant effects on Vietnamese territory logic and vice versa. The fourth conclusion from the list of hypotheses above is that some references of EU regional policy and regional institution transformation of some European countries bring some important lessons for Vietnam.

In conclusion, I reckon that some territorial development policies based on the growth impetus of localism are not suitable for sustainable development in Vietnam. I am firmly convinced that state reform with an orientation of regional development may be an excellent reference to advance some new nuances of the sustainable development in Vietnam in the future.

CHAPTER VI: NEW SCIENTIFIC RESULTS

As far as new scientific results are concerned, the author is firmly convinced that a new perspective on state reform with an orientation on regional development may be helpful to advance some future research on sustainable development in Vietnam. Therefore, the advance in Vietnamese scholars and policymakers' general awareness is vital at first. Then, the effectiveness and efficiency of the regional structure are benefited from regional development policy can be come later. In the scope of the dissertation, some new scientific perspectives are contributed as below.

Firstly, after doing the literature review, the author is convinced that some scientific proof pointed that the characteristics and structure of regions in Vietnam are sharp, the historical perception of regionalism is also clear, but the effectiveness and efficiency of regional development policy are vague. The author is convinced that there is a weak perception of regional development policy both in theory and practice in Vietnam. It is my belief that the synchronization in a regional institution created many barriers in the implementation process of regional development policy. Therefore, the structure of regional governance has not yet been met and has not created an impetus for the robust implementation of the regional

development policies in reality. The regional governance structure is vague and also created difficulties for local coordination mechanisms, which did not produce agglomeration at the regional level. It seems that the regional development policies are effectively implemented or depend on the relationship between the administrative system, social resources, dependence on state thinking, and state strategy. These new perspectives on regional development policy in Vietnam have been essential to advancing new research on regional development policy in Vietnam.

The second significant scientific contribution is that the multi-level regulatory regionalism in Vietnam can be a new orientation for regional development in Vietnam. In the context of globalization and regionalization at present, many new scales are set up, and many of the organization's new spaces are being set up as new forms of competitiveness (Jessop, 2002). Many new state spaces are set up based on the context of globalization in many regions, such as in Europe (Oosterlynck, 2010, Varró and Faragó, 2016), in Asia (Park, 2008, Su, 2012a), the author is convinced that the transformation of state space in Vietnam is indispensable. After studying the topic, I believe that a new perspective on state rescaling for the regional development in Vietnam in the context of international integration can give significant lessons and contribute to future research on

the transformation and adaptation of state institutions in the context of supra-regional integration for institutional reform.

Thirdly, the most significant scientific result is that state logic significantly affects Vietnamese territory logic and vice versa. The author provides a broader scientific point of view regarding the central government that uses independent variables as core issues and comprehensive empirical evidence about the emergence of a new local government approach in Vietnam or intra-regional regulatory mechanism recognized by the geographical characters. These quantitative results have been an initial scientific background for new research about land policy, labor policy, and education policy in the future. At least three independent applications can be studied further from the study's results. On the one hand, first, the author recommends that scholars are possible to pay attention to continuing to study land legislation at the central level. It means that the system of land policy needs to be considered, assessed, and improved. For example, regarding the land issues, the granting and withdrawal of the licenses of agricultural land for farmers in the past many years have many unexpected and uncertain results, causing public anxiety and nervousness, and even more cases went further into the highly severe case. Secondly, it seems that the scholars should have more and more research on training and labor policies from regional perspectives, such as

educational and training systems, the welfare system, and the linkages between employers and employees is needed. Third, the author believes there should be more and further investigation of complaints, denunciations, and protests. These three further studies have a direct impact on people and businesses. It can increase or decrease the efficiency of economic resources, which can support and hinder the country's development and the pile of people.

Finally, as far as lessons are concerned from the European Union, it is my belief that the administrative tradition will determine the level of policy adaptation in Europe. The countries with the same administrative tradition will have similarities in the pace of structural change. Moreover, there could be a case that governments with a non-robust governance structure (Napoleonic group) will be more likely to adapt. However, this group tends to transform more decentralization. These countries tend to change their structure more rapidly, but the degree of effectiveness of structural change in governance over the structural change of this group needs further studies. In my view, this group also tends to change authority more than rescaling state, and the influence of politics more or less influences the tendency to change the governance structure within the group. In contrast, it seems that countries with a robust governance structure (Scandinavian and Corporate group) that are often difficult to adapt to European regional policy tend to rescale

their state more in the direction of the territorial structure; in other words, rescaling state. In my view, the group of these countries has a better mindset on state reform for regional development than other teams. For the new member state group, the tendency to transform governance structures is influenced by state logic. The state logic of this group is variable, and the dominance of political factors influences the structural change of management rather than the top-down policy of the EU. It seems that these countries' political factors should be considered. In summary, the author would agree that each administrative tradition will create a path-dependency in the system's transformation; therefore, awareness of the administrative tradition will give a compelling perspective on the speed of system transformation and state restructuring.

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