

# Implementing Social Security Policy in Vietnam: Case Study of Ho Chi Minh City

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## Abstract

Social security is one of the important guidelines and policies of our Party and State that has been thoroughly grasped and guaranteed to be implemented during the country's development periods. In recent years, despite facing many difficulties and challenges, social security work in Vietnam has continued to achieve many positive results, policies have continuously improved, the material and spiritual life of people has improved. People are cared for better and better with the goal of "leaving no one behind".

**Keywords:** security, social security; Social policy, policy implementation, Ho Chi Minh City.

## 1. Introduction

### 1. Ask a problem

Taking care of social security and investing resources to solve social security issues for the development of Ho Chi Minh City's people is a consistent policy of the city's Party Committee. Party committees, authorities, Fatherland Front, and organizations in the city.

Although many achievements have been achieved, the work of ensuring social security in Ho Chi Minh City still has shortcomings. The city is a locality with the highest rate of migrants in the country, requiring a lot of resources to build schools, hospitals, etc. Some policies lack cohesion and do not encourage people to actively participate. . The rich - poor gap in income and access to social services between regions and population groups, Housing problems for population groups, especially the poor and workers, are still inadequate... All challenges This

challenge sets the city's leaders at all levels in implementing social security policies in the city in the coming time.

Ensuring the implementation of social security policies in Ho Chi Minh City is not only a requirement for the central political system but also for local authorities, especially in promoting the role of promoting social security, mobilize resources and ensure policy implementation. In the context that the Party Committee, Government and People of the City are implementing Resolution 98, researching the implementation of social security policies in Ho Chi Minh City plays a very important role in summarizing practice, ensuring ensure that the City maintains its leading role in socio-economic development; actively grow, improve people's quality of life, and contribute to the overall development of the country.

## 2. Research methods

The authors designed 02 sociological survey forms to survey 03 subjects: policy beneficiaries, people directly implementing the policy and department-level leaders in Ho Chi Minh City units. . Specifically:

- + Beneficiaries: 300 votes (Select 5 inner-city districts and 5 suburban districts; each district selects 02 wards and communes, each ward and commune distributes 15 votes).
- + Officials and civil servants implementing the policy: 175 votes (City level: 25 votes/5 departments; district level: 50 votes/10 districts; 100 votes/20 wards and communes).
- + Department-level leaders: 20 votes/5 departments

The points selected to conduct survey questionnaire distribution include:

- + Provincial level: Office of the City People's Committee, Department of Labor, War Invalids and Social Affairs, Department of Natural Resources and Environment, Department of Education and Training, Department of Tourism.
- + District level: District 1, District 6, District 8, Tan Phu District, Thu Duc City
- + District level: Binh Chanh District, Can Gio District, Cu Chi District, Hoc Mon District, Nha Be District.
- + Commune level: At the District and District mentioned above, communes will be selected with the following criteria: 1. District and District select 3 wards and communes; 2. In the same survey area with 2 subjects: beneficiaries and officials, civil servants, and public employees directly implementing social security policies; 3. There are ethnic minorities residing; 4. Implementing social security policies identified in the research scope

The survey results will be a very important source of primary information for analysis based on combination with secondary information to get a practical overview of the results of implementation of a number of social security policies. The Association grasps the reality of policy implementation, the relationships between entities participating in policy implementation, and the role of local authorities (mainly ward and commune levels) in finding resources. , propagate and mobilize, evaluate and maintain the results of social security policy implementation in Ho Chi Minh City.

### 3. Content

#### 3.1 Theoretical basis of social security

##### 3.1.1 Concept of social security

According to A. P. Butt, J. Remme, L. Rost, S. A. Koissy-Kpein, the economy must be designed and built to meet the diverse needs of all people, while protecting our planet . It is an economy for people with the goal of equality, justice and sustainability; social progress that benefits everyone without destroying the environment; Respect paid and unpaid contributions to the economy. Accordingly, in an economy for people, governments must develop policies aimed at equality and fairness for everyone, including women and children. An economy for people must first ensure equality of opportunities and income, care for the environment and social values (A. P. Butt, J. Remme, L. Rost, S. A. Koissy-Kpein, 2018).

In essence, social security is to contribute to ensuring income and life for citizens in society when they unfortunately encounter "social risks" or "social events" that lead to unemployment. or reduced income. The modus operandi is through public measures. The purpose is to create "wellbeing" for all members of society and is therefore deeply social and humane. This is also the idea of wanting to aim for prosperity and happiness for everyone and society. However, up to now, due to the complex and diverse nature of social security, there are still many different perceptions about this issue. The concept of social security is also quite different between countries.

For ease of unification, in our opinion we should use the concept currently used by the International Labor Organization (ILO): social security is one of the basic criteria to evaluate the progress of a society, a community, one country. Enjoying social security is one of the legitimate rights and demands of humans. The International Labor Organization (ILO) emphasizes: "Social security is the protection that society provides to its members through a series of public measures, aimed at solving socio-economic difficulties caused by cessation or reduction of income, caused by illness, maternity, work accidents, unemployment, disability, old age and death; At the same time, ensure medical care and subsidies for large families" (Beyond HEPR, 2005).

Institute of Labor Sciences and Social Affairs and definition: "a system of intervention policies of the State (social insurance/social assistance) and private (non-statutory or private regimes) to reduce levels of poverty and vulnerability. And then it was clearly stated that Vietnam's social security system includes three main policy groups: "(i) proactive labor market policy; (ii) social insurance; and (iii) social assistance" (Institute of Labor Sciences and Social Affairs (ILSSA) and GIZ, 2010).

Resolution No. 15 dated June 1, 2012 of the Party Central Committee affirmed that "social security includes ensuring people a minimum level of income, participating in social insurance, and providing assistance to people in difficult circumstances." particularly difficult situations,...through improving people's self-security capacity, State support, insurance system operations and voluntary contributions of organizations and individuals" (Communist Party Vietnamese products, 2012).

Social security is guaranteed and becomes a constitutional right in Article 34 of the 2013 Constitution "Citizens have the right to social security" (National Assembly, 2013).

Institute of Labor Sciences and Social Affairs - GIZ Organization believes that "social security is a system of intervention policies of the state (social insurance/social assistance) and private (non-statutory or non-statutory regimes). private sector) to reduce levels of poverty and vulnerability, improve the capacity of people and society to protect themselves against risks or threats of reduced or lost income, and ensure stability, development and equity. society" Institute of Labor Sciences and Social Affairs (ILSSA) and GIZ, 2013).

Documents of the 13th National Congress set out the policy of "Developing a comprehensive social security system, moving towards universal coverage with policies to prevent, minimize and overcome risks for people, ensuring support for disadvantaged groups. Reform the multi-layered social insurance system, based on the principles of contribution - benefit, sharing - sustainability" (Communist Party of Vietnam, 2021).

From the above different concepts, the thesis provides the following definition of social security: Social security is a system of policies and programs implemented by the State and social forces to ensure the All people have at least a minimum level of income and the opportunity to access a minimum level of basic and essential social services, such as education, health care, housing, clean water, and information. ,... through improving people's self-security capacity and support from the State and social partners.

Vietnam's social security policy has gradually ensured fairness, comprehensiveness, and approached international standards. In particular, citizens' right to ensure social security was constitutionalized for the first time in Article 34 of the 2013 Constitution. The legal system and policies were amended, supplemented and perfected. Some localities, depending on socio-economic conditions, have issued a number of policies to expand the scope of beneficiaries and increase the level of benefits, focusing on efficiency and sustainability, providing active and timely support. time for disadvantaged groups.

Social security policy is identified as an important part of social policy, part of the country's socio-economic development strategy. From the perspective of political science research, we believe that social security policy is a system of State intervention policies (social insurance, social assistance...) and support. Institutional or private support (non-statutory regimes) aimed at reducing levels of poverty and vulnerability, improving the capacity of people and communities to protect themselves against risks or the risk of reduced or lost income integration, ensuring stability, development and social justice.

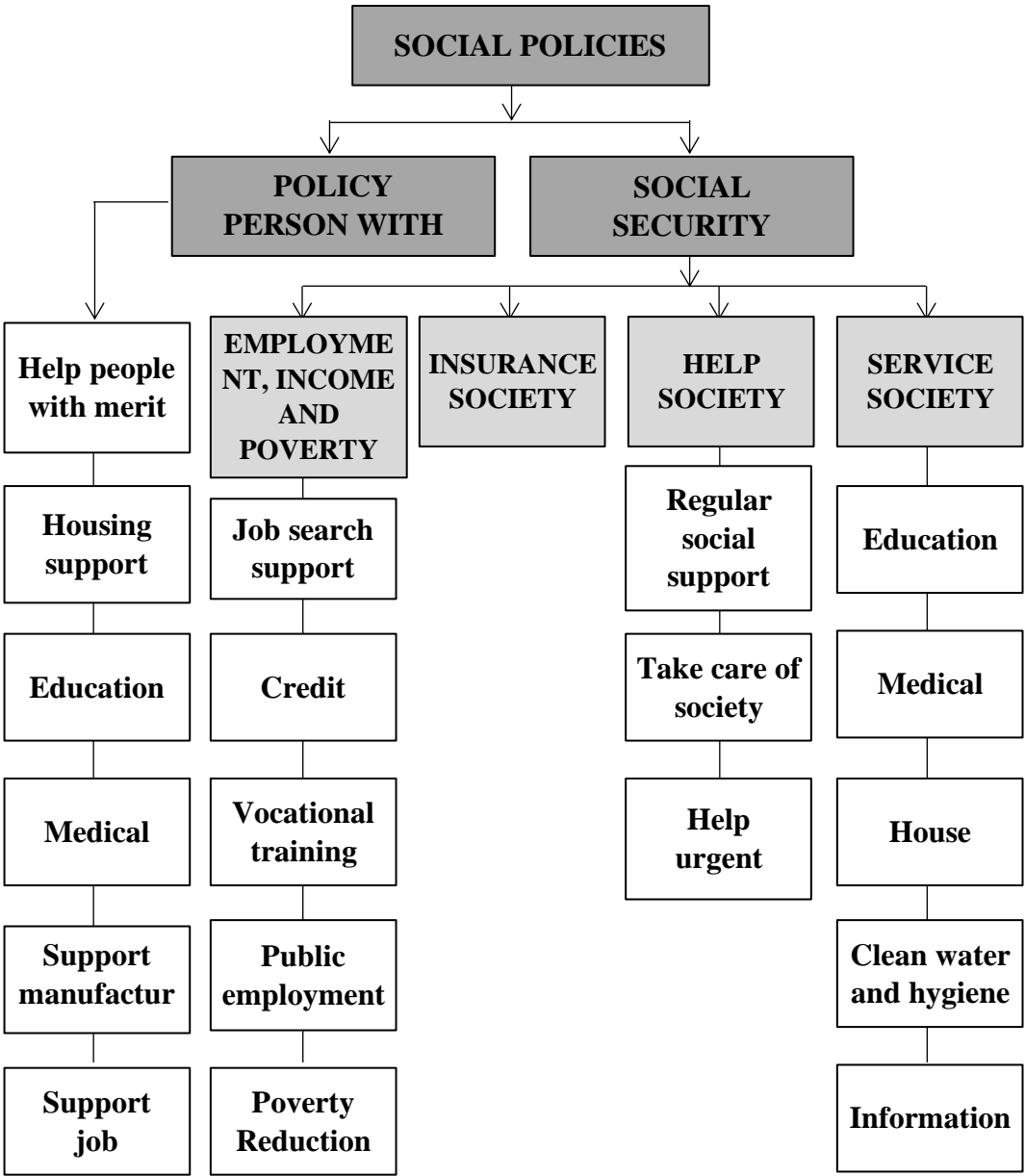


Diagram: Social policy as prescribed in Resolution 15 of 2012

Source: Communist Party of Vietnam, 2012.

### 3.1.2. Implement social security policy

Policy implementation is a stage that constitutes the policy cycle. Organization of policy implementation is the organization of policy implementation of the entire process of transforming the intentions of the policy subject into reality with management objects to achieve defined goals. direction of the state.

Le Chi Mai defines: "Policy implementation is the stage of turning policy intentions into actual results through organized activities of agencies within the state apparatus, in order to achieve set goals." proposed" (Le Chi Mai, 2001).

Nguyen Huu Hai defines, "policy implementation is the entire process of converting the will of the policy subject into reality with management objects to achieve oriented goals" (Nguyen Huu Hai, Le Van Hoa, 2013).

Policy implementation is an integral part of the policy process; without this stage, the policy cannot exist. The policy implementation organization is the center that connects stages in the policy process into a system. In fact, the policy implementation stage is considered the synthesis of all three stages of the policy process: Policy planning, policy implementation, and policy evaluation.

Implementing social security policy is the entire process of transforming the will of the social security policy subject into reality, and is a particularly important step in the policy cycle: realizing social security policy. society, bringing social security policies into life.

Implementing social security policy is using institutions, resources, regulatory tools, distribution policies and redistribution policies to deploy the policy system and programs of the State and of other organizations. Social organizations aim to assist and assist the entire society and individuals facing risks or social events to ensure a minimum standard of living and improve their lives.

From the above concepts, the authors propose the concept of social security policy implementation as follows: Social security policy implementation is the entire process of implementing specific activities on the basis of mobilization. , arrange resources to implement social security policies into practice according to a determined sequence and plan to achieve the set goals.

The process of implementing social security policy is implemented through the state organizational system, with the participation of partners. Depending on each specific social security policy, the subjects implementing the social security policy determine specific tasks to implement that policy.

### 3.1 3 Results of research on social security policy implementation in Ho Chi Minh City

#### 3.1.3.1 Results of implementing employment policies to ensure minimum income and reduce poverty in Ho Chi Minh City

\*About employment and income

From 2012 to present, 3,152,019 people have been given jobs (the number of new jobs is 1,353,833). With solutions to create jobs for workers, the unemployment rate in the City has been reduced to 4.29% by 2021.

\*About poverty reduction policy

The city completed the basic goal of having no poor households according to the City poverty line for the period 2016 - 2020 and completed the target of the Resolution of the 10th Congress of the Communist Party of the Communist Party of the City on "Reducing the rate of poor households". poverty according to the standards of the Sustainable Poverty Reduction Program for the period 2016 - 2020, an average of 1%/year" (2 years before the City Resolution).

### 3.1.3.2 Results of implementing Social Insurance policy in Ho Chi Minh City

By 2021, the number of people participating in Social Insurance and Health Insurance in the city is 2,3420,000 people; Thereby contributing to boosting the rate of the working-age force participating in Social Insurance in 2021 to 46.73% and the City's unemployment insurance in 2021 to 44.76%, exceeding the target. yearly.

### 3.1.3.3 Results of implementing social assistance policies in Ho Chi Minh City

The city has promptly and effectively implemented the Government's laws and legal documents on social assistance.

### 3.1.3.4 Results of implementing basic social service policies, helping people access basic services in Ho Chi Minh City

By September 2020, the City met literacy standards.

The work of universalizing education for children is of interest to all levels and sectors. The work of universalizing primary education throughout the City has maintained the rate of 6-year-old children entering grade 1 at 100%; The number of 11-year-old children completing the primary school program in the 2021-2022 school year reached 98.45%. The work of universalizing lower secondary education is seriously implemented. The city currently has 319/319 wards, communes and towns that maintain universal secondary education standards. Vocational training and vocational support for rural workers are emphasized.

\*About minimum health insurance (including health insurance)

The number of people participating in the City's health insurance in 2021 reaches a coverage rate of 90.5% of the population.

Malnutrition prevention and primary health care, preventive health work, and support activities to strengthen medical examination and treatment capacity are implemented scientifically and effectively.

\*About minimum housing guarantee

The total number of households eligible for housing support for people with meritorious services to the revolution according to Decision No. 22/2013/QĐ-TTg in the City is 2,935 households, with a total implementation budget of 129,230,000,000 VND.

\*About clean water and environmental sanitation

The city has focused on implementing tasks such as: reviewing the clean water supply situation throughout the city, building water supply solutions suitable to the situation of each area.

Every year, the City develops and implements an environmental pollution reduction program integrated into specialized agricultural activities.

3.1.3.5 Results of implementation of some other policies

\*Regarding preferential policies for people with revolutionary merits

The City has directed timely implementation, guided the implementation process at all levels, detailed regulations on subjects, procedures, documents, review and appraisal of documents; Organize instructions for subjects to declare, conduct verification, and prepare confirmation documents according to prescribed authority.

\*Mobilize implementation resources and support solutions

The City spent from the City budget, localities and mobilized people to give Tet gifts to 668,076 poor and near-poor households, with a cost of 571.176 billion VND.

\* About ensuring communication information

In recent times, the City's press agencies have carried out well and regularly propaganda activities, disseminating and thoroughly grasping the content of the Party's policies and guidelines, and the State's laws on priority policies. preferential treatment for people with meritorious services, social security policies..

\*On developing a comprehensive, inclusive and sustainable social security policy system

The city fully, promptly and comprehensively implements preferential policies for people with meritorious services to the revolution. Develop a network of social care services in the community; develop a professional team of social workers. Summary, summary, replication of social care and support models. Develop a flexible, diverse and multi-layered Social Insurance system, towards Social Insurance for all people.

3.1.3. Assessing the current status of implementation of some social security policies in Ho Chi Minh City

Regarding building a plan to implement social security policies in Ho Chi Minh City

Survey data shows that in order to provide direction and goals for implementing programs and projects, governments at all levels have done a good job of soliciting people's opinions with a proportion of 83%, in which the level of assessment of maintaining Regularly participating in this activity is 75.1% (187/249 votes), occasionally or rarely participating: 18.9% (47/249 votes) and people are not present when invited to participate in activities. The meeting to discuss plans accounted for about 1.2% (3/249 votes).

Assessing the appropriateness of the policies when implemented in Ho Chi Minh City through a sampling survey of 12 policies with 300 questionnaires, the policies were evaluated at a very



appropriate level and suitable for the needs of the people. The lowest rate is 61% for specific credit policies and over 90% for policies such as health insurance policies, free medical examination and treatment for the poor (96%), and sustainable development policies (91%), projects according to Decision 755/ Decision-Prime Minister (90%)..

Also according to the survey results, the opinion on whether it is necessary or not to maintain an organization for people to participate and give comments before implementing policies among officials and civil servants is 61%. (107/175 votes) and people with a proportion of 76% (228/300 votes) also have discrepancies but are not significant and in general, most agree with the view that discussions with people should be done to listen. listen and find appropriate ways to implement policies

Besides the positive aspects, a number of issues arise such as: the overlapping of different social security policies also reduces the effectiveness of implementation such as poverty reduction policies (overlap in subjects, content). , locality...).

Regarding organizational structure and implementation coordination

The City Party Committee and People's Committee have implemented the work of consolidating the Steering Committee of the City's Sustainable Poverty Reduction Program, completing the Decision on the Operating Regulations of the Steering Committee of the City's Sustainable Poverty Reduction Program. Simultaneously; Deploy and guide districts, Thu Duc city and wards, communes and towns to complete the consolidation of the Sustainable Poverty Reduction Committee and promulgate working regulations of the Sustainable Poverty Reduction Committee at all levels.

In reality, the participation of the Fatherland Front, Youth Union, Women's Union, Veterans Association, etc. has not been really effective, and some places even follow spontaneously or passively. Although the organizational structure and design of the coordination assignment process are specific and clear, in reality, coordination activities in consulting, implementation and reporting still arise. . Most policies are implemented by many agencies and the process is clear, but in reality, lack of coordination has reduced the effectiveness of policies and wasted State resources. To implement social security policies, there is the participation of many different organizations, unions and even the mobilization of businesses and individuals. However, the participation of the Fatherland Front, Youth Union, Women's Union, Veterans Association, and Farmers Association has not been really effective, and some places even follow spontaneously or passively. This assessment is also shown through survey data that the author collected through survey questionnaires with 50.3% (88/175 votes) of officials and civil servants and 30% (6/20 votes) Leaders and managers from the District level and above were asked that the coordination with Associations and Unions is not good.

In the same survey content, subjects such as officials, civil servants and leading civil servants were asked to evaluate that coordination activities were not as good as expected with an assessment rate of 73.1% respectively (officers, civil servants) and 40% (civil servants and leaders).

Regarding human resources to organize the implementation of social security policies

Human resources to organize the implementation of social security policies in Ho Chi Minh City are basically mobilized from within the urban government's organizational apparatus, the difference is the apparatus and organizational structure. of districts and wards are streamlined and operate effectively and efficiently; Administrative agencies proactively operate and quickly decide on urgent issues.

However, many ministries and civil servants also carry out many tasks, so research, advice and proposals aim to improve the quality of management advice and implementation of social security policies in the area. limited. Ho Chi Minh City is a locality where civil servants serve the largest number of people in the country. While an average district in the whole country has 137,000 people, this number in Ho Chi Minh City is 441,000. The team of officials and civil servants monitors the implementation of many social security policies in the area, especially the team of commune-level officials and civil servants, most of whom are part-time and often change, with specialized capabilities. Subjects are not uniform, so the implementation of the policy faces many difficulties and does not meet the proposed requirements well.

Regarding mobilizing investment resources to implement social security policies

Ho Chi Minh City is the first locality in the country to initiate and implement the Poverty Reduction Program since 1992, (now the Sustainable Poverty Reduction Program) and is currently implementing phase 7 (2021-2025) with 11 times. adjust the poverty line.

During the period 2016-2020, Ho Chi Minh City mobilized resources for the sustainable poverty reduction program of more than 7,000 billion VND, of which nearly 5,200 billion VND served preferential loans and small credit. This capital source has created maximum conditions for poor and near-poor households to develop economically, create stable jobs, and sustainably escape poverty (Communist Party of Vietnam, 2022).

However, the results of implementing social security policies are not truly sustainable, and the risk of falling back into poverty is still high. Because currently, the poor are enjoying many support policies, especially direct support policies, leading to a sense of dependence and expectation on the State's support.

An existing difficulty in implementing social security policy in Ho Chi Minh City is that loan capital to support poverty reduction and job creation for 2021 and 2022 has not yet been arranged. The reason is because of the law. Public investment in 2019 has taken effect, there are regulations on public investment objects, so the arrangement of additional loan capital for these two programs in 2021 and 2022 still has different opinions, so the People's Committee Ho Chi Minh City has not yet submitted capital to the City People's Council to arrange capital sources.

Regarding inspection and supervision of social security policy implementation

Thanks to good organization of supervision, inspection, assessment of the situation and implementation, social security policies in Ho Chi Minh City have received the consensus and companionship of the people, becoming a resource. important, creating a very positive and pervasive effect in life.

Although inspection and supervision work has been carried out regularly, it is still heavily administrative in nature, leading to low quality and efficiency of these activities.

The team of officials and civil servants performing inspection and supervision functions has received little training or training in inspection and supervision skills.

Through monitoring results, the City also shows that it needs to pay more attention to labor management and business support; issues of collective labor agreements, one-time withdrawal of Social Insurance; Strengthen inspection and examination of units and businesses that avoid paying Social Insurance; resolve social regimes and policies; digital transformation and application of information technology... continue to review policy subjects; Carry out settlement of support costs; Speed up vaccination progress for children...

Regarding communication work, campaigning to expand coverage and the level of impact of social security policies

Propaganda, awareness raising, and awareness raising work at all levels, sectors, and people has been promoted, mobilizing all levels, sectors, and the entire society to participate, with no one being an outsider or insider. That is the will and determination of the policy beneficiaries themselves.

The current situation of immigration causes difficulties for Ho Chi Minh City in communication work, campaigning to expand coverage, and the level of impact of social security policies raises issues that need attention.

Although the Ho Chi Minh City government has tried to diversify popular propaganda forms, looking for different communication channels so that people can promptly grasp information and coordinate effectively in implementing policy implementation, but people's access to and use of information has not yet achieved the desired results. Survey data shows that the organization and implementation of local social security policies, according to people's assessment, only stops at 4.7% saying the results are good, 57.7% are satisfactory and there are up to The remaining 61.6% think it is not good and somewhat weak. At the same time, people believe that propaganda activities do not take place regularly with 236/300 votes polled (87.2%) during the policy implementation period and the quality of propaganda work. People also said that it was not very good with 212/300 votes (rate of 70.6%) saying it was only at normal level and 3/300 votes (rate of 1%) saying it was very good.

Ho Chi Minh City authorities at all levels pay great attention to social security and have issued a series of policies on infrastructure construction, support for residential and productive land, housing and water policies. activities, job introduction, specific credit policies,... from the central level to local authorities at all levels, based on the reality in their localities, they have also introduced many different policies associated with many forms. Different implementation methods in implementing a series of tasks such as: setting up an implementation apparatus, finding a team of implementation staff, mobilizing reputable people, calling on people to participate, to propaganda work. propagate, introduce, instruct, and mobilize people, organizations, and especially seek resources, etc. to support the smooth implementation of social security policies.

With some positive results as above in helping people have more access to utilities, the implementation of policies still faces many difficulties and challenges as there are still many problems. This requires policy makers and managers to seek answers such as where are the resources for social security implementation, where are the social security enforcement team coming from? How to train additional skills and qualifications to ensure policy implementation, what methods need to be implemented to keep the policy on track and achieve the identified goals according to current characteristics in the Ho Chi Minh City.

### 3.2 Policy implementation solutions to ensure social security in Ho Chi Minh City

Improve the leadership capacity of the City Party Committee, the management role of the City People's Committee, the role of the City South Vietnamese Fatherland Front Committee and socio-political organizations, promoting the role of people participating in building and implementing social security policies

Innovation in the leadership methods of the Party Committee, the management and administrative roles of the City Government, promoting the role of the people, the strengthening of responsibility sharing between the State, businesses, people and the community and social organizations, in which the State is the main subject with a leading role. Promoting the role of the Vietnam Fatherland Front and socio-political organizations in monitoring and social criticism of social security guidelines and policies.

Building a comprehensive social security system, establishing Ho Chi Minh City Security Center operating according to the Social Security Fund model

Welfare systems need to be based on a life-cycle approach, sustainable, inclusive, shock-responsive, gender-sensitive and ensure continued rapid economic development, leaving no one behind.

Focus on developing social insurance - the main pillar of social security

Effectively expand Social Insurance coverage in Vietnam in general and in Ho Chi Minh City in particular, focusing on promoting participation in compulsory Social Insurance.

Mobilize resources, expand investment in social security, focus on organizing inspection and evaluation of implementation results

Increase investment in social security. Continue to promote the role and responsibility of the Vietnam Fatherland Front and socio-political organizations at all levels in implementing, propagating and supervising the implementation of social security policies.

Strengthen the connection between social security and employment policy, social housing development, and digital transformation to build a sustainable City social security system

Focus on optimal coordination between social security policies and effective employment policies, social housing development, building digital government, focusing on administrative reform and public service provision. , bringing convenience to people and businesses.

Strengthen coordination and linkage in implementing social security policies to promote the role, responsibility, and proactive participation of individuals, families, communities, agencies, and organizations in the implementation of social security policies. ensure social security

From a governance perspective, if it is not feasible to combine the management of all social security programs under the same institution, then Ho Chi Minh City should aim to increase the level of policy consistency between different regimes of social security and significantly increase the level of coordination and cooperation between different social security administrations.

## 2. Conclusion

Social security and implementation of social security policy are considered global issues, which countries are interested in implementing, but each country has different content, purposes, and methods. During the process of leading the revolution, the Communist Party of Vietnam increasingly paid attention to social security in order to constantly improve the material and spiritual life, a prosperous and happy life for the people - "people benefit". " that the 13th Congress of the Communist Party of Vietnam determined.

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