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INTRODUCTION

1. Rationale for the Study

Housing is one of the basic and essential human needs and is of particular significance for ensuring social welfare. The 2013 Constitution of the Socialist Republic of Viet Nam explicitly affirms in Clause 1, Article 22 that “Citizens have the right to lawful residence” [71]. To guarantee this right, Clause 3, Article 59 of the 2013 Constitution clearly states: “The State shall adopt housing development policies and create conditions for everyone to have accommodation.” [71]

Over the years, housing development, including social housing, has been one of the major and consistent policies of the Party and the State, aiming to enable citizens—including workers in industrial parks—to access stable and safe accommodation, thereby contributing to sustainable socio-economic development. The Documents of the 13th National Party Congress stipulate that “Developing social housing is the responsibility of the State and the whole society, with the active participation of authorities at all levels”; and set a specific target: “Striving by 2025 for the national average housing floor area to reach approximately 27–27.5 m² per person” [42]. Resolution No. 06-NQ/TW dated 24 January 2022 of the Politburo on “Planning and Sustainable Urban Development in Viet Nam to 2030, with a vision to 2045” continues to affirm the strategic role of social housing policy, especially social housing for workers in industrial parks, and requires: “Reviewing and improving support policies, incentives, and administrative procedures for social housing”; and “Innovating management methods and development models for social housing, especially housing for workers in industrial parks” [12]. These orientations have been institutionalized through the Housing Law 2014 (amended and supplemented in 2023), which clearly defines the State’s role in social housing development and assigns responsibility for policy implementation to local governments, particularly in major cities and areas with a large concentration of workers such as industrial parks.

Notably, Resolution No. 31-NQ/TW dated 30 December 2022 of the Politburo set the goal that “With a vision to 2045, Ho Chi Minh City... will be an attractive global destination; an outstanding economic and cultural center with high quality of

life; the nucleus of the Ho Chi Minh City region and the Southeast region; a national growth pole; and a place that attracts international financial institutions and economic conglomerates” [13]. On that basis, Resolution No. 98/2023/QH15 dated 24 June 2023 of the National Assembly, amended and supplemented by Resolution No. 260/2025/QH15 dated 11 December 2025, has granted Ho Chi Minh City multiple special mechanisms and policies in land management, investment, public finance and budgeting, and decentralization and delegation of authority.

In recent years, the City government has issued and implemented many important programs and plans to address social housing, such as the Ho Chi Minh City Housing Development Program for 2021–2030 and participation in the plan to develop one million social housing units and workers’ housing under Resolution No. 11/NQ-CP (2022) of the Prime Minister. Along with preferential mechanisms related to credit and land funds, the City has completed a number of social housing projects, gradually improving living conditions and easing housing pressure for a segment of workers.

Despite notable results, the organization and implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government still reveals multiple shortcomings, such as planning that remains somewhat formalistic and the failure to achieve various targets. In particular, after the administrative merger with Ba Ria–Vung Tau Province and Binh Duong Province, the rapid increase in population size and labor force creates substantial pressure on the social infrastructure system, in which demand for social housing is most prominent. At the same time, changes in the organizational structure, functions, tasks, and powers of the two-tier local government model under the 2025 Law on the Organization of Local Government pose major challenges for building and implementing social housing policy for industrial-park workers in Ho Chi Minh City.

On the basis of the above political, legal, and practical grounds, the author chooses the topic: “The Ho Chi Minh City Government’s Implementation of Social Housing Policies for Workers in Industrial Zones in the Current Context” as the doctoral dissertation topic in the major of Party Building and State Governance.

2. Objectives and Tasks of the Dissertation

2.1. Objective

Based on clarifying theoretical issues and the practice of implementing social housing policy for industrial-park workers by the Ho Chi Minh City government during 2021–2025, the dissertation proposes key solutions to improve the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government in the coming period (from now until 2035).

2.2. Tasks

To achieve the above objective, the dissertation undertakes the following tasks: First, to review the research situation related to the dissertation topic; Second, to clarify theoretical and practical issues concerning the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government;

Third, to survey and assess achievements and limitations in the current implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government; to clarify the causes of those limitations; and to draw lessons learned from practice; Fourth, to propose orientations and solutions to implement social housing policy for industrial-park workers by the Ho Chi Minh City government through 2035.

3. Research Subject and Scope

3.1. Research Subject

The research subject of the dissertation is the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government.

3.2. Research Scope

Spatial scope: The dissertation focuses on analyzing and assessing the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government within the City's territory.

Temporal scope: The dissertation's assessment of the current situation is limited to the period from 2021 to 2025; the proposed solutions are oriented to 2035.

3. Theoretical and Practical Foundations and Research Methods

3.1. Theoretical Foundations

The dissertation is conducted on the basis of Marxism–Leninism, Ho Chi Minh Thought, and the viewpoints, guidelines, and policies of the Communist Party of Viet Nam concerning state management in social life, social policy, and social policy implementation.

3.2. Practical Foundations

The dissertation draws on the reality of implementing social housing policy for industrial-park workers by the Ho Chi Minh City government from 2021 to 2025 as the basis for proposing orientations and solutions to improve implementation.

3.3. Research Methods

The dissertation is conducted on the basis of the methodology of dialectical materialism and historical materialism. Specific methods include: combining logic and history; analysis and synthesis; descriptive statistics; sociological survey; and practical summarization.

Note: In the text provided, Section 3 and Section 4 are repeated once more with a different time frame (“from 2020 to present”). For the purpose of translation, the content is rendered faithfully as it appears in the original.

4. Research Subject and Scope (repeated in the original)

4.1. Research Subject

The research subject of the dissertation is the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government.

4.2. Research Scope

Spatial scope: The dissertation focuses on analyzing and assessing the implementation of social housing policy for industrial-park workers by the Ho Chi Minh City government.

Temporal scope: The dissertation focuses on assessing the current situation in the period from 2020 to present; the proposed solutions are oriented to 2035.

5. Theoretical and Practical Foundations and Research Methods (repeated in the original)

5.1. Theoretical Foundations

The dissertation is conducted on the basis of the methodology of Marxism–Leninism, Ho Chi Minh Thought, and the viewpoints, guidelines, and policy lines of the Party and the State regarding social housing policy for industrial-park workers.

The dissertation also selectively inherits certain published research findings relevant to the topic.

5.2. Practical Foundations

The dissertation draws on the reality of implementing social housing policy for industrial-park workers by the Ho Chi Minh City government from 2020 to present as the basis for proposing orientations and solutions.

4.3. Research Methods

The dissertation applies dialectical materialism and historical materialism. Specific methods include: combining logic and history; analysis and synthesis; descriptive statistics; sociological survey; and practical summarization.

6. New Scientific Contributions of the Dissertation

First, the dissertation contributes to clarifying the concepts, contents, and methods of implementing social housing policy for industrial-park workers by the Ho Chi Minh City government.

Second, the dissertation identifies several practical lessons from the process of implementing social housing for industrial-park workers by the City government; notably, a breakthrough lesson is effectively assigning and coordinating the activities of stakeholders participating in the implementation of social housing policy for industrial-park workers.

Third, the dissertation proposes solutions suited to the practical context of Ho Chi Minh City, with a key breakthrough solution being: continuing to study social housing policy and proposing to competent state agencies amendments and supplements to improve social housing policy for industrial-park workers.

7. Theoretical and Practical Significance of the Dissertation

7.1. Theoretical Significance

The dissertation contributes to further clarifying theoretical issues regarding the implementation of social housing for industrial-park workers by the Ho Chi Minh City government, including proposing concepts, contents, and methods of implementation.

7.2. Practical Significance

First, research findings can help the City government and functional agencies accurately identify prominent issues and bottlenecks in the supply–demand balance of workers’ housing.

Second, through analysis of the current situation, the dissertation provides an objective assessment of strengths and weaknesses, clarifies causes, and draws lessons learned in implementing social housing policy for industrial-park workers by the Ho Chi Minh City government, which provincial-level governments (especially major cities with many industrial parks) may refer to and apply.

Third, the dissertation proposes orientations and feasible solutions to improve the implementation of social housing policy for industrial-park workers in Ho Chi Minh City in the coming period; these may serve as references for planning, action planning, and policy adjustment consistent with the requirements of sustainable development in the urban–industrial region after administrative merger.

Fourth, the dissertation’s findings may be used as reference materials for teaching, learning, and scientific research in the fields of social policy, Party building, and urban development management at the Ho Chi Minh National Academy of Politics, provincial political schools, and training institutions specializing in public administration.

8. Structure of the Dissertation

In addition to the Introduction; Conclusion; List of the author’s published scientific works related to the dissertation; References; and Appendices, the dissertation consists of 4 chapters and 10 sections.

CHAPTER 1

OVERVIEW OF RESEARCH RELATED TO THE DISSERTATION TOPIC

1.1. International Studies

1.1.1. Social housing policy and the implementation of social housing policy

Peter Malpass, Ceri Victory (2010), *The Modernisation of Social Housing in England*; Yi-Ling Chen (2011), *New Prospects for Social Rental Housing in Taiwan*; FEANTSA, European Observatory on Homelessness (2011), *Social Housing Allocation and Homelessness*; Kirstin Peterson Frescoln (2019), *Making Public Housing Work – Examining the Implementation and Impacts of a Work Requirement in Public Housing*; Yaoyao Li, Daolin Zhu, Jiangmeng Zhao, Xiaodong Zheng, Lanyue Zhang (2020), *Effect of the Housing Purchase Restriction Policy on the Real Estate Market: Evidence from a Typical Suburb of Beijing, China*; Edward Burtonshaw-Gunn (2021), *The Local Housing Crisis: How Planning Law, Policy, and Local Practice Shape Housing Production in Bristol*; Jules H. Birch (2021), *Assessing the Changing Dynamics of Housing Policy since 2007: A Policy Paradigms Approach*; Kaveh Dianati (2022), *A System Dynamics Analysis of the Housing Crisis in London: 40 Years Backward and Forward*; Zhining Hu (2022), *Six Types of Government Policies and Housing Prices in China*; Xize Wang, Tao Liu (2022), *Home-made blues: Residential crowding and mental health in Beijing*; UK Parliament (2023), *Social Housing (Regulation) Act 2023*; Lidia Katia C. Manzo, Hannah Grove (2023), *Inadequate Social Housing and Health: The Case of Oliver Bond House*; Mona Bielig, Celina Kacperski, Florian Kutzner (2024), *Increasing Retrofit Device Adoption in Social Housing: Evidence from Two Field Experiments in Belgium*; Ngema, Mbanga (2025), *Assessing the Impact of Social Housing on Urban Regeneration in South African Cities*.

1.1.2. Local governments implementing housing social policy for workers

Bo Hu (2013), *Education for Migrant Children in Urban China: Policy Implementation, Local Governance, and Stakeholder Interaction*; Xiaolong Gan, Jian Zuo, Ruidong Chang, Dezhi Li and George Zillante (2016), *Exploring the determinants of migrant workers' housing tenure choice towards public rental*

housing: A case study in Chongqing, China (Habitat International); Steven Rowley, Amity James, Peter Phibbs (2017), *Government Led Innovations in Affordable Housing Delivery*; Zhou Jing, Ronald Richard, Chen Jie (2018), *Housing preferences and access to PRH in Chongqing*; Selamawit Teku Jego (2019), *Housing Condition of Industrial Parks Workers: The Case of Hawassa Industrial Park*; World Bank (2020), *Ethiopia—Options for Expanding Affordable Housing Supply for Industrial Park Workers*; Rahardiyana Ari Wicahyo, Dewi Septanti, Rika Kisnarin (2020), *Livable Rental Houses for Factory Workers in Industrial Area*; A. Hazimah Ramadhani, A. Manaf (2020), *The Preferences of Single Factory Workers Toward Rental Housing in East Ungaran, Semarang*; M. Van Duyn (2020), *Workers' New Villages and the Socialist Right to the City*; Wang YaPing (2021), *Housing Policies for Rural Migrant Workers in China*; Yue Gong (2021), *Housing Allocation with Chinese Characteristics: The Case of Talent Workers in Shenzhen and Guangzhou*; Yan Jun, Liu Yang, Li Lin, Xu Hong (2022), *Effective Public Rental Housing governance: tenants' satisfaction and community participation*; Wei Wei, Liu Hao, Zhang Xin (2024), *Enterprise dormitories and urban integration of migrant workers*; Hu Wei, ZhangLei, Chen Hao (2025), *Educational opportunity and PRH choice in Chongqing*; Du Hongyu, Chen Li, Wang Bo (2025), *Measuring housing precarity of migrant private tenants in Guangzhou*; Haitao Du (2025), *Understanding young skilled migrants in Guangzhou*.

1.2. Domestic Studies

1.2.1. Social housing policy and the implementation of social housing policy

Nguyen Van Chieu (2013), *Social security policy and the State's role in implementing social security policy in Viet Nam*; Do Duc Thang (2020), *Marketing communication policies of Vietnamese housing businesses in Hanoi*; Hoang Vu Linh Chi (2020), *Social housing policy for low-income groups*; Cam Anh Tuan (2021), *Housing support policy for ethnic minorities in the Northwest*; Tran Vang Phu (2021), *Law on social housing*; Pham Thi Thu Ha (2021), *Proposing solutions to improve social housing mechanisms and policies in urban areas*; Tran Huy Anh (2022), *Social housing and low-income housing: International lessons*; Anh Chau

(2022), *Developing social housing under a socialist-oriented market economy in Viet Nam*; Le Minh Duc (2023), *Identifying obstacles affecting the success of social housing projects in Ho Chi Minh City*; Dang Hung Vo (2023), *Social housing development – A business perspective*; Dao Ngoc Dung (2023), *Social policy and comprehensive human development through the work... by General Secretary Nguyen Phu Trong*; Nguyen Thi Viet Nga (2023), *Researching a statistical indicator system for social housing in Viet Nam*; Pham Yen Nhi (2023), *Law on rent-to-own social housing*; Nguyen Minh Ngoc (2024), *Workers' housing market in industrial parks in Vinh Phuc Province*; To Thi Huong Quynh, Ta Dang Bach, Luu Tran Thuan Thien (2025), “Strengthening sustainable social housing development for industrial park workers from the beneficiaries’ perspective”; To Thi Huong Quynh and Ta Dang Bach (2025), “Developing modules for sustainable social housing development in Viet Nam – A multi-stakeholder perspective”; Nguyen Thi Thu Trang (2025), “Improving the effectiveness of social housing development policy to promote the economy and ensure equity.”

1.2.2. Local governments implementing housing social policy for workers

Khong Thanh Cong (2011), *Building housing for workers in industrial parks: Contributing to social security*; Hoang Chi Bao, Doan Minh Huan (2012), *Basic theoretical issues on social development and social development management – Application to Viet Nam*; Vu Quoc Huy (2014), *Housing for workers in industrial parks*; Bui Van Dung (2015), *Addressing housing issues for workers in industrial parks in the North Central provinces*; Trinh Tien Dung (2015), *Managing the development of industrial workers' housing in coastal urban areas of South Central Viet Nam*; Nguyen Quang Tuan A, Nguyen Quang Tu (2016), *Criteria system for assessing sustainability of industrial workers' housing in Viet Nam toward industrialization*; Ngo Le Minh (2018), *Research on the organization of social housing space in Ho Chi Minh City with community participation*; Ta Quynh Hoa, Pham Dinh Tuyen (2019), *Social housing for workers in Viet Nam's industrial parks – Concepts and practical solutions toward sustainability: A case study in Hanoi*; Nguyen Thi Thanh Thuy (2020), *Access and ownership of social housing in Hanoi*;

Vu Thi Lan Nhung (2021), *Financial solutions for social housing development in Hanoi*; Ngo Le Minh (2021), *Social housing – Experiences in developing social housing for workers in Viet Nam: The model in Ho Chi Minh City*; Nguyen Manh Khoi (2023), *Research on citizens' satisfaction with resettlement housing in projects rebuilding old apartment buildings in Hanoi*.

1.3. Overview of research findings and issues the dissertation will address

1.3.1. Overview of related research findings

First, in terms of theory, studies affirm that social housing is a component of social policy and simultaneously a tool for urban development management and sustainable welfare. Social housing not only meets housing needs but also performs the State's welfare redistribution and social regulation functions.

Second, in terms of practice, studies analyze various models of social housing implementation across countries and localities, highlighting both positive results and limitations in organization and implementation.

Third, in terms of solutions, studies converge on the need for a comprehensive and sustainable approach to social housing development, focusing on institutional improvement, innovation in management models, and stronger linkages among government, businesses, and social organizations, while also emphasizing transparency and citizens' participation in the implementation process.

Fourth, regarding research gaps, although many studies address social housing policy and its implementation for industrial-park workers, there remains a lack of in-depth research on the role of the Ho Chi Minh City government in implementing social housing policy—particularly from the perspective of modern public administration.

1.3.2. Issues the dissertation will focus on

First, clarifying the nature and specificity of implementing social housing policy for industrial-park workers in a special metropolis such as Ho Chi Minh City; clearly identifying the City government's role, position, functions, and responsibilities in policy implementation and its relationship with relevant stakeholders.

Second, analyzing issues arising in organizing policy implementation, focusing on systemic bottlenecks in institutions, planning, land funds, financial resources, coordination mechanisms, and management methods, thereby identifying systemic factors affecting policy effectiveness and efficiency.

Third, clarifying new issues in the context of changes in Ho Chi Minh City's development model and urban space, especially impacts of provincial-level administrative merger and requirements for sustainable urban development; thereby arguing for renewed thinking and governance methods in implementing social housing policy for industrial-park workers.

Fourth, based on theoretical and practical analysis, explaining requirements for improving mechanisms, policies, and implementation organization, serving as the scientific basis for orientations and solutions through 2035.

Chapter 1 Summary

Chapter 1 reviews domestic and international studies on social housing policy for low-income groups and industrial-park workers. International research emphasizes the State's coordinating role and the central position of local government; domestic research clarifies theoretical and practical foundations of implementing social housing policy for workers and underscores the importance of governance capacity and inter-sectoral coordination of local government.

However, there has not been an in-depth study on the role of the Ho Chi Minh City government in implementing social housing for industrial-park workers. Therefore, the dissertation focuses on three directions: improving theoretical foundations; analyzing the situation in Ho Chi Minh City; and proposing solutions to enhance implementation effectiveness for the next period.

CHAPTER 2

THE GOVERNMENT OF HO CHI MINH CITY IN IMPLEMENTING SOCIAL HOUSING POLICY FOR WORKERS IN INDUSTRIAL PARKS – THEORETICAL AND PRACTICAL ISSUES

2.1. Ho Chi Minh City, the City government, and the City's industrial parks

2.1.1. Overview of Ho Chi Minh City

2.1.1.1. Geographical location and natural conditions

Ho Chi Minh City has a very large area and population, occupying a strategic position as a trade and connectivity hub for the southern region and internationally. Natural conditions are relatively favorable for urban–industrial development but pose potential risks related to flooding, salinity intrusion, and infrastructure overload. These characteristics create investment opportunities while also imposing major challenges in planning, allocating, and developing social housing for industrial-park workers in a sustainable manner.

2.1.1.2. Economic, cultural, and social situation

Ho Chi Minh City affirms its role as the country's largest economic center, with strong GRDP recovery, substantial FDI attraction, and a large-scale industrial park system, creating jobs for around one million workers while increasing demand for social housing. The City is culturally diverse, open, and integrated; it is also a national hub for education, healthcare, and cultural life. However, large population size and rapid urbanization pressure make housing, social infrastructure, and social welfare—especially for industrial-park workers—particularly prominent challenges.

2.1.1.3. National defense and security situation

Ho Chi Minh City plays a special strategic role in national defense and security, associated with strengthening local defense posture and ensuring political security in a large urban context. Public order is generally maintained, yet risks remain concerning crime, cybersecurity, fires and explosions, and traffic overload in areas with dense worker populations.

2.1.2. The Government of Ho Chi Minh City – concept, functions, tasks, powers, and organizational structure

2.1.2.1. Concept

The Government of Ho Chi Minh City is a provincial-level local government comprising the People’s Council and the People’s Committee. It is the state authority at the local level responsible for organizing the implementation of the Party’s guidelines and the State’s policies and laws; it also represents the power and will of the City’s people through democratic institutions, ensuring effective and efficient state management within the City.

2.1.2.2. Functions, tasks, and powers

The City government performs comprehensive state management across economic, socio-cultural, and defense–security fields; provides public services; mobilizes and allocates development resources; governs the metropolis and coordinates the key economic region of the Southeast and Southwest; and ensures citizens’ rights and legitimate interests.

Functions, tasks, and powers of the Ho Chi Minh City People’s Council

The People’s Council is the local state authority that decides on socio-economic development orientations, budget allocations, and supervises law compliance in the City. In social housing for industrial-park workers, it decides policy orientations, resource allocation, and supervises implementation by the People’s Committee and related departments.

Functions, tasks, and powers of the Ho Chi Minh City People’s Committee

The People’s Committee is the local administrative authority that directly enforces the law and comprehensively manages socio-economic and defense–security affairs. In implementing social housing for industrial-park workers, it is responsible for planning, approving projects, allocating land and capital, directing departments to implement, and conducting inspection.

2.1.2.3. Organizational structure

**Structure of the People’s Council:*

The City People's Council for the 2021–2026 term consists of 94 delegates, organized into four committees: Legal Affairs; Economic–Budgetary Affairs; Culture–Society; and Urban Affairs. The Standing Committee includes the Chairperson and four Vice Chairpersons.

**Structure of the People's Committee:*

The City People's Committee comprises the Chairperson, six Vice Chairpersons, 25 members, and 15 specialized departments after the merger, operating under law and City regulations. Among these, the Department of Construction, the Department of Agriculture and Environment, the Department of Finance, as well as the Inspectorate and the Office of the People's Committee play core roles in advising, coordinating, and supervising the implementation of social housing policy for industrial-park workers.

2.1.3. Industrial parks of Ho Chi Minh City – concept, characteristics, and roles

2.1.3.1. Concept

An industrial park is an industrial production area with defined geographical boundaries and synchronous infrastructure. Current law classifies industrial parks into models such as supporting industrial parks, eco-industrial parks, specialized industrial parks, and high-tech parks, reflecting a sustainable development trend. Before the merger, Ho Chi Minh City had 20 industrial parks and the Thu Duc High-Tech Park.

2.1.3.2. Characteristics

First, relatively diverse industrial structure; second, synchronous and modern infrastructure; third, strategic location favorable for import–export trade; fourth, situated in a central area connected with neighboring economic regions; fifth, benefiting from special investment incentives and encouragement policies.

2.1.3.3. Roles

The City's industrial parks play a pillar role in socio-economic development; contribute to national defense and security; create a large number of jobs; attract FDI; promote economic restructuring and urbanization toward modernity. After the merger

with Binh Duong and Ba Ria–Vung Tau, the industrial park system is elevated to a regional scale, forming a large industrial–logistics–high-tech growth pole.

2.2. Industrial-park workers, social housing for industrial-park workers, and social housing policy for industrial-park workers in Ho Chi Minh City

2.2.1. Industrial-park workers in Ho Chi Minh City – concept, characteristics, and roles

2.2.1.1. Concept

Industrial-park workers in Ho Chi Minh City are employees who directly work in enterprises, factories, and production establishments or supporting services within industrial parks and export processing zones in Ho Chi Minh City under labor contracts in accordance with Viet Nam’s current law.

2.2.1.2. Characteristics

First, large concentration, mostly migrants; second, educational and professional qualifications largely at a low level; third, living conditions: most face difficulties in housing, childcare, healthcare services, and spiritual life; fourth, psychological pressure and limited social interaction, difficulties in forming families and participating in cultural and recreational activities.

2.2.1.3. Roles

Industrial-park workers contribute significantly to local and national socio-economic development; promote urbanization and reshape residential areas; constitute an important political mass base for the Party in strengthening the great national unity at the grassroots; contribute to local security and order; contribute to building families as the foundation of society; and help form and develop a modern industrial culture.

2.2.2. Social housing for industrial-park workers and social housing policy for industrial-park workers in Ho Chi Minh City

2.2.2.1. Social housing for industrial-park workers

Social housing for industrial-park workers in Ho Chi Minh City is a type of social housing built separately or arranged in concentrated areas to serve the accommodation needs of workers and employees working in industrial parks and

export processing zones in the City, especially those who are not able to access commercial housing.

2.2.2.2. Social housing policy for industrial-park workers – concept, contents, and roles

Concept

Social housing policy for industrial-park workers is the set of decisions, programs, plans, projects, etc. issued by competent state agencies to realize the Party's viewpoints and guidelines on housing support for workers in industrial parks.

Policy contents

Social housing policy for industrial-park workers in Ho Chi Minh City is based on the Housing Law 2023, the Land Law 2024, and guiding decrees, and aligned with resolutions of the City Party Committee and the People's Council. The core contents include developing social housing stock near industrial parks, credit support and investment incentives, and clear delineation of responsibilities among implementing stakeholders.

Policy roles

First, ensuring basic living conditions for workers, strengthening labor capacity and sustainable industrial human resources; second, realizing the right to housing under the Housing Law and effectively implementing the Party's and State's social welfare policy; third, contributing to comprehensive resolution of socio-economic-cultural-security issues, promoting inclusive growth and sustainable urban development.

2.3. Implementing social housing policy for industrial-park workers by the Ho Chi Minh City government – concept, contents, methods, and roles

2.3.1. Concept

The implementation of social housing policies for industrial zone workers by the Ho Chi Minh City Government refers to the process whereby authorized municipal actors organize, carry out, and supervise the realization of social housing policies for industrial zone workers in accordance with their assigned functions and responsibilities. The direct beneficiaries of these policies are industrial zone workers.

Policy implementation aims to ensure workers' access to adequate housing, thereby contributing to the stabilization of livelihoods and the labor force, while simultaneously advancing the City's objectives of social security and sustainable urban–industrial development.

***Actors involved in implementing social housing policies for industrial zone workers include:**

First, the City government;

Second, enterprises and investors in social housing projects, housing developers, and employers operating in industrial zones;

Third, credit institutions and the Vietnam Bank for Social Policies;

Fourth, trade unions, the Fatherland Front, and other socio-political organizations;

Fifth, workers themselves, who are both policy beneficiaries and active participants providing feedback on policy implementation.

2.3.2. Content of the Ho Chi Minh City Government's Implementation of Social Housing Policies for Industrial Zone Workers

2.3.2.1. Formulating and promulgating programs and plans for the development of social housing for industrial zone workers

2.3.2.2. Mobilizing and managing resources for policy implementation

2.3.2.3. Managing, administering, and implementing social housing projects for industrial zone workers

2.3.2.4. Conducting inspection, supervision, and handling violations in the implementation of social housing policies for industrial zone workers

2.3.2.5. Reviewing, adjusting, and improving social housing policies for industrial zone workers

2.3.3. Methods of Implementing Social Housing Policies for Industrial Zone Workers by the Ho Chi Minh City Government

First, administrative–organizational methods; Second, communication, persuasion, and mobilization methods; Third, the use of economic instruments; Fourth, inter-sectoral coordination in policy implementation.

2.3.4. The Role of the Ho Chi Minh City Government in Implementing Social Housing Policies for Industrial Zone Workers

First, serving as the principal organizing and coordinating authority ensuring unified implementation of social housing policies for industrial zone workers within the City; Second, acting as the central coordinator across sectors and administrative levels in implementing social housing policies for industrial zone workers; Third, functioning as principal actor responsible for mobilizing, allocating, and managing resources for policy implementation; Fourth, ensuring equity, transparency, and accurate targeting of beneficiaries in the implementation of social housing policies; Fifth, undertaking supervision, inspection, and evaluation of policy implementation; Sixth, serving as a bridge between the State, enterprises, and workers in implementing social housing policies. Finally, the City government plays a critical role in synthesizing practical experience, adjusting policies, and proposing improvements to social housing policies for industrial zone workers.

Chapter 2 Summary

Chapter 2 clarifies the context of Ho Chi Minh City, the metropolitan government model, and characteristics of the industrial park system, thereby highlighting the role of industrial parks and workers in growth, urbanization, and social stability. Based on social policy theory, the chapter identifies the contents, roles, and implementation methods of social housing policy for industrial-park workers, with the City government as the central actor. This provides a scientific foundation for assessing the reality in Chapter 3.

CHAPTER 3

THE GOVERNMENT OF HO CHI MINH CITY IN IMPLEMENTING SOCIAL HOUSING POLICY FOR INDUSTRIAL-PARK WORKERS – CURRENT SITUATION, CAUSES, AND LESSONS

3.1. Current situation of implementation

3.1.1. Strengths

3.1.1.1. Contents of policy implementation

First, developing and issuing programs and plans; second, mobilizing and managing resources; third, managing and implementing projects; fourth, inspection and handling violations; fifth, reviewing, adjusting, and improving policy.

3.1.1.2. Implementation methods

First, administrative–organizational; second, persuasion, mobilization, communication; third, economic; fourth, inter-sectoral coordination.

3.1.2. Limitations

3.1.2.1. Limitations in implementation contents

First, limitations in program/plan development and issuance; second, limitations in mobilizing/managing resources; third, limitations in management and project implementation; fourth, limitations in inspection, supervision, and evaluation; fifth, limitations in review, adjustment, and policy improvement.

3.1.2.2. Limitations in implementation methods

First, administrative–organizational; second, communication, persuasion, mobilization; third, economic; fourth, inter-sectoral coordination.

3.2. Causes and lessons

3.2.1. Causes

3.2.1.1. Causes of strengths

Subjective causes

First, strong political awareness and commitment, especially the role of the head of the City government; second, public governance capacity and executive

effectiveness of the People's Committee; third, administrative human resource quality and professional capacity of civil servants in social housing policy.

Objective causes

First, consistent Party guidelines and direction from the National Assembly and Government; second, direct and comprehensive leadership of the City Party Committee; third, proactive participation of the political system, organizations, and grassroots authorities; fourth, the City's socio-economic foundation enabling resources for implementation.

3.2.1.2. Causes of limitations

Subjective causes

First, lack of synchronization and professionalism in implementation organization; second, constraints in financial, land, human, and information resources.

Objective causes

First, institutional and policy framework remains insufficiently stable and consistent across management levels; second, population and labor migration pressure beyond forecast capacity; third, rapidly rising urban land prices and construction costs; fourth, conflicts of socio-economic interests in land use; fifth, beneficiaries' perceptions and expectations.

3.2.2. Lessons learned

First, deeply grasp Party viewpoints and State laws on social housing. Second, continuously improve mechanisms to ensure policy objectives. Third, strengthen communication and dissemination. Fourth, effectively assign and coordinate stakeholders. Fifth, mobilize and use resources effectively. Sixth, strengthen inspection, supervision, and timely handling of violations.

Chapter 3 Summary

Chapter 3 analyzes the current implementation of social housing policy for industrial-park workers in Ho Chi Minh City across five key content areas and five implementation methods. It identifies strengths such as enhanced planning capacity, diversified resources, improved administration, and strengthened supervision. It also

points out limitations in progress, procedures, incentives, inter-sectoral coordination, and digital infrastructure. These analyses, linked with causes of strengths and weaknesses, provide an important scientific basis for proposing solutions in Chapter 4.

CHAPTER 4

ORIENTATIONS AND SOLUTIONS TO IMPROVE THE IMPLEMENTATION OF SOCIAL HOUSING POLICY FOR WORKERS IN INDUSTRIAL PARKS BY THE GOVERNMENT OF HO CHI MINH CITY IN THE COMING PERIOD

4.1. Forecasting influencing factors, objectives, and orientations

4.1.1. Forecasting influencing factors

4.1.1.1. Favorable factors

First, the Party and the State have issued many mechanisms and policies for social housing. Second, strong political determination and leadership of the City Party Committee. Third, administrative merger provides opportunities to implement social housing development strategies. Fourth, practical experience in implementing programs and plans. Fifth, improved awareness among society (especially agencies, businesses) and industrial-park workers about social housing.

4.1.1.2. Difficulties and challenges

First, demand for social housing continues to increase sharply, pressuring policy and supply capacity. Second, financial resources for social housing face obstacles. Third, frequent changes in the number and structure of industrial-park workers complicate policy planning. Fourth, social housing planning remains difficult to synchronize. Fifth, workers' incomes may improve but still remain insufficient for access to purchase or rent social housing.

4.1.2. Objectives and orientations

4.1.2.1. Objectives

First, complete at least 30,000–40,000 social housing units in line with Resolution No. 98/2023/QH15 and the City Housing Development Program. Second, develop standardized worker accommodation models meeting standards of space, area, sanitation, environment, and utilities integrated with healthcare, commerce,

education, and cultural activities; by 2035, ensure 100% of newly built accommodation complexes meet safety and fire prevention standards. Third, improve quality of life and welfare through multi-functional housing complexes integrating living–community–culture–sports spaces. Fourth, by 2035, achieve key targets including completing 30,000–40,000 social housing units or standardized worker accommodation units.

4.1.2.2. Orientations

First, continue to affirm social housing policy for industrial-park workers as a key social welfare task. Second, continue improving institutions and innovating management and implementation methods toward effectiveness and efficiency. Third, diversify resources and development models, encouraging private sector and business participation. Fourth, orient social housing development toward synchronization, modernity, sustainability, and improved workers' quality of life.

4.2. Solutions to improve implementation

4.2.1. Continuing to enhance awareness and responsibility of the City government and civil servants

First, enhance awareness and responsibility of the collective People's Committee in leadership and direction. Second, enhance awareness and responsibility of civil servants under the City People's Committee. Third, enhance awareness and responsibility of commune/ward-level government, especially heads. Fourth, enhance responsibility awareness of staff of HEPZA.

4.2.2. Improving organizational apparatus and civil servant quality

First, improve the organizational apparatus for managing social housing for industrial-park workers. Second, continue improving the quality of cadres and civil servants involved in advising and implementing social housing policy.

4.2.3. Better mobilizing and using resources

First, financial resources and investment capital. Second, land resources. Third, physical and technical resources. Fifth, resources from socio-political organizations.

4.2.4. Strengthening Party Committee leadership and enhancing inspection and supervision

4.2.4.1. Strengthening the leadership of the City Party Committee

First, strengthen the sense of responsibility of party committees, authorities, the Fatherland Front, and socio-political organizations. Second, strengthen leadership in building and improving the organizational apparatus and personnel work of the City government and HEPZA. Third, strengthen leadership in directing periodic preliminary reviews and final reviews.

4.2.4.2. Enhancing inspection, supervision, and handling violations

First, strengthen regular and thematic inspections. Second, tighten control over beneficiary selection and use. Third, strictly handle violations. Fourth, combine sanctions with prevention and incentives. Fifth, apply digital technology to supervision. Sixth, improve the institutional framework and clearly delineate responsibilities.

4.2.5. Continuing to research and proposing to competent agencies to improve policy

First, the City People's Committee serves as the unified directing authority and the "conductor" of reviewing and assessing workers' housing situation. Second, the Department of Construction serves as the standing and leading specialized agency responsible for the full process. Third, the Department of Finance: forecasting demand associated with industrial development. Fourth, the Department of Agriculture and Environment: land fund management and land-use orientation. Fifth, HEPZA acts as the bridge between enterprises and government, with the advantage of knowing worker numbers. Sixth, commune/ward-level People's Committees: directly collecting grassroots data. Seventh, research institutes, trade unions, and enterprises: partners for policy review, critique, and social supervision.

Chapter 4 Summary

Chapter 4 forecasts favorable factors and challenges affecting policy implementation in the context of an expanded Ho Chi Minh City and clarifies requirements for innovating urban–industrial governance. It proposes a system of key solutions including enhancing awareness, improving data, strengthening organizational arrangements, mobilizing resources, reforming institutions, and reinforcing supervision. These orientations are crucial to ensure synchronized, transparent, and sustainable implementation in the coming period.

CONCLUSION

The dissertation affirms that social housing for industrial-park workers is a pillar of social welfare and a prerequisite for sustainable urban–industrial development in the context of an expanded Ho Chi Minh City. Based on international and domestic literature review, the dissertation identifies a research gap regarding the role of a special metropolitan government and develops a theoretical framework for policy implementation in an inter-sectoral and multi-actor approach. Analysis of practice during 2020–2025 shows that Ho Chi Minh City has achieved notable results but continues to face limitations in housing supply, administrative procedures, inter-sectoral coordination, and governance capacity. The dissertation clarifies causes of strengths and weaknesses and proposes a comprehensive set of solutions ranging from enhancing awareness, improving data systems, strengthening organizational arrangements, mobilizing resources, refining institutions, to reinforcing supervision. The findings contribute scientific and practical arguments to support the Ho Chi Minh City government in coordinating resources, improving social housing policy effectiveness, and moving toward sustainable urban–industrial development.

**LIST OF THE AUTHOR’S PUBLISHED SCIENTIFIC WORKS
RELATED TO THE DISSERTATION TOPIC**

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