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Vietnam's Agricultural Policy across Various Phases (POST-1976)

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ABSTRACT

Since 1976, Vietnam's agricultural policy has experienced substantial modifications through various distinct eras, mirroring the nation's changing economic and social goals. During the post-war era (1976–1986), the government prioritised economic recovery via collectivisation and the formation of agricultural cooperatives, seeking to consolidate the nation's agricultural framework following years of turmoil. This centralised approach was ineffective, resulting in stagnation and ongoing food shortages. The Renovation Period (1986–1993), characterised by the Đổi Mới reforms, signified a crucial transition to a market-oriented economy. This period afforded increased autonomy to agricultural households, abolished stringent collectivisation frameworks, and promoted private sector participation in food production. Consequently, agricultural productivity surged, especially in rice exports, establishing Vietnam as a global leader in this domain. In the Expansion Phase (1993–1998), the government capitalised on these advancements by enhancing land tenure rules, augmenting access to credit, and implementing sophisticated technologies to increase efficiency. There was a focus on enhancing agricultural exports to earn foreign cash, thereby further integrating Vietnam into global markets. The Consolidation Phase (1998–2008) emphasised modernisation, linking agriculture with overarching economic development objectives via trade liberalisation and significant investments in rural infrastructure. Notwithstanding these achievements, apprehensions regarding long-term sustainability, environmental degradation, and global competitiveness arose by 2008. In response, the government recalibrated its policy through measures such as the Tam Nong Resolution, emphasising high-value agriculture, environmental sustainability, and the enhancement of rural livelihoods. This holistic strategy sought to harmonise productivity with environmental and social factors, thereby guaranteeing the sector's resilience in a progressively

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competitive global environment.

Keywords: Vietnam Agricultural Policy; Renovation Period; Tam Nong Resolution

1. Introduction

Since 1976, Vietnam's agricultural policies have experienced substantial modifications, significantly influencing the nation's socio-economic development^[1]. These policies have evolved through multiple stages, from post-war collectivization to market-oriented reforms and later modernization efforts. Each phase has demonstrated the shifting priorities of economic recovery, productivity improvement, and global market integration. Although these changes have effectively established Vietnam as a prominent agricultural exporter, difficulties remain, including environmental concerns, regional inequalities, and insufficient value addition to agricultural products^[2].

The primary issue is how Vietnam's agricultural policy can reconcile the conflicting needs of boosting productivity, maintaining equitable growth, and fostering sustainability in a progressively competitive global landscape. Current research frequently emphasizes singular policy outcomes but fails to provide a thorough examination of the interactions among these policies over different stages in relation to broader socio-economic objectives^[3]. This study aims to address this gap by rigorously examining the evolution of Vietnam's agricultural policy throughout various phases since 1976. It assesses the achievements, constraints, and insights gained, delivering a comprehensive picture of policy development and proposing recommendations for future reforms.

1.1. Theoretical Framework

This study is based on two complimentary theoretical frameworks: policy cycle theory and the economic transition framework.

1.2. Policy Cycle Theory

The policy cycle theory provides a structured framework for examining the progression of public poli-

cies through interrelated phases: agenda-setting, formulation, implementation, evaluation, and revision. This theory enables the study to delineate the strategic objectives and tangible results of Vietnam's agricultural policies at various stages, emphasizing both achievements and shortcomings in the policy formulation process^[4]. This method highlights the cyclical process of policy formulation, stressing the necessity for flexible methods to address changing socio-economic issues.

1.3. Economic Transition Framework

The economic transition framework elucidates Vietnam's transformation from a centrally planned economy to a market-oriented structure. This framework offers a solid basis for comprehending the structural changes in Vietnam's agricultural industry, encompassing alterations in land ownership, market liberalization, and integration into global trade^[5]. This study examines Vietnam's agricultural reforms in the context of a broader economic transformation, analyzing how policy changes have facilitated or hindered the sector's progress throughout time.

2. Materials and Methods

This study utilizes a mixed-methods approach, combining qualitative and quantitative studies to investigate the evolution of agricultural policy in Vietnam over various historical periods. This research delineates the data sources, methodological approaches, analytical frameworks, and tools employed.

2.1. Data Acquisition

The research utilizes both primary and secondary data sources:

Primary Data: Official policy documents and directives issued by the Vietnamese government, including Directive 100/CT, Resolution No. 10, and the Tam Nong Resolution.

Secondary Data: Peer-reviewed journal articles, books, and institutional reports regarding Vietnam's agricultural reforms and their socio-economic effects^[6,7]. Data on agricultural production, export volumes, and rural livelihoods were sourced from the General Statistics Office of Vietnam and the Ministry of Agriculture and Rural Development.

2.2. Research Methodology

A longitudinal case study methodology was employed to examine policy evolution from 1976 to the present, concentrating on four pivotal phases:

National Reunification (1976–1986).

Renovation Phase (1986–1993).

Expansion Period (1993–1998).

Consolidation and Modernization (1998–2008).

Each step was assessed according to its objectives, implementation tactics, and results.

2.3. Analytical Approaches

To guarantee a thorough study, various analytical methods were utilized:

The initial qualitative analysis:

Thematic content analysis: Policy documents and scholarly literature were methodically coded to discern prevalent themes, including market liberalization, sustainability, and rural development^[8,9].

SWOT analysis: Each policy phase was evaluated for its strengths, weaknesses, opportunities, and threats to identify significant accomplishments and problems^[10].

The second, quantitative study involved a statistical examination of time-series data pertaining to agricultural output, export volumes, and rural incomes, conducted using SPSS to evaluate trends and relationships.

Geospatial analysis: ArcGIS was utilized to investigate regional inequalities in policy execution and results, including access to infrastructure and markets.

Data visualization: Tableau was utilized to generate graphs, charts, and maps that effectively convey the results.

The final, comparative analysis involved evaluating the relative efficacy of policies across different phases.

Metrics like growth rates, poverty alleviation results, and export diversification were employed to evaluate impacts.

International benchmarks were utilized to contextualize Vietnam's agricultural advancement inside a global framework.

2.4. Methodological Constraints

A number of restrictions were faced, including:

Limitations of historical data: Access to pre-1980s data was constrained, requiring dependence on secondary sources.

Data quality: Inconsistencies in data quality and completeness necessitated triangulation from many sources to guarantee trustworthiness.

2.5. Ethical Considerations

This research complies with ethical standards:

Transparency: All secondary data sources were accurately cited, and primary data was anonymised as necessary.

Compliance: Institutional approvals were secured for accessing restricted data, guaranteeing ethical adherence during the research procedure.

2.6. Statistical Instruments and Software

To augment the rigor of the analysis, the subsequent techniques were employed:

SPSS: For statistical modeling and time series analysis.

ArcGIS: For geospatial mapping and analysis of regional inequalities.

Tableau: For generating visually striking representations of data, encompassing trends and comparative charts.

This methodological framework offers a systematic and thorough approach to analyzing the development and effects of Vietnam's agricultural policy, guaranteeing that the results are both robust and practical.

3. Analysis and Results

This section provides a comprehensive examination of Vietnam's agricultural policies during several

phases, underpinned by qualitative and quantitative data. Each phase undergoes evaluation through SWOT analysis, with essential findings depicted using visual aids like as graphs and tables. The results emphasize the advantages, drawbacks, and consequences of policy interventions.

3.1. National Reunification (1976–1986)

By the mid-1970s, following the nation’s reunification after the 1975 victory over the United States and political consolidation, the Vietnamese government promptly enacted policies to unite the economy on a national level. The collectivisation policy was likewise executed in the South, where private land ownership remained prevalent. The government established communal farms, or cooperatives, similar to those in the North, where farmers were mandated to surrender their land to the collective and function according to state-imposed regulations. The rapid execution of collectivisation in the South, however, incited unrest, as many farmers resisted surrendering their land and the market-driven agricultural practices that had prevailed in the region prior to reunification^[11].

The results of the collectivisation policy during this period were diverse. Agricultural collectivisation evidently exposed its drawbacks: the cooperative management structure was unwieldy, and the loss, damage, and degradation of fixed assets and capital inside cooperatives became prevalent. Despite successfully consolidating land and resources, the overall productivity of the agricultural sector continued to be reduced. The inadequacies of the centralised planning system, coupled with inadequate incentives for individual farmers, led to ongoing food shortages^[12]. By the early 1980s, Vietnam had significant issues in maintaining its population’s food supply. Agricultural output, particularly rice production, was insufficient to meet domestic demand, requiring significant food imports to avert widespread hunger.

Confronted with the stagnation of agriculture, the

deterioration of the state-owned economy, and the pervasive occurrence of “underground contracting” (Assigning a certain area of rice fields to each household, the cooperative can manage some stages, members pay a product contract according to the area divided to the cooperative, the surplus is enjoyed by the farmers. The reason this is called “secret contract” is because it is contrary to the form of agricultural collectivization at that time.), The Communist Party promulgated Directive 100/CT on January 13, 1981, on the outsourcing of final products to collectives and labourers. Directive 100/CT liberated peasant labor, created a connection between their responsibilities and interests for the final products on the contracted fields, and encouraged investment in more labor, fertilizers, etc. to obtain more products exceeding the contract^[13]. The outcome was successive abundant harvests in subsequent years, with food production rising by approximately 1 million tonnes year. By late 1983 and early 1984, the impetus to outsource products to groups and labourers began to wane, as the new product contract merely governed the distribution and labour management systems between workers and cooperatives, as well as between workers and forestry farms, without adequately defining the ownership rights of farming households and agricultural labourers.

Notwithstanding these problems, the National Reunification period established the foundation for the transformative changes that would accompany the *Đổi Mới* reforms in the late 1980s. The inefficiencies of the collectivisation strategy prompted a transition to market-oriented reforms, as the government aimed to rectify the deficiencies of the socialist agricultural model and enhance the nation’s agricultural productivity and food security.

In this era, the Vietnamese government concentrated on collectivization to restore the agricultural sector following reunification. Policies prioritized the consolidation of agricultural methods and land management under state authority.

SWOT analysis:

| Strengths | Weaknesses | Opportunities | Threats |
|--|---|---|---|
| Centralized resource allocation Strong government support | Low productivity and inefficiency Food shortages and economic stagnation | Potential for unified policy execution Rebuilding post-war economy | Resistance from southern farmers Social unrest due to collectivization |

Key results:

Notwithstanding initial optimism, agricultural output remained stagnant, with rice production unable to satisfy domestic demand.

Directive 100/CT (1981) aimed to address inefficiencies by permitting households to engage in production contracts, resulting in slight productivity enhancements^[7].

Visual aid: Figure 1: Rice production (1976–1986) illustrates variations and a modest rising trajectory following Directive 100.

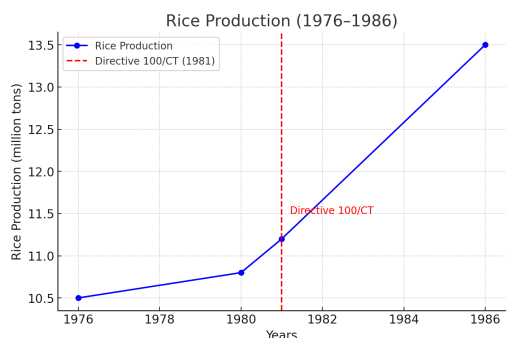


Figure 1. Rice production (1976–1986).

3.2. Renovation Period (1986–1993)

In reaction to the escalating economic crises and agricultural stagnation of the preceding decade, Vietnam initiated a comprehensive restructuring of its economic system in the 1980s. The crucial event occurred in December 1986 when the Sixth National Congress of the Communist Party of Vietnam implemented the *Đổi Mới* (Renovation) policy, signifying a transition from a centrally planned economy to a more market-oriented framework. This transition was essential not just to tackle the urgent economic difficulties but also to improve agricultural productivity, which had been significantly hindered by the inefficiencies of the collective farming system.

The Vietnamese government advocates putting agriculture in the top position, in which “we must truly focus human and financial resources on implementing three target programs on food, consumer goods and export goods”.

Besides, the enactment of Resolution No. 10 (NQ/TW) in 1988 marked a pivotal juncture in Vietnam’s agriculture policy. This decision substantially

transformed the framework of land ownership and administration in the nation. Before the resolution, agricultural land was predominantly managed by cooperatives, granting individual farmers less authority over their parcels. The collective concept, rooted in Soviet principles, has demonstrated ineffectiveness in incentivising farmers or enhancing productivity. Resolution No. 10 amended this by reverting all agricultural land—exceeding the initial 5% permitted for personal use—back to individual farming households^[14]. The contracts were effective for 15 years for annual crops and 40 years for perennial crops. For the first time in decades, farmers were afforded the autonomy to determine what to cultivate, the methods of cultivation, and the timing of crop sales in accordance with market conditions.

Rural credit reforms have notably enhanced farmers’ access to loans for agricultural investment. In 1988, the government established the Vietnam Agriculture and Rural Development Bank (VBARD) to improve financing accessibility for rural people. This action was crucial in enabling farmers to invest in agricultural supplies and equipment, thereby improving output and promoting the transition to more commercial farming practices. VBARD has become an essential agency for financing agricultural development and modernisation efforts, particularly for small-scale farmers who previously faced limited access to formal lending institutions.

This policy significantly enhanced agricultural output. Households, driven by the prospect of profit and more autonomy over their land, commenced the adoption of more inventive and efficient agricultural practices. The private sector was permitted to re-enter the food market, which had hitherto been monopolised by the state. The amalgamation of these changes resulted in a substantial reconfiguration of Vietnam’s rural economy, wherein the private sector assumed an increasingly pivotal role.

An further significant facet of the reforms during this period was the diminishment of state regulation over prices. Before the *Đổi Mới* reforms, the government established fixed prices for agricultural products, irrespective of supply or demand^[15]. This resulted in inefficiencies, frequently providing farmers with less motivation to enhance production. The elimination of price reg-

ulations allows agricultural products to be sold at prices established by the market. This not only incentivised farmers to augment production but also contributed to the stabilisation of supply and demand dynamics in the food market. The reforms facilitated a more dynamic and responsive agriculture industry by permitting market forces to determine prices.

The administration liberalised agricultural production and increased competition in both domestic and international markets. This was especially significant for rice, Vietnam's primary crop and a key agricultural export. Prior to the changes, Vietnam was a net importer of rice, facing difficulties in sustaining its population and compelled to depend on imports to address food deficiencies. The liberalisation of the rice market significantly transformed the sector. By 1989, Vietnam transitioned from a food-importing country to the world's third-largest rice exporter, a significant transformation primarily due to the market-oriented reforms implemented during this era^[16].

The increase in rice exports enhanced food security in Vietnam and generated significant foreign exchange, hence fostering overall economic growth. The agricultural sector's success emerged as a vital catalyst for Vietnam's economic recovery and growth in the late 1980s and early 1990s. The agricultural reforms markedly enhanced productivity, enabling the nation to satisfy both internal food requirements and the rising international demand for rice and other agricultural products.

Subsequent economic reforms enhanced the modifications in the agricultural sector, fostering a more conducive climate for growth. The government implemented tax incentives for agricultural production, promoted modern farming techniques, and enhanced financial accessibility for rural households. These steps enhanced the sector's overall efficiency and guaranteed that farmers have the necessary resources to capitalise on the newly liberalised market circumstances.

Nonetheless, the success of the *Đổi Mới* reforms encountered hurdles. A significant problem was the disproportionate allocation of advantages resulting from the reforms. Although several farmers witnessed significant enhancements in their lives due to greater autonomy and elevated profits from market sales, others, es-

pecially in more isolated regions, had challenges in properly capitalising on the developments. Access to markets, loans, and agricultural inputs, including fertilisers and enhanced seeds, remained restricted for certain individuals, thereby hindering their capacity to fully capitalise on the changes. The swift dissolution of cooperatives resulted in an adjustment period in rural regions, as farmers were compelled to acclimatise to the new individual agricultural system after decades of joint production.

Notwithstanding these problems, the *Đổi Mới* reforms in the agricultural sector are broadly considered one of the most effective elements of Vietnam's shift to a market-oriented economy. By the early 1990s, Vietnam had attained food security and emerged as a significant participant in the global agricultural market. The evolution of the agriculture sector during this period established the groundwork for subsequent economic expansion and incorporation into the global economy in the next decades. The reforms of 1986–1993 illustrated the efficacy of market-oriented remedies in resolving entrenched structural issues within the agricultural sector, positioning Vietnam for enduring agricultural production and economic advancement.

The success of Vietnam's agricultural transformation during the Renovation Period underscores the vital significance of effective policy frameworks that can use both market processes and state support to stimulate growth. The legacy of this era persists in shaping Vietnam's agricultural plans, as the nation endeavours to reconcile the demands of a burgeoning population, environmental sustainability, and international competitiveness in the global agricultural market^[17].

The *Doi Moi* reforms represented a pivotal shift from a centrally planned economy to a market-oriented system. Policies granted sovereignty to agricultural households and deregulated the market. **Table 1** summarises the principal agricultural policy modifications and their resultant effects over this period.

SWOT analysis:

Key results:

Resolution No. 10 (1988) modified land tenure, providing long-term usage rights to farmers.

By 1989, Vietnam transitioned from a food im-

| Strengths | Weaknesses | Opportunities | Threats |
|--|--|---|---|
| Increased autonomy for farmers Market-oriented policies | Unequal access to rural credit Regional disparities | Integration into global markets Private sector re-engagement | Environmental degradation Market vulnerabilities |

porter to a net exporter of rice, becoming one of the major rice exporters globally.

Visual aid: **Figure 2:** Rice export volume (1986–1993), illustrating Vietnam’s emergence as a global exporter.

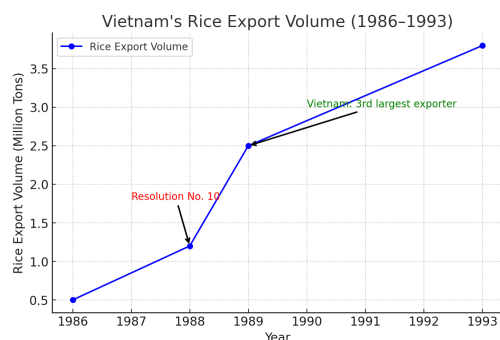


Figure 2. Rice export volume (1986–1993).

3.3. Expansion Phase (1993–1998)

In the wake of the *Đổi Mới* reforms’ accomplishments in the late 1980s, Vietnam’s agricultural sector commenced a new developmental phase in the 1990s, characterised by initiatives to enhance production for export and to create foreign exchange. The government’s principal emphasis during this period was on enhancing market-oriented reforms, refining the regulatory framework, and assimilating Vietnam’s agricultural goods into the global economy. The growth phase was predicated on the food security achieved during the *Đổi Mới* period, focussing specifically on modernising the agricultural sector and advancing large-scale, commercial farming.

A significant milestone in this era was the implementation of the Land Law in 1993, which conferred extended land-use rights to farmers. This legislation transformed land-use rights from short-term allocations to 20 years for annual crops and 50 years for perennial crops, thereby establishing a more stable basis for long-term agricultural investments. Farmers were granted the authority to transfer, lease, and inherit land-use rights, so enhancing their freedom in managing agricultural land^[18]. Significantly, these rights may serve as col-

lateral for loans, facilitating farmers’ access to financing and allowing for investment in the enhancement of their agricultural operations. The capacity to utilise land-use certificates as collateral created additional avenues for rural households to obtain financing, thus enhancing agricultural output and expansion.

Simultaneously with land reforms, the Vietnamese government implemented many directives to promote agricultural technology transfer and enhance access to agricultural inputs. The government facilitated the advancement of agricultural extension services to convey innovative technology and methodologies to farmers. These services were crucial in enhancing crop yields and facilitating the adoption of contemporary agricultural practices by farmers. The government aimed to improve productivity and competitiveness in the global agricultural market by offering technical help and access to superior seeds, fertilisers, and equipment.

In 1996, the Law on Cooperatives was enacted to meet the requirements of the new situation when farming households became autonomous economic units. Accordingly, the old-style cooperatives will gradually shift their activities from directly organizing all production and business activities to providing services for household economies; from being an operating center, assigning plans, and giving orders to implement plans to members to providing services according to the needs of autonomous household economies on a contract basis, from basically subsidizing to taking revenue to cover expenses, and taking responsibility for the results of service business.

Rice, the principal staple and export crop of Vietnam, was pivotal in the enhancement of agricultural productivity during this period. By the mid-1990s, Vietnam had solidified its position as one of the foremost rice exporters globally, ranking second to Thailand^[19]. The rise in rice exports was propelled by the government’s initiatives to enhance production capacity and alleviate domestic trade constraints. The government boosted rice export quotas, enabling Vietnam to sell greater vol-

Table 1. Principal agricultural changes and their outcomes during the Doi Moi era.

| Principal Agricultural Changes | Outcomes |
|-------------------------------------|---|
| Resolution No. 10 (1988) | <ul style="list-style-type: none"> - Farmers gained long-term land-use rights (15–40 years). - Increased agricultural productivity, especially rice production. - Transition from food importer to exporter. - Unequal access to credit and inputs for farmers in remote areas. - Resistance to abandoning collectivization in some regions. |
| Market Liberalization | <ul style="list-style-type: none"> - Private sector re-entered food markets. - Surge in rice exports (Vietnam became the 3rd largest rice exporter by 1989). - Improved farmer incomes. - Price volatility in global markets. - Environmental degradation due to intensive farming practices. |
| Establishment of VBARD (1988) | <ul style="list-style-type: none"> - Enhanced access to rural credit for small-scale farmers. - Facilitated investment in fertilizers, seeds, and equipment. - Limited outreach in remote areas. - High default rates on loans in some regions. |
| Deregulation of Agricultural Prices | <ul style="list-style-type: none"> - Market-driven pricing incentivized higher production. - Stabilized supply-demand dynamics in domestic markets. |

umes of rice to global markets. The alleviation of domestic trade barriers, including limitations on rice transportation across areas, further promoted the expansion of the rice export sector. Through enhancing the efficiency of domestic rice distribution and fostering more engagement in global trade, Vietnam substantially augmented its foreign exchange revenues from agricultural exports.

In addition to rice, the government promoted diversification in agricultural production, emphasising high-value crops and livestock for export. During this period, coffee, cashews, pepper, and shellfish emerged as significant export commodities, enhancing the diversification of Vietnam’s agricultural economy. The government enacted regulations to encourage the development of these crops, including incentives for farmers to transition land from low-value to high-value crops. Consequently, Vietnam’s agricultural export portfolio has diversified, diminishing the nation’s dependence on rice exports and enhancing its resilience to variations in global rice markets.

A crucial element of the boom era was Vietnam’s incremental incorporation into the global economy. The nation’s involvement in regional and international trade agreements significantly contributed to the expansion of agricultural exports. Vietnam joined the Association of Southeast Asian Nations (ASEAN) in 1995, and its later

involvement in the ASEAN Free Trade Area (AFTA) enabled the nation to gain from diminished tariffs and enhanced access to regional markets. Vietnam commenced negotiations for bilateral trade agreements with significant trading partners, establishing the foundation for its eventual entrance to the World Trade Organisation (WTO) in 2007. The initiatives to liberalise trade and enhance the economy were crucial to Vietnam’s achievement in increasing agricultural exports in the 1990s^[20].

The administration acknowledged the necessity of distributing the advantages of agricultural expansion widely among the rural populace. Consequently, it implemented many initiatives designed to promote rural development and alleviate poverty. The government initiated projects to enhance rural infrastructure, including the construction of roads, irrigation systems, and electricity networks, thereby facilitating agricultural production and improving market access. The government also allocated funds to social services, such as education and healthcare, to improve the overall welfare of rural populations. These initiatives were essential in guaranteeing that the swift expansion of the agricultural sector resulted in significant enhancements in the livelihoods of Vietnam’s rural populace.

Nonetheless, despite the considerable advancements achieved during the growth phase, obstacles persisted. A significant concern was the disproportionate

allocation of the advantages of agricultural expansion, with certain regions and people reaping greater benefits than others. Farmers in remote or less fertile regions encountered challenges in accessing markets, credit, and agricultural inputs, so constraining their capacity to fully engage in the agricultural boom^[21]. The swift growth of export-oriented agriculture has prompted worries regarding environmental sustainability, as the extensive application of fertilisers and pesticides has resulted in soil deterioration and water contamination in certain regions.

Furthermore, the emphasis on export-driven growth engendered weaknesses within the agriculture sector, especially during volatile global commodity prices. Vietnam’s heightened engagement in global markets has yielded substantial foreign exchange revenues, although it has simultaneously rendered the nation more vulnerable to external shocks, including price fluctuations and variations in demand for agricultural commodities. These problems highlighted the necessity for ongoing reforms and investments in sustainable

farming practices, together with initiatives to enhance the resilience of the agricultural industry.

The growth phase of Vietnam’s agricultural policy (1993–2000) was marked by a transition to export-oriented production, facilitated by land reforms, financial accessibility, and the advancement of agricultural technology. The government’s initiatives to include Vietnam into the global economy and diversify its agricultural exports have catalysed substantial growth in the industry, establishing Vietnam as a prominent participant in the global agricultural market^[21]. Nonetheless, the obstacles of disparate resource availability and environmental sustainability underscored the necessity for continuous reforms to guarantee the enduring success of Vietnam’s agricultural advancement.

This phase emphasized the augmentation of agricultural exports and the integration of Vietnam into the global market. Policies prioritized modernization and diversification.

SWOT analysis:

| Strengths | Weaknesses | Opportunities | Threats |
|--|---|---|--|
| Improved export capacity Diversification of crops | Regional inequalities Environmental concerns | Trade agreements Advanced technologies | Price volatility in global markets Dependence on export markets |

Key results:

The Land Law (1993) expanded land-use rights, enhancing farmer confidence and investment.

Diversification led to a significant increase in the exports of coffee, cashews, and aquaculture products. **Figure 3** illustrates the spatial disparities in agricultural productivity throughout this period.

Visual aid: Figure 3: Trends in Coffee Exports from 1993 to 1998.

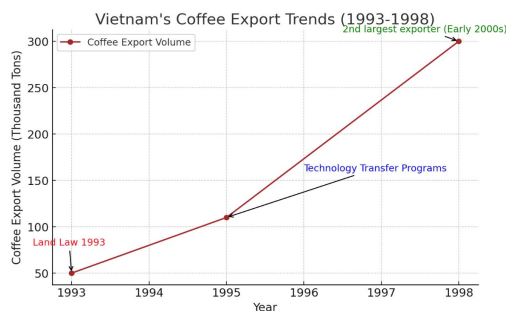


Figure 3. Trends in Coffee Exports from 1993 to 1998.

Diversification led to a significant increase in the exports of coffee, cashews, and aquaculture products. **Figure 4** illustrates the spatial disparities in agricultural productivity throughout this period.

Note: Objective: Illustrate geographical variations in enhancements in agricultural production. Essential Attributes: Employ a colour gradient (from light to dark) to illustrate productivity levels among provinces. Identify regions of high productivity (e.g., Mekong Delta, Red River Delta). Identify locations characterised by low productivity or insufficient service, such as the Central Highlands and Northern Mountainous Areas. Incorporate annotations for critical determinants of productivity (e.g., irrigation systems, transportation infrastructure, availability to credit). Key: Dark Green: Elevated productivity (e.g., Mekong Delta, Red River Delta). Light Green: Moderate productivity (e.g., Central Coast). Yellow: Diminished productivity (e.g., mountainous regions).

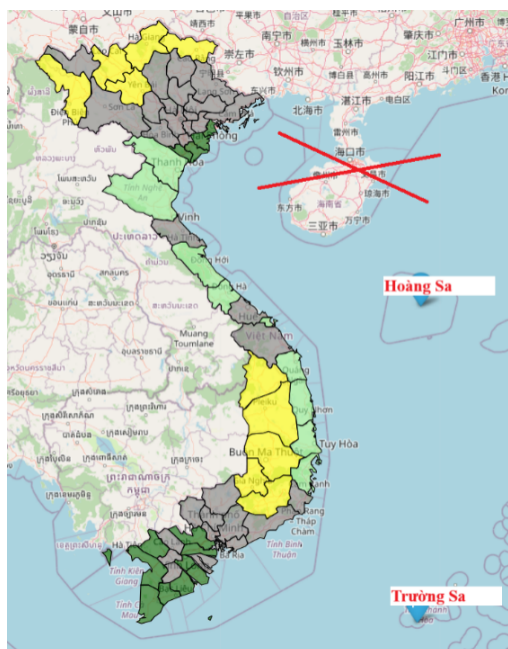


Figure 4. Geographic distribution of enhancements in agricultural productivity.

3.4. Consolidation and Modernization (1998–2008)

This is the period when the country has undergone more than 10 years of innovation, and agriculture has also achieved many successes, especially from a place of hunger and having to import food to becoming a relatively large exporter. The breakthrough change was that in November 1998, the Politburo issued Resolution No. 06 on a number of agricultural and rural economic issues, in which for the first time it affirmed that the farm economy was a very important issue; and then, in February 2000, the Government issued Resolution No. 03 on developing the farm economy.

By the year 2000, the Vietnamese government aimed to modernise agricultural and rural regions as part of its overarching goal to achieve industrialisation by 2020. The Ninth Party Congress in 2001 represented a pivotal moment in these initiatives, emphasising the enhancement of agricultural productivity, the improvement of the quality and value of agricultural outputs, and the creation of employment possibilities to elevate rural incomes. This era is marked by a more refined strategy in agricultural development, wherein Vietnam aimed to not only augment production but also to improve the overall quality and international competitiveness of its

agricultural industry. During this period, four principal policy topics were highlighted: enhancing local production, elevating product quality, fostering international trade, and bolstering infrastructure investment.

A notable accomplishment during this period was Vietnam’s successful negotiation of the U.S.-Vietnam Bilateral Trade Agreement in 2000. This agreement, effective in late 2001, was a major development that created new potential for Vietnam’s agricultural exports, especially in high-value markets. Vietnam’s increasing involvement in regional and multilateral trade agreements, including the ASEAN Free Trade Area (AFTA) and its preparations for World Trade Organisation (WTO) accession, has facilitated a deeper integration of Vietnamese agriculture into the global economy.

The administration underscored the necessity for enhanced agricultural output quality to satisfy worldwide market demands. Substantial investment was observed in the modernisation of agriculture, especially within the cattle and dairy industries. The government facilitated artificial insemination initiatives and imported superior dairy cattle breeds to enhance local herd output. These initiatives facilitated the rise of the dairy industry, which emerged as a vital sector during this era.

In June 2005, the government enacted Decision No. 150/2005/QĐ-TTg to mitigate land fragmentation, which had constrained the capacity for extensive, modern agriculture. This edict aimed to expedite land consolidation to promote the establishment of larger, more commercially viable agricultural firms. The execution of land consolidation policies encountered substantial obstacles owing to the intricate processes associated with land transactions. Small-scale farming persisted as the predominant practice, and advancements in establishing larger, more efficient agricultural operations were more sluggish than expected.

Alongside land changes, the government aimed to enhance infrastructure in rural regions to bolster agricultural output. Investments in infrastructure like as roads, irrigation systems, electricity, and water supplies improved production and facilitated farmers’ access to markets. The implementation of new irrigation projects and the establishment of flood control systems were essential for enhancing crop yields in critical agricultural

areas. The infrastructure enhancements were accompanied by government-supported initiatives to encourage the adoption of sophisticated agricultural technologies and methodologies, including the introduction of high-yield crop varieties and the mechanisation of farming operations.

During this period, Vietnam's agriculture economy experienced diversification. The government urged farmers to transition from low-value staple crops to more lucrative cash crops and livestock. Coffee, cashews, rubber, and shellfish have developed as significant export commodities, enhancing Vietnam's preeminent status in rice exports. This diversification was facilitated by governmental policies that encouraged technology transfer, access to credit, and research in agricultural and livestock breeding.

An exemplary instance of diversification was the swift expansion of Vietnam's coffee sector. By the early 2000s, Vietnam emerged as the world's second-largest coffee exporter, attributable to government initiatives that promoted the proliferation of coffee plantations. Likewise, the seafood industry, especially prawn and catfish aquaculture, emerged as a substantial source of foreign exchange revenue. The government facilitated the growth of aquaculture by investing in research and infrastructure, positioning Vietnam as a prominent global seafood producer.

The government's focus on enhancing the quality of agricultural goods was evident in its initiatives to standardise and certify agricultural methods. Food safety and quality control emerged as critical issues, particularly as Vietnam aimed to access high-value export markets with rigorous quality standards. The implementation of international food safety standards, such as Hazard Analysis and Critical Control Points (HACCP), was promoted throughout diverse agricultural sectors to guarantee that Vietnamese products satisfied the requirements of global consumers.

The government implemented various measures to alleviate poverty and enhance living conditions in rural regions. These programs aimed to augment access to education, healthcare, and other vital services, in addition to boosting rural infrastructure. The government implemented vocational training programs to provide rural

workers with the skills necessary for non-agricultural employment, so aiding in the diversification of revenue sources in rural regions.

Nonetheless, the swift growth of Vietnam's agriculture economy during this timeframe encountered several hurdles. A primary issue was the environmental repercussions of intensive agricultural techniques. The excessive application of chemical fertilisers and pesticides resulted in soil degradation and water contamination in many agricultural areas. The environmental difficulties have sparked worries regarding the long-term viability of Vietnam's agricultural boom and have prompted demands for more sustainable farming practices. In response to these concerns, the government implemented various environmental protection efforts designed to encourage organic farming practices and diminish dependence on chemical inputs.

A further difficulty was the inequitable allocation of the advantages derived from agricultural expansion. Some places, especially those with robust infrastructure and market connections, underwent tremendous development, while more distant ones lagged behind. These gaps underscored the necessity for more focused strategies to guarantee that the advantages of agricultural growth were distributed more equally throughout the nation. The government initiated rural development programs to enhance infrastructure and market access in undeveloped areas.

The consolidation phase (2000–2008) was a pivotal time in the modernisation of Vietnam's agricultural sector. The government's emphasis on enhancing productivity, elevating quality, and broadening access to international markets has established Vietnam as a significant participant in global agricultural trade. Nonetheless, the issues of environmental sustainability and fair development persisted as major concerns, requiring continuous reforms and investments in sustainable farming techniques and rural development. As Vietnam progressed towards industrialisation, the insights gained during this period established the foundation for forthcoming agricultural policy trajectories.

Reorientation and comprehensive industrialization, modernization (2008–2020).

Notwithstanding the notable achievements of Viet-

nam's agricultural policies in prior decades, by 2008, apprehensions regarding the sector's long-term sustainability and competitiveness were escalating. The dependence on low labour costs, natural advantages, and minimal value addition was starting to reveal its vulnerabilities, particularly as global markets increasingly sought higher-quality products. The excessive application of chemical fertilisers and pesticides has raised significant environmental issues, leading to soil degradation and water contamination that adversely impact agricultural productivity. The aforementioned difficulties, coupled with the necessity for a more proficient agricultural workforce, compelled the government to adopt a novel approach to agriculture policy in the post-2008 era.

The Vietnamese government, guided by the Seventh Plenum of the Central Committee of the Communist Party, promulgated Resolution No. 26/NQ-TW in 2008. The resolution, known as the Tam Nong Resolution, established a comprehensive framework for agriculture, farmers, and rural development. The resolution articulated the objective of cultivating a contemporary, stable, and competitive agriculture sector proficient in generating substantial, high-quality products with improved productivity. It underscored the necessity for enhanced revenue creation and elevated living conditions for farmers, many of whom continued to reside in poverty despite the nation's overall economic prosperity.

The Tam Nong Resolution signified a pivotal transformation in Vietnam's agriculture strategy, emphasising multiple critical areas of development. The resolution advocated for the modernisation of agricultural methods, emphasising the adoption of sophisticated technologies and farming techniques. The objective was to diminish the sector's dependence on inexpensive labour and transition towards higher-value production. The government initiated several programs to promote the use of mechanised farming equipment, high-yield seed varieties, and contemporary irrigation methods. Training programs were implemented to enhance farmers' technical skills and knowledge, facilitating more effective utilisation of these new technologies.

A primary objective of the post-2008 reorientation was to advance environmental sustainability in agricul-

ture. In acknowledgement of the harm inflicted by years of intensive agricultural practices, the government implemented policies to diminish chemical input usage and advocate for more sustainable farming techniques. Organic farming was promoted, alongside integrated pest management strategies designed to diminish dependence on detrimental pesticides. Furthermore, funding for research and development was augmented to discover creative ways for enhancing soil health and water management, guaranteeing that future agricultural expansion would not compromise environmental integrity.

The Tam Nong Resolution aimed to modernise agricultural output and enhance the infrastructure supporting rural development. Substantial investments were allocated to the construction of roads, irrigation systems, and storage facilities, all of which were essential for enhancing productivity and linking rural regions to markets. These infrastructural developments facilitated enhanced access to domestic and international markets, enabling farmers to sell their crops more efficiently and at improved prices. The resolution additionally emphasised enhancing finance accessibility, allowing farmers to invest in essential commodities and technologies for farm modernisation. The formation of credit cooperatives and agricultural banks significantly contributed to provide rural families accessible financial alternatives.

A significant element of the post-2008 agriculture strategy was the focus on enhancing the value chain and augmenting the value of agricultural products. Historically, Vietnam's agricultural exports consisted mostly of raw or minimally processed commodities, like rice and coffee. Nevertheless, these commodities frequently commanded poor prices in global markets owing to their insufficient value addition. The government encouraged the establishment of processing enterprises to convert raw agricultural products into higher-value commodities, including processed foods, drinks, and packaged items. This technique enhanced the profitability of the agricultural industry while generating employment opportunities in rural regions, hence aiding poverty alleviation and economic advancement.

The government's emphasis on market diversification was also essential during this phase of reorienta-

tion. Vietnam has historically depended on a limited number of primary export markets for its agricultural products, notably China and the European Union; nevertheless, there is an increasing acknowledgement of the necessity to diversify and penetrate new markets. The government urged agricultural exporters to investigate prospects in growing markets, especially in Asia, Africa, and the Middle East. Trade agreements, including the Comprehensive and Progressive Agreement for Trans-Pacific Partnership (CPTPP) and the EU-Vietnam Free Trade Agreement (EVFTA), were established to grant Vietnamese agricultural products preferential access to new markets, thereby diminishing the nation's reliance on conventional trading partners.

The agricultural policy reforms implemented after 2008 also sought to tackle the social aspects of rural development. The government aimed to augment agricultural output and competitiveness while also improving the livelihoods of rural residents, many of whom continued to be vulnerable despite Vietnam's swift economic progress. The Tam Nong Resolution advocated for the advancement of rural industries, including handicrafts and small-scale manufacturing, to generate supplementary income options for rural households. Additionally, social services including education, healthcare, and vocational training were enhanced in rural regions to elevate the general quality of life for the rural populace.

Notwithstanding the high objectives outlined in the Tam Nong Resolution, the execution of the changes encountered numerous obstacles. The persistent fragmentation of land constituted a primary impediment, hindering the realisation of the large-scale commercial farming operations anticipated in the resolution. Despite the government's implementation of regulations to promote land consolidation, the process progressed slowly, and

numerous farmers continued to hesitate in relinquishing their small parcels of land. The shift to more sustainable agricultural practices presented difficulties for several farmers, who were deficient in the requisite expertise and resources to implement these new techniques.

A further difficulty was the inequitable allocation of the advantages derived from agricultural expansion. While certain regions, especially those with robust infrastructure and market accessibility, underwent fast development, other more isolated places had challenges in maintaining progress. This difference underscored the necessity for more focused strategies to guarantee that the advantages of agricultural modernisation were distributed more equally throughout the nation. The government intensified its emphasis on poverty alleviation initiatives in the most underprivileged areas, seeking to extend the advantages of rural development throughout Vietnam.

The post-2008 reorientation of Vietnam's agriculture industry signified a pivotal stage in the nation's endeavours to modernise and maintain agricultural growth. The government aimed to enhance productivity, competitiveness, and sustainability in the agricultural sector and improve rural livelihoods through the execution of the Tam Nong Resolution. Despite ongoing concerns, especially around land consolidation and environmental sustainability, the changes implemented during this time have positioned Vietnam towards a more robust and diversified agricultural economy.

The government sought to modernise agriculture, enhance infrastructure, and tackle sustainability issues. Infrastructure enhancements significantly contributed to the augmentation of agricultural productivity, as detailed in **Table 2**.

SWOT analysis:

| Strengths | Weaknesses | Opportunities | Threats |
|--|---|--|---|
| Infrastructure improvements Increased quality standards | Persistent land fragmentation Inequitable benefit distribution | High-value markets Technological advancements | Environmental degradation Regional disparities |

Key results:

Resolution No. 06 (1998) recognized the importance of the farm economy.

Vietnam emerged as the world's second-largest coffee

exporter and a leader in aquaculture.

Visual aid: **Figure 5:** Aquaculture export growth from 1998 to 2008.

The government sought to modernise agriculture,

enhance infrastructure, and tackle sustainability issues. Infrastructure enhancements significantly contributed to the augmentation of agricultural productivity, as detailed in **Table 2**.

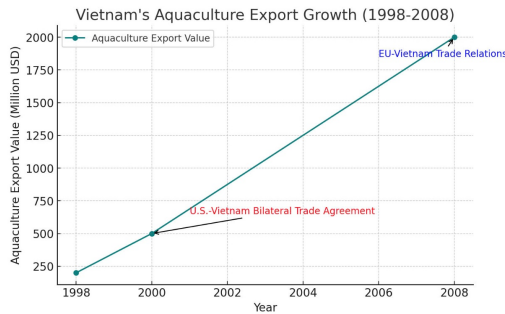


Figure 5. Aquaculture export growth from 1998 to 2008.

Discussion of Results

The SWOT assessments indicate persistent strengths in policy adaptation while also underscoring ongoing vulnerabilities, including regional disparities and environmental sustainability.

Quantitative data highlight the substantial influence of land reforms and market liberalization on productivity and exports.

Visual aids offer a detailed examination of patterns and policy effects, demonstrating the relationship between reforms and agricultural advancement.

3.5. Comprehensive and Sustainable Development (Post – 2020)

After 17 years since the promotion of agricultural innovation (1993), Vietnam’s agricultural economy has developed in both scale and production level, maintained a relatively high growth rate, affirmed its important position as a pillar of the economy, and firmly ensured national food security; Vietnam has become one of the countries with a number of major agricultural export products in the world. Farmers’ qualifications and education have been gradually improved; agricultural production and business thinking has been constantly innovated, gradually adapting to the socialist-oriented market economy.

Despite remarkable progress thanks to previous effective policies, Vietnamese agriculture still shows some shortcomings such as: lack of sustainability, growth rate tends to decrease, production and business organization

still mainly relies on small households, lack of linkage; restructuring of rural labor force still has many shortcomings; rural labor tends to age; labor productivity and average income of rural residents are still low, the poverty rate in remote areas, ethnic minority areas is still high. Environmental pollution is increasing; capacity to respond to climate change, prevent and control natural disasters and epidemics is still limited.

Besides, the COVID-19 pandemic has created a shock to global manufacturing activities, but also opened up opportunities for the digital economy, in which sourcing, production organization and distribution are all “digitalized” at an unprecedented speed and scale. The reorganization of the agricultural supply chain to diversify the supply chain to cope with epidemics, natural disasters and geopolitical instability or financial and price risks, ... with the sole purpose of Vietnam needing and having to become an autonomous and self-reliant country. To promote the economy to be more productive, better quality, and more sustainable (in terms of politics, economics and the environment), Vietnam needs to strengthen the connection of domestic production to new regional and global supply chains; in particular, it is necessary to proactively develop a national strategy on supply chain security.

To solve these difficulties, on June 16, 2022, the 13th Central Executive Committee issued Resolution No. 19-NQ/TW, “On agriculture, farmers, and rural areas to 2030, with a vision to 2045”^[13]. The Resolution puts forward new, contemporary viewpoints with many breakthroughs, closely following the country’s rapid and sustainable development process, including:

Affirming the relationship between agriculture, farmers and rural areas. Accordingly, agriculture, farmers and rural areas are three elements that are closely related, connected and inseparable; playing a very important role and position in the cause of innovation, construction and protection of the Fatherland; being the basis and great force in socio-economic development, environmental protection, adaptation to climate change, maintaining political stability, ensuring national defense and security, preserving and promoting cultural values and Vietnamese people, meeting the requirements of international integration.

Table 2. Infrastructure improvements and their impacts on productivity.

| Infrastructure Improvements | Impacts on Productivity | Challenges |
|------------------------------------|--|--|
| Road Construction in Rural Areas | <ul style="list-style-type: none"> - Reduced transportation costs. - Improved access to markets and urban centers. - Slow progress in remote and mountainous regions. - High maintenance costs. | <ul style="list-style-type: none"> - Slow progress in remote and mountainous. - High maintenance costs. |
| Irrigation Systems Development | <ul style="list-style-type: none"> - Increased crop yields (especially rice and coffee). - Enabled double-cropping in key areas. - Environmental concerns due to overuse of water resources. - Inequitable distribution of benefits. | <ul style="list-style-type: none"> - Environmental concerns due to overuse of water resources. - Inequitable distribution of benefits. |
| Electricity Access Expansion | <ul style="list-style-type: none"> - Enabled mechanization of farming operations. - Supported post-harvest processing activities. - Limited coverage in isolated areas. - Dependence on imported energy sources. | <ul style="list-style-type: none"> - Limited coverage in isolated areas. - Dependence on imported energy sources. |
| Storage Facilities and Warehousing | <ul style="list-style-type: none"> - Reduced post-harvest losses. - Enhanced value addition through better storage and packaging. - High initial investment costs. - Underutilization in some regions. | <ul style="list-style-type: none"> - High initial investment costs. - Underutilization in some regions. |

Developing agriculture, farmers and rural areas at a higher level, in line with the country’s general development process. Ensuring harmonious development between rural and urban areas, between regions, areas and localities; Closely linking industrial and service development with agriculture, sustainable rural development with urbanization in the direction of “ecological agriculture, modern countryside, civilized farmers”.

Deeper awareness of the role and position of farmers in agricultural, rural and agricultural development. In that spirit, farmers are the subject and the center of the process of agricultural development, rural economy and new rural construction; the highest goal in agricultural and rural development is to comprehensively improve the material and spiritual life of farmers and rural residents.

Agriculture plays a particularly important role in the national economy, is a national advantage, and a pillar of the economy. Develop agriculture effectively, sustainably, and integrate multi-values in the direction of increasing added value and competitiveness, associated with promoting the development of processing and post-harvest preservation industries and developing agricultural product markets both domestically and internationally; Strongly shift the mindset from agricultural production to agricultural economic development associated with market demand.

Raise the requirements for new rural construction, aiming for rural areas to become “livable” places. Build

modern, prosperous, happy, democratic, civilized rural areas; with synchronous economic and social infrastructure; green, clean, beautiful environment; healthy, rich cultural life, imbued with national identity; political security, order, and social safety are ensured.

Updating policies to suit the new situation and world trends has helped Vietnamese agriculture overcome difficulties during the Covid-19 pandemic and continue to develop comprehensively and sustainably in the coming time.

4. Conclusions

Thi Since 1976, Vietnam’s agricultural policy have experienced significant alterations, each phase addressing the challenges and requirements of the day. Vietnam’s agricultural industry has transitioned from stagnation to one of the most dynamic in the global economy, beginning with the early collectivisation efforts during the post-reunification period and culminating in the market-oriented reforms of *Đổi Mới*. The 1993 Land Law amendments established a foundation for enhanced land-use rights, allowing farmers to increase production for internal consumption and export, while considerably bolstering national food security and economic growth.

The expansion phase witnessed the diversification of agricultural output, with rice continuing to be the foundation of Vietnam’s agricultural exports, while the production of high-value crops such as coffee, cashews,

and seafood experienced significant growth. Throughout the consolidation period, Vietnam prioritised agricultural modernisation and the integration of the industry into global trade networks, bolstered by trade agreements such as the U.S.-Vietnam Bilateral Trade Agreement and initiatives to enhance infrastructure and agricultural practices.

By 2008, it became apparent that Vietnam's agricultural sector confronted enduring sustainability issues, notably with environmental deterioration, dependence on low-cost labour, and restricted value addition. The Tam Nông Resolution was a pivotal moment, as the government established a comprehensive framework to tackle these challenges through the modernisation of agricultural practices, infrastructural enhancement, and the improvement of rural livelihoods. Despite existing hurdles, especially in realising extensive commercial agriculture and fair benefit sharing, the policy reforms implemented after 2008 have established a robust foundation for Vietnam's agricultural sector. The development orientation of Vietnam's agricultural sector to 2030, with a vision to 2045, has shown a shift in awareness as well as the agricultural development policy of the Vietnamese government towards comprehensiveness, sustainability and meeting the requirements of the international market.

In summary, Vietnam's agricultural transformation illustrates the necessity of adaptive and adaptable policies that respond to evolving economic, social, and environmental circumstances. The persistent focus on modernisation, sustainability, and rural development will be essential for the nation as it endeavours to cultivate a more competitive and resilient agricultural sector in the global marketplace.

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Institutional Review Board Statement

Not applicable.

Informed Consent Statement

Informed consent was not applicable, as this study did not involve human subjects.

Data Availability Statement

Not applicable. No publicly archived datasets were analyzed or generated during this study.

Conflicts of Interest

The authors declare no conflict of interest.

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