

Social Policies to Urban – Rural Emigration Korean Experience and Lessons for Vietnam

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Abstract

Last time urban-rural emigration in Vietnam is increasing day by day. Urban-rural emigration helps generating incomes, enhancing life conditions, and intellectual level of rural area. Besides, many social matters such as change of population structure, labors, jobs, incomes and others have been happening, causing urgent problems in rural areas. This requires analyzers, policy planners to study more policies, methods and guidelines for this area in order to settle difficulties, to help rural economy in specific and Vietnam economy in general to develop sustainably. This writing focuses on clarification of real situation of urban-rural emigration; social matters arising; social policies, what Vietnam has been realizing; Korean experience in years 1960-1985; Then author proposes some recommendations for perfecting rural policies for Vietnamese rural areas next time.

Keywords: social policies, emigration, rural – urban areas; impact

1. Introduction

This study uses methods of comparison statistics for analysis, basing on investigating and gathering data of 1,557 interview notes of various kinds; of which labor interviewing notes occupy 62%; manager interviewing notes occupy 48%. Investigations and studies were realized in 08 provinces and cities: Ha Noi, Thanh Hoa, Nghe An, Ha Tinh, Da Nang, Ho Chi Minh, Binh Duong and Dong Nai. Investigated subjects are staffs of State's central units in Ha Noi, people's committee of provinces, cities and some departments and organs, industrial zone management units, enterprises and people in 08 provinces and cities for getting samples for study, evaluation of impacts of current social policies on rural social life in the background of urban-rural emigration.

Many study works have been pronounced domestically and abroad, mentioning aspects and different levels of social policies such as: M.P. Todaro (1969) gives other study model about reasons of urban-rural emigration; this model is continued to develop by W. Corden, R. Findlay (1975), J.R. Harris, M.P. Todaro (1970), P. Zarembka (1972), and J. Stiglitz (1974). This model originates from matter that rural income is lower than urban one, (J.R. Harris, M.P. Todaro, 1970), labors compare opportunities for increase of incomes between rural and urban areas, then they decide emigration to urban areas in order to find jobs (Kevin Honglin ZHANG, et al, 2003). Knight & Song (1999), Rozelle, Guo, Shen, Hughart, & Giles (1999), Zhao (1999) affirm that, urban-rural emigration has been creating big changes in rural areas.

Non-agricultural activities of farmers at leisure after harvest time shall be decreased due to move of labors (De Brauw, Rozelle, Zhang, Huang, & Zhang, 2002). Labors working at far places send money home, having considerable contribution to improvement of working productivity of farmer households, who have labors in places far from home (Alan De BRAUW and Scott ROZELLE, 2008), as well as increasing life level for these farmer households (Deininger, Jin, & Rozelle, 2003); Dang Nguyen Anh (2012), *Emigration to urban areas in Vietnam: some real matters and policies*, workshop of National Economics University, this writing analyzes some practical matters in policies of emigration in Vietnam such as role of emigration, few protection for emigrated labors, emigration of female labors and feminization of emigration; Le Xuan Ba (2009) in article *phenomenon of emigration to cities: judgment and proposals* published on website www.Google, analyzes real situation of emigration to cities in recent years, clarifying factors of speeding up emigration, difficulties of labors when moving to cities and some proposals of some policies for management of emigrated labors;

Mai Ngoc Cuong (2012), *Urban-rural emigration with socio-economic development in Vietnam at present: real status and recommendation of policies*, presented at workshop of National Economics University; author generalizes situation of urban-rural emigration in Vietnam in the period from 1999 to 2009, analyzes main reasons of emigration; author also analyzes impacts of urban-rural emigration on socio-economic development in Vietnam, etc.

There are many study works on emigration, yet they just are only about giving reasons of urban-rural emigration status or explain that rural emigration shall bring about better life for rural households, who have labors work in urban areas. Because emigrated labors are mainly from poor families (Mariapia Mendola, 2008). However, the matters such as when urban-rural emigration happen regularly and numerously, how is sustainable development of localities where the labors move to the urban areas? And how social policies cause impacts on life of Vietnamese people, haven't yet attracted attention of many scientists. Therefore, this article pays attention on analyzing real situation of social policies for urban-rural emigration in Vietnam. Korean experience lessons in settlement of matters arising from emigrations well as social policies applied, then some recommendations for Vietnam about social policies in background of urban-rural emigration next time.

2. Theoretical Basis

2.1. Approach ways /methods

Firstly, approach method in the macro view point: clarifying relation between adjustment of social policies; which are directly policies of populations, labors, jobs, incomes and social security; with changes of quantities and qualities of urban-rural emigration.

Secondly, reality approach: via survey, interviews, they clarify influence of social policies – directly viz. policies of populations, labors, jobs, incomes and social security on changes of quantities and qualities of urban-rural emigration in Vietnam.

Thirdly, systematical, general and multi-dimensional approach method: Because social policies for urban-rural emigration are greatly related to industries, agriculture, services many fields of economics, culture, education, management authorities from central to local, enterprises; the study on this matter must ensure systematical, general and multi-dimensional features with participation of benefit groups such as State, enterprises emigrants.

2.2. Study method

Firstly, comparison method: Comparing similar and different conditions between Vietnam and Korea about construction and execution of social policies on urban-rural emigration in order to give suitable recommendations to Vietnam through study of Korean experience.

Secondly, inheritance: It inherits selectively results of works, documents announced in domestic and foreign countries. It gathers, compiles relevant data of units from central to local such as units of planning and investment; agriculture and rural development; industry and trade; labors, war invalids and social affairs; education, training, vocational training and social insurance, etc.

Thirdly, organization of real survey: It organizes real survey and gathering of information in some provinces and cities of three regions: Red river delta, Central and south-eastern deltas. Investigations have been realized in 8 provinces, cities: Ha Noi, Thanh Hoa, Nghe An, Ha Tinh, Da Nang, Ho Chi Minh, Binh Duong and Dong Nai. Investigated subjects are staffs of State's central units in Ha Noi, people's committee of provinces, cities and some departments and organs, industrial zone management units, enterprises and people in 08 above mentioned provinces and cities.

Fourthly, expert method:

- *It exchanges opinions with experts* including builders and executors of policies through workshops, seminars with managers in Ho Chi Minh city, Binh Duong, Thanh Hoa, Nghe An and Hai Phong provinces as well as exchanges opinions with experts via domestic and foreign investigations .
- *Design of investigation notes, interview of subjects:* Study is built to interview following subjects: labors working at industrial zones; farmer households; central managers, researchers, State's managers at provincial, district levels, managers of industrial zones, managers of enterprises. Results of labor interview occupy 48%. Results from processing investigation notes are used to evaluate real status of social policies to urban-rural emigration, to withdraw conclusions and specific recommendations for completion of policies.

2.3. Criteria of study and scale

Firstly, jobs:

- *For households of farmers*, job conditions of farmers depend on natural conditions, health age and labor skill standard, technologies taken into production, and support policies of central and local authorities.
- *For labors moved to city*, jobs defined from working status such as labor contracts, payment of salary at suitable level, ensuring dignity, level of adequacy, level of suitability, opportunities for development of occupational skills, harmful level, labor safety, compulsoriness of labors and discrimination in works.

Scale for measuring jobs besides the one by days, hours is to evaluate level of ensuring work conditions and state. This article uses nominal measuring scale (also called as nominal scale or classification scale)

Secondly, incomes and payment: internal generating resources in incomes of households are made by member of family, who take part in labor market. For farmer households, internal generating resources are formed from items (i) incomes from agricultural activities, (ii) incomes from non-agricultural activities, realized by members in the areas. External generating resources of farmer households are from outside. For farmer households, external generating resources include (i) direct incomes from Government (ii) and help sent by relatives.

Thirdly, about social security: criteria of social security are shown by participating in compulsory health insurance and social insurance of labors in the official areas; voluntary health insurance and social insurance of farmers and labors in the non-official areas; other social assistant items, which labors and their families receive from State's budget and other resources.

Fourthly, about supply of basic social services: This criteria are used only for analysis of real status and recommendations for ensuring basic services to the labors, who moved to cities, such as training, health care, houses, participation in culture, sport and entertainment activities, etc. and use of nominal measurement scale .

Fifthly, about supply of individual social services: mainly considering conditions on bringing up and educating children such as kindergartens, schools, and paying attention on care of the rural old; and using nominal measuring scale.

Sixthly, criteria of reflecting input resources of social policies for urban-rural emigration: criteria include law environment, mechanism of policies, organization of management, financial resources, conditions of information and ability of staffs; mainly evaluated by nominal scale .

3. Study Results

3.1. General information on situation of urban-rural emigration in Vietnam

3.1.1. Quantities and characteristics of demography of emigration flows

According to general census 2009, about 6.6 million people (equivalent to 7.7% population) from 5 years old and more changed their residence during period 2004-2009, among these emigrants, female and male occupy 53.6 %, and 46.4% respectively. 10 years ago before this time, result of general census in 1999, this figure is only 2.1 million people.

Characteristics of demography of emigrants in 1999 are that about 60% male migrants and 66% female migrants are at the ages 15-29 and almost are not yet married. Especially female quantities to urban areas and industrial zones exceed male. This reflects that demands of female labors in industrial zones is getting higher and higher. Investigation on emigration of Vietnam in 2004 shows that 38% interviewees answered that they moved together their families.

3.1.2. Emigration flows in Vietnam

The same as many countries in the world, emigration in our country also includes 04 basic flows: urban-rural emigration, rural-urban emigration and rural – rural emigration. According to general census in 1999, emigrants to urban areas occupy more than half total emigrants of Vietnam with 53%, of which 27% is rural-urban emigration, and 26% urban – urban emigration. For urban-rural emigrants, the popular destinations are big cities such as Ho Chi Minh, Ha Noi, Hai Phong and Da Nang. Emigration flows to these urban areas occupy 1/3 increasing rate of urban area in the period 1994-1999. In Ho Chi Minh city and Ha Noi, number of emigrants increase double higher than population of two cities in this period.

Totally, emigrants of 5 years old and more contribute 3.8 million of urban populations. Or in other words, 16% urban populations at the ages of 5 and more in 2009 are emigrants in the period 2004-2009.

Also in this period, emigrants of 5 years old and more contribute 2.7 million people to rural population but only 5% increase of population in rural areas ; because rate of rural people is the bigger in the population structure of our country from before to now. Emigrants to urban areas also contribute considerably rate of urban growth 3.4% higher the rate 0.4% in rural areas.

Table 1: Emigrant at the age 5 and more at destination divided into emigration flows

Areas	Year 1999		Year 2009		Yearly increasing rate (%)
	Number of people	%	Number of people	%	
Urban areas					
Urban – urban emigration	971,486	8.2	1,719,056	7.4	5.9
Rural – urban emigration	855,943	7.2	2,062,171	8.9	9.2
Non-emigration in urban	10,089,625	84.7	19,413,699	83.7	6.8
Total	11,917,055	100.0	23,194,927	100.0	6.9
Rural areas					
Urban – rural emigration	219,718	0.6	547,626	1.0	9.6
Rural – rural emigration	760,939	2.2	2,204,430	4.0	11.2
Non-emigration in rural	33,778,197	97.2	52,273,214	95.0	4.5
Total	34,758,854	100.0	55,025,270	100.0	4>7

Source: General statistics office, 2011

Remarkably, rural – rural emigration occupies 47% emigration flows in the census in 1999. According to investigation of population change in 2008, emigration flows to rural areas are even higher than to urban in previous years. Almost rural – rural emigration flows are from areas with low agricultural productivity to the higher ones thanks to new opportunities in agriculture from crowded areas in Red river delta to central high land.

3.1.3. Motive/reason of emigration

About 70% are domestic emigrants due to economic reasons, including ones for finding jobs, improving life conditions. Yet, motive of emigration of households and individuals are combination of many factors. From 1996 to 1998, study is the second reason for emigration. Parents usually want to find the best educational opportunities for their children in big urban areas, creating “legal” emigration flows (with registration of family residence).

3.1.4. Organized and free emigrations

Since 1960, in Vietnam, Government has been applying resettlement programs for some certain residents. These usually called emigration programs of State or organized emigrations. In the period 1994-1999, over 2 millions of emigrants moved according to these programs, occupying nearly half of 4.5 million emigrants. Till 2000, there are about 1.2 million emigrant, equivalent to 200,000 households of ethnic minorities with living style “ shifting cultivation of wandering hill tribes”, moved long term according to program of settled agriculture at new economic areas. The remaining quantities of emigrants are to foreign countries according to non-governmental programs; they are called “free emigrant”.

3.1.5. Emigration time

There are 03 groups of emigration time in country: seasonal emigration, temporary emigration and long term emigration. Seasonal emigration is the one of members in the rural families, who move to urban areas to earn more incomes when leisure after harvest time. Investigated data of household living level in years 2004 & 2006 show that about 3.3% interviewed people moved during period of under 06 months in the year (seasonal emigration). These data also show that 11.9% households have seasonal emigrants. This rate increases considerably, in 1993, it is 1.3% households, in 1998 it only 6.15% households with members of seasonal emigration.

3.2. Social matters arising

3.2.1. Change of population structure, labors and learning matters of children in rural areas

About impact of emigration on education to members of households in Vietnam, about over 50% interviewees answered that urban-rural emigration has negative impact on rural social life. The typical feature at present is the relation between parents and children is rather loose for families with parents moving to urban areas. Their children are grown up and mature from social environment: schools, friends and groups.

3.2.2. Impacts of urban-rural emigration on spousal life

Rather popular attention is about loyalty of husband or wife when emigrating. Some previous studies show that it is rather popular viewpoints that emigrants have high risks of engaging with social evils (Tran Xuan Cau, 2006; National Assembly’s Committee for Social Matters, 2005); relation between emigrants and HIV due to the fact that emigrants must live far from families, friends, social network and communities of local village (Hirsh, 2002). Phinney (2008) also shows that wives of emigrants have high risks of catching HIV from their husband, and they rare use rubber bags when having sexual intercourse. Besides studies, mass media also mention a lot negative aspects of emigration such as the poverty and social evils.

Table 2: Impact of emigration on spousal life in Ha Tinh

Opinion	Agreement
Spouse are worried about their husband /wife when emigration	69.1%
Spouse of emigrant must work more	87.1%
Spouse of emigrant has higher socio-economic position	35.3%

Source: Ha Tinh Province’s Department Labor, War Invalids and Social Affairs, in year 2012

3.2.3. Emigration of children to urban areas causes impact on parents

Basing on methods of study of relations between emigrant and members of the families at native lands proposed by Van Hear (1998), we gather subjective opinions of interviewees about important matters to parents in north central Vietnam when their children emigrate, to spouses when their husband/wife emigrates, and to children when their parents emigrate. Table 6 present rates of interviewees agree with some opinions on social impact on emigration. Above 60% interviewees agree that “emigration of children make parents work more”. Nearly 80% agree that “emigration of children make parents worried”; yet 70% agree with opinion that “emigration of children make parents happy”.

Table 3: Impact of emigration on children

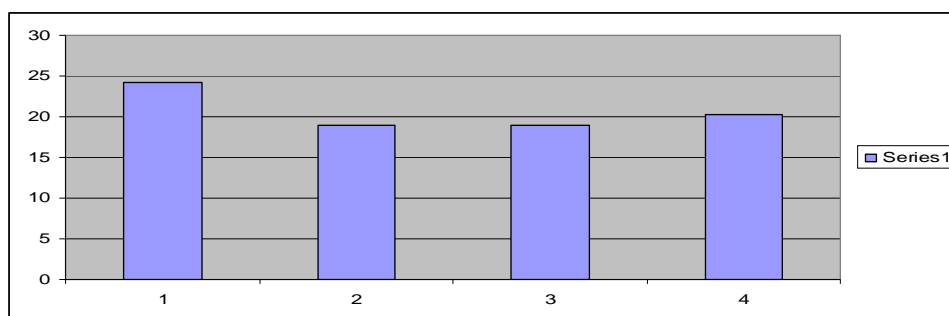
Opinion	Agreement
emigration of children make parents worried	78.3%
emigration of children make parents happy	68.8%
emigration of children make parents work more	61.8%
emigration of children make parents work less	37.6%

Source: investigation data in 2012

3.2.4. Increase of social evils in rural areas

To understand more details about impact of emigration on communities, from which the emigrants leave, we require interviewees to talk their opinions on public security, local economy and social development. Picture 2 expresses views of interviewees about impact of emigration on local public security. Majorities of opinions (above 70%) think that emigration doesn’t cause not correct acts/behaviors at the communities, from where emigrants leave. Yet, about one fifth asked believe that emigrants when comeback shall bring home matters called social evils of urban areas including use of drugs (24.2%), prostitution (19%), stealing (19%), disturbance of public order (20.3%).

Picture 1: Impact of urban-rural emigration on public security of rural communities



- (1) % number of drugs addition people increases due to urban-rural emigration
- (2) % quantity of people doing prostitution increases due to urban-rural emigration

- (3) % quantity of thieves increases due to urban-rural emigration
 (4) % quantity of people causing disturbance of public order increases due to urban-rural emigration

3.3. Influence of social policies on urban-rural emigration in Vietnam last time

Firstly, about job status Among 384 farmer households with emigrants or not investigated, number of the most and least working days of labors of two groups among these households are the same, and quantity of average working days per year of two groups are under minimal level in rural areas (less than 280 days), yet number of working days of households with emigrants is more than the one without emigrants.

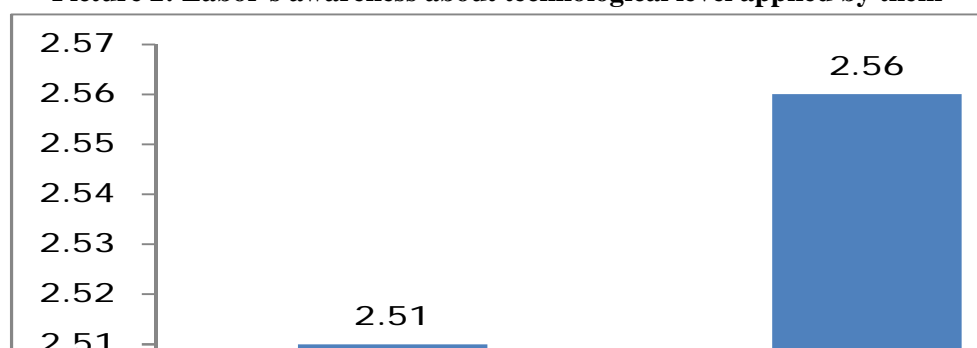
Table 4: Number of working days of farmers in north central Vietnam

Type of households	Number of the least days	Number of the most days	Number of average days
All	30.0	340.0	171.8
Farmer households with emigrants	30.0	340.0	182.9
Farmer households without emigrants	30.0	340.0	171.7

Source: gathering from investigation data, 2012

When we see evaluation levels of labors about technological scientific level used by them by marking from 1 to 5, - the highest level of the best application of techniques and technologies is 5. Results show that households with emigrants reckon that their technologies and techniques are higher than the one without emigrants.

Picture 2: Labor's awareness about technological level applied by them



Source: Gathering from investigated data, 2012

Secondly, about incomes: Investigation results show that maximal external generating incomes haven't yet occupied 1/3 total incomes of the family. Internal generating incomes still ensure sustainable resources for families. Among Internal generating incomes, although agriculture is main, but total incomes earned by farmers are lower than ones from non-agriculture activities, including incomes from activities of professions, occupations, production, business, and services. And external generating incomes of farmers investigated show that incomes are diversified.

Table 5: Incomes of households according to forming sources in 03 provinces of North central area

Resources of incomes	Total observed	Lowest (million dong)	highest (million dong)	Average (million dong)
Total internal generating incomes of farmer households	384	2.0	355	25.32
Incomes from agriculture	384	2.0	180	17.90
Of which - from cultivation	384	1.0	60	10.77
- from cattle raising	384	0.5	120	7.12
Incomes from activities of professions, and services	384	1.0	130	5.67
Incomes from activities of production and business of farmer households	384	1.0	45	1.76
Total external generating incomes	384	0.12	127	13.46
Incomes sent by members in the family of farmer households	384	0.5	100	9.06
State's allowance given farmer households	384	0.12	11,8	0.16

Source: Gathering from investigated data, 2012

If it is analyzed in the view of households with and without emigrants in 3 provinces, we see external generating incomes of total incomes of the households with emigrants are higher than that without emigrant. Although internal generating incomes of households without emigrants are higher than that with emigrants; if it is considered generally average incomes of households with emigrants are higher than remaining ones.

Table 6: Sources of forming incomes for households

(Unit: million dong)

Sources of forming incomes	households with emigrants	households without emigrants
Total internal generating incomes of farmer households	23.44	28.91
Incomes from agriculture	16.13	21.27
<i>Of which - from cultivation</i>	9.73	12.76
<i>- from cattle raising</i>	6.40	8.50
From activities of occupation and services of farmers when leisure after harvest time	5.33	6.32
From other business and production activities of farmers when leisure after harvest time	1.98	1.33
Total external generating incomes, of which	17.67	5.43
Incomes sent by members of the households	13.81	-
State's allowance given farmer households	0.06	0.34

Source: Gathering from investigated data, 2012

Although at two investigated groups, highest and lowest members of households are 7 and 1 people respectively. Yet on average members of households are different. Farmer households with emigrants have more members than ones without emigrants. It may be that in households without emigrants have more labors than the ones with emigrants; in general average labors of households with emigrants are little bit higher than ones without emigrants.

Investigation results also show that incomes of households without emigrants are not always lower than that of households with emigrants. In other words, many families without emigrants have incomes greatly higher than that of households with emigrants. In general, average incomes of households with emigrants are still higher than that without emigrants.

Table 7: Real average incomes and populations of 03 investigated provinces in 2012

Norm	Status of households	Minimal	Maximal	Average
Population/number of people of the household <i>people</i>	With labor emigrants	1.00	7.00	3.68
	Without labor emigrants	1.00	7.00	3.38
Labors of the households <i>People</i>	With labor emigrants	1.00	6.00	2.80
	Without labor emigrants	1.00	7.00	2.78
Incomes of population in the household <i>million dong/year</i>	With labor emigrants	2.53	29.02	11.17
	Without labor emigrants	1.39	43.82	10.16

Source: Gathering from investigated data, 2012

Thirdly, about social security in rural areas: Investigated results show that rate taking part in social security according to principle of paying and receiving (social insurance both compulsory and voluntary) and compulsory and voluntary health care insurance and health insurance of the poor are low; participation rates in each province are different but not much. Average level of paying for voluntary and compulsory social insurance is 28.57% and participation in voluntary and compulsory health insurance and the poor is 54.84%.

Table 8: Participating in social security – paying and receiving of rural households

Norms	voluntary compulsory insurance	and social	voluntary compulsory insurance and the poor	and health
1. Total investigation (<i>household</i>)	287		310	
Of which: Households with labor emigrants	199		219	
Households without labor emigrants	88		91	
2. Participating households (<i>household</i>)	82		170	
Of which: Households with labor emigrants	41		118	
Households without labor emigrants	41		52	
3. Rate (%)	28.57		54.84	
Of which: Households with labor emigrants	20.60		53.88	
Households without labor emigrants	46.59		57.14	

Source: Gathering from investigated data, 2012

Investigation results show that rate of taking part in social security of households with emigrants is lower than that of households without emigrants for both type of social security- paying and receiving.

3.4. Experience of execution of social policies in Korea on background of urban-rural emigration in years 1960 - 1985

3.4.1. Similar and different features between Vietnam and Korea in urban-rural emigration.

Firstly, similar features: At the beginning of industrialization, economic policies are influenced by replacement of import to import orientation; emigration flows are rather diversified, including rural – urban, urban – urban, urban – rural, rural – rural. Among them, rural – urban emigration plays important role. In both Korea and Vietnam within this period, rural - urban emigration flows occupy over half of total 04 flows above mentioned. Many features of rural - urban emigration of two countries are rather similar: age of emigrants is young (15-29), they are not married or not moved with the family, quantity of female emigrants tends to increase, emigration flows concentrate in big urban areas, big cities and capital

Secondly, the difference between Vietnam and Korea in rural – urban emigration:

1. Basing on speed and level of development, rate of rural-urban emigration in two countries are different, and reflecting results of what called as stage of urbanization. Korea in the later half of 1970 entered the third stage of urbanization, showing at decrease of rate of rural-urban emigration, and increase of urban – urban emigration. This is also a successful expression of industrialization and management of emigration, concentrating adjustment of residents in urban areas. While Vietnam in years 2010, is still in the stage 2 of urbanization, rural-urban emigration is still increased, and urban – urban emigration is still very limited. This proves that industrialization in Vietnam is still very slow; and management of emigration, adjustment of concentration of residents in big cities are very limited and have many problems.
2. Furthermore, there are still considerable different features. For example, seasonal, temporary emigration of pendulum type is very popular in Vietnam last decade, showing close relation between urban and rural, role of the rural as well limited industrialization, urbanization speed. While, in works of study about domestic emigration in Korea, type of this emigration is rarely mentioned. This may be due to strong and drastic characteristics of industrialization, speed of industrialization and urbanization, or due to high urbanization departure of Korea (in 1960, rate of urbanization in Korea is 29% the same that of Vietnam in 2010).
3. Above situation and role of Korean rural in this stage decrease, making rural-urban emigration to be the one with family. This emigration tends to be definitive and does not relate with many rural areas, from which they leave.
4. 4). One important barrier in policies, limiting emigration from rural areas to urban areas in Vietnam is policy of registered family residence (valid from years before 1990s, and still influencing later decades). Korea doesn't have this policy. May be this is one of reason making rural-urban emigration in Vietnam in stage 1985-2010 is not as strong as in Korea in years 1960-1985. Moreover, most of rural-urban emigration in Vietnam is individual, seasonal; while that in Korea is of family and long term.

3.4.2. Some experience lessons of Korea and capacity of application

Firstly, for rural areas: There are 02 experience lessons for settlement of matters of rural society in condition of strong emigration from rural to urban:

- 1) *To cope with state that young labors with techniques move to cities, Korea speeds up strongly rural mechanization:* In conditions that emigration flows are strong; rural areas lose young, strong and highly efficient labor resources, causing influence on agricultural production. Program of rural mechanization helps timely agriculture by tools and machines. This also leads to the high costs for agricultural production, influencing on incomes and life of farmers, who do not move.
In our country, in current conditions, not only mechanization, strengthening application of modern technological science, technical progress of green revolution, biological technologies in rural is also a matter significant to overcoming shortage of young labors with techniques, who moved to cities.
- 2) *Speeding up program of industrialization of rural agriculture for increase of people's incomes:* Indispensable results are difference of life, incomes between rural and urban, this is increasing day by day. To overcoming above consequence for agriculture and rural, in 1970s, Korean government had programs of non-agricultural incomes for farmers. These programs associate with process of realizing strategies of industrialization of rural agriculture in Korea. Route of 4 specific stages together support policies of Government executed at the end of 1980s had influence on decrease of agriculture and rural areas of Korea due to industrialization and rural-urban emigration.

Entering decade 1980s, Korea has more attentions on changes of public policies, social welfare of people at more rational level. One change, which is small but important, is plans for economic development in 05 years (from 1962) contributed considerably to quick growth of national economy. After 10 years, it is the first time; the third *economic development plan in 05 years was changed into name "socio-economic development plan in 5 years"*.

Secondly for urban areas: 02 experience lessons can be applied during process of completing social policies for rural-urban emigration.

- 1) **Policies of reducing residents in big urban areas.** Basically, policies for reducing residents in big cities (such as Seoul, Pusan of Korea) are successful together development of satellite. While in Ho Chi Minh city, Ha Noi of Vietnam, these policies are not successful. Till now satellite cities of Ha noi capitals are still on the planning maps, haven't yet connected in the reality. Therefore, in Ha Noi capital, concept similar to Seoul in 1980s – residents go to work by monthly tickets (commuters) hasn't yet formed. Residents of Ha Noi capital can't go to center of Ha Noi for daily work by convenient public traffic vehicles. Moreover, plan of reducing residents in Ha Noi seems to be so far. Residents of capital continue increasing, causing pressure on infrastructures, which are intrinsically overloaded, especially traffic in immediate years.
- 2) **House policies for emigrants in urban areas.** One important lesson for urban areas, which are destination of emigration flows, is policies for their houses. Here, Korean government has much experience in helping emigration labors with houses such as investment of capitals for companies who build public houses, houses for people with low incomes with rational price and long term period for payment. This make labors feel secure to find suitable jobs.

Especially it is solution for emigrants living in squatting areas (squatters). As in initial analysis, Korean government, Seoul city applied coercive enforcement policies for residence area and immigrants. But reality shows that administrative and coercive methods are failed. In stead of this, government applied of "soft" policies/solutions, facilitating, improving, resettling and widely developing satellite urban areas for both settlement of problems in squatters, and satisfying labor demands of industries in urban areas. In fact this is general lesson of developing countries in the initial stage of urbanization – industrialization, which then become international lessons (Trinh Duy Luan and Michael Leaf, 1998).

It can be said that in Vietnam, process of urbanization, rural-urban emigration due to separate features hasn't set up many squatters as in Korean. But "black villages/daredevil villages") in Ha Noi and slums in Ho Chi Minh are similar matters with different scale. Settlement of conciliation, resettlement, compensation or enforcement, bulldozing for this type of residence in Vietnam, which was made or shall be made in the future, need to refer similar experience lessons in Korea as well as many other countries in the region.

3. Recommendations for Vietnam

Firstly it needs to perfect social policies for rural areas in condition of rural-urban emigration, immediately giving priority to investment into social and technical infrastructures in rural areas: in current period, to minimize negative impacts from rural-urban emigration, first of all, it needs to develop social infrastructures such as improvement of systems for taking care of and educating children, increasing quality of school education and vocational orientation for high school pupils in rural areas. On the one hand, development of this system helps families with emigrants feel secure about their children for engagement into social evils, on the other hand it is basis for fostering human resource with high quality in rural areas next time. Moreover, activities for increasing spiritual, cultural life for remaining rural residents should be more cared. These activities need to be realized by local social units/associations such as women association, the youth association, the old association, etc.

Secondly, to keep labors with high level and reduce emigration for finding jobs in urban areas, it needs to speed up industrialization, modernization and urbanization of rural areas with specific steps: Although rural-urban emigration tendency is changed as above mentioned, cities themselves with high rate of emigrants must have new preparation to make above tendency become true. Policies for development of social and technical infrastructures as above are prerequisite condition for speeding up industrialization process. Conditions of traffic, electricity, water help localities to attract more attention of investors, and this is the opportunity to help rural areas to speed up development of industrial zones, processing areas related to producing and processing agricultural and aquaculture items with ability of generating jobs for labors.

Thirdly, it needs to strengthen training policies for increasing ability and level of the rural labors and managers: Here, it needs to study for finish policies of training vocations to the labors in order to prepare development of rural industry, to overcome the situation that lands of farmers withdrawn but they can't work in rural industry enterprises because their technical and professional levels do not meet requirement. Policies of vocational training for rural labors also need suitable changes. Local authorities need to connect policies of developing industrial occupations with policies of training vocations for labors in order to supply industrial zones in the area with human resources.

Moreover, it needs train additionally, update and improve knowledge for rural managers in order to help rural areas to have methods for attracting outside resources to investment into localities; limiting running out intellectuals out of these areas, then to have opportunities to develop local economy and society sustainably.

Fourthly, finishing policies of social security for farmers: finishing policies of social security for farmers in conditions of rural-urban emigration needs to be placed in the general frame of that of whole country. It is obvious that with current income, 85-90% farmer households are unable to take part in paying voluntary social insurance and 70%-80% farmer households are unable to take part in paying voluntary health insurance. Therefore target of health insurance for all people till 2014 is unable to be realized. It needs to define that targets of system of social security – paying and receiving till 2020 are too high, it needs suitable adjustment. Yet, regardless adjustment, to execute these targets, it requires to execute drastic methods such as speeding up process of move of labor structure from non-official to official; increase of incomes for increase of people's ability of contribution; strengthening organization of management of social security execution; especially it need to strengthen support from State's budget so that people, rural farmers and labors of non-official areas have opportunity to take part in the system.

On the other hand, State needs to strengthen social assistance for farmers so that they can receive social security without payment; concurrently balance costs for support of social security by paying and receiving. State should increase costs for social allowances regularly and suddenly, and have rational adjustment to help social security by paying – receiving, calculate carefully social pensions as well as scope and level helps so that residents can take part in voluntary health insurance; it shouldn't expand scope and increase support level for participant due to targets of completing 50% social insurance and 80% health insurance in 2020 This make loss of nature of form of social security by paying – receiving and concurrently doesn't encourage initiative in self-ensuring social security, also increases burden on State's budget, causing inequality in use of tax resources of people. Together expansion of scope, increase of allowance level, definition and agreement of targets standards for subjects assisted are also matters which need to be settled. Settlement direction is to help subjects to receive social assistance according to standards, not having repeats and errors. It needs to expand spreadly, not according to correction targets of policies, for not correct subjects; then this lead to inequality between subjects, concurrently increasing costs of State's budget for social allowance.

Fifthly, development of individual – social services for care of the old and children in the rural areas: Situation that the youth, pivotal labors of the family in the rural areas move to urban areas for finding jobs is increasing. This help to increase incomes for rural households but also create pressure for remaining members of the household when they perform bringing up and caring the children and the old.

For the old, resistance ability is decreasing; diseases, which are normal for children, can become risky to the old, even causing death to the old if they are not treated timely. Development of basic health care services at families is necessary in rural areas at present.

For children, because their parents move to cities for works, they entrust bringing up and educating children to the family. So schools and society have important significance in bringing up and educating children. Development of infrastructures for boarding schools shall facilitate rural children to have environment of learning and social contact. Therefore this is one of important methods for helping families with parents moving to cities in education and care of children. Presently, development of boarding schools in rural areas is very limited. It needs to attract more attention of social policies on investment into these boarding schools next years.

4. Conclusion

Finishing social policies for rural-urban emigration in Vietnam next years need to pay attention on destination and departure places.

- For departure places, social policies need to focus strongly on increasing incomes for farmers, speeding up rural industrialization, developing local industry in order to reduce tendency of labor concentration in big cities. This yields two benefits for rural areas : 1) increase of incomes for labors in rural areas, move of labor structure from agriculture to industry, speeding process of rural urbanization, increasing rate of urban residents at localities; 2) reducing tendency of residents traveling to cities, settling matters of family relations such as relation between parents with children, grandparents with their grandchildren, etc., contributing construction of new rural areas.
- For destination, urgent immediate matters are to settle houses for labors of free rural-urban emigration in both official and non-official areas; to finish salary policies to ensure incomes and costs for emigrants; to ensure that the emigration labors can approach to basic social services such as education, medicine, health care for labors and their children; to ensure social security of paying and receiving for labors in the official areas and to help labors in non-official areas to take part in social security; to facilitate living environment so that emigrating labors can integrate into society where they work.

To gain above requirements, State needs to finish law environment, mechanism of policies and management organization for emigrants in general and rural-urban emigration in specific.

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