

**MINISTRY OF EDUCATION AND TRAINING  
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**JOB CREATION SUPPORT POLICY FOR  
VIETNAMESE WORKERS WORKING OVERSEAS  
WHEN REPATRIATE**

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**SUMMARY OF DOCTORAL THESIS IN ECONOMICS**

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## INTRODUCTION

### 1. The urgency of the subject

Sending workers and professionals abroad to work is a socio-economic activity contributing to the development of human resources, job creation, income generation and skill improvement of workers, at the same time increasing the inflow of foreign currency and enhancing the international cooperation between Vietnam and countries receiving those labours. According to the Department of Overseas Labour under the Ministry of Labour, War Invalids and Social Affairs, by the end of 2018, there are over 500,000 labours working in 49 countries territories, conducting in 30 different occupational groups. On average, Vietnam has approximately 100,000 workers going overseas to work annually, accounting for 5% of the number of workers to be settled each year.

However, these numbers of workers encounter lots of issues searching for jobs when they return to Vietnam once their overseas contracts expire, only few workers able to find jobs back home that fit to their accumulated skills and experiences during the time working abroad. As a result, the establishment and deployment of job creation support policy for Vietnamese workers working overseas when repatriate is very necessary in order to attract these skilled labour forces into the economic zone to serve the development of socio-economic and support job creation for these labours, at the same time ensuring a sustainable income for repatriate workers.

At present Vietnam has just focused only on the activity of sending Vietnamese workers to work abroad under labour contract, whereas the activity of accepting and supporting these labours to re-entering the local labour market and the effective use of these human resources have not yet really been focused and considered by Vietnamese government and related State management agencies. The implementation of job creation support policies for Vietnamese workers working overseas when repatriate still encounters lots of problems.

As a result of the above explanation, it shows that the study of “Job creation support policy for Vietnamese workers working overseas when repatriate” is urgent.

### 2. The objectives and missions of the study

*The objectives of the study:* The dissertation researches a number of fundamental theoretical issues for job creation support policies for workers working overseas when repatriate; studies the deployment state of job creation support policies for Vietnamese workers working overseas when repatriate; assesses the impact of job creation support policies for

Vietnamese workers working overseas when repatriate; Proposes recommendations and solutions to improve the job creation support policies for Vietnamese workers working overseas when repatriate.

*The missions of the study:* (i) Systematize and clarify fundamental theoretical issues on job creation support policies for workers working overseas when repatriate; (ii) Study the international experience about the establishment and deployment of job creation support policies for workers working overseas when repatriate and draw lesson learned for Vietnam; (iii) Analyze the deployment state of job creation support policy for workers working overseas when repatriate; (iv) Assess the impact of job creation support policies for Vietnamese workers working overseas when repatriate; (v) Propose recommendations and solutions to improve the job creation support policies for Vietnamese workers working overseas when repatriate.

### **3. Object and scope of the study**

*Object of the study:* Theoretical and practical issues of job creation support policies for Vietnamese workers working overseas when repatriate.

*Scope of the study:* The research space including 05 regions, which are: Nghe An province, Thanh Hoa province, Ha Tinh province, Hai Duong province and Nam Dinh province; The time of secondary data collection is from 2010 to 2018 and the primary data is collected from the results of the 2018-2019 surveys; The content of the study: (i) Analyze the deployment state of job creation support policies for Vietnamese workers working overseas when repatriate, including: the Labour market development policy, the preferential credit policy, the vocational training and retraining policy, Entrepreneurship support policy; (ii) The assessment of the policies focuses on 02 main ideas: assessing the implementation results of job creation support policies for Vietnamese workers working overseas when repatriate, according the evaluation criteria of the policy; assessing the impact of job creation support policies.

### **4. New contribution of the dissertation**

*Academics and interpretation:* The dissertation has systematized fundamental theoretical issues about the policies that supports job creation for workers in general and for workers working overseas when repatriate in particular. At the same time, building a theoretical framework on job creation support policies for workers working overseas when repatriate.

The dissertation has established a system of principles to evaluate the result and the influence of job creation support policies for workers working overseas when repatriate. In addition, the dissertation also

identifies and clarifies the fundamental elements that have direct as well as indirect influence on the development and deployment of job creation support policies for workers working overseas when repatriate.

*In practical:* The dissertation studies the international experience of job creation support policies for workers working overseas when repatriate, acting as a foundation for managers, policy makers to create models for job creation support policies that are suitable for Vietnamese workers working overseas when repatriate.

Based on the established theoretical framework, the dissertation analyse the deployment state of job creation support policies for Vietnamese workers working overseas when repatriate in 05 surveyed regions including: Nghe An province, Thanh Hoa province, Ha Tinh province, Hai Duong province, Nam Dinh province, at the same time points out the limitations and weaknesses in the implementation process of these policies in reality and also indicates the causes of those shortcomings.

The dissertation builds a framework model to assess the impact of job creation support policies for Vietnamese workers working overseas when repatriate. The results of empirical survey points out that job creation support policies for Vietnamese workers working overseas when repatriate have a positive effect on the sustainable and decent job search of those workers; at the same time job creation support policies also have a positive impact, helping to increase the income of Vietnamese workers working overseas when repatriate; and decreasing the number of Vietnamese workers working overseas fleeing or not returning home on time.

Based on the analysed result and the state assessment of job creation support policies for Vietnamese workers working overseas when repatriate in different surveyed regions, the thesis proposed perspectives, directions and solutions to improve job creation support policies for Vietnamese workers working overseas when repatriate.

The recommendation solutions of this thesis are feasible and appropriate for the current situation and the overall context of the socio-economic development strategy of the State and the Party.

## **5. Structure of the dissertation**

Apart from the introduction, conclusion, the reference list, appendix, the thesis comprises of 4 chapters:

Chapter 1: Overview of the situation and the method of the research

Chapter 2: Theoretical basis and international experiences of the job creation support policies for workers working overseas when repatriate.

Chapter 3: Analysis and assessment of the state of the job creation support policies for workers working overseas when repatriate.

Chapter 4: Some solutions to improve the job creation support policies for workers working overseas when repatriate.

## **CHAPTER 1**

### **OVERVIEW OF THE SITUATION AND THE METHOD OF THE RESEARCH**

#### **1.1. Overview of the research**

Research about the job creation support policies in general as well as the job creation support policies for workers working overseas when repatriate in particular has been published in books, scientific papers and research topics domestically and also abroad. Of which, typical research works are classified under following main topics:

Research on “Job” focuses on analyzing the nature of work, classifying jobs, and the trend of jobs.

Research on “Job creation support policies” focuses mainly on: systematizing fundamental theoretical issues about jobs, analysing the current situation of jobs in Vietnam, proposing some recommendations and solutions to resolve job matters for workers.

Research on “Job creation support policies for workers working overseas when repatriate”, assess the return and the policies to support the reintegration of workers working overseas when repatriate; show challenging issues in building support policies of Southeast Asian countries for the group of workers returning to their home country.

Research on “Job creation support policy for workers working overseas when repatriate”, mention different issues on the current situation of job and income of Vietnamese workers working overseas when repatriate.

#### **1.2. The gap of the research**

*Firstly*, many researches have clearly stated and highlighted the role and the importance of job creation support policies for workers. Some researchers have analyzed the concept, content and process of establishment and deployment of job creation support policies for workers in general. Nevertheless, research on workers working overseas when repatriate in particular still limited, especially the studies associated with the content about job creation support policies. Therefore, the gap for the future research is to create a theoretical research framework about job creation support policies for workers working overseas when repatriate.

*Secondly*, most of the previous researches about Vietnamese workers working overseas when repatriate mainly assess the state of job, income, issues of workers when repatriate and reintegrating, and point out measures to support workers and their families to use the foreign currency the workers transfer home more effectively,... Meanwhile, supportive

policies from the government that help Vietnamese workers to find suitable jobs that fit their needs and experiences as well as their skills when they return to Vietnam in order to help them improve their income and stabilize their life in home country, had not yet been clarified in previous studies. Therefore, the gap that needs to be further studied is the analysis of the state of job creation support policies for Vietnamese workers working overseas when repatriate.

*Thirdly*, although there have been many previous studies analyzing and identifying the system of assessment criteria for the enforcement of public policy in general and job creation support policies in Vietnam in specific, still the establishment of assessment criteria for the implementation of job creation support policies for Vietnamese workers working overseas when repatriate have not yet been studied and clarified; the assessment of these policies' impact has also not yet been mentioned in previous studies. Thus, this is the research gap that needs to be filled by upcoming studies.

### **1.3. Model and research method**

#### ***1.3.1. Research question***

In order to achieve the research objectives of the topic, the thesis focuses on answering the following research questions: What are the job creation support policies for Vietnamese workers working overseas when repatriate? How are the job creation support policies for Vietnamese workers working overseas when repatriate assessed based on the assessment criteria of the policies? How is the state of implementation of job creation support policies for Vietnamese workers working overseas when repatriate going to occur at the central and local levels? What are the impacts of job creation support policies for Vietnamese workers working overseas when repatriate on the status of work, income of Vietnamese workers when repatriate and the ratio of Vietnamese workers working abroad deserting or not returning to Vietnam on time? What solutions that relevant parties need to carry out in order to improve the job creation support policies for Vietnamese workers working overseas when repatriate in the future?

#### ***1.3.2. Research framework and process***

##### ***(i) Research framework***

The thesis builds the research framework based on the fundamental theoretical basis of job creation support policies

##### ***(ii) Research process***

The research process includes steps from establishing the theory basis about job creation support policies for workers working abroad when repatriate to analysing and assessing the state of the policy through

qualitative and quantitative research, general analysis after the research.

### ***1.3.3. Hypothesis of the research***

During the research process, there are proven scientific hypotheses including: Firstly, job creation support policies for Vietnamese workers working abroad when repatriate, will influence the state of work of workers in a positive direction. In other words, job creation support policies will have a positive effect by increasing the effectiveness of the job search for sustainable and decent work of Vietnamese workers when repatriate. (*Hypothesis  $H_1$* ) Secondly, job creation support policies for Vietnamese workers working abroad when repatriate will impact positively to the income of Vietnamese workers when they come back to Vietnam, contributing to the increase in average income of workers. (*Hypothesis  $H_2$* ); Thirdly: job creation support policies for Vietnamese workers working abroad when repatriate, has an impact on the direction of reducing the proportion of Vietnamese workers working overseas deserting or not returning home on time. (*Hypothesis  $H_3$* ).

### ***1.3.4. Research model***

The research model of the topic is built based on the analysis of the implementation state of the policy and the impact assessment of job creation support policies on the state of work, income and the ratio of Vietnamese workers working overseas deserting or not returning home on time.

### ***1.3.5. Research method***

#### ***(i) Method for secondary data collection***

Secondary data is collected from the reports of COLAB, DOLAB, GSO, ILO, Ministry of Labour, War Invalids and Social Affairs, Department of Labour, War Invalids and Social Affairs of localities, scientific research works, textbooks, reference books, monographs of domestics and foreign authors...

#### ***(ii) Method for primary data collection***

The thesis collects primary data through the following methods: Interview, experts, surveys.

#### ***(iii) Qualitative research***

The thesis uses qualitative analysis method throughout the research in order to compile the analysis of the state of job creation support policies for Vietnamese workers working abroad when repatriate and assess the implementation results of job creation support policies for Vietnamese workers working abroad when repatriate at the Central and local levels.

#### ***(iv) Quantitative research***

The quantitative analysis method uses models that are generalized on



the basis of mathematical functions with independent variables and different dependent variables. Data collected from the survey data set of 498 Vietnamese workers repatriate was used for EFA analysis, binary regression, multiple regression on SPSS 22.0.

## **CHAPTER 2**

### **THEORETICAL BASIS AND INTERNATIONAL EXPERIENCES OF THE JOB CREATION SUPPORT POLICIES FOR WORKERS WORKING OVERSEAS WHEN REPATRIATE**

#### **2.1. Some basic definitions**

##### ***2.1.1. Definitions related to workers working overseas when repatriate***

###### *(\*) International definition on workers working overseas*

Workers working overseas are usually called “migrant workers”. According to the definition in Article 2 of the United Nation Convention of the Rights of Migrant Workers and Members of Their Families :”Migrant worker is a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a state of which he or she is not a citizen”.

###### *(\*) Definition of Vietnamese workers working overseas*

Vietnamese workers working overseas under a labour contract are prescribed in Clause 1, Article 3 of the Law on Vietnamese workers going to work overseas under contracts in 2006, as follows:” A worker working abroad under a contract is a Vietnamese citizen residing in Vietnam, meeting all the conditions prescribed by Vietnamese law and the law of the host country. overseas in accordance with this Law”.

###### *(\*) Definition of Vietnamese workers working overseas when repatriate*

Vietnamese workers going abroad to work when repatriate is the contingent of workers returning from overseas after completing their labour contract of working abroad.

##### ***2.1.2. Definitions related to job creation support policy for workers working overseas when repatriate***

###### *(i) Definition of job*

Job can be defined as the work activity that generates income for workers, as permitted by law.

###### *(ii) Definition of job creation support policies*

The policy to support job creation for Vietnamese employees when repatriate are the overall viewpoints, ideas, goals, solutions and tools implemented by the State to support workers to find jobs and create jobs for those workers, contributing to the guarantee of safety, stability and development of socio-economic.

###### *(iii) Definition of job creation support policies for Vietnamese workers*

*working overseas when repatriate*

The policies to support job creation for Vietnamese employees when repatriate is the overall viewpoints, ideas, goals, solutions and tools implemented by the State to support Vietnamese workers when repatriate to be able to find job and create job for those workers, at the same time effectively use these labour force, contributing to the guarantee of safety, stability and development of socio-economic.

## **2.2. Content of the job creation support policies for workers working overseas when repatriate**

### ***2.2.1. Objectives of the policies***

The objective of the job creation support policies for Vietnamese workers working overseas when repatriate is to ensure that workers are able to find jobs, especially decent and sustainable jobs once they return to Vietnam in order to increase their income, contributing to improving the physical as well as the mental life of workers.

### ***2.2.2. The entity issues the policy***

At the Central level, the entity issues job creation support policies for workers working overseas when repatriate is the government, which is expressed through legal documents, bylaws on jobs and jobs creation support for workers, or decree guiding ministries, ministerial-level agencies attached to the Government. At the local level, job creation support policies for workers working overseas when repatriate are promulgated by local State management agencies such as: Provincial People's Committee, Provincial People's Council, other related Departments and Branches, ...

### ***2.2.3. Policy beneficiaries***

All Vietnamese workers working abroad when returning to Vietnam

### ***2.2.4. Resources and policy implementation solutions***

In order to achieve the objectives of job creation support policies, it requires resources preparation from both Central level and localities to implement the policy into practice, including: financial resource, human resource, infrastructure, ....

Policy implementation solutions include: Complete solution in terms of legal and business environment, solution to enhance propaganda, communication, guidance, implementation and monitoring, supervision.

### ***2.2.5. Major job creation support policies***

(i) *Labour market development policy*: The content of the policy including the legal system about economic and labour, and policies connecting the labour supply and demand. Policy connecting labour demand and supply includes the provision of information on the trend of

the labour market (jobs, vacant position, recruitment needs of enterprise, labour supply trend, unemployment, people looking for jobs...) and perform labour broker (through the development of employment service center).

(ii) *The preferential credit policy*: The basic content of the policy is: concessional loans will lessen the financial burden of workers during the job search period such as: paying for the job search fee; funding for work tools purchase, purchase of crop plants, animals to plan and cultivate; learning new occupation, or labor re-export in order to find a sustainable jobs and increase personal income.

(iii) *The vocational training and retraining policy*: Workers working overseas when repatriate are consulted and provided with information about new occupational courses, training courses to improve skills, career-oriented counselling. Local governments coordinate with vocational training centers to design new courses sticking to the needs of business to serve industrial parks which are and will be invested in the area. In addition, creating opportunities for workers when returning to Vietnam to create jobs on the spot after the apprenticeship for example opening processing factories, establishing cooperatives, handicraft complexes.

(iv) *Entrepreneurship support policy*:

Creating favourable conditions and encouraging workers when repatriate to use their capital and experiences, skills accumulated during the time working overseas, to invest in production, to set up new business to create jobs for their own and for other labours. Workers working overseas when repatriate receive some support policies from the Department of Labour, War Invalids and Social Affairs of localities to help them quickly grasp the opportunities to form new business or to open local production and business facilities.

### **2.3. Assessment of job creation support policies for workers working overseas when repatriate**

#### ***2.3.1. Assessment of implementation results of job creation support policies for workers working overseas when repatriate***

Assessment of implementation result of job creation support policies for workers working overseas, in terms of not only the content of the policy, but also in terms of the implementation process, thereby taking appropriate measures to adjust to the actual requirement to achieve expected objectives. The assessment of job creation support policies needs to be considered based on the criteria of the policy such as: the effectiveness of the policy, the fairness of the policy and the possibility of the policy.

### ***2.3.2. Impact assessment of job creation support policies for workers working overseas when repatriate***

Assessing the impact of job creation support policies for workers including: the state of jobs of workers when repatriate; income of workers when repatriate; and the ratio of workers deserting-not returning home on time.

## **2.4. Factors influencing the job creation support policies for workers working overseas when repatriate**

### ***2.4.1. Politic and legal environment***

The views of the Party and the Government about jobs in general and support for job creation for workers working abroad when repatriate in particular, are reflected in the State's legal policy on employment. These are the influential elements which direct the local government's policies on supporting, creating jobs for workers after coming back to Vietnam.

Stable political environment, continuing improvement of the legal system are the huge supportive factors for the planning and implementing process of job creation support policies for workers working abroad when repatriate.

### ***2.4.2. Resources to ensure the implementation of job creation support policy***

Resources to ensure the exercise of the policies are one the most important factors that have a direct impact on the effectiveness of the implementation of job creation support policy for workers working overseas when repatriate. Of which, main resources include: financial resources, human resources to organise the implementation of the policies.

### ***2.4.3. The capacity of planning and implementing policies***

The ability to plan and deploy the job creation support policies for workers working overseas when repatriate is one of the primary and most crucial factors that impact to the results of the implementation and the objectives of the policies.

### ***2.4.4. Awareness and accessibility of the job creation support policies for workers***

Awareness of workers working abroad when repatriate about jobs and job creation support policies have a certain impact on the result of the policy deployment. Knowledge, skills and a sense of compliance with the law, civilization level of rural society, ... are factors that influence the job creation support policies. Besides, qualifications and skills of workers also have a great impact on the implementation outcome of job creation support policies for them.

## **2.5. The experience of establishment and implementation of job**

**creation support policies for workers working overseas when repatriate of some countries in the world and a valuable lesson for Vietnam**

#### ***2.5.1. The experience of India***

India is one of the countries with the largest migrant workers, specifically, Kerala is the state with an overwhelming amount of international migrant workers. State management agency of Kerala also deploys many different policies to support the economy of workers upon their return. Of which, there are some outstanding policies like: policy to support business development, training program to improve skills, the project of my hometown-my dream, etc.

#### ***2.5.2. The experience of Philippines***

The Philippines government built and implemented many programs and other support policies for international migrant workers when repatriate including: Counselling service, training policy to enhance skills, job search support policy, policy to support the development of small enterprises. In addition, The Philippines government formed a supervision center and re-arrangement of work for workers when repatriate and National reintegration center for repatriate workers.

#### ***2.5.3. The experience of Pakistan***

The Pakistan government provides workers working overseas when repatriate with available information about job opportunities in the domestic labour market and investment opportunity that is suitable for the skills and savings of labours when repatriate. Moreover, The Pakistan government provides special financial support for workers when repatriate and also their families members, to encourage workers returning home to form business and self-employed.

#### ***2.5.4. The experience of Sri-Lanka***

Support policies for workers working overseas when repatriate given by Sri-Lanka government are: reassessment of workers' skills, making it easy for workers to access to jobs and jobs information; support for workers when repatriate to participate in production and business by providing loans with preferential interest, reduction of tax for a certain period of time.

In addition, workers working abroad of Sri-Lanka when repatriate, have qualification from intermediate or higher can apply to the position of a guidance/orientation education instructor in orientation education classes for workers before going to work abroad.

#### ***2.5.5. Lesson for Vietnam***

Due to the current fact of workers working overseas returning to

Vietnam, Vietnam needs to learn from other nations with the policies to support workers after repatriate, effective policies to help Vietnamese workers working overseas to reintegrate quickly and more efficient and also to encourage Vietnamese workers that are currently working overseas to repatriate on time. In order to use the above experience about the policies, it is necessary to have the participation of Government agencies, and local governments. Thus, some countries have formed new agencies/divisions to build and enforce policies for workers working abroad when repatriate.

### **CHAPTER 3**

#### **ANALYSIS AND ASSESSMENT OF THE STATE OF THE JOB CREATION SUPPORT POLICIES FOR WORKERS WORKING OVERSEAS WHEN REPATRIATE**

##### **3.1. Overview of the situation of Vietnamese workers going to work abroad when repatriate**

###### ***3.1.1. Situation of Vietnamese workers working abroad under contracts***

Since 2014, on average each year Vietnamese has sent over 100,000 workers to work abroad under labour contract, and the number of workers in the coming year is always higher than the previous one. Vietnamese workers are currently working in more than 40 countries and territories, for example, in 2018 there were 7 labour market receiving over 1000 Vietnamese workers, including: Taiwan, Japan, Korea, Saudi, Malaysia, Rumania, Algeria,...The main fields of employment of workers abroad include: industry, public servants, housemaid, assistant, construction, fisherman and shipping, agriculture, service (hotel, restaurant), textile and some other industries. Income of Vietnamese workers working overseas is higher and more stable than workers working domestically in the same occupation and level. Average income (including overtime) of workers working overseas is between \$400 to \$600 monthly in the Middle East region; \$700-\$800 per month in Taiwan market; \$1000-\$1200 monthly in Korea and Japan.

###### ***3.1.2. Characteristics of Vietnamese workers working abroad when repatriate***

Vietnamese workers working abroad reach a certain level in foreign language and have a professional working style and discipline, skills and a certain amount of capital when repatriate.

###### ***3.1.3. The situation of Vietnamese workers deserting-not returning home on time upon the expiry of labour contract***

The situation of Vietnamese workers deserting-not returning home on time upon the expiry of labour contract, prolonging their stays to work and

reside illegally is a problematic matter, occurring in many nations like Korea, Taiwan, Japan, Malaysia, etc., which creates a bad reputation for Vietnamese workers, losing the chance for labour export of many other workers.

#### ***3.1.4. The situation of Vietnamese workers working overseas when repatriate***

The ratio of male repatriate re-entering the labour force is higher than female. While it takes male workers from 03 to 06 months after repatriate to find jobs, female workers encounter much more challenges when searching for suitable work due to low skills and age.

The group of Vietnamese workers having trouble finding jobs when repatriate mainly belongs to the group of unskilled labours. The proportion of Vietnamese workers that have jobs when repatriate are largely affected by the fields and occupation of workers when working overseas. Vietnamese workers working in the field of industrial (including manufacturing, electronic and technology, etc.) during the working time abroad, can find jobs easier when returning home.

The main reason why Vietnamese workers are unemployed when repatriate is that workers cannot find jobs suitable to their experience, skills, foreign languages and income requirements.

Vietnamese workers when repatriate that do jobs related to their experience, skill, foreign language accumulated during the time working overseas is very low, only accounts for 22.36%, the remaining group of workers that do jobs unrelated to their skills and experience is 77.64%.

### **3.2. The reality of job creation support policies mainly for Vietnamese workers working overseas when repatriate**

#### ***3.2.1. Labour market development policy***

Among the Vietnamese workers working overseas when repatriate that participated in the survey, only 96 workers over 498 workers knew about the information and participated in the beneficiary of labor market development policy (including participating in job exchange platforms, receiving job information, and recruiting from Employment Service Centers) in localities with a modest ratio of 19.28%. The enforcement of labour market development policy at localities has contributed to the increasing the employment rates of workers when repatriate by 26.6% (from 61.94% to 88.54%); the unemployment rate of this labour group benefiting from this policy has also decreased from 38.06% to 11.46%.

#### ***3.2.2. The preferential credit policy***

According to the survey data of Vietnamese workers working overseas when repatriate in 05 provinces, Vietnamese workers when returning home

highly value the important role of the credit policy in the process of job creation and job enlargement, with the average rating of 4.15/5. However, workers also express that they encounter lots of challenges when accessing this policy at localities as they have very few opportunities to access concession loans, at the same time the loan amount is very small compared to the need of workers.

### ***3.2.3. The vocational training and retraining policy***

The number of workers when repatriate to participate in new vocational training and re-training courses to improve the skills at vocational training centers in localities is very low. There are many reasons why workers when repatriate do not participate in the beneficiary of the vocational training and retraining policy. Many occupations being trained are not diversified, mostly are basic agricultural occupation, which fail to attract workers, some non-agricultural occupations fail to keep up with the needs of the society, making student's output not ensured. In addition, in workers' viewpoint, the facilities, equipment and tools for the teaching and learning process are still outdated; some occupations that are appropriate for the needs of the market are: electronic, refrigeration, hi-tech agricultural production, etc. do not receive free training.

### ***3.2.4. Entrepreneurship support policy***

The rate of beneficiary of policies to support business start-up of workers when returning home is 5.22%, a very modest figure compared to the rate of employees returning home and intending to start a business. This shows that the coverage of start-up policy at localities is still low, partly due to the fact that the local government has not yet really focused on the implementation of entrepreneurship support policy into practice. While workers when repatriate do not participate in the beneficiary of start-up policy have a very high rate of unsuccessful start-up, 72.1%, the ratio of workers returning home who enjoy this policy is on average only one half.

## **3.3. Assessment of job creation support policies for Vietnamese workers working overseas when repatriate in the past time**

### ***3.3.1. Assessing the implementation outcome of the policies according to the objectives and criteria of the policy***

The effectiveness of job creation support policy for Vietnamese workers when repatriate is considered through the relationship between policy's objectives and the policy's implementation outcome.

The effectiveness of job creation support policy for Vietnamese workers when repatriate is shown through the following aspects: The completeness of the policy content; The agreement and the compliance of



policy implementation subjects; Access level to job creation support policy of workers when repatriate. The fairness of job creation support policy is considered under following aspects: equality of opportunities to enjoy the policy of workers when repatriate; gender equality when enjoying policies and ensuring harmonious benefits, serving the majority, avoiding local interest groups.

The feasibility of job creation support policy for Vietnamese workers working overseas when repatriate is considered when comparing the policy with the condition of enforcing the policy on: human resource for deploying policy; the implementation cost, the facilities to implement the policies; implementation process, coordination between relevant agencies, units during the process of policy implementation.

### ***3.3.2. Assessing the impact of job creation support policies for Vietnamese workers working overseas when repatriate***

#### *(\*) Preliminary survey result*

The dissertation conducts preliminary survey with small sample size collected from sending online survey forms in combination with direct interviews of Vietnamese workers. As a result, 112 valid survey forms were collected. The data collected from these questionnaires was processed and analyzed to assess the reliability, convergence of the scale in order to screen, eliminate irrelevant questions, and draw the scale and draw the official survey scale in the most accurate and complete way

#### *(\*) Final survey result*

After testing for the reliability of Cronbach's Alpha and analysing EFA, correlation analysis, the dissertation conducts regression analysis to assess the impact of job creation support policies on the state of job, income of Vietnamese workers when repatriate and the proportion of Vietnamese workers deserting-not returning home on time upon the expiry of the labour contract. The results are as follows:

#### *(i) The impact on the state of job of Vietnamese workers working overseas when repatriate*

Regression equation:  $\text{Job} = -7,606 + 1,184 \text{ CSPTTTLD} + 0,411 \text{ CSĐT} + 1,099 \text{ CSKN}$

It can be seen that all three policies increase the employability of Vietnamese workers working overseas when repatriate, of which, labour market development policy has the strongest impact (highest coefficient).

#### *(ii) The impact on the income of Vietnamese workers working overseas when repatriate*

The regression equation showing the impact of job creation support policies to the income of Vietnamese workers when repatriate as follows:

Income = -12,629 + 1,042 CSPTTTLĐ + 2,066 CSĐT + 3,587 CSKN

It can be concluded that if CSKN (the entrepreneurship policy), CSĐT (the training policy) and CSPTTTLĐ (labour market development policy) are implemented effectively can increase the income of Vietnamese workers when repatriate.

*(iii) The impact on the proportion of Vietnamese workers deserting-not returning home on time*

We have the regression equation: Returning home on time = -3,982 + 0,450 CSPTTTLĐ + 0,350 CSĐT + 0,925 CSKN. Thus, if CSKN (the entrepreneurship policy), CSĐT (the training policy) and CSPTTTLĐ (labour market development policy) are effectively implemented and the policy objectives are achieved, the proportion of Vietnamese workers deserting/not returning home on time will be reduced.

### ***3.3.3. General assessment about the job creation support policies for Vietnamese workers when repatriate***

#### ***(\*) Successful achievements***

The implementation outcomes of labour market development policy helps to connect workers when repatriate with enterprises that are looking to recruit new employees; providing job informations that are suitable with the experiences and skills of workers when repatriate, contributing to the increase the ratio of Vietnamese workers that have a sustainable and decent work when returning home.

Loaning out with a preferential interest has helped a number of workers when repatriate to purchase work tools, create job on the spot for themselves and generate a stable income; in addition, financial burden of workers while looking for a job is also lessened.

The implementation result of the vocation training and retraining policy for Vietnamese workers when repatriate has contributed to the increase in the ratio of trained workers in the rural area; the proportion of workers able to find sustainable jobs after apprenticeship when repatriate has also increased.

The deployment of entrepreneurship support policy at localities has encouraged Vietnamese workers when repatriate to use their capital and experiences that they have accumulated while working overseas in a more effective way.

#### ***(\*) Some limitations***

The information system of the labour market has not yet been completed, the update of information in the labour market still encounters lots of difficulties due to the fact that most localities are not aware of the

repatriate of the workers working overseas and the quality of the surveyed information is still inaccurate. The number of workers received job recommendations or job offers are still very small, inadequate to the potential and the rapid growth rate, enormous demand for young and skilled workers of industrial parks, enterprises and international corporations.

Vietnamese workers when returning home barely have any chance to access the preferential credit support packages of the Government and the local governments.

The training quality of some primary level occupations are still limited and unable to meet the demand of the labour market.

Vietnam does not yet have a specific policy to formulate resources for training as well as fostering start-up knowledge for capable workers when returning home to create jobs for them and at the same time utilize their competence and experience in developing the socio-economy.

*(\*) Causes of the limitations*

In terms of the labour market development policy: The implementation of the labour market development policy for Vietnamese workers when returning home also encounter huge challenges as there has not been an information storage for Vietnamese workers working overseas when repatriate to match with the recruitment demands in the country. In addition, the legal system about the job creation support policies of Vietnamese workers working overseas when repatriate is still very lacking and has not yet been completed. There has not been any proper guidelines to instruct localities to implement job creation support policies for Vietnamese workers working overseas when repatriate.

In terms of the preferential credit policy: As regulated in Clause 2, Article 60 of the Law on Vietnamese workers working overseas under contracts in 2006: “ Labours who return home facing difficulties may borrow preferential loans according to the provisions of law to create jobs”. However, there has not been any proper guidelines to instruct workers of the places to borrow money from or under which conditions workers are eligible to borrow preferential loans. Thus, many localities are having difficulties when implementing the preferential credit policy for workers working overseas when returning home. Funding for job creation support programs is still limited, difficult to access and the lending limit is relatively low, failing to meet the capital needs of workers.

In terms of the vocational training and retraining policy: There is still a lack of connectivity and participation of central and local state management agencies with other organisations such as: Vocational training

facilities, Employment service center, Center of Overseas Labour (COLAB), DOLAB, labour export enterprises, other enterprises and social partners, etc. in the implementation of the vocational training and retraining policy for workers working overseas when repatriate. The budget for developing vocational training centers, implementing vocational training programs for workers when repatriate is relatively low; occupations being trained at vocational facilities are mainly agricultural, non-agricultural occupations are not well diversified, the majority of the vocation fails to meet the social needs, etc.

In terms of the Entrepreneurship support policy: Local governments have not yet recognised the importance of utilising the resources from repatriate labours in developing local socio-economic. In addition, limitations of financial conditions, facilities and experiences of business startup at localities are also the reasons why the policy to support business startups for Vietnamese workers working overseas when repatriate has not yet been effectively communicated and spread widely at commune and district levels. Besides, workers themselves are still passive in searching for support from local authorities on the legal procedures when establishing the business; support on finding output for their products; as well as instructions on business management.

## **CHAPTER 4**

### **SOME SOLUTIONS TO IMPROVE THE JOB CREATION SUPPORT POLICIES FOR WORKERS WORKING OVERSEAS WHEN REPATRIATE**

#### **4.1. Context and orientation to send Vietnamese workers overseas to work in the future**

##### ***4.1.1. The context of sending Vietnamese workers abroad to work***

###### ***(i) The prospect of labour export of Vietnam***

It can be seen that the activity of sending Vietnamese workers overseas to work has achieved certain outcomes. The quantity as well as the quality of Vietnamese workers going to work abroad has been increasing constantly. The activity of labour export has been contributing significantly to the job creation of Vietnam annually, on average 10% of the labour force have jobs as a result of labour export. With decent income, many workers return home after working overseas living a much better life.

###### ***(ii) Some difficulties and challenges of labour export of Vietnam in the coming time***

Although the quantity of Vietnamese workers working overseas is continuously increasing, the quality of workers is still very low compared

to the quality of workers in other countries in the region. Mainly, Vietnamese workers are still lacking in terms of foreign language ability, their skills are still unfit to the demand of the market and they are still unfamiliar with the industrial working style. Currently, 50% of export labour is low skilled and untrained labour.

The operational quality of many labour export enterprises is still limited, only 30% of total enterprises operate with high efficiency.

#### ***4.1.2. Orientation to send Vietnamese workers to work abroad in the coming time***

In the coming time the Ministry of Labour, War Invalids and Social Affairs, Department of Labour, War Invalids and Social Affairs set their expected goal to send from 100.000 to 120.000 Vietnamese workers to work overseas each year, of which 80% of them are trained labour. In addition, expanding the labour export market, aiming towards a higher quality as well as quantity of labour being exported annually. At the same time, furthering the connectivity between enterprises exporting labour and vocational training facilities.

### **4.2. The perspective, objective and the direction to complete the job creation support policies for Vietnamese workers working overseas when repatriate from now till 2025 and the following years**

#### ***4.2.1. The viewpoint to complete the job creation support policies for Vietnamese workers working overseas when repatriate***

Creating jobs for Vietnamese workers when returning home is a matter of great concern to reduce the number of workers deserting-not returning home on time after their labour contract expire when working overseas, as well as to exploit and effective use these skilled labour force, also to direct workers repatriate to participate in the development of socio-economic of localities and the whole country.

#### ***4.2.2. The direction to complete the job creation support policies for Vietnamese workers working overseas when repatriate***

Job creation support policies for Vietnamese workers working overseas when repatriate has to be included in the overall socio-economic development strategy. Job creation support policies for Vietnamese workers working overseas when repatriate must promote traditional labour values in integration, describe the labour cooperation according to trade villages and trades. It is essential to have policies to support the training of key industries for economic groups, corporations, etc. operating labour export with high development ability, helping these units to establish vocational training facilities for the society to serve labour export. Policies for Vietnamese workers working overseas when repatriate need to follow

an appropriate roadmap.

### **4.3. Major solutions to complete the job creation support policies for Vietnamese workers working overseas when repatriate**

#### **4.3.1. Improving the labour market development policy**

*(\*) For Central State management agencies*

*Firstly*, to promulgate job creation support policies for Vietnamese workers working overseas when repatriate in an accurate, complete way and to achieve the objectives of the policy, it is a requirement for the Government (the policy issuer) to understand the difficulties, needs, aspirations and characteristics of the policy beneficiaries.

*Secondly*, the Ministry of Labour, War Invalids and Social Affairs proposes to the Government to consider changing and adding to the legal system about labour to the deterrence and effectiveness of job creation support policy for Vietnamese workers when repatriate.

*Thirdly*, the labour market development policy will only be effective once the labor supply-demand linkage, and job placement services are arranged adequately.

*(\*) For local state management agencies*

*Firstly*, local state management agencies need to increase the connection with labour market information as it is crucial in securing jobs for workers when returning home.

*Secondly*, improve the effectiveness of the operational efficiency of employment service centers, jobs transaction platforms, increase the number of job transaction sessions, job placement brokers for Vietnamese workers when repatriate.

*Thirdly*, actively communicate, propagate and disseminate the contents of policies, employment programs, vocational education sessions for Vietnamese workers when returning home to improve their awareness.

#### **4.3.2. Improving the preferential credit policy**

*\*) For Central State management agencies*

The Ministry of Labour, War Invalids and Social Affairs proposes to the Government to amend and supplement Clause 2, Article 60 of Labour law for Vietnamese working overseas under contract; Decree No. 61/2015/ND-CP, Regulations on supporting policies for job creation and National Fund for employment. Of which, it is crucial to regulate clearly and more specific about the preferential credit support for Vietnamese workers working overseas when returning home.

*\*) For local state management agencies*

Local authorities at all levels and credit agencies need to enhance their roles and responsibilities in implementing preferential credit policy for

Vietnamese workers when repatriate and also, they need to actively propagandize and widely disseminate preferential credit policies for repatriate workers and advise them to use the borrowed capital more effectively.

#### ***4.3.3. Improving the vocational training and retraining policy***

##### *\*) For Central State management agencies*

The Government needs to assign a certain budget to support the vocational training and retraining for repatriate Vietnamese workers

The Ministry of Labour, War Invalids and Social Affairs directs the Directorate of Vocational Education and Training to specialise vocational facilities. In particular, each facility should focus on the training of 1 to 2 occupation, to concentrate funding and resources to improve the quality of such vocational training. Also, vocational facilities need to avoid spreading training, which will cause a waste in the investment of facilities, teaching equipment and teachers, also spreading training will lead to non-intensive training resulting in low training quality outcomes.

The Directorate of Vocational Education and Training should rearrange the network of vocational facilities to assure uniform distribution throughout the localities so that repatriate workers can access those facilities easily.

##### *\*) For local state management agencies*

Vocational facilities need to diversify their courses and pay attention to the establishment and implementation of training courses associated with the needs of enterprises and the labour market. Vocational centers and facilities should also form a connection with enterprises to grasp their recruitment needs, in particular, the occupation that enterprises are recruiting.

Localities should proactively and actively propagate and disseminate policies to support new vocational training, re-training to improve skills for repatriate workers with low skills or not yet been trained in local jobs and to raise repatriate workers' awareness to actively participate in vocational training.

#### ***4.3.4. Improving the entrepreneurship support policy***

##### *\*) For Central State management agencies*

The Ministry of Labour, War Invalids and Social Affairs proposes the Government to establish a policy to support business start-up specially for repatriate workers to encourage entrepreneurship and support workers to start a business successfully when returning home.

##### *\*) For local state management agencies*

- The provincial People's Committee needs to establish policies to

support business start-up for repatriate workers, to encourage entrepreneurship and support workers to start a business successfully when returning home.

- Provincial People's Committees and local Departments of Labour, War Invalids and Social Affairs should actively propagate and encourage the spirit and entrepreneurship movement for repatriate workers through successful business start-up contests at commune, district and provincial levels.

#### **4.3.5. Other solutions**

*(i) Strengthen the linkage between the State management subjects and other related organisations and units*

*(ii) Appliance of information technology and e-government in the implementation process of the policies.*

### **4.4. Recommendations**

#### **4.4.1. For labour export enterprises and other enterprises**

Labour export enterprises need to be responsible for cooperating with other enterprises to introduce jobs for Vietnamese workers when repatriate. Labour export enterprises provide domestic enterprises with information about workers working overseas in terms of: workers' skills, experiences, time working abroad, time when they repatriate. Labour export enterprises need to actively collect data about workers who have returned home, connect with workers as soon as they repatriate, act as an intermediate to connect to workers when returning home with enterprises with recruitment needs in the country.

In addition, other enterprises need to create favourable conditions for workers who have returned home to apply for jobs, create jobs or to welcome those workers to work in their businesses. Businesses recruiting workers should actively work with other labour export enterprises to gather applicant information about their skills and working experiences of workers, to enrich the recruitment source of enterprises. Thereby, enterprises are able to sort and choose suitable candidates to their recruitment needs.

#### **4.4.2. For workers**

In addition to recommendations from central and local agencies and enterprises, workers themselves must be proactive and actively accumulate skills, knowledge, language skill and experiences to meet the requirements of international businesses in Vietnam, thereby it becomes easier for workers to find suitable jobs when repatriate. Moreover, workers working overseas when repatriate need to be proactive in collecting policies and labour market information posted by central and local state management



agencies; actively participating in sessions of employment service centers organised by localities.

Furthermore, Vietnamese workers should equip themselves with sufficient information on the State's legal policies, policies to support job creation and workers' rights even before going abroad and when repatriate through social media, radio, Internet or explore directly at local authorities, overseas labour center, labour export enterprises, etc. to be able to comply fully with the law and participate in beneficiaries of job creation support policies.

## CONCLUSION

In the process of researching the thesis Job creation support policies for Vietnamese workers working overseas when repatriate has done the following contents: *Firstly*, the thesis has generalized previous research, both domestically and worldwide, that are related to job creation support policies for workers when repatriate. *Secondly*, the topic of the thesis has systematized fundamental theoretical issues about job creation support policies for workers; established theoretical research framework about job creation support policies for workers when repatriate; clarified the content of the policy, the objectives and evaluation criteria of job creation support policies for workers, factors influence on job creation support policies for workers for workers working overseas when repatriate; introduced the experience of a country (with large number of migrant workers in the world) about the establishment and deployment of job creation support policies for workers when repatriate, from there, draw lessons learned for Vietnam in the implementation of job creation support policies for Vietnamese workers working overseas when repatriate. *Thirdly*, based on the actual survey in 05 provinces, which are Nghe An province, Ha Tinh province, Hai Duong province and Nam Dinh province, the thesis analyze and assess the state of implementation of job creation support policies for Vietnamese workers working overseas when repatriate at the Central and local levels; from there points out the successes as well as the limitations of job creation support policies for Vietnamese workers working overseas when repatriate. *Next*, the dissertation built a research model to assess the impact of job creation support policies for Vietnamese workers working overseas when repatriate. With the actual survey results and the use of econometric model analysis on SPSS 22.0 software, the thesis pointed out the results of the impact assessment of job creation support policies as follows: (1) Job creation support policies have positive impacts by increasing the efficiency in finding a decent job of Vietnamese workers when repatriate, (2) Job creation support policies for Vietnamese workers

working overseas when repatriate have positive impacts on the income of Vietnamese workers working overseas when repatriate, contributing to the increase in average income of workers when returning home, (3) Job creation support policies for Vietnamese workers working overseas when repatriate have positive effects by reducing the ratio of Vietnamese workers deserting-not returning home on time. *Finally*, originating from the analysed results and the assessments of the state of implementation of job creation support policies for Vietnamese workers working overseas when repatriate, the dissertation has presented four groups of solutions to improve the job creation support policies for Vietnamese workers working overseas when repatriate.

## LIST OF SCIENTIFIC ARTICLES RELATED TO THE THESIS

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