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CONTENTS

Page

1. **Long, N.H and Duong, L.T.T** - The Impact of Factors Constituting Competitiveness of the Retail Banking Service in Vietnam 3
2. **Duc, B.H and Yen, V. T** - Impact assessment of employment policies for returning Vietnamese migrant workers on their employment and income 14
3. **Viet, N.H and Nguyet, N.T.M and Anh. L.T.T** - Attracting and using foreign investment in Vietnam: current situation and some recommendations 28
4. **Nhung, D.T.H** - The Impact of Goodwill Information on the Average Growth of Market Value of Companies Listed on Vietnam's Stock Market 40
5. **Huyen, V.T.T and Thao, T.V** - The Impact of Manufacturing Industry Development on Vietnam's Economic Growth 48
6. **Cuc, P.T.T** - Actual situation of rural trade policies in the South Central Coast region of Vietnam 59

IMPACT ASSESSMENT OF EMPLOYMENT POLICIES FOR RETURNING VIETNAMESE MIGRANT WORKERS ON THEIR EMPLOYMENT AND INCOME

Bui Huu Duc

Thuongmai University
Email: buihuuduc@tmu.edu.vn

Vu Thi Yen

Thuongmai University
Email: yenvu.tm@gmail.com

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This study was conducted to assess the impact of employment policies on returning Vietnamese migrant workers' employment and income. An analysis of the primary data collected from the survey with nearly 500 returning migrant workers in five provinces with the highest number of migrant workers nationwide shows that the employment policies for returning Vietnamese migrant workers have created positive impact on their job seeking and income generation. The research findings should be one of the bases for the central and local governmental management agencies to take timely measures to refine and to enforce the employment policies for returning Vietnamese migrant workers.

Key words: employment policy, labour export, returning migrant workers, impact assessment.

1. Rationale

Currently, in order to solve employment issues and improve income for labourers, the Government of Vietnam has assigned Ministry of Labour, Invalids and Social Affairs (MoLISA) to implement a wide range of policies and programs to foster the labour export strategy. The aim of the strategy is to send around one million Vietnamese workers to work abroad under definite term contracts in the coming time. According to MoLISA's Department of Overseas Labour Management (DoLAB), Vietnam sends about 100,000 workers overseas on average every year and the annual number of returning migrant workers after completing their overseas definite term contracts is, hence, huge. It is estimated that an average of 70,000 - 80,000 returning

migrant workers re-enter the domestic labour market every year.

Nonetheless, those returning migrant workers are at high risk of falling back into unemployment. The survey results conducted by the authors in 5 provinces, including Nghe An, Thanh Hoa, Ha Tinh, Hai Duong and Nam Dinh reveal that 18.07% of the returning migrant workers are unemployed. The main reason for their unemployment is that they cannot find the jobs relevant to their work experience and skills mastered from their overseas working terms. While domestic enterprises, especially the foreign invested ones, are experiencing a severe shortage of skilled and experienced workers, the returning migrant workers with competent industrial working manners and technical skills are facing dif-

difficulties in finding relevant jobs in their home country. That situation implies that the policies for connecting returning migrant workers and domestic enterprises are crucial to support them to find appropriate jobs, increasing their income and improving living standards for themselves and their families.

The current issue is that the Government of Vietnam has mainly paid attention to sending their labourers overseas but has not put a focus on supporting them reintegrate into the domestic labour market. The Government and relevant agencies have not focused on developing and implementing employment policies for the returning migrant workers. Moreover, the implementing process of the employment policies for this group at the central and grassroots level has faced difficulties and challenges caused by limited social knowledge toward the importance of these policies in addition to the insufficient conditions and resources for their implementation.

This study emphasizes on the impact of employment policies on returning Vietnamese migrant workers' employment and income. The research findings show differences between the unemployment rates and average incomes of two groups of survey respondents, including the returning migrant workers who are beneficiaries of the employment policies specially designed for them and the group that are not the beneficiaries of the policies.

2. Theoretical framework and research hypotheses

A definition of employment policies and employment policies for returning Vietnamese migrant workers

- *A definition of the employment policy:* According to the International Labour Organization (ILO), a national employment policy refers a vision and a practical strategic plan designed to realize national employment goals. In order to implement such a plan, the Government must clearly see the opportunities and challenges of their country. They should also consult the public widely to reach a joint agreement among all interested parties in the econ-

omy, including the employers and employees (ILO, 2015). In Vietnam, the employment policy is the first and foremost solution that the Government and economic experts wish to apply to address the unemployment situation. The employment policy is a social policy institutionalized in state laws, a system of viewpoints, guidelines, directions and measures to create jobs for employees to ensure social security, safety, stability and social development. This is a fairly complete and comprehensive view of employment policy, which was asserted by two authors, Dung Huu Nguyen and Trung Huu Tran in their book *Employment policies in Vietnam* in 1997. In this research, we define the *employment policy* refers a combination of the state's viewpoints, ideologies, objectives, solutions and tools to utilize the labor force and create jobs for that labor force. In other words, the employment policy is the institutionalization of the state's laws in the field of labor and employment, a system of viewpoints, goals, directions and solutions for employment to address the unemployment situation among employees.

- *A definition of the employment policy for Vietnamese returning migrant workers:*

In Vietnam, migrant workers or exported workers (who work overseas under definite term contracts) are regulated in the Item 1, Article 3 of the Law on Contract-Based Overseas Workers (2006), which was promulgated by the XIth National Assembly, regulation number 72/2006QH11, dated 29 November 2006: "*Workers working abroad under contract means Vietnamese citizens residing in Vietnam who meet all the requirements prescribed by laws of Vietnam and of receiving countries, and go to work abroad in accordance with this Law*".

The Vietnamese workers working abroad under definite contracts will return their home country and re-enter the domestic labour market after completing their overseas working terms. Hence, the employment policies for the returning migrant workers are a part of the country's general employment policies.

In this study, we define *the employment policy for Vietnamese returning migrant workers as a range of viewpoints, ideologies, objectives, solutions and tools applied by the state to utilize the returning migrant workers in the economy and create jobs for them in the labour market.*

Core employment policies for Vietnamese returning migrant workers:

In Vietnam, the policies on supporting job creation for the employees are regulated in the Chapter II of the 2013 Employment Law. They comprise a number of policies such as the policy on preferential credit loans for job creation, the policy on supporting employment transition for rural labourers, the policy on public employment, the policy on supporting Vietnamese workers working abroad under contracts, the policy on supporting the development of the labour market, the policy on supporting job counselling and referral, the policy on supporting vocational skill and qualification training and advancement for employees to sustain their jobs.

The returning migrant workers are one of the beneficiary group of the above-mentioned employment policies; however, for their specific work experience, skills, qualifications and savings accumulated throughout their overseas working terms, the state's employment policies for this labour group should be differentiated from the general employment policies to better address their specific employment needs.

Based on the Law on Contract-Based Overseas Workers (2006) and the Employment Law (2013), the Decree No. 126/2007/ND-CP regulating and guiding the implementation of several provision of the Law on Contract-Based Overseas Workers, the Decision No. 71/2009/QĐ-TTg approving the Master Plan on supporting poor districts to promote labour export for sustainable poverty reduction in the period of 2009 to 2020, the Decree No. 61/2015/ND-CP regulating the policy on supporting job creation and national employment fund, the authors categorise the employment policies by the following four main groups:

(1) The policies on labour market development: the policies on labour market development for Vietnamese returning migrant workers comprise the legislations on economy and labour, labour supply and demand matching. The legislations on economy and labour have an influence on labour supply and demand to guarantee people's rights to free labour, job creation and job opportunities for the returning migrant workers. The labour supply and demand matching policies consist of the provisions of labour market trends (employment, job vacancies, employers' recruitment demands, the unemployed, the people who are seeking jobs, etc.) and the process of job placement (via the development of job placement system).

(2) The policies on preferential credit loans: The policies on preferential credit loans for Vietnamese returning migrant workers include the viewpoints, solutions and tools that the state are using to provide certain amount of credit loans to the policy beneficiary group as the returning migrant workers with incentive interest rates for certain periods of time to financially support them in certain time to ensure their financial capacity in job seeking, job creation, cultivation, production or continuity of further education and training to find decent work in the future.

(3) The policies on vocational training and retraining: The policies on vocational training and retraining for Vietnamese returning migrant workers comprise the viewpoints, objectives, solutions and tools that the state are using to support the policy beneficiary group to participate in vocational training and training courses to advance their technical skills for appropriate and decent work with higher and more stable income.

(4) The policies on support for business start-up: The policies on support for business start-up for Vietnamese migrant workers consist of the viewpoints, objectives, solutions and tools that the state are using to support the policy beneficiary group to be trained for advanced knowledge of business start-up, of planning and selection of appropriate business plans and of the ways to utilize the capital for

effective business development. The policies also aim to provide legal aids for business establishment and preferential credit loans for business start-up. The policies also aim to support the returning migrant workers to start up their businesses successfully and to create decent work with high and stable sources of income for themselves and other people, attributing to the grassroots and national socio-economic growth.

Assessing the impact of the employment policies on Vietnamese returning migrant workers:

The general employment policies and the employment policies for returning Vietnamese migrant workers are all the key public policies issued by the Government; hence, it is essential for the Government and people to monitor and evaluate their outcomes.

Results of the policy assessment will inform state management agencies of the useful and timely information to manage and utilize the resources effectively in addition to introducing state policy intervention measures (Le Van Hoa, 2016).

Khandker et al. (2010) indicate that policy impact assessment is an indispensable part of the policy assessment. The policy impact assessment refers the quantification of the policy effectiveness for the beneficiaries, including individuals, households and community.

According to Bonnal (1997) the impact assessment of the employment policies is the analysis and projection of the impact of the drafted policies on different policy target groups to select the optimal solutions to implement the policies. The impact assessment of the employment policies is carried out through quantitative analysis of one or more outcome variables of interest (for instance, income, employment) and then estimates the differences that a policy has created based on the outcome variables (World bank, 2009). Thus, *assessing the impact of the employment policies on Vietnamese migrant workers' employment and income refers the analysis and projection of the impact of these policies on those who are the policy beneficiaries in compari-*

son with the control group (those who are not the policy beneficiaries).

Assessing the impact of the employment policies for Vietnamese returning migrant workers is an important activity which needs to be carried out during the policy development and implementation to identify the influence of the employment policies on different groups of Vietnamese returning migrant workers (the beneficiaries and non-beneficiaries of the employment policies) and on the socio-economic development of the community and the country.

The main goal of the impact assessment on the employment policies for Vietnamese returning migrant workers is to assess whether the policies have achieved their objectives (for creating decent work and for increasing income for the policy beneficiaries) in the period of impact on the policy beneficiaries or not. The impact assessment of the employment policies for Vietnamese returning migrant workers is to (1) identify the real impact of the employment policies; (2) analyze the effectiveness of the policies; (3) identify the irrelevant aspects of the policies for further consideration on whether those policies should be suspended or adjusted; (4) provide bases for supplementing, adjusting, changing a part or all parts irrelevant to the policies (including objectives, enforcement apparatus, solutions, resources, and so on); and (5) recommend other employment policies for the returning migrant workers at the central and grassroots level.

In order to assess the impact of the employment policies in terms of creation of decent work and increase in income for the policy beneficiaries as Vietnamese returning migrant workers, the authors conducted a study to test the two following research hypotheses:

+ Hypothesis H1: The employment policies for Vietnamese returning migrant workers will positively impact their employment status.

+ Hypothesis H2: The employment policies for Vietnamese returning migrant workers will positively impact their income.

The theoretical framework used to assess the impact of the employment policies for Vietnamese returning migrant workers is illustrated in Figure 1 below:

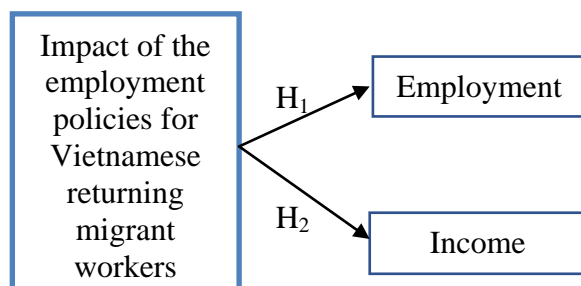


Figure 1. *Theoretical framework*

3. Research method

In order to realize the research objectives for this paper, the authors conducted a quantitative survey to collect primary data. A questionnaire was developed and responded by the returning migrant workers from 5 provinces, including Nghe An, Thanh Hoa, Ha Tinh, Hai Duong and Nam Dinh which have had the largest number of migrant workers nationwide. The study applied the stratified random sampling method by location. The fieldwork was conducted from December 2018 to April 2019. The authors used three ways to collect the filled questionnaires from respondents. The first way was sending the questionnaires to the officials of district Bureaus of Labour, Invalids and Social Affairs in the five above-mentioned provinces. Then the district-level officials would send the labour, invalids and social affair officials at the commune level the questionnaires, which would be distributed to the returning migrant workers in the communes. Finally, the commune-level officials collected the filled questionnaires and returned them to the authors. The second way was training groups of the students who are living in the five above-mentioned provinces. Those student would conduct face-to-face interviews with the returning migrant workers in their hometowns. The third way was that the authors conducted face-to-face interviews with the returning migrant work-

ers in the employment transaction sessions for them organized by Hanoi Job Placement Centre.

According to the theory on quantitative analysis by Bollen (1989), the minimum sample size should be 5 times bigger than the number of observed variables. As the authors conducted the study with 22 observed variables, the minimum sample size is: $n = 5 \times 22 = 110$ sample. In this survey, 500 questionnaires were distributed to collect the essential information. Then all 500 filled questionnaires were checked, which resulted in 498 filled questionnaires were accepted. That sample size is sufficient for a quantitative analysis. The questionnaire was developed by using the Likert scale with 5 levels: (1) Not important, (2) Less important, (3) Neutral, (4) Important, (5) Very important, to measure the returning migrant workers' levels of feedback for the impact of the employment policies on their employment and income. The primary data collected from the questionnaires were processed and analyzed with the confidence interval, the convergence of the scale, exploratory factor analysis (EFA), regression analysis on SPSS 22.0 software by using the following research model:

$$Y = \beta_0 + \beta_1 X_1 + \beta_2 X_2 + \beta_3 X_3 + \beta_4 X_4 + \varepsilon_i$$

In which:

Y: the dependent variable (income, employment of the returning migrant workers)

X_1, X_2, X_3, X_4 : The independent variables which are regarded as the policies influencing the employment and income of the returning migrant workers.

X_1 : The policies on the labour market development (CSPTTTLD)

X_2 : The policies on vocational training and retraining (CSTD)

X_3 : The policies on preferential credit loans (CSDT)

X_4 : The policies on supporting business start-up (CSKN)

ε_i : is an independent variable which has a normal distribution with an average of 0 and a constant variance

$\beta_{1,2,3,4}$: are the partial regression coefficients.

β_0 : is the total regression coefficient when the independent variables are equal to 0, showing the level of impact of the factors other than those defined in the model.

4. Research findings

After cleaning and coding the collected primary data, the authors used the SPSS 22.0 software for data analysis.

Cronbach's Alpha results of overall analysis, Cronbach's Alpha values of the levels of scale for the policies on vocational training and retraining, the policies on the labour market development, the policies on preferential credit loans, and the support policies on business start-up are all greater than 0.6 (Table 1.1). The correlation coefficient of the total variables of the observed variables in the scale were all over 0.5; thus, these variables all showed the relationship with the total scale represented by the variables. This is a necessary condition for using variables in the exploratory factor analysis and regression analysis. Cronbach's Alpha coefficient, if Item deleted, is all lower than the current Cronbach's Alpha value, there is no need to remove the observed variables to increase the confidence interval of the scale.

Before undertaking the regression analysis, the authors conducted a Pearson Correlation Analysis to examine the close linear correlation between the dependent and independent variables in the model. The results are as follows:

Looking at the results in Table 2, four independent variables, including CSPTTTLD, CSDT, CSTD, CSKN, are all correlated with the dependent variable "Employment".

The correlation coefficient ($r = 0.539$; $r = 0.377$; $r = 0.434$; $r = 0.469$) is positive and reaching the value 1, i.e., when the values of the independent variables of the employment policies, including CSPTTTLD, CSTD, CSDT, CSKN, increase, the values of the dependent variable "Employment" also increases.

Results of the Table 3 show that four independent variables, including CSPTTTLD, CSDT, CSTD, CSKN, are all correlated with the dependent variable "Income".

The correlation coefficient ($r = 0.474$; $r = 0.464$; $r = 0.374$; $r = 0.539$) is positive and reaching the value 1, i.e., when the values of the independent variables of the employment policies, including CSPTTTLD, CSTD, CSDT, CSKN, increase, the values of the dependent variable "Income" also increases.

Table 1: Test results for the confidence interval of the scale

#	Level of scale	Description of the scale	Observed variables	Cronbach's Alpha Coefficients	Correlation coefficient between the variables and the lowest sum
1	CSPTTTLD	The policies on the labour market development	6	0.955	0.756
2	CSTD	The policies on preferential credit loans	5	0.948	0.827
3	CSDT	The policies on vocational training and retraining	5	0.976	0.911
4	CSKN	The policies on supporting business start-up	6	0.941	0.790

Source: Results processed on the SPSS 22.0 software

Table 2: Results of the analysis of the correlation between the dependent variable "Employment" and the independent variables as the employment policies

		Employment	CSPTTLD	CSDT	CSTD	CSKN
Employment	Pearson Correlation	1	.539**	.377**	.434**	.469**
	Sig. (2-tailed)		.000	.000	.000	.000
	N	498	498	498	498	498
CSPTTLD	Pearson Correlation	.539**	1	.529**	.555**	.676**
	Sig. (2-tailed)	.000		.000	.000	.000
	N	498	498	498	498	498
CSDT	Pearson Correlation	.377**	.529**	1	.394**	.473**
	Sig. (2-tailed)	.000	.000		.000	.000
	N	498	498	498	498	498
CSTD	Pearson Correlation	.434**	.555**	.394**	1	.702**
	Sig. (2-tailed)	.000	.000	.000		.000
	N	498	498	498	498	498
CSKN	Pearson Correlation	.469**	.676**	.473**	.702**	1
	Sig. (2-tailed)	.000	.000	.000	.000	
	N	498	498	498	498	498

** . Correlation is significant at the 0.01 level (2-tailed).

Source: Results processed on the SPSS 22.0 software

Table 3: Results of the analysis of the correlation between the dependent variable "Income" and the independent variables as the employment policies

		Income	CSPTTLD	CSDT	CSTD	CSKN
Income	Pearson Correlation	1	.474**	.464**	.374**	.539**
	Sig. (2-tailed)		.000	.000	.000	.000
	N	498	498	498	498	498
CSPTTLD	Pearson Correlation	.474**	1	.529**	.555**	.676**
	Sig. (2-tailed)	.000		.000	.000	.000
	N	498	498	498	498	498
CSDT	Pearson Correlation	.464**	.529**	1	.394**	.473**
	Sig. (2-tailed)	.000	.000		.000	.000
	N	498	498	498	498	498
CSTD	Pearson Correlation	.374**	.555**	.394**	1	.702**
	Sig. (2-tailed)	.000	.000	.000		.000
	N	498	498	498	498	498
CSKN	Pearson Correlation	.539**	.676**	.473**	.702**	1
	Sig. (2-tailed)	.000	.000	.000	.000	
	N	498	498	498	498	498

** . Correlation is significant at the 0.01 level (2-tailed).

Source: Results processed on the SPSS 22.0 software

Thus, the dependent variables and the independent variables included in the model have a close linear relationship with each other, which is sufficient for the regression analysis.

4.1. The employment policies' impact on the employment status of returning Vietnamese migrant workers

In order to evaluate the impact of the employment policies on the employment status of the returning migrant workers, the authors conducted a Binary Logistic Regression on the SPSS 22.0 software. The purpose of the analysis of the Binary Logistic Regression model is to examine the possible prediction of the likelihood of decent work¹ for the returning migrant workers based on the explanatory variables.

The Binary Logistic regression method is an estimate of the maximal trend function.

After the first run of the binary regression, the dependent variable “the polices on preferential credit loans” (CSTD) with value Sig = 0.233 > 0.05 is statistically insignificant in the model, so it should be removed from the second run of the model.

The results of the second model run are as follows:

The table shows the classification of people with decent work and unemployed is based on two criteria: observation and prediction:

- Of 90 observations with 90 unemployed returning migrant workers, it was predicted p that 27 people were unemployed and the accuracy was 30%.

- Of 408 observations with the people having decent work, it was predicted that 374 people had decent work and the accuracy was 91.7%.

The accuracy of the prediction was shown in the Classification Table. The accuracy of the total model was 80.5%.

In the above-mentioned results of the regression model, the Wald Test was used to examine the significance level of the coefficients in the Logistic Regression Model. The results presented in Table 5 show that all three policies, CSPTTLD, CSDT and CSKN have the significance levels of less than 0.5; hence we can safely reject the hypothesis H0 (H0 is the hypothesis that all regression coefficients of the Logistic Model = 0).

The regression coefficients found by the model are statistically significant; hence, the model can be well used and all three policies have had an effect on the possibility of getting decent work among the returning migrant workers.

Table 4: Classification Table

		Observed	Predicted		
			Employment		Percentage Correct
			Unemployed	Employed with decent work	
Step 1	Employment	Unemployed	27	63	30
		Employed with decent work	34	374	91.7
	Overall Percentage				80.5

Source: Results processed on the SPSS 22.0 software

1. According to ILO: decent work is the work that brings employees fair income, security in the workplace, fair treatment, respect and assurance of both material and spiritual life

Table 5: Results of the regression model

Variables in the Equation		B	S.E.	Wald	df	Sig.	Exp(B)
Step 1 ^a	CSPTTTLD	1.207	0.202	35.745	1	0.000	3.344
	CSDT	0.457	0.167	7.532	1	0.006	1.580
	CSKN	1.241	0.255	23.602	1	0.000	3.459
	Constant	-7.525	0.995	57.153	1	0.000	0.001
a. Variable(s) entered on step 1: CSDT, CSPTTTLD, CSKN.							

Source: Results processed on the SPSS 22.0 software

The Logistic Regression Equation are shown below:

$$\text{Employment} = -7.525 + 1.207 \text{ CSPTTTLD} + 0.457 \text{ CSDT} + 1.241 \text{ CSKN}$$

It can be seen that all three above-mentioned policies have increased the returning migrant workers' possibility of getting decent work, of which, the policies on supporting business start-up (CSKN) has the strongest influence (the highest coefficient). Specifically, the marginal impact of the policies on business start-up (CSKH) on the returning migrant workers' possibility of getting decent work with an initial probability of 0.5, then the effect would be $0.5 * (1-0.5) * 1.241 = 0.31025$; followed by the mar-

0.5) $* 1.207 = 0.30175$. The last one is the marginal effect of the vocational training and retraining policy (CSDT) on the returning migrant workers' possibility of getting decent work with the initial probability of 0.5, then the effect would be $0.5 * (1-0.5) * 0.457 = 0.11425$.

4.2. The impact of the employment policies on Vietnamese returning migrant workers' income

The impact of the employment policies on Vietnamese returning migrant workers' income was assessed based on the results of the multiple regression model.

First, the relevance of the multiple regression model was tested by the ANOVA analysis.

Table 6: Results of the analysis of variance

Model	Sum of square	df	Mean square	F	Sig.
Regression	11625.443	3	3875.148	89.620	0.000 ^b
Remainder	21360.533	494	43.240		
Total	32985.976	497			

Source: Results processed on the SPSS 22.0 software

ginal effect of the labour market development policy (CSPTTTLD) on the returning migrant workers' possibility of getting decent work with the initial probability of 0.5, then the effect would be $0.5 * (1-$

The results of Fisher's exact test with a very small significance level show that the model estimated based on the sample data set can be deduced and generalized for the whole population.

The significance level = 0.000 < 0,05 means that the estimates of this model can be generalized for the whole population.

The authors used the Variance Inflation Factor (VIF) to diagnose the multi-collinear phenomena in the model. The results presented in Table 7 show that the VIF value is very small, which indicates that the model does not have the multi-collinear phenomena (Hoang Trong and Chu Nguyen Mong Ngoc, 2008) and the data were collected at a certain time, so there would not have autocorrelation phenomena in the research model.

The results of the multiple regression model show that the variable CSTD got a value Sig = 0.271 > 0.05, so it is not statistically significant. The authors rejected the variable CSTD to re-run the second multiple regression model. The results are as follows:

(CSDT) (with standardized Beta coefficient of 0.223) and the policies on labour market development (CSPTTTLD) with standardized Beta of only 0.110).

The equation showing the impact of employment policies on the returning migrant workers' income is as follows.:

$$Income = -13.045 + 0.976 CSPTTTLD + 2.045 CSDT + 3.273 CSKN$$

The regression equation that the model estimates is a straight line, when the other factors do not change if the CSPTTTLD increases by 1 unit (the importance level), the income of the returning migrant workers will increase by 0.976 million VND/month. When other factors do not change, if the CSDT increases by 1 unit, the income of the returning migrant workers will increase by 2,045 million VND/ month. Similarly, when other factors

Table 7: Results of the general regression analysis

Model	Unstandardized coefficient		Standardized coefficient	t	Sig.	Collinear statistic	
	B	Standard error	Beta			Limit	VIF
(Constant)	-13.045	1.380		-9.452	0.000		
CSPTTTLD	0.976	0.459	0.110	2.128	0.034	0.486	2.056
CSDT	2.045	0.371	0.239	5.514	0.000	0.696	1.438
CSKN	3.273	0.467	0.351	7.014	0.000	0.524	1.908

Source: Results processed on the SPSS 22.0 software

Looking at Table 7, we see that the estimates of the regression coefficients are all statistically significant (Sig values are < 0.1). The standardized Beta coefficients are positive, showing that all three policies, namely CSPTTTLD, CSDT and CSKN all have a positive effect on the returning migrant workers' income. Of the three policies, the policies on supporting business start-up (CSKN) has the biggest effect and is the most important (with standardized Beta coefficient of 0.351), followed by the policies on training and retraining

do not change, if the CSKN increases by 1 unit, the income of the returning migrant workers will increase by 3,273 million VND/ month.

Therefore, it can be concluded that the business start-up support policies, the training and retraining support policies and the labor market development support policies, if well implemented, will have a positive impact to increase the income of the returning migrant workers in Vietnam.

5. Discussion and policy implication

5.1. Discussion

The results of the above-mentioned model analysis show that the employment policies for returning Vietnamese migrant workers have had a positive impact on decent work of the returning migrant workers. They have also contributed to increasing their income when these workers are the policy beneficiaries. However, in fact, Vietnam's employment policies for the returning migrant workers have not really achieved expected objectives and created desirable policy effects because of the following problems:

- The Government has issued a number of policies to support and to promote job creation for returning Vietnamese migrant workers, providing in-need credit for this group of workers (as shown in Articles 59 and 60 of the Law on Contract-Based Overseas Workers. Nonetheless, these policies have only regulated general promotion and support. Therefore, it is necessary for the Government to supplement and specify which agencies are responsible for implementing these policies (Ministry of Labor, Invalids and Social Affairs (specifically the Department of Overseas Labour Management), provincial People's Committees and provincial Departments of Labor, Invalids and Social Affairs in provinces and cities; how those parties play a role in and is responsible for implementing the policies. Those agencies should be aware of their implementation responsibilities and responsibilities for the results of the policy implementation as well as develop comprehensive and timely annual reports submitted to the Government so that they and the Government can grasp the results and promptly supplement and adjust the policies in accordance with real needs of the returning migrant workers.

- The employment policies for Vietnamese migrant workers are still inadequate and have not widely covered all of the returning migrant workers.

The current policies only provide employment information, recruitment, job placement services for the returning migrant workers who went to Japan and South Korea to work under the IM and ESP programs. The Vietnamese migrant workers returning from other foreign labour markets have not received attention and employment support from the Government.

- The labor market information development policies have played their role when they have provided labor market information to the returning migrant workers so that they can access the recruitment information and choose the decent work suitable to themselves. The Overseas Labor Management Center has coordinated with a number of Employment Service or Job Placement Centers to successfully organize employment transaction sessions for the returning migrant workers. Notwithstanding, the labour market information and the number of employment transaction sessions have been insufficient. The returning migrant workers who have accessed the information about recruitment and participated in the employment transaction sessions have only accounted for a small proportion of the total annual number of Vietnamese migrant workers.

- The preferential credit loan policies for the returning migrant workers do not specify where the capital used to lend the workers comes from. Currently, all provinces/cities are using the capital from the National Fund for Job Creation to lend the returning migrant workers who wish to borrow the capital for business development. However, since 2016, the state budget has not allocated an additional capital to the National Fund for Job Creation of provinces/cities. As a result, these localities have based on their current amount of the fund to provide short-term loans to the returning migrant workers. Meanwhile, the actual demands of the rural labourers for credit loans are high. In addition, the loans

are prioritized to give to poor and nearly poor households and households of national devotees; hence, not all returning migrant workers have been able to access this fund.

- Policies on vocational training and retraining for Vietnamese returning migrant workers have not been effectively implemented. The quality of training for some professions in provinces/cities have failed to meet the need of the labour market. Therefore, those policies have not attracted the returning migrant workers to participate in their training courses to improve their technical skills.

The policies on supporting business start-up for the returning migrant workers have only been implemented in a few of provinces/cities and they have not been replicated across the country. Hence, the Government needs to supplement policies and develop support mechanisms for all provinces and cities to promote the implementation and replication of the movement for business start-up among the returning migrant workers in their hometowns.

5.2. Policy implications

- The Government needs to refine the legal framework and policies and implementation mechanisms to support the returning migrant workers to find decent work and well reenter the domestic labour market. The Government should specify the provisions of Articles 59 and 60 regulating the needs for supporting the returning migrant workers in the Law on Contract-Based Overseas Workers by guiding the development of specific programs and the mapping of appropriate measures on job support and promotion of the returning migrant workers' technical skills. At the same time, the Government should supplement the Article 8 and Article 14 of the Decree No. 126/2007/ ND-CP to clearly regulate the responsibilities of Ministry of Labour, Invalids and Social Affairs and provincial People's Committees for state management of the returning migrant workers.

- The Government should guide relevant agencies to build a national database on the returning migrant workers to monitor the development of experience and technical skills from their time of departure until the time of returning in the form of employment records, coded number, full name, permanent address, country of destination, experience, skills, occupation, gender of each workers, etc. This database can help create an effective and economical link between job demand and supply for the returning migrant workers (labor market information). In the annual labour management reports, the data need to be disaggregated by sex in addition to mentioning and analyzing gender related issues in the returning migrant workers' life, employment, rights and benefits in accordance with the regulations of the Law on Gender Equality (amended and supplemented the Clause 13, Article 8 of the Decree No. 126).

- The Ministry of Labor, Invalids and Social Affairs should guide provincial Departments of Labor, Invalids and Social Affairs to develop specific policies to formulate resources to support retraining as well as to foster business start-up knowledge for the returning migrant workers who are capable of and have demand for business start-up, which will promote the dual effect of the policy on sending workers to work abroad under definite term contracts. A special attention should be paid to the female workers and ethnic minority laborers who have saved a financial amount from their overseas working term and wish to start a business.

- The Government should clearly define the roles and responsibilities of agencies and organizations in advising and supporting the returning migrant workers, especially the female workers if they face difficulties in job seeking and community integration.

- The Ministry of Labor, Invalids and Social Affairs should supplement regulations on orientation education for the returning workers before

going to work abroad. The orientation education should be about how to accumulate capital, knowledge and experience during their overseas working terms to serve for their future jobs, especially after returning home.

- The Ministry of Labor, Invalids and Social Affairs should formulate mechanisms and policies to encourage and promote job placement services activities to effectively support the returning migrant workers to find appropriate jobs, taking off their work experience and skills gained from their overseas jobs.

- In order to develop and manage the implementation of regulations, policies and employment programs for the returning migrant workers, the Government should set up an agencies responsible for implementing, monitoring and developing the policies for the returning migrant workers. This agencies should be under the management of the Department of Overseas Labor Management to ensure that the policies are adequately developed and implemented for all migrant workers returning from different host countries. This agency will be responsible for carrying out the National Reintegration Program for the returning migrant workers, which include skills training, counselling services for business start-up and operation, support for getting credit loans, legal aids, job seeking assistance, and so on. ◆

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Summary

Nghiên cứu này được thực hiện nhằm đánh giá tác động của các chính sách việc làm cho lao động xuất khẩu Việt Nam khi về nước đến việc làm và thu nhập của nhóm lao động này. Kết quả phân tích dữ liệu sơ cấp thu thập được từ quá trình điều tra khảo sát gần 500 lao động xuất khẩu về nước tại 05 tỉnh có số lượng lao động đi xuất khẩu thuộc nhóm cao nhất trong cả nước, cho thấy rằng các chính sách việc làm cho lao động xuất khẩu Việt Nam khi về nước có tác động tích cực tới kết quả tìm kiếm việc làm và nâng cao thu nhập cho người lao động. Kết quả nghiên cứu là căn cứ để các cơ quan quản lý Nhà nước Trung ương và địa phương có biện pháp kịp thời nhằm hoàn thiện và nâng cao hiệu quả của các chính sách việc làm cho lao động xuất khẩu Việt Nam khi về nước.

BUI HUU DUC**1. Personal profile:**

- Full name: *Bui Huu Duc*
- Date of birth: February 24th 1970
- Title: Associate Professor, Doctorate
- Workplace: Thuongmai University
- Current position: University Council President

2. Major research directions:

- Issues relating to the rural market and trade development in integration, industrialization and modernization of agriculture and rural areas ;
- Issues relating to the development of agricultural markets and consumption markets for the products of the rural economy before and after Vietnam's accession to World Trade Organization ;
- Issues relating to the promotion of competitiveness and efficiency of business activities of the enterprises running their trade on agricultural products and foodstuff and of the enterprises operating in the rural markets ;
- Issues relating to the improvement of export competitiveness of agricultural products and promotion of export of agricultural products and products of craft villages in the contemporary time ;
- Issues relating to the formation and development of linkages between parties in the production and consumption of products.

3. Journals the author has published his works:

The Communist Journal
Journal of Trade Science
Journal of Economics and Development
Journal of Economic Development
Journal of Economics and Forecast
Journal of Economics and Management
International Business and Management
Journal of Global Business and Trade

VU THI YEN**1. Personal profile:**

- Full name: *Vu Thi Yen*
- Date of birth: August 20th 1988
- Title: Masters of economics
- Workplace: Thuongmai University
- Current position: Lecturer

2. Major research directions:

- Issues relating to labor and employment, labor market, employment policy, human resources
- Issues relating to trade & investment, investment economics, firm economics

3. Journals the author has published his works:

Journal of Trade Science
Journal of Industry and Trade