



Capacity Building Practices for Indonesian Migrant Workers: A Case Study from Penang and Hong Kong

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Abstract. This study's objectives are to identify the capacity-building efforts of Indonesian migrant workers (IMW) carried out either independently by the IMW or by external parties in Hong Kong and Penang, such as government officials, corporations, and non-governmental organizations. The data for this study was gathered through interviews with 25 informants, including 15 IMWs and 10 representatives from the Consulates General of Hong Kong and Penang, the Migrant Workers Union of Hong Kong, and the Open University of Penang. The snow-ball sampling technique is used to select the informants. All IMWs who became informants for this study were legal IMWs or documented IMWs. According to the findings of the study, the various capacity building efforts stemming from migrant worker initiatives in Hong Kong and Penang have something in common in education. Tens of Hong Kong's IMWs and hundreds of Penang residents enrolled a higher education course offered by the Universitas Terbuka. There are several programs to choose from, including English literature, communication studies, management, and accounting. Meanwhile, IMW Hong Kong has become much more liberated, diverse, and routine in developing other capacities, such as religious and entrepreneurial activities. IMW Hong Kong conducts business both online and in person in Victoria Park. Meanwhile, other parties are carrying out sporadic capacity building activities in the areas of remittance management, health, and socio-culture. The various programs mentioned above are empowerment programs that should continue to be implemented in order to improve the well-being of IMW's life.

Keywords: capacity building · migrant workers · Hong Kong · Penang

1 Introduction

The existence of migrant workers, also known as Indonesian migrant workers (IMW), is always important to research. On the basis of the global migration movement, the number of migrant workers in the world is increasing every year. Indonesia is one of the world's largest and most active contributors to migrant workers. Data issued by the National Agency for the Placement and Protection of Indonesian Workers (BNP2TKI)

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for the period of August 2017 has recorded at least 148,285 IMWs officially posted abroad. Malaysia, Taiwan and Hong Kong are the three biggest IMW destinations [1]. Of course, this number is less than the illegal IMW spread out across a number of countries.

IMW has the image of a foreign exchange hero for the country and a family breadwinner in their hometowns. Unfortunately, behind this huge contribution, the problems faced by IMW are also very complex. Problems that often arise in various mass media reports include: legal issues, violence in destination countries, debt and poor financial management of IMW. As far as remittances are concerned, this ultimately causes the family not to be managed financially, which is mostly spent on consumptive purposes. So, this situation makes it difficult, in the long run, to improve the fate of IMW and their families in a planned way.

The Indonesian government has made a number of efforts to overcome the challenges confronting the IMW. One such effort is capacity building, which aims to improve IMW's knowledge and expertise. The materials provided cover the use of online media for IMW's productive activities while abroad. Various efforts have been made by IMW's own initiatives as well as IMW-based organizations from government representatives and other community organizations. These initiatives aim to make IMW more economically and socially empowered. In terms of social interaction, IMW Hong Kong is more adaptable than IMW Penang. This condition alters the capacity development pattern of IMW Hong Kong and Penang. Empowerment efforts are also tailored to the goals and objectives that must be met.

A number of studies have been carried out to study the phenomenon of migrant workers worldwide. One of the interesting studies carried out relates to patterns of interaction between migrant workers while working in other countries. For example, the research conducted by Liu and Leung [2] examines the uses and benefits of mobile phones among migrant parents in communicating with the children they left behind. The study was carried out using a quantitative approach in which data was collected from a sample of 378 migrant parents working in factories in southern China. The results show that migrant workers using mobile phones to assist in distance parenting were motivated by a desire for instant communication (e.g., immediate access and reassurance), online transactions, affection, mobility, relaxation and information.

The study of Indonesian and Filipino migrant workers conducted by Constable [3] also provided important findings. Constable [3] argues that their experience, and that of all migrant workers, must be understood within specific contexts of precarious labour migration and Asia's neo-liberal policy of exception in Asia. Like many 'guest workers' elsewhere in the world, foreign domestic workers in Hong Kong are forced to leave their families behind, often for years at a time, in order to devote themselves entirely to the household of their employer.

Malaysia is an attractive destination for world migrant workers, including Indonesia. The labour participation rate in April 2018 was 68.2%, an increase of 0.5% compared to April 2017. Home Ministry statistics for foreign workers in Malaysia reported a total of 728,870 migrant workers from Indonesia. Equal protection should be granted to migrant workers irrespective of nationality or occupation status, writes Hishammuddin Jauhar. Lawmakers should consider in detail the rights of 'undocumented migrants' to file an

application for unfair treatment in IRA 1967, he says. He says employers would coerce, force or threaten them, so compensation should be made for the ill-treated victim to compensate for the loss and hardship suffered. The amount of compensation is lower than that of local workers, so a fair calculation of compensation is needed for both migrant and local workers.

In the meantime, Jordan (2017:1) conducted research to examine the impact of migrant-induced productivity on the emerging economy of Malaysia. Importantly, the Malaysian case is typical of many Asian economies where, alongside highly skilled foreign workers, large numbers of migrants are low-skilled workers who are temporarily employed in host economies. Using detailed industry-level data for the period 2005 to 2009, this research found that both highly skilled and low-skilled foreign workers had positive productivity effects on Malaysian manufacturing industries. Furthermore, our results show a strong presence of industrial heterogeneity, as the effects of foreign workers in general and low-skilled foreign workers in particular are pronounced in labour-intensive and assembly-intensive modern industries with a strong export focus. This shows the importance of foreign workers to the contemporary international competitiveness of the Malaysian manufacturing sector. As such, our findings provide important new input to the debate on the role of low-skilled foreign workers in the development of the Malaysian economy.

Indonesian researcher Hakim et al. [4] has shown, through his findings, that the policy has been very successful in two areas, namely economics and politics. As far as the economy is concerned, the remittances have revitalized the rural economy, particularly the villages that have been the center of mobilization for such a long time. At the national level, the amount of the remittance was equivalent to one third of foreign direct investment (FDI) in the country. In Indonesia, more than 1 million workers have now been sent abroad by Indonesian workers since the program began in 1970. Initially, the program was implemented by the Indonesian Government Regulation of 1970 under the Minister of Manpower, Transmigration and Cooperatives. Implementation of the program was divided into two groups, namely the Inter-Regional Working Program (AKAD) and the Inter-State Working Programme (AKAN). Since then, the private-recruitment agencies (PJTKI) responsible for the marketing of workers have been involved in sending Indonesian workers abroad.

Most Indonesian female migrant workers who work in unskilled jobs are employed as domestic workers (81 percent). In the meantime, most male Indonesian migrant workers are employed as common workers (72 percent). There has been a change in the priority destination of Indonesian workers over the last decade. Malaysia used to be the country of destination for migrant workers. Indonesia is therefore the second largest migrant worker population in South East Asia after the Philippines. Women have become the dominant group of 79% of migrant workers from Indonesia. Of these, 59% work in different sectors in Malaysia and the rest work in the Middle East.

Migrant Worker Empowerment Program

Although there are many studies on the subject of migrant workers, the debate on empowerment is still very limited. A number of existing studies have shown that the findings of Sharma [5] on the empowerment of PMI in Nepal are very important. Her research assesses the role of remittances in capacity building in Nepal—allowing people to make

choices in economic, political and social terms. Policymakers need to come up with strategies that can increase capacity building activities while minimizing or eliminating the capacity-saving effects of remittances. This requires the removal of barriers faced by migrants before leaving the country, the signing of labour agreements with governments of destination countries to ensure the application of international labour standards to migrant workers, and the formulation and implementation of economic policies and plans to create meaningful employment.

Capacity building, in its broadest interpretation, encompasses human resource development as an essential part of development. For example, Jones [6] defined capacity building as a commitment to strengthening economies, governments, institutions and individuals through education, training, mentoring and the infusion of resources.“

Education/training and health are two key foundations for capacity building. Historically, the resources needed to build this foundation came from foreign aid. However, individual scholars and international organizations have begun to recognize that remittances can act as a substitute or complementary resource to increase investment in education and health [7, 8].

Whatever one's perspective, capacity building is a complex concept. It encompasses a variety of dimensions in economic, social, political and institutional terms. And remittances can be mobilized to build capacity within the country, on the one hand, and capacity building strategies for the mobilization of resources, on the other to increase the flow of migrant remittances. The latter will include the provision of incentives for migrants to upgrade skills, protection of migrant rights, investment opportunities, advocacy and knowledge generation programs, among others. There could be an interface between remittance as a resource for capacity building and capacity building as a means of increasing remittance flows [5].

Another study looked at the relationship between state capacity and the protection of labour rights in panels of 85 developing countries and 34 'supply-chain-relevant' countries. We find that changes in state capacity are only linked to changes in labour rights in countries where workers' interests are better represented in the political system – measured alternately as left party power, democracy, union density, and potential labour power. Our findings highlight the importance of combinations of state capacity and political will to improve workers' rights in global supply chains [9].

State capacity has been prominent in discussions about poor labour rights in developing countries and global supply chains. Gereffi and Mayer [10] consider the limited capacity of developing countries to regulate their economies and societies to be one of the three major governance deficits in the global economy. Yet state capacity has been defined in a variety of ways and has been used to mean a number of different things. Brautigam et al. [11] refer to the state's capacity to provide security, meet basic needs, and foster economic development.

The next study examines the return to education for entrepreneurs in rural China with a large data set of return migrant surveys. By exploiting the unique culture of male domination in Chinese society, we use women's education to teach their husbands. The results show that the return to one additional year of schooling ranges from 12.6 per cent to 18.8 per cent for Chinese returning migrant entrepreneurs, much larger than the estimated returns to education for non-farm wage workers documented in the literature.

We also find that the return to education for entrepreneurs who hire paid workers more than doubles that for self-employed workers [12]. According to Hu [12] Human capital theory, education can increase individual productivity and therefore lead to more efficient activities.

Like employees screened by employers, entrepreneurs (especially small business owners) may also be screened by other agents, such as customers, capital suppliers and government agencies. Education is therefore not only recognized for its productive impact, but is also seen as a sign of capacity for entrepreneurs [13]. In other words, the theories suggest that education plays an important role in entrepreneurial activities, just as it does for employees. According to De'murger and Xu [14], about half of China's return migrants are engaged in entrepreneurial activities in their hometowns.

Mancinelli et al. have also reviewed how education is also an important issue for migrant workers [15]. The background to this research is that the strong adverse selection that immigrants face in hosting labour markets may lead them to adopt certain behaviours or signals to change employers' beliefs. Relevant mechanisms for achieving this aim are personal reputation; the exploitation of ethnic networks deeply rooted in the host country; and the use of high levels of education as an indirect signal of productivity. On this last point, the status of an immigrant needs a stronger signal compared to that of a native worker, and this may lead the immigrant to accept job qualifications that are lower than those attainable through an incarnated level of education.

Mancinelli's paper examines whether the mechanisms mentioned above are adopted by immigrants in Italy, a key country for EU migration flows, and whether they are useful in increasing the likelihood of employment for immigrants. The empiric analysis was carried out using the dataset of the National Labor Force Survey, which provides information on thousands of documented immigrants. We estimate the likelihood of an immigrant being employed in a logit model, focusing on the above-mentioned mechanisms: reputation, ethnic networks and educational level. In addition, we focus on the interaction effects of the mechanisms and investigate whether one of them wins over the other. The results show that each of the three mechanisms is statistically and economically significant and has a positive impact: all factors contribute to increasing the likelihood of an immigrant being employed.

In any case, a high level of education increases the likelihood of being employed more than belonging to the ethnic networks deeply rooted in Italy. The specific incarnated capital of the workers is relatively more important. This is relevant to public labour policies in this specific area, as the human capital lever is a possible direct target for various public policies and private human capital investments. Messinis [16] continues research into educational factors for urban migrants in China. Article presents new evidence on urban – rural migrant wage differentials for full-time workers in China. It uses a nationally representative data set, recent matching techniques, and IV estimation methods to assess the conditional and unconditional treatment effects on education and the status of migrants. Particular attention is paid to the differential of rural-migrant wages and the effect of migration on earnings. Evidence shows that (1) returns to education are significant, especially when we account for endogeneity; (2) long-term migrants appear to be disadvantaged, mainly due to endowment effects; and (3) the urban – rural migrant wage gap completely disappears when matching or IV methods are used.

This research focuses on Capacity Building for Indonesian Migrant Workers: A Study in Hong Kong and Penang. So, the research question is to discover what types of capacity building are being carried out for the development of Indonesian Migrant Workers who have been working in Hong Kong and Penang. It is hoped that this research will encourage PMI empowerment to lead a more empowered life independently or in other groups. This study has two objectives: 1) efforts to increase the capacity of Indonesian migrant workers carried out independently by IMW in Hong Kong and Penang; and 2) IMW empowerment programs organized by external parties such as government officials, corporations, and non-governmental organizations in Hong Kong and Penang. The findings of this study will be used to strengthen the more targeted and planned IMW empowerment program. A good empowerment program will undoubtedly make IMW's life more productive, even if she is far from family. To accomplish this, IMW requires a constructive and targeted empowerment program that entails the participation of all relevant government and non-government stakeholders.

2 Material and Methodology

The locus of research was in Hong Kong and Penang, Malaysia. The research was carried out from March 2018 to October 2018. The total number of informants was 25 people, consisting of 15 IMWs and 10 representatives from the Consulates General of Hong Kong and Penang, the Migrant Workers Union of Hong Kong and the Open University in Penang. The informant's selection uses the snowball sampling technique. All IMWs that became informants for this research were legal IMSs or documented migrant workers. The research uses a qualitative approach. The informant selection uses snowball sampling contacted for the first stage via the Indonesia General Consulate office in Hong Kong. Semi-structured group discussion interviews were conveyed to search for informants' perspectives on how they use the mobile phone and interpersonal mobile phone use network. Throughout the study, ethical procedures were carried out, such as informing respondents that participation was voluntary, and they could withdraw from the study at any time.

3 Result and Discussion

IMW Self-Empowerment

Based on the results of research conducted by IMW interviews in Hong Kong and Malaysia, various forms of self-development are undertaken on the basis of IMW's own initiatives, namely continuing education. The level of education chosen is equivalent to the level of undergraduate education offered by Open University. The number of IMW Hong Kong and Penang studying in this study was higher in Malaysia. Based on informants from the Open University, the number of participants can reach 220 migrant workers who study between their IMW positions. Meanwhile, an informant from the Indonesian Migrant Workers Union in Hong Kong has stated that dozens of IMWs have also continued their studies.

Table 1. Comparison of the IMW Independent Empowerment Activities in Penang and Hong Kong

Penang	Hong Kong
<ul style="list-style-type: none"> • Undergraduate education at UT • Communication Group Network is weak • Restricted forms of self-empowerment a. Online Selling Individual field 	<ul style="list-style-type: none"> • Undergraduate education at UT • Communication Group Network is strong • There are various forms of self-empowerment a. Empowerment on the religious b. Empowering self-entrepreneurs in Victoria Park and online c. Empowering the social sector d. Empowerment in the cultural sphere (writing skill) e. Empowerment in the sport/martial f. Hobby-based empowerment and lifestyle, etc.

Educational patterns are implemented through the use of the Internet and smart-phones owned by IMW through an online system. In the meantime, IMW Hong Kong and Penang study programs include English literature, communication science, management, and law. Based on the informants, the above program selection is based on their interests. The reason they took this course was because they wanted to stop being a PMI and work in Indonesia with a higher education diploma. All informants are optimistic about the ongoing study, and the accreditation of the Open University is considered to be good. The following is a comparative table of IMW's empowerment activities in Penang and Hong Kong originating from IMW's own initiatives (Table 1).

Empowerment by other parties

Differences in the regulations governing the presence of migrant workers in Penang and Hong Kong also have an impact on empowerment programs initiated by third parties. The Consulate General, corporations, non-governmental organizations, and other social organizations in Penang and Malaysia are examples of external parties.

There are aspects of empowerment that stem from stakeholders' initiatives on IMW issues in Penang, just as there are differences in empowerment or capacity building activities in adverse conditions. Aside from the educational program in collaboration with the Open University, the empowerment activities of the Indonesian Consulate General in Penang are not as diverse and frequent as those of the Indonesian Consulate General in Hong Kong. If IMW is involved in socialization activities, the Consulate General usually does so by going directly to the plantations and factories where IMW works. Some of the socialization programs provided were concerned with labor contract regulations and worker safety. Due to the strict working hours that apply, it is extremely difficult to collect MW in one location to participate in the empowerment program when compared to IMW in Hong Kong. These are the differences between the two tables (Table 2).

Table 2. Comparison of PMI's Empowerment Activities of other group initiatives in Penang and Hong Kong

Penang	Hong Kong
<ul style="list-style-type: none"> • The empowerment program is limited diverse • The group of initiatives is limited a.KJRI <ul style="list-style-type: none"> • Difficult to implement the advocacy 	<ul style="list-style-type: none"> • The empowerment program is more • The group of initiatives is varied: KJRI, Corporate, NGO • Easy to implement the advocacy program a.Protection of PMI b.Legal support c.Mitigation of Risk, etc.

4 Discussion

IMW Self-Empowerment

Each informant also expressed their seriousness with regard to this higher education study, even though they had to feel extremely tired after a full day working as IMW. Both IMW in Hong Kong and Penang said that the socialization of the Indonesian Embassy and the Consulate General helped them decide to go back to school. The Penang Open University itself started in 2012. Every year, the number of students coming from IMW is increasing.

All IMW informants also expressed no objection to setting aside their salaries to pay school fees. Their dream to return to Indonesia is to work as civil servants, private employees and entrepreneurs. So, with these ideals, they study seriously and try to graduate on time.

Many IMWs began studying in Hong Kong and Penang, but when the contract was over, they continued to study in Indonesia. They continue to attend the Open University near their hometown. The reason they are still studying in Indonesia is to stay close to their nuclear family. Based on informants from the Open University, there are quite a number of graduates who have stories of success by working on their dreams to become Civil Servants.

In the meantime, informants from the Hong Kong and Penang Consulates General have stated that they have also collaborated with the Open University in the field of outreach to IMW. Particularly for IMW in Penang, socialization was carried out in collaboration with the Open University of Batam. The socialization in Penang is carried out in the refineries that are part of the program of the KJRI Penang Social and Cultural Society. Meanwhile, the socialization of the Indonesian Consulate General in Hong Kong invited PMI to come to the KJRI office so that IMW could take advantage of Open University education.

Apart from self-development through education, another program carried out independently by IMW is the formation of groups with different objectives. IMW in Hong Kong is more active than Penang's in establishing a communication network for this group. This is due to the rule of the Hong Kong government that gives IMW a day off on weekends. This opportunity is being used by the Hong Kong IMW Communications Network to carry out various empowerment activities. There is an IMW group doing

empowerment in the religious sector with routine studies every weekend. IMW's largest group is a group of entrepreneurs who regularly engage in trading activities in Victoria Park throughout the weekend. This opportunity has made Victoria Park very crowded with IMWs, who are buying and selling various Indonesian food, clothing and other services. Not only does IMW Hong Kong physically stop selling on weekends, it is also actively taking the initiative to increase its revenue through online sales.

Apart from self-development through education, another program carried out independently by PMI is the formation of groups with different objectives. PMI in Hong Kong is more active in the establishment of a communication network for this group than PMI in Penang. This is due to the Hong Kong government's rule that gives PMI a day off on weekends. The communication network of the Hong Kong PMI Group is taking advantage of this opportunity to carry out various empowerment activities. There is a PMI group that works on empowerment in the religious sector with routine studies every weekend. PMI's largest group is a group of entrepreneurs who regularly conduct business activities in Victoria Park throughout the weekend. This opportunity has made Victoria Park very crowded with IMWs, who are buying and selling various Indonesian food, clothing and other services. Not only does IMW Hong Kong physically stop selling on weekends, it is also actively taking the initiative to increase its revenue through online sales.

IMW Hong Kong also carries out other socio-cultural activities through the Migrant Workers Union and other networks. There are those who carry out development activities in the fields of writing, dancing, martial arts, and so on. Each of these communities first conducts a selection of members to develop a weekly or monthly routine agenda. It is not unusual for them to invite celebrities to become sources for their activities or to entertain themselves. The technical implementation of this activity is usually based on contributions from community members themselves collected over a period of time.

In the meantime, IMW Hong Kong's discretion does not apply to IMW in Penang, Malaysia. This is due to the strict rules of the Malaysian government on existing foreign migrant workers. It is very difficult for IMW in Penang to carry out other empowerment programs unless they are done individually. In addition, the communication network of the PMI Group in Penang is not as strong and diverse as that of PMI Hong Kong. Based on PMI informants in Penang, there are several individuals who are secretly developing online sales. However, this figure is not the same as the PMI in Hong Kong.

Empowerment by other parties

Meanwhile, IMW's situation in Hong Kong is different. Based on interviews with informants from the Indonesian Consulate General, banks, NGOs and other community organizations, more diverse empowerment programs have been identified. There are at least two categories of empowerment programs, namely skills development and advocacy.

KJRI and national banks often carry out soft skills strengthening programs such as managing remittances, employment contracts, increasing skills, entertainment and media publishing. This publication media is intended to serve as a communication channel between stakeholders and IMW in Hong Kong or even between IMW itself. One of the programs carried out is the management of IMW's finances with the family and the management of the communications media used. In the meantime, IMW often faces advocacy in the form of IMW protection, legal assistance and risk mitigation seminars.

This advocacy program is usually provided by the Migrant Workers Union of Indonesia and foreign NGOs. This advocacy program seeks to convey the rights and obligations of IMW while working in Hong Kong. These are the differences between the two tables.

5 Conclusions

The various capacity building efforts stemming from the initiatives of migrant workers in Hong Kong and Penang have something in common in the field of education. Tens of Hong Kong's IMWs and hundreds of Penangs are taking part in higher education organized by the Open University. Various programs to be selected, including English literature, communication studies, management and accounting. In the meantime, IMW Hong Kong has become much freer, more diverse and more routine in building other capacities, such as religious and entrepreneurial activities. The business activities of IMW Hong Kong are both online and live in Victoria Park. In the meantime, capacity building activities carried out by other parties are being carried out on a sporadic basis with regard to the management of remittances, health and socio-culture. The various programs mentioned above are empowerment programs that should continue to be implemented in order to improve the well-being of IMW's life.

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