UNIVERSITY OF TAMPERE

Faculty of Management

THESIS

HUMAN RESOURCE DEVELOPMENT

IN DAK R'LAP DISTRICT

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17th, April, 2018

Dear Doctor Harri Laihonen,

I would like to declare that this thesis is done by myself funder the supervision of Doctor Harri Laihonen. I hereby certify that the data source for the research is clearly defined. I am responsible for the truthfulness and objectivity of the research.

Your sincerely

Pham Van Nam

ACKNOWLEDGMENTS

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ABBREVIATIONS

HRD: Human Resources

HRD: Human Resource Development

HRM: Human Resource Management

HRP: Human Resource Planning

ABSTRACT

After over 10 years of implementing the human resource development policy in the public sector, Dak R'Lap District has attracted many civil servants for its development cause. In addition to the achieved results, this policy also reveals many limitations needed to be overcome. And thus, Dak R'Lap District should evaluate scientifically the effectiveness of the issued policy. This study has assessed each of the contents of the human resource development policy in the communal-level administrative agencies of Dak R'Lap district. The results of the review shall be the basis for recommendations to improve the policy in the future. Quantitative research methods are employed to answer research questions. In this study, data collection has been conducted in two phases: Phase 1: Collecting data on human resource development in the public sector; Phase 2: Classifying data by each specific content related to the items in the study to facilitate the data analysis. For the direct data collection in Dak R'Lap district, a questionnaire survey has been prepared. The survey was conducted for managers and policy beneficiaries of Dak R'Lap district. The results have shown the strengths and weaknesses of the policy. The study has also assessed the suitability of policies in the current period. The satisfaction level of the managers and the needs of policy beneficiaries have been also surveyed. Based on that, the study has also made some recommendations to improve the human resource management of Dak R'Lap district in the future. Limitations of research and recommendations for further studies have also been determined.

1 INTRODUCTION

1. 1 Background of the research

Human Resource Development (HRD) refers to the ability of organizations to protect their core competencies by investing in training and developing the competencies and skills of their employees (Sambasivam & Kebede, 2013). HRD is a strategy for human development based on strategy and resources to achieve organizational goals (Lepak & Snell, 1999). This allows organizations to combine internal and external resources to ensure stable and continuous competition (Davenport, 2003).

HRD can also be considered as a process that includes the development and implementation of policies to monitor and direct the organization's human resources (Dussault, 1999). Policymakers should define clear policy objectives based on an analysis of the internal and external situation of the organization as well as on the forecasts regarding short, medium and long-term changes. The purpose of the organization is to help HR managers develop policies that are tailored to their specific conditions. HRD needs a combination of strategies to achieve its goals (Anyim et al., 2012). In order to have a suitable personnel policy, stakeholders should be involved at all stages of policymaking, from problem identification and needs assessment, to identifying goals and objectives (Swanson & Holton, 2009). Thus, alignment with the organization's strategy is an important part of HRD.

Vietnam implemented the Human Resources Development Strategy for the period of 2011-2020, which was issued in conjunction with the Prime Minister's Decision in April 2011. Central and local agencies also carry out many policy solutions to attract, recruit, train, foster and develop high quality human resources for their units. Initial results have been substantial. However, the development of human resources has not fully met the requirements and there is still a need to operationalize the national strategy. At the moment, the basis for developing the quality and effectiveness of human resource policies still underdeveloped. The shortage of qualified human resources has become a major obstacle to Vietnam's industrialization and modernization in the process of international integration. One of the reasons for the shortcomings is the lack of high quality human resource development policy.

The empirical analysis of the HRD policies is carried out in Dak R'Lap District in Vietnam. The district is located in the southwest of Dak Nong Province and was established in 1986. In 2007, it was split and established new district of Tuy Duc. Although the split posed some difficulties for Dak R'Lap district, it has successfully implemented many policies to attract human resources to serve socio-economic development. This includes the development of administrative human resources at all levels. The comprehensive development of Dak R'Lap district in the past years is an evidence of promoting the internal strength and success of the district in attracting and employing talented people with high skills, having talent in the state administrative apparatus to form a team of high quality administrative human resources for the development of the district.

From the early days of splitting up it has been an important and difficult task for the Party, authorities and people in the district to quickly build district will standardized new countryside by 2020. The management is issued for district leaders immediately after the new district is how to attract more talented people to form a high quality human resources team in the state administration apparatus. Especially in People's Committees of communes and towns in Dak R'Lap to serve the cause of socio-economic development, improve the quality of administrative public servants, contribute to improve quality service for people. To solve the problem, the Party and authorities of Dak R'Lap district identified a need to develop strategies and policies for human resources required by the high quality administration. Thus, the first Party congress of the district (term 2007-2010) proposed the policy of active human resources with high quality to meet the requirements of industrialization and modernization. The main objective of this policy was to focus on the development of local scientific talents and to have a policy of attracting high quality human resources for the public sector.

Subsequently, Dak R'Lap District Party Committee set out an action plan on developing a personnel strategy. In particular, this strategy emphasized the objective of improving the quality of civil servants, attracting many people with ethical and talented qualities for agencies of the Party and district authorities to carry out public duties. This is the first public sector human resource development strategy of Dak R'Lap district. Furthermore, the People's Committee also issued a decision to implement the initial treatment regime for voluntary people for long-term work and incentive schemes for cadres, civil servants were working in Dak R'Lap District. This was an important breakthrough policy for Dak R'Lap district in order

to keep and attract talented people to work in the administrative organs of Dak R'Lap district. In addition, the People's Committee also developed a number of other policies to attract and retain human resources, such as (1) Scheme for supporting higher education at local educational institutions by district budget for pupils in upper secondary schools (2) Employment policies for local children graduated from universities and colleges to work in communes and towns.

By the end of 2017, Dak R'Lap district had received and arranged work for 164 people out of which worked at the People's Committees of communes and townships. They have graduated from a good university or college and most of them are in a young age (Source: Dak R'Lap District Office of Home Affairs). Thus, the HRD policy has succeeded in attracting young and high level of workforce to the public sector contributing to rejuvenation and improvement of the quality of civil servants for many years. However, the policy of developing cadres and civil servants of Dak R'Lap district still had some limitations such as the lack of general criteria for identifying the quality of human resources in administrative agencies. The policy of developing administrative staff is not comprehensive. In fact, there were not many well-qualified experts, scientists, managers, and strategic leaders in the district. In addition, the way of Dak R'Lap district are still creating many opinions contrary to society, both support and not support. This has created many challenges for district managers and policymakers in continuing to build human resource development strategy in the public sector.

To address the above-described constraints, research on issues related to human resource development in the public sector and in Dak R'Lap in particular is important. It will provide additional information to help adjust the district's public employment development policies.

However, over the past 10 years of implementing the policy of developing cadres and civil servants, research on the topic are still scarce. Up to now, there is no specific study to evaluate the effectiveness of the policy, especially the development of communal cadres and civil servants in Dak R'Lap district. Therefore, there are few sources of scientific information to provide Dak R'Lap district leaders with the further refinement of their local policies. This is the research gap this study aims to fulfill.

1.2 Research questions

Within the scope of the study, the author focuses on the following HRD processes: (1) Human resource planning; (2) recruitment or selection policy; (3) evaluation policy; (4) training policy; (5) Policy on remuneration. This scope is based on the literature review on human resource development presented in the next section. The study aims to answer the following research question:

Question 1: What are the strengths and weaknesses of process of implementing the commune-level human resource development policy in Dak R'Lap district? What are the causes of these strengths and weaknesses?

Question 2: What should leaders in Dak R'Lap District do to improve their commune-level administrative human resources development policy?

The empirical part of the study was carried out in Dak R'Lap district in Vietnam. Empirical data was gathered from eleven commune–level administrative units and agencies. These units and agencies were Department of Home Affairs, Office of the People's Council and People's Committee, Department of Finance - Planning, Bureau of Labor - Invalids and Social Affairs.

1.3 Structure of the thesis

The study consists of five parts. The first chapter introduces the background of the research. In the second chapter, an overview of the literature on human resource development is presented. It provides a more comprehensive view of human resource development in general and the development of administrative human resources in particular. Chapter three describes the used research methods. The fourth chapter studies and discusses the results of the empirical research carried out in Dak R'Lap district. Finally, the fifth chapter will answer the research questions, discusses the limitations the research and provides some recommendations and ideas for further research.

2 LITERATUREREVIEW

2.1 Developing high quality human resources in the public sector

Human Resource Development (HRD) is a continuous process in consistence with human knowledge and skills of organizational objectives (Jacobs and Jones, 1995). HRD is a short-term or a long-term activity to help employees develop their knowledge, expertise, productivity and personal satisfaction with their organizations, communities and nations (McLean, 2001). At the national level, HRD is understood to be a process where people in different groups continuously acquire new knowledge and empower themselves (Singh, 2012).

HRD is a systematic and planned mission which shall be undertaken in a continuous manner in which the organization provides employees with the basics to meet their short-term and long-term goals (Harris et al., 2006). According to Bhupendra (2009), HRD is a systematic and planned activity that includes training, development, occupational planning and performance evaluation for the organizational development. Charls (2006) argues that HRD is the integrated use of professional development and training efforts to improve individual and organizational performance. Harris (2008) describes HRD as the organization of employee in learning to improve the organizational performance. According to Werner and Desimone (2006), HRD activities such as training and development, career development, organizational development and performance evaluation are important for every organization. HRD is a sensitive issue that needs attention in both developed and developing countries to achieve organizational growth through the modernization of staff skills (Michael, 1995). Nations as well as organizations should have appropriate HRD strategies to build their workforce appropriately for each stage.

Batt & Moynihanand (2006) provided important management tools for high quality human resources in the organization. Managers should take steps such as planning and identifying demand for high quality human resources, recruiting human resources, using human resources, training and evaluating human resources (Batt & Moynihan, 2006, p.6). Other authors also analyzed the specific contents of human resource processes and emphasized on the importance of flexible and closed processes to achieve the goals of attracting and retaining high quality human resources. Pudelko, Harzing & Cabri (2009) analyzed the human resource management of African countries, Japan and other countries in the world and proposed conclusions about

factors affecting human resource management. Factors influencing the issuance of high quality human resources policy include natural, socio-economic, political, legal, cultural and intellectual conditions. In many African countries, the regimes are lacking of democracy; natural conditions are harsh; socio-economic conditions are underdeveloped; the culture is backward, and intellectual standards are low. Human resources are less appreciated in community life than in other continents. These are the factors that hinder the attraction of human resources from all over the world to this continent. Japan always attracts and maintains high quality human resources because it has a strong political background. The freedom and equality of the competition is promoted and exercised seriously and the legal awareness of the Japanese people is high compared to many countries in the world (Pudelko & Harzing, 2009, p.112).

Regarding the role of high quality human resources, the overall of the research literature confirms that high quality human resources are important for the development (prosperity or decline) of a country. The advantages of high quality human resources are gaining competitive advantages and development (Wood, 1993, p.8). High quality human resources are the essence of social human resources and the most important indicator of the national development (Wilkinson, 1994, p.11). High quality human resources include good leaders, good managers, talented business managers, top industry scientists, professors, doctors, people with good skills and skilled personnel. Those who directly or indirectly create the greatest benefits for the organizations and societies are the symbols of the power of a nation (Juran, 1999, p.32).

To attract and retain high quality human resources, managers should identify the needs for high quality human resources and the need for the sound human resource policy. In addition, it is advised to know how to promote his advantages in implementing high quality human resource policies. Human resource development should take into account factors such as the political system, legal system; economic, cultural, social and intellectual standards of the people. These factors can have positive or obstructive effects on the implementation process. These research results provide managers with reliable information to serve the policy-making process. However, the research has not been carried out in specific categories, especially in the public sector. Each type of organization has different conditions and standards of knowledge and expertise for human resource development of the organization. High-quality human resources in each governmental agency also set out different requirements for the content organization and management. These are the gaps of previous researches. This research was conducted in a public organization with the

intention of making up for the gap in previous studies.

2.2 Human Resource Management in Local Government

Human resource management plays a very important role in the operations of governments at all levels, as this function is closely linked to the activities and goals of the staff with the mission and goals of the organization (French et.al, 2011). The shift from traditional functions to strategic planning and performance indicators has emerged in previous years. However, the traditional values and core managerial functions of HRM are still important. Many human resource management functions related to the flexibility of the workforce have also increased in their importance over the years. These functions and activities include training and skill development, career development, cross-training, diversity management, conflict resolution, determined benefits and salary (French et.al, 2011). Public sector reformers should be cautious about the involved issues and processes, including the selection and recruitment of appropriate managers and employees; Opportunities of development and promoting employment; Providing an incentive system for employees; Full interaction between the entire workforce, the managers and the supervisors; Building the staff of leaders, communication and control (Antwi et.al, 2008).

Each organization has the environment and ability of applying different human resource management. Human resource development strategies of public organizations are not significant for private sector organizations and vice versa (Lindstro'm et.al, 2011). The administrative decentralization, lack of human resources and financial resources, and heavy workload are key weaknesses affecting the strategic objectives of human resource management at local governmental agencies. Therefore, local governments often do not take the initiative in developing strategies for human resource development in the public sector. Experts predict the increasing high importance of HRM in the public sector, which is like a creative player in the strategic management of public organizations. However, some of the changes that they envisioned for HRM a decade later may not grow as fast as expected (French et.al, 2011).

Human resource managers realize that multi-stakeholder engagement is critical to ensure that HR strategies focus on the organization's overall goals. Human resource managers note that HR strategies must accommodate broad legislative environments and changes in the public sector.

The relationships with senior managers are also important because their support is essential. Human resource managers also explain that relationships with chain managers are important to ensure that HR policies are implemented successfully (Truss, 2009). In addition to strategic factors, managers hope that human resource management will focus on the safety of employees. Equity must be ensured for employees in the same organization. Training and developing the labor force and organizational development are considered as the priorities in human resource management. HR also plays an important role in communication from employees to leaders (Truss, 2009).

Local governments should adopt the group management methods for HRM and ensure that members of the group regularly interact with each other. In addition, new ideas of employee should be paid close attention and implemented by the managers. Such ideas are ones close to reality and are consistent with the goals of the local governments. In addition, human resource managers in the public sector should make employees understand and adhere to public sector regulations. The second idea is to encourage the group to focus on complex areas by re-checking in areas of public institutions suspected of violating the law (McDowell et al., 2011).

It is required to increase the role of management in promoting employee performance evaluation (Brewer et.al, 2012). Employees are not satisfied if their efforts are not rewarded or objectively recognized by their organizations. Organizational rewards can be granted with material rewards, such as salary increases or career advancement, or with non-material bonuses such as training. In other words, there are so many negative impacts when employees realize their working performance is disproportionate to their efforts because of the subjective reasons caused by managers (Giauque et.al, 2013). The expectations of success when implementing HR strategies in changing conditions are very important. This includes the renovation and modernization of HR policies in line with changes in the political system and the actual situations of each local government.

2.3 Basic Policies in the Human Resources Development Policy of the Public Sector

There are two basic definitions of **human resource planning** (HRP). The first definition is the right number of right people in the right job at the right time (Stokker & Hallam, 2009, p.562). The second definition is to integrate an organization's human resource strategies into a business

orientation. It is a process of analyzing the current workforce and identifying future needs (Helton & Soubik, 2004).

There are two similarities between these two definitions. Firstly, both of them are interested in finding and using systematic techniques to assess the extent to which an organization can meet future labor requirements. Freyens (2010) asserted that the focus of HRP includes the assessments of future human resource needs and the development of programs to meet those needs. The forecast requirements related to the creation of quality and quantity of staff will be necessary for the organization in the future. In addition, HRP can be considered a systematic technique to assess the organization's ability to meet future human resource needs. According to Choudhury (2007), HRP helps a organization have a clear strategy in the area of human resources. HRP also helps to keep employees motivated and helps the organization overcome the failure of human resource management strategies. In addition, both definitions emphasize the necessity for HRP to combine human resources with organizational planning to achieve the targeted goals.

HRP plays a very important role in achieving the organization's goals. It requires planning potential human resources with the right skills at the right time and at the right cost. The importance of HRP is based on identifying the needs of the organization in the present and in the future (Randhawa, 2007). HRP can use various methods to address current and future human needs such as demographic analysis method and future demand forecasting method (Meisinger, 2007). Organizations need HRP to ensure that organizations get the right jobs for each of their employees (Freedman, 2009). HRP also aims to facilitate the organization. HRP is also important to assist HR professionals in planning changes and minimizing unexpected events. This can be achieved by applying HRP to have a clear view about their labor needs. Human resource planning depends on a number of human resource management contents such as employee recruitment planning and employee development of the organization (Sullivan, 2002).

HRP activities are the basis for making clear decisions about long-term organizational strategies. It is very important to collect, develop and retain staff to achieve organizational goals (Choudhury, 2007). HRP allows an organization to adjust and respond quickly to current and future operational requirements. In terms of demand related to labor market trends in the future, human resource managers must determine the recruitment method and recruited positions (Snell

& Bohlander, 2012).

There are many challenges associated with the implementation of HRP in the public sector. Choudhury (2007) argued that these factors are lack of political power, lack of budget and lack of technology. Jacobson (2010) proposed that many localities do not want to develop plans for human resource development in the public sector. Barrett, Green and Sheldon (2014) argued that the lack of public sector workforce planning is due to inadequate resources, including time, staff, and expertise. These challenges show that the public sector is only beginning to consider the human resources plan systematically.

Recruiting (or selecting) is the process of creating a group of people who are able to apply for a job. Selecting is the process of using the tools to find a person (or people) from applicants. These selected people have the knowledge and skills to accomplish the goals of the organization. In the public sector, the selected persons are also required to meet the legal requirements of each class and each regime (Bratton & Gold, 2003). Recruitment includes three stages: identification of requirements, attraction of candidates and selection of candidates (Armstrong, 2001).

Recruiting process is one of the most important human resource management functions. It is the input point to accomplish the goals of the organization. It also reflects the organization's requirements and the competences of those selected in the job. Many methods are used in the recruitment and selection process such as interviewing, verifying records, undertaking specific works of the organization in a short time and other methods.

According to Armstrong (2001), **training** is a formal and systematic behavioral change through learning that has been planned to improve the fitness between employee characteristics and job placement requirements. In other words, training is the enhancement of knowledge to do a particular job. After selecting staff, organizations in the public sector must provide training to employees because organizations want to maintain a quality human resource serving the ever-changing environment. Each organization will have different training methods and contents. For the subject, training shall be conducted for new recruits and professional training for policy beneficiaries.

Evaluation is one of the important stages of human resource development. The assessment is

conducted to check whether employees in the organization perform the assigned tasks or not? Evaluation will examine the effectiveness of tasks in the organization (Bhupendra, 2009). Evaluation is often done in determining the performance of an organization. Another objective is that the assessment helps employees do better in meeting the goals of the organization (Milkovich and Boudreau (1991)).

Preferential treatments and rewards: Remuneration is very important and it is a factor for employees to compete in the organization. It refers to people who are able to fit into each job position within the organization. Payments involve both financial and non-financial rewards. Payroll and bonuses are based on production, skills, knowledge and basic salary payment (Brown, 1989). Reward is also one of the focal components of human resource development policy (Armstrong & Murlis 1991).

2.4 Human resources development in public organization in Vietnam

Establishing a high quality human resource policy is a difficult and complex task, requiring a lot of theories and practices. In many documents of the Government of Vietnam, the human resource development policy has been mentioned. But so far, the Government and localities have not developed a suitable high quality human resource policy. To do this, the first thing is to conduct scientific researches on issues related to high quality human resources and high quality human resource policy. In fact, there have been a number of high quality human resources research projects in the public sector. These works are important for Vietnamese policymakers. They have used their overseas experiences to develop national and local policies (Can, 2010). However, public policy makers still need independent researches on high quality human resource policies of Vietnam. It is necessary to apply international experiences to the conditions in Vietnam, but adaptations should be made to suit each locality. When the Government mechanically adopts international experiences in human resource management in the public sector, it will lead to the failure of human resource management of the local governments (Can, 2010). It can be said that this is the limitation in researching human resource development policy in Vietnam. At present, in the scientific forums, the high-quality human resource research in Vietnam is often just the form of academic exchanging articles, scientific journals and a number of research topics. These studies are not sufficient to provide a scientific and practical basis for public policy makers to develop high-quality human

resources policies for talented people in the field.

The study analyzed the policy for talented people to attract and retain high quality human resources in governmental agencies. The results of the study have clarified a number of issues such as the concept of talent, the standards of exploring talented people; the attraction, training, use and evaluation of talented people in the region. Public policy oriented to talented people in the public sector has not been established (Cu, 2008). The policy of attracting and rewarding talents has not been implemented by the Government and local authorities. Therefore, public organizations have not attracted many talented people. In addition, brain drain is still ongoing. The author has proposed the six fundamental issues for human resource development in the organization (Nam & Ngan, 2011). Firstly, it is required to make public the attraction of high quality human resources so that talented people know and register to participate. Secondly, collecting information about talented people will be the basis for the development of high quality human resources. Thirdly, it is required to determine how to attract talented people to suit the conditions of each organization. Fourthly, it is required to renovate the recruitment of talented people towards the diversification of recruitment methods. Fifthly, it is necessary to assess the importance of talented people for the organization. Finally, it is advised to ensure the conditions for implementing policies for talented people. These are issues that the Government of Vietnam is interested in the process of renovating the country. However, governmental agencies and local governments have different requirements for high quality human resources. It is important for the managers to determine the specific requirements for quality human resources for each type of organization that are appropriate for the organization's purposes. With the above-mentioned research gaps, the main content of this study is the assessment of human resource development policy in the public sector of Dak R'Lap District with the hope that the results of this study shall supplement experiences to the above research gap.

The literature overview is of the important significance to the author in conducting the study. At various levels, the review recommends the author with the research orientations, avoiding the shortcomings of previous studies. By reviewing domestic and international studies, the author has grasped the strengths and limitations of previous researches. In addition to selecting strengths, the author has identified research gaps from the limitations of researches to build a research framework and conduct the research in accordance with the structure of the thesis.

3 RESEARCH METHODS

3.1 Research methods

With a small amount of material on the topic of human resource development in the country, this study is both explorative and descriptive. Stebbins (2001) identifies explorations in the social sciences as broad, purposeful, systematic commitment arrangements designed to maximize the discovery of generalizations that lead to description and understanding. On the other hand, studying descriptive research objectives, they should aim to understand a common or non-conventional social phenomenon by looking at the details of the factors that make it a phenomenal phenomenon (Hart, 1998).

Clearly understanding the philosophy of research is important to determine the appropriate research methodology of the thesis. The most appropriate method of research will help the researcher collect relevant data to solve the research objectives easily. According to Creswell (2008), there are three main research philosophies including positivism, constructivism, and pragmatism. Researchers should fully consider the factors before determining their methodologies.

In this study, quantitative research methods have been used to achieve research objectives and answer research questions. The reason for choosing this method is that the research topic is narrow, the relevant documents are limited and the author can easily use the questionnaire to collect information. The overall assessment about literature was also used in this study. Petticrew & Roberts (2006) argued that systematic reviews of the literature can highlight the lack of data and limit the actual research on a particular topic. In addition, systematic reviews of research literature help identify gaps and information for future research efforts. Cooper (1998) argued that document evaluations can focus on research results, research methods, theories, applications, or all of these.

3.2 Data collecting and processing

Data collection and analysis have been carried out in two phases. In Phase 1, the author collected data on human resource development in the public sector. This data includes international studies on human resource development in the public sector. The documents of

Vienam Government, ministries and Dak R'lap District on human resource development in the private and public sectors. Domestic and international scientific articles are also a reliable source of information. A review of the literature gives the author an overview of the basic contents, objectives and determinants of human resources in the public sector. The experience of human resource management in the world is also an important channel for making recommendations for the development of high quality human resources in the public sector. The requirements of data summarization should be clear and comprehensive (Fink, 2005). In Phase 2, the collected data was categorized by specific content related to the items in the study to facilitate the data analysis. The used methods of data analysis are to make data consistent, to classify data and identify the samples in a systematic way (Cooper, 1998). When performing the content analysis, the data is grouped into meaningful groups for each topic in each phase. Research topics are oriented to the data collection, but the formal analysis takes place after the data collection is completed (Fink, 2005).

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│                         │      │ Literature review:│   │ Suggest solutions to│
│   Research documents    │─────▶│  Setting out the  │   │improve HRD policy of│
│                         │      │ research framework │   │ development in Dak │
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│ A survey for managers,  │      ┌──────────────────┐              │
│ policy beneficiaries in │      │ Analyze and assess the │         │
│    Dak R Lap District   │─────▶│ current situation of HRD │───────┘
│                         │      │ policies in Dak R'Lap district │
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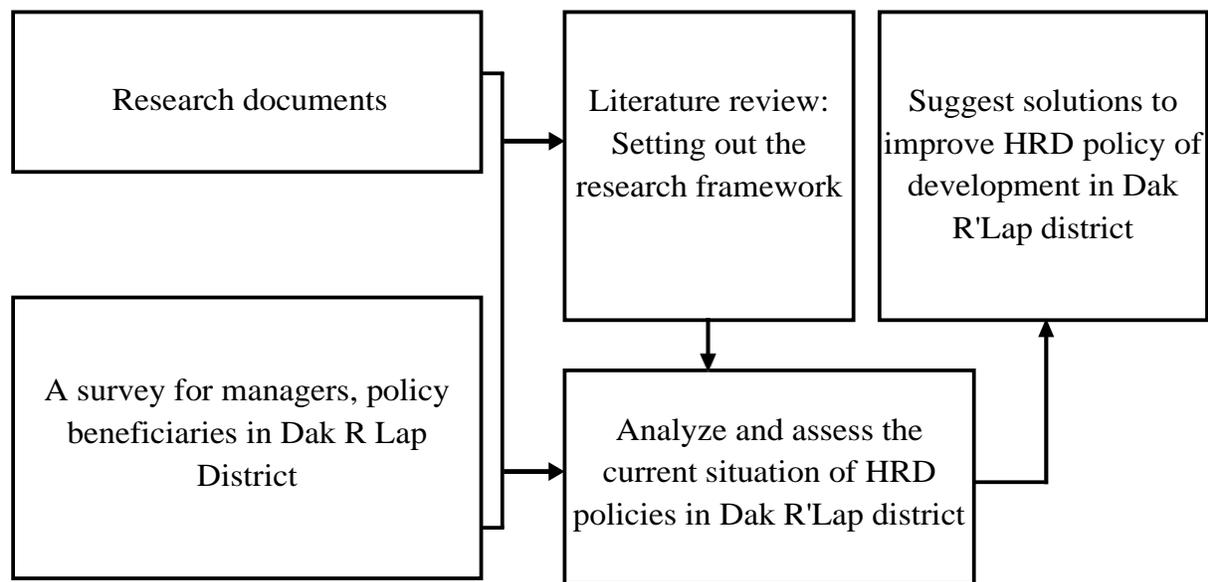
Diagram 1: Research Process

3.3 Questionnaire survey

To directly collect the data, the author used a questionnaire to conduct the survey. The survey was conducted for managers and policy beneficiaries of Dak R'Lap District (11 communes and Kien Duc town). The contents of the questionnaire consists of two parts: Introducing the author

and the questionnaire for the respondent. The author's introduction to the research topic is designed to ensure reliable and transparent information of the survey. Answers include closed questions designed with specific contents for the author-driven information for the two different target groups. Based on the purposes of the study, the author set out the questionnaire and then collected opinions from some experienced people in the field of human resource management. The author then completed the format and contents of the questionnaire before putting it into practice.

The Questionnaire No.1 is used to survey policy beneficiaries. The contents of the questionnaire shows the personal information of each respondent. The review of the contents of human resource development policy for Dak R'Lap district for policy beneficiaries is also provided in this questionnaire. The purpose is to assess the suitability of human resource development policy in Dak R'Lap District in the current period. At the same time, the questionnaire also tells the author about the training needs, promotion opportunities of policy beneficiaries. After analyzing the data, the strengths and weaknesses of each content in the human resource development policy in the public sector at Dak R'Lap district were also shown. By 2017, 164 people have joined the policy. The author selected 110/164 policy beneficiaries (each Communal People's Committee selected 10 people). The results of the survey demonstrated that 105 out of 110 questionnaire-provided people are respondents (95.45%). The rate of participation in this survey is consistent with the study.

In order to obtain two-dimensional information, the author used a second questionnaire to survey the human resource managers of Dak R'Lap District. The author used a 5-level questionnaire to assess the satisfaction of managerial agencies on job capacity and quality and comments on the working conditions and environment of policy beneficiaries. The author also employed other questions to gather more information. The author surveyed 15 human resource managers in the public sector at Dak R'Lap District. As a result, 12 people (80%) responded to the questionnaire.

The Likert scale was used to assess attitudes and views of policy beneficiaries and human resource managers in the public sector at Dak R Lap District. In this thesis, the Likert scale is from 1 to 5 scores. The use of the Likert scale makes the data collection easier to understand. Being combined with quantitative data makes it easy to draw conclusions from

the feedback results. In addition, because the Likert scale uses a scale, people are not obliged to give opinions instead it allows the respondents to choose the average (keeping the neutral opinion) for the issue set out in the survey. When survey questions are answered, it is easy for us to analyze them. In addition, online survey using the Likert scale is also made easily through media such as email and social networks.

4 RESEARCH RESULTS AND DISCUSSION

4.1 Policy on human resource development in the public sector

In the administrative science, administration is an integral part of the governmental apparatus. It is established to perform executive functions. This is a concept used in the field of administration. In the administrative decentralization, administrative bodies of countries are now classified into central and local administrations. The central government is the government. Depending on the political system of each country, the local government will have different names. The Government unifies the State administrative management at the national level and the local governments shall be responsible for the State management at the local level.

In Vietnam, State public administrations include the Government and people's committees at all levels[1]. The Government is the highest administrative bodyunifyng the management in all aspects of national life. The system of State administrative agencies, including ministries and ministerial-level agencies, is a specialized agency of the Government. These agencies help the Government manage each industry and each sector at the nationwide scale. People's committees at all levels are local government agencies. These agencies manage all aspects of social life within the confines of each local level. The system of local State administrative agencies includes: The system of provincial administrative agencies (People's Committees) consisting of departments, committees and specialized agencies under the People's Committees of the provinces and cities directly under the Central Government. The system of district-level State administrative agencies (District People's Committees) includes equivalent sections and offices of the People's Committees of rural districts, urban districts, provincial towns and cities. The Communal People's Committee is the smallest administrative level and not organized into specialized agencies, but it has only the professional staff assisting the commune chairperson in performing the administrative management functions in each specific area of the locality.

Identifying the contents of the human resource development policy in the public sector of the Communal People's Committee is a complex issuebecause it involves a special

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[1]Including: Provincial People's Committee, District People's Committee and Communal People's Committee

component of the social workforce. To determine the content of the policy, it is necessary to study both theory and practice on this type of policy. Historically, Vietnam had a process of selecting talented people, including six stages: exploration, selection, training, retraining, use, and evaluation of talented people. In terms of theories, human resource managers are currently mentioning the contents in human resources development, which are the establishment of human resource development, human resource training, and human resource development.

And thus, the human resource development policy in the public sector covers many contents of the human resource management process. Within the research scope of the thesis, the author divided the policy of human resource development in the public sector at at Dak R'Lap District's into five basic human resource management policies in the following order: Planning, recruitment policy, training policy, evaluation policy, preferential treatment policy.

4.2 Overview on communal-level administrative human resources at Dak R'Lap District

Dak R'Lap District has 11 administrative units at commune level. The total number of civil servants assigned by the Provincial People's Committee is 263 people. Five commune-level administrative units are classified into the first class and assigned with 138 civil servants. People's committees in communes have used up 250 civil servants and 13 unused officials.

Table 1: The number of civil servants at Communal People's Committees at Dak R'Lap District

	Administrative unit	Assigned staff	Used staff
1	People's Committee of Kien Duc town	23	22
2	People's Committee of Kien Thanh Commune	23	21
3	People's Committee of Dak Wer Commune	23	22
4	People's Committee of Nhan Co Commune	25	25
5	People's Committee of Nhan Dao Commune	23	21

6	People's Committee of Nghia Thang Commune	25	24
7	People's Committee of Dao Nghia Commune	23	22
8	People's Committee of Dak Sin Commune	25	23
9	People's Committee of Hung Binh Commune	23	22
10	People's Committee of Dak Ru Commune	25	23
11	People's Committee of Quang Tin Commune	25	25
Total		**263**	**250**

Source: Department of Home Affairs of Dak R'Lap District, DakNong Province.

Table 1 demonstrates the number of civil servants of 11 Communal People's Committees at Dak R'Lap District which are allocated the same number of staff by the Provincial People's Committee. There is no difference between the number of civil servants in urban and rural areas. There is no difference in large areas and small areas. The fact that the local governments of higher levels assigning the number of people working in the public sector to subordinate local governments also demonstrate a dependence on the human resource development of the lower levels on the higher levels. Subordinates are not proactive in deciding the number of people working for their units. The local governments are still dependent on the Central Government and this show the hierarchy in the political system in Vietnam

Of the 250 communal-level civil servants, 4 people have master's degrees (1.6%), 138 people are university graduates (55.2%), 45 people are college graduates (18%), 46 people are graduates from vocational training/intermediate schools (18.4%), and 17 employees are not trained (6.8%). The human resource in the public sector of Dak R'Lap district with the undergraduate education accounts for a high rate. The explanation for this is that Vietnam implements human resource management in the public sector following the position model. This model is characterized by the creation of lifelong employment for civil servants when they are recruited. Unskilled people who were recruited before 2007 are now not yet reaching the retirement age. Therefore, in general, there are still many cases with the low expertise.

Chart 1: Qualifications of civil servants at communal-level people's committees at Dak R'Lap District.
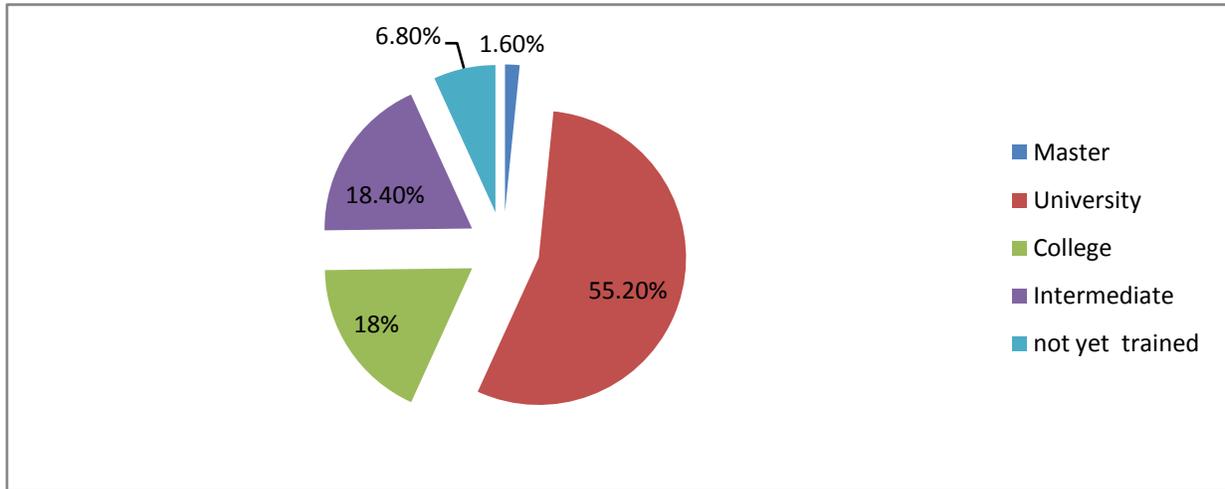
Source: Department of Home Affairs of Dak R'Lap District, Dak Nong Province

Chart 2: Age of administrative human resources in the public sector of Dak R'Lap District (unit of calculation %)
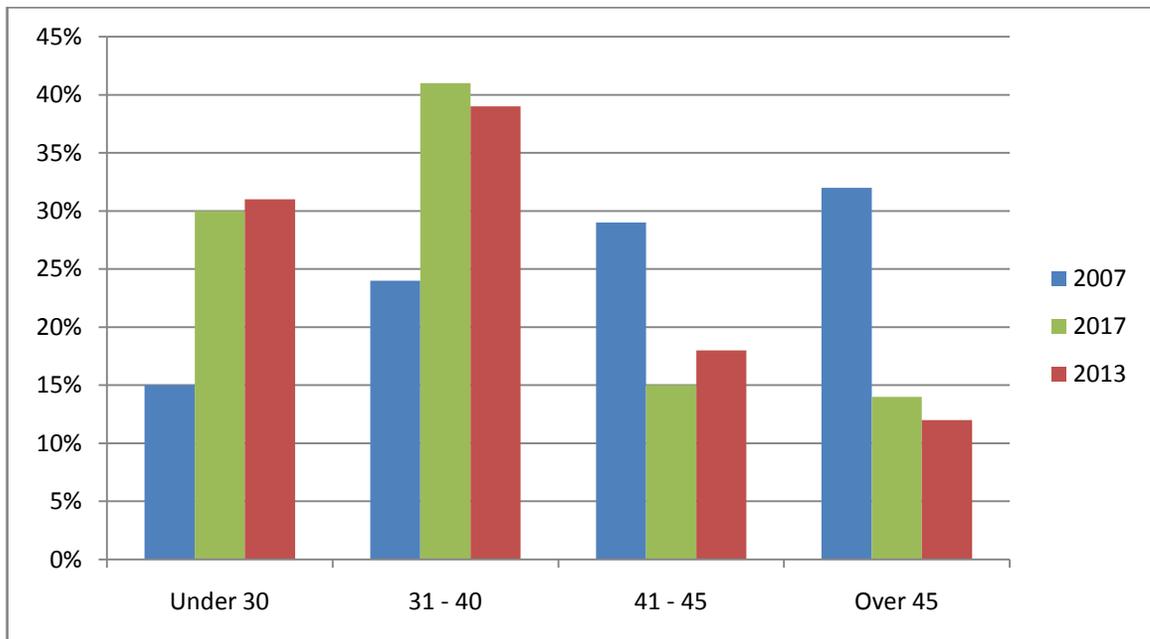
Source: Department of Home Affairs of Dak R' Lap District

Chart 3: Gender structure
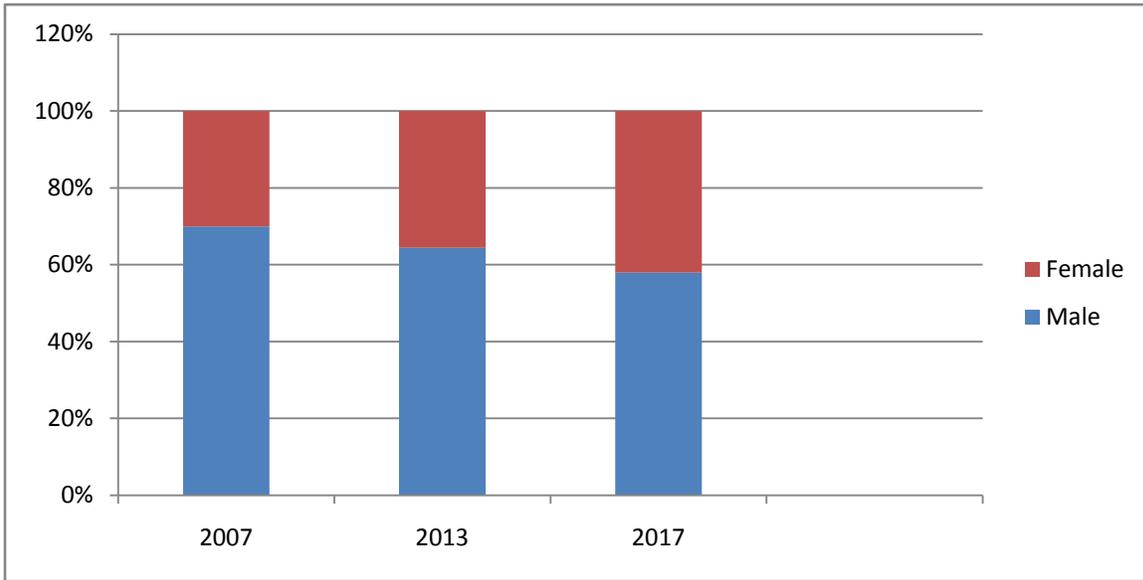
Source: Department of Home Affairs of Dak R' Lap District

The age of human resources in the public sector at the communal people's committees has made a positive shift after more than 10 years of implementing the policy. Human resources have been rejuvenated, mostly at the age of 30-45 years, which have experience, enthusiasm and creativeness in the work. The policy of human resource development in the public sector at Dak R'Lap District shows that it encourages confidence and promotes gender equality. Thus, the ratio of female human resources has increased sharply from 30% to 42% within 10 years.

4.3 Objectives and requirements of human resources in the public sector

The policy on human resource development in the public sector at Dak R'Lap District has been implemented since 2007. The policy was adjusted to suit the actual situation in 2012. The policy objectives were defined in the implementation of the human resource development strategies of the local government. The objectives and requirements of the Dak R'Lap District's human resources have been also assessed specifically in the policy

4.3.1 Objectives

The general objectives of the human resource development policy in the public sector at Dak R'Lap District are the basis for the implementation of human resource management strategies.

The general objectives are to attract talented people to form high-quality commune-level civil servants serving the development of the district. The determination of the above general objectives are in line with the actual situation and requirements for task implementation of the local government at Dak R'Lap District. At the time of separation in 2007, the rate of commune-level civil servants on the eve of retirement age was high, so Dak R'Lap District authorities determined the breakthrough of having a strategy to develop appropriate human resources to bring Dak R'Lap District to become a key economic area in the Southwest area of Dak Nong Province. Therefore, it can be seen that the establishment of such policy objectives is in line with the actual situation.

The specific objectives are that after 10 years of implementing the policy, it shall attract 150 people in the domain of high quality human resources to serve the development of the district. The results of the policy implementation must overcome the aging status of civil servants as in 2007.

4.3.2 Requirements

In the regulations on the policy on the development of the human resources in the public sector at Dak R'Lap District, the human resource requirements are defined generally in accordance with Vietnamlaw on human resources in the public sector. There are also specific requirements of the local government. They are the requirements on qualifications for each different subject group in the implementation of the policy.

Table 2. Requirements for human resources in the public sector at Dak R'Lap District

Requirements	Contents
1. Professional ethics	- According to the Law on Cadres and Civil Servants
2. Educational and professional qualifications	- Those who have been trained professionally; - Those who have not been professionally trained, but have good career prospects.

3. Working capacity: - Health and performance results; - Ability to use foreign languages and apply information technology; - Ability to communicate and	- According to the Law on Cadres and Civil Servants; - With the actual inspection.

Source: Department of Home Affairs of Dak R' Lap District

Professional ethics: Policy beneficiaries must abide by the directive guidelines of the Government and the local government, always strictly follow the rules on operation of the agency, have a working attitude consistent with the requirements of the administration, and always show the spirit of working, passion for work and honesty.

Qualifications: Policy contents are divided into 02 specific subjects. The first one is the trained staff. People in this group have graduated as masters, bachelors and associate bachelors in Vietnam and abroad. The requirements for this subject group are to emphasize the formality factor[2]. In order to ensure the availability of high quality human resources, human resource managers in the public sector undertook the actual examination of social awareness through face-to-face interviews. The second subject with benefits from the policy on human resource development in the public sector of Dak R'Lap District is those who have not been trained yet. The requirements for this group are that they are high school graduates with very good academic grade, are admitted into universities with high entrance marks, come first in the university entrance exam or national-level excellent students. The above candidates will be recruited by public sector resource managers and be assigned to be trained with the State budget[3]. After finishing the study, this subject group will serve for the communal-level administrative apparatus of Dak R'Lap District. In order to ensure the stability and consistency, it is necessary to establish the professional qualification requirements for each target group.

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[2]Qualifications representing the formality
[3] like scholarships

Chart 4: Assessments by HR managers of Dak R'Lap District and subjects in the development policy on development of cadres and civil servants of Dak R'Lap District
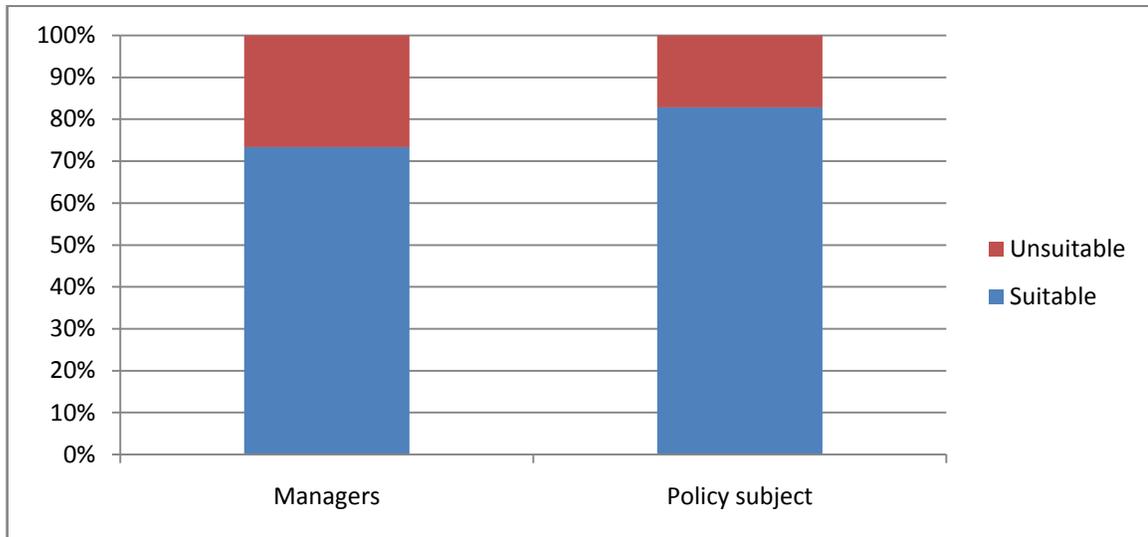
Source: Survey by the author in 2017

The survey results show that 11 human resource managers in the public sector at Dak R'Lap District (73.33%) believe that the division of requirements for professional qualifications for target groups was appropriate. At the same time, 82.85% of policy beneficiaries said that the division was appropriate. The consensus argued that university graduates have a good mentality and are able to acquire advanced sciences in order to serve the development of the district. Disagreement evaluators argued that the number of assigned people is limited and while waiting for the second subject group to complete the training program, there is no human resources to handle the works in that period. In addition, this division has not shown priority policies for different subject groups.

Working capacity: Firstly, the working capacity is reflected in the performance results. It reflects the ability to use professional knowledge of each individual in the process of performing the tasks. If individuals apply knowledge in a flexible and professional way, they will ensure quality as well as progress of work. Secondly, the working capacity is expressed through the ability to use foreign languages and application of information technology. The definition of this criterion by Dak R'Lap District is in accordance with the Law on Cadres and Civil Servants. In addition to examining professional certifications, leaders attach great importance to the actual

testing of foreign language and informatics skills of policy subjects in a rigorous and scientific manner. Thirdly, the working capacity is expressed through the ability to communicate and behave. Establishing this criterion by Dak R'Lap district has its own aspects. Accordingly, the leaders conduct interviews to check the actual abilities of communication and behavior of policy beneficiaries.

Chart 5: Results of surveying the criteria of working capacity.
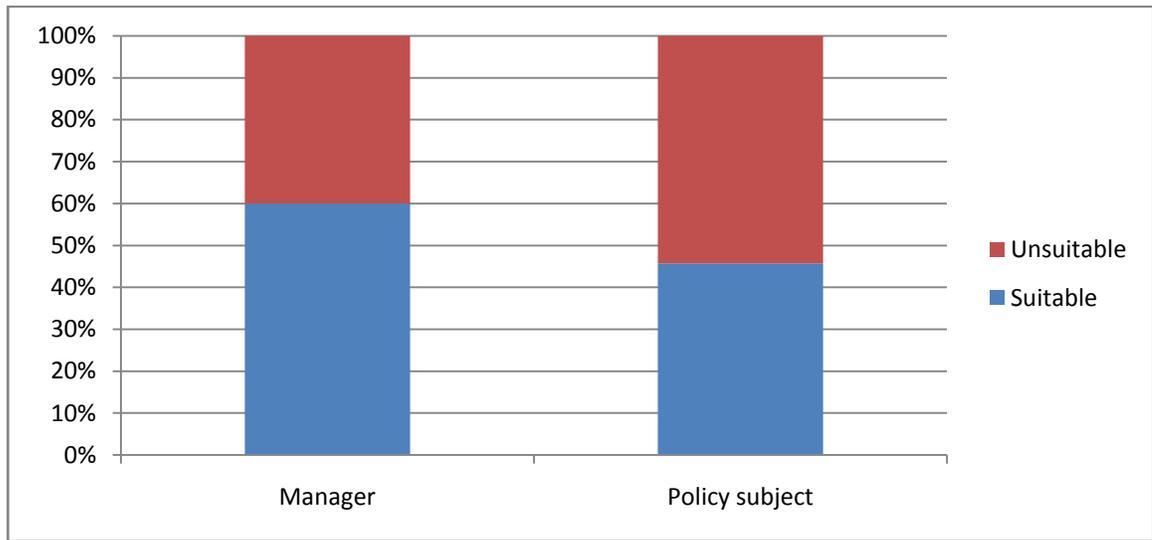
Source: Summary of the author's survey opinions in 2017

Of the 15 managers surveyed in the capacity criteria, 9 people said it was appropriate, 6 people said that it was unsuitable. Of 105 policy subjects, 57 people raised opinions that it was inappropriate, only 48 people considered it appropriate. Opinions of expressing the appropriate come from the two reasons. Firstly, in general, it is not necessary that human resources in the public sector can use foreign languages. The commune-level officials are the people closest to the people, as the bridge between the people and the government, not the specialized agency for policy-making for a large scale. At the same time, the communal-level officials have little opportunity to communicate with foreigners. In the organizational structure of the People's Committee of a commune, it is required to have only one person who is fluent in foreign languages as an interpreter upon request, or study foreign documents to communicate to others. The second reason is that Dak R'Lap district has a composition of many ethnic minority groups, of which the M'Nong ethnic group occupies a large proportion, just after Kinh people, and they

do not know the Vietnamese language. Therefore, the commune-level civil servants must be fluent in ethnic minority languages in order to well perform the public works, making people understand and enforce State policies without having to be fluent in foreign languages.

4.4 Planning policy

Prior to 2007, the contribution of the human resource development plan in the public sector in Dak R'Lap District was very limited due to the lack of a scientific strategy. At present, the plan on human resource development in the public sector at Dak R'Lap District is combined with the District's master plan for a five-year period. In addition, Dak R'Lap District has also completed the human resource planning in the public sector for the period 2020-2025.

The goal of developing a human resource development plan in the public sector is to prioritize the development of highly qualified civil servants who are highly qualified in terms of quantity, proficiency in skills and professional, dynamic and creative working style to meet the development requirements of Dak R'Lap District (Dak R'Lap District Party Committee, 2007). Up to 2025, there will be 3 to 5 civil servants working at the Communal-level People's Committees. More than 50% of commune-level civil servants have university degrees or higher. Civil servants are equipped with the skills required by the job placement. By 2020, there will be 10 masters working at the Communal-level People's Committees. Over 65% of communal-level civil servants have university degrees or higher. The communal-level civil servants are highly qualified, capable of building and executing strategies in all socio-economic areas of the locality.

For the policy beneficiaries, Dak R'Lap district identified two subject groups in the human resource development policy in the public sector. The first subject is those who have graduated from university, college and have good working skills. The second subject is high school students who have good academic results and prospects for professional development in a certain field. The planning for such policy beneficiaries reflects the long-term strategic vision of human resource managers in the public sector at Dak R Lap District.

The author used the scale of 1 to 5 scores (average score of 3) with the percentage unit to measure the satisfaction of human resource managers and policy beneficiaries for the human resource development plan. The survey results indicate that most of the surveyed people believe

that Dak R'Lap district's plan on human resource development in the public sector is suitable for the current period. Survey results are shown in the statistics below:

Figure 1: Assessments by the managers on human resource development plan in the public sector at Dak R'Lap district

Planning objects	Rating level				
	1	2	3	4	5
Those who have undergone university and postgraduate training, have good professional skills, regardless of household registration.	0%	3.7%	37.4%	53.3%	5.6%
Civil servants in the district government have good working capacity and good prospects for career development.	0%	16%	42.5%	37%	4.5%
The district's high school students have a good education and training process and good prospects for career development and the desire for professional training and education for the district State apparatus..	0%	0%	41.6%	57%	1.4%

Source: Author's Surveys of 2017

Figure 2: Evaluations by the policy beneficiaries on human resource development plan in the public sector at Dak R'Lap District

Planning objects	Rating level				
	1	2	3	4	5
Those who have undergone university and postgraduate training, have good professional skills, regardless of household registration.	0%	0%	31.5%	63.2%	5.3%
Civil servants in the district government have good working capacity and good prospects for career development.	0%	15.8%	34.2%	50%	0%
The district's high school students have a good education and training process and good prospects for career development and the desire for professional training and education for the district State apparatus..	0%	0%	40.8%	59.2%	0%

Source: Author's Surveys of 2017

The Dak R'Lap district's plan on developing human resources in the public sector is a long-term plan. The planning the human resource managers in the public sector of Dak R'Lap district includes the trend of social labor quality. Factors such as the retirement rate of public servants, the rate of graduates who are unemployed and the rate of freelancers have been considered. However, the satisfaction level of managers and policy beneficiaries is only at medium - quite rate (the focal ratio from score 3 and score 4) and this shows that the contents of the plan shows many limits. The strengths and weaknesses of the plan are also explained for this.

The first strength is to identify two policy beneficiaries in the plan. The expansion of the subjects outside the district has shown the desire to attract high quality human resources of local authorities of Dak R'Lap District. The second strength is that the planning time has been

determined. This is an important legal basis for People's Committees of communes to develop and implement annual plans on human resource development.

However, in the course of implementation, the policy of human resource development in the public sector of Dak R'Lap District has revealed many weaknesses. The first weakness is that planning does not provide a specific age for policy beneficiaries. The age level is factor demonstrating the capacity and dedication of individuals to the organization. People under 30 have less working experience. For the people over 45 years old, their access to science and technology and working enthusiasm have declined. The age between 30 and 45 is the golden age of the workforce. Secondly, the plan does not pay attention to identifying short-term and medium-term goals. These are two important issues that allow public organizations to flexibly adjust their plans. Establishing annual plans and annual goals will contribute significantly to achieving the overall goals of the plan.

4.5 Recruitment policy

Each organization has its own method to recruit human resources for its organization. The recruitment policy is also an important part of achieving the organization's goals. Failure at this stage will greatly affect the rest of the human capital value chain. Dak R'Lap district leaders have recognized the importance of recruiting human resources in the public sector as a whole in the management of human resources. As a result, Dak R'Lap district leaders have developed specific objectives and methods for recruiting human resources in the public sector. These are factors that help recruit human resources in the public sector to bring high efficiency.

The objectives of recruitment policy are to attract and keep qualified human resources for commune's administrative apparatus to contribute to the socio-economic development; choose qualified or talented people to develop professional skills that best meet the needs of each job in the public sector; arrange suitable jobs to maximize recruitment capacity. Recruitment sources are identified both inside and outside Dak R'Lap District. The author's findings in 2017 also confirm this.

Chart 6: Origin of policy beneficiaries when getting jobs in Dak R'Lap

- 36.50%
- 63.50%
- Have a household registration in Dak R'Lap district before recruiting
- There is no household registration in Dak R'Lap district before recruiting
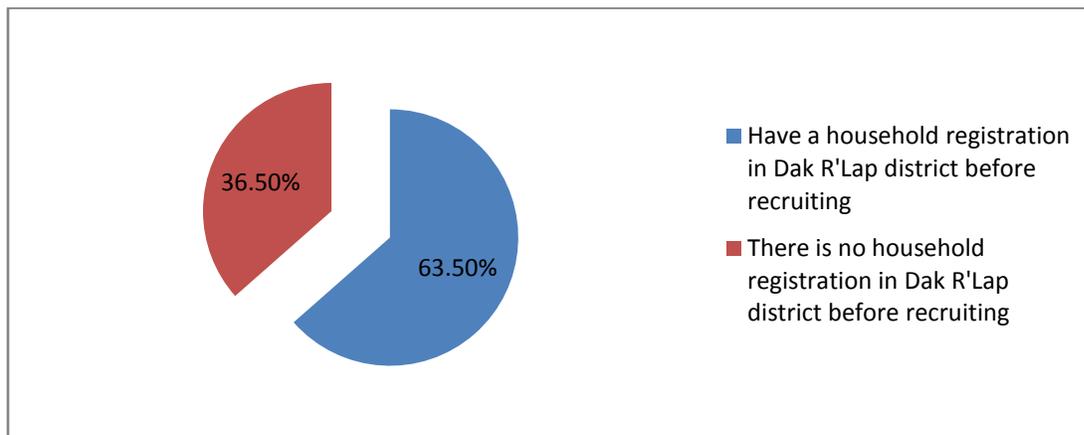
Source: Author's Surveys of 2017

The request for recruitment of administrative human resources in the public sector of Dak R'Lap District is determined for each specific subject. For graduates who have graduated from college or university, they must have good or excellent degrees or master degrees. For high school students, they must be excellent students, top university graduates or good students in the national examinations.

Table 3. Criteria for recruiting human resources in the public sector in Dak R Lap District

Subject	Content
1. Subjects who have been trained professionally	- To graduate with full-time training mode in the public training institutions with excellent, good degrees - To have master degrees
2. Subjects who have not been trained professionally	- High school graduates with good degrees or higher who meet the following criteria: - To be the top university-level student in the college entrance exam; - To be the top national student for the examinations.

Source: Department of Home Affairs of Dak R'Lap District

In addition to the above requirements, subjects who have been trained professionally must undertake more testing rounds of professional administrative qualification and skills before recruited and formally employed. Subjects who have not been trained professionally must be tested for their level of education and foreign language before recruited and sent for training. The survey results show that the number of untrained people is 8.25%. Then, the policy beneficiaries will be placed in the profession for which they have been trained. This has shown the inheritance of human resource development policy in the public sector in Dak R'Lap district.

Chart 7. Qualification of policy beneficiaries when recruited
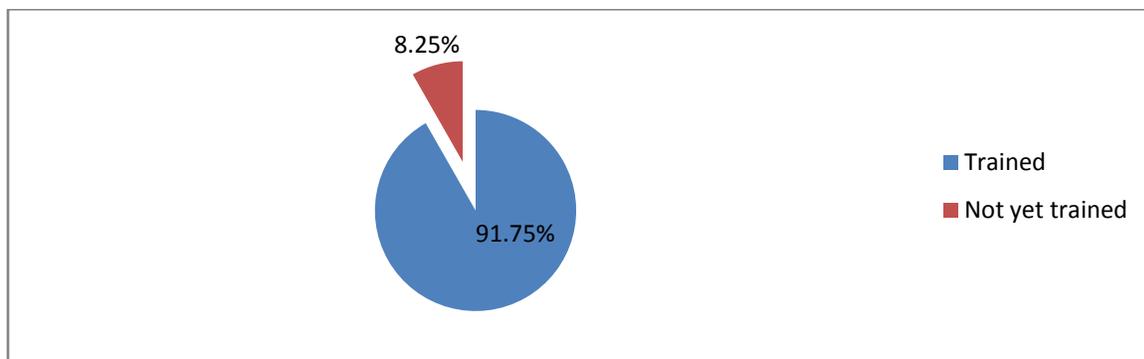
Source: Investigation, survey of the author in 2017

After more than 10 years of implementing the human resource development policy in the public sector in Dak R'Lap District, policy beneficiaries have been adjusted to suit each stage. This adjustment is based on the actual situation. However, in general, the requirements for recruiters are still determined to be well-trained regardless of where they are. In addition, the profession training requirements are almost met in quantity. Civil servants at commune level are still working stably. Therefore, the identification of priority occupations in recruitment is adjusted in a flexible way. Dak R'Lap district will make a specific announcement on the list of occupations receiving and arranging work for policy beneficiaries.

Table 4: Recruited professions

Year	Recruited professions
2007 – 2010	- Information Technology. - Environmental and urban management. - Industry, civil and industrial construction. - Agriculture and forestry.
2011- now	- Professions adjusted every year.

Source: Department of Home Affairs of Dak R'Lap District

Recruitment methods. Human resource managers in Dak R'Lap district carry out recruitment methods to recruit qualified people in each specific job (Dak R'Lap district People's Committee, 2007). Recruitment methods contain four compulsory tests. Test for general knowledge to assess the personal knowledge of the Vietnam law and the socio-economic situation in the present period. The specialized test consists of two parts -practice and multiple-choice tests to assess the qualifications of candidates. Finally, tests for informatics and foreign language are involved. Selection method is conducted through 02 stages. In phase 1, the human resource managers in the public sector in Dak R'Lap district receive the application forms from the candidates. Unsuitable candidates will be rejected from the screening phase. In the phase 2, interviews are conducted with those who passed the first phase. Interviews are conducted openly so that the human resource managers assess the applicant' ability in terms of qualification and job skills. Then, candidates suitable for the job position must undergo medical examination and begin work.

After nearly 10 years of implementation, human resource managers have recruited 164 beneficiaries. This amount has contributed to the rejuvenation and improvement of the quality of commune-level civil servants, in which there are 4 people with master degrees (1.82%), 125 people with university degrees (76.22%), 19 with college degrees (13.71%) and 14 high school students (8.25%). The number of policy beneficiaries with master degrees is low, which is shown by three reasons. Firstly, the policy of developing human resources in the public sector of Dak R'Lap district has not created the motivation for high quality human resources in public sector. Secondly, high quality human resources do not want to work in the public sector.

Thirdly, high-quality human resources want to serve in the public sector, but local governments have no demand for the professions they specialize in.

Table 5. Number and structure of professional qualifications of policy beneficiaries when they are recruited to work in the commune-level administrative agencies in Dak R'Lap District.

Year	Quantity *(person)*	Professional Qualifications		
		College *(person)*	University *(person)*	Master *(person)*
2007	37	12	25	
2009	23	5	18	
2010	39	8	30	1
2014	32	4	28	1
2015	32	6	24	2
Total	**164**	**35**	**125**	**4**

Source: Department of Home Affairs of DakR'Lap district

High level of profession has also contributed to improve the quality of work of the policy beneficiaries. This is reflected in the performance of annual work tasks. The author uses a survey with a scale of 1 to 5 to measure managers' satisfaction with policy beneficiaries in performing their tasks. Accordingly, managers have a good assessment of the capacity of policy beneficiaries at Commune People's Committees according to the following evaluation contents:

Figure 3: Managers' evaluation of policy beneficiaries working at the commune-level agencies of Dak R'Lap district

	Social aware-ness	Practical job skill	Language capacity and capacity to apply IT	Communi-cation behavior	Attitude of serving the people
People's Committee of Kien Duc town	3.9	3.8	3.7	4.0	4.1
People's Committee of Kien Thanh Commune	4.2	4.1	4.2	3.9	4.0
People's Committee of Dak Wer Commune	3.6	3.7	3.9	3.7	3.8
People's Committee of Nhan Co Commune	4.0	4.0	4.0	3.7	4.0
People's Committee of Nhan Dao Commune	4.0	4.2	4.2	4.1	4.2
People's Committee of Nghia Thang Commune	3.7	4.0	4.1	3.8	4.0
People's Committee of Dao Nghia Commune	4.2	3.9	4.0	4.4	4.1
People's Committee of Dak Sin Commune	3.9	3.7	3.8	4.0	3.9
People's Committee of Hung Binh Commune	4.0	3.7	4.0	3.6	3.9
People's Committee of Dak Ru Commune	4.2	4.1	4.2	4.4	4.0
People's Committee of Quang Tin Commune	3.7	3.9	3.7	3.8	4.0

Source: Survey of researcher in 2017

Policy beneficiaries are recruited into People's Committees of communes to be properly arranged for their professional qualifications and work. Together with good working conditions, policy beneficiaries have been able to adapt quickly to their work. The quality and efficiency of work has been improved. In Question 5, the calculating unit is the percentage of surveyed people who have confirmed this.

Figure 4: Evaluations by the policy beneficiaries on the development of officials and work assignment and working conditions in the organizations

	1	2	3	4	5
To be arranged with job in accordance with professional qualification, capacity and strength	0	5.6%	35.5%	50.5%	8.4%
Good working conditions: space, equipment, information system, databases for work	0	4.2%	58%	30.8%	7%

Source: Surveys of the author in 2017

In recent years, the government regulations and social pressures have strongly influenced the recruitment process of the public sector. Local government regulations require a certain percentage of ethnic minorities. The aim is to overcome past discrimination and prevent future discrimination against local ethnic minorities.

The policy of recruiting human resources in the public sector in Dak R'Lap district has shown many strengths. Firstly, the employment policy has been defined for all persons with a professional qualification regardless of age and place of residence. This has created an equal opportunity for qualified human resources to recruit. Therefore, Dak R'Lap district can attract talents in other places to serve the district. Second, human resource managers in the public sector of Dak R'Lap district used a variety of methods to recruit candidates. The use of multiple recruitment methods helps the human resources manager in the public sector to select qualified candidates among those enrolled. Based on the practical research, the author finds that the root causes of the problem are the local authorities in Dak R Lap District. In 2007, the proportion of civil servants preparing for retirement in Dak R'Lap district was high. Meanwhile, with the goal of turning Dak R'Lap district into a key economic area in the southwest of Dak Nong province, the task is to attract high quality human resources for the development. of the district. If only recruited in the local area, not enough qualified human resources to serve in the communal

administrative agencies. Right from the introduction of human resource development policy in the public sector, human resource managers have defined the scope of policy beneficiaries in the direction of expanding their internal and external resources. Hence, human resource managers will have many opportunities to select highly qualified dog candidates and work skills that meet the requirements of a modern administration.

Besides the strengths, the recruitment of civil servants in the public sector of Dak R'Lap district still has many limitations. Firstly, the criterion of professional qualifications of policy beneficiaries is specific but incomplete and not equal. The implementation of this criterion has generated mixed opinions including consent and disagreement. Second, selective recruits are relatively strict. Dak R'Lap District does not implement non-formal training and non-public graduates. This way is positive is screening the candidates right from the preliminary selection. But the limitation is that it is not comprehensive and not fair. In non-formal education there are many cases where talents and skills work well. If you have used formal training, you have missed many talented people who do not have the opportunity to study regularly.

The causes of recruitment weaknesses can be explained in many ways. From the management point of view, Dak R'Lap district provides the qualifications for subjects in the policy of human resources development to improve the quality of recruitment sources. In many factors to assert that individuals are talented people, the degree is easy to see and the real power is through the new test. On the other hand, the law stipulates that the recruitment of human resources in state agencies must now be carried out in accordance with the principle of competition on the basis of specific conditions. Qualification is required and applicants must have appropriate qualifications. From a training perspective, statistical agencies have specific figures to compare the quality of formal and non-formal training. But in practice, the quality between the two types of training has been different. Social media is more respectful of formal training. In the educational forums of the education sector, many managers have spoken out about the quality of informal training as very poor. This is also a psychological factor that influences the decision-making policy of recruiting cadres of district leaders. However, Dak R'Lap district has chosen a safe option when determining the recruitment method according to the criteria of the degree of civil servant status. However, Dak R'Lap district leaders' understanding of qualifications is a subjective choice when comparing the qualification level with the position.

4.6 Training Policy

Training is to provide employees with the knowledge and skills needed for current or future work. Training plays a very important role in the human resource management chain. Training will determine the development of each industry in particular and the country in general. Training is also a central task in the development of human resources in the public sector. Dak R'Lap District has also identified the importance of training civil servants in the context of human resource development policy.

The objectives of the training policy in the content of human resource development policy of Dak R'Lap district are to develop and utilize the maximum professional capacity of each individual to be attracted to work in the state apparatus of the district. Improve the quality of civil servants supporting the industrialization, modernization and socio-economic development of the district..

With the above objectives, Dak R'Lap district has spent billions Vietnam Dongs for the training and development of human resources for the period 2007 - 2017. The training was conducted for the subjects of high school students were Dak R'Lap district recruited under the policy development plan of human resources. Training is provided by universities and colleges. The development of civil servants carried out for policy beneficiaries who have had college or university degrees and above.

Table 5: Subjects of training and developing staff at Dak R'Lap district

Policy beneficiaries	Conditions
1. Subjects of training	High school students are admitted to the policy of developing district staff

2. Subjects of development	- Those who have been trained professionally, recruited according to the district's policies after a working time with professional development prospects and wish to improve their professional qualifications; - Other cadres and civil servants are not those who are recruited according to the policy, but through the fact that the work shows the professional capacity and career prospects.

Source: Department of Home Affairs of Dak R'Lap district

The author used a questionnaire with the scale from 1 to 5 to examine the level of satisfaction of policy beneficiaries with Dak R'Lap district's training policy. In terms of learning opportunities, the surveyed respondents said that the Dakr'Lap district's human resource development policy has facilitated the participation of all participants to improve their qualifications. The content of the evaluation of the training institution before the appointment of civil servants to training is underestimated. The reason is that Dak R'Lap district has not conducted the evaluation of the quality of the training institution. Districts are also considered and sent to school rampant on the basis of the prestige of the local school in the country.

Table 6. Assessment of policy beneficiaries of Dak R'Lap district's policy on training and development

Level of assessment (scale 5) Contents of assessment	1	2	3	4	5
Learning opportunities for all subjects	0%	5.1%	11.2%	69.2%	14.5%
District's orientation and evaluation of training institutions, overseas training programs	0%	60%	19.5%	13.5%	7%

Source: The Author's Surveys in 2017

Dak R'Lap district provides training and development of civil servants in two directions: basic training and intensive training. This is a common practice in countries around the world today when implementing policies on training human resources. There are also refresher courses on skills such as title-based training, management training, political training, informatics and foreign language training..

For the 10 years of implementing the policy, Dak R'Lap district's human resource managers selected and maintained formal training at reputable training institutions in the country. The development of civil servants is done in many forms. The first is the tutor in the job. This form allows civil servants to learn and work in their own position. Instructors are leaders or experienced people in the organization. This is a shortcut to improve your level of expertise. The second way is to switch jobs. This provides the officer with a wide range of experience in various positions within the organization. The accumulation of experience helps them to develop in the future. The third form is self-study. This method helps the beneficiaries of the policy to be proactive in terms of time and select the program to suit the assigned tasks..

Table 7. Training associated institutions based on the civil servant development policy of Dak R'Lap District for the period 2007 - 2017

	Training institutions	**University** (Unit: person)	**Postgraduate** (Unit: person)
1	National Academy of Public Administration	15	4
2	University of Economics Ho Chi Minh City	10	1
3	Institute for State Organization Sciences	25	
4	University of Da Nang	20	
	Total	**70**	**5**

Source: Department of Home Affairs of DakR'Lap district

The post-training evaluation was also undertaken by human resource managers in the public sector of Dak R'Lap district. The post-training evaluation is used to assess the learning ability of employees. This evaluation also demonstrates the quality of the training program. Through the survey with a score of 5, policy beneficiaries were assigned to training to promote their abilities. During the training process, there is no case of discontinuation of study. There is no need to re-learn the case and there is no case in violation of the rules of the training institution.

Figure 5: Evaluation for cadres and civil servants who were assigned to be trained and returned to work

	Social aware-ness	Practical job skill	Language capacity and capacity to apply IT	Communi-cation behavior	Attitude of serving the people
People's Committee of Kien Duc town	4.1	4.2	4.4	4.0	4.2
People's Committee of Kien Thanh Commune	4.2	4.1	4.2	3.9	4.0
People's Committee of Dak Wer Commune	3.6	4.2	4.4	4.0	4.0
People's Committee of Nhan Co Commune	4.0	4.0	4.0	3.7	4.0
People's Committee of Nhan Dao Commune	4.0	4.2	4.2	4.1	4.2
People's Committee of Nghia Thang Commune	3.7	4.2	4.1	3.8	4.0
People's Committee of Dao Nghia Commune	4.2	4.1	4.0	4.4	4.1
People's Committee of Dak Sin Commune	3.9	4.0	4.0	4.0	3.9
People's Committee of Hung Binh Commune	4.0	4.0	4.0	3.6	3.9
People's Committee of Dak Ru Commune	4.2	4.2	4.0	4.0	4.0
People's Committee of Quang Tin Commune	4.1	4.2	4.0	4.4	4.0

source: Surveys of the Author in 2017

Analyzing the contents of human resources training in the public sector in Dak R'Lap district has shown a lot of strengths. Firstly, the subjects who were assigned for abroad training are diverse.

The scope of the trained participants is not only those in the policy area but also includes all those working in the public sector at Dak R Lap District. These officials have the potentials to develop, have the needs and register, will be assigned by the human resources management agency for training. The provision of this content has created learning opportunities for the professional development of civil servants who have had working experience and have made many contributions to the public sector in the District. Secondly, forms of fostering are diverse. After being considered, civil servants can choose the suitable training form in the curriculum selected by the manager. These factors have become a powerful motivation for all civil servants, making them always conscious to be qualified for training..

The explanation for the implementation way of the district is the viewpoints which consider the people as both the motive force and the goal of development (Dak R'Lap District Party Committee, 2007). The District leaders have placed human factors at the forefront. Improving the quality of civil servants is a key task for the successful implementation of the State administration reform goals, ensuring the sustainable development of the district. As a result, the training and development of State administrative personnel is carried out on a large scale. In addition, the District also found people with professional development prospects in the administrative staff to continue to train and develop their talents to serve the development of the locality. At the same time, the poor quality and aging of the administrative staff at the first time of the new district was overcome. The results of the training have contributed to achieving the objectives of being positive in high quality administrative human resources to meet the requirements of the industrialization and modernization process that the district has set out in its policies.

In addition to the strengths, the policy of training human resources in the public sector of Dak R'Lap district has many weaknesses to be overcome. The first weakness is that the human resource managers of Dak R'Lap district have not conducted the quality assessment of the training institutions in Vietnam. Therefore, the selection of training institutions is still spread out and with less emphasis on the leading training institutions. This has a serious impact on the implementation of human resource development policy. Secondly, Dak R'Lap district has not assigned policy beneficiaries to be trained at international facilities. Thirdly, the post-training managers and evaluators are not serious. Post-training evaluations are poorly done and many localities do not carry out post-training assessments for policy beneficiaries..

The research shows the reality that there are some main reasons leading to weaknesses in the training of human resources in the public sector at Dak R'Lap district. The first reason is that the human resources management mechanism in the public sector is not tight. Some managers have not paid close attention to the development of human resources in the public sector. Screening for training assigment is easy and of the formal nature. Managers and policy beneficiaries do not pay attention to post-training quality. The second reason is the limited budget. Training planning is not linked to budgeting. Therefore, sometimes a training plan has been developed, but there is no budget for implementation.

4.7 Evaluation policy

Evaluation is an important element to check the performance level of civil servants. Evaluation also reduces the arbitrariness of civil servants in the process of conducting work. Accurately evaluating the performance of civil servants will be the basis for the manager to select and arrange the work appropriately. This is also the basis for human resource managers to actively train and appoint civil servants to higher positions. The evaluation also provides feedback to staff on the effectiveness of their work. It helps them to improve themselves and work better.

In addition to the above objectives, Dak R'Lap district's human resource assessment policy in the public sector is to measure the actual workload of beneficiaries of policy in the human resource development. With the above objectives, Dak R'Lap district has carried out the policy beneficiaries' assessment publicly every year. On this basis, district leaders have the necessary information on the practical capacity of the policy beneficiaries. Accordingly, the manager will decide whether policy beneficiaries are kept or removed from the beneficiary list.

The policy beneficiary assessment should follow the basic principles. Firstly, the content of beneficiary civil servant assessment must be public and fair. Secondly, pay attention to the actual performance of civil servants to make important points in the assessment. This principle takes the actual performance of civil servants as the most important point in the assessment. Achievement in the work is an objective reflection, a combination of capacity, attitude and quality of civil servants. The assessment must be based on the requirements of the position and hierarchy of civil servants to make assessments consistent with actual performance and public servant's behavior. Thirdly, the principle of classification will examine the staff to properly

assess the attitude of civil servants in doing work. Depending on the different subjects, there are different ways of assessing, and the use of a standard to evaluate many public servants is avoided. Fourthly, it is necessary to ensure the supervision of the involved parties in the assessment of civil servants. Finally, human resource managers need to pay attention to objective circumstances affecting the policy beneficiary.

Criteria for evaluation are set out in the Vietnamese legal system on civil servant assessment (footnote: Civil Code in 2008). Dak R'Lap district also assesses beneficiaries immediately after recruitment. Criteria for assessment of this group of people still have to comply with the law of Vietnam on public servants. Therefore, it does not clearly show the difference betweenthe assessment of civil servants in general and assessment of beneficiaries of the human resource development policy in the public sector of Dak R'Lap District. Criteria for beneficiaries of human resource development policy in Dak R'Lap district are as follows:

Table 8. Criteria for assessment of commune cadres and civil servants in Dak R'Lap district

Criteria	Contents
1. Assessment of public service ethics	- To observe the Party's policies as well as the State's laws and policies; - The lifestyle and working style must be suitable with the characteristics of the administration work; to be honest and responsible in the performance of work tasks and to solidary for the common good.
2. Evaluation of education and profession qualifications	- Social awareness; - Practical skills.
3. Assessment of competency	- Achievement of quality assigned tasks and progress of work. - Ability to apply information technology in the performance of professional work

Source: Department of Home Affairs of Dak R'Lap District

Every year, the Department of Home Affairs of Dak R'Lap district[4] issues document guiding the agencies under the state administrative apparatus in the district to carry out the evaluation of public servants. Employers conduct self-assessment for policy beneficiaries. This is a direct assessment of the managers to the subjects assessed through actual work. This assessment method is repeated annually for the agencies in the district administrative system.

After more than 10 years of implementation of the human resource development policy in the public sector in Dak R'Lap District, policy beneficiaries have been well evaluated by human resource managers for their work capacity and attitude[5]. However, the data show that no policy beneficiaryis rated as excellent. The results of implementing the above evaluation policy are very important as a practical basis for district administrators to timely have information to adjust the district staff development policy in line with the real situation. However, the assessment of the employers in the state administrative apparatus is subjective. Managers have not been fully informed of the quality of these objects. Through the practical survey, the author found that the assessment of the subjects in the civil servant development policy in Dak R'Lap is implemented under the guidance of the Department of Home Affairs. For more than 10 years of policy implementation, most employers still maintain an internal assessment approach to human resources and have not applied any external assessment method nor other mixed approaches.

The assessment of policy beneficiaries is mainly due to the rigid application of the provisions of state law and the Ministry of Home Affairs on the assessment of public servants. As such, the assessment is primarily conducted internally in each agency who has not received the evaluation of the people as well as other organizations for the received subjects under the staff development policy. Meanwhile, the trend of world administration - administrative service has not been applied in Dak R'Lap district. In addition, the overall program of administrative reform in Vietnam has now identified the transition from the model of governance administration to the model of service administration. That means, the administration has a duty to serve to meet the legal requirements of the people. To achieve this goal, the problem for civil servants is to demonstrate the mission of serving the people. Therefore, the people will be the most objective assessors of professional capacity and working attitude of civil servants. In that sense, the assessment of human resources within the local government should have a combination of

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[4] The human resource management agency in the public sector
[5] Assessed in Figure 3

internal and external evaluations to ensure the objective element. Many organizations and countries in the world have been implementing a combination of both internal and external evaluation of human resources.

Based on the analysis of the real situation of policy beneficiaries' assessment, the Dak R'Lap district always takes initiative in evaluating public servants. The evaluation is conducted annually and must strictly comply with the law provisions on civil servant assessment. However, the assessment is subjective, and there is no innovation in methodology. Human resource managers have not surveyed the opinions of the external organizations and people for policy beneficiaries. This is a major constraint that needs to be overcome soon so that managers have the necessary information to assess the actual capacity of the beneficiaries. Managers will be able to know whether after a working period, the policy beneficiaries continue to develop their talents and meet the requirements of high quality human resources to continue to work or not. This is also a valuable lesson for other localities in developing and implementing staff development policy.

4.8 Policy on remuneration

Remuneration is an internal motivation to motivate employees to work effectively. In addition to salary, bonuses are part of encouraging hard work. Remuneration policy is only effective when it is necessary to ensure that civil servants are not tempted to behave in contravention of the law. In 10 years of implementing the human resource development policy in the public sector, Dak R'Lap district has spent VND 12 billion to implement the initial remuneration, allowance regime according to salary and bonus. As a result, the district has attracted and maintained 164 highly qualified people from all over the country to work for the administrative agencies at the commune level.

Beneficiaries are defined as having flexibility. Accordingly, the district not only treats local officials but also treats those who are working in non-district agencies having headquarters in the district.6In addition, the remuneration policies of the district also give priority to relatives who are spouses of those who are attracted to work in the district's state agencies. This is a new method different from those of other localities at the beginning of 2007. All these remunerations

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[6]Vertical agencies such as the military, public security, tax, treasury

have contributed to the assurance to work and a strong motivation for the target staff.

The district's remuneration policy has a variety of forms. Forms of remuneration include material and spiritual forms. The form is expressed through wage policies (including salary, allowance attached with salary, initial remuneration), facility support policy and bonus policy. Within the scope of the research, the author focuses on the salary policy and bonus policy of the district.

Results of implementing the salary policy. According to data from the Department of Home Affairs and the Department of Finance – Planning in Dak R'Lap district, the district spent VND 12.2 billion to implement policies for civil servants. With the remuneration cost of VND 12.2 billion in 10 years, Dak R'Lap district has recruited and employed 164 highly qualified civil servants from all over the country to work in the Commune People's Committee. Meanwhile, the district spent VND15.4 billion to implement the training and development policy in 2007 - 2017. If this remuneration rate is compared to the cost of training for the number of staff mentioned above, it is seen that the effectiveness of the staff remuneration policyis great compared to the staff training and development policy.

Table 9: Costs between training and remuneration to attract staff in the commune-level state administrative organizations of Dak R'Lap district

Year	Policy	Cost (VND billion)	Training (people)	Employment (people)
2000-2013	Remuneration policy	12.2	0	164
2004-2013	Training and development policy for civil servants	15.4	75	

Source: Department of Home Affairs and Finance - Planning Department

Regarding the initial remuneration regime, the talented individuals coming to Dak R'Lap in addition to being paid according to the payment level specified by the state are also given allowance once with the specific rate by professional level shown in table 10 and table 11 as below:

Table 10: Initial remuneration regime for policy beneficiaries in 2007

Qualified subjects	Initial remuneration regime *(unit: VND million)*
Master	50
University graduates	40
College graduates	30
Graduates with excellent and good degrees	10

Source: Decision no. 86/2007/QD-UBND

Talented individuals coming to Dak R'Lap will also benefit from allowance equivalent to 50% of their starting salaries according to the level as stipulated by the State within 02 years from the date of work receipt and arrangement. The salary policy with good remuneration regime has become one of the important solutions for Dak R'Lap to attract talented people from all over the country to their localities. The survey results of the author for the policy beneficiaries as well as the managers lead to good evaluation of the initial remuneration regime on the allowance according to salary of the district. With a score of 3 or more, survey results show that salary policy has become a powerful motivation for subjects in the staff attraction list.

Table 11. Evaluation of policy beneficiaries on initial remuneration and salary regime

	1	2	3	4	5
Initial remuneration regime	0%	6,5%	36,4%	55,2%	1,9%
Allowance according to salary regime	0%	16,3%	47,7%	32,7%	3,3%

Source: Author's survey in 2017

Table 12. Evaluation of managers on initial remuneration and allowance according to salary regimein Dak R'Lap district (Average point is 3 points)

	Administrative unit	Initial remuneration	Allowance according to salary
1	People's Committee of KienDuc town	4.5	4.5
2	People's Committee of KienThanh Commune	4.1	4.2
3	People's Committee of DakWer Commune	4.3	4.2
4	People's Committee of Nhan Co Commune	4.3	4.1
5	People's Committee of Nhan Dao Commune	4.2	4.2
6	People's Committee of NghiaThang Commune	4.5	4.3
7	People's Committee of Dao Nghia Commune	4.2	4.3
8	People's Committee of Dak Sin Commune	4.3	4.2
9	People's Committee of Hung Binh Commune	4.2	4.1
10	People's Committee of Dak Ru Commune	4.1	4.3
11	People's Committee of Quang Tin Commune	4.2	4.3

Source: Author's survey in 2017

Bonus policy. The District's bonus is given according to the law of the state with many titles being awarded annually to the outstanding employees such as advanced employee, excellent employee, grassroot-level emulation fighter, merit certificate of the province. Reward with cash is high compared to those of other localities at the beginning of 2007. This has shown the concern of district leaders. With this policy, in 2007-2017, the district spent nearly 20 billion of state budget to reward and honor talents with an annual average of 02 billion.

Table 13. Bonus rate of the District in 2007-2017 (unit: VND billion)

	Title achived	Bonus rate
1	1st-class Labor Order	25
2	2nd-class Labor Order	20

3	3rd -class Labor Order	15
4	Government's merit certificate	10
5	Province People's committee's merit certificate	5
6	Labor Order for creation	25

Source: Decision no. 86/2007/QD-UBND

In addition, the bonus policy of Dak R'Lap district is also emphasized by the promotion opportunities, which has created interest and become a strong motivation for policy beneficiaries of staff development in the district.

Table 14. Assessment of policy beneficiaries on promotion opportunities in Dak R'Lap district policy

	1	2	3	4	5
Promotion opportunities	0%	11.2%	58.9%	27.1%	2.8%
Forms of reward	0%	26.6%	51.9%	21.5%	0%

Source: Author's survey in 2017

The results of the survey show the strengths in the implementation of human resource remuneration policy in the public sector in Dak R'Lap district. First, the broad scope of policy implementation includes staff from central agencies in the district area. This reflects the district's interest in external resources. Second, the high remuneration regime compared to the general regime of the localities in Dak Nong province has contributed to ensuring a stable life for those who come to work in the district under the staff development policy so that they can assure to work and have contribution to the development of the district.

The above strengths have reflected the point of view of high quality human resource attraction of leaders in Dak R'Lap district. Wherever they are, those who are talented and dedicated to the development of the district are the high quality administrative human resources that the district

needs. Therefore, apart from recruitment regardless of their residence place, the remuneration is necessary to show the respect of the district to talented people.

In addition to the strengths, the remuneration policy of the district also has weaknesses. At present, the remuneration policy of the district is literally equal, which does not create the motivation for many people in the policy. Remuneration methods are not diversified. The remuneration level is not really attractive to attract good professionals. The limitations of Dak R'Lap's remuneration policy derive from the professional environment characteristics of the state administrative apparatus. Professional activity here is state management, and the mechanism of the state administrative apparatus is bound and rigidly governed by political, institutional and legal factors.

5 CONCLUSIONS

The results of the study have been verified through a fact-finding process. In the form of a questionnaire survey for policy beneficiaries and managers of Dak R'Lap district, the reliability of the responses was ensured. Research results are a practical basis for answering research questions. This research is also an important source of information for human resource managers in public sector in the Dak R'Lap district to improve their policies in the future. The results of the research have also shown limitations in research methodology and suggested future research ideas.

5. 1 Answers to the research questions

Question 1: What are the strengths and weaknesses of process of implementing the commune-level human resource development policy in Dak R'Lap district? What are the causes of these strengths and weaknesses?

The research and practical survey have shown that the policy of human resource development in the public sector in Dak R'Lap district has o lot of strengths. Firstly, the policy objectives are clearly defined. Subjects in the human resource development policy have been expanded to provide opportunities for more qualified and enthusiastic people to participate in the policy. The survey results with over 80% of point 3 onwards in the 5-point scale have demonstrated the appropriateness of the plan. Secondly, long-term planning is the basis for agencies to set up specific activity goals in short and medium terms. Thirdly, the recruitment under diversified form has selected many talented people to serve the public sector in Dak R'Lap District. Survey results for points 3.6 to 4.2 have shown the satisfaction of managers for those employed. Fourthly, the training policy has been expanded, creating favorable conditions for many people to take part in the study to improve the development level of the district. Fifthly, the evaluation conducted annually and the evaluation criteria specifically defined will be the basis for the managers to plan the employment of civil servants in the following years. Sixthly, remuneration policy has been extended to staff working in vertical units located in the area. The expansion of remuneration policy not only promotes the talents of these individuals but also reflects the district's interest in talented people who contribute their work to the overall development of the district.

Reason. Dak R'Lap district determines the development policy of administrative human resources needing to be considered on a large and extensive scale. The districts should focus on exploring, selecting and keeping those who are capable of serving local development. At the same time, it is require to overcome the low quality and aging of administrative staff when the district is separated.

Apart from the strengths, Human resource development policy of Dak R'Lap district has many weaknesses to overcome. First, there is no plan to develop human resources in the short and medium terms. Therefore, there is no specific target for each year. Second, planning policy does not care about the age of the people in the attraction approach. Age is an important factor in showing the capacity and effectiveness of individuals for the organization. Third, the recruitment criteria are not really equal to the employers and are creating controversy. Fourth, managers have not mentioned the orientation and appraisal of the training institutions, which leads to the loose and low-quality training institution selection. Post-training evaluation has not been effective. Fifth, the staff assessment is subjective and on average. Evaluation is not the motivation for employees to find their limitations. There is no clear assessment method for each target group. Sixth, the remuneration and honor policy is also not good, which does not create motivation for many subjects.

Reason. In Vietnam, the policies of subordinates must comply with the law. Decentralization of local government is not clearly documented, so Dak R'Lap district has not been able to make a strong breakthrough in developing the development policy of administrative human resources in the district.

Question 2: What should leaders in Dak R'Lap District do to improve their commune-level administrative human resources development policy?

The study results have assessed the strengths and weaknesses of the administrative human resource development policy in Dak R'Lap District. Limitations from the current situation of commune-level administrative human resource development in Dak R'Lap district should be overcome soon. Therefore, Dak R'Lap district authorities need specific solutions to improve the administrative human resource development policy to contribute to the development in the

next years. Based on the theoretical and practical bases, the author proposes some solutions to improve the human resource development policy in Dak R'Lap district as follows:

Solutions are given to improve human resource development plan. Firstly, Dak R'Lap district must identify the age of human resources planned in the human resource development area in the public sector. Secondly, a detailed human resource plan should be developed in a period to ensure short-term, medium-term and long-term plans. Short-term plan is defined as one year. Short-term planning aims to achieve short-term goals in the strategy. Medium-term plan is defined as 2 to 4 years. In the medium-term plan, managers need to identify human resources to ensure that the quantity and resources meet the needs of the agency. Long-term plan is defined as a period of 5 years or more. For long-term plan, managers need to identify short-term and medium-term goals. On that basis, the managers can be concerned about the human resources to complete the long-term goals of the organization.

Solutions to complete the recruitment policy. First, the criteria must be specified so that recruiters have recruiting basis. In addition, the criteria on the working capacity of policy beneficiaries (including those who have been under professional training and have not completed professional training) should also be considered. Regardless of the training type, staff trained in professional fields must have the appropriate qualifications and meet the requirements of their positions. For those who are not professionally trained, the capacity of these subjects must be determined to be recruited and trained properly. This is how some other localities are doing.

Solutions to improve the high-quality human resource evaluation. The evaluation of personnel policy of commune-level administrative agencies in Dak R'Lap District is also not interesting. There is no innovation in methodology. Opinions of external organizations and people are not obtained to the subjects received under the human resource development policy. This is a major limitation of the system in local assessments. To overcome these constraints, Dak R'Lap district needs to improve the evaluation policy system. First, set up separate assessments for those who are aimed to attraction. Second, a combination of methods should be used to ensure the objectivity of the public servant assessment.

Solutions to improve commune-level training and development policy of administrative

human resources. Firstly, Dak R'Lap district needs to set up a council to evaluate training programs and training institutions in the country and abroad. The appraisal contents will include the prestige appraisal of the training institutions, the brand name and the legal status of the training institutions. In addition, curriculum framework and its relevance in practice are also issues that need to be addressed. All these mentioned factors are conducted to ensure the quality of the training majors that the school is training. Secondly, it is required to further complete the decentralization of specialized agencies to implement human resource training and development policy to promote the effectiveness of research and planning consultancy.

Solutions to set up remuneration regime. Remuneration regime should be targeted as the key factor focusing on professionals and good managers. There should be a difference in remuneration policy between different subjects. In fact, the remuneration policy of Dak R'Lap District does not distinguish clearly among the groups.

Solutions to implement reward system to honor talents. To ensure equality and equity to encourage the efforts of many talented people to Dak R'Lap district, the form of reward should be changed. Rewards are focused on the leaders. This high reward greatly influences the effectiveness of the district's human resource development policy. To overcome this situation, the rewarding agencies of Dak R'Lap district should publicly and transparently reward the right people with proper performance. Uncontrollable reward should be avoided. It is required to create a fair reward between the employees and the leaders.

5.2 Recommendations

By analyzing the positive and limited aspects of human resource development policy in the public sector in Dak R'Lap district, the study recommends some solutions to improve Dak R'Lap District's policy. First, determine the age of planned staff to maximize the capacity and dedication of policy beneficiaries. Second, Dak R'Lap district must implement a plan to develop human resources in the equitable areas for short and long-term plans. Third, develop a separate standard of public servants as a basis for identifying policy beneficiaries for human resource development in the public sector. Fifth, determine the source of labor in the direction of expansion to create more choices in the talented people recruitment to create high quality human resources in the commune authority. Sixth, solutions to improve staff evaluation policy are to

develop separate evaluation criteria of policy beneficiaries of human resource development in the district; use a combination of methods to assess staff to ensure objectivity and equity. Finally, complete remuneration policy for beneficiaries. Develop a remuneration policy that focuses on professionals and good managers. Make a difference in remuneration with different subjects. Reward and honor talents to ensure equality and publicity to encourage the efforts of talented individuals to the district.

In order to successfully implement these policy solutions, the thesis also proposes the following conditions: Dak R'Lap District should focus on establishing a specific legal framework to identify the source of recruitment and professional qualifications of the recruiters as important for local authorities to develop a consistent human resource development policy in public sector, avoiding differences with government law.

The study results have been verified through a fact-finding process in the form of questionnaires for policy beneficiaries and managers of Dak R'Lap District to ensure objectivity of feedback. The results of the study are not only important for the author in accomplishing the research objectives of the thesis, but they also provide scientific information to the human resource managers in the public sector in Dak R'Lap district to improve their policies. The research results are also significant for managers in locations having similar conditions as Dak R'Lap District (especially in the Central Highlands and Northwest Vietnam) in policy planning and implementation for human resource development in the public sector.

5.3 Limitations of research and research ideas in the future

There are a number of limitations in research methods that the following studies need to improve to outperform this research. First, the next studies should expand the survey subjects. In this study, the policy was only surveyed with two target groups, managers and policy beneficiaries. Therefore, the views of many target groups have not been provided at locality. The follow-up studies may examine the opinions of two additional groups of beneficiaries who were voluntarily dropped out and those who are working but not involved in the policy. They can provide more information rather than merely focus on the two target groups studied. Second, in my study, only quantitative methods are used. Other studies should use a combination of qualitative and quantitative methods. Accordingly, it is possible to make better

recommendations in the research. It will lead to a more convincing study. Third, the Likert scale used in this study is limited by size because it only offers a certain number of options. As a result, the attitudes and facts are not properly assessed. In addition, asking too many questions will greatly affect the respondents. People tend to automatically avoid answering sensitive questions. Askers only respond in the way they think rather than in providing truth. Finally, the scope of the paper is limited to Dak R'Lap district. Thus, the cases here cannot represent other cases where other conditions and circumstances are different.

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Appendix 1

QUESTION FOR BENEFICARIES

Our the research team are researching the current realty of policy on development of cadres and civil servants at commune level in Dak R' Lap district. To obtain statistics for the analysis and evaluation about policies were issued by district, Our team is looking forward to receiving your help by dictating the information on the following questions:

Sincerely thanks for the cooperation of the gentlemen (lady)!

Q1. Please provide some personal informations

- Full name: Gender:
- Agency working:
- Phone: Email:

Q2. What age are you in:

☐ From 22 to 25   ☐ From 25 to 30   ☐ From 30 to 40

☐ From 40 to 45   ☐ Over45

Q3. When the DakR'Lap district received and arranged to work, you are:

☐ Registration of permanent residence in ĐakR'Lap district

☐ Exterritorial   ☐ Foreign

Q4. Time of your work before coming to work in DakR'Lap district

(This question is for people from other provinces)

☐ Under01year   ☐ From01 to03years   ☐ Over 03years

Q5. You have worked in DakR'Lap District

☐ Under06months   ☐ From06monthsto 02years

☐ From 02 to05years   ☐ Over 05year

Q6. When recruited under the policy of developing the contingent of cadres and civil servants at commune level in DakR'Lap district, you in category of:

☐ Had been trained (recruited and arranged immediately)

☐ Not yet trained (just graduated high school recruited and sent training)

Q7. Your professional qualification when were received formal employment

☐ Intermediate   ☐ College   ☐ University

Q8.During the working time, you are sent by the agency to training, professional training:

☐ Not yet trained   ☐ Once

☐ Twice   ☐ Many times (over 2 times)

Q9. The level of training, fostering that you are sent by the institution:

☐ Short-term   ☐ Intensive (higher education)

☐ Both   ☐ have not been sent for training

Q10. You are sent to training institutions:

☐ Domestic   ☐ Domestic

☐ Both   ☐ have not been sent for training

Q11. You have the desire to be sent for intensive training abroad

☐ No aspirations

☐ Having aspirations but not qualified on foreign language

Q12. Your current level of expertise

☐ Intermediate   ☐ College   ☐ University

☐ Masters

Q13. How do you apply for DakRong District's policy?

☐ Direct   ☐ By post office

☐ By the Internet   ☐ Via friends or relatives (indirect registration)

Q14. How long have you had the official answer from the managers of DakR'Lap district?:

☐ Under01month   ☐ From01to03months

☐ From 03 to06months   ☐ After 06months

Q15. Your assessment of the development plan of cadres, civil servants in DakR'Lap district

(Score between 1 and 5, in which 5 is the best)

Object planning for development	Degree evaluation				
	1	2	3	4	5
1. Those who have undergraduate and postgraduate training have good professional practice skills, regardless of household registration.					
2. Civil servants in the district state apparatus have good working capacity and good prospects for professional development.					
3. High school pupils of the district have a good learning and training process and good prospects for professional development and wish to be trained and professionally trained for the district's state apparatus.					

Q16. Your assessment of the criteria for developing communal cadres, civil servants in DakR'Lap district

☐ Criteria for policy development of commune cadres and civil servants in line with the practice of state administrative management

☐ Criteria for policy development of cadres and civil servants at commune level is not consistent with the practice of state administrative management

Q17. Your comments on the placement and working conditions of the agency:

(Score between 1 and 5, in which 5 is the best)

Point evaluation Content rated	1	2	3	4	5
- To be arranged jobs suitable with professional qualifications, capacity, strength					
- Good working conditions: space, equipment, information system, database for work					

Q17. During the work, you have been transferred positions:

☐ Once   ☐ Twice   ☐ Over 2 times

Q18. The issue of your interest when participate in the development policy of cadres and civil servants at commune level in DakR'Lap district is

☐ Initial treatment, high-wage allowance

☐ Being facilitated on house

☐ To be placed in the right job training

☐ All of the above contents

Q19. Your assessment of the remuneration policy for civil servants included in the policy follows the criteria below (Score between 1 and 5, in which 5 is the best)

Degree evaluation Content rated	1	2	3	4	5
Initial treatment					
Salary allowance regime					
Promotion opportunities					
Forms of reward					

Q20.With salary and salary allowances, housing support, your current life is:

☐ Very good (wealthy)   ☐ Good (with material surplus)

☐ Normal (enough spending)   ☐ Not enough living (not enough spending)

Q21. Are you regularly rewarded for your dedication?

☐ Regular (annual)

☐ Not often (some are not rewarded)

☐ Reward for achievement on a case-by-case basis

Q22. Your annual rewards are usually:

☐ Advanced labor   ☐ Emulation fighter

☐ Provincial Certificate of Merit   ☐ To be proposed to the TWfor commendation

Q23. Do you have the desire to be promoted by your own capacity when participating in the policy of developing civil servants at DakR'Lap district?

☐ Very interested   ☐ Ever thought

☐ Not very interested   ☐ Do not care

Another idea:……………………………………………………………………………………………

Thank lady and gentlemen!

Appendix 2

SAMPLE SURVEY FOR MANAGERS

Our the research team are researching the current realty of policy on development of cadres and civil servants at commune level in Dak R' Lap district. To obtain statistics for the analysis and evaluation about policies were issued by district, Our team is looking forward to receiving your help by dictating the information on the following questions:

sincerely thanks for the cooperation of the gentlemen(lady)!

Q1. Please provide some personal informations

- Full name: -Gender:
- Agency working: -Tiltle:
- Phone: -Email:

Q2. Your assessment of the development plan of cadres, civil servants in DakR'Lap district

(Score between 1 and 5, in which, 3 is medium, 5 is the best)

	Degree evaluation				
Object planning for development	**1**	**2**	**3**	**4**	**5**
1. Those who have undergraduate and postgraduate training have good professional practice skills, regardless of household registration..					
2. Civil servants in the district state apparatus have good working capacity and good prospects for professional development.					
3. High school pupils of the district have a good learning and training process and good prospects for professional development and wish to be trained and professionally trained for the district's state apparatus.					

Q3. Your assessment of the qualifications of those recruited under the policy of developing the contingent of cadres and civil servants working at their agencies and units.

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Degree evaluation Content rated	1	2	3	4	5
Social awareness					
Communication behavior					
Practical career skills					
Foreign language proficiency and applicability in IT					
Attitude to serve the people					

Q4. Your assessment of the professional ethics and performance of the policy beneficiaries are sent to training and return to work.

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Degree evaluation Content rated	1	2	3	4	5
- Professionalethics:To abide by thelines, guidelines and policies of the Party and the laws of the State; Lifestyle, style and style of work, sense of responsibility in the performance of tasks.					
- Ability to work: Results of assigned tasks; Foreign language skills required for work; Essential skills and creativity in the application of information technology for professional work; Politeness, politeness in communication with the people, with colleagues; Collective spirit, for the common good.					

Q5.Your assessment of public service ethics, qualifications and capacity of policy beneficiaries to develop staff at communal level working in their agencies.

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Degree evaluation Content rated	1	2	3	4	5
- *Professionalethics*: To abide by thelines, guidelines and policies of the Party and the laws of the State; Lifestyle, style and style of work, sense of responsibility in the performance of tasks..					
- *Education and professional level:* Social awareness, career skills.					
- *Ability to work:* Results of assigned tasks; Foreign language skills required for work; Essential skills and creativity in the application of information technology for professional work; Politeness, politeness in communication with the people, with colleagues; Collective spirit, for the common good.					

Q6. Your assessment of the criteria in the development policy of the commune staff at commune level

☐ Criteria of high quality resources consistent with the practice of state administrative management

☐ Criteria of high quality resources are not consistent with the practice of state administrative management

Q7. Your assessment of sending overseas training personnel in accordance with the policy of developing the contingent of cadres and civil servants at commune level in Dak R 'Lap District

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Degree evaluation Content rated	1	2	3	4	5
Opportunity to study for all objects					
District's orientation and evaluation of training institutions, training programs abroad					

Q8. Your evaluation of the remuneration system of the district for the beneficiaries of the development policy of the commune-level cadres and civil servants of DakR'Lap district

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Degree evaluation / Content rated	1	2	3	4	5
Initial treatment					
Salary allowance regime					
Promotion opportunities					
Forms of reward					

Q9. Your assessment of compensation to attract skilled professionals and managers to work in the commune's administrative machinery

Degree evaluation / Content rated	Agree	Disagree	Have no ideas
Remuneration system is not really high to attract experts, good managers			
Working conditions are not responsive to attracting specialists, good managers			

Q10. How do you assess the capacity of policy beneficiaries to develop civil servants at DakR'Lap district?

☐ Internal rating agency

☐ Combination of internal assessment with evaluation of individuals and organizations outside

Q11. Your assessment of the quality and effectiveness of the current performance of the agency compared to 2007period and earlier is reflected in the following criteria:

(Score between 1 and 5, in which,3 is medium ,5 is the best)

Grading Method: Current Grade Score / Assessment Score for 2000-2005 Example: "Work Time": 4.0 / 3.9

	At present					2010 - 2015 period				
	1	2	3	4	5	1	2	3	4	5
Time to solve work										

Quality solving work										
Meet the requirements and create the satisfaction of the people										

Q.13. Your opinion on the improvement of the policy of development of cadres, civil servants at commune level in DakR'Lap district in the coming time.

Propose content to improve the policy of cadre and civil servants development	Agree	Disagree	Have no ideas
- Clearly define the planning age to maximize the capacity and dedication of policy beneficiaries			
- Build detailed planning in time series, ensuring both short, medium and long term planning.			
- Develop criteria in a scientific way, as the basis for identifying high quality human resources policy beneficiaries			
- Identify sources of employment in the direction of expansion to create more choices in the recruitment of talented people to form high quality human resources in the state administrative apparatus at communal level			
- To set up a council for appraisal of training programs and training establishments in order to raise the quality of commune-level cadres and civil servants' training and			
- To set up a specialized agency to act as a focal point for the implementation of the policy on training and development of			
- Establishment of preferential treatment in the direction of spearhead, focusing on specialist subjects, good managers, making difference in treatment compared to other talented			
-Developing a separate evaluation of the objects in the development policy of the contingent of cadres and civil servants at commune level in DakR'Lapdistrict to distinguish			
- Using a combination of methods to evaluate cadres and civil servants to ensure the objectivity of assessment activities			

Another idea:……………………………………………………………………………………………………

Thank lady and gentlemen!