

UNIVERSITY OF TAMPERE

MASTER'S THESIS IN PUBLIC FINANCIAL MANAGEMENT

EVALUATION OF FINANCIAL AUTONOMY PROCESS OF BINH THUAN
PROVINCE IN TRAINING PUBLIC HUMAN RESOURCES IN FOREIGN COUNTRIES

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DECLARATION

I declare that this research is the result of my own job from the analysis of collected data, survey questionnaires, except for some references. In addition, some paragraphs are translated into English from the Vietnamese legal documents with the purposes to illustrate for analysis of the research and I use footnote software to inform this.

There is no denial to the fact that the thesis has not really met all requirements of academic research yet. However, I try my best to do research by myself. I myself write the whole thesis in English and there hasnot got any assistance to correct before sending it to have advices from the professor.

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Abstract:

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This paper will discuss the financial autonomy in training public human resources in foreign countries in Binh Thuan province. The process of financial autonomy helps Binh Thuan province be proactive in dealing with its performances in many aspects, especially in training public human resources. Although central government has built many training policies, the training focuses on the fields that meet the general requirements of the whole country. This leads to the situation that the trained majors could be suitable for this locality but they do not fit for others. Thus, Binh Thuan province takes advantages of financial autonomy to train public human resources in the own fields that meet the real demands of socio-economic development.

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CHAPTER 1

INTRODUCTION AND THE SIGNIFICANCE OF THE RESEARCH TOPIC

1. 1 Introduction

During the last many years, the Vietnam government has used the central budget to send civil servants, cadres and public employees for studying abroad with the purpose of training the high quality human resource. Human resource is considered as one of the most important resources in every government organization. A good human resource creates a huge amount of advantages for organizations, especially in public sector nowadays, to achieve the strategic goals. Therefore, development of human resource is necessary and an important factor for government agencies to meet the requirements of socio-economic development in the process of global integration. Simultaneously, mechanism for fiscal decentralisation to increase the financial autonomy in local budget management has been carrying out to promote a proactive and creative approach among localities and to ensure the powers of provincial departments and sectors in making decisions on budgetary management and allocation. In other words, fiscal decentralization helps the local governments have right to determine the optimal amount of expenditure on public goods and understand their regional features to allocate resources in the fields that will gain the goals efficiently and effectively. In addition, the local governments will perform well in mobilizing the local resources to meet the demands of state budget revenues and expenditures. As a result, they are proactive in carrying out the strategic plans as well as reducing maximally state budget deficits. Concretely, a new State Budget Law of Vietnam was approved in 2000 with many decentralization principles and Decree No. 60/2003/ND-CP dated June 06, 2003 of the Vietnam Government detailing and guiding the implementation of the State Budget Law. In addition, another legal document about fiscal decentralization was Decision No. 192/2004/QĐ-TTg dated 16 November 2004 of the Prime Minister of Vietnam on promulgating the Regulation on Fiscal Transparency of the state budget tiers, state budget planning units, state budget sponsored organizations, state budget funded infrastructure projects, state owned enterprises, state funds and the public contributed funds.

Having the awareness of the important roles of human resource in public sector as well as to take the advantages of the regulations of fiscal decentralization in state management in Vietnam, the top leaders of Binh Thuan province have tried their best to build, train and develop the high-quality human resource in the condition of the limited local budget.

From the above reasons, one programme was established to choose about 100 elite civil servants working in the public sector to attend the courses of master or doctor degree in foreign countries (hereafter programme 100) has been deploying and implementing. The objective of the programme was clearly shown in the Decision approved by Binh Thuan People's Committee. The civil servants who have good virtue, competence and have potential and prospect to develop in the future will be chosen to study abroad to become talented leaders and experts in concrete fields with the purpose of supplementing the shortage of postgraduate human resources to serve in the process of building and developing the hometown. The civil servants who have excellent working achievements in their performance will be chosen to attend the training programme. In addition, importantly they must have a good background of English¹. When the civil servant training programme has been carried out from the year 2007 until now, it has gained some expected results.

The second programme that was also established has chosen about 70 to 100 potential civil servants to train to become the future leaders in the period from 2012 to 2020 and for the coming years. Basically, this programme is the second stage of programme 100. This programme is deploying to implement in the beginning of the year 2012.² (hereafter future leaders programme).

Because it is the first time to implement civil servant training programme in foreign countries, thus Binh Thuan province has help from National University of Ho Chi Minh City to consult about the training programmes and places in foreign countries. This creates the favorable conditions for Binh Thuan province to choose one of the best training places with reasonable costs to train civil servants.

The process of financial autonomy in training human resources in foreign countries in Binh Thuan province has just enforced for the last few years. It is due to Binh Thuan province is one of the poorest ones locating on coast of South Central Vietnam and nearly 200 kilometer far from Hochiminh city, where is the center of south economic key zone of Vietnam. In the year 2010 in Binh Thuan province, GDP per capita was about 1072 USD and GDP growth reached 11.5%. The total budget revenue was about VND 6870 billion, in which domestic

¹ It is retrieved from the Decision No 16/2007/QĐ-UBND dated 05/04/2007 of Binh Thuan People's Committee on postgraduate human resource training in foreign countries in the period of 2007-2013

² It is retrieved from the Decision No 1623/QĐ-UBND dated 01/8/2011 of Binh Thuan People's Committee on choosing about 70 to 100 potential civil servants to train to become the future leaders in the period from 2011 to 2020 and for the coming years.

budget revenue was about VND 2320 billion³. That is the reason why it is not really easy to have enough budget to implement the process of financial autonomy in training human resources in foreign countries if the local leaders could not find out the suitable solutions for budget allocation. In addition, the civil servants who are in charge of this field are performing their financial autonomy - related works with their own working experiences that they have done for a long time according to the traditional method in public sector. This is the new field and there are no civil servants in Binh Thuan province to do research about this to contribute for improving the financial autonomy in training human resources in foreign countries. Because the implementation process of the financial autonomy of Binh Thuan province in training human resources in foreign countries has just been carried out in the period of about 5 years, there are many difficulties when deploying and carrying out. Therefore, this is really necessary and urgent to study with the goal of contributing in the process of implementation of financial autonomy better and more effective with the expectation of turning Binh Thuan into a richer province among the top provinces of comprehensive socio-economic development in the whole country.

1.2 Research aims and objectives

This is the first time Binh Thuan province has used the local budget for training its civil servants in foreign countries. It, of course, meets many difficulties. Therefore, the study will aim to analyze and evaluate financial management system of Binh Thuan province in the process of implementing financial autonomy and the situation of implementation of financial autonomy of Binh Thuan province in public human resource training in foreign countries in the period of five years. In addition, the objectives of the study is also to make a comparison of the impact before and after carrying out the financial autonomy in public human resource training in foreign countries. From the analyzed and compared results scientifically, some recommendations are given to enhance effectiveness of financial autonomy implementation in training public human resources in foreign countries in the coming years.

1.3 Research problems

According to the traditional method, budgeting for human resource training was planned in the period of about one year or two years. The plan of human resource training budget depended on the demands of the province each year and it did not cost so much money. In the current time, there are obviously long term training plans and budgeting for these plans accounts for a huge amount of money. During the process of implementation, many achievements have been

³ It is retrieved from the official report of Binh Thuan provincial People's Committee in 2011

gained but there were also some demerits in managing, using and allocating the budget in training human resources. Therefore, there have been some problems emerging that need to solve with the purpose of hitting the goals in the earliest time.

The research problem can be summarized into a following question:

How is financial autonomy of Binh Thuan province implemented in training public human resource in foreign countries?

The research question above needs to analyze on each related field including:

1. What are the roles of financial autonomy of Binh Thuan province in training public human resource in foreign countries?
2. What are the situations of financial autonomy of Binh Thuan province in training public human resource in foreign countries?
3. How can the implementation of financial autonomy of Binh Thuan province in training public human resource in foreign countries meet the requirements of value for money?
4. What are the role and purpose of human resource management policy in the administrative agencies in Binh Thuan province?
5. What are the effectiveness of training civil servants in foreign countries when carrying out financial autonomy in Binh Thuan province?
6. What are the recommendations to enhance effectively financial autonomy of Binh Thuan province in training public human resource in foreign countries?

However, this study is only implemented in the limitation of local state administrative agencies whose budget resources come from the allocations of both local and central state budget. Thus, research result is not the only evidence to evaluate the whole Binh Thuan province's situation of implementation of financial autonomy in training human resources. In addition, the plan of the public human resource training will last in the period of more than five years. When finishing each period, the provincial top leaders have the seminars or conferences in order to point out the achievements as well as the shortcomings of the programme. Therefore, it takes so much time to analyze and evaluate the achievements of research results in the whole period. Finally, there are not any previous similar researches about this topic so that the available and approved data can be used as references. So the study is carried out by own working experience and understanding.

1.4 Structure of the research

There are seven chapters in the research. The first chapter mentions to the introduction of research topic. In this chapter, it consists of the background information and significance of the topic, research aim and research problem. Second chapter is obviously about the review of literature of the thesis. This chapter discusses about the evaluation theory, fiscal decentralization and human resource management and training, and evaluation about linkage among these factors. Third chapter is about research methodology. Research instrument in this chapter focuses on content data analysis, questionnaires and cost benefit and cost effectiveness analysis. Fourth chapter pays attention to the results of the situations of fiscal decentralization and financial autonomy in general, and the fiscal decentralization in state budget management in Vietnam and situation of financial autonomy of Binh Thuan province in training public human resource in foreign countries in particular. Fifth chapter is the result of analysis of empirical data. In this chapter, it focuses on measurement of cost, benefit and effectiveness of training civil servants in foreign countries. Sixth chapter relates to overview evaluation in oversea training program. In this chapter, findings and reasons of achievements are carried out in the thesis. In the last chapter, conclusion and recommendations are shown on concretely to illustrate the aims of the thesis.

CHAPTER 2

REVIEW OF THE LITERATURE

2 THEORETICAL FRAMEWORK

2.1 Evaluation theory

As defined by the American Evaluation Association, evaluation involves assessing the strengths and weaknesses of programmes, policies, personnel, products, and organizations to improve their effectiveness. According to Scriven (1991), evaluation refers to the process of determining the merit, worth, or value of something.

According to Shaw, et al (2006), the evaluation of public policies, programs, and practices seems to be an intrinsic part of democratic government for four reasons. It reports information about government performance that the public needs to know. It adds new data to the existing stock of knowledge required for government action. It develops an analytical capability within agencies that moves them away from territoriality and toward a culture of learning. And, more generally, its spirit of skepticism and willingness to embrace dissent help keep the government honest. Evaluation thus serves many purposes, and it is common to find that what may have

begun, say, as an accountability study of government performance, ends up dominated by a different purpose or at least includes other purposes as an integral part of the evaluation.

To have a general point of view about evaluation, Rossi and Freeman (1985) describe that evaluation research [considered the same as evaluation] is the systematic application of social research procedures in assessing the conceptualization and design, implementation, and utility of social intervention programmes. In other words, evaluation research involves the use of social research methodologies to judge and to improve the planning, monitoring, effectiveness, and efficiency of health, education, welfare, and other human service programmes.

Because in this study, the programme evaluation will be implemented, there are some discussions on this issue. Programme evaluation is: "...the systematic assessment of the operation and outcomes of a programme or policy, compared to a set of explicit or implicit standards as a means of contributing to the improvement of the programme or policy..."⁴. Patton (1997) argues that programme evaluation is the systematic collection of information about the activities, characteristics, and outcomes of programmes to make judgments about the programme, improve programme effectiveness, and/or inform decisions about future programming.

According to Rossi, et al (1999), "programme evaluation is the use of social research procedures to systematically investigate the effectiveness of social intervention programmes that is adapted to their political and organizational environments and designed to inform social action in ways that improve social conditions". Scriven (1991) emphasizes the utility of evaluation when he talks about the "two arms" of evaluation — the collection of evaluation information and the valuing of that information using values and standards applied by those interested in the programme.

About the evaluation approach, Smith (1994) discusses about theory-driven evaluation approach. This approach focuses on theoretical rather than methodological issues. The basic idea is to use the "programme's rationale or theory as the basis of an evaluation to understand the programme's development and impact". Moreover, theory-driven evaluation is a contextual or holistic assessment of a programme based on the conceptual framework of programme theory. The purpose of theory-driven evaluation is to provide information on not only the performance or merit of a programme but on how and why the programme achieves such a result.⁵

⁴ Carol Weiss, quoted in Introduction to Programme Evaluation on <http://www.cdc.gov/tb/programmes/Evaluation/Default.htm>

⁵ Theory-Driven Evaluation, Encyclopedia of Evaluation, Retrieved September 28, 2011, from <http://srmo-dev.ifactory.com/view/encyclopedia-of-evaluation/n542.xml>

According to Caffarella (1988), training program evaluation is “the process used to determine the effectiveness of the training activities and the results of those activities.” In addition, Brinkerhoff (1981) defined training program evaluation as “systematic inquiry into training contexts, needs, plans, operations, and effects.

2.2 The fiscal decentralization

In this section, the theory of fiscal decentralization is used to apply for this study. Decentralization is increasingly becoming a popular strategy to improve public sector efficiency, effectiveness, and accountability (Bahl and Linn, 1992). Autonomy, as a variant of decentralization, provides the additional benefits of enhancing self-governance and ownership, which in turn can contribute to social and political stability (Jimenez, 2009). Meyer and Hammerschmid (2009) define the autonomy is a form of decentralization.

In addition, in the decentralization literature, there is an emphasis on the downward movement from the center to the periphery, or from national government to sub-national governments. Realizing the benefits of decentralization depends on the presence of enabling administrative and institutional structures (Bardhan, 2002). Generally, there are many kinds of decentralization such as political decentralization, administrative decentralization, fiscal decentralization and market decentralization, etc (Vu et al, 2007).

In this paper, it will be paid so much attention to fiscal decentralization. Fiscal decentralization entails shifting some responsibilities for expenditures and/or revenues to lower levels of government. There is one important factor in determining the type of fiscal decentralization. This is the extent to which subnational entities are given autonomy to determine the allocation of their expenditures (Osoro, 2003). According to Ichimura, S and Bahl, R (2009), in a truly decentralized governance system, stabilization policy is more difficult to implement than in a centralized system. One reason is because the central government may not be able to control sub-national government spending so as to reduce an overall deficit. If the lower levels of government have their own resources — either significant own source revenues or a guaranteed share of national government collections — they may set their own level of spending. The fiscal decentralization assures the localities not to overproduce public goods and to waste valuable local resources. The fiscal decentralization theory can be found in the research of Tiebout (1956) and Oates (1993). Therefore, fiscal decentralization will be implied as the form of financial autonomy in this study. Financial autonomy is to control by influencing the agencies’ decisions by reducing or increasing the level of budget granted to the agency

(Verhoest et al, 2004). It refers to the extent to which the agency depends on governmental funding or own revenues for its financial resources and the extent to which it is responsible for its own losses (ibid). According to Krisztina Beer-Tóth (2009), local financial autonomy consists of three elements including local expenditure autonomy, local revenue autonomy, local budgetary autonomy. Moreover, financial management autonomy takes out investment loans, set charges for services, shift between annual budgets for running costs, shift between budgets for running costs and investments, shift budget allocations, make user-charges (Chris Aulich, 2010).

2.3 The human resource management and training

2.3.1 Overview of human resource management and training

According to Bratton and Gold (2003), human resources management is “a strategic approach to managing employment relations which emphasizes that leveraging people’s capabilities is critical in achieving competitive advantage”. Arthur et al. (2003) conclude that training on cognitive skills appeared to have a greater effect on organizational results than other types of training. Baldwin and Magjuka (1997) argue that research on individual training effectiveness shows that individuals learn more in training and perform better on their jobs when they are motivated to attend training, and when management supports training.

One common objective of public service training is to support the implementation of administrative reform and modernization; another is to improve professional skills and qualifications of staff to increase efficiency of the public service” (OECD,1997).

Decentralizing the management of human resources can improve the responsiveness and resourcefulness of local governments ...Decentralization boosts the responsiveness of civil servants assumes that local managers have the authority to respond to the demands of their constituents. Local autonomy in allocating human resources can improve efficiency by allowing managers to hire staff whose skills align with planned activities, to discipline or dismiss ineffective staff, and to trim numbers to keep costs down. Though less common at the local level, direct financial autonomy-such as the ability to set pay levels and charge user fees-can improve staff performance and thereby enhance the benefits of decentralization (Green 2005).

Civil servants in all countries are working in an environment in which they need to cope with accelerating changes, increasingly complex problems, intense citizen pressures requiring rapid governmental response and demands for transparency and accountability in all their activities (United Nation, 1999). Armstrong (1999) points out that effective training can minimize learning costs, improve individual, team and corporate performance in terms of output, quality,

speed and overall productivity, and improve operational flexibility by multiskilling. Training also attracts high-quality employees by offering them learning and development opportunities, increasing their competence and skills, resulting in more job satisfaction, higher rewards and progression within the organization, and increases the commitment of employees by encouraging them to identify with the mission and objectives of the organization. Training helps organizations manage change by increasing understanding of the reasons for change, providing people with the necessary knowledge and skills, helps develop a positive culture in the organization, e.g. an orientation towards performance improvement, and provides higher levels of service to customers.

In addition, the other issues related to the process of human resources training such as professional ethics and strong self-governance are also mentioned to adjust their behaviors reasonably. According to Burns, J P and Bowornwathana, B (2001), in Asia and in other parts of the world, the policy and practice for civil service rewards systems have left most civil servants earning less than their counterparts in the private sector. Thus, if the civil servants do not pay attention to ethics in carrying their work, they easily fail to become good civil servants. According to Langford (2004), ethics is the way we put our values to work in actual decision-making, that is, it is doing the right thing. Ethics is concerned not only with distinguishing between the dichotomies but, also, with the commitment to do what is right or what is good. As such, the concept of ethics is inextricably linked to that of values; enduring beliefs that influence the choices actors make from the available means and ends. Thus, some ethical values, such as fairness and honesty, are, in essence, concerned with what is right or good and are particularly relevant to the public service context (Kernaghan and Langford, 1990). Moreover, the most important actual public sector values – accountability,lawfulness, incorruptibility, expertise, reliability, effectiveness,impartiality, and efficiency’ – are consistent with often mentioned crucial public sector values in the administrative ethics and business ethics literature (Kaptein and Wempe, 2002). However, different societies emphasize different elements of the ethics infrastructure depending on whether they manage their conduct primarily through guidance and management incentives...While public servants’ ethical behaviour and judgements are influenced by held values, they are also required to comply with a series of rules and obligations which are contained in legislation (OECD,1997). Furthermore, implementing an ethical policy requires support in the form of an ethics training programme for all employees. These programmes need to interpret underlying ethical and legal principles and present the practical aspects of carrying out procedural guidelines (Drake and Drake, 1988).

The most effective route to good ethical behaviour in a public service is to establish the core values of the organization and empower employees to “be guided in their work and their professional conduct by a balanced framework of public service value (Langford, 2004).

Leonard White (1935) points out that civil servants should develop a doctrine of loyalty to career service that “does not involve personal or administrative subservience”. Schumann (2001) has argued that human resource management must be guided by universal moral principles, rather than by ethical relativism. Schultz and Brender-Ilan (2004) have also suggested that the duties human resource professionals conduct need to be evaluated based upon broader moral and ethical philosophies, rather than a traditional justice-based ethical framework.

Generally, civil servants must have self-enhancement activities about professional ethics and strong self-governance in dealing with the difficult jobs. It means that the civil servants practice the moral values, principle, and standards that provide guidelines or framework for actions how civil servants, who works directly with citizens for providing services and those that deal with revenue and other financial matters, should act and behave in administering work to gain public trust.

2.3.2 Challenges of public human resources in Vietnam

It is obviously to state that there are some deficiencies of the previous system of human resource management in Vietnam. No performance management system links high-quality work to high return on a civil servant’s career path (Green, 2005). The old personnel management system and the model of human resource practice based on concept of a socialist tradition, including lifetime employment, uniformity have been proven to be obsolete and undermine the competitive of businesses in Vietnam (Rowley and Benson, 2002). In addition, the impetus for administrative decentralization is growing with the Master Programme on Public Administration Reform, which strongly advocates realigning the management of human and financial resources to address the fact that “administrative machinery at local levels is not really responsive to people” (Government of Vietnam, 2001).

Before, the process of recruitment and management of human resources has been carried out simple and it has not so much paid attention to the retraining them. According to Kamoche, (2001), recruitment procedures in Vietnam begin when an applicant is identified by word-of-mouth - management will then delve into the applicant’s family background to determine merit. In such environments, existing employees only recommend those candidates they trust to protect their own reputation. In effect, this process is a social control mechanism because the

selection procedures are based on social criteria rather than on business and related criteria. Later, there is the innovation in training human resources to meet the requirements of socio-economic development. Challenges from joining World Trade Organization have required enterprises and their managers in to adapt to the changing environment by adopting new model of human resource management in Vietnam (Collins, 2009). Nguyen and Bryant (2004) argue the need to increase management training and education in Vietnam, particularly in human resource management education if both individual organisations and the country as a whole are to realise their potential. In addition, King-Kauanui et al (2006) illustrate the need for additional management training and education in Vietnam, particularly in strategic human resource management issues.

According to report prepared by Adam Fforde and Associates Pty Ltd for the Australian Agency of International Development, a survey conducted in 1997 shows that the Vietnamese administrative system then had 1,217,000 civil servants, of whom 197,894 or 16.3% were administrators. Of this number, 94,744 worked at the central ministerial level and 103,150 worked at provincial and district administrative units. They were involved in planning work. Divided by educational level, 1.3% had a post-graduate degree; 31.2% a university degree; and 44.3% a secondary level degree. Although the percentage of officials with university and post-university degrees was high, most of them had received training during the central planning period. In 1996, a survey of the foreign language proficiency of civil servants at a number of ministries show that 57.2% had a certificate of proficiency in Russian, while only 7.6% had obtained a certificate of proficiency in English.

2.4 The evaluation of linkage between fiscal decentralization and human resources management and training properly in local government

Although local governments have limited budgets, it is necessary for local governments to have their own training programmes for their civil servants. Central government could not have most of polices to meet the requirements of training for all local governments. This is a general trend for many countries. A summary of National Audit Offices (NAO) of the UK shows the similar point of view above. It states that learning and development activities in central government are broadly categorised as: ‘generic’, addressing common needs across the civil service (such as leadership and strategic thinking skills), those relating to specific professions and technical, addressing departmental-specific needs⁶.

⁶ Report by the Comptroller and Auditor General, *Identifying and meeting central government's skills requirements*, Session 2010–2012, HC 1276

Wise et al (2007) describes that in many respects the public administration education and training system operates in essentially the same fashion for local self-government employees as it does for central government employees. . . There is also little difference between central government units and local self-government bodies in the degree to which they identify training needs of various categories of employees . . . Local self-government employees share similar training needs with central government employees.

The success of decentralized systems greatly depends on the skills managers and human resource professionals possess to carry out their tasks and responsibilities. Thus, greater autonomy and decentralization of responsibilities require considerable investment in management qualifications at all levels (Meyer and Hammerschmid, 2010).

Armstrong (1999) states that by implementing an evaluation process the organization will have a degree of control and it is therefore useful that the entire training programme be evaluated because it is important to assess whether the training programme has met the objectives set out at the planning stage, and to indicate where improvements or changes are required in order to ensure that training will be more effective.

Furthermore, one of the key concepts in the training literature is the critical importance of having a comprehensive training programme that begins with a needs assessment, followed by programme development, then by delivery, and ends with evaluation. Most training schemes and processes are based on the model of systematic training which provides a good basis for planning training programmes.... Training evaluation helps an administration to link training to performance objectives. This approach provides the administration with constant feedback regarding its investment in human competences (Vukovic et al, 2008).

However, about the challenges of human resource development, Horwitz (1999) states that the challenge facing human resource development practitioners is to ensure that all training and development activity meet the organisation's requirements for strategic functioning in order to give it centrality in organizational life. It is therefore vital to identify and implement factors associated with human resource development effectiveness.

CHAPTER 3

RESEARCH METHODOLOGY

3. Research Instruments

3.1 Content data analysis

A case study of qualitative methodology will be applied the whole of the process of research. Qualitative methodology affords a means of providing distinct data and qualitative evaluation

of theorizing problems and approaches. It enables stakeholders and project recipients to highlight and reflect upon what worked and how this came about, and affords an opportunity to chart and reconcile multiple stories of a project (Tim, 2002).

The study first uses the method of content data analysis. This is the convenient, quick and effective way to collect the data for doing research. Various relevant studies, statistics, some business reports, specific reports on results of public human resource training and studies done by the central and local governments, textbooks and internet-based sources will be used as references and then they will be classified according to items to easily access.

3.2 Questionnaires

The open questions will be sent directly to heads of eighteen departments, agencies⁷ in Binh Thuan province to gain more in-depth information. In addition, the open-questions are also sent to civil servants who have completed their training and their leaders to make clear the issues related to build the highly professional civil servants. The open questions are used in this case because heads of departments, agencies and civil servants are often busy with their work and it is not easy to meet them to have an face-to-face interviews. Moreover, in public sector currently, the civil servants usually hesitate to talk about sensitive problems when being asked but they really like to write these problems down rather than to speak out. In this situation, closed questions will not collect much information that civil servants are going to think about the answers in the long run. Thus, the open questions will be one of the best choices for them to fill in the information in their free time and return it in the fixed time. The questionnaire is adapted same as the models of the worksheets given by John M. Bryson and Farnum K. Alston in the book “Creating and implementing your strategic plan”. Because the study applies qualitative methodology, the questionnaires will be designed same as a kind of an interview. It is because the study will use the four-level model of Kirkpatrick (2006) as an important part to analyze and evaluate (this model will be mentioned clearly below), the numbers of questions will balance among four levels. Furthermore, The Likert scale will be also applied in the process of designing the questionnaire. The Likert scale is used in this research because it is one of the most widely used itemized scales. The end-points of the Likert scale are typically strongly disagree and strongly agree. The respondents are asked to indicate their degree of agreements by checking one of five response categories: strongly disagree, disagree, neither agree nor disagree, agree, and strongly agree. The Likert scale has several advantages. It is easy for the researcher to construct and administer this scale, and it is easy for the respondent to

⁷ There are 18 eighteen administrative departments, agencies in Binh Thuan province

understand⁸. In addition, the use of data triangulation will support the method of data collection from the document data analysis and open questions. This makes the process of data analysis more effective to have a better result for the study.

3.3 Cost-benefits and cost-effectiveness analysis

To have much greater depth in the process of evaluation, cost-benefit analysis and cost-effectiveness analysis are applied in this study. Cost-benefit analysis is a decision-making technique that involves explicitly considering the position outcomes (benefits) as well as the negative outcomes (costs) of different decision alternatives. It is used to make decisions more consistently, systematically and correctly (Boudreau, 1990). The concept of cost-benefit analysis implies that there is a positive difference between the cost of investment, and the benefit or return on that investment. In order for the training function to survive and grow, it must demonstrate that an expenditure for training is not a cost but a sound business investment (Rowden,1998). Cost-benefit analysis is used in this situation because human resource development decisions affect to use organizational resources with the hopes of having some other desired outcome.

Firstly, is is analyzed the cost of training programme. This certainly will be analyzed carefully and in details about these kinds of cost in the process of carrying out the study. These costs that are paid attention to analyzed are fixed cost, variable cost and opportunity cost. Fixed costs are costs that are independent of output. They seldom vary in comparison with the plan. A fixed cost remains the same regardless of the number of people being trained. Variable costs are costs that vary with output. A variable cost changes as the number of trainees changes. The size and complexity of the training programme will determine the number of cost variables. Each cost variable can be assigned a line-item number. Some variables will apply only in one stage of the training programme, whereas others will be spread throughout the entire process (ibid). An opportunity cost of time spent on training programmemes is considered as foregoing a gain that would appear by choosing a different course of action and the benefits that the civil servants could have received by taking an alternative action. Generally, these kinds of costs will be analyzed in details each year when carrying out the training programme. It is because the comparison of the results from short-term nature of costs with the long-term nature of benefits of the training programme with the purpose of finding out the value of benefits of civil training programme in the following years.

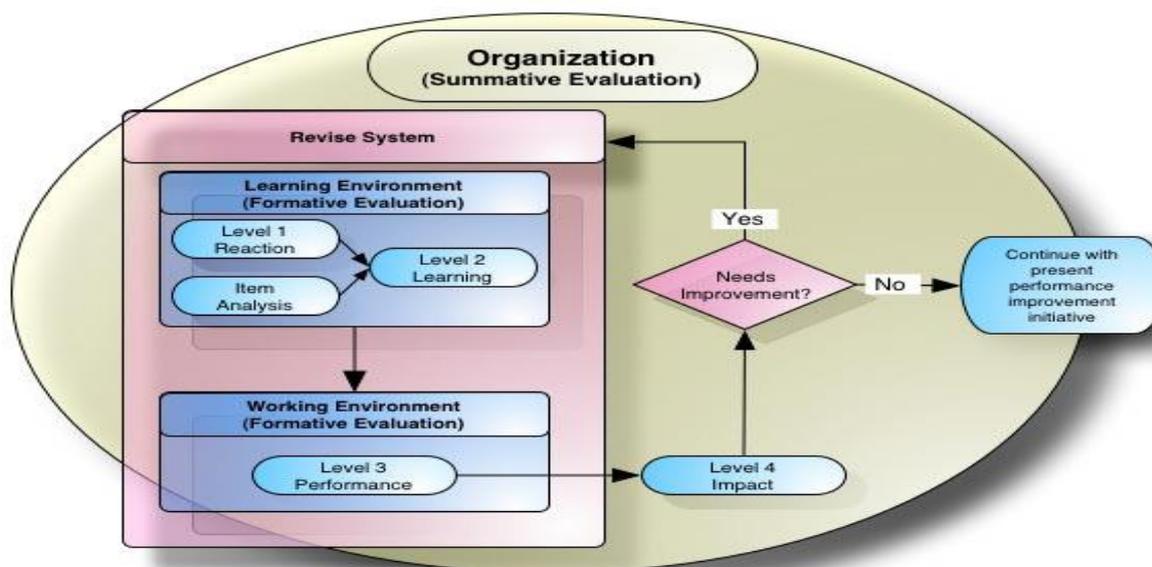
⁸ It is retrieved from <http://businessmanagement.wordpress.com/2008/04/24/open-ended-multiple-choice-and-likert-scales-items-in-surveys/>

Secondly, the benefit of the training programme will be analyzed. The most difficult part of doing a cost-benefit analysis is quantifying the benefits of a training programme (Rowden,1998). According to Hoeckel (2008), benefits can take various forms and arise at different points in time, during or (much) after the course or training. Individuals enjoy benefits from improved earnings, employment chances, mobility, capacity for lifelong learning, measures of working conditions and job satisfaction. Generally, there are two kinds of benefits of training programme, including tangible benefits and intangible benefits. The tangible benefit is to gain directly resulting from training. Tangible benefits of training occur in many areas such as time savings, productivity, improved quality of output, and personnel performance...etc. Otherwise, an intangible benefit cannot be easily described by a dollar amount or by other measurement. Quantifying benefits is difficult because many of the benefits of training such as improved attitudes and increased knowledge are intangible and therefore hard to attach dollar values. Thus, intangible benefits cannot be easily measured, they often are not included in a cost-benefit analysis. Although it is more difficult to assign a dollar value to intangible benefits, there should look for ways to recognize these benefits and include them in the analysis. Some intangible benefits might include civil servants' satisfaction and goodwill; civil servants' motivation, achievement, recognition, interest, responsibility, and advancement; potential value of the civil servant; payback to the profession; and decreased absenteeism, tardiness...etc.

Thirdly, effectiveness analysis and evaluation will be mentioned. This part will use the theory and model of Kirkpatrick to analyze and evaluate. This model is applied in the case of evaluation of civil servant training programme in foreign countries in Binh Thuan province because it is specialized for learning and working environment evaluation. It consists of four levels of training outcomes, including reaction, learning application and results of the civil servants trained. (Kirkpatrick, 2006)

The chart below shows how the evaluation process fits together⁹

⁹ This chart is retrieved from <http://www.nwlink.com/donclark/hrd/isd/kirkpatrick.html>



From the chart above, summative evaluation will discuss about the organization whether it has gained the objectives of the programme and formative evaluation will talk about the learning and working environment of civil servants when they are trained. This will help identify knowledge, attitudes and skills, and the changes in their performances.

The first level is concerned about reaction. This means that it mentions to how the applicants feel and what they think about the training course. It relates to civil servants' satisfaction with the programme. When sending the civil servants to abroad for training, the training programme management board often contact these civil servants with the purpose of sharing the applicants' aspirations and difficulties to help them find the best solution the overcome. Moreover, it is necessary to find out expectations of civil servants who are undertaking the training programme. From this point of view, the civil servants will give their assessment of the value of the training programme they have attended. The second level is related to how much the student learning. To assess the amount of learning, consider changes in knowledge, skills and attitudes of the civil servants when the civil servants completed their training course and appointed to work in the field that they were training. The third level is to analyze about performance. It relates to changes in job-based behavior in their performances. It means that what the extent of behavior and capability improvement and implementation for an extended period of time after training is completed. The last level is about the impact. The analysis will focus on whether the leaders of trained civil servants have confidence to entrust the works for them and their performances sometimes create the fame of their organization or not. On the other word, level of expectations of the civil servants and the leaders about the training

programme will be analyzed to conclude that if it meets the requirements of current works or has some changes as successive cohorts undertake training.

This model is also an important part in the study. Thus, the process of collecting data by questionnaire with the form of interview questions will be carried out carefully. There are two kinds of questionnaires. One questionnaire is used for respondents who are the civil servants trained in foreign countries (hereafter first questionnaire) and the other kind of respondents is civil servants who are the leaders in the administrative agencies in Binh Thuan province (hereafter second questionnaire). There are sixteen questions in the first questionnaire and twelve questions in the second questionnaire. They are designed to meet the demands of four level model of Kirkpatrick (2006) shown above. Most of the questions in the first questionnaire absolutely reflect the four level model. The questions are put in order with the purpose of creating relevance from level 1 to 4. The number of questions could increase or decrease among levels because they depends on the content of information which will code for the research. In the second questionnaire, there also some questions related to the four level model, mainly for impact criterion of level four. However, in both questionnaires, there are questions which are used to catch the viewpoints of the civil servants (trainees) and leaders of administrative agencies to partly help have recommendations for the Thesis. The questionnaires are designed with appropriate quantity of number of questions for four level model in particular, and for the findings of the research in generally.

After all, the implementation process is also analyzed and evaluated. In this part, it includes analyzing, examining and monitoring the programme whether it is following required legal and ethical guidelines to identify defects in the procedural design or in the implementation of the programme.

In short, it is important to emphasize that with collected information through questionnaires and results of analyzing and evaluating cost from criteria of value for money and benefits from the model of Kirkpatrick, the recommendations will be provided to enhance effectively financial autonomy of Binh Thuan province in training public human resource in foreign countries.

CHAPTER 4

RESULTS OF THE SITUATIONS OF FISCAL DECENTRALIZATION AND FINANCIAL AUTONOMY

4.1 The fiscal decentralization in state budget management in Vietnam¹⁰

According to General Statistics Office, on 31 December 2010, the Vietnamese government has four levels: the central government and three lower government levels, including province, district and commune compose of fifty eight provinces and five provincial-level cities under the direct jurisdiction of the central government, 643 units at the district level, and 11111 units at the communal level. Each level of government has a popularly elected legislative body, the People's Council, and an executive authority, the People's Committee, which is appointed by the People's Council.

Before, the Minister's Council (now Government) promulgated Decree No 168/HĐBT dated 26 October, 1961. This document has been considered as one of the first documents on fiscal decentralization in Vietnam. And the Government issued the Decree No 119/HĐBT in 1967 for having temporary guidelines on decentralization of fiscal powers and responsibilities to provincial-level governments. According to this document, provincial administrative agencies were entrusted the powers to prepare and manage their own budget, called local budget. The local budget was known as part of the general State budget system. The local authorities managed and used their local budget effectively and safely by themselves.

It is because of the process of socio-economic development of Vietnam has gained many achievements as well as many challenges. To meet the demand of general integration among countries in the world, the Vietnamese Government has issued many resolutions and decrees in the following years with the purpose to amend and supplement the regulations on decentralization of fiscal powers and responsibilities to provincial-level governments and to central-level government. The Minister's Council issued the Resolution No 138/HĐBT dated November 19, 1983 for reforming the fiscal decentralization regime to the local authorities. Under this resolution, the State budget system was divided into four levels respectively, namely central, provincial, district and communal budgets. The the Minister's Council also issued the Resolution No 186/HĐBT dated November 27, 1999 and a Decision No 168/HĐBT, dated May 16, 1992. In these documents, it stated that the National Assembly of Vietnam decided the important issues of the State budget. Minister's Council had responsibility for the process of managing and implementing the State budget. The State budget was managed and carried out in accordance with the principle that power to decide by the majority. This regulation was enacted to make the process of the State budget management run smoothly from central to local government. Concretely, regulations of expenditure and revenue responsibilities between

¹⁰ This is compiled and translated into English by author from the legal documents collected

central and local budgets as well as a revenue sharing mechanism between these levels were also adjusted to meet the needs of rapid changes of socio-economic development. Therefore, it can be seen that the promulgation of the State budget regulations, especially fiscal decentralization in Vietnam had helped establish an obvious distinction on the responsibilities and powers of different budget levels and in any certain aspect, this contributed to increase financial autonomy for local authorities.

The important change in state budget of Vietnam was that The State budget Law was approved by the National Assembly on March 20, 1996, with the objective of adjusting the limitations of the previous regulations in decentralizing budget management among central and local level government. This was the first budget law in Vietnam and it was said that this was one of the most important regulations in the area of budgetary and fiscal management. This law created an important turning point in management of the State budget in Vietnam, providing the highest legal framework for the management of the State budget. This Law has also helped to strengthen the role of the State budget in the process of socio-economic development.

To understand the ways of fiscal decentralization in the 1996 State Budget Law, there is a short description about it in the following points: First of all, it was divided into 4 levels in the budget system, namely central, provincial, district and communal budget. The central budget has roles in supplying financial resources for Government and central government agencies to ensure to gain the important national development objectives. The budget of local government is responsible for providing the financial resources to operate local government agencies and local People's Council and People Committee. Revenue and expenditure of local are regulated in the State budget Law.

Second of all, it performs the basic principles of budget balance in the Law. The State budget balance will be enforced in total revenue with total expenditure. One thing relates to budget is budget deficit. However, according to State budget Law, it tries to restrict budget deficit. About the local budget, budget expenditures should not exceed total revenues and the process of rising up expenditure for investment has to be greater than current expenditure. Generally, it is not allowed to have budget deficit in local budget. These basic principles lead to have a healthy status of finance of the State budget.

Next, Law on the State budget has clearly defined the responsibilities and powers of different government agencies in the administrative system from central to local level. The Government is always appointed the responsibility for the general management of the State budget while the People's Committee is responsible for that of local budget. The local People's Committee decides the budget estimates and needs approval from local People's Council. The Ministries

under the management of the Government, and central and local agencies under the management of local People's committees are appointed administrative agencies in the management of the state budget. It is obviously seen that the fiscal decentralization of power and responsibility among various administrative levels are very important issues in national financial resources.

Another issue mentioned is revenue sources and expenditure responsibilities of all government agencies in all levels from central to local. As stated above, the Central budget play the crucial role in the State budget system, supply financial resources to carry out strategic and important tasks. The budget of the local agencies is allocated with a number of revenue sources to support tasks of the planned socio-economic development at local levels. The law has also decentralized the expenditure responsibilities on the basis tasks of socio-economic development. Another important point is the revenue assignment between the central and local budgets in the period of three to five years. This creates favorable opportunities for local authorities to plan and manage their local budgets independently and helps them mobilize resources more effectively. This also helps to solve the issue of instability of the previous budget system. This instability of budget system is considered to be one of the main reasons for poor management of the State budget and it leads to prompt the local budget to rely on mainly the central budget for their financial demands.

There is no denial to the fact that the mechanism of the assignment of budget revenue and expenditure between the central and local budgets has basically been adjusted in comparison with the period before the State budget law put into effect. The overall objective of these adjustments is to increase the level of autonomy for local agencies in terms of budget revenue and expenditure.

It is clearly seen that when the State budget law was promulgated, most issues and limitations associated with management of the State budget have been effectively corrected. It maintains stable revenue sources for a specified period of time and it is said that this is a very important initiative of the State budget law, which creates favorable opportunities for local authorities at various levels to plan and manage their local budgets independently.

Last but not least, the approach for examining budget revenue and expenditure has also been subject to different changes. It related to tax issues. The tax authorities were responsible for informing taxpayers of the amount of tax liability. The taxpayers will make the payments directly into the State budget through State treasury. The State treasury agencies were then responsible for examining the legality of the supporting documents before issuing payment.

More importantly, on May 20 1998, the Law on the State Budget was amended and supplemented by the Vietnamese National Assembly. The major reason to do this amendment of the State budget law in 1998 was with the purpose to support the introduction of two new tax laws which were put in effect from 1st January, 1999. They were the Value Added Tax and Corporate Income Tax laws.

There is a key point in the amended law on the State budget. It reduced the number of revenue sources from the central budget which enjoyed 100% of the amount collected, as well as adjusted the budget revenue and expenditure of the local budget. Especially revenue from agricultural land use and natural resource taxes (except for crude oils) were kept 100% at the local budget level in comparison with sharing between the central and local budgets as the previous regulations.

Moreover, budget revenue and expenditure were transferred to the local authorities, especially for the district budget. This amendment was made to support and encourage local authorities in exploiting their potentially available resources. In addition, the local budget was added to revenue from domestic goods and services, such as pubs and karaoke, massage, golf, casino, jackpot. All these were collected by the central budget previously.

Generally, when the State budget law was put in effect to now, the performances of the State budget has improved remarkably and made significant contributions to the national economic development process. This law also helped to strengthen the scope and health of the State budget. According to statistics, annual revenue collection has exceeded recurrent expenditures and it has been used some proportions of revenue to cover capital expenditure and meet debt repayment obligations. This led to budget expenditures to be in the status of a positive manner and the level of state budget was maintained adequately at both central and local levels to finance requirements, such as these arising from natural disasters. In addition, all debt repayment obligations were fulfilled in accordance with their schedule.

One of the most important things was the management of the State budget has become more effective and standardized. The responsibilities and powers of different government agencies at different levels in the management and execution of the budgetary system have been absolutely stated, while the position of central and local budgets has also been adequately maintained.

Local officials were accountable to the upper level government as well as to the jurisdictional People's Council. Budget approval was necessary from the upper level of government, as well as the jurisdictional People's Council, for its implementation. Eventually all sub-national budgets got consolidated into the State Budget. The supervisory role of budgetary management was taken by the National Assembly in the last result. The establishment of the State Budget

Law 2002 has strengthened the autonomy and discretionary responsibilities of provincial governments in managing local budgets, while vertical supervision, such as the hierarchical reporting process and dual subordination, remains prevalent in expenditure delivery and administrative implementations at all levels of government. This amendment also helped ensure that the provisions of the State budget law remained consistent with the amendment of the National Constitution in 2001 and the provisions of the Law on the organization of the National Assembly and the Law on the organization of the Government. With this amendment, local administrations, central agencies and budget utilizing units became decentralized and gained additional powers in terms of budget management. The amended State budget law was effective from the fiscal year of 2004 onwards and replaced the 1996 State budget law and its subsequent amendment in 1998.

It is easy to find out that in local governments, responsibilities related to budget are stated as follows:

The law and its amendments of 1998 grant local units financial responsibilities in several ways.

People's Councils will:

- * Decide the local draft budget and budget allocations
- * Decide policies to implement the local budget
- * Decide the readjustment of the budget estimates if needed
- * Supervise the implementation of the budget
- * Make decisions on the collection of fees, charges, surcharges and other contributions by local inhabitants.

People's Committees will:

- * Draft the local budget and draw up the plan for its allocation
- * Prepare the local budget accounts for submission to the People's Council of similar level for ratification, and report to the higher state administrative and financial agency
- * Examine the resolution on the draft budget and the budget accounts by the lower level People's Council
- * Assign the tasks of budget collection and expenditure to each attached agency and unit
- * Organise the implementation of the local budget
- * Cooperate with superior state agencies in managing the state budget within its territory; and report on the state budget in accordance with the provisions of law

The law also gives revenue and expenditure sources for the three local administrative levels: province, district and commune. The revenue sources of the local administrative unit's budget

are divided into revenue to be wholly collected, and revenue divided by percentage among different levels of administrative units. The Government will regulate in detail the percentage of revenues to be divided between the central budget and the budget of each province. The provincial People’s Committee will regulate in detail the percentage of revenue to be divided between the provincial budget and the budget of each district, precinct, provincial town and city and the budget of each commune and township. The percentage of revenue to be apportioned to each level shall be kept stable for three to five years.

4.2 Situations of financial autonomy of Binh Thuan province in training public human resource in foreign countries

4.2.1 The fiscal decentralization and financial autonomy in Binh Thuan province

Administrative map of Binh Thuan province ¹¹



Source: from website portal of Binh Thuan province

¹¹ It is retrieved from http://www.stp.binhthuan.gov.vn/wps/portal/!ut/p/c4/04_SB8K8xLLM9MSSzPy8xBz9CP0os3hnd0cPE3MfAwN3X09zA0_nMJfQwLBgIyNjI_2CbEdFAMiMvd4!/?WCM_PORTLET=PC_7_CGAH47L000GO70IS0AVUUI00G4_WCM&WCM_GLOBAL_CONTEXT=/wps/wcm/connect/bt_en/bt_content/intro/organization/associations/f93af6804186c9219266ba889776a215

Binh Thuan province is located on coast of South Central Vietnam. The area is 7.813 square kilometer with the population of 1.176.913 habitants (2010). The capital is Phan Thiet City. Administrative divisions have one town namely La Gi and eight districts, including Tuy Phong, Bac Binh, Ham Thuan Bac, Ham Thuan Nam, Ham Tan, Duc Linh, Tanh Linh, Phu Quy. There are about five ethnic groups, including Viet (Kinh), Cham, Hoa, Co Ho, Ra Glai. It shares its border with Ninh Thuan Province to the north-east, Lam Dong Province to the north, Dong Nai Province to the west, Ba Ria- Vung Tau Province to the south-west, East Sea to the east and south-east. Binh Thuan has three types of topography: mountainous, plain and coastal. The coast longs over 192km with many capes.They create good seaports. The province lies in the monsoon tropical area with two distinct seasons. The rainy season: from May to October and the dry season: from November to April following year. Binh Thuan has many forests so that wood, cashew nut processing and handicraft are strong point of province. The long coast-side is convenient for sea economy such as fish catching, salt and fish sauce processing, frozen seafood. Binh Thuan attracts tourists by lovely landscapes.

Table1.The GDP index in the nearest years in Binh Thuan province

Years	2005	2006	2007	2008	2009	2010
GDP	12,5%	13,1%	12,35%	17,09%	10,1%	11,5%

Source: Binh Thuan statistical

Table 2. Binh Thuan provincial budget revenue

Million dong

12

Years	2005	2006	2007	2008	2009	2010
Total revenue	3.566.169	3.698.520	4.983.052	5.411.105	7.450.683	9.161.800

¹² Dong is currency unit of Vietnam

Total expenditure	1.957.400	2.198.345	2.361.317	2.729.698	3.445.964	4.380.634
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Source: Binh Thuan statistical office

Binh Thuan provincial budget mainly comes from the central budget for national programmes, provincial revenue and local contributions. Because it is one of the poor provinces of the country, local revenue sources are so limited and the transfers from central government have played an important part of the provincial budget. It is possible to argue that provincial planning in Binh Thuan is much more decentralised. Binh Thuan provincial People's Committee is always proactiveness to characterise the planning process. Following the national pattern, planning is carried out in conjunction with the People's Committee and other departments. However, the capacity of the local cadres has also been identified as a major obstacle to any further decentralisation scheme. It is said that “decentralisation is most evident in provinces that have authorized their commune administration to be project owners in certain areas, such as construction of crucial facilities and provision of services to the population.” Binh Thuan province takes advantage of the fiscal decentralisation scheme. The province has autonomy in planning its revenue and spending, with the exception of having to remit required tax revenues. The decentralization of responsibilities and financial management has been implemented at all three levels of administration in the province. Annual plans are developed by lower levels of administration and submitted to the higher level for approval. The province enjoyed the right to plan and manage foreign investment and land according to the provisions of law. The process of decentralisation in Binh Thuan, according to provincial authorities, is frustrated by the lack of capacity by local level government cadres, a weak grassroots administrative apparatus, incompetent project management, especially at the commune level in rural service delivery. The commune level of administration still relies too much on higher levels and is not yet proactive in planning and in delivering services to the population. Binh Thuan province considers the capacity of professional cadres at the local level as on key factor shaping the process of decentralisation.

Like other provinces in Vietnam, Binh Thuan has carried out to push for greater fiscal decentralization with the hope to have a more efficient delivery of social services to targeted citizens. The fiscal decentralization initiative is encouraging to implement in the whole province. Thus, Binh Thuan province has based on the Law and regulations of central government, Ministry of Finance to perform its budget activities. According to the Law,

People's Council at local government will decide the local budget revenues and expenditures through the meetings of People's Council each year. The delegates of the Council will vote for the budget revenues and expenditures yearly. And all decisions of the delegates are shown in the resolutions of the People's Council.

Binh Thuan province has carried out the state policies, regulations and Law correctly and timely. Concretely, when the 2003 Budget Law was promulgated, there have had many improvements in financial management, especially in fiscal decentralization in Binh Thuan province. The process of implementation of fiscal decentralization, including local budget revenues and expenditures each year will be concretized in the Resolutions of People's Council annually. From 2003, many resolutions have been issued and implemented. They are the following resolutions as follows:

Resolution No 61/2003/HĐ-VII dated 04 July, 2003 of Binh Thuan provincial People's Council on the decentralization of revenue sources, spending tasks and the percentage of distribution of revenues among budgets of local authorities in Binh Thuan province in the period of 2004-2006.

Resolution No 25/2005/HĐNDVIII dated 02, December, 2005 of Binh Thuan provincial People's Council on adjustment, supplementation of the decentralization of revenue sources, spending tasks and the percentage of distribution of revenues among budgets of local authorities in Binh Thuan province in the period of 2004-2006.

Resolution No 54/2006/NQ-HĐND dated 12, December, 2006 of Binh Thuan provincial People's Council on the decentralization of revenue sources, spending tasks and the percentage of distribution of revenues among budgets of local authorities in Binh Thuan province in the period of 2007-2010.

Resolution No 76/2008/NQ-HĐND dated 08, December, 2008 of Binh Thuan provincial People's Council on adjustment, supplementation of the decentralization of revenue sources, spending tasks and the percentage of distribution of revenues among budgets of local authorities in Binh Thuan province in the period of 2007-2010.

Resolution No 101/2010/NQ-HĐND dated 03, December, 2010 of Binh Thuan provincial People's Council on the decentralization of revenue sources, spending tasks and the percentage of distribution of revenues among budgets of local authorities in Binh Thuan province in the period of 2011-2015

4.2.2 Financial autonomy in training public human resource in foreign countries in Binh Thuan province

To deploy the process of fiscal decentralization in local government, Binh Thuan province has carried out the financial autonomy in training public human resource in foreign countries. To create the legal framework, Binh Thuan provincial People's Committee issued Decision No 16/2007/QĐ-UBND dated 05/04/2007 on postgraduate human resource training in foreign countries in the period of 2007-2013.

Decision No 33/2007/QĐ-UBND dated 07.10.2007 on the regulation and management of selected candidates of the human training programme and Decision No 09/2010/QĐ-UBND dated 03/3/2010 on amending and supplementing Decision No 33/2007/QĐ-UBND dated 07.10.2007.

Decision No 29/2008/QĐ-UBND dated 20/3/2008 on regulating the funding policy for candidates attending the human resource training programme and Decision No 12/2010/QĐ-UBND dated 17/3/2010 on amending and supplementing Decision No 29/2008/QĐ-UBND dated 20/3/2008

Decision No 21/2007/QĐ-UBND dated 09 May, 2007 on promulgating regulations to implement training policies, attracting human resources and other policies to carry out Resolutions No 04, 05 and 07 of Binh Thuan provincial Party's Committee.

Official document No 1292/LS/NV-TC-TCTU dated 19 November 2007 on instructing to implement some points in Decision No 21/2007/QĐ-UBND of Binh Thuan provincial People's Committee.

Decision No 43/2008/QĐ-UBND dated 19 May 2008 on amending, supplementing the subjects that receive funding policies according to Decision No 21/2007/QĐ-UBND dated 09 May 2007 of Binh Thuan provincial People's Committee.

Decision No 08/2009/QĐ-UBND dated 30 December 2009 on amending item 1 and item 3, article 3, Chapter I on promulgating regulations to implement training policies, attracting human resources and other policies to carry out Resolutions No 04, 05 and 07 of Binh Thuan provincial Party's Committee.

Decision No 1234/QĐ-UBND dated 07, May, 2009 on promulgating the cost norms for training, further training in short time periods in Binh Thuan province.

Decision No 2086/QĐ-UBND dated 30 July 2009 on amending, supplementing Article 10 of Decision No 1234/QĐ-UBND dated 07, May, 2009 on promulgating the cost norms for training, further training in short time periods in Binh Thuan province.

In short, it is said that financial autonomy in training public human resource in foreign countries in Binh Thuan province from the year 2006 to now is clearly seen through the legal

documents. It opens the doors to develop high quality human resources for Binh Thuan province.

Table 3. Expenditure on education and training

Million dong

Years	2005	2006	2007	2008	2009	2010
Expenditure on education and training	307.704	411.296	516.509	637.821	766.990	958.203

Source: Binh Thuan statistical office

CHAPTER 5

ANALYSIS OF EMPIRICAL DATA

5.1 The response of respondents

The questionnaires were sent to 12 civil servants as trainees. There were 27 civil servants trained abroad, 12 civil servants graduated and were back to Binh Thuan to work and 15 civil servants are studying) and 28 heads of divisions in departments and in districts and city in Binh Thuan province. The total respondents were 40 and the resercher received 40 questionnaires. This represented 100% response rate. This rate of responses was very wonderful. Luckily, an advantage in the process of sending questionnaires to respondents was that I am working in Department of Home Affairs of Binh Thuan province, in which was appointed to have main responsibility for all procedures related to oversea civil servant training programme. This created the favourable opportunity for the researcher to collect training data from legal reports. This also helped me easily contact with trained civil servants and heads of departments to collect information from questionnaires. It took more than three weeks to receive the 40 responses. One important thing was that in the questionnaire for civil servants trained in foreign countries, civil servants are good at English and easy to answer the questions in English. But in the questionnaire for civil servant as leaders, they were not good at English and thus, the questionnaire was translated into Vietnames and all of them answer the question in Vietnames. After that, the information was gathered and translated into English. When

respondents filled out questionnaires, they did not have to put their names on the questionnaire because of the advantages of anonymity over confidentiality. If they did not put their names on the instruments, anonymity was assured and they may be more likely to be more honest in their answers.

5.1.1 Answered results of respondents who are civil servants trained in foreign countries

No	Contents of question	Strongly disagree	Disagree	Neither agree or disagree	Agree	Strongly agree
1	You like and enjoy the training program in foreign country				9	3
2	The training program in foreign country is relevant to your speciality knowledge				12	
3	The training program in foreign country is potential for applying the learning into practice				12	
4	You have learned knowledge which you intended to gain				11	1
5	Your major knowledge is improved after attending training program in foreign country				12	
6	You put your learnt knowledge into effect when being back on your job				12	
7	There are some changes in your performance and behavior when being back in carrying out your job				12	
8	You really like to work in the government agencies when attending training course in foreign country				12	

9	You are trained in foreign country both major knowledge and professional ethics				12	
10	You have self-enhancement activities about professional ethics and strong self-governance in dealing with the difficult jobs				12	
11	when finishing training course, you can improve professional skills and qualifications and this leads to increase efficiency of public service				12	
12	Programs of training course in foreign country help you meet the requirements of rapid socio-economic changes				12	

5.1.2 Answer results of respondents who are leaders in administration agencies

No	Contents of question	Strongly disagree	Disagree	Neither agree or disagree	Agree	Strongly agree
1	The civil servants meet the requirements of their works and perform much better in their various tasks because they have undertaken the training in foreign countries				28	
2	The civil servants improve and perform their qualifications and ethical values after attending training course in foreign countries.				28	
3	Civil servants who trained in foreign countries can improve the ability to				28	

	deal with rapid socio-economic changes rather the other civil servants					
4	The civil servants trained in the foreign countries help increase efficiency of public service in the province				28	
5	There should have more training programs in foreign countries for civil servants to increase efficiency of public service in the province				28	
6	Achievement results of the civil servants undertaken the training in foreign countries are more valuable than financial costs of the training program in the foreign countries				28	
7	The civil servants who did not attend the training programs in foreign countries would not often perform their works better than those trained in foreign countries				28	
8	The civil servants undertaken the training programs in foreign countries will be the first choice to solve the organizational problems rather than other civil servants.				28	
9	The civil servants undertaken the training in foreign countries will have more opportunities to reach higher positions than other civil servants.				27	1

5.1.3 For part B of each questionnaire, the researcher will enclose it in appendix. Because the respondents will write down what they thought and it is difficult to show here.

There were three appendices which were enclosed in this thesis. The first appendix was the scans of 22 leaders who answer the questionnaire in Vietnamese. Because these respondents were not good at English so the researcher had to translate questionnaires into Vietnamese and sent it to them. There were two files in the first appendix, the one was from number 1 to 10 and the other was from 11 to 22. The second appendix was English translation of 22 questionnaires of these leaders. To all people understand the contents of responses, the researcher translated them into English. The raw questionnaires were scanned and marked ordinal numbers on the top right corner of each questionnaire and the English translation was arranged from number one to twenty two. The final one was the questionnaire for civil servants as leaders who can answer the questions in English. Six civil servants can answer the questionnaires in English. The researcher sent and received the questionnaire by email.

5.2 Analysis of empirical data

Measurement of costs, benefits and effectiveness of civil training programme is really difficult. Because it requires carrying out the observation process in the long term period before and after training programme happens. Thus, the results of training evaluation are paid attention to examinations, questionnaires, observations and feedbacks of civil servants and heads of department and districts.

5.2.1 Measurement of cost of training civil servants in foreign countries when carrying out financial autonomy in Binh Thuan province

a) Fixed costs:

As stated above, fixed training costs are simply the ones the organizations could count on at any point when they plan the training budget. The budget for these costs will most likely stay the same, maybe in the whole of process of training programme. In this situation, the salaries of the staff who are in charge of training programme are relatively fixed. There is an Executive Board of Binh Thuan provincial training programme and a group of experts of training programme. They all are paid the allowance monthly as follows:

$$A = 0.5 \times BS$$

A = Allowance ; BS = basic salary scale

Currently, basic salary scale, which is regulated in the whole country, is VND 830.000. So, the monthly cost of this kind is about VND 415.000 per person. There are total about 10 people in an Executive Board of Binh Thuan provincial training programme and a group of experts of training programme. Until now, total expenditure for Executive Board of Binh Thuan provincial training programme and a group of experts of training programme is about VND 416,030,390.

This is the first time Binh Thuan province has trained civil servants abroad and of course, it meets many difficulty in training management. Thus, the best way is to ask for help from Vietnam National University Hochinh city, which has experiences in the long run in oversea training programme. The service cost has to be paid for Vietnam National University Hochinh city. This cost counted on each candidate and the place where this candidates come to study such as Asian, Europe or America....But average cost for each candidate is about \$ 2500.

The language laboratory is equipped for training is also a fixed cost. In fact, much of the equipment training use is bought and paid for the whole programme. The items in the language laboratory are every day use such as copiers, computers, laptops, overhead projectors, LCD's, screens, automatic whiteboards, and any other equipment that is routinely used in the classroom or in the administrative office. It is counted for the expenditure to keep and maintain items. The important thing is that they have estimates the cost for the situations of these items do not work any more because the technician will advise how long these items last and plan for their replacements accordingly. Some of them are really expensive, they that can add up to thousands of dollars.

Total cost for establishing the language laboratory is about VND 376.440.000

The salary of the civil servants who are candidates for attending training programme is also considered fixed costs. It is because all candidates still receive their salary monthly when they are studying oversea. That is the reason why the training experts have to estimate how many people will be attended in a year to plan for the budget period.

b) Variable costs:

There are many kinds of variable costs in civil servant training programme but the basic ones are stated as follows: school fee, enrollment fee, living expense, health insurance cost, airport

ticket fee, transport fees, visa and health care medical examination fee...etc. When sending a candidate to study abroad, Binh Thuan province must pay these kinds of cost. These costs decrease or increase, it depends on the location that the candidate. It is obviously that total expenditure studying in Europe is more expensive than in Asian. There are some legal and statistical data to illustrate this point in the following table:

Table 4. Some costs related to study abroad in some countries¹³

Training location	Training level	Currency	School fee	Enrollment fee	Health insurance fee	Living expense	Airport ticket fee	Transport fee	Visa and health care medical examination fee
University of Arkansas-USA	Master	USD	12.390	8.692	2.060	24.000	1.500	100	300
Griffith University, Australia	Master	USD	17.280	50	300	13.416	1.700	100	300
University of Bourgogne, France	Master	USD	300	61	350	8.880	2.435	100	300

c) Opportunity costs:

It is necessary to have deep analysis about opportunity cost of training programme. The opportunities have been created during the process of operation of training programme. The obvious demonstration of opportunity cost is the time of civil servants using in taking advantages to carry out other activities or alternative action. Some civil servants attended short courses to have specific certificates in certain fields that help them in their job later. Moreover, some civil servants really would like to continue their study to do research and take doctoral degree after completing master course. Generally, the opportunity cost of civil servants' time mainly can be measured when they continued their education rather than when they graduated and returned to work. In addition, there also have found part time jobs related to their work and study in their free time. This helped them have more experiences to perform their work in their office and earn extra money to support for their living expenses.

¹³ Source comes from the legal report of a group of experts of training programme of Binh Thuan province

The civil servants have established a global relationship among their classmates. This helped have culture interaction from many countries in the world. Civil servants learnt quintessence of other culture and applied into reality when be back to work in Vietnam.

Experiences of civil servants trained in foreign countries are also considered as the opportunity cost in the process of training. As stated above, Binh Thuan province has a little experience in training civil servants in abroad, so the trained civil servants who return to work will be a main power to help Executive Board of Binh Thuan provincial training programme and a group of experts of training programme all issues related to training programme oversea.

5.2.2 Measurement of benefits of training civil servants in foreign countries when carrying out financial autonomy in Binh Thuan province

To evaluate benefits of training programme as an investment we need a measure of education's expected contribution to future levels of income or output. The obvious way in which training programme contributes to future income is by improving skills and knowledge to civil servants, thus improving the productivity of labour in the public sector. If the productivity of trained civil servants is higher than that of the untrained, this will be reflected in increased output and in higher earnings for the training. Binh Thuan province therefore needs an estimate of the additional lifetime earnings of civil servants. These data should be collected by comparing the earnings of trained and untrained civil servants over their whole working period.

a) Tangible benefits

Through training, civil servants learn both new things which are relevant to their job or they learn how they could do their job more efficiently. Moreover, the civil servants would learn things that would help them save time and energy. This would bring more beneficial things to the local government agencies. This is essential for civil servants who are always looking for enrichment and better pay. Also, trainings helped civil servants get to know other people in the same field, if the training is outside the organization or if the organization is huge. Moreover, it provides the opportunity to network. The organization would benefit in terms of increased productivity and reduction in costs. This would empower the civil servants with the right skills and mindset. Also, the trainings helped the civil servants be right on top of the job and delivered excellent service. For the public agencies, this would mean happy and satisfied customer. It should be a vital part of any agencies in order to facilitate the growth of the agencies. Training enhanced civil servants level of skills. It provided sense of satisfaction,

which was an intrinsic motivator. Training increased civil servants commitment to their job and their organization. Better understanding of jobs reduced accidents. One of the most important benefits of training for a public agency was that it provided skills inside the agency which reduced overall cost of an agency's operations. Quality was one of the key features required for survival of an organization in long term. It needed to have techniques require civil servant training as an important requisite for its successful implementation. By training civil servants for promoting good customer relations would increase customer satisfaction and quality of service. In public sector, customer stood for individuals, profit and non-profit organizations. A major portion of quality costs consisted of supervision; by providing training, this was reduced. Training increased productivity of employees and processes. In service industries the main source of an organization income was its civil servants expertise and skills, acquiring professional with high skills is comparatively expensive than training current civil servants to acquire those skills. Training helped understand the job, its requirements and responsibilities. Training also increased understanding of the organizational culture.

Training programmes increased communication between different levels of an organization. Trained civil servants could show higher performance by making optimum and minimize wastages of resources in the public agencies and work both efficiently and effectively. Moreover, the training made civil servants more committed to public agencies with growth, advancement and learning opportunities. For a civil servant or any person to be satisfied and happy with his or her job, he or she should possed the skills to do the particular job. Otherwise he or she felt incompetent and useless and was not motivated to do the work. Training a civil servant for the job that he or she needed to perform not only empowers him or her to do the work but the quality of work also improves greatly. The number of mistakes made would decrease and civil servant was willing to take up more challenging jobs. A civil servant who was not trained to do his job creates a vicious cycle that affects not only his or her performance but those of the colleagues and the organizations. The civil servant became unhappy because he or she either blamed himself or herself or the company for the failure. Both actions were counterproductive for him or her as well as the company. A happy civil servant was a loyal civil servant.

When a civil servant is trained based on the skills that are required to do the work, the efficiency and productivity increases. More work is done in less time because he or she does not have to figure out how to do a job, he or she has already been told how to. It can also

increase the level of safety in the work place especially if you have a manufacturing unit. Better customer care is also one of the benefits of civil servant training.

Training a civil servant is to do his or her job well. The time that a civil servant takes to do his or her job is reduced. The amount of wastage in the materials used will decrease because he or she makes fewer mistakes. Another benefit of civil servant training is that the equipment and machinery that is used takes less money to maintain and also the safety of the worker is high. This saves money in terms of insurance and medical costs that may have been incurred otherwise.

Generally, tangible benefits that civil servants can gain including the ability to integrate study abroad with their short term and long range educational goals. The civil servants may be able to satisfy course requirements.

b) Intangible benefits

Overseas-trained civil servants would have many opportunities to have higher positions in the organization. According to statistical report, about 30 % of trained civil servants has been appointed as heads of divisions or group leaders in government agencies.

It is easy to realize intangible benefits of study abroad are to improve foreign language and have cultural immersion. The civil servants learn to show a different language in the process of communicating in such a way different from their own. In addition, civil servant also learn from their experiences of living under behaviors of foreign culture, the sense of having a different perspective of foreign culture in the fields of cuisine, social customs, economics, ...etc. Moreover, the civil servants will increase ability for social interaction when studying abroad. This is easy to find out because when living in a foreign environment and immersing in foreign culture, the civil servants must communicate for simple and basic needs daily. Generally, when using foreign language and intercultural skills, civil servants gain confidence. This helps them so much in their job later. Last but not least, it is obviously seen that civil servants will have opportunities to travel many places with reasonable cost. It can be through their international friends or the help from the university where they are training.

Some intangible benefits are civil servant satisfaction, customer satisfaction, and vendor satisfaction. There are not any mistakes in the process of solving problems or important works. Some heads of departments said that trained civil servants will bring about the new way of carrying out the work. This can create the culture organization in government agencies. When mentioning to public sector, it is often thought about bureaucratic administration, slow

problem-solving and hierarchy. Oversea-trained civil servants absorb the modern and method of working in foreign countries to apply in the government agencies where they are working. Civil servants who studied abroad have commented on the personal growth and maturation that marked their period abroad, through the expansion of their intellectual and cultural environment that came from the immersion in a foreign society. Another intangible benefit is to develop an awareness and sensitivity to international and global concerns. Next, it also increases the selfconfidence in learning to adapt to a different academic structure and style of education, development of skills and knowledge to operate in an international environment. And it is easy to find out the benefit in improving a foreign language and development of friendship with students and faculty at the university where they studied may create favourable conditions for future research and for internation cooperation later.

5.2.3 Measure of effectiveness of training civil servants in foreign countries when carrying out financial autonomy in Binh Thuan province

To evaluate the training in the scientific way, it needs to distinguish between what was learned, what changes in job behaviour, and what happened to agency performance, that is, impacts on costs, outputs, and goal accomplishment (Kirpatrick, 1996). A civil servant training programme which gains the targets has to meet the demand about effectiveness. It means that training programme of Binh Thuan province help the local government agencies carrying out more effective in allocating resources and making decisions and have impact to the socio-economic development of the province. Effectiveness analysis and evaluation will be mentioned in this part and the theory and 4 level model of Kirkpatrick is used to analyze and evaluate.

To support for analyzing this 4 level model, the questionnaires are made to get information from the trained civil servants and heads of departments and districts in the province, including:

Questionnaire for trained civil servants:

No	Contents of question	Evaluation criteria for 4 level model
1	You like and enjoy the training program in foreign country	reaction
2	The training program in foreign country is relevant to your speciality knowledge	reaction

3	The training program in foreign country is potential for applying the learning into practice	learning
4	You have learned knowledge which you intended to gain	learning
5	Your major knowledge is improved after attending training program in foreign country	learning
6	You put your learnt knowledge into effect when being back on your job	behavior
7	There are some changes in your performance and behavior when being back in carrying out your job	behavior
8	You really like to work in the government agencies when attending training course in foreign country	behavior
9	You are trained in foreign country both major knowledge and professional ethics	learning
10	You have self-enhancement activities about professional ethics and strong self-governance in dealing with the difficult jobs	behavior
11	when finishing training course, you can improve professional skills and qualifications and this leads to increase efficiency of public service	Result
12	Programs of training course in foreign country help you meet the requirements of rapid socio-economic changes	Result

Questionnaire for heads of departments and districts: these questions mainly focus on the level

4- Results

No	Contents of question
1	The civil servants meet the requirements of their works and perform much better in their various tasks because they have undertaken the training in foreign countries
2	The civil servants improve and perform their qualifications and ethical values after attending training course in foreign countries.

3	Civil servants who trained in foreign countries can improve the ability to deal with rapid socio-economic changes rather the other civil servants
4	The civil servants trained in the foreign countries help increase efficiency of public service in the province
5	There should have more training programs in foreign countries for civil servants to increase efficiency of public service in the province
6	Achievement results of the civil servants undertaken the training in foreign countries are more valuable than financial costs of the training program in the foreign countries
7	The civil servants who did not attend the training programs in foreign countries would not often perform their works better than those trained in foreign countries
8	The civil servants undertaken the training programs in foreign countries will be the first choice to solve the organizational problems rather than other civil servants.
9	The civil servants undertaken the training in foreign countries will have more opportunities to reach higher positions than other civil servants.

a) Level 1:Reaction

In the level 1, civil servants' reactions are measured in the training programme. It means that the learner's perceptions about the training programme and its effectiveness is observed to analyse through the content, materials, instructors or teachers, facilities, methodology of training institutions. This level is considered as an important step of evaluation and analysis because if civil servant training programme which has positive reaction may encourage more civil servants to attend the training programmes in the future. In contrast, if it has got negative effects of training programme, this leads to discourage civil servants from attending the training courses. This also means that the civil servant training programme fails to meet the requirement. Therefore, it is important to determine civil servants' reactions to the training programme

According to the feedback of respondents about the questions, the civil servants have positive attitudes toward the training programme. With the question "You like and enjoy the training program in foreign country" and "The training program in foreign country is relevant to your speciality knowledge", 100 % of respondents answer agree or strongly agree. Also, positive reactions are important because top leaders of Binh Thuan province are more likely to

eliminate unpopular training programmes and pay attention to civil training programme in abroad . Accordingly, when having the measurement of the training programme, it can provide concretely important information about what aspects of the training programme can be improved or eliminated in the future or in other training programme. Thus, besides strengths, it is important to know about the weaknesses in order to improve a programme. According to training experts of Program 100, because it is the first time to carry out oversea training programme so there has little experience about budgeting for the training programme and it is really difficult to implement fund transfer to training institutes and trained civil servants abroad. Therefore, the training programme in the beginning does not run smoothly. Until there is one civil servant who graduated, returned to work and expressed these problems to Executive Board of Binh Thuan provincial training programme. Immediately, Executive Board advised the top leaders of the province the methods to adjust to gain the best effectiveness in the process of implementation.

b) Level 2: Learning

The goal of this level is to decide what the training programme civil servants learned during the training event. Because it is necessary to have specific learning objectives to find clear learning outcomes. In the other words, level 2 mentioned to content evaluation of the process of training and have the examination of what civil servants learned in the training program. Kirkpatrick (2006) defined learning “as the extent to which participants change attitudes, improve knowledge, and/or increase skill as a result of attending the program ”

In Binh Thuan province, in the previous years, when planning the training programme, some training programme can focus on knowledge but some can focus on skills, some will emphasize attitudes, and some will emphasize learning outcomes. But in this time, the civil servant training programme in abroad is willing to gain all above criteria. That is one of the main learning objectives of this training programme. In this aspect, Executive Board of Binh Thuan provincial training programme and a group of experts of training programme have deployed and implemented immediately after the civil servants finished the the training programme oversea to determine whether civil servants gained the knowledge, skills, or attitudes or not. About the knowledge aspect, it seems to easy to measure it. Civil servants attend to study their specility majors that they studied in bachelor degree. It means that the civil servants are chosen carefully to study higher in their major. Thus, to measure their knowledge, the only way is to follow the process of studying in broad if they pass or fail the modules. Luckily, there are not any civil servants who fail during their study. The second issue is related to skills of civil servants. This part is examined by the managers and experts who are in charge

of majors which the civil servants studied. The purpose of this way is to check and require the civil servants to carry out the work after training. In other word, the goal is to determine whether civil servants can perform the skills they have been taught in the training programme. For example, if the learning objective of civil servant is about biotechnology, he or she will be asked to make the project related to biotechnology and have a speech with related experts and there is a examination and checking the project during it is deployed or carried out. Attitudes are really difficult to measure instead of having an observation in the process of civil servants working. However, the method is using for this aspect is making the questionnaires and the civil servants will answer them.

There are four questions that are sent to respondents, including “the training program in foreign country is potential for applying the learning into practice, you have learned knowledge which you intended to gain, your major knowledge is improved after attending training program in foreign country and you are trained in foreign country both major knowledge and professional ethics”. One response chooses “strongly agree” in “you have learned knowledge which you intended to gain” and other three choices are “agree”.

From the analysis above, this leads to the conclusion that most civil servants show they are satisfied with the training program and they improve their knowledge and skills due to the training received.

Also, the information from this level can be used to improve other training programme. It means that training experts can adjust learning objectives in the aspect of knowledge, skills and attitudes do not meet the requirements. In other words, without measuring the process of learning, change in behavior cannot be validated. Thus, one of the important reasons for measuring learning is to determine whether learning is transferable to the job.

Shortly, in this level, it demonstrates the civil servants’ learning could help the training experts of Binh Thuan province in promoting the training programme in such a way of gaining the learning objectives of knowledge, skill, and attitudes.

c) Level 3: Behavior

Level 3 measures civil servants’ job performance by determining whether the civil servants apply learnt knowledge and skills on the jobs or not. If civil servants do not apply what they learned to their job, the training effort cannot have an impact on the organizational results

It gains 100% of responses with “agree” on the three question “You put your learnt knowledge into effect when being back on your job, there are some changes in your performance and

behavior when being back in carrying out your job and you have self-enhancement activities about professional ethics and strong self-governance in dealing with the difficult jobs”

The behavior of civil servants is measured to find out whether any changes in their job as well as in their relationship between colleagues. According to the survey, there are 100% of respondents with the answer that a positive effect on job performance happens when the civil servants are trained in foreign countries. Generally, behavior of civil servants will be observed and evaluated when they return to work by their managers and colleagues. When being asking, the managers who are respondents agree that the civil servants trained and returned to work could transfer their knowledge, skills and attitudes in the positive impact in implementing their work. To keep track of the behavior of trained civil servants when return to work, Binh Thuan province appointed the Executive Board of Binh Thuan provincial training programme and a group of experts of training programme. They have responsibility for contacting with the managers of organizations that civil servants returned to work and have evaluation of behavior of civil servant at the end of each year. The important thing is that the evaluation will be compared both before and after civil servants attend the training programme if practical. The Executive Board of training programme and a group of experts of training programme said that it is really difficult to measure behavior changes of civil servants when return to work in the short time instead of keeping a close watch on them in the long run. It is because the process of transferring knowledge, skills and attitudes into their practical work need more time. In some situations, the works that civil servants are assigned to solve is easy and they can finish in short time with best results. It maybe happen the same when untrained civil servants are assigned such a thing. In short, this level can help the managers of local government agencies and training experts measure actual behavior on the job, rather than only measuring or demonstrating positive reaction. This is the important level because Binh Thuan province would like to have actual job-based results from the training programme.

d) Level 4:Results

According to Kirkpatrick (2006), the organizations attempt to measure actual organizational change due to their training efforts, and determine a monetary value on those changes. Training programs targeted to increase sales, reduce accidents, lower turnover, decrease costs, or increase production can often be evaluated in terms of organization wide results.

In addition, from the reports of training institutes, all of the civil servant have been training abroad have good results and perform hardworking habit in their study.

There are 100% of answers of the following questions with “agree” response. They include: you really like to work in the government agencies when attending training course in foreign country, when finishing training course, you can improve professional skills and qualifications and this leads to increase efficiency of public service and programs of training course in foreign country help you meet the requirements of rapid socio-economic change. This level will find out final results of training programme. The final results mean that any outcome that they would agree is “good” in any aspects, including profits, costs, benefits and effectiveness. Concretely, the civil servants can be improved quality of work in the process of carrying out their duty. In addition, they can make any progress to have higher productivity as well as reduction in scrap rate. Specially, they can improve human relations in communication such as fewer grievances, lower absenteeism, higher worker morale, greater job satisfaction...etc

It is the same as level three, the Executive Board and the groups of experts are also appointed to collect the data of final results of training programme. It is truly said that this level will take more time to collect firm evidences of final results. Many unexpected factors may also occur during the period of time... Also, it is not easy to make clear the effect of the training programme because there are usually many causal additions. Most importantly, public agencies change in many ways, and behaviors and results change depending on these, as well as on training.

Performance improvement of in the public agencies from the results of annual survey of Vietnamese Chamber of Commerce and Industry is concern of civil servants train and development. In other words, civil servants train and development intervention are considered as vital tools for performance improvement. This is the reason why the top leader of Binh Thuan province addressed in a conference that heads of departments in the province need to be aware that the results of performance evaluation in the last few years and the coming years are paid attention to responsibilities of organizational needs and the enhancement of organizational functions through the implementation of qualified civil servants. In spite of difficulty in measuring achievement obviously in between the performance of oversea trained civil servants and their counterparts trained in domestic country, but according to the reports, most of the works which oversea trained civil servants have advised or been in charge of solving are more effectively.

In the questionnaire for civil servant as leaders, there are nine questions formed as the Likert scale. The important thing is that 98% of respondents choose “agree” and 02% with “strongly

agree”. This means that they confirm that oversea training programme has gained the target and meet the requirements of the assigned plan.

Generally, Kirkpatrick’s model helps find out the effectiveness of a training programme. Although this evaluation mainly takes place after the training programme which has been conducted to figure out the value and worth of the training programme. it bases on the evaluated results to decide to continue, stop or adjust the training program to meet the requirements of training process.

5.3 Ethics of Binh Thuan province’s civil servants

Like Vietnamese civil servants, civil servants in Binh Thuan province are considered as the “servants of people”. It means that some ethical values in behavior of public servants have to obey the law and regulations. In practice, there is a legal document, in which moral standards and rules of behaviors significantly relate to daily communication of civil servants with people in Binh Thuan province. With the purpose of mainly adjust the behaviors of civil servants to implement their functions, duties and responsibilities in the right way as well as an ethical analysis of civil servants allows leaders of public agencies to develop recommendations in the process of managing public agencies. In addition, the general content about ethics is that special ethical requirements for civil servants are necessary in order to realize in society such constitutional values as freedom, social justice, equal opportunities and essential human rights. Therefore, there is a strong relationship between ethical requirements and constitutional values. One of the features of civil service ethics is a special moral standard. This standard allows civil servant not to follow or even to ignore any order or instruction that contradicts seriously to violate basic human rights even if this order or instruction has legal administrative or normative basis. It is extremely important to develop high moral responsibility for public administration employees who are dealing with individuals representing different social groups. It should be mentioned that from the citizen, professional group or institution point of view it is civil servant who represents the state and acts on behalf or according to the order of the government body.

According to report of Executive Board of Binh Thuan provincial training programme and a group of experts of training programme, there has a good relationship between oversea trained civil servants and their colleagues in the agencies. Because of training abroad, these civil servants often show their opinions about the phenomenon such as red tape, power abuse and administrative harassment. In the first times, this makes most of people in the agencies unhappy. Gradually, they find out this helps leaders and other civil servants of public agencies correct their mistakes and adjust management policies to meet the demands of socio-economic

development. Especially, according to research on leaders' characteristics, in the agency that oversea trained civil servants are working, ethical leadership is improved more and more. The leader becomes to care, listen to what civil servants have to say, and has the best interests of civil servants in mind.

Generally, all civil servants of Binh Thuan province who were trained abroad always practice diligence, thrift, integrity, public-spiritedness and selflessness in performing public duties as well as in enhancing ethical leadership of management board of the public agencies.

CHAPTER 6

OVERALL EVALUATION ON OVERSEA TRAINING PROGRAMME

The evaluation of training programme helps top leaders of Binh Thuan province find out their leadership strengths and identifies training areas for development in the future. Using a variety of evaluation level of model of Kirkpatrick, Binh Thuan provincial managerial leaders and training experts look at themselves and develop action plans for personal and organizational growth to meet the requirements of socio-economic development tasks.

Through the evaluation, the prospective civil servants could gain both the importance of continuous learning for leadership effectiveness and the role of diversity in building high-performing teams and organizations. Binh Thuan provincial top leaders can use the feedbacks and results of performances to decide which directions of training programme is suitable for development target in the future.

6.1 Findings

The findings are results of the process of content data analysis, cost-benefit and cost-effectiveness analysis and questionnaires. It is obviously seen that the findings of analyses are formed from the serious study. Each step of analysis is carried out carefully from the collected legal data to deal with the data. Especially, it pays so much attention to Chapter 4: Results of the situations of fiscal decentralization and financial autonomy. As a result, these findings are absolutely reliable. In addition, Chapter 5: Analysis of empirical data is mainly formed from the results of questionnaires. There are some opinions that whether the results of interviewee's responses in the questionnaire are objective or not. Certainly, the researcher could not control the answers of the respondents or force them to answer in the positive ways. They freely have own thoughts on training civil servants abroad and have right to show their opinions. They said

that what they answered is what they thought. Especially, no name of respondents are allowed to write in the questionnaire and most of questionnaires are answered and sent to the researcher by post office with the same envelopes which the researcher has enclosed with the questionnaires. These help assure the objective manner in the process of carrying out collecting data.

Generally, there are not any biased situations in the process of implementing content data analysis and empirical data analysis from questionnaires. The researcher assures that there are not any factors which have influences on research results. They are absolutely validity and reliability.

The findings are shown in the following points:

6.1.1 One of the achievements of overseas training programme is that the provincial civil servants meet the professional foreign language requirements and to enhance foreign language competency needed to cope with a rapidly globalizing administrative environment. This is an achievement because according to survey of civil servant quality in 2005, the quality of foreign language of civil servants in Binh Thuan remains poorly. Furthermore, overseas training programme is decided within seriously considering civil servants' needs. It is said that evaluation is the critical step for achieving training goals. Honestly, evaluation of training needs in the Binh Thuan province's government agencies has met the job and position demands of public organizations currently. Depending on the job requirements of each agency that has stated in legal document at the beginning of the year and this document will be transferred to The provincial People's Committee (through Department of Home Affairs) to compile and summarize with the purpose of realize the real training needs of provincial public agencies .

6.1.2 The overseas civil servant training programme has met the demands all the people in Binh Thuan in general and all civil servants in particular. Binh Thuan province has established the complete overseas civil servant training programme. This could not carry out in the many previous years. The process of sending civil servants to study in almost countries that have advanced education in the world has created the favorable opportunities for Binh Thuan province to integrate in global education.

6.1.3 Many provincial strategic targets have achieved in according to assigned socio-economic development tasks. The overseas civil servant training programme has contributed an important part in the quality of postgraduate human resources of the province that has gradually changed in the positive way. Binh Thuan province has trained proactively the majors given top priority

in the period of time. This is absolutely different from the previous years. The central government plays a key role in training civil servants abroad. This leads to some majors that do not meet the requirements of Binh Thuan provincial socio-economic development. In the process of the delaying and implementing the oversea civil servant training programme, a huge amount of talented and competent civil servants, who have not been mentioned to in providing further training yet, are put in the list of succeeded human resource of the province.

6.1.4 Oversea civil servant training policies are implemented more and more effectively and efficiently and meet the demands of all kinds of people in Binh Thuan province. It is true to say that ten years ago Binh Thuan province did not know how to behave when a civil servant would like to study abroad. It was because of the provincial constraint budget and the training policies. The training experts had dilemma and did not know how to advice to Binh Thuan provincial top leaders about the situations of civil servants who were willing to study abroad. However, now there are many training policies to adjust just only when the civil servants apply to become the candidates of oversea civil servant training programme, especially about salary, bonus and other additional money

6.1.5 Conditions and facilities of oversea civil servant training have been improved.

Binh Thuan province tries it best to invest much money to establish a language laboratory for civil servants of the province to shelf-study in general and for civil servants who are candidates of oversea training programme.

6.1.6 The implications of this research are multi-faceted. Firstly it provides foundation for the development of an evaluation framework for oversea civil servant training programme context. Secondly it shows that one of the best way currently to improve quality of civil servants is to send civil servants abroad to study. Thirdly, it provides evidence to support the evaluation model in training abroad by model of Kirpatrick instead of traditional method by using only results of civil servants' performance. This also creates the groundwork in identification of the key factors affecting learning and transfer of learning has relevance both for academic research and the practices training and education. Next, it is the orientation to the objectives of evaluation by individual stakeholders and the combination of various methods of evaluation enhances the efficiency and validity of evaluation results

Lastly, this research sets up new directions for future research for academia and practitioners in the area of evaluation of oversea civil servant training programme. This has not been carried out yet in Binh Thuan province

6.2 Reasons of achievements

Top leaders of Binh Thuan province have instructed and directed promptly on oversea civil servant training programme. This makes all related local government agencies pay so much attention to carrying out assigned tasks to have best results. They have advised to promulgate many training development policies.

The oversea training programme helps civil servants take part in cultural exchange among international students. Accordingly, trained civil servants are the main source to supplement high quality human resources of Binh Thuan provincial government agencies, meet the requirements of training, researching, managing of agencies and play a key human resource in government agencies. Civil servants who are attending oversea training programme return to work with good knowledge of English skills. They contribute in the process of training, doing research and major managements of local government agencies. They bring into play their abilities and trained speciality knowledges to help build new ways of working, especially in the situation of working with foreign countries.

Through the report of training results as well as the comments of oversea training establishments, all civil servants are studious and get good results. Some civil servants in Binh Thuan province knows that when money is tight, training budgets are amongst the first to be sacrificed. Thus, it always concentrates on costs, benefits and effectivenesses of the training programme.

It is said that training programmemes should be continuously improved to provide better value and increased benefits for organisations. Efficiency is a measure of the amount of learning achieved relative to the amount of effort put in. In practical terms this means the amount of time it takes to complete a piece of training. Efficiency has a direct relation to cost – the more efficient a training method is, the less it will cost. Sometimes with a training programme, the training needs to be completed by a given date if a particular objective is to be achieved. In these situations, the extent to which a training programme performs to schedule is a critical measure of success. The extent to which trainees mix a justification often made for training, particularly group events, is that it provides an opportunity for students who work in different departments or regions to meet with each other, share experiences and make contacts. Because this is a valued outcome of training, it needs to be considered when comparing training methods. Similarly, some training courses may be regarded as a perk, a benefit of some value, even if this is not directly related to learning. Overseas training programs are also popular with

local officials, as those who complete the training courses are usually seen as promising candidates for high-ranking positions.

6.3. The applications of the theory of human resource training to the research results

There are some concepts of the theory of human resource training stated above could be applied to the research results. They are discussed as follows:

Firstly, Baldwin and Magjuka (1997) argue that research on individual training effectiveness shows that individuals learn more in training and perform better on their jobs when they are motivated to attend training, and when management supports training.

From the research results, it shows that trained civil servants abroad have performed their jobs better than their counterparts who have not yet trained in foreign countries. In this situation, some examples are given to illustrate. Of twelve civil servants are training in foreign countries, four civil servants are appointed to work in the Binh Thuan Community College. According to the reports of the Binh Thuan Community College, four oversea trained civil servants solved effectively and completely the problems (plans of teacher training, management and development; and application of modern methodologies in teaching) which many civil servants have not finished yet. It is said that after performing well on disentangling the problem for the Binh Thuan Community College, their colleagues admires them very much and two out of four civil servants are appointed vice division of the Binh Thuan Community College.

In addition, there is one oversea training civil servant working in Centre of Construction Testing and Verification under Department of Construction are appointed to higher position in Department of Construction. He studied about Construction Technique in France. When coming back to work, he gave his advice about some changes in construction verification. This brought about a big effectiveness for the Centre. As a result, the Director Board of Department of Construction appointed him to a new post in the Department.

Secondly, Armstrong (1999) points out that effective training can minimize learning costs, improve individual, team and corporate performance in terms of output, quality, speed and overall productivity, and improve operational flexibility by multiskilling. Training also attracts high-quality employees by offering them learning and development opportunities, increasing their competence and skills, resulting in more job satisfaction, higher rewards and progression within the organization, and increases the commitment of employees by encouraging them to identify with the mission and objectives of the organization. Training helps organizations manage change by increasing understanding of the reasons for change, providing people with the necessary knowledge and skills, helps develop a positive culture in the organization, e.g. an

orientation towards performance improvement, and provides higher levels of service to customers.

There are many points in this concept. According to the research and legal reports, until this time, this civil servant training programme bring about effectiveness and efficiency but the costs spent on these training courses are low in comparison with those in many countries. It is because Binh Thuan province has Vietnam National University Hochinh city, which has experiences in the long run in oversea training programme help to choose better institutes with suitable costs. In addition, to have enough conditons to attent the oversea civil servant training programme, the civil servants are elite. Thus, Binh Thuan province has attracted a huge amount of qualified civil servants to train in higher level. Moreover, when civil servants graduated and returned to work, they learn many good things in foreign countries and apply it into Vietnam. They build up the own organizational culture of each agency and this leads to the situattion that a new management mothod will be formed to meet the requirements of society development trend in the new period. In the aspect of establishing organizational culture formed by oversea civil servant training programme, trained civil servants abroad are the key factor to build the own organizational culture. It is said that in the first time, the leaders and other civil servants did not like the changes but about one year later, change has still happened and made own style of agency. The Department of Planning and Investment is a clear example for this. In the past, they solved the jobs so carefully and wasted a lot of time. But in some cases, the results did not meet the requirements. Trained civil servants advised to apply ISO (International Standards Organization) in solving administrative procedures. In the first time, most of civil servants did not agree but they tried to persuade in the long time and later this Department has applied it and has gained many achievements. Currently, when mentioning to Department of Planning and Investment, it is said that the administrative procedures are solved quickly, correctly and opportunely. This leads to the result that international and domestic enterprises are very pleased when contacting to solve administrative procedures in Department of Planning and Investment.

Thirdly, according to Langford (2004), ethics is the way we put our values to work in actual decision-making, that is, it is doing the right thing. Ethics is concerned not only with distinguishing between the dichotomies but, also, with the commitment to do what is right or what is good. In addition, Drake and Drake (1988) also argue that implementing an ethical policy requires support in the form of an ethics training programme for all employees. These programmes need to interpret underlying ethical and legal principles and present the practical aspects of carrying out procedural guidelines.

Generally, ethics is considered as the important factor in the process of building the qualified and modern civil servants for the Binh Thuan province. The illustration of this point is analysed carefully in part 5.3 above.

Finally, according to OECD (1997), one common objective of public service training is to support the implementation of administration reform and modernization; another is to improve professional skills and qualifications of staff to increase efficiency of the public service” .

There is no denial to the fact that administration reform is one of the urgent and crucial duties of the whole country. On September 17, 2001, the Prime Minister signed Decision No. 136/2001/QĐ-TTg on promulgating the Public Administration Reform Master Programme for the 2001-2010 period. Its purposes are “to successfully build a democratic, clean, strong, professional, modern, effective and efficient public administration system; public cadres and civil servants will have appropriate skills and ethical qualities to respond to the requirements of the cause of national building and development”. Therefore, Binh Thuan province has paid so much attention to public administration reform. The process of training of civil servants to have enough qualifications to implement efficiently the public service is the top priority among the major tasks of Binh Thuan province. It has just finished stage one of Public Administration Reform Master Programme for the 2001-2010 period and immediately, the Government promulgated the Resolution No 30c/NQ-CP dated 08 November, 2011 on implementing Public Administration Reform Master Programme for the 2011-2020 period. And certainly, overseas civil servant training programme is to contribute to public administration reform as well as to have a better public service in the province in the period of from 2011 to 2020 and the following years.

CHAPTER 7

CONCLUSION AND RECOMMENDATIONS

7.1 Conclusion

The Binh Thuan province has paid so much attention to the civil servant training. In order to change the previous conditions, the top leaders of Binh Thuan province have made great financial efforts in recent years. Besides, great efforts are carried out to enhance the quality of training. On one hand, rotational training is practiced to civil servants at position to renew their knowledge, improve their quality and explore their potential ability. On the other hand, high level talents are employed to make civil servants more modernized. In addition, training

facilities are improved. These are served for learning and training civil servants in the province. Furthermore, positive efforts are made to motivate the scientific research talents to tackle academic problems and combine a large number of textbooks suitable for the Binh Thuan province reality with Binh Thuan style.

This study creates the groundwork for further research into the effectiveness of overseas training programmes. This research is an initial attempt to develop an evaluation way to assess an overseas training programme in Binh Thuan province. The objective is to provide the first fully implemented study to investigate other training professionals attempting to design effective evaluation instruments in their particular field.

Binh Thuan province has decided to invest considerable sums of money in training civil servants abroad. All expenditures are used effectively and efficiently through the legal reports as well as close cooperation under supervisions between agencies that trained civil servants are working, Executive Board of Binh Thuan provincial training programme and a group of experts of training programme. This is obviously seen from the analysis of model of Kirpatrick. Especially, it meets the requirements to identify explicitly the real benefits expected from the overseas civil servant training programme and to create firm and close linkages between the training and the work demands of agencies' performance. For transfer of training to take place smoothly, concrete plans with important and centralised points for overseas training programme are discussed and identified in details from the top leaders and training experts of Binh Thuan province with the purpose to achieve best results but least training cost.

In addition, one of the main results of the research relates to responses of questionnaire. From the analysis of questionnaires above, it shows that the research findings from the questionnaires are consistent with the theory of human resource training. As stated above, training civil servants abroad has a great effect on performance results of organizations. This helps civil servants perform better in their jobs. When most of jobs are solved in administrative agencies effectively, they will meet the requirements of the objectives of public administrative reform. In the present time, public administrative reform is one of the main duties of the Government and of the whole political system in the period from 2011-2020. Moreover, through the analysis of benefits of financial autonomy, it is always right in any situations in present or in future when saying that if the Binh Thuan province has its own budget, it will set their own level of spending. This assures that Binh Thuan province does not overproduce public goods (training results) and waste valuable local resources. It means that local financial autonomy in training civil servants in Binh Thuan will help the top leaders manage the local budget to

proactively train competent and high-quality civil servants in the present time and future. In addition when attending the overseas training course, besides improving professional skills and qualification, civil servants have learnt about the professional ethics and applied them into reality. As a result, leaders have high appreciations on performance of civil servants in dealing with their jobs and the people are satisfied with public services that they are inheriting.

According to the legal documents related to overseas civil servant training programme, all of the civil servants sent to train in foreign countries will benefit equally during the process of attending the training course. When studying abroad, civil servants have received the package of finance support such as tuition fee, enrollment fee, health insurance fee, living expense transport fee, airport ticket fee, visa and health care medical examination fee...etc. Civil servants sent to study abroad first have the same supported policies as the civil servants sent in the following times. Therefore, it could be conclude that the benefits are inherited equally among overseas civil servant training.

Furthermore, the overseas training programme in Binh Thuan province has deployed and implemented since 2007 so one question emerges whether contexts and training demands in the current time could be changed in comparison with those in the last five years or not. From the results of analysis of current training needs, it is obviously seen that civil servant training programme in foreign countries still keep up with changing contexts and changing training demands. Because when establishing this training programme, the experts and top leaders figured out training majors which will serve for potentials of state management and socio-economic development in the province. The target of this training programme is to train about 100 talented and high-quality civil servants. Until now there are 12 civil servants who have completed their study and returned to work; and 15 civil servants are studying in foreign countries. It means that the province is searching 73 candidates to attend the overseas training programme. Therefore, it is not necessary to review the syllabus of training programme and the training programme still runs when they meet the demands of training target. However, one response of questionnaire shows that "the province must do a conference to report the results of training. The training in foreign countries has done since 2007 and it has not got any official reports to all local government agencies and civil servants in the province." The author thinks that this respondent did not access legal documents sufficiently. The author cannot know who respondent is and where he or she is working but the author can assure that although the province has not yet organized the conference to report the results of training but official reports of traing programme were sent to all local government agencies by the Executive Board

of Binh Thuan provincial training programme. In the author's subjective thinking, in some situations, although the respondent is a head of Division of Department, the top manager of Department received and sent the training reports to another head of Division of Department and this respondent, of course, did not know the training reports.

The conclusion is ended when using the saying of the Vice Chairman of Binh Thuan provincial People's Committee in the training conference "we can affirm that there are many changes in Binh Thuan province from the city to the countryside with positive evolution. The important thing is that this change cannot be apart from the participation of oversea-trained civil servants. In the coming years, the top leaders of Binh Thuan province will pay so much attention to oversea training programme to improve the quality of civil servants and build up more training programmes abroad to contribute to win the assigned socio-economic development tasks in the new period".

7.2 Recommendations

7.2.1 Personal recommendations of the author

Each public agency is responsible for doing statistic the quality of its human resources in order to identify its own training needs and adequate resources on the long term perspective. This creates the favorable conditions for oversea civil servant training programme of Binh Thuan province more efficiently and effectively because training needs should be identified in the direction in which the public organizations are appointed the functions, duties by the authorities. Therefore, in the process of planning human resource management and development, the knowledge and skills are necessary to fill the needs of civil servants and each public agency should be identified on the demand-based viewpoint to find out its real demands

In addition, Binh Thuan province should build up new training courses with variety of fields such as tourism management, human resources management, communication and negotiation techniques, etc. These areas are really necessary for developing the potentials which Binh Thuan has not explored yet. Moreover, the training programme satisfies the demand for quality and performance that represent the new priorities of the civil service. The oversea training helps public servants continuously improve their competence in performing their civil service.

Furthermore, it is said that, in the public sector, training programmes often meet a part of certain individual needs. Thus, to make it fair, there should have a reform to give more choices

to the civil servants. When Binh Thuan province has offered a variety of selective courses, civil servants can have more choices to decide his or her own needs on the job as well as higher position later. Also, oversea training programme becomes more popular for civil servants at different levels, from district to commune level, to match the changing needs and the latest requirements of the global integration.

Moreover, each public agency is also responsible for the training plan and development of its civil servants in the area relevant to the public agency according to the main objectives of human resource training policy. It is sure that public agency has its own training needs and adequate resources with which meet them would be expected to operate the special training programme to serve its civil servants. Each public agency should be able to carry out the comprehensive right to plan its own human resource training schedule on the long term perspective. Also, training specialists and experts could be served as instructors and are always available to consult in the process of implementing of oversea training programme.

Another important thing is that training civil servants in the public agency is one of the ways to have performance improvement of the public agency. However, it must follow the process of implementation of evaluation which is considered as one of vital tools for performance improvement. The public agency needs to be aware that the results of evaluation should be responsive to organizational needs and to improve organizational functions. It is really difficult to measure the training achievement in the short time period, thus, keeping evaluation on the purposes the training can state the results in certain periods of process of carrying out the training programme. In the process of management, oversea trained civil servants meet many different problems and challenges. The growth of global integration has created many opportunities for trained civil servants abroad to find a well paid job. In Binh Thuan, there hasnot got any circumstances that would like to move to other agencies. It is because training experts of Binh Thuan province have advised to promulgate many requirements to control and supervise trained civil servants from the beginning to the end when attending the oversea training programme. There is a need to effectively manage this for the benefit of both public and the civil servants. There are many aspects of managing oversea trained civil servants that differ from domestic trained civil servants. It is much more complex than domestic one because there are many issues to be aware of. The Executive Board must have to method to manage the oversea trained civil servants because it will have a considerable impact on how successful the public agency and many potential problems that could arise.

Next, the introduction of an evaluation method, namely 4- level model of Kirkpatrick in oversea civil servant training programme. This model has been used in the world for since 1960 and popular until now. But in Binh Thuan province, civil servant training programme is evaluated by traditional method that has paid attention to final results and it doesnot mention to other factor.

Last but not least, the overseas civil servant training program has implemented for 5 years, the provincial leaders, training experts and Executive Board of Binh Thuan provincial training programme of the Binh Thuan province have gained many achievements and also met many difficulties in the process of carrying out the overseas training programme. Therefore, they certainly have experiences after training implementation in the period of five years. They should take advantages of these experiences to build up a sufficiently governance system to manage all training programmes, especially overseas civil servant training programme. Because qualification of civil servants will increase year by year and the civil service becomes more professionalised. These are the obvious reasons why it is necessary to have a governance system of training. In addition, to have better results, from the practical experiences, the Binh Thuan province should establish the criteria of professional training in which meet the requirements of socio-economic development tasks of the province in the future. In short, Binh Thuan province should have a scientific governance system of training to meet the advanced needs of civil servants and social changes.

With the scope of this research topic, the author hopes that these recommendations are only applied in Binh Thuan province to gain the effective training results with competent and high quality civil servants in the future. It is very wonderful if these recommendations are used to apply in other provinces or in training projects or training organizations of the Government and State such as National Academy of Public Administration (NAPA), Project 322 or Project 165...etc.

7.2.2 General recommendations of respondents from questionnaires

The following recommendations come from responses of civil servants in the province. The responses are compiled and chosen from the questionnaires. They are the most common answers that many respondents have paid attention to.

a) The ways improve the civil servant training program in foreign countries more efficiently and effectively:

There should have a training expert with good at English skills who will usually in charge of oversea training programme. Currently, there is a group of training experts to help solve the issues related to training programme but they donot work frequently. Thus, a training expert who has good English skills will work directly with foreign training institutes and immediately solve sudden problems. This helps civil servants who are studying abroad meet the demands of training institutes such as to complete training files, training expenditures, etc.

In addition, to have effective civil servant training, it requires to have overall strategic guidance at the provincial level and Department of Home Affairs is responsible for defining training needs, monitoring quality and evaluating impact.

b) The process of financial autonomy of Binh Thuan province in training public human resources in foreign countries: It is necessary to have control, inspection and supervision of many related authorized agencies. According to the current method, training costs will be transfered to Department of Home Affairs and this department has responsibility for training spendings and makes report to The provincial People's Committee. According to many training experts, this method still makes some mistakes. Thus, Department of Finance and People's Committeee have to frequently inspect and supervise the training cost yearly.

c) The actions could and should be taken immediately to improve financial autonomy of Binh Thuan province in training public human resources in foreign countries:

Each public agency must figure out oversea training plan annually and long- term plan such as five years or ten years or more. Then, these plans are sent to Department of Home Affairs to examine and submit to have approvals of The provincial People's Committee. From these results, a general oversea training plan of the province will be built. When training plans are assigned, training bugeting will be made to meet the demands of training plan. This creates a proactive way in carrying out the training programme each year and in the long run.

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