

TIÊU CHUẨN ĐÁNH GIÁ QUẢN LÝ NHÀ NƯỚC VỀ PHÁT TRIỂN NGUỒN NHÂN LỰC CHẤT LƯỢNG CAO TRONG KHU VỰC CÔNG - NGHIÊN CỨU TÌNH HUỐNG VIỆT NAM

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Tóm tắt

Mục tiêu chính của nghiên cứu này nhằm phân tích các tiêu chí đánh giá của quản lý Nhà nước đối với phát triển nguồn nhân lực chất lượng cao trong khu vực công. Dữ liệu nghiên cứu được thu thập từ 325 nhà quản lý thông qua khảo sát bảng câu hỏi và được phân tích bằng kiểm định Cronbach's Alpha, phân tích nhân tố khám phá, kiểm định t-test bất cặp và mô hình IPA. Kết quả nghiên cứu cho thấy, các chỉ số trong 4 tiêu chí đánh giá nằm rải rác ở 4 phần của mô hình IPA. Trong đó, phần I (Tập trung ở đây) có tới 10 chỉ tiêu được đánh giá ở mức độ thực hiện thấp, tập trung vào tiêu chí hiệu quả và hiệu suất. Kết quả mang lại một số ý nghĩa thiết thực đối với cán bộ lãnh đạo cấp cao của các cơ quan quản lý Nhà nước trong việc phát triển nguồn nhân lực chất lượng cao, những người có tầm nhìn sâu sát với thực trạng quản lý Nhà nước trong thời gian qua. Vì vậy, cần có những giải pháp nâng cao công tác quản lý Nhà nước đối với phát triển nguồn nhân lực chất lượng cao trong thời gian tới.

Từ khóa: Tiêu chí đánh giá, phát triển nguồn nhân lực, chất lượng cao, khu vực công, quản lý nhà nước.

EVALUATION CRITERIA OF STATE MANAGEMENT FOR DEVELOPING HIGH-QUALITY HUMAN RESOURCES IN THE PUBLIC SECTOR – A CASE STUDY OF VIETNAM

Abstract

The main objective of this study to analyze the evaluation criteria of State management for developing high-quality human resources in the public sector. The study data was collected from 325 managers through the questionnaire survey and was analyzed by Cronbach's Alpha test, Exploratory Factor Analysis, Paired Samples T-Test, and IPA model. The research results showed that the indicators in the four evaluation criteria are scattered in 4 parts of the IPA model. In which, part I (Concentrate here) has up to 10 indicators that are evaluated at a low level of performance, focusing on efficiency and effectiveness criteria. The results brought some practical implications for senior executives of the State management bodies for developing high-quality human resources who have a line of sight of the actual situation of State management in recent years. Therefore, there are solutions to improve State management for developing high-quality human resources in the coming time.

Từ khóa: Evaluation criteria, human resources development, high-quality, public sector, State management.

JEL classification: J; J21; M5; M12.

1. Introduction

The quality of human resources in a country is an important factor decision to competitive capility on the international market. A labour power is the most important asset of an organization, an institution or a country (Mello, 2005). Hence, the role of employees who are a background of knowledge, skills, experience, and expertise to develop organizations and countries should be emphasized (Acquaah and Tukamushaba, 2009).

In Vietnam, the public sector human resources play an essential role in the development and growth of the economy by performing official duties. The operational ability of the State administrative apparatus is significant for the maintenance of social order and the economy as well as the development of a country (Nam and Lan, 2021). Accordingly, the efficiency and effectiveness of the State administrative apparatus are determined by the qualifications, capacity, and ethical qualities of human resources, especially high-quality human resources.

To State management for developing high-quality human resources achieve effective. The Government of Vietnam has promulgated a system of legal documents on human resource development to create a legal corridor and a driving force to promote the development of high-quality human resources such as the Law on Education 2019, the Law on Cadres and Civil Servants 2019. That is a sign that the Government is very interested in managing high-quality human resource development, especially in the public sector. However, in fact, mechanisms and policies for

developing high-quality human resources in Vietnam have not yet determined the quantity and quality of high-quality human resources in the whole country as well as in each ministry, branch, and locality.

The domestic study of Phuong and Mai (2021) researched solutions to develop high-quality human resources to meet the needs of businesses in Vinh Phuc province. In addition, the study of Nga (2019) analyzed the content of developing high-quality human resources in the public sector to meet the requirements of the 4.0 technology revolution of Da Nang city. Although the above studies have analyzed the situation of developing high-quality human resources in both the public and private sectors, the similarities are not in the perspective of the State's management criteria for developing high-quality human resources. Moreover, there is very few studies applying the IPA model to evaluate management criteria. Thus, with the above situation and the research gap, research on the evaluation criteria of State management for developing high-quality human resources in the public sector has theoretical and practical significance to help the Government, policymakers, and State bodies look for solutions to developing high-quality human resources in the coming time.

2. Theoretical Background

2.1. Developing high-quality human resources in the public sector

Hac (2003) defined high-quality human resources as a team of highly qualified and capable human resources. At the same time, they are a shock

force to receive advanced technology transfer, the nucleus in the field in which they are working and leading a team of qualified and less qualified human resources to develop rapidly.

High-quality human resources are also considered from the perspective of human capital (Dat, 2008). And it does not mean a high degree but must be recognized in the actual work, not in the form of potential (Hao, 2012).

Coming from the above views, the authors found that high-quality human resources in the public sector are the most quintessential part of human resources. They are excellent civil servants with full moral qualities, education qualifications, professional skills, health, and creative capacity to apply scientific and technological knowledge and advances in performing assigned tasks to bring about the highest productivity and efficiency.

Human resource development is the totality of activities affecting human resources to create human resources with sufficient quantity and quality to serve the requirements of socio-economic development of the country and ensure personal development (Yoshihara, 1989; Nhon, 2006). The study of Cau and Chanh (2009) stated that human resource development is understood in two broad and narrow meanings. In a wide aspect, human resources development is an increasing quantity and quality to create a reasonable human resource structure. In a narrow aspect, it is a change in the positive direction of an individual, having the social capacity (physical, intellectual, personality) and high social dynamism.

Although there are many different views, this study is based on the concept of human resource development in a broad aspect combined with the notion of high-quality human resources in the public sector. So, developing high-quality human resources in the public sector is defined as follows: it is a comprehensive transformation process in the direction of progress, including an increase in quantity, an enhancement in quality, and an improvement in the structure of a qualified human resource in the public sector to be more consistent with the assigned responsibilities and tasks.

2.2. Evaluation criteria of State management for developing high-quality human resources in the public sector

State management is a typical form of management and demonstrates the power and authority of the State administrative apparatus. The study of Toan and Buu (2005) defined State management is an organized and regulated influence by State power on society and human activities to maintain and develop social relationships and legal order to perform the functions and tasks of the State as well as the objectives identified in per stage of the country's development. The above view is one of the general views on state management, and it is explained in two directions. First of all, State management includes legislative,

executive, and judicial activities. Second of all, State management has only executive activities.

Based on the above views, in this study, State management for developing high-quality human resources in the public sector is understood in the first direction. Accordingly, State management is a regular and continuous activity of State agencies through a system of policies and legal documents to influence and adjust the process of developing high-quality human resources in the public sector to create cadres and civil servants with quantity, quality, and structural stability, to guarantee the ability to complete assigned tasks and actively participate in the socio-economic development of the country.

Up to now, there are many different methods to evaluate state management for a research field. However, at present, the widely used method is based on evaluation criteria. Develop evaluation criteria that play an important role in the management of the State (OECD, 2009). Evaluation is the systematic and objective assessment of an on-going or completed policy implementation and outcomes to determine the relevance and fulfillment of objectives, management efficiency, effectiveness, and sustainability (OECD, 2009).

The OECD Development Assistance Committee indicated five evaluation criteria of State management contains relevance, effectiveness, efficiency, sustainability, and impact. Except for impact criteria, the above four criteria have been accepted and widely used by scholars in management studies for different fields (Cadman and Maraseni, 2012; Phu, 2018; Tuyet, 2020).

Come into the theory of the above studies combined with the OUTCOMES model. For this study, the evaluation criteria of State management for developing high-quality human resources in the public sector include effectiveness, efficiency, relevance, and sustainability. The content of the evaluation criteria is explained as follows:

Effectiveness is the comparison between the output and the results achieved or expected to achieve the objectives. In the State management for developing high-quality human resources, the effectiveness reflects the authority and management capacity of State bodies. In other words, that is the level of implementation of administrative regulations, the direction to respond to situations, comply with the law, and strictly comply with the requirements from the State management bodies to the subjects involved in high-quality human resource development, as well as the smooth coordination among all levels and departments involved in the management.

Efficiency is a measure of how inputs are converted into results. In the State management for developing high-quality human resources, efficiency is the result of the organization and implementation of State bodies at the highest or represents the labor productivity, as well as efficiency of using the budget of State bodies, is the lowest. In addition, it is also measured based on the actual results of achieving the target with the highest

level of state bodies and the minimum cost of input resources. The effectiveness is difficult to evaluate directly or quantitatively, so it can only be assessed through the level of socio-economic results achieved compared to input factors.

Relevance is the reasonableness and feasibility in terms of policies, objectives, orientations in planning, actual situation, organization, implementation, and inspection and supervision in the socio-economic conditions of the state management process for developing high-quality human resources. Moreover, the relevance of State management for developing high-quality human resources is also reflected in the satisfaction of legal requirements, consistency in the management process, and compatibility with subjective and objective conditions in human resource development standards issued and reached a high consensus among stakeholders.

Sustainability is the solidity or sustained over time from the results achieved in State management for developing high-quality human resources. Additionally, it is also a system of stable management methods, bringing long-term efficiency to satisfy the requirements and long-term goals of developing high-quality human resources, contributing to socio-economic development.

3. Research Methods

3.1. The IPA model

The Importance-Performance Analysis model of Martilla and James (1977) was evaluated based on the difference between managers about the importance and performance of the evaluation criteria of State management for developing high-quality human resources in the public sector. The aim is to create a two-dimensional chart to simplify the interpretation of the collected data. The IPA model is widely used in research on management and marketing. The IPA model is performed through comparing the difference in importance and performance, and they are scattered into four quadrants based on the mean. If $(P - I) \geq 0$ stated that high-quality human resources development is good. On the contrary, if $P - I < 0$ is badly.

3.2. Scale Design

The preliminary scale contains four criteria with 27 indicators evaluation of State management for developing high-quality human resources in the public sector is synthesized of the theories from the studies of Phu (2018), Tuyet (2020) combined with the empirical survey.

To be relevant to the field of study, the authors discussed with twenty managers working at the training institutes in Hanoi city to carefully review the content related to criteria and adjust the indicators to meet the research objectives and the actual situation. In addition, in-depth interviews were conducted with five experts on training to unify the selection of evaluation criteria, better understand the content related to the research topic and solve problems arising during the discussion. The discussion and interview questions used are open-ended, exploratory questions to serve as a basis for supplementing and adjusting the indicators in the preliminary scale. Since the COVID-19 pandemic,

group discussions and in-depth interviews were executed online on MS Teams in December 2021 and recorded in 60 minutes. The authors use Nvivo 11 software to store, encode and analyze qualitative data.

The results obtained through in-depth interviews and discussions showed that 100% of the participants agreed with four evaluation criteria of State management for developing high-quality human resources in the public sector and the content of the indicators. Moreover, the authors adjusted words to be consistent for the public sector and the education level of survey participants. The survey items for all the criteria used in the study are presented in Table 1.

3.3. Sample and Data Collection

Hair et al. (2014) stated that the minimum sample size to use exploratory factor analysis is 50, preferably 100 or more. The ratio of observations on an analytic variable of 5:1 or 10:1 will provide the minimum sample size of the study to ensure reliability. In this study, the authors use the 10:1 rule. The study has 27 indicators, so the number of samples needed is $27 \times 10 = 270$. To limit the case of invalid answer sheets, the authors carry out survey 370 managers (nearly 40% increase compared to the calculation formula).

The study used a convenient sampling method for managers working at the Ministry of Education and Training, training institutes, and universities under the management of ministries with state management functions in specialized fields related to high-quality human resources development. The survey forms were sent directly and through email to managers from November 1st, 2021 to February 1st, 2022.

After cleaning the data, the study collected 325 valid answer sheets with a return rate of 87.8%. Male respondents constituted 63.3% of the sample. With 82.6% of respondents were above 40 years old. And about 2 part 3 of the respondents with an education level of is Master's degree (56.7%), Doctor of Philosophy (29.3%), Associate professor (9.5%), Professor (4.5%). The characteristics of the survey sample are consistent with the situation of human resources in the public sector of Vietnam.

4. Findings and discussion

Table 1 indicated that the results of Cronbach's alpha of the evaluation criteria scale of State management for developing high-quality human resources in the public sector. The results showed that the latent variable "Effectiveness" has the highest of 0.839, while the latent variable "Relevance" has the lowest Cronbach's Alpha value of 0.805. Compared with standard 0.6, all observed items of the scale are internally consistent. The corrected item-total correlation coefficient is higher than 0.3. All scales achieve two reliability and discriminant validity. Hence, the scale is good and meets the reliable requirement for exploratory factor analysis (Nunnally and Bernstein, 1994). The EFA obtained results with the coefficient KMO = 0.805, Bartlett Test is statistically significant with Sig. = 0.000 (< 0.05), and five evaluation criteria were extracted with Eigenvalue = 1.332; Sums of Squared Loadings =

80.42% (higher than 50%). And the above four evaluation criteria can explain about 80.421% of the data variation and 19.58% of the observed variables can not explain the data (Hair et al., 1998). Thus, four evaluation criteria in the research model with 27 indicators were extracted to meet the requirement of convergent validity and discriminant validity (Hair et al., 2010).

The results of assessing the importance and performance of four criteria with 27 indicators in Table 1 pointed out that the indicators showing importance have an average value from 3.87 to 4.17. It proves that

they are important. For performance level, the average value is from 3.18 to 4.15. The results of Paired Sample T-Test of the evaluation criteria with Sig. = 0.000 lower than 0.05. It confirmed a difference between the assessment of the managers on the importance and the level of performance in State management for developing high-quality human resources in the public sector. Most of the differences have a negative sign expressing that the performance level is lower than the degree of importance assessed by the managers.

Table 1: Survey items, reliability of measures, the importance and performance levels of the evaluation criteria

Criteria	Abbr.	Items	Cronbach's Alpha	Items loading	Importance	Performance	P-I	Sig.
Effectiveness	Effe1	Regulations and implementation processes are specified in the strategy and planning orientation for developing high-quality human resources in the public sector.	0.839	0.899	4.13	3.98	-0.15	0.000
	Effe2	Apply policies to develop high-quality human resources in the public sector in response to industry trends and the development context of the country.		0.893	4.00	3.67	-0.33	0.000
	Effe3	Inter-sectoral coordination is close and reasonable in carrying out the task of developing high-quality human resources in the public sector.		0.887	4.01	3.89	-0.12	0.000
	Effe4	Attracting, recruiting, arranging positions, selecting, and using the human resources process contribute to developing high-quality human resources in the public sector.		0.880	4.17	3.23	-0.94	0.000
	Effe5	The publicity and transparency process in carrying out emulation, reward, promotion, and treatment policies contributes to developing high-quality human resources in the public sector.		0.877	4.14	3.40	-0.74	0.000
	Effe6	Implementing policies to improve qualifications and professional training contributes to developing high-quality human resources in the public sector.		0.862	4.16	3.20	-0.96	0.000
	Effe7	Fully implementing insurance, cost-benefit, and social welfare contributes to developing high-quality human resources in the public sector.		0.857	4.15	3.71	-0.44	0.000
	Effe8	The process of institutional reform, organizational structure, and legal regulations contribute to developing high-quality human resources in the public sector.		0.840	4.17	3.19	-0.98	0.000
Efficiency	Effi1	The process of developing high-quality human resources in the public sector helps to make positive changes in the quality and quantity of current cadres and civil servants.	0.816	0.897	4.15	3.80	-0.35	0.000
	Effi2	The process of developing high-quality human resources in the public sector helps to improve work productivity and increase work efficiency.		0.890	4.17	3.21	-0.96	0.000
	Effi3	The process of developing high-quality human resources in the public sector helps to reduce the bureaucracy and save the State budget.		0.888	4.16	3.18	-0.98	0.000
	Effi4	The process of developing high-quality human resources in the		0.872	4.04	3.96	-0.06	0.000

		public sector helps to close the gap with the private sector.					
	Effi5	The process of developing high-quality human resources in the public sector helps to apply science and technology to work effectively.	0.864	4.00	3.97	-0.03	0.000
	Effi6	The process of developing high-quality human resources in the public sector helps to promote the process of industrialization and modernization of the country.	0.860	3.98	4.00	0.02	0.000
	Effi7	The process of developing high-quality human resources in the public sector brings many benefits to citizens in accessing public services.	0.855	4.07	3.99	-0.08	0.000
	Effi8	The process of developing high-quality human resources in the public sector brings competitive advantages to the country.	0.842	4.05	4.00	-0.05	0.000
	Rel1	The process of developing high-quality human resources in the public sector is consistent with the country's policy framework, legal regulations, and human resource development plan.	0.895	4.17	4.15	-0.02	0.000
	Rel2	The process of developing high-quality human resources in the public sector is consistent with the actual situation and the movement trend of the world.	0.883	4.15	3.61	-0.54	0.000
	Rel3	The process of developing high-quality human resources in the public sector is consistent for using domestic human resources.	0.875	3.90	4.00	0.10	0.000
Relevance			0.805				
	Rel4	The process of developing high-quality human resources in the public sector is consistent with citizens wishes.	0.861	3.87	3.91	0.04	0.000
	Rel5	The process of developing high-quality human resources in the public sector is consistent with the political - economic situation and cultural and social conditions.	0.844	4.10	4.01	-0.09	0.000
	Rel6	The process of developing high-quality human resources in the public sector is consistent with the reform process of administrative procedures.	0.821	4.17	3.50	-0.67	0.000
			0.809				
	Sus1	The process of developing high-quality human resources in the public sector helps to fulfill the country's socio-economic development goals in the future.	0.881	4.14	3.20	-0.94	0.000
	Sus2	The process of developing high-quality human resources in the public sector to meet sustainable development requirements.	0.872	4.00	3.99	-0.01	0.000
Sustainability							
	Sus3	The process of developing high-quality human resources in the public sector creates an adjacent human resource that is both ethical and visionary.	0.867	4.08	3.33	-0.75	0.000
	Sus4	The process of developing high-quality human resources in the public sector is highly enforceable and lasts over time.	0.858	3.95	3.95	0.03	0.000
	Sus5	The process of developing high-quality human resources in the public sector to meet the international economic integration.	0.845	3.99	3.70	-0.29	0.000

Source: Authors analyze

The analysis results on the IPA model in Figure 1 showed:

Quadrant I – Concentrate here: There are ten indicators consisting of Effi3, Effe8, Effi2, Effe6, Sus1, Effe4, Sus3, Effe5, Rel6, Rel2. The indicators scattered in this quadrant are rated as an important for developing high-quality human resources in the public sector. In which, importance is higher than the median value (4.08), but performance is lower than one (3.69). Based on this result, State management bodies for developing high-quality human resources need to increase investment and develop and improve the above indicators.

Quadrant II – Keep up the good work: There are five indicators with Effe7, Effi1, Effe1, Rel5, Rel1. These indicators are rated as highly important, and they are conducted with good performance. Consequently, State management bodies for developing high-quality human resources need to maintain and promote these strengths.

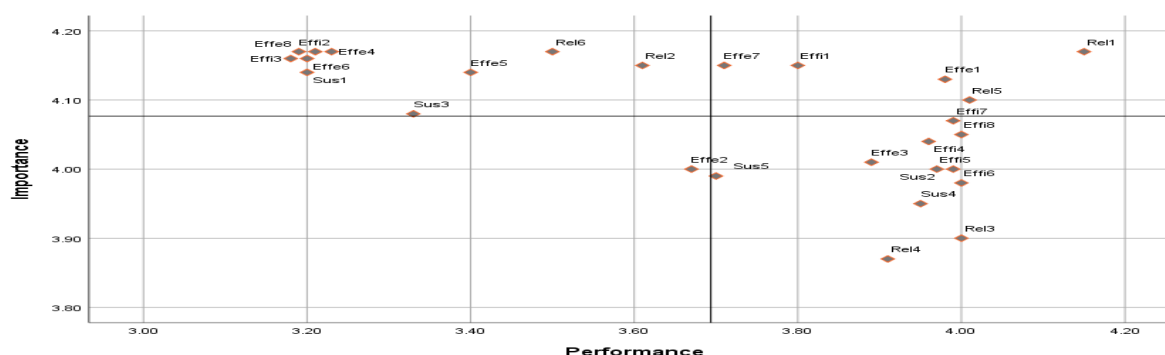


Figure 1: Scatterplot simple

The results of the scatterplot analysis showed that the indicators in 4 evaluation criteria of State management for developing high-quality human resources through a survey of 325 managers are scattered in 4 parts I, II, III, IV of the scatterplot simple. Up to 10 indicators distributed in the quadrant I pointed out that the inefficiency and ineffectiveness of State management bodies for developing high-quality human resources. This result has reflected the situation of one.

The highlight of this study that makes it different from studies of Phuong and Mai (2021), Nga (2019) is the method of measuring the evaluation criteria of State management for developing high-quality human resources is done from the perspective of managers through the IPA model, which is more detailed and realistic than the previous research models. On the other hand, this study carried out evaluation criteria of State management for developing high-quality human resources in a specific sector - the public sector. Therefore, compared with the research of Phuong and Mai (2021), and Nga (2019), this study has different scientific and practical significance. The results of the IPA model analysis have given the Government, the leader of State management bodies for developing high-quality human resources, a more direct view of management one in the past time. Thus, this study can create a model for future studies on the evaluation

Quadrant III – Lower priority: There is only an Effi2 indicator. This indicator has both importance and performance is lower than the median value. It means, State management bodies for developing high-quality human resources do not need to invest excessive resources in the development of these indicators.

Quadrant IV – Possible overkill: There are eleven indicators with Sus5, Effe3, Rel4, Rel3, Sus2, Sus4, Effi4, Effi5, Effi7, Effi8, Effi6. These indicators are of low importance, but the performance of State management bodies is well. And so, State management bodies for developing high-quality human resources should limit investment in these indicators. However, they are also current stable indicators that need to be maintained.

Source: Authors analyze

criteria of State management for developing high-quality human resources in the public sector.

5. Conclusion and Managerial implications

The study identified and analyzed four evaluation criteria of State management for developing high-quality human resources contains effectiveness, efficiency, relevance, and sustainability by a direct survey of 325 managers and were analyzed by Cronbach's Alpha test, Exploratory Factor Analysis, Paired Samples T-Test, and IPA model. The analysis results showed that the indicators in the four evaluation criteria are scattered in 4 parts of the IPA model. Especially, quadrant I has up to 10 indicators are an important level, but the level of performance is not high, focusing on efficiency and effectiveness criteria.

This study provides some managerial implications for both academics and practice. For theoretical implication, by analyzing the evaluation criteria of State management for developing high-quality human resources in the public sector, this research contributes to the body of State management evaluation criteria literature.

For managerial the implication, this is the first study exploring the evaluation criteria of State management for developing high-quality human resources based on the IPA model analysis. Therefore, this study contributes to providing some useful information for the Government and State bodies to

improve the State management for developing high-quality human resources as follows:

First of all, based on an assessment of the effectiveness of State management for developing high-quality human resources pointed out that four indicators (Effe4, Effe5, Effe6, Effe8) are rated to perform at a low level. Especially, two indicators related to policy on training, fostering human resources and reforming institutions, cost-benefit, and social well-fare have an average score of 3.20 and 3.19. Thus, to improve management effectiveness, State management bodies for developing high-quality human resources need to continue innovating policies on training and fostering cadres and civil servants by inheriting the valuable experience of flourishing feudal dynasties on talent training. At the same time, bodies need to consult with domestic and foreign experts (including trainees) on the innovation of educational programs, training methods, and fostering to ensure consistency with management practice. Furthermore, State management bodies need to promptly institutionalize the Party's policy on administrative reform, build a contingent of cadres and civil servants, and reform salary and social insurance policies.

Second of all, the two indicators of efficiency criteria (Effi2, Effi3) are evaluated by managers to perform at a low level with an average score of 3.21 and 3.18. Hence, to enhance management efficiency, the State management bodies need to develop policies to improve the efficiency of working hours and implement fairness in evaluating the working efficiency of cadres and civil servants. So, it is necessary to have policies to encourage, treat, motivate and reward cadres and civil servants who work with high productivity and efficiency, creating a comfortable working

environment and office culture. In addition, if the implementation of the above policies is well, it will improve the productivity and working efficiency of civil servants of State bodies. And enhance the effectiveness of State management for developing high-quality human resources.

Next, the two indicators of the relevance criteria (Rel2, Rel6) have a level of performance lower than the importance level (the average score of 3.61 and 3.50). Managers realize that the policies on developing high-quality human resources at State bodies and non-business units are not consistent with the actual situation and the movement trend of the world as well as the administrative reform process. For this reason, in the new public management context, the State management bodies for developing high-quality human resources need to focus on building development policies associated with a position-based system to achieve administrative reform objectives.

Finally, there are indicators of sustainability criteria (Sus1, Sus3) have a level of performance lower than the importance level with an average score of 3.20 and 3.33. Managers assessed that the management policies for developing high-quality human resources in the public sector by State bodies were not sustainable for conducting long-term economic development goals or creating human resources have ethics and a strategic vision for the future. In the context of a market economy, State management bodies for developing high-quality human resources need to build specific strategies and plans, closely following the country's socio-economic development goals, meet basic mission requirements and long-term.

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