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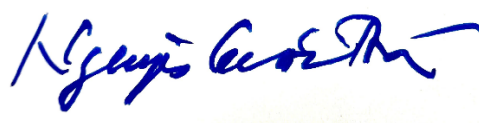
**DO THI THUY HANG**

**QUALITY OF DISTRICT-LEVEL ECONOMIC  
MANAGEMENT CIVIL SERVANTS IN HANOI**

**SUMMARY OF THE DOCTORAL THESIS**

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*At 15:00, June 29, 2015*

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## INTRODUCTION

### 1. Rationale for Topic Selection

In public administration, civil servants play a central role as management agents, directly influencing the efficiency, effectiveness, and quality of state management from the central to local levels. This is affirmed by President Ho Chi Minh's statement that "Cadres are the root of all work." Therefore, our Party places special emphasis on building a qualified cadre workforce in general and civil servants in particular, to meet the demands of each historical period. The documents of the 13th National Congress reaffirm that "Building a team of cadres and Party members, especially strategic-level cadres and leaders with sufficient qualifications, competence, and prestige, closely connected to the people" is a crucial orientation contributing to the successful implementation of socio-economic tasks for the 2021-2030 period.

Economic management civil servants at the district level constitute a segment of state civil servants who perform state management functions regarding the economy at the local level. Their primary role is intermediary, executing policies, laws, and directives promulgated by the Central Government and provincial authorities within their jurisdiction; conveying policy and legal information, as well as guiding documents, from the provincial to the commune level; inspecting and supervising the economic management activities of commune-level authorities; and deciding on delegated matters or those authorized by higher authorities.

Hanoi, the capital city of the Socialist Republic of Vietnam, is the political-administrative center of the country, as well as a major hub for culture, education, science and technology, economy, and international trade. It serves as a key growth driver for the Red River Delta region, the Northern key economic zone, and the country at large. Hanoi's economy consistently maintains a relatively high growth rate, with increasing per capita income and vibrant economic activities, particularly in the digital economy. Hanoi is the locality with the largest number of district-level administrative units nationwide (prior to recent mergers), comprising 30 urban districts, rural districts, and towns. Consequently, as of June 30, 2024, the total number of district-level civil servants reached 4,214 out of 7,193 civil servants at district level and above, with a considerable proportion being economic management civil servants at the district level.

However, "the capacity and sense of responsibility of a segment of cadres and Party members have not met the requirements; the awareness and service attitude towards citizens and enterprises remain inadequate." This has led to "many potentials and advantages of the capital remaining unassessed, underexploited, and underutilized. Economic growth has not yet been truly sustainable. Hanoi has yet to fully demonstrate its role as the center and growth driver of the Red River Delta, the Northern key economic zone, and the country."

Therefore, to achieve the goal of building Hanoi into a "Cultural – Civilized – Modern" city by 2030, as outlined in Resolution No. 15-NQ/TW, it is necessary to "develop a cadre team in Hanoi with high qualifications, pure ethics, dynamism, creativity, and boldness to think and act, meeting the requirements of tasks as a decisive factor," including the district-level economic management civil servants. Concurrently, the implementation of a two-tier local government system and reduction of intermediate levels, as stipulated in Resolution No. 60-NQ/TW of the 11th Plenum of the 13th Central Committee dated April 12, 2025, and Prime Minister's Decision No. 759/QĐ-TTg dated April 14, 2025, requires that the new commune-level governments fundamentally perform the duties formerly carried out by both district and commune levels. Consequently, district-level economic management civil servants will be reassigned to the new commune-level.

Hence, it is imperative to conduct research to evaluate the current status and quality of quality of district-level economic management civil servants in Ha Noi prior to this administrative reorganization. This serves as an essential basis for Hanoi's government to revise and adjust policies, thereby improving the quality of economic management civil servants who will assume economic management tasks at the new commune level in the evolving context.

Currently, numerous studies focus on the quality of economic management civil servants across ministries and localities, mainly analyzing aspects such as physical health, intellectual capacity, and psychological resilience; some also incorporate task completion levels and work effectiveness. Nevertheless, there is no comprehensive, scientific study specifically examining the quality of district-level economic management civil servants in Ha Noi regarding attitudes, knowledge, skills, and performance outcomes, especially in the new context of implementing a two-tier local government system where former district-level economic management civil servants are reassigned to the commune level.

Therefore, the doctoral candidate chooses the research topic “**Quality of district-level economic management civil servants in Ha Noi**” for this doctoral dissertation in Economic Management, combining both theoretical significance and practical relevance.

## **2. Research Objectives and Tasks**

### **\* Research Objectives**

- *Theoretical Objective:* To establish a theoretical foundation for the quality of district-level economic management civil servants.

- *Practical Objectives:*

- To analyze and evaluate the current status of the quality of district-level economic management civil servants in Hanoi.

- To propose solutions to improve the quality of former district-level economic management civil servants to meet the requirements when reassigned to the new commune level within the context of Vietnam's implementation of the two-tier local government model.

### **\* Research Tasks**

To achieve the above objectives, this dissertation focuses on the following tasks:

- Reviewing the current research landscape, identifying research gaps, and outlining the research direction of the dissertation.

- Systematizing and supplementing the theoretical foundation on the quality of district-level economic management civil servants; integrating this with theories on the quality of commune-level economic management civil servants under the two-tier local government model.

- Developing a model and assessing the impact levels of factors affecting public service performance—a critical component of the quality of district-level economic management civil servants.

- Identifying activities to enhance the quality of district-level economic management civil servants conducted by provincial authorities.

- Analyzing experiences in improving the quality of district-level economic management civil servants and drawing lessons for Hanoi.

- Evaluating the current status of the quality of district-level economic management civil servants in Hanoi previously, clarifying achievements, limitations, and causes of those limitations.

- Analyzing the new context—Vietnam’s implementation of the two-tier local government model—and the requirements for the quality of former district-level economic management civil servants when reassigned to the commune level under the new context.

- Proposing directions and solutions to enhance the quality of former district-level economic management civil servants in Hanoi to meet the requirements when reassigned to the new commune level within the context of implementing the two-tier local government system in Vietnam.

### **3. Research Subject and Scope**

#### ***\* Research Subject***

The research subject of this dissertation is the quality of district-level economic management civil servants.

#### ***\* Research Scope***

##### ***- Subject Scope***

This dissertation focuses on studying the quality of district-level economic management civil servants in several specialized departments under the People’s Committees of urban districts, rural districts, and towns in Hanoi, including: Department of Urban Management, Department of Finance and Planning, Department of Economy, and Department of Natural Resources and Environment. The doctoral candidate selects these four specialized departments at the district level to limit the research scope for the following reasons:

- These are key economic sectors that urban administrations in general, and Hanoi’s administration in particular, need to focus on managing. Given the large population, rapid urbanization, and a dynamic digital economy, economic activities in the capital are vibrant, and these sectors impose increasingly higher requirements on the quality of district-level economic management cadres in Hanoi.

- The state economic management apparatus is extensive; selecting these four specialized departments is necessary to ensure specificity, feasibility, and the quality of the dissertation.

When implementing the two-tier local government system, the functions and tasks of the former district level will basically be transferred to the new commune level. Accordingly, former district-level economic management civil servants will be reassigned to the new communes and wards. Therefore, within the scope of policy orientations and solutions, the dissertation addresses the subject of former district-level economic management civil servants when reassigned to the new commune level in the context of the two-tier local government implementation.

##### ***- Content Scope***

The quality of district-level economic management civil servants is expressed in the following aspects:

- **Attitudes:** reflected in responsibility, cooperation spirit in public service performance, and innovation spirit of civil servants.

- **Knowledge and skills:** manifested through professional qualifications, political theory level, state management competence, language and informatics proficiency, specialized knowledge, and certain skills in public service implementation.

- **Public service performance outcomes:** demonstrated by management results, annual civil servant quality classification, and citizen satisfaction with civil servants’ service performance. Public service performance outcomes are a critical component of the quality of district-level economic management civil servants. Therefore, within the dissertation’s scope, the doctoral candidate develops a model and assesses the

impact levels of factors influencing public service performance outcomes of district-level economic management civil servants. However, the research results from the model aim primarily to clarify qualitative findings.

- The policy orientations and solutions in Chapter 5 focus on proposing measures to enhance the quality of former district-level economic management civil servants to meet the requirements when reassigned to the new commune level under the two-tier local government implementation in Vietnam.

- *Time Scope*

- The dissertation evaluates the current status of the quality of district-level economic management civil servants during the period from 2019 to 2023, with some data updated to 2024.

- The proposed solutions to improve the quality of former district-level economic management civil servants when reassigned to grassroots units under the two-tier local government model extend to 2030, with a vision to 2035.

- *Subject Scope*

The entity responsible for improving the quality of former district-level economic management civil servants and those reassigned to the new commune level under the two-tier local government context in the upcoming period is the Hanoi municipal government.

- *Spatial Scope*

The dissertation studies district-level economic management civil servants within Hanoi city. The research focuses on 16 urban districts, rural districts, and towns stratified socio-economically based on the socio-economic characteristics of each locality. Based on these characteristics, the dissertation classifies them into three groups: urban districts, rural districts, and towns. From each group, the doctoral candidate randomly selects 6 urban districts, 9 rural districts, and 1 town to ensure representativeness of the 12 urban districts, 17 rural districts, and 1 town in Hanoi city.

- *Research Approach*

The dissertation approaches the topic from the perspective of economic management. District-level economic management civil servants are regarded as key agents of economic state management; evaluating their quality is an activity of the management agent. The evaluation of the current status is approached as the outcome of activities to improve the quality of district-level economic management civil servants in Hanoi that the city government has implemented or is currently implementing.

#### **4. New Contributions of the Dissertation**

##### **\* *Theoretical Contributions***

The dissertation supplements and clarifies three groups of content and criteria for evaluating the quality of district-level economic management civil servants, including attitudes, knowledge, skills, and public service performance outcomes. In this regard, the dissertation provides a clearer elucidation of the spirit of innovation of district-level economic management civil servants

##### **\* *Practical Contributions***

*First*, it evaluates the current status of the quality of district-level economic management civil servants in Hanoi during the period 2019-2023, identifying limitations and three groups of causes for these limitations. Particularly, the dissertation highlights causes originating from the district-level government, primarily in its role as an intermediary level.

*Second*, the dissertation proposes requirements for the quality of former district-level economic management civil servants in Hanoi to meet demands when reassigned to the new commune level within the context of implementing the two-tier local government model.

*Third*, it proposes several solutions to enhance the quality of former district-level economic management civil servants in Hanoi to satisfy requirements when reassigned to the new commune level under the two-tier local government implementation.

## **5. Structure of the Dissertation**

Apart from the introduction and conclusion, the dissertation is structured into five chapters:

Chapter 1: Overview of research related to the dissertation topic

Chapter 2: Theoretical and practical foundations concerning the quality of district-level economic management civil servants

Chapter 3: Research methodology on the quality of district-level economic management civil servants in Hanoi

Chapter 4: Current status of the quality of district-level economic management civil servants in Hanoi

Chapter 5: Directions and solutions to enhance the quality of former district-level economic management civil servants in Hanoi to meet requirements when reassigned to the new commune level within the implementation of the two-tier local government system.

## **Chapter 1**

### **OVERVIEW OF RESEARCH RELATED TO THE DISSERTATION TOPIC**

#### **1.1. Overview of Research Works Related to the Dissertation Topic**

##### **1.1.1. Research works related to the content and criteria for evaluating the quality of civil servants and the quality of district-level economic management civil servants**

The dissertation reviews studies by Nguyen Phu Trong, Human Capital Theory by Gary Becker (1964), competency framework theory by Richard E. Boyatzis (1982), New Public Management (NPM) theory by Osborne and Gaebler (1992), Tran Xuan Sam (2001), Ta Ngoc Hai (2016), Bui Van Minh (2020), Dang Phuong Nga (2018), Benjamin Bloom (1959), Le Quan (2016), Nguyen Thi Hai Van (2022), Nguyen Trong Binh (2022), Le Thi Hanh (2019), Cao Khoa Bang (2012), Trinh Van Khanh (2020), Tran Thanh Cuong (2017), Le Xuan Cu (2016), Sinnakhone Doungbandith (2021), Nguyen Xuan Tien (2025), and Tran Quang Ninh (2025).

##### **1.1.2. Research works related to factors affecting the quality of civil servants, the quality of economic management civil servants, and the public service performance of civil servants.**

The dissertation mentions works by Dao Thi Thanh Thuy (2019), Suharno Pawirosumarto et al. (2016), Anastasios D. Diamantidis et al. (2018), Tuffaha, Mohand (2020), Yousef Alsafadi and Shadi Altahat (2021), Memon, Muhammad Salih (2021), Riyanto, Setyo, and Johan Hendri Prasetyo (2021), Nguyen Ngoc Duy Phuong and Tran Hoai Nam (2019), Nguyen Ngoc Hung (2023), Nguyen Thi Thu (2020), and OECD (2016).

##### **1.1.3. Research works related to improving the quality of civil servants and improving the quality of district-level economic management civil servants.**

The dissertation reviews studies by Dang Xuan Hoan (2020), Luu Thanh Cuong (2023), Dao Thi Thanh Thuy (2017, 2019), Do Thi Thu Hang (2018), Co Nhu Dung (2019), Tran Thanh Nga (2023), Peter F. Drucker (2003), John C. Maxwell (2015), Tran Dinh Thao (2017), Bui Duc Hung (2018), Ngo Huu Loi

(2022), Tran Duc Luong (2020), Vo Xuan Hoai (2020), Nguyen Manh Truong (2023), Nguyen Manh Quan (2022), and Tran Thi Ngoc Quyen (2024).

## **1.2. General Evaluation of Research Works Related to the Dissertation Topic**

### **1.2.1. Content**

*First*, the scope of research subjects mainly targets cadres, civil servants, and economic management civil servants at the provincial level, regions, sectors, or certain localities.

*Second*, the authors have basically constructed content and criteria to evaluate the quality of cadres and civil servants in general and economic management cadres and civil servants of a sector, level, or locality. Most studies evaluate based on three groups of criteria: physical capacity, intellectual capacity, and psychological capacity of cadres and civil servants. Some authors evaluate quality only through “inputs,” while others supplement this with “outputs” reflected in task completion levels or work effectiveness.

*Third*, through research, the studies have indicated activities to improve the quality of cadres and civil servants and economic management cadres and civil servants appropriate to each level, sector, and locality, such as recruitment, deployment, evaluation, training, and policy development for civil servant remuneration.

Fourth, many studies have focused on factors affecting civil servant quality, work performance, results, and effectiveness of public service implementation by public sector workers. Most of these factors stem from three groups: from the civil servants themselves, from the organization, and from policies and external environment.

### **1.2.2. Research Methods**

Most studies primarily use qualitative methods. Some employ expert consultation and sociological surveys. Few studies survey service recipients to enhance persuasiveness in evaluation. A small number combine quantitative analysis methods in researching and evaluating the quality and task performance capacity of civil servants.

## **1.3. Research Gaps to Be Further Explored and Research Direction of the Dissertation**

### **1.3.1. Research Gaps to Be Further Explored**

#### **- Theoretical gaps**

Existing research works have not comprehensively, holistically, and in-depth studied the quality of district-level economic management civil servants working primarily at an intermediary level within a single administrative tier.

Some studies on civil servants and economic management civil servants mention the innovative spirit in evaluating the attitudes of civil servants; however, this aspect has not been analyzed or evaluated in depth.

#### **- Practical gaps**

To date, no published study has comprehensively assessed the quality of district-level economic management civil servants in Hanoi, nor proposed solutions to improve the quality of former district-level economic management civil servants when reassigned to the new commune level in the context of Vietnam’s forthcoming implementation of the two-tier local government system.

### **1.3.2. Research Direction of the Dissertation**

#### **- Theoretical direction**

To study, clarify, and supplement the theoretical foundation regarding the quality of district-level economic management civil servants, identifying content and evaluation criteria. Clarifying the spirit of



innovation among district-level economic management civil servants in the assessment of civil servants' attitudes toward public service performance.

***- Practical direction***

The dissertation will clarify the quality of district-level economic management civil servants based on the identified content and evaluation criteria. This serves as an important basis to demonstrate the effectiveness of Hanoi's government policies aimed at improving civil servant quality, as well as a foundation for proposing solutions to enhance the quality of former district-level economic management civil servants when reassigned to the new commune level to perform economic management functions in the new context of Vietnam's implementation of the two-tier local government policy.

The dissertation evaluates the extent of the impact of various factors influencing the performance outcomes of public servants in economic state management at the district level in Hanoi city—an essential constituent element of civil servants' quality.

***- Research methods***

The dissertation employs a combination of qualitative and quantitative methods, including assessing the impact levels of factors affecting public service performance outcomes of civil servants, and conducting surveys with district-level economic management civil servants and citizens who use public services.

## **Chapter 2**

### **THEORETICAL AND PRACTICAL FOUNDATIONS ON THE QUALITY OF DISTRICT-LEVEL ECONOMIC MANAGEMENT CIVIL SERVANTS**

#### **2.1. Theoretical Foundations on the Quality of District-Level Economic Management Civil Servants**

##### **2.1.1. Concept of the Quality of District-Level Economic Management Civil Servants**

***- Concept of civil servants***

***- Concept of economic management civil servants, district-level economic management civil servants***

Building upon and developing concepts from previous researchers, the dissertation defines “Economic management civil servants are a subset of state civil servants, recruited and appointed to ranks, positions, and titles corresponding to job positions within the state economic management apparatus, performing state management functions on the economy.”

Building upon previous studies, the dissertation further defines “District-level economic management civil servants are a subset of state civil servants, recruited and appointed to ranks, positions, and titles corresponding to job positions within the district-level state economic management apparatus, performing economic state management functions at the district level.”

***- Characteristics of district-level economic management civil servants***

*First, district-level economic management civil servants share similarities with general public administrative civil servants, including:*

*One, district-level economic management civil servants constitute a substantial proportion of the total public administrative civil servants at the local level.*

*Two, district-level economic management civil servants are recruited via competitive examinations, direct recruitment, or appointed to leadership management titles for fixed terms corresponding to job positions as decided by competent authorities.*

*Three*, the activities of district-level economic management civil servants are organized efforts aimed at achieving the organization's common objectives.

***Second, specific characteristics of district-level economic management civil servants:***

*One*, they work within the district-level economic state management apparatus of urban districts, rural districts, towns, and centrally governed cities — primarily playing an intermediary role.

*Two*, they advise the district-level People's Committees in managing economic activities within their jurisdiction — a very important field.

*Three*, district-level economic management civil servants require specialized knowledge and skills related to the economic sector.

**Two-tier local government — distinguishing characteristics of economic management civil servants at the grassroots level under the two-tier local government model**

Similar to district-level economic management civil servants, economic management civil servants at the grassroots level under the two-tier local government system share some similarities. However, they also have differences compared to district-level economic management civil servants and grassroots civil servants under the three-tier local government model. Specifically:

*One*, grassroots-level economic management civil servants work within the grassroots economic state management apparatus — being the closest level to the people and working directly with them.

*Two*, grassroots economic management civil servants advise grassroots People's Committees in performing economic management functions over a broader range of tasks and responsibilities compared to the three-tier local government model.

*Three*, grassroots economic management civil servants require in-depth knowledge and skills in the areas they primarily advise on, but also multidisciplinary knowledge, especially a digital competency framework.

***- Concept of the quality of district-level economic management civil servants***

Based on foundational theories such as Human Capital Theory by Gary Becker (1964), competency framework theory by Richard E. Boyatzis (1982), New Public Management (NPM) theory by Osborne and Gaebler (1992), Bloom's (1956) ASK model, and a summary of domestic and international research works, the dissertation defines the quality of district-level economic management civil servants as "the synthesis of factors including attitudes, knowledge, skills, and public service performance outcomes associated with the job position of civil servants within the district-level state economic management apparatus."

**2.1.2. Contents and Criteria for Evaluating the Quality of District-Level Economic Management Civil Servants**

Based on foundational theories and building upon prior research related to the quality of civil servants in general and provincial-level economic management civil servants in particular, the dissertation identifies three groups of evaluation contents: attitudes, knowledge and skills, and public service performance outcomes. Each group is specified by concrete contents and measured through evaluation criteria. Notably, the dissertation incorporates analysis of the civil servants' readiness and proactive innovative spirit, enabling management agents to grasp the current status and propose solutions to foster this spirit in each civil servant.

**Table 2.1: Contents and Criteria for Measuring the Quality of District-Level Economic Management Civil Servants**

Content	Specific Content	Evaluation Criteria	Source
<b>Attitude toward Public Duties</b>	Sense of responsibility	<ul style="list-style-type: none"> <li>- Willingness to accept assignments</li> <li>- Willingness to perform duties</li> <li>- Willingness to take responsibility for outcomes</li> </ul>	Boyatzis (1982); Bloom's (1959); Osborne & Gaebler (1992); Tạ Ngọc Hải (2016); Nguyễn Trọng Bình (2022)
	Teamwork spirit	<ul style="list-style-type: none"> <li>- Willingness to assist colleagues</li> <li>- Willingness to share information and experiences</li> <li>- Willingness to coordinate with colleagues</li> </ul>	Same as above
	Innovative spirit	<ul style="list-style-type: none"> <li>- Actively seeks new approaches to improve work efficiency</li> <li>- Actively seeks solutions to new or complex problems</li> <li>- Proactively proposes feasible ideas</li> </ul>	Proposed by PhD candidate, based on: Boyatzis (1982); OECD (2022); Đoàn Văn Tinh (2021); Nguyễn T. Ngân & Trần T. T. Phương (2021)
<b>Knowledge and Skills</b>	Professional qualification	<ul style="list-style-type: none"> <li>- Associate, Bachelor's, Master's, or Doctoral degrees</li> <li>- Major matches job position</li> </ul>	Boyatzis (1982); Gary Becker (1964); Bloom's (1959); Bùi Văn Minh (2016); Nguyễn Trọng Bình (2022); Tạ Ngọc Hải (2016)
	Political theory qualification	<ul style="list-style-type: none"> <li>- High, intermediate, or basic political theory degrees, or none</li> </ul>	Bùi Văn Minh (2016); Tạ Ngọc Hải (2016)
	State management certification	<ul style="list-style-type: none"> <li>- Senior, principal, or general civil servant certification</li> </ul>	Tạ Ngọc Hải (2016)
	Practical knowledge and skills in duty performance	<ul style="list-style-type: none"> <li>- Understanding of guidelines, laws, and policies</li> <li>- Planning and implementation skills</li> <li>- Information gathering and processing skills</li> <li>- Document drafting skills</li> <li>- Teamwork skills</li> </ul>	Osborne & Gaebler (1992); Gary Becker (1964); Bloom's (1959); Trần Thanh Cường (2017); Nguyễn Trọng Bình (2022); Tạ Ngọc Hải (2016)
<b>Job Performance</b>	Annual performance classification	<ul style="list-style-type: none"> <li>- Classified as "Excellent", "Good", "Satisfactory", or "Unsatisfactory"</li> </ul>	Osborne & Gaebler (1992); Campbell (1990); Nguyễn

Content	Specific Content	Evaluation Criteria	Source
		- Rewards and disciplinary actions	Trọng Bình (2022)
	Citizen satisfaction with civil servant performance	- Attitude of civil servant in duty performance - Competence of civil servant in duty performance	Osborne & Gaebler (1992); Campbell (1990); Bùi Văn Minh (2016); Parasuraman (1991)
	State management results	- Management outcomes in the assigned area of responsibility	Osborne & Gaebler (1992); Max Weber (1978)

Source: Synthesized by the doctoral candidate

### **Differences in Contents and Criteria for Evaluating the Quality of Grassroots Economic Management Civil Servants in the Two-Tier Local Government Model**

Fundamentally, the contents and criteria for evaluating grassroots-level economic management civil servants under the two-tier local government model are approached through attitudes, knowledge, skills, and public service performance outcomes. These are concretized into criteria similar to those of district-level economic management civil servants under the three-tier local government model. However, given their position as grassroots economic management civil servants, some differentiated requirements need to be emphasized, reflected through evaluation contents and criteria as follows:

#### ***First, Attitude in public service***

Higher demands for responsibility, cooperation spirit, and proactive innovative spirit of grassroots economic management civil servants under the two-tier local government model.

They must be truly close to and attentive to the people.

#### ***Second, Knowledge and skills***

Need in-depth and multidisciplinary knowledge.

Must have knowledge and capacity to apply information technology and digital skills in task execution.

Should have local knowledge, communication skills, and situational handling skills.

#### ***Thirt, Public service performance outcomes***

Ensure progress, quantity, quality of work, and management outcomes in the civil servant's advisory area.

Citizen satisfaction is a very important factor in evaluating grassroots economic management civil servants under the two-tier local government model.

### **2.1.3. Factors Affecting the Quality of District-Level Economic Management Civil Servants**

The dissertation approaches from the perspective of economic management, summarizing two basic groups of factors affecting the quality of district-level economic management civil servants as follows:

#### ***2.1.3.1. Factors related to the provincial government***

Implementation of policies and directives towards civil servants by the Central Government

Specific policies for district-level economic management civil servants under the jurisdiction of local authorities

Discipline and order within the local government

### ***2.1.3.2. Factors related to the external environment***

Party and State policies on personnel

Three-tier local government model, decentralization, and delegation from higher to lower levels

Socio-economic conditions of the locality

Trends of globalization, Industry 4.0 revolution, and artificial intelligence (AI)

### **Factors affecting the quality of grassroots-level economic management civil servants in the two-tier local government implementation**

Fundamentally, the quality of grassroots-level economic management civil servants under the two-tier local government system is also influenced by factors affecting district-level economic management civil servants under the three-tier local government model. However, the modes of influence differ in certain factors:

*First*, the quality of grassroots-level economic management civil servants under the two-tier local government organization is influenced by the provincial government similarly to district-level economic management civil servants in the three-tier model.

*Second*, the organization of the two-tier local government with strong decentralization to the grassroots requires grassroots-level economic management civil servants to meet higher demands.

### **2.1.4. Activities to Enhance the Quality of District-Level Economic Management Civil Servants**

#### ***2.1.4.1. Recruitment of district-level economic management civil servants***

#### ***2.1.4.2. Deployment and utilization of district-level economic management civil servants***

#### ***2.1.4.3. Evaluation of district-level economic management civil servants***

#### ***2.1.4.4. Training and fostering of district-level economic management civil servants***

#### ***2.1.4.5. Developing incentive and remuneration policies for district-level economic management civil servants***

### **\* Activities to Enhance the Quality of Economic Management Civil Servants at the Grassroots Level under the Two-Level Local Government Model**

The activities aimed at enhancing the quality of economic management civil servants at the grassroots level under the two-level local government model are fundamentally similar to those targeting district-level economic management civil servants under the three-level local government model. However, several distinctions warrant emphasis in the two-level local government model as follows:

*First*, the responsible for improving the quality of grassroots-level economic management civil servants is the provincial government, which delegates authority to grassroots-level local governments.

*Second*, the recruitment activities of grassroots-level economic management civil servants need to be transferred to the commune and ward-level local governments.

### **2.2. Practical Experiences in Enhancing the Quality of District-Level Economic Management Civil Servants and Lessons for Hanoi**

#### **2.2.1. Experience of Singapore**

#### **2.2.2. Experience of Ho Chi Minh City**

#### **2.2.3. Experience of Da Nang City**

#### **2.2.4. Lessons Learned for Hanoi**

- *First*, it is necessary to develop competency frameworks and job descriptions corresponding to each position before recruitment, deployment, utilization, and evaluation of civil servants.

- *Second*, deploy and utilize district-level economic management civil servants at the right time, place, with appropriate capacity and strengths.
- *Third*, conduct accurate evaluation of civil servants, focusing on public service performance outcomes, and provide additional income based on work effectiveness.
- *Fourth*, promote training and fostering of district-level economic management civil servants according to needs and link it to post-training utilization.
- *Fifth*, it is necessary to develop sufficiently strong policies to attract and retain talents in the public sector, creating motivation for district-level economic management civil servants to dedicate, innovate, and improve work efficiency.

### Chapter 3

#### RESEARCH METHODS FOR STUDYING THE QUALITY OF DISTRICT-LEVEL ECONOMIC MANAGEMENT CIVIL SERVANTS IN HANOI

##### 3.1. Secondary Data Collection and Processing Methods

###### 3.1.1. Secondary Data Collection Method

###### *\* Purpose of the method*

- To review the research status related to the dissertation topic, thereby identifying research gaps and the dissertation's research direction.
- To combine with primary data collection and processing methods to develop a theoretical framework on the quality of district-level economic management civil servants; to identify the model of factors affecting public service performance outcomes of these civil servants.
- To synthesize and analyze experiences in enhancing the quality of district-level economic management civil servants in some localities and draw lessons for Hanoi.
- To identify activities that Hanoi's government has implemented to improve the quality of district-level economic management civil servants.
- To combine with primary data collection and processing methods to assess the current status of the quality of district-level economic management civil servants in terms of attitudes, knowledge, skills, public service performance, limitations, and causes of these limitations.
- To combine with primary data collection and processing methods to propose directions and solutions contributing to improving the quality of district-level economic management civil servants when reassigned to grassroots levels under the two-tier local government implementation.

###### *\* Means of collecting secondary data and information*

The dissertation collects secondary information from the National Library, local libraries, libraries of agencies, units, and educational institutions; reports from the Department of Home Affairs and the People's Committees of districts, towns of Hanoi city; as well as official websites both domestic and international.

###### 3.1.2. Secondary Data Processing Method

The dissertation employs methods such as note-taking, mind mapping, Cornell notes, synthesis, analysis, and comparative analysis to achieve the stated objectives.

##### 3.2. Primary Data Collection and Processing Methods

###### 3.2.1. Primary Data Collection Method

The dissertation primarily employs expert interviews and sociological surveys to collect primary data.

###### *\* Expert Interview Method*

*- Purpose of the method:*

- Used in combination with secondary data collection to develop the contents and criteria for evaluating the quality of district-level economic management civil servants in terms of attitudes, knowledge, skills, and public service performance outcomes.
- Provide clearer evidence of the causes of limitations and solutions to improve the quality of district-level economic management civil servants when reassigned to grassroots levels under the two-tier local government model.
- Combined with secondary data collection to determine the quality requirements for former district-level economic management civil servants reassigned to new grassroots levels under the two-tier local government model.
- Combined with secondary data collection to develop the model, questionnaire, and scales for factors influencing the public service performance outcomes of district-level economic management civil servants.

*- Procedure of expert interviews:*

- Interviewees: The doctoral candidate interviews experts, leaders, and managers experienced in issues related to the dissertation.
- Number of expert interview questionnaires: 12, distributed among the aforementioned agencies and units using convenience sampling.
- Time frame: July 2024, with additional interviews in March 2025.

**\* *Sociological Survey Method***

*- Purpose of the method:*

- Combined with secondary data collection and processing to assess the current status of the quality of district-level economic management civil servants in Hanoi during 2019–2023.
- Combined with secondary data collection and expert interviews to assess causes of limitations and propose directions and solutions to improve the quality of former district-level economic management civil servants when reassigned to new commune levels under the two-tier local government implementation.
- To evaluate the impact levels of factors affecting the public service performance outcomes of district-level economic management civil servants in Hanoi.

*- Procedure of sociological surveys:*

- Survey subjects: district-level economic management civil servants in Hanoi working at the four specialized departments defined in the research scope, and citizens/customers in the study area who are current or past users of public services in the four sectors under research.
- Number of survey questionnaires: According to Hair et al. (2014), the doctoral candidate conducted 256 civil servant questionnaires, of which 226 were valid. According to Yamane, Taro (1976), 480 citizen/customer questionnaires were surveyed.
- Sampling method: For district-level economic management civil servants: the candidate randomly selected civil servants from four specialized departments in 16 urban districts, rural districts, and towns in Hanoi according to socio-economic stratification. For citizens/customers: random socio-economic stratified sampling was conducted in 8 urban districts, rural districts, and towns in Hanoi.

**\* *Questionnaire design, scale development, and evaluation of the impact of factors on public service performance outcomes of district-level economic management civil servants in Hanoi***

- **Step 1:** The doctoral candidate studied foundational theories and domestic and international research works combined with expert interviews to develop the model, design the questionnaire, and build scales for

factors influencing public service performance outcomes of district-level economic management civil servants.

Based on foundational theories such as Gary Becker's Human Capital Theory (1964), Boyatzis' Competency Framework Theory (1982), Campbell's Performance Theory (1990), Osborne and Gaebler's New Public Management Theory (1992), Bloom's ASK Model (1959), Kahn's Employee Engagement Theory (1990), Herzberg's Motivation Theory (1959), Max Weber's Classical Organization Theory (1978), and research findings from several studies, the dissertation develops a model with seven factors influencing public service performance outcomes: training and fostering, incentive policies, evaluation, discipline and order, leadership style, innovation, and work engagement.

The questionnaire design includes reverse and trap questions to facilitate data cleansing.

- **Step 2:** Based on the designed questionnaire and scales, the doctoral candidate conducted a pilot survey to ensure more than 50 valid questionnaires after filtering via reverse questions to verify the appropriateness of observed variables and the reliability of scales.

- *Survey subjects and quantity:*

- Pilot survey subjects: district-level economic management civil servants from the four specialized departments in the research scope.

- Pilot survey quantity: 80 civil servants surveyed, with 53 valid questionnaires.

- Sampling method: the candidate randomly surveyed civil servants in the four specialized departments from seven urban districts, rural districts, and towns using socio-economic stratified random sampling.

- Preliminary analysis: Based on pilot survey results, Cronbach's Alpha (CA) was used to test the reliability of scales for factors influencing the quality of district-level economic management civil servants.

- **Step 3:** The doctoral candidate conducted the official survey.

- Purpose: To analyze the impact levels of factors influencing public service performance outcomes of district-level economic management civil servants through CA, Exploratory Factor Analysis (EFA), Pearson correlation, and linear regression models.

- Survey subjects, sampling method, questionnaire quantity, survey procedures, elimination of ineligible questionnaires, and survey timeframe: as detailed in section 3.2.1. Sociological Survey Method.

### 3.2.2. Primary Data Processing Method

The dissertation uses Excel and SPSS software to perform analysis, comparison, and descriptive statistics of primary data results. Additionally, the doctoral candidate employs SPSS software to assess the impact levels of factors affecting the public service performance outcomes of district-level economic management civil servants through the following indices:

- (1) Cronbach's Alpha reliability coefficient (CA);
- (2) Exploratory Factor Analysis (EFA);
- (3) Pearson correlation analysis;
- (4) Linear regression analysis.

The multiple regression equation:

$$Y = B_0 + B_1X_1 + B_2X_2 + \dots + B_nX_n + \varepsilon$$

where:

Y: dependent variable, influenced by other variables.

X<sub>1</sub>, X<sub>2</sub>, ..., X<sub>n</sub>: independent variables, variables impacting the dependent variable.



In summary, the results of primary and secondary data processing will be integrated by the doctoral candidate during the analysis of the five chapters of the dissertation. The quantitative model and results of factors affecting public service performance outcomes serve to clarify qualitative research findings and partially contribute to the basis for proposing solutions.

## **Chapter 4**

### **CURRENT STATUS OF THE QUALITY OF DISTRICT-LEVEL ECONOMIC MANAGEMENT CIVIL SERVANTS IN HANOI**

#### **4.1. Overview of the District-Level State Economic Management Apparatus and Activities to Enhance the Quality of District-Level Economic Management Civil Servants in Hanoi**

##### **4.1.1. General Overview of Hanoi's Geographical Location and Socio-Economic Conditions**

- Geographical location and natural conditions of Hanoi
- Socio-economic conditions of Hanoi

##### **4.1.2. Overview of the District-Level State Economic Management Apparatus in Hanoi**

###### *- District-Level State Economic Management Apparatus*

The state economic management apparatus is a component of the state apparatus comprising state agencies performing state management functions on the economy. The scope of this dissertation includes four departments within the twelve specialized departments under the district-level People's Committees in Hanoi, namely the Department of Economy, Department of Finance and Planning, Department of Natural Resources and Environment, and Department of Urban Management.

###### *- Number of District-Level Economic Management Civil Servants*

With 30 urban districts, rural districts, and towns, Hanoi has the largest number of district-level administrative units nationwide. Therefore, the number of district-level economic management civil servants within the research scope also accounts for a significant proportion of the total number of administrative civil servants at the district level and above in Hanoi.

##### **4.1.3. Overview of Hanoi City Government's Main Activities to Enhance the Quality of District-Level Economic Management Civil Servants**

###### 4.1.3.1. Recruitment of District-Level Economic Management Civil Servants

###### 4.1.3.2. Deployment and Utilization of District-Level Economic Management Civil Servants

###### 4.1.3.3. Evaluation of District-Level Economic Management Civil Servants

###### 4.1.3.4. Training and Fostering of District-Level Economic Management Civil Servants

###### 4.1.3.5. Development of Remuneration Regimes and Talent Attraction Policies for District-Level Economic Management Civil Servants

#### **4.2. Current Status of the Quality of District-Level Economic Management Civil Servants in Hanoi During 2019–2023**

The current status of the quality of district-level economic management civil servants in Hanoi clearly demonstrates the effectiveness and efficiency of the city government's policies and directives implemented to improve civil servant quality.

##### **4.2.1. Current Status of Public Service Attitudes of District-Level Economic Management Civil Servants in Hanoi**

*\* Responsibility and Cooperation Spirit of District-Level Economic Management Civil Servants in Hanoi*

Survey data shows that the responsibility and cooperation spirit of district-level economic management civil servants are relatively high, basically meeting requirements. However, the index has not exceeded 4 (above good), corresponding to assessments in Resolution 15 – NQ/TW, the preliminary report of Program 01 – Ctr/TU by Hanoi’s Party Committee, and some districts in Hanoi.

***\* Innovative Spirit of District-Level Economic Management Civil Servants***

Survey results indicate that district-level economic management civil servants are generally willing and proactive in innovating to improve work efficiency and solve new and difficult problems. However, some civil servants remain hesitant, reluctant to innovate or change. These findings correspond with assessments in the preliminary report of Program 01 – Ctr/TU by Hanoi’s Party Committee.

However, the survey also shows that their main motivation for innovation is to improve work efficiency and personal development. This indicates that the policies currently implemented by Hanoi’s government are not yet strong enough to encourage and motivate them to dedicate themselves and be creative.

**4.2.2. Current Status of Knowledge and Skills of District-Level Economic Management Civil Servants in Hanoi**

***\* Professional Qualifications and Job Position Suitability***

*- Professional qualifications attained*

Statistical results show that the proportion of district-level economic management civil servants in Hanoi with a master’s degree or higher is relatively high, accounting for nearly 43%, with an increasing trend over the years, higher than the city-wide average. However, the number of civil servants with doctoral degrees remains very low, and some still hold college or intermediate diplomas.

*- Knowledge and skills demonstrated during public service performance*

Knowledge of state management and legal regulations related to the assigned field of district-level economic management civil servants is rated quite well. Skills in document drafting, information collection, planning and organizing implementation, and teamwork receive relatively high scores.

*- Variation in professional qualifications across sectors*

In practice, there is unevenness among sectors and among districts and towns of Hanoi. For instance, the urban management sector has the highest proportion of civil servants with master’s degrees.

*- Suitability of professional qualifications to job positions*

District-level economic management civil servants are basically suitable for their job positions; however, some cases show mismatches between job positions and majors of training. This aligns with the assessment in Resolution 04 – NQ/TU.

***\* Political Theory, State Management, and Foreign Language Qualifications of District-Level Economic Management Civil Servants in Hanoi***

The proportion of district-level economic management civil servants with intermediate political theory qualifications in 2023 is quite high, but the proportion with advanced political theory qualifications is lower than the city average for civil servants at district level and above.

Basically, district-level economic management civil servants hold certificates meeting the legal standards and conditions for foreign language proficiency. However, their practical foreign language skills remain limited and insufficient to meet requirements.

### **4.2.3. Current Status of Public Service Performance Outcomes of District-Level Economic Management Civil Servants in Hanoi**

#### ***\* Classification Results of District-Level Economic Management Civil Servants***

Most district-level economic management civil servants are classified at “good completion” level or higher, accounting for over 98%. However, some civil servants are classified at “completed” or “not completed” levels, and some have been disciplined or criminally prosecuted.

Annual classification results differ somewhat from survey results regarding task completion levels, indicating occurrences of leniency, formalism, and lack of accuracy in evaluation. This issue was clearly mentioned in Resolution 04 – NQ/TU.

#### ***\* State Management Results in Fields Overseen by Civil Servants***

Basically, the four specialized departments complete their assigned tasks. However, annual socio-economic reports from localities still identify some limitations, particularly in finance, budget, construction investment, and notably land-related issues.

#### ***\* Citizen Satisfaction***

The annual SIPAS index shows positive trends in citizen satisfaction with public services over the years. However, the dissertation’s survey results indicate a higher proportion of citizens disagreeing or strongly disagreeing with the statement “civil servants handle work quickly and effectively” in the natural resources and environment sector compared to other sectors. This aligns with limitations reported in Hanoi’s socio-economic reports and those of its districts and towns. These issues mainly stem from objective reasons related to the particularities of the land sector in Hanoi.

#### ***\* Impact Levels of Factors on Public Service Performance Outcomes of District-Level Economic Management Civil Servants in Hanoi***

Analysis of related indices confirms the regression model’s significance, with all variables impacting the dependent variable and no multicollinearity detected.

Regression equation:

Unstandardized:

$$KQ = 0.434 + 0.141*DT + 0.076*KK + 0.181*DG + 0.099*LD + 0.14*KL + 0.119*ST + 0.136*GK + \varepsilon$$

Standardized:

$$KQ = 0.179*DT + 0.119*KK + 0.238*DG + 0.153*LD + 0.19*KL + 0.147*ST + 0.169*GK + \varepsilon$$

#### ***Conclusions***

From the standardized equation, all independent variables positively influence the public service performance outcomes of district-level economic management civil servants to varying degrees. Evaluation of civil servants (DG) with a beta coefficient of 0.238 has the strongest impact. This is followed by discipline and order (KL, beta = 0.19), training and fostering (DT, beta = 0.179), civil servant engagement (GK, beta = 0.169), leadership style (LD, beta = 0.153), innovation capability (ST, beta = 0.147), with remuneration policies (KK, beta = 0.119) having the least impact. This conclusion aligns with foundational theories and findings from previous research.

### **4.3. General Evaluation of the Quality of District-Level Economic Management Civil Servants in Hanoi**

#### **4.3.1. Achievements**

- The attitude towards public service performance of district-level economic management civil servants is basically good.

- The knowledge and skills of district-level economic management civil servants have shown improvement over the years; the proportion of civil servants with master's degrees is higher than the averages in Hanoi and Ho Chi Minh City, with variations among different sectors.

- District-level economic management civil servants basically perform their assigned tasks well and receive citizen satisfaction.

#### **4.3.2. Limitations**

- Regarding the attitude in public service performance: a portion of civil servants remain hesitant or unwilling to accept tasks and are reluctant to innovate.

- Regarding knowledge and skills: some civil servants do not meet professional qualification requirements; some cases show mismatch between trained specialties, competencies, strengths, and job positions.

- Regarding public service performance outcomes: state management effectiveness still has certain limitations; some citizens and customers do not perceive civil servants as handling work quickly, effectively, and timely in the four sectors, especially natural resources and environment.

#### **4.3.3. Causes of Limitations**

There are many causes behind the limitations in the quality of district-level economic management civil servants. Approaching from the perspective of economic management, the dissertation identifies the following main causes:

##### ***\* Causes related to Hanoi city government***

- Lack of breakthrough recruitment methods for civil servants.
- Deployment and utilization of civil servants in some cases are not truly effective, including mismatches between specialization, competence, and strengths.
- Evaluation criteria for civil servants have not been concretized for each job position of each agency and unit; they do not clearly reflect the spirit of citizen satisfaction, proactive innovation, and digital technology application in evaluation.
- Training and fostering activities sometimes remain theory-heavy, not sufficiently linked to practical requirements of each job position.
- Lack of concretization of specific mechanisms and policies under the Capital Law, especially talent attraction policies.
- Discipline and order are loosened at times and places.

##### ***\* Causes related to the external environment***

- Some central government personnel policies are not strong enough to attract and retain talented individuals in the state apparatus.

- Causes stemming from the socio-economic characteristics of the capital:

Due to the special position of the capital, district-level economic management civil servants must handle a large workload. This demands superior quality from civil servants to help Hanoi maintain its pioneering role nationwide.

- Causes from limitations of the three-tier local government model, where district-level local government mainly plays an intermediary role:

District-level local government primarily acts as an intermediary level, which may limit the proactiveness and creativity of civil servants and cause delays due to having to go through an intermediary level.

## **Chapter 5.**

### **DIRECTIONS AND SOLUTIONS TO IMPROVE THE QUALITY OF FORMER DISTRICT-LEVEL ECONOMIC MANAGEMENT CIVIL SERVANTS IN HANOI TO MEET REQUIREMENTS WHEN REASSIGNED TO THE NEW COMMUNE LEVEL UNDER THE TWO-TIER LOCAL GOVERNMENT MODEL**

#### **5.1. New Context and Directions for Improving the Quality of Former District-Level Economic Management Civil Servants in Hanoi to Meet Requirements When Reassigned to the New Commune Level under the Two-Tier Local Government Model**

##### **5.1.1. New Context and Quality Requirements for Former District-Level Economic Management Civil Servants in Hanoi When Reassigned to the New Commune Level under the Two-Tier Local Government Implementation**

###### ***\* Global Context***

- The world and regional situations are highly complex and unpredictable, especially changes in U.S. tariff policies affecting Vietnam's economy, requiring sound government decisions.
- The Fourth Industrial Revolution, with the rapid development of artificial intelligence (AI), is profoundly and comprehensively impacting the economy and state economic management.

###### ***\* Domestic Context***

- Vietnam is entering a new era, a period of national rise; the Party has issued four breakthrough resolutions to help the country take off into this new era, which require successful realization in practice.
- Vietnam is implementing a streamlined apparatus reform and organizing the two-tier local government system.

The commune level is the closest government level to the people, intimately connected with them, directly representing their will, aspirations, rights, and interests. It is also the direct organizer of administrative management activities and implements institutions, policies, and laws of the Central Government and provincial-level local governments at the commune level. The new commune-level local government assumes the tasks and powers of the former commune government and those of the current district government, directly serving people, organizations, and enterprises in the area.

All current district-level staff will be reassigned to commune-level staffing, with the leadership and management teams of the current district political system acting as the core of the new commune units. This means that former district-level economic management civil servants will be reassigned to the new commune level under the two-tier local government model. This policy is a particularly important basis for defining the directions and solutions in Chapter 5.

###### ***\* Specific Characteristics of Hanoi***

- Hanoi is the capital of Vietnam but has low competitiveness.
- The 2024 Capital Law, effective from January 1, 2025, with many special rights, responsibilities, mechanisms, and policies on cadre and civil servant management, needs to be concretized and implemented in practice.
- Hanoi has the largest number of district-level administrative units nationwide.
- Hanoi is densely populated, rapidly urbanizing, with very dynamic economic activities.

###### ***\* Development Orientation of the Capital***

Resolution 15 – NQ/TW of the Politburo dated May 5, 2022, on the development directions and tasks for Hanoi capital to 2030, with a vision to 2045, states: By 2030, Hanoi will be a “Civilized – Modern –

Cultural” city; become the center and driving force promoting the development of the Red River Delta region, the Northern Key Economic Region, and the entire country; deeply integrated internationally, highly competitive regionally and globally; striving to develop on par with capitals of developed countries in the region.

***\* Quality Requirements for Former District-Level Economic Management Civil Servants in Hanoi When Reassigned to the New Commune Level under the Two-Tier Local Government Model***

Based on the foundational Competency Theory of Richard Boyatzis (1982) and the New Public Management (NPM) theory of Osborne and Ted Gaebler (1992), and considering the new context, the dissertation identifies quality requirements for economic management civil servants at the new commune level under the two-tier local government model, which former district-level economic management civil servants must meet. Some requirements are particularly emphasized given the position as civil servants of the capital city of the country. Specifically:

*- First, Attitude in Public Service Performance*

- Civil servants must have a spirit of readiness to accept tasks, responsibility, uphold cooperation, and be willing to innovate.

- Always demonstrate proactiveness, pioneering spirit, and leadership in all tasks; proactively advise and propose solutions to practical problems arising in grassroots assignments; be willing to sacrifice personal interests for the common good of the people.

- Civil servants must be capable of withstanding high work pressure.

- Civil servants must be close to the people, attentive to the people, and listen to the people.

*- Second, Knowledge and Skills of Civil Servants*

- Civil servants need professional qualifications, political theory, and state management knowledge appropriate to the new job position.

- Civil servants must have in-depth knowledge of economics and the fields for which they are responsible for advising, as well as multidisciplinary and cross-sector knowledge.

- Civil servants must possess digital competency and apply information technology in task performance.

- Civil servants must have an understanding of the localities they manage.

- Civil servants must have skills that meet the requirements of the new context.

*- Third, Public Service Performance Outcomes*

Economic management civil servants at the grassroots level must ensure the quantity, quality, and progress of the work they manage, show positive changes in the state management fields within their advisory responsibilities, and ensure citizen satisfaction.

**5.1.2. Directions to Improve the Quality of Former District-Level Economic Management Civil Servants in Hanoi to Meet Requirements When Reassigned to the Commune Level under the Two-Tier Local Government Model**

*First*, Rapidly develop competency frameworks, job positions, and job descriptions suitable for the functions and tasks decentralized and devolved to the grassroots.

*Second*, Effectively implement recruitment, evaluation, training, fostering, rotation, transfer, and appointment of civil servants based on competency frameworks, job positions, and job descriptions approved by competent authorities to improve the quality of civil servants meeting the new requirements—when

former district-level economic management civil servants are basically transferred to the commune level to perform economic management functions under the two-tier local government model.

*Third*, Promote motivation for innovation and enhance digital competency in each economic management civil servant to meet requirements, contributing to the successful implementation of the national digital transformation, development of the digital economy, and the successful operation of the two-tier local government model.

## **5.2. Solutions to Improve the Quality of Former District-Level Economic Management Civil Servants in Hanoi to Meet Requirements When Reassigned to the New Commune Level under the Two-Tier Local Government Model**

Former district-level economic management civil servants need to have sufficient capacity and meet requirements to be basically transferred to the new commune level. Therefore, the dissertation proposes several key solutions to contribute to improving the quality of former district-level economic management civil servants to meet requirements when reassigned to the new commune level under the two-tier local government model as follows:

### **5.2.1. Develop Job Positions and Complete Competency Frameworks for Each Job Position within the Economic Management Civil Servant Apparatus at the New Commune Level in Accordance with the Two-Tier Local Government Model**

For the new commune-level government, it is essential to determine job positions and competency frameworks for each job position. Thus, Hanoi city government needs to:

*Step 1*: Identify job positions and job descriptions for each economic management civil servant position at the grassroots level under the two-tier local government model.

*Step 2*: Develop competency frameworks for economic management civil servants to meet the requirements of each grassroots job position.

*Step 3*: Apply the developed competency frameworks in managing and utilizing civil servants.

### **5.2.2. Innovate the Content and Form of Civil Servant Recruitment Suitable for the Two-Tier Local Government Model, Proposing to Combine Examination with Evaluation Results to Screen Civil Servants**

Once the apparatus stabilizes and when quality civil servants need to be added, Hanoi city government should focus on several solutions in recruitment and delegate recruitment authority to commune governments according to the principle “the level that uses the civil servants shall recruit them.”

*First*, determine job positions that need recruitment at the commune level under the two-tier local government model, and conduct recruitment based on competency frameworks and job descriptions approved by competent authorities.

*Second*, innovate recruitment content and examination forms suitable for the job positions, invite experts, and select a combined written and interview examination in the second round for grassroots economic management civil servants recruitment.

*Third*, promote the application of information technology in recruiting economic management civil servants.

*Fourth*, propose to implement examinations combined with civil servant evaluation results to screen out those who do not meet requirements.

### **5.2.3. Properly Arrange and Utilize Civil Servants According to Job Positions, Job Descriptions, and Approved Competency Frameworks When Implementing the Two-Tier Local Government Model**

Arranging and utilizing civil servants after reducing intermediary levels is very important, and Hanoi city government needs to urgently implement this to ensure the best operation of the economic state management apparatus.

*First*, conduct a comprehensive, objective, and fair review and evaluation of former district-level economic management civil servants as an important basis for arranging and utilizing them at the new commune level under the two-tier local government implementation.

*Second*, regularly assign tasks to economic management civil servants to have a basis for assessing whether the arrangement and utilization after streamlining and reorganizing former district-level civil servants to grassroots assignments are appropriate or require adjustments.

*Third*, perform well and strictly control rotation and transfer of economic management civil servants, continuing effective measures to train and test civil servants in practice.

### **5.2.4. Develop Evaluation Criteria Frameworks, Specify Evaluation Contents and Criteria Suitable for Each New Job Position; Incorporate Citizen Satisfaction, Digital Technology Application, Proactiveness, and Innovation Spirit in Evaluating Former District-Level Economic Management Civil Servants When Reassigned to the New Commune Level under the Two-Tier Local Government Model**

When former district-level economic management civil servants are reassigned to the new commune level under the two-tier local government model, the evaluation criteria applied to these former district-level civil servants must adopt the criteria corresponding to new commune-level economic management civil servants for each job position. Therefore, Hanoi city government, as the competent authority at each level, needs to perform the following tasks:

*First*, develop evaluation criteria frameworks and specify evaluation contents and criteria suitable for each job position at the new commune level under the two-tier local government model; propose to incorporate citizen and customer satisfaction into civil servant evaluation.

*Second*, supplement evaluation with citizen and customer satisfaction, digital technology application capacity, proactiveness, and innovation spirit when evaluating former district-level economic management civil servants reassigned to the new commune level.

### **5.2.5. Emphasize Training and Fostering In-Depth Economic Knowledge and Digital Skills for Civil Servants; Realize Training Policies as Prescribed in the 2024 Capital Law**

When former district-level economic management civil servants are transferred to grassroots levels, they will inevitably lack some knowledge and skills required by the two-tier local government model, especially amid volatile global economic conditions. Therefore, Hanoi city government or delegated commune governments need to focus on training to improve specialized economic knowledge according to each job position, digital skills necessary for civil servants, and skills needed as they frequently serve the people directly. Specifically:

*First*, measure “input” and assess knowledge and skills gaps that do not meet the requirements of the two-tier local government model and digital economy.

*Second*, focus on training and fostering to improve economic knowledge, digital competency, and IT application skills for civil servants.

*Third*, emphasize scientific and comprehensive evaluation of “output” after training and fostering.



*Fourth*, expand the scope and number of civil servants supported with postgraduate training funding and realize training policies as prescribed in the 2024 Capital Law.

**5.2.6. Propose Salary Adjustments for Civil Servants in Implementing the Two-Tier Local Government; Realize Talent Attraction and Retention Policies as Regulated in the 2024 Capital Law**

The workload of former district-level economic management civil servants reassigned to the new commune level in Hanoi is quite large. Therefore, Hanoi government needs to perform the following tasks in the near future:

*First*, propose salary adjustments for civil servants after streamlining and reorganization.

*Second*, promptly realize talent attraction and utilization policies under special mechanisms regulated by the 2024 Capital Law.

**5.2.7. Realize Incentive and Protection Mechanisms for Civil Servants Innovating for the Common Good at the Local Level as Regulated by the Central Government and the 2024 Capital Law**

Innovation is considered the key to rapid and sustainable development, directly affecting public service performance outcomes of district-level economic management civil servants. This becomes even more necessary when former district-level economic management civil servants take on new tasks at grassroots levels, encountering many unfamiliar issues lacking regulatory documents. Therefore, Hanoi government needs to realize incentive and protection mechanisms for civil servants innovating for the common good at the local level according to central regulations and the 2024 Capital Law. This plays a particularly important role in promoting innovation among civil servants to improve public service performance efficiency.

**5.2.8. Strengthen Discipline and Order in Public Service Performance**

Recognizing the importance of discipline and order in public service performance through the quantitative model, to enhance discipline and order, Hanoi city government needs to focus on the following:

*First*, Hanoi city and the new commune-level governments under decentralization need to have clear regulations on sanctions and accountability for civil servants violating discipline and order.

*Second*, increase sudden inspections and audits.

*Third*, strictly handle cases of discipline and order violations.

## **CONCLUSION**

The effectiveness and efficiency of state management of the economy at the local level largely depend on the quality of the civil servant workforce, including district-level economic management civil servants. However, district-level economic management civil servants mainly perform intermediary functions and duties. This may cause delays in task execution and limit the proactiveness and creativity of civil servants, thereby increasing the burden on the state budget. Therefore, on April 12, 2025, the 11th Conference of the 13th Central Committee of the Communist Party issued Resolution No. 60-NQ/TW, agreeing on the policy to implement the two-tier local government model, abolishing the district-level government in the near future.

With 30 district-level administrative units in the capital city of Hanoi, the number of district-level economic management civil servants is significantly higher than in other provinces and cities. When the intermediary government level is abolished, the state economic management functions and duties previously performed by the district government will basically be transferred to the new commune level. Accordingly,

former district-level economic management civil servants will be assigned to the grassroots level pursuant to Decision No. 759/QĐ-TTg dated April 14, 2025.

Therefore, to provide a basis for proposing solutions to improve the quality of district-level economic management civil servants when receiving new tasks at the grassroots level, the dissertation has developed the theoretical foundation on the quality of district-level economic management civil servants under the three-tier local government model, compared with the two-tier model. It assessed the quality of district-level economic management civil servants in the 2019–2023 period, identified limitations and their causes, especially those arising from the limitations of the three-tier local government model. Based on the new national context, the specific characteristics of the capital, and especially the policy to streamline the apparatus and organize the two-tier local government model, the dissertation proposes quality requirements for former district-level economic management civil servants when assigned to the grassroots level and proposes solutions to improve their quality to meet the requirements when reassigned to the new commune level in the two-tier local government model in Hanoi.

Although many efforts have been made, due to limited resources, especially when the apparatus streamlining revolution and the policy to organize the two-tier local government model without district government were issued when the dissertation was basically completed, some limitations remain. Therefore, future research can comprehensively evaluate the quality of commune-level economic management civil servants under the two-tier local government model, to propose more comprehensive and detailed solutions to improve grassroots civil servant quality; further test other factors affecting public service performance outcomes to help local governments adopt comprehensive solutions to improve the quality of the civil servant workforce in general and commune-level economic management civil servants in particular.

## **RECOMMENDATIONS**

To build a former district-level economic management civil servant workforce reassigned to the grassroots level that meets requirements in the new context while operating under the two-tier local government model in Hanoi, in addition to the proposed solutions, the dissertation recommends that the National Assembly and the Government authorize Hanoi city government to establish additional specialized departments under the commune-level People's Committee with the particularities of Hanoi.

Currently, the Economic Department (at the commune level) and the Economic – Infrastructure – Urban Department (at the ward level) in Hanoi manage a very large economic workload, essentially advising on four key fields of the capital, which previously belonged to four key specialized departments at the former district level, including Departments of Urban Management, Natural Resources and Environment, Economy, Finance and Planning, and professional civil servants at the commune level. Therefore, given Hanoi's specific characteristics with dynamic economic activities, a large population, and rapid urbanization, the Central Government should consider permitting Hanoi to split this department into two specialized departments to ensure professional management and enhance the efficiency, effectiveness, and quality of state economic management in accordance with the capital's particularities.

## LIST OF SCIENTIFIC PUBLICATIONS RELATED TO THE DISSERTATION TOPIC

1. Do Thi Thuy Hang (2024): *Motivating Innovation among District-Level Economic Management Civil Servants in Hanoi*, Economic Forecast Review, Special Issue, December 2024 (893), p.213.
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