

FACTORS AFFECTING THE POLICY OF TRAINING AND FOSTERING CIVIL SERVANTS OF KHMER ETHNIC MINORITIES IN THE MEKONG DELTA, VIETNAM

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Abstract: The Khmer ethnic minority civil servants in the Mekong Delta have an important role. They are the ones who deploy and implement the state's policies and laws for the people, and they directly manage the society in the region with order, stability, and development. Cadres and civil servants of Khmer ethnic minorities are the bridge between the state and the people, they reflect the people's legitimate thoughts and aspirations for the state. The study aims to explore the factors affecting the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam. Research data were collected from survey results by questionnaires from 875 survey samples in the Mekong Delta, Vietnam. Research results in the SEM model show that there are six factors affecting the policy of training and fostering civil servants of ethnic Khmer people in the Mekong Delta, Vietnam, including Objectives and content of the policy; Resources for policy implementation; Coordinate policy implementation; The capacity of policy enforcement agencies; Economic, political, cultural, and social environment; Awareness and capacity of policy beneficiaries. From the research results, a number of contents are discussed and proposed to contribute to improving the quality of implementation of policies on training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam.

Key words: Factors affect; the policy; training and fostering; civil servants; Khmer; the Mekong Delta

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INTRODUCTION

Ethnic minority civil servants play an important role in the implementation of socioeconomic development plans. They contribute to maintaining the spirit of solidarity of the whole people, ensuring political security, social order, and safety in ethnic minority areas (Kleiman et al., 2021). Ethnic minority civil servants directly organize and implement state policies and laws. They are the receivers of the people's and ethnic minority's reflections to the state to adjust, supplement, and perfect policies (Pham and Vu, 2019). Ethnic minority civil servants have a positive influence on ethnic minorities through customs, practices, and community activities. They are leaders and managers in ethnic minority communities, their ideas and actions are persuasive and can attract people to implement (Hang, 2022). The Khmer ethnic group in the Mekong Delta, Vietnam has a fairly large number, living in most of the provinces and cities in the region, with nearly 1.3 million Khmer people, accounting for nearly 7% of the population (Nguyen, 2022). By 2020, Khmer civil servants in the political system from provincial to commune levels in the Mekong Delta provinces with a large number of Khmer people such as Tra Vinh, Soc Trang, Kien Giang, An Giang, Bac Lieu, and Ca Mau 14,701 people, accounting for 11.01% of the total number of civil servants in the region. Specifically, Tra Vinh province has 4,424 Khmer civil servants in the political system, accounting for 20.4% of the total number of civil servants in the province. Soc Trang province has 5,125 Khmer civil servants, accounting for 18.9% of the total number of civil servants in the province. Kien Giang province has 2,232 Khmer civil servants, accounting for 18.81% of the province's civil servants. An Giang province has 1,428 Khmer civil servants in the province, accounting for 3.21% of the total number of civil servants in the province (Hai et al., 2021).

Civil servants of Khmer ethnic minorities in the Mekong Delta are those who implement the State's policies and laws for the people. The Vietnamese government has paid attention to implementing the policy of training and fostering civil servants of Khmer ethnic minorities. The Government has issued Decision No. 402/QĐ-TTg dated March 14, 2016, of the Prime Minister approving the Project "Development of ethnic minority cadres, civil servants and public employees in the new period". Legal documents are used as a basis for ministries, specialized committees, and local authorities to deploy and

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implement policies on training and fostering civil servants of Khmer ethnic minorities (Prime Minister, 2016). The Committee for Ethnic Minority Affairs issued Decision 162/QĐ-UBND dated March 26, 2018, approving the Plan to develop the Project “Preferential policies for socio-economic development for ethnic minority areas; Training and fostering cadres of Khmer ethnic minorities in the Mekong Delta” (Ethnic Committee, 2018). The policies under this project are implemented for Khmer ethnic people, the main policies in the scheme include vocational training and job creation, education and training, and building a contingent of civil servants. Training and fostering state management knowledge for civil servants of Khmer ethnic minorities, including specialist programs, key experts, and senior experts; fostering and updating knowledge and skills in informatics and foreign languages. Many civil servants of Khmer ethnic minorities are interested in sending them to study professional skills at universities. Civil servants of Khmer ethnic minorities are entitled to participate in training and retraining abroad according to training programs of localities, and departments (Nguyen et al., 2019). From the implementation of policies on training and fostering ethnic minority civil servants, the quality of Khmer ethnic civil servants in the provinces in the region has been improved quite well. They operate effectively, contributing to the consolidation and development of the great unity bloc of nations, promoting economic, social development, and political stability in the Mekong Delta.

However, the implementation of the policy on training and fostering civil servants of Khmer ethnic minorities has a number of limitations, including the development of training and retraining plans for cadres and civil servants that are not suitable to the needs of the regulations; training structure not yet responsive to reality; the link between planning and training and retraining is not close; organization of training and retraining lacks focus and focus (Hai, 2022). In addition, the content of training and retraining programs for Khmer ethnic minorities is slow to innovate, it has not met the needs; The training method is not flexible, and it has not created favorable conditions for civil servants to participate in training and retraining classes. Policies and regimes for learners are still difficult and not suitable for the Khmer ethnic minority people going to school; The state budget for training and fostering cadres and civil servants of Khmer ethnic minorities is still small. We can build a contingent of civil servants from Khmer ethnic minorities who have sufficient professional capacity, ethical qualities, and enthusiasm to serve the community and people in the Mekong Delta, Vietnam. In order to train and foster a good contingent of civil servants, it will depend on factors including the effectiveness of the policy; Policy implementation team; Policy beneficiaries; Energy of trained and fostered subjects; Economic policy support.

LITERATURE REVIEW

1. Policy on training and retraining

Policies are measures taken by powerful actors to solve a problem in order to achieve a set goal. Policies are characteristic of powerful subjects. Policy-makers are those who manage or wield power on the basis of the general political line and the actual situation (Wart and Hondeghem, 2015). The content of the policy includes viewpoints, goals, tasks, and solutions expressed in the form of plans, strategies, resolutions, and action plans; The object of the policy is to solve a certain problem in the fields of economy, politics, culture, and society (Awortwi, 2010). Public policy is a collection of state decisions that are applied in practice to solve problems posed in social life for the common benefit of the community according to defined goals. The specific feature that shows the nature of the public policy is that the subject of public policy promulgation is the state, including the national assembly; government; ministries, and local governments (Huaxing and Qing, 2021). Policy on training and fostering civil servants is a form of public policy. It aims to build a team of qualified civil servants, who meet the requirements of practice (Bui, 2022). Policies for civil servants include policies on training and fostering civil servants; policies on the use and management of civil servants; policies to ensure benefits and motivate public servants' morale. The policy on training and fostering civil servants aims to identify goals and solutions to equip civil servants with knowledge, skills, and methods of performing tasks in public service activities (Dung et al., 2021). It contributes to building a contingent of professional civil servants with good moral qualities and capacity, who can meet the requirements of serving the people and the development of the country (Bourgault, 2011).

According to Acar and Özgür (2004:197) in the study “Training of civil servants in Turkey: Progress, problems, and prospects”. According to the authors, civil servants in Turkey face major challenges, including increasing demands from citizens, increasing globalization, and rapid growth in the use of technology information and communication, as well as the increase in the number and influence of civil society organizations. The study described the basic policies and institutions related to the training and development of civil servants in Turkey; The author discusses the most important and enduring issues related to the training and development of civil servants in the country; Evaluates prospects for developing effective training policies and practices. Research has produced ideas and arguments on the matter around topics including openness, performance, qualifications, and professionalism (Acar and Özgür, 2004).

In the study “Customization in civil service training: Implications for outsourcing human resources management” by Lina (2019:41). According to the author in the public sector, central training institutes have played an irreplaceable role in making training policies and providing training programs for government employees. The adoption of public management has spurred a reform program in human resource management, leading to a shift from centralized training to decentralized or outsourced training; which means making the training of civil servants more on-demand and reducing the role of central training institutes (Lina, 2019). The study explored how the training of civil servants in Hong Kong has been decentralized and customized according to the view of civil servants as trainees. At the same time, evaluate the role of the civil service training and development institute as a centralized training base for Hong Kong civil servants in the modern, decentralized, and consumable personnel management regime. According to James (2021:1) in the study “Singapore-West hybridization: policy learning in the development of leadership training in the Singapore Public Service”. The author acknowledges that policymakers have sought solutions abroad when faced with policy problems. In setting up a leadership training plan in the

Singapore public service, policymakers avoided learning from abroad. Instead, the new center for training administrative service leaders is set in the Singapore context without reference to foreign role models (James, 2021). The local government conducts leadership training in the Singaporean administration at the College of Civil Service.

In the study “Training and fostering civil servants in Hoa Binh province” by Thu (2020:160). The author believes that training and fostering civil servants is one of the activities to improve the quality of the contingent of civil servants and public employees. This activity has always been focused on by localities, especially in recent years. Hoa Binh is one of the localities that will implement the policies of the State in training and retraining (Thu, 2020). The study analyzed the current situation of training and fostering civil servants in Hoa Binh province before the requirements of administrative reform, reform of the civil service regime and civil servants, and implementation of other contents of cadre work.

Research on building and developing a contingent of cadres and civil servants in the innovation period of Vietnam by Van (2022). The author believes implementing planning, training, fostering, arranging, and using the right civil servants is essential. Some issues should be considered to build a contingent of civil servants, including building civil servants with civil service ethics; improving professional qualifications for civil servants; salary reform, improving the working environment for civil servants; encouraging and protecting active and creative public servants; inspect and supervise the observance of regulations by civil servants (Van, 2022). It is the decisive factor for constructing a contingent of civil servants. This study has found many important factors for the construction of civil servants in Vietnam. However, this is a review study, it has not been evaluated quantitatively. On that basis, the author has identified factors that affect the training and retraining of civil servants in order to assess the level of impact in building a contingent of civil servants in the coming time.

2. Civil servants of ethnic minorities

Ethnic minority civil servants are used to refer to civil servants who are working in organizations of the political system in which they belong to ethnic minorities (Van Tuan et al., 2023). Criteria to distinguish “ethnic minority civil servants” among civil servants of the political system belong to the group of “ethnic majority” or “ethnic minority”. This criterion is not meant to distinguish the qualifications, capacity, or social status of civil servants (Chokprajakchat and Sumrethphol, 2017). When they are civil servants, they belong to the “majority” or “ethnic minority” group and must undertake the assigned tasks, and must meet the necessary standards and conditions for each public position. Ethnic minority civil servants are a team that has a close relationship with the people, directly enforces state laws, and at the same time, they reflect the people's legitimate aspirations to the State. Ethnic minority civil servants understand the customs, practices, psychology, and activities of ethnic minorities (National Training Policy, Indian Journal of Public Administration, 2012). Thus, they have favorable conditions to carry out the work of propaganda, mobilization, and persuasion of the people to strictly comply with the State's policies and laws, thereby promoting the great unity of the whole people and maintaining security politics, social order, and safety in ethnic minority areas (Elston and Bevan, 2020). Ethnic minority civil servants play a very important role in the implementation of socioeconomic development plans (Cameron, 2022).

According to Law No. 52/2019/QH14 on amending and supplementing a number of articles of the Law on Cadres and Civil servants of the Socialist Republic of Vietnam (Congressional, 2019). Civil servants are Vietnamese citizens, recruited and appointed to ranks, positions, and titles corresponding to employment positions in state agencies, and socio-political organizations at central and provincial levels, at the district level, they receive their salary from the state budget.

Ethnic minority civil servants are citizens of the Socialist Republic of Vietnam. They are a group of ethnic minorities who are elected and recruited to hold positions and titles according to the term of office for positions in the political system and receive salaries from the state budget country. The difference between ethnic minority civil servants and general civil servants is based on the background of the civil servant. They belong to the “majority” or “minority” group. This criterion is not to distinguish the qualifications, capacity, or position in society of each civil servant. Civil servants must perform the same tasks and ensure specific standards and conditions for each position and title as prescribed in the legal documents of the state.

According to Pho et al., (2019) in the study “Training for ethnic minority groups to meet the demands of industry 4.0”. The author believes that the industrial revolution 4.0 has created a great change in the structure of human resources, including ethnic minority intellectuals. High-quality human resources can meet the change of the industrial revolution 4.0. To be able to master new technologies including artificial intelligence, connected things, big databases, and intelligent robotics, requires a landmark change in resource training (Pho et al., 2019). The fact that there is a limitation in the capacity of ethnic minority human resources has put a demand on training ethnic minority intellectual human resources. The study has proposed solutions to contribute to the orientation of the human resource training process in the current period.

Research “Ensuring rights of ethnic minorities in India and policy implications for Vietnam” by Pham (2020:75). The author identifies India as a country with many diverse ethnic groups. To ensure special rights and benefits for ethnic minorities, the Government of India has provided preferential treatment in terms of policies, funding education, and job opportunities incorporated into the Constitution of the country. In addition to providing legal protection for minorities in the Constitution. The government has implemented national projects to promote socio-economic development in ethnic minority areas, establishing many agencies to manage issues of ethnic minority groups (Pham, 2020). Through the constitution and statutes, the government of India has granted certain privileges to ethnic minorities to promote the development of minorities in all areas of life. The author believes that the lessons of India's experience are a practical basis for Vietnam to orientate and perfect the ethnic policy, build a contingent of civil servants, improve the quality of life and promote peaceful development entry of ethnic minorities. According to Phi and Hoang (2020:33) in the study “Recruiting and using contingent of cadres, civil servants and officials of ethnic minorities in the political system”. The authors consider the need to attract, recruit and use ethnic minority cadres, civil servants, and public employees in the political system.

They consider it to be an important task of the state on ethnic minority cadres, in order to solve urgent problems and meet the requirements of the lack of civil servants in ethnic minority areas (Phi and Hoang, 2020). The research has properly assessed the need for attracting, recruiting, and using ethnic minority cadres, civil servants, and public employees in the political system; Overview of the importance of ethnic minority cadres for socio-economic development in ethnic minority areas.

According to Ha and Nguyen (2020:23) in the study "Management of training and retraining of cadres, civil servants and public employees of ethnic minorities in the current period". According to the authors, the work of training and fostering ethnic minorities has a particularly important position in the construction of the state's cadres. In the new period of change, the State has developed policies, master plans, and plans for training and retraining civil servants and public employees of ethnic minorities. As a result, the contingent of cadres, civil servants, and officials of ethnic minorities has increased in quantity and quality, and they are meeting the requirements of reality. However, besides the achieved results, the management and training of ethnic minority cadres, civil servants, and public employees are still limited. The study analyzed the current situation of management training, fostering cadres, civil servants, and public employees of ethnic minorities. From there, some limitations and causes of those limitations need to be further studied in the future (Ha and Nguyen, 2020).

THEORETICAL FRAMEWORK AND RESEARCH STRUCTURE

1. Theoretical framework

In the study "The policy implementation process" by Smith (1973), the factors affecting the effectiveness of public policy implementation include (1) the quality of the policy, the policy objectives, and the content of the policy, and policy options are feasible; (2) the agency or organization that implements the policy, the capacity of the agency or organization responsible for implementing the policy; (3) policy objects, the degree of policy recipients' acceptance of policies; (4) environmental factors, cultural, social, political and economic environment affect policy implementation (Smith, 1973).

According to Van-Meter and Van-Horn (1975:445) in the study "The policy implementation process: A conceptual framework". The authors believe that there are many factors affecting the effectiveness of policy implementation, these factors include both internal factors and external factors. According to the authors, there are 6 factors affecting the effectiveness of public policy implementation, which are (1) the objectives and content of the policy, the feasibility of the policy; (2) policy resources, resources (human, material, financial, information) for policy implementation; (3) the exchange and coordination between organizations, and members in the organization to implement; (4) the capacity of the policy enforcement agency; (5) economic, political, cultural and social environment; (6) awareness and attitude of policy enforcement staff (Van-Meter and Van-Horn, 1975). According to Paul and Daniel (1980) in the study "The implementation of public policy: A framework of analysis". The authors identify that there are three groups of factors affecting the effectiveness of public policy implementation, including (1) Characteristics of the policy problem (the nature of the policy; the diversity of policy objects; the number of policy objects; the content that the policy needs to adjust); (2) Factors of the policy itself (the correctness of the policy; the specificity of the policy; the adequacy of resources for policy implementation; the arrangement of agencies and staff to implement the policy); (3) Factors external to the policy (support of policy beneficiaries; quality and working attitude of implementers; capacity of policy enforcement agencies; coordination and communication among stakeholders organization; policy monitoring; policy environment) (Paul and Daniel, 1980).

In the study "The challenge of civil servant training in China: A case study of Nanning City" by Yang et al., (2012:169). The authors have analyzed China's civil servant training system with a comparative point of view that proves useful. The authors' analysis shared concerns in the training of civil servants including the balance between political control and professional competence; tension between centralization and decentralization; the choice between internal supply and marketization; management issues related to training planning, motivation, and evaluation. The author argues that countries may adopt different policies to address common challenges depending on their unique contexts (Yang et al., 2012).

According to author Gulimzhan (2016) in the study "Civil service training in Kazakhstan: The implementation of new approaches". The results examined the evolution of the civil service training system in Kazakhstan and explored recent training innovations. There are two new points of additional principles related to the training of civil servants including (1) lifelong learning and capacity development; (2) practical orientation of education and training. According to the author's Law on Civil Service, there is a special provision for the training of civil servants. The Decree on training, retraining, and In-service training for civil servants has specified three training directions for civil servants including Initial training; retraining; training service (Gulimzhan, 2016). According to author Le (2018) in the study "Policies on support of general education for ethnic minorities in Vietnam in the current content". The author believes that the Government of Vietnam has issued many legal documents and policies, and devoted a lot of investment resources to ethnic minorities and mountainous areas. The government has developed a policy on general education for ethnic minorities. These policies have contributed to raising the standard of people's knowledge, the quality of human resources of ethnic minorities, and the socio-economic development of ethnic minority areas in Vietnam (Le, 2018). However, general education for ethnic minorities still faces many difficulties due to many influencing factors. According to the author, the government should consider policy influencing factors to improve policy effectiveness in order to improve the level of human resources in ethnic minority areas to meet the requirements of the country's renewal process.

According to Nguyen et al. (2019) in the study "Building the program of training ethnic knowledge for cadres, civil servants and public employees up to 2030". The authors consider that it is important to prepare curricula and organize knowledge training for civil servants who are ethnic minorities. Current status and job requirements of ethnic minority civil servants, we should strengthen training towards synchronization and standardization. Building a contingent of civil servants

in the political system with ethical qualities, professional qualifications, skills, competencies, professional skills, and knowledge. Building a good contingent of civil servants of ethnic minorities will actively contribute to improving the quality and effectiveness of the state's ethnic policies, it will promote socio-economic development and practice well implementing the project, ensuring sustainable poverty reduction among ethnic minorities in Vietnam. In the study “Training quality for Vietnamese cadres and civil servants in the context of international integration” by Nguyen (2021). According to the author, the training of civil servants is decisive for the operation of the civil service system. However, it is affected by many factors, which affect its effectiveness in practice. According to the author, the factors affecting the quality of civil servant training and retraining include institutions and policies; management; inspection and supervision; education programs (Nguyen, 2021). Therefore, determining the factors affecting the training and retraining work to find appropriate solutions, makes an important contribution to improving the capacity of civil servants and public service efficiency (Halley, 2015).

In the study “Some factors affecting the organization of training ethnic knowledge for cadres, civil servants and public employees” by Han (2021). The author believes that civil servants are an important force in the implementation of the National Target Program for socio-economic development in ethnic minorities and mountainous areas. Before the new requirements, the contingent of civil servants needs to be trained in knowledge. According to the author, the factors affecting the organization of knowledge training for civil servants include training programs and materials; Lecturers participating in teaching; Students' perception of knowledge improvement; The coordination between relevant agencies in the organization of knowledge training; Infrastructure and information technology applications. The identification of these factors will help the organization and training of knowledge for civil servants achieve high efficiency (Han, 2021).

Thus, the study of public policy; policies on training and fostering civil servants; policies towards civil servants of ethnic minorities are rich and diverse. Previous studies have mentioned theory and practical experience in the policy of training and fostering civil servants in many countries. These studies are an important basis to apply to a research model on factors affecting the policy of training and fostering civil servants of ethnic Khmer ethnic people in the Mekong Delta, Vietnam.

2. Hypotheses

On the basis of research theories, we propose a model of factors affecting the policy of training and fostering civil servants of ethnic Khmer ethnic people in the Mekong Delta, Vietnam. The following hypotheses have been proposed.

Hypothesis (H1): factors affecting the policy of training and fostering Khmer ethnic minority civil servants in the Mekong Delta, Vietnam include (1) Objectives and content of the policy; (2) Resources for policy implementation; (3) Coordinate policy implementation; (4) The capacity of policy enforcement agencies; (5) Economic, political, cultural, and social environment; (6) Awareness and capacity of policy beneficiaries.

H1.1: Objectives and content of the policy affect the policy on training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta.

H1.2: Resources for policy implementation affect the policy on training and fostering civil servants who are ethnic minorities Khmer in the Mekong Delta.

H1.3: Coordinate policy implementation affect the policy on training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta.

H1.4: The capacity of policy enforcement agencies affects the policy on training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta.

H1.5: Economic, political, cultural, and social environment affects the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta.

H1.6: Awareness and capacity of policy beneficiaries affect policy on training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta.

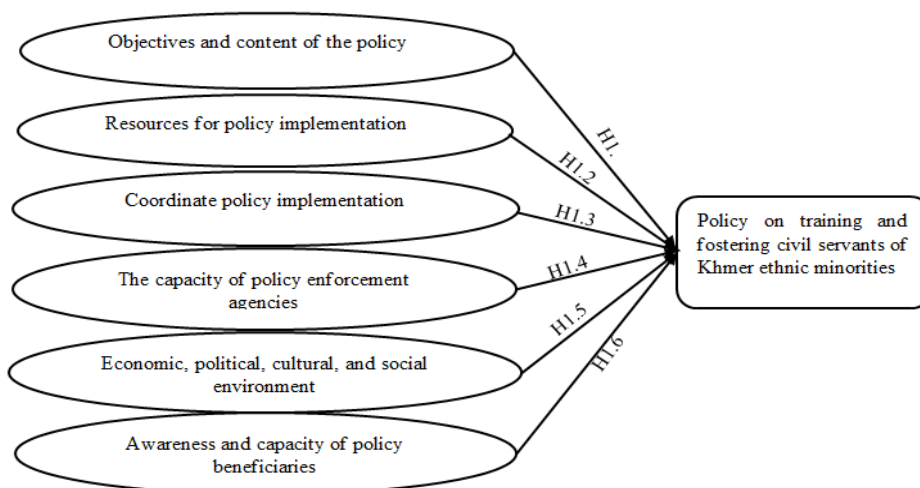


Figure 1. Overview of Research Structure

3. Research structure

Based on existing studies, combined with a practical survey on the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta, Vietnam. The initial study hypothesized that there are 6 factors affecting the policy of training and fostering civil servants of Khmer ethnic minorities, including (1) Objectives and content of the policy; (2) Resources for policy implementation; (3) Coordinate policy implementation; (4) The capacity of policy enforcement agencies; (5) Economic, political, cultural, and social environment; (6) Awareness and capacity of policy beneficiaries. We have based on the theoretical framework combined with the literature study to build the research structure in Figure 1.

The factors in the research structure of factors affecting the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam include (1) Objectives and content of the policy; (2) Resources for policy

implementation; (3) Coordinate policy implementation; (4) The capacity of policy enforcement agencies; (5) Economic, political, cultural, and social environment; (6) Awareness and capacity of policy beneficiaries. It is shown in Table 1.

Table 1. Observed Variables in the Research Structure of the policy of training and fostering civil servants of Khmer ethnic minorities

Factors in the research structure	Encode	Observed variables
Objectives and content of the policy	OCP	(1) The number of policy objects is specified; (2) Policies on training and retraining suitable to the subjects; (3) The specificity of the policy on training and retraining; (4) Feasibility of training and retraining policies.
Resources for policy implementation	RPI	(1) Financial resources to implement the policy on training and retraining; (2) Human resources for the implementation of training and retraining policies; (3) Information resources for training and retraining policies; (4) Equipment resources to implement training and retraining policies; (5) Adequate resources for the implementation of the policy on training and retraining.
Coordinate policy implementation	CPI	(1) The interaction and exchange between agencies implementing training and fostering policies; (2) Cooperation and coordination among agencies implementing training and retraining policies; (3) The agency in charge of implementing various policies; (4) The leader or head of the agency operating the policy implementation departments; (5) Coordination among staff in charge of policy implementation.
The capacity of policy enforcement agencies	CPEA	(1) Policy enforcers have a clear understanding of the policy on training and retraining; (2) Policy enforcers are responsible, dynamic, and creative; (3) Policy enforcers have management capacity and skills; (4) There are errors, mistakes in policy implementation; (5) Propaganda for policy implementation; (6) The policy enforcer is flexible to implement the policy well.
Economic, political, cultural, and social environment	EPCS	(1) Policy on appropriate training and retraining in economic conditions; (2) Appropriate training and retraining policies in political institutions; (3) Appropriate training and retraining policies in social conditions; (4) Policies on training and retraining appropriate to the culture; (5) The policy of training and retraining in an appropriate environment will be effective; (6) The trend of international integration affects training and retraining policies.
Awareness and capacity of policy beneficiaries	ACPB	(1) Policies on training and retraining bring benefits to civil servants; (2) Policy on training and retraining to improve people's service skills; (3) Policies on training and fostering to improve the capacity of civil servants; (4) The support of civil servants with the policy of training and retraining; (5) Civil servants who have training and retraining needs.
Policy on training and fostering civil servants of Khmer ethnic minorities	PTFC	(1) The policy of training and fostering civil servants is appropriate and feasible; (2) The policy of training and retraining requires resources to implement; (3) Mechanism for coordination in the implementation of training and retraining policies; (4) Capacity of agencies implementing training and retraining policies; (5) Policy implementation environment, and capacity of civil servants.

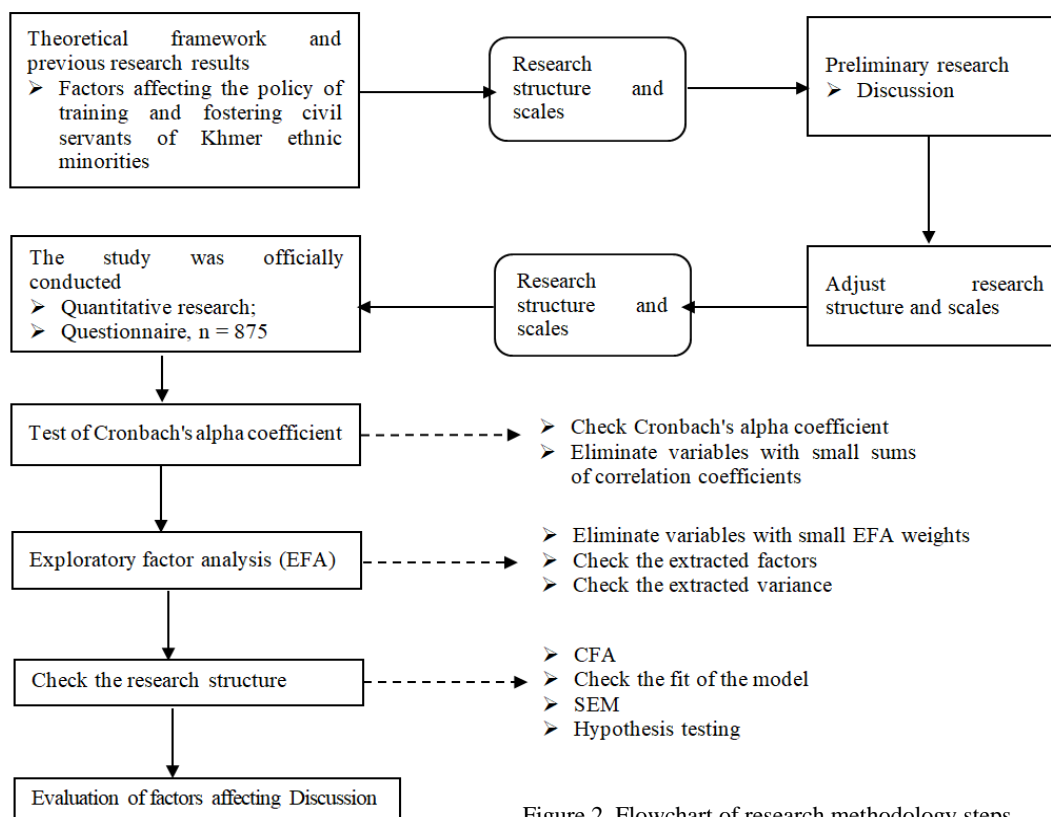


Figure 2. Flowchart of research methodology steps

RESEARCH METHODS

To research and evaluate the factors influencing the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta, Vietnam. The methods used include descriptive statistical analysis, exploratory factor analysis, and regression analysis to test the research model. The steps of the research method are shown in Figure 2.

1. Take a research sample

On the basis of preliminary discussion results, a questionnaire was developed on the factors affecting the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta, Vietnam. The survey questionnaire has 41 Likert items including demographic questions about the survey area, gender, occupation, age, education level, civil servants in the Mekong Delta region; and 7 scales of factors affecting the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta, Vietnam.

The Likert scale is used with a range of values from 1 to 5 to measure the perception of survey subjects (1) completely disagree, (2) disagree, (3) neutral, (4) agree, (5) totally agree. Data collection took place from March to August 2022. Respondents answered directly on the questionnaire. The study was conducted with the subjects of Khmer ethnic civil servants in the Mekong Delta, Vietnam. Questionnaires were distributed to 890 civil servants. There were 875 valid answer sheets collected. It is shown in Table 2.

2. Data Analysis

Responses from the survey were coded and analyzed using SPSS software version 20 and AMOS version 24. Evaluation of factors affecting the policy of training and fostering civil servants of ethnic minorities Khmer in the

Mekong Delta, Vietnam with four steps to carry out the analysis including assessing the reliability of the scale using Cronbach's Alpha. The alpha coefficient was developed by Cronbach (1951) to measure the internal consistency of variables within the same group. Accordingly, Cronbach's Alpha coefficient can be used to evaluate the reliability of the scale and remove inappropriate variables from the research model; Exploratory factor analysis (EFA) to evaluate the convergent and discriminant value of each variable in the factor groups; Confirmatory factor analysis (CFA) to check the representativeness of observed variables; evaluated through criteria including reliability; convergence; and distinctiveness;

Hypothesis testing by the linear structural model (SEM), detecting factors affecting the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta; and evaluating the influence of factors affecting the policy of training and fostering civil servants of ethnic minorities Khmer in the Mekong Delta, Vietnam.

RESULTS AND DISCUSSION

1. The results of testing the reliability of the scales

Cronbach's Alpha coefficient is used to check the close correlation of the scales. According to researchers on the scale, it is possible to use Cronbach's Alpha coefficient > 0.6 , the best scale is in the range from 0.8 to 1. In addition, variables with a variable correlation coefficient < 0.3 will be excluded from the research model (Nunnally and Bernstein, 1994).

The results of data processing in Table 3 have shown that all 7 scales have high reliability. Cronbach's Alpha coefficient is > 0.8 and the total correlation coefficient > 0.3 (Cronbach, 1951). It represents the appropriateness of the scale.

Table 3. Results of testing Cronbach's Alpha scales

Scales of measurement	Encode	No. of items	Cronbach's Alpha	Corrected Item-Total Correlation range
Objectives and content of the policy	OCP	6	.913	.676 - .853
Resources for policy implementation	RPI	6	.887	.628 - .829
Coordinate policy implementation	CPI	5	.856	.593 - .801
The capacity of policy enforcement agencies	CPEA	4	.932	.795 - .877
Economic, political, cultural, and social environment	EPCS	5	.900	.691 - .824
Awareness and capacity of policy beneficiaries	ACPB	5	.940	.752 - .905
Policy on training and fostering civil servants of Khmer ethnic minorities	PTFC	5	.950	.797 - .891

2. Exploratory factor analysis for the scales (EFA)

The KMO and Bartlett's test results in the KMO and Bartlett's test tables show that the KMO value = 0.873, proving that this discovery factor is suitable for the scale. Bartlett's test, value Sig. = 0.000 (< 0.05), proves that the variables are correlated with each other in factors. Parameter Eigenvalues ≥ 1 are kept in the analytical model. The analysis results showed that Eigenvalue = 1,389 (≥ 1) and 7 factors were extracted with the best meaning of summarizing information. The sum of squares of the cumulative factor loading coefficient (Cumulative) is 74,136% ($\geq 50\%$), showing that the EFA model is appropriate (Hair et al., 2010). Therefore, all 7 factors are kept in the research model, shown in Table 4. The results of the rotation matrix in Table 4 show that 36 observed variables are classified into 7 factors, all observed variables have factor loading coefficients greater than 0.5 and there are no bad variables (Doll et al., 1994). Therefore, all 7 factors are kept in the research model.

Table 2. Demographic Characteristics of the Survey Sample

Characteristics and Survey Area	Number of visitors	Percentage
1. Survey area	875	100%
Hau Giang	81	9.3
Soc Trang	117	13.4
Can Tho	68	7.8
Bac Lieu	148	16.9
Tra Vinh	115	13.1
An Giang	144	16.5
Ca Mau	89	10.2
Kien Giang	113	12.9
2. The gender	875	100%
Male	447	51.1
Female	428	48.9
3. Age (years)	875	100%
< 30	232	26.5
30 - 40	215	24.6
40 - 50	217	24.8
> 50	211	24.1
4. Education	875	100%
Master or PhD	102	11.7
College or Bachelor	329	37.6
Professional diploma holders	238	27.2
Other	206	23.5
5. Civil servant	875	100%
Commune	393	44.9
District	324	37.0
Provincial	158	18.1

3. Confirmatory factor analysis in the model research (CFA)

Confirmatory factor analysis (CFA) is a statistical technique of linear structural modeling (SEM). The method of confirmatory factor analysis was used to check the scales and the appropriateness of the research structure. The results of confirmatory factor analysis are evaluated through the following criteria including reliability; convergence; and distinction. We tested Composite Reliability; Convergence; Discrimination. It is shown in Table 5, and Table 6. Convergent validity tests include Composite Reliability, and Average Variance Extracted. The test results show that Composite Reliability (CR) > (0.7) means that the reliability of the scales is guaranteed; All Mean Variances are extracted Average Variance Extracted (AVE) ≥ (0.5), and both indicators show guaranteed Convergence. We then tested Discriminant Validity including Maximum Shared Variance (MSV); The square root of the mean-variance is extracted from the Square Root of AVE (SQRTAVE). The test results in Table 5 show that all Maximum Shared Variance (MSV) < Average Variance Extracted (AVE). In addition, we tested the Discriminant Validity shown in the Square Root of AVE (SQRTAVE) > Inter-Construct Correlations, which is shown in Table 6. Thus, Discriminant Validity is guaranteed (Baumgartner and Homburg, 1996). Thus, the test results of convergence validity and discriminant validity shown in Tables 5 and 6 have shown the combined reliability; discriminant validity is guaranteed at all scales.

4. Structural model testing (SEM)

To check the suitability of the research structure, the results of analysis of the linear structural model (SEM) in Figure 2 show that it has Chi-square = 3,247; CFI = .954; GFI = .899; RMSEA = .051; TLI = .947; PCLOSE = .326, the coefficients just shown are acceptable (Doll et al., 1994). The results of the linear structural model analysis (SEM) in Figure 3 show the appropriateness of the research structure.

The results of testing the linear structure of the model, and factors affecting the policy of training and fostering civil servants of ethnic Khmer people in the Mekong Delta, Vietnam are shown in Figures 3, and Table 7. The data show the Sig values of the scales OCP = 0.000 (<0.05), RPI = 0.000 (<0.05), CPI = 0.000 (< 0.05), CPEA = 0.000 (< 0.05), EPCS = 0.000 (< 0.05), ACPB = 0.000 (< 0.05) (Hu and Bentler, 1999). The Sig values, it has been shown that there is an impact relationship between the independent variable and the dependent variable.

Table 4. Rotated component matrix

	Component						
	1	2	3	4	5	6	7
OCP5	.873						
OCP6	.835						
OCP3	.799						
OCP4	.786						
OCP1	.748						
OCP2	.727						
ACPB4		.946					
ACPB5		.923					
ACPB3		.917					
ACPB2		.846					
ACPB1		.793					
RPI6			.891				
RPI5			.821				
RPI4			.818				
RPI2			.740				
RPI1			.715				
RPI3			.707				
EPCS5				.883			
EPCS4				.868			
EPCS1				.822			
EPCS2				.784			
EPCS3				.771			
PTFC4					.812		
PTFC2					.809		
PTFC5					.781		
PTFC1					.778		
PTFC3					.683		
CPEA3						.907	
CPEA4						.899	
CPEA2						.868	
CPEA1						.834	
CPI5							.835
CPI3							.780
CPI2							.759
CPI1							.733
CPI4							.681

Table 5. Results test model validity

Factors construct	No. of items	CR	AVE	MSV	MaxR(H)
Objectives and content of the policy (OCP)	6	0.914	0.641	0.276	0.932
Awareness and capacity of policy beneficiaries (ACPB)	5	0.937	0.752	0.094	0.973
Resources for policy implementation (RPI)	6	0.888	0.574	0.137	0.920
Economic, political, cultural, and social environment (EPCS)	5	0.902	0.650	0.154	0.909
Policy on training and fostering civil servants of Khmer ethnic minorities (PTFC)	5	0.951	0.795	0.276	0.956
The capacity of policy enforcement agencies (CPEA)	4	0.933	0.778	0.169	0.939
Coordinate policy implementation (CPI)	5	0.858	0.551	0.257	0.892

Table 6. The square root of AVE with inter-construct correlations

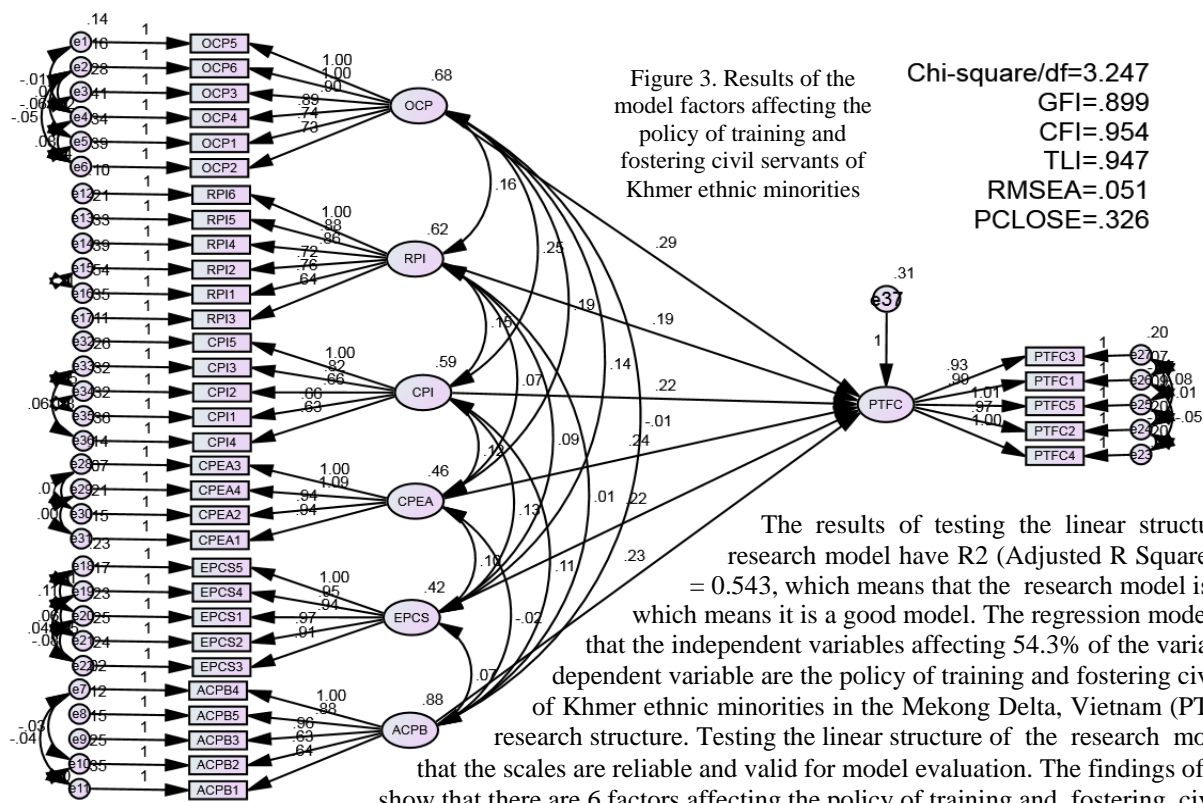
Encoded factors	OCP	ACPB	RPI	EPCS	PTFC	CPEA	CPI
OCP	0.801						
ACPB	-0.011	0.867					
RPI	0.250***	0.004	0.758				
EPCS	0.253***	0.106**	0.177***	0.806			
PTFC	0.525***	0.306***	0.370***	0.392***	0.892		
CPEA	0.326***	-0.017	0.138***	0.193***	0.411***	0.882	
CPI	0.399***	0.153***	0.258***	0.256***	0.507***	0.250***	0.743

Significance of Correlations: † p < 0.100; * p < 0.050; ** p < 0.010; *** p < 0.001

Table 7. The influence of factors on the policy of training and fostering civil servants of Khmer ethnic minorities

The impact of independent variables on the dependent variable	Estimates	Sig	Standardized estimates
OCP -----> PTFC	0.290	.000	0.288
RPI -----> PTFC	0.193	.000	0.183
CPI -----> PTFC	0.218	.000	0.201
CPEA ----> PTFC	0.244	.000	0.201
EPCS ----> PTFC	0.221	.000	0.173
ACPB ----> PTFC	0.227	.000	0.257

The results of testing the impact of factors in the research structure are shown in Table 6. It shows that the larger the normalized regression coefficient, the stronger the independent variable. It shows a stronger impact on the dependent variable, which is the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam (PTFC). Factors affecting the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam include OCP = 0.288, RPI = 0.183, CPI = 0.201, CPEA = 0.201, EPCS = 0.173, ACPB = 0.257.



of Khmer ethnic minorities, including Objectives and content of the policy; Resources for policy implementation; Coordinate policy implementation; The capacity of policy enforcement agencies; Economic, political, cultural, and social environment; Awareness and capacity of policy beneficiaries. On the basis of data analysis of the research model, we would like to discuss some ideas to improve the effectiveness of policies on training and fostering civil servants of Khmer ethnic minorities.

Objectives and content of the policy factor affect 0.288 to the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam. We should improve the quality of the policy on training and fostering civil servants. The quality of the policy is shown as a practical implementation plan; specific and clear policy objectives; feasible policy. Therefore, in order to contribute to improving the effectiveness of policy implementation, we should pay attention to improving policy quality in the direction of studying the theoretical basis of the policy; strengthening the capacity of policy-making agencies, and democratizing the policy-making process. Resources for policy implementation factor 0.183 affects the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta. We should ensure sufficient resources for policy implementation because policies are directly related to the interests and lives of public servants (Tessema et al., 2009). To ensure resources for the implementation of policies on training and fostering civil servants, besides rational and economical use of resources invested by the state, it is necessary for socialization and the participation of civil servants people and society to have more resources for policy implementation (Shaun, 1990).

The factor Coordinate policy implementation affects 0.201 on the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta. We should strengthen interaction and coordination in the implementation of policy on training and fostering civil servants. The lack of coordination between superiors and subordinates, between agencies, and between policy enforcement agencies and policy beneficiaries is the cause of poor policy implementation efficiency (Thakur, 2015). In the relationship between policy enforcement agencies and policy beneficiaries, we should use many measures to enhance interaction and coordination between superiors and subordinates, between agencies at the same level, and between agencies' policy implementation and policy beneficiaries (Wenene et al., 2016).

The capacity of policy enforcement agencies factor 0.201 affects the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta. In order to contribute to improving the efficiency of the implementation of the policy on training and fostering Khmer civil servants, we should improve the quality and capacity of the contingent of cadres and civil servants implementing the policy on training and fostering civil servants. The fact that public policy implementation in Vietnam is not effective is because the capacity and quality of the contingent of civil servants to implement it are not high requirements (Hai and Ngan, 2022). A part of cadres and civil servants has weak policy management capacity and skills, they are not ready to perform their duties, which is a negative factor that greatly affects the effectiveness of policy implementation in training and retraining civil servant care (Witesman and Wise, 2009). Therefore, in order to improve the efficiency of the current implementation of public policies, we should strongly and synchronously renew all stages of cadre and civil servant work in order to build a contingent of cadres and civil servants to ensure in terms of quality and capacity (Hyeon-Suk et al., 2022). Economic, political, cultural, and social environmental factors affect 0.173 the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta. A fundamental factor affecting the effectiveness of policy implementation in training and fostering civil servants is the policy environment, including the economic, political, cultural, and social environment (Nguyen, 2022). The implementation of the policy on training and fostering civil servants is under the influence and contract of many environments. The right environment is conducive to policy implementation (Yuguo and

Hindy, 2018). An inappropriate environment will impede policy implementation (Carrel, 2000). Thus, if the economy, politics, culture, and society are stable and developed, the policy-implementing agency has conditions to implement the policy well; people's cultural level and understanding will facilitate policy implementation; Public opinion and the development of social organizations affect the implementation of policies on training and fostering civil servants (Awang et al., 2020).

The awareness and capacity of policy beneficiaries factor affect 0.257 on the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta. In order to contribute to improving the effectiveness of policy implementation in training and fostering civil servants, we should attach importance to the receptivity of policy beneficiaries (Nguyen, 2022). Respecting and ensuring the legitimate rights and interests of policy beneficiaries will help them participate in the policy; we should innovate the policy propaganda to help them raise awareness and participate in the policy of training and fostering civil servants (Acar and Özgür, 2004). In order to improve the effectiveness of the implementation of the policy on training and fostering Khmer civil servants, we should use many measures to increase the reception and support of the civil servants who receive the policy (Hai, 2022). Practice shows that when there is consensus and support from civil servants, the policy is deployed smoothly, and the implementation of the policy is highly effective.

CONCLUSION

The hypothetical research structure is tested on the scales showing the appropriateness of the factors. The research results have verified the model of factors affecting the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam. Which, there are six factors showing the degree of influence on the policy of training and fostering civil servants of Khmer ethnic minorities, including Objectives and content of the policy; Resources for policy implementation; Coordinate policy implementation; The capacity of policy enforcement agencies; Economic, political, cultural, and social environment; Awareness and capacity of policy beneficiaries. Thus, the results obtained in the study satisfied the set objectives. Some of the discussed contents have been proposed to help policymakers understand the relationship between independent factors and the policy of training and fostering civil servants of Khmer ethnic minorities in the Mekong Delta, Vietnam. In order to improve the quality of training and retraining of civil servants to meet the requirements of tasks, the Government should accelerate the process of building, consolidating, and restructuring the contingent of civil servants reasonably and suitable for the job position. In addition, inspection should be stepped up to detect limitations in the structure of civil servants. Completing policy regimes and systems institutional system and professional training and retraining institutions from central to local levels. In addition, the findings in the study may help researchers to conduct further studies, they should collect more samples over a larger area for a comprehensive assessment.

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