

Innovation of Organization and Operations of the People's Committee of Community: Practice from Thanh Hoa Province, Vietnam



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ABSTRACT: In the local government system in Vietnam, the commune-level Government plays an essential role in the locality's socioeconomic development. Through the performance of tasks and powers prescribed by law, the commune-level Government is the bridge between the State and the people who are the agencies representing the State to exercise state power, develop, declare, and organize the implementation of the Party's guidelines, and policies and the State's laws to the people. The People's Committee of the commune (commune, ward, township), with the nature of the executive body of the People's Council (the People's Council) at the same level, performs state management in administrative units. Closest to the people, responsible for the observance of the Constitution and laws, documents of superior state agencies, and resolutions of the People's Council at the same level to ensure the implementation of socio-economic guidelines and measures, strengthen national defense and security and implement other policies in the locality, contributing to providing the unified leadership in the state administrative apparatus from central to local levels. The article contributes to clarifying the theoretical basis, the current situation, and solutions for organizational renewal for the Commune People's Committee in Vietnam in the current period.

KEYWORDS: Local Government, People's Committee, People's Council

1. INTRODUCTION

Stemming from the importance of the commune-level People's Committee in the state apparatus, the position of the commune-level People's Committee was recognized in the 2013 Constitution and concretized in the Law on Organization of Local Government in 2015 and amended in 2019 (after this referred to as the Law on Organization of Local Government) (N. Assembly, 2019). According to the provisions of Clause 1, Article 114 of the 2013 Constitution, the legal position of the People's Committee is confirmed: "The People's Committee at the local government level elected by the People's Council at the same level is the executive body of the People's Council, the local state administrative agency, responsible to the People's Council and superior state administrative agencies. The People's Committee organizes the implementation of the Constitution and laws in the locality; organizes the implementation of resolutions of the People's Council and performs tasks assigned by superior state agencies". based on the provisions of the 2013 Constitution, the Law on Organization of Local Government continues to affirm the legal position of the People's Committee in Clause 1, Article 8: " *People's Committee elected by the People's Council at the same level, is the executive body of the People's Council, the local state administrative agency, responsible to the local People, the People's Council at the same level and the superior state administrative agency*" (N. Assembly, 2013). Thus, according to the provisions of the 2013 Constitution and the Law on Organization of Local Government, the People's Committees in general and the People's Committees of Communes, in particular, have the following two legal characteristics:

First, the commune-level People's Committee is the executive body of the People's Council at the same level; Organizationally, the commune-level People's Committee is elected by the commune-level People's Council, or in other words, the People's Council decides the formation of members of the commune-level People's Committee at the same level. This is stipulated in Article 114 of the 2013 Constitution and Article 8 of the Law on Organization of Local Government: " *The People's Committee is elected by the People's Council of the same level.*" According to this provision, establishing titles under the People's Committee is verified through the electoral route. Thus, the commune-level People's Council will elect the titles of the commune-level People's Committee, including Chairman, Vice President, and members of the People's Committee. In terms of operation,

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according to the provisions of Clause 1, Article 6 of the Law on Organization of Local Government, the People's Committee of the commune is responsible for organizing the implementation of the resolutions of the People's Council of the commune (N. Assembly, 2013).

Second, the commune-level People's Committee is the state administrative agency with the lowest general authority in the locality, performing the state management function in all fields of social life in the locality, contributing to part to ensure uniform direction and management in the state administrative apparatus from central to grassroots levels.

The Law on Organization of Local Government and its guiding documents have detailed regulations on the membership structure of the commune-level People's Committees, including regulations on the composition, the number of members of the People's Committee, and the number of members of the People's Committee, criteria for members of the People's Committee as well as the way the People's Council elects members of the commune-level People's Committee.

Regarding the structure and number of members of the Commune People's Committee, according to the provisions of the Law on Organization of Local Government, there are many different provisions to regulate the structure and number of members of the People's Committee of the Commune, the People's Committee of the Ward and the People's Committee of the town. There is no provision on aggregate, called the structure of the Commune People's Committee, as provided for in the 2003 Law on Organization of People's Councils and People's Committees, specifically:

- Article 34 of the Law on Organization of Local Government on the organizational structure of the Commune People's Committee and as guided in Article 7 of Decree No. 08/2016/ND/CP dated January 25, 2016, amended and supplemented at Decree No. 69/2020/ND-CP dated June 24, 2020, of the Government stipulating the number of vice presidents of the People's Committee and members of the People's Committee, the commune People's Committee includes: Chairman, Deputy Chairman, Member in charge of the military, Commissioner in charge of public security. Class I and Class II communes have up to two Vice Presidents; Class III communes have a Vice President (Government, 2016), (Government, 2020)..

- Article 62 of the Law on Organization of Local Government provides for the organizational structure of the People's Committee of the ward and according to the guidance in Article 7 of Decree No. 08/2016/ND/CP dated January 25, 2016, amending and supplementing supplemented in Decree No. 69/2020/ND-CP dated June 24, 2020, of the Government as follows: The People's Committee of the ward includes the Chairman, Vice Chairman, Member in charge of the military, the member in charge of public security. Class I and II wards have up to two Vice Presidents; Class III wards have a Vice President (Government, 2020).

- Article 69 of the Law on Organization of Local Government stipulates the organizational structure of the Town People's Committee and according to the guidance in Article 7 of Decree No. 08/2016/ND/CP dated January 25, 2016, amending supplemented in Decree No. 69/2020/ND-CP dated June 24, 2020, of the Government as follows: The town's People's Committee includes the Chairman, Vice Chairman, member in charge of the military, member in charge of the police. Towns of class I and class II have up to two Vice Presidents; Class III towns have a Vice President (Government, 2016), (Government, 2020).

The commune-level does not have specialized agencies attached to it; only full-time civil servants assist the commune-level People's Committees in performing the state management function in local areas. Regarding titles according to the provisions of Clause 3, Article 61 of the Law on Cadres and Public Employees in 2008, amended and supplemented in 2019, and Clause 2, Article 3 of Decree No. 92/2009/ND-CP dated October 22, 2009, there are the following commune-level civil servants titles: Military commander; Office – statistics; Cadastral - construction - urban and environment (for wards and townships) or cadastral - agriculture - construction, and environment (for communes); Accounting financial; Justice – civil status; Sociocultural (Government, 2009), (Government, 2019).

- Regarding the number of commune-level civil servants: commune-level civil servants are arranged according to the type of administrative units specified in Article 2 of Decree No. 34/2019/ND-CP dated November 6, 2019, with no regulations in terms of the number of commune-level civil servants. The number of commune-level cadres regulates the number of civil servants: at the commune level, class 1: no more than 23 people; grade 2 commune level: no more than 21 people; grade 3: no more than 19 people (Government, 2019).

Regarding general standards: For civil servants: Office - statistics, Cadastral - construction - urban and environment (for wards and towns) or Cadastral - agriculture - construction and environment (for communities and townships), Finance - Accounting, Justice - civil status, Culture - society: Understanding political theory, mastering the viewpoints, guidelines, and lines of the Party, policies and laws of the State; Capable of organizing and mobilizing local people to effectively implement the procedures and guidelines of the Party, policies and regulations of the State; Having the cultural and professional qualifications suitable to the requirements of the tasks and positions, having the capacity and health to complete the assigned tasks; understand and respect the customs and practices of the community in the area of work. For civil servants, commune-level Military

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Commanders, and Commune Police Chiefs: in addition to the criteria specified in Clause 1 of this Article, they must also be able to coordinate with units of the People's Army, People's Public Security and the other forces in the locality participate in building the all-people national defense and perform several civil defense tasks; maintaining security, politics, social order, and safety, protecting the Party and administration, protecting people's lives and property, and property of the State.

Regarding specific criteria: must have a professional qualification with a university degree or higher in a training discipline suitable to the requirements and tasks of each commune-level civil servant title, unless otherwise provided for by law. Provincial-level People's Committees shall specify standards for professional qualifications from intermediate to higher for civil servants working in communes: mountainous, highland, border, island, island communes, deep-lying areas, remote areas, ethnic minority areas, and areas with challenging socio-economic conditions.

Over time, the organization of local governments, in general, and the commune-level People's Committees, in particular, has undergone many changes, and the quality of operations has improved. However, the organization of the commune-level People's Committee over the past time has revealed limitations that need to be overcome. Therefore, continuing to consider and renew the provisions of the law on the organization of the commune-level People's Committees is one of the essential tasks to institutionalize the Party's policies at all levels, to meet the requirements of local state management in the current period.

2. RESEARCH METHODOLOGY

The study mainly uses the method of analysis, comparison, synthesis, and statistics of the relevant provisions of law and the adjustment of the organization of the commune-level People's Committee to check the consistency, detect the inadequacy, and existence. Organize information gathered from different sources and documents into a coherent system. From there, analyze difficulties, obstacles, inadequacies, causes, and limitations to propose appropriate solutions. In addition, the author also applies synthetic methods of dialectical materialism and historical materialism of Marxism - Leninism as the basis and methodology, viewpoints, and policies of the Party and State to serve as a basis. The basis for proposing solutions to achieve the research purpose is to contribute to the complete organization of the commune-level People's Committee in Vietnam in the coming time.

3. ACTUAL SITUATION OF ORGANIZATION OF PEOPLE'S COMMITTEES OF COMMUNES IN THANH HOA PROVINCE

3.1. Situation of Presidents, Vice Presidents, and members of the People's Committees of Communes

Thanh Hoa, before the implementation of the arrangement of commune-level administrative units according to Resolution No. 653/2019/UBTVQH14 dated March 12, 2019, on the structure of organizational units at district and commune levels in the period of 2019 -2021, has a total of 635 communes, wards and towns (S. C. of the N. Assembly, 2019). After finishing the arrangement, the province now has 559 communes, communities, and towns (including 469 communes, 60 wards, and 30 townships), reducing 76 commune-level administrative units with 11,310 officials and civil servants. In particular, the election of the Chairman, Vice Chairman, and members of the People's Committee of the commune is made according to the Decision No. 16/2020/QD-UBND dated April 15, 2020, of the Chairman of Thanh Hoa Provincial People's Committee on the arrange the number of commune-level cadres and civil servants in Thanh Hoa province, whereby each commune-level cadre position will put 01 people. Remarkably, at the commune level of grade I and class II, up to 02 people are allowed to hold the position of Vice Chairman of the People's Committee.

According to the provisions of the Law on Organization of Local Government and Decree No. 69/2020/ND-CP dated June 24, 2020, amending and supplementing several articles of Decree No. 08/2016/ND/CP dated January 25 In, 2016, the President, Vice President, and members of the People's Committee of communes in Thanh Hoa province are elected by the People's Council of the same level and approved by the President of the district-level People's Committee by decision, as of April 2023 with specific results as follows (Government, 2016), (Government, 2020):

Table 1. Situation of Presidents, Vice Presidents, members of the People's Committees of communes

Content	Total	Female	Male
Total	2.565	264	
1. Qualification			
- Intermediate	30	0	30
- College	15	0	15
- Bachelor degree	2.403	255	2.148
- Master	117	9	108
- Ph.D	0	0	0

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2. Political theory degree			
- Primary	0	0	0
- Intermediate	2.462	254	2.208
- High-class	101	9	92
- Bachelor	2	1	1
3. Ethnicity			
- Kinh	1.871	185	1.686
- Other	694	79	615
4. Religion			
- Yes	0	0	0
- No	2.565	264	2.301
5. Including Party member	2.565	264	2.301
6. Age			
- Under 30	5	0	5
- From 31 - 40	457	95	362
- From 41- 50	1.237	138	1.099
- From 51-55	606	31	575
- From 55-60	260	0	260
- Over 60	0	0	0

Source: Department of Home Affairs of Thanh Hoa province in 2023

With this result, it can be seen that there is an imbalance between men and women in the structure of the members of the People's Committee; many members of the People's Committee do not have a level of political theory, the participation of ethnic minorities is limited in number, young cadres under the age of 30 are very few, the rejuvenation of commune leaders in Thanh Hoa is still limited. Based on the results of the commune-level People's Councils electing the commune-level People's Committees and having the election results approved by the district-level People's Committee chairpersons, the chairpersons of the People's Committees of the communes, wards, and townships in the area Thanh Hoa province has issued decisions on the assignment of tasks to members of the People's Committee. According to these decisions, the responsibilities of the members of the commune-level People's Committees in Thanh Hoa are assigned, specifically:

(1) If they are grade I and class II communes, wards, and townships, the People's Committee members are five people, of which the Chairman of the commune People's Committee will be in charge of leading and comprehensively managing all activities, functions, duties, and powers in term of the commune-level People's Committee and is directly in charge and monitoring of several fields; 1 Vice President in charge of Culture and society; 1 Vice President in charge of economic - urban areas; 1 member in charge of police, one Commissioner in charge of the military.

(2) If they are grade III communes, wards, and townships, the members of the People's Committee are 4 people, of which the Chairman of the commune-level People's Committee will be in charge of leading and comprehensively managing all activities and tasks of the commune-level People's Committees and is directly in charge of and oversees a number of fields; Because there is a Vice Chairman, he will be assigned to direct the work of the People's Committee when authorized by the Chairman and perform a number of specific tasks authorized by the Chairman of the People's Committee, directly direct and administer the work of the People's Committee as assigned by the Chairman of the People's Committee; 1 Commissioner in charge of police, 1 Commissioner in charge of the military.

Through analyzing the current situation of the membership structure of the commune-level People's Committee, the People's Council's election of the commune-level People's Committee and the district-level People's Committee president's approval of the election results of the commune-level People's Committee in Thanh Hoa province have achieved specific achievements, specifically as follows:

Firstly, the commune-level People's Committees in Thanh Hoa province have had a reasonably compact and complete structure and organization to carry out public, transparent, effective, and efficient state administrative management to ensure the rights of the people. The division of tasks for the Chairman, Vice President, and members of the People's Committee gives the members of the People's Committee more favorable conditions in understanding the contents of management, conditions to go deeper and

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go directly to the People's Committee to the fields under their responsibility, avoiding the overlapping of management functions among members of the People's Committee.

Secondly, the current status of the Commune People's Committee membership structure organized in the past time in Thanh Hoa province is based on the provisions of the Law on Organization of the Local Government and relevant guiding documents, the decisions of the People's Committee. Therefore, the organization and structure of members of the People's Committees of communes in Thanh Hoa in recent years have partly demonstrated the organizational model of local Government in urban areas and the organizational model of local Government in rural areas in line with the natural, economic, cultural and social conditions of each locality.

Third, the practice of the commune-level People's Councils in electing members of the commune-level People's Committees in recent terms in Thanh Hoa is democratic, in strict compliance with the provisions of the election law on the standards of nomination and list of candidates according to each person's title on democratic public discussion of candidates at the group and the hall about secret voting and about objective election results under the leadership of the Party. Training and retraining activities for cadres and members of commune-level People's Committees in recent years in Thanh Hoa province have obtained many remarkable results; in 2022 alone, Thanh Hoa province Hoa has trained and fostered 2,580 people in political theory; specialize; specialized knowledge and skills; employment position; leadership and management skills for commune-level cadres (Department, 2023). Through annual training and retraining activities, the staff's professional qualifications, skills, management capacity, leadership, and executive leadership are gradually improved, thereby promptly solving state management affairs in the locality.

In addition to the results mentioned above, the actual situation of the organization and member structure of the commune-level People's Committee in Thanh Hoa in recent years also has certain shortcomings, specifically as follows:

Firstly, the organizational model of the local Government at the commune level in Thanh Hoa is molding a corporate model consisting of the People's Council and the People's Committee of the commune; There is not much difference between commune and ward and township in terms of organization and function. This needs to be more appropriate and flexible, promoting advantages and flexibility and taking advantage of the natural socio-economic conditions of each locality for socio-economic development.

Secondly, the current status of the membership structure and membership standards of the commune-level People's Committees in Thanh Hoa must reflect the difference between communes, wards, and towns. The Law on Organization of Local Government has separate regulations on the membership structure of the commune-level People's Committees in urban and rural areas; these regulations show that the membership structure of the People's Committees between the two regions is clearly defined. In this area, there are few differences, specifically between two administrative units of the same type; the number and structure of the titles of members of the People's Committee in urban and rural areas are almost the same. Meanwhile, Thanh Hoa province still needs a document specifying the difference between rural and urban areas. Thus, with the organization of the commune-level People's Committee in Thanh Hoa, like the current model, the difference between commune-level administrative units in urban and rural areas in the province has yet to be shown.

Thirdly, the composition and number of members, the criteria for members of the commune-level People's Committees in Thanh Hoa are not different from those of the commune-level People's Committees in other regions of the country, or other words, Thanh Hoa does not have its legal framework regulating the organization of the Commune People's Committee. Because according to the provisions of Article 1 of Decree No. 69/2020/ND-CP dated June 24, 2020, amending and supplementing several articles of Decree No. 08/2016/ND-CP dated January 25, 2016, when regulations on the principle of determining the number of Vice Presidents of the People's Committee, the number of Vice Presidents of the Commune People's Committee shall be determined based on the results of classification of administrative units by the Law on Political Organizations local authority without having to rely on a particular provincial-level executive team like Thanh Hoa. According to Resolution No. 58-NQ/TW dated August 5, 2020, of the Politburo on the construction and development of Thanh Hoa province to 2030, with a vision to 2045, building and developing Thanh Hoa into a model province, becoming a new growth pole along with Hanoi, Hai Phong, and Quang Ninh forming a development quadrangle, in 2022, Thanh Hoa province's budget revenue will reach more than 51,000 billion Vietnam Dong (VND), ranking 9th in the country in terms of revenue. The budget must have the structure and criteria for members of the People's Committee and have different regulations than other localities. Thus, such a general legal framework leads to the inadequacy of the organization of the commune-level People's Committee in Thanh Hoa is now rigid, inflexible, and unsuitable for the diversified development, the speed of economic growth as high as Thanh Hoa (Government, 2016), (Government, 2020).

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3.2. Situation of the titles of civil servants at the commune level

Based on the Law on Organization of Local Government provisions and relevant legal documents. The People's Committee of Thanh Hoa province has issued Decision No. 16/QD-UBND dated April 15, 2020, on the arrangement of the number of commune-level civil servants in Thanh Hoa province, according to which, for communes and townships, Up to 10 people in Class I, up to 08 people in Class II, up to 07 people in Class III; for class I wards, up to 11 people, for class II, no more than 09 people, and for class III, no more than 08 people. Based on the provisions of Decision No. 16/QD-UBND dated April 15, 2020, of the People's Committee of Thanh Hoa province, the results of recruitment and placement of cadres and civil servants of the commune-level People's Committee in Thanh Hoa As of April 2023 as follows (T. H. P. P. Committee, 2020)

Table 2. Information of civil servants at commune level in Thanh Hoa Province, Vietnam

Content	Number	Percentage	Content	Number	Percentage
Total	5.498	100		5.498	100
1. Party member	5.306	96,51	5. Qualification		
- Female	1.573	28,61	- Ph.D	0	0
2. Ethnicity			- Master	61	1,11
- Kinh	4.455	81,03	- Bachelor	4.779	86,92
- Others	1.043	18,97	- College	98	1,78
3. Religion			- Intermediate	560	10,19
- Yes	42	0,76	- Primary	0	0
- No	5.456	99,24	6. Political theory		
4. By rank of civil servant			- Bachelor	0	0
- Senior Specialist	0	0	- High-class	0	0
- Experts	0	0	- Intermediate	4.218	76,72
- Expert	4.938	89,81	- Primary	1.278	23,24gG
- Officers	560	10,19			
- Contract staff	0	0			

Source: Department of Home Affairs of Thanh Hoa province in 2023

Through the above data table, we can see that commune-level civil servants are ethnic minorities with a low percentage (18.57%), religious civil servants account for a meager rate (0.76%), commune-level civil servants are mainly experts and officials, there are no key and senior specialists, the majority of civil servants have university degrees (86.92%), civil servants have intermediate and college degrees accounting for a high rate (11.97%), the graduate level is still shallow (1.11%). Most commune-level cadres and civil servants with high professional qualifications are concentrated in communes, wards, and townships near urban areas. With such structure, capabilities, and capacity, the organization and operation efficiency of commune-level People's Committees in Thanh Hoa province has been affected in recent years. From the above situation, it can be seen that The organization and construction of the force of commune-level cadres and civil servants in Thanh Hoa province have achieved the following achievements:

Firstly, commune-level civil servants and part-time cadres of the commune-level People's Committees in Thanh Hoa have generally been streamlined and stable regarding organizational structure and staffing. Functions, duties, and powers of commune-level civil servants and part-time officials have been assigned by law, by practical requirements and guiding circulars of central ministries and branches, meet the needs of state management in the locality and following the principle of multi-sectoral and multi-sectoral organization and management, overcoming one step the situation of overlapping functions, duties, and powers.

Secondly, when recruited, the commune-level civil servants have ensured their professional qualifications are suitable for the position being drafted; the improvement of their professional skills and political theory has always been a concern by local authorities at all levels.

Thirdly, the contingent of commune officials and civil servants maintains their political and moral qualities, good and healthy lifestyle, and fulfills the assigned tasks nicely. Administrative discipline, working style, working style, and public service ethics of commune-level civil servants have many positive changes, which the people unanimously support.

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Fourthly, the planning, training, retraining, rotation, and implementation of regimes and policies for commune civil servants have been paid attention to by all levels, sectors, and localities, contributing to improving the capacity and operational efficiency of local authorities (Department, 2023). Through annual training and retraining activities, the professional qualifications, skills, and management capacity of the contingent of civil servants have been gradually raised to meet the requirements of local state management in the renovation period. In 2022, Thanh Hoa province conducted training and retraining for 2,691 commune-level civil servants in political theory; specialize; specialized knowledge and skills; employment positions; leadership and management skills; information technology; foreign languages.

In addition to the above achievements, the actual situation of organizing and building the force of commune-level cadres and civil servants in Thanh Hoa in recent years also has certain limitations, specifically as follows:

Firstly, the arrangement and merger of communes, wards, and townships according to Resolution No. 653/2019/UBTVQH14 dated March 12, 2019, on the performance of district and commune administrative units in the period 2019- In the early stages of 2021, there will be a surplus of both cadres and civil servants, leading to many cadres and civil servants being forced to quit their jobs or move to other jobs that are contrary to their expertise, wasting human resources and money of the State and the People (S. C. of the N. Assembly, 2019).

Secondly, the regulation on the number of full-time commune-level civil servants in Thanh Hoa is still rigid and level-headed because this regulation is uniformly applied to the provinces and centrally-run cities of the whole country without exception. There is a difference for a particular province like Thanh Hoa, a region with a large land area and a large population; the area is 5th in the whole country, the population is nearly 4 million people, it is ranked 3rd in the country with 27 districts, towns, and cities, including 02 cities, 02 towns, and seven industrial zones. In 2022, budget revenue will reach more than VND 51 trillion, ranking 9 out of 63 centrally-run cities and provinces in terms of budget revenue as a new growth pole of the North Central region. The economic structure shifts towards service and industry as the key, in which endeavor becomes a pillar industry with the core being Nghi Son Economic Zone, and tourism aims to become a spearhead economic sector. Thanh Hoa is a miniature Vietnam with all the conditions for economic, cultural, and social development. The goal is to strive for 2026 -2030; the average annual growth rate of GRDP will reach 9.2% or more; the labor productivity growth rate will get over 8.1%; local budget revenue will increase by 7% or more. Total social investment capital mobilization in 5 years will reach 900,000 billion VND or more. The rate of poor households decreased annually by an average of 1.5% or more. By 2030, GRDP per capita will reach 8,990 USD or more; export turnover will reach 15 billion USD; the urbanization rate will get 50% or more; 100% of district-level units, 100% of communes meet the new rural standards, 40% of the communes meet the new enhanced rural standards, and 10% of the communes meet the model new rural standards. Vision to 2045, Thanh Hoa is a rich, beautiful, civilized, and modern province, a comprehensively developed province and model of the whole country (C. E. Committee, 2020). Therefore, the organization of the local Government at the commune level as well as the regulation on the number, structure, professional qualifications, information technology, and foreign languages of civil servants to deal with the affairs of the Commune People's Committee in Thanh Hoa like other less developed provinces is not suitable.

Third, there are few differences in terms of the number of cadres and civil servants and the general and specific standards of civil servants working in communes compared to wards and towns in Thanh Hoa province. This is absurd, according to Decision No. 16/2020/QĐ-UBND dated April 15, 2020, of the Chairman of Thanh Hoa province's People's Committee on arranging the number of commune-level cadres and civil servants in the province. Thanh Hoa commune level I, town class I have ten civil servants, ward class I have 11 civil servants; Class II communes, grade II townships all have eight civil servants, grade II wards have nine civil servants; Class III communes, grade III townships all have seven civil servants, and grade III wards have eight civil servants. As for the standard, there is little difference. This is absurd because the requirement for state management in communes differs from that of towns, and towns differ from wards; there are many differences in state management (Affairs, 2019).

Fourthly, cadres and civil servants of the commune-level People's Committee in Thanh Hoa still need to meet the requirements for qualifications, expertise, professionalism, attitude, and responsibility when serving the people—limited level of information technology and foreign languages. Several specific functions, duties, and powers of full-time and part-time officials at the commune level have not been regulated properly, clearly, and unambiguously, thus affecting the effectiveness and efficiency of state management of sectors and fields in the locality. For example, civil servants of cadastral - construction - urban and environment (for wards and townships) or civil servants of land administration - agriculture - construction and setting (for communes) must advise and help Commune-level People's Committees organize the performance of tasks and exercise powers

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of commune-level People's Committees in the fields of land, natural resources, environment, construction, urban areas, traffic, agriculture and building new rural areas in the site according to the provisions of law. Meanwhile, many wards and communes in Thanh Hoa have arranged several part-time officials in charge of traffic, urban areas, and irrigation, which makes the duties and powers of these titles overlap.

4. ORGANIZATIONAL RENEWAL SOLUTIONS FOR COMMUNE-LEVEL PEOPLE'S COMMITTEES IN THANH HOA PROVINCE

Firstly, the current number of Vice Presidents and members of the People's Committees, and commune-level civil servants in Thanh Hoa province is regulated according to types I, II, and III; according to this regulation, the number of cadres, civil servants of type I, type II are more than type III, and there is almost no distinction between urban and rural areas. This regulation is unreasonable because, in fact, there are many class III wards and grade III townships. However, the number of cadres and civil servants is less than that of class I and class II communes, the field of state management and work is not cadres and civil servants in grade III wards, and townships have to receive and deal with more than those in class I and class II communes. Due to the economic, cultural, and social conditions of wards and townships being more developed than communes, especially compared to remote and remote communes, the region still faces many difficulties, and economic, cultural, and social activities have yet to develop. If only based on population and area to classify commune level, then as a basis to allocate the number of cadres and civil servants, this is a mechanical calculation without seeing the inner nature of housing management. Water must be derived from the reality of people's needs, especially in terms of geographical location, ethnicity, religion, and actual economic, cultural, and social development of the ward compared to the town and commune. The number of commune-level cadres and civil servants must be more or less based on the standards of workload and specificity of each locality. Therefore, stipulating the number of cadres and civil servants is based on more than just classification criteria I, II, and III. In particular, it should be separated as follows: What is the number of class I commune officials and civil servants? Type II is How many people? Type III is How many people? What is the number of ward officials and civil servants of class I? Type II is How many people? Type III is How many people? What is the number of cadres and civil servants in the grade I township? Type II is How many people? Type III is How many people?

Secondly, cadres and civil servants' specific standards and tasks at the commune level include general criteria and particular measures regulated uniformly between communes, wards, and townships. Meanwhile, as we all know, state management requirements in localities, communes, wards, and townships have similarities and differences (rural and urban), stemming from similarities and differences. Therefore, the requirements on professional qualifications and skills of civil servants working at the People's Committees of communes, wards, and townships must also have similarities and differences in terms of expertise. For example, in rural areas, the Commune People's Committee should have a professional officer in charge of agriculture. In contrast, in areas where fishermen mainly work in fishing, there should be staff in charge of farming, fishing, and seafood processing. Only in this way can we meet each locality's state management requirements.

Although the Ministry of Home Affairs has issued Circular No. 13/2019/TT-BNV dated November 6, 2019, guiding several regulations on commune-level cadres, civil servants, and part-time workers at the commune level, In villages and residential groups, there are regulations on specific standards. However, the Circular allows the provincial-level People's Committees to base themselves on the criteria of commune-level civil servants specified in Clause 1, Article 1 of the Circular. Depending on the actual conditions of the locality, the People's Committee of the province has the right to specify the standards of professional qualifications from intermediate to higher for civil servants working in communes: mountainous, regional border, islands, island communes, deep-lying, remote areas, ethnic minority areas, areas with challenging socio-economic conditions. But at present, the People's Committee of Thanh Hoa province has yet to have its regulations on standards for commune-level officials. Therefore, in the coming time, the People's Committee of Thanh Hoa Province should make decisions on the above issues by the characteristics of the province. At the same time, the Circular also allows the People's Committee of the province to decide on the training industry following the requirements and tasks of each commune-level civil servant title to develop training and retraining plans on political theory—politics, foreign languages, ethnic languages, planning, resource generation, recruitment. Compared to reality, the People's Committee of Thanh Hoa province still needs to issue these decisions (Affairs, 2019).

Third, Thanh Hoa is a province in the process of deep integration with the economy in the region and the world; the province is in the process of digital transformation and digitalization to bring information technology into operation. State administrative management activities, along with the implementation of the Resolutions of the Party at all levels, the correct implementation of the provisions of the law on promoting the decentralization of powers to the local authorities at the commune level leads to requirements on management as well as professional qualifications, information technology, foreign languages,

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ethnic languages need to be specified by Thanh Hoa province with higher specific regulations than some other localities across the country.

Fourth, it is necessary to diversify the organizational model of the commune-level Local Government in general and the commune-level People's Committee in particular. Currently, the Law on Organization of Local Government, relevant legal documents, and legal provisions are promulgated by the People's Committee of Thanh Hoa province. However, there has been a distinction between rural and urban Government, between communes and wards and towns. However, more than such a distinction is needed not clear. It would be unreasonable to assume that the problem of residents living in urban, peri-urban, and urban proximity and those in the rural, plain, coastal, island, remote areas, and distant regions overlap. For urban residents, their concerns are the environment, business, services, transportation, etc., while coastal residents, their concerns are about security at sea, sea weather, breakwaters, etc. saltwater intrusion, sea level rise, fishing and aquaculture, people in remote areas their concern is about flash floods and deforestation, about the economic development of forest gardens. That said, if a country in general, Thanh Hoa in particular, applies a standard organizational model of the commune-level People's Committee, a mode of governance, a common denominator for all regions, regions, Not leaving room for specific elements is something that should be avoided; The homogenization of an organizational model and operation form of communal Government from rural communes to wards and towns (rural and urban), from the coastal plain to the mountainous, remote, and coastal areas, needed to see the diversity in management required in different localities. The organization's stereotypes and coercion in the activities of the commune-level People's Committees have made the commune-level People's Committees unsuitable for the reality of economic, cultural, and social development in each region, so the operating efficiency is low. Commune People's Committee must be organized differently from wards to be committed and consistent with the policy of diversifying the organizational model of communal Government. It is necessary to pilot the construction of a model of urban local Government and administrative-economic units, especially for the Nghi Son economic zone, to bring into play the strengths of the economic zone. At the same time, building an organizational model of the commune-level People's Committee as a model of local self-governance is an inevitable trend that many developed countries around the world are implementing in local governance.

Fifth, it is necessary to promulgate a separate Law on commune-level Government. The promulgation of a particular Law on commune-level Government is essential to regulate social relations arising within the commune-level People's Committee, between the commune-level People's Council and the commune-level People's Committee and between the commune-level People's Committee and superior state agencies and other organizations. The commune-level People's Committee should not be included in the regulation of the Law on Organization of Local Government because the organization and operation of the commune-level People's Committee have many characteristics different from that of the district and provincial governments. In each province, each level of Government has various duties and powers. Even within a level of Government, different agencies will have different responsibilities and powers. Thus, in fact, in organization and operation, we have many different levels of Government, classified into many types, in both rural and urban areas with positions, properties, functions, tasks, powers, and characteristics that are not entirely identical with each other; all these levels of Government are regulated and governed by the Law on Organization of Local Government. Although the Law on Organization of Local Government has several different regulations for each level of Government and different regulations for each agency in the same level of Government, many provisions are still familiar to all three. Government level, such as standards, tasks, and powers of the People's Committee, members of the People's Committee need to be more reasonable. Because the tasks, powers, and organizational structure of the local Government in rural areas will be different from the tasks, powers, structure, and organization of the local Government in urban areas. Even within local Government in rural areas, different levels will have different tasks, powers, structures, and organizations. Even at the commune level, wards, townships, and communes have various duties and powers than communes. Therefore, it is necessary to have a separate law to adjust, thus ensuring the consistency of the law on the organization and operation of the Commune People's Committee as well as the specific factors of each level of Government, each agency, and the new localities are included in the law.

5. CONCLUSION

The actual organization and operation of the commune-level People's Committees in Thanh Hoa still have many shortcomings. The article assesses the current situation and offers solutions to improve the organization and operation of the commune-level People's Committees in Thanh Hoa province. The research results are useful for state management agencies at provincial, district and commune levels in Thanh Hoa in particular and in Vietnam in general.

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