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**STATE ADMINISTRATIVE APPARATUS REFORM
OF LAO PEOPLE'S DEMOCRATIC REPUBLIC**

Major: Public Administration

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**SUMMARY OF DOCTORAL THESIS ON PUBLIC
ADMINISTRATION**

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PREFACE

1. Urgency of the thesis

The state administrative apparatus reform is a complex issue, a necessary work of the countries worldwide, a key content indispensable in public administration reform. Good implementation of the State administrative apparatus reform will bring efficiency to the state management and build a clean and strong administration. The IXth Congress of Lao People's Revolutionary Party emphasizes that: “Continue the state administration apparatus reform at the central and local level towards a compact, consistent and effective direction, applying modern technology science and management method to the state management”.

The results achieved in the process of promoting the spirit of the Party above enable the organization and operation of the administrative apparatus to renovate a step and obtain achievements initially creating position and power to move the country to new development period. The organizational structure of administrative apparatus has been improved; function and task of state administrative agencies are specified more clearly; decentralization between the central and local administrative agencies have made the adjustment in stages; coordination between branches gains good results; the construction of modern techniques such as e-government construction has been focused; civil staff is ensured about quantity and quality, etc. However, the urgent demands of the innovation, industrialization and modernization of the country, the organization of state administrative apparatus, especially the bureaucracy has exposed many weaknesses, which are hindering the reform as follows: State administrative apparatus is still cumbersome, many hierarchies, cumbersome procedures, troublesome; overlapping functions & tasks; poor

and inefficient performance, bureaucracy, waste, corruption is still widespread; identifying and assigning function, power, responsibility for state management of the Government and each central agency is lack of clarity, irrational, duplication. Assignment and decentralization between central and local agencies is not specific; between local administrative levels has many shortcomings. The coordination between the sectors is not really effective; electronic network to facilitate people's opinion contribution and service provision to serve people through modern technology has not been applied much; the concurrent positions of key officers raise many problems. For the above reasons, the author boldly chooses the topic: “Reforming the state administrative apparatus of the Lao People's Democratic Republic”.

2. Purpose and task of research

- Purpose of research: Clarifying opinions, scientific concepts on the state administrative apparatus reform. In addition, establishing practical science arguments on the state administrative apparatus reform of the Lao People's Democratic Republic at present. Then propose solutions in order to improve organizational structure of the Lao PDR.

- Task of research: Identifying concepts relating to the state administrative apparatus reform; objective, requirement, content, principle, identifying factors affecting the state administrative apparatus reform, deeply analyzing and assessing the actual situation of state administrative apparatus reform in the current condition.

3. Object and scope of research

- Object of research:

Activities of state administrative apparatus reform of Lao are: arranging, reorganizing activities of government agencies and

administrative agencies at all levels; re-identifying competence, responsibilities and obligations of governments, government agencies and administrative bodies at all levels in the context of intensive and extensive integration.

- Scope of research:

Renovating (reforming) the method, organization and operation of state administrative apparatus of Lao PDR. Organizing, arranging, merging, and splitting agencies under the administrative apparatus from the central to local level.

+ Studying function, task, power of the apparatus and coordination, assignment of operation between components of the state administrative apparatus.

4. Methodology and research method of the thesis

- Methodology:

Dialectical materialism, historical materialism, basic principles of Marxism-Leninism; viewpoints of the Party and State of Laos on the state administrative apparatus reform

- Method of research:

The thesis uses method of synthesis, analysis, comparison, statistics, research documents, sociological surveys, etc.

5. Research questions and scientific hypotheses

- Research questions

+ What problem should the state administrative apparatus reform focus to solve?

+ How should the state administrative apparatus of Lao PDR be designed in the future?

- Scientific hypotheses

The state administrative apparatus reform of Lao PDR will success if the following issues are settled: structure of apparatus, function, task, decentralized coordination, e-government construction. In the future, need to promote efficiency of concurrent position model, define a model of central and local apparatus.

6. New things and contributions of the thesis

The thesis is an intensive research work about the state administrative apparatus reform of Lao PDR from the perspective of public management science. The new things and science of the thesis if successful defense will be contributions of thesis:

- Arguments on the state administrative apparatus reform.
- Objective, requirement, criteria, content and principles of the state administrative apparatus reform is of legal category, the basis for the organization and operation in each stage of historical development.
- Overview on the state administrative apparatus reform of Lao PDR from 2006 to present with the aim to determine the achievements and shortcomings of the state administrative apparatus reform in general;
- To recommend specific solutions, realistic, feasible in the process of state administrative apparatus reform
- Significance of the thesis:

The thesis is the first intensive research work on the state administrative apparatus reform of Lao PDR.

The research result of the thesis is also a valuable reference for researchers, teachers and others.

7. Structure of the thesis.

Apart from the preface, conclusion and list of references, the annex to thesis consists of 4 chapters, 150 pages.

CHAPTER 1

OVERVIEW OF RESEARCH SITUATION

1.1. OVERVIEW OF RESEARCH WORK RELATING TO THE THESIS

1.1.1. Research works in Vietnam

The research works in Vietnam relating to the state administrative apparatus reform from 2000 to present are shown as follows:

- The research work of author Le Si Duoc (2000): *“Reform of the administrative system at the central level in the innovation of Vietnam”*.
- The scientific work of Nguyen Ngoc Hien (2001): *“The measures to promote administrative reform in Vietnam”*.
- The research work of author Vo Kim Son (2004): *“Decentralization of state management, theory and practice”*.
- Nguyen Hong Dien (2009), Doctoral thesis on public administration: *“The organization and operation of the provincial government towards construction of a Socialist Law-based State in Vietnam”*.
- Dang Xuan Phuong (2011): *“Improving organization and operation of ministries, ministerial-level agencies in the course of administrative reform in Vietnam”*.
- Nguyen Ngoc Thanh: Doctoral thesis on public administration (2013) *“Innovation to improve the quality of grassroots government in Vietnam today”*.
- Nguyen Thi Phuong *“Transparency of the state administration from theory to practice”*.

1.1.2. Research works in Laos

The research works in Laos relating to state administrative apparatus reform include the following:

- EN SOLATHI (2000) *“Building the State ensure power of working people in Lao PDR in the current period”*.
- Research work of Phan Kham Vi Pha Van (2001) *“Some thoughts on strengthening the government apparatus”*.
- Kham Mon Vi Vong Xay (2005) scientific thesis: *“Reform of local government for the socio-economic development”*.
- Chan Pheng Phong Si Kham (2007), thesis: *“State administrative apparatus of Lao PDR. Quick view and complete orientation”*
- Research work of author Vi Xay Phan Da Nu Vong (2008): *“New public administration in the state apparatus”*.
- Si Phuc Vong Phac Di (2011), scientific thesis: *“Organizing the state apparatus to meet requirement of law-based state construction in the context of socialist-oriented market economic development in Lao PDR”*.

1.1.3. Some research works in other countries

- RICH ARD C.SCHOEDER (1999) *“An Outline of AMERICAN Government”*
- James D. Wolfensohn (1997), *“The State in a changing world”*.
- Salvatore SChiavo-Campo and Pachampet Sundaram (2003) *“To Serve and to Preserve Improving Public Administration In a Competitive World”*.
- The World Bank (2005): *“Decentralization in East Asia to take effect”*
- Research work of V.I Lenin (1978) *“Rather less but good”*, a profound study on the state apparatus reform.
- Hoang Xieu Yong (2006) *“Organization and operation of Chinese State Apparatus”*.
- Tinh Tinh (2002): *“Government reform - political whirlwind in the late XXth century”*.

1.2. ASSESSMENT OF RESEARCH WORKS

There are many works about state apparatus and state administrative apparatus reform conducted by domestic and foreign authors with many different aspects. These studies show full diverse theory and practice of the state administrative apparatus reform.

The research works in Vietnam also focus on apparatus reform in general and administrative apparatus in particular, but have certain limitations when applied to the current characteristics of Laos.

The works in Laos also study about the state administrative apparatus but they are general, difficult to apply to the reality.

The works in other countries gain success in the process of offering new thoughts, new orientations, applying many new theories of public administration in the reality, but requiring creative application in the reality in Laos.

1.3. ISSUES NEED TO BE SOLVED IN THE THESIS

First, give out scientific theories in adjusting function, task of the Government, Ministries, ministerial-level agencies, agencies directly under the government and local government at all levels.

Second, give out rationale in the decentralization of state administrative agencies at central and local level, decentralization between levels of local government.

Third, give out solutions to implement central and local administration apparatus reform in conformity with the features and conditions of Laos.

Fourth, recommend some solutions to settle coordination relations between upper and lower level of state administrative agencies, between vertical & horizontal branches of administrative agencies. Avoid the situation of one vertical branch agency under guidance of two upper level agencies.

Fifth, build e-government to facilitate people in contributing opinions to the organization and operation for the state apparatus in general and administrative apparatus in particular.

Sixth, recommend some models of state administrative apparatus in Laos from central to local level in the future.

Summary of Chapter 1:

The state administrative apparatus reform is a topic can not be ignored by any country in the organization and operation of the government and local authority. The countries all over the world depending on their development and natural - social conditions, nation, religion, may implement reform with different contents and certain implementation forms. The research work of each author has certain success, but the degree to put into practical use remains a problem for research and improvement.

CHAPTER 2
GENERAL THEORY OF STATE ADMINISTRATIVE
APPARATUS REFORM

2.1. STATE ADMINISTRATIVE APPARATUS REFORM

2.1.1. Concept of the state administrative apparatus

Due to difference in political regime, economy, culture and social tradition, the state administrative apparatus in different countries are organized differently. Therefore, the authors have different approach to the state administrative apparatus as follows:

According to the law dictionary: “The State Administrative Apparatus is a system of executive and management agencies, made for the purpose of overall management or branch management, within a certain country or

territory. The administrative apparatus is often the most complicated part of state apparatus of a country. The state administrative apparatus is organized into a unified system under the administrative units from central to local level, headed by the government.

As defined in the dictionary of administrative terms, the state administrative apparatus is "a system of state administrative agencies forming a unified body (Government, ministries, ministerial-level agencies, and people's committees of all levels, departments, sections, under People's Committee), having function, task specified clearly by the law, organized according to a hierarchical order and operated in the relation of communication, coordination, inspection, etc. with aim to exercise the right of law enforcement and management, operating in all aspects of social life of a country ".

From the above approach, the state administrative apparatus can be construed in the most common way to be *a system of state administrative agencies from central to local level, set up with the aim to perform the function of state management as prescribed by the constitution and law.*

2.1.2. Concept of administrative reform

From the administrative perspective, studying the term "administrative reform" should be started by the concept of "reform". Reform means "amending the old unreasonable parts for a new irrational, to meet the requirements of the objective situation"; or "fundamental amendment of each part, each aspect of social life toward progress without touch to the foundation of current social system".

Administrative reform is the modification with specific plans to complete one or more contents of state administration (institution, organizational structure, operational mechanism, standardization of civil staffs and

officers, etc.) for the purpose of establishing a public administration meeting the requirements of an effective, efficient and modern administration.

2.1.3. Concept of state administrative apparatus reform

Administrative apparatus reform can be understood as the process of change and adjustment, reorganization of administrative apparatus (Government, ministries, ministerial-level agencies, agencies under the government, local governments at all levels) meeting the requirements of objective reality.

2.2. OBJECTIVES, REQUIREMENTS, CRITERIA OF STATE ADMINISTRATIVE APPARATUS REFORM

2.2.1. Objectives of state administrative apparatus reform

The objective of state administrative apparatus reform is associated with the innovation nation, especially institutional reform, public service reform, public servants and public finances. The state administrative apparatus reform of Lao PDR has objective as: construction of administrative apparatus toward “compact, rational, efficient, and clean”.

2.2.2. Requirements of state administrative apparatus reform

To realize the above objectives, the administrative apparatus reform needs to ensure the following requirements:

- Promote democracy, ensure state power belongs to the people.
- Build the state administrative apparatus adapting to the market economy
- Promote decentralization for local government on the basis of ensuring the principle of democratic centralism.

2.2.3. Criteria of state administrative apparatus reform

- Criteria on organizational structure of state administrative apparatus.
- Criteria on function, task of state administrative apparatus

- Criteria on decentralization, coordination of state administrative apparatus

- Criteria for applying information technology in public administration

2.3. CONTENTS, PRINCIPLES AND FACTORS AFFECTING THE STATE APPARATUS REFORM

2.3.1. Contents of state administrative apparatus reform

The state administrative apparatus reform should focus on the key contents as follows:

- Sort, streamline the state bureaucracy, reform the organizational structure in the direction of the basic direction and make it streamlined, reduce clues, overcome the cumbersome and unreasonable structure, improve quality, operate effective and efficiently.

- Adjust functions and duties of the government, ministries, ministerial-level agencies, government agencies and local governments at all levels to suit the requirements of state management in the new situation.

- Decentralize state administration, implement decentralization, and improve the competence, responsibility of government and local authorities.

- Build e-government to facilitate people in contributing their opinions to the organization and operation of state apparatus in general and administrative apparatus in particular.

2.3.2. Principles of state administrative apparatus reform

- Principle of Party leadership

- Principle of Socialist legislation.

- Principle of numerous working people engaged in the state administrative apparatus reform

- Principle of democratic centralism.

- Principle of combined management by sector and territory.

2.3.3. Factors affecting the state administrative apparatus reform

- Derived from the policy guidelines and the conditions of the country
- Administrative apparatus reform must be compatible with the demands of the market economy, socialist orientation.
- Science and technology is growing by leaps and bounds, it is necessary to apply to the development of the public administration.
- Appreciate human factor;
- Integration also affects the suitable apparatus re-organization, etc.

2.4. EXPERIENCE OF STATE ADMINISTRATIVE APPARATUS REFORM IN SOME COUNTRIES

The thesis focuses on studying experiences of some countries following the path of socialism and some developed countries such as: Vietnam, China, Russia and Republic of Korea. From that, some experiences can be drawn for Lao PDR as follows:

First, administrative apparatus reform identifies the contents: review of the organizational structure, functions, duties, coordination decentralization, and reform of working methods, autonomy, and self-responsibility.

Second, the administrative reform must be careful and learn from international experiences.

Third, the administrative reform may be a qualitative change of political mutant nature, apparatus should be organized suitable to the actual situation.

Fourth, build a clean government, e-government, a government with participation of people.

Summary of Chapter 2:

To ensure the work, the author clarifies many concepts and viewpoints around the state administrative apparatus reform; from which clarifies the

objectives, requirements, contents, principles, factors affecting the state administrative apparatus reform. The authors also studies the experience of some developed countries to draw useful experiences for Lao PDR.

CHAPTER 3

REALITY OF THE STATE ADMINISTRATIVE APPARATUS REFORM OF LAO PDR

3.1. GENERAL CHARACTERISTICS OF THE STATE OF LAO PDR

3.1.1. Natural, socio-economic characteristics

About socio-economic development: Lao PDR has achieved success in many aspects such as politics, culture, economy, education ... In politics, it has maintained national independence, sovereignty and territorial integrity; stability of the political system and social order.

3.1.2. Overview of the state apparatus of Lao PDR

The state apparatus consists of 3 main agencies: The legislature, law enforcement agency and judicial body (Figure 3.1 in the thesis, page 76).

3.2. THE STATE ADMINISTRATIVE APPARATUS REFORM OF LAO PDR

3.2.1. Reality of cooperation between the leader of Party and the leader of Government

The plurality of leadership in both Party and State Administrative Apparatus of Lao PDR has been 30 years. Currently, there are 21 titles concurrently as minister and secretary of the Central agency, 18 heads of province, lord mayors holding the position of secretary and 8753 heads of hamlet holdings the position of secretary.

The model of plurality has advantages as follows: strengthen the party's leadership for the government; concurrently while considering basic function, task is unified between the work of Party and Government, two is

one, and one is two; concurrently holding is collapsed clue in deciding and implementing work quickly.

3.2.2. Reality of the reform of state administrative apparatus structure in Lao PDR

3.2.2.1. Reality of the reform of central administrative apparatus structure

According to the actual survey of Government, course VI (2006-2010); the administrative apparatus consists of 16 ministries, ministerial-level agencies and 10 government agencies with 260 departments. So far in 2015, the administrative apparatus consists of 21 ministries, ministerial-level agencies and 1 government agency with 299 departments (increase by 39 departments against the government course VI). Besides, the agencies under the Government office today tend to be upgraded such as: The business reform commission requests to be upgraded to be General Authority including 3 offices equivalent to department, national supervision commission, inspection and anti-drug, requests to be upgraded to General Authority, consisting of 3 advisory divisions, equivalent to department.

The remarkable result in the state administrative apparatus reform of Lao PDR in the past time is:

- Establish some ministries and form multi-sector, multi-field management ministries, make the government organization apparatus streamlined, significant remedy the situation vacant or overlapping of functions and tasks between the agencies in order to improve effectiveness, efficiency of state administration; ensure uniformity, smoothness and continuity between sectors, fields when they are in the same multidisciplinary and multi-sector management ministry.

- Realize the objectives and requirements of administrative reform, i. e. there are not many types of government agency with the function of state management about branches or domains, collapse number of government agencies to the necessity level.

- Merge the government agencies into the inside apparatus of some Ministries, make the apparatus streamlined, consistent with the mandates. Issue the government decrees on organization and operation of government apparatus after its establishment and merging organization.

3.2.2.2. The reform of local administrative apparatus structure.

Currently, the local government in Laos is divided into 3 levels, including province, district and village.

The reform process has made the apparatus of province, district and village change. Number of provinces increase from 16 provinces and one capital, currently (2015) one more province Xay Som Bun is established, therefore the apparatus of provincial level consists of 17 provinces and 1 capital. The administrative apparatus of province also changes according to the change of the line agencies at the central.

The administrative agencies of district also increase in quantity. If in 2010, the number of districts nationwide is 143 districts, so far (2015) the number of districts is 148. For the vertical sector agencies, they are organized as number of vertical sector departments is equal to the number of sections at district level.

The administrative agencies of villages tend to fall down a lot. In 2006, the whole country has: 10,292 villages, now in 2015 the number of villages decrease to 8,753. The administrative apparatus of villages increases from 3 units to 4 units: Administrative management unit, economic unit, culture - social unit, and security - national defense unit.

3.2.3. The reality of reform on functions and tasks of the state administrative apparatus

- Functions and tasks of central administrative apparatus

The change of state administrative apparatus structure is followed by the change of function, task, power of each ministry, ministerial-level agency (see page 89 hereof).

- Functions and tasks of local administrative agencies

The process of state administrative apparatus reform during the past time has made the function, task of local administrative agencies change in positive direction. Especially in the context of implementing Decree no. 03/BCT, dated 15/2/2012 by Political Bureau regarding construction of province as a strategic unit, construction of district as a comprehensive strong unit, and construction of village as a developed unit.

3.2.4. The reality of decentralization and coordination between central and local

The Government is the highest state administrative agency, other than those specified in the law, the Government issued a number of regulations on the organizational structure of state administration agencies at all levels. However, there are many issues to exercise executive power, the Government reserves the right to decide.

Only the government has the authority to decide on the number, structure of local authorities.

The implementation of decentralization of state administration system in recent years have followed the specific rules and guidelines; According to Decision by the Political Bureau no. 21/BCT, dated 8/5/1993 (still valid at the current time) defines that: The ministries are responsible for managing their branches smoothly from the central to the district level, because the Ministry directly organizes the departments of province, sections of

district, both personnel and profession. The province and district shall help the Ministry to monitor their civil staff work at the locality.

3.2.5. The reality of e-government of Lao PDR

The construction of e-government in Lao PDR can be regarded as a new issue and little interest. The project of building e-government has the implementation period from 2007. The Government has transferred the project of e-government construction to Ministry of Post and Communication under Decree no. 303/CP, dated 26/9/2011. Then the project is implemented.

3.3. SHORTCOMINGS AND CAUSES IN THE STATE ADMINISTRATIVE APPARATUS REFORM OF LAO PDR

3.3.1. Some shortcomings in the state administrative apparatus reform

First, the state administrative apparatus is still cumbersome, so many clues, different levels, lack of uniformity and irrational both vertically and horizontally.

Second, the specification of roles, powers and duties of some ministries, ministerial-level agencies and assisting apparatus remains unclear.

Third, the decentralization between central and local in state administration cannot help ensure the locality promote activeness in the local work management and it may make the operation of central administrative apparatus cumbersome and inefficient.

Fourth, the coordination between departments and local governments is not consistent.

Fifth, the development of information technology and application of e-government still stop in infrastructure construction.

Sixth, the concurrently mechanism of key officers may result in the situation that Party performs work instead of the State.

3.3.2. Causes of the shortcomings in the administrative apparatus reform

First, the administrative apparatus structure is inconsistent and lack of scientific basis due to splitting, merging, incorporating, dissolving unexplainably.

Second, the functions, tasks of state administrative apparatus is overlapping due to the functions and tasks have not been identified exactly.

Third, the decentralization, coordination is not efficient, unskillful, due to legal documents, bylaw documents don't specify clearly power and responsibility.

Fourth, the e-government construction in modern direction has not been promoted due to inadequate equipments, uninsured network system.

Fifth, due to the features of administrative apparatus system in Laos.

Summary of Chapter 3:

The above reality of administrative apparatus reform shows the success in the process of concurrently holding, reform of structure, function, task, decentralization and management coordination and modernization of the state administration. However, the results achieved are quite modest and do not meet requirements. Therefore, it is necessary to give solutions to complete the state administrative apparatus.

CHAPTER 4

VIEWPOINTS, SOLUTIONS TO THE ADMINISTRATIVE APPARATUS REFORM OF LAO PDR

4.1. VIEWPOINT OF THE ADMINISTRATIVE APPARATUS REFORM OF LAOS

To reform the administrative apparatus in the right direction, pay attention to the following principles:

4.1.1. Enhancing the Party's leadership role in the process of administrative apparatus reform.

The state administrative apparatus reform is associated with the construction and Party building, innovative content and methods of Party leadership to the State in general and to the administration in particular, in order to maintain and promote the nature of the working class, building a law-governed State of the people, by the people, for the people, under the leadership of the Party.

4.1.2. Reforming the administrative apparatus based on construction of law-based state the Lao People's Democratic Republic

The state administrative apparatus reform based on and within the legal framework - a complete legal, synchronized and unified system, built on the basis of people's power, for the benefit of the people and in accordance with the requirements of the laws of socio-economic development of the country;

Publicity and transparency of the activities of State administrative apparatus so that people can easily access and participate in the construction, suggestions for policies, legislation and socio-economic development projects launched by authorities of all level; legal mechanisms to control the use of physical resources, finance to prevent bureaucracy, corruption in an effective way.

4.1.3. Clearly defining the role of the Government in the state administrative apparatus reform

Conduct a review and clarification of the functions, duties, powers and responsibilities of the government, the Prime Minister, ministries, ministerial-level agencies, government agencies and local authorities to

remove the overlapping, duplication among agencies and with the assignment clearer and more specific about the authority and responsibilities between administrative levels.

4.1.4. The administrative apparatus reform must ensure the principles and originate from the features and practice of the country

First, be based on the viewpoints of Party.

Second, organize in the principle of short, reasonable, high quality and most effective: to ensure the management of administrative apparatus of all levels has full competence, the apparatus must be streamlined, suitable, strong, rhythmic activity between research agencies, advisory, forecast for the competent authorities to make decision.

Third, build regulations, style of work on the principle of democratic centralism, on the basis of clearly assignment, with the close coordination between branches and levels.

Fourth, take steps with certainty, gaining time for implementation, but not rushing headlong.

4.2. SOME SOLUTIONS TO THE STATE ADMINISTRATIVE APPARATUS REFORM OF LAO PDR

4.2.1. The reform of state administrative apparatus structure

4.2.1.1. For the central administrative apparatus structure

Sort, adjust the structure of the central administration (Government, ministries, ministerial-level agencies) is the maximum reasonable streamlining government structures to suit the actual conditions of state management in Laos.

- The agencies functioning in state management relating to any Ministry or sector shall be given to such ministry and sector for management. When it is transferred to the Ministry, they shall belong to the organization

structure of such ministry, if necessary, to make reasonable re-arrangement for the organization and apparatus.

- Merge several agencies with similar mandates, related to each other into an organization, or upgrade to the Ministry if consider necessary and eligible.

The organization run out duties or functions or deemed not necessary anymore, then the prime minister shall decide to dissolve.

4.2.1.2. For the local administrative apparatus structure

For local administrative apparatus, remain the existing structure of local government. The local administrative apparatus reform must be coupled with the "3-building" program of the Party and the Government.

Province level: Improve the operation quality, efficiency of province offices, district offices as a supervisory agency, assisting the leaders of Party and State by enhancing staff with qualification of synthetics and research.

District level: Adjust the organizational structure of professional divisions/departments of district in accordance with the model of urban administrative apparatus organization, ensuring consistency, not cutting the management objects unrealistically.

Village level: The village must be organized closely with full supervisory sections. Those working in the village government must be provided with adequate allowance to encourage them to work actively. To facilitate, build head office so that the village government can operate better.

4.2.2. Clearly define the functions, duties and powers of the state administrative apparatus

There must be legal documents to suit the specific conditions. Promulgate new legal documents instead of the Decision No. 21 / BTC,

the Politburo, as this document is outdated.

In case of the overlapping of functions, the dispute often last long, the parties have notions, scientific foundations, practical reasons to prove. Thus to solve the overlapping of functions, they must follow the directions below:

- Only when the duplication and overlapping of functions within the system occur, re-assignment is required,
- One agency shall be responsible for one duty, other agencies are for cooperation.
- The agency-in-charge, in case of violation and deny such violation, shall be forced to take responsibility.
- The state administrative agency must have staff with rich experience and capacity to fulfill tasks.

4.2.3. Increase decentralization between the central and local agencies and between the levels of state administrative system

In the decentralization between the central and local agencies, it is required to implement under the following direction:

The authority capable of effective management is assigned to take over the task. The government shall manage the state by vertical sector in security, defense, diplomatic, tax, state treasury, customs.

Clearly define, classify work, whether to be undertook by one level or two levels.

4.2.4. Increase coordination between the sectors, fields within the state administrative system

The coordination in the state administrative agencies plays an important role, crucial to the success of the organization and operation of the administrative apparatus at all levels. For the central administrative agency, it must implement the right function, task, understand the

mechanism of organization and coordination in settling problems. The Government issues the regulation as the basis for convenient and efficient coordination between the agencies.

First, the coordination between the government agencies.

About establishing operation plan and program in the locality.

About staff management.

4.2.5. Develop e-government in the activity of state administrative apparatus.

- Firstly Lao government should enact laws to facilitate application of e-government to be effective.

- Establish a convenient e-government system, creating the trust for the state agency. Build the infrastructure for information technology and communication and establish electronic portal. Construct infrastructure facilities, backup warehouse and security systems.

- Provide training on computer skills for staff, officers and citizen; to serve well organizations and citizen, it is required to have the staffs operating online system proficiently. The e-government doesn't need: "e-staff" but it needs "e-citizen".

- Ensure safety and confidentiality of personal information of online public services.

- Build programs in Laotian language to facilitate people's participation efficiently.

- Strengthen inspection and checks in the organization and operation of e-government. These activities should be carried out regularly.

4.2.6. Recommend some models of the state administrative apparatus of Laos in the future

4.2.6.1. Promote efficiency of concurrently holding as leadership to the Party and the Government

Promoting efficiency of the concurrently holding model must follow the direction:

Leaders and managers must have reasonable working regulation, adjustable time. Maintaining the concurrently holding as leader to the Party and Government can settle dispute, consequently settle work better. To perform well the role as secretary and chairman; have the regime of selecting staff efficiently and recruiting the staff to the concurrent position meeting full standards.

4.2.6.2. Model of state administrative apparatus organization in the future

Recommend the model of state administrative apparatus in the future in which recommend the central administrative apparatus (see figure 4.1 page 144). For the locality, the thesis recommends self-governed government and establishment of people's council at province and district level (see figures 4.2, 4.3, 4.4, page 146, 147 of the thesis).

Summary of Chapter 4:

The state administrative apparatus reform is an important issue cared by the Party and Government during the construction and development of country. To meet such requirements, in this section, the thesis offers the opinions on the administrative apparatus reform; and recommend some solutions to improve the state administrative apparatus in a compact, consistent and effective way.

CONCLUSION

The state administrative apparatus reform of Lao PDR is a critical content, however, to ensure improvement, the thesis has overviewed the relevant research works, from which to study the concepts related to the state administrative apparatus reform with a scientific basis; the thesis assess the status of the results and limitations in 4 areas: structure; mandates; decentralized coordination and administrative modernization. Then give out 4 opinions as the foundation to give 6 important critical solutions, feasible and suitable to the features of Lao PDR. If the above recommendations are organized and implemented in the reality, it can help the state apparatus in general, administrative apparatus in particular organize and operate effectively and efficiently, contributing to the development and modernization of state administration.

LIST OF WORKS BY THE AUTHOR

1. Khammone Chanthachith: “*State administrative reform of the Lao People's Democratic Republic in the present conditions*”, Journal of Theoretical Politics - Administration, National Academy of Public Administration, Laos, Issue of May June 2015.
 2. Khammone Chanthachith: “*State administrative apparatus reform of the Lao People's Democratic Republic*”, Journal of State Management, issue no. 235, August 2015.
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