



TERRITORIAL DIVISION AND POLITICAL ORGANIZATION OF SOCIETY

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I. The territorial organization of a country embraces at least two different aspects.¹ First, this term can apply to the territorial division,² that is, to the area and character of the units of that division, the number of organizational levels, etc. Secondly, in a broader sense, the territorial organization of a country means the mutual connection between territorial division on the one hand and the structure and the activities of state apparatus bodies and economic, social, cultural-educational and other units on the other.

The mutual connection of the territorial division and the structure and activity of the bodies and units carrying out the tasks facing society and the state ensues from the territorial character of these tasks. This is so because the majority of the functions of society and the state are implemented in different territorial systems depending on the character of tasks, the level of society's activeness, socio-political order conditions, the degree of the socio-economic development of a country. These connections are especially visible in the socialist system. This results from the organizing functions of the socialist state which implements a good deal wider scope of activity than the non-socialist state does, for it meets the needs of society to a broader extent.³

The discussion of principal features of society, the state and economy in the socialist system is important for presenting the assumptions of the territorial division of a country. While dwelling upon these questions, one should emphasize that the role of the state in the world of today is extremely growing. As experience shows, the state is one of the most effective forms of the organization of society. Even in the conditions of the non-socialist system, the state apparatus has to solve a number of social and economic problems. This is caused by a complicated phenomena taking place in the world of today in the economic, demographic and social system spheres, in man's consciousness, by the increasingly complicated problems of social life, way of manufacture, by a rise in the material and non-material needs of every man and whole societies.

The state is an instrument of the implementation of the political tasks facing socialist society, that is the materialisation of the goals spelled out by the party of the working class.

The experience ensuing from the materialisation of the strategy of the socio-economic development of this country in the years 1971—1975 shows that the socialist state is a vital factor of this development. In past years, this factor was not always fully appreciated and properly utilized. This resulted, *inter alia*, from the specific attitudes (determined by social background) towards the state, from attitudes which piled up over centuries and were not sufficiently transformed in People's Poland. And part of the blame should be pinned on the cases of unsuitable functioning of a number of links of the state apparatus.

Their social origins make it difficult for numerous groups of society to think in terms of the socialist state, based on apprehension of the essence, tasks and methods of activity. Still too often the political category of the socialist state is seen through the prism of traditional ideas which do not take account of the new social system and socio-political conditions. This means, above all, the underrating of the role of the state seen as a broad form of organization of society, called to satisfy the needs of this society. This too one-sidedly viewed role of the state can be attributed to some extent to the state of the sciences dealing with the functioning of the state and to the shortcomings of our educational activity.

The state implements the tasks set to it through the activity of different organizational units, social groups and individual citizens. So the activity of the state is not limited to the functioning of the state apparatus, although, in general, this apparatus constitutes a decisive link of the realisation of the tasks of the state.

The state apparatus consists of a system of state organs, homogenous as far as content is concerned but differentiated as regards structure and methods of activity. The representative bodies of the state authorities and the state administration bodies play the most important role in the state apparatus. This is so because they bear the brunt of responsibility for an effective carrying into life of political decisions of the working class.

The key role of the representative bodies of the state authorities and the state administration bodies ensues from the responsibility borne by these bodies for the organization of practical implementation of the tasks of the socio-economic development, for meeting the needs of the working people, for widening the scope of civil rights and exacting civil duties and maintaining law and social order.

The bodies in question direct the activity of state economy units (enterprises, combines, amalgamations, etc.) and state institutions (medicare, social security, education, culture, science, etc.). The power and administration organs influence the functioning of cooperative units, social organizations and associations in the sphere of common meeting of the needs of the working people. From this result their coordinative powers in the field of control and supervision.

The representative bodies of state power in the countryside are also the basic links of social self-government. They combine the activity of the state apparatus with the activities of the workers' self-government, residents' self-government in urban and rural areas, the self-governments of cooperators, farmers, artisans and representatives of other occupations. The aim of these activities is to fully make use of social initiative and to ever better meet the needs of the working people.

The structural differentiation resulting from a separate character of practical tasks and ways of their implementation makes it necessary to apply different methods of direction and influence. To take account of this differentiation is the prerequisite of ever better knitting into one whole of the basic actions of various bodies of the state apparatus, state organizational units and non-state units. In this sphere not all the actions undertaken meet the requirements formulated above, because the point is that in the process of combining the basic actions of all the bodies implementing the tasks of the state into one whole, the differences inherent in the character of individual bodies should be taken into consideration as well as the indispensability to apply different forms of direction and influence.

While executing the tasks set by the party, the state apparatus is guided in its functioning by some basic principles characteristic of the whole socio-economic mechanism in our country. Of particular importance in this sphere are the principles of socialist democracy and democratic centralism.

The development of society and the socialist state necessitates the steady deepening of socialist democracy and perfection of democratic centralism.

It is obvious that the leading role of the party is of decisive importance for materialisation of the principle of socialist democracy in the state apparatus. The process of deepening socialist democracy depends on the scope and methods of performing this role. The majority of basic problems of socialist democracy is mirrored parallelly in the party and state apparatus.

Irrespective of these principal questions, one can also accessorially analyze the effect the implementation of the principle of socialist democracy has on practical activities of the representative organs of power and the bodies of state administration.

The task of the state apparatus is to satisfy social needs. For their suitable apprehension, for determining the social feelings of the intensity of the needs, for fixing the hierarchy of needs, the bond of the apparatus with the working people is indispensable. This concerns not only the needs which are universally felt but also the needs which have surfaced within the framework of a defined organizational, territorial unit or within a social group. This bond is likewise indispensable for presenting state decisions, for explaining the line of the activity of the state apparatus.

In practice, there still exist symptoms of the conviction that the functioning of the party and social organizations frees, in some measure, the organs of the state apparatus from seeing to it that the realisation of the principle of socialist democracy is steadily deepened. These symptoms stem from the technocratic view on the role of the state apparatus.

The bond of the state organs with the working people is also necessary for organizing social participation in the public utility work.

Considering the effectiveness of the activity of the state apparatus as a political phenomenon, we must attach great weight to the social control over the activity of that apparatus. This control constitutes a form of verification, in the light of the adopted plans, of the results attained. Social control is also an inspiration for formulating conclusions for the future.

Democratic centralism is a dialectically combined unity of concept and direction with grassroot initiative.

The unity of concept and direction constitutes an indispensable condition of the implementation of the programme of the accelerated socio-economic development of the country. The instruments of materialisation of this unity include socio-economic planning and the function of the chief and central bodies of the state apparatus.

There is a danger that the implementation of the uniform concept and direction may be hampered when there exists an excessive number of organizational levels and when the chief and central bodies want to accumulate excessive powers in questions of minor importance. And it is well known that questions of minor importance push into the background more important questions; so such a solution in fact limits the effectiveness of the implementation of uniform concept and direction.

In the state apparatus there is a division of competence within the framework of individual links and organizational levels. To define the scope of competence also means to define the scope of responsibility. If we want that every link functions in a suitable way, then its competence should be clearly fixed and the methods and means of its activities should be properly spelled out.

Pressure and persuasion are often referred to as methods of activity of the state. It seems, however, that such an approach is insufficient in relations to the state apparatus in a developed socialist society.

Naturally enough, the state should have a possibility to bring pressure to bear, just as the socialist state should also widely apply the method of persuasion. These are not irreconcilable activities. However, the basic method of activity of the socialist state apparatus should be that which stimulates the citizens' participation. The citizen, the social organization, the people living in a defined area should participate in all basic activities of the state apparatus,

that is in charting tasks, confronting them with the existing possibilities, in spelling out the hierarchy of needs, in implementing these tasks and in evaluating their effectiveness. Such a blueprint of the basic methods of activity of the state apparatus moulds more effectively the feeling of common responsibility and the understanding of the role of the socialist state and its organizing tasks.

II. The organizing function, in relation to the entirety of socio-economic phenomena, constitutes a characteristic feature of the states of the specialistic type.⁴

The growing importance of the organizing functions of the socialist state in the period of the scientific-technological revolution gives rise to new elements in the structure and forms of activity of the state apparatus which has not only to deal with new problems, but, above all, has to outstrip the expected processes, influence them and see to it that the direction of the future changes is in tune with that envisaged by the assumptions of the development of the country. Under these conditions we have to do with qualitatively new requirements, which have to be set to the state apparatus of the country of a developed socialist society.

The process of the streamlining of the functioning of the economy and the state, consistently intensified in Poland after 1970, has had a vital influence on the territorial organization of the country. The combining of the perfection of the economy and the state into one whole comes as a result of the objective premises characteristic of our society, because the economic development creates an indispensable premise of undertakings in all the fields of collective activity.

In the sphere of perfecting the state's activities, a particular attention was drawn in Poland in the years 1970—1975 to the functioning of the state local apparatus, which resulted in vital transformations in the territorial division of the country.

Many factors have a bearing on the scope of the territorial division of a country, on the number of the units of this division and the size of its levels. Most important of those factors are:

- a) the scope of the tasks implemented by the state apparatus and the degree of intensity with which this apparatus takes up organizing tasks, especially those pertaining to the social, educational-cultural and economic-technical spheres,
- b) the size of the area of the state, population density and character of population centres,
- c) historic traditions which, despite changes in a socio-political system, have a bearing on the shaping of territorial division units,

- d) nationality issues which, in multi-national states, have an influence on the matters discussed here,
- e) geographical conditions, to mention sculpture of surface of a given area, transport network,
- f) degree of development of needs of the population as far as cultural and social benefits as well as municipal and technical services are concerned.

In the course of making changes in the territorial division, all the factors influencing this process should be taken into account. Those tasks of the state which have been recognized by directing bodies as top-priority should determine to what degree these factors ought to be taken into account.⁵

The material scope of activity of the state local apparatus, the degree of state's influence on social life phenomena and, above all, an active role of the state in the economic sphere are undoubtedly the most vital out of the factors mentioned above. It is these very aspects which determine the directions of changes in the structure of the territorial division of a state.

The new tasks, coming as a result of the increased organizing functions of the socialist state make the territorial pattern of the country face new requirements. Therefore, the units making up territorial division should have such a shape that they could effectively take up tasks aimed at achieving progress in the social, economic and other realms. When forming such units one should take account of the steady dynamics of collective life phenomena. The process of concentration and specialization of industrial production and, partly, of farming production, are a telling example of these transformations. The sequel of these processes, to mention the establishment of large economic centres, should be taken into account in the course of the process of moulding the units of territorial division.⁶

Irrespective of the aforesaid factors, the requirements ensuing from the mechanism of the functioning of the state apparatus in the countryside should be taken into account in the course of shaping territorial division. Together with the central organs, this apparatus makes up a compact mechanism capable of efficiently implementing the tasks of the socio-economic development. In the conditions of a modern state, the administrative apparatus is furnished with highly efficient technical equipment facilitating the collection and channeling of information. This also constitutes additional premise of application of new structural solutions.⁷

The aforesaid questions related to the shaping of territorial division appear with various intensity depending on the character of the tasks recognized by the state as top-priority and on the degree of state's involvement in their solving. So it is natural that, in the majority of cases when administrative reforms or sweeping programmes of streamlining the operation of the state apparatus are under consideration, the question of the territorial division of a country are also discussed.

III. In the majority of the states of today, Poland included, there are three territorial divisions, namely:

- 1 — basic,
- 2 — for special purposes,
- 3 — auxiliary.

On the area of the units of the basic territorial division of a country there operate local bodies, which perform general tasks of importance for meeting social, standard of living, cultural-educational and economic needs of the population.

However, not all problems can be solved within the framework of the basic units of the territorial division. For example, the maritime, forestry and mining administration calls for adjustment of territorial division to the specific character of the tasks it performs. So divisions are set up, geared to specific purposes. Because the bodies operating within the framework of basic units of territorial division perform some coordinative functions in the horizontal system, a tendency prevails to keep the lid on the number of the territorial division units for special purposes. Bodies of the special purpose administration can also operate in the area of basic units of the territorial division. Such a solution promotes direct contacts between bodies and facilitates the execution of coordinative functions in the horizontal system.

The auxiliary units of the territorial division are the area of activity of auxiliary bodies. In rural communes, for example, rural meetings are held in villages and village administrators are active, whose functions are auxiliary in relation to the rural communes' bodies. In towns, block of flats committees or residential district councils are set up to work as auxiliary bodies vis-a-vis municipal or district (in case of division of a given town into districts) organs.

We shall deal chiefly with the basic territorial division because in the area of the units forming that division, principal tasks of the state apparatus in the countryside are implemented. In socialist countries, the people's councils — representative bodies of the state local power — operate in these units.

The drawing of particular attention to the functioning of the organs of state power and administration is not tantamount to playing down the importance of other links of the state apparatus. For one should remember that in the countryside there also operate law enforcement and state control organs.

State enterprises, establishment institutions which also operate in the countryside, play a particularly important role in meeting social needs. Together with links of the state apparatus, these units form the local system of the state mechanism. And in addition to the state mechanism there exist particularly important political and social mechanisms. These three systems, political, social and state, exerting an influence on one another, constitute one homogenous whole.

The functioning of a number of links of political and social mechanisms has

a territorial reflection. That is why the territorial organization of a country also concerns these spheres which we include directly in the political and social system. This adds even more to the importance of the territorial division which, next to administrative aspects, has also important and direct political and social implications.⁸

The tasks performed by the state administration organs are confined to four basic spheres. They are:

- 1 — the conducting of administrative policy, consisting in spelling out the targets of activity, the proportions of the expenditure on meeting different needs of society, planning and forecasting and in initiating key undertakings.
- 2 — control-distributive and protective activity, consisting in maintaining law and order and regulating the duties vis-a-vis the state (register of births, deaths and marriages, taxes, military service, etc.).¹⁰
- 3 — the conducting of economic activity and the direction of the activities of public technical services, that is, the organization of state enterprises, creation of conditions ensuring their suitable operation, the organization of transport network, power industry projects, the influencing of the activity of cooperative and private enterprises, creation of municipal facilities.
- 4 — the organization of health service centres, educational, cultural, and scientific institutions, social welfare and penitentiary establishment, etc.

The growing tasks of the state (especially visible in the third and fourth spheres) necessitate periodical drives to perfect the operation of the state apparatus. In the years 1972—1975 changes were initiated and carried out in the organization and the functioning of the local organs of power and administration in Poland.

IV. When carrying out the changes in the structure of the local organs of power and administration, the political and state authorities of our country took account of two principal premises, namely:

- first — to create better conditions for the further development of institutions of socialist democracy,
- secondly — to raise the effectiveness of the operation of the local organs of state administration.⁹

The real development of socialist democracy depends on many factors of general economic and institutional character and on the state of social consciousness.

It should be emphasized that in recent period, especially in the 1970s, the moral-political unity of Polish society has been conspicuously strengthened which favours a fuller utilization of the institutions of socialist democracy and the further development of these institutions.

The raising of the effectiveness of the performance of local bodies of the state administration remains in close connection with the widening of socialist democracy.

As it has been already pointed out, the effectiveness is made conditional on citizens' cooperation which most effectively protects the system of socialist democracy.¹¹

Before the year 1972¹² there was a three-tier level of local bodies of power and administration. These levels comprised:

- a) the lowest level — rural communities, small towns, districts of medium-size towns and settlements of the industrial, fisheries and spa type,
- b) medium level-districts which were collective units, grouping the lowest level units excluding districts of medium-size towns. Medium-size towns and city districts were also included in the medium level,
- c) higher level — voivodships — collective units embracing districts and medium-size towns. This level also included five biggest Polish cities which were divided into districts.¹³

In 1972, the rural communities and settlements were abolished.

Experience showed that rural communities were too small units of the territorial division.¹⁴ It was impossible to develop on their area organizational activities designed to meet basic needs of the population (for example, health service, social benefits system, etc.).

The rural community bodies could not be vested with suitable powers, which forced the authorities to grant these powers to the medium level bodies (districts).

The state bodies (commune people's council and head of the commune) operating in the newly created rural communes have been vested with powers as regards the organization of farming production, operation of public utilities, cultural-educational units, health service and social welfare. Coordinative powers have been also granted to these bodies, vis-a-vis the units which are not directly subordinated to them.

The increased powers of commune bodies have stimulated the activity of the social factor. Seeing wider possibilities for effective activity, the rural population have taken up an array of important socio-economic tasks.

The rural commune people's councils have also become centres stimulating the activity of residents' self-government. In the villages making up the rural communes rural meetings are held and village administrators operate. These bodies spell out and implement tasks of local scope, to mention construction of public utilities, roads, cultural and sports facilities, etc. The commune people's councils render assistance to the farmers' self-government bodies, cooperators' self-governments and to self-governing forms of activity of different social organizations which operate in communes.¹⁵

The positive experience yielded by the first stage of the perfection of the organization and the functioning of the state local apparatus became one of the chief premises of embarking on further changes. At the end of 1973 an important amendment was made in the law on the people's councils designed to consolidate the position of the representative bodies and the effectiveness of activity of the local administration bodies.

Internal directing organs, namely praesidia of people's councils, were added to the people's councils of all levels. Also, political solutions were made to consolidate the position of the people's council praesidium. The first PUWP secretaries are now recommended for the posts of chairmen of people's councils and praesidia of these councils while heads of corresponding instances of the allied parties are recommended for the posts of deputy chairmen. In this way, the praesidium also became a forum of stimulating the activity of deputies' clubs and of combining social control over the state apparatus with party control. Such a solution considerably strengthened the position of people's councils as the representative organs of state powers in the countryside.

Following the adoption of the 1973 amending law, the local bodies of state administration assumed a character of monocratic organs (voivodes, presidents, chiefs).

In the three-tier territorial division, its components carried on the following activities:

a) the lowest level bodies — the community organs — were to see to it that elementary needs of inhabitants were met. In the sphere of control-distributive and protective activity they dealt with register of births, marriages and deaths, population movement and recording, organized fire prevention and maintained law and order, collected basic taxes and exacted other citizens' duties vis-a-vis the state. As regards the sphere of economic activities and the activity of public technical services, the organs of this level were responsible for construction and exploitation of public utilities, initiated voluntary efforts of citizens with a view to building local roads, and setting up parks and other green areas, etc. Rural community bodies were responsible for agro-technical and veterinary assistance for individual farmers, checked the stocks of the trade network in rural areas. They were responsible for maintenance of rural and community schools, health service centres, houses of culture and local clubs. These organs rendered social assistance to the needy, allocating budgetary means for this purpose and stimulating social activity with this aim in view.

b) medium (district) level bodies implemented the tasks surpassing the possibilities of the community local organs. These bodies spelled out the way of carrying into effect the decisions made by the higher level, cared for the attuning of the undertakings of different organizational units no matter to whom they were subordinated, executed social control over the state adminis-

tration bodies on the area of district (town, urban district) and lent assistance the commune level organs. In the sphere of control-distributive and protective activity they kept control over meetings, were responsible for conscription, supervised the work of citizens' militia and other order-enforcement organs and dealt with appeals from decisions of rural community bodies. In the sphere of economic activity and the activity of public technical services, the district level organs set up local building-repair enterprises, state agricultural machine centres, machine and equipment repair enterprises, municipal economy enterprises, etc. They organized transport network, were responsible for central heating and electricity, supervised the work of local post offices, etc. They organized hospitals, secondary general education and vocational schools, district houses of culture, public libraries and social assistance establishments.

c) the voivodship level bodies implemented tasks exceeding the competence of the bodies of the lower echelons (for example, they organized specialistic hospitals, financed the activities of theatrical companies, set up and managed specialized local enterprises, design offices, fostered local cultural, artistic and scientific life). However, the principal task of these organs was to perform coordinative functions vis-a-vis the organizational units of the same level (horizontal coordination) and units of the lower echelon.

The coordinative powers (that is, of compulsory cooperation) ensue from the striving to attune the activity, as far as essential matters are concerned, of the units furnished with a broad scope of powers.

V. Alongside its virtues, the three-tier territorial division also began to reveal some weak points. The intensive development of the organizing functions of the state apparatus made new requirements and it became necessary to administer within the framework of bigger units of territorial division.

The establishment of strong rural commune units created the possibility to vest them with a majority of powers enjoyed by the organs of the medium level. At the same time the new centres of data collecting and processing provide the higher level organs with the chance to operate more effectively.¹⁷

The process of urbanization,¹⁸ connected with the socio-economic development of the country was a vital element of changes. In 1946 Poland's population was 23.6 million, with 8 million people living in towns and 15.6 million in the rural areas. In 1966, the number of town dwellers equalled that of those living in villages. In 1972, the Polish population amounted to 33.2 million, of whom 17.6 million lived in towns and 15.6 million in villages. And the tempo of urbanization was even greater than it appears from the above mentioned figures because the natural growth was higher in villages than in towns. The urban population was swelling chiefly as a result of an increase in the population of the existing towns. Relatively few new towns were set up. For

example, Nowa Huta, a new town near Cracow, formed and continues to form a part of the city of Cracow as far as territorial division is concerned.

In the years 1950—1956, that is in the period of vigorous industrialization, conducted after the period of rebuilding from war damage, the foundations of a modern industry were laid. Chief investment projects of this stage were heavy industry ones, located in major urban centres. For these cities, the period of the first intensive industrialization was at the same time a period of rapid development. Young people from rural areas who settled in town became a part of the city working class. This process ran into many snags, in the material and consciousness spheres alike. The infrastructure of towns and the level of human activities had to be intensively moulded.

What fostered that trend towards urbanization in small and medium size towns in the period in question was, *inter alia*, civil service. Government offices, as well as social institutions, attracted highly qualified cadres, stimulated the development of housing, the construction of cultural-educational and health service centres, etc. Hence the efforts of socially active people aimed at securing for their towns a relatively high position in the structure of the territorial division of the country. A number of small and medium size towns developed considerably due to the existence in their areas of district organs of power and state administration, political instances and social institutions.

In the years which followed, chiefly in the 1970s, a particular attention has been drawn to the development of services and to meeting other direct needs of the population. On the basis of the growing heavy industry other industries like light, chemical, food have been developed as well as public utilities rendering cultural, health protection and social services. The industry and public utilities are located not only in large urban centres. Quite often they are set up in other places, provided there are enough local raw materials and manpower.

As the living standards of the population grow, these very phenomena become the basic factor promoting urbanization and determining the position and real rank of small and medium-size towns. The state of the said socio-economic changes explains, *inter alia*, why the 1975 reform of territorial division and the creation of the two-tier organization structure of the state apparatus met with the approval of Polish society.

In the period in question important socio-economic transformations have taken place in the countryside. A marked growth in the agricultural production and animal breeding which came as a result of application of new methods of husbandry was the factor which gave rise to these changes. Electricity has become commonplace in rural areas and the Polish agriculture has begun to broadly avail itself of the benefits of mechanization and the achievements of chemistry and the knowledge on development regularities not only in the

sphere of biology but in the field of politics as well. The process of ironing out the living standards in villages and in towns has been making rapid progress.

The development of production of machinery promoting progress in agriculture, of educational, health service, welfare and cultural centres has become an expression of these transformations. Municipal conditions have changed and changes also occurred in the service and trade network. Social and economic organization of the countryside such as agricultural circles, state farms, supply and sale cooperatives are developing productive and non-productive activity. This confronts the organs of power and administration in the countryside with new tasks calling for broader powers, more qualified cadres and more modern methods and means of activity.

The establishment of strong rural commune units has created conditions for suitable fixing of competence for the whole state local apparatus. In the state administration, that is, in the executing-directing part of the state apparatus, there are three basic competence systems, namely:¹⁹

- first — system of central direction, planning, coordination and supervision,
- secondly — system of inspiration, organization and control of meeting principal needs of citizens and social milieus,
- thirdly — system of organizational units, responsible for direct satisfaction of needs of working people.

In the three-tier territorial division of the country the tasks mentioned in the second and third points were split among the three organizational echelons; basic, district and voivodship. As it was mentioned above, the consolidation of the rural communes has created premises for concentrating on this organizational level of direct management of the units which meet the essential needs of the working people and for implementation of nearly all the tasks of the sphere of the control-distributive activity.

In line with the law of May 28, 1975 (Dz.U. No 16, item 91) a two-tier territorial division of the country was introduced and decisions concerning powers were changed.²⁰ The basic level organs operating in rural communes, towns and districts of large cities retained all their former powers, took over from the medium level organs a majority of powers concerning the satisfaction of the need of inhabitants, definition of their legal position and cooperation with units active on a given area.

The 17 voivodships and 5 cities of the voivodship echelon have been replaced by 49 units of the territorial division of the higher level. These units have been formed with a view to embracing whole economic regions. The Warsaw metropolitan voivodship, for example, embraces the agglomeration and the areas directly linked with it. The Tarnobrzeg voivodship embraces the area

where sulphur is mined and processed. The other voivodships also form economic whole.

The organs of power and state administration operating in the voivodships have taken over all the powers held previously by the voivodship echelon bodies in the former territorial division. They have also been granted those powers held previously by the dissolved district level bodies which could not be handed over to the basic level organs (to mention the power to organize hospitals). Besides, the coordinative function of socio-economic and spatial planning has been retained.

However, not all the questions of planning and programming socio-economic development could be left within the competence of the voivodship authorities, this being true, above all, of spatial planning connected with taking long-range decisions concerning localization of productive forces which must be dealt with within the framework of a supravoivodship macroregional system. Macroregional planning has to combine the undertakings of local units with assumptions of the national policy.

So macroregional planning calls for close cooperation of local organs (macroregional development commissions composed of representatives of the voivodships forming a given macroregion) and central organs (adequate sections of the Planning Commission at the Council of Ministers).

Some local tasks of the state are solved within the framework of the system which is above the basic system. Irrespective of the agreements between rural communes themselves and between communes and towns, irrespective of the establishment of joint organs of power and administration for a commune and a town neighbouring on each other, regions are set up (for administration of justice, for example) with a view to fulfilling some state tasks. These regions embrace an area of several basic units. Also, regions embracing several units of the voivodship echelon are formed to implement other tasks (for example, to execute state control).

In the new situation resulting from the changes in the territorial division of the country, the weight of the coordinative tasks, fulfilled in the vertical (department) system and in the central horizontal and local horizontal systems is considerably growing. And a practical attainment of all the targets which were at the root of the decision to change territorial division depends to a considerable extent on how these tasks are fulfilled.

Besides the coordinative links, a vital role is played by the agreements concluded by organs of the neighbouring units of the territorial division. On the basis of these agreements the neighbouring units embark on the implementation of joint socio-economic and cultural-educational tasks.

These agreements, the beginning of the development of which dates back to the early 1960s, are evidence of the formation of regional links exceeding the framework of the then territorial division for basic purposes.²¹ In their

cooperation, people's councils and local organs of state administration broadly capitalize on the experience gained during the execution of these agreements.

The establishment of more durable cooperation by local organs of power and administration operating on the area marked by the evolving socio-economic ties leads up, in a more advanced phase of this cooperation, to the embracement of the cooperating units with a joint development plan.²² Work to elaborate these macroregional plans²³ began in Poland within the framework of the efforts to draw up a long-range plan and its integral part-plans for spatial development of the country.²⁴ Within the work on the latter, efforts were initiated at the beginning of 1972 to map out several macroregional plans: the Macroregional Plan of the Baltic Coast, the Silesian-Cracow Group of Industrial Regions and plans for north-eastern regions of the country, calling for acceleration of their development.²⁵ These plans were worked out as a result of close cooperation of special intervoivodship commissions of macroregional plans and government teams of experts for the questions of the spatial development of the country.²⁶ The development of the forms and course of cooperation of local organs have been taking place, above all, in the sphere of practice.

The coordination of the activity, of local organs of power and administration and cooperation of organs of neighbouring units of territorial division is possible due, inter alia, to the relatively broad powers of these organs and their vigorous organizing efforts.²⁸ These efforts are buttressed by the actions undertaken by inhabitants' self-governments. This leads to the evolvement of different forms of social self-government the basic organs of which are the people's councils. The harmonizing of the activity of the organs of the state apparatus, public utility institutions, self-government links and citizens, constitutes an indispensable element of ever better and fuller satisfaction of the needs of the citizens. The perfection of the performance of the national economy and the state apparatus is a process taking place parallelly to the growth of the economic potential of the country and the formation of new social ties. Structural changes surface only sporadically in the course of this process. And the perfection of its forms of activity and methods is its permanent element.

Transformations of territorial division belong to those structural changes which result from the development of methods and forms of activity and at the same time imply further process in this sphere.

Polish experience and experience of other socialist countries show that the questions of territorial division are a difficult issue and constitute the resultant of many factors. Therefore, changes of territorial division call for cautious and considered approach.²⁹ In this field, changes should have a complex character and experiments in the area of a part of a country are out of the question.³⁰

In view of the weight of the phenomena discussed above and the continuity of the process of perfection of the activity, it is indispensable to conduct steady scientific studies of the problem.

The changes made in the organization and the functioning of the local organs of power and state administration are reflected in the Constitution of the Polish People's Republic. These constitutional amendments have opened the period of construction of a developed socialist society in our country.

NOTES

¹ Cf. my paper »Functional and Spatial Organization in Relation to Administrative Territorial Division — the Example of Poland», included in collective work edited by K. Kukliński *Regional Development and Planning: International Perspective*, Sijthoff—Leyden, 1975, p. 241 and following.

² Traditional term »administrative division» should be replaced in present conditions by the term »territorial structure of country». It should be done so because the units of territorial division today constitute the basis of activity of not only the organs of public administration but also of the local organs or power, links of social and political organizations and economic and technical institutions.

³ Question of the function of the socialist state is dealt with more extensively by N. V. Tchernogolovkin, *Tieoria funkcji socyjalisticheskovo gosudarstva*, Moscow, 1970.

⁴ Cf. *Prawo Administracyjne* (Administrative Law), collective work edited by M. Jaroszyński, vol. 1, Warsaw 1952, p. 57 and following.

⁵ In principle, in the course of changes in territorial division of a country, nationality problems should be taken into account. However, how they influence the shape of that division depends on the nationality policy conducted by a given state. In the Soviet Union, for example, which recognizes the principle of equal rights of all nationalities, autonomous regions and districts exist, the boundaries of which have been shaped so that to embrace the chief population centres of given nationalities. The countries which attempt to obliterate nationality divisions shape their territorial division according to other principles.

⁶ I deal more extensively with the subject in the work *Administracja gospodarcza europejskich krajów RWPG* (Economic Administration of CMEA European Countries), Ossolineum, 1975.

⁷ Cf. S. Beronyj, »L'administration socialiste et l'economie», *Annales Universitatis Scientiarum Budapestinensis... »Sectio Juridica*, Tomus XV, Budapest 1973, p. 3 and following.

⁸ Samuel Humes, Eilen Martin, *The Structure of Local Government, A Comparative Survey of 81 Countries*, International Union of Local Authorities, The Hague 1969 and others.

⁹ Cf. Referaty, dyskusja, uchwała XVII Plenum Komitetu Centralnego PZPR (Speeches, Discussion, Resolution of the 17th Plenary Meeting of the PUWP Central Committee), *Nowe Drogi*, No. 6/1975, p. 8 and following.

¹⁰ The term »control-distributive and protective activity» is used here in objective meaning. Cf. Walter Antonioli, *Allgemeines Verwaltungsrecht*. Vienna 1954, p. 254 and following.

11 Cf. J. Łukaszewicz, *Rozwój demokracji socjalistycznej w Polsce* (Development of Socialist Democracy in Poland), *Nowe Drogi*, No. 1/1975, p. 83 and following.

12 Cf. Z. Leonski, *Kształtowanie się podziału terytorialnego w okresie trzydziestolecia Polski Ludowej* (Territorial Division during Thirty Years of People's Poland), *Państwo i Prawo* No. 12/1975, p. 16 and following.

13 I deal more extensively with the subject in the work *Administracja gospodarcza w PRL* (Economic Administration in PPR), PWN 1975.

14 As shown by studies, such shortcomings appear, in principle, in the functioning of the majority of local organs operating in small units of territorial division. Cf. *Local Government in XXth Century*. 35 national reports on a general report for the *International Union of Local Authorities Jubilee Congress 1963*, The Hague 1963.

15 Cf. J. Wiczorek, *Reforma władzy terenowej, Doświadczenia i wnioski* (Reform of Local Power, Experience and Conclusions), *Nowe Drogi* No. 3/1975, p. 82 and following.

16 Economic functions of the non-socialist state are presented in: Pierre Viot, *De la planification regionale a la region politique et administrative en Europe*, *Bulletin de l'Institut International d'Administration Publique*, No 9/1965, p. 31, *Regional Planning and Regional Government in Europe*, editor R. Kalk, The Hague 1971, p. 39, B. Chenot, *Organization economique de l'etat*. Paris 1965.

17 The connection between administrative reforms and territorial division is dealt with by Gerald E. Caiden, *Administrative Reform*, London 1970.

18 Cf. *The History of Urban Growth, Report of the International Colloquium*, Brussels, December 2—4, 1968, Brussels 1971.

19 Cf. M. Jaroszyński, *Zagadnienia Rad Narodowych, Studium polityczno-prawne* (Questions of People's Councils, Political-Legal Study), Warsaw 1961, p. 27 and following.

20 Cf. K. Siarkiewicz, *Trzeci etap reformy terenowych organów władzy i administracji państwowej w PRL* (Third Stage of Reform of Local Organs of Power and State Administration in the PPR), *Państwo i Prawo* No. 6/1975, p. 5 and following.

21 Forms and scope of cooperation of people's councils are discussed in detail by Jerzy Szluzewski in *»Współdziałanie rad narodowych«* (Cooperation of People's Councils), included in collective work edited by L. Bar, *Studia z dziedziny prawa administracyjnego* (Studies of Administrative Law Questions), 1971, p. 113 and following. Cf. the same author, *Działalność organów państwowych na obszarze aglomeracji miejskich* (Activity of State Organs on the Area of Urban Agglomerations), Warsaw 1965, p. 126 and following.

22 Cf. Tadeusz Mrzygłód, *Przestrzenne zagospodarowanie Polski* (Spatial Development of Poland), Warsaw 1971. This problematique is a subject of deliberations of the prognostic character. Cf. S. Leszczycki, P. Eberhardt, S. Hermann *»Prognoza przestrzennego zagospodarowania kraju do roku 2000«* (Prognosis of Spatial Development of the Country up to 2000) and B. Malisz and P. Zaremba *»Prognoza sieci osadniczej w Polsce w r. 2000«* (Prognosis of Settlement Network in Poland in the Year of 2000), included in the work *Rozwój Polski w pracach prognostycznych* (Development of Poland in Forecasting Work), PAN, Komitet Badań i Prognoz *»Polska 2000«*, Warsaw 1971.

23 Cf. Antoni Kulkiński, *Macroregional Planning in Developed Countries*, included in the work: A. Kukliński, C. Petrella *Growth Poles and Regional...*, *A Seminar*, Mouton, The Hague 1972. The question of development of one of macroregions in Poland is dealt with in an article contributed by A. Pyszkowski *»Rozwój makroregionu północno-wschodniego«* (Development of North Eastern Macroregion), carried

by the journal *Rada narodowa — gospodarka — administracja*, No. 15/1973, p. 23 and other.

²⁴ Cf. Stanisław Leszczycki, »Pojęcie czynnika przestrzeni i jego rola we współczesnej gospodarce« (Notion of Space Factor and its Role in Economy of Today) included in collective work edited by Kazimierz Secomski »*Elementy teorii planowania przestrzennego*« (Elements of Theory of Town and Country Planning), Warsaw 1972, p. 31 and following.

²⁵ According to decree No 10 by Chairman of the Council of Ministers, issued on January 24, 1972 and concerning the elaboration of the plan for the spatial development of the country and regional plans.

²⁶ The problematique of regional planning is dealt with more extensively by Stanisław M. Zawadzki, *Postawy Planowania regionalnego* (Basis of Regional Planning), Warsaw 1972.

²⁷ Cf. J. Gorynski, Z. Rybicki »The Functional Metropolis and Systems of Government« included in the work *Metropolitan Problems*. Methuen 1970, p. 291 and following and Symposium on Governing Megacentropolis — *Public Administration Review* nr 5/1970.

²⁸ I deal more extensively with the subject in the work *System rad narodowych w PRL* (System of People's Councils in PPR), Warsaw 1971, p. 218 and following and in the work »La descentralization su importancia para reformar la administracion publica, *Cuadernos de la Sociedad Columbia na de Planification*, No 8/1972, p. 5 and following.

²⁹ Cf. Wasław Brzeziński, »Kształtowanie podziału terytorialnego państwa, Zagadnienia metody« (Shaping of Territorial Division of Country, Questions of Method), *Państwo i Prawo*, No 3/1963, p. 401 and following.

³⁰ K. Secomski, »Na drodze nowoczesnych przemian strukturalnych w gospodarce narodowej« (Along the Road towards Modern Structural Transformations in National Economy), *Nowe Drogi*, No 10/1970.

³¹ Cf. Brayn Massam, *Location and space in social administration*, London 1975.