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REGIONAL AND LOCAL BRANCH AGENCIES OF THE CENTRAL GOVERNMENT

Introduction

Public administration in Poland consists of many entities classified as state, government, and regional and local branch agencies of the central government. The organization of this administration is based on the constitutional decentralization principle of public authority, except that it is appropriate only for local government. The government administration functions on a centralized basis with numerous cases of material and local deconcentration. Centralization is a way of organizing the administration, consisting in a hierarchical subordination of lower-level bodies to higher-level bodies¹. The transfer of competences and resources within the hierarchical structure of government administration is a deconcentration².

The entirety of the government administration functioning in the voivodeship and district are, in fact, agencies of the central administration operating within the specific branches of government administration. What is important in this regard is the hierarchical system of the apparatuses of this administration and its bodies, regardless of whether they are categorized as general or special administration.

What distinguishes the government administration is that it is based on its bodies located on the central and local level, both in the voivodeship and district. The bodies of this administration, carrying out numerous tasks, have at their disposal organizational structures defined as their auxiliary units, which take different names. There are various degrees of specialization within these bodies, some of them have competences of a general nature, while others take the form of typically special-

¹ N. Szczech, *Administracja publiczna i prawo administracyjne* [in:] *Administracja publiczna i prawo administracyjne w zarysie*, eds. M. Karpiuk, J. Kowalski, Warszawa–Poznań 2013, p. 22.

² M. Dąbrowski, *Konstytucyjna zasada decentralizacji administracji publicznej a administracja rządowa* [in:] *Administracja rządowa w Polsce*, ed. M. Chmaj, Warszawa 2012, p. 14.

ized in the implementation of matters and tasks defined in the law. Bodies with special competences are created as a result of the material division of administrative tasks³.

The high complexity of tasks, competences and responsibilities results in the fact that, in order to improve the functioning of regional and local branch agencies of the central government, it has been grouped and assigned to the combined administration in the voivodeship and district. The existence of highly specialized entities is sometimes related to the lack of possibility to assign them to the basic territorial division of the state, for this reason a part of the regional and local branch agencies of the central government is described as non-connected administration. This administration should also be active during a pandemic state, which is “an epidemic of particularly large proportions, involving countries or even continents”⁴.

Considering the organizational forms of regional and local branch agencies of the central government in Poland, it is necessary to assume a hypothesis that combined and non-combined are the key ways of organizing this administration, which result in its high efficiency and effectiveness. The state of pandemic does not affect the organizational basis of the field government administration, only its forms of action change.

The essence and types of combination

Referring to the government administration and its organizational forms, the research attention should first of all be focused on the theory relating to the combination and its basic types. The functioning of government administration in the voivodeship is based on the principle of administrative combination, the essence of which is to separate competences and assign them to appropriate structures. According to this principle, administrative competences concerning various fields of administration should not be granted to many local administrative bodies, but should be concentrated in the hands of one body⁵. The body that gathers this administration is the voivode, who is its superior and the entity responsible for the implementation of the most important tasks in the field of government administration in the voivodeship, including those performed on its behalf by the bodies of combined administration. A voivode is also one of the components of this administration, the core of which consists of the heads of combined services, inspections and guards. It can be noted that the essence of combination under the

³ R. Michalska-Badziak, *Podmioty administrujące* [in:] *Prawo administracyjne. Pojęcia, instytucje, zasady w teorii i orzecznictwie*, ed. M. Stahl, Warszawa 2013, p. 273.

⁴ PWN Encyklopedia, <https://encyklopedia.pwn.pl/encyklopedia/pandemia;1.html> (12.04.2022).

⁵ E. Ura, *Prawo administracyjne*, Warszawa 2010, p. 184.

law in force is that the centre of combination is the voivode (general administration body) who exercises authority over the heads of combined services, inspections and guards⁶.

A characteristic feature of this combination at the voivodeship level is the separation of its four forms: personal, organizational, competence and financial. Organizational combination is a derivative of the standard resulting from Art. 53(1) of the Act on the voivode and government administration in the voivodeship, which states that “the bodies of governmental administration combined in a voivodeship perform their tasks and competences with the help of the voivodeship office, unless a separate act provides otherwise”. An exception to this rule is the Police and perform their tasks and competences with the help of the provincial office. It the State Fire Service, whose provincial commanders should be noted that organizational combination, despite its great importance in the principle of combination, has not been implemented in the case of all entities of this administration, as evidenced by the above cases.

Competence combination occurs when the authority of government combined administration in the voivodeship is a voivode, and in cases specified in the acts, in particular in the scope of issuing individual administrative acts, heads of combined services, inspections and voivodeship guards⁷. This type of combination results directly from specific acts shaping the system of individual entities of the combined administration.

Financial combination involves the inclusion of the budget of services, inspections and guards in the budget of a voivode and the service of these budgets by the financial services of a voivode. However, the source of financing for the budgets of services, inspections and guards are the budgets of their central bodies, due to the lack of a full organizational combination⁸.

Personal combination refers to ensuring the voivode’s influence on the staffing of services, inspections and guards. On the basis of special regulations, heads of services, inspections and guards are appointed and dismissed by the voivode, with the consent of relevant central administrative body (e.g. Chief National Surveyor, Chief Sanitary Inspector etc. or the Minister of Education) or the voivode only expresses opinions when appointing, e.g. the Voivodeship Police Chief or the National Fire Service⁹.

In the case of combination there is the so-called double subordination – in a vertical perspective – to the central authority, as well as in a horizontal perspective to the superior of the combined services, inspections and guards¹⁰. This

⁶ A. Wiktorowska, *Administracja zespolona* [in:] *System Prawa Administracyjnego*, vol. VI: *Podmioty administrujące*, eds. R. Hauser, Z. Niewiadomski, A. Wróbel, Warszawa 2011, p. 385.

⁷ E. Ura, *Prawo administracyjne*, p. 185.

⁸ A. Wiktorowska, *Administracja zespolona*, p. 385.

⁹ *Ibidem*, p. 385.

¹⁰ J. Dobkowski, *Pozycja prawnoustrojowa służb, inspekcji i straży*, Warszawa 2007, p. 254.

organizational form of regional and local branch agencies of the central government has grown into a system of public administration and has become a natural way of connecting administration entities.

Voivodship combined administration

The regional and local branch agencies of the central government, performing numerous tasks, has been organized on the basis of the aforementioned principle of combined and non-combined administration, which is characterized by a high degree of specialization. For this reason, there was also a division into general administration and special administration, dominant in terms of the number of entities. The legislator directly indicated which entities were obliged to perform government tasks in the voivodeship. According to Article 2 of the Act on the voivode and government administration in the voivodeship “the tasks of government administration in a voivodeship are performed by: 1) a voivode; 2) the bodies of governmental combined administration in the voivodeship, including the heads of combined services, inspections and guards; 3) the bodies of non-combined governmental administration; 4) local government units and their unions, if their performance of governmental administration tasks results from separate acts or an agreement concluded; 5) the poviata governor, if the performance of governmental administration tasks results from separate acts; 6) other entities, if their performance of governmental administration tasks results from separate acts”¹¹.

A voivode appears to be the dominant body of general administration in the voivodeship and at the same time a representative of the Council of Ministers, and his most important tasks are concentrated around him. The voivodes perform their functions with the help of the heads of combined services and the voivodeship office¹², which is its auxiliary unit. The tasks of a voivode as the head of the government combined administration in the voivodeship include: directing, coordinating and controlling its activities, ensuring conditions for effective operation and taking responsibility for the results of its operation.

The act on voivode and government administration in the voivodeship does not specify the procedure for appointing and dismissing the bodies of government combined administration in the voivodeship. It results from the provisions of separate acts that shape the system of a given entity. In accordance with the aforementioned principle of organizational combination, the governmental bodies of com-

¹¹ Act of 23 January 2009 on the voivode and government administration in the voivodeship (uniform text: Dz.U. 2022, item 135).

¹² M. Grzybowski, *Rada Ministrów i administracja rządowa* [in:] *System Prawa Administracyjnego*, vol. II: *Konstytucyjne podstawy funkcjonowania administracji publicznej*, eds. R. Hauser, Z. Niewiadomski, A. Wróbel, Warszawa 2012, p. 148.

bined administration in the voivodeship perform their tasks and competences with the help of the voivodeship office, unless separate special provisions result from a different way of organizing a given body. An important role in this respect is played by the statute of the voivodeship office, which provides for the detailed organization of governmental combined administration in the voivodeship. One of the most important competencies of a voivode in relation to the combined administration in the voivodeship is the right to approve the regulations of offices serving the bodies of the government combined administration¹³.

Unlike in the case of non-combined administration, the bodies of combined administration have not been enumerated in one act of statutory rank. In searching for their catalogue, it is necessary to pay attention to the Statute of Podkarpackie Voivodeship Office in Rzeszów¹⁴. In accordance with § 25 quotation of the Statute “the tasks of the government combined administration in the voivodeship are performed by a voivode and the authorities of the government combined administration in the voivodeship acting under his authority, including the heads of the combined services, inspections and guards: 1) Podkarpackie Voivodship Chief of the State Fire Service; 2) Voivodship Chief of the Police in Rzeszów; 3) Podkarpackie Authority for Education; 4) Podkarpackie Voivodship Inspector of Trade Quality of Agricultural and Food Products; 5) Podkarpackie Voivodship Pharmaceutical Inspector; 6) Podkarpackie Voivodship Inspector of Plant Protection and Seed Production; 7) Podkarpackie Voivodship Inspector of Environmental Protection; 8) Podkarpackie Voivodeship Inspector of Trade Inspection; 9) Podkarpackie Voivodeship Veterinary Practitioner; 10) Podkarpackie Voivodeship Monument Conservator; 11) Podkarpackie Voivodeship Building Supervision Inspector; 12) Podkarpackie Voivodeship Road Transport Inspector; 13) Podkarpackie State Regional Sanitary Inspector and the State County Sanitary Inspectors in: Brzozów, Dębica, Jarosław, Jasło, Kolbuszowa, Krosno, Leżajsk, Lubaczów, Łańcut, Mielec, Nisko, Przeworsk, Przemyśl, Ropczyce, Rzeszów, Sanok, Stalowa Wola, Strzyżów, Tarnobrzeg and Ustrzyki Dolne; 14) Podkarpackie Voivodeship Inspector of Geodetic and Cartographic Supervision”.

The government administration bodies are mainly single-person authorities. However, they have a very extensive support units in the form of various types of offices¹⁵. The heads of combined administration have their own auxiliary units, which are defined in the relevant laws. A collective catalogue of these

¹³ Art. 53(3) of the Act of 23 January 2009 on the voivode and government administration in the voivodeship.

¹⁴ The Statutes of the Podkarpackie Voivodeship Office in Rzeszów being an annex to the Ordinance No. 164/20 of the Podkarpackie Voivode of 13 August 2020 on granting the Statutes of the Podkarpackie Voivodeship Office in Rzeszów (Dz.U. 2020, item 3590 as amended).

¹⁵ R. Przybyszewski, *Administracja publiczna wobec przemian społeczno-ekonomicznych epoki informacyjnej*, Toruń 2009, p. 133.

organizational units is also included in the statutes of the voivodship office. With regard to Podkarpackie Voivodeship, it should be noted that the auxiliary units of the governmental combined administration bodies in the voivodeship, including the heads of the combined services, inspections and guards in the voivodeship consist of: 1) Voivodship Headquarters of the State Fire Service in Rzeszów; 2) Voivodship Police Headquarters in Rzeszów; 3) Education Office in Rzeszów; 4) Voivodship Inspectorate of Trade Quality of Agricultural and Food Products in Rzeszów; 5) Voivodship Pharmaceutical Inspectorate in Rzeszów; 6) Voivodship Inspectorate of Plant Protection and Seed Production in Rzeszów; 7) Voivodship Inspectorate of Environmental Protection in Rzeszów; 8) Voivodeship Trade Inspectorate in Rzeszów; 9) Voivodeship Veterinary Inspectorate with registered office in Krosno; 10) Voivodeship Office for Monuments Protection with registered office in Przemyśl; 11) Voivodeship Building Supervision Inspectorate in Rzeszów; 12) Voivodeship Road Transport Inspectorate in Rzeszów; 13) Voivodeship Sanitary and Epidemiological Station in Rzeszów and Powiat Sanitary and Epidemiological Stations in: Brzozów, Dębica, Jarosław, Jasło, Kolbuszowa, Krosno, Leżajsk, Lubaczów, Łańcut, Mielec, Nisko, Przeworsk, Przemyśl, Ropczyce, Rzeszów, Sanok, Stalowa Wola, Strzyżów, Tarnobrzeg and Ustrzyki Dolne. The auxiliary unit of the Podkarpackie Voivodeship Inspector of Geodesic and Cartographic Supervision is the Voivodeship Inspector of Geodesic and Cartographic Supervision in Rzeszów, operating within the Office¹⁶.

The activities of public administration are to a certain extent determined by law¹⁷. The system acts result in the organization and tasks of particular bodies of the combined administration in the voivodeship, in various acts the scopes of operation of the auxiliary units are also defined. When characterizing the combined administration in a voivodeship due to the broad issues, it is only necessary to indicate for which tasks of the government administration they are responsible. The scope of activity:

- The Voivodeship Headquarters of the State Fire Service in Rzeszów is responsible for the implementation of tasks concerning fire protection, organizing and conducting the fight against fires, natural disasters or other local threats;
- The Voivodeship Police Headquarters in Rzeszów is responsible for the protection of people and property safety as well as maintaining public safety and order;
- The Education Office in Rzeszów is responsible for tasks concerning education and exercise pedagogical supervision over public and non-public schools and institutions;

¹⁶ § 25 Statute of the Podkarpackie Voivodeship Office in Rzeszów.

¹⁷ J. Radwanowicz, *Administracja publiczna i prawo administracyjne* [in:] *Prawo administracyjne, część ogólna*, ed. M. Chmaj, Warszawa 2007, p. 16.

- The Voivodeship Inspectorate for Trade Quality of Agricultural and Food Products in Rzeszów is particularly responsible for the implementation of tasks concerning the supervision of trade quality of agricultural and food products in domestic and foreign trade and the control of their storage and transport conditions, as well as the supervision of the marketing of fertilizers, plant cultivation aids;
- The Voivodeship Inspectorate of Plant Protection and Seed Production in Rzeszów is responsible for the implementation of tasks related to the supervision of plant health, prevention of threats related to the marketing and use of plant protection products and supervision over the production, evaluation and marketing of seed;
- The Voivodeship Pharmaceutical Inspectorate in Rzeszów is responsible for the implementation of tasks concerning the supervision of quality and trade in medicinal products;
- The Voivodeship Inspectorate of Environmental Protection in Rzeszów carries out the tasks concerning the control of compliance with the regulations on environmental protection specified in the Environmental Protection Inspection Act;
- The Voivodeship Inspectorate of Trade Inspection in Rzeszów carries out tasks concerning protection of interests and rights of consumers and economic interests of the state;
- The Voivodeship Veterinary Inspectorate with its registered office in Krosno performs tasks concerning the protection of animal health and safety of animal products in order to ensure public health protection;
- The Voivodeship Office of Monuments Protection with its registered office in Przemyśl is responsible for the implementation of tasks concerning the control of observance and application of regulations on monument protection and care;
- The Voivodeship Building Supervision Inspectorate in Rzeszów is responsible for the implementation of tasks concerning the control of observance and application of building law regulations and control of the activity of architectural and construction administration bodies;
- The Voivodeship Inspectorate of Road Transport in Rzeszów carries out tasks related to the control of observance of regulations in the scope of road transport performance, nonprofit road transport, road traffic and the system of monitoring road transport of goods;
- The Voivodeship Sanitary and Epidemiological Station in Rzeszów is responsible for the implementation of tasks concerning preventive and current sanitary supervision as well as preventive and antiepidemic activities in the field of communicable diseases and other diseases caused by environmental conditions, and also for educational and health care activities.

The presented tasks indicate the area of responsibility with regard to individual entities of the combined administration in the voivodeship and confirm the thesis that they belong to the special administration. From the multitude of bodies and organizational units a conclusion should also be drawn that the main burden of the implementation of tasks in the field of government administration is concentrated on the voivodeship level. However, it should be remembered that in most cases the voivodeship combined administration performs tasks on behalf of a voivode, and only a part of them indicated in the acts belongs to the exclusive competence of its bodies. This also applies to activities relating to preventing and combating the effects of a pandemic that prevails in a specific area.

Combined administration in the district

The organizational structure of combined administration in the district is different, as it is a certain combination of government administration and local government. There are district local government bodies (e.g. district council or poviata governor) as well as local government administration bodies (e.g. district chief of the Police, district chief of the State Fire Service)¹⁸. The poviata combined administration is composed of 1) poviata governor; 2) poviata labour office, which is an organizational unit of the poviata; 3) organizational units constituting an auxiliary unit for the heads of poviata services, inspections and guards¹⁹. The Act in question does not contain a list of the combined administration bodies in a poviata and the auxiliary units of these entities. It refers to separate acts, which indicate the system and conditions for appointing and dismissing the bodies, as well as basic tasks.

The authority with general competence which plays a key role in the poviata combined administration is the poviata governor. According to Art. 35(2) of the Act on poviata self-government, “the poviata governor is the head of the poviata office and the service head of poviata employees and heads of poviata organizational units and the head of poviata services, inspections and guards”. The authority of poviata governor over these services, inspections and guards in the district is limited to pointing out problems and agreeing on actions within the scope defined for these units in separate acts²⁰. The poviata governor, while exercising authority over poviata services, inspections and guards: 1) appoints and dismisses the heads of these units, in agreement with the voivode, as well as performs activities with regard to them in matters of labour law, unless specific provisions provide otherwise; 2) approves the programmes of their activities; 3) agrees on joint actions of these

¹⁸ B. Jaworski, *Policja administracyjna*, Toruń 2019, p. 28.

¹⁹ Art. 33b of the Act of 5 June 1998 on poviata self-government (consolidated text in Dz.U. 2022, item 528 as amended).

²⁰ E. Ura, *Prawo administracyjne*, p. 188.

units within the area of the powiat; 4) directs the joint actions of these units in special situations; 5) orders, in justified cases, inspections²¹.

Unlike in the case of voivodships, the bodies of the powiat government combined administration perform tasks only in their own name and on behalf of the state. The scope of influence of this administration is much smaller and focuses mainly on issues related to ensuring various states of security. The government combined administration in the district consists of services, inspections and guards. These bodies include the district chief of the Police, district chief of the State Fire Service and district building supervision inspector²². They perform their tasks respectively with the help of: district chief of the Police, district chief of the State Fire Service and the district building supervision inspectorate.

The organs of government administration in the province, in matters of protection of human safety and maintenance of public safety and order, are:

- a voivode with the help of the voivodeship police chief acting on his behalf or the voivodeship police chief acting on his own behalf in matters:
 - performing operational, exploratory, investigative and prosecution activities,
 - issuing individual administrative acts, if the laws so provide;
- the district (municipal) police chief;
- the chief of the Police Station²³.

The Police Act does not include a catalogue of detailed tasks provided for the district chief of the Police. They result from the general purpose of the Police functioning and are consistent with the tasks assigned to the entire unit. It is necessary to indicate, for example, those which have been catalogued in Art. 1(2) of the Police Act. The basic tasks of the Police include, among others, protection of life and health of people and property against illegal attacks infringing these goods; protection of public safety and order, including ensuring peace and quiet in public places and in means of public transport and communication, in road traffic and on waters intended for general use; initiating and organizing activities aimed at prevention of committing crimes and offences, as well as criminogenic phenomena and cooperating in this respect with state, self-government and social organizations; detection of crimes and offences and prosecution of their perpetrators; control of observance of law and order and administrative regulations related to public activity or in force in public places.

The State Fire Service is a professional, uniformed and equipped with specialist equipment unit designed for fighting fires, natural disasters and other local threats²⁴. It is obliged to combat the aforementioned threats throughout the coun-

²¹ Art. 35(3) of the Act of 5 June 1998 on powiat self-government.

²² S. Pieprzny, *Administracja bezpieczeństwa i porządku publicznego*, Rzeszów 2014, p. 82.

²³ Art. 6(1P) of the Act of 6 April 1990 on the police (consolidated text in Dz.U. of 2021, item 1882 as amended).

²⁴ Art. 1(1) of the Act of 24 August 1991 on the state fire service (consolidated text in Dz.U. 2021, item 1940 as amended).

try and its statutory tasks are carried out by central and local authorities, which include the district (municipal) chief of the State Fire Service. Unlike the Police, the tasks of the poviát (municipal) chief of the State Fire Service are specified in the Act, which includes among others the following: organization of rescue and fire-fighting units; organization of the national rescue and fire-fighting system on the county area; disposal and management of forces and resources of the national rescue and fire-fighting system on the county area through its management position; organization and management of rescue action; recognition of fire hazards and other local threats or performing rescue tasks²⁵.

The basis for the functioning of building supervision in Poland is the Act of 7 July 1994 – Construction Law²⁶, which indicates among others the district building supervision inspector as the authority of this supervision. As a rule, the local jurisdiction of this body is limited to one poviát, but in justified cases, the voivode, at the request of the relevant poviát governors, may extend the scope of the poviát building supervision inspector's activities to more than one poviát. In accordance with Art. 84(1) of the Act, the tasks of the construction supervision include: control of observance and application of the provisions of construction law; control of the operation of architectural and construction administration bodies; investigation of the causes for construction disasters and cooperation with state control bodies.

The functioning of combined administration in a poviát is related to tasks of supra-municipal nature, which in turn cannot be performed by the voivodeship administration. Acts usually indicate the competence of the presented bodies in individual cases and give this administration much greater independence from the combined administration in the voivodeship. The indicated independence also applies to tasks performed in the state of a pandemic and special threats to human health and life. It is also necessary to remember about the second component of the regional and local branch agencies of the central government, i.e. non-combined administration.

Non-combined administration

Sometimes the implementation of governmental administration tasks is related to crossing the borders of basic territorial division of the state and its nationwide dimension. For this purpose, by way of an act, non-combined administration bodies are created, functioning within the administrative divisions for special purposes or occasionally operating on the territory of a given voivodeship. Non-combined administration – these are local special administrations separated

²⁵ More broadly, Art. 13(6) of the Act of 24 August 1991 on the state fire service.

²⁶ Consolidated text in Dz.U. 2021, item 2351 as amended.

in terms of organization (not combined with the voivodeship office), directly subordinate to the ministers or central government administration bodies²⁷.

The bodies of government non-combined administration are regional and local branch agencies of the central government bodies subordinate to the relevant minister or central government administration body, as well as heads of state legal persons and heads of other state organizational units performing tasks related to government administration in a voivodship: heads of provincial military staffs and military replenishment chiefs; directors of tax administration chambers, heads of tax offices and heads of customs and treasury offices; directors of district mining offices and the director of the Specialized Mining Office; directors of district measurement offices; directors of district assay offices; directors of maritime offices; directors of statistical offices; directors of inland waterway offices; border and county veterinary practitioners; chiefs of Border Guard divisions, Border Guard post chiefs and divisions; state border sanitary inspectors; regional directors of environmental protection²⁸.

A large variety of non-combined administration bodies is noticeable, which is related to the fact that it is classified as a special administration. In some cases, the multilevel of these entities are also noticeable, as well as organizational and terminological diversity, which seems obvious due to the nature of implemented cases. Despite being subordinate to the supreme or central governmental administration and the lack of authority of a voivode, these entities have certain obligations towards this local general administration body. In accordance with Art. 58 of the Act, “the bodies of government non-combined administration operating in a voivodship are obliged to submit annual information on their activities in the voivodship to the voivode by the end of February each year. If the area of the body’s activity exceeds the area of one voivodship, the information shall be submitted to all relevant voivodes”.

An important competence of non-combined administration bodies is the possibility, as in the case of a voivode, to establish local laws, but only in situations granting such powers by statutory provisions. These acts are valid in the whole voivodeship or in its part only. The obligation of this administration, despite the lack of subordination, is to agree on the drafts of these acts with the locally competent voivode. In relation to all government administration bodies operating in a voivodeship, the voivode may issue orders, and in emergency situations, in the scope of preventing threats to life, health or property and to the environment, state security and maintenance of public order, as well as prevention of natural disasters – he directs their activities²⁹.

²⁷ H. Izdebski, M. Kulesza, *Administracja publiczna zagadnienia ogólne*, Warszawa 2004, p. 133.

²⁸ Art. 56(1) of the Act of 23 January 2009 on the voivode and government administration in the voivodeship.

²⁹ M. Szypliński, *Zagadnienia prawa administracyjnego*, Toruń 2012, p. 55.

The presented structure of non-combined administration indicates its significant importance in many areas of state activity. It performs tasks of government administration reserved exclusively for it, which do not require the coordination of a voivode. Subordination to the supreme or central bodies results in a specific consolidation and implementation of a uniform policy of activity on the area of the whole state or only its part. This form of organization proves useful when extraordinary threats occur and there is a need to impose restrictions on basic rights and freedoms, as happens, e.g., in a state of pandemic.

Final remarks

Regional and local branch agencies of the central government is characterized by specific forms of organization, which include the principle of combination and the opposite of its non-combination. These organizational forms are to be used for the proper implementation of tasks taking into account the society's needs in a situation of division into departments of governmental administration.

The different organizational forms of regional and local branch agencies of the central government are reflected in the double subordination of combined bodies. On the one hand, the service superiors functioning on the central level, and on the other hand, the voivode as the head of this administration in the voivodeship and the representative of the local Council of Ministers. However, non-combined administration is subordinate only to bodies on the central level, with little influence of the voivode on its activities.

The presented organizational forms seem to be fully sufficient for the efficient functioning of government administration. These forms seem to be completely sufficient for efficient operation in a state of pandemic. The possible shortcomings are certainly not caused by a defective system, but result from incorrect organization of work. Based on the research carried out, some subjective observations can be made as to the possibilities of organizing particular government administration entities. However, a more detailed analysis should take place on the occasion of deeper analyses concerning selected government administration bodies.

In conclusion, it should be stated that the government administration in Poland has structures guaranteeing efficient functioning. The organizational forms also seem to be adjusted to the current legal, economic and social conditions. There is also no need for organizational transformations of this administration, but only for adaptation of the forms and methods of operation to non-standard situations characteristic of a pandemic. Nevertheless, it should be remembered that well-functioning state needs good administration, which evolves along with the evolving state.

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Summary

Contemporary public administration is divided according to the adopted criteria. The most clear and legible division indicates the functioning in its structures of the government administration, which undertakes the activities of the state assigned to it. The bodies of this administration function on different levels of organization and have different powers and competences. The study presents the organization of local government administration divided into two basic forms: combined and non-combined. The deliberations were based on the theory of administrative law and practical organizational solutions. An attempt was also made to assess the form of governmental administration organization functioning in the field. Research attention has also focused on its functioning during a pandemic.

Keywords: public administration, governmental administration, combined, non-combined, pandemic

FORMY ORGANIZACJI TERENOWEJ ADMINISTRACJI RZĄDOWEJ W POLSCE

Streszczenie

Współczesna administracja publiczna ulega podziałom uzależnionym od przyjętych kryteriów. Najbardziej czytelny i klarowny podział wskazuje na funkcjonowanie w jej strukturach

administracji rządowej, która podejmuje się działalności państwa przypisanej do niej. Organy tej administracji funkcjonują na różnych stopniach organizacji oraz posiadają zróżnicowane uprawnienia i kompetencje. W opracowaniu przedstawiono organizację administracji rządowej w terenie w rozbiciu na jej dwie podstawowe formy: zespolenie i niezespolenie. Rozważania oparte zostały na teorii prawa administracyjnego oraz na praktycznych rozwiązaniach organizacyjnych. Poddano próbie oceny formy organizacji administracji rządowej funkcjonującej w terenie. Uwaga badawcza skoncentrowana została też na jej funkcjonowaniu w czasie pandemii.

Słowa kluczowe: administracja publiczna, administracja rządowa, zespolenie, niezespolenie, pandemia