Zeszyty Naukowe Małopolskiej Wyższej Szkoły Ekonomicznej w Tarnowie
The Małopolska School of Economics in Tarnów Research Papers Collection
ISSN 1506-2635, e-ISSN 2658-1817
2021, 50(2), 93–106
DOI: 10.25944/znmwse.2021.02.93106
© 2021 MWSE, distributed under the Creative Commons Attribution 4.0 International License (CC BY-NC-ND 4.0)

Economy and spatial order. Planning and the policy of regional and local development

Jan Siekierski

Małopolska School
of Economics in Tarnów, Poland

E-mail: jan.siekierski@mwse.edu.pl
ORCID: 0000-0003-0805-6036

Abstract: The article presents both theoretical and practical aspects of socio-economic activity in the country, regions and municipalities. Attention is paid to the formulation of the theory of location and spatial order in spatial economy, contained in the main paradigms of J. H. von Thünen, A. Weber, H. Hotelling, W. Christaller and A. Lösch, as well as in the more recent (contemporary) theories of W. Isard, R. Sinclair, and C. Ronsard. In the next part of the study, theories of spatial development—regional and local—are outlined. On this basis, the article presents new aspects of planning, order and spatial policy in Poland, taking into account the national, regional (voivodeship) and local (municipalities and poviats) levels. In the above-discussed topic, compatible issues preceding planning were taken into account, i.e. preparation of a development strategy, and then the assumptions and practical implementation of regional and local development policy.

Keywords: conventional and spatial economy, location, spatial order, planning, theory of regional and local development, spatial policy

1. Introduction

Various scientific studies show that the polarization of the Polish economic space continued throughout the post-war period, and in a special way after 1989. This is evidenced, inter alia, by the marginalization of some post-industrial and former state farm areas. Only some regions were able to use their own resources, human and intellectual capital in the period of systemic transformation in order to undertake actions activating the regions and local socio-economic development and to improve the level of competitiveness. In the economic space of the country, an important role in solving these and other issues is played by the use of scientific knowledge in the field of economic and social space, spatial order and balance in the market economy, and more fully—theoretical knowledge formulated by conventional and spatial economics and theories of location.

Publication financed by:
Małopolska School
of Economics in Tarnów

Correspondence to:
Jan Siekierski
Małopolska Wyższa Szkoła
Ekonomiczna w Tarnowie
Katedra Zarządzania
ul. Waryńskiego 14
33-100 Tarnów, Poland
Tel.: +48 14 656 55 38

Planning and spatial policy at various territorial levels of management are a pragmatic reflection of these activities and solutions.

The aim of this study is to present both theoretical and practical aspects of the activities of economic entities, institutions and people in the economic and social space.

The article highlights the significant role of spatial economy in formulating the notions of order and balance, and the theory of location, in the main paradigms of: J. H. von Thünen, A. Weber, H. Hotelling, W. Christaller and A. Lösch.

The next part of the article outlines the theories of spatial development—regional and local, and then new aspects of spatial planning and order in Poland. Planning and spatial policy (regional and local) are presented at the EU and national, provincial and local (municipality) levels.

2. Socio-economic space and spatial order in the economy

Space is treated as an ambiguous concept, the most important in functional analysis. It has been constantly evolved and developed in science as a mathematical, probabilistic, physical space, e.g. space-time in Einstein's theory of relativity, geographic and geodetic space.

The concept of socio-economic space covers a variety of human activities in the economy and society (Domański, 2006) in a specific area and has strict connotations with geographic and geodetic space. Thus, it concerns the area where spatial management takes place. The distribution of economic activity in space (regions) can be considered in the following systems: point (enterprise), line (communication network), surface (agricultural crops) and others, also taking into account the time dimension.

It can be assumed that if there is a specific territorial organization in a given socio-economic space, then the spatial order includes the distribution of individual elements in space and mutual interactions with the natural environment (Becla and Czaja, 2004). Spatial order understood in this way takes into account economic (growth and development), functional (structural) and environmental (natural balance) goals.

The state of the spatial regional structure of the country will be a synthetic expression of the spatial order. Thus—following R. Domański—the theory of spatial management, based on the above-mentioned premises, is an economic theory enriched with the spatial dimension of the economy, taking into account the spatial order (Domański, 2006).

According to T. Borys, spatial order is an integral part of the concept of sustainable development, understood as an order integrated with the social, economic and environmental order. The author believes that spatial policy should be an expression of spatial order planning. In the concept of this policy: this order expresses the achievement of harmony, balancing and ordering the entire human environment. The introduction and provision of spatial order takes place through space management, i.e. within planning and executive decisions in the processes of shaping, managing and protecting space (Borys, 2004).

Spatial solutions ensuring order (from the legal point of view, also as a constitutional order) require, inter alia, the principles of rationality and optimality of economic choice, as well as the requirements of balanced and sustainable development (eco-development), to be taken into account in planning activities. A properly organized decision-making process allows for the implementation of the institutional order in the economy (Lechwar, 2006).

The spatial order, from the economic point of view, is to ensure proper (optimal) location solutions in the decision-making processes of the urbanization of the distribution of industry, infrastructure, communication network and tourist facilities, the regionalization of agricultural production, as well as economic units in relation to the markets. Moreover, it facilitates the making of important location decisions, e.g. investment decisions. This is broadly reflected in the formulated theories of the location of spatial economics.

3. Space and location in the theory of conventional and spatial economics

Conventional economics did not take space into account in theoretical considerations. Yet A. Smith noticed spatial regularities related to area and distance. However, mainstream economics from the early nineteenth to the mid-twentieth century was limited to the study of an economy devoid of spatial dimensions (Blaug, 1994). And yet, from the earliest times, natural space has been a source for people to obtain goods to meet their needs through the exploitation of resources. Aristotle (*Politics*) and Xenophon (*Economics*) were already interested in managing land separated in space. The earth played an important role in the mind of medieval philosophers as well. And later the physiocrat F. Quesnay appreciated it even more as a source of wealth for the state and its citizens. In 1766 A. Turgot first described the operation of the law of diminishing returns from land, and then A. Smith indicated the importance of land as a source of land rent. Later, the concept of income from land was developed by D. Ricardo.

Spatial economy was established and began to develop in a trend independent of classical and neoclassical economics, starting from the nineteenth century. Its precursor was R. Cantillon, who, as a late mercantilist and an early physiocrat, first drew attention to the factors creating economic and social space and its importance in the economy (*Essai sur la Nature du Commerce en Général*, 1755). J. H. von Thünen (*Der Isolierte Staat*, 1826) is considered to be the actual founder and father of spatial economics and the theory of location. His theory was later developed by W. Launhardt (*Mathematische Begriin Lung der Volks-wirfschaftslehne*, 1885). On the basis of Thünen's theory, the latter was the first to propose a theory of the location of an industrial plant. A quarter of a century later, A. Weber developed his own, innovative theory in the historical and evolutionary approach (*Über den Standort der Industrien*, 1909).

In turn, the determination of the optimal spatial location of an industrial plant was made by H. Hotelling (1920), W. Christaller (1933) and A. Lösch (*Die räumliche Ordnung der Wirtschaft*, Jena, 1940).

After the period of visible domination of the German school, the development of economic spatial analysis after World War II is increasingly attributed to English (W. Isard) and Italian (J. Pinto) researchers, and especially the American-French tradition of economic engineers (R. Dean et al., *Spatial Economics Theory*, 1970; C. Ronsard, *Analyse Economique Spatiale*, 1988). However, earlier, in 1942, L. Hoover published a work translated and published in Poland in 1962, entitled *Lokalizacja działalności gospodarczej* [Location of the business]. C. Ponsard pointed to four paradigms of spatial economy, historically shaped by their authors and continuators in the following chronological order (Ponsard, 1983).

J. H. von Thünen's paradigm

In spatial analysis J. H. von Thünen drew attention to the market and the location of crops in relation to it and the methods of their implementation. In his concept, he relied on the classical theory of land rent, the function of distance and transport costs, adopting certain simplifying assumptions. On this basis, he formulated the law: *Agricultural production intensity is a decreasing function of the distance between farms and the market (city), because transport costs increase with the distance from it*.

Based on this theorem, J. H. von Thünen formulated the next law important for the theory of the location of agricultural production: *The intensity of agriculture decreases continuously in successive rings as it moves away from the centre (market)*. In the first ring there is intensive agriculture with horticulture and milk production, in the second—forest management and recreational functions, in the third—extensive agriculture, and in the fourth—other animal production.

J. H. von Thünen's theory of rings was considered pioneering in spatial economics, but it has many simplifications. His model adopted for the conditions of free competition turns out to be of little use in the conditions of a monopolized economy. In addition, it is believed that it has lost its application significance, as nowadays there is an extension of the range of markets for individual products, a reduction in the seasonality of production, an increase in the scale of production, urban development and the use of state interventionist instruments.

W. Launhardt, economist and engineer, adopting the values of J. H. von Thünen's theory, gave it mathematical content contained in the first textbook of mathematical economics published as early as 1885. His theoretical concept of the location of economic activity included an analysis of the significance of market regions when he had in mind the location of industrial plants. In his investigations, he searched for optimal geometric solutions, in the so-called three points (three weights).

A. Weber's paradigm

This presents the theory of the location of industry in the development conditions of a market economy based on new production and transport techniques. The main goal for the author is to determine the point of the minimum cost of transport, referring to Launhardt and Pick. In a mathematical supplement, Weber's books indicated the optimal solution by the method of three rings in a location triangle, in the so-called pole point. In this way, they opened the way to the use of a new graphic approach—contour lines, i.e. equal total increments of displacement and calculation of transport costs in alternative locations.

Weber's theory contains a valuable concept of location factors, distinguishing between the elementary factor (transport costs) and the secondary factors in the conditions of the monopolistic structure of the market economy. It ignores all considerations about the sales markets and supply areas. Such considerations were undertaken 30 years later by T. Polander, combining the theory of the location of the plant with the analysis of the market area (*Beiträge zur Standortstheorie*, 1935). In this way, as stated by M. Blaug (Blaug, 1994), he finally dealt with the location of the enterprise in space.

The theoretical approach to Weber's location partially lost its importance along with the decrease in the share of transport costs in total costs. Then again, technical progress in transport increases the importance of areas further away from the markets.

H. Hotelling's paradigm

This pattern of theoretical description aims to find the optimal location under certain conditions, e.g. at completely inelastic demand (*Stability in Competition*, 1929).

Searching for the correlation between the prices of a homogeneous product, the size of the market and its location in a dual approach, the author shows that the optimal locations of the two sellers will meet in the centre of the market (the so-called Hotelling's law). In his opinion, the concentration of locations may be an equilibrium situation under certain conditions and is consistent with the question of the optimality of such locations.

Hotelling's law treats the market as rectilinear, although it is controversial and inspired research to confirm or reject the law of concentration in the centre. There is also a contemporary tendency to integrate the Hotelling paradigm with models of spatial interactions. Criticism of this theory focuses primarily on its use of too many simplifying assumptions.

The paradigm of W. Christaller and A. Lösch

This includes the famous theory of core centres, re-formulated in the years 1933–1939, and its subject matter is the construction of the "economic landscape". W. Christaller searched for answers to questions about the size, number and geographical distribution of cities on the basis of economic theory. He assumed that the distribution of cities was not arbitrary, as they constituted a regular, hexagonal geometric structure.

Lösch, alternatively, constructed hexagonal networks, market surfaces for every good, tying them into network systems that allowed the determination of economic regions. The theory of regions includes a description of models of the interdependence of the location of homogeneous production spaces and the exchange of goods, or of various groups. In this way, W. Christaller and A. Lösch take full account of the macroeconomic dimension of the location of markets and production in economic regions (theory of regional structures).

The authors of the paradigm in question reach the following conclusion: as a result of the impact of economic factors, space is differentiated through the process of concentration of markets and production, influencing their location and competitiveness. The critique of the paradigm focuses mainly on the inadequacy of the search for the state of equilibrium, presenting this state as unrealistic. The contemporary continuation of this research relates to the application of mathematical programming in the description and evolution of an urban network in the process of urbanization.

4. Contemporary theoretical view of economic space and location

Contemporary studies generally also refer to the theory of core centres, although their considerable dispersion is currently observed. In 1925, O. Jonasson made another attempt to adapt the J. H. von Thünen model to the current conditions and needs. In terms of the location of agricultural production, this author distinguished the following rings around the city:

first—horticulture, second—intensive agriculture with milk production, third—extensive cultivation of plants, fourth—extensive farming and forestry.

In 1956 W. Isard tried to eliminate the dichotomy between mainstream economics and spatial economy by creating his own location model (Isard, 1956). This author uses linear production functions so that the optimal location of the plant is still at the point of minimum transport costs. It should be noted, however, that this problem becomes more complex with the substitution of factors of production and a change in the level of production.

R. Sinclair (Sinclair, 1967) also refers to the J. H. von Thünen paradigm, noting contemporary environmental threats. That is why he put forward a different, controversial, thesis about the reverse of the production rings and the distribution of cities. Taking into account the expansion of cities and ecological issues, he assumes that the quality of agricultural production and its productivity grow remotely from the city (market). Its rings include: first—urban agriculture; second—land used temporarily for livestock (meadows and pastures); third—the cultivation of cereals and the production of milk; fourth—special crops requiring particularly good and stable production conditions. Thus, zones more distant from large urban agglomerations represent a potential that is particularly valuable for the production of organic food, achieving prices on the market above standard prices (Sinclair, 1967).

Economic theories of the location of agricultural production focus on various model studies, taking into account spatial land use, interregional balance in terms of optimization of decision-making, and taking into consideration risk and uncertainty, competitiveness and diffusion of innovation (Becla and Czaja, 2004).

In models of industrial production location, environmental protection problems are more and more often taken into account with the use of linear and non-linear programming methods. M. Ronsard (1992) distinguishes the four research fields in the discussed scope of exploration that were most important at the time.

Models of spatial interactions

These are now inspired by Newton's law of universal gravitation. The purely economic justification of the use of gravity models, which constitute a specific theoretical basis, brings interesting results. According to M. Ronsard, "the importance of spatial interaction models is so great that one can also see paradigms in them". In this field, two main directions of research can be distinguished: flow models and potential models based on the notion of the spatial system and entropy, the utility of the function of the number of displacements and destination characteristics. It should be noted that the social nature of spatial interactions limits the possibility of their strict expression.

General spatial balance theory

Its aim is to analyze the conditions of the existence of equilibrium of all economic activities, considered in mutual dependencies, spatial systems and with the requirement of optimality. It is inspired by the contemporary works of A. Lösch. General equilibrium does not necessarily confirm the conditions of a social optimum. Economic spatial balance is a situation where supply and demand are balanced in all spatial markets, and the location of pro-

ducers is established internally. The discussed theory ultimately leads to welfare economics in a spatial-regional context (Ponsard, 1986).

The theory of spatial public economy

This focuses on the optimal location of public services in terms of spatial welfare criteria and the social optimum. These studies are mainly microeconomic in nature, both positive and normative. In relation to the traditional economy of public choice, public spatial economy is distinguished by the enrichment of research issues with the issues of participation of many institutional units and development of the area from the point of view of spatial analysis of economic systems.

Analyses of fuzzy economic spaces and unspecified spatial behaviours are at the starting point and aim at formulating the theory of general spatial equilibrium in a fuzzy context, i.e. inaccurately defined economic systems in space. It is believed that C. Ponsard was a pioneer who initiated the reformulation of economic theory using the fuzzy set theory (Ponsard, Fustier, 1986). Summing up the considerations on contemporary research trends, one can notice great progress in the integration of the science of traditional economics with spatial economy, although, according to M. Blaug, there are still significant areas of neglect in this respect (Blaug, 1994).

5. The theory of spatial development—regional and local

According to A. Sobczyk, development is a process of positive changes, both quantitative and qualitative. It appears as part of social life. It can also be visible in the conditions of operation of individual economic entities and takes into account the needs, priorities and preferences or the adopted value systems of the local community and entrepreneurs. This development is built through:

– employment and creation of new jobs;
– activities of business environment institutions;
– creating a high-quality environment; and
– human capital and its development.

This means that the most important elements of regional development are: economic potential, as well as economic structure and the natural environment, in addition to infrastructure development, spatial order, living standards of the inhabitants, and spatial development (Dahlke, 2017).

Development is a process of changes that occur at a specific time within a regional or local system (economy) with the definition of goals, needs, preferences, values and tasks. Goals are usually considered through (Dahlke, 2017):

– the needs of the population and their satisfaction;
– use of the resources available to enable economic development;
– ensuring sustainable development.

The goals of regional development are most often defined as:

– economic (increase of national income, improvement of management efficiency, creation of a knowledge-based economy, investments, elimination of unemployment);

– political (development of the political activity of the society, building a civil society, elimination of social inequalities);
– biological (life expectancy and quality, improvement of health care efficiency);
– organizational and spatial (maintaining spatial order in the light of social and location rationality);
– ecological (reducing pollution, rationalizing the management of raw materials and waste).

Each goal is related to tasks to be implemented, included in strategic programmes, and finally in the assumptions of a specific socio-economic policy.

The theories of regional and local development can be divided into three groups (Gałązka, 2017):
– theories identifying the root causes of business activity in a specific space—which is often identified with location theories;
– organizational and technocratic theories that emphasize the activities carried out by economic entities, taking into account the social and economic environment;
– theories focusing on the role of external conditions and activities of economic entities, taking into account processes promoting efficiency in the economic activity conducted.

In general, these theories assume that the development discussed here is identified with a long-term process of directional changes. It usually takes place in stages, from simple to more complex forms (states). It allows for the creation of a territorial system with optimal living conditions in the social environment, using endogenous resources in development. Through development, local authorities obtain tools that allow them to meet the needs of residents and carry out public tasks.

In ensuring sustainable (integral) regional and local development, rational and optimal use of resources, assets and factors is indicated. Their classification according to J. Falkowski is presented in Table 1.

Table 1. Distribution of resources, assets and key factors allowing for full local development

Resource	Assets	Factors
nature	natural	mineral, agricultural and forest resources, water, landscape, nature reserves and monuments, nature protection, etc.
culture	architectural and urban	cultural sites: architectural monuments, memorials, museums and open-air museums, archaeological sites, etc.
demographic and social	human capital	age and gender structure, education, qualifications, employment, migration, etc.
economic	fixed assets and finance	enterprises, capital resources, investments, transport and connectivity, services, business environment, etc.
technological	new local technologies	innovation, competitiveness, consulting, ICT infrastructure, etc.
planning	planning and strategic	study of the conditions and directions of spatial development, local development strategies, etc.
organizational	administrative and local government	organization and management, fundraising, investment projects, etc.

S o u r c e: Falkowski, 2016, p. 57.

In the dimension of local development, the following conditions are taken into account (Orłowska, 2017):

– socio-cultural, including demographic;
– economic;
– infrastructural (technical and social);
– environmental (natural);
– spatial (aspects of spatial management).

According to J. Orłowska, the factors of local development are considered: from *the traditional point of view* (the number of companies and jobs, the roles of traditional sectors, comparative benefits based on physical assets, knowledge possessed by the staff) and from *the point of view of the modern perspective* (creating high-quality jobs, also creating new institutions supporting economic activity, comparative benefits, based on the quality of the environment, knowledge—a generator of socio-economic development). The most important development factors are commonly considered to be: employment, development base (resources), location and knowledge (Orłowska, 2017).

According to M. Warczak, the classification of development factors into internal and external is presented in Table 2.

Table 2. Internal and external factors of local development

Development factors	Internal	External
Political-systemic factors	– The level of acceptance of local authorities by society – Relationships between local authorities and society	– The scope of self-government and independence of municipalities – The nature of power (state system) – The scope of powers (powers of authorities at various levels)
Social factors	– Needs, values and ambitions of the local community – Approach to reform, innovation and technological progress – Creativity and entrepreneurship	– Features of the community that go beyond the local space – Culture, traditions of the wider territorial system
Economic factors	– Economic, social and technical infrastructure – Local economic and investment opportunities	– The economic condition of the country – The rate of inflation – Unemployment rate – External capital and investment
Spatial factors	– Natural resources – Positive features of the natural environment – City landscape	– Supralocal environmental conditions – Ecosystems that go beyond the local government unit

S o u r c e: Warczak, 2015, p. 115.

Speaking of local development, it is worth pointing to some of the more important barriers (limiting factors) to effective regional and local development. These barriers include (Dahlke, 2017):

– methodological (errors in development management);
– legal (imprecise legislative acts);

– resulting from the shortages of social (human) capital;
– financial;
– personnel, including personal barriers of local authorities;
– information (data access restrictions);
– support (in accessing services and resources);
– resulting from development policy (incoherence and other shortcomings).

Among local government tasks in the field of local development, attention should be paid to the role of the municipal services sector, which is most widely considered in terms of: socio-cultural (transport, water supply, sewage), environmental (environmental protection, waste management), economic (economic potential, labour resources and investments), infrastructure. For the purposes of local government tasks in the spatial dimension, it is necessary to:

– create an optimal view of the social and economic spatial structure;
– create an effective functional system;
– have effective and economical land management;
– have protection of resources and assets of the natural environment and cultural heritage.

Spatial planning and policy as well as development strategies play an important role in defining these goals and tasks.

6. New aspects of planning, order and spatial policy in Poland

In the historical perspective of planning in the countries of "real socialism", in practice, national economic plans were in force, e.g. in Poland: a 3-year plan for the country's reconstruction (1947–1949), a 6-year plan for the industrialization of the country (1950–1955), and then 5-year plans. Planning gradually evolved towards fulfilling programme and prognostic functions. With the transition to the process of political and economic transformation from 1989, the further evolution of planning was towards increasing the role of strategic planning (*Wielka encyklopedia powszechna PWN* [Great universal encyclopedia], 2004). In Western (capitalist) countries, a form of indicative planning was widely used, mainly oriented towards programming and forecasting.

Along with the processes taking place in the contemporary world economy, i.e. globalization, integration and liberalization, there are processes of adjustment of national economies, including Poland. Structural and functional changes in the Polish economy, in line with the requirements of a democratic political system and an effective market economy, force constant changes, including in the management of the economy, i.e. management and planning, along with the processes of system transformation, association with the European Union and then full membership from 1 May 2004.

Planning in the macroeconomic scale and in Poland requires new aspects of spatial development to be taken into account in the light of the necessary legislative changes, compatible with the regulations of the European Union. Planning is a process of creating and making decisions in which participants take part in the conditions of decentralization of decisions and freedom of action of economic entities. Professionalization of these activities causes the separation of activities preparing planning projects from the act of making operational decisions. Specific plans define the purpose and use of the land for individual economic and social purposes. Therefore, spatial planning is closely related to social planning concerning

social aspects of economic programming, and remains one of the elements of a separately formulated strategy for socio-economic development. In the territorial approach, planning is classified into national, regional, local and specific related to, for example, urban planning.

Later in the study, the main aspects of planning at the national level will be presented, including their compatibility with the EU planning and regional and local planning. In the article, the above-mentioned planning is also presented in the context of mutual relations with the separately developed development strategies and the executive side, i.e. the economic policy of spatial development.

6.1. Spatial planning at the EU and national level: Development strategies

The European Charter for Spatial Planning states that "territorial planning is an important instrument of socio-economic development for ensuring sustainable development of regions, increasing living standards of the population, regional development, increasing living standards and rational use of resources and space".

As part of the cooperation of the EU countries, the Council of Europe and the European Commission, in the field of development of the European territory, annual reports are prepared that are used to develop the *European spatial development plan* by the appointed Spatial Development Committee.

On these premises, and based on the previously conducted strategic analysis, the concepts of spatial policy in the EU are formulated. The development strategy is recognized as a key strategic planning and management instrument. In the EU, this was the *"Europe 2020" strategy* and one now being prepared for the coming years.

The national development plan is equated with the national spatial development plan and is the framework basis for the preparation of regional plans and local spatial development plans for poviats and municipalities. The long-term "national spatial development concept 2030" has been developed at the national level. The legislative basis for these activities is the *Act on spatial planning and development*, along with newer regulations, adopted on 27 March 2003 (Journal of Laws No. 80, item 717, as amended). The overriding document for the above-mentioned plan was: the interim *National development strategy 2020* (along with the Diagnosis for the needs of this strategy) and the later prepared and supplemented *Strategy for responsible development 2020*, which formulated a new vision and development model implemented by the country's current government team (Ministry of Regional Funds and Policy, 2020).

6.2. Spatial planning in the voivodeship: Strategy and policy of regional development

Along with the decentralization of the state's functions in the transformation process, the adoption of a new territorial and administrative division and the development of self-government at the regional level, in the 1990s new legal regulations concerning spatial planning and regional policy were adopted (*Act of 5 June 1998 on voivodeship self-government*, Journal of Laws 1998, No. 91, item 576, as amended). Currently, in Poland, a region is defined as an area corresponding to a voivodeship in the new administrative division.

Planning at the regional level is based on the voivodeship spatial development plan. It takes into account the earlier studies of the *Study of the conditions and directions of spatial development* and the *Strategy of regional development*. The voivodeship spatial development plan includes the basic elements of the settlement network, the system of protected areas, the distribution of public purpose investments of more-than local importance, in particular technical and social infrastructure, as well as requirements for protection of the environment and cultural assets, and support areas.

The early documents containing the strategic analysis of the development of the country's regions include: *National strategy for regional development 2001–2006*, *2007–2013*, and in the following years together with separate studies, e.g. *Development strategy for the Lesser Poland Voivodeship 2011–2020*.

Regional policy gives territorial dimensions to the overall development policy and indicates various active undertakings aimed at directing positive changes in spatial arrangement. Its aim is to rationally shape changes in the structure and spatial development of the economy and population (Winiarski, 1995).

Regional policy is characterized by two approaches: inter- and intraregional. The first relates directly to the powers of the government and the voivodes. The second includes projects and activities undertaken by local government authorities. Planning and regional policy remain compatible with the European Union, including its financing from aid funds (*Act on the principles of supporting regional development of 12 May 2000*, Journal of Laws No. 48, item 350).

With membership of the EU, Poland gained a large amount of aid funds, including structural funds, especially in the agriculture and rural areas.

6.3. Spatial planning at the local level: Strategy and policy development of municipalities and poviats

One of the first documents adopted by the Sejm of the Third Republic of Poland was the *Act on local self-government of 8 March 1990* (Journal of Laws 1990, No. 16, item 95) and then the *Act of 5 June 1998 on poviat self-government* (Journal of Laws 1998, No. 91, item 578). The municipality is therefore the basic unit of local self-government, which is the subject of regional and local policy. The municipality is also a subject of public and private law with the adopted principle of general competence in local matters. It carries out its tasks through the municipality council. Public tasks financed from the municipality's budget relate to the widest extent to its development, spatial order, local economy and environmental protection. The tools adopted by the municipality authorities in local development policy include spatial management, preceded by the following studies: the study of spatial conditions and development and the municipality development strategy (as supporting documents, not obligatory). The municipal spatial development plan remains the final document. With the definition of goals and executive tasks—programmes and strategies are prepared, reflected in the adopted assumptions of socio-economic policy. The local government authorities of the municipality are responsible for the preparation of the development strategy, based on the opinion-forming activity of the local society. The methodological basis for the formulation of the strategy is usually a strategic SWOT analysis—strengths and weaknesses as well as opportunities and

threats to development, mission findings and main directions of decision-making activities in strategic planning and management (*Wielka encyklopedia powszechna PWN*, 2005).

The mentioned SWOT method is universal, so it can be used at all decision-making levels and in various micro- or macroeconomic studies.

Local plans include, inter alia, areas where public purpose investments will be located and areas for the distribution of commercial and other facilities that will increase employment.

7. Conclusion

Research on the space of location and spatial order shows that the process of spatial economy penetrating into theoretical research of conventional economics is systematically taking place. One can agree with C. Ponsard (an outstanding representative of spatial economy) that the real economic world, and thus also the spatial world, is more complex than can be judged on the basis of the theory of traditional economics.

Space is a place of business and urbanization. It is, in fact, an economic and social space that conditions real management processes, based on rational and optimal resources, and finally on spatial order, ensuring sustainable and balanced development.

In striving to achieve such goals and tasks, an important role is played by the theory presented both by traditional and spatial economics and contained in paradigms historically shaped by J. H. von Thünen, A. Weber, H. Hotelling, W. Christaller and A. Lösch, and especially more recent authors such as O. Jonasson, W. Isard, R. Sinclair, C. Ponsard, and others.

In the light of the above considerations, the transition to the theoretical perception of spatial development is of great importance. In our view, it is most widely related to regional and local development (apart from being treated separately throughout the country, and even integrated within the EU).

The higher stage of organization in this field is the transition to planning and spatial policy, including the regional and local perspective. The new aspects of planning in Poland, adopted since the 1990s, as part of the processes of decentralization and the creation of a market economy and integration with the EU, take into account the requirements of strategic planning and management based on relevant legislative regulations. An important instrument prepared earlier for these activities is the strategic analysis document (*Development strategy*) at various levels of the territorial and administrative division of the country.

This study outlines spatial planning, development strategy and policy in voivodeships and municipalities in the light of the national and EU approaches.

References

Becla, A., Czaja, S. (2004). *Sposoby traktowania przestrzeni w teorii ekonomii*. In: T. Łaguna (ed.). *Ekonomiczne aspekty gospodarki przestrzennej* (pp. 7–22). Białystok: Wydawnictwo Ekonomika i Środowisko, 1. ISBN 8388771450.

Blaug, M. (1994). *Teoria ekonomii*. Transl. by I. Budzyńska et al. Warszawa: Wydawnictwo Naukowe PWN. ISBN 8301131438.

Borys, T. (2004). *Problem wymierności ładu* przestrzennego. In: T. Laguna (ed.). *Ekonomiczne aspekty gospodarki przestrzennej* (pp. 37–44). Białystok: Wydawnictwo Ekonomia i Środowisko, 1. ISBN 8388771450.

Dahlke, P. (2017). *Samorząd terytorialny w procesie kształtowania rozwoju gospodarczego regionu*. Piła: Wydawnictwo Państwowej Wyższej Szkoły Zawodowej w Pile. ISBN 9788362617739.

Domański, R. (2006). *Gospodarka przestrzenna*. Warszawa: Wydawnictwo Naukowe PWN. ISBN 9788301148003.
Falkowski, J. (2016). Klasyfikacja zasobów, walorów i czynników rozwoju lokalnego na przykładzie wybranych gmin. *Studia Obszarów Wiejskich*, *44*, 55–74.
Gałązka, A. (2017). Teoretyczne podstawy rozwoju regionalnego – wybrane teorie, czynniki i bariery rozwoju regionalnego. *Studia BAS*, *1*(49), 9–61.
Lechwar, M. (2006). Ład instytucjonalny podstawą zrównoważonego rozwoju na poziomie lokalnym. *Prace Naukowe*, *38*, 71–81.
Ministerstwo Funduszy i Polityki Regionalnej. (2020). *Strategia na rzecz odpowiedzialnego Rozwoju* [online, accessed: 2020-06-13]. Retrieved from: https://www.gov.pl/web/.
Orłowska, J. (2017). *Czynniki i bariery rozwoju lokalnego*. Białystok: Wydawnictwo Uniwersytetu Białostockiego. ISBN 9788391777275.
Ponsard, C. (1983). *History of spatial economic theory.* Paris: Librairie de L'Universite. ISBN 9783642821257.
Ponsard, C., Fustier, B. (1986). *Fuzzy economics and spatial analysis*. Paris: Librairie de L'Universite. ISBN 9783642821257.
Ponsard, C. (1986). Quelques réflexions sur la théorie économique de l'équilibre spatial général. In: M. Boiteux, T. de Montbrial, B. Munier (eds.). *Capital et incertitude. Essais en l'honneur de Maurice Allais* (pp. 47–55). Paris: Economica. ISBN 2717810021.
Sinclair, R. (1967). Von Thünen and urban sprawl. *Annals of American Geographical Association*, *57*(1).
Walter, I. (1956). *Location and space economy: General theory relating to industrial location, market areas, land use, commerce and urban structure*. Cambridge: Technology Press of Massachusetts Institute of Technology and Wiley. ISBN-13 9780262590051.
Warczak, M. (2015. Endogeniczne i egzogeniczne czynniki rozwoju gospodarczego z perspektywy finansów gminy. *Współczesna gospodarka*, *6*(4), 12.
Wielka encyklopedia powszechna PWN. (2004). Entry: *Planowanie gospodarcze*, *21*.
Wielka encyklopedia powszechna PWN. (2005). Entry: *Strategiczne zarządzanie*, *26.*
Winiarski, B. (1995). Wyzwania i dylematy polskiej polityki regionalnej. *Ekonomista*, *1*.

Ekonomia i ład przestrzenny. Planowanie a polityka rozwoju regionalnego i lokalnego

Abstrakt: W artykule przedstawiono zarówno teoretyczne, jak i praktyczne aspekty działalności społeczno-gospodarczej w przestrzeni kraju, regionów i gmin. Zwrócono uwagę na formułowanie teorii lokalizacji i ładu przestrzennego w ekonomii przestrzennej, zawartych w głównych paradygmatach J.H. von Thünena, B. Webera, H. Hotellinga, W. Christallera i A. Löscha, a także w nowszych (współczesnych) teoriach W. Isarda, R. Sinclaira i C. Ronsarda. W dalszej części opracowania omówiono w zarysie teorie rozwoju przestrzennego-regionalnego i lokalnego. Na tej kanwie w artykule przedstawiono nowe aspekty planowania, ładu i polityki przestrzennej w Polsce, z uwzględnieniem szczebla krajowego, regionalnego (województw) oraz lokalnego (gmin i powiatów). W wyżej omawianej tematyce uwzględniono kompatybilne zagadnienia poprzedzające planowanie, tj. przygotowanie strategii rozwoju, a następnie założeń i wdrażania w praktyce gospodarczej polityki rozwoju regionalnego i lokalnego.

Słowa kluczowe: ekonomia konwencjonalna i przestrzenna, lokalizacja, ład przestrzenny, planowanie, teoria rozwoju regionalnego i lokalnego, polityka przestrzenna