LAW OF 24 JUNE 1925 – ADMINISTRATIVE UNIFICATION LAW PURPOSE, GOALS, LIMITS

Lecturer PhD. student Marilena Oana NEDELEA
Associate Professor Ph.D. Alexandru NEDELEA
"Stefan cel Mare" University of Suceava, Romania
oanad@seap.usv.ro

Abstract :
The administrative unification law of 24 June 1925, with the 1923 Constitution, was a corollary of the interwar legislation and ensured a uniform development of all provinces of the country. The law is divided into six titles, comprising 400 articles containing provisions on the division of the kingdom territory, the village statute, the organization and functioning of the county institutions, the administrative elections, the validity of the proceedings of municipal and county councils and of the permanent delegations, the treatment of goods and works, the local finances, the activity of representatives of central authority.

Key words: administrative-territorial government, public administration

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INTRODUCTION

According to Keith Hitchins, between the two world wars, Romania presented a striking contrast between a deeply entrenched backwardness, on the one hand, and a flourishing, even if almost uneven, of the industrialization and urbanization, on the other hand. Agriculture remained the basis of the economy, but industry was developing also, becoming competitive with products on the European market, raw material imports grew faster than those of manufactured products. The urban population was growing, the city becoming a key factor in organizing and managing the economy. However the state assumed the role of management and control in all sectors of the economy the planning and management of "the national economy", while respecting and protecting private property, providing many benefits to the domestic and foreign capital. In international relations, the Greater Romania remained dependent of the Western, "a market for its agricultural products and raw materials" (Hitchins, 1996).

The collapse of the Austro-Hungarian Empire and the creation of its successor states or which achieved their perfect state unity, led to the development of new European Constitutions in Austria, Poland, Czechoslovakia, Hungary, Romania, the Kingdom of Serbs, Croats and Slovenes. The new constitutions represented a triumph of what was then called the "European idea" because they encompassed the fundamental organizing principles of Western democracies, notably the universal suffrage.

Unification of laws has become the main measure that was needed to be taken as soon as possible by the authorized institutions after the foundation of the Romanian unitary national state. The territory of the country doubled, and the laws of the new provinces were legal systems quite different from that which the legislation of the old Romania belonged to.

The continuous improvement of the organization of administration should have a value and a realistic and scientific character by eliminating intermediate links, parallelisms, leading to solving community problems. Administrative Law unification should be prepared to reflect as main aim combining old contents with progressive elements of the legislation of other provinces.

Provisions of the Constitution of 1923 on the reorganization of public administration

Based on the Constitution of 1923, the whole process of unification of laws, emerged as an imperative since the first years after unification could be achieved in a relatively fast pace (Banciu, 2001). In pursuit of achieving this important goal, the Constitution stated in one of the final items that would be "reviewed all existing laws and codices from various parts of the Romanian state to be put in harmony with the present constitution and to ensure the legislative unity". From this point

of view, the Constitution is the main nucleus around which the legislative unification of Greater Romania had to be completed.

The new Constitution of Romania was adopted on March 26, 1923 in the House, on 27 March in the Senate, was promulgated by King Ferdinand on 28 March, with the Royal Decree no. 1360 and published in the Official Gazette no. 282 of 28 March, the same year. Constitution of 1923 contained 138 articles, unlike that of 1866 which had 128 articles. They were replaced or fully modified 20 articles, 25 articles have been reformulated and 76 articles remained unchanged.

In Chapter V of the Constitution of 1923, Article 108 is covered the local public government – "On county and municipal institutions", based on the administrative decentralization. Also there are some rules on how to choose the members of municipal and county councils, based on universal, equal, direct, secret, compulsory suffrage, with the representation of minorities and women.

THE PURPOSE, STRUCTURE AND CONTENT OF UNIFYING ADMINISTRATIVE LAW - THE LAW OF JUNE 24, 1925

The constitution of 1923 retained the territorial division having as base cell the county, and its provisions were the basis for unifying administrative law (Opritescu, 2004).

C.D. Dumitru held that "an administrative unification in the strict sense of the word could be achieved either by generalizing the regime of the Old Kingdom, or by compiling laws from all Romanian territories."

The draft law on the administrative unification, entered the debate in Parliament by the royal message number 3789 of November, 14, 1924.

C.D. Dumitru believed that decentralization requires that counties and municipalities should accept the initiative and the right to decide in all matters of local interest, and central government to coordinate matters of general interest. To motivate and to support the principles contained in the law, senator C.D. Dumitru held that, unfortunately, the doctrine gives only examples and definitions, but in practice, the legislator must elect, according to the degree of skill and experience of local leaders. The more local governments will have experience and understanding, the more the control of the central authorities will be diminished.

According to C.I. Filliti and V.I. Gruia, the local administration is based on administrative decentralization. In the debates of the Constituent National Assembly of the Senate, is stated that the purpose of decentralization is not to create autonomous administrative bodies, but to achieve an indissoluble link between the administrative institutions. The Explanatory Memorandum explains that decentralization does not constitute a lack of interest of the State on issues of communes and districts, each fulfilling a crucial function, and together contributing to the national ideal.

In view of M. Gropişan "decentralization should be woven by a complete Romanian national spirit." In order to achieve an effective decentralization, it should be guaranteed and hindered by executory organizing institutions. Senator T.T. Lupu is criticizing the idea of sudden, rapid decentralization, considering that "from the complete centralization to a complete decentralization, would be a too big leap. That's why we should have a partial decentralization."

Another principle that was the basis for the elaboration of law was the principle of autonomy. In view of senator T. Iliescu, autonomy aims to increase the initiative, and every citizen of a locality may be motivated and interested in local affairs: "regionalism, absolute autonomy, may become real political tumors, dangerous for the state."

In view of Gh. Ghitescu, the new administrative law has the value of a constitution. In this respect, a study was made on the budgets of seven counties including Fălticeni, Gorj, Chisinau, Tighina and, surprisingly, the results showed that the good economic situation is reflected in the budgets of the counties of Basarabia: "I could compare the budgets of Basarabia with a full comb, and the results in the Kingdom are the worst."

Another important issue which has been much discussed in the Parliamentary Debates on this law was the relationship between national minorities – Romanian administration. M. Gropişan

presents its expose having as epigraph Mircea Djuvara's statement: "think, gentlemen, but if you speak of minority rights, then please say that they have obligations too." Also, as regards the use of mother tongue in administration it was considered that it would not be subject to this law, but to keep pace with European realities in the future we will differentiate between state sovereignty and the right to expression in mother tongue.

In connection with the development of the county, C.D. Dumitriu considers that: "one can not know with precision the date when appeared the first administrative divisions, called counties today", but the motivation of their foundation should be found in population growth, in the need for the central power to strengthen its authority and thus to better manage the problems of the territory.

The Law of June, 24, 1925 is divided into six titles, comprising 400 articles as follows: Section I contains provisions on sharing the territory of the kingdom; Title II governs the statute of the municipality; Title III covers the organization and functioning of the institutions of the county; Title IV includes a number of common provisions on the administrative elections, the validity of municipal and county councils deliberations and of permanent delegations, the regime of goods and works, the local finances; Title V has in view the activity of representatives of central authority; Title VI contains final and transitional provisions.

Title I, entitled Sharing the territory of the kingdom. Administrative and elective local authorities. Control authorities contains 16 articles.

Romania's territory was administratively divided in counties, and counties in municipalities. The law on the establishment of county councils of April, 2, 1864, is the first law that systematically and methodically organizes the county government. The county was an administrative subdivision of the state, with legal personality, endowed with a certain public power and economic rights. Municipalities were classified into rural and urban communities. A rural community consisted of one or more villages. The urban communities were population centers, declared so by law, classified in urban communities, centers of the county, within which are comprised the prefectures and the rural centers of the county. Urban municipalities that were of particular importance in the economic, cultural or social field were able to receive municipality statute.

In Article 5 is regulated the statute of counties which are divided into districts called *plăşi*, and urban municipalities in areas called sectors.

To ensure community development and implementation of economic, social, legislative decisions, at the base of the administrative system were founded communal and county councils, having no political character. In the category of monitoring bodies have been included the following institutions: the clerk, the deputy prefect, the general administrative inspectors, the directors of ministries, the superior education board members.

Title II, entitled *Comuna*, contains chapters on: the composition, constitution, powers and functioning of municipal council and municipal permanent delegation, choosing the mayor and his duties, the communal police, the suburban village, the municipal and civil services.

The village council had the following structure: three-fifths of counselors elected by all the municipal voters, with universal, equal, direct, secret, compulsory suffrage, by voting on the list; two-fifths of counselors elected on the right, women counselors.

a. In article 18 is fixed the number of counselors elected in proportion to population, irrespectively of sex, age or nationality.

Number of counselors	Population of the village
36	250 000
30	100 000
24	50 000
18	25 000
15	10 000
12	under 10 000

b. Legal counselors were represented by the following categories: oldest titular representatives of the public, primary, vocational, secondary education; a representative of the largest cult in town; highest rank representatives of the Ministries of Public Health and Social Welfare, Agriculture and Fields, Public Works; one representative of the Chambers of Agriculture, Industry, Trade and Labour in all the municipalities of the county.

The mayor was elected by councils in all municipalities, except for three cities. Election is made by secret vote and absolute majority of votes. If the first voting majority is not obtained, the choice is repeated in the same session and declared elected the candidate who obtains the largest number of votes.

For municipalities, the municipal council shall appoint the candidates from among the candidates elected, except those sent to the county council, each adviser having the right to vote once. The names of candidates who obtained the highest number of votes shall be communicated to the Minister of Interior, which confirms as mayor one of the candidates.

Functioning of the municipal council. The first collegiate bodies to manage communal problems are to be found in The Organic Regulations. In urban municipalities have been established municipal counsels, consisting in Wallachia of 4 members and in Moldova of 3 members, elected for a term of one year. This organization of the municipal government lasted until the adoption of municipal law no. 394 of 1/13 April 1864. Municipal councils consisted of 5 to 17 municipal councilors, set against the number of inhabitants: 5 in a village with population up to 1500, reaching 17 in municipalities with over 50,000 inhabitants. The 1866 Constitution upheld that law. The law was subsequently amended in 1874, 1882, 1886, 1894, 1904 and 1908, and, despite all that, the organization and operation of public administration organisms remained until 1925. The village council was meeting at least once a quarter or when required by the interests of the community. The convocation of the municipal council is made by the mayor at least three days off before the meeting. The agenda shall be notified to the notary in the rural communities and to the prefect in the other communities.

The council had no right to deliberate than with the absolute majority of members who compose it. Municipal council decisions were taken by an absolute majority of votes, unless the law may require a greater number of votes. After the meeting they drew up a detailed release of the issues debated, which was signed by the mayor and secretary. A summary of this release was published within 10 days at the door of the communal house.

Powers of municipality. In article 51 are regulated issues of local concern for the local municipal council: problems related to basic primary and vocational education; religion; public health: buildings, maintenance and administrative oversight in terms of hospitals, medical units, but also the conditions in which to appoint the administrative and health staff; the construction and maintenance of streets, roads, bridges, issues concerning the town: construction of public and private buildings; village systematization; guidance and encouragement of agriculture, commerce, industry; the composition of revenues and expenditure budget; the right to confer the statute of honorary citizen.

An innovation in highlighting the idea of decentralization and transparency of local government is Article 59 which contains references to setting up committees of citizens who, under a town councilor to make a contribution to resolving some issues concerning education, religion, public health, constructions, agriculture.

Tasks of the permanent municipal delegation. The main attribute of the permanent municipal delegation includes replacing the municipal council in the interval between sessions.

The permanent delegation will have powers such as: preparing voter lists for political and administrative elections, drafting the budget, setting the sales price of articles of prime necessity, overseeing the governance and maintenance of churches and all public establishments and institutions, municipality and police.

Municipal police. According to senator T. Iliescu, “a happy innovation in this project is to draft the municipal police establishment, and mayors became chiefs of that body.”

This institution included in the category of local public administration authorities was headed by the mayor, who was entitled to exercise the powers either directly or through administrative agencies and police officers.

As the municipal police chief, the mayor had the following functions: hygiene and sanitation of dwellings; determining the conditions for the construction of private properties; ensure traffic safety on streets, roads, public places; protecting the public from fire and flood; prevention and control of epidemic or contagious diseases; ensure consumer protection.

Municipality. Within four years since the promulgation of the law, the municipalities are obliged to draw up an overall systematic plan, in which are included the utilities, the street alignment, the creation of streets, markets, water supply, lighting, creation of parks, providing means of transport, cheap dwellings.

Services and municipal officials. The number of civil servants increased after 1918. In 1923 was voted Civil Servants' Statute, which entered into force on January 1, 1924, officials being the citizens "fulfilling a permanent public service – civil or ecclesiastical, for the state, county, or municipality or for the institutions the budget of which is subject to approval by parliament, government or county and municipal councils. In view of Professor P. Negulescu "civil servants are those citizens who, appointed by the competent authority and legally vested with the attributes of their duties, perform a certain activity on a permanent basis", and according to Professor A. Teodorescu "a public official is a person who, in return for remuneration, meets or works permanently for performing a public service which depends on the administrative authority of the state, counties or municipalities." As for the notion of statute of civil servants in the Romanian law, it is used for the first time in art. 8. 4 of the 1923 Constitution, according to which "special law will determine the statute of civil servants." The statute provides: a uniform system of employment and promotion, civil servants enjoyed immovability, had a 7-hour program, they had no right to go out on strike or take political decisions.

With no proper assessment of needs, the number of civil servants has increased too much, and the Journal of the Council of Ministers of 1 April 1927 decided to reduce the number of civil servants by 25% (Scurtu, Buzatu, 1999). Even if the leaders of political parties were claiming the excessive number of government officials, when they were getting the power, they used to place their political supporters in important posts.

Title III of the Act for administrative unification is devoted to presenting the administration bodies of the county, including the following aspects: the composition, constitution, powers and operation of county councils and county commissions; the permanent county delegation and its duties; services and county officials.

In art. 1 comma 1 of Law for county councils no. 396 of 2 April 1864, was stated that in "every county is established a council to gather on a regular basis and to represent the local and economic interests of the county." With the modifications occurred in 1872, 1894, 1904, the County Councils Act remained in force until the adoption of the Law of 24 June 1925. The counties had three types of skills, namely:

- legislative, because within the limits of laws and regulations of the central government, they could adopt regulations of county interest and indoor administration;
- administrative, whereby it was possible to decide on all matters related to the county
- judicial, because in some cases, the county council was entitled to resolve some legal conflicts.

In Article 100 of the law for administrative unification the county administrative board composition is examined:

- three-fifths of all members elected by all the county voters who were eligible to vote
- up to two-fifths as members on the right, to this group belonged: the mayor and two councilors elected; the school reviewer, along with the oldest representatives of primary and secondary education, the highest representatives of the Ministries of Public Health and Social Welfare, Agriculture and Estates, Public Works; the financial administrator; the agricultural adviser; the arch-priest of the religion with the highest number of

believers; one representative of the Chambers of Agriculture, Commerce, Industry and Trade.

The number of councilors was established in proportion to the population, irrespectively of sex, age and nationality.

36 councilors	400 000
30 councilors	200 000
24 councilors	Under 200 000

The Commission's mandate was for four years, each councilor having the right to be part of no more than two committees.

The county council had powers such as: initiative and decision in all matters of the county; through surveillance, control and guide the administration of municipalities and county services, the annual budget vote, given the county property; officials established the number of county services, decide on the limit settlement law and collecting various taxes, measures to protect the interests of the county court.

County commissions had the following structure:

The administrative, financial and control commission	- administrative problems; - the county finances; - submits annually to the council the budget composed by the permanent delegation.
The Commission of Public Works	- studies on means of communication on land and water; - constructions of any kind.
The Economic Commission	- examines the issues of agriculture, trade and industry; - measures to supply the population with primary necessity items.
The Commission of health and social care	- matters concerning public health and social care; - fight against epidemies; - maintenance of health and social care institutions.
The Commission of Religious Affairs and Education	- religion, professional, elementary and primary education issues.

The County Council was meeting in ordinary and extraordinary sessions. In ordinary sessions it was reuniting at the prefecture on 1 October and 1 March, and in extraordinary sessions when the interests of the county required it, at the request of the prefect or of the Minister of Interior and his approval. The duration of the ordinary session was 15 days, with possibility of extension, and of the extraordinary session of 10 days.

The county permanent delegation consisted of the protractors of the five specialized committees under the prefect as president, and in his absence, the meeting was chaired by the eldest member of the delegation. The secretary of the delegation was the secretary of the county council.

The members of the delegation were remunerated with a fixed salary, decided by the board and were incompatible to hold another public function. The permanent delegation had permanent tasks such as: supervising the administration of county services; control, administration of county municipalities except the cities; taking measures on the defense of the interests of the county in courts, through a member of the delegation; it may be also retained the role of advisory body of the prefect.

In the county government were operating public services with various tasks such as: the administrative service, the financial service, the accounting and statistical service, the technical service of constructions and roads, the health and social welfare service, the veterinary and livestock service, the education service, the religious service, the economic service, the legal department service.

In Article 150 civil servants are divided into two main categories:

• Administrative Officials: the county council secretary, the directors and heads of different departments, heads of offices;

• Specialty officials: primary and professional education staff, of legal departments and junior medical, veterinary, technical, financial, economic and agricultural staff.

The Secretary of the County Council

Secretary's duties are to attend the board and the permanent delegation meetings; write and record minutes of meetings; countersign documents issued by the council or the permanent delegation.

Title IV called Common provisions governs complex problems on: administrative elections at the level of village and county; goods and works; local finances; operational regulations; the manner of dissolution of municipal councils and counties; the association of municipalities and counties; changes on the territories in communes and districts.

Municipalities and county finances are administered in accordance with the Public Accountancy Act. Incomes, expenses of villages and districts, of facilities and institutions that were dependent on them were established for each financial year by the respective budgets, voted and approved in the forms required by law.

A revolutionary provision for that time, giving a democratic note was included in Art. 229: "the draft budget will be made available to the public 10 days before voting", citizens having the right to make written complaints on the draft budget that will be submitted to the mayor.

Municipalities and counties were authorized to charge fees, direct and indirect taxes, to cover costs. Administration authorities of municipal baths were entitled to charge special fees from visitors.

Title V - addresses issues of representatives of central authority and of monitoring bodies: the prefect and the council of the prefecture; the sub-prefect; the praetor; the notary.

The prefect. Since the establishment for the first time by the County Law of 2 April 1864 and until the adoption of The Law of public administration of 1925, except for the period 1948-1990, when addressing the function of prefect were followed two solutions, namely: the administrative prefect and the political prefect.

In view of Senator C. Rigiu, the mayor, as well as the prefect must have skills, energy and power to work, initiative and especially practical capacity, not necessarily to be licensed or PhD in any discipline: "I do not speak more than about Prahova county, where we have a prefect who is not academic, but distinguished himself in the past three years, by a great job", therefore please do not limit the function of prefect with academic titles, for it decreases the possibility to find prefects." C. Crupenschi supports this view advocating for the prefect to attend a higher administrative and legal school. The same senator made an interesting comparison between the institution of the prefect in France and in Great Romania, therefore in France, the studies don't represent a prerequisite to fill such positions, "the prefect does not need any title. However, it is not common, no doubt, to appoint anyone, because they always look for the head of the county to be a man with sufficient moral authority and skill, being supported in its work by a board of 4-5 members, outlining the idea that the prefect should become an administrative judge.

Senator N. Hasnas stressed upon the idea that no matter what amendments would be introduced, what other proposals will be discussed, supported or not, "the prefect is a political instrument, and any measures we will take through this law, the prefect will only be a political tool. On the same plane is located senator T.T. Lupu arguing that by keeping prefects on the political line, politics will continue to dominate the government and "the law will not set the fruit you want, with all its good."

Bishop P.S.S. Bartolomeu claimed that the prefect should have a stable basis, so as not to be changed forever, he has to be a technocrat, so as to avoid conflicts between a mayor belonging to a political party and a prefect belonging to another political party.

According to art. 330, the prefect is appointed by royal decree, at the proposal of the Minister of Interior, while being under the regulations of art. 333 and "the head of the county administration."

In that capacity he was meeting the following tasks: control and supervision of all county and municipal services, taking appropriate measures for enforcement of the county council and the standing delegation. Senator Gh. Ghitescu considered the prefects has a double quality, being the representative of the central power and administrator of local interests.

To get the function of prefect, a person had to meet the following criteria: to be 30 years old, to be graduated from a high school recognized by the state.

The Prefectural Board. According to art. 351, to the Council prefecture structure belonged: the mayor of the county, the chief prosecutor or the procurator of the tribunal, the county's primary physician, the financial manager, the engineer, the architect, the veterinarian, the school reviewer, the agricultural advisor, the forester in the highest degree of the county, the county's gendarmerie commander, the members of the permanent delegation.

The tasks of this body aim to problems such as: the harmonization of various administrative services in the county, the overcoming of difficulties which may arise in law enforcement.

The Deputy Prefect. At the proposal of subprefect I. Panaitescu was changed the title of director of the prefecture in the deputy prefect. The deputy prefect was working, in every county in the prefecture, being appointed by royal decree, proposed by the Minister of the Interior and by the recommendation of the prefect.

In addition to the requirements for other civil servants, the deputy prefect is also required the following criteria: to be licensed in law or to have a degree in the special training school and for five years to have served as administrator of a plasă.

The deputy prefect's powers must be analyzed closely with the tasks that must be satisfied by the prefect: he was helping the prefect to carry out his duties and replaced him while he was missing, being officer of the judicial police.

The *Plasa*. The number of *plăşi* in each county will be fixed or modified by the decision of the Ministry of Interior, based on the approval of the higher administrative board, after consultation with the county council or interim county commission. Each *plasă* was led by a praetor.

The praetor was undertaking tasks relating to: the performance of the direct orders of the prefect, the agent of central power, the chief of police, being under the control of the prefect; as such he will take measures to maintain public order and safety; he also was an officer of the judicial police.

The conditions to be satisfied by a person to get the fuction were: the candidate had to be graduated of an administrative training school; to be functioned for five years as a stable notary with academic diploma or to possess the diploma of an administrative vocational training school, to be resident at the resident of the *plasă.*

The Notary. According to M. Gropişan, the notary had to be an "important cell in the administrative life", "a good supervisor of the village," "to be on a par with the mayor."

The notary institution regulated for the first time in the administrative law of 1925, reflects a different institution in the interwar period as compared with the periods 1945-1989, 1989-2011. The notary agent was considered the central authority in the village, appointed by the prefect with the following duties: law enforcement, government regulations, orders, instructions that the law requires them to be released, as an emanation of the executive power, enforcement of dispositions on statistical data, the administrative police chief of the village, chief of judiciary police, auxiliary of the prosecutor, civil status officer duties, excepting marriage celebration.

To occupy a position of notary were asked the following requirements: to be graduate of an administrative training school, institution that would be established after the entry into force of this Act. Until then had the opportunity to become notaries the following categories: licensees in state law and science, graduates of schools of notaries, which operated in Fagaras, Arad, Lugoj, graduates of schools of notaries in the Old Kingdom.

For modernization of the administration, in the European spirit of the time is decided the establishment of administrative professional training schools for civil servants of any branch, county, with the agreement of the Ministry of Public Instruction.

In the new rules of law is projected a new administrative and territorial organization of Greater Romania: by royal decree will be determined territorial boundaries, the number and limits of urban municipalities, of the county, the county seat and of municipalities; the number and name of suburban and rural municipalities, of the villages, the number of advisers for each county and village. Senator T. Lupu, welcomed the new law "which will make a new assignation of counties, Bucovina will remain only a name, a nickname for a historical misdeed, a painful memory for us."

By ministerial decision, on a proposal from prefects and the opinion of the superior administrative council will be determined the *plăşi* of each county and their capital cities and at the mayor's proposal, the number of sectors of urban communities.

A first attempt to observe the separation of powers and the establishment of courts of an administrative nature under the provisions of Article 394, which stipulates that, in accordance with the laws of Transylvania, Banat, Crisana, Maramures, Bucovina, criminal cases will be judged by praetors in rural municipalities and by the chiefs of the police authorities in the urban communities.

The position of parliamentary political parties

The interwar parties recorded with the sensitivity of seismographs the new economic and social realities, reflected on several fronts: ideological, programmatic, organizational, tactical.

The Conservative Democratic Party

On October 19, 1919, under the leadership of Take Ionescu, has been adopted a new political program. Among the desiderata that have been promoted we have to keep the idea of unifying the state life. Regarding the administrative reform they needed "a true decentralization, with a de-politicization of administrative bodies. The Conservative-Democratic Party program stresses the idea of promoting the image of the public institution, of forming a body of competent, honest, incorruptible civil servants, "the verification of wealth obtained in times of war by civil servants".

The Romanian National Party in Transylvania

After the unification of Transylvania with Romania, the Romanian National Party began to be called the National Party and adopted as its own program the Declaration of 1 December 1918 of Alba Iulia, published in the newspaper "Românul." In Chapter V of the program is stated the principle of administrative decentralization, claiming its achievement to the lowest administrative organization of state with the active participation of citizens. These principles on the administrative reform were included in the new party program adopted after the Congress of 24 April 1919.

Ion Vescan, representative of the National Party stated that "the reform project presented by the liberal government, is in flagrant opposition to the principles of modern administration based on the idea of democratic local self-government", considering that the new law is based on centralized organization, which aims serving party interests.

The National Peasant Party. In the program developed and published on 13 October 1926 in the "Aurora" newspaper was expected a new administrative reform based on the principle of decentralization and local autonomy. "Central organs of government" must have only the right of guidance and control and, in cases of abuse, to call on local government agencies for the judgment of administrative courts, which had to be established." The requirement that local councils are elected on the public and proportional vote was a democratic requirement, and its application would have marked a step ahead of the liberal administrative law.

An important role in the political life of Bucovina had the Unification Democratic Party, created on 15 September 1919, with I. Nistor as president. In the program of this party an important place occupies, in addition to the full unification and consolidation of Romania the idea of "administrative decentralization". At the Party Congress in April 1920, in the program adopted, it was stated that "the union has been done, but the administrative unification wasn't copleted."

The Socialist Party. In the election program adopted in May 1919, they required, beyond the individual freedoms, "the administrative decentralization, with county and municipal autonomy."

THE POSITION OF THE PRESS

In the paper "Universe" is mentioned the Congress of public servants on February 3, 1925. In the events that took place the following attitudes were shaped and claims of civil servants: to give a minimum of subsistence in relation to the rises index, improving the situation of civil servants; the control and confiscation of assets that can not be justified."

In the newspaper "Adevarul" of 27 May 1925 it was emphasized that "such a law may agree to a regime of dictatorship. At the moment that democracy will win, this law will be gone, hypocritely wrapped in the folds of the Romanian tricolor today." The publicist N. Batzaria stated: "the draft of the administrative law is of a ferocious reactionarism, brutally pushed by a reactionarism which places us back in time, it abolishes the communal autonomy, even the commune, making by councilors and mayors tools left in the hands of the government ."

The journalist Traian Vlad publishes the article "Voting Law in 35 minutes", which made a detailed presentation on how to vote "under the magic wand of government we voted from 4:30 to 5 and 5 minutes, i.e. in 35 minutes, 280 articles of the administrative law: by 8 items per minute. The voting began with Article 120 and finished with Article 400. It was not a simple law, but the administrative law, the main law of the Romanian state."

CONCLUSIONS

In a fair and impartial analysis on the content and provisions of the Law of June 24, 1925 we can agree with Senator D.M. Gropişan (Parliamentary Debates 29 March 1925), "this bill will come is only a concept, it is the way, the instrument for our national and social rehabilitation," "the administrative reform is also the moral reform par excellence" and "the unification process is a very painful process, with a very thorough process."

The Law of 24 June 1925 was based on two fundamental principles: keeping the national character, and administrative decentralization.

In the report presented by Constantin C. Georgescu and presented to the National Constituent Assembly of the Senate, they pointed out that the project represents an improvement on the past in the direction of an active decentralization of the administration and bringing together the many administrative law codes.

The Administrative unification was made by Law of 24 June 1925, by which has been provided a uniform development of all provinces which existed before on completely different regimes of each other. The law for the administrative unification of 1924 was adopted by the Liberals, long criticized by the opposition, remained in force until the establishment of the authoritarian regime of Charles II.

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