

Course: History of Internal Security

Field of Study: Internal Security

Form of classes and number of hours: lecture 15 h

Number of ECTS points: 4

Learning outcomes:

Student:

- Knows the categorisation of the history of internal security.
- Has knowledge of key events in the history of internal security.
- Can analyse the historical conditions of the formation of the internal security system structures.
- Has historical awareness in the field of institutional counteracting threats to state security.
- Is aware of the responsibility for the security of Poland.

Evaluation methods learning outcomes:

an open test

List of course topics:

1. Outline of recent history.
2. Genesis and development of the internal security system in Poland.
3. Institutional apparatus for the protection of public safety and order in a historical overview.
4. Development of the police services.
5. Historical overview of fire services.
6. Historical traditions of border guard formations.
7. Historical origin of secret services.

Sources

Misiuk A., *Police and Policing under the Second Polish Republic 1918-1939*, [in:] *Policing Interwar Europe. Continuity Change and Crisis, 1918-1940*. Edit. Gerald Blaney Jr, Palgrave Macmillan, London 2007, p. 159-171.

Emsley C., *Short History of Police and Policing*. Published to Oxford Scholarship Online: January 2021.

The history of internal security

The beginnings of a separate administration of internal affairs should be sought at a stage in development of public administration when the governing the state required increase in specialization. At the turn of the 17th and 18th centuries a model of central administration based on departmental division was developed in France. It consisted in the organizational division of the whole area of the public administration into independent ministries. They were initially run on the basis of collegiate system and later in the 19th century the monocracy began to predominate. Among the originally separated ministries (so-called classic) there were: foreign affairs, military affairs, treasury and justice. It was not until the French Revolution that the Ministry of the Interior and Administration was formed. All the issues that were not covered by other departments, including the problems of public order and safety, were brought to it.

The primary function of the state administration is rationing and policing. In the first half of the twentieth century, the social function and then the organizational and economic function were separated. The majority of the tasks of the internal affairs administration fell under the rationing and policing function. Therefore, the internal affairs department was initially the most extensive in terms of scope. It included the protection of public order and safety, education, religious administration, but also the general administrative management of the state (included the supervision of local administration and issues of economic and social life that did not fit into the order ministries). Therefore, the head of the Ministry of the Interior and Administration was quite often referred to as the first minister or a host of the country¹. Over time, with the increase in specialization, the administration of internal affairs became subject to constant 'slimming down'. Another thing in the area of administrative organization was the need to coordinate the activities of individual ministries at the local level. As a result, two types of administration were formed: complex and special (non-complex). The local heads of complex administration were usually subordinate to the head of ministry of internal affairs.

According to the Montesquieu's theory of the state, the executive power included the following tasks: waging war, practicing diplomacy, organizing state defense and taking care of the country's internal security. The last one was the main area of activity of the administration of internal affairs and the main entities performing tasks in this area were police formations.

The scope of the term 'police' changed with the prevailing views on the essence of the state and its relation to the citizen and included at first all the activities and all areas of religious, political and private life. Until the 18th century it included not only security, but also finance, justice and the military. The 'police' began to be competent for the public tasks. Whereas in the German Reich of the fifteenth and sixteenth centuries it was still a 'state' which saw its task mainly in ensuring peace, law and order, in the seventeenth and eighteenth centuries, during the period of absolutism, a proper 'police state' developed. It had at its disposal a bureaucratic administrative apparatus which reserved the right of unlimited inference in the subjects' sphere of privacy, especially with regard to property and liberty, in order to protect public order. In this way it was understood as a 'good police state'. It was not until the development of the institution of the state which took place during the period of absolutism, that the 'police' came to begin its functioning in its proper sense, as the 'police' understood as a sovereign coercive body for the performance of public functions conditioned the existence of the state. In the 18th century, the concept of policing has been reduced. At the beginning, an institutional understanding of the police took root alongside other content: it

¹ For H. Izdebski, *Historia administracji*, wyd. V. Warszawa 2000, p. 119; J. D. Malcowie, *Historia administracji nowożytnej*, Kraków 1996, p. 15.

History of Internal Security

was understood – as it is today – as a specific authority and its officers. Hired officers who bore job titles such as ‘police director’, ‘police commissioner’ or ‘line policeman’ and who by no means encompassed the entire administration of internal affairs but were supposed to deal exclusively with security matters. For the very first time a distinction was made between the ‘police’ in the material sense (the police as a whole, the administration of internal affairs) and the ‘police’ in the institutional sense (as a specific authority). Other areas of internal administration, e.g. charity, finance and economy were taken over by local magistrates or various chambers/offices.

After a while, matters related to the religion fell away, then external matters (foreign policy), judicial, property and treasury. However, the whole vast scope of internal relations and the regulation of the manifestations of society and the promotion of its interests remained to be dealt with by the police. As the citizen became more independent from the state in the liberal period, the area of the meaning of ‘police’ became narrower, being reduced to the prevention of all dangers resulting from human co-existence and limiting the sphere of the citizen’s natural freedom of action for sake of the state. In the liberal state, police activity was preventive, so-called negative. The former wide-ranging activity in the scope of promoting the interests of society, the so-called welfare police (*wohlfartpolizei*), by means of coercion, receded into the background. Under the emerging rule of law, every police action ceased to be free, but had to have special statutory authority.

Following the formation of the institutional concept of the police, a narrower material understanding of the police as an entity to combat threats developed in 19th century. This narrowing was the result of the emerging liberal constitution and legal state, in which all state power is subordinated to the force of law.

In the second half of the 20th century the activity of the administration of internal affairs took on a specific character in totalitarian countries: fascist and communist. Its function was limited to protecting the hegemonic position in the state and society of the ruling political party. Its role grew enormously as it became the mainstay of the political and constitutional system.

In our reality, the model of administration in the Polish Republic at the beginning of the 18th century was firmly rooted in the stage of state monarchy. It was strongly decentralized and dominated by the anachronistic noble self-government, which had a decisive influence on the shape of the local administration. If we add to this the king, who had no real power, and the monopolistic position of the Parliament in the administration of the state, we shall have a complete picture of the disastrous level of the domestic central administration.

A new stage in the creation of the foundations of modern administration in Polish conditions was the establishment of the Permanent Council in 1775 – an institution which was to fulfil the function of the central government authority. Despite many shortcomings, the Act of 1775 introduced modern solutions of state management at the central level in the domestic legal and political conditions. Within the Council, a Police Department was established, whose scope included not only matters of law enforcement and public safety, but also all local economic and social administration. Among other things, Police Department dealt with road and bridge repair, city finances and the health conditions of citizens. In the Act of 1766 these tasks were described as follows: ‘it shall have the power to examine the accounts of all royal towns, according to the laws given, and to turn the revenues to the disposition of the Police. It will be able to conclude contracts with companies in the city of Warsaw only for the purposes necessary for the Police, with the approval of the Council, without raising new taxes and without preventing trade in the country conducted by citizens’². Such a wide understating of police affairs or the administration of internal affairs persisted well into the early 20th century.

² See A. Czaja, *Miedzy tronem, buławą i dworem petersburskim. Z dziejów Rady Nieustającej 1786-1789*, Warszawa 1988, p. 72.

After the loss of independence in the unified parts of the former Polish state, the administrative system of the invasive countries was introduced. The degree of unification in each partition varied. Prussia and Austria completely imposed their own administrative system, while Russia allowed certain distinction to remain and left some institution from the times of the Polish Republic. The scope of the police power was still very broad. In the early days of the Duchy of Warsaw, a Police Directorate was created to deal with the following matters:

- Prevention and working against common crimes, rebellions and disturbances of the local population.
- Supervision of compliance with customs.
- Supervision of towns.
- Passenger traffic control, issuing of passports.
- Prevention of fires and other natural disasters.
- Censorship of the press and publications.
- Control of weights and measures.
- Care of the theatres and other institutions of public entertainment.
- Supervision of the prisons.
- Assessment of architectural development in the cities.
- First instance jurisdiction of police matters³.

The constitutional period of the Kingdom of Poland (1815-1830) saw the expansion of police institutions and the involvement of military institutions in the protection of public order and safety. During this time the system of police institutions was expanded to incredible proportions. The tsarist authorities attached particular importance to the activities of the police forces performing the function of political counterintelligence, which concentrated all their efforts on the surveillance of pro-independence initiatives by Polish activists in the Kingdom. Many independent political police units were created with different superiors and dispatch centres issuing orders, and above all, strenuously competing with each other. They acted outside the law and order in the Kingdom. Then provocation and inspiration crept into the arsenal of methods of the political police. General Aleksander Roźniecki, the founder of the Gendarmerie (Military Police) of the Kingdom of Poland, trying to increase its importance in the eyes of Prince Konstantin, ordered to create fictitious anti-Russian conspiracies and spread provocative information in Warsaw about the preparation of an armed uprising. At the same time, examples of corruption of managers of these services and their subordinates, led to many scandals. After two unsuccessful uprisings for independence, the tsarist authorities expanded police forces, adapted them to the system in force of the Empire and completely Russified their personnel.

On the other hand, in Prussia the model of departmental division of the government apparatus was formed in 1806 in place of the central government based on the principle of provinciality. Among the five ministries created at that time was the Ministry of the Interior, whose competences included directing public administration throughout the country, the protection of public order and safety. As a result of the 1808-1815 territorial administration reform, the Prussian country was divided into provinces (one of them was the Grand Duchy of Posen). Provinces were divided into regions, counties, and rural and urban communes. Initially, the province was headed by a chief governor appointed by the monarch, and later he was replaced by an upper-president. He provided an intermediate link between ministers and lower-level authorities. He also managed all public affairs of the province (resolved disputes over competence) including police issues. In 1879 a dualism in provincial administration was introduced. It involved the coexistence of government administration entities with local government administration authority.

³ Ibidem, p. 132.

History of Internal Security

In the Austrian partition police functions were performed by police directorates and gendarmerie units established in 1849. The police directorates in Lviv and Krakow deserve special mention. The first one was established in 1775. Its main task was to ensure the safety of life and health of Lviv's residents, censorship of the theater and the outgoing press and also judicial activities in cases of minor offenses. After the introduction of political autonomy in Galicia (the Austrian partition) the police authorities underwent Polonisation. Despite the high bureaucratisation of work in the Austrian police at the end of 19th century, it was widely regarded as the best organized public safety apparatus in Europe.

During the Period of Partitions of Poland, the institutional framework for fire protection also began to form. At that time, both professional and social firefighting formations began to emerge. On the one hand, on the Polish territories, the partitioning authorities undertook activities for fire safety, but on the other hand, among many groups of Polish society, they treated the social initiatives for firefighting as an expression of civic activity and national independence. Already in 1800 in Warsaw, under Prussian rule, the first social organization called 'Fire Rescue Association' was established, whereas in 1806 also in Warsaw and still under Prussian rule the first professional fire rescue organization was created⁴. At the Prussian police presidium special fire brigade was created, which consisted of an intendant – the head of the brigade. They had fifteen fire engines, water barrels, horses and men to operate them. In 1816 this department was decommissioned and so-called 'karowy' depot was created in its place. It was responsible for maintaining order and cleanliness in the city. During the November Uprising in Warsaw a military firefighting formation was established in the form of a fire battalion. Its tasks were related to the threat of fire resulting from warfare.

However, it was only after the fall of the uprising that the issues of firefighting became the focus of interest for the state (tsarist) authorities in the Kingdom of Poland. On 12th December 1834, the Administrative Council of the Kingdom of Poland decided to establish a professional firefighting formation in Warsaw in the form of a Fire Brigade of the Capital City of Warsaw. It was headed by infantry lieutenant-colonel Jan Robosz who benefited from the help and experience of Michał Skorupski, an employee of the St. Petersburg fire brigade and Tomasz Piłkiewicz, the creator of karowy depot in the times of the Dutchy of Warsaw. In short period of time 79 volunteers and 200 enlisted men were recruited to the Warsaw firemen⁵. Interestingly, the firemen were made up of Warsaw chimney sweeps, who had previously constituted a separate chimney sweep guild. After the firemen were formed, they were divided into five branches covering the individual districts of Warsaw. Until 1873 it was a military formation recruiting conscripts for its ranks and was doubly subordinated: to the military authority – the general governor and to the municipal government – the vice president of Warsaw. Later it was subordinated to the police system in the Russian partition. The head of the fire brigade was appointed by governor-general and the appointment was approved by the emperor. The creation of the Warsaw fire brigade became a stimulus to organize similar fire units in other cities of the Kingdom of Poland. The first attempt was made in 1841 in Kielce, where on the initiative of Jan Włodarski, a project to organize firefighters in all regional districts and in some districts was submitted. Financial and organizational problems prevented the implementation of this ambitious plan. In the second half of the 19th century fires became a real nightmare in the Kingdom of Poland. As stated by the president of the Polish Mutual Insurance Directorate, Fryderyk Skrabek, 'There is no other country where danger of fire in the countryside is as serious as it is in the Kingdom (...)'⁶. It was not until the 1860s that volunteer fire brigades began to form. This was aided by the slight liberalization of public life in the Kingdom of Poland under the reign of Alexander II. It was not until 1907 that an initiative to unite this moment in the form of the Volunteer Fire

⁴ J. R. Szaflik, *Dzieje ochotniczych straży pożarnych*, Warszawa 1985, p. 38.

⁵ Ibidem, p. 38.

⁶ <http://www.straz.gov.pl/page/index.php?str=1597>, 26 marca 2011 r.

Brigades Union was formed. Three years later, i.e. in 1910 in Włocławek, there was a convention of representatives of all voluntary fire service organizations operating in the Kingdom. The goal of the nearly forty delegates who arrived was to form a separate firefighters' union independent of the Imperial Russian Fire Society. These aspirations met with the reluctance of the tsarist authorities. It was not until the outbreak of the First World War that the position of these authorities changed. In April 1915 the Russian authorities approved the formation of Saint Florian's Society as an organization gathering all fire brigades in the Kingdom of Poland in its ranks. The first president of the society was Bolesław Chomicz, a well-known activist in the mutual insurance movement.

The situation in the Austrian partition was different. In the Habsburg Empire as early as the second half of the 18th century, regulations were issued specifying the obligations of citizens in terms of fire safety. The Fire Police Act of 28th July 1786, regulated building codes, required citizens to prevent fires and follow fire regulations, and detailed the rules of conduct during fires. In this unique document, for those times, we read: 'no less care should be taken not to start a fire through carelessness (...)'⁷. It was binding in Galicia for more than 105 years, not only in municipalities but also in small towns. At the time of the autonomy of Galicia, as part of the decentralization of lawmaking, the national parliament decided to prepare a new fire law to meet current needs. The first project was presented in 1878 by Wincenty Dołęga-Eminowicz, the head of the municipal fire brigade in Kraków. However, it was not possible to create the final version of the act. A major role in regulating the fire protection system in Galicia was played by the National Volunteer Fire Brigades Association. Thanks to this effort, in 1897 the national department of the Galician Parliament issued a decree introducing compulsory presence of firefighters in rural communities.

Thanks to authorities, by 1901 obligatory fire brigades were organized in 682 communes, but still 500 communes did not have any organized form of fire protection. At the beginning of the 20th century there were five types of the brigades in Galicia:

- 1) volunteer fire brigades, operating on the basis of the Associations Act of 1867,
- 2) volunteer fire brigades who took over the duties of the municipal fire brigades,
- 3) municipal fire brigades,
- 4) obligatory fire brigades in rural communes,
- 5) factory fire brigades.

Activity in professional and volunteer fire brigades in the Austrian partition in the era of autonomy was an excellent school of civic and political activity. The successes of the Galician people's movement were based on the domination of the activities of volunteer fire brigades.

In the Prussian partition there were no favorable conditions for Poles to be active in firefighting organizations. Laws and administrative regulations in the Prussian state regulated the rules of firefighting, introducing universal and obligatory help in case of a fire. Larger cities had professional fire brigades. They were maintained by municipal budgets and firefighters consisted in municipal employees. However, as soon as the fire brigade arrived on the scene, it became an auxiliary body of the local police and all interference of the municipal authorities ceased for the duration of the fire. In smaller towns and villages there were volunteer fire brigades. In the absence of such formations, the so-called obligatory firemen operated, which consisted in imposing on the residents certain duties related to fire protection. Before the outbreak of the First World War there were three firefighting associations in the Prussian partition, which were provincial branches of the all-German firefighting association:

- 1) Provincial Fire Brigades Association in Poznań,
- 2) Provincial Fire Brigades Association in Upper Silesia,
- 3) Provincial Fire Brigades Association in Pomerania.

⁷ J. R. Szaflik, *Dzieje ochotniczych straży pożarnych*, Warszawa 2001, p. 23.

History of Internal Security

In summary, it should be stated that the volunteer firefighting movement on Polish territory, in addition to the basic function of fighting the scourge of fires and carrying out preventive activities, played an important role in promoting civic and social attitudes. Quite often it was the only form of activity of Polish society under the partitions.

In turn, the problem of border protection had its specific character in the period of partitions. The Polish lands were divided between the three invaders in the second half of the 18th century. They became an organic part of three states. Therefore, the protection of the borders of the partitioned territories was part of the system of protecting the borders of the individual partitioning states. In the 19th century there were periods when Polish society possessed some substitutes of its own statehood. i.e. in the times of the Duchy of Warsaw, the Kingdom of Poland in the constitutional era, or the Free City of Krakow. During these periods, independent border protection systems were built. For example, in the period of the Duchy of Warsaw in Napoleon's conception it was supposed to be a kind of military position during the planned wars with Russia, the function of a border formation was fulfilled by the army. On the other hand, the fiscal protection of the economy of the Duchy of Warsaw was the responsibility of the Ministry of Revenue and Treasury. Each department had a revenue administration unit. Its inspectors had to control border customs and excise chambers. In the districts, the sub-prefects were responsible for the proper administrative and customs protection of the border⁸. In 1809 departmental inspectorates, independent of the sub-prefect's office, were established in the counties to administer the border administration as part of the supervision and control of the local revenue administration. These county inspectorates were supplemented by offices of inspector generals in large cities. In the border departments, customs guards operated at border posts (customs chambers).

In the Congress Poland, civilian institutions were entrusted by two ministries: Government Commission of Revenue and Treasury and the Government Commission of the Interior and the Police. The former was responsible for the fiscal protection of the national market and budget, while the Ministry of the Interior was in charge of the physical protection of the borders, the issuing of visas and the keeping of border traffic records. After the fall of the November Uprising, the existing system of border protection was maintained. By virtue of the governor's order of 11th November 1842, the protection of the customs territory of the Kingdom was strengthened. The border area was divided into customs districts. The head of the districts supervised the work of the customs chambers. Border and customs officers were on duty there, patrolling on foot or on horseback designated sections of the border and serving at fixed posts. In 1851, as part of the policy of unification of the Kingdom with Russia, the previous separateness in the area of customs administration was abolished, and after the January Uprising the remnants of separateness in securing the borders with Prussia and Austria were removed.

The First World War brought the issue of Poland's independence to the international arena. This gave a signal to start various activities aimed at regaining independence or gaining wide political autonomy for the Polish nation. They were conducted in various ways, depending on the political orientation of a given party or grouping. The result of these efforts was the creation of various social and civic organizations with a purely Polish character. They included, among others, organizations dealing with law enforcement issues in the broad sense of the term. Some of them were simply paramilitary organizations, which were at the service and secured the interests of individual domestic political parties operating on the Polish lands. The second type of these formations were civic organizations created spontaneously with the content of the occupying authorities, which over time became orderly executive bodies of the nascent local government. Under the occupation of the central powers on the territory of the former Polish Kingdom, it was possible to lay the

⁸ H. Dominiczak, *Granice państwa i ich ochrona na przestrzeni dziejów 966-1996*, Warszawa 1997, p. 185.

institutional foundations for the reborn of the Polish state, including a department of internal affairs. It occupied a special position within the government administration. On the one hand, the Board of Internal Affairs covered a very wide range of areas of public administration, and on the other hand, the Minister of the Interior played an overriding role in the management of field government administration. Consequently, he or she performed the function of the head of the whole unitary administration, being the superior of unitary administration, being the superior of voivodes and starostes – the heads of voivodeship and district general administration. It should be recalled that already by the decree of the Regency Council of 3rd January 1918, the Ministry of the Interior was established⁹. The mentioned document established the widest scope of competence for the administration of internal affairs. Based on the assumption that everything what (...) ensures the development of the life society, gives direction to that life and regulates its conditions in the interest of the common good (...)’¹⁰ is in the hands of the interior administration. In modern states, this broad issue is usually distributed among several ministries. The decree based the scope of competences of the Ministry of the Interior on a general clause, as it lists, besides detailed tasks, ‘matters of an internal nature not reserved for other ministries’¹¹. In the interwar period, the scope of activity of the Ministry of the Interior was constantly changing. However, certain issues were always of central interest to the Ministry of the Interior. These included the general administration of the country, the supervision of the local government, the supervision of the press and all associations, problems of general statistics and police matters of all kind. There is a huge baggage of content in that last statement. The definition in Article 24 of the decree of 3rd January 1918 ‘the police of all kinds is within the competences of the Minister of the Interior’ meant that it was responsible for preventing and combating disturbances to public order resulting from the activities of individual people or from human activity independent of it (sanitary police, veterinary police, communication police, forest police, weights and measures police etc.). The Ministry of the Interior dealt with criminal offenses and political crimes in addition to law and order. The Minister of the Interior was responsible for security and public peace throughout the state. In addition to law enforcement, security, political, administrative and local policing, the Ministry of the Interior also had jurisdiction over the so-called ‘welfare police’, i.e., the promotion of the comprehensive development of society. The following duties were in the area of law enforcement and public safety:

- maintaining internal security and preventing violations of public order,
- supervising the movement of the local population and foreigners (registration and passport matters),
- assembly matters,
- border traffic control and state border surveillance,
- running police custody,
- public traffic matters,
- organization and management of the police,
- supervision over the trade of dangerous materials, licensing access to weapons and ammunition,
- supervising of associations (legalization, registration),
- supervising the press, printers and typesetters,
- supervising and licensing theatres, cinemas and performances,
- granting of concessions for second-hand shops and pawn shops.

Depending on the interpretation of governmental factors, the competences of the Ministry of the Interior could cover all areas of state and social life. This testified to the strength and importance of

⁹ Dekret Rady Regencyjnej z 3 stycznia 1918 r. o tymczasowej organizacji władz naczelnich w Królestwie Polskim, DPPP, 1918, nr 1.

¹⁰ R. Hausner, *Pierwsze dwudziestolecie administracji spraw wewnętrznych*, Warszawa 1939, p. 11.

¹¹ Dekret Rady Regencyjnej z 3 stycznia 1918 r. o tymczasowej organizacji ...

History of Internal Security

the ministry and its head. For these reasons, opposition politicians often referred to the Ministry of the Interior as the ‘Ministry of the Police’ and they were probably not far from the truth. Some tasks of a social and political nature were carried out by local general administration (a voivode in a voivodeship and a staroste in a district) while the fight against crime, the protection of a public order and security, border traffic control and the protection of state borders was handled by specialized state services subordinate to the Minister of the Interior. The period of the Second Polish Republic, although relatively short, as it lasted 27 years, abounded in numerous transformations, mainly of public and legal as well social and politic nature. These changes also affected the functioning of various national institutions, including the Police, which since the beginning of its existence had been oriented towards serving the public and ensuring public safety and order. Therefore, the evaluation of the activity of this formation, which by many researches is the subject of different analyses, regardless of the period in which the formation functioned, finds justification for conducting in-depth scientific research. Thus, the main goal of the article is to assess the formal and organizational conditions of the State Police functioning in the Second Republic of Poland and Polish Police during the Second World War. The hypothesis adopted was that the normative regulations forming the police formations of the Second Polish Republic were not free legislative defects. In turn, the basic research methods, i.e. analysis and synthesis, the legal and comparative methods as well as the method of historical and logical scientific cognitions were used to achieve such a goal.

Moving on to the main thread of the discussion, first should be pointed out that when Poland regained its independence in 1918, the central authorities began their efforts to create a uniform national police force. Despite the fact that completing this goal was complex, due to the political situation of the country at that time, which resulted mainly from the balance of power in the national parliament, many concepts concerning the shape of Polish police authorities were created. They included not only the need to pursue the particular interests of political parties, but also referred to the experience of the First World War. Among the legalized police entities of the independent Polish state at that time were the Milicja Ludowa (People’s Militia) and the Municipal Police, two institutions of a different legal and organizational character. Nevertheless, nearly after six-month period of work, the State Police was established by way of the State Police Act of 24th July 1919. Transitional provisions to the above-mentioned Act specified that upon its implementation, the decrees on the organizations of the Milicja Ludowa of 5th December 1918 and 7th February 1919 and the decree on the organization of the municipal police of 9th January 1919 ceased to be in force. Officers of municipal police, state police, local government police, Milicja Ludowa, railway police and existing investigative offices were conscripted into the State Police on general qualification principles. Moreover, from the areas of the former Austrian and Prussian partitions, as well as the eastern areas of the former Russian partition, organizations of the state security services as well as self-government organizations of the security service were incorporated into the State Police, as a result of the introduction of a uniform self-government law in these areas. The main task of the State Police was to protect security, peace and public order.

The name of the State Police clearly signalled the place of the police authorities in the system of public authorities. State Police was an executive body of the state and local government authorities, which were subordinate to the Minister of the Interior, and in the scope delegated by him or her – to representatives of local administrative authorities. Moreover, this state of affairs was further clarified by two executive directives of the Council of Ministers of 13th November 1919, which indicated that responsibility for matters of public safety and order in the subordinate area lay with the representatives of the general administrative authorities – the voivode, and the staroste in case of districts. Thus, the cost of maintenance of the State Police was covered in 75% by the budget of the State Treasury, while the fourth part was covered by local governments.

It's worth to mention that since the beginning of its existence the State Police also performed numerous order and administrative activities while carrying out typical police tasks, which were most often ordered by courts, prosecutor's offices, as well the army and other state institutions. Although such duties were not directly derived from the police regulations, they were nevertheless performed customarily under a general interpretation of the State Police Act. In practice the State Police strove to free itself from these additional obligations, the more so as such a state had a negative impact on the quality of its work, which was reflected in the growing number of crimes against public order in the years 1922-1926.

The organizational structure of the State Police was adapted to the administrative division and the political and territorial conditions prevailing at the time. The State Police was headed by the Commander in Chief to whom were subordinate district commands linking several or more lower levels – powiat districts. In turn, the lowest links consisted of the posts in communes. The administrative apparatus in the form of the State Police Headquarters formally consisted of the Commander in Chief, his or her deputy, heads of departments, inspectors, officers for special instructions, departmental staff and the editorial office of the 'State Police Gazette'. The internal structure of the State Police Headquarters consisted of four departments headed by appropriate heads of departments, i.e.: administrative, financial, training and registration/criminal, while at the end of 1919 the department of political defense was created. Although in subsequent years the internal structure of the State Police Headquarters underwent slight modifications, its model outlined above survived until the outbreak of the Second World War.

Considering the above, it should be noted that the First Organizational and Training Department included the following divisions: organizational, training, physical education, general and office, and their heads reported to the duty officers of the State Police Headquarters, the museum and the library. The next one, the Second Financial Department, consisted of the following divisions: budget, purchasing and authorizing officer supplies, technical supplies, financial and general. In turn, the Third Personnel Department, consisted of the following divisions: officer personnel matters, contract candidates matters, clerks and janitors, retirement, disciplinary and general. The Fourth Headquarters Department of the Investigative Service, was divided into the following divisions: criminal, reconnaissance, registration and pursuit, investigative technique, woman's police, special matters, service dogs matters and general matters. While the youngest, the Fifth General Command Department, consisted of the following divisions: tactical, special and general. Due to the fact that the State Police was headed by the Commander in Chief and districts were headed by commanders, such a solution facilitated the exercise of supervision over their subordinates by individual commanders, as well as facilitated the implementation of issues concerning the organization, administration, supply and training of the officers. On the other hand, according to the order of the Commander in Chief of the State Police of 20th August 1919, initially six district headquarters of the State Police were established: the city of Warsaw, Warsaw, Łódź, Białystok, Kielce and Lublin voivodeships, whose task was to create appropriate organizational and personnel conditions for the formation of lower-level police units. Subsequently, more networks of police units were created. Until 1925, a total of 16 districts headquarters and the Police Headquarters of the Silesian Voivodeship were established. Their internal structure was not fully valid for the whole country, because in some districts they were modified due to the character of the region.

Continuing these considerations, it should be added that district commanders of the State Police were dependent on voivodes for security services and executive actions. On the other hand, in the area of administration, organization, supply or training they reported to the Commander in Chief of the State Police. In addition, the district headquarters also included inspection officers, two internal departments (administrative and financial), a school for lower rank police officers and an autonomous office of the investigative police. Thus, the internal structure of the district commands

History of Internal Security

was similar to the State Police Headquarters, with the difference that the central structure was more developed than the local institutions.

The district commands were headed by district commanders reporting to starostes, as well as their superiors – district commanders, and their functioning varied. Moreover, districts commands did not coincide with the actual division of the country, so it happened that district commands were established covering not only one, but several districts (e.g. in the voivodeship of Poznań). This was due to budgetary limitations and the central authorities policy not to multiply police offices, where the state of public safety and order was satisfactory.

In organizational terms, the smallest were the State Police stations, which reported to the district commanders in all matters. Although they were the smallest units of the police organizations, their heads – commanders of police stations or superintendents of police stations – were obliged to carry out the orders from starostes through district commanders. It had a huge impact on their position, however only in the dimension of commune or a city district. Although the authority of the station commander covered one part or several village communities, special stations such as railway, river or border stations were also established. On the other hand, the basic executive units of the State Police included stations associated with city administrative units. However, the work in these stations consisted in organizing patrol rounds and street posts. In turn, the State Police corps consisted of three types of service: uniformed, criminal and political. Apart from higher and lower rank police officers of the external service, they also included clerks along with lower rank officers of the internal service, i.e. ushers, messengers, coachmen and drivers.

It should be emphasized that the police model, which was formed in the initial period after Poland regained its independence, was criticized on many occasions, mainly due to the fact that the general administration and local government authorities had a relatively broad influence on the activities of the police units. On the other hand, a significant event influencing the change in the functioning of the State Police was the May Coup of 1926 after which this formation started to free itself from many burdensome tasks, which were manifested by a gradual reduction of the police authorities dependence on certain institution of the state administration.

Such a solution was reflected in a decree issued by the President of the Republic of Poland on 6th March 1928. According to Article 1 of the decree, the State Police consisted of uniform corps organized on the military model and intended to maintain safety, peace and public order. On the other hand, as far as the investigation and prosecution of crimes was concerned, its authorities had the character of executive judicial and prosecutorial authorities in accordance with the criminal procedure laws and special provisions in force. Still, the State Police carried out executive functions in the area of safety and public order, and in matters of public order by supporting in a way of supervising state and local government institution or other authorities which were or supposed to be established to carry out regulations governing matters of public order. According to Article 2 of this decree, only the persons comprising the State Police, as well as the entire organization, were entitled to the name Police. Moreover, the act introduced a significant reduction in the influence of various state and local government institutions on the activities of the State Police, and its tasks covered offenses, so its officers could focus mainly on fighting common crime.

In the following years, the decree of the President of the Republic of Poland of 17th April 1936 on changes in regulations of the State Police played an important role in shaping the personnel corps. This act created a new category of police officers with a special way of performing police service. The subsequent regulation of the Minister of the Interior, which defined in detail the nature and conditions of preparatory service, indicated that the contract employees of the Police were not fully members of the police corps, nor were they employed by the State Police. They constituted an additional contingent of personnel. On the one hand, it made it possible to replenish the State Police

staff, which was desirable at the time when public safety and order were threatened, and on the other hand, it was an example of a police-military formation as a structure dedicated to special tasks.

It is also worth mentioning that an important thing for the functioning of the State Police was the proper selection of its officers. A clear emphasis was placed not only on the personal qualities of the candidates, but also on their moral level. It was required that the prospective candidate lead a life of high standards, maintaining standards of etiquette and avoiding reprehensible behavior offensive to human dignity. On the other hand, taking into account the fact that the process of rebirth of Polish statehood was underway, the problem of education receded into the background as the majority of officers had elementary and secondary education – about 70%, and the remaining 30% had incomplete third-level education. The State Police was organized on a military model, which was reflected in the existence of strict rules and the obligation to obey superiors. The channel of communication and influence in the organizational structure of the State Police were meetings and briefings, which were organized once a month. Moreover, the police education system built during the existence of the State Police underwent effective development, as between 1927 and 1939 it stood at a level comparable to European standards. One of them was the State Police, established on 24th July 1919 as a uniform, state organization of security service, whose main task was to protect public safety, peace and order. So, the police were to play the role of executive organization of state authorities (administrative – starostes and voivodes) and local government.

After more than 120 years of captivity and deprivation of its own statehood, the issue of border protection was among the many priorities of the authorities of the reborn state. This problem is of particular importance for such a country, which is in a period of internal political and social instability and external threat.

For these reasons, guarding the borders fulfilled two priority functions at that time:

- securing the internal market against smuggling goods and avoiding fee from taxes and duties for goods,
- military-related border sealing on the country's borders affected by armed conflicts with its neighbors.

Therefore, in the first period of the Second Polish Republic, the shaping of the borders and the social and economic system of the country, the responsibility for protecting the borders were entrusted to the heads of the following ministries of: the military affairs, the supply and the treasury. Later, the competences in this area were transferred to the Minister of the Interior. The second important feature characterizing the Polish model of border protection in the interwar period was the different organization and principles of protecting the eastern border with Soviet Russia and the other national borders. For five years, an optimal legal and organizational solution for the protection of the eastern border was sought. The presented changes always took place under the pressure of the military and political situation on the eastern borders of the state therefore they were characterized by temporariness and instability.

For all governments since 1918, regardless of their political orientation, the eastern border has been a priority. For the export of revolution, this border was a natural direction, and for these reasons it was constantly the arena of border conflicts and intelligence struggles.

In August 1924, at the meeting of the Council of Ministries attended by Polish President Stanislaw Wojciechowski, it was decided to create a new, specialized border formation organized on a military model, which was not only to effectively secure the border but also fight against armed groups. It was also decided to transfer the initiative in border administration matters from the Ministry of the Interior to the Ministry of Military Affairs. The latter was to undertake all organizational, personnel,

History of Internal Security

and logistical activities to bring the Border Protection Corps¹² into existence as soon as possible. However, the influence of the Ministry of the Interior on the performance of the so-called border service was retained. The adopted organizational structure of the Border Protection Corps corresponded to military standards. The formation was headed by the Border Protection Corps Commander with his staff¹³. He was in charge of brigades, non-commissioned officer schools, training companies, a gendarmerie division, and the chief of intelligence.

After four years, it was time for a major reorganization of the protection of the remaining borders. In 1928 a new border protection unit was created – the Border Guard, which was charged with protecting the southern, western and northern borders of Second Polish Republic with Germany, Czechoslovakia and Romania. The formation was organized on military principles with full uniforms and armament. The Border Guard was subordinate to the ministers of treasury, interior and military affairs. The highest level of the organizational structure was the State Border Guard Headquarters, while the lower levels were as follows:

- district inspectorate,
- border inspectorate,
- police station,
- first and second line outpost,
- police station.

In the interwar period, especially during the formation of the Polish statehood, when in many regions of the country warfare was taking place or local social unrests were occurring, fires were their side effect. However, in the subsequent period of relative stability, the state of construction in terms of the fire protection improved very slowly, so that one of the most serious natural disasters continued to be fires. A characteristic feature of building the institutions of the reborn country was the difficult process of unifying the experiences of the three partitions. It also concerned the organization of fire institutions. As described in the previous part of this paper, the fire protection system in all districts was based on the participation of the local government and social activity (volunteer fire brigades). This way of functioning of fire services was continued in the reborn of the Republic of Poland. At the dawn of the independent state, the following district firefighting organizations were active:

- on the territory of the former Russian partition:
 - Saint Florian's Society,
- on the territory of the Austrian partition:
 - Cieszyn Fire Brigades Association,
 - State Fire Brigades Association of Galicia and Lodomeria in Lviv,
- on the territory of the Prussian partition:
 - Fire Brigades Association in Greater Poland,
 - Fire Brigades Association in Pomerania,
 - Fire Brigades Association in Silesia.

On the initiative of the president of the Saint Florian's Society, Bolesław Chomicz, in June 1919, activities to unite the firefighting movement in the country started. After two years of strenuous efforts, in September 1921 in Warsaw a national convention of delegates of fire brigades was held.

¹² H. Domiczak, *Granice państwa i ich ochrona na przestrzeni dziejów 966-1996*, Warszawa 1997; 12 września 1924 r. Minister Spraw Wojskowych wydał rozkaz w sprawie utworzenia KOP.

¹³ Commanders KOP: gen. dyw. Henryk Minkiewicz (1924-1929), gen. bryg. Stanisław Tessaro (1929-1930), gen. bryg. Jan Kraszewski (1930-1939), gen. bryg. Wilhelm Orlik-Ruckemann (1939).

It was attended by 3690 representatives of 742 units of volunteer fire brigades. At that time the General Fire Brigades Association of the Republic of Poland was established with the aim of:

- unification of all fire brigades associations into a unified, statewide corporation,
- case study relating to firefighting and the promotion of firefighting,
- representing the community in relations with state authorities and the association.

Lecturer:

Andrzej Misiuk, Prof. M.D., PhD

e-mail address: amisiuk@wp.pl