

## **Before the State Police. Formation genesis.**

### **Abstract**

Contemporary Polish Police celebrates its jubilee under the slogan of the 100th anniversary of the establishment of the State Police. This took place on July 24, 1919, when the Legislative Sejm adopted the State Police Act. Before this happened, the evolution of Polish organizations and public order services continued, which resulted in the establishment of the first, after Poland regained independence, a centralized police service. In this work, the author points to the then realities of practical activities of organizations and services working for public security, their mutual relations, official pragmatics against the background of legal and political changes at the turn of 1918/1919. The content based on contemporary publications, but also on numerous sources from the 1920s, such as legal acts, departmental press, journalism records and the police practice of that time, constitute the precursor character of this study.

This year Poland's Police force celebrates the centenary of the founding of the Polish National Police. On July 25, 1919, National Police was called into existence by an Act the Polish Diet. Before the National Police was formed, the law and order organizations kept evolving to result in the formation of a centrally controlled police force. This author discusses the functioning of the organizations and units which maintained public safety under the conditions that prevailed at the time. The paper shows how these different services interacted with each other during the period of 1918/1919 in the context of the political and legal transformations the country was undergoing. The novel character of this presentation lies in its use of contemporary sources, in conjunction with archival documents from the second decade of the 20th century, including laws passed, trade publications, diaries, to study developments in police work.

*Keywords: state police of the Second Polish Republic, security,*

2019 is the 100th anniversary of the establishment of the State Police, the first Polish police formation uniform throughout the country. Contemporary Police, which shapes its structure and working methods on the basis of legal changes brought about by the Act of 6 April 1990 on the Police. He places his traditions in the predecessor of the interwar period. However, there was such a time in the history of Polish security organizations that the process of shaping them had to be started from absolute basics. The Act of July 24, 1919, which was established as the State Police, began to form a centralized police service in independent Poland. This process lasted at least until 1922 and was extremely difficult considering the legacy of the partitioning

powers. The way to build a modern police service was not straightforward and did not always mean an evolution in the construction and merging into unity of many services operating at one time, whose task was to guard the internal security of the state and protect citizens. Generally, the names of police authorities from the turn of 1918/1919, known at that time as public order services or security guards, are known. However, in widely available publications it is difficult to find the realities of those services, their mutual relations and information on effectiveness. Hence, addressing these issues in the article may be pioneering. The material is based in publications devoted to the State Police, but its „life dimension” is evidenced primarily by sources from the early 1920s, among which, in addition to legislation, mention should be made of the departmental press and diary entries.

The Act of July 24, 1919 on the State Police<sup>1</sup> (hereinafter PP) was the first step of the state to build a modern, centralized public order service, whose task was to guard the internal security of the state and its citizens. The beginnings of PP organization and activities were very difficult. It was a process whose opening can already be seen with the outbreak of World War I and the beginning of hostilities in the Polish territories covered by the partitions.

The outbreak of World War I and the course of hostilities on the Polish lands were a challenge for the services dealing with the protection of order and security. Along with the changes in the functioning of the administration of the partitioning powers of the war, Polish security organizations of various ranges began to appear and structure, dealing with the protection of people and infrastructure against common crime and criminal. Their activities became the foundation for building a modern, centralized police service.

Before this happened, Polish society began rapid changes related to the restoration of state structures. Countries that after 123 years of captivity created their institutions from scratch. As Janusz Żarnowski notes: These were, of course, above all institutions related to the state, resulting from the constitutional order in the system: parliament and elections: government; judiciary; armed forces; administration of all types and levels<sup>2</sup>. Independence meant changes in the functioning of public life. The statement that: Some previously educated institutions have lost their current role should be considered consistent. Various socio-economic, cooperative and educational organizations during the partitions they played a role far beyond their statutory goals<sup>3</sup>. The social or socio-economic organizations operating until now, which during the partitions conducted activities that were much broader than the statutory ones, along with the organization of the state began to lose their significance. This situation also directly concerned the activities of social security organizations. While on the threshold of independence, a significant part of them arose as civic guards or militia loosely connected

<sup>1</sup> Act on the State Police of July 24, 1919 Journal of Laws of the Polish State, R 1919, No. 61, Pos. 363

<sup>2</sup> J. Żarnowski, *Dwudziestolecie międzywojenne 1918-1939 jako etap rozwoju narodu polskiego*, w *Polska Niepodległa 1918-1939*. Wszechnica PAN, Zakład Narodowy im. Ossolińskich, Wrocław 1984, p. 14.

<sup>3</sup> *Ibidem.*, 14.

with the apparatus of the partitioning powers - although acting with their consent<sup>4</sup>, the rebirth of statehood was associated with the taking over of their tasks by state structures. In this „social” phase of the organization of security services, one should not forget about their pro-independence orientations, bearing in mind the building of human resources for future, already state security services<sup>5</sup>.

Basically, the emergence of security services on Polish soil during the war had two main strands: social (civic guards) and institutional. In the latter, the appointed services had a different genesis and not always purely police character, sometimes having their roots in political parties, e.g. People’s Militia of the Polish Socialist Party and many self-government organizations such as city militia, powiat militia. Often the creation and activities of these organizations were organized in consultation with the partitioning authorities still in office, an example of which is the fate of these services in Warsaw. Therefore, it is worth dividing the period of their creation and functioning into the one still under the control of the partitioning powers and the one when these organizations were already functioning within the structures of the reviving Polish state existence.

A picture of the formation of Polish public order organizations yet Henryk Wardęski presents during the operation of the partitioning police and in the coming years of regaining independence<sup>6</sup> in the title „My police memories.” The author in his diary work shows the evolution of these organizations and their activities, captures the complicated matter of building Polish public order services, primarily on the example of the capital city of Warsaw<sup>7</sup>. On the basis of these diaries, it is easier to understand how necessary the unification and centralization of police services became as soon as Poland regained independence.

The first Citizens’ Guards, usually formed by Citizens’ Committees, began to be created in the former Kingdom of Poland together with the withdrawal of the Russian administration. Often, the guards began their operation under the guidance of the tsarist administration, then to conduct their activities after the invasion of German or Austro-Hungarian troops. This does not mean that these organizations were fully accepted by the occupiers.

By tolerating the Guard’s activity in general, the occupation authorities sought to reduce their scope of activity and, above all, to become dependent on their own military bodies. The struggle for Polish possessions created against this background was crowned with a serious

<sup>4</sup> An example of activities aimed at creating Polish security organizations with the approval of partitioning countries may be the delegation to create them contained in the Regency Council decree of 3 January 1918 on the temporary organization of general authorities in the Kingdom of Poland. His art. 24 said that the competence of the interior minister was to prepare, and then take over and manage all matters falling within the scope of general national management and supervision over the local government, police of all kinds (...).

<sup>5</sup> More about the role of the emerging state and its impact on society in *Spoleczeństwo międzywojenne: nowe spojrzenie*, edtion W. Mędrzeckiego i J. Żarnowskiego, Instytut Historyczny PAN, Warsaw, 2015.

<sup>6</sup> Henryk Wardęski - lawyer and author of „Moje wspomnienia policyjne.” Published by the „Policyjny Dom Zdrowia” Association Warsaw 1925. (1925 appears in the imprint, 1926 on the cover of the book). H. Wardęski officer of many Polish public order services. In the years 1914-1919, among others in the Citizens’ Guard of the Capital City of Warsaw, City Militia, Municipal Police. In the State Police he held, among others functions of the commander of the PP of the Warsaw District I, deputy commander of the PP in 1922-1929.

<sup>7</sup> J. Paciorkowski, *Zapomniany komendant*, monthly 997 Police, vol.106/01.2014.

effect: both the Guards and later Militia retained a purely Polish character and possibly an independent position<sup>8</sup>. Examples of guards organizing in this way date back to July 1914.

The Organized Militia in Warsaw (initially referred to as the Warsaw Citizens' Guard and then - from February 1, 1916 City Militia (Capital City of Warsaw) should be regarded as having the greatest impact on civil guard organizations. This influence was, among others, an organizational model for other guards. But above all, the germ of the central character of the public security services of the capital's guard, which was manifested by directing police instructors to other cities, where they became chiefs of local guards, in Radom, Płock, and Łuków, directed there from the Warsaw Municipal Militia.

In turn, the Civic Guard of the Dąbrowski Basin is recognized as the first chronologically functioning civic guard.

On 30 July, the hastily organized Guard began to take over the posts, in the face of the still existing, but ever thinner, police of Russia. In this way, July 30, 1914 became not only the day on which the Citizens' Guard of the Dąbrowski Basin commenced operations, but at the same time the day of commencing the activity of the first Polish security organization, which became the Basin Guards under the uniform management of the Zagłębie Civil Guard District Headquarters headed by the president of the district of Sokoła, late Kazimierz Srokowski<sup>9</sup>.

Citizens' guards were social organizations, not uniformed (usually the sign was the armband on the left shoulder), generally serving without arms or equipped with private clubs or walking sticks. Their evolution to militia institutions with legally regulated powers, most often in order to maintain order, sanitary, industrial, commercial, construction and uniforms and equipment mainly in the form of melee weapons and paid from municipal coffers lasted until the withdrawal of troops and administration of the partitioning powers. From the first days of November 1918, the Polish administration proceeds through the activities of the police department established in July by the Regency Council in the Ministry of the Interior (department since September) to establish and organize a uniform police service. However, due to the multitude and variety of functioning services and the extremely dynamic situation related to the takeover and shaping of political power in an independent state, this task will be developed until July 1919.

Matters related to ensuring public order and security were from the beginning put as essential for the situation of the state rebuilding from the ruins. This is evidenced by the records of the Lublin Government Manifesto of November 7, 1918, issued by the Provisional People's Government of the Republic of Poland: 9) after the final constitution, we will immediately reorganize ourselves on the principles of sincerely democratic councils municipalities, powiat assemblies and municipal governments, as well as to organize around cities and villages of the

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<sup>8</sup> E. Grabowiecki (red.), *Dziesięciolecie Służby Bezpieczeństwa w Polsce Odrodzonej*, Wydawnictwo „Gazety Administracji i Policji Państwowej”, Warszawa 1925, (oryginal spelling), p. 2.

<sup>9</sup> *Ibidem.*, p. 2.

people's militia, which would ensure order and security to the people, and to obey and execute the ordinances of our executive bodies and to properly address the issue of food provision<sup>10</sup>.

The announcements related to raising the state of internal security of the state were rooted in a drastic decline in this security related to the situation of the new legal state of the state and the result of hostilities in Poland. One of the results of these activities was also the situation of the population. Jan Molenda draws her attention in the context of the breakdown of society as a result of vocations to the military service of partitioning countries. He emphasizes the scale of this phenomenon in the context of sources illustrating it: (...) several million Poles lived apart from their families as a result of their vocation to serve in the partitioning armies and mass migrations and waited in uncertain times looking forward to hearing about the fate of loved ones<sup>11</sup>.

Large amounts of weapons and the criminal gangs using them, poorly protected, unregulated borders, the lack of authority of Polish police services, were great challenges for young Polish statehood. That's why the authorities with police regulations did not hesitate and sought to sort out this matter of state activity. Almost from the beginning, subsequent governments sought to unify and centralize police services in post-Army Polish lands.

It was not an easy task, given the number of public order formations operating at that time, including PPS People's Militia, National Guard (related to the ending), People's Militia (hereinafter ML), City Police (local government), National Gendarmerie<sup>12</sup>, Field Gendarmerie, Railway Guard. The catalog of the then operating services is also quoted by Juliusz Kozolubski, mentioning also the Earth Guards (in the villages), the Gendarmerie of Lviv Defense, the River Guard, the Police Presidium in Poznań he describes the situation as follows:

This condition gave rise to frequent conflicts of competence; besides, the abundance of security organs was dangerous for small thugs, but serious criminals escaped the hands of justice due to the lack of any coordination of the efforts of all these security organizations<sup>13</sup>.

Similarly, the situation is illustrated by the daily press of that period, which reports about events that occur in connection with the activities of many security organizations politically motivated and not hesitating to use any means in confrontation with competing service. And so the Warsaw titles at the time still reported on incidents in which public order organization officers were questionable heroes.

In the titles we read: „Robotnik” No. 291 of 12/11/1918: Dowborians conducted brutal searches of several socialists, No. 296 of 15/11; members of the National Guard beat a member

<sup>10</sup> Manifesto of the Lublin Government of November 7, 1918, item 9.

<sup>11</sup> J. Molenda, *Polska w Wielkiej Wojnie 1914-1918. Kilka refleksji w sprawie stanu badań (part I 1914-1939)*, *Dzieje Najnowsze*, year XLVI - 2014, 3, p. 64. Review of the scientific literature on the state of Polish society in the period preceding regaining independence. Author, among others draws attention to the massive involvement of Poles in the partitioning armies and presents numerous sources that may form the basis for research, including the state of order and public security, and, consequently, the situation in which Polish police authorities began operating.

<sup>12</sup> J. Suliński, *Zandarmeria Krajowa załączkiem Policji Stanowej (1918-1922)*, *CSP Police Quarterly*, No. 2/2014; more about the gendarmerie M. Przeniosło, *Zandarmeria w Galicji Zachodniej w początkach niepodległości (1918-1919)*, *Dzieje Najnowsze*, year XL - 2008, 4.

<sup>13</sup> J. Kozolubski, *Dwudziestolecie Policji Państwowej w Polsce, w Przeglądzie Policyjnym* - bimonthly edited by Superintendent Dr. Leon Nagler, Warsaw, November 1938, No. 6 (18), year III, p. 404.

of the ML PPS breaking off appeals from the „Liberation Army”; No. 302 from 18.11; the Dowbor soldiers invaded the workers’ club Bronisław Grosser, conducting a search. „Kurier Warszawski” No. 314 from 14.11; ML PPS disarmed the Second Commissariat MM, No. 315 of 14/11: a socialist militia disarmed the SN unit. The situation was even more aggravated in the provinces, where there were clashes between ML PPS and the army, military police and POW. „Various armed formations,” Moraczewski wrote, „spontaneously created, created an indescribable mess in the field of security”<sup>14</sup>.

Clashes occur both between security organizations and between them and the army.

On December 5, 1918, the first legal act was intended to be pursued to establish a nationwide police authority. Regulations issued by the Provisional Head of State Józef Piłsudski<sup>15</sup> clearly indicate the direction of the centralization of police services on the threshold of the formation of an independent Polish state: When joining the formation of the People’s Militia, all previously spontaneously organized volunteer formations of guard and civic militia are dissolved. This provision does not extend to Militia of municipal and powiat self-government bodies. Members of the dissolved formations will find their place in the ranks of the army, People’s Militia or militia of local government bodies<sup>16</sup>. Ignacy Boerner became the Commander-in-Chief of the People’s Militia<sup>17</sup>. The People’s Militia General Command was established, consisting of a staff and four departments, i.e. active service, reserves, information and intelligence services, administration.

Information and Intelligence Department III had a special significance, as it dealt with political intelligence and informing the government about the state of security in the country<sup>18</sup>. Following the Regulations (which were in fact treated as a decree of the Provisional Head of State), the Interior Minister Stanisław Thugutt issued a regulation regulating the activities of the People’s Militia.

Analysis of the provisions of the Regulations and the Regulation of the Ministry of the Interior of December 16, 1918.<sup>19</sup> it clearly indicates that they are the first attempt to build a central service, organized and trained in a military manner, although subordinate to the

<sup>14</sup> J. Kochanowski, *Zapomniany prezydent... : życie i działalność Ignacego Boernera 1875-1933*, DiG Publishing House, Warsaw 1993, pp. 78 and 81.

<sup>15</sup> OJ Ministry of Interior, R. 1918, No. 2, item 18, Regulations on the organization of the People’s Militia of December 5, 1918.

<sup>16</sup> *Ibidem.*, p. 6.

<sup>17</sup> J. Kochanowski writes more about Ignacy Boerner. The title refers to the events of 1905, when it was I. Berner who headed the Revolutionary Committee in the Republic of Ostrowiec, proclaimed on December 27. A little later the name of his function became known as „President of the Ostrowiec Republic. 1914 - soldier of the Polish Legions, commander of the platoon in the 1st Cadre Company. On December 13, 1918, he was promoted to the rank of captain and appointed as the Commander-in-Chief of the People’s Militia. From May 1919 in the Polish Army in Branch II. He was often directed by Józef Piłsudski for domestic and foreign missions. He was transferred to the reserve in the rank of colonel qualified in 1929. This year he took the post of minister of post and telegraphs, which he held until 1932. Member of the Sejm of the Second Republic of Poland, acting in the Non-Partisan Bloc for Cooperation with the Government.

<sup>18</sup> A. Misiuk (ed.), *Kształtowanie się instytucji policyjnych w odradzającej się II Rzeczypospolitej (1915-1922), w Powstanie Policji Państwowej w odrodzonej Rzeczypospolitej 1915-1922*, Szczytno 2009, p. 18.

<sup>19</sup> Regulation of the Minister of the Interior of December 16, 1918, Polish Monitor of 1918, No. 232, including in No. 2 of *Dziennik Gazeta for Poviats of Łowicki and Sochaczewski*.



Interior Minister. Its central character is clearly determined by the records on the dissolution of all existing self-organized volunteer formations in the form of civic guards or civic militia, leaving room for municipal and poviats self-government in this area.

The view on the first fully police character of the People's Militia is shared by Boleslaw Sprengel: (...) as the first state because the police formation subordinated to the Interior Minister should be considered the People's Militia formed on December 5, 1918. (...) Noteworthy is the establishment of an information and intelligence division, divided after some time into three sections, two of them carried out operational tasks provided for the political and criminal police, and the third fought against speculation. The specificity of ML consisted in giving it the character of an „organized military force dependent directly on the Ministry of the Interior”<sup>20</sup>.

The Ministry of the Interior itself also transformed its structures, including departments responsible for internal security issues of the state and the police.

We know the first organizational structure of the Ministry of the Interior from the end of November 1918. It consisted of 4 sections (without names) and 18 departments. (...) Section II is: 6) personnel department in poviats and police offices, 7) police department and public safety, 8) press department<sup>21</sup>. This structure of the ministry survived until May 20, 1919. In the new structure, police affairs were placed in Section III - Public Safety and Decency, under which the department 11) state police, 12) public security operated. While structural changes in the Ministry of the Interior were progressing at a rather moderate pace (another reorganization on January 2, 1920), changes in the interior ministers to whom security and police matters were subject could not have an impact on the shape of the services responsible for this security. The more so because the future shape of the services was influenced by changes in political directions in government.

However, it soon became apparent that political changes at the summits of state power were changing the accents of trust in the security service so strongly associated with the interim socialist government as the People's Militia. On January 9, 1919, a new formation of the security service was established, the Municipal Police (hereinafter PK), referring more to city militia than to ML. The appointment of PK was another step towards unification and centralization of security services. This is evidenced by the provision from the Decree on the organization of municipal police: All public security organizations currently existing in the Polish State except the militia should be immediately transformed into municipal police according to the provisions of this decree<sup>22</sup>. It was also an element of political changes in the government, whose

<sup>20</sup> B. Sprengel, *Policja Państwowa a organy władzy publicznej w polityce obrony bezpieczeństwa wewnętrznego w Polsce w latach 1918-1939*, Wydawnictwo Naukowe Uniwersytet Mikołaja Kopernik, Toruń 2011, p. 42.

<sup>21</sup> W. Kozyra, *Ministerstwo Spraw Wewnętrznych w Polsce Odrodzonej 1918-1939*, Recent History, Yearbook XLII - 2010, 2. The publication mentions, among others subsequent, since the independence of the Interior Ministers, among which the most important for the subject of publication should be: Stanisław Thugutt (17.11.1918 - 16.01.1919), Stanisław Wojciechowski (16.01.1919 - 23.06.1920), Józef Kuczyński (23.06 - 24.07.1920), Leopold Skulski (July 24, 1920 - June 28, 1921), Władysław Raczkiewicz (June 28 - September 19, 1921), Stanisław Józef Downarowicz (September 19, 1921 - March 10, 1922), Antoni Kamiński (March 10 - December 11, 1922), Ludwik Darowski (11-16.12.1922), Władysław Sikorski (16.12.1922 - 28.05.1923).

<sup>22</sup> Decree on the organization of the Municipal Police, Dz. P.P.P., 1919 98, art. 16.

prime minister was Ignacy Jan Paderewski and the interior ministry was taken over by Stanisław Wojciechowski. In the ministry, Jan Jur-Gorzechowski took over the functions of the director of the Municipal Police and the head of the security section, to whom all the security authorities of the Ministry of the Interior were subject, including PK and ML.

Marian Borzęcki became the head of the Municipal Police<sup>23</sup>, later the chief commander of the State Police, and the core of its staff were largely the current city policemen. He took the position of Borzęcki's Chief Inspector of Municipal Police on January 20, 1919.

What tried to sort out police law did not mean an easy transition from theory to practice. The police practice of the turn of 1918/1919 was very imperfect. These imperfections consisted of both shortcomings in the quality of staff, as well as chaos related to the legal disorder of competences between government and self-government police bodies, as well as the effects of political struggle.

Henryk Wardęski cites examples of competence disputes arising from the lack of a strong, central organization of public order: In those cities where there were all three or even four security organizations, there must have been constant misunderstandings and even clashes between these bodies. Yes in Ostrowiec there was a formal skirmish between the People's Militia and the Railway Guard. There were mutually sharp charges at each other. (...) For reasons of the wrong (original spelling), often clashes and misunderstandings People's Militia attacked police stations and disarmed them. The Municipal Police did the same if they found any illegal act of the Militia. The Military Railway Guard, very poorly organized, considered the railway zone to be inviolable. The Commune Police and People's Militia did not allow this area to enter. If a municipal policeman hunted down a thief or bandit and he escaped to a railway station, the policeman was forced to refrain from further action, because in order to continue his speech he had to report to the officer on duty and ask for permission to track the offender. If he did not do so due to lack of time or other circumstances, the Guard arrested such a cheeky man, took his weapon and drove him out of his kingdom. The Municipal Police paid back to the Guard vet in the city. It is understood that the security issue must have suffered<sup>24</sup>.

A picture of the reality of the functioning of security services from the beginning of 1919. in the account of a direct witness, it probably best captures the situation of inertia and chaos caused by duplication of rights, the lack of functioning of the hierarchy principle and the existence of

<sup>23</sup> A. Misiuk on the person of Marian Borzęcki in the Police Chief Commanders 1918 - 2009, edited by Piotr Majer, WSPol Szczytno 2009, p. 55 et seq. PP Inspector Marian Borzęcki was the Commander-in-Chief of the PP from 01.07.1923 to 05.11.1926. He has been associated with the service for public security since 1915, when he joined the ranks of the City Militia in Warsaw. He began his service as a regular officer in MM. Then he gained experience in various positions in this formation. From January 1919, he was assigned to serve in the Supreme Criminal Police Inspectorate. He participated in the preparation of the structures of the unified State Police, in which he first served as deputy chief commander (from June 17, 1919 to November 9, 1920). He also held high positions in administration, including Commissioner of the Government of the Capital City of Warsaw. After being released from the position of commander-in-chief of the PP and leaving the service, he became involved in political activities. After the outbreak of World War II, he became involved in the defense of Warsaw, and during the German occupation in the underground work - he became the first representative of the Polish Government in the country. He was arrested in March 1940 and imprisoned in Pawiak, from where he was transported to the Sachsenhausen concentration camp. He died in the Mauthausen concentration camp in 1942.

<sup>24</sup> H. Wardęski, *Moje wspomnienia policyjne, publishing house Association „Policyjny Dom Zdrowia”*, Warsaw 1925, pp. 257 and 258.



several uncoordinated security services. Disputes and conflicts involving organizations involved in the protection of public security occurred throughout the country and sometimes took the form of serious incidents during which weapons were used.

In March 1919, officers during a strike in the Dąbrowa Basin The People's Militia took the side of striking workers against right-wing militants and the army, while on April 10, 1919, an open conflict occurred in Siedlce between the offices of the Municipal Police and the People's Militia. Similar events also took place in Ostrowiec and Łomża, and in the Krasnystaw poviát occurred to disarm the officers of the People's Militia by police from the Municipal Police<sup>25</sup>.

Lack of effectiveness in the context of areas of competence of individual services and supervision over them was not without the reaction of the central government. Another attempt, which, however, did not lead to ordering these matters, was the publication by the Minister of Internal Affairs of a Circular on the People's Militia and Municipal Police of April 3 1919 We read in it that: the Municipal Police Inspection and the Main Command and District Headquarters of the People's Militia do not have the right to have police and militia in the field of security services. Their supreme power concerns organization, administration and supplies and training<sup>26</sup>. This action did not lead to an improvement in public order in the country. The post-war situation favored criminals who had easy access to firearms, and the poor quality of their duties performed by services ineffective in the face of the chaos of competence was in favor of criminals.

Imperfections in the activities of security services have become the subject of public debate, which can be expressed by the voice of Stefan Urbanowicz titled Some of our decrees in the light of criticism of their practical application<sup>27</sup>. Based on the content of the article, which refer to the legal basis of the organization and competence for the operation of the People's Militia and Municipal Police clearly show the imperfections of the then proposals relating to the central body of a police nature. At least because of the fact that, as the author argues, the People's Militia has more than just legal grounds for action of an investigative nature, and the practice of ML's service was far from social expectations in detecting perpetrators of crimes.

Analysis of the legal basis for the appointment and operation of ML (established for protection and ensuring peace and security of cities and villages, as well as combating all forms of social disorder as well as for carrying out the ordinances of state authorities) in the context of such, regarding the Municipal Police and local militia, it indicates too narrow giving ML typical „police” powers, such as conducting criminal investigations. To sum up, ML was seen as a force whose main task became to protect state property, occurring during riots and against acts of anarchy, displaying service in the form of outposts in sensitive areas of the city. Her

<sup>25</sup> A. Misiuk, *Historia Policji w Polsce od X wieku do współczesności*, Academic Publishing and Professional, Warsaw 2008, p. 99.

<sup>26</sup> A. Misiuk, A. Pepłoński, *Organizacja instytucji policyjnych w II Rzeczypospolitej 1918-1926*. Source selection and documents. Police College Publishing House. Szczytno 1992, p. 23.

<sup>27</sup> S. Urbanowicz, *Niektóre nasze dekrety w świetle krytyki praktycznego ich stosowania*, Gazeta Sądowa Warszawska, edited by Henryk Konic, 1919, No. 20-18 / 42, pp. 194 and 195.

„internalization” was manifested not only in the way of training and billing, but above all in putting the disciplinary matters of ML militia officers under military judiciary.

This character of ML's official speeches, whose criminal investigations - as the author indicates - was a marginal and inefficient (due to the low level of training in this area) part of activity, should be described as closer to contemporary police prevention units. The units that carry out their police tasks in structures based on military models, and the forms of official appearances are primarily preventive and compact in nature.

A completely different picture of police competence is drawn on the basis of one analysis from documents indicating the organization of the operation of the Municipal Police - Circular (281) of the Chief Police Inspector of the Ministry of the Interior to all Municipal Police Offices regarding the introduction of books in the municipal police offices<sup>28</sup> of May 13, 1919. This document regulates the issues of documentation kept at various organizational levels by the Municipal Police. Lists among others what kind of documents are subject to registration by this service. Among them are: protocol control containing data on prosecutors or the injured party (surname, first name and address), accused's data (surname, first name, father's name, address), witness data, content of the report, material evidence where the case was directed. In addition, PK was obliged to keep an index of accused, an index of prosecutors or victims, an index of wanted (who is looking for, on what grounds, where the case was referred), control of material evidence, control of arrested persons, control of outposts in cities and towns, control of movement of police officers.

The conclusions of this document are clear. The Municipal Police were to carry out the tasks based primarily on police activities, and there were certainly among them those from the basic police canon, i.e. receiving and registering notifications about crimes, directing accusations to competent authorities, securing material evidence accompanying notices, conducting searches for persons, arresting persons (today detention), control of posts (currently performing patrol service), control of movement of police officers (today conducting service dislocation). So, based on her police workshop, PK had considerable makings to increase the efficiency of public order services.

However, obstacles of various nature that prevented the effective collaboration of services in those circumstances were not lacking. They included political changes in the state authorities, which influenced the competence and personnel preferences of individual formations, imperfection or lack of legal provisions defining cooperation between them.

This state caused just fears of the highest state authorities about the directions of system solutions for the security service - as then the areas often referred to as police were often defined.

At the highest levels of power, two ideas for centralized state security service were actually presented. Organizing it in a military way and putting it under direct supervision of the Minister of the Interior or dissolving existing organizations and organizing a police modeled on the

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<sup>28</sup> Dz. MSW 1919, No. 35, item 450, Circular No. 281.

Field Gendarmerie<sup>29</sup> reporting to the Minister for Military Affairs, but also being the executive body of the Minister for the Interior.

The account of such formulated considerations is contained in the fragment of the note In the matter of the Security Service in Poland dated March 4, 1919, probably by Mieczysław Skrudlik<sup>30</sup>.

The appointment of the State Police by the Legislative Sejm on July 24, 1919 was an important step to raise the state of public order in the state. First of all, PP became by far the leading state organization of the security service, being the executive body of state and local authorities. Its organization and training were defined by the act as „on a military pattern,” and gave the subordination to the Minister of the Interior.

Interesting, from today's perspective is the naming that accompanied the work on the concept of centralized, nationwide police service being developed in 1919: (...) On June 26, 1919, the Ministry of the Interior issued a circular addressed to poviats government commissioners. In it informing about plans to create a Security Guard (SB), (...) <sup>31</sup>. The activities of qualifying committees aimed, among others to accept candidates directly from ML, PK and other services to the Security Guard.

The process of centralization of services responsible for order and security in the state continued parallel to the legislative work conducted in the Sejm. These works were carried out in the Ministry of the Interior, which first set up a main headquarters for the People's Militia and the Municipal Police in Warsaw, entrusting on April 8, 1919 the position of chief commander for both formations to Captain Kazimierz Młodzianowski - subordinate to the Minister of the Interior. The existence of the joint main command was very temporary, as already on June 17, 1919 it was dissolved and the General Headquarters of the Security Guard was created from the Supreme Municipal Police Inspection. This happened even before the parliament passed the proceeding bill. Following this, the local PK units were transformed, and their commanders headed a new formation - the Security Guard, to which all security services were to be subject throughout the country.

The Sejm bill was called „Law on the Security Guard”. Finally, on July 22, an application submitted during the work of the Parliamentary Administration Committee for a change of the

<sup>29</sup> W. Śleszyński, *Bezpieczeństwo wewnętrzne w polityce państwa polskiego na ziemiach północno-wschodnich II Rzeczypospolitej*, Institute of Political Studies of the Polish Academy of Sciences, Institute of History of the University of Białystok, Oficyna Wydawnicza Rytm, Warsaw 2007, pp. 72-78. The field gendarmerie operating under the auspices of the Civil Administration of the Eastern Lands was divided into Poviats Gendarmerie and Coastal Gendarmerie operating in areas of direct armed conflict. Poviats Gendarmerie was delegated to perform tasks in poviats on the basis of the national security service. It was a military formation, but in civil matters in poviats it was subordinate to ZCZW. The actions of the Field Gendarmerie in civilian appearances were assessed as inefficient and unprofessional. Competence chaos often did not allow the identification of units of the Poviats Gendarmerie and the Coastal Gendarmerie, especially on lines of warfare. Officials quickly realized that the police should deal with public policy matters instead of the gendarmerie. However, due to the organization of the police that had just begun, the transitional state lasted in the eastern districts until mid-1920, when together with the return to these territories after repelling the Bolsheviks, the Polish police were already the state police.

<sup>30</sup> A. Misiuk, A. Peplowski, *Organizacja...*, op. cit., p. 30.

<sup>31</sup> R. Litwiński, *Korpus Policji w II Rzeczypospolitej. Służba i życie prywatne*, publishing house of the Maria Curie-Skłodowska University, Lublin 2010, p. 29.

name of the Security Guard to the State Police led to the adoption of the Act with the police in the name. Władysław Henszel became the first chief commander of the PP<sup>32</sup>.

About the Security Guard in the context of the Police Act he also mentions a central character in his memoirs H. Wardęski, stating that it was to enter into force on July 1, 1919 and absorb the existing organizations i.e. People's Militia, Railway Guard, National Gendarmerie and Municipal Police.

Based on the Act of July 24, 1919 on the state police (spelling from the original) The Interior Minister, often in consultation with other ministers, issued a number of legal acts regulating the police service, the scope of its competence and powers, while at the same time eliminating - often by incorporating existing security services into PP. Among the regulations important for the unification of these services, the following legal acts should certainly be mentioned: *Instructions for qualifying committees of the State Police, issued by the Minister of the Interior on the basis of art. 25 of the Act about the State Police*<sup>33</sup>, *Regulations on the organization of powiat police headquarters, issued by the Minister of the Interior pursuant to art. 5 and 8 of the Act of July 24, 1919 about the State Police*<sup>34</sup>, *Ordinance of the Minister of the Interior on the organization of state police branches serving on railways in the following voivodeships: Warsaw, Lubelskie, Kielecki, Łódź and Białostocki, issued in consultation with the Minister of Iron Railways pursuant to art. 9 of the Act on the State Police of July 24, 1919 (Journal of Laws, No. 61, item 363)*<sup>35</sup>, *Regulation of the Minister of the Interior issued in consultation with the Minister of Military Affairs, the Iron Railways and the Treasury, regarding the incorporation of the Military Railway Guard in the following provinces: Warsaw, Lubelskie, Kielecki, Łódź, Białostocki, and the city of Warsaw to the State Police, pursuant to art. 2 Transitional provisions to the Act on the State Police of July 24, 1919 (Journal of Laws, No. 61, item 363)*<sup>36</sup>, *Executive ordinance of the Minister of Military Affairs and the Minister of the Interior on the incorporation of national gendarmerie and military police in the former Galicia to the State Police pursuant to art. 3rd Flow Transitional to the Act on the State Police of July 24, 1919 (Journal of Laws, No. 61, item 363)*<sup>37</sup>. The titles of the abovementioned acts already indicate a huge organizational effort of the state, aimed at creating uniform structures of the new service.

Despite the establishment of the State Police, unification of security services did not run smoothly. Invaluable information about the difficulties of this the process is forwarded by Henryk Wardęski: Apparently Railway Guard (probably Military The Railway Guard) enjoyed the support of some political parties, because in 1919 we failed to unify the Guard. (...)

<sup>32</sup> W. Henszel was the commander-in-chief of the Polish Home Army from July 24, 1919 to April 20, 1922. He gained his experience in the tsarist army and administrative apparatus. He returned to Poland in December 1918 and started working in government administration. In April 1919, he was transferred to the Security Office of the Ministry of the Interior. Along with the adoption of the Act on the State Police, he assumed the function of its commander – based for the aforementioned work P. Majer (ed.) *Police Chief Commanders 1918-2009*.

<sup>33</sup> Monitor Polski, R. 1919, nr 196.

<sup>34</sup> Dziennik Ustaw Rzeczypospolitej Polskiej, R. 1919, nr 94, poz. 58.

<sup>35</sup> Ibidem, R. 1920, nr 6, poz. 42.

<sup>36</sup> Monitor Polski, R. 1920, nr 23.

<sup>37</sup> Journal of Laws of the Republic of Poland, R 1919, No. 97, item 475.

After several months of idle academic disputes, life itself forced the managers of the military Railway Guard to surrender and put themselves on the grace and disgrace of the State Police. The Railway Guard was very numerous and was dependent on the Ministry of Railways. The expenditure was so serious that the Ministry of Railways finally refused loans for the future. The Ministry of Military Affairs also refused to accept the Guard on its full-time job. Therefore, the organization's position became impossible and the guards had to be liquidated. On February 1, 1920, the Military Railway Guard ceased to exist. In its place, police stations and railway police stations were created, which we have also deleted over time and police at railway stations we joined the poviat headquarters or police stations in cities<sup>38</sup>. It is worth emphasizing the coincidence of the dates of the journalistic source are My Police Memoirs dated February 1, 1920, contained in the Regulation of the Minister of the Interior issued in consultation with the Minister of Military Affairs, the Railways and the Treasury, regarding the incorporation of the Military Railway Guard in the provinces: (...).

At the same time, it cannot be forgotten that in parallel, a service pragmatics of the State Police related to its functioning in the field, uniforms, armaments, supplies, etc. was organized. This task was even more difficult because it took place during the fighting for the shape of the borders of the Second Polish Republic and in such a critical moment, like the Polish-Bolshevik war of 1920.

Although the Polish-Bolshevik war already falls outside the time frames included in the main content of the publication topic, its anniversary nature is related to with the 100th anniversary of regaining independence and the establishment of the State Police, he orders a bow towards so little known facts from police history. Facts that above all show that the formation's attitude was the result of its experiences far beyond the date of July 24, 1919. There can be no doubt that there is a close relationship between the experiences gained over the years 1914-1919, by persons serving the organization public order, and the activities of the State Police, so shortly after its establishment. What's more, the government in the face of the turmoil of war decided to return to the already proven methods of social support of law enforcement organs, i.e. the already established State Police, by civil guards. As the State Police Gazette reports:<sup>39</sup>. In view of the difficult situation in the country, a draft statute for the civic guard was created, which would constitute a civil formation for cooperation with administrative and police authorities. and under their supervision carried out tasks to protect security, peace and order in the country. The statute was approved by: the head of the interior ministry, Mr Kuczyński<sup>40</sup>. The statute provided for the development of civic guard structures in the counties and poviats, and its implementation was dealt with by a commission at the Ministry of the Interior with deputy commander-in-chief of the PP. On the urgent need for police social support in the face

<sup>38</sup> H. Władęski, *Moje ...*, op. cit., p. 279.

<sup>39</sup> *Gazeta Policji Państwowej*, 1920, nr 29 z dnia 10.07.1920, w tytule *Straż obywatelska*.

<sup>40</sup> *Ibidem*.

of a threat to the state's existence, it is also evidenced by the appointment of the Citizens' Guard commandant, who was the Supreme Court's sub-prosecutor Stanisław Popowski<sup>41</sup>, former commander of the civic guard of Warsaw.

The State Police passed their first „secondary school-leaving examination”, which was hostilities in less than a few months of its creation. The police from the Warsaw district stood out particularly well, whose skirmishes with the enemy and efficient organization were described in this way by Henryk Wardęcki: and the Police Commander-in-Chief Henszel, went on a detour of the towns that were occupied by the enemy. Everywhere it was stated that the Warsaw District police heroically persevered to their last positions, fulfilling their duty to their homeland and society everywhere. Minister Skulski praised police officers of the Płońsk, Płocki, Rypiński and Włocławski counties for energy, bravery and zeal (...) <sup>42</sup>.

The attitudes that dominated among police officers at that time, which should clearly be described as patriotic, are demonstrated by the appearances of both senior and lower officers with a request to direct them to the front. Threat to the independence of the homeland caused an avalanche of reports of PP police officers for referral to military service. The eagerness to fight was so great that the Commander-in-Chief of the Polish Home Army Władysław Henszel on 9 July 1920 issued an order mobilizing him to serve „(...) guarding law and order - on this trench of the internal front. In relation to your homeland, you will perform a service equal to that of a soldier (...)” <sup>43</sup>.

The police wanted to take part in the defense of the country so much that they required the leadership of the Polish People's Party to obtain the consent of the Ministry of the Interior to establish a police volunteer combat unit. At the turn of July and August 1920, hauls to the future police 213 infantry regiment began. The commander of the regiment was commissioner Brunon Betcher, and deputy Ryszard Gallera.

The involvement of policemen can be demonstrated by the following: At the end of July 1920, at the request of the State Defense Council, approximately 80% of officers of the 2nd Police District in Łódź volunteered for military service<sup>44</sup>.

Although the regiment, as a compact combat unit, was not used for operational operations, all the more remarkable is the participation of its units in direct clash with the Bolshevik forces in the Włodawa region. In September 1920, the second lieutenant Jerzy Komes, commanding the V Company of II Battalion 213 Volunteer PP, deserved the Allied Cross of Valor for carrying out the attack on the Bolshevik foot in the area of the village of Chrysk.

<sup>41</sup> More about the activity of civic guards in Warsaw and the person of S. Popowski in A. Kroński, *Citizens' Guard of the Capital City of Warsaw Warsaw, 1915*, by the Association of B. Citizens' Guard Members of the Capital City of Warsaw Warsaw 1915, Warsaw 1934.

<sup>42</sup> H. Wardęcki, *Moje ...* op. cit., p. 338.

<sup>43</sup> J. Biechoński, *W dziesiątą rocznicę zurycyerstwa nad Rosją Sowiecką*, Na Postunku, No. 35, Warsaw 1930, k 3. The full text of the order was also published in the Gazette of the State Police, 1920, No. 28 from July 10.

<sup>44</sup> M. Gajewski, *213 Policijny Pułk Piechoty wojny 1920 r.*, Ośrodek Badań Historii Wojskowej Muzeum Wojska w Białymstoku, Białystok 2003, p. 17.



In the fight, the volunteers have discovered extraordinary combat values and bravery. After crossing the Bug River, the company, well commanded by its commander, further rejected the Soviet infantry defending in the village of Chrysk, at the same time forcing her to hurry away from her positions<sup>45</sup>.

A horse police squadron was also created, whose commanders were Commissioner Andrzej Jezierski and Commissioner Stefan Rozumski (deputy). The core of the squadron were policemen from Łódź, who were supported by volunteers from Warsaw, Białystok, Polesie and Volhynia. The squadron was then incorporated into the volunteer Death Hussar Squadron of Lieutenant Józef Siła Nowicki<sup>46</sup>.

An example of great dedication and commitment to combat operations is the participation of policemen in the defense of Płock on August 16-18, 1920. Numerous, but little-known sources indicate that PP units from Płock and the surrounding area not only ensured public order, they did not fall apart in the face of the advancing enemy, but they were effectively acquiring intelligence and fighting, including melee weapons. The names of many policemen whose names are quoted by H. Wardęski and the local press of *Kurier Płocki* and *Głos Mazowiecki* are well known.

Despite the fact that the Płock policemen, along with the army, actively participated in the Polish-Bolshevik war, none of them, according to the collected materials, was decorated during the visit of Marshal Józef Piłsudski in Płock on April 10, 1921, nor received decorations in the form of the Cross for Bravery and Courage<sup>47</sup>. The example from Płock is unfortunately not an exception in forgetting the role of PP in the fight for independence and its maintenance.

The involvement of the State Police in 1920 war operations and, in general, positive assessments of its activities during this period testify to the properly conducted organizational efforts integrating state order forces into one centralized formation. The more so that the process of unification of the formation was far from complete.

Noteworthy is not only the organizational effort, but also the care of the enlightened citizens about the level of ethics of the police service and its service role towards the Polish state and its citizens. He presents the picture of this state and expectations regarding the role of the policeman among others Józef Bek in the article *Policeman - a seedbed of culture*<sup>48</sup>. The author rightly points out the shortcomings related to the quality of police staff, but sees the role of a policeman among the elite of the reviving state (next to clergy and teachers), an educator of values that it brings with you law, state protection, public order and culture. He points to the dark legacy of the police customs of the partitioning times and draws a vision of the

<sup>45</sup> *Ibidem*, p. 37.

<sup>46</sup> R. Litwiński, *Korpus...*, *op. cit.*, p. 361 and further. The squadron took part in the battles of Srock, Nieporęt, Benjamin, Kuligov and Myszyniec. Policemen also defended cities. Big merits in fights o Włocławek and Płock and the defense of the Vistula line on the section from Nieszawa had policemen from the surrounding counties.

<sup>47</sup> Łaszczewski A., *Płocka policja okresu międzywojennego, wydanie II uzupełnione i rozszerzone*, NSZZP przy KMP w Płocku, 2019 r., p. 188.

<sup>48</sup> *Gazeta Policji Państwowej*, rok 1920, nr 26.

development of police formation through the education of the policemen themselves and broadly understood social education.

The then presented main command of the PP agreed with the vision, because already in the pages of one of the next issues of the National Police Gazette editors in the article *On post*<sup>49</sup> presents the position of police management and announces the preparation of educational materials for police officers in the form of a special supplement (weekly) for police officers and lower police ranks at the National Police Gazette. Topics included in the form of short lectures on law, administration, hygiene, etc. were to educate both policemen and the less enlightened layers of the people<sup>50</sup>.

Thus, next to efficient organization, the care of the rulers and the police leadership was the care for the ethical development of the new formation and the fight against all pathologies of the police service remaining after the partitioners.

One of the contractual points of unification of the State Police can be 1922, when the state borders included lands under Polish administration such as the former Kingdom of Poland, Lesser Poland, Eastern Borderlands, Greater Poland, Pomerania and Vilnius and the autonomous Silesian Voivodeship with its autonomous Police of the Silesian Voivodeship established in that year. The merging of the state territory has set new challenges for the State Police. In addition to improving their own staff and structures, police officers began to protect the eastern border. The unification phase has gone into the development phase of the State Police organization.

The establishment of the State Police by the Sejm Act and defining it as a state organization of the security service meant the beginning of the functioning in an independent state of the structure responsible for the internal security of the state and its citizens. This event took place eight months after November 11, 1918, which is widely accepted as a borderline for the revival of Polish statehood. Considering all the difficulties associated with the unification of the state after the partitions, the efficiency of reaching the legal and organizational foundations of a new state police formation should be assessed positively.

Initial failures in restoring social order and public order using the young state's police authorities generated experience based on which a Polish police model was adopted that was adequate to the challenges of that time. The next twenty years confirmed that this model was effective in the implementation of basic police tasks, which were combating crime and protecting the internal security of the state. What's more, PP quickly started cooperation on the international forum. Representatives of the newly appointed Polish State Police participated in the work to establish the International Criminal Police Commission, which took place in 1923. Among them was Wiktor Ludwikowski, considered a co-creator of police forensics in Poland.

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<sup>49</sup> *Ibidem.*, no. 29.

<sup>50</sup> *Ibidem.*

The leading role in building these successes was played by the team, which from July 1919 entered in the composition and began the creation of the Police Corps. It should be noted that they were not they are random people, without police experience. In this area, the legacy of the partitions was able to be used by the newly created Polish state very well, placing in the ranks of the PP officers who had experience behind them both in the police service of the partitioning powers and Polish public order organizations that had operated in Poland since the outbreak of World War I. This is precisely illustrated by the memories of Henryk Wardęski, also illustrating the picture of the development and preparation of human resources to a large extent, they first joined ML and PK, and later PP. Such people as the author of 'My Police Memoirs', or Marian Borzęcki, Wiktor Hoszowski (first in the National Gendarmerie, later the Commander-in-Chief of the PP), Kazimierz Młodzianowski (captain of the Polish Army, commander of the ML and the Polish Army) and many others, they gained their first police experience before regaining independence by the Polish state. In turn, the military and war experiences of many senior and lower officers quickly increased the efficiency and effectiveness of the new police formation. A formation that did not forget about the people who built its foundations, and which was accompanied by the awareness that without the experience of the civil guard period, building the Polish police would not be possible in such a short time. An expression of this memory and the important role of the civil guards was that the anniversary of security services in independent Poland for the tenth anniversary was adopted in 1925. Thus recognizing the beginning of the organization of the police service in 1915, when these organizations were formally created under partitioning laws, on the basis of which Polish police formations have been fully formed.

The State Police began their mission in the post-partition and wartime reality. The beginnings of her activities came at an extremely difficult time, taking into account the Polish-Bolshevik war and the shaping of borders in the new post-war reality. The next twenty years of her service and the sacrifice of life made by several thousand of her officers after the outbreak of World War II constitute that the Police Corps of the Second Polish Republic did well to Poland.

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10. Rozporządzenie Ministra Spraw Wewnętrznych w przedmiocie organizacji oddziałów Policji Państwowej, pełniących służbę na kolejach, na obszarze Województw: Warszawskiego, Lubelskiego, Kieleckiego, Łódzkiego i Białostockiego, wydane w porozumieniu z Ministrem Kolei Żelaznych na zasadzie art. 9 ustawy o Policji Państwowej z dnia 24 lipca 1919 r., Dziennik Praw, Nr 61, poz. 363 – Dz.U.R.P., R.1920, nr 6, poz. 42.
11. Rozporządzenie Ministra Spraw Wewnętrznych wydane w porozumieniu z Ministrem Spraw Wojskowych, Kolei Żelaznych i Skarbu, w przedmiocie wcielenia Wojskowej Straży Kolejowej na obszarze Województw: Warszawskiego, Lubelskiego, Kieleckiego, Łódzkiego, Białostockiego, oraz miasta Warszawy do Policji Państwowej, na zasadzie art. 2 Przepisów przejściowych do Ustawy o Policji Państwowej z dnia 24 lipca 1919 roku, Dziennik Praw, Nr 61, poz. 363 - Monitor Polski, R. 1920, nr 23.
12. Rozporządzenie wykonawcze Ministra Spraw Wojskowych i Ministra Spraw Wewnętrznych w przedmiocie wcielenia żandarmerii krajowej i policji wojskowej na obszarze byłej Galicji do Policji Państwowej na zasadzie art. 3-ego Przep. Przejściowych do Ustawy o Policji Państwowej z dnia 24-go lipca 1919 r., Dziennik Praw, Nr 61, poz. 363 – Dz.U.R.P., R 1919, nr 97, poz. 475 .