

INNOVATION IN THE POLICE AS A FACTOR STABILISING PUBLIC SAFETY ON LOCAL LEVEL IN POLAND – A CASE STUDY

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Abstract:

Aim: The issue of public safety and functioning of the Police institution is taking on a special dimension at the moment as rules of market game pose new challenges for all institutions securing safety and are becoming blurred. As the notion of safety is fluid and blurred we need to consider tasks of all institutions securing this safety to serve the society. This area is currently of interest of not only to the world of practice but of science as well. It is reflected in strategic documents drawn up by various public institutions which have both a legal as well as statutory obligation to secure it. These documents indicate a high level of safety as the most important development goal. Although it a complex issue of multiple aspects perceived as a category shaping the quality of life in a specific social and economic space, it is also becoming a subject of deliberations, considerations and analysis developing forms and ways of securing it. The problem of available and efficient methods and forms used by public institutions allowing all citizens to feel safe is of particular importance. In this article is an attempt to prove that Sir Robert Peel's Principles (1788-1850 served twice as Prime Minister of the United Kingdom, established Metropolitan Police Force), provide the basis to the idea of community policing.

Design / Research: This work is a case study based on the innovation in the police in Poland. In this publication author uses analysis in sphere public safety, internal safety and in all safety system on local level. The article presents a research hypothesis that innovations concerning the functioning of the police in Lower Silesia will be based on the concept of community policing of Sir Robert Peel, thus increasing public safety in this region.

Conclusions / findings: The police service securing safety is assuming special importance. The police are in charge of compliance with the law and building the rule of law. Initiatives taken by them to prevent and counteract crime are innovative from the organizational point of view and adequate to occurring threats. Over the recent years, local governments together with the police and inhabitants decide to take preventive measures where their role is to indicate threats, organize thematic meetings and present criminal prevention actions and their effects. Such a strategy allows them to take measures on many levels as neither strict laws nor the most effective actions of enforcement authorities will not manage to improve safety. Activity and cooperation between institutions regarding prevention and counteraction of crime are becoming an element of an everyday market game under these circumstances and the coalition solution implemented enhance useful values of the actions and first of all improve efficiency of all

institutions for example through the information exchange. Effects of the work of the services are important as presented in the paper.

Originality / value of the research: Innovation in the Police in Poland as factor stabilising public safety.

Limitations of the research: This paper does address the problems of public safety in Poland on local level.

Keywords: public safety on local level, internal safety, a safety system, police.

JEL: O12, O47

1. Introduction

The Polish social and economic reality faces crime belonging to some kind of social pathologies which require a review of entities which may counteract them and of the content and the scope of tasks carried out by them. It aims to prevent and counteract constant and dynamic changes favouring the rise of threats to life, health and wealth. It should be said that tasks carried out by all kinds of institutions require constant improvement and do not always bring desired effects. This situation is affected by numerous factors which are not easy to identify. It seems that these factors are of micro and macro nature. However some argue that over the recent years our society has not developed features of a civic society which create a barrier in safety management slowing down social and economic development in its various cross-sections (local, regional, national).

Internal safety is one of the most known and common type of safety whose provision is an important element of state safety. Thus it is justifiable to make an assumption that we may talk about model effectiveness of a safety system when an internal state system is able to react to various threats by operating relevant counteraction centres. It is possible thanks to the existence of numerous institutions which operate in the event of a threat. The Police are one of such institutions whose actions counteracting crime is most common and most susceptible to public evaluation.

This paper aims to show the issue of safety under Polish circumstances in view of ensuring safety by entities statutory appointed by the state paying special attention to the Police on the local level.

For the purposes of meeting the above objective a descriptive, comparative method as well as an interview have been used.

2. Internal safety

“Legal regulation of internal safety and its protection is spilt over the entire administration law. All issues listed in the material doctrine of administration law may be also raised in regulating and practical protection of safety” (Boć 2009: 20).

At present, maintenance of an internal safety area is significant due to legal capacity, separation of enforcement of this law and of its consequences. Based on such criterion separation of internal safety comprises all categories of safety defined in the internal legal order. So internal safety is an intermediary notion not providing the basis for specific actions and functioning only within internal safety. It denotes direct connecting it with actions and phenomena occurring in the state, its principles, case law and views.

This general aspect of internal safety combines with its particular feature of a local threat. Regardless of its scope, danger is always of a local nature. That is why, internal safety of a state is built and protected on the basis of law.

We may say that internal safety is a broad issue often occurring in various documents. However it does not have a coherent definition. From a scientific point of view it must be considered from broad and narrow perspectives. In the broader perspective it refers to protection of life, health and wealth, in the narrow perspective it is identified with common, public and systemic safety. In other words, in the wider picture it translates into entire order and social facilities protecting the state and citizens against dangerous phenomena affecting the legal order or in the narrow approach it is perceived as protection of a system against coups for state-owned political institutions in the country.

In S. Zalewski’s view (Zalewski 2000: 70) “internal safety is identified with harmonious functioning of state structures indicating the structures of power, decision procedures therein and relations between the authorities and citizens”. Thus it may be perceived as a type of safety concerning threats and counteractions occurring internally in the state. According to P. Majer internal safety comprises the following aspects: personal, state bodies and existence (Majer 2011: 81). This views based on Peelian Principles by Sir Robert Peel¹.

Internal safety is in a way an element of the administration law as this law defines some designates of this notion. A definition of internal safety must sought in the doctrine and case law.

¹ Peel Regional Police, <https://www.peelpolice.ca/aboutus/sirrobertpeel.asp> [25.03.2018].

That is why the literature often uses the term internal safety system to be understood as a set of forces and measures ensuring the state and its democratic structures with an acceptable condition of safety which, in the event of danger, initiates actions explicitly defined by the constitution. It means that internal safety of the state is one of the two elements of state safety (national) comprising:

- public safety,
- general safety,
- systemic safety.

In a social and common view *public safety* is certainly associated with peace and public order secured by specialist public services like the police first of all, fire fighters, municipal services supported by non-public institutions securing people and wealth. It denotes readiness of relevant public administration bodies to counteract threats and to immediately stop actions harming the good of the state, public order, life, health and wealth of citizens (Pakuła 2009: 30).

In the inter-war period this issue was considered by W. Czapiński and W. Kawka (Czapiński 1929: 673-679; Kawka 1939: 46). The former one carried out a thorough analysis of public safety and order regarding regulations of administrative law and penal law however he did not formulate an explicit definition. He only emphasized that protection or provision of public safety involves designating measures or actions preventing deeds of wrong will targeted against them (Misiuk 2008: 12). The latter Kawka claimed that safety and public order were favourable conditions occurring in a social organization whose compliance guarantees avoidance of damages in the entire organization and its members. Public safety is a state in which general public and their interests, the state and its goals are provided with protection against damages threatening them. In his opinion compliance or non-compliance with internal safety lay within the scope of state bodies providing protection of this safety.

Interpreted in a different way public safety is very much complex and has multiple aspects. As its name suggests “public” refers to an entire sphere of activities of a public sector in Poland and first of all to a sector of public finance. Safety related activities of public institutions are the basis for evaluating not only their effectiveness in counteracting crime but also in defining a place and a role of these institutions in the financial system of the state. So they are not only subjects of the public administration but also of the management process in the public sector.

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Thus public safety does not have only one specific meaning but also is translated into a broader sense as the entire order and social infrastructure protecting the state and its citizens against dangers to the legal order or into a narrower sense as a protection of the system against coups for basic political institutions of the state.

General safety is perceived as a requirement for facing threats to functioning public authorities and other structures of public life, health and wealth of citizens (national wealth) resulting from possible attempts to destroy or damage a public institution or caused by forces of nature. According to a Bill on Civic Safety it is often referred to as civic (Prezydent RP 2014: art. 87). It denotes a condition of civilian and natural environment where citizens and their communities do not perceive a threat to their existence, basic life interest because the state secures formal, institutional and practical guarantees of protection leading to a socially accepted level of risk. In other words, general safety provides protection of life and health of citizens and the national wealth against consequences of natural disasters and technical catastrophes.

Systemic safety is related to protection of constitutional order. Functions of the constitutions include: organization of institutional and normative order of the state, creating legal guarantees of civic freedom, strengthening the identity of the state, stabilizing and rationalizing political order (Ustawa z dnia 6 kwietnia 1990 r. o Policji).

That is why internal safety is mainly perceived in view of the state. It comprises a population, a territory and institutions in charge of them.

Together with development of globalization processes in particular liberalization of capital flows, deregulation of financial markets and a technological progress, the scope of the issue of safety and public order is subject to change. Thus effective prevention of crime in its various forms requires effective actions not only on the international and national level but also on the regional and local one. A special role in respect of the above is assigned to the public administration.

3. The Police as an entity securing the feeling of internal safety

The notion of the police has been evolving as a result of changes to views on tasks and goals of the state as well as the struggle for rights of an individual in the state. Systemic and economic as well as political changes occurring in Poland at the turn of the eighties and nineties are reflected in the field of safety and public order. Operating in the old system forces

subordinate to the Minister of Internal Affairs were liquidated and new ones protecting safety and public order were formed with the organizational structure and the scope of actions adjusted to new conditions. Pursuant to the Law dated 6th April 1990 the Police were created.

The police are in charge of law compliance and building a state of law. Their actions are related to provision of public order and security of citizens and they more often focus on involving other entities acting to improve the quality of life of citizens on various levels (local, regional, national). It means that police are statutory responsible for safety of citizens in our country as well as public order and protection of life and health of citizens, their wealth against attacks belong to their basic tasks. That is why, in the event of danger when defending ourselves we expect the Police to take actions which at least will limit or eliminate a threat of attacks.

“Tasks of police have always focused on keeping existing legal and political order. They often involved using a force legally not always fair and just, from the very beginning resulting in a growing gap between them and the society” (Wiszwaty 2003: 9).

After years of system transformations in Poland a process of defining functions of the police began in a democratic state of law. In fact, that moment should be considered a beginning of a new philosophy in police actions assuming first of all its apolitical nature and cooperation with the society instead of confrontation. Such a cooperation is to be the main source of their strength and authority as well as guarantee of effectiveness in fighting with crime in changed social reality. That is why, the police have been participating and have been of interest to numerous researchers and scientists (analyses, strategies, plans etc.)². At current work of the police this goal is pursued by means of various methods which have been presented in table 2.

Table 2. New police methods

Method	Characteristics
Taking care of enhancing transparency of organizational structures of Police and undertaken actions	It is not acceptable that in a democratic rule of law individual liability of decision makers and authorizing people was fuzzy. For this purpose we have today sociological research on these structure and their impact on decision making and the image of the police in the society.
Ethical side of actions taken by a policeman	It enhances social approval. It is reflected in various international documents such as <i>Resolution 34/169 of the General Assembly of the United Nations, Declaration on the Police of the Parliamentary Assembly of the European Council, Ethics of the Policeman</i>
Making people aware that police are a link	Safety is a complex system which functions or not, the police

² Programmes like “Together safer”, “Safe cities”, “State development strategy 2007-2015”, “National Security Strategy of the Republic of Poland”.

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to a system securing safety	constitute one of the its elements. Media must be involved in creating this new awareness. By developing responsibility for common good such as safety and social peace a democratic state of law is created. It is essential to be realistic in paying attention to a phenomenon accompanying crime e.g. unemployment. In practice each individual has to live somewhere and eat something. If this individual does not find their place in the society, they stop respecting social norms.
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Source: Author's own elaboration.

When working the police operate on the principles as follows:

- rational concentration of forces and resources – the point is to involve a sufficient number of forces and resources not to disturb the work rhythm of the unit, not to neglect or make delays in other fields and to cooperate generating expected effects,
- the best use of the potential of professional skills, personal predispositions and possibilities of cooperating entities – each entity should do what they are best prepared for, predestined to do having possibilities,
- uniformity and systematic cooperation, facilitation – organization of work among cooperating entities must be orderly, checked, the most effective under specific circumstances and appropriate to tasks,
- effective information circulation – cooperating entities must exchange information about the tasks on the on-going basis; the best solution is to appoint people in charge of the information,
- planning – it will not be possible for a few entities to cooperate well if it is not planned properly otherwise it may turn out that one of them is not well prepared for completion of a task.

Not only police actions affect reduction of crime. At present it is necessary to make police actions social and include them into preventive activities of all institutions affecting the level of safety. “Help and cooperation between citizens and the police in prevention and prosecution of crime is a characteristic behaviour of all citizens of societies of law. It is a sign of social activity and conscious participation in public life. Cooperation with the police is perceived not only as a necessity because the social order must be taken care of the state and its administration as well as a free society” (Górska 2007: 137).

It should be emphasized that the feeling of safety or its lack determines the quality of life

and development of the society. The crime level in Poland diagnosed by numerous institutions draws attention to new trends as cyber-crime, economic crime or organized crime which in the EU becomes more camouflaged. It requires systemic actions based on a coherent and uniform programme involving multi-directions actions and strict cooperation of all institutions, organizations and entities participating in securing safety (the police, prosecution, courts) as well as other organizations involved in safety provision³. It seems that each type of crime prosecuted by the above intuitions is an essential element securing the feeling of safety in the rule of law however seeking initiatives to counteract crime at lower levels in the market economy is priceless and innovative. In practical terms, maintaining a high level of crime counteracting requires innovative solutions of not only technical nature but organizational and cultural as well. In this article is an attempt to prove that Sir Robert Peel's Principles (1788-1850 served twice as Prime Minister of the United Kingdom, established Metropolitan Police Force), provide the basis to the idea of community policing. Peel's Principles are still current and constitute the basis for implement strategy and proactive programmes in the Unite State of America and Poland. These principles are of timeless and universal values and go on the idea of close cooperation between Police and the society. The ability of the police to perform their duties in appropriate and effective way is dependent upon public approval of police actions. Police must structure the willing co-operation of the public in voluntary observance of the law. Police should seek the respect of the public and preserve public favour by using physical force only to extent necessary to secure observance of the law. The test of police efficiency is the absence of crime and disorder and maintaining a relationship with the public. It turns out that the strategy, which the main component of activities is to be able secure and maintain public trust, is accomplished by Police in New York and Poland. The projects and the initiatives of the police forces both emphasise community policing philosophy and reflect its essential features: consultation, adaptation, mobilisation, resolving problems (Michułka 2017; Stawnicka 2013).

4. A local level as the innovative basis for the police

When discussing provision of safety and enhancement of innovation by the police we should pay particular attention to a local level. A critical approach to actions undertaken and

³ An example of such cooperation is a model of building local coalitions to counteract crime which will be presented further on.

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managing in extreme situations result in innovation on the local scale. Such a situation releases internal motivation providing particular space with effectiveness in the form of knowledge. Successes in this domain (social and economic) provide motivation to employees of particular institutions (organizations) as well as enterprise in the sector and the local community especially when work and problems are difficult (Łuczyszyn, Łuczyszyn 2016). Intellectual property crime may be an example as it makes public and private entities permanently look for new innovative solutions regarding forms, ways, procedures which on one hand secure a high level of efficiency and on the other enhance effectiveness of employees. A possibility of generating new knowledge thanks to combination of individualism and team work in winning information.

It should be clearly underlined that both local governments with their experience as well as other cooperating entities distance themselves from the past. On one hand it “cools down” and on the other hand develops cooperation between both public and private entities.

Regardless of divisions, some systems generating innovative capital are being built on the local level. On the example of public safety, new coalition solutions are visible which are innovative under pursued strategies and create a local capital. For example social participation in those systems involves local governments, the police, church, parishes, local social welfare centres, universities of third age, associations, culture centres, primary and secondary schools etc. This is where trust is being built which in turn enhances effectiveness of the entire system. This is confirmed by the survey of the feeling of safety confirming effectiveness of such relations existing in the local space. Thus we cannot lose this trust. As far as public safety is concerned it is particularly important as the majority of the society is an observant and not a participant in the events. So these actions are of innovative nature as on one hand we can see effectiveness and efficiency of the public administration including compliance with the law and on the other hand the number of material and non-material transactions is growing. An example of cooperation regarding provision of safety on the local scale is a new determinant to innovation of this space.

In this part of the paper the author would like to present a practical model of actions of a police unit operating in Lower Silesia which resulted in effective counteraction to domestic violence and improvement of previous forms and methods of combating this type of threat. The solutions presented below were innovative in the local safety system. The example discusses referred to a District Police Station in Milicz.

Due to the necessity of coordination actions carried out by numerous entities for the sake of

victims of violence at the turn of 2005/2006, the Chief of the District Police Station in Milicz and Milicz authorities initiated the establishment of a Local Coalition to help Victims of Violence in Milicz district. The Coalition included all institutions dealing with this phenomenon. They were as follows:

- a Municipal Office in Milicz,
- a Commune Office in Krośnice,
- a Commune Office in Cieszków,
- a Psychological and Pedagogical Counselling Centre in Milicz,
- a Consultation Point for Victims of Domestic Violence Milicz,
- a District Centre for Helping the Family in Milicz,
- a Social Welfare Centre in Milicz,
- a Social Welfare Centre in Krośnice,
- a Social Welfare Centre in Cieszków,
- Primary and secondary schools based in Milicz district,
- Commune Commissions for solving problem with alcohol,
- A Probation Officer in Milicz,
- A District Prosecutor in Milicz.

Based on the above an interdisciplinary team was established in charge of :

- elaboration of methods of cooperation and exchange information about people suffering from violence,
- organization and supervision of assistance actions carried out,
- helping in crisis situation and supporting people suffering from violence,
- arranging housing premises for people suffering from violence, organizing and starting a therapeutic group for children,
- obtaining funds to run an information and education campaign.

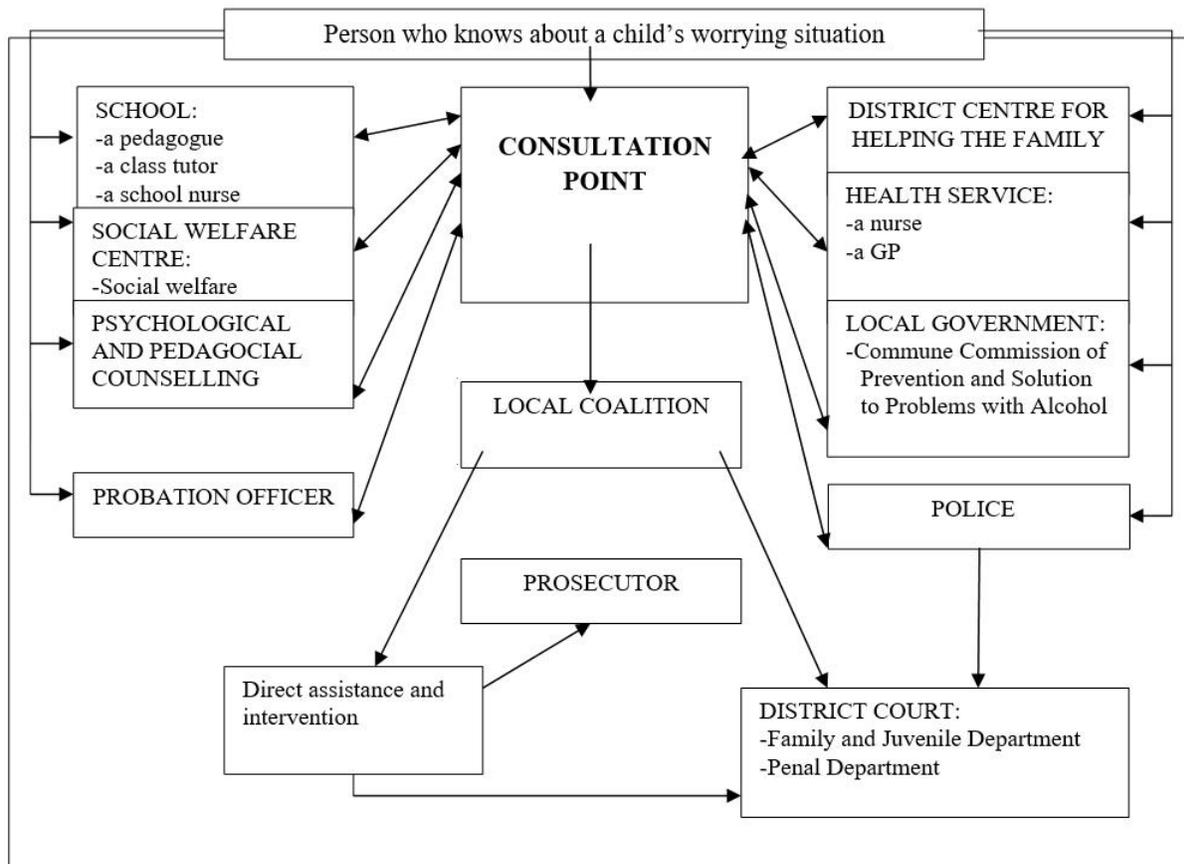
The cooperation between institutions included in the coalition resulted in the elaboration of a preventive programme “Together against violence” (figure 1 and 2) by the District Police Station in Milicz. The main objective of the programme (until today) is to limit the phenomenon of violence in the family and providing complex assistance to victims of violence in the family including children. The actions of the programme comprise:

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- education about violence in the family and developing awareness about rights of the victim,
- organization of preventive patrols comprising representatives of helping institutions,
- setting up a foster home in Milicz district as emergency childcare,
- elaboration and facilitation of exchanging information about victims of domestic violence,
- participation in meetings of the coalition and intervention in the event of violence occurrence,
- providing a complex care to victims of family violence with special consideration of children,
- referring alcohol addicts causing violence to a therapy,
- preparation of information and education materials regarding home violence.

Based on the above preventive patrols started to support victims of violence. At present they consist of policemen from the criminal preventive team or a local constable, a psychologist from the consultation point for victims of violence in the family and a children psychologist or a lawyer from the social welfare centre. At homes they talk to victims and perpetrators in the family, a comprehensive assistance is offered. Ways of solving domestic problems and addictions are indicated and mediations proposed. Children receive a special psychological and pedagogical help. Families get a list of helping institutions located in the district, brochures and handbooks on addictions and domestic violence. Meetings in the consultation point for victims of domestic violence are offered.

Figure 1. Diagram of cooperation between institutions included in the coalition

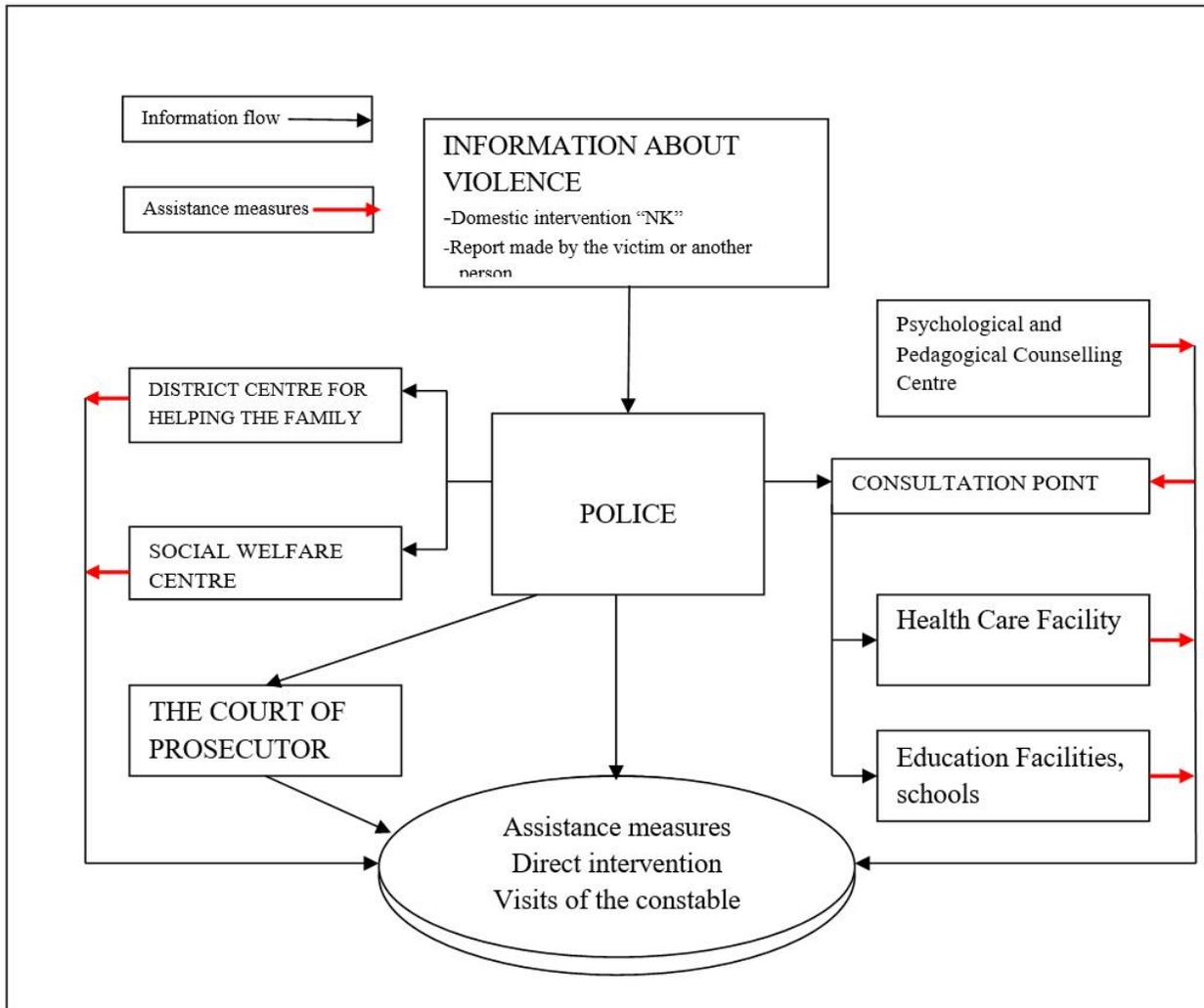


Source: author's own elaboration.

Actions carried out together with other institutions with respect of domestic violence reduction indicate that victims in rural areas have limited possibilities of resorting to assistance and consultations from various helping institutions (financial problems, commuting etc.). Stereotypes in that environment leading to certain violent behaviour in the family initiated actions helping people reach the psychologist. They are also helped to believe that they are not alone with their problems and they may count on assistance from various institutions when it comes to legal, moral and financial matters.

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Figure 2. Actions and conveying information under the programme called “Together against violence”



Source: author's own elaboration.

Launching an initiative and proposing assistance in the residence has been very well received by the local community. Undertaking common measures has affected integration of the community with the police, better understanding of the problem and familiarization with everyday work and the service of other vocational groups acting for the benefit of victims. The actions carried out under the project called cooperation with “helping institutions”, early intervention and organized preventive patrols effectively eliminate cases of negligence, abuse and abandoning children.

Sir Robert Peel believed that the police should act ethically. Innovations introduced in the Lower Silesian Police in 2005-2007 were fully embedded on the foundation of the R. Peel

concept. The changes in the functioning of the Lower Silesian Police described in the article are of a strategic nature and are also valid today in 2018. This is confirmed by the evaluation indicators of the Police in Lower Silesia. It can be concluded that the research hypothesis of the article has been verified positively and the safety of Lower Silesia inhabitants has increased⁴.

5. Conclusions

The police service securing safety is assuming special importance. The police are in charge of compliance with the law and building the rule of law. Initiatives taken by them to prevent and counteract crime are innovative from the organizational point of view and adequate to occurring threats.

Over the recent years, local governments together with the police and inhabitants decide to take preventive measures where their role is to indicate threats, organize thematic meetings and present criminal prevention actions and their effects. Such a strategy allows them to take measures on many levels as neither strict laws nor the most effective actions of enforcement authorities will not manage to improve safety.

Activity and cooperation between institutions regarding prevention and counteraction of crime are becoming an element of an everyday market game under these circumstances and the coalition solution implemented enhance useful values of the actions and first of all improve efficiency of all institutions for example through the information exchange. Effects of the work of the services are important as presented in the paper.

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⁴ www.dolnoslaska.policja.gov.pl [28.03.2018].

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