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## Perception of Apoliticism of the Police

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## **PERCEPTION OF APOLITICISM OF THE POLICE**

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### **ABSTRACT**

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The article aims to present considerations and attempts to answer the questions, what dimension – trust, loyalty, commitment and specific expectations or qualifications – influences the process of staffing authorities of the Police and what dependencies and relationships with other organizational processes constitute the basis of personal decisions in Ministry of Internal Affairs and Administration.

The work presents partial results of surveys of areas associated with politicisation of the Police, especially at the management level, their reception and perception in terms of institutional efficiency of formation. Research was carried out by a survey (quantitative using paper standardised questionnaire) in two research groups: students and police officers, led to interesting results. Their presentation should be a supplement to subsequent disputes about apoliticism and human resources management in the Police. Peculiarly for further development of research on apoliticism of the Police and causes profound changes in post-election times in higher management staff of the Police, is the lack of such studies of this undoubtedly credible problem.

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## 1. INTRODUCTION

At article 1 paragraph 1 section 1 of the Police Act, legislator pointed a service role and co-related functions of this institution for society and its State. It is said that the Police is an armed and uniformed protective formation, which is to serve the society, and its basic task is to protect security of individuals and the maintenance of security and public order<sup>1</sup>. At the same time these legal act in art. 63 prohibits membership of officers in any political party<sup>2</sup>. However, we should note that prohibition of party membership does not constitute a real guarantee that officer in taken professional actions will not show political sympathies. The possible motivation may differ from the desire to maintain or to better their position to strive to achieve higher position in professional hierarchy and other life aspirations<sup>3</sup>.

Under the Police Act, designating certain people on the highest professional positions shall take place in accordance with officially accepted procedures. For example, Main Commander-in-Chief of the Police is appointed and dismissed by the Prime Minister at the request of the Minister of Internal Affairs and Administration. Voivodeship Commanders-in-Chief of the Police are appointed and dismissed by the Minister of Internal Affairs and Administration at the request of the Main Commander-in-Chief of the Police. Therefore very serious personal decisions, crucial to shaping the process of commanding the Police, are taken by people holding the offices by recommendation of parliamentary political parties. Let us note that a non-essential fact in this case is a dependence of the decision appointing or dismissing commanders (voivodship and district) from getting opinion the Voivode or district's governor, since this provision in no way links the decision with these opinion.

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<sup>1</sup> Art. 1 Ustawa o policji, 6 April 1990, Dz.U. 1990 nr 30 poz. 179, with amendements.

<sup>2</sup> *Ibidem*, art. 6:

Ust. 1. Policjant nie może być członkiem partii politycznej.

Ust. 2. Z chwilą przyjęcia policjanta do służby ustaje jego dotychczasowe członkostwo w partii politycznej.

Ust. 3. Policjant jest obowiązany poinformować przełożonego o przynależności do stowarzyszeń krajowych działających poza służbą.

Ust. 4. Przynależność do organizacji lub stowarzyszeń zagranicznych albo międzynarodowych wymaga zezwolenia Komendanta Głównego Policji lub upoważnionego przez niego przełożonego.

<sup>3</sup> M. Otrębski, *Apolityczność policji*, [in:] *Moralne problemy bezpieczeństwa*, J. Konieczny (ed.), Wydawnictwo Krakowskiej Szkoły Wyższej im. Andrzeja Frycza Modrzeńskiego, Kraków 2008, p. 10.

Since 2000 there have been attempts to appoint police commanding positions by competition procedure that was used for the first time in the history of the Police forces, and the officers meeting the requirements could have applied for positions<sup>4</sup>. This was a quite revolutionary solution, assuming that choosing candidates for important positions in the Police will become a transparent procedure and promoting people with a high degree of vocational preparation. However, a right idea was completely ruined at the level of practice. Manipulations of works of commission, leading to appoint at positions persons accepted by political forces in power, led to de facto resignation from the technique of choosing a “best of the best”, or the procedures were given only a glance of accuracy.

At this state of things, all political changes in Poland result in deep staff changes in key positions in the Police, influencing negatively the development of formation in the sphere of implementation of the multi-year projects and programs. The focus should be primarily put on the question of a real reason why “political winners” are strongly involved in staff decisions in the Police. After all, commandants in carrying out professional activities, are aware that they are based on detailed regulations, which provides that any attempt to influence their decisions can be characterized as illegal. Is the appointment at highest levels of commanding structure of the Police personally appointed officers a part of “political games” and that in this way, the subordination of the Police reinforce political authorities?

The events of recent years justify asking questions and insightful analyse interactions between the Police and politics. Therefore it can be assumed that in the Polish political system, and in shaped practice, the Police is not protected from the influence of politics, which causes negative consequences at the level of management of these formation and the effectiveness of its action<sup>5</sup>. Addressing the demands of apoliticism only at level of legal regulations would not be effective, as politicizing of the Police does not, in most cases, mean breaking the law. These behaviors create a system of dependence and affiliations emerging as a consequence

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<sup>4</sup> Art. 62 Ustawy z dnia 24 lipca 1998 r. o zmianie niektórych ustaw określających kompetencje organów administracji publicznej w związku z reformą ustrojową państwa, Dz.U. 1998 nr 106, poz. 668.

<sup>5</sup> W. Ołyński, *Motywacja i przywództwo w służbach mundurowych na przykładzie Policji*, „Przegląd Bezpieczeństwa Wewnętrznego”, no. 13/2015, p. 255.

of personal politics of party authorities. A crucial issue is disconnection of the parties' influence and application process at the highest positions in the Police, through the recognition the principal position of the Main Commander-in-Chief of the Police and the voivodships commanders. Applicants for these positions should compete in a fairly organized, transparent competitions, thus avoiding the pressure from political parties, and decisions removing commanders should be conscientiously justified. Institutional and organisational solutions also require the assessment of the Police work, since manipulating these data according to current politics may cause serious damage<sup>6</sup>. The work shows partial results of studies relating to areas of politicization of the Police, in particular at the levels of management officers, and their perception at the level of institutional effectiveness. In turn, the scientific aim of the research is to get answers: how apoliticism of the Police is perceived. The project was realized at the same time on two complementary levels – empirical and theoretical. At empirical level for analysis of the problem a diagnostic survey method was used.

## 2. APOLITICISM IN ADMINISTRATION AND MANAGEMENT THEORY

Dictionary term “apolitical” means “not participating or repealing from participating in political life, a person who is a neutral and non-involved”<sup>7</sup>. Organizational structure of the public administration is influenced by multiple factors, which can be divided into two groups: political and technical. Political factors come down to the consequences of the regime of the State and of subordination of administration to central authorities. In turn, technical factor is the structure of administrative machinery leading to specialization and intensification of work, while keeping the organizational unity of state administration apparatus<sup>8</sup>. It should be also indicated what administration is in common language. It is both an action of current management, structure created for this purpose, and hired staff. In this sense it is understood as an activity for the implementation of specific tasks. So understood administration comes from the Latin verb *ministrare*, meaning serving (acting in a service), performing and directing<sup>9</sup>.

<sup>6</sup> M. Otrębski, *op. cit.*, p. 22.

<sup>7</sup> *Mały słownik języka polskiego*, PWN, Warszawa 1995, p. 18.

<sup>8</sup> A. Błaś, J. Boć, J. Jeżewski, *Administracja publiczna*, Kolonia Limited, Poznań 2002, p. 38.

<sup>9</sup> *Nowa encyklopedia powszechna*, t. I, Wydawnictwo Naukowe PWN, Warszawa 1991, p. 33.

The apoliticism term is often used in the discourses and publications, where authors points the role and the place of each formation in the country, their permissions and obligations resulting from received powers and duties. It is not easy to assume that public administration, including the Police, as an important state authority implementing internal security tasks, being a participant of political life, may stay passive towards current issues. However, the apoliticism of the Police is a feature that should be resistant to pressure and lobbying of politicians, because naturally it can serve objectives connected with a of struggle for power. In 2012, a job satisfaction study of the Police officers and police staff was undertaken. On question: “which of these things contribute at most to your dissatisfaction from the service/work in the Police”, 10,7% of the interviewees stated that “the Police are involved in politics”<sup>10</sup>. While the other way round question – “which of these things contribute most to your satisfaction from service/job”, 2,4% of respondents indicated “apoliticism of the Police”<sup>11</sup>.

We must agree with the thesis of Janusz Gierszewski, that links between public administration and political parties, in particular those whose representatives sit in the Parliament, are present at every level of this apparatus. They spread from the Government to local authorities, because administration fulfils tasks according to policy of the Government, transforms aspirations and political plans into concrete actions. Also bringing in to the executive apparatus people from own political circle leads to the subjugation of its actions to interests of ruling party<sup>12</sup>. A special category are “political” officials, and increasing the categories of people makes the border area between administration and politics start to become opaque. In this case, of vital importance in staffing is political patronage and it refers directly to the instrument of politicisation of administration, the importance of which, in authors’ opinion, continues to increase. In this case, the balance must be ensured by political neutrality of civil servants, who are prohibited participation in political parties and public manifestation their political views. It connects also with obligation to take leave at the time of applying for representative mandate and time of lasting the mandate.

The question for the political neutrality of the Civil Service Corps is reflected in the judgments of the Constitutional Court. The Court ana-

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<sup>10</sup> *Satysfakcja z pracy policjantów i pracowników policji - raport z badania*, Wydział Analiz Gabinetu KGP, Warszawa 2012, p. 6.

<sup>11</sup> *Ibidem*, p. 4.

<sup>12</sup> J. Gierszewski, *Administracja publiczna. Skrypt*, PWSH Pomerania, Chojnice 2012, p. 38.

lised a constitutional rule of civil service functioning from the perspective of constitutional law. A careful study on the principles of political neutrality the Court has made in operative part of the judgment of 10 April 2002 (K 26/00)<sup>13</sup>, assessing the provisions of a number of laws, which prohibit party membership to persons employed or serving in some areas of public sector, or that holds certain public functions. The Court has also evaluated prohibition on belonging to political parties, driven by need to preserve political neutrality by specific groups of state officers<sup>13</sup>.

Returning to the political neutrality of public servants, it should be noted that this does not mean lack of constructive criticism, lack of thought or attitude indifferent to current events. Political neutrality is not an inherent rule, but is a value associated with requirements for professional status, allowing to pursue professional goals in mature way, acting in the name of the *common good*<sup>14</sup>. It means that these professional groups does not take part in political activities and are not involved in public debates. Apolitical is a dimension of cultural capital. Among the many concepts of capital in the *social sciences*, often the concept of Pierre Bourdieu is recalled. *Cultural capital*, by P. Bourdieu, has three forms:

- 1) Embodied State, represented by specified type and level of cultural competence, especially this considered legitimate culture and professional competence,
- 2) Objectified State, that is person's or social group's cultural values, whose acquisition and operation also require specific competences,
- 3) Institutionalized State – appropriate certificates for the specified competences<sup>15</sup>.

<sup>13</sup> Wyrok Trybunału Konstytucyjnego z dn. 10 kwietnia 2002 r. Sygn. akt K 26/00, Dz.U. 2002 nr 56 poz. 517.

<sup>14</sup> *The common good* – *Catholic Encyclopedia* states that this value stems from the nature of man, excellence includes a plurality of people, which they achieve in mutual coexistence and interaction through the use of social equipment and measures – J. Krucina, *Dobro wspólne*, [in:] *Encyklopedia Katolicka*, t. 3, Towarzystwo Naukowe KUL, Lublin 1985, ch. 1379; another definition conceptualizes *common good* as a primary factor in *social life* motivating social actions of *entities* forming particular community; good, that is a real goal of every man and of the whole community – M. A. Krąpiec, *Dobro wspólne*, [in:] *Powszechna Encyklopedia Filozofii*, t. 2, Polskie Towarzystwo Tomasza z Akwinu, Lublin 2001, p. 628.

<sup>15</sup> P. Bourdieu, *The forms of capital*, [in:] *Handbook of theory and research for sociology of education*, J. G. Richardson (ed.), New York, Westport, Connecticut, London 1986, p. 241–258.

We can try to assume that non-appearing of controversy in the public discourse around the subject of considerations set out in this work of police behavior, means the existence of adequacy between practice and adopted axiological approach to the needs of political neutrality. Principle of political neutrality of the Police have also retrieved from social sources corresponding with legal arrangements – it is the expected credibility and declarations of apartism – neutrality towards programmatic activities of political parties<sup>16</sup>.

### 3. ETHICAL APPROACH TOWARDS APOLITICISM OF THE POLICE

Ethics is a written source that creates the cornerstone of system of ideas that make up the specifics of a given society or social group. Moral-ethical culture is an essential element of both the first and the second stream of national security culture<sup>17</sup> and justifies law rules and specifies types of actions that society accepts. The same moral-ethical social system is an expression of meaning and value of the established normative order functioning in social structures of the country<sup>18</sup>.

Ethics in turn responds to the question: how from the point of view of morality should, and should not act representatives of particular profession. A little different may submit a general moral principles, also relating to profession, and slightly different moral canons of specific industry or department, which should be ordered by deontological code. Such code orders logically a set of standards used in certain, having their distinct specificities of professions, some of which recognize the need for social events. Their representatives have to deal with a particularly valuable human values. To such professions without a doubt is policeman included<sup>19</sup>.

You must also indicate that the professional ethics in the narrow meaning should be seen as related to obligations and specific procedures, which is clearly and emphatically expressed, even if in the words credos and pledges. They also cover such areas of activity as professional solidarity, mutual assistance, or benevolent, friendly passing skills with colleagues.

<sup>16</sup> C. Sikorski, *Organizacje bez wódzów. Od przywództwa do koordynacji demokratycznej*, C.H. Beck, Warszawa 2006, p. 14.

<sup>17</sup> J. Piwowarski, *Transdyscyplinarna istota kultury bezpieczeństwa narodowego*, Wydawnictwo Naukowe Akademii Pomorskiej w Słupsku, Słupsk 2016.

<sup>18</sup> P. Pharo, *Moralność a socjologia*, Oficyna Naukowa, Warszawa 2008, p. 27.

<sup>19</sup> C. Purowski, *Dylematy moralno-etyczne w pracy policjanta (materiały pomocnicze)*, Wydawnictwo Szkoły Policji w Słupsku, Słupsk 1998, p. 8.

The tradition of professional ethics in regard to certain profession dates back to the ancient era – for example, medical ethics. Distant in time traditions have eg. clergy ethics, military ethics, lawyers, scientists, or crafts. It should be added at this point, however, that today, this issue significantly widened and gained the appropriate rank. Therefore, the nature and manner of implementation of tasks made by the public administration should necessarily be consistent with generally accepted national ethical standards, as they are a collection of standards of conduct, which persisted in *national security culture (nsc)*, provide a valid *social standard*<sup>20</sup>.

Applied ethics<sup>21</sup>, legitimating public officials proceedings, creates a climate of confidence in relationship of citizens and state institutions, over and over reproducing from *nsc* and shaping values recognised in public life. As Jan Sikora writes, professional ethics primarily consist of correct for particular profession instantiation of moral requirements generally recognised in society, specific in any system of professional morality value hierarchy and the peculiar, preferred by professional group way to resolve conflicts of moral values<sup>22</sup>. In this regard, as a model can be seen worked out in 1995 by the Commission Standards in Public Life, so-called The Nolan Commission. Thanks to this Committee as the main principles of public life were adopted such values as selflessness, integrity, objectivity, accountability, openness, honesty and the example given by superiors.

Formations, which began to serve in a new way, already inherently useful public police functions, along with raising the degree of organization and development of societies, however, in full, the modern meaning of the word “public”, formed were only in the 19th century. Moral standards of a police officer conduct are therefore a relatively young creation, hence they are still under shaping process.

According to Marek Michalak, Polish interwar period police code of 1932, recalls similar military regulations, containing (probably due to the

<sup>20</sup> J. Piwowarski, *Fenomen bezpieczeństwa. Pomiędzy zagrożeniem a kulturą bezpieczeństwa*, Wyższa Szkoła Bezpieczeństwa Publicznego i Indywidualnego „Apeiron” w Krakowie, Kraków 2014, p. 185.

<sup>21</sup> *Applied ethics* - “Applied ethics deals with influencing people to motivate them to make an effort of moral character, to moral self-control and self-discipline” – J. Piwowarski, *Etyka funkcjonariusza policji. Źródła, motywacje, realizacja*, Wyższa Szkoła Bezpieczeństwa Publicznego i Indywidualnego „Apeiron” w Krakowie, Kraków 2012, p. 192.

<sup>22</sup> H. Januszek, J. Sikora, *Socjologia pracy*, Wydawnictwo Akademii Ekonomicznej w Poznaniu, Poznań 1998, p. 183.

nimb traditions) some ancient words. Enclosed rules are, however, mostly still up to date. They indicate that each of the Police officers is required to be guided by honor and best interests of the country, be worthy to wear arms, keep a straight face and humanity to the crime, be brave, diligent, careful truthful, loyal to his superiors, should beware of corruption and refrain from drunkenness, preserve discretion, be an absolute for the enemies of the fatherland and despise flattering<sup>23</sup>.

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Putting together rules of professional ethics of today's Polish policeman, the idea of inherent and inalienable dignity of the human being was recalled of the good, while stressing the instrumental role of the Police. Also declarations and resolutions of the Council of Europe and the United Nations were taken into account<sup>24</sup>.

An exemplification of discussion about police ethics is the decision of the Main Commander-in-Chief of the Police on the "Rules of professional conduct of the Police officer", implemented on 14 July 1999<sup>25</sup>. In a comment to the *Rules* it was written, that profession of a police officer and carried out service, is socially extremely important. It obliges every police officer to reliability in performance of their duties and to have outstanding professional skills and moral competences, and thus to ensure that every representative of this uniformed formation followed canons listed below:

- the principle of respect for dignity and rights of every human being;
- the principle of loyalty to the Republic of Poland and its constitutional bodies;
- the principle of respect for the society, its symbols, language, customs and traditions;
- the principle of fair fulfilment of obligations imposed by law, and particularly absolute crime fighting;
- the principle of impartiality, especially without any prejudice of race, nationality, religious, political or philosophical;

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<sup>23</sup> W. Kubiacyk, M. Michalak, A. Piekarski, *Podstawowe zagadnienia komunikacji społecznej: materiały pomocnicze dla słuchaczy kursów podoficerskich służby kryminalnej*, Szkoła Policji w Piłi, Piła 2000, p. 78.

<sup>24</sup> *Ibidem*, p. 81-82.

<sup>25</sup> Zarządzenie Komendanta Głównego Policji w sprawie *Zasad etyki zawodowej policjanta*, nr 805 z dnia 31 grudnia 2003 r., Dziennik Urzędowy KGP nr 1, 07.01.2004.

- the principle of using force or other direct coercive measures strictly within limits set by law and in accordance with principles of humanitarianism;
- the principle of fairness, especially absolute avoiding corruption;
- the principle of execution orders and commands issued by superiors, except those that are contrary to the law;
- the principle of maintaining professional relationships in a spirit of mutual respect;
- the principle of confidentiality of information that may cause harm to the good of the service or the good name of other people;
- the principle of benevolent assistance to all those who need it because of the inherent dignity and of their rights.

The success of any organization or institution<sup>26</sup>, the same also applies to institutions to guarding the existence of individual and collective *security entities*<sup>27</sup> depends on their credibility based on reliability and efficiency of taken actions. This approach therefore includes the institutions, which is the Polish Police and expected success, which really has to be a creative process, not a one-time affair, is possible to achieve, under condition of existence of a competent and well-motivated officers and employees.

It should be noted once again that, as, inter alia, drew the attention of the Nolan's Commission, speaking about the role played by "example given from above". Special, and even a key role for hierarchically structured police, play members of management staff<sup>28</sup>. However, in this context, it should be noted that the possible politicizing of police officers could be a natural threat to a professional position, which is evolutionarily built in this space, what is socially constructed between politics and the administration.

<sup>26</sup> Por. *Instytucje bezpieczeństwa narodowego*, M. Paździor, B. Szmulik (eds.), C. H. Beck, Warszawa 2012; H. Haftendorn, R. Keohane, *Imperfect Unions: Security Institutions Over Time and Space*, Oxford University Press, Oxford - New York 1999.

<sup>27</sup> W. Richard Scott, *Institutions and Organizations: Ideas, Interests and Identities*, SAGE Publications, Thousand Oaks 2013; W. W. Powell, P. J. DiMaggio, *The New Institutionalism in Organizational Analysis*, University of Chicago Press, Chicago 2012; H.-D. Meyer, B. Rowan, *The New Institutionalism in Education*, State University of New York Press, New York 2006; D. S. Kidwell, D. W. Blackwell, *Financial Institutions, Markets, and Money*, Wiley, New York 2006.

<sup>28</sup> C. Zajac, *Zarządzanie zasobami ludzkimi*, Wyższa Szkoła Bankowa, Poznań 2007, p. 45 and foll.

Describing relationships linking political system with the Police we can try to describe or predict what are, or what will be the impact of these relationships for society as a whole, seen both positively and dysfunctional<sup>29</sup>.

Politically impartial police is responsible for continuity and predictability of state action in the area of internal security, and keeping political neutrality is necessary in order to ensure loyalty to legitimized democratically elected authorities regardless of parliamentary changes of executive. No doubt, too large impact policy on personnel policy of the Police, characterised by voluntarism, negatively affects the entire organization and its efficiency.

#### 4. RESEARCH RESULTS

Quantitative research have been made using questionnaire research<sup>30</sup> (given questionnaire). A standard questionnaire was used in a traditional form (print).

Respondents of the research team were students of three universities: Pomeranian University in Słupsk, Humanistics University "Pomerania" in Chojnice and University of Business and Administration in Gdynia. In total, these studies were attended by 173 students B.A. and M.A. degree, and in addition, 34 police officers, number of women included amounted to 124 out of interviewees (which gives 59,9% of respondents), and 83 were men (40,1%).

The study was intended to examine perception of political neutrality of police officers in the context of staffing changes made at the turn of the years 2015/2016. It took place in April and May, 2016, covered three stages of research procedure: reduction and analysis of data, and formulation of conclusions.

A basic research tool in the study was a survey. It consisted of two parts: a metrical data of student/policeman and questions. In metrical data part respondents were asked about sex, level and field of study (B.A. or M.A.), residency, place of work, and political sympathies. Basic part of survey

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<sup>29</sup> M. Pryciak, *Służba cywilna w państwie*, Wydawnictwo Forum Naukowe, Poznań 2011, p. 39.

<sup>30</sup> Por. E. Babbie, *Badania społeczne w praktyce*, Wydawnictwo Naukowe PWN, Warszawa 2007; Ch. Frankfort-Nachmias, *Metody badawcze w naukach społecznych*, Wydawnictwo Zysk i S-ka, Poznań 2001; G. Babiński, *Wybrane zagadnienia z metodologii socjologicznych badań empirycznych*, Uniwersytet Jagielloński, Kraków 1980.

contained 8 closed questions (response selected on numerical 5 degree Likert scale, from “definitely yes” to “strongly disagree”).

Questionnaire was supplemented by disjunctive cafeteria (only one answer given in the questionnaire to be selected) and conjunctive cafeteria (possible to choose more than one answer) of half-closed questions. The rest of questions were open-ended.

Closed questions related to perception of impact of changes in staff positions of commanders, policy impact on functioning of Polish police, rightness of the apoliticism principle, the need for assessment of commanders by authorities of local self-governments, phenomenon of corruption, Police funding by other institutions, to stand in elections as a candidate, impartiality in appointment of commanders. Due to requirements as to the volume of the text and the research problem put in work, only some of the results will be presented, in the form of a statement of evaluations of students and police officers.

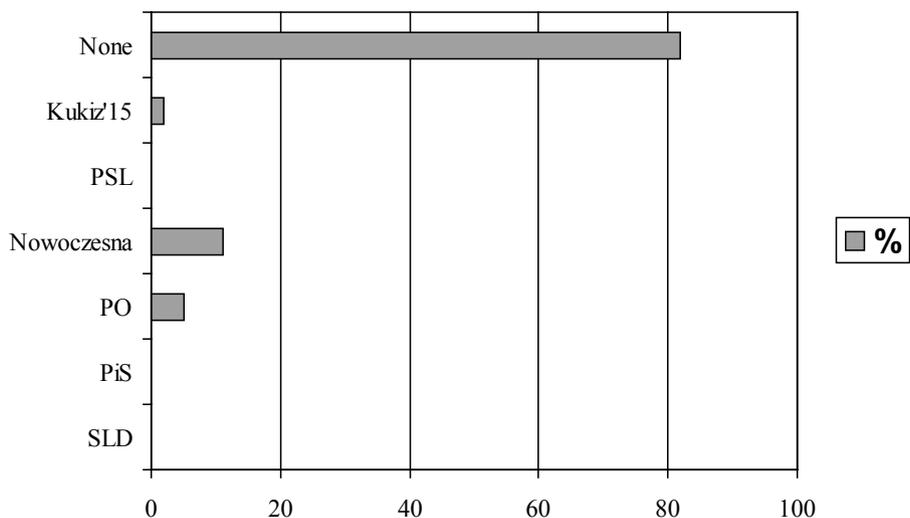
The age of surveyed students were: 21 years and less – 61%; between 21 and 26 – 27% and 12% for the age of 26 years and more. Slightly different was situation of police officers: 28 years old and less had 9% of respondents, between 28 and 35 years slightly more than 44%, 35 years and more were ca. 47%.

In response to a question about political parties preferences 49% of all respondents claimed no sympathies to any political party. Most – 13% – received the Platforma Obywatelska. The second was the Kukiz’15 with 10% of the vote, while the third group is the PiS at the level of 9%. The Nowoczesna was indicated by 9%, another parties – 4%. The least were PSL – 1% and SLD – 3%.

Political preferences of students are quite polarized, because 43% of respondents declare indifference to all political parties. Further, support for political parties, PO, PiS, Kukiz’15 and Nowoczesna hover around 10%, and the SLD is supported by 4%, and the PSL-2% of respondents.

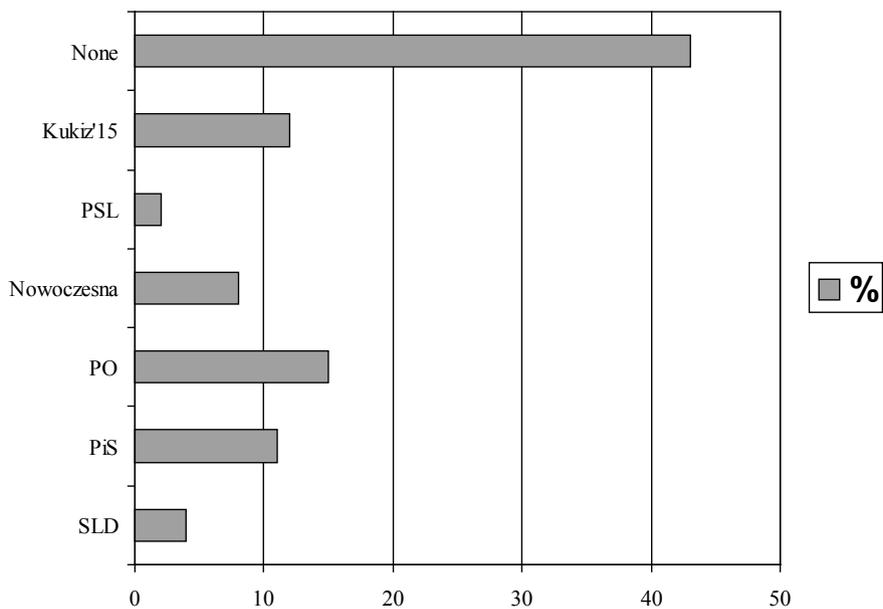
A bit differently these results present among police officers. Analysis of surveys indicates that 82% of respondents do not sympathise with any political party. In this case the leader is Nowoczesna receiving 11%. The second place is occupied by PO with ca. 5% of the vote, the third is Kukiz’15 – 2%.

FIGURE 1. POLITICAL SYMPATHIES OF POLICE OFFICERS



Source: own study, on the basis of surveys

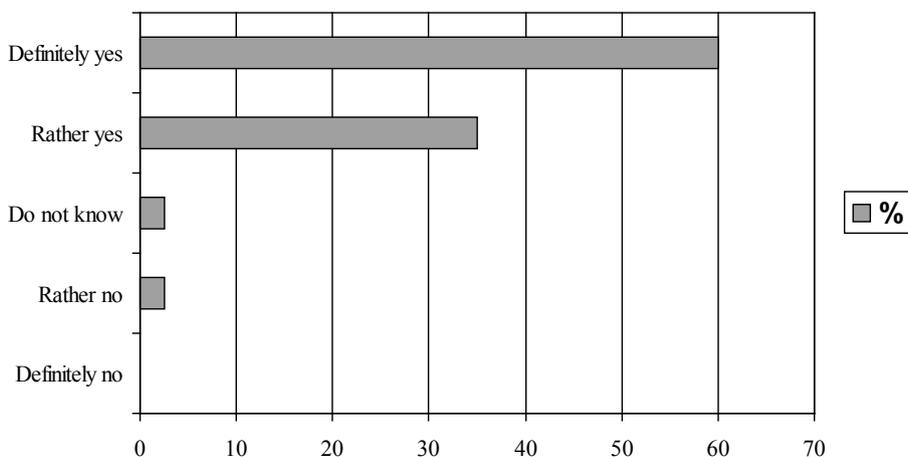
FIGURE 2. POLITICAL SYMPATHIES OF STUDENTS



Source: own study, on the basis of surveys

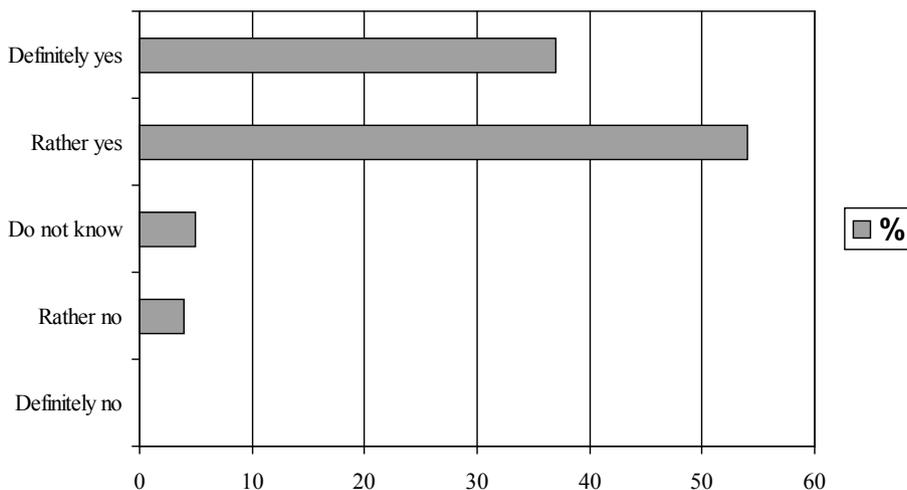
On the question regarding impact of politics on functioning of the Police, 41% of respondents replied “definitely yes”; “rather yes” – 51%, “definitely not” –0%. Student response were at similar level. While police officers slightly differently referred to the addressed issues, basically confirming the influence (95%): 60% of respondents replied “definitely yes” and “rather yes”-35%.

FIGURE 3. IMPACT OF POLITICS ON FUNCTIONING OF THE POLICE, IN OPINION OF POLICE OFFICERS



Source: own study, on the basis of surveys

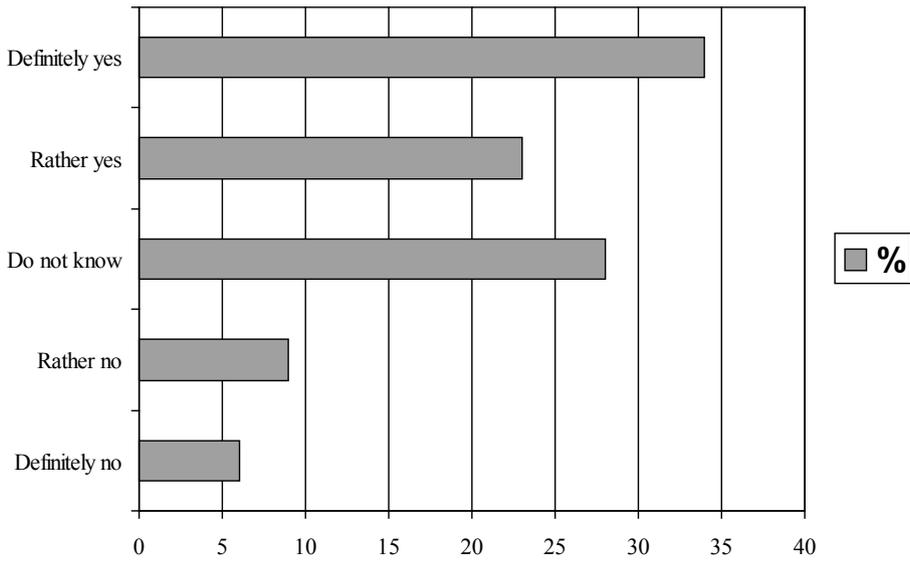
FIGURE 3. IMPACT OF POLITICS ON FUNCTIONING OF THE POLICE, IN OPINION OF STUDENTS



Source: own study, on the basis of surveys

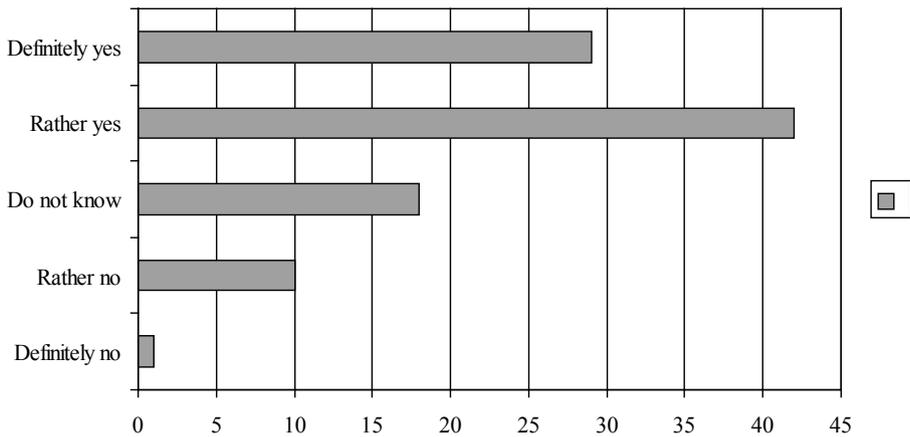
On next question, which was “Does the principle of apoliticism have an impact on work of the Police?” answers “Definitely yes” were totally of 31%, and “rather yes” - ca. 38%. “Definitely yes” finds 29% of students, and “rather yes” – ca. 42%. In a group of policemen response rate was 34% and 23% respectively, while 28% of police officers had no opinion.

FIGURE 5. DOES THE PRINCIPLE OF APOLITICISM HAVE AN IMPACT ON WORK OF THE POLICE? (IN OPINION OF POLICE OFFICERS)



Source: own study, on the basis of surveys

FIGURE 6. DOES THE PRINCIPLE OF APOLITICISM HAVE AN IMPACT ON WORK OF THE POLICE? (IN OPINION OF STUDENTS)

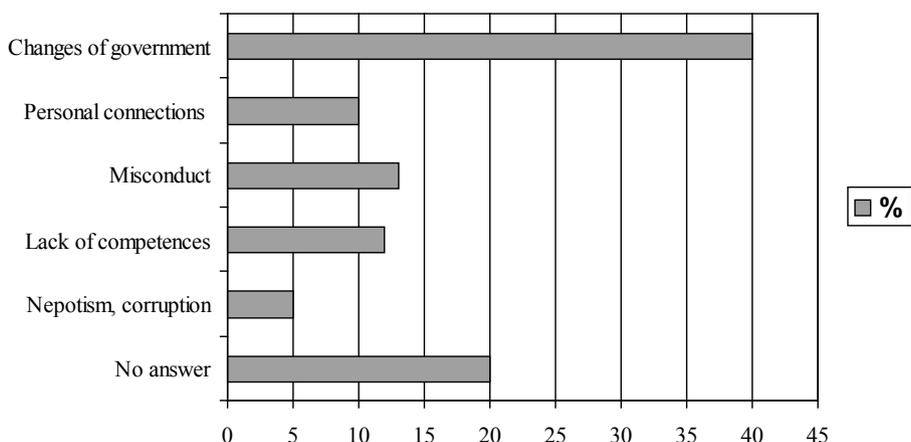


Source: own study, on the basis of surveys

Open question no 8 was to complete the sentence “Recent changes in important positions in the Police (commanders) are the result of..” Students ranked in the 40% that this is the result of changes of government, 13% – that is a result of misconduct on these positions, and 12% motivated it by a lack of competence. 10% said that the reason personal connections and 5% indicated that this is nepotism and corruption.

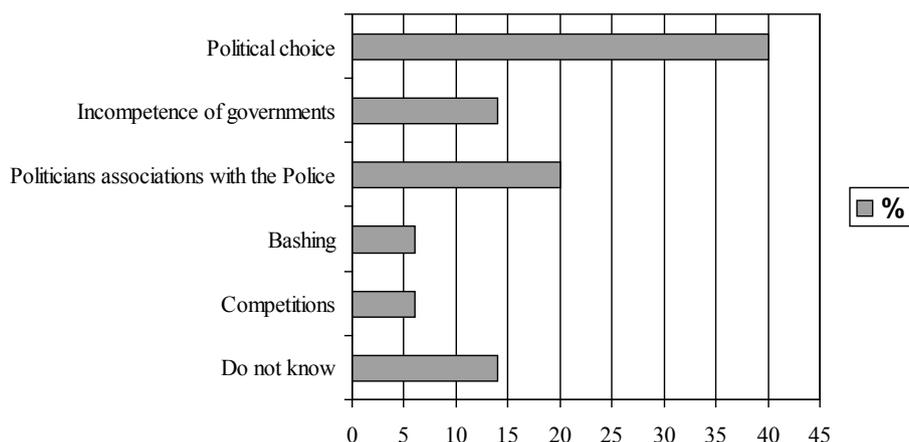
20% of surveyed students did not answer. 40% of police officers indicated that this is the result of political choice, and a 20% – personal connections and politicians associations with the Police, as well as in 14% of incompetence of governments. Also at the level of 6% was stated, that is an element of bashing and competitions. 14% of police officers not replied.

FIGURE 7. RECENT CHANGES IN IMPORTANT POSITIONS IN THE POLICE (COMMANDERS) ARE THE RESULT OF... (IN OPINION OF STUDENTS)



Source: own study, on the basis of surveys

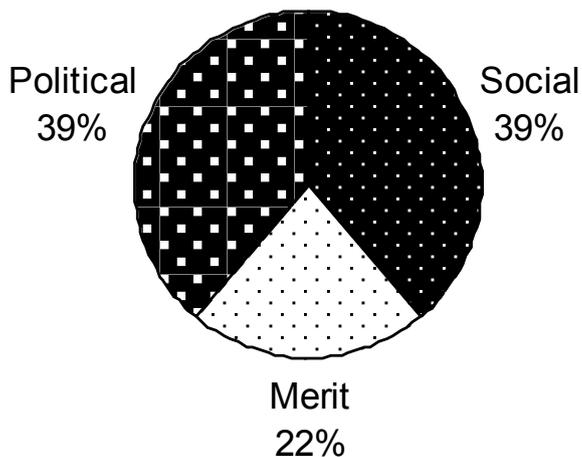
FIGURE 8. RECENT CHANGES IN IMPORTANT POSITIONS IN THE POLICE (COMMANDERS) ARE THE RESULT OF... (IN OPINION OF POLICE OFFICERS)



Source: own study, on the basis of surveys

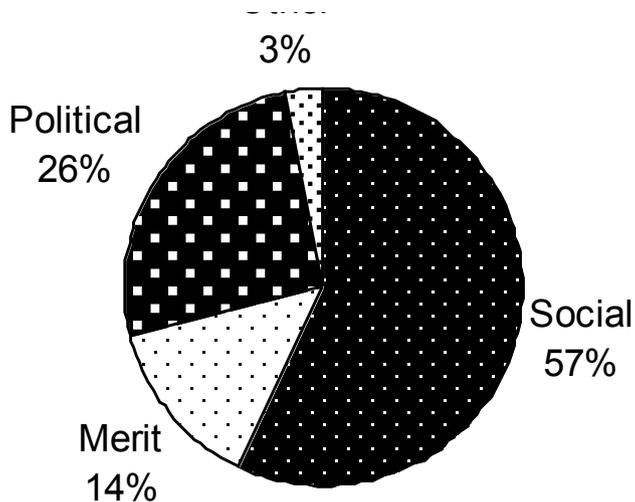
Question no 15 concerned the selection criteria to managerial positions in the Police. Respondents in total 21% indicated that this process is dependent on merit criteria. 37% were of opinion that this is a political effect, while social links – 42%. Answers of students fluctuated on a similar level. A little different were police officers answers, 14% of them indicated that this is due to merit criteria. 26% favored political effect, however, 57% of police officers was of the opinion that this is the result of social links.

FIGURE 9. WHETHER SELECTION FOR MANAGERIAL POSITIONS WITHIN THE POLICE IS CARRIED OUT ACCORDING TO THE CRITERIA (IN OPINION OF STUDENTS)



Source: own study, on the basis of surveys

FIGURE 10. WHETHER SELECTION FOR MANAGERIAL POSITIONS WITHIN THE POLICE IS CARRIED OUT ACCORDING TO THE CRITERIA (IN OPINION OF POLICE OFFICERS)

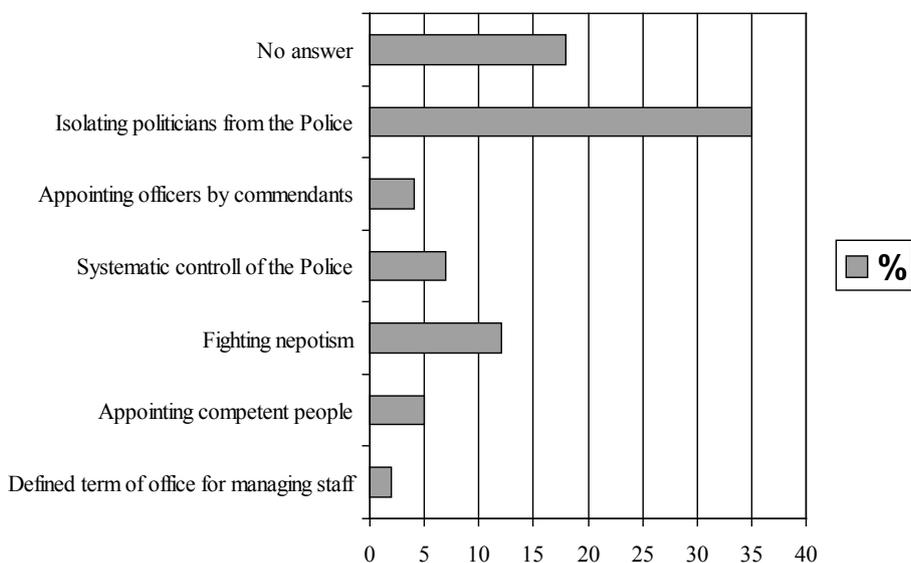


Source: own study, on the basis of surveys

Responses to question no 16 (“What form of action should take politicians to secure apoliticism of the Police?”) took a descriptive form. 40% of police officers not replied, while 23% of them proposes not to change management staff after elections. 17% of officers thinks that the Police should finance itself, and 11% indicated that appointing at higher positions in the Police should be done through competitions carried out by neutral parties. In addition, 9% of police officers is of the opinion that the Main Commander-in-Chief of the Police should not be appointed by the Minister of Internal Affairs.

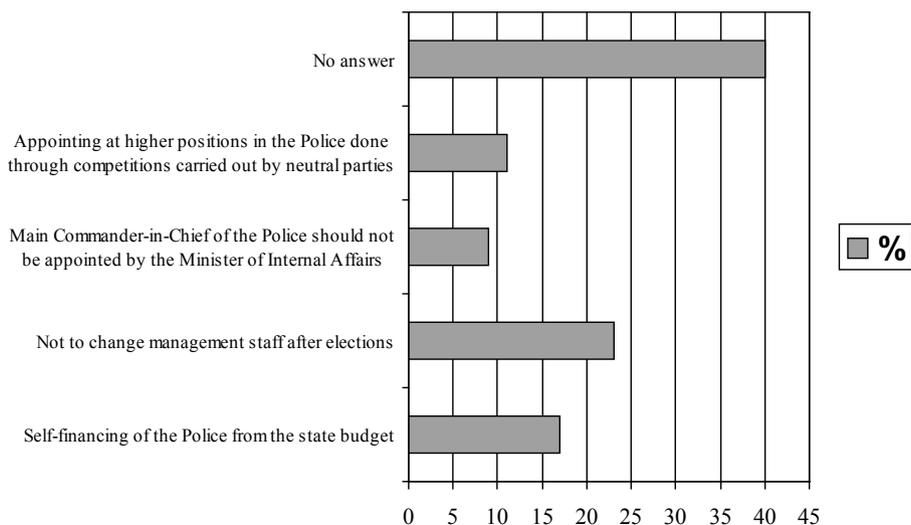
35% of students suggests to isolate politicians from the Police, and 12% consider necessary to eliminate nepotism. 7% of surveyed students is of opinion that the Police should be systematically controlled.

FIGURE 11. THE NECESSARY ACTIONS FOR APOLITICISM OF THE POLICE (IN OPINION OF STUDENTS)



Source: own study, on the basis of surveys

FIGURE 12. THE NECESSARY ACTIONS FOR APOLITICISM OF THE POLICE (IN OPINION OF POLICE OFFICERS)



Source: own study, on the basis of surveys

## 5. CONCLUSIONS

The functioning of the Police in the State has always been of interest to the society, and in particular politicians. It is because of the position held in the State by this formation. Apolitical State administration is a special attribute of a modern state, because professional and loyal officers ensure competent implementation of duties for citizens.

Politicians, being aware of an unique and important role of the Police in structures of the State, show the irresistible will of staffing higher positions by persons appointed by political groups. At the same time they communicate the public opinion that the choice is undoubtedly right and necessary for proper functioning of the State in the area of internal security.

To emphasize the incorrectness of this thinking, we quote Professor Lena Kolarska-Bobińska: “public institutions are always considered by politicians as a place for colonization”. Selected positions in administration are inherently of political nature and it is understandable that at these levels changes occur due to political factors. However, changes in positions should not be too deep, not to disorganise the state and not to paralyze its services.

So, will personal changes of the turn of 2015 and 2016 make the Police more effective? On this question should expect a response not now, but at the time when it can be assessed by measurable effects.

It seems that Polish political system insufficiently protects the Police against excessive influence of people involved in politics, being able to cause negative consequences. Back to the apoliticism, or rather not-supporting-any-party by the Police, it is defined as resistance to any influence from politicians undirected on carrying out assigned tasks but targeted on political aims. The facts, however, show that functions the decision making mechanism, where personal issues are of key importance for the quality of managing the Police, today are made in offices of people nominated by parliamentary groups.

It lacks the mechanisms which in a certain way would restrict this practice. Authors have a feeling that as the effect of described state of affairs, we have in Poland situation where, with regard to the Police, there is no clearly defined homogeneous and coherent method of optimal management of human capital of this organization.

Practically, along with ongoing consecutive general elections, deep changes are made in high staff places, which in total may become negative for proper functioning of the Police. Appointing “trusted” officers as commandants of the Police, may be associated here as a method of achieving political aims, regardless of which political party is in power at given time. Hence probably this returns backfire with subsequent changes of political power. No doubt this situation in some way serves to strengthen the politicians who are currently in power.

We should also indicate that, in the context of apoliticism, creating a new model of the state and its institutions, especially in the period of preparations for local and parliamentary elections, you can hear new, pragmatic solutions. Among the numerous declarations, it is proposed to reduce bureaucracy as a panacea to increase efficiency in service, the transfer of posts from the central to the lower executive levels, replacing police posts by civilians. This part of declared improvements undoubtedly strengthens services directly combating organised crime.

Based on a statement of Michał Otrębski we indicate that “every time these postulates were formulated by winning political power after general elections, were at the same time the most important meaning of reorganizations of the Police made so far. However, none has given the intended

results. Dissolved structures were rebuilt with different name, and unproductive bureaucratic procedures remained untouched”<sup>31</sup>.

It is therefore a question of basic importance – is apolitical Police a fiction, or is it a reality “tailored” to measure the current legal and socially empowered customs, or maybe Polish *social realities* wipes out of the process, which you can specify as “colonizing public institutions” by the political parties currently in power.

It would be also necessary to conduct further research to explore issue discussed in this article, in order to provide further, more satisfactory than so far received responses in the above matter and any suggestions as to possible ways to resolve the presented problem.

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<sup>31</sup> M. Otrębski, *Apolityczność policji...*, p. 12-13.

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