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# POLICE COOPERATION DETERMINANTS WITH THE NATIONAL LABOUR INSPECTORATE

### Introduction

Cooperation of the Police with the National Labour Inspectorate in the prevention of crimes against the rights of people performing paid work, offenses against the rights of employees, as well as other offenses related to the performance of paid work have not been the subject of a separate study so far. The issue of this cooperation is important for identifying the authorities obliged to combat these offences and delinquencies by the authorities participating in this proceeding and for determining the basis and scope of their cooperation.

Cooperation is a conceptual category of interest to many scientific disciplines and branches of law. According to the Polish language, it means joint action, related to another entity, aimed at contributing to the achievement of the intended result<sup>1</sup>. On the basis of administrative education, the obligation of cooperation between administration bodies is repeatedly raised, with the indication that no actions aimed at implementing specific assumptions of various nature, including political ones, cannot do without cooperation. This cooperation is assigned to specific plans for achieving common goals through the division of tasks and competences, the zone of planning, financing, effectiveness and efficiency as well as state supervision<sup>2</sup>. However, treating the cooperation of state entities as an obligation, it is recognized as a legal principle enabling the implementation of objectives by state organizational units in accordance with their vocation<sup>3</sup>. The creator of praxeology, T. Kotarbiński, referring to public administration in praxeological terms as an organization as a whole, distin-

<sup>&</sup>lt;sup>1</sup> See: J. Bralczyk, Słownik 100 tysięcy potrzebnych słów, Warszawa 2005, p. 929.

<sup>&</sup>lt;sup>2</sup> See: e.g. E. Knosala, *Zarys nauki administracji*, Warszawa 2006, p. 141 n.; I. Łukasiewicz, *Prawne uwarunkowania skuteczności działań administracji państwowej*, Lublin 1990, p. 15 n.

<sup>&</sup>lt;sup>3</sup> See: S. Biernat, *Działania wspólne w administracji państwowej*, Wrocław–Warszawa–Kraków–Gdańsk 1979, p. 78.

guished in it three parts conditioning its success as a whole, and that is: a common accepted goal, cooperation on the background of this goal and exchange of information within cooperation<sup>4</sup>. In the science of administrative law, cooperation is attributed to the nature of the joint action of at least two bodies that are not mutually independent, which manifests itself as a set of actions aimed at achieving a specific state through joint venture or legal action. The essence of cooperation is voluntary, because each public entity entrusted with the implementation of specific tasks by law may perform them independently or jointly with other entities, unless the obligation to cooperate results from the adopted constitutional law or procedural provisions<sup>5</sup>. Hence, collaboration can take many forms depending on what its source is<sup>6</sup>.

When addressing the topic of cooperation, it should be emphasized that it was raised in the Preamble to the Constitution of the Republic of Poland of 2 April 1997, in which, among others, the cooperation of the authorities was associated with the implementation of fundamental rights for the State.

Although the normative nature of the preamble to the Constitution cannot be accepted, its specific role in the interpretation of the provisions of this Constitution cannot be excluded. The content of the preamble contains provisions which have been developed in specific provisions of the Constitution, such as cooperation<sup>8</sup>.

The normative definition of the cooperation principle however, is dealt with, among others, in legal sources of statutory hierarchy. An example would be Art. 7b of the Act of 14 June 1960 Code of Administrative Procedure<sup>9</sup> according to which public administration bodies cooperate with each other to the extent necessary to thoroughly clarify the factual and legal status of the case, or the Act of 8 March 1990 on communal self-government<sup>10</sup>, the Act of 5 June 1998 on county self-government<sup>11</sup>, the Act of 5 June 1998 on voivodship self-government<sup>12</sup>, which in relation to the scope of activities and tasks indicate cooperation with specific

<sup>&</sup>lt;sup>4</sup> T. Kotarbiński, *Traktat o dobrej robocie*, Wrocław-Warszawa-Kraków-Gdańsk 1973, p. 74.

<sup>&</sup>lt;sup>5</sup> See also: M. Wierzbowski, M. Grzywacz, J. Piecha, *Podstawowe pojęcia teoretyczne w nauce prawa administracyjnego* [in:] *Prawo administracyjne*, ed. M. Wierzbowski, Warszawa 2017, pp. 83–85.

<sup>&</sup>lt;sup>6</sup> See in a broader sense: N. Muszyński, Współdziałanie organów bezpieczeństwa i porządku publicznego z organami finansowymi w zakresie wykrywania i zwalczania wykroczeń skarbowych [in:] Współdziałanie organów bezpieczeństwa i porządku publicznego w zakresie wykrywania wykroczeń i ścigania ich sprawców, Lublin 2012, p. 11 n.

<sup>&</sup>lt;sup>7</sup> Dz.U. No. 78, Item 483 as amended.

<sup>8</sup> See: W. Kręcisz, W. Orłowski, Przygotowanie, przyjęcie i ogólna charakterystyka Konstytucji z 1997 r. [in:] Polskie prawo konstytucyjne, Lublin 2001, p. 113; W. Brzozowski, Współdziałanie władz publicznych, "Państwo i Prawo" 2010 No. 2; E. Olejniczak-Szałowska, Prawny obowiązek współdziałania Policji z innymi służbami w sferze ochrony bezpieczeństwa i porządku publicznego [in:] Policja. Prawne formy działania, eds. E. Ura, M. Pomykała, S. Pieprzny, Rzeszów 2019, p. 34 n.

<sup>&</sup>lt;sup>9</sup> Dz.U. 2020, Items 256, 695.

<sup>10</sup> Dz.U. 2020, Item 713.

<sup>&</sup>lt;sup>11</sup> Dz.U. 2019, Items 511, 1571.

<sup>&</sup>lt;sup>12</sup> Dz.U. 2019, Items 512, 1571, 1815.

entities<sup>13</sup>. Cooperation according to the Polish language is also, inter alia, activities carried out jointly by specific entities.

When defining public administration as an organization from a systemic point of view<sup>14</sup>, it should be noted that the system obliges cooperation or other cooperation between its entities, which cooperation is also an indispensable element of management aimed at effective achievement of goals. The multitude of goals that public administration has to meet allows for their classification from the point of view of the hierarchy of protected values among which security in its various types and ensuring certain freedoms and rights are special values. This is expressed in the basic law in many of its regulations, e.g. contained in Art. 5, 24, 66, 68, which are related to the topic taken up.

The obligation of cooperation or collaboration arises from many statutory provisions, which, while defining the tasks of a specific public entity, oblige simultaneously to perform tasks by entities with different organizational statuses, scopes of activity.

An administrative form is a special form of non-imperative forms of administration enabling, among others, joint performance of tasks by entities performing public administration. It provides for joint performance of tasks or transfer of certain tasks to another entity. Most often, the subject of agreements, which is characterized by equality of parties, is the cooperation of specific entities of public administration with each other, or with certain other entities on the basis of a consistent declaration of will of entities containing them<sup>15</sup>. These agreements are attributed to the nature of a public-law contract for which the conclusion of a sufficient legal basis is the general competence rules of entities interested in cooperation. In the current state however, there are no legal regulations regarding the conclusion of agreements, which causes many doubts related to their approval and implementation<sup>16</sup>.

# The legal status of the Police<sup>17</sup> and the National Labour Inspectorate as public entities undertaking bilateral activities

According to the provision contained in Art. 1 of the Act of 6 April 1990 on the Police, the Police are an armed formation serving the society and intended to

<sup>&</sup>lt;sup>13</sup> J. Bralczyk, *Słownik 100 tysięcy...*, p. 929.

<sup>&</sup>lt;sup>14</sup> More: S. Wrzostek, *System: administracja publiczna. Systemowe determinanty nauki administracji*, Lublin 2008, p. 43 n.

<sup>&</sup>lt;sup>15</sup> More: Z. Cieślak, *Porozumienie administracyjne*, Warszawa 1985, p. 125; I. Wyporstka-Frankiewicz, *Publicznoprawne formy działania administracji o charakterze dwustronnym*, Warszawa 2010, p. 56; M. Wierzbowski, A. Witkowska, *Prawne formy działania administracji publicznej* [in:] *Prawo administracyjne*, ed. M. Wierzbowski, Warszawa 2017, p. 293 n.; E. Ura, *Prawo administracyjne*, Warszawa 2015, p. 128 n.

<sup>&</sup>lt;sup>16</sup> More: *Prawo administracyjne*, ed. A. Błaś, Wrocław 1996, 1997, pp. 305–307; J. Boć, *Prawo administracyjne*, Wrocław 2000, p. 334.

<sup>&</sup>lt;sup>17</sup> Dz.U. 2020, Item 360.

protect people's security and to maintain public safety and order<sup>18</sup>. It also falls under the concept of uniformed services, which are responsible for ensuring a certain type of security and order, and is also one of the specialized public entities belonging to the system of administrative bodies competent in matters of security and public order protection<sup>19</sup>.

In the study of administrative law, the Police within the meaning of the Act on the Police referred to as the State Police for performing many administrative tasks, which result not only from substantive administrative law, is also included in the administrative police. Activities of public administration in states of various threats is nowadays identified with the concept of this police<sup>20</sup>.

The Act on the Police, indicating in Art. 1, item 2, the basic tasks of the Police do not treat this indication as profound. In the provision of paragraph 3 of this article, it states that it also carries out tasks arising from the provisions of European Union law and contracts and international agreements on the terms and to the extent specified therein.

By analyzing Art. 1 of the Act on the Police, its special role should be noted in ensuring security and public order, which determines the safety of people through service to society. In this respect, the Police, as one of the public entities, ensuring this security and public order to a fundamental extent at the same time implements the constitutional obligations of the state in this respect.

The term public security and public order appearing in normative acts have not yet been legally defined. Therefore, the definitions that have taken place within this term should be included in the category of legal language and not legal. According to e.g. E. Ura, security means "a state in which all understood individual citizens living in the state and society are not in danger, no matter what their sources are". According to E. Ura, this security cannot be treated as an unchanging state<sup>21</sup>. Public order in terms of W. Kawka, as well as security "are certain positive states prevailing in a social organization, the behavior of which guarantees the avoidance of specific damage, by the whole organization and its individual members"<sup>22</sup>.

The Act on the Police does not contain provisions on the Police cooperation with the National Labour Inspectorate, which is a special supervisory and control body due to the tasks entrusted to it, scope of activities and powers in, inter alia, occupational health and safety, which safety is one of the types of constitutionally protected safety. This special position of the National Labour Inspectorate in

<sup>&</sup>lt;sup>18</sup> More: M. Liwo, *Służby mundurowe jako kategoria języka prawniczego*, "Przegląd Prawa Publicznego" 2015, No. 2, p. 9 n.

<sup>&</sup>lt;sup>19</sup> More: S. Pieprzny, Administracja bezpieczeństwa i porządku publicznego, Rzeszów 2012, p. 90.

 $<sup>^{20}</sup>$  See: Z. Leoński,  $\it Materialne$  prawo administracyjne, Warszawa 2006, p. 208 n.

<sup>&</sup>lt;sup>21</sup> E. Ura, *Pojęcie ochrony bezpieczeństwa i porządku publicznego*, "Państwo i Prawo" 1974, No. 2, p. 76 n.

<sup>&</sup>lt;sup>22</sup> W. Kawka, *Policja w ujęciu historycznym i współczesnym*, Wilno 1939, p. 4.

the system of control and supervision bodies over working conditions means that the other bodies of this supervision and control body are complementary to the tasks of this inspection. A similar situation also applies to the Police and other authorities involved in ensuring a certain type of security and public order. The provision of the Act on the Police, in which the National Labour Inspectorate is listed Art. 7, in which an instruction was given to the Police Commander-in-Chief to determine the specific conditions of safety and hygiene of the service after consulting the National Labour Inspectorate. The content of this provision, which is a form of acquiring knowledge in the indicated field, indicates the obligation to specify the above conditions.

It should be noted, however, that the used word "consultation" is not as precise as expected and raises doubts as to whether it is seeking consultation, or expressing a non-binding position by the National Labour Inspectorate, or is a specific form of cooperation.

According to aArt. 1 of the Act of 13 April 2007 on the National Labour Inspectorate<sup>23</sup>, it is a body subject to the Diet appointed to supervise and control compliance with labor law, in particular compliance with the provisions and principles of occupational health and safety, as well as provisions regarding the legality of employment and other gainful employment in scope specified in the Act.

Due to direct subordination to the Diet, this inspection is assigned a special status as a body having partly the character of a state control body and partly an administrative body (however, its membership in administrative bodies is disputable) and the status of the supreme body due to independence from the government<sup>24</sup>,

The special status of the National Labor Inspectorate and the wide scope of its tasks result in the obligation to cooperate with this inspection of the indicated authorities in the scope specified in the Regulation of the Prime Minister of 28 December 2007 on the mode and forms of cooperation of certain bodies with the National Labour Inspectorate in the field of occupational health and safety and the legality of employment<sup>25</sup>. Cooperating entities in the field of security and occupational hygiene are indicated in the regulation, supervisory and control bodies, special inspections, uniformed services, maritime and inland navigation authorities, and as regards the legality of employment, voivodes, foremen and presidents of cities with county rights, the Social Insurance Institution, tax administration bodies, marshals of voivodships and also uniformed services indicated.

In relation to the Police, cooperation applies to matters related to the legality of employment, including foreigners, as part of specific activities, which the Regulation sets out, for example, the use of the wording "in particular".

<sup>&</sup>lt;sup>23</sup> Dz.U. 2019, Item 1251.

<sup>&</sup>lt;sup>24</sup> See: I. Zimmermann, *Prawo administracyjne*, Warszawa 2018, pp. 242–243, 518–519; M. Liwo, *Utworzenie i status prawny Państwowej Inspekcji Pracy*, "Przegląd Prawa Publicznego" 2013, No. 5, p. 60 n.

<sup>&</sup>lt;sup>25</sup> Dz.U. 2007, No. 250, Item 1870.

The cooperation of the Police and other bodies listed in § 1 item 2 of the Regulation is therefore manifested on the basis of § 4 of the Regulation in:

- notifying the application to the scope of jurisdiction of a breach of the provisions on the legality of employment found during the inspection, as well as about decisions and actions taken in this respect, decisions in court proceedings carried out at the request of these authorities,
- organization of joint trainings,
- conducting inspections at the request of a cooperating body,
- providing audit documentation,
- exchange of experience, in particular on improving control methods,
- providing information and explanations necessary for the proper performance of tasks in matters covered by the cooperation,
- undertaking initiatives regarding compliance with the law in matters belonging to the competent authorities,
- initiating changes in legal regulations,
- exchange of information during opinions on draft normative acts and information on the application of provisions related to the scope of cooperation.

In Art. 1.4 of the Act on the National Labour Inspectorate among many entities indicated therein with whom this inspection cooperates in carrying out tasks, the Police have also been mentioned. However, the legislator did not decide to specify this interaction with the Police in the tasks of this inspection referred to in Art. 10 of the Act, as I did in Art. 10, paragraph 1, point 8 in relation to cooperation with environmental protection authorities, and yet the violation of occupational health and safety regulations as a result of failure to comply with the provisions related to this safety is not without impact on the natural environment of man. In the work environment (which should not be equated only with the performance of work on the premises of the workplace, but also with another designated place), there are many health-threatening hazards, e.g. in the form of chemical, biological, dust or radiation factors, which cause not only safety and occupational hygiene threats but threats to other types of security, e.g. public and general security, people and the state, etc.

Acting or failing to provide safe and healthy working conditions is often the result of offenses or crimes committed. Examples include serious breakdowns, transport of hazardous materials, work at height, or work in emergency medical services, in which employees often perform rescue operations without proper equipment with necessary personal protective equipment that meets standards<sup>26</sup>.

<sup>&</sup>lt;sup>26</sup> See: M. Liwo, Poważne awarie. Przeciwdziałanie, organy i podmioty właściwe, "Inspektor Pracy" 2011, No. 4; idem, Wpływ przestrzegania prawa pracy, w tym bezpieczeństwa i higieny pracy, na bezpieczeństwo ruchu drogowego [in:] Prawno-ekonomiczne i techniczne aspekty bezpieczeństwa w ruchu drogowym, Rzeszów 2007, p. 283 n.; idem, Bezpieczeństwo i porządek publiczny a bezpieczeństwo pracy, "Inspektor Pracy" 2010, No. 10; J. Mydlarska, M. Popow, M. Rybakowski, Poczucie bezpieczeństwa pracy ratowników medycznych i funkcjonariuszy Biura Ochrony Rządu [in:] Bezpieczeństwo w środowisku pracy. Postępy medycyny pracy, ratownictwa medyczne-

Against the background of the above observations indicating a link between occupational health and safety with public safety and the legal consequences of violating occupational safety regulations, it is justified to state that the Police are a partner particularly close to the National Labour Inspectorate in actions to ensure occupational safety, which, if not observed in certain sizes, also threatens public safety.

When addressing the subject of the Police cooperation with the National Labour Inspectorate, one should also point out the obligations of the Police authorities to provide appropriate assistance to the representatives of the National Labour Inspectorate, in the event of a justified need to ensure their safety. This obligation was formulated in Art. 15 of the Act on this inspection, followed by this article, in Art. 16, the discussed authorization for the Prime Minister to specify the mode and form of cooperation of other supervisory and control bodies was discussed with the National Labour Inspectorate to ensure efficient and effective cooperation. Against the background of Art. 15 of the Act on the National Labour Inspectorate, the obligation to help cannot be equated with the obligation of help with cooperation in meaning for instance in Polish language, according to it, the help means the actions taken for the good of other entity and concurrence – collectivity of actions connected with other entities for contributing to a particular result<sup>27</sup>.

# Cooperation of the Police with the National Labour Inspectorate under the Agreement of 11 December 2000 between the Chief LabourInspector and the Chief Police Commander

According to the Agreement, his parties undertook to cooperate in preventing crimes and offenses related to the performance of paid work.

This cooperation is implemented in particular through mutual information and coordination of activities in matters covered by the Agreement, including joint activities.

The agreement also imposes specific obligations on both the National Labour Inspectorate bodies and the Police authorities manifesting themselves in providing access to specific documentation, providing specific assistance in inspection and evidentiary activities, and notification on violations of the law related to specific facts and mutual participation in meetings and co-organization of trainings related to labour protection.

go i inżynierii bezpieczeństwa pracy, ed. J. Konieczny, Poznań–Łódź–Inowrocław 2011, p. 273 n. The aforementioned collective study also includes safety in the work environment and other publications related to the impact of the work environment on safety in various approaches.

<sup>&</sup>lt;sup>27</sup> J. Bralczyk, *Słownik 100 tysięcy...*, pp. 394, 929.

Cooperation, which is very important, takes place not only at the level of the Chief Police Commander and the Chief Labour Inspector, but also at the field levels between the district labour inspectors and the voivodship commanders of the Police.

In order to enable control of the implementation of the Agreement, it provides for an assessment of its implementation at least once a year.

According to statistical materials of the National Labour Inspectorate regarding cooperation with the Police, the State Labour Inspectorate and the Police conducted 181 joint inspections in 2018, 180 in 2017, and 233 in 2016. However, at the request of the cooperating body, 416 inspections were carried out in 2018, 421 in 2017 and in 2016 - 356.

The State Labour Inspectorate also directed 543 notifications to the Police in 2018 on the results of the audit, in 2017 - 582, and in 2016 - 570.

It should be noted that cooperation with the Police by the National Labour Inspectorate not only takes place in the field of control, but also includes prevention and promotion of safe behavior, e.g. through contests and conferences, as well as training to disseminate labour protection issues in various directions.

Special manifestations of cooperation between the State Labour Inspectorate and the Police are connected with the control of employment legality, the nature of which requires appropriate preparations in various directions and actions taken by police officers as well as the Border Guard in the event of illegal employment of foreigners<sup>28</sup>.

From the content of the concluded Agreement and information about its implementation it appears that it contributes in a way that recognizes the achievement of the intended objectives aimed at improving compliance with the law not only in employment relations, but also to strengthen the rule of law in other areas of law, through the joint influence of the parties that have concluded the Agreement.

# **Recapitulation and conclusions**

Cooperation as a joint action undoubtedly increases the effectiveness of the entities that undertake it.

However, the cooperation of the Police with the National Labour Inspectorate has no explicit reference in the Act on the Police, except for the obligation contained in Art. 7 of this Act regarding consultation of the conditions of safety and hygiene of the service, it was, however, indicated in the Regulation of the Prime Minister of 28 December 2007 on cooperation of certain bodies with the National Labour Inspectorate in the field of safety and occupational hygiene and employment legality.

<sup>&</sup>lt;sup>28</sup> Prepared on the basis of information sent by the Chief Labour Inspector to the author in a letter of 17 April 2020 UNPGiP-20 – 26178 and GIP GG0871.49.2020.4 and reports of the Chief Labour Inspector on the activities of the National Labour Inspectorate in 2016–2018.

However, the special scope of the Police cooperation with the National Labour Inspectorate results from the concluded Agreement of 11 December 2000 between the Chief Labour Inspector, and the Chief Police Commander, taking into account the wide thematic scope consistently implemented by the parties to the Agreement, as indicated by statistical data presented by the National Labour Inspectorate.

The impact of occupational health and safety on various types of safety, including public safety and the convergence of specific tasks in its subject on the part of the Police and the National Labour Inspectorate as a special type of public entities, however, prompts reflection on the need to include wording in the laws regarding these entities indicating the obligation to cooperate.

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## Summary

Cooperation is one of the forms of impact having a significant impact on increasing the efficiency of the implementation of tasks by cooperating entities. It can result either from legal regulations as specific initiatives of specific entities, also taking the form of an agreement. The Police cooperation with the National Labour Inspectorate is the result of specific normative regulations and the concluded Agreement, which includes a wide range of topics.

An analysis of the parties' activities against the background of the concluded Agreement indicates appreciation of its provisions by the Police and the National Labour Inspectorate to ensure the rule of law in employment and in other matters to which it relates.

Keywords: cooperation, Police, National Labour Inspectorate, conditions, effects

## UWARUNKOWANIA WSPÓŁDZIAŁANIA POLICJI Z ORGANAMI PAŃSTWOWEJ INSPEKCJI PRACY

#### Streszczenie

Współdziałanie jest jedną z form oddziaływania mającą istotny wpływ na zwiększenie efektywności realizacji zadań przez podmioty współdziałające. Może ono wynikać zarówno z regulacji prawnych, jak i określonych inicjatyw określonych podmiotów, przyjmujących również formę porozumienia.

Współdziałanie Policji z Państwową Inspekcją Pracy jest wynikiem określonych regulacji normatywnych i zawartego Porozumienia, które zawiera szeroki zakres tematyczny. Analiza działań stron na tle zawartego Porozumienia wskazuje na docenienie jego postanowień przez Policję i Państwowa Inspekcję Pracy dla zapewnienia praworządności w zatrudnieniu i w innych sprawach, których ono dotyczy.

Słowa kluczowe: współdziałanie, Policja, Państwowa Inspekcja Pracy, uwarunkowania, efekty