

**The Electronation of Enforcement Proceedings in Poland-The Beginning or
The End of The Electronation Process****Kinga Flaga-Gieruszyńska¹ and Joanna Studzińska²**¹University of Szczecin, Szczecin, Poland²Kozminski University, Warszawa, Poland

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Abstract

The main aim of this article is to answer the question of whether the computerization of enforcement proceedings is at a sufficient level and what kind of problems we can meet, and whether it is just the beginning or whether are we coming to end computerization. We can think of the electronization of civil proceedings in Poland since 2009, since the introduction of electronic writ proceedings to the Polish Code of Civil Procedure. Initially, it was only in this procedure that it was possible to use IT tools. There are more and more amendments concerning electronization. In the era of increasing electronic communication and striving to introduce new technologies to civil proceedings, also in enforcement proceedings, there are created solutions that involve the electronization of proceedings. In connection with more and more new regulations, it should be indicated at what stage of electronization of the judicial enforcement proceedings in Poland are. Thanks to gradual electronization involving the use of devices and software, civil proceedings were accelerated, costs were reduced and the possibility of communicating with the court without leaving home was made possible, which not only facilitated the day-to-day functioning of courts, but also increased trust in the judicial authorities. The analytical and dogmatic method was used through the analysis of solutions and their significance. The recent amendments to the Civil Code, the Code of Civil Procedure and other acts introduced the next stage of computerization of civil proceedings, extending the use of electronic tools. Although there are already many solutions enabling the use of electronic tools, work is still underway to introduce new ones, until the hybrid form is abolished. Work is underway on the introduction of a fully compatible IT system and electronic form of bailiff files and the introduction of an electronic auction of real estate, which will be indicated.

Keywords: Electronation Process, Enforcement Proceedings, Enforcement Activities

Introduction

1. The electronization of the enforcement proceeding in Poland– main problems

The first purpose is to examine whether there are any problems with computerization, which make to full success impossible. The computerization of enforcement proceedings in Poland is a long-term process, initiated at the beginning of the 20th century when work began on the first amendments to the Code of Civil Procedure and the systemic act shaping the legal status and the performance of the profession of the court bailiff. However, the dynamic acceleration of this process, expressed in the introduction of specific statutory solutions, took place only a few years ago, in particular after 2016, especially the amendment of the Code of Civil Procedure of 10 July 2015, amending the Act – the Civil Code, the Act – the Code of Civil Procedure and certain other acts (Journal of Laws 2015, item 1311). These changes became visible especially in the area of using ICT systems for the purpose of obtaining information about the debtor and the debtor's assets and enforcement proceedings, as exemplified by the electronic seizure of a bank account and e-auction of movable property, which will be discussed later in these considerations (Flaga-Gieruszyńska, 2017).

This does not mean, however, that the computerization of the enforcement proceedings proceeds without disruptions and significant implementation problems, resulting primarily from the limited involvement of public authorities, shifting the financial, technical, and organizational effort of creating individual elements of the ICT system and internet portals to the bailiff's self-government. At the same time, the legislative process itself, conducted by state authorities, is not conducive to the optimization of legal solutions stimulating the acceleration of the computerization of public services, including the tasks performed by court bailiffs. New solutions are often inconsistent, introduce partial structures (based on the parallel functioning of traditional methods of performing specific activities), and the limited financial possibilities of the self-government of bailiffs slow down their implementation in the practice of court enforcement.

During the analysis the essence of Polish work to computerize enforcement proceedings and the activities of the bailiffs' office, it should be distinguished that there are several problems particularly important for countries that are also starting the process of implementing IT tools in the area of civil proceedings, especially at the stage of satisfying creditors' claims by state coercion.

The first problem that hinders the effective use of IT tools is the lack of consistency and the separate nature of the implemented solutions.

The legislator, by amending the provisions of the acts regulating the course of enforcement proceedings, selects only narrow areas within which it allows the use of an ICT system (e.g., with regard to individual enforcement activities or a specific type of proceedings, an example of which is electronic writ proceedings) (Flaga-Gieruszyńska, 2018; Flaga-Gieruszyńska, 2016). This makes it impossible to create effective, comprehensive mechanisms of court enforcement with the involvement of less financial and organizational expenditure and with a much higher effectiveness of court enforcement. There is no doubt that despite the initially high expenditures related to the creation of an appropriate system, the costs of performing activities in the ICT system are definitely lower compared to traditional forms. In addition, the possibility of making them in real time prevents the debtor's actions aimed at delaying the proceedings (e.g., by not collecting correspondence from the court bailiff). In this case, it would be necessary to overcome this tendency to introduce fragmentary structures of limited importance for enforcement proceedings as a whole in favor of a comprehensive ICT system that supports all possible areas of this procedure.

The problem of the lack of correlated institutions also relates to the relation of the level of computerization of the activities of court bailiffs to the scope of application of such tools in other areas of public administration, and more broadly, in public services. The system of public law entities within which court bailiffs operate must ensure the proper flow of information between its individual entities. Meanwhile, in practice, court bailiffs, both at the stage of obtaining information about the person and property of the debtor, and in the field of enforcement activities (e.g., as part of the attachment of the debtor's receivables against the tax authority due to overpayment of tax), encounter significant technical problems related to the poor level of computerization customs and tax administration. The same is true of many public registers, which - although in an electronic form - nevertheless obtain reliable and complete information from them for the purposes of court enforcement. For this reason, it should be emphasized that computerization must be based on the developed strategy of state authorities, which will consistently implement it in all areas of public services, especially in terms of the idea of efficient public administration.

The second problem, which is noticeable on the basis of the analysis of the existing solutions introduced by the legislator in order to implement computerization of enforcement proceedings (but also civil proceedings in general), is the protracted state of hybridization. The Polish legislator, fearing the actual deprivation of the right to a court (including the stage of court enforcement) of people at risk of exclusion or digitally excluded (in particular without access to the Internet), introduced hybrid solutions. Their essence has become the implementation of the possibility of performing certain activities in the ICT system, while leaving the option of effectively carrying out these activities in a traditional, paper form. This forced the introduction of mechanisms for digitizing paper documents and the procedures for integrating their digital imaging into this system, which significantly increased the amount of work that is needed in the administrative support of the authority conducting the proceedings, and thus increased the costs and extended the time of performed activities. Meanwhile, without ignoring the real problem of digital exclusion in Poland, it was possible to introduce comprehensive solutions, based solely on the ICT system, with the simultaneous development of organizational support instruments for these people, e.g., by creating service offices, relating not only to activities performed as part of the procedure. civil, but also other public services (e.g., in the field of administration) (Flaga-Gieruszyńska, 2015). In this way, such solutions would be gradually adopted by the society, especially as more and more people have the possibility to use the application on the phone, regardless of their age, place of residence or material status.

An additional obstacle in this area was the creation of closed collections of information within individual entities operating within the system of state organs. This phenomenon is often referred to as the creation of "silos" of information, i.e., data collectors' warehouses, which - due to the lack of connection with other elements of the system - avoid the exchange of this information, and this results in the necessity of their repeated collection by various bodies and institutions. Meanwhile, the integration of systems operating on behalf of public law entities would lead to effective communication and mutual infiltration of information, which would accelerate, for example, obtaining data on the person and property of the debtor as part of enforcement proceedings.

Summing up, significant actions in the field of computerization have certainly been taken and are advanced. But there are several problems that limit full computerization - the lack of consistency and the separate nature of the implemented solutions and protracted state of hybridization.

1. The areas of electronization of enforcement proceedings

The next goal is to indicate what are the areas of computerization. The electronization of enforcement proceedings can only be effective if it covers all aspects of the profession of court bailiff. In this case, the areas which, due to their specificity, show a particular level of improvement in the case of using ICT tools are of particular importance. They include: 1) obtaining information; 2) communication; 3) document management in the proceedings and 4) execution of enforcement activities.

In the area of obtaining information for the purposes of enforcement proceedings, the main problem is the dispersion of information sources and the incompleteness of information obtained by the court bailiff. In the current legal state, it uses many non-integrated electronic public registers and databases in which it obtains partial information about the debtor's person and property. Searching these databases is time-consuming, and their functionalities are often so limited that they do not bring exhaustive results. The integration of these public databases and the flow of information between them would allow the bailiff to obtain structured and comprehensive information, which would speed up and facilitate enforcement actions against the debtor. In this regard, it is also noticeable - already signaled - limiting the access of the bailiff to some data, valuable for the effectiveness of enforcement, which is exemplified by the restrictions in this matter introduced by tax authorities.

There are also several aspects in the area of communication with regard to the actions of the judicial officer. Firstly, the communication of the court bailiff with the court as the body supervising his activities and running the bailiff's office is of fundamental importance. The first activities related to the introduction of bailiffs to the so-called an information portal, which is an ICT system supporting common courts. However, this portal has limited functionalities (e.g., it provides access to electronic protocols and allows organizational applications to be filed with the court, for example information portal of the District Court in Gliwice). Moreover, so far, the Minister of Justice has not issued any decisions standardizing its operation. As a result, each court has a different view on the way and scope of using the not too extensive functionalities of this system. Secondly, the problem of electronic communication of the bailiff with the parties has not been resolved in principle. Apart from a few exceptions (e.g., some correspondence as part of e-bidding), it is not possible to submit documents in electronic form, and there is no electronic delivery system. And finally - the issue of communication with the use of remote communication tools or via the ICT system with other entities (e.g., those obliged

to provide information, banks, the debtor's employers) was also only partially resolved by introducing the obligation to use such a method of communication in relation to banks and tax authorities. However, in practice - due to the limiting computerization of the customs and tax administration - the latter correspondence is largely carried out in the traditional form.

For the use of IT tools in the management of both entire files and individual documents at the stage of enforcement proceedings, it is essential to introduce electronic enforcement files, which will contain both the so-called Naturally electronic documents (those that have been created in an ICT system), as well as the digitized form of primarily paper documents (“Sejm print number 899”). However, the previously indicated burden of the self-government of bailiffs with the burden of creating such systems also in this area has led to a situation in which the legislator continues to extend the entry into force of the obligation to keep only electronic files by court bailiffs. The latest amendment postpones this deadline by another 3 years. As a consequence, we are again dealing with the prolonged use of hybrid solutions.

Meanwhile, the electronization of files would eliminate all problems faced by court bailiffs with regard to paper files. It is enough to indicate such issues as the costs of archiving files in a traditional form, the costs of space necessary to store the files of pending enforcement cases or the issue of searching the files of cases which are long and complex by nature (e.g., maintenance cases) (“Regulation of the Minister of Justice of 14 December 2018 on the storage and destruction of files considering enforcement cases and closed recording devices (Journal of Laws of 2018, item 2408)”). However, public authorities do not see these benefits, which are also important from the perspective of protecting the public interest, because they do not intend to support the self-government of bailiffs, but only postpone the entry into force of the obligation to implement electronic enforcement files in each bailiff's office.

The last area of activity of court bailiffs, as well as enforcement proceedings, for which computerization may constitute an opportunity to increase the effectiveness of enforcement, are enforcement activities. The example of electronic seizure of a bank account has shown that properly selected IT tools can not only significantly accelerate these activities, but also prevent the debtor's actions

aimed at removing assets and income from enforcement. The implementation of this type of instruments is a natural process also due to the fact that in the Polish legal system there are many public registers, which take an electronic form. A large number of them are of key importance for the disclosure of the debtor's assets, receivables, and property rights, which allows for the development of further electronic methods of enforcing cash benefits (e.g., electronic seizure of shares in a commercial company, disclosed in the National Court Register).

However, the condition for the successful computerization of enforcement proceedings, and more broadly for the practice of the profession of court bailiff, is steady progress in all these areas. The basis for effective enforcement activities can be only obtaining valuable information about the person and property of the debtor, efficient operation of the bailiff's office, as well as quick exchange of information as part of the. Certainly, these activities will be more effective if they are performed in real time, without unnecessary expenditure associated with the traditional way of their procedure.

Summing up, there are many fields of computerization but there are also hybrid forms hybrid forms, which make it necessary to use the current paper form of activities in enforcement proceedings.

2. Electronization of enforcement activities - existing and planned solutions

In order to be able to answer the question whether computerization will be continued, and new solutions are planned, it is necessary to analyze the regulations of the Code of Civil Procedure and planned amendments. Pointing to the current regulations on enforcement activities of a bailiff, in electronic proceedings, both a decision-making act (order, ruling, nailing in the execution of movable property) and other non-decision-making activities are performed (Flaga-Gieruszyńska & Klich, 2016). This includes actions taken by the bailiff acting as an enforcement authority and actions performed by the bailiff on the order of the court conducting the enforcement (e.g., removing the debtor's resistance by the bailiff pursuant to Art. 1051 § 3 last sentence of the Code of Civil Procedure) (Kunicki, 2012).

It was very important to enable the execution of electronic payment orders and the implementation of electronic enforcement activities. According to the Ordinance of the Minister of Justice of 30 November 2018 on the activities of the National Council of Bailiffs enabling bailiffs to conduct enforcement on the basis of an electronic writ of execution and the activities of a bailiff performed via the ICT system in enforcement proceedings (Journal of Laws of 2018, item 2372), after confirming the compliance of the

verification document with the electronic enforcement order, the bailiff records in the ICT system the fact of conducting the enforcement on the basis of the electronic enforcement order, and after completing the enforcement proceedings - the date of its completion and the result of the enforcement. If a writing or document is submitted in paper form, a digital reproduction of the letter or document is prepared and placed in the case file.

From 1 July 2011, bailiffs can already keep files in an electronic version, and notaries can store the client's documents on media, so allowing the submission of applications and statements in enforcement proceedings in electronic form is a further stage of computerization of this procedure. Case files may be created, processed, and stored also with the use of IT techniques. Records in the form of a repertory, lists and auxiliary books are kept by the system of annual records and are closed on the last day of the calendar year in which they were established. According to the Art. 155 of Law on bailiff's (Uniform text. Journal of Laws of 2020, item 121), for each case within the scope referred to in Art. 3 sec. 3, the bailiff creates separate files. These files are kept and stored in electronic form. The bailiff shall provide participants in the proceedings with access to the files in the office and via the accounts in the ICT system referred to in the system regulated in this Act. At the request of the court and other supervisory authorities, the bailiff provides files in the ICT system, and when necessary, also sends an auxiliary set of documents. The Minister of Justice creates an ICT system in which the documentation referred to in Art. 155, as well as performs tasks consisting in the design, implementation, operation, integration, development and sharing of this system, securing personal data processed in this system and ensuring the possibility of data exchange between system users, in particular administers an ICT system that provides bailiffs with the possibility of storing and securing files of cases conducted in electronic form and makes this system available to bailiffs, administers the ICT system that provides bailiffs with the possibility of keeping the recording devices referred to in art. 156, or accounting documentation in electronic form and makes this system available to bailiffs, enables the identification of participants in enforcement and security proceedings and their representatives in the ICT system; provides access to the ICT system to courts, administrative supervision authorities and internal supervision of the self-government of bailiffs on the terms provided for in the Act. The Minister of Justice processes the data of the parties, representatives of participants in enforcement and security proceedings and other persons

participating in these proceedings, contained in the ICT system and ICT systems supporting the law offices, to the extent necessary to perform the tasks listed in paragraph 1.

The Minister of Justice is the administrator of the ICT system used to process personal data contained in the documentation referred to in Art. 155 sec. 1 and art. 156.

Electronic bailiff files from 1 January 2021 should be kept only in this form. This is due to the fact that an important element of the effectiveness of the bailiff's work is the speed of activities, the effectiveness of enforcement depends on the speed of the office and the handling of creditors' requests. In the light of the changes to the law and amendments, electronic files are one of the final stages of computerization of the work of a court bailiff (Studzińska, 2019, 2020a, 2020b).

Pursuant to the Act of 20 April 2021 amending the Act – the Code of Civil Procedure and certain other acts (“Government bill amending the Act - the Code of Civil Procedure and certain other acts, form number 899”), Art. 295 of the Act on Bailiffs has been amended and after 31 December 2020, further processing, storage and disclosure of the documentation referred to above is allowed in Art. 155 sec. 1 and Art. 156, in its current form, if it was produced in this form. If, after 31 December 2020, keeping, storing, processing, and making available in the ICT system referred to in Art. 158 sec. 1, the act of bailiff cases and record keeping devices will encounter difficult to overcome obstacles, the bailiff creates, processes, stores and makes this documentation available, bypassing the ICT system.

The Supreme Court's ruling (“Judgement of the Supreme Court of 3 April 1967, II CR 373/66, OSNC 1967, No. 10, item 186”) raised the issue of the debtor's ability to submit an oral application for discontinuance of enforcement proceedings, but during a telephone conversation with the bailiff. In particular, it was analyzed whether such procedural activity by a party to enforcement proceedings meets the requirements of the oral form provided for in Art. 760 § 1 of the Code of Civil Procedure The application or declaration made in this way is devoid of legal force, so a letter submitted by fax can only be accepted for information. Refusal to implement such a request will always be approved by the court examining the complaint against the bailiff's actions (in this case, it would be in fact inactivity of the enforcement authority).

Sale by electronic auction is already regulated in the Code of the Civil Procedure. According to article 879² of Code of Civil Procedure, the enforcement officer shall conduct sales by electronic auction upon the creditor's request submitted after the seizure (Domoń, 2019; Kunicki, 2019). If a movable has been seized for the purpose of satisfying several claims sought in various proceedings, the manner of sales of

movables shall be decided on by the creditor on whose request the first seizure took place. In a notice of electronic auction, the enforcement officer shall determine object, terms and conditions of the auction, the estimated value and asking price, as well as place and time in which the movable property may be seen. Furthermore, the notice shall include at least one photograph of the movable property to be sold, information about the starting and ending date and time of the auction, as well as information that the prerequisite to participate in the auction is the submission of a guarantee. Moreover, a notice of electronic auction shall include a mention that no rights of third persons shall hinder the conduct of the auction and the bid awarding to the purchaser without reservations, provided that the persons do not present, before the bidding is started, a proof of having brought an action for exemption of the movable property from execution and of having obtained a ruling withholding the execution (art. 879 A sale by electronic auction shall take place through an ICT system. An enforcement officer shall publish a notice of electronic auction also in the ICT system. A bidder shall also submit a guarantee via the ICT system.

There are still some amendments that are to make the enforcement proceeding more and more effective. In January, the Sejm received a government draft amendment to the Code of Civil Procedure, which provides for the regulation of electronic auctions of real estate in the course of enforcement proceedings. The introduction of electronic real estate auctions has many advantages, especially in the face of a pandemic situation and difficulties in traditional auctions. Creditors and debtors benefit from this, because thanks to the easy form of bidding, the interest in auctions will increase. There is no need to create a new system because auctions will be conducted on the basis of the existing movable property auction system.

The project on the possibility of electronic sales during e-auction (“Sejm print number 899”) is currently being processed. introducing the sale of real estate by electronic auction, following the example of proven solutions, enabling the sale of movable property by electronic auction. Such solutions should significantly contribute to accelerating the execution of real estate, which, due to the multiplicity of entities involved in it, is particularly long-lasting. The amendment adds a chapter ‘Sale of real estate by electronic auction’ The sale of real estate by electronic auction is carried out via the ICT system. The condition for participation in the tender is the creation of an individual account in the ICT system. a regulation was concluded whose primary purpose is to ensure the transparency of the bailiff's actions, protect the debtor's rights and enable the debtor to exercise his rights. For these reasons, the bailiff would publish an auction notice on the website of the National Council of Bailiffs.

The auction will be conducted in the ICT system. The bailiff will make the auction notice available on the website of the National Council of Bailiffs.

E-auction will last one week, just like the existing electronic auctions. This solution will provide bidders with greater comfort and conditions to make an informed decision. On the other hand, from the perspective of the ongoing enforcement, it will allow for the highest possible price from the sale of the property. The amendment also introduces changes in the field of access to documents. In the digital version of the auction, the document containing the description and estimate of the real estate will be included in the electronic system supporting the auction and will be available to a wide range of buyers. Potential buyers will not, however, have access to the files of the entire enforcement proceedings, and to assess the legal status of the real estate, they will have to be satisfied with the description and assessment together with the content of the land and mortgage register.

Summing up, there are not only numerous solutions related to the computerization of enforcement proceedings, but the legislator constantly creates new institutions using new tools such as electronic bailiff files or e-auction.

3. Conclusions

After this research, there is no doubt that the computerization of enforcement proceedings, especially in the era of COVID-19 and difficulties with personal performance of activities and filing pleadings, may be of significant importance for the efficient and effective enforcement of the claim (Flaga-Gieruszyńska, 2017). The more so because these are entire sets of procedural steps, ranging from the initiation of the proceedings and ending with the execution of the judgment in the ICT system, but also partial structures supporting civil proceedings in its traditional form. the nature of a comprehensive and comprehensive model for the recognition and settlement of civil cases and the exercise of judicial enforcement orders. On the one hand, problems related to the introduction of electronic form or electronic evidence are often resolved by established jurisprudence, on the other hand, they often require specific actions by the legislator, as was the case with supplementing the formal requirements of a statement of claim in the case of transferring the case from electronic writ proceedings to the proceedings. ordinary. Many times, the difficulties in performing activities in electronic form are the inefficient teleinformation system, or rather the lack of it. Hence, an improvement in this area will enable a complete transition to electronic form. On the other hand, the convenience of selling real estate through e-auctions will guarantee a higher level of security for participants in procedural activities and will contribute to lowering the costs of the entire enforcement proceedings. In addition, it will significantly

contribute to speeding up the execution of real estate, which is particularly long-lasting due to the multi-stage nature and the potentially large number of participating entities.

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