

CCJE(2011)7

# CONSULTATIVE COUNCIL OF EUROPEAN JUDGES (CCJE)

Questionnaire with a view of the preparation of Opinion No. 15 on specialisation of judges and courts

**POLISH REPLY** 

1. Speciali	sation of cour	rts					
TYPES OF COURTS/JUDGES	(A) TICK THE BOX IF YOUR COUNTRY HAVE SPECIALISED COURTS/JUDGES IN:	(B)  IF YES TO (A),  TICK THE BOX  IF THEY ARE  SPECIALISED  JUDGES/CHAM  BERS WITHIN  A GENERALIST  COURT	(c) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE INSTITUTION WITHIN THE GENERAL ORGANISATION OF THE JUDICIARY	(D) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE JUDICIARY FORMING A SYSTEM OF THEIR OWN <sup>1</sup>	(E) IF YES TO (A), TICK THE BOX IF THEY HAVE A COMPOSITION INCLUDING LAY MEMBERS OR ONLY OF LAY MEMBERS <sup>2</sup>	(F) IF YES TO (A), TICK THE BOX IF THEY HAVE A TERRITORIAL COMPETENCE DIFFERENT FROM GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)	(G)  IF YES TO (A),  TICK THE BOX IF  THEY APPLY  RULES (PROCEDURE,  EVIDENCE, ETC.)  THAT ARE  DIFFERENT  FROM THOSE  APPLICABLE IN  GENERALIST  COURTS (PLEASE  SPECIFY IF  APPROPRIATE)
Family courts	X	Court divisions (chambers) for family and juveniles' matters		X	YES (in certain cases participation of lay judges, alongside a professional judge, is mandatory)	YES  (sometimes a family matters division of one court is competent for the territory of a couple of common courts)	yes (special procedures in cases between spouses as well as cases between parents and their children, separate guardianship procedures – with wider competence for the court to act on its own initiative)
Juvenile courts	X	Departments for family and juvenile matters			YES	YES  (sometimes a division of one court is competent for the territory of a couple of common courts)	YES  (there is a special Act on the procedure in the juveniles' cases)
Administrative courts/council of state	X	NO	X	X	NO	NO (separately regulated territorial competence)	YES  (separate judicial administrative procedure – collecting evidence is limited)
Immigration/Asylum							
Courts of Account							

<sup>&</sup>lt;sup>1</sup> For example, appeals on decisions of the specialised court of first instance is filed with a specialised court of appeals, council of state, etc.

<sup>2</sup> For example, composition including the decision of the specialised court of first instance is filed with a specialised court of appeals, council of state, etc.

<sup>&</sup>lt;sup>2</sup> For example, composition including lay members: jurors, psychologists, engineers; please specify qualifications and system of recruitment. For exemple composition of only lay members: representatives of labour organisations, aldermenéchevins, justices of the peace, magistrates etc.

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Types of courts/judges	(A) TICK THE BOX IF YOUR COUNTRY HAVE SPECIALISED COURTS/JUDGES IN:	(B)  IF YES TO (A),  TICK THE BOX  IF THEY ARE  SPECIALISED  JUDGES/CHAM  BERS WITHIN  A GENERALIST  COURT	(c) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE INSTITUTION WITHIN THE GENERAL ORGANISATION OF THE JUDICIARY	(D) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE JUDICIARY FORMING A SYSTEM OF THEIR OWN <sup>1</sup>	(E) IF YES TO (A), TICK THE BOX IF THEY HAVE A COMPOSITION INCLUDING LAY MEMBERS OR ONLY OF LAY MEMBERS <sup>2</sup>	(F) IF YES TO (A), TICK THE BOX IF THEY HAVE A TERRITORIAL COMPETENCE DIFFERENT FROM GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)	(G)  IF YES TO (A), TICK THE BOX IF THEY APPLY RULES (PROCEDURE, EVIDENCE, ETC.) THAT ARE DIFFERENT FROM THOSE APPLICABLE IN GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)
Military Courts							
	X	NO	X	X	(in certain cases participation of lay judges, alongside a professional judge, is mandatory)	NO (separately regulated territorial competence)	YES  (there are certain distinctions in relation to the normal criminal procedure)
Tax Courts	Tax courts function a an element of administrative justice - Financial Chamber of the Supreme Administrative Court as well as financial division in 16 regional administrative courts	YES (judges in the Financial Chamber of the Supreme Administrativ e court and judges in the financial divisions [chambers] of regional administrative courts)	NO	NO (they act within the general structure of administrati ve judiciary)	NO	NO (administrati ve courts have separate territorial competence, different one compared to common courts)	YES (separate judicial administrative procedure – collecting evidence is limited)
Labour/social courts	X	YES	NO	NO	In certain cases the participation of lay judges is obligatory (alongside the professional judge)	YES  (sometimes one court chamber [division] is competent for the territories of competence of more courts)	YES  (separate procedures in the cases from the field of labour law and law of social insurances; especially the procedure in the cases pertaining to the social insurances is substantially different to a normal procedure)
Courts for agricultural contracts							

TYPES OF COURTS/JUDGES	(A) TICK THE BOX IF YOUR COUNTRY HAVE SPECIALISED COURTS/JUDGES IN:	(B) IF YES TO (A), TICK THE BOX IF THEY ARE SPECIALISED JUDGES/CHAM BERS WITHIN A GENERALIST COURT	(C) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE INSTITUTION WITHIN THE GENERAL ORGANISATION OF THE JUDICIARY	(D) IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE JUDICIARY FORMING A SYSTEM OF THEIR OWN <sup>1</sup>	(E) IF YES TO (A), TICK THE BOX IF THEY HAVE A COMPOSITION INCLUDING LAY MEMBERS OR ONLY OF LAY MEMBERS <sup>2</sup>	(F) IF YES TO (A), TICK THE BOX IF THEY HAVE A TERRITORIAL COMPETENCE DIFFERENT FROM GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)	(G)  IF YES TO (A), TICK THE BOX IF THEY APPLY RULES (PROCEDURE, EVIDENCE, ETC.) THAT ARE DIFFERENT FROM THOSE APPLICABLE IN GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)
Consumers' claims courts	X	YES The "Court of Competition and Consumers Protection" acts as a division [chamber] of the Circuit Court in Warsaw	NO	NO	NO	YES	YES  (so-called separate proceeding for recognition of provisions of a standard contract as abusive – abusive clauses)
Small claims courts	NO						YES There is no separate court, but there exists a separate procedure pertaining to the recognition of the minor issues in a so-called simplified procedure
Courts for wills and inheritances							
Patent/copyrights/tra demark courts  Commercial courts	X	YES  In the Circuit Court in Warsaw there is a separate division (organised as a court chamber) for the cases pertaining to protection of EC trademarks and industrial designs	NO	NO	NO	YES  (Its area of competence includes the entire territory of the country)	NO (when taking into account specific rules for each type of cases)

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	X	YES	NO	NO	NO	YES (sometimes one court chamber [division] is competent for the territories of competence of more courts)	NO (when taking into account specific rules for each type of cases)
Bankruptcy courts	X	YES	NO	NO	NO	YES (sometimes one court chamber [division] is competent for the territories of competence of more courts)	YES (bankruptcy procedure differs significantly from the "normal" civil procedure; it has its own Law beside the Code of Civil Procedure; the bankruptcy court undertakes many actions ex officio)
Courts for land disputes	X (some courts of first instance [district courts] have separate, non- litigious divisions dealing with land disputes/mat ters; it is not common, though)						
"Cours d'arbitrage"	X	NO	NO	YES The arbitration courts are not	YES (the composition of the	NO (the competence of	YES (its procedures do not result

_	(A)	(B)	(c)	(D)	(E)	(F)	(G)
TYPES OF COURTS/JUDGES	TICK THE BOX IF YOUR COUNTRY HAVE SPECIALISED COURTS/JUDGES IN:	IF YES TO (A), TICK THE BOX IF THEY ARE SPECIALISED JUDGES/CHAM BERS WITHIN A GENERALIST COURT	IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE INSTITUTION WITHIN THE GENERAL ORGANISATION OF THE JUDICIARY	IF YES TO (A), TICK THE BOX IF THEY ARE A SEPARATE JUDICIARY FORMING A SYSTEM OF THEIR OWN <sup>1</sup>	IF YES TO (A), TICK THE BOX IF THEY HAVE A COMPOSITION INCLUDING LAY MEMBERS OR ONLY OF LAY MEMBERS <sup>2</sup>	IF YES TO (A), TICK THE BOX IF THEY HAVE A TERRITORIAL COMPETENCE DIFFERENT FROM GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)	IF YES TO (A), TICK THE BOX IF THEY APPLY RULES (PROCEDURE, EVIDENCE, ETC.) THAT ARE DIFFERENT FROM THOSE APPLICABLE IN GENERALIST COURTS (PLEASE SPECIFY IF APPROPRIATE)
				state courts in Poland	arbitration courts comprises arbiters chosen by the parties (state [ie. professional] judges must not be arbiters)	permanent courts may result from their regulations but the courts ad hoc may also be established)	from the provisions of law and is determined by the parties in a contractual arbitration clause; the permanent arbitration courts have their own regulations, though)
Serious crimes courts/courts of assize							
Courts for the supervision of criminal investigations (e.g. authorising arrest, wire-tappings, etc.)							
Courts for the supervision of criminal enforcement and custody in penitentiaries	X	Penitentiary judge	NO	NO	NO	YES	NO  (taking into account specific rules for each type of cases)
Other, please specify:	SUPREME COURT	NO	YES  It examines extraordinar y remedies from final decisions of generalist ("common") and military courts and other matters provided by law	NO	NO	Its area of competence includes the entire territory of the country	It does not conduct the collecting/hear ing of evidence

		(A)	(B)	(c)	(D)	(E)	(F)	(G)
TYPES	OF	TICK THE BOX IF	IF YES TO (A),	IF YES TO (A),	IF YES TO (A),	IF YES TO (A),	IF YES TO (A),	IF YES TO (A),
COURTS/JUDGES		YOUR COUNTRY	TICK THE BOX	TICK THE BOX	TICK THE BOX	TICK THE BOX	TICK THE BOX	TICK THE BOX IF
		HAVE	IF THEY ARE	IF THEY ARE A	IF THEY ARE A	IF THEY HAVE	IF THEY HAVE	THEY APPLY
		SPECIALISED	SPECIALISED	SEPARATE	SEPARATE	Α	A TERRITORIAL	RULES
		COURTS/JUDGES	JUDGES/CHAM	INSTITUTION	JUDICIARY	COMPOSITION	COMPETENCE	(PROCEDURE,
		IN:	BERS WITHIN	WITHIN THE	FORMING A	INCLUDING	DIFFERENT	EVIDENCE, ETC.)
			A GENERALIST	GENERAL	SYSTEM OF	LAY	FROM	THAT ARE
			COURT	ORGANISATION	THEIR OWN <sup>1</sup>	MEMBERS OR	GENERALIST	DIFFERENT
				OF THE		ONLY OF LAY	COURTS	FROM THOSE
				JUDICIARY		MEMBERS <sup>2</sup>	(PLEASE	APPLICABLE IN
							SPECIFY IF	GENERALIST
							APPROPRIATE)	COURTS
								(PLEASE
								SPECIFY IF
								APPROPRIATE)
							Its area of	It does not
							competence	conduct the
		SUPREME					includes the	hearing of
		ADMINISTR					entire	evidence
		ATIVE					territory of	***************************************
		COURT					the country	
		COOKI					the country	

To what extent specialisation of courts is relevant in your system?

In Poland, there is no common system of specialized courts. The courts are divided into common courts (dealing with following types of cases: civil, criminal, family, labor law and social security cases, economic, bankruptcy, registration cases), military tribunals (which deal with the criminal offences committed by soldiers) and administrative courts (recognizing complaints against administrative decisions issued by the central and local governments). In nationwide terms there is a small number of specialized divisions within common [generalist] courts, which recognize cases of a narrow specialization - such as the Court of Competition and Consumer Protection (operates as a department of the Circuit [2<sup>nd</sup> instance] Court in Warsaw), the court hearing the cases via electronic writ of payment proceeding [so called "E-Court"] (it operates as a department of the Circuit Court in Lublin ). Specialization in common courts is understood as creating court divisions [chambers] competent for various categories of cases, including divisions for civil, criminal, economic, labor and social security, family and registry matters. In addition, there are two instances of separate judicial systems in administrative and military matters functioning.

#### 2. Specialisation of judges

a) Does the recruitment procedure take into account the specialised studies accomplished after the university diploma in law? Does it take into account the specialised professional experience? Please specify.

During the process of appointment to the post of judge of common court, the candidate is subject to an overall evaluation; conditions for taking part in this contest are: to pass a prior professional examination in legal profession (judge, prosecutor, advocate, legal advisor, notary) and have relevant work experience. Having other additional degrees (PhD, post-graduate, another faculty) and various types of training to one's credit, while they are not required in a mandatory way, may have an impact on the nomination. Only in the case of applying to the post of the judge of administrative court, the candidate needs to stand out with a high level of knowledge in the field of public administration and administrative law, and other areas of law relating to the operation of public administration

b) Are judges promoted to a higher court, or assigned to a post of chief judge, on the basis of a procedure giving relevance to specialisation? Please specify.

The procedure for promotion to a higher instance court provides a comprehensive assessment of the judge's professional achievements. There are no rules that would make the promotion dependent from having a specialist expertise or additional qualifications. Expertise may be a decisive factor, however, during the evaluation of candidates made by the National Council of the Judiciary (KRS), particularly when judges of similar work experience apply for the same post. Given the choice of judges, who previously adjudicated case law in various departments and specialized in a particular field of law, KRS may rather choose a candidate with more experience in this field, that will be more useful in deciding upon the matters in the particular department, to which the candidate aspires.

c) May a judge from a generalist court move to a specialised court, or from one specialisation to another:

As to separate court systems:	Within the same court system:
YES∑ by just filing an application examined	YES⊠by showing professional experience?
on the basis of seniority and other criteria not	
including previous specialisation?	
YES∑ by resigning from original post and	<b>NO</b> by attending
participate to a new recruitment?	specialisation/reconversion courses?
other?	NO by passing a specialisation exam?

d) Does the system ensure that all judges may access specialisation (e.g. by giving them the appropriate information)?

Judges have access to trainings and conferences organised within the justice system (by the National School of Judiciary and Prosecution, supervised by the Ministry of Justice). They may also attend the PhD and/or post-graduate studies.

Information about training courses is usually published in the Internet and announced in courts.

e) What are for judges the criteria for access to specialisation?

There are no special regulations specifying the criteria for access to trainings. Decisions are taken in each case individually, in the administrative manner appropriate to the particular type of court.

f) Do financial provisions exist helping judges to transfer to other towns where specialisation may be acquired?

There are no relevant legal provisions.

- g) Are there access/reconversion courses to specialised functions:
- Yes, within the judicial training institute?

National School of Judiciary and Prosecution Office

- Yes, organised by an institution different from the judicial training institute? 

(both public universities and private high schools offer post-graduate studies for judges, in many fields, e.g. psychology, economy, forensic techniques)

- No?

## h) Are there training courses reserved only to specialised judges?

Sometimes, training or conferences for judges are designed for a narrow audience (such as judges in the economic departments, departments of labour and social security law). The scope of persons having access to it shall be determined in each case individually by the organiser of training or conference.

i) Are exchanges of judicial experiences between different specialisations and/or generalist groups of judges organised?

Judges have a possibility to exchange their experiences by participation in trainings and conferences organised within the framework of justice system.

j) Do specialised positions exist in court for organisational purposes only (e.g., judge serving as spokesperson for the court; judge for the development of IT in court; judge cooperating with ADR services, etc.)?

Each court has a specific organizational structure. The court presidents and vice-presidents (who manage a court) appointed, as well as the heads of divisions (who direct the work of individual court divisions), the directors of the courts (who manage financial and economic departments), spokespersons (responsible for contacts with the media), the disciplinary attorneys (they conduct disciplinary proceedings against judges), managers of trainings (involved in organizing training for judges and court practice for applicants). In some courts judges have been appointed specifically for the implementation of information systems, or involved in matters pertaining to legal trade with foreign countries. Whether the particular post in the court is mandatory or optional, it results from the law (such as the Law on Common Courts) and is dependent on the type (especially instance) of the court

k) If yes, is there a specific training for this type of posts? Please specify.

Rules do not require organisation of special training for those types of jobs, but in fact such training takes place - such as post-graduate studies in the field of administration of justice for current and future presidents of courts and heads of court divisions, special training for spokespersons of the courts, for the disciplinary attorneys action for judges responsible for the implementation of information systems, etc.

I) Do specialised judges have a higher compensation than generalist judges? Please distinguish, if relevant, according to whether the specialist judges belong to the same court system or a separate court system (e.g., in some countries, depending on the distinction between ordinary judges and administrative judges).

The remuneration of judges is differentiated on the basis of the criterion of the court where the judge holds the office. Consequently, there are differences between the remuneration judges in ordinary courts (district, circuit, appellate), regional administrative courts, military courts and the Supreme Court and the Supreme Administrative Court. There are no wage differences between divisions within the same court. The judges of regional administrative courts (first instance of administrative judiciary), however, have higher salaries than the judges of common courts (district and circuit courts). Additional salary (supplement for the length of service) is received by the judges with more years of service, and performing additional functions (includes allowances of the President and Vice-President of the court, the President of the division, spokesman, the disciplinary attorney, inspecting judge, director of training, the patron of applicants, etc.).

m) Are there special allowances, or benefits in kind, for specialised judges?

There is no relevant legislation. However, there are no special supplements e.g. for knowledge of foreign languages, doctoral degree or academic title of professor, no additional allowances for completion of another faculty next to the law school, or for completing post-graduate studies. Judges are not rewarded additionally for having specialisation in a particular field of law. The judges, however, are entitled to a financial supplement because of the function exercised. President of the Court has a official car and mobile phone (but acquired for function exercised, not for specialisation).

n) Are specialised judges entitled to a preferential access to higher courts? If yes, is such access limited to the specialisation field of the judge concerned?

There is no relevant legislation. In practice, judges with a particular specialisation may have their promotion to a senior judicial post facilitated, as they will be selected among many other candidates as the candidate most appropriate, taking into account the demands for a specific position - for example, a doctorate in tax law can facilitate a common court judge to be promoted to the administrative court, postgraduate studies in psychology or pedagogy can speak in favour of selection of the candidate to the judicial post in the circuit court in family matters, etc.

# 3. Specialisation of courts vis-à-vis specialisation of other actors of justice

a) Is the bar and/or professional associations of lawyers organised on a specialised basis in your country? Please specify.

There is no specialisation within particular self-government organisations of legal professionals (lawyers, legal counsels, notaries).

b) In order to practice before specialised courts, have lawyers to be specialised (e.g. registered in special bar listings)?

A person may act before the court as a professional representative, if he/she was admitted to the list of lawyers or legal counsels, and sometimes also a patent attorney or tax advisor. Enlisting on the appropriate list takes place, as a rule, after finishing a post-graduate apprenticeship for a profession of lawyer, legal adviser or patent attorney and then passing a state examination. In exceptional situations (and under strict conditions) entry in the list of legal advisers or lawyers may be made without taking a state examination (it refers, among others, to those who have the appropriate degree or academic title or made such a judicial or prosecutor's

As a rule, lawyers do not need to have a particular specialization, to appear in court on a particular specialization. Tax advisor may occur before the administrative court to practice in tax litigation, but at the same court a lawyer or legal adviser may also do so. For instance, there are no special lists of lawyers, entitled to appear before the court of cassation.

c) Is public prosecution organised on a specialised basis in your country? Please specify.

One has to distinguish the common and the military prosecution office, but there is no formal specialization within each of them. In practice, within the particular prosecution unit, one establishes departments dealing with particular categories of cases.

d) In order to practice before specialised courts, have prosecutors to be specialised (e.g. belong to specialised department of the prosecution service)?

Prosecutor may appear before the court in each category of matters within the jurisdiction of the prosecution. The rule is that in a given case there should act the same prosecutor, who conducted an investigation and prepared the indictment. In practice there are many exceptions to this rule. In certain individual units of common prosecution office, there are departments that deal with civil (especially family matters) and administrative cases. Prosecutors of these departments act before common courts in civil cases and before administrative courts; however, is not due to the statutory regulations, but only results from the way of the internal organisation of the prosecution.

e) Are specialised judges assisted by specialised staff (clerks, technical staff, etc.) ? If yes, is this staff recruited on an *ad hoc* basis?

The judges are assisted by assistants who have overall substantial legal knowledge. One of the conditions of employment as an assistant is to accomplish an general apprenticeship run by the National School of Judges and Prosecutors, or taking a judicial, prosecutor's, notary, lawyer's or legal counsel's examination. The judges also benefit from the support of staff offices, working in each division of court. Only in the highest courts (the Supreme Court, the Supreme Administrative Court) assistants are selected taking into consideration the specialisation of particular judges. The common judiciary has no such requirements or practice like that.

### 4. Specialisation and governance

Is your Council for the judiciary or other another equivalent independent body entrusted with the protection of the independence of judges competent for all specialised judges, as for all generalist judges? If not, please specify the specialised judges that are not under the governance of the Council.

The National Council of the Judiciary (KRS) has competence in relation to all professional judges - common courts of law, administrative, military and supreme courts (Supreme Court and the Supreme Administrative Court). The National Council of the Judiciary has no powers only with respect to judges of the Constitutional Tribunal.

## 5. Specialisation, professional associations of judges, judicial ethics

- a) Are there in your country professional associations of specialised judges? In Poland, the following associations exist: Polish Judges Association IUSTITIA, THEMIS Judges Association and the Association of Judges of Family Courts in Poland. The first two associate the judges of all courts, regardless of their specialisation. The third association brings together judges of family courts. There was once an Association of Judges of Real Estate Registers, but it ceased to exist because duties of taking care of land registers have been taken over by court clerks (court referendaries).
- b) Do specialised judges have separate or common "principles of judicial ethics" with respect to generalist judges? If separate principles apply, please specify (i.e. separate

<sup>&</sup>lt;sup>3</sup> See principles of judicial ethics as defined in CCJE's Opinion No. 3 (i.e. rules having no disciplinary impact).

principles needed by exposure of specialised judges to problems affecting juveniles, family problems, labour disputes, etc.).

The ethical principles (set out in the Collection of Principles of Judges' Professional Ethics, adopted by the National Council of the Judiciary of Poland) apply to all professional judges, regardless of their specialization.

## 6. Conclusion

a) Please give your opinion on the advantages and disadvantages of special courts Functioning of the specialised courts speeds up the process of deciding on the cases of a specific kind. Specialization of judges guarantees their higher level of professionalism, commitment in the recognition of those cases in which they feel experts.

Selection of judges in specialized courts is, among others. based on the criterion of expertise, which increases the importance of these courts (in Poland it is considered more prestigious to be a judge in regional administrative court than in the common court of first instance - the district court).

Obstacles to the creation of bigger number of specialized courts are mainly the high costs associated with the establishment and ongoing operation thereof.

b) Please give your opinion on the advantages and disadvantages of specialisation of judges Specialization of judges allows them for achieving greater satisfaction with their profession. It allows to plan one's personal development, professional career paths. Specialization of judges, however, cannot be imposed by the court administration. It should however be voluntary and additional. Expertise cannot replace or limit the duty of judges to have knowledge of different areas of the law.