

NACZELNY SĄD ADMINISTRACYJNY

ZESZYTY NAUKOWE  
Sądownictwa  
Administracyjnego

---

dwumiesięcznik

rok XVI nr 4 (91)/2020  
Warszawa 2020

**WYDAWCA**  
Naczelnego Sądu Administracyjnego

**KOMITET REDAKCYJNY**

**REDAKCJA**

REDAKTOR NACZELNY prof. dr hab. Janusz Trzciński  
ZASTĘPCA REDAKTORA NACZELNEGO prof. dr hab. Andrzej Gomułowicz  
SEKRETARZ REDAKCJI mgr Małgorzata Sawicka-Jezierczuk (e-mail: msawicka@nsa.gov.pl)

**RADA PROGRAMOWA**

**CZŁONKOWIE**

prof. dr hab. Barbara Adamiak, dr Stefan Babiarz, prof. dr hab. Wojciech Chróścielewski,  
dr hab. Jacek Chlebny, mgr Irena Chojnacka, prof. dr hab. Roman Hauser,  
dr Andrzej Kisielewicz, prof. dr hab. Andrzej Skoczyłas, sędzia NSA Maria Wiśniewska,  
prof. dr hab. Zbigniew Witkowski, prof. dr hab. Andrzej Wróbel,  
prof. dr hab. Marek Zirk-Sadowski

**MIĘDZYNARODOWI CZŁONKOWIE**

Dr., Dr. h.c. mult. Eckart Hien, Dr. Univ.-Prof., Clemens Jabloner,  
Prof. JUDr Jan Filip, Sędzia Olof Olsson, Prof. Dr. Dr.h.c.mult. Rainer Arnold,  
Prof. dr Georges Ravarani, Prof. dr hab. Virgilijus Valančius

\*

redaktor tematyczny prof. dr hab. Wojciech Piątek

redaktor językowy mgr Justyna Woldańska

redaktor statystyczny dr Michał Szwast

**ADRES REDAKCJI**

Naczelnego Sądu Administracyjny

00-011 Warszawa, ul. G.P. Boduena 3/5

tel. 22 551-67-25, e-mail: msawicka@nsa.gov.pl; www.nsa.gov.pl/zeszyty-naukowe.php

© Copyright by Naczelnego Sądu Administracyjny  
Warszawa 2020

ISSN 1734-803X  
Nr indeksu 204358

Liczba punktów za publikację wynosi 5.

Wersją podstawową (referencyjną) czasopisma jest wersja papierowa.



Wolters Kluwer Polska Sp. z o.o.  
01-208 Warszawa, ul. Przyokopowa 33  
[www.wolterskluwer.pl](http://www.wolterskluwer.pl)

Dyrektor Działu Publikacji Periodycznych: Klaudia Szawłowska-Milczarek  
[klaudia.szawłowska@wolterskluwer.com](mailto:klaudia.szawłowska@wolterskluwer.com)

Szczegółowe informacje o prenumeracie czasopism można uzyskać  
pod numerem infolinii: tel. 801 044 545, [prenumerata@wolterskluwer.pl](mailto:prenumerata@wolterskluwer.pl)  
Obsługa Klienta: tel. 22 535 82 72, księgarnia internetowa: [www.profinfo.pl](http://www.profinfo.pl)

Skład i łamanie: Andytex, Warszawa  
Druk ukończono w październiku 2020 roku. Nakład 1000 egz.

# SPIS TREŚCI

Table of contents .....	6
-------------------------	---

## STUDIA I ARTYKUŁY

*Dr Aleksander Jakubowski (adiunkt, Uniwersytet Warszawski)*

<b>Kontrola sądowoadministracyjna odmowy dopuszczenia do usług zakładu administracyjnego .....</b>	9
Summary .....	28

*Dr Jakub Pawliczak (adiunkt, Uniwersytet Warszawski)*

<b>Forma prawnia odmowy dołączenia wzmianki dodatkowej do aktu stanu cywilnego na podstawie nieuznania zagranicznego orzeczenia .....</b>	29
Summary .....	43

*Dr Krzysztof Kozłowski (adiunkt, Uniwersytet Jagielloński)*

<b>Popełnienie przestępstwa jako podstawa wznowienia szczególnych postępowań o nabycie obywatelstwa polskiego – wybrane kwestie jurydyczne oraz konstytucyjnoprawne .....</b>	44
Summary .....	60

Artykuły oparte na pracach doktorskich i magisterskich nagrodzonych w konkursie NSA w grudniu 2019 r.

<i>Dr Paweł Grzybowski (adiunkt, Uniwersytet im. Adama Mickiewicza w Poznaniu)</i>	
<b>Materialnoprawne granice dobrej wiary podatnika podatku od wartości dodanej .....</b>	61
Summary .....	74

*Dr Jan Wittlin (adiunkt, Akademia Leona Koźmińskiego w Warszawie)*

<b>Mienie zabużańskie – hipotezy i wnioski z badań nad realizcją prawa do rekompensaty na podstawie ustawy z dnia 8 lipca 2005 r. ....</b>	75
Summary .....	86

*Mgr Natalia Budzowska (doktorant, Uniwersytet Wrocławski)*

<b>Konstytucyjne uwarunkowania statusu mniejszości żydowskiej w Polsce .....</b>	87
Summary .....	106

## ORZECZNICTWO

- I. **Trybunał Sprawiedliwości Unii Europejskiej** (wybór i opracowanie: *prof. Andrzej Wróbel, dr Piotr Wróbel*)  
Odesłanie prejudycjalne – Dyrektywa (UE) 2015/1535 – Normy i przepisy techniczne – Turbiny wiatrowe – Dyrektywa 2006/123/WE – Pojęcie „usługi” – Środowisko –

Dyrektiva 2009/28/WE – Promowanie stosowania energii ze źródeł odnawialnych  
– Obowiązkowe krajowe cele ogólne – Dotyczący procedur autoryzacji przepis krajowy  
mający zastosowanie do instalacji służących do wytwarzania energii elektrycznej ze  
źródeł odnawialnych – Proporcjonalność – Uregulowanie państwa członkowskiego  
przewidujące ograniczenia w zakresie lokalizacji elektrowni wiatrowych  
Wyrok TS z dnia 28 maja 2020 r. w sprawie C-727/17 ECO-WIND, ECLI:EU:C:2020:393 ... 107

<b>II.</b> <b>Trybunał Konstytucyjny</b> (wybór: <i>mgr Irena Chojnacka</i> , opracowanie: <i>mgr Mieszko Nowicki</i> ) Wyrok TK z dnia 22 lipca 2020 r. (sygn. akt K 4/19) [dot. niezgodności z Konstytucją RP przepisów ustawy (o zmianie ustawy o odnawialnych źródłach energii) wprowadzających zmiany z mocą wstępczą ( <i>lex retro non agit</i> )] ..... 123
<b>III.</b> <b>Sąd Najwyższy</b> (wybór i opracowanie: <i>dr Michałina Szpyrka</i> ) Uchwała SN z dnia 13 marca 2020 r. (sygn. akt III CZP 66/19) [dot. obowiązku gminy ponoszenia kosztów utrzymania oświetlenia ulic, placów i dróg] ..... 129
<b>IV.</b> <b>Naczelnego Sąd Administracyjnego i wojewódzkie sądy administracyjne</b> A. Orzecznictwo Naczelnego Sądu Administracyjnego (wybór: <i>dr Stefan Babiarz</i> , opracowanie: <i>dr hab. Marcin Więcek</i> ) 1. Uchwała składu siedmiu sędziów NSA z dnia 22 czerwca 2020 r. (sygn. akt II OPS 5/19) [dot. wniesienia skargi na bezczynność po zakończeniu postępowania przez organ administracji publicznej] ..... 136 2. Wyrok składu siedmiu sędziów NSA z dnia 8 lipca 2019 r. (sygn. akt I FSK 486/17) [dot. doręczenia zastępczego w postępowaniu podatkowym] ..... 142
B. Orzecznictwo wojewódzkich sądów administracyjnych (wybór: <i>prof. Andrzej Gomułowicz</i> , opracowanie: <i>dr hab. Marcin Więcek</i> ) 1. Wyrok WSA we Wrocławiu z dnia 22 sierpnia 2018 r. (sygn. akt III SA/Wr 152/18) [dot. opinii warunkującej dostęp pracownika do materiałów wybuchowych przeznaczonych do użytku cywilnego] ..... 149 2. Wyrok WSA w Szczecinie z dnia 7 lutego 2019 r. (sygn. akt II SA/Sz 1333/18) [dot. kręgu osób uprawnionych do świadczenia „Dobry start”] ..... 151 3. Wyrok WSA w Białymostku z dnia 28 marca 2019 r. (sygn. akt II SA/Bk 782/18) [dot. zwolnienia z ponoszenia opłat i kosztów postępowania administracyjnego] ..... 154 4. Wyrok WSA w Białymostku z dnia 14 sierpnia 2019 r. (sygn. akt I SA/Bk 301/19) [dot. ustalania kosztów postępowania egzekucyjnego obciążających wierzyciela oraz skutków prawnych wejścia w życie wyroku TK z 28 czerwca 2016 r., SK 31/14] ..... 157
<b>V.</b> <b>Glossy</b> <i>Dr Janusz Roszkiewicz (adiunkt, Uniwersytet Warszawski; asystent sędziego Sądu Najwyższego)</i> <b>Glosa do wyroku Naczelnego Sądu Administracyjnego z dnia 26 listopada 2019 r.</b> (sygn. akt I OSK 1676/19) [dot. odmowy zatwierdzenia przez organ prowadzący szkoły konkursu na dyrektora szkoły i umorzenia postępowania konkursowego z powodu nieistnienia stanowiska obsadzanego w drodze tego konkursu ..... 162 Summary ..... 169

## KRONIKA

<b>Kalendarium sądownictwa administracyjnego</b> (maj – czerwiec 2020 r.) (opracowała <i>dr Anna Rossmanith</i> ) ..... 171
---

## BIBLIOGRAFIA

### I. Recenzje

<i>Prawo o cudzoziemcach</i> , pod red. J. Chlebnego, C.H. Beck, Warszawa 2020, stron 1472 (rec. prof. Wojciech Piątek) .....	175
Katarzyna Tomaszewska, <i>Dostęp di informacji publicznej w świetle obowiązujących i przyszłych regulacji</i> , DIFIN, Warszawa 2019, stron 212 (rec. dr hab. Przemysław Szustakiewicz) .....	179
<b>II. Wykaz publikacji z zakresu postępowania administracyjnego i sądowoadministracyjnego (maj – czerwiec 2020 r.) (opracowała mgr Marta Jaszczykowa)</b> .....	184

# TABLE OF CONTENTS

## STUDIES AND PAPERS

<i>Dr Aleksander Jakubowski (assistant professor, Warsaw University)</i>	
<b>Administrative court control of refusal to give clearance to the services of an administrative institution .....</b>	9
Summary .....	28
<i>Dr Jakub Pawliczak (assistant professor, Warsaw University)</i>	
<b>Legal form of refusal to enclose an additional mention to a vital record on the basis of the non-recognition of a foreign judgment .....</b>	29
Summary .....	43
<i>Dr Krzysztof Kozłowski (assistant professor, Jagiellonian University)</i>	
<b>Committing an offence as a basis for resumption specific proceedings for the acquisition of Polish citizenship – selected juridical and constitutional issues .....</b>	44
Summary .....	60
Papers based on PhD and MA thesis awarded in the contest organised by the SAC in December 2019	
<i>Dr Paweł Grzybowski (assistant professor, Adam Mickiewicz University in Poznan)</i>	
<b>The substantive law limits of the VAT taxpayer's good faith .....</b>	61
Summary .....	74
<i>Dr Jan Wittlin (assistant professor, Kozmiński University in Warsaw)</i>	
<b>The property left beyond the Bug River – hypotheses and conclusions of research on the execution of the right to compensation pursuant to the Act of 8 July 2005 .....</b>	75
Summary .....	86
<i>Mgr Natalia Budzowska (doctoral student, Wrocław University)</i>	
<b>Constitutional conditions of the status of the Jewish minority in Poland .....</b>	87
Summary .....	106

## CASE-LAW

- I.      **Court of Justice of the European Union** (selected and edited by: *Professor Andrzej Wróbel, dr Piotr Wróbel*)  
Reference for a preliminary ruling – Directive (EU) 2015/1535 – Standards and technical regulations – Wind generators – Directive 2006/123/EC – Concept of ‘service’ – Environment – Directive 2009/28/EC – Promotion of the use of energy

from renewable sources – Mandatory national overall targets – National rule on the authorisation procedures applicable to plants for the production of electricity from renewable energy sources – Proportionality – Legislation of a Member State laying down restrictions on the location of wind turbines Judgment of the Court of 28 May 2020, Case C 727/17 ECO-WIND, ECLI:EU:C:2020:393 .....	107
<b>II. Constitutional Tribunal</b> (selected by: <i>mgr Irena Chojnacka</i> , prepared by: <i>mgr Mieszko Nowicki</i> ) Judgment of the CT of 22 July 2020 (Case No. K 4/19) [concerning non-compliance with the Constitution of the Republic of Poland of the provisions of the Act (on Amending the Renewable Energy Sources Act), introducing amendments retroactively ( <i>lex retro non agit</i> )] .....	123
<b>III. Supreme Court</b> (selected and prepared by: <i>dr Michałina Szpyrk</i> ) Resolution of the SC of 13 March 2020 (Case No. III CZP 66/19) [concerning the liability of a municipality to pay the costs of street, square and road lighting] .....	129
<b>IV. Supreme Administrative Court and voivodship administrative courts</b>	
A. Case law of the Supreme Administrative Court (selected by: <i>dr Stefan Babiarz</i> , prepared by: <i>dr hab. Marcin Wiącek</i> )	
1. Resolution of a panel of seven judges of the SAC of 22 June 2020 (Case No. II OPS 5/19) [concerning a complaint on the inertness of public administration authority upon completion of proceedings] .....	136
2. Judgment of a panel of seven judges of the SAC of 8 July 2019 (Case No. I FSK 86/17) [concerning substituted service in tax proceedings] .....	142
B. Case law of voivodship administrative courts (selected by: <i>prof. Andrzej Gomułłowicz</i> , prepared by: <i>dr hab. Marcin Wiącek</i> )	
1. Judgment of the VAC in Wrocław of 22 August 2018 (Case No. III SA/Wr 152/18) [concerning opinion on authorising employee access to explosives intended for civilian use] .....	149
2. Judgment of the VAC in Szczecin of 7 February 2019 (Case No. II SA/Sz 1333/18) [concerning the group of beneficiaries of the “Good start” programme] .....	151
3. Judgment of the VAC in Białystok of 28 March 2019 (Case No. II SA/Bk 782/18) [concerning exemption from the fees and costs of administrative procedure] .....	154
4. Judgment of the VAC in Białystok of 14 August 2019 (Case No. SA/Bk 301/19) [concerning determination of the costs of debt enforcement procedure borne by the debtor and the legal consequences of the entry into force of the judgment of the CT of 28 June 2016, SK 31/14] .....	157
<b>V. Glosses</b> <i>Dr Janusz Roszkiewicz (assistant professor, Warsaw University; assistant judge of the Supreme Court)</i>	
<b>Note to the judgment of the Supreme Administrative Court of 26 November 2019 (Case No. I OSK 1676/19)</b> [concerning refusal of a school's governing authority to validate a contest for the post of the school's head teacher due to the non-existence of that post] .....	162
Summary .....	169
 CHRONICLES	
<b>Chronicle of the administrative judiciary</b> (May – June 2020) (prepared by <i>dr Anna Rossmanith</i> ) .....	171

## BIBLIOGRAPHY

### I. REVIEWS

- Prawo o cudzoziemcach [Law on Foreigners]*, ed. J. Chlebny, C.H. Beck, Warszawa 2020,  
1472 pages (reviewed by prof. Wojciech Piątek) ..... 175

- Katarzyna Tomaszewska, *Dostęp do informacji publicznej w świetle obowiązujących  
i przyszłych regulacji*, [Access to public information in the light of existing and future  
legislation], DIFIN, Warszawa 2019, 212 pages (reviewed by dr hab. Przemysław  
Szustakiewicz) ..... 179

- II. Publications concerning administrative proceedings and administrative court  
proceedings** (May – June 2020) (prepared by mgr Marta Jaszcukowa) ..... 184

## Summary

of the article: **Administrative court control of refusal to give clearance to the services of an administrative institution**

This paper discusses the admissibility and legitimacy of administrative court control of procedures and refusals to give clearance to the services of an administrative institution. This concerns the services of such service-providing administrative institutions as: libraries, museums, theatres, culture centres, concert halls or sport and leisure facilities. No qualification deed is required to use their services, as access to those services is usually granted by the Constitution and should be legally protected.

The literature and statements of justification in some judgments claim that the subject-matter jurisdiction of administrative courts provided for in Article 3 § 2.4 of the Law on Proceedings before Administrative Courts encompasses procedures and refusals to give clearance to the services of an administrative institution. Nonetheless, in the few cases where such procedures or refusals were the immediate object of a claim, administrative courts decided they did not have jurisdiction over those cases. Meanwhile, an analysis suggests that refusal to give clearance to services fulfils all the criteria of being subject to administrative court control on the abovementioned legal basis. Article 146 of the abovementioned Act applies to the recognition of such claims.

**Key words:** administrative institution, service-providing administrative institution, subject-matter jurisdiction of administrative courts, refusals to give clearance to services

## Summary

of the article: **Legal form of a refusal to enclose an additional mention to a vital record on the basis of the non-recognition of a foreign judgement**

Additional mention is a legal concept aimed at updating data registered in civil status acts. A refusal to enclose an additional mention, as an act in the field of vital registration, is issued in the form of an administrative decision (article 2 section 6 of the Vital Records Law). This decision is appealable to the competent voivode. It is not clear whether an administrative decision should be issued when a refusal to enclose an additional mention is based on the non-recognition of a foreign judgment, according to the rules provided by article 1146 of the Civil Procedure Code. Article 108 section 4 of the Vital Records Law states that in this case a civil status registrar notifies an applicant in writing of the reasons for refusal, informing the applicant of the right to apply to the common court to determine whether the foreign judgment may be recognised. The results of literal interpretation, as well as the protective function of the analysed provisions, indicate that also in this case the refusal should be issued by way of an administrative decision.

**Keywords:** vital records, additional mention, foreign judgement, recognition, non-recognition, administrative decision, informative letter

## Summary

of the article: **Committing an offence as a basis for resumption specific proceedings for the acquisition of Polish citizenship – selected juridical and constitutional issues**

The Constitution of the Republic of Poland of 1997 regulates the grounds for the primary and secondary acquisition of Polish citizenship. It also provides for an important principle that this special status cannot be deprived. Meanwhile, the jurisprudence of administrative courts has developed a view that allows the resumption of proceedings for recognition as a Polish citizen. This happens when the acquisition was the result of an offence, specifically – the circumstances that gave rise to the positive decision were demonstrated on the basis of manipulated or forged documents. Therefore, the basic research problem, formulated from the point of view of the constitutional rule on the durability of civil relations, concerns the admissibility of removing from the legal circulation a decision confirming its possession. In this light, the judgments of the European Court of Human Rights in Strasbourg and the judgments of Polish administrative courts were analyzed. The findings made in this way were compared with a dogmatic analysis of the Polish Constitution. As a result, it was recognized that the jurisprudence of administrative courts complies with the constitutional standard. Protection against loss of citizenship does not apply to situations in which an individual could not be this public law relationship, because in fact it never fulfilled the relevant conditions arising from legal provisions and whose existence results in its acquisition.

**Keywords:** citizenship, acquisition of citizenship, loss of citizenship, naturalization, president of the Republic of Poland

## Summary

of the article: **The substantive law limits of the VAT taxpayer's good faith**

The prohibition of abuse of rights clause stipulates that no one may rely on European Union law to commit a crime or to abuse his rights. In the concept of good faith of the taxpayer, the CJEU recognizes that only a taxpayer who committed a crime or abuse himself or who knew or should have known that he was involved in a crime or abuse should be deprived of the right to exercise a specific right (e.g. the right to deduct). The concept of good faith is of great importance for the practice of applying VAT regulations. However, the shape presented by the Court remains far from defined. The Tribunal does not decide, among others, when to assert the taxpayer's good faith. It does not set its precise boundaries. The article identifies the reasons for too broad approach to the jurisprudence concept and sets its normative boundary. This result was achieved after confronting the jurisprudence of the CJEU with the normative structure assumed for the common system of value added tax.

**Keywords:** tax law; good faith; taxpayer; VAT; fraud

## Summary

of the article: **The property left beyond the Bug River – hypotheses and conclusions of research on the execution of the right to compensation pursuant to the Act of 8 July 2005**

The problem of the property left beyond the Bug River and compensation for forcibly vacating the land over 75 years ago is a valid issue to this day. Pursuant to the Act on the Execution of the Right to Compensation for Forcibly Vacated Land Outside the Existing Borders of the Republic of Poland of 8 July 2005, several dozen thousand cases are pending, and the amount of compensation already paid has exceeded 4.5 billion PLN. Meanwhile, the solutions applied to the property left beyond the Bug River constitute an important point of reference and source of experience for the still unresolved issue of reprivatisation of forcibly vacated real property within the current Polish borders.

As part of the research, the author analysed both the case-law of the voivodship (regional) administrative courts, the Supreme Administrative Court and European courts, and the legal solutions concerning potentially analogous historical situations applied in other countries, e.g. in Greece, Turkey, Finland, Germany, the Netherlands and the Czech Republic. The results made it possible to verify the research hypotheses and issues concerning validity of the administrative procedure for satisfying the claims in question, effectiveness of procedural solutions, the practice of applying the law regarding property left beyond the Bug River and relevance of the classification criteria of eligible beneficiaries.

**Key words:** property left beyond the the Bug River, reprivatisation, right to compensation, restitution, real property

## Summary

of the article: **The Constitutional conditions of the status of the Jewish minority in Poland**

This article presents the constitutional conditions of the status of the Jewish minority in Poland, from the March Constitution to the Constitution of 1997. The work consists of the description of individual Constitutions, with particular emphasis on the guarantees and rights of individuals belonging to national, religious and ethnic minorities. The study attempts to compare the guarantees of rights and freedoms enjoyed by the Jewish minority over the years and to confront them with the guarantees provided to other churches and religious associations. In the author's opinion, all contemporary Constitutions of the Republic of Poland have constituted the status of the Jewish minority on an equal footing with that of other national, ethnic and religious minorities. The research method used in the paper was the legal-dogmatic method, consisting in the interpretation of legal norms, and the historical method.

**Keywords:** Constitution, Jewish minority, anti-Semitism, minorities in the interwar period

## Summary

of the **note to the judgment of the Supreme Administrative Court of 26 November 2019 (Case No. I OSK 1676/19)**

The essence of the case to which the commented judgment relates is the question whether the public authority may, despite the lack of an explicit legal basis, refuse to approve the competition for the position of the headmaster and discontinue the competition procedure, because of liquidation of the position that would be filled by this competition. The Supreme Administrative Court stated that, taking the position of a literal interpretation of §8 para. 2 of the Regulation of the Minister of National Education of 8 April 2010 on the Rules of the Competition for the Position of the Headmaster of a Public School. The position of the Supreme Administrative Court is inaccurate, as it leads to unreasonable consequences – it forces the mayor to approve the competition and appoint the winner in the position of headmaster, which no longer exists. The commented judgment leads to reflection on the interpretation of provisions regulating powers of public authorities and the cases in which the action of an authority is permissible without an explicit legal basis. Both in jurisprudence and in legal academic literature, the prohibition of action without explicit legal basis is not considered as an absolute rule.

**Keywords:** powers of public authorities, headmaster, literal interpretation