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## Enhancing Security and Risk Management for UNESCO Archives: A Case Study of the National Archives in Wrocław and Crisis Management Strategies for Uniformed Services

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Agnieszka Barcik<sup>1</sup>, Justyna Małyśiak<sup>2</sup>, Olimpia Grabiec<sup>3</sup>, Piotr Dziwiński<sup>4</sup>,  
Joanna Kubicka<sup>5</sup>, Grzegorz Gielec<sup>6</sup> \*

**Abstract:**

**Purpose:** The subject of the article is an analysis of the problem of evacuation of archival resources included in the UNESCO World Heritage List on the example of a specific group of documentation such as rotulus. The article reviews the obligations and powers of the State Archives in Wrocław in the management of a resource subject to special protection, and also analyzes the provisions regarding the problem of risk management in the context of the possible occurrence of an armed conflict and the need to evacuate the resource.

**Design/Methodology/Approach:** The research methods used are participant observation and a case study covering the resources of the State Archives in Wrocław. The observations were deepened by the experience of the authors dealing with the "archival environment" on a daily basis.

**Findings:** Three risk areas were identified that were considered important from the perspective of the need to create a professional risk management policy in archival institutions. The implementation of a program of good practices was proposed, and solutions were recommended that may be helpful in planning the evacuation of this resource and may serve as an external voice for expert task teams creating security procedures. appointed by state authorities and archival institutions.

**Practical Implications:** The research can be used to improve risk management procedures by institutions dealing with the protection of cultural heritage, including UNESCO. The presented recommendations for the evacuation of resources can also be successfully used by institutions that store various types of archival resources.

**Originality/value:** The originality of the research lies in a diverse approach to the problem, the main aspect of which focuses on the areas of recruitment of responsible staff who, in the

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<sup>1</sup>University of Bielsko-Biala, Bielsko-Biala, [abarcik@ubb.edu.pl](mailto:abarcik@ubb.edu.pl);

<sup>2</sup>General Tadeusz Kościuszko Military University of Land Forces in Wrocław, Wrocław, [justyna.malysiak@awl.edu.pl](mailto:justyna.malysiak@awl.edu.pl);

<sup>3</sup>Humanitas University, Sosnowiec, [olimpia.grabiec@humanitas.edu.pl](mailto:olimpia.grabiec@humanitas.edu.pl);

<sup>4</sup>University of Bielsko-Biala, Bielsko-Biala, [pdziwinski@ubb.edu.pl](mailto:pdziwinski@ubb.edu.pl);

<sup>5</sup>Coventry University Wrocław, Ad7618@coventry.ac.uk; [joamama@gmail.com](mailto:joamama@gmail.com);

<sup>6</sup>Department III of the State Archives in Wrocław, Wrocław, [g.gielec@ap.wroc.pl](mailto:g.gielec@ap.wroc.pl)

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*face of the outbreak of a military conflict, will be ready to take up the challenge of protecting valuable archival resources, treating the civil service as a priority. It also makes revisions in the field of competence conflicts, attitudes and communication, which have not yet been discussed in the scope proposed by the literature.*

**Keywords:** *Risk management, UNESCO cultural heritage, archive, armed conflict.*

**JEL classification:** *H12, H56, D81, Q01.*

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## **1. Introduction**

### **1.1 UNESCO Memory of the World Programme and Characteristics of the Resource**

The experience of the First and then the Second World War made the international community aware of the need to protect and care for cultural heritage, which was exposed to destruction and even annihilation as a result of the fighting.

Several Conferences such as in 1931 Athens, 1937 Cairo, 1965 United States, 1972 Stockholm, held under the slogan of the need to develop the concept of protection of nature and monuments, culminated in the idea of establishing the Convention on the Protection of the World Cultural and Natural Heritage, adopted in 1972 in Paris, and subsequently ratified or adopted by 194 countries - the current state (UNESCO Convention).

Poland deposited the instrument of ratification on June 29, 1976 (Journal of Laws No. 32 of September 30, 1976, item 190). Subsequent armed conflicts that took place in the late 1980s and early 1990s, terrorist threats, the increasing number of natural disasters caused by the changing climate, and finally the modern war in Ukraine or Israel's fight against the terrorist organization in the Gaza Strip.

All these factors and events have been, and continue to be, the reason for a relentless concern for the preservation of heritage, which is reflected in the establishment of various initiatives aimed at developing methods to ensure the safety of the most important creations of our civilization. One of these is the UNESCO Memory of the World Programme, initiated 31 years ago, which aims to protect tangible documentary heritage, as well as to make it possible to provide the widest possible access to it.

The development of communication and information technologies allowed, and at the same time gave impetus to the creation of the list, which consists of the most valuable and important documents - tangible testimonies of the activity and development of culture and civilization (Memory of the World). The objects and collections included on it should represent a special value for culture and history.

The Memory of the World Programme groups documents into 3 lists: international - covering monuments that are the heritage of the whole world, regional - covering monuments that are the common heritage of the countries of a particular region/area, and national - covering monuments that are the heritage of a particular country) (UNESCO Memory of the World Programme).

Almost from its inception, the State Archives have participated in the UNESCO Memory of the World Programme. The archives held in the resources of the archives that make up the network of State Archives are included in both the international list and the national list Memory of Poland (International List Memory of the World Programme).

To date, 17 unique documentary objects from Poland have been included in these lists, which puts our country in third place in the world (Memory of Poland). One of them is the collection of 11 medieval rotulus, which is inscribed in 2021 on the Polish National List of the UNESCO Memory of the World Programme, and is kept in the collection of the State Archives in Wrocław (Rotulusy UNESCO).

Rotulus, or scroll, is the oldest form of manuscript book. Its production consisted of joining papyrus and then parchment sheets, usually along the longer edge. This created a sheet-ruler, which was wound on rods - mostly wooden - allowing it to be scrolled while the text was being read. From the second century, the scroll began to be supplanted by the codex, much more practical to use - especially for books, but for the purpose of documents it still remained in use (Birkenmajer, Kocowski, and Trznadlowski, 1971).

An example of such use of this form of document making is precisely the rotulus from the monastery of the Premonstratensians, or Norbertines, of St. Vincent located in Wrocław's Olbin. The collection of 11 scrolls dating from 1257-1371 is a small but valuable part of the archival ensemble No. 82/90/0 named Premonstratensian Monastery of St. Vincent in Wrocław, the total resource of which covers the years 1193-1821.

In addition to the unique form of preparation, the stored rotulus are also a valuable historical source for research on the history of the monastery, as well as the region. The Premonstratensians came to Wrocław from Kalisz and took over the abbey of St. Vincent (originally established as a Benedictine abbey) at the end of the 12th century.

They owned estates and landed estates located around Wrocław (Kąty Wrocławskie, Kostomłoty, Opatowice, Psie Pole, Zakrzów), they also managed estates located in Bytom (Mrozowicz, 2021).

The records of archival ensemble No. 82/90/0, including rotuluses, found their way into the collection of the State Archives in Wrocław as a result of the so-called Prussian secularization, i.e. the "Edict to incorporate all spiritual property into the monarchy," which was promulgated on 30.10.1810 by Prussian King Frederick William III.

According to the act promulgated, monasteries, convents, cathedral chapters and collegiate chapters were to be secularized and their property taken over by the Prussian state. This process, of course, did not bypass the Norbertine monastery of St. Vincent, who had to leave the buildings of the former Franciscan monastery (now home to the Faculty of Philology at Wrocław University), which they had occupied since 1529.

The documents kept by the Premonstratensians also became state property and were initially placed in the Archives of the Silesian Province in Wrocław - Das Schlesische Provinzialarchiv, which was subordinate to the then University of Wrocław. The Archives of the Silesian Province in Wrocław, headed by Professor Johann Büsching, became independent in 1821, and from 1867 it was transformed into the State Archives - Staatsarchiv, whose heir - despite the change of borders - the incorporation of Wrocław into the Polish state, is the present State Archives in Wrocław being in the structures of the State Archives (Mrozowicz, 2021; Kaczmarek (n.d); Drozd, (n.d).

## **1.2 Terms of Reference for the Resource Management Process**

The State Archives in Wrocław is a state budgetary unit directly subordinate to the Chief Director of the State Archives, who in turn is subordinate to the Minister of Culture and National Heritage, and operates under the provisions of the Act of 14.07.1983 on the national archival resource and archives (Journal of Laws of 2020, item 164).

Its main task, as well as the rest of the archives that are part of the structures of the State Archives, is the perpetual preservation of archival materials that constitute a special national and social asset. The definition of the term "archival materials" is set forth in Article 1 of the Law. Archival materials should be stored in duly adapted storage rooms and facilities, as well as in appropriate microclimatic conditions. In turn, in the event of an emergency, they should be secured or evacuated to a place where they will remain until they return to their permanent storage location.

The history of Europe, and especially of Poland, which in the past century experienced the tragedies of world wars on its territory, as well as the events taking

place beyond the eastern border of the Republic and in the Middle East, make us remember that peaceful coexistence of states and nations can at any time turn into an armed conflict of unimaginable scale.

The victims of such a conflict are not only the population of the affected areas, but all the inhabitants of the earth, since the outbreak of conflict and ongoing hostilities can lead to irreparable damage to the stock of cultural property. Suffice it to mention that during the defense of “Festung Breslau”, in the final stage of World War II, the headquarters of the then State Archive, which was located at the intersection of today's Curie-Skłodowska Street and Grunwaldzki Square.

The issue of protecting cultural property, including the resources of the State Archives, is regulated by international law, as well as domestic regulations. The archives that are part of the structure of the National Archives are units of government administration, which imposes on them the obligation to plan and carry out defense tasks.

This is regulated in detail by the Ordinance of the Minister of Culture of July 28, 2020 on the development of operational plans for functioning in conditions of external threat to state security and during war in the department of culture and protection of national heritage. It directs the Chief Director of the State Archives to draw up an operational plan for the Chief Directorate of the State Archives, together with an indication of the subordinate state archives that will be required to implement the operational plan (Official Journal of the Ministry of Culture and National Heritage, 2020, item 46).

The development of the plan for securing and protecting the resources of the State Archives in Wrocław is taking place in connection with the implementation of the project "Safeguarding the cultural assets of the archival heritage," headed by the Deputy Chief Director of the State Archives. The project, which is reflected in the document outlining: "Strategy for the Development of the State Archives Network for 2021-2030," sets out the most important directions for the archives network for the next decade.

In addition to SA in Wrocław, the project team included representatives of the State Archives in Katowice (Chojecka *et al.*, 2021). The proposed development strategy is oriented towards the realization of the goals of sustainable development, as constituted by the Agenda 2030 resolution. It assumes the improvement of quality in, among other things: "protection and permanent preservation of archival materials" (State Archives Strategy 2023).

In addition, a defense training plan for 2023 has been implemented at the National Archives in Wrocław, and, in accordance with the requirements of the Chief Director of the State Archives expressed in the letter BDG-DIN.253.4.2022 of 29.11.2022, measures have been developed and taken to prepare stored, archival materials for

activities related to the occurrence of an emergency situation. Since archival materials, which are included in the list of the UNESCO Memory of the World Programme, are subject to absolute protection and security, measures to cause the immediate evacuation of stored rotulus were carried out already at the stage of budget planning and investment purchases.

As a first step, the units, which are stored in specially constructed protective packaging, were duly labeled and marked with the so-called Blue Shield symbol. This was followed by the purchase of special boxes, which are characterized by increased resistance to mechanical damage. It is in these that the evacuated materials will be placed, should an emergency situation arise.

Once filled, special holograms will be placed on the sealed crates, and they will be evacuated using wheeled transport. In estimating transportation needs, local government bodies have been asked to impose personal and in-kind benefits, specifying people and vehicles.

To handle the evacuation from the headquarters of the State Archives in Wrocław, 3 trucks with a capacity of 6 to 12 tons were received, along with drivers and people to handle the operation (Notification of the Department of Security and Crisis Management of the City Hall of Wrocław dated 03/10/2023 on the initiation of proceedings No. 38/R/23 - internal document). It should be noted here that the location of the evacuated archival materials will be known only at the time of the emergency. The information will be provided to those authorized to dispose of it.

## **2. Risk Management at the State Archives in Wrocław**

The Glossary of the International Standards for the Professional Practice of Internal Auditing defines risk as: "the possibility of the occurrence of an event that will affect the achievement of set goals" (Kurczewska, 2018). Risk management is related to management theory, being a component of the management process.

The risk management process consists of a number of elements such as, understanding of the activities performed by the organization, identification of risks of the external and internal environment, risk analysis and its scoring, prioritization and management, understood as controlling it. Risk management is standardized in ISO 31000:2009 Risk management - Principles and guidelines - currently revised ISO 31000:2018, whose Polish equivalent is the PN - ISO 31000:2012 standard.

This standard is a set of guidelines, good practices that can be used in the process of designing, implementing, maintaining and improving risk management in organizations (Wroblewski, 2018). Importantly, the standard is applicable to all organizations, regardless of their type, size or type of business (ISO 31000). Implementing the recommendations of ISO 31000:2018 enables high standards that prepare an organization to identify, assess and minimize risks.

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As early as 2011, the Supreme Directorate of State Archives (NDAP) initiated a consulting project to build and implement a risk management system, for which the COSO II and ISO 31000 guidelines were the reference point.

The project involved NDAP and nine others: State Archives for Personal and Payroll Records, National State Archives, Main Archives of Historical Records, Archives of New Records, State Archives of the City of Warsaw, State Archives in Poznań, State Archives in Bydgoszcz, State Archives in Leszno and State Archives in Koszalin (NDAP ISO 31000 standards).

Every modern organization is exposed to many risks. In the case of an organization such as an archive, among them are such risks as: the threat of natural disaster, uncontrolled data leakage, failure of water or electricity supply, exposure of documentation to destructive external factors such as, fungi, mold or moisture, associated with its improper storage, theft, etc. What is worrying, however, is that in just a few years, one of the similarly real risks these organizations may face is the risk of armed conflict and the need for mass evacuation of collections.

As of today, there is no systematized set of procedures, concerning the area of security of archival resources. Provisions on security policy are scattered in a number of NDAP regulations, and their reception among its subordinate archives is uneven. The reason for this, may be that many recommendations are not reflected in documentation, being limited to informal orders or recommendations.

In addition, internal regulations issued by individual state archives vary (Appendix 1 to the Management Procedure..., 2021). According to the Statute of the State Archives in Wrocław, which was granted by Decision No. 10 of the Chief Director of the State Archives of March 15, 2016, as amended by Decision No. 6 of the Chief Director of the State Archives of February 6, 2017, as amended by Order No. 25 of the Chief Director of the State Archives of May 29, 2019.

The Director of the Archives is responsible for a number of tasks detailed in § 13 in 11 points. One of them is "directing the implementation of tasks in the field of defense matters and crisis management" (§ 13 point 11, Statute of the AP in Wrocław).

Ordinance No. 37 of the Chief Director of the State Archives dated March 31, 2022 on granting the Statute of the State Archives in Wrocław no longer specifies these tasks, limiting itself to the provision of § 9 which reads: "The internal organization and the detailed scope of tasks of the organizational units listed in § 8, as well as the tasks performed in independent positions, and the procedure for the performance of these tasks shall be determined by the organizational regulations issued by the Director of the Archive" (Order 37 of the NDAP on granting the Statute of the State Archives in Wrocław).

According to the said regulations, the Director of the State Archives in Wrocław is responsible for "managing the implementation of tasks in the field of defense and crisis management", § 4 point 12 of the Regulations in the general sense.

On the other hand, the heads of the organizational units listed in § 11 of the Regulations are directly responsible for: "performance of tasks related to the identification and management of risks and existing threats" § 10 point 14 of the Regulations.

The cell responsible for this task is Branch III, and the Regulations define it as: "cooperation with the Director of the Archive in the field of management control and analysis of risks in the Archive" § 21, point 3, sub-point c, Regulations (Organizational Regulations of the State Archives in Wrocław, 2023).

It should be noted that the analysis of the current legislation indicates the urgent need to initiate actions aimed at developing a coherent, risk management policy for archival institutions under the NDAP.

In response to the necessity of securing valuable tangible relics to which the resource in question belongs, the NDAP initiated the project "Securing cultural assets", whose partners are state archives, including the State Archives in Wrocław - letter OIII.253.1.2023.DP dated 18.01.2023 and from OIII.253.1.2023.DP dated 06.02.2023 internal documents.

The task team established for this purpose included three people working in the positions of records management specialist, senior archivist and archivist. This team is responsible for consulting on all tasks related to evacuation and evacuation management. The records management specialist is primarily responsible for all work. The participation of the organizational cells consists of adapting to the orders and guidelines, which are ordered indirectly by NDAP or directly by the records management specialist - Branch III.

The peacetime storage and preservation of the resource, including rotulus, is the responsibility of Branch II of records and processing of the archival resource of the OII. It is his responsibility to store archival materials in warehouses. Employees of this branch were also responsible for the selection and labeling of materials and the preparation of evacuation lists.

### **3. Identification and Development of a Risk Library**

For the purposes of this article, the focus is on three areas of risk that were considered important, from the perspective of the threat of armed conflict and the need to evacuate facilities such as the asset indicated as the subject of consideration. Among these are detailed:



- Area I Risks on the path of the information flow process:
  - a) Technical:
    - ✓ The lack of up-to-date contact details of subordinate employees and their lack of consent to the transfer and processing of such data;
    - ✓ failures of telecommunications and data communications systems and equipment;
  - b) Substantive:
    - ✓ imprecise communication of information;
    - ✓ The transformation of the original message of the so-called "deaf phone."
    - ✓ the output of the primary message from a person who does not have the proper authority to convey it;
    - ✓ Conflict of mutually exclusive messages.
- Area II Civil service ethics - conflict of attitudes
  - ✓ concern for the health and life of themselves and loved ones as a priority for each person;
  - ✓ the need for armed mobilization of male employees of the organization, which significantly depletes the availability of human resources, while excluding those who are part of the "evacuation team."
- Area III Gaps and conflicts of competence
  - ✓ The emergence of a competency dispute at the leadership level;
  - ✓ Inadequate selection of individuals comprising the "evacuation team" - including deficiencies in knowledge and handling of the particular type of resource, lack of physical aptitude needed to ensure efficient transportation of the collection during evacuation (substantial weight of boxes intended for transporting the resource), lack of authorization regarding driving motor vehicles, lack of competence in self-organization and leadership qualities.

The identified risk areas are a collection of the authors' observations resulting from the April/May 2023 participatory observation and their professional experience in the "archive environment"<sup>7</sup>. Recommended recommendations that could affect the elimination of the identified risks include:

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<sup>7</sup>The definition of the term "archival environment" used in the text corresponds to the proposal made by W. K. Roman - "The term "archival environment" includes, first of all, people gathered around archives as a place of work, study or research (...) the archival environment is undoubtedly a community of people united by their work and professional, teaching or research interests related to archives and archival science (...) This group should be considered as a social environment meaning "a relatively permanent arrangement of individuals, social groups and other human collectivities affecting human development,

- Include elements related to building a sense of identity in the educational process;
- Strengthening awareness of the need to protect the cultural heritage of the micro and macro region;
- Emphasize the duties and specifics of the job already in the recruitment process;
- Identify opportunities to use available personnel resources;
- Identification of persons effectively included in the internal "evacuation team";
- Periodically conduct, by specialized external organizations, training courses and workshops - also with the active participation of the uniformed services to ensure a sufficiently high level of implementation of tasks related to the evacuation of the resource;
- Participation in training organized by international institutions - appointment of responsible cells, addressed studies, training, courses;
- Cyclic organization of trial evacuations of a resource within one's own organizational unit - developing an internal code of good practice based on trial evacuations;
- Cooperation with other institutions that preserve/dispose of cultural relics.

#### **4. Recommendations for Evacuation of the Resource**

The main recommendations and the conclusions of this study are as follows:

- Establishment of a procedure for electronically transmitted messages and their categorization - indicating availability, time required for arrival, priority and nature of the threat;
- Collaborate with uniformed services to deliver a message, e.g., when telecommunications networks fail;
- Cooperation with the uniformed services to quickly and efficiently move a qualified employee of the Archive to the site of the evacuation in progress;
- Appropriate division of responsibilities in the "evacuation team";
- Indication of persons responsible for control:
  - a) Substantive - supervision of the conducted evacuation process;
  - b) Technical - photo-documentation of the traditional record, current inputs to a secured "cloud" of data;
- Adequate security for the transport and subsequent receipt of the evacuated resource;
- The presence of a substantive employee at the destination of the evacuated resource.

**Photo 1.** Current method of storing units on a storage rack



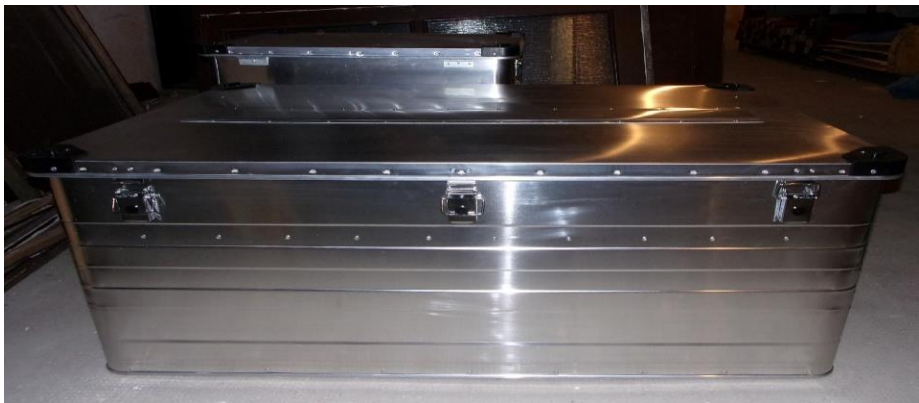
*Source: Authors' photo, 2023.*

**Photo 2a.** Evacuation boxes designed to transport the resource.



*Source: Authors' photos, 2023.*

**Photo 2b.** Evacuation boxes designed to transport the resource.



*Source: Authors' photos, 2023.*

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