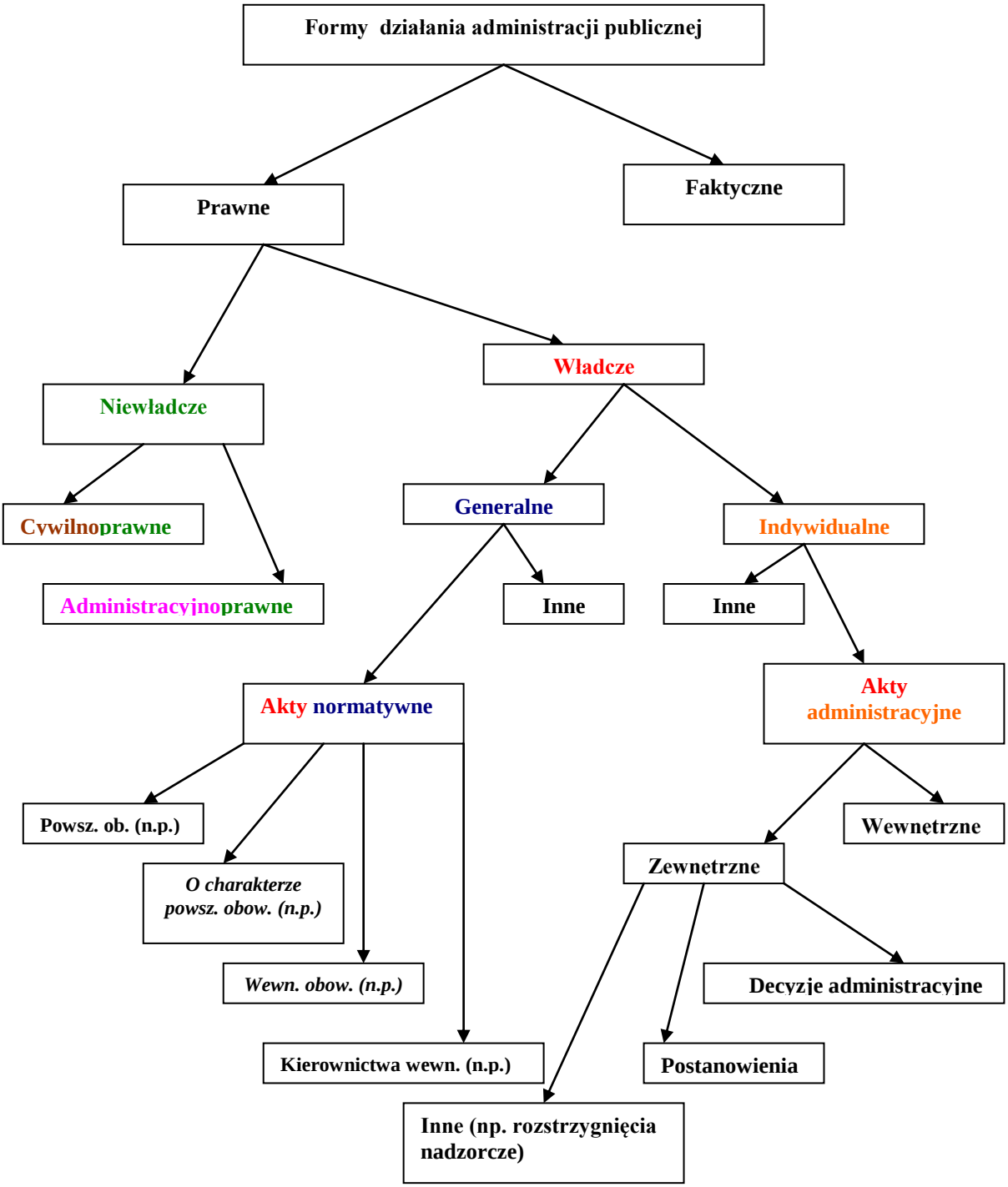Formy działania administracji publicznej