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**TWO OR THREE PILLARS OF ADMINISTRATIVE SCIENCES
AND THE CONCEPT OF INCLUSIVE ADMINISTRATION****Introduction**

According to a conventional approach, the three pillars of administrative sciences comprise science of administration discussing the condition of public administration and the related processes, science of administrative policy designed to formulate programmes, strategies and objectives for the operation of administration and to anticipate social consequences of the proposed solutions, and finally science of administrative law which aims to examine provisions of administrative law, to determine the rules for interpreting a legal text, and to investigate links and relationships between legal norms. At present, there are more and more postulates suggesting a departure from the aforementioned conventional approach in favour of a dualistic concept of two sciences, namely science of administrative law and science of administration, which integrates two functions, i.e. descriptive that may be considered equivalent to the conventional science of administration and normative (prescriptive) – characteristic to science of administrative policy which focuses on proposals, strategies, objectives, and guidelines for efficient operation¹.

The key research assumption of this study is expressed by the statement that development of inclusive public administration is facilitated by the approach, according to which the science of public administration is viewed not only as

¹ E. Knosala, *Zarys nauki administracji*, Kraków 2005, p. 24; K. Dąbrowski, *Nauka administracji*, Ryki 2012, p. 20; B. Majchrzak, *Nauka administracji jako samoistna dyscyplina naukowa* [in:] *Nauka administracji*, ed. Z. Cieślaka, Warszawa 2017, p. 36–37. See also: J. Łukasiewicz, *Zarys nauki administracji*, Warszawa 2005, p. 54 et seq.; J. Jeżewski, *Administracja publiczna jako przedmiot badań* [in:] *Nauka administracji*, ed. J. Boć, Wrocław 2013, p. 354 et seq.; Z. Le-
oński, *Nauka administracji*, Warszawa 2010, p. 15 et seq.

a discipline related to the existing reality but, primarily as a discipline formulating synthetic evaluations and making proposals initiating changes beneficial from the point of view of citizens and public interest.

Two or three pillars of administrative sciences

Before we get to more detailed issues, we should look at the meaning of the word “administration” which is used in various contexts by the disciplines constituting the three pillars of administrative sciences. In the Polish language administration is understood as an act of managing, directing; a totality of operations performed by executive bodies of national or local government; organs of government; management of an institution². As we can see, in an ethnic language the word administration carries a number of meanings, which results from the complexity of the phenomenon of administration itself, and the process of administering. Administration may be understood as a specific organisational structure or as a process (set of activities) involving performance of public tasks.

Similar connotations are referred to by authors of studies discussing administration³. Notably, even the earliest scientific works investigating administration or administrative law pointed out that, because of the complexity of the administration process, attempts to formulate a clear-cut definition of administration, although undertaken many times, were generally doomed to failure⁴. In connection to this fact a pertinent remark was made by an outstanding German specialist in administrative law, Ernst Forsthoff, who said that administration cannot be defined, indeed it can only be described⁵. Today these opinions are still valid⁶. Due to the currently observed phenomenon of various overlapping legal systems and ad-

² *Mały słownik języka polskiego PWN*, eds. S. Skorupka, H. Auderska, Z. Łempicka, Warszawa 1969, p. 2–3.

³ See: P.J. Suwaj, *Pojęcie administracji publicznej* [in:] *Nauka administracji*, eds. B. Kudrycka, B. Guy Perets, P.J. Suwaj, Warszawa 2009, p. 31 et seq.; Z. Niewiadomski, *Pojęcie administracji publicznej* [in:] *System Prawa Administracyjnego. Instytucje prawa administracyjnego*, vol. 1, eds. R. Hauser, Z. Niewiadomski, A. Wróbel, Warszawa 2014, p. 1 et seq.

⁴ O. Mayer, *Deutsches Verwaltungsrecht*, Leipzig 1895, p. 3 et seq.; G. Meyer, F. Dochow, *Lehrbuch des Deutschen Verwaltungsrechts*, München–Leipzig 1913, p. 1 et seq.; R. Herrmann, *Oesterreichisches Verwaltungsrecht. Ein Grundriß der Rechtstheorie und Gesetzgebung der inneren Verwaltung*, Tübingen 1925, p. 1 et seq.; A. Merkl, *Allgemeines Verwaltungsrecht*, Wien–Berlin 1927, p. 1 et seq.; E. Ruck, *Schweizerisches Verwaltungsrecht. Erster Band Allgemeiner Teil*, Zürich 1934, p. 13 et seq.; W. Jellinek, *Verwaltungsrecht*, Offenburg 1948, p. 2 et seq.; H. Landmann, W. Giers, E. Proksch, *Allgemeines Verwaltungsrecht*, Düsseldorf 1969, p. 1 et seq.

⁵ E. Forsthoff, *Lehrbuch des Verwaltungsrecht. Allgemeiner Teil*, München–Berlin 1951, p. 1.

⁶ Difficulties in formulating definition of administration in German sciences have been pointed out e.g. by S. Detterbeck, *Allgemeines Verwaltungsrecht mit Verwaltungsprozessrecht*, München 2018, p. 1.

ministrative structures, not only domestic but also international and supranational (institutions of the European Union), it is particularly difficult to define the basic concepts related to the theory of administrative sciences. Without getting into details, for which readers may refer to the related literature, it should be pointed out that majority of definitions of the term administration make reference to a variety of criteria. With respect to this, we may recall the definition proposed by Jerzy Starościak who suggested that the term “administration” should be used to designate either a specific function of the state or a certain system of institutions comprising specific groups of employees⁷. Likewise, Hubert Izdebski and Michał Kulesza understand administration as a set of activities, operations and undertakings of organisational and executive nature, conducted in legally defined forms by various entities, organs and institutions, as stipulated by the relevant act, and aimed at realisation of the public interest⁸. French scholars also apply a combined definition of administration. Jean Rivero and Jean Waline emphasise that administration is not only a certain type of activity but also the bodies which perform such activity⁹. Similar definitions of administration are applied by scholars in Slovakia¹⁰, Germany¹¹, Austria¹² and English-speaking countries¹³.

Owing to this complex nature of administration, it is of interest for various scientific disciplines. At present administration is researched not only by the disciplines recognised as the three pillars of administrative sciences, i.e. science of administration, science of administrative policy and science of administrative law, but also by such academic disciplines as theory of organisation and management, political sciences, sociology, psychology, economics, etc. As for the three pillars of administrative sciences, we should remember that science of administrative law examines legal norms, mainly applying the dogmatic, historical as well as comparative law method. The dogmatic method focuses on explana-

⁷ J. Starościak, *Prawo administracyjne*, Warszawa 1977, p. 11.

⁸ H. Izdebski, M. Kulesza, *Administracja publiczna – zagadnienia ogólne*, Warszawa 2004, p. 93.

⁹ J. Rivero, J. Waline, *Droit administratif*, Paris 2000, p. 9.

¹⁰ J. Machajová *et al.*, *Všeobecné správne právo*, Bratislava 2009, p. 11 et seq.

¹¹ S. Detterbeck, *Allgemeines Verwaltungsrecht...*, p. 1 et seq.; J. Ipsen, *Allgemeines Verwaltungsrecht*, München 2017, p. 58 et seq.; W. Erbguth, A. Guckelberger, *Allgemeines Verwaltungsrecht mit Verwaltungsprozessrecht und Staatshaftungsrecht*, Baden-Baden 2018, p. 40 et seq.; R. Stober, *Der Begriff der öffentlichen Verwaltung* [in:] R. Stober, W. Kluth, S. Korte, S. Eisenmenger, *Verwaltungsrecht I*, München 2017, p. 43 et seq.; H. Maurer, Ch. Waldhoff, *Allgemeines Verwaltungsrecht*, München 2017, p. 1–12.

¹² A. Kahl, K. Weber, *Allgemeines Verwaltungsrecht*, Wien 2011, p. 29 et seq.

¹³ W.J. Novak, *The Administrative State in America* [in:] *The Max Planck Handbooks in European Public Law. The Administrative State*, eds. A. von Bogdandy, P.M. Huber, S. Cassese, Oxford University Press UK 2017, p. 98–124; M. Loughlin, *Evolution and Gestalt of the State in the United Kingdom* [in:] *The Max Planck Handbooks in European Public Law. The Administrative State*, eds. A. von Bogdandy, P.M. Huber, S. Cassese, Oxford 2017, p. 451–492. See also: *The Oxford Handbook of Governance*, ed. D. Levi-Faur, Oxford University Press UK 2012.

tion of legal text, which involves decoding of legal norms from regulations, with the use of various rules of interpretation. Science of administrative law as a rule does not investigate the actual administration process, or administration operating over time. This aspect is explored by science of administration¹⁴, classified as a social science and focusing on actual administration. It investigates the process of administration, i.e. a specific fragment of social reality, and only to a limited extent it also examines norms of administrative law. It formulates proposals addressed to entities instituting and applying law and seeking to rationalise administrative structures, improve effectiveness of administration process and generally enhance the economics and efficiency of administration. Science of administrative policy, also classified as a social science, formulates programs, policies and objectives faced by administration. It defines ways and methods of operation and proposes means enabling administration to achieve its goals. Administration policy is closely linked to the basic assumptions of social policy¹⁵. Notably, the same applies to the economic policy of the state. As it was rightly pointed out, expertise in administrative law alone will not ensure full understanding of administration process¹⁶. Indeed, for that one needs knowledge of the very phenomenon of administration, which can be provided by science of administration and science of administrative policy. It seems that one might even risk a claim about the priority of the disciplines focusing on real-life administration over science of administrative law. This is because one can imagine administration without administrative law, and an administration process based on different normative systems. In fact, administration existed before administrative law emerged in the form known today. Certainly, in a contemporary democratic state ruled by law this kind of situation seems to be purely theoretical.

As it was suggested earlier, at present there are more and more postulates suggesting a departure from the aforementioned conventional approach in favour of a dualistic concept of two sciences, namely science of administrative law and science of administration, which integrates two functions, i.e. descriptive that may be considered equivalent to the conventional science of administration and normative (prescriptive) – characteristic to science of administrative policy which focuses on postulates, strategies and objectives for administration. It seems that this approach – in addition to the premises of inclusive democracy, inclusive economy and the concept of inclusive administrative law (inclusive concept of administrative law) – may be a component of inclusive public administration understood as a new organizational and functional model of public administration.

¹⁴ More about relations between science of administration and science of administrative law, see: P. Škultéty *et al.*, *Správne právo hmotné. Všeobecná časť*, Heuréka 2009, p. 129 et seq.

¹⁵ J. Starościak, *Prawo administracyjne*, Warszawa 1977, p. 26.

¹⁶ *Ibidem*, p. 28.

Seemingly, if we agree with certain assumptions, e.g. related to the incorporation of public policies into the scope of the relevant discipline, this dualistic concept is in line with the new classification of academic disciplines, introduced by the Regulation of the Minister of Science and Higher Education dated 20 September 2018 on areas of academic study, academic disciplines and artistic disciplines¹⁷, according to which the academic area of social studies comprises a newly distinguished academic discipline *political and administration studies* [Polish: *nauki o polityce i administracji*]; this way the legislator gave up the old practice where an independent discipline *study of administration* [Polish: *nauki o administracji*] was specified in the academic area of social studies and the area of legal studies. Irrespective of this author's critical opinion regarding the above, in a way the decision is in line with the postulated separation of the proscriptive function of administration science, characteristic for science of administrative policy. Unquestionably, administration is closely linked to politics, because – as it was rightly pointed out in the literature, political decisions are executed by the administrative apparatus, and the most important positions in this apparatus are entrusted to politicians¹⁸.

Concept of inclusive administration and its components

In addition to the above approach according to which dualism of administrative sciences is more in line with the process of developing inclusive administration, the components of this concept include inclusive democracy, inclusive economy and the concept of inclusive administrative law. Let us start from the concept of inclusive democracy, which is not just an economic model but it is a “broader political project, which aims to remake society at all levels, at the political level, the economic level, the social level, and, of course, in the ecological sphere. The overall aim of the inclusive democracy project is to create a society determined by the people themselves; in which, in other words, (...) the people have overall control over the political sphere, the economic sphere and, the social sphere in general. So the inclusive democracy project, in a sense, is a synthesis of the two major historical traditions, the socialist tradition and the democratic tradition, and also of the currents that developed in the last 30 or 40 years, the new social movements, i.e. the feminist movement, the ecological movement, the identity movements of various sorts, and so on. In this sense, we can

¹⁷ Dz.U. 2018, Item 1818.

¹⁸ R. Szczepankowski, *Administracja i polityka w ujęciu Woodrowa Wilsona* [in:] *Nauka administracji*, eds. B. Kudrycka, B. Guy Peters, P.J. Suwaj, Warszawa 2009, p. 162; M. Stahl, *Cechy administracji* [in:] *Prawo administracyjne. Pojęcia, instytucje, zasady w teorii i orzecznictwie*, ed. M. Stahl, Warszawa 2016, p. 22.

say that the inclusive democracy project is neither a theoretical construct, as it is the product of all those historical experiences, nor is it a utopia – and it is not a utopia because there are already trends all around us leading to a society which in various aspects resembles experiments going on with alternative institutions¹⁹. Takis Fotopoulos in this case uses the concept of *Inclusive Democracy*²⁰. As it is emphasised by the author, *the new liberatory project* proposed by him, cannot only be an inclusive democracy project which will spread the public domain beyond the traditional sphere of politics, to include economic and broader social domains. His assumption is that inclusive democracy should eliminate such phenomena as the unfair distribution of political and economic power, as well as the associated commodity and property relations, and the hierarchical structures in the household, the workplace, the education place and the broader social environment²¹. He emphasises that inclusive democracy has nothing in common with that which today passes as liberal democracy or with the democracy proposed by (civil societarian) Left²². The author rightly notices that the traditional approach to civil society, liberal or leftist, does not sufficiently take into account the structural changes that have led to the internationalization of the market economy and to the impotence of state-independent institutions, associations, urban movements, etc.²³ On the other hand, inclusive economy, according to Elżbieta Mączyńska, assumes symbiosis between economic growth and social progress. This model may be an antidote to the lack of correspondence between economic progress, measured by the increase in the gross domestic product (GDP), and social progress, a problem reflected by existing areas of poverty, unfavourable demographic changes, high unemployment persisting in some regions, imbalance in public finances, etc.²⁴ In other words, if it is adopted, this economic model is to counteract the asymmetry between economic growth and development of the society²⁵. The last component of inclusive administration, as mentioned above, is the concept of inclusive administrative law. The term has first been proposed by the author of the present study. In this case the author has in mind a multifaceted approach to this branch of law; treating administrative

¹⁹ T. Fotopoulos, *transcription of a video by O. Ressler, recorded in London in 2003*, Polish translation: http://www.inclusivedemocracy.org/ID_POLISH.htm (3.12.2018); idem, *Towards an Inclusive Democracy. The crisis of the growth economy and the need for a new liberatory project*, London–New York 1997, <https://www.inclusivedemocracy.org/fotopoulos/english/brbooks/brtid/contents.htm> (3.12.2018).

²⁰ T. Fotopoulos, *Towards an Inclusive Democracy...*, p. IX et seq.

²¹ *Ibidem*, p. X.

²² *Ibidem*.

²³ *Ibidem*.

²⁴ E. Mączyńska, *Gospodarka inkluzywna – wymiar samorządowy*, https://www.bgk.pl/files/public/Pliki/news/Konferencje_BGK/XII_Konferencja_BGK_dla_JST/Materialy_konferencyjne/Elzbieta_Maczyńska_Gospodarka_inkluzywna_-_wymiar_samorzadowy.pdf (3.12.2018), p. 1 et seq.

²⁵ *Ibidem*, p. 1–2.

law and legal institutions characteristic for this branch of law as feasible instruments for counteracting adverse political, economic, ecological and social phenomena. The concept takes into account historical determinants of administrative law and law in general, and such characteristics as the common, directive (obligatory), repressive, axiological, ordering and instructional dimension of administrative law, or those norms, which by providing examples, regulate the system and functioning of administration entities and relations between those entities and their clients, particularly citizens²⁶. Implementation of the concept of inclusive administrative law is linked with a necessity to maintain proper balance between the aforementioned determinants and dimensions of law, this way making a reference to this author's concept of inclusive law²⁷.

Undoubtedly, regulations of administrative law are among those which in a broad sense interfere with individuals' rights and liberties. This far-reaching intrusion in this sphere and the broad material scope of the regulation, affecting nearly all areas of the individual's life, mean that it is precisely in this branch of law that the necessity to ensure the highest possible standards in establishing and application of law becomes particularly important. In other words, this is about ensuring adequate standards for the performance of public tasks and for implementing the public interest, while ensuring adequate protection of individual rights. In accordance with the key objectives, inclusive administrative law should ensure satisfying correlation between achievement of the common good and protection of values of fundamental importance for each individual.

Unquestionably, this concept of administrative law should be the basic component of inclusive administration. It should be reminded that, in a democratic state following the cardinal assumptions of the idea of *Rechtsstaat* or the *rule of law*, all administrative activity should be subject to law. It is law that defines the system of administration and the limits of its operations with respect to external entities. In other words, no area of administration, whether organisational or functional, is exempt from legal regulations. Obviously, the extent to which it is bound by law depends on the external or internal sphere of administration or the authoritative or non-authoritative nature of the actions taken. In any case, the concept of discretionary operation in administration has been discarded for a long time.

²⁶ P. Ruczkowski, *Pojęcie prawa administracyjnego, jego cechy i podziały* [in:] *Prawo administracyjne*, eds. M. Zdyb, J. Stelmasiak, Warszawa 2016, p. 34 et seq.; S. Deterbeck, *Allgemeines Verwaltungsrecht...*, p. 7 et seq.; R. Chapus, *Droit administratif général*, Paris 2000, p. 1; A. Kahl, K. Weber, *Allgemeines Verwaltungsrecht*, p. 29–39; J. Rivero, J. Waline, *Droit administratif*, p. 13 et seq.

²⁷ P. Ruczkowski, *Inkluzywna koncepcja prawa jako dyrektywa w procesach stanowienia i stosowania prawa przez administrację publiczną* [in:] *Stulecie polskiej administracji. Doświadczenia i perspektywy*, ed. W. Federczyk, Warszawa 2018, p. 177–196; *idem*, *Inkluzywna koncepcja prawa*, „Palestra Świętokrzyska” 2018, no. 43–44, p. 63–66; *idem*, *Inkluzywna polityka (koncepcja) prawa a zarządzanie aglomeracjami (metropoliami)* [in:] *Organizacja i funkcjonowanie aglomeracji miejskich*, ed. B. Dolnicki, Warszawa 2018, p. 297.

Notably, axiology of law is of particular importance in the law providing the basis for the operation of administration. In order to build inclusive administration, it is necessary to ensure that the law determining operations of administration implements the aforementioned axiological assumptions of the concepts of inclusive law, inclusive democracy and inclusive economy. It seems that, owing to a widespread use of instruments characteristic for the normative function of administration science, or traditionally speaking science of administrative policy, such as plan, programme, strategy, proposals, synthetic assessments etc. which define objectives, tasks and implementation schedules, it will be possible to realise the concept of inclusive administration.

Undoubtedly, if the assumptions of inclusive administration are adopted it will be necessary to ensure involvement of citizens and their associations in the administration process at all levels, i.e. central, regional and local. In this context it should be reminded that the English terms *inclusion*, *inclusive*, synonymous to incorporation, engagement or involving, can be translated into Polish as *włączenie*, *łączny*, *globalny*²⁸. Engagement in the process of administration may be achieved through various forms of direct or indirect democracy, such as referendum, and public consultations, or by increasing people's involvement through administration's public and organisational operations; meetings with local communities may provide a forum for sharing of opinions and views, and for discussions, effectively contributing to implementation of objectives adopted by administration.

Definitely, inclusive administration, by its nature, should seek to ensure optimal correlation between achievement of the common good and protection of values of fundamental importance for each individual. Seemingly, from the standpoint of the above concept, it is particularly important to look at administration not only as a system of entities executing law, but most importantly as a system of institutions which, by their operations, implement the desired values, determined e.g. by the provisions of the Constitution, and resulting from extra-legal normative systems, e.g. moral, ethical, religious, or aesthetic norms.

Inclusive administration is also an organisation whose operations are subject to directives for good work. Efficiency, effectiveness and economic value are natural components of inclusive administration. Organisation and functioning of administration must be subordinate to efficiency, as a praxeological category. This is because administration is designed to perform public tasks, therefore, effectiveness, efficiency and economics are the indispensable criteria for appraising operations of inclusive administration. As suggested by Mariusz Maciejewski, "Contemporary administration faces many challenges, most importantly including the growing range of tasks/objectives, the increasing expectations

²⁸ *Wielki słownik angielsko-polski PWN-Oxford*, ed. J. Linde-Usiekiewicz, Warszawa 2004, p. 599.

of the public, and the limited financial resources. In view of the above it is necessary to continuously look for improved methods of administrative regulation and ways to apply administrative law, which will facilitate implementation of public tasks in increasingly cost-effective manner²⁹.

Key objectives related to inclusive administration also include decentralisation of nationwide offices. Location of nationwide offices in regional capitals or other cities with adequate technical infrastructures and human resources, will definitely contribute to implementation of the principles of the country's sustainable development. By establishing nationwide offices away from the national capital may affect economic, social and cultural growth, and as a consequence may prevent negative phenomena, such as adverse demographic changes. This is because economic and social development is frequently stimulated by a newly created administrative centre.

Finally, it will be worthwhile to point to the so-called soft competences of administration, which by the author of this study are understood as equivalent to "humanism of administration". In this case, we also deal with a reference to a system of values, such as friendliness and kindness in the official's relation to the citizen. Undoubtedly the frequently underestimated quality of empathy in the way administration approaches citizens' problems is as important as the strict compliance with the law, and it constitutes one of the basic assumptions of inclusive administration.

Conclusion

By departing from the aforementioned conventional approach to three pillars of administrative sciences towards a dualistic concept of two sciences, namely science of administrative law and science of administration, which integrates two functions, i.e. descriptive, aiming to characterise and analyse administration and the related process, and roughly equivalent to the conventional science of administration as well as normative (prescriptive) function – characteristic to science of administrative policy and focusing on formulation of obligations, proposals, strategies, objectives, it may be possible to – in addition to the premises of inclusive democracy, inclusive economy and the concept of inclusive administrative law – establish a component of inclusive public administration understood as a new organizational and functional model of administration.

The essence of inclusive administration lies in the holistic approach to the science of administration and administrative law, which defines the organisational and functional basis for the operations of administration.

²⁹ M. Maciejewski, *Skuteczność i efektywność administracji w prawie administracyjnym. W kierunku recepcji zarządzania publicznego w polskim prawie administracyjnym*, Warszawa 2019, p. 11.

The main goal of inclusive administration is to effectively counteract negative social, political, economic, demographic or ecological phenomena.

The model should be characterised by the broadest possible involvement of citizen groups in the organizational and decision-making processes of the public administration and by an approach to the administration organizational structure and decision-making processes from the standpoint of values and goals recognised as fair by majority of the society. Undoubtedly, factors of key importance for the concept include widespread participation of the public, as well as the axioms and values underlying the approach to administration.

Notably, inclusive administration is an organisation which perceives a will of majority as a source of authority, in accordance with the rules of democracy, however at the same time it recognises and protects the rights of minorities. Protection of the right of minorities should be one of the objectives of inclusive administration.

The essential objective of inclusive administration is to ensure adequate standards for the performance of public tasks and to implement the public interest, while ensuring adequate protection of individual rights. In accordance with the key assumptions, it should also ensure satisfying correlation between achievement of the common good and protection of values of fundamental importance for each individual.

In the final conclusion it should be pointed out that development of inclusive public administration is undoubtedly facilitated by the approach, according to which the science of public administration, currently referred to as political and administration studies, is viewed not only as a discipline related to the existing administrative reality and focusing on administration and the process of administration but, primarily, as a discipline formulating synthetic evaluations, postulates, plans, programs, and strategies initiating changes beneficial from the point of view of citizens and public interest.

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Summary

Development of inclusive public administration is facilitated by the approach, according to which the science of public administration is viewed not only as a discipline related to the existing reality but, primarily, as a discipline formulating synthetic evaluations and making proposals initiating changes beneficial from the point of view of citizens and public interest. In other words, the departure from the aforementioned conventional concept of three pillars of administrative sciences in favour of a dualistic concept of these sciences, namely administrative law and science of administration, which integrates two functions, i.e. a descriptive one that may be considered equivalent to the classical science of administration and a normative one, characteristic to administrative policy studies with a focus on proposals, strategies and goals. It seems that besides the premises of inclusive democracy, inclusive economy and the concept of inclusive administrative law, such an attitude may be a component of the inclusive public administration interpreted as a kind of a new organizational and functional model of administration. The model should have such features as the widest possible involvement of citizen groups and their organizations into the decision-making and organizational processes of public administration, and a focus to the administration organizational structure and decision-making processes from the perspective of values and goals serving public interest and particular individuals' interests.

Keywords: inclusive administration, the concept of inclusive administrative law, three pillars of administrative sciences, science of administration

DUALIZM CZY TRIADA NAUK ADMINISTRACYJNYCH A KONCEPCJA INKLUZYWNEJ ADMINISTRACJI

Streszczenie

Budowaniu inkluzywnej administracji sprzyja podejście, zgodnie z którym na naukę administracji należy spojrzeć nie tylko jako na dyscyplinę odnoszącą się do zastanej rzeczywistości administracyjnej, lecz przede wszystkim na dyscyplinę formułującą syntetyczne oceny i postulaty inicjujące korzystne zmiany z punktu widzenia interesów obywateli oraz interesu publicznego. Innymi słowy, odejście od wspomnianego klasycznego ujęcia triady nauk administracyjnych na rzecz dualistycznej koncepcji wyodrębnienia dwóch nauk, a mianowicie nauki prawa administracyjnego oraz nauki administracji, integrującej dwie funkcje, tj. opisową, która może być utożsamiana z klasyczną nauką administracji, oraz funkcję normatywną –

charakterystyczną dla nauki polityki administracyjnej, której istotą jest formułowanie postulatów, strategii, celów. Jak się wydaje, takie podejście może stanowić – obok założeń inkluzywnej demokracji, inkluzywnej gospodarki oraz inkluzywnej koncepcji prawa administracyjnego – komponent inkluzywnej administracji jako pewnego nowego modelu organizacyjnego i funkcjonalnego administracji. Model ten powinien charakteryzować się możliwie najszerszym włączeniem w procesy organizacyjne i decyzyjne administracji różnych grup obywateli i ich organizacji tudzież spojrzeniem na strukturę administracji i procesy decyzyjne administrowania poprzez pryzmat wartości i celów służących urzeczywistnianiu interesu publicznego oraz interesów jednostek.

Słowa kluczowe: inkluzywna administracja, koncepcja inkluzywnego prawa administracyjnego, triada nauk administracyjnych, nauki o administracji