

PRODUCT INDEX

INDEX

1. MARGDARSHIKA
2. THEORY NOTES
3. UNIT WISE MCQ
4. AMRIUT BOOKLET
5. PYQ
6. TREND ANALYSIS
7. TOPPERS TOOL KIT (TTK)
8. MODEL PAPER

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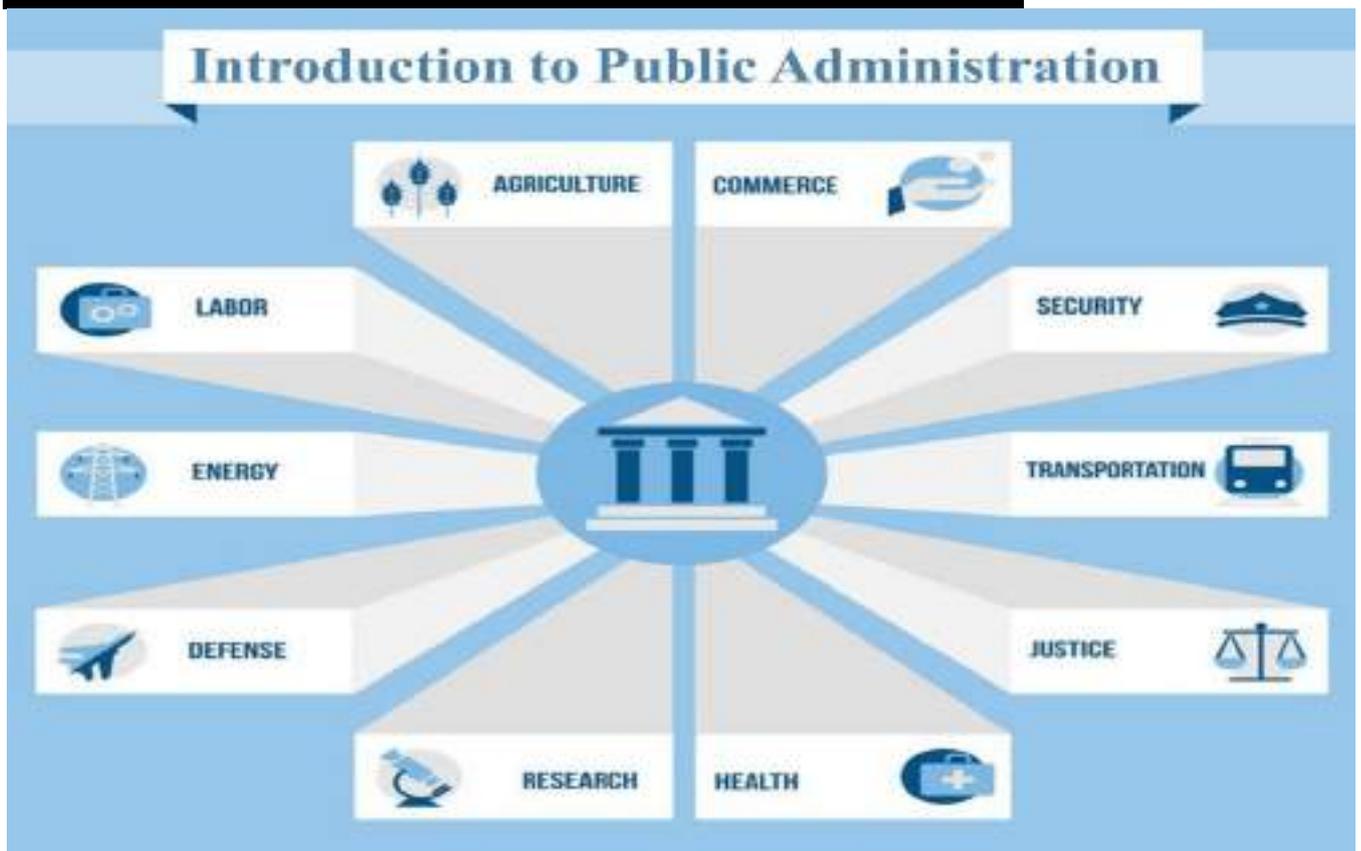
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Unit-I Public Administration

1. Introduction to Public Administration



1.1. Public Administration: Meaning, Nature, Scope & Significance

- **Meaning:**

- **Etymological Roots:** "Public" from Latin publicus (of the people, relating to the state) + "Administer" from Latin ad (to) + ministrare (to serve, manage, control affairs). Thus, managing public affairs.
- **Classical Definitions (Focus on Execution):**

- **Woodrow Wilson (1887, "The Study of Administration"):** Often cited as the "father of public administration" in the US. Defined PA as "the detailed and systematic execution of public law." He saw it as a "field of business" distinct from politics, aiming for efficiency and economy, suggesting it should be free from the "hurry and strife of politics." His essay marked the formal beginning of PA as a distinct academic discipline.
- **L.D. White (1926, "Introduction to the Study of Public Administration"):** The first textbook on PA. Defined PA as "all those operations having for their purpose the fulfillment or enforcement of public policy." Emphasized the "seamless web" of policy and administration, despite the prevalent dichotomy.
- **Modern Definitions (Broader Scope):**
 - **Dwight Waldo (1955, "The Study of Public Administration"):** Viewed PA as involving "management, organization, and a theory of the state." Emphasized its value-laden nature and interdisciplinary character, challenging the narrow, value-neutral view.
 - **Felix A. Nigro & Lloyd G. Nigro (1970s):** Defined PA as a "cooperative group effort in a public setting." Highlighted its three crucial elements: public setting (distinguishing it from private admin), public policy formulation and implementation, and service to the public.
 - **Contemporary View:** Public administration is the art and science of management as applied to the affairs of the state. It encompasses policy formulation, implementation, evaluation, and the provision of public services, operating within a political and socio-economic context. It is concerned with efficiency, effectiveness, economy, equity,

and accountability.

- **Nature:**

- **Art or Science?** This debate dates back to the early days of the discipline.
 - **As an Art:** Proponents argue that effective administration requires creativity, intuition, judgment, human relations skills, and adaptive capacity – qualities not easily reducible to scientific laws. Examples include leadership, negotiation, crisis management.
 - **As a Science:** Early proponents (Example F.W. Taylor, Gulick & Urwick) believed in discovering universal "principles" or "laws" that could be systematically applied to achieve predictable outcomes, making it a value-neutral, empirical discipline. The behavioral movement (Simon, Dahl) also pushed for a more scientific, empirical study of administrative behavior. The debate persists, with many viewing it as a social science – aspiring to scientific rigor but acknowledging human variables and value dimensions.
- **Public vs. Private Administration:**
 - **Similarities (Gulick, Fayol, Urwick):** Both involve planning, organizing, staffing, directing, coordinating, budgeting. Common management techniques.
 - **Differences (Paul H. Appleby, Herbert Simon, Peter Drucker):**
 - **Public Accountability:** Public administration is far more accountable to the public, legislature, and judiciary. Political oversight is paramount.
 - **Public Scrutiny:** Operates under constant public and media gaze. Transparency is a core value.
 - **Service Motive vs. Profit Motive:** Primary goal of

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PA is public service, not profit maximization. Efficiency is often tempered by equity and fairness.

- **Legal Framework:** Governed by constitutional provisions, statutes, rules, and regulations; less flexibility than private sector.
- **Monopoly/Near Monopoly:** Often operates in sectors where it has a monopoly or limited competition (Example defense, justice).
- **Public Impact:** Decisions have broader, often irreversible, societal impact.
- **Political Context:** Inextricably linked with politics; political masters set policy.
- **Personnel Management:** Strict rules for recruitment, promotion, and discipline (Example Civil Service rules, reservations).
- **Measurement of Performance:** Difficult to measure 'profit' or 'return on investment'; often relies on intangible outputs and outcomes.
- **Bureaucratic Nature:** Tendency towards hierarchy, rules, impersonality (as per Weber).
- **Process vs. Discipline:** PA is both the process of managing public affairs and an academic discipline that studies this process.
- **Interdisciplinary Nature:** Draws heavily from political science (context, legitimacy), sociology (social impact, group dynamics), economics (resource allocation, public finance), psychology (motivation, leadership), law (legal framework), ethics.
- **Scope:**
 - **POSDCORB View (Luther Gulick & Lyndall Urwick):** This is the **narrow, managerialist,**

functionalist view.

- **Planning:** Working out broad outlines, policies, procedures.
- **Organizing:** Establishing the formal structure, arranging and relating work.
- **Staffing:** Personnel functions (recruitment, training, working conditions).
- **Directing:** Continuous task of making decisions, issuing instructions.
- **CO**ordinating: Interrelating various parts of the work.
- **Reporting:** Informing superiors and subordinates through records, research.
- **Budgeting:** Fiscal planning, accounting, control.
- **Critique:** This view is criticized for being too focused on how administration is done (management techniques) and ignoring what is administered (the substantive functions/policy areas). It implies PA is value-neutral and applicable universally, ignoring context.
- **Subject-Matter View (L.D. White, W.F. Willoughby, Pfiffner):** This is the **broad, substantive** view.
 - It focuses on the substantive fields of public activity (Example defense administration, health administration, education administration, social welfare administration).
 - **L.D. White:** Argued that while management principles are important, public administration also involves specific bodies of knowledge related to the services being delivered.
 - **W.F. Willoughby:** Identified four categories: administrative organization, personnel, financial administration, and material administration, alongside the

substantive functions.

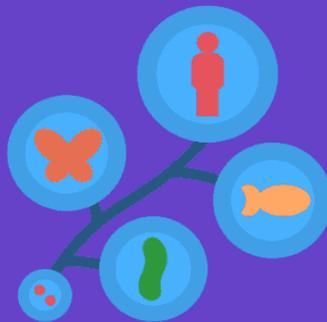
- **Integrated View (Modern/Comprehensive):** Combines both the managerial aspects (POSDCORB) and the subject-matter aspects. It acknowledges that public administration applies general management principles but within specific policy contexts, influenced by political, social, and economic factors. It encompasses policy formulation, implementation, and evaluation.
- **Key Trends Expanding Scope:** New Public Management, Good Governance, Digital Governance, focus on ethics, accountability, citizens as customers/partners.
- **Significance:**
 - **Foundation of Modern Governance:** The administrative state is indispensable for complex modern societies.
 - **Implementation Arm:** Translates political will (laws, policies) into action. Without effective PA, policies remain mere aspirations.
 - **Service Delivery:** Delivers essential public goods and services (education, healthcare, infrastructure, law & order). Direct impact on citizens' daily lives.
 - **Social & Economic Development:** Plays a crucial role in planning and implementing development programs, poverty alleviation, economic growth.
 - **Policy Formulation:** Administrators provide technical expertise, feedback from implementation, and advise policymakers, often shaping policy itself.
 - **Stability and Continuity:** Ensures smooth functioning of government even with changes in political leadership.
 - **Accountability and Transparency:** Modern PA emphasizes transparency, citizen participation, and

mechanisms for holding administration accountable.

- **Crisis Management:** Crucial during emergencies (natural disasters, pandemics, security threats).
- **Connecting Government and Citizens:** The direct interface between the state and its citizens.

1.2. Evolution and Present Status of the Discipline

Evolution of Public Administration 5 Phases



- **Phase 1** - Politics Administration Dichotomy (1887-1926)
- **Phase 2** - Principles of Administration (1927-1937)
- **Phase 3** - Era of Challenges (1938-1947)
- **Phase 4** - Crisis of Identity (1948-1970)
- **Phase 5** - Public Policy Perspective (1971- Onwards)

• **Pre-1887: Roots of Administration:**

- Ancient civilizations had sophisticated administrative systems (Egypt, Rome, Mauryan Empire in India - Kautilya's Arthashastra).
- **Cameralism (17th-18th Century Germany & Austria):** A pre-scientific German administrative theory focusing on efficient management of state resources to strengthen the monarchy. Emphasized systematic administration and training of officials. Seen as a precursor to modern PA.
- **Early American Public Administration:** Characterized by the "spoils system" post-Jacksonian democracy, where public jobs were rewards for political loyalty.

- **Phases of Evolution (Nicholas Henry's Five Paradigms - widely accepted framework):**
 1. **Paradigm I: Politics-Administration Dichotomy (1887-1926)**
 - **Core Idea:** Separate politics (policy formulation) from administration (policy execution).
 - **Key Proponents:**
 - **Woodrow Wilson ("The Study of Administration," 1887):** Argued for PA as a neutral, business-like activity to achieve efficiency. Inspired by European administrative efficiency (especially Prussia).
 - **Frank J. Goodnow ("Politics and Administration," 1900):** Systematized the distinction, stating politics has to do with "policies or expressions of the state will," while administration has to do with "the execution of these policies."¹
 - **Goal:** To establish PA as an independent, value-free, efficient science, free from the corruption and inefficiency of the spoils system.
 - **Influence:** Led to the establishment of schools of public administration and the initial focus on administrative principles.
 2. **Paradigm II: Principles of Administration (1927-1937)**
 - **Core Idea:** Belief that universal, scientific principles or laws of administration could be discovered, taught, and applied across all organizations (public or private) to achieve maximum efficiency.
 - **Key Proponents:**



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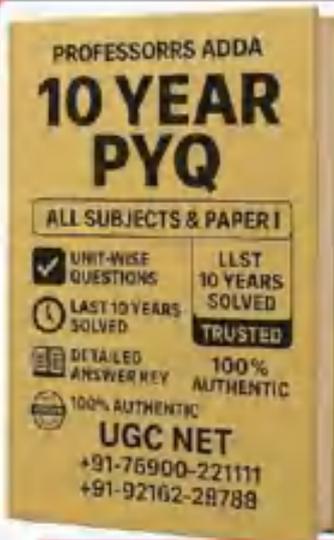
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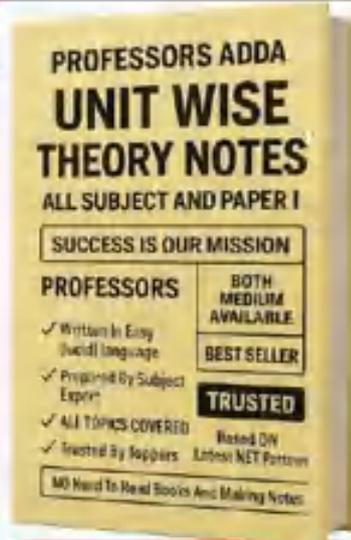
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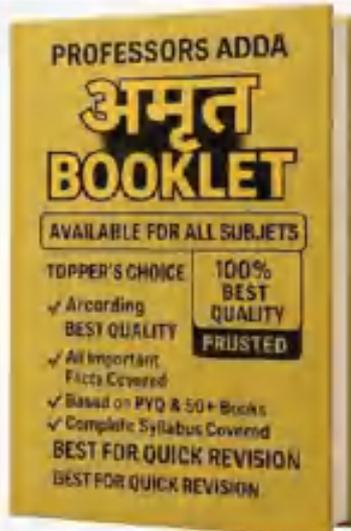
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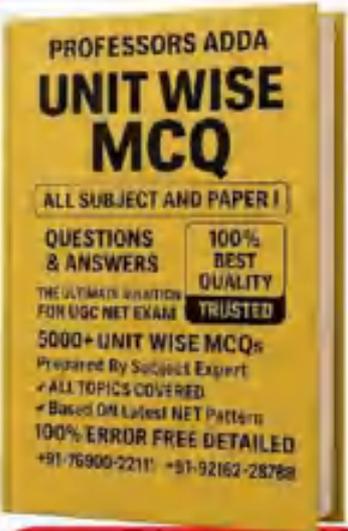
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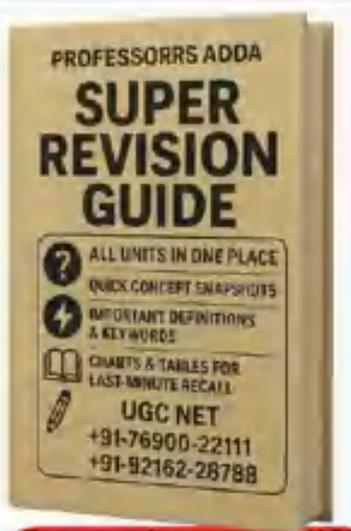
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- **Luther Gulick and Lyndall Urwick ("Papers on the Science of Administration," 1937):** Famous for POSDCORB (Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting) as the universal functions of a chief executive.
 - **Henri Fayol (French Industrialist, "General and Industrial Management," 1916):** Proposed 14 universal principles of management (Example Unity of Command, Scalar Chain, Division of Work).
 - **Frederick W. Taylor (American Engineer, "Principles of Scientific Management," 1911):** Focused on efficiency at the shop floor, time-and-motion studies, "one best way." Applied to public agencies for efficiency (Example city management).
 - **Max Weber (German Sociologist, "Bureaucracy" concept):** Described the ideal-type bureaucracy as the most rational and efficient form of organization based on legal-rational authority, hierarchy, rules, impersonality, and specialization.
 - **Goal:** To make PA a full-fledged science based on these discoverable principles.
 - **Characteristics:** Formalistic, prescriptive, universalistic, value-neutral.
3. **Paradigm III: Challenge to Principles / Human Relations & Behavioralism (1938-1950)**
- **Core Idea:** Strong reaction against the universal principles, arguing they were mere "proverbs" lacking empirical validity. Shifted focus to human behavior and decision-making within organizations.

- **Key Proponents/Developments:**
 - **Herbert A. Simon ("Administrative Behavior: A Study of Decision-Making Processes in Administrative Organization," 1947):** Critiqued the "principles" as contradictory. Advocated for a "logical positivist" approach – studying observable behavior and decision-making empirically. Introduced "Bounded Rationality" and "Satisficing." Argued for a clear separation of fact (empirical, observable) from value (normative, subjective) in administrative studies.
 - **Chester I. Barnard ("The Functions of the Executive," 1938):** Emphasized informal organization, cooperation, communication, and the "acceptance theory of authority" (authority exists only if accepted by subordinates).
 - **Robert Dahl ("The Science of Public Administration: Three Problems," 1947):** Argued against the possibility of a universal science of PA due to three problems: the difficulty of separating facts from values, the influence of human personality, and the impact of the social setting/cultural context.
 - **Hawthorne Studies (Elton Mayo and his associates, 1927-1932):** Demonstrated that social and psychological factors (Example group norms, recognition, attention from supervisors) significantly influence worker productivity, not just physical conditions or financial incentives. Marked the beginning of the Human Relations movement.
- **Impact:** Shifted PA away from a purely prescriptive approach towards an empirical, behavioral science. Led to an "identity crisis" for PA as it moved closer to political

science and other social sciences.

4. **Paradigm IV: Identity Crisis / Decline of Dichotomy / Re-integration with Political Science (1950-1970)**

- **Core Idea:** PA struggled to define its distinct identity. The attack on principles, coupled with a renewed focus on policy and political context, led many to view PA as merely a sub-field of political science.
- **Key Developments:**
 - **Dwight Waldo ("The Administrative State," 1948):** Critiqued the value-neutrality claims and emphasized the ethical and political dimensions of administration. Argued PA is inextricably linked with the broader political system.
 - Many PA departments merged back into political science departments during this period.
 - **The "Crisis of Identity":** PA was seen as having lost its unique theoretical and methodological foundations.

5. **Paradigm V: Public Policy Approach / New Public Administration (NPA) / Public Choice (1970-Present)**

- **Core Idea:** PA began to re-emerge with a focus on public policy, relevance, and the broader social context. No longer solely concerned with internal organizational efficiency but with societal outcomes.
- **New Public Administration (NPA):**
 - **Origin:** Minnowbrook Conference I (1968), organized by Dwight Waldo.
 - **Critique:** Traditional PA was seen as too conservative, value-neutral, technocratic, and irrelevant

to pressing social problems (Example poverty, racial inequality, urban decay).

- **Key Values/Themes (Frederickson's 4 Pillars):**
 1. **Relevance:** Focus on contemporary social problems.
 2. **Values:** Explicit recognition and integration of values (especially social equity) in administrative decisions. No longer value-neutral.
 3. **Social Equity:** Fair treatment, equality of opportunity, and equitable distribution of public services. A call to "serve the unserved."
 4. **Change:** PA should be an agent of social change, not just maintain the status quo.
- **Characteristics:** Client-centered, humanistic, participatory, anti-hierarchical, pro-change.
- **Impact:** Influenced subsequent reforms to make PA more responsive and ethical.
- **Public Choice Theory (1970s):**
 - **Origin:** Developed by economists (Nobel laureates James M. Buchanan, Gordon Tullock) and political scientists (Vincent Ostrom).
 - **Core Idea:** Applies economic models of rational choice and self-interest to the public sector. Assumes bureaucrats, politicians, and citizens act to maximize their own utility.
 - **Critique of Traditional Bureaucracy:** Argued that monopolies (government agencies) are inherently inefficient because they lack competition. Bureaucrats will seek to maximize their budgets.
 - **Solutions Advocated:** Competition, market mechanisms, decentralization, privatization, citizen

choice in service delivery.

- **Impact:** Provided intellectual justification for many New Public Management reforms.
- **New Public Management (NPM) (1980s-1990s):**
 - **Origin:** Influenced by Thatcherism in the UK and Reaganomics in the USA, and public choice theory.
 - **Core Idea:** Bringing private sector management techniques and market principles into the public sector to improve efficiency, effectiveness, and economy ("3 Es").
 - **Key Features (Hood's 7 Doctrines):**
 1. Hands-on professional management.
 2. Explicit standards and measures of performance.
 3. Greater emphasis on output² controls.
 4. Disaggregation of units³ (breaking up large bureaucracies).
 5. Greater competition (Example outsourcing, internal markets).
 6. Private sector styles of management practice.
 7. Greater discipline and parsimony in resource use.
 - **Slogan:** "Steering, not rowing" (Osborne & Gaebler, "Reinventing Government," 1992). Government should set direction, but not necessarily provide all services directly.
 - **Impact:** Led to widespread administrative reforms globally (privatization, contracting out, performance management, marketization).
 - **Critique:** Overemphasis on efficiency at the expense of equity, accountability, public values; "hollowing out" the state; creating fragmented services; "customers" vs. "citizens."

- **Good Governance (1990s onwards):**
 - **Origin:** Popularized by international organizations like the World Bank, UNDP, IMF.
 - **Core Idea:** Broader than NPM, emphasizing not just efficiency but also democratic values and principles for legitimate and effective exercise of political, economic, and administrative authority.
 - **Key Attributes (World Bank):** Participatory, transparent, accountable, effective, efficient, equitable, follows the rule of law. It encompasses the state, civil society, and the private sector.
 - **Impact:** Promoted reforms aimed at strengthening democratic institutions, anti-corruption measures, decentralization, citizen participation.
- **New Public Service (NPS) (2000s onwards):**
 - **Origin:** Response and critique of NPM, specifically Denhardt & Denhardt's "The New Public Service: Serving, Not Steering" (2003).
 - **Core Idea:** Rejects the "customer" model of NPM and re-emphasizes the role of the public servant as a "citizen" serving the "public interest." Focus on democratic values, equity, and participation.
 - **Key Principles:**
 - Serve citizens, not customers.
 - Seek the public interest.
 - Value citizenship over entrepreneurship.
 - Think strategically, act democratically.
 - Recognize that accountability isn't⁴ simple.
 - Serve, rather than steer.
 - Value people, not just productivity.⁵
 - **Impact:** Renewed focus on public values, ethics, and

the unique nature of public service.

- **Digital Governance/e-Governance (Current):**
 - **Core Idea:** Use of Information and Communication Technologies (ICTs) to improve government efficiency, effectiveness, transparency, and accountability, and to enhance citizen participation.
 - **Phases:** e-administration (internal efficiency), e-service (service delivery), e-democracy (citizen engagement).
 - **Examples:** Online public services, digital identity, online grievance redressal, open data portals.
 - **Impact:** Revolutionizing service delivery, enhancing transparency, but also raising issues of digital divide, cybersecurity, and data privacy.
- **Present Status:** PA is a multidisciplinary field, characterized by ongoing debates and evolving paradigms. It seeks to balance efficiency with equity, effectiveness with accountability, and managerial principles with democratic values. It is increasingly globalized and influenced by technological advancements.

1.3. Politics-Administration Dichotomy



- **Genesis:**
 - **Woodrow Wilson's "The Study of Administration" (1887):** Wilson, reacting to the corruption of the spoils system, argued that administration "lies outside the proper sphere of politics." He likened it to a machine: politicians (the engineers) design the machine (laws), while administrators (the mechanics) merely operate it efficiently. He aimed to make PA a professional, scientific field.
 - **Frank J. Goodnow's "Politics and Administration" (1900):** Provided a more systematic theoretical formulation. He explicitly separated:
 - **Politics:** Deals with the expression of the will of the state (policy formulation).
 - **Administration:** Deals with the execution of that will (policy implementation).
- **Purpose/Rationale:**
 - **Efficiency:** To make public administration more efficient by insulating it from partisan political interference and focusing on technical expertise.
 - **Accountability:** By separating policy from implementation, it was thought to make both politicians and administrators more clearly accountable for their respective roles.
 - **Professionalization:** To develop a professional civil service based on merit, rather than political patronage.
 - **Neutrality:** To ensure that civil servants serve any government impartially.
- **Classical Advocates:** Wilson, Goodnow, early advocates of the "Principles School" (Gulick, Urwick).
- **Criticisms and Rejections (Post-1930s):**

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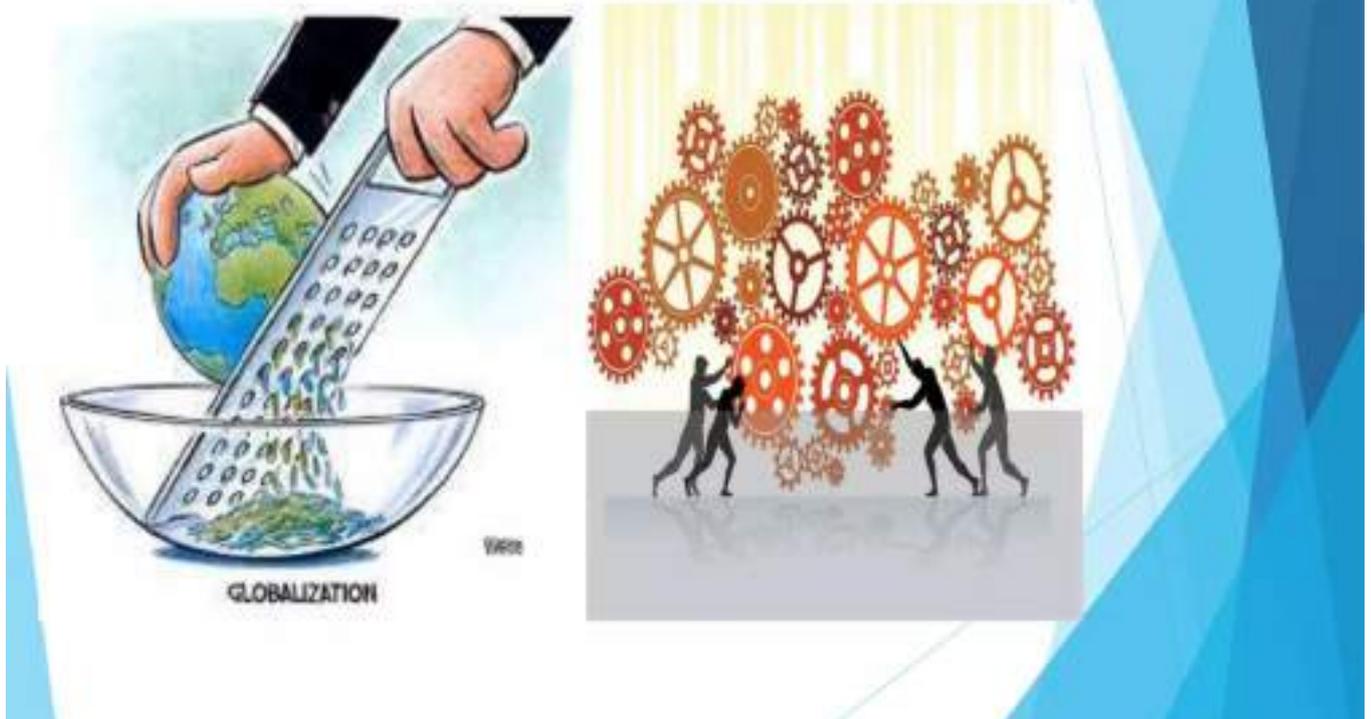
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- **Herbert Simon ("Administrative Behavior," 1947):** Argued that "facts" and "values" are inextricably intertwined in administrative decisions. Administrators constantly make value-laden choices (discretion) in the process of implementation. The dichotomy is a "myth."
- **Dwight Waldo ("The Administrative State," 1948):** Emphasized that administration is inherently political, involving power, values, and ethical considerations. Administrators are not value-neutral instruments; they play a role in shaping policy.
- **John M. Gaus ("Reflections on Public Administration," 1947):** Argued that administration operates within a "political setting" and is influenced by various environmental factors.
- **Policy-Administration Continuum:** Modern scholars argue that policy formulation and implementation are not distinct but rather a continuum. Administrators provide vital feedback for policy refinement, interpret vague laws, and exercise significant discretion.
- **Reality of Discretion:** Laws are often framed broadly, requiring administrators to fill in the details and make choices that significantly impact citizens. This involves policy-making at the ground level.
- **Role in Policy Advice:** Civil servants often advise ministers and politicians, bringing their expertise and experience to policy formulation.
- **Relevance Today:** While the strict dichotomy is largely discredited as a descriptive reality, it remains a **normative ideal** in certain contexts, particularly regarding the expectation of **civil service neutrality** and the insulation of routine administration from undue political interference. The tension

between political control and administrative autonomy is a perennial feature of democratic governance.

1.4. Globalization and Public Administration

Effects of Globalization on Public Administration



- **Globalization Defined:** A multi-dimensional process involving the intensification of worldwide social relations, linking distant localities in such a way that local happenings are shaped by events occurring many miles away and vice versa⁶ (Anthony Giddens). It encompasses economic, political, social, cultural, and technological interconnectedness.
- **Impact and Implications for Public Administration:**
 1. **Rise of Global Governance and Supranational Institutions:**
 - **Influence of IOs:** The World Bank, IMF, WTO, UN, regional blocs (EU, ASEAN) increasingly shape national public administration through policy conditionalities

(Example structural adjustment programs, good governance agendas), norms, and standards.

- **Global Policy Arenas:** National PA is no longer solely domestic; it must engage with international negotiations, treaties, and agreements.

2. **Transnational Issues and 'Wicked Problems':**

- Issues like climate change, pandemics (Example COVID-19), international terrorism, cybercrime, drug trafficking, and financial crises transcend national borders.
- Require collaborative, multi-stakeholder approaches involving international organizations, national governments, NGOs, and private sector actors. This necessitates a shift from purely hierarchical national administration to networked, polycentric governance.

3. **Economic Interdependence and Market Pressures:**

- **Liberalization and Privatization:** Globalization pressures (Example from WTO, IMF) often lead to economic liberalization, deregulation, and privatization of state-owned enterprises, shrinking the direct role of the state in some sectors.
- **Competition for Investment:** Governments compete to attract foreign direct investment (FDI), leading to administrative reforms aimed at improving ease of doing business, reducing red tape, and improving efficiency (Example 'single window clearance').
- **Fiscal Constraints:** Global financial markets can impose fiscal discipline, influencing public expenditure and taxation policies.

4. **Diffusion of Administrative Reforms and Best Practices:**

- Concepts like New Public Management (NPM), e-

Governance, Results-Oriented Management, and citizen-centric administration often diffuse globally, sometimes with a "one-size-fits-all" approach, leading to challenges in adaptation to local contexts.

- Benchmarking and peer learning across countries.

5. **Erosion of State Sovereignty (to an extent):**

- National policy space can be constrained by international agreements, trade rules, and the mandates of international financial institutions.
- The traditional Westphalian model of sovereign states is challenged by global interdependence.

6. **Changing Citizen Expectations:**

- Globalized media and information flows raise citizen awareness of public service standards elsewhere, increasing demands for better, more transparent, and more responsive public services at home.
- Rise of global civil society demanding accountability from national governments and international organizations.

7. **Challenges for National PA:**

- **Capacity Building:** Need for administrators with international exposure, negotiation skills, cross-cultural competence.
- **Accountability Gaps:** Holding international bodies accountable, managing multi-level governance structures.
- **Brain Drain:** Skilled professionals migrating to developed countries.
- **Balancing Global and Local:** Implementing global norms while addressing local needs and preserving cultural distinctiveness.
- **Regulatory Harmonization:** Need to align domestic



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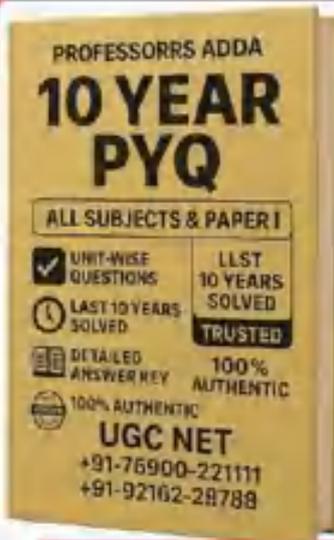
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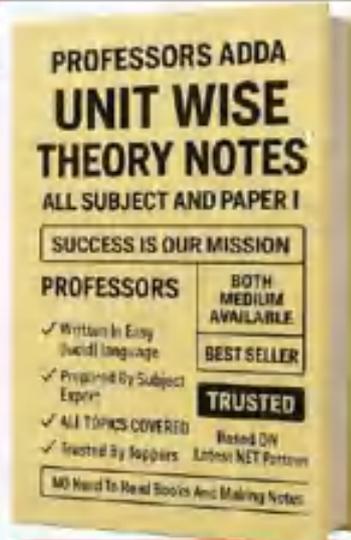
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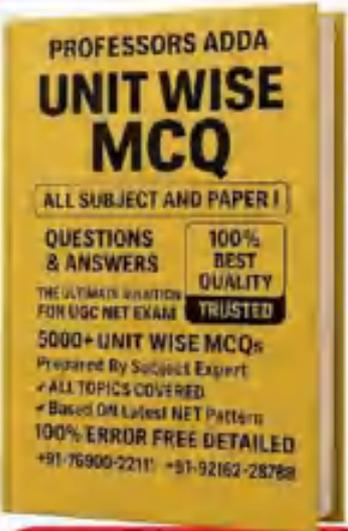
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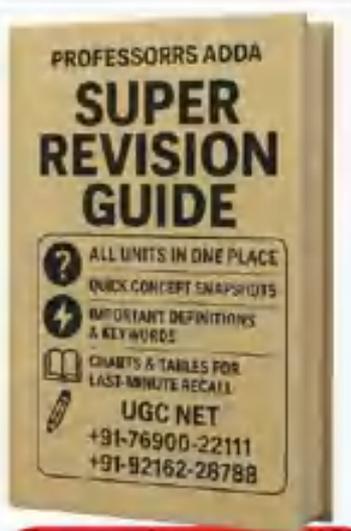
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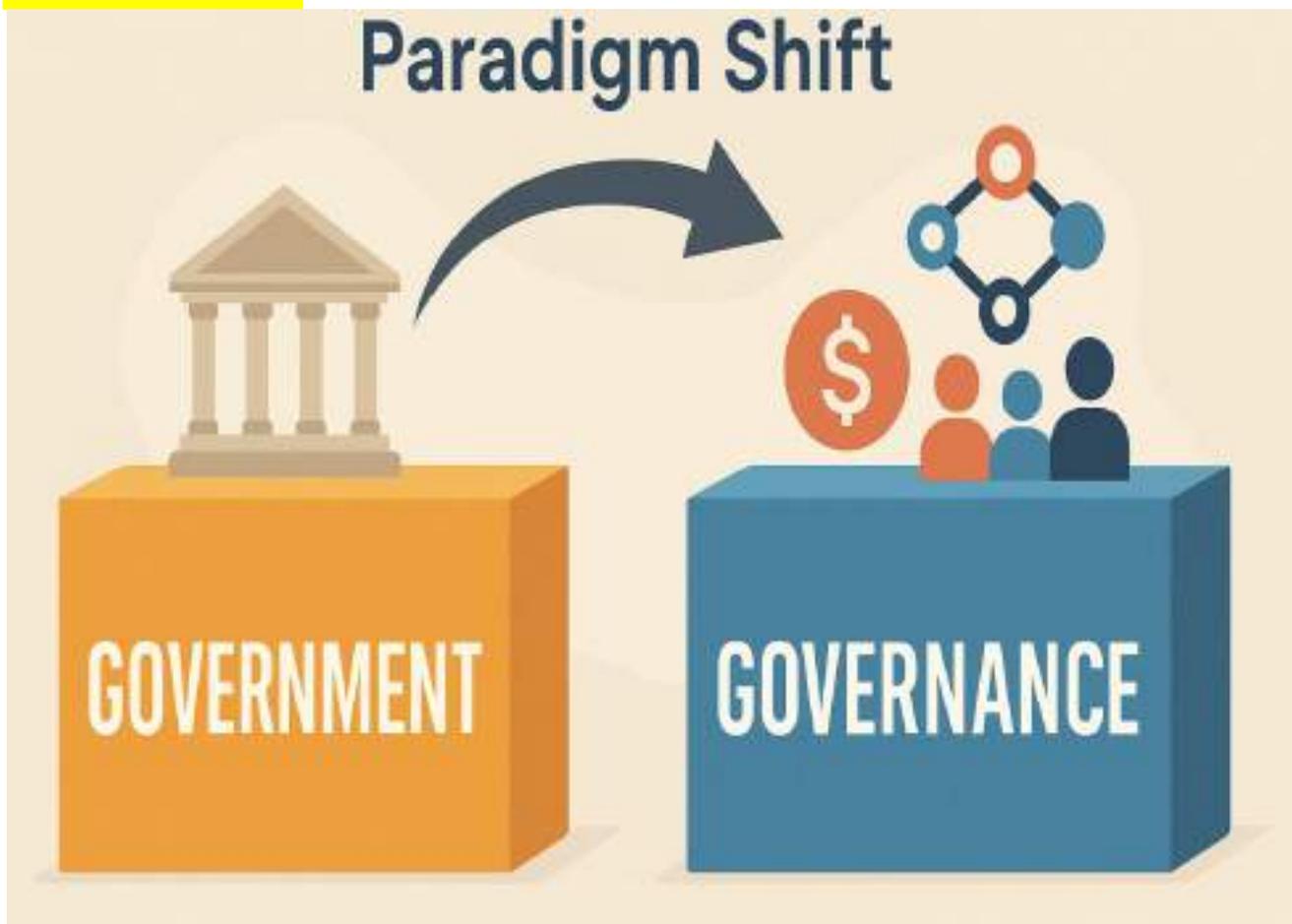
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regulations with international standards.

○ **Responses of PA to Globalization:**

- **Internationalization of PA:** Increased focus on international relations, comparative public administration.
- **Networked Governance:** Collaboration with non-state actors, other governments.
- **Adoption of Global Standards:** Implementing ISO standards, anti-corruption conventions.
- **E-Governance:** Leveraging technology for efficiency and transparency.
- **Focus on 'Smart Governance':** Adaptive, innovative, technologically driven administration.

1.5. Paradigm Shift from Government to Governance



- **Traditional View: "Government"**
 - **Definition:** Refers primarily to the formal institutions of the state (legislature, executive, judiciary) and their apparatus (bureaucracy).
 - **Characteristics:**
 - **State-centric:** State as the primary, dominant actor.
 - **Hierarchical:** Top-down command and control.
 - **Bureaucratic:** Reliance on formal rules, procedures, and established ministries/departments.
 - **Sovereignty:** State as the ultimate authority within its territory.
 - **Monopolistic:** State as the sole or primary provider of public services.
 - **Focus:** Laws, rules, public administration, formal structures.
 - **Analogy:** A ship steered solely by the captain (state).
- **Modern View: "Governance"**
 - **Definition:** A broader concept than government. It refers to the processes and institutions (formal and informal) through which authority is exercised, public resources are managed, and public policy decisions are made and implemented. It involves the interaction of multiple actors.
 - **Key Features and Drivers of the Shift:**
 1. **Multi-actor/Multi-stakeholder Involvement:**
 - **Beyond the State:** Acknowledges the crucial roles of the market (private sector), civil society organizations (NGOs, community groups, advocacy groups), and citizens.
 - **Partnerships:** Emphasis on Public-Private Partnerships (PPPs), Public-Civil Society Partnerships.

- **Drivers:** Recognition of the limits of the state (fiscal crises, complex problems), rise of market ideology (NPM), increased capacity and advocacy of civil society, globalization.
2. **Networked & Collaborative Relationships:**
- **Shift from Hierarchy:** Moves away from purely vertical, hierarchical control to more horizontal, collaborative, and interdependent relationships among actors.
 - **"Steering, not Rowing":** Government's role becomes more about facilitating, coordinating, regulating, and enabling, rather than direct provision of all services (Osborne & Gaebler).
3. **Multi-level & Polycentric:**
- **Beyond National:** Governance operates at various levels – local, sub-national, national, regional, and global.
 - **Decentralization:** Devolution of power and responsibilities to local bodies.
 - **Global Governance:** Mechanisms for addressing transnational issues (Example UN, WTO, G7/G20).
4. **Focus on Outcomes & Performance:**
- Less emphasis on inputs and rigid rules, more on results, efficiency, effectiveness, and responsiveness to societal needs.
 - Performance management and evaluation become critical.
5. **Values Beyond Efficiency (Good Governance):**
- While efficiency remains important, governance also emphasizes democratic values, human rights, rule of law, transparency, accountability, participation, equity,

and responsiveness.

- **Good Governance (World Bank, UNDP):** Often seen as the ideal form of governance, characterized by features like low corruption, strong rule of law, efficient public services, transparency, accountability, and citizen participation.
- 6. **Empowerment of Citizens:**
 - Citizens are seen as active participants, not just passive recipients. Focus on citizen charters, right to information, public hearings, co-production of services.
- 7. **Increased Complexity and Interdependence:**
 - Modern problems are "wicked problems" that defy simple solutions by a single actor.
 - Increased interdependence between sectors and levels.
- **Typologies of Governance:**
 - **Corporate Governance:** System by which companies are directed and controlled.
 - **Local Governance:** Management of affairs at the local level (Example Panchayati Raj Institutions in India).
 - **Global Governance:** Collective efforts to manage shared problems and interests across national borders.
 - **E-Governance:** Use of ICTs to deliver government services, information, and to promote citizen engagement.
- **Implications for PA:** Public administration in the governance paradigm requires new skills (negotiation, partnership building, stakeholder management), flexibility, adaptability, and a strong ethical compass. It necessitates a shift from being a rule-bound implementer to a facilitator and enabler.

Table 1: Meaning and Nature of Public Administration

Aspect	Description	Key Fact
Meaning	It is the science and art of managing and implementing government functions and policies.	Public refers to the people, and Administration refers to management. It implements government policies at the grassroots level.
Nature	It is both a science and an art.	As a science: It is based on principles and rules (e.g., Frederick Taylor, Henri Fayol). As an art: It requires personal skills like leadership, decision-making, and communication.

Table 2: Scope and Significance of Public Administration

Aspect	Description	Important Thinkers
Scope	POSDCORB (according to Luther Gulick): Planning, Organizing, Staffing, Directing, Coordinating, Reporting, Budgeting. Subject-Matter (according to L.D. White): It is related to organization, finance, personnel, methodology, etc.	Luther Gulick, L.D. White, Urwick, Simon.
Significance	- Implementing policies. - Bringing about socio-economic change in	Woodrow Wilson (considered Public Administration as a science).

	society. - Maintaining law and order. - Providing public services.	
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Table 3: The Politics-Administration Dichotomy

Aspect	Description	Important Thinkers
What is it?	The idea that politics (policy-making) and administration (policy implementation) are distinct functions and should be separated.	Proponent: Woodrow Wilson (in his 1887 article 'The Study of Administration').
Criticism	The dichotomy is impractical because an administrator also makes decisions while implementing	Dwight Waldo, Herbert Simon.

	policies.	
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Table 4: Paradigm Shift: From Government to Governance

Aspect	Government	Governance
Nature	- State-centric and hierarchical. - Only government agencies are involved. - Top-down approach.	- Collaborative and network-based. - Involves the state, the market, and civil society. - Multi-stakeholder approach.
Objective	To provide public services and implement policies.	To work with stakeholders to solve social problems.

Table 5: Principles of Organization - Division of Work & Hierarchy

Principle	Description	Key Fact
Division of Work	Dividing work into smaller, specialized tasks	Supported by classical thinkers like Henri Fayol

	to increase efficiency.	and Frederick Taylor.
Hierarchy	A clear chain of command where authority and responsibility flow from top to bottom.	Also known as the 'Scalar Principle.' It is the basis of classical organization theory.

Table 6: Principles of Organization - Coordination & Unity of Command

Principle	Description	Key Fact
Coordination	The process of integrating and harmonizing the efforts of different departments to achieve a common goal.	According to Luther Gulick, coordination is the most important function in an organization.
Unity of Command	An employee should receive orders from only one boss.	This is one of Fayol's 14 principles and is the opposite of dual-subordination.

Table 7: Principles of Organization - Span of Control & Authority

Principle	Description	Key Fact
Span of Control	The number of subordinates a manager can effectively supervise.	The wider the span of control, the flatter the hierarchy.
Authority, Power & Responsibility	Authority: The legitimate right to give commands. Power: The ability to influence others. Responsibility: The obligation to perform an assigned task.	According to Fayol, authority and responsibility should be balanced.

Table 8: Principles of Organization - Delegation & Centralization

Principle	Description	Key Fact
Delegation	The process by which a senior	There should be no responsibility

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	official assigns authority and responsibility to a subordinate.	without authority, and no authority without responsibility.
Centralization & Decentralization	Centralization: Decision-making authority is concentrated at the top. Decentralization: Decision-making authority is distributed to lower levels.	Decentralization increases citizen participation.

Table 9: Principles of Organization - Line, Staff, and Auxiliary Agencies

Agency	Function	Example
Line	Performs the primary or core functions of the organization.	Police Department, Ministry of Education.
Staff	Provides expert advice and support to line agencies.	Legal department, Research wing.

Auxiliary	Provides common services to the entire organization.	Finance department, Personnel department.
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Table 10: Principles of Organization - Leadership & Supervision

Aspect	Description	Key Fact
Leadership	The process of motivating and influencing a group towards a common goal.	Formal Leadership: Comes from a position. Informal Leadership: Comes from personal qualities.
Supervision	The day-to-day guidance and inspection of the work of subordinates.	It is a lower-level function in a hierarchical structure but is crucial for organizational efficiency.



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Public Administration UNIT- 1 MCQs

1. The term 'Public Administration' broadly refers to:

- A) The management of private enterprises.
- B) The activities involved in implementing public policies.
- C) The study of political campaigns.
- D) The historical analysis of state formation.

Answer: Option B

2. Statement I: Woodrow Wilson's essay "The Study of Administration" advocated for a clear distinction between politics and administration.

Statement II: This distinction aimed to make public administration more efficient and business-like.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option A

3. Which of the following is a fundamental principle of organization emphasized in classical administrative thought?

- A) Organic structure
- B) Hierarchy
- C) Flat reporting lines
- D) Informal groups

Answer: Option B

4. Assertion (A): Globalization has increased the complexity of public administration.

Reason (R): It has led to transnational challenges that require international cooperation and adaptation of domestic policies.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

5. Match List I with List II:

List I (Concept)	List II (Associated Meaning)
A) Politics-Administration Dichotomy	1) Separation of policy-making and execution
B) Governance	2) Multi-actor steering of society
C) Delegation	3) Transfer of authority
D) Civil Service Neutrality	4) Political impartiality of administrators

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

6. The 'Scope' of Public Administration refers to:

- A) Only the academic study of administration.
- B) The range of activities and functions performed by public agencies.
- C) The historical evolution of governments.
- D) The philosophical underpinnings of democracy.

Answer: Option B

7. Statement I: Frederick Winslow Taylor is associated with the Scientific Management movement.

Statement II: Scientific Management focused on increasing efficiency through time and motion studies.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option A

8. Which of the following is a benefit of 'Decentralization' in public administration?

- A) Greater uniformity in policies across all regions.
- B) Reduced administrative costs.
- C) Increased responsiveness to local needs.
- D) Enhanced central control.

Answer: Option C

9. Assertion (A): Personnel Administration is considered a crucial branch of Public Administration.

Reason (R): It deals with the human element, which is vital for the effective functioning of any organization.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option

10. Match List I with List II:

List I (Principle of Organization)	List II (Related Concept)
A) Unity of Command	1) Subordinate receives orders from one boss
B) Span of Control	2) Number of subordinates a superior can manage
C) Coordination	3) Integration of diverse activities
D) Division of Work	4) Specialization of tasks

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

11. 'Recruitment' in personnel administration refers to the process of:

- A) Selecting the best candidate for a job.
- B) Attracting qualified individuals to apply for positions.
- C) Promoting existing employees.
- D) Terminating employment contracts.

Answer: Option B

12. Statement I: The 'Present Status' of Public Administration recognizes its interdisciplinary nature.

Statement II: It draws insights from fields like political science, sociology, economics, and management.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option A

13. Which of the following is a characteristic of 'Centralization'?

- A) Empowered lower-level managers.
- B) Decisions made primarily by top management.
- C) Flexible organizational structure.
- D) Faster communication flow throughout the hierarchy.

Answer: Option B

14. Assertion (A): 'Communication' is vital for effective organizational functioning.

Reason (R): It ensures that instructions, information, and feedback flow smoothly, enabling coordinated action.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of

- A.
C) A is true but R is false.
D) A is false but R is true.

Answer: Option A

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15. Match List I with List II:

List I (Type of Agency)	List II (Primary Function)
A) Line Agency	1) Direct service delivery/core operations
B) Staff Agency	2) Advisory and specialized support
C) Auxiliary Agency	3) Common services (e.g., maintenance)

D) Command Agency

4) (Not a standard administrative term for this categorization)

A) A-1, B-2, C-3, D-4

B) A-2, B-1, C-4, D-3

C) A-3, B-4, C-1, D-2

D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

16. The concept of 'Accountability' in Public Administration requires administrators to be answerable for their actions to:

A) Only themselves.

B) Political masters and the public.

C) Only immediate superiors.

D) Foreign governments.

Answer: Option B

17. Statement I: 'Discipline' in civil service aims to ensure adherence to rules and maintain order.

Statement II: It includes both positive measures (encouragement) and negative measures (penalties).

A) Both Statement I and Statement II are correct.

B) Both Statement I and Statement II are incorrect.

C) Statement I is correct but Statement II is incorrect.

D) Statement I is incorrect but Statement II is correct.

Answer: Option A

18. Which of the following is a disadvantage of a very narrow 'Span of Control'?

- A) Reduced supervision.
- B) Increased delegation.
- C) Creation of a tall hierarchy and slower decision-making.
- D) Greater employee autonomy.

Answer: Option C

19. Assertion (A): The 'Paradigm Shift from Government to Governance' implies a less hierarchical and more networked approach to public affairs.

Reason (R): It recognizes the limitations of the state and the necessity of involving non-state actors in problem-solving.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

20. Match List I with List II:

List I (Evolutionary Phase)	List II (Dominant Idea)
A) 1887-1926 (Dichotomy)	1) Politics and administration are separate
B) 1927-1937 (Principles)	2) Universal principles of administration exist
C) 1938-1947 (Challenge to)	3) Doubts about universality

Principles)	of principles
D) 1948-1970 (Identity Crisis)	4) Search for a new identity for the discipline

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

21. The systematic grouping of positions based on their duties and responsibilities in personnel administration is called:

- A) Recruitment
- B) Promotion
- C) Classification
- D) Training

Answer: Option C

22. Statement I: 'Leadership' involves influencing a group of people towards the achievement of a common goal.

Statement II: A good leader always exercises coercive power.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option C

23. The 'Nature' of Public Administration is often described as both:

- A) Static and fixed.
- B) Purely political.
- C) An art and a science.
- D) Irrelevant to society.

Answer: Option C

24. Assertion (A): 'Civil Service Neutrality' is challenged in situations where administrators are expected to show 'commitment'.

Reason (R): 'Commitment' implies loyalty to the government's programs and policies, which might be perceived as partisan.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

25. Match List I with List II:

List I (Term)	List II (Associated Scholar/Idea)
A) POSDCORB	1) Gulick and Urwick
B) Hierarchy	2) Max Weber
C) Span of Control	3) V.A. Graicunas
D) Unity of Command	4) Henri Fayol

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

26. Which of the following is a method of 'Recruitment' in personnel administration?

- A) Performance appraisal
- B) Training seminars
- C) Competitive examinations
- D) Grievance redressal

Answer: Option C

27. Statement I: 'Globalization' refers to the increasing interconnectedness of countries in economic, social, and political spheres.

Statement II: It has no impact on domestic public administration.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option C

28. The evolution of Public Administration from an emphasis on the Politics-Administration Dichotomy to a focus on



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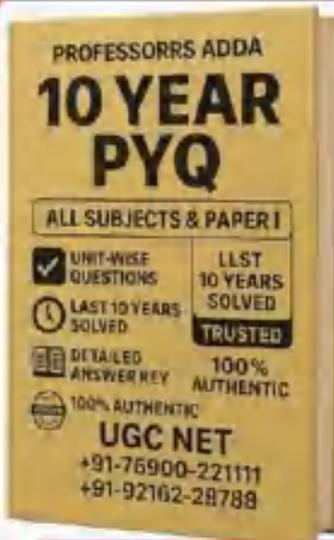
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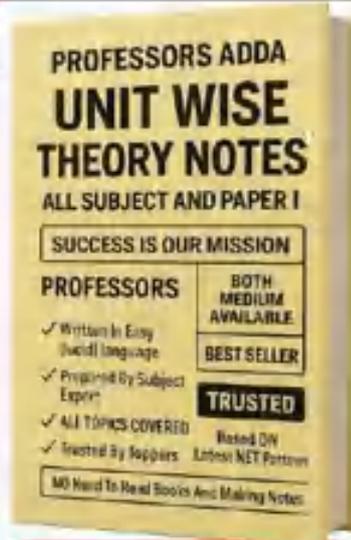
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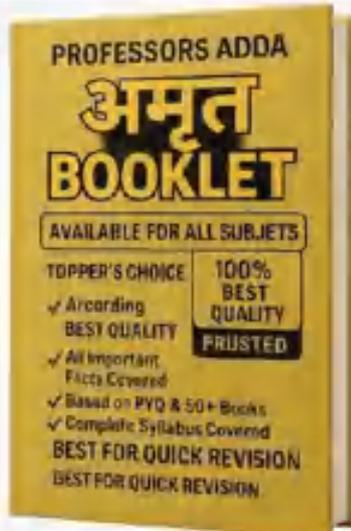
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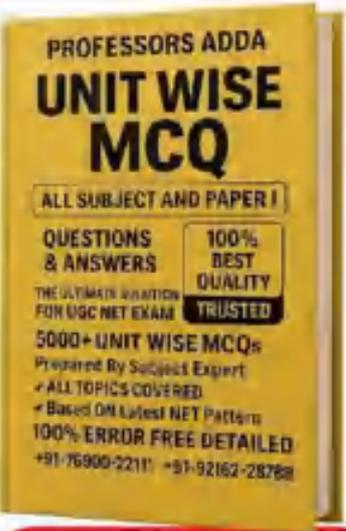
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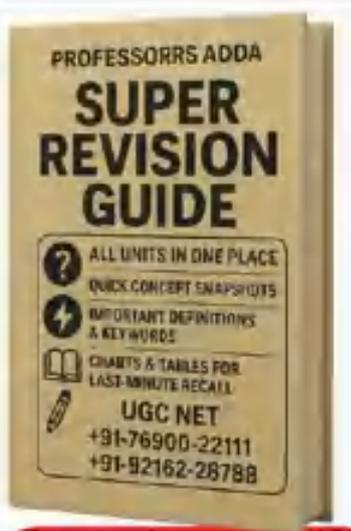
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Governance reflects:

- A) A narrowing of its scope.
- B) A recognition of the increasing complexity of public problems and actors involved.
- C) A return to traditional bureaucratic models.
- D) A decreased relevance of the discipline.

Answer: Option B

29. Assertion (A): 'Communication barriers' can significantly hinder organizational effectiveness.

Reason (R): Misunderstandings, lack of information, or distorted messages prevent coordinated action and proper decision implementation.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

30. Match List I with List II:

List I (Aspect of Personnel Admin.)	List II (Related Activity)
A) Service Conditions	1) Rules governing employment terms
B) Discipline	2) Enforcing behavioral standards

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C) Anonymity	3) Public non-identification of civil servants
D) Commitment	4) Dedication to public duty

A) A-1, B-2, C-3, D-4

B) A-2, B-1, C-4, D-3

C) A-3, B-4, C-1, D-2

D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

31. The concept of 'Responsibility' flows:

A) Downwards from superior to subordinate.

B) Upwards from subordinate to superior.

C) Only horizontally.

D) In all directions simultaneously.

Answer: Option B

32. Statement I: 'Centralization' allows for quick decision-making in crisis situations.

Statement II: It generally promotes local initiative and flexibility.

A) Both Statement I and Statement II are correct.

B) Both Statement I and Statement II are incorrect.

C) Statement I is correct but Statement II is incorrect.

D) Statement I is incorrect but Statement II is correct.

Answer: Option C

33. Which of the following is a 'Principle of Organization' that promotes orderly arrangement of subordinate positions in terms of authority and responsibility?

- A) Span of Control
- B) Coordination
- C) Hierarchy
- D) Communication

Answer: Option C

34. Assertion (A): 'Unionism' in the civil service can be seen as a mechanism for employees to voice their concerns.

Reason (R): It allows for collective bargaining on matters of service conditions, pay, and welfare.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

35. Match List I with List II:

List I (Type of Power)	List II (Description)
A) Legitimate Power	1) Based on formal position/authority
B) Reward Power	2) Ability to give positive incentives
C) Coercive Power	3) Ability to punish

D) Expert Power

4) Based on special knowledge/skills

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

36. 'Promotion' involves:

- A) Hiring a new employee.
- B) Moving an employee to a higher position with increased responsibility and pay.
- C) Reducing an employee's rank.
- D) Providing on-the-job training.

Answer: Option B

37. Statement I: Public Administration is fundamentally about the 'execution' of public policy.

Statement II: It has no role in the 'formulation' of policy.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option C

38. The principle of 'One Boss' is directly related to:

- A) Span of Control.
- B) Delegation.
- C) Unity of Command.
- D) Centralization.

Answer: Option C

39. Assertion (A): Effective 'Leadership' is crucial for motivating public servants.

Reason (R): Inspiring leadership can foster a sense of purpose and commitment, leading to better public service delivery.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

40. Match List I with List II:

List I (Dimension of Public Administration)	List II (Early Advocate)
A) Politics-Administration Dichotomy	1) Frank J. Goodnow
B) Scientific Management	2) Frederick Winslow Taylor
C) Bureaucracy (Ideal Type)	3) Max Weber
D) POSDCORB	4) Luther Gulick

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3

C) A-3, B-4, C-1, D-2

D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

41. Which of the following is a benefit of 'Division of Work'?

A) Reduced specialization.

B) Increased complexity for individual tasks.

C) Enhanced efficiency and expertise.

D) Decreased need for coordination.

Answer: Option C

42. Statement I: The 'Concept of Governance' is broader than 'Government'.

Statement II: Governance includes non-state actors like civil society and the private sector.

A) Both Statement I and Statement II are correct.

B) Both Statement I and Statement II are incorrect.

C) Statement I is correct but Statement II is incorrect.

D) Statement I is incorrect but Statement II is correct.

Answer: Option A

43. 'Communication' is a two-way process involving:

A) Only sender.

B) Only receiver.

C) Sender, message, channel, and receiver.

D) Only formal reports.

Answer: Option C

44. Assertion (A): 'Civil Service Neutrality' is essential for maintaining public trust in administration.

Reason (R): It ensures that public servants serve the government of the day impartially, regardless of their personal political affiliations.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

45. Match List I with List II:

List I (Aspect of Globalization Impact)	List II (Implication for Public Administration)
A) Economic Interdependence	1) Need for international regulatory cooperation
B) Cultural Exchange	2) Management of diverse societal expectations
C) Transnational Challenges	3) Collaborative problem-solving (e.g., climate change)
D) Digitalization	4) E-governance, data management

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

46. The process by which a job applicant's qualifications are evaluated against job requirements is called:

- A) Training
- B) Selection
- C) Compensation
- D) Discipline

Answer: Option B

47. Statement I: 'Personnel Administration' is exclusively concerned with the recruitment of employees.

Statement II: It encompasses a broader range of functions including training, promotion, and discipline.

- A) Both Statement I and Statement II are correct.
- B) Both Statement I and Statement II are incorrect.
- C) Statement I is correct but Statement II is incorrect.
- D) Statement I is incorrect but Statement II is correct.

Answer: Option D

48. Which of the following is a drawback of excessive 'Hierarchy' in an organization?

- A) Faster decision-making.
- B) Clear lines of authority.
- C) Rigidity, slow communication, and delayed decisions.
- D) Increased employee motivation.

Answer: Option C

49. Assertion (A): Effective 'Decision-making' requires access to relevant and timely information.

Reason (R): Information gaps can lead to suboptimal or flawed policy choices.

- A) Both A and R are true and R is the correct explanation of A.
- B) Both A and R are true but R is not the correct explanation of A.
- C) A is true but R is false.
- D) A is false but R is true.

Answer: Option A

50. Match List I with List II:

List I (Early PA Scholars)	List II (Primary Focus)
A) Leonard D. White	1) History of Public Administration
B) Mary Parker Follett	2) Human relations, constructive conflict
C) Chester Barnard	3) Cooperation, formal/informal organizations
D) Herbert Simon	4) Bounded rationality, decision-making

- A) A-1, B-2, C-3, D-4
- B) A-2, B-1, C-4, D-3
- C) A-3, B-4, C-1, D-2
- D) A-4, B-3, C-2, D-1

Answer: A-1, B-2, C-3, D-4

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Public Administration One Liner

Introduction to Public Administration:

1. **Q:** What is the foundational essay that separated public administration from political science? **A:** Woodrow Wilson's 1887 essay, "The Study of Administration."
2. **Q:** Who solidified the politics-administration dichotomy in his 1900 book *Politics and Administration*? **A:** Frank J. Goodnow.
3. **Q:** What is the primary characteristic of the paradigm shift from "Government to Governance"? **A:** A move from a state-centric model to a collaborative, network-based approach.
4. **Q:** What key text published in 1937 popularized the acronym POSDCORB? **A:** Gulick and Urwick's *Papers on the Science of Administration*.
5. **Q:** Who defined the "acceptance theory of authority" in his 1938 book *The Functions of the Executive*? **A:** Chester Barnard.

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6. **Q:** What is the principle that dictates an employee should receive orders from only one superior? **A:** Unity of Command.
7. **Q:** What term refers to the number of subordinates a manager can effectively supervise? **A:** Span of Control.
8. **Q:** What are the three types of agencies based on their functions in an organization? **A:** Line, Staff, and Auxiliary.
9. **Q:** What is the principle that civil servants must remain politically impartial and serve the government of the day? **A:** Civil Service Neutrality.
10. **Q:** What is the principle that ministers are held accountable for administrative actions, and civil servants remain in the background? **A:** Anonymity.
11. **Q:** What type of training is conducted for employees while they are already in service? **A:** In-service training.
12. **Q:** What is the constitutional body responsible for recruitment to All India Services in India? **A:** The Union Public Service Commission (UPSC).
13. **Q:** What system involved rewarding political

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supporters with government jobs? **A:** The Spoils System.

14. **Q:** What is the term for entrusting a subordinate with a part of a manager's work and the necessary authority? **A:** Delegation.
15. **Q:** What is the modern, holistic approach to managing human resources that contrasts with traditional personnel administration? **A:** Human Resource Management (HRM).
16. **Q:** What concept, popular in the 1970s, challenged the traditional notion of civil service neutrality? **A:** Committed Bureaucracy.
17. **Q:** What classical principle suggests that specialization increases efficiency by dividing work? **A:** Division of Work.
18. **Q:** What does 'centralization' refer to in the context of organizational principles? **A:** The concentration of authority at the top levels of an organization.
19. **Q:** What is the term for a collaborative, network-based approach involving the state, market, and civil society? **A:** Governance.
20. **Q:** What has led to the rise of multi-level governance and the blurring of traditional state boundaries? **A:** Globalization.

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21. **Q:** What is the significance of the "Crisis of Identity" period for public administration? **A:** It marked the discipline's struggle to establish a unique academic identity from the 1950s to the 1970s.
22. **Q:** Who is considered the father of the scientific management movement? **A:** Frederick W. Taylor (1911).
23. **Q:** What is the main finding of the Hawthorne experiments conducted by Elton Mayo? **A:** Social and psychological factors are more important than physical conditions in determining worker productivity.
24. **Q:** What is the central idea of Herbert Simon's "bounded rationality"? **A:** Administrators make decisions that are "good enough" rather than perfectly rational due to cognitive and informational limitations.
25. **Q:** What is a key tenet of New Public Management (NPM) that emerged in the 1980s? **A:** Applying private sector management techniques to public administration.
26. **Q:** What is the difference between authority and power? **A:** Authority is the legitimate right to give orders, while power is the ability to

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influence others.

27. **Q:** What is the concept that suggests administrators should be dedicated to the socio-economic goals of the government, challenging neutrality? **A:** Committed Bureaucracy.
28. **Q:** What is 'coordination' in an organization? **A:** The process of integrating the activities of different units to achieve common objectives.
29. **Q:** Who proposed the "Human Relations" approach to administration? **A:** Elton Mayo.
30. **Q:** What is the primary role of an 'auxiliary agency'? **A:** To provide common services like maintenance and procurement to the organization.
31. **Q:** What is the difference between 'line' and 'staff' authority? **A:** Line authority is direct command authority, while staff authority is advisory.
32. **Q:** What principle is violated when an employee receives conflicting orders from multiple superiors? **A:** Unity of Command.
33. **Q:** What is the legal framework for the Indian Civil Services? **A:** Article 309 of the Constitution of India.

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34. **Q:** What is the term for the set of values, beliefs, and norms that guide the behavior of public employees? **A:** Administrative Culture.
35. **Q:** What does the 'iron triangle' in public administration refer to? **A:** A mutually beneficial relationship between an interest group, a legislative committee, and a bureaucratic agency.
36. **Q:** What is the theory that emphasizes the study of organizations as systems interacting with their environment? **A:** Systems Theory.
37. **Q:** Who is associated with the idea of "rational-legal authority" as a basis for bureaucracy? **A:** Max Weber.
38. **Q:** What is the 'doctrine of neutrality'? **A:** The idea that civil servants should serve any political party that comes to power without bias.
39. **Q:** What is the key focus of 'Development Administration'? **A:** The administration of development programs in developing countries.
40. **Q:** What is the term for the process of moving authority from a central point to lower levels in an organization? **A:** Decentralization.
41. **Q:** What is the primary function of 'Personnel

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Administration'? **A:** The management of human resources, including recruitment, training, and compensation.

42. **Q:** What does 'accountability' mean in public administration? **A:** The obligation of public officials to answer for their actions and decisions.

43. **Q:** What is the key contribution of Mary Parker Follett to administrative thought? **A:** The concept of "integrative unity," emphasizing collaboration and conflict resolution.

44. **Q:** What is the term for the process of selecting individuals for government service based on merit, not political connections? **A:** Merit System.

45. **Q:** What is the role of the 'Cabinet Secretary' in the Indian government? **A:** Head of the Civil Services Board and the highest-ranking civil servant in India.

46. **Q:** What is the 'Fayol's Bridge' or 'gangplank' in organizational theory? **A:** A principle allowing direct communication between employees of different departments at the same level.

47. **Q:** What is the significance of the First Hoover

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Commission (1947) in the US? **A:** It aimed to reorganize and improve the efficiency of the executive branch of the government.

48. **Q:** What is the 'Public Choice Theory' in public administration? **A:** The application of economic principles to understand administrative behavior, assuming self-interested actors.
49. **Q:** What is 'e-governance'? **A:** The application of information and communication technology (ICT) to public administration.
50. **Q:** What is the 'new public service' approach? **A:** An alternative to NPM that emphasizes citizenship, democracy, and serving the public interest.
51. **Q:** What is a key principle of the 'New Public Management' model? **A:** Performance-based management and market-style competition.
52. **Q:** What is the term for the process of moving functions from the government to the private sector? **A:** Privatization.
53. **Q:** What is the difference between 'decentralization' and 'delegation'? **A:** Decentralization is the transfer of authority

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permanently, while delegation is a temporary assignment.

54. **Q:** Who gave the 'three-fold classification' of public, private, and private organizations? **A:** Peter Drucker.

55. **Q:** What is the main argument of the 'Ecology of Administration' by Fred W. Riggs? **A:** Administrative systems are influenced by their social, economic, and cultural environments.

56. **Q:** What is the role of a 'staff agency' in an organization? **A:** To provide specialized advice, support, and services to line managers.

57. **Q:** What does 'anonymity of the civil servant' mean? **A:** That the minister is publicly responsible for the actions of their department, not the individual civil servant.

58. **Q:** What is the 'merit system' in personnel administration? **A:** A system of recruitment and promotion based on ability and performance, not political affiliation.

59. **Q:** What is 'zero-based budgeting'? **A:** A method where all expenditures must be justified from scratch at the beginning of each new period.

60. **Q:** What is the significance of the 73rd and

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74th Constitutional Amendment Acts in India?

A: They institutionalized Panchayati Raj and urban local bodies, respectively, promoting decentralization.

61. **Q:** What is the central theme of 'Leadership'?

A: The ability to influence and guide others to achieve common goals.

62. **Q:** What is the difference between 'theory X' and 'theory Y' of Douglas McGregor? **A:** Theory X assumes employees are lazy and need control, while Theory Y assumes they are motivated and seek responsibility.

63. **Q:** What is 'Public Administration' according to Dwight Waldo? **A:** The management of public affairs through government.

64. **Q:** What does the term 'bureaucracy' mean? **A:** A system of administration characterized by a hierarchy of authority, a division of labor, and formal rules.

65. **Q:** What is the 'span of control' principle in management? **A:** It refers to the number of subordinates that a manager can efficiently and effectively supervise.

66. **Q:** What is the 'doctrine of ministerial responsibility' in the context of the civil

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service? **A:** A minister is responsible to the legislature for all actions of their ministry, including those of civil servants.

67. **Q:** What is the key idea of the 'Human Relations Movement'? **A:** The importance of social and psychological factors in a workplace for employee satisfaction and productivity.
68. **Q:** What is the role of the 'Ombudsman' in public administration? **A:** An independent official who investigates complaints against government agencies.
69. **Q:** What is 'New Public Service' (NPS) primarily concerned with? **A:** Serving citizens and the public interest rather than treating citizens as customers.
70. **Q:** What is the purpose of 'training' in personnel administration? **A:** To improve employee performance, knowledge, and skills.
71. **Q:** What is the difference between 'generalists' and 'specialists' in the civil service? **A:** Generalists have broad administrative skills, while specialists have expertise in a specific field.
72. **Q:** What is the 'Hierarchy' principle of organization? **A:** A system of ranking

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individuals or units from top to bottom based on authority.

73. **Q:** What is the main idea behind 'bounded rationality' as proposed by Herbert Simon? **A:** Decision-makers are limited by their cognitive abilities and the information available to them.
74. **Q:** What is the meaning of 'Commitment' in the context of the civil service? **A:** The dedication of a civil servant to the goals and policies of the government of the day.
75. **Q:** What is the 'Hawthorne effect'? **A:** The phenomenon where subjects in an experiment change their behavior simply because they are being observed.
76. **Q:** What is the 'line of command'? **A:** The chain of command from the highest authority to the lowest level in an organization.
77. **Q:** What does 'e-governance' primarily aim to achieve? **A:** Increased transparency, efficiency, and citizen participation in government.
78. **Q:** What is the primary characteristic of a 'democratic bureaucracy'? **A:** Responsiveness and accountability to the public and political leadership.
79. **Q:** What is the concept of 'Unity of

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Command'? **A:** That an employee should be accountable to one and only one supervisor.

80. **Q:** What is the 'Span of Control' rule of thumb? **A:** A manager can effectively supervise 5-6 subordinates at higher levels and a larger number at lower levels.

81. **Q:** What is 'decentralization'? **A:** The systematic effort to delegate to the lowest levels all authority except that which can only be exercised at central points.

82. **Q:** What is the 'merit principle'? **A:** The idea that appointments and promotions should be based on merit and performance.

83. **Q:** What is the difference between a 'public servant' and a 'civil servant'? **A:** A public servant is any employee of the government, while a civil servant is a specific class of permanent employees.

84. **Q:** What is the key tenet of 'Public Administration as an Art'? **A:** It involves judgment, intuition, and experience, which cannot be codified into a science.

85. **Q:** What is 'Administrative Law'? **A:** The body of law that governs the activities of administrative agencies of the government.

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86. **Q:** What is the main argument of 'Public Choice Theory'? **A:** That public administrators, like private individuals, are motivated by self-interest.
87. **Q:** What is the significance of the 'Nolan Committee' in the UK? **A:** It established the 'Seven Principles of Public Life' to promote ethical standards in public service.
88. **Q:** What is the concept of 'administrative discretion'? **A:** The freedom of administrators to make choices and decisions in the absence of clear rules or guidelines.
89. **Q:** What is the 'Delegated Legislation'? **A:** Lawmaking powers given by a legislature to a subordinate body, such as a government department.
90. **Q:** What is the role of a 'Vigilance Commissioner' in India? **A:** An independent authority to inquire into complaints of corruption against government officials.
91. **Q:** What is the 'doctrine of pleasure' in the context of the Indian Civil Services? **A:** The legal principle that civil servants hold office during the pleasure of the President or Governor.

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92. **Q:** What is the main focus of 'Urban Local Bodies' in India? **A:** Providing basic services and administration to urban areas.
93. **Q:** What is the significance of 'Training' in the civil service? **A:** It enhances skills, improves efficiency, and fosters professional development.
94. **Q:** What does 'anonymity' in the civil service mean for accountability? **A:** It shifts the responsibility for administrative actions to the politically elected minister.
95. **Q:** What is the 'Hierarchy of Needs' theory by Abraham Maslow? **A:** It suggests that employees are motivated by a progression of needs from basic to self-actualization.
96. **Q:** What is the primary function of a 'Civil Service Union'? **A:** To represent the collective interests of civil servants regarding their pay, conditions, and rights.
97. **Q:** What is the 'paradigm shift' from 'Government to Governance' about? **A:** A change from a command-and-control approach to a collaborative and participatory one.
98. **Q:** What is the key characteristic of 'Globalization' in Public Administration? **A:**

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The increasing influence of international organizations and cross-border issues on national policies.

99. **Q:** What is 'Public Administration' according to L.D. White? **A:** The management of public affairs and the art of putting public policies into effect.

100. **Q:** What is the 'Delegation of Authority'? **A:** The process by which a manager assigns a task to a subordinate and gives them

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PUBLIC ADMINISTRATION TOPER TOOL KIT SUPER REVISION

Thinker 1: Kautilya (c. 375–283 BCE)



1. **Introduction:**

Kautilya, also known as Chanakya, was an ancient Indian philosopher, economist, and royal advisor. 1

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His treatise, the Arthashastra, is a foundational text in statecraft, economic policy, and military strategy, offering a comprehensive guide to governance and administration in ancient India. 222

2. Major Contributions:

- **Comprehensive Statecraft:** He provided a detailed blueprint for running an empire, covering aspects like law, finance, foreign policy, defence, and ethics.
- **Emphasis on Justice and Law:** Kautilya detailed a sophisticated legal system with a clear hierarchy of courts and stressed the importance of *Dharma* (righteous duty) for the king.
- **Espionage and Intelligence:** He was one of the first thinkers to systematically outline the importance of a well-organized intelligence and espionage network for state security.

3. Key Concepts:

- **Saptanga Theory (Seven Limbs of the State):** Kautilya described the state as a living organism with seven essential organs: *Svamin* (The King), *Amatya* (The Ministers), *Janapada* (The Territory and People), *Durga* (The Fort), *Kosa* (The Treasury), *Danda* (The Army/Coercive Power), and *Mitra* (The Ally).
- **Mandala Theory:** A theory of foreign policy where a king who seeks to expand his territory is at the

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center of a circle of states (*mandala*). It classifies neighbouring states as enemies and the states next to them as friends.

- **Matsyanyaya (The Law of the Fish):** This concept describes a state of anarchy where the bigger fish preys on the smaller one. Kautilya argued that a strong monarchical government is necessary to prevent this chaos and establish order.

4. **Key Books/Works:**

- *Arthashastra* (Date of composition varies, estimated between 4th century BCE and 3rd century CE)

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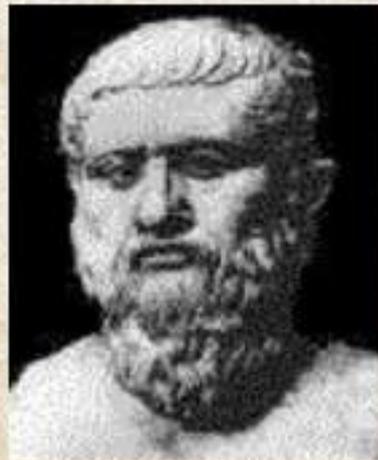
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Thinker 2: Plato (c. 428–348 BCE)

Plato (428 - 348 BC)

- All natural motion is circular
- Reason is more important than observation



1. **Introduction:**

Plato was an ancient Greek philosopher who founded the Academy in Athens. His writings on justice, virtue, politics, and the ideal state have profoundly influenced Western political thought and philosophy, including the concepts of good governance.

2. **Major Contributions:**

- **Theory of Forms:** Argued that the physical world is not the 'real' world; instead, ultimate reality exists beyond our physical world in the realm of Forms or Ideas.
- **Concept of the Ideal State:** In *The Republic*, Plato outlined his vision of a utopian state ruled by philosopher-kings, who possess wisdom and a

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love for justice.

- **Foundation of Western Philosophy:** His dialogues laid the groundwork for virtually every subsequent area of philosophical inquiry, from metaphysics and epistemology to ethics and politics.

3. Key Concepts:

- **Philosopher-King:** Plato's ideal ruler, who governs not by popular opinion but through philosophical wisdom and a deep understanding of the Form of the Good. This ruler would be selfless, just, and dedicated to the welfare of the state.
- **Justice as Harmony:** Plato defined justice in the state as a condition where each of the three classes (Rulers, Auxiliaries/Soldiers, and Producers) performs its specific function without interfering with the others.
- **Theory of Tripartite Soul:** He proposed that the human soul has three parts: Reason (*Logos*), Spirit (*Thymos*), and Appetite (*Eros*), corresponding to the three classes in his ideal state.

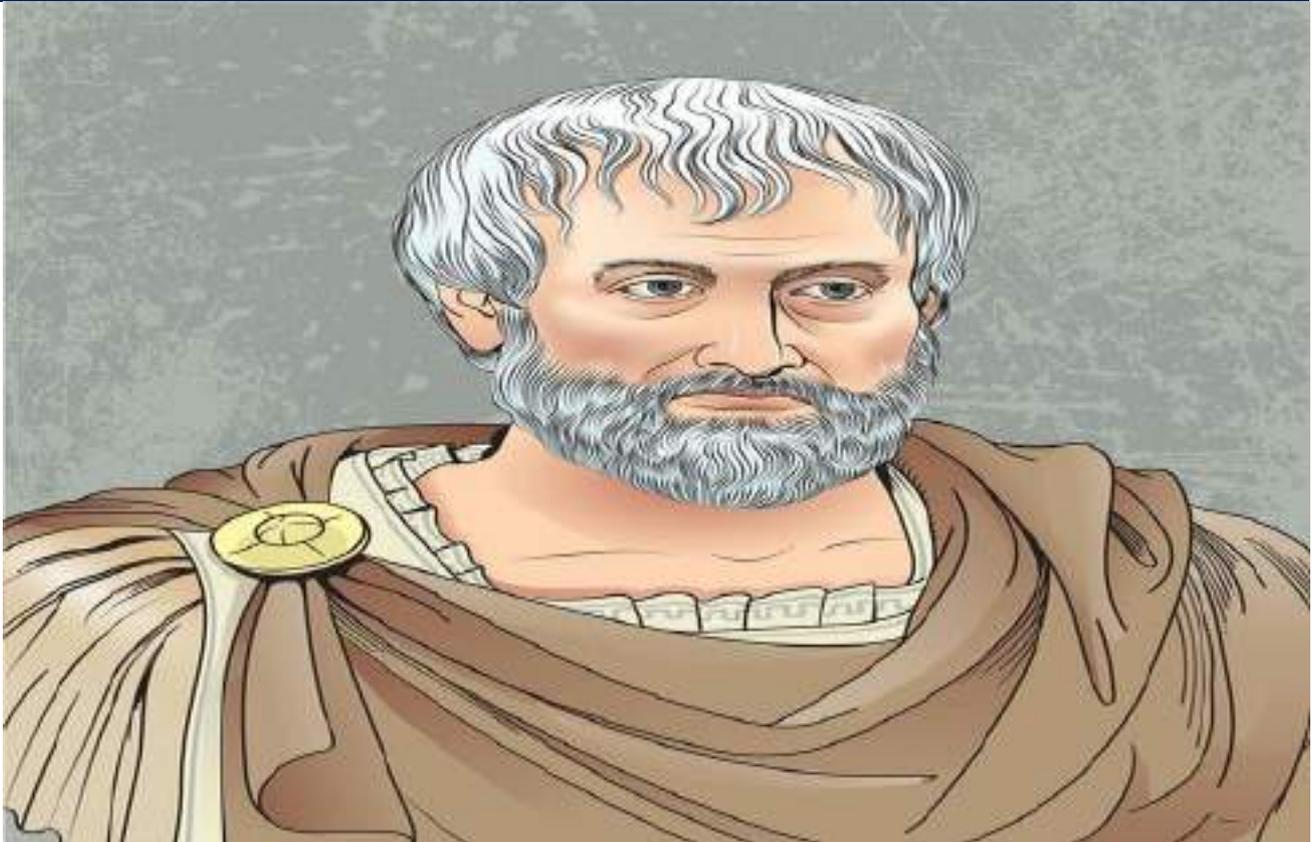
4. Key Books/Works:

- *The Republic* (c. 375 BCE)
- *The Laws* (c. 348 BCE)
- *The Statesman* (c. 360 BCE)

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Thinker 3: Aristotle (384–322 BCE)



1. **Introduction:**

Aristotle, a student of Plato, was a Greek philosopher whose work spanned numerous subjects. 5 He is considered the "father of political science" for his systematic and empirical approach to studying governments, constitutions, and the nature of the state, advocating for a practical and balanced form of governance. 6

2. **Major Contributions:**

- **Comparative Study of Constitutions:** Aristotle and his students are said to have collected and analyzed 158 Greek constitutions to understand

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the working of different political systems.

- **Classification of Governments:** He created a famous classification of governments based on who rules (one, few, or many) and in whose interest they rule (the public good or selfish interest).
- **Emphasis on the Rule of Law:** Argued that the rule of law is superior to the rule of any individual, as law is "reason unaffected by desire."

3. Key Concepts:

- **Polity:** Aristotle's ideal form of practicable government, a "mixed constitution" that balances elements of oligarchy and democracy to ensure stability and prevent class conflict.
- **Man as a "Political Animal" (Zoon Politikon):** The idea that human beings are naturally social creatures who can only achieve their full potential and live a good life by participating in the life of the *polis* or city-state.
- **Distributive Justice:** The concept that rewards and honours should be distributed among citizens according to their merit or contribution to the good of the community.

4. Key Books/Works:

- *Politics* (Various dates proposed, c. 350 BCE)
- *Nicomachean Ethics* (c. 340 BCE)
- *The Constitution of Athens* (c. 350 BCE)

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Thinker 4: Woodrow Wilson (1856–1924)



1. **Introduction:**

Woodrow Wilson was an American academic and statesman who served as the 28th President of the United States. He is considered a seminal figure in public administration for his advocacy of the "Politics-Administration Dichotomy," which laid the intellectual foundation for the discipline's emergence as a separate field of study. 8

2. **Major Contributions:**

- **Politics-Administration Dichotomy:** Articulated the influential idea that politics (the expression of the state's will) should be separate from administration (the execution of that will).
- **Championing a Science of Administration:** He

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argued for making public administration a formal field of study, borrowing effective and business-like methods from European states to improve government efficiency.

- **Promoting Administrative Reform:** As a leader of the Progressive Movement, he advocated for professionalizing government service and rooting out the spoils system.

3. Key Concepts:

- **Politics-Administration Dichotomy:** The core concept that administration lies outside the proper sphere of politics. Political questions are not administrative questions. While politics sets the tasks for administration, it should not be suffered to manipulate its offices.
- **Business of Government:** Wilson argued that the objective of administrative study is to rescue executive methods from the confusion and cost of empirical experiment and place them upon a foundation of science, making government less like a business in its aims but more like a business in its methods.

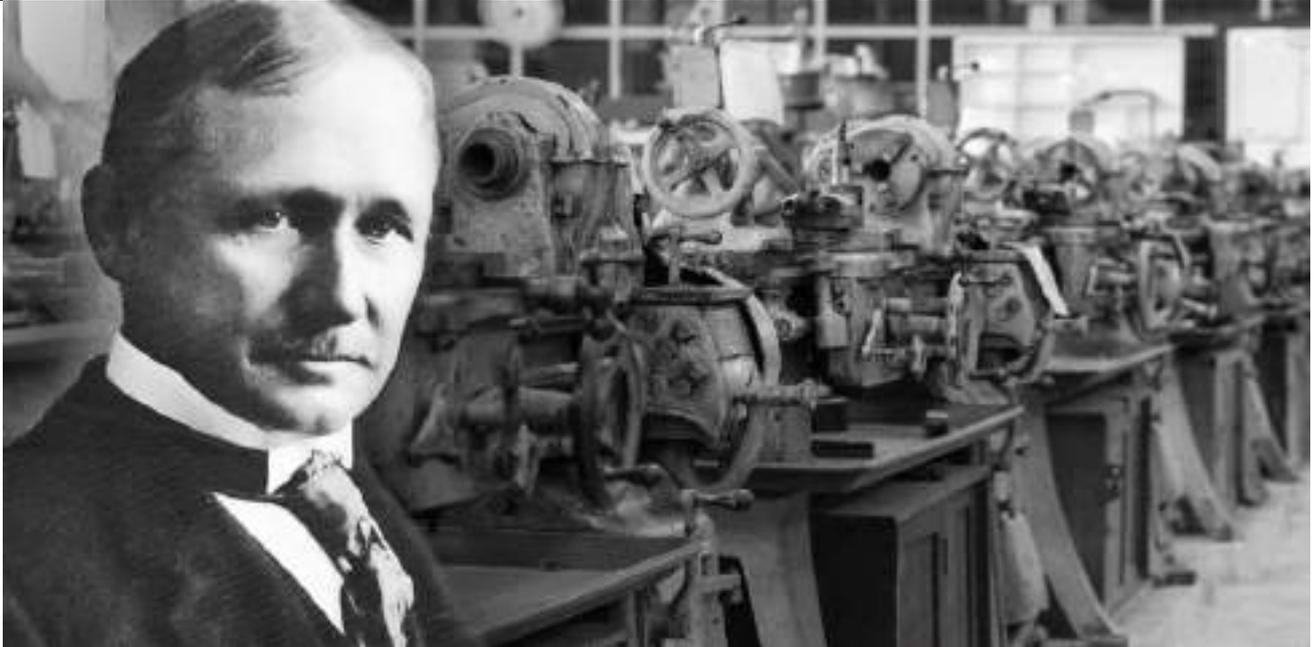
4. Key Books/Works:

- "*The Study of Administration*" (1887) - an essay published in *Political Science Quarterly*
- *Congressional Government: A Study in American Politics* (1885)

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Thinker 5: Frederick Winslow Taylor (1856–1915)



1. **Introduction:**

F.W. Taylor was an American mechanical engineer and a pioneer of the classical approach to management. 9 He is widely regarded as the father of "Scientific Management," a theory that sought to improve economic efficiency, particularly labor productivity, by applying scientific methods to engineering processes.

2. **Major Contributions:**

- **Time and Motion Studies:** He systematically analyzed work processes by breaking them down into their constituent parts and timing them to determine the most efficient method for performing each task.

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- **Standardization of Tools and Processes:** Taylor advocated for standardizing not only the methods of work but also the tools and equipment used to ensure consistency and efficiency.
- **Differential Piece-Rate System:** He proposed a payment system where workers were paid a higher rate for exceeding the standard level of output, creating a direct incentive for increased productivity.

3. Key Concepts:

- **One Best Way:** The central tenet of Scientific Management that for every task, there is one optimal method of performance which can be discovered through scientific analysis.
- **Mental Revolution:** Taylor called for a "Mental Revolution" on the part of both management and workers, urging them to shift from a conflictual to a cooperative relationship focused on increasing the overall surplus, which would benefit both parties.
- **Functional Foremanship:** A system where the supervisory workload is divided among several specialized foremen (e.g., a speed boss, a repair boss), each responsible for a specific aspect of the work.

4. Key Books/Works:

- *The Principles of Scientific Management* (1911)
- *Shop Management* (1903)

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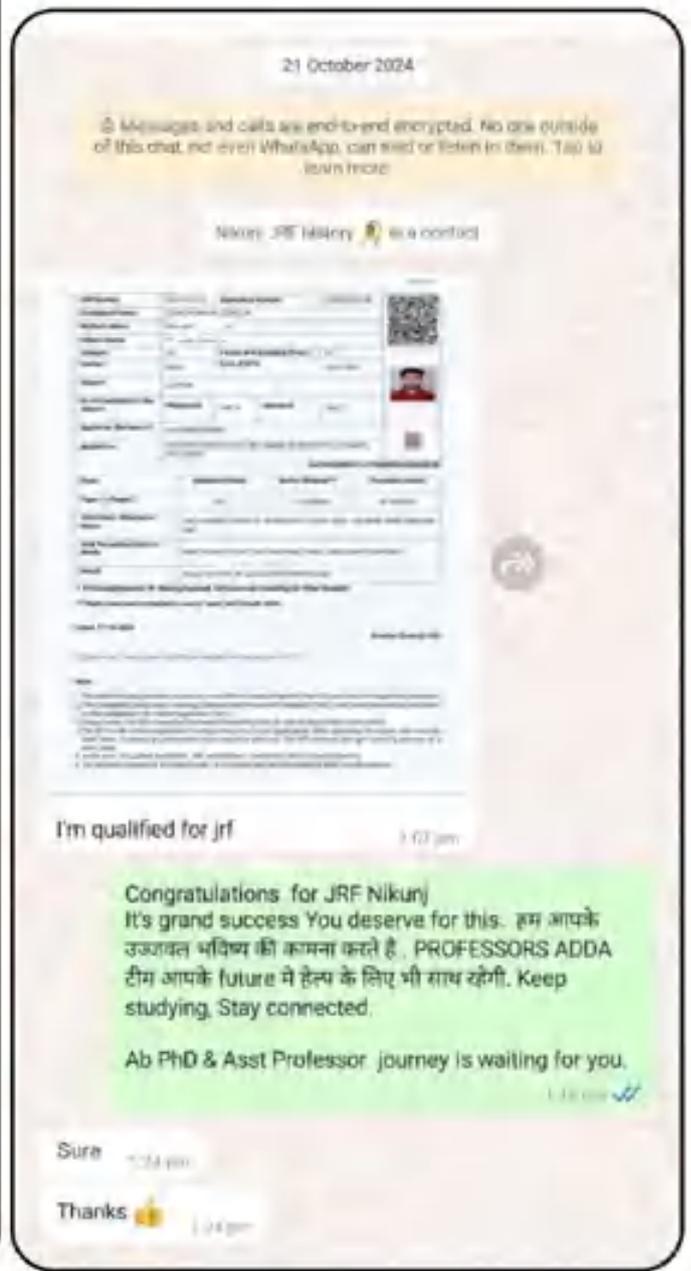
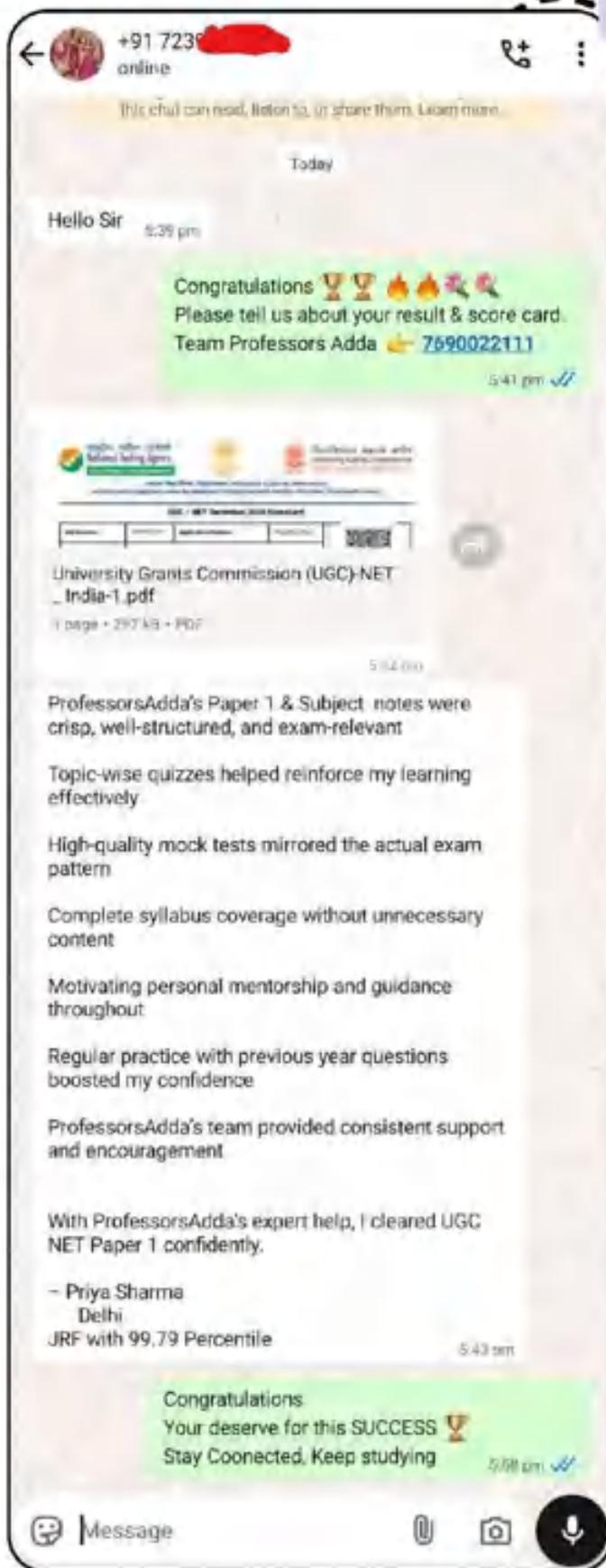
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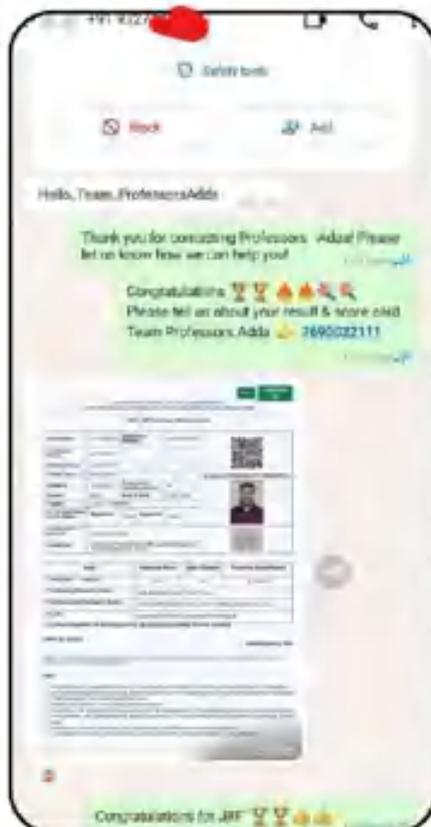
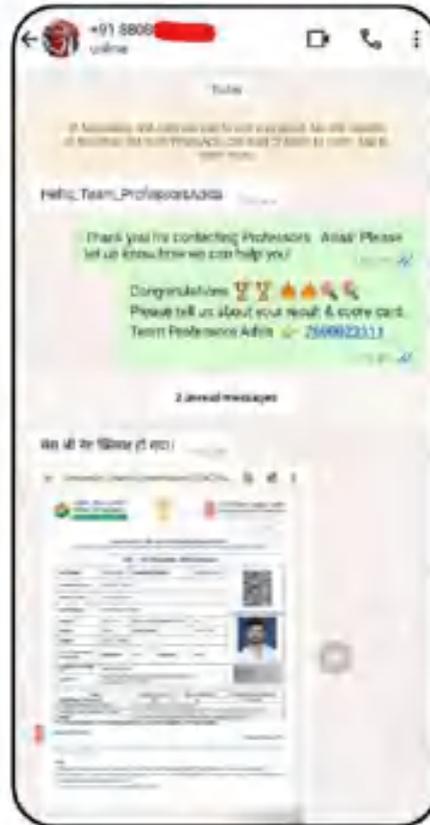
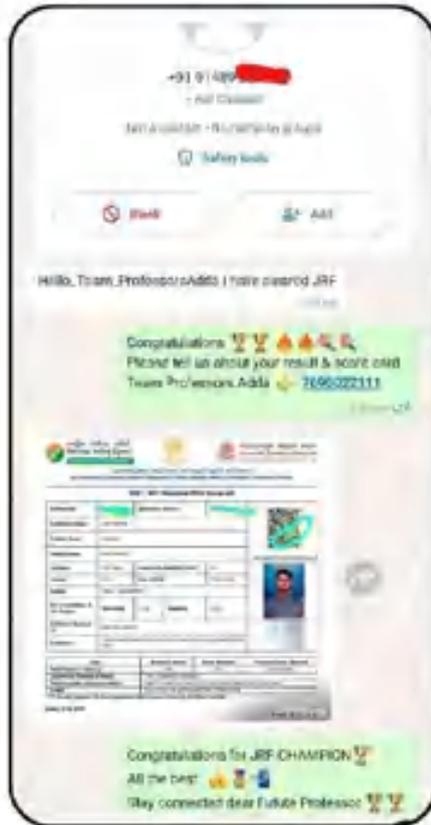
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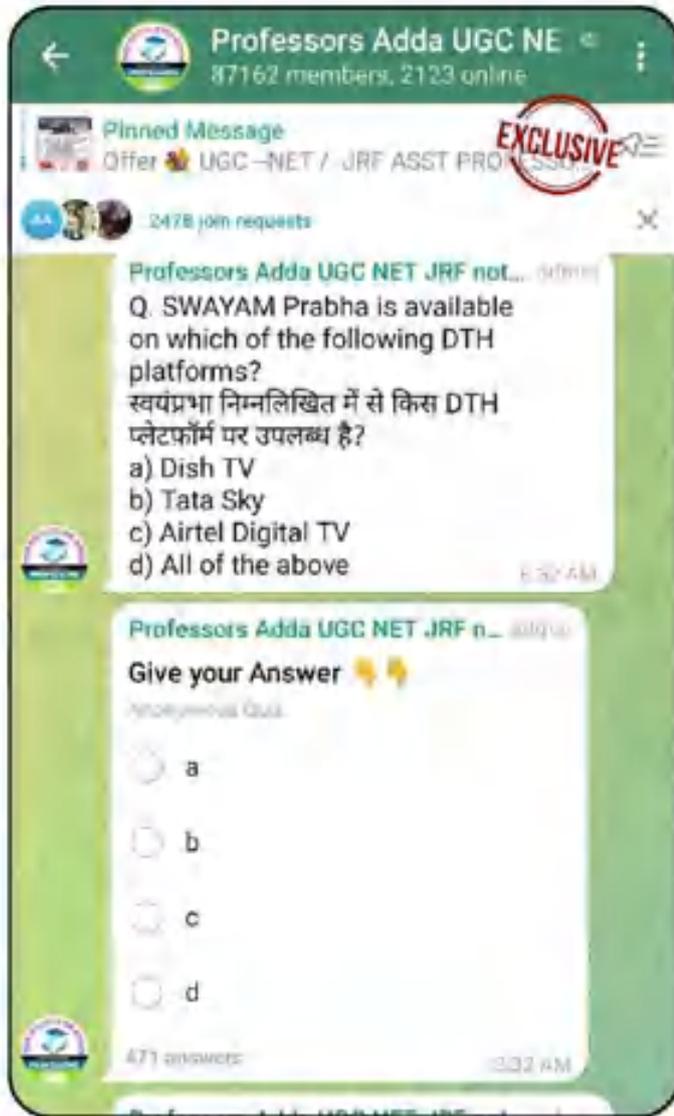
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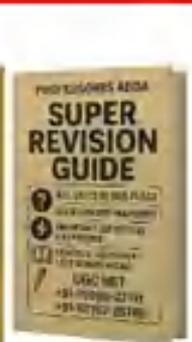
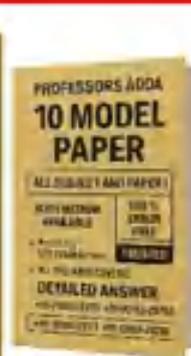
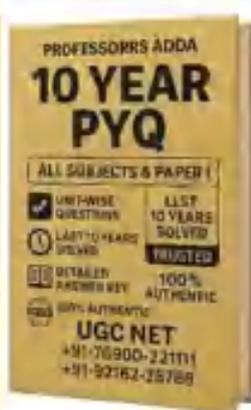
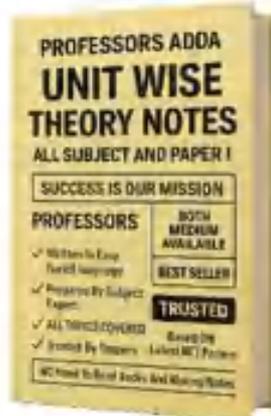
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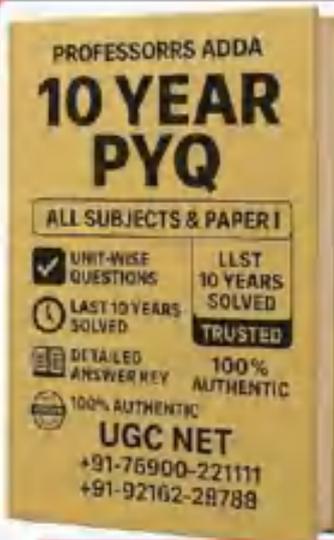
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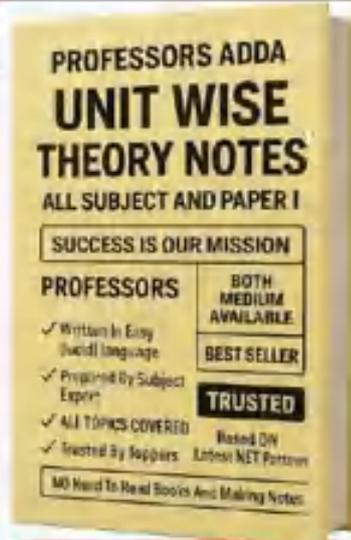
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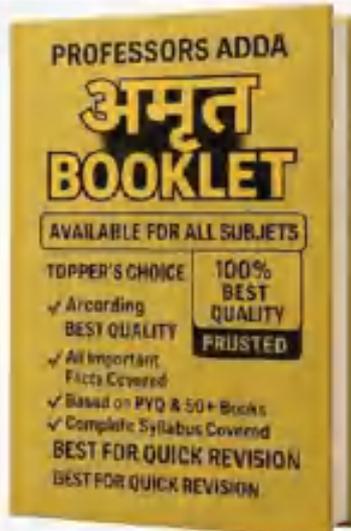
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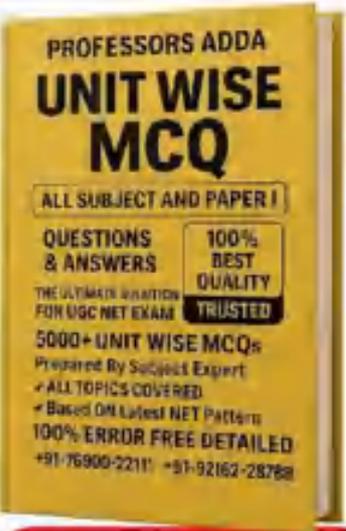
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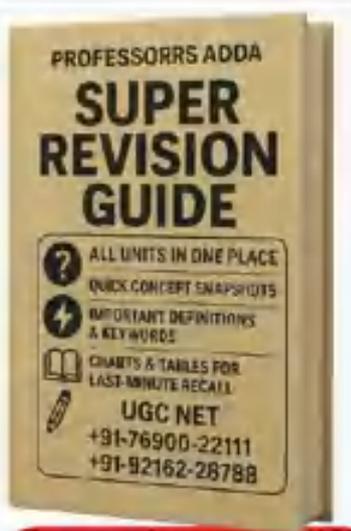
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