



**NEERAJ®**

# **M.P.A.-13**

## **Public Systems Management**

**Chapter Wise Reference Book  
Including Many Solved Sample Papers**

*Based on*

---

# **I.G.N.O.U.**

**& Various Central, State & Other Open Universities**

---

*By: G. Suma & Dheeraj*



**NEERAJ  
PUBLICATIONS**

*(Publishers of Educational Books)*

Retail Sales Office:

1507, First Floor, Nai Sarak, Delhi - 6 | Mob.: 8510009872, 8510009878

E-mail : [info@neerajbooks.com](mailto:info@neerajbooks.com) Website : [www.neerajbooks.com](http://www.neerajbooks.com)

---

**MRP ₹ 300/-**

Published by:



## NEERAJ PUBLICATIONS

(Publishers of Educational Books)

Retail Sales Office: 1507, First Floor, Nai Sarak, Delhi - 6 | Mob.: 8510009872, 8510009878

E-mail : info@neerajbooks.com Website : www.neerajbooks.com

© Copyright Reserved with the Publishers only.

*Reprint Edition with Updation of Sample Question Paper Only*

Typesetting by: Competent Computers, Printed at: Novelty Printing Press

*Disclaimer/T&C*

1. For the best & up-to-date study & results, please prefer the recommended textbooks/study material only.
2. This book is just a Guide Book/Reference Book published by NEERAJ PUBLICATIONS based on the suggested syllabus by a particular Board/University.
3. These books are prepared by the author for the help, guidance and reference of the student to get an idea of how he/she can study easily in a short time duration. Content matter & Sample answers given in this Book may be Seen as the Guide/Reference Material only. Neither the publisher nor the author or seller will be responsible for any damage or loss due to any mistake, error or discrepancy as we do not claim the Accuracy of these Solutions/Answers. Any Omission or Error is highly regretted though every care has been taken while preparing, printing, composing and proofreading of these Books. As all the Composing, Printing, Publishing and Proof Reading, etc., are done by Human only and chances of Human Error could not be denied. Any mistake, error or discrepancy noted may be brought to the publishers notice which shall be taken care of in the next edition and thereafter as a good gesture by our company he/she would be provided the rectified Book free of cost. Please consult your Teacher/Tutor or refer to the prescribed & recommended study material of the university/board/institute/ Govt. of India Publication or notification if you have any doubts or confusions regarding any information, data, concept, results, etc. before you appear in the exam or Prepare your Assignments before submitting to the University/Board/Institute.
4. In case of any dispute whatsoever the maximum anybody can claim against NEERAJ PUBLICATIONS is just for the price of the Book.
5. The number of questions in NEERAJ study materials are indicative of general scope and design of the question paper.
6. Any type of ONLINE Sale/Resale of "NEERAJ BOOKS" published by "NEERAJ PUBLICATIONS" in Printed Book format (Hard Copy), Soft Copy, E-book on any Website, Web Portals, any Social Media Platforms – Youtube, Facebook, Twitter, Instagram, Telegram, LinkedIn etc. and also on any Online Shopping Sites, like – Amazon, Flipkart, eBay, Snapdeal, Meesho, Kindle, etc., is strictly not permitted without prior written permission from NEERAJ PUBLICATIONS. Any such online sale activity of any NEERAJ BOOK in Printed Book format (Hard Copy), Soft Copy, E-book format by an Individual, Company, Dealer, Bookseller, Book Trader or Distributor will be termed as ILLEGAL SALE of NEERAJ BOOKS and will invite legal action against the offenders.
7. The User agrees Not to reproduce, duplicate, copy, sell, resell or exploit for any commercial purposes, any portion of these Books without the written permission of the publisher. This book or part thereof cannot be translated or reproduced in any form (except for review or criticism) without the written permission of the publishers.
8. All material prewritten or custom written is intended for the sole purpose of research and exemplary purposes only. We encourage you to use our material as a research and study aid only. Plagiarism is a crime, and we condone such behaviour. Please use our material responsibly.
9. All matters, terms & disputes are subject to Delhi Jurisdiction only.

### **Get books by Post & Pay Cash on Delivery :**

If you want to Buy NEERAJ BOOKS by post then please order your complete requirement at our Website www.neerajbooks.com where you can select your Required NEERAJ BOOKS after seeing the Details of the Course, Subject, Printed Price & the Cover-pages (Title) of NEERAJ BOOKS.

While placing your Order at our Website www.neerajbooks.com You may also avail the “Special Discount Schemes” being offered at our Official website www.neerajbooks.com.

No need to pay in advance as you may pay “Cash on Delivery” (All The Payment including the Price of the Book & the Postal Charges, etc.) are to be Paid to the Delivery Person at the time when You take the Delivery of the Books & they shall Pass the Value of the Goods to us. We usually dispatch the books Nearly within 2-3 days after we receive your order and it takes Nearly 3-4 days in the postal service to reach your Destination (In total it take nearly 6-7 days).

## Content

# **PUBLIC SYSTEMS MANAGEMENT**

### *Question Bank – (Previous Year Solved Question Papers)*

Question Paper—June-2023 (Solved) .....	1-4
Question Paper—December-2022 (Solved) .....	1-4
Question Paper—Exam Held in March-2022 (Solved) .....	1-3
Question Paper—Exam Held in August-2021 (Solved) .....	1-5
Question Paper—Exam Held in February-2021 (Solved) .....	1-3
Question Paper—June, 2019 (Solved) .....	1
Question Paper—December, 2018 (Solved) .....	1
Question Paper—June, 2018 (Solved) .....	1
Question Paper—December, 2017 (Solved) .....	1
Question Paper—June, 2017 (Solved) .....	1

---

<i>S.No.</i>	<i>Chapterwise Reference Book</i>	<i>Page</i>
1.	Public Systems Management: Concept, Nature, Scope and Characteristics .....	1
2.	Distinctiveness of Public Systems Management .....	9
3.	Public Systems Management: Constitutional Context .....	17
4.	Public Systems Management: Political Context .....	24
5.	Public Systems Management: Socio-economic Context .....	31
6.	New Technologies and Public Systems Management .....	38
7.	Concept of Governance: An Introduction .....	45
8.	Governance: Role of Bureaucracy and Political Executive .....	53
9.	Governance: Role of the Legislature and the Judiciary .....	59

<i>S.No.</i>	<i>Chapterwise Reference Book</i>	<i>Page</i>
10.	Inter Governmental Relations in the Process of Governance .....	68
11.	Financial Management .....	77
12.	Materials/Logistics Management .....	88
13.	Strategic Management .....	61
14.	Key Management Tools .....	66
15.	Management Information System .....	71
16.	Work Measurement .....	76
17.	Selective Market Techniques .....	80
18.	Future Designing Techniques .....	85
19.	Accountability .....	90
20.	Responsiveness in Public Systems Management .....	94
21.	Transparency and Right to Information .....	98
22.	Networking and Inter-Institutional Coordination in Governance .....	102
23.	Reforms and Change Management .....	105
24.	Empowerment .....	109
25.	Continuity and Change in Public Systems Management .....	113



**Sample Preview  
of the  
Solved  
Sample Question  
Papers**

*Published by:*



**NEERAJ  
PUBLICATIONS**

[www.neerajbooks.com](http://www.neerajbooks.com)

# QUESTION PAPER

June – 2023

(Solved)

## PUBLIC SYSTEMS MANAGEMENT

M.P.A.-13

Time: 3 Hours ]

[ Maximum Marks: 100

**Note:** Answer any **five** questions out of the following selecting at least **two** questions from each section. All questions carry **equal** marks.

### SECTION-I

**Q. 1. Explain the concept of Public Systems Management and discuss its characteristics.**

**Ans. Ref.:** See Chapter-1, Page No. 1, 'Public Systems Management: Concept' and Page No. 3, 'Characteristics of Public System Management'.

**Q. 2. Examine the changing nature of Public Service.**

**Ans. Ref.:** See Chapter-2, Page No. 9, 'Changing Nature of Public Service' and Page No. 15, Q. No. 4.

**Q. 3. Highlight the models of Governance.**

**Ans.** Newman postulated the following important models of Governance:

**The Hierarchical Model:** This model is oriented towards predictability, control and accountability. It is characterized by bureaucratic power and vertical patterns of relationships flowing up and down hierarchies. This model corresponds to the much-discredited form of governance in which the State exerts direct control over policy development and implementation through bureaucratic hierarchies. Change is very slow in this model, which is brought about by bringing about modifications in the legislation, rewriting the rules or guidelines, or producing new standards and procedures, all cascading down the vertical hierarchies of the governance system. A positive feature of this model is accountability, which tends to be high. The model is process-oriented and focused towards continuity rather than change. The other key features of this model are minimum risk, security, order and standardization and bureaucratic in nature.

**The Rational Goal Model:** The model focuses on maximum output in a shorter period. In this model, power is dispersed across a wide range of agencies.

Change is a basic feature of this model, which is brought about by altering incentives, with rewards attached to the delivery of targets and policy goals. Despite the devolution of power and responsibility, one sees a centralized approach in this model. The goals and targets are cascaded from the government and the performance is monitored, inspected and audited very strictly. It also incorporates many of the characteristics of new public systems management. It puts stress on efficiency, economic rationalism and managerial authority.

**The Open Systems Model:** In this model, emphasis is on network forms of interaction and iterative processes of adaptation. Differentiation is promoted through the decentralization of power, enabling experimentation and innovation. This model encompasses multiple inputs and 'reflexive' processes of development in which decisions can be adjusted in the course of new information. The system both influences and is influenced by the environment. It is fluid, fast and highly responsive. The boundary between policy and implementation becomes more fluid, allowing feedback and learning during the policy cycle. In this model, accountability is low but the sustainability is high. Change is accomplished through self-organization and self-steering rather than as a result of external intervention.

**The Self-Governance Model:** In this model, stress is given on building sustainability for fostering relationships of interdependence and reciprocity. It acknowledges the role of civil society in governance, highlighting the relationship between State and citizen rather than limiting notions of governance to the actions of the State. Governments in many countries,

including the present labor government in the UK, may seek to work in 'partnership' with citizens, for example to draw them in as co-producers of health and welfare services, or as partners in the development of sustainable solutions to social problems. In order to extend their legitimacy, the government may invite the public to participate in decision-making as citizens or as the users of services. The approach encompasses models of democratic innovation, which include participative and direct democracy, and 'associational' democracy in which civil society takes on functions previously performed by the State.

**Q. 4. Analyse the important dimensions of inter-governmental relations.**

**Ans. Ref.:** See Chapter-10, Page No. 69, 'Inter-governmental Relations: Import Dimensions'.

**Q. 5. Write short notes on each of the following:**

**(a) e-Judiciary**

**Ans. E-judiciary:** India has an independent judiciary. Indian judiciary comprises the Supreme Court at the apex level, followed by the High Courts, District Courts, the Sub-District / Session Courts and the lower Judiciary. The National Informatics Centre (NIC) has played a unique role in developing e-judiciary applications at various levels of the judiciary in the country. e-judiciary is a term used to indicate IT applications in judiciary. In India, a project named COURTIS (Court Information System) was launched in 1990 for the benefit of the entire legal community. This project was commissioned for streamlining registries of various courts. Subsequently, all the High courts have been computerized and web-enabled both locally and nationally through NICNET. The following applications have been successfully implemented at the Supreme Court level and also in the 18 High Courts in the country. This web site provides Supreme Court's pending and disposed case status information to litigants /advocates on the internet. Judgement Information System(JUDIS on CD-ROM consists of complete texts of all reported judgments of the Supreme Court of India from 1950 to 2000. The judgements of 2001 onwards are available on the Internet. The daily orders of the Supreme Court and the Delhi High Court are available on the internet. As soon as the orders are signed by the Judges, they are made available on the internet. This is the easiest way for litigants to get a copy of the latest order delivered in the court from their residences /offices. Thus, e-judiciary applications has been a convenience, improvement and speed of legal

services for everybody associated with the judicial system such as the judges, advocates, the litigants, the media, and the law students and scholars.

**(b) Public Accounts Committee**

**Ans. Public Accounts Committee:** Public Accounts Committee was introduced in 1921 and is one of the parliamentary committees that examine the annual audit reports of CAG, which the President lays before the Parliament of India. Those three reports submitted by CAG are:

- Audit report on appropriation accounts
- Audit report on finance accounts
- Audit report on public undertakings

The Public Accounts Committee examines public expenditure. The public expenditure is not only examined from a legal and formal point of view to discover technical irregularities but also from the point of view of the economy, prudence, wisdom, and propriety. It keeps a check on the money spent on any service during a financial year. If the money is in excess of the amount granted by the Lok Sabha for that purpose, it goes on to its report. The sole purpose to do this is to bring out cases of waste, loss, corruption, extravagance, inefficiency, and nugatory expenses. The members of the committee are elected annually by the Parliament from amongst its members. The principle of Proportional Representation (PR) by means of Single Transferable Vote (STV.) This election method gives equal representation to all the members of the Parliament. All the functions performed by the Public Accounts Committee are assisted by Comptroller and Auditor General.

## SECTION-II

**Q. 6. Describe the life cycle of project management.**

**Ans.** The life cycle of project management has different phases. These are explained below:

**1. Planning:** There are a number of participatory approaches that have emerged, like the Participatory Rural Appraisal (PRA), which can be used to plan the projects. There are several steps in the planning stage:

- Identifying Project Activities
- Estimating Activity Durations
- Determining Resource Requirement
- Finalizing Project Proposal

**2. Executing:** Executing involves a number of steps. In addition to organizing people, resources, personnel, materials and money, have to be identified.

# Sample Preview of The Chapter

*Published by:*



**NEERAJ  
PUBLICATIONS**

[www.neerajbooks.com](http://www.neerajbooks.com)



# PUBLIC SYSTEMS MANAGEMENT

## Public Systems Management: Concept, Nature, Scope and Characteristics

1

### **INTRODUCTION**

The term Public Systems Management has been dynamic and constantly under change, more so in the past few decades in light of modernisation. It is looked at a more broader sense than ever before. There is more amount of clear responsibility fixed on public administrators and they are looked upon as agents for cost effectiveness in public sector enterprises. We can say that public sector management has evolved itself from public administration.

### **CHAPTER AT A GLANCE**

#### **PUBLIC SYSTEMS MANAGEMENT: CONCEPT**

The term organisation, generally to a layman means a group of systems working towards a predetermined goal. For a business or a private organisation the penultimate goal is generally to make profit. But for a public system, though it has a goal as in private organisation here, the goal is not profit making but public interests. Therefore, the framework of functions and characteristics are totally different. External factors such as globalisation have an impact on public system while formulating guidelines and goals. For example: For over the years, the management of public

administration has become more responsible and answerable. The bureaucratic setup is slowly being weared off and there is more emphasis towards achieving the formulated or predetermined targets. The public systems work within the framework of the public interest without overstepping the law, politics or state. Private enterprises are mainly focused on profit earning and are driven by market forces whereas, public systems are mainly focused on the public at large and are generally not affected by the market forces.

Therefore, it can be said that PSM involves the framework and functioning of public services. This gives the state bureaucracies to give a facelift to the government as in corporate functioning.

Though the concept of public administration looks very efficient and effective, practically there have been large gaps between what has been formulated and the achievements *per se*. The answerability factor was very low, therefore the seriousness in achieving the desired results was lacking. This over the years has led to drastic changes in the concept of public administration itself. After all these institutions were supposed to be working with the interest of public at large in view. The main changes brought about in this area were in regard to:

2 / NEERAJ : PUBLIC SYSTEMS MANAGEMENT

- (i) Privatisation and de-regulation.
- (ii) Setting up of market like mechanisms.
- (iii) Decentralisation.
- (iv) Debureaucratisation.

The different theories that have emerged over a period of times in this respect are:

- (a) **New Right Philosophy:** The school of thought emphasised the idea of non-interference by the government or independent functions. It assumes that in involvement of state leads to overshooting budgets non-performance of administrators, over production of unwanted services and therefore leading to inefficiency and waste. The other key measures of this philosophy are reduction in inflation, lower taxation, increasing the role of the market in providing public services and institutional and constitutional reforms.
- (b) **Public Choice Approach:** This approach broadly believes in reducing the role of the state, limiting the discretionary power of the politicians, keep public monopolies at the minimum and control functions of government agencies.
- (c) **Property Rights Theory:** This theory looks into the performance based incentives prevalent in private sector with respect to their effectiveness in public sector domains.
- (d) **Principal Agent Theory:** This theory propagates clear demarcation between the owner and management which is very helpful in assigning responsibilities and therefore increases the answerability function as well.
- (e) **Organisation and Management Literature:** This looks into adapting private sector functioning modules into public sector for effective results. This propagates decentralised management for effective delegation and responsibility bearing management, in adopting market type mechanisms for making services more consumer friendly and lastly focusing on performance instead of blindly following the procedures that are laid down.

NATURE OF PUBLIC SYSTEMS MANAGEMENT

As we say the only constant in this world is change. Therefore, any system to retain its core has to undergo constant change to fit in the ever-changing world. Similarly, there has been constant evolution of different system such as political and administrative keeping in mind the best interest of the public. Public Systems Management has been defined by many as “Administration and Manage-ment of both direct and indirect institutions engaged in the public policy-making exercise and in delivery of public services”. The core areas of PSM are on results, efficiency and quantification.

With respect to governance, it lays focus on:

- (i) Ensuring the government plays a less active role in day-to-day functioning.
- (ii) More emphasis on the results.
- (iii) Keeping the requirements of customers in mind.
- (iv) Putting market mechanisms in place in those areas which cannot be privatised.

SCOPE OF PUBLIC SYSTEMS MANAGEMENT

With the ever-changing scenario of public- private enterprises, the extent of role play by the government in public systems the scope of public systems management is limited to:

- (i) Giving importance to attaining results instead of blindly following the guidelines.
- (ii) Putting across the market principles such as competition, contracting etc.
- (iii) Making public administration with the customer as the core.
- (iv) Less interference from the governments and independence to these agencies for better functioning and answerability in case of any under-achievement.
- (v) Assigning fixed responsibilities to the employees, thereby motivating them for better results.
- (vi) Making employees more customer centric.

- (vii) Making the functioning of these units more flexible, goal-oriented and reducing bureaucratic interference.
- (viii) Ensuring that there is a positive form of corporatisation of these units for goal attainment.

**Kettle** in 2002 points out the basic concerns that are looked into by the New Public Management initiatives. These are:

- (a) Productivity,
- (b) Marketisation,
- (c) Service-orientation,
- (d) De-centralisation,
- (e) Policy,
- (f) Accountability for results.

#### CHARACTERISTICS OF PUBLIC SYSTEMS MANAGEMENT

Broadly speaking, Public Systems Management looks into giving a freehand to the public units for effective functioning and also reducing unnecessary and unwarranted interference of external agencies. It is more customer centric and thereby more accountable and goal-oriented. The basic characteristics of Public Systems Management can be broadly pointed out as follows:

- (i) Improving the service quality provided to the customers.
- (ii) Taking into consideration and also give serious importance to customers's needs and choices.
- (iii) Reduce the rigidity in the working of these organisations.
- (iv) Unnecessary hierarchical positions are done away with.
- (v) Each individual is given tasks which can be evaluated with respect to the targets achieved.
- (vi) There is an aspect of practicality aspect of competition and dealing with it is an effective and efficient manner.
- (vii) It is a more democratic way of performing tasks.

- (viii) Market mechanisms are given more importance in comparison to bureaucratic mechanisms.

- (ix) It believes in anticipating the problems that are likely to arise and be ready with the solutions.

An important fact of Public Systems Management is not to undermine the involvement of the state in totality, but to:

- (a) Ensure there is high degree of transparency and accuracy instead of following procedures.
- (b) De-centralising of activities and involving the state in strategic areas.
- (c) Changing the overall work culture in a way compromising for better results.

#### SELF-ASSESSMENT QUESTIONS

**Q. 1. Prepare a brief note explaining the changes that have taken place in the west during 1980's and their impact on the discipline of public administration.**

**Ans.** In 1985, it was felt by the then General Secretary of Russia that fixing the Soviet economy would be nearly impossible without reforming the political and social structure of the Communist nation. It was he who did call for fast paced technological modernisation and increased industrial and agricultural productivity and he attempted to reform the Soviet bureaucracy to be more efficient and prosperous. He also initiated the concept of state acceptance of production. A number of reformist ideas were discussed by politburo members. One of the first reforms Gorbachev introduced was the anti-alcohol campaign begun in May, 1985, which was designed to fight widespread alcoholism in Soviet Union. Prices of Vodka, wine and beer were raised and their sales were restricted. It was pursued vigorously and cut both alcohol sales and government revenue. Other than Russia during latter half of the 1990s the governments of some western countries took the initiative to reform the health sector informed by the ideas and design of the World Development Report 1993-investing in health. The health policy of these countries sought a more prominent role for the private sector and NGOs in the provisioning of services. It clearly stated the inability of the state to

4 / NEERAJ : PUBLIC SYSTEMS MANAGEMENT

provide services and also allowed and encouraged private practice by government doctors, (World Bank, 1997) some of the indicators of health sector reforms were:

- Permission to foreign providers of medical care.
- Encourage private health industry.
- To lease spare capacity in public facilities to private practitioners.

These were some of the changes that have taken place in the west during 1980s and impact on the discipline of public administration with reference to the health sector.

**Q. 2. Write a note on structural adjustment initiatives undertaken in any one of the countries of Organisation for Economic Co-operation and Development (OECD) or any developing country and assess their influence over its administrative system.**

**Ans.** The main aim of undertaking structural adjustment initiatives in developing countries is to point out the shifts in comparative advantage, emergence of new sources of competition. Technological advancement at more than a rapid pace and also distinct change in consumer preferences. The scenario has completely changed from what it was in the 1970s and 1980s to the present day where, China and India have emerged as competitive suppliers and also large consumers of goods and services, which also includes depleting natural resources which calls for structural changes and development opportunities as well shifting society concerns also means that making the case for open markets work at focusing more on the impact of liberalisation on the environment and also poor and vulnerable groups within the society. The adoption of appropriate, coherent and well sequenced domestic policies in the framework of a comprehensive national development strategy is at the heart of a successful, adjustment process yet this requires political leadership efficient institutional frameworks as well as adequate infrastructure facilities. Development cooperation also plays a critical role in supporting the adjustment process in developing countries.

**ADDITIONAL IMPORTANT QUESTIONS**

**Q. 1. Discuss in detail the scope of public systems management and point out the concerns these initiatives address.**

**Ans.** Present day governments believe in result based government and this requires a professional working atmosphere in place. This can be achieved when there is accountability and responsibility. Performance improves when there is an incentive as in the case of corporate sector. Therefore, the scope of public systems management includes:

- (i) Importance should be given to the end result rather than to the means of achieving the result.
- (ii) Putting itself through competition so that high standards of quality are maintained at all times.
- (iii) The public administrations core focus has to be the customer always.
- (iv) Taking help of other non-government organisations etc. to implement the organisations policies successfully.
- (v) De-regulating government activities to make it goal focused.
- (vi) Give authority and responsibility to its work force to ensure coordination.
- (vii) Moveover from traditional methods of working and adapt to the changes taking place and also be prepared with the future in mind.
- (viii) Bring in a culture of corporate world where importance is given to performance, evaluation, autonomy to the organisation.

The basic concerns pointed out by Kettle (2002) that New Public Management initiatives look into are:

- (i) **Productivity:** How can the government ensure more production per person while minimising costs?
- (ii) **Marketisation:** This aims at bringing the market forces into the organisational set up and aiming to do away with the bureaucratic maladies.
- (iii) **Service-orientation:** This aims at keeping the consumer the focal point and ensuring the service provided to him is in sync with what has been promised.
- (iv) **Decentralisation:** The people coming in direct contact with the general public should be given the authority to use their decision-making for the benefit of those people.