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A Study on Service Quality and Performance of Public Sector: Immigration Office in India

Management

KEYWORDS: *customer satisfaction, quality service, performance, public sector, immigration office*

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ABSTRACT

The objectives of the research are to describe the public sector service form delivered to consumers/citizen, to find out the consumers' satisfaction on public sector service, and to discover the public sector quality and performance delivered to consumer/people. The research is to measure the level of consumers' satisfaction in using the public sector services through government policy approach towards the service satisfaction, and people's judgment towards the quality and performance served by public service administrator apparatus. This research results in, first, description of the public sector service form delivered to consumers/people as the public sector service users, second, measuring the consumers or people's satisfaction based on the public sector service satisfaction measurement indicator in reference to government's decrees and laws, and third, determining the public sector service performance and quality applied to the consumers/people. The result of the research is of benefit for the government's consideration as public sector service administrator for consumers/people in the effort to ameliorate the service performance and quality.

1. Introduction

The field of public service indicates a move towards market orientation principle implementation in providing services, which means that the services applied by the government priorities the con sumers/people. The statement is supported by the catalytic government principle where the government apparatus functions as a catalyst in giving public service, and guarantees its ease.

Government is required to be more aware about its social function in gratification of people's needs and welfare enhancement, if not all, to be strategically, though indirectly, be responsible for the people's development and advancement. The public service implemented by the government is frequently a reflection of general bureaucracy quality. Consequently government needs to make improvement on public service quality to gain people's satisfaction.

One of the forms of the public service is the bureaucracy of applying a passport in Immigration Office. Globalisation has impacted on the escalation of international travel of various purposes such as trade, business, tourism, and so forth. Each country has its sovereignty to set regulation of whomever or whatever coming to or leaving, whether to visit or stay for specific period of time. So this is sensible that there is an escalation number of passport applicants in Immigration Office Class 1, Chennai. Based on the interview with one of the officers, there is a constant increase of passport applicants who especially plan for Umroh (Islamic pilgrimage) and tourism purpose.

1.1 Bureau of Immigration in India

Bureau of Immigration (BoI) was setup in 1971 by Government of India to undertake Immigration function in the country. BoI is headed by Commissioner of Immigration and assisted by FRROs for immigration facilitation service at airports and work relating to registration of foreigners under various Acts and Rules. Altogether, there are 86 Immigration Check Posts all over India, catering to international traffic. Out of these, 37 ICPs are functioning under the BoI, while the remaining are being managed by the concerned State Governments. At present, there are 12 FRROs in major cities i.e. Delhi, Mumbai Kolkata, Chennai, Amritsar, Bengaluru, Hyderabad, Calicut, Kochi, Trivandrum, Lucknow and Ahmedabad. Apart from this, there are 11 Chief Immigration Officers in the cities i.e. Goa, Jaipur, Gaya, Varanasi, Nagpur, Pune, Mangalore, Trichy, Coimbatore, Bagdogra and Guwahati. At remaining places District Superintendent of Police (SP) or the prescribed authority functions as FRO to facilitate foreigners.

2. Review of Literature

2.1 Service Quality

Quality as a strategic tool to achieve operational efficiency and improve organizational performance(Anderson, 1995; Babakus & Boller, 1992; Garvin, 1983: Philips et al., 1983). According to Garvin (1987), the conceptualized quality has eight dimensions including: performance, features, reliability, conformity, durability, service, aesthetics, and perception.Dimensions of service quality such as personal knowledge and potential, humility, completeness of service, speed of delivery, aesthetics are also important important aspects to achieve quality (KatsoTushiAyano, 2005)

Lovelock and Wirtz (2004) adds another dimension of quality includes delivery performance, responsiveness to the change of the environment and market, the lowest possible cost in service. Deming (1982) also identifies three types of qualities which are essential for producing goods and services that meet the needs of customers and clients, such as quality of design or re-design, quality of conformity and quality of performance. Garvin (1988), discusses the evolution of the concept of quality, identifies five perspectives such as the transcendent quality - view; product based approach; user based approach; manufacturing based approach and the definition of the value based on quality. The role of the public sector in the delivery of quality services is far more important in the developing countries.
According to Parasuraman et al. (1985), quality of service is the difference between the expected and the perceived service by the customer. If the expectation is greater than the performance of the service, then the perception of service quality is less satisfactory and it is dissatisfaction.

Zamil (2011) explains that the government, as large organizations, has customers and the customers are the citizens, businesses sector, public and private employees. Government through agencies, departments, and ministries provides information and services for each customer group and as a result, the customers give their assessment to the performance delivered.

In accordance to people's needs service demands keep changing as the globalisation grows. People's demands are strongly dependent on the level of needs and the individual and social value. This, therefore, enforce the apparatus to role more positively in assisting people to fulfill their needs.

Hsiao, Chih - Tung and Jie - Shin Lin (2008), from their results of the study, states that the public sector organizations conducted the identification, not only external factors of the customers, but also includes internal employees. It is very important to incorporate customer needs into the procedures design of service. Information of customer complaint will be used by public sector organizations as a strategic development in public sector of service delivery system.

2.2 People and Consumers' Satisfaction Index

People's Satisfaction Index is data and information of people satisfaction level acquired from quantitative and qualitative measurement result on people's opinion about the service of public

service administrator gadget by comparing the expectations and the needs. The index elements of public service user satisfaction in reference to Apparatus Empowerment ministries general guidelines of People's Satisfaction Index Organization in Government Instance Service Unit are as follow:

1. Service is simplicity on service stages delivered to people;

2. Service requirements that cover technical and administrative requirements needed to get the service according to its service type;

3. Service Certainty that includes the clear existence and certainty of the officers who are in charge (name, authority and responsibility position);

4. Service discipline of the officers, includes seriousness of the service officers in delivering the service especially their commitment on their effective working based on the regulation;

5. The responsibility of the service officers covers authority and responsibility certainty of the officers in administering and delivering services;

6. The capability of the service officers is the officers' competence and skill in delivering and administering service to people;

7. Speed of service, means that the target of service time can be done within the time set by the units of service providers;

8. Fair in the service, it allows the implementation of service which does not distinguish the class or status of the communities;

9. Courtesy and hospitality of the officer: the attitude and behavior of officers in providing services to the community are polite and friendly as well as to promote mutual respect and honour;

10. Even service charge provides the affordability of the public against the fees imposed by service units for a certain service;

11. Fixed service charge bridges the fees paid by the community with the charges of service;

12. Regular schedule of service allows implementation of the service time in line with the conditions that has been set;

13. Comfortable surroundings produce clean, neat, and organized condition of facilities and infrastructure, so it provides coziness to the customers;

14. Security in services ensures the environmental level of security at the units or service providers: therefore the people feel calm and relaxed to get the service from certain risks as a result of the implementation of the service.

2.3 Services at Public Sector

According to the Act, the public service is an activity or series of activities, which is conducted to meet a service needs; it is administrated by the laws for every citizen and resident for the goods, services, and or administrative services provided by public service providers.

2.3.1 Some definition of Public Sector Services according to Ministries guidelines,

1) Public Service Unit is working unit or serving office on government agencies, which is directly or indirectly giving services to the customers.

2) Staff of Public Services is government official who has a duty and function of public services in line with the government regulation.

3) The recipient of public services is a person, the community, institution of government, and business sector, who receive services from the officers of public services.

4) The cost of public services is all the costs (with any name) as compensation for the provision of public services; the amount and payment procedures are established by the competent authorities in line with laws and regulations.

2.3.2 The essential requirement to create better public services according to Act is:

1) Lead Commitment: Technical efforts that can be done by the officers always require the support of decision-makers (the leaders) both in the local and in the central government. It means that the commitment is intended to be a strong and consistent desire to make continuous improvements.

2) Changes in the mindset of the service function: Change of mindset is the beginning of all efforts at improvement and has a very big influence to the overall process of improving public services.

3) Public participation as a service user: Improving the quality of public services is difficult to be achieved when the participation of user is still low. The most important aspects of service user participation is their aspiration for variety, quality and cost of service delivery.

4) Trust: The key to success for improving public services is mutual trust between the person in charge, organizers and officers of public service with their community of user.

5) Awareness of organizers and officers at public service: Awareness is always associated with the level of responsiveness and account-ability to the implementation of public services. Many cases demonstrate organizational inertia of organisers and officers as public service providers to find the entry to the improvement of service quality due to lack of awareness of the organisation on the quality of public services management.

6) Openness: The main obstacle encountered in the effort to improve the quality of service is transparency which is not owned by either the service provider or the service recipient.

7) The Availability of Budget: The availability of the budget is regarded as a key strategy to be successful in improving the quality of the public services.

8) The Growing Sense of Belonging: On the side of the community as service users, it should be developed confidence that their contributions are needed and their aspirations will be considered.

9) Surveys and any Participation of Service Users Must be Followed by Real Action of Improvement: Complaint surveys may be hard psychologically for the organizers of public service, but when organised professionally, it is a good starting point to show positive change and to gain trust.

10) Honesty: Honesty is an important factor in improving the quality of public services. Honesty towards the problems will guide into the right solution.

11) Realistic and fast: Real improvement efforts should be made in order to give the real impression, which is fast, easily perceived, the changes are observable and beneficial to the user of community services.

12) Feedback and public relations: It is an obligation to give feedback as soon as possible on each case which has received and requested from the public. If people were asked (as respondents) to give an opinion (vote), do not put off too long to notify them the result of the survey as a feedback.

13) Increasing the courage and habit of receiving the complaint:

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Everyone has to start to learn to understand that criticism, complaints (in general) is more honest than praise or flattery. This is because praise is given for the benefit of someone else. If not, then it is definitely a compliment which contains dishonesty. Instead it is almost certain that if someone comes to criticism, complaint or protest, it is done for self-interest.

14) Experience success in using methods: Though small, initial successes will always be more motivating than a failure. In that case, doing the little things, simple but produces real change, becomes very important to cultivate the courage to do things bigger and more complex.

2.4 Standard of Public Sector Services

According to the Ministry of State for Administrative reforms that every public service should have a standard of service and the standard of service is a measure that is standardised in public service that must be obeyed by the party who delivers and uses the service. Minimum service standards cover:

a). Procedure of service: Standardized procedures for service providers and recipients of services including complaints.

b). Solution time: The time which is allocated from the time of submission of the applicant until the completion of the service, including complaints.

c). Cost of services: Costs or tariffs which include the detail that has been set in the service.

d). Products of services: The results of the services which will be received in line with the regulation conditions.

e). Facilities and infrastructure: The provision of facilities and infrastructure which is adequate by the public service providers.

f). Competence of personnel service providers: Competence of personnel service providers should be set appropriately based on requirement of knowledge, expertise, skills, attitudes and behaviors.

2.5 Performance of Public Sector Organizations

Performance as a tenure means the final result of an activity in carrying out job responsibilities as efficiently and effectively as possible. Managers need to understand that the concept of "Organizational Performance " is the final result of the accumulation of all the working process of the organization and he/she needs to understand the factors that lead to high performance on the organization. The final objective of performance measurement in the public sector is to improve the control of government expenditure, both from inside and outside the government, and to ensure confidence in the public that public organizations that receive public funds must achieve and demonstrate high performance efficiently and effectively.

3. Objectives of the study:-

1. To study the public sector service form delivered to consumers/citizen
2. To analysis the consumers' satisfaction in public sector service
3. To analysis the public sector quality and performance delivered to consumer/people
4. To explore the performance measurements in the public sector

4. Research Methodology

This research was conducted in Chennai Immigration Office Class I. The population in this study is all the applicants for a passport in the Immigration Office Class I, Chennai and the respondents are selected randomly which are determined according to the coverage area of each service unit. To meet the accuracy of the results of the index preparation, 150 respondents were selected out of a population of service recipients. The data analysis technique used in this research by applying Public Satisfaction Index, which is measured by using weighed score from each of service elements.

4.1 Limitations of the Study

The limitations of this study lies within the cross-check between the primary and secondary data, it cannot be done well because of bureaucratic problem of the Immigration office.

4.2 Data Analysis Technique

The researcher uses data analysis technique in this research by applying Public Satisfaction Index, which is measured by using weighed score from each of service elements. In measuring Public Satisfaction Index, there are 14 elements or indicators which are under inspection. Every elements of service has the same weigh which is formulated as follows:

$$\text{Service quality of weighed estimation} = \frac{sum\ of\ weight}{sum\ of\ elements} = \frac{1}{14} = 0{,}071 \quad (1)$$

The formula to get the score of Public Satisfaction Index is:

$$\text{Satisfaction Index} = \frac{sum\ of\ perception\ score\ each\ elements}{sum\ of\ filled\ elements}\ \text{X weighted score} \quad (2)$$

To simplify the interpretation of measuring Public Satisfaction Index which is around 25 – 100, the result of measurement above is converted with basic score 25, by using the following formula: Public Satisfaction Index of Service unit x 25.Thus the results can be seen in Table 1.

Table 1. Perception Value, Interval of Public Satisfaction Index, Interval Score of Conversion Public Satisfaction Index, Quality of Service, and Performance of Unit Services

Perception Value	Interval of Public Satisfaction Index	Interval Score of Conversion Public Satisfaction Index	Quality of Service	Performance of Unit Services
1	1,00 – 1,75	25,00 – 43,75	D	Poor
2	1,76 – 2,50	43,76 – 62,50	C	Not good
3	2,51 – 3,25	62,51 – 81,25	B	Good
4	3,26 – 4,00	81,26 – 100,00	A	Excellence

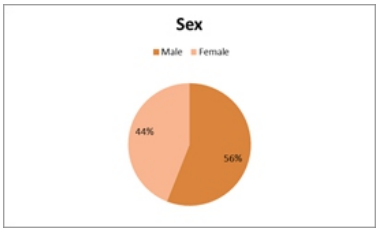
5. Data Analysis

5.1 Profile of Respondents

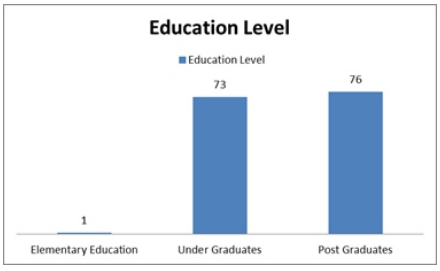
a). Based age classification:-

Age	Nos	%
Below - 20	8	5.33
21-30 Yrs	50	33.33
31-40 yrs	33	22.00
41-50 Yrs	28	18.67
Above 51	31	20.67

b). Classification by gender:-



c). Classification by level of education:-



d). Classification by occupation:-

Employment	Nos	%
Salaried Persons	76	50.67
Business Persons	59	39.33
Others	15	10.00

5.2 The Results of Each Element of Public Satisfaction Index

The study results of Public Satisfaction Index on service quality based on an existing element in the Administrative Modifications on General Guidelines for Public Satisfaction Index Preparation in Government Instances Services Unit of Government Agencies, which has 14 indicators. Each indicator will be conducted the data tabulation to obtain the frequency and percentage of each unit of service, the description of each unit is:

1) Service is simplicity on service stages delivered to people; the results of tabulation of the data respondent about the service procedure showed there are 3 people or 2% of respondents gave the answer that the procedure is not easy, 9 people or 6% of respondents said less easy, 122 people or 81.33% said easy and the remaining 16 people, or 10.67% said it was very easy.

2) Service requirements that cover technical and administrative requirements needed to get the service according to its service type; for service requirements elements which are described in Table 4.6, 2 people, or 1.33% of the respondents stated it is not appropriate, 9 people or 6% of respondents said less appropriate, 131 people or 87.33% of respondents stated it is appropriate, while the remaining 8 or 5.33% of respondents said it was very appropriate.

3) Service Certainty that includes the clear existence and certainty of the officers who are in charge (name, authority and responsibility position); Based on Table 4.7 on the clarity element of service officers, it can be explained that there is 1 person or 0.67% of respondents say that it is not clear, 14 people or 9.33% it is less clearly stated, 125 people or 83.33 % it is stated clearly, and the remaining 10 people or 6.67% it is stated very clearly.

4) Service discipline of the officers, includes seriousness of the service officers in delivering the service especially their commitment on their effective working based on the regulation; according to the table 4.8, it is obvious that there are 2 people or 1.33% of respondents said the officers are not discipline, 36 people or 24% of respondents said the officers are lack of discipline, 94 people or 62.67% stated that the officers are discipline, and the remaining 18 people or 12% of respondents stated, the officers are very disciplined.

5) The responsibility of the service officers covers authority and responsibility certainty of the officers in administering and delivering services; the survey shows that there are 21 people or 14 % of respondents stated that the officers less responsible, 123 people or 82 % of respondents claimed that the officers are well responsible and the remaining 6 people or 4 % of respondents stated that the officers are very responsible.

6) The capability of the service officers is the officers' competence and skill in delivering and administering service to people; the results of survey showed that 5 people or 3.33% of respondents said that the officers are less capable of serving the community, 135 people or 90% of respondents said that they are capable and 10 people or 6.67% of respondents stated the officers are very capable.

7) Speed of service, means that the target of service time can be done within the time set by the units of service providers; from the results of the data tabulation, there are 8 people or 5.33% of the respondents stated that the process of applying passport service in Chennai Immigration Office Class 1 are not fast, 31 people or 20.67 % of respondents said it is less fast, 110 people or 73.33 % respondents said it is fast and 1 or 0.67 % of respondents stated that it is very fast.

8) Fair in the service, it allows the implementation of service which does not distinguish the class or status of the communities. From the results of the data tabulation of the respondent showed there are 4 people or 2.67% of the respondents stated that the passport application service in Chennai Immigration Office Class 1 were not fair, 22 people or 12.67% of respondents said it was less fair, 116 people or 77.33% respondents said it was fair, and the remaining 8 people or 5.33% of respondents stated it was very fair.

9) Courtesy and hospitality of officer: the attitude and behavior of officers in providing services to the community are polite and friendly as well as to promote mutual respect and honour; from the results of the data tabulation of the respondent showed there are 7 people or 4.67% of respondents stated that officers are less polite and friendly, 130 people or 86.67% of respondents stated that the officers are polite and friendly, and 13 people or 8.67% of respondents stated that the officers are very polite and friendly.

10) Even Service Charge provides the affordability of the public against the fees imposed by service units for a certain service; the results of the data tabulation of the respondent, there is 1 person or 0.67 % of the respondents states that the cost of a passport at the Immigration Office Class 1 Chennai is not reasonable, 7 people or 4.67 % of respondents say that it is less fair, 135 people or 90 % of respondents it is reasonable, and 7 people or 4.67 % of respondents stated very reasonable.

11) Fixed Service Charge bridges the fees paid by the community with the charges of service; from the results of the data tabulation of the respondent shows there are 2 people or 1.33 % of the respondents stated that the fees paid are not always appropriate to the normal charge, 26 people or 17.33 % of respondents say it is sometimes appropriate, 55 or 36.67 % of respondents state that it is very appropriate, and 68 people, or 45.33% of respondents state that it is always appropriate.

12) Regular schedule of service allows implementation of the service time in line with the conditions that has been set; from the results of the data tabulation of the respondent show that there are 2 people or 1.33 % of the respondents stated that the implementation of the service time is not always appropriate to the condition that has been set, 32 people or 21.33 % of respondents say it is sometimes appropriate, 73 people or 48.67 % of the respondents state that it is very appropriate, and the remaining 43 people, or 28.67 % of respondents state that it is always appropriate.

13) Comfortable surroundings produces clean, neat, and organized condition of facilities and infrastructure, so it provides coziness to the customers; from the result of the data tabulation of the respondent, there is 1 person or 0.67 % of respondents said that the environment of the service is uncomfortable, 4 people or 2.67 % of respondents say that it is less comfortable, 134 people or 89.33 % of respondents state that it is comfortable, and 11 people or 7.33% of respondents state that it is very comfortable.

14) Security in Services ensures the environmental level of security at the units or service providers: therefore the people feel calm and relaxed to get the service from certain risks as a result of the implementation of the service; from the results of the data tabulation of the respondent in Table 4:18, there are 3 people or 2% of respondents say it is less safe, 138 people or 92% of respondents declare it is safe, and the remaining 9 people or 6% of respondents state that it is very safe.

5.3 Data Analysis on Satisfaction Index of Public Service User

Elements of the public service user satisfaction index according to Minister of State for Administrative Reform on General Guidelines for Public Satisfaction Index Preparation in Government Instances Services Unit. are as follows: service procedures, service requirement, service certainty, service discipline of the officers, the responsibility of the service officers, the capability of the service officers, speed of service, fair in the services, courtesy and hospitality

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of the officer, even service charge, fixed service charge, regular schedule of service, comfortable surroundings, and security in services.

Stages in analyzing satisfaction index of public services users are as follows:

1) Calculating the Amount of Each Element Service.
The answer of each respondent from each element are summed, the result is as shown in Table 2. For every answer A, the value then is multiplied by 1, answer B is multiplied by 2, answer C is multiplied by 3, and 4 for the answer D. Thus the results can be seen in Table 2.

Table 2. Total Score per Element

Elements of Service	Total Score per Elements
Service procedures	451
Service requirement	445
Service certainty	444
Service discipline of the officers	428
The responsibility of the service officers	435
The capability of the service officers	455
Speed of service	404
Fair in the services	428
Courtesy and hospitality of the officer	456
Even service charge	448
Fixed service charge	488
Regular schedule of service	457
Comfortable surroundings,	455
Security in services	456

2) Calculating the Average Score of Each Service Element

$$\text{Average score of each element} = \frac{\textit{Total Score per element}}{\textit{Total Questionnaire}} \quad (3)$$

Table 3 describes the average score per service elements
Table 3. Average Score per Service Elements

Elements of Service	Total Score per Elements
service procedures	3,01
service requirement	2,97
service certainty	2,96
service discipline of the officers	2,85
the responsibility of the service officers	2,90
the capability of the service officers	3,03
speed of service	2,69
fair in the services	2,85
courtesy and hospitality of the officer	3,04
even service charge	2,99
fixed service charge	3,25
regular schedule of service	3,05
comfortable surroundings,	3,03
security in services	3,04

3) Calculating the Average Weighted Score of Each Service Elements

Average Weighted Score per elements = Average Weighed Score per elements X 0,071 ***(4)***

Weighted Average Value per Element can be seen in Table 4.

Table 4. Average Weighted Score per Elements

Elements of Service	Weighted Average Value per Element
service procedures	0,213
service requirement	0,211
service certainty	0,210
service discipline of the officers	0,203
the responsibility of the service officers	0,206
the capability of the service officers	0,215
speed of service	0,191
fair in the services	0,203
courtesy and hospitality of the officer	0,216
even service charge	0,212
fixed service charge	0,231
regular schedule of service	0,216
comfortable surroundings,	0,215
security in services	0,216

4). Calculating the Score Public Satisfaction Index.

To facilitate the interpretation of the Public Satisfaction Index assessment, which is between 25-100; then result of this research is converted by using 25 as a basic score, by applying the following formula:

Public Satisfaction Index after the score is converted = Score x Score Index Base = 2,958 x 25 = 73.958. Based on the above calculation, the score which is obtained for SMEs after conversion is 73.958, so the quality of services in Class 1 Chennai immigration office is B, which means good service performance.

6. Findings and Discussion
From the analysis of data that describe the quality of service that includes service procedures, service requirement, service certainty, service discipline of the officers, the responsibility of the service officers, the capability of the service officers, speed of service, fair in the services, courtesy and hospitality of the officer, even service charge, fixed service charge, regular schedule of service, comfortable surroundings, security in services of the amount score per elements and the average score per elements shows that the highest score is the even service charge means that the consumer/public needs transparency to the cost of service of government services. Service of public sector customer consists of all actions which are conducted by the organization to obtain customer satisfaction and help to acquire the most value products and services that have been purchased.

The researcher also finds that the lowest element of service is speed of service. Officers must be knowledgeable in answering every customer inquiries, and illustrate respectable behavior that can raise customer confidence. Also found that there are five critical success factors of the quality of public sector services which must be developed to provide the best service such as systematization, efficiency, security, hospitality and attention of employees. Apart from the aim of employees training in public sector organizations in providing customer services is to improve interaction, respect, courtesy and behavior, beside it should also increase the dimension of assurance through the expand of employees knowledge in responding and answering complaints of client. To build trust, training program should improve the expertise and train employees in different areas to solve several problems such as the resolution of client issues, the provision of services within the schedule, and the accuracy and speed of the job.

7. Conclusion
The results of research on public sector services will serve as the government guidelines for further improvement and adjustment in providing superior quality services to customers. Excellent quality of service is very important for public agencies even though it is non-profit. Also, it explains that more transactions will be done between the customer and the service provider when citizens (customer) are satisfied. A number of authors have different thoughts on defining customer in the public service.

Based on variable calculation of Customer Satisfaction Index which is contained in the Decree of the Minister of State for Administrative Reforms on General Guidelines of People's Satisfaction Index Organisation in Government Instance Service Unit, the assessment result of passport services at the Immigration Office 1 Chennai in the category of service quality is B. Performance of Immigration Office Class 1 Chennai in accordance with the performance standards

which has been set by the government is good. The study clarifies that the success and performance of public sector organizations by using the dimensional evaluation services helps the organisations in developing strategies to achieve competitive advantage significantly.

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