

ORIGINAL ARTICLE

Public management modernization policy and quality of broadcasting authorization service

ABSTRACT

In 2021, signs indicating a low quality of the broadcasting authorization service provided by the Dirección de Servicios de Radiodifusión (DSR) in Peru were perceived. These signs indicate a deficient implementation of the la Política de Modernización de la Gestión Pública approved by Decreto Supremo N° 004-2013-PCM. Therefore, the objective proposed was to assess the implementation of the Política de Modernización de la Gestión Pública at DSR and to verify the relationship with the quality of the service provided. A quantitative research approach (deductive) was applied, with a non-experimental design, surveying a population of 104 administrators. Problems were evidenced in all the components of the implemented Política de Modernización de la Gestión Pública (management by processes, administrative simplification and organization), with a significant and direct relationship ($r = 0.77$) with the perceived regular quality of the service.

Keywords: modernization policy; public management; service quality.

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INTRODUCTION

Public administration is key for the government to carry out its decisions, with the objective of satisfying the needs of citizens in an efficient and effective manner (Galindo, 2000). To achieve such satisfaction, it is necessary for the decisions implemented to generate a high-quality service offered by the government at the respective organization levels (Kumari and Nidhi, 2016).

Woodside *et al.* (1989) point out that service quality results from an evaluation of services by customers. Thus, it is important for organizations to be concerned about the quality of the service they provide, since it is the customers who provide these same organizations with the feedback needed to improve.

One of the pioneering models used to measure service quality is the SERVQUAL model (Díaz, 2005). The model was designed by Parasuraman *et al.* (1988) to measure expectations (what customers want or expect to receive) and perceptions (the service they actually receive). This model is based on the idea that a service is of high quality when perceptions are equal to or exceed the expectations that had been formed about it. Initially, ten service quality dimensions were proposed, which were later reduced to five: reliability, assurance, tangibility, responsiveness, and empathy.

Problems arise when the service quality required is not achieved. In public management, low service quality can result in low social legitimacy of the system in terms of transparency, sustainability, and governance (Morales and García, 2019), as well as citizen dissatisfaction.

Evidence of this problem is presented by Ramseook-Munhurrin *et al.* (2010) in Africa, in the country of Mauritius. Pedraza *et al.* (2014) found that Mexican users consider the quality of public administration services to be a problem, especially in the dimensions *waiting time* and *responsiveness*.

Along the same lines, a study on citizen perception of public service provision carried out in Spain in 2016, covering the period 2009-2016, shows that the satisfaction of Spaniards with respect to the quality of public service performance has worsened. In 2009, 49% of

the total number of respondents mentioned that they were quite satisfied with the performance of public services, while this percentage decreased to 46% in 2016, with the number of Spaniards who were not at all satisfied with public services increasing by 5% to 9% (Ministerio de Hacienda y Función Pública de España, Agencia Estatal de Evaluación de Políticas Públicas y la Calidad de los Servicios, 2016).

The quality of public service is definitely affected by government decisions and actions (Timaná, 2020), which become visible through approved and/or implemented public policies. Dunn (1994) points out that public policies are a set of interdependent collective choices that are linked to decisions made by governments and their representatives. They are formulated in such areas as defense, health, education, welfare, social security, and so on. In any of these areas, there are various action possibilities that are linked to ongoing or potentially implementable government initiatives, and that involve conflicts between different community actors.

In the reality of Latin America and the Caribbean, despite knowing the importance of the implementation of consistent and lasting public policies, countries lag behind other regions in terms of the quality of the characteristics of public policies, except for Chile, Costa Rica and Uruguay (Comisión Económica para América Latina [CEPAL]. División de Desarrollo Productivo y Empresarial, 2005).

In Peru, the situation could be similar with respect to the National Policy for the Modernization of Public Management, which was approved in 2013 through Decreto Supremo N° 004-2013-PCM (2013), with its implementation plan approved through Resolución Ministerial 125-2013-PCM (2013). This policy has since become the main guiding instrument for the modernization of public management in Peru, outlining the main objectives and contents of the public management modernization process. Furthermore, it sets out the principles and guidelines for effective public sector performance at the service of citizens and the development of the country.

In 2018, as part of this modernization process, the Peruvian government approved Decreto Supremo N° 123-2018-PCM, Reglamento

del Sistema Administrativo de Modernización de la Gestión Pública (2018), whose aim is to optimize the internal management of public institutions through an efficient and productive use of state resources to meet the needs and expectations of citizens.

Pursuant to the modernization policy, the Directorate of Broadcasting Services has been implementing such policy over the years, with the ultimate goal of providing a high-quality service to citizens in an efficient and effective manner. Such service consists of providing or denying authorizations to citizens in their personal or corporate capacity so that they in turn may provide broadcasting services.

In this context, in view of signs suggesting a low-quality service provided by Dirección de Servicios de Radiodifusión (DSR) and signs pointing to a deficient implementation of the Public Management Modernization Policy, it was proposed to evaluate the implementation of the Política de Modernización de la Gestión Pública at DSR and to determine the relationship with the quality of the service provided.

METHODS

Valid and reliable questionnaires were submitted to 104 administrators with authorizing resolutions up to August 2021, evaluated by the Directorate of Broadcasting Services. Seven DSR public servants were also surveyed. The questionnaire used for obtaining results on the *public management modernization policy* variable included 7 items, as well as 5 items for the *service quality* variable. Tables 1 and 2 show the number of dimensions and indicators for each of the respective study variables.

Instrument content validation was carried out through expert judgment while reliability analysis was performed by calculating Cronbach's alpha coefficient, whose results are shown in Table 3.

RESULTS

Table 4 shows that, on average, 1% of the total number of participants perceive that DSR never provides a good service when granting authorizations for the provision of broadcasting services. In addition, 2.9% perceived that a good

Table 1
Dimensions and indicators for the variable "public management modernization policy"

| Dimensions | Indicators |
|-------------------------------|--|
| Process management | Effectiveness and process alignment Value creation |
| Administrative simplification | Effectiveness and efficiency Service timeliness |
| Organization | Organizational alignment Coordination and communication |

Note. Adapted from Decreto Supremo N° 004-2013-PCM, 2013.

Table 2
Dimensions and indicators for the variable "service quality"

| Dimensions | Indicators |
|----------------|--|
| Reliability | Efficiency of service received |
| Responsiveness | Innovative services Fast response |
| Empathy | Customized service Open communication |

Note. Adapted from Parasuraman *et al.*, 1988.

Table 3
Cronbach's alpha results for the questionnaires of study variables

| Coefficient | Questionnaire on Public Management Modernization Policies | Questionnaire on service quality |
|------------------|---|----------------------------------|
| Cronbach's alpha | 0.905 | 0.939 |

Note. Prepared by the authors, 2023.

Table 4
Average number of responses from users of the Directorate of Broadcasting Services regarding the “service quality” variable and its dimensions

| Answer | V2: Service quality | | D1: Reliability | | D2: Responsiveness | | D3: Empathy | |
|-------------|---------------------|-------|-----------------|-------|--------------------|-------|-------------|-------|
| | f | % | f | % | f | % | f | % |
| Never | 1 | 1.0 | 1 | 1.0 | 1 | 1.0 | 1 | 1.0 |
| Hardly ever | 3 | 2.9 | 3 | 2.9 | 6 | 5.8 | 5 | 4.8 |
| Regularly | 31 | 29.8 | 34 | 32.7 | 27 | 26.0 | 32 | 30.8 |
| Mostly | 53 | 51.0 | 50 | 48.1 | 56 | 53.8 | 53 | 51.0 |
| Always | 16 | 15.4 | 16 | 15.4 | 14 | 13.5 | 13 | 12.5 |
| TOTAL | 104 | 100.0 | 104 | 100.0 | 104 | 100.0 | 104 | 100.0 |

Note. Prepared by the authors, 2023.

service is hardly ever provided, while 29.8% perceive that it is regularly provided. This shows that DSR has a problem regarding the quality of the service it provides, which makes it necessary to put forward proposals for improvement.

The problem regarding the service quality at DSR is spread across all its dimensions (reliability, responsiveness, and empathy). With respect to reliability, on average 1% of the total number of participants perceive that they never trust the granting of authorizations for the provision of broadcasting services. In addition, 2.9% said that they hardly ever trust it while 32.7% said that they regularly do.

With respect to responsiveness (second dimension), on average 1% of the total number of participants never perceived any responsiveness on the part of DSR when granting authorizations for the provision of broadcasting services. In addition, 5.8% hardly ever perceived it while 26% perceived it on a regular basis.

Finally, with respect to empathy (third dimension), on average 1% of the total number of participants never perceived DSR to be empathetic to the needs and expectations of users when granting authorizations for the provision of broadcasting services. In addition, 4.8% hardly ever perceived empathy on the part of DSR while 30.8% perceived empathy on a regular basis.

Table 5 shows that 3.8% (on average) of the total number of those surveyed perceive that the public management modernization policy had hardly ever been implemented at DSR

for the granting of authorizations for the provision of broadcasting services. In addition, 24% perceived that such policy had been implemented only on a regular basis. This shows a relative problem regarding the implementation of the public management modernization policy at DSR: It could actually be said that, based on 27.8% of respondents, there is a need for improvement here.

The relative problem regarding the implementation of the public management modernization policy at DSR is also spread across all its dimensions (process management, administrative simplification, and organization). Regarding process management, (on average) 2.9% of the total number of respondents perceive that the public management modernization policy is sometimes implemented at DSR while 29.8% perceive that it is implemented on a regular basis. The situation is similar when considering administrative simplification and organization.

The preceding paragraphs make it clear that there are problems at DSR with respect to service quality and the implementation of the public management modernization policy. In quantitative terms, it can be said that 25% to 35% of respondents consider such problems to be present. So, before delving into the more specific problems, i.e., those found or perceived through the indicators of the variables’ dimensions, note that Table 6 below presents the results of correlation tests.

Table 6 shows that the p-statistic value (probability) for all objective correlations is less than 0.05 (significance value α). In other words, a statistically significant relationship

is shown between public management modernization policy and service quality; process management and service quality; administrative simplification and service quality; organization and service quality. The positive sign of the correlation coefficients indicates a direct relationship while the values indicate a high correlation degree according to the scale of correlation coefficients given by Hernandez and Mendoza (2018).

The results described mean that the problem regarding the implementation of the public management modernization policy at DSR

can explain much of the relatively low service quality. Therefore, if improvements are made in the implementation of the public management modernization policy, there will also be improvements in service quality.

In line with the above, in order to provide a better basis for proposals to improve the implementation of the public management modernization policy at the DSR, the specific results (results for each item) of the study variables were classified in terms of strengths and weaknesses. This classification is shown in Table 7.

Table 5

Average of responses from users of Directorate of Broadcasting Services regarding "public management modernization policy" variable and its dimensions.

| Answer | V1: Public management modernization policy | | D1: Process management | | D2: Administrative simplification | | D3: Organization | |
|-------------|--|-------|------------------------|-------|-----------------------------------|-------|------------------|-------|
| | f | % | f | % | f | % | f | % |
| Never | 0 | 0.0 | 0 | 0.0 | 1 | 1.0 | 2 | 1.9 |
| Hardly ever | 4 | 3.8 | 3 | 2.9 | 5 | 4.8 | 4 | 3.8 |
| Regularly | 25 | 24.0 | 31 | 29.8 | 28 | 26.9 | 31 | 29.8 |
| Mostly | 59 | 56.7 | 54 | 51.9 | 58 | 55.8 | 53 | 51.0 |
| Always | 16 | 15.4 | 16 | 15.4 | 12 | 11.5 | 14 | 13.5 |
| TOTAL | 104 | 100.0 | 104 | 100.0 | 104 | 100.0 | 104 | 100.0 |

Note. Prepared by the authors, 2023.

Table 6

Correlation coefficients for study variables

| Objective correlation | Spearman's Rho | p-value |
|--|----------------|---------|
| Public management modernization policy and service quality | 0.777 | 0.000 |
| Process management and service quality | 0.662 | 0.000 |
| Administrative simplification and service quality | 0.737 | 0.000 |
| Organization and service quality | 0.805 | 0.000 |

Note. Prepared by the author, 2023.

Table 7

Classification of specific results (results for each item) of study variables in terms of strengths and weaknesses

| Strengths | Weaknesses |
|--|--|
| <ul style="list-style-type: none"> DSR and its personnel comply with addressing current (2020 onwards) requests within established deadlines (for the most part). DSR and its personnel have fluid and continuous communication with users regarding their procedures. DSR and its personnel are empathetic in the face of users' urgent needs, providing priority service to them. | <ul style="list-style-type: none"> Notifications to users' homes are often defective due to the courier's lack of experience. Processes are not sufficiently clear or detailed. Guidance prior to submission of requests is deficient. There is no electronic mailbox notification system, which would contribute greatly to the improvement of the process. There is no flow chart to ensure that users are fully aware of the process to obtain authorization for the provision of broadcasting services. Not all files have been digitized, which would prevent them from being lost, as has happened over the years. Hiring professionals with no preparation in public management or no vocation for service contribute to DSR's failure to modernize. |

Note. Prepared by the authors, 2023

DISCUSSION

The correlation of the relative problems found in the implementation of the public management modernization policy and the service quality at DRS is supported by Galindo (2000), who mentions that the quality of services offered by a public entity can be affected or explained by the policies the government implements for public administration. Also, Castello and Lizcano (quoted by Blanco *et al.* 2006) point out that the philosophy of public management has changed: It is no longer focused mainly on efficiency and economy, but rather on the quality of the service offered.

The results of this research are evidence that the purposes of the Reglamento del Sistema Administrativo de Modernización de la Gestión Pública (Decreto Supremo N° 123-2018-PCM, 2018) have been thwarted (in a relative manner) at DSR, i.e., the optimization of the internal management of public institutions through an efficient and productive use of public resources to meet citizens' needs and expectations. This is supported by Zaconetta (2020) who found that public management modernization is directly and significantly related to service quality ($p < 0.05$; $r = 0.756$) in a population similar to that of this research.

Timaná (2020) and Maizondo (2020) also found significant relationships and problems between process management, administrative simplification and organization on one hand, and the quality of services provided by Peruvian public organizations on the other.

Thus, the idea and design of the public management modernization policy may not necessarily be the actual problem; the evidence obtained in this research indicates that the problem lies in the implementation of the policy, which includes the behavior of the individuals in charge of executing and monitoring the correct implementation of the policy. The fact that there is no progress in the implementation and/or development of the national public management modernization policy, especially in the dimensions examined in this study (process management, administrative simplification and organization), has as a main consequence that many of those interested in managing radio or

television operations choose to operate clandestinely (Arce, 2019).

From the perspective of the authors of this paper, the following strategic guidelines could be taken into account to improve the implementation of the public management modernization policy: training for couriers so that notifications to users' homes are not defective due to courier inexperience; hiring of personnel specialized in public management with duly supported experience in the public sector; implementation of electronic mailbox system; addressing all liabilities and digitization of files; expanding channels to inform about DSR services; and taking advantage of available technologies to identify agents who engage in radio piracy.

CONCLUSIONS

Problems were found in the implementation of the public management modernization policy and the service quality at DSR (survey population). In quantitative terms, 25% to 35% of those surveyed report such problems. It was shown that there is a high, direct and significant correlation between these problems ($r = 0.777$), which means that the relative problem of the implementation of the public management modernization policy at DSR can explain much of the low service quality.

The following specific problems or weaknesses were found to be prevalent at DSR: notifications to the users' homes are usually defective due to the courier's lack of experience; management processes are not sufficiently clear or detailed; guidance prior to the submission of requests is deficient; lack of electronic mailbox notification system; lack of digitization of all files in order to avoid their loss; and hiring of professionals with no training in public management or vocation for service contribute to DSR's failure to modernize.

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Competing interests

The authors declare that there is no conflict of interest.

Authors' Contribution

Jesús Alexis García Hernández (lead author): Collection/obtainment of results, writing of the manuscript, critical review of the manuscript, contribution of patients or study material, obtaining financing, technical or administrative advice.

William Sánchez Chávez (coauthor): Conception and design of the work, analysis and interpretation of data, drafting of the manuscript, critical review of the manuscript, approval of its final version, statistical advice.