

BUILDING A PUBLIC SECTOR BENCHMARKING FRAMEWORK  
FOR CITIZEN SATISFACTION RESULTS

Submitted for ADMINISTRATION 598

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## ***EXECUTIVE SUMMARY***

### ***Summary of Issue***

In Canada, the benchmark ranges for client satisfaction with individual public services are currently unknown. The Canadian Public Sector is moving into a new era of measuring client satisfaction. Both *Citizens First* (citizen-level data) and the *Common Measurements Tool* (client-level data) will eventually permit public organisations to track their own progress over time in improving client satisfaction, and to benchmark their results with other public organisations. To do this there must be established ranges, median and mean scores for different kinds of public services. These are important steps to assist public organisations in interpreting their own client satisfaction results, knowing whether their own results are high or low for their particular type of organisation. In addition, establishing ranges will allow public organisations to benchmark performance with those organisations that achieve high scores in the range for that business line.

The need for a public benchmarking system is currently an issue of high priority. At the federal level, the Treasury Board of Canada Service Improvement Initiative (May 2000) requires all public service agencies to measure client satisfaction at least annually, according to Common Measurements Tool (CMT) metrics ([http://www.ccmd-ccg.gc.ca/pdfs/tool\\_e.pdf](http://www.ccmd-ccg.gc.ca/pdfs/tool_e.pdf)). Thus, governments and agencies will need a framework to be able to interpret their client satisfaction results. The purpose of this project is to develop a benchmarking framework to help understand how different public services are doing on a regional and national level.

### ***Objectives***

The primary objective of this report was to focus on the overall rating of service quality—the single number that summarises an organisation's performance and ranks it among others, in this case on a regional and, to a limited extent, on an international level. As, it is difficult to assign meaning to survey results when there is no point of reference with which to compare them. This project seeks to provide a framework with utility across the public sector. A benchmarking framework will enable public service organisations to

compare themselves against similar services across governments and allow them to determine how well they are performing in relation to similar public sector services.

This project creates the foundation for the *Canadian Public Service Benchmarks* (hereafter the Framework), which can be developed further once citizen satisfaction data is gathered from various other sources. This benchmarking framework consists of:

- The means, medians, modes and low and high ranges for each major public service as defined in the Citizens First 1998 data set for such services as parks, hospitals and employment insurance ect. Benchmarks are provided both national and regional levels.
- National low and high ranges established by using regional means for individual service organisations. Although these are regional mean scores, they are the only regional data included in this national framework; and
- Benchmarks for specific municipal, provincial and federal services, derived from the 1998 national citizen survey, *Citizens First*.

### ***Summary of Methods***

On a regular basis, Canadians use a wide range of public service organisations. Citizen's satisfaction with a wide range of public service organisations were measured in 1998. The survey 1998 *Citizens First* survey tool, *Have Your Say*, was sent out to 34,900 Canadian households with of 2,900 (9.2%) surveys returned and completed.

This survey, which uses a five point scale to measure citizen satisfaction, was designed to fill the knowledge gaps concerning Canadian service needs, expectations, satisfaction and priorities for service improvement across the public sector. The primary goal of this survey was to obtain a more detailed understanding of how Canadians evaluate the services provided by their governments in order to guide efforts to improve service quality. It is important to note that the 1998 sample size was over surveyed in certain provinces and too small in others to produce meaningful results by province or municipality. Thus, to be able to obtain a more detailed and potentially longitudinal data,

the survey was repeated in 2000 (this data was not available at the time this report was prepared).

At the time of the survey, the 1998 data sets for the service organisations for all three levels of government were coded by province. Having the data divided into provinces would have been an ideal method for benchmarking. However, given the sampling issues noted above. When the Framework was developed, the federal data had to be recoded from provinces into the regions used by many of the Government of Canada Departments: (Atlantic, Quebec, Ontario, Prairies, BC and the Territories) to divide the country evenly. It is important to note that since the 1998 data was over sampled in some regions, the regional data may contain some skewing thus creating some reliability issues comparing regional results.

The primary component of the Framework consists of three matrixes, one for each of three levels of government (federal, provincial and municipal). Supplementary matrixes which add to the main Framework were developed for each of the five regions to further provide organisations with the opportunity to be able to benchmark on a regional level. Both the Framework and the supplementary matrixes contain central tendency scores (means, median and mode) for each of the represented service organisations and high and low scores to show the range of mean scores obtained within the regions. To further illustrate the variation of the mean results, both the framework and the supplementary matrixes include the standard deviation and the standard error of the means results. The framework includes the valid number and the missing number to show what proportion of the sample used that particular service organisation.

### ***Results and Recommendations***

Connecting the Results and the Recommendation chapters, is a chapter concerning the evaluation of the UK's *People's Panel* and USA's *Customer Satisfaction Index for Federal Government Services*. This evaluation consists of a review of each country's methodologies and their satisfaction data, followed by a comparison discussion to show how Canadian service organisation results can be compared against similar repositories.

From this evaluation, one can conclude that the three data sets are not exactly comparable due to the nature of the data and the lack of a standardised measurement tool. The service organisations measured by the UK and the USA have either different business lines, or are delivered by different levels of government. Thus the drawing of comparisons between all three countries is difficult to complete based on existing data. However, a paramount recommendation that flows from this section is the need for a Canadian data repository serve Canada and evolve to serve other countries using common measurement tools.

The results of the Canadian analysis demonstrate that certain public services consistently rate high, while other services consistently rate low. The question that arises is how does one know how good a rating of "good" actually is for a particular "business line" in government? A satisfaction rating of 57.52 may be outstanding for street repair but very poor for libraries while average 77.09. Thus, it is important and beneficial for public organisations to compare against like services across the country, across countries and over time. Indeed, benchmarking is perhaps the most effective way to attribute meaning to survey results.

The key conclusion that can be drawn from the Framework is that Canada needs to establish and further develop its own benchmarking framework. The Framework will serve as a foundation for future benchmarking studies of citizen satisfaction. In addition, these benchmarks will assist in understanding, which services should be benchmarked and what elements of these services should be further benchmarked. Such an understanding will assist managers in comparing how well their organisation is doing against similar ones and ones with similar business lines. On a broader level, the framework will assist in making important decisions concerning the delivery of public programs, or how a program could be modified.

There are three broad recommendations arising from the development of the Framework. They are:

*Recommendation #1*

The need for a benchmarking centre to permit public organisations to locate comparative Canadian and international data for their particular service.

*Recommendation #2*

The need for more research to be completed in the area of client satisfaction by individual public sector business lines. This will be helpful because like organisations, which do not necessarily deliver the same service or product, will be able to compare themselves against a variety of services within their business line. This will be especially important in regulatory areas (enforcement, judicial, policy and internal service) which have strong public interest objectives in addition to client service objectives.

*Recommendation #3*

A third recommendation is the need for the Treasury Board Secretariat of Canada to continue generating citizen satisfaction results to use as second-generation data. Such data sets can be gained the biannual Citizen First survey.

*Recommendation #4*

To have the *Common Measurements Tool* marketed to other countries so that truly comparative data can be reliability generated and Canadian benchmarks can be compared with *Common Measurements Tool* results in other countries.

*Recommendation #5*

A final recommendation is that the *Common Measurements Tool* be popularised as quickly as possible with the Canadian public sector, and a new benchmarking framework be developed based on *Common Measurement Tools* data, which will be more reliable and more detailed than the data obtained from the *Citizens First* survey.

The framework represents a significant step forward in the evolution of national satisfaction indicators. It provides an independent and uniform means of assessing the quality of public sector organisations within Canada. In addition, it will assist in

alleviating the public opinion that public services are inferior to those provided by the private sector.

## **CHAPTER ONE**

### **PROJECT DEFINITION**

#### **Introduction**

Canadian governments and public sector agencies have become increasingly committed to setting standards for service delivery and to measuring their own service performance. To date, however, assessments of service delivery have typically been conducted on a program-by-program basis, with little co-ordination and comparison among departments and agencies, and little sharing of results, especially in the area of client satisfaction.

Thus, there is a need to allow individual programs to compare their service performance with that of other programs and to learn from successful initiatives or in other organisations. This approach, known as benchmarking, is widely used in the private sector, and in past decade has been adopted by governments in the UK, Europe, U.S.A and to a lesser extent in the Australia and Canada. (Erin Research, 2000, pg. 3).

This report will develop a preliminary benchmarking framework for Canadian public services by broadly producing the following information:

1. Develop, using the Citizens First 1998 survey data, a Canadian benchmarking framework consisting of low and high citizen satisfaction ranges, and means, for service agencies within the federal, provincial and municipal governments using the 1998 data set. Appendix 'A' *Citizens First* 1998 Summary Report gives a general overview of what the research initiative entailed.
2. Present the low and high ranges by region for each of the service agencies, as well as their mean scores.
3. Attempt cross-comparisons with UK and USA data, using their mean scores, to understand how UK and US mean scores fit with the Canadian ranges.

## **Background**

The term benchmarking has been used in recent years to include almost any activity that compares an organisation's performance with some standard. These approaches include competitive benchmarking, which compares how organisations in the same business perform their work, and functional benchmarking- which takes a single task such as accounting or warehousing and compares it across organisations that may be in quite different businesses. However, some organisations prefer to reserve the term benchmarking for a general level of comparison, although increasingly the term is used to describe more limited and more readily quantifiable comparisons, such as customer satisfaction ratings in different government agencies.

In more general terms, benchmarking as an efficiency tool is based on the principle of measuring the performance of one organisation against a standard, or an organisation.

The information produced can be used to:

- assess performance objectively;
- expose areas where improvement is needed;
- identify other organisations with processes resulting in superior performance, with a view to their adoption; and
- test whether improvement programmes have been successful.

Traditionally, when comparing organisational or program performance, managers have used benchmarking. In the private sector, the primary rationale for benchmarking is the desire to maintain or regain a competitive market position. This comparative element can act as a driver for better performance and spur experimentation and innovation in work. However, benchmarking is not an end in itself. It is one of a number of tools than can contribute to building an overall culture of improvement and thereby lead to the development of a 'learning organisation'. While many public organisations do not actively compete for market shares, there are other reasons, which will be discussed in

chapter two, to consider benchmarking as a public sector management improvement and measurement tool.

### **Benchmarking Public Services in Canada**

In Canada, the benchmark ranges for citizen/client satisfaction with individual public services are currently unknown. The Canadian public sector is moving into a new era of measuring client satisfaction. Both *Citizens First* (citizen/client-level data) and the *Common Measurements Tool* (client-level data ) will eventually permit public organisations to track their own progress over time in improving client satisfaction, and to benchmark their results against other public organisations. To do this there must be established ranges, mean and median scores for different kinds of public services. Such information is important because it assists public organisations in interpreting their own client satisfaction scores, and assists them in understanding whether their own scores are high or low for their particular business line. In addition, establishing ranges will allow public organisations to benchmark performance with those organisations that achieve high scores within that business line.

A public benchmarking framework is currently of high priority for the Canada's federal government. The Treasury Board of Canada *Service Improvement Initiative* (May 2000) requires all public service organisations to measure client satisfaction at least annually, utilizing the *Common Measurements Tool* metrics. Thus, departments and agencies will need a framework that will enable them to interpret their client satisfaction results. The primary purpose of this project is to develop the foundation for such a benchmarking framework.

Furthermore, a centralized benchmarking framework for data, concerning the Government of Canada and other levels of government, will assist in the establishment of clear benchmark ranges for client satisfaction by business line. At present, the following citizen-level satisfaction data is available to assist in the development of a preliminary set of ranges for the public sector:

1. From the *Citizens First 1998* data (in the future *Citizens First 2000* and the Common Measurement Tool data will be used)
2. *American Customer Satisfaction Index* data for the US federal government (1999 results)
3. UK *People's Panel* data for UK public services (1998 results).

## **Report Objectives**

For this report, a benchmarking framework will be designed to allow for the comparison of citizen satisfaction. In addition, this project will address the following areas:

- Measurements of service quality and performance for citizen satisfaction benchmarking (rather than the total organisational environment);
- Summarising the major benefits of the proposed benchmarking framework.

The goal in developing this benchmarking framework is to reach a more detailed understanding of how Canadians on a whole rank the various service organisations provided by the public sector.

## **Development of Research Questions**

The research questions for this project were developed after reviewing the literature relating, not only to *Citizens First 1998*, but also to the general and citizen satisfaction benchmarking practices.

These research questions have been addressed and answered throughout the various chapters of this report and guide the steps taken in this report. The research questions include:

1. *What are the current research trends that relate to benchmarking citizen satisfaction survey results for public service agencies?*

Trend information is an important aspect of citizen satisfaction surveying because it includes issues concerning demographics, expectations, satisfaction and general trends of

all types that may impact the various agencies being benchmarked. The majority of trend information was obtained through literature searches relating to both general benchmarking practices and citizen satisfaction surveying in the public sector.

*2. What are the citizen satisfaction mean and range scores (low and high scores for the regions<sup>1</sup>) for the public services within Citizens First 1998?*

This is an important research question to consider because it not only considers the data by regions, but also further presents an understanding of what the data entails.

*3. Do results vary geographically across Canada?*

This question is important because there is a need for public service agencies to not only develop an understanding of what their own results are, but to understand how their results may vary across Canada. To obtain this information, regional service agency matrixes were developed to determine service agency average and variation results across Canada.

*How do Canadian services perform in comparison to like services in the United States and the United Kingdom?*

This question is important because it considers the experiences and lessons learned from two countries that have already taken part in benchmarking various public services. In addition, it addresses some of the benefits and challenges associated with taking benchmarking to the wider international level.

## **Report Overview**

This report is set out in the format such that each chapter focuses on a specific area concerning the benchmarking of customer satisfaction:

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<sup>1</sup> Regions consist of provinces that were recoded as the following; Atlantic (New Brunswick, Nova Scotia, Prince Edward Island and Newfoundland) region 1, Quebec region 2, Ontario region 3, the Prairies (Manitoba, Saskatchewan and Alberta) region 4 and British Columbia and the Yukon region 5.

- Chapter two discusses the literature on both general benchmarking and benchmarking within the private and public sectors.
- Chapter three focuses on the methods used to develop a Canadian benchmarking framework for the *Citizen First 1998* data set.
- Chapter four presents the results for each of the benchmarked services in the *Citizens First 1998* data set.
- Chapter five evaluates the United Kingdom and United States citizen satisfaction data using matrixes and a detailed description of what each country is doing with their benchmarks.
- Chapter six provides recommendations for the *Canadian Public Service Benchmarks* including: revisions to the framework, gaps in the data and framework, and additional research efforts needed to develop the framework further.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

This chapter will discuss the two broad topic areas of general benchmarking practices and performance measurement practices in both the private and public sectors. Flowing from these two broad topic areas are specific discussions concerning; citizen satisfaction benchmarking, the similarities between performance measurement and benchmarking, the similarities of private and public benchmarking practices and alternative methods of performance measurement.

#### **Performance Measurement**

Leading-edge organisations, whether public or private, use performance measurement to gain insight into, and make judgements about, the effectiveness and efficiency of their programs, processes, and people. These organisations decide on what indicators they will use to measure their progress in meeting strategic goals and objectives, gather and analyse performance data, and then use these data to drive improvement in their organisation and successfully translate strategy into action (National Performance Review, 1997, pg. 4).

Performance measurement includes both the setting of targets and the review of performance against these targets. The main objective of performance measurement in public organisations is to support better decision-making by management, leading to improved outcomes for the community, and to meet external accountability requirements. Performance measurement can be used to improve the performance of an organisation; to improve control and accountability mechanisms; to inform the budget process; and to motivate staff. All instruments of performance management are to a more or less extent based on measurement. Performance measurement is thus increasingly seen as an integrated part of many management strategies, rather than isolated approach (OECD programme on Public Management and Governance PUMA, website hit July 27, 2000).

In the private sector, the principal measure of successful performance is profit. Public agencies, on the other hand, have no such universal and widely accepted performance measure of success. For public sector organisations, performance must be judged against the goals of their programs and whether the desired results and outcomes have been achieved. Success is often viewed from the distinct perspectives of the various stakeholders, such as legislatures, regulators, other governmental bodies, vendors and suppliers, customers, and the general public. Therefore, it is extremely important that the measures of performance used by a public organisation be created with as much input and consultation from stakeholders as is feasible, so as to reach as much consensus as is possible regarding what is expected of the organisation (Keehley et al., 1996, pg. 13).

Some of the most commonly used performance measures include:

- Inputs, such as money, personnel equipment or materials
- Workload or activity levels, such as applications processed and inventory levels
- Outcomes of products or services, such as illnesses prevented and accident free workplaces
- Productivity, such as cases investigated per detective and application processed per person
- Customer satisfaction, such as number of complaints received, results of surveys, use of participative processes
- Service quality and timeliness, such as police response times, ability to contact an agency by telephone, compliance with transportation timetables, breakdown rates, service availability. (Caiden, 1998, pg. 36).

A widely used form of performance measurement, in both the private and the public sector, is benchmarking. Unlike many other forms of performance measurement, benchmarking, is a proactive way of affecting change because if an organisation understands its strengths, recognises its weaknesses, and knows how the external world performs those practices that require modifications (Camp, 1989, pg. 4).

## **Definition of Benchmarking**

From among the various definitions of benchmarking, there seemed to be a pattern in the language used can be identified. There was also a definite pattern in the language used to describe benchmarking- a commonality in both the types of words used and their apparent intent. The challenge is to narrow down the list of words to develop a single definition that serves as a generic baseline for the term. The following working definition derived from the various benchmarking literature:

Benchmarking: A continuous, systematic process for evaluating the products, services and work processes of organisations that are recognised as representing best practices for the purpose of organisational improvement.

From such a basic or working definition, benchmarking can be described, in formal terms, as being a continuous process of measuring against the best. Goals for improved performance are based on the benchmark findings. Progress is measured periodically to update the organisation's position toward achieving the benchmarks (Keehley et al, 1996, pg. 39). In addition, the benchmarking of results includes the practices and measurable goals based on what the best in the industry is doing and is expected to do. The approach contrasts sharply with the rather imprecise, intuitive estimates of what needs to be completed for future productivity (Camp, 1989, pg.10). Thus, benchmarking is helpful to both the private and public sectors because it is the rational way of ensuring that an organisation is satisfying client's requirements and will continue to do so over time.

There are many definitions of benchmarking that provide useful insight into this activity and hence warrant inclusion here. They include:

- A continuous process of measuring products, services, and practices against the toughest competitors or those companies recognised as industry leaders (Kearns, David T., 1986, pg. 5).
- Gay (1992, pg. 48) has called benchmarking a “Consumer Report” for the public sector. Benchmarks, he says, provide citizen-consumers with accurate and reliable information with which they can set standards, make comparisons, and judge performances. They have become “important tools for governments in setting program and budget priorities and for seeking interagency co-operation on broad issues” (Public Sector Network News, 1994, pg 29).
- The American Productivity & Quality Centre defines benchmarking as the process of identifying, learning and adapting outstanding practices and processes from any organisation, anywhere in the world, to help an organisation improve its performance. Benchmarking gathers the knowledge- the know-how, judgements, and enablers- that explicit knowledge often misses (The American Productivity & Quality Centre website, June 14, 2000).
- Morling and Tanner describe benchmarking as an improvement process in which an organisation measures its performance against that of other similar organisations to determine how such organisations achieved their performance ratings. Subjects that can be benchmarked include strategies, operations, processes and procedures (Morling and Tanner, 417).
- The term benchmarking is also used in reference to a turning point a milestone, a stage, an event, and even a crisis, but it is most commonly known as a standard (Keeley et al., 1996, 43). When benchmarking for best practices, many argue that benchmarking means the highest possible performance, referring either to the highest level of performance currently existing or a level of performance that has yet to be seen but is on the immediate horizon (The American Productivity and Quality Centre web site, June 9, 2000).

### **Similarities in Performance Measurement Processes and Benchmarking**

Benchmarking shares some similar criteria with other forms of performance measurement because both can possess quantitative and qualitative assessments of what an organisation is doing, how well it is doing it, and what the effects of its activities are. However, understanding the process of benchmarking is not synonymous with understanding what is meant by the term benchmark. A benchmark is a standard of performance. The standard may be established by an organisation as a goal or expected level of performance for various reasons (Caiden, 1998, pg. 17).

However, unlike performance measurement processes, benchmarking focuses on how to improve an organisation's process by exploiting "best practices" rather than merely measuring the best performance. Best practices are the cause of best performance. Studying best practices provides the greatest opportunity for gaining a strategic, operational, and financial advantage.

### **Benchmarking Methods in the Private Sector**

Benchmarking initially began during the 1950s and 60s when many Japanese companies and government departments toured Europe and North America to study "the opposition" in order to be able to form an accurate and detailed picture of the best products and processes of their competitors. However, it was not until the 1970s that benchmarking truly captured the attention of the corporate world. Xerox a pioneer in the application of benchmarking process, demonstrated that it could successfully adapt warehousing and distribution tactics it learned from L.L. Bean, acknowledged to be a world class performer in that arena (Ammons, 1997, pg. 11). Xerox discovered an area of weakness in its own system, identified a company that it considered the best in the business at that particular process, and, through the co-operation of its benchmarking partner, found way to improve its own operations (Pollit, Cave, Joss, 1994, pg. 9). The significance of the Xerox/L.L Bean experience and those of other benchmarking pioneers was profound. The practice of benchmarking spread rapidly in corporate America, and by 1991, the prestigious Malcolm Baldrige Award had added into its criteria the demonstration of

world-class or best-in-class status for award recipients, effectively requiring applicants to benchmark their key processes (Ammons, Sept. 1997, pg. 11).

At present there are at least four types of corporate benchmarking that can be conducted: benchmarking against internal operations, benchmarking against external direct product competitors, benchmarking against external functional best operations or industry leaders, and generic process benchmarking. Each has benefits and deficiencies and may be more appropriate in certain circumstances than others:

- **Internal benchmarking** assumes that there are differences in the work processes of an organisation as a result of differences in geography, local organisational history, the nature of managers and employees in different locations, and so forth. The objective of internal benchmarking is to identify the internal performance standards of an organisation. Often a significant amount of information sharing accompanies internal benchmarking (Spendolini, 1992, pg. 16). Many organisations are able to realise immediate gains by identifying their best internal business practices and then transferring that information to other parts of the organisation. The disadvantage of internal benchmarking is that it fosters an introverted view for the organisation (Benchmarking Plus website, August 8, 2000).
- **Competitive benchmarking** involves the identification of products, services and work processes of an organisation's direct competitors. Competitive benchmarking is useful in positioning an organisation's products, services and processes relative to the marketplace (Camp, 1989, pg. 33). The advantage of competitive benchmarking is that an organisation can readily see what their improved performance is. The main disadvantage is that information is very hard to obtain, beyond that in the public domain (Benchmarking Plus website, August 8, 2000).
- **Functional benchmarking** involves the identification of products, services and work processes of organisations that may or may not be the organisation's direct competitors. The objective of functional benchmarking is to identify best practices in

any type of organisation that has established a reputation for excellence in the specific area being benchmarked (e.g., customer satisfaction with a given product) (Spendolini, 1992, pg. 20). The big advantage of industry benchmarking is that it is easier to identify willing partners, since the information is not going to a direct competitor. The disadvantages are cost and the fact that the most established organisations, who have taken part in a benchmarking process, are beginning to feel overwhelmed with benchmarking visits and some are even charging a fee for access (Benchmarking Plus website, 04/08/00).

- **Generic benchmarking** shares some similarities to functional benchmarking. It is considered to be the purest form of benchmarking because the practices and methods that may be uncovered may not be implemented in the investigator's own industry (Camp, 1989, pg. 34). Generic benchmarking can be very effective even though it is generally the most difficult form of benchmarking. It has the potential of revealing the best of best practices. It requires broad conceptualisation but careful understanding of the generic process of benchmarking (Benchmarking Plus website, 04/08/00).

For several years the private sector has used benchmarking- considered one of the more advanced performance measurement processes- as one of several ways to find improvement opportunities. The public sector is only now beginning to grasp the complexity and power of benchmarking, which has as its outcome one or more best practices.

### **Public Sector Benchmarking Methods**

Benchmarking is becoming an important instrument for improving performance in the public sector. However, within the public sector, the benchmarking processes of corporations are considered important, but rarely have they served as precise models. Governments have adopted the corporate models in whole or in part, but many have adopted the "benchmarking" label and attached it to somewhat different processes. This

development reflects that under the right conditions, comparison can be an important driver of performance (Keehley et al., 1996, pg. 13).

All governments need reliable ways of assessing the relative performance of public programs in order to be able to set overall priorities and strategies. Benchmarking can assist public servants to improve the quality of their performance information. Such improvements can help organisations better meet both external and internal accountability requirements (International Benchmarking Experiences from OECD Countries, Danish Ministry of Finance, Copenhagen, February 20-21, 1997, pg. 3).

The public sector benchmarking literature describes a number of benchmarking methods. Benchmarking methods in the public sector, like in the private sector, can be different in respect to the following factors:

- ◆ What is benchmarked?
  - Processes
  - Results
- ◆ Against what is an organisation benchmarked?
  - Other organisations
  - Industry standards
- ◆ How is benchmarking used?
  - For continuous improvement
  - For evaluation

These three concepts reflect aspects of benchmarking rather than three unique techniques. There is a very close relationship between benchmarking within an organisation or program processes (process benchmarking), performance outcomes (results benchmarking) and setting performance standards (or benchmarks). While process and results benchmarking can be undertaken as mutually exclusive exercises, they are often performed together (Trosa & Williams, 1996, pg. 13).

Robert Camp (1989) states that processes and results from public sector benchmarking can involve comparisons with either internal or external actors. Internal comparisons generally involve examining similar key result areas, activities or processes used by common work units within an organisations. Comparisons are often made with external actors when an organisation is interested in assessing differences or gaps in performance or processes (Trosa & Williams, 1996, pg 13).

On a final note, it is important to note that benchmarking is not a panacea, the solution to all of the problems the public sector faces, but it is an important tool in performance improvement and understanding. Technology gives the public sector immediate and easy access to people, places, organisations, and experiences throughout the world, providing us with a vast amount of information and resources (Keehley et al., 1996, pg. 138).

There are world-wide networks that seek out common problems and uncommon solutions. Sharing experiences and learning from the experiences of other organisations is the cheapest and most efficient, effective and compelling means for improving performance (Australian Management Advisory Board, March 1997, pg. 182).

Benchmarking provides the approach, methodology, tools, and techniques to maximise the value of this exchange of information.

### **The Influence of Private Sector Benchmarking Methods on the Public Sector**

The public sector benchmarking literature often draws comparisons with the private sector literature. In both the public and private sectors, benchmarking is described as being a generic term that can take a number of different forms. The following methods, which are from private sector benchmarking, but can also be included in public sector benchmarking are:

- Process benchmarking,
- Results benchmarking, and
- Best practice standards.

In addition, the general benchmarking literature discusses five typical stages when a public sector organisation decides to implement a benchmarking framework. It is important to note that such benchmarking steps are directly drawn from private sector benchmarking models. The steps include:

- Identifying an activity within an organisation where there seems to be potential for improvement
- Identifying an organisation, not necessarily a competitor, that is a world leader in this activity
- Undertaking performance comparisons with the benchmarked organisation through exchange of performance data (this may be done through bilateral agreement; through a consulting company; or, through a benchmarking association)
- Analysing the reasons for the performance differentials. This is likely to require visits to the benchmarked organisation, discussions with the managers and workers, and analysis of how the activity is organised and conducted
- Using the findings to redefine goals, redesign processes, and change expectations regarding one's own functions and activities (Farmer & Tietz, April 1999, pg. 67).

These steps are similar to those used in other performance measurement processes because they focus on measuring processes and performance, and continuous feedback and improvement.

What was found to be of greater significance was the discovery and development that specific governments agencies were finding relevant comparisons and important lessons from benchmarking other governments agencies in entirely different industries, particularly in the private sector, (Ammons, Sept. 1997, pg. 13). Thus, various governments, when benchmarking, have implemented one of these three approaches:

- Corporate-style benchmarking
- Targets as benchmarks
- Comparison of performance statistics as benchmarks (Bruder. & Gray, Sept. 1994, pg. 11)

*Approach one: Corporate-style benchmarking*

Some governments have adopted essential elements of the corporate model. Accordingly, they have focused narrowly on one or two key processes, identified suitable benchmarking partners considered to be outstanding performers in those processes, analysed their own and their partners' processes in detail, and adapted preferred practices for their own use. More public sector units, however, have opted for the second or third approaches of benchmarking (Fischer, 1994, pg. 3).

*Approach two: Targets as Benchmarks*

The benchmarking project that has received the most attention in the public sector has been the initiative known as Oregon Benchmarks, an example of the “targets as benchmarks” approach. The Oregon Progress Board was appointed in 1989 by the Oregon legislature to help define a strategic vision for that state and to monitor progress toward achieving the state’s goals. As a central part of its effort, the Board established a set of benchmarks focusing on: students achievement; housing affordability; teen pregnancy; air quality; and an array of other concerns, thereby bringing attention to those problems, creating a mechanism for gauging progress and garnering national acclaim (Ammons, Sept. 1997, pg. 12).

Several local governments in Oregon have followed the Progress Board’s lead and have set local benchmarks in pursuit of the state’s objectives and their own objectives. Other states, including Minnesota and Florida, and several communities, like Jacksonville and Seattle, have pursued a similar course. Although extremely valuable in their own right, efforts of this second type differ substantially from the corporate form of benchmarking (National Performance Review, 1997, pg. 5). Where corporate-style benchmarking focuses narrowly on a key process, the targeting approach used by Oregon Benchmarks has a broad focus that touches on a wide array of concerns and is apt to concentrate primarily on results or conditions.

*Approach three: Comparison of performance statistics*

The comparison of performance statistics as benchmarks blends elements of the other two methods. More broadly focused than corporate-style benchmarking, performance comparison nevertheless adopts the corporate practice of identifying other outstanding performers and comparing the locality's performance with theirs, rather than following the target approval approach of number two's practice of establishing benchmarks arbitrarily. Like the targeting approach, however, the third style of benchmarking focuses primarily on indicators of results, efficiency, and process proficiency, rather than concentrating extensively on process details (Australian Management Advisory Board, March 1997, 182).

### **Alternative Performance Measurement Methods**

Benchmarking is only one of the many possible ways of improving the quality of public services. Indeed, benchmarking is in one sense an inherently indirect approach, since it relies upon looking at what other services providers do instead of (or perhaps in addition to) making a direct approach to one's own users. The following are a few other performance measurement processes that could be used both instead of and with benchmarking:

- Performance contracts can both be internal managerial agreements and contracting out arrangements. Examples of contractual arrangements include annual performance agreements, budget resource agreements, purchaser/provider splits and associated purchase agreements and contracting out. These have given rise to the terms "the contracting state" to describe new service delivery arrangements within the public sector but also among public, private and not-for-profit sectors (OECD programme on Public Management and Governance PUMA, website hit on July 27, 2000).
- Program evaluations are systematic, analytical assessments addressing important aspects of a programme and its value, and seeking reliability and usability of findings. Their objective is to improve decision making, resource allocation and accountability. Program evaluation provides feedback on the performance of public programmes. It

goes beyond simple performance measurement to assess performance in depth and judge the effectiveness of government policy and programmes. Some governments have a systematised evaluation function requiring major public programmes to be regularly evaluated and/or new policy proposals to be submitted with evaluations (OECD programme on Public Management and Governance PUMA, website hit July 27,2000). A major problem in evaluation has often been its utilisation. Since evaluation is knowledge for action, it is vitally important to integrate it into decision-making, including a linkage with the budget process. For evaluation to have a real impact on decision making both a good quality supply and a sincere and enthusiastic demand of evaluations are needed.

- Performance auditing covers a range of approaches in terms of scope, methodology and form of reporting, including:
  - Reviews of the performance of a programme or activity by reference to results standards or benchmarks.
  - Reviews of the systems and processes and of an organisation compared to standards of good practice.
  - Reviews of the adequacy of performance measurement mechanisms.
  - Auditing of the accuracy and relevance of performance information (OECD programme on Public Management and Governance PUMA, website hit July 27, 2000).

The benchmarking literature unanimously states that successful benchmarking is based on achieving several important factors and management behaviours. It requires management commitment to make tough decisions to base operational goals on a concerted view of the external environment. There must also be willingness on the part of those performing benchmarking to learn from others (Camp, 1989, pg. 13). There needs to be a realisation that internal operations cannot always have the best answer for every problem. Organisations can and should learn form others and constantly measure themselves against the best in the industry (Keehley et al., 1996, pg. 40).

The ensuing chapters of this report describe how the benchmarking framework was developed and how it can be used. Chapter three discusses the methodology used to develop the *Citizens First Benchmarking Framework for Canadian Citizens Satisfaction Results*, and its results will be presented in Chapter four, *Report Results*. In addition, further analysis has been undertaken to compare the framework with data from the UK and USA. This international discussion and analysis is presented in Chapter five, *Evaluation of the Citizens First benchmarking framework U.K.'s People's Panel and U.S.A.'s Customer Satisfaction Index*. In Chapter six the recommendations flowing from the Canadian framework are presented.

### **CHAPTER THREE**

#### **METHODOLOGY**

When designing a benchmarking framework for Canadian public sector services, there are numerous methodological considerations to be made. In initiating the development of such a framework, an attempt has been made to meet the service delivery needs of all three levels of government in Canada. This chapter will discuss the methodological steps that have been taken to develop a Canadian benchmarking framework using *the Citizen First* 1998 data set.

#### **Description of the Citizens First 1998 Data Set**

In 1998, the Canadian Centre for Management Development (CCMD), in partnership with the Treasury Board of Canada Secretariat, Canada Post, and the provinces of Ontario, New Brunswick and Manitoba fielded a sophisticated and detailed citizen survey relating to the subject of service delivery organisations. In 1998, 2,900 (9.2%) Canadian households completed and returned surveys that were randomly distributed to 34,900 Canadian households. This survey was designed to fill the knowledge gaps concerning Canadian service needs, expectations, satisfaction and priorities for service improvement. A further goal of this survey was to obtain a more detailed understanding of how Canadians evaluate the services provided by their governments in order to guide efforts to improve service quality.

It is important to note that the 1998 sample size was over surveyed in certain provinces and too small in others to produce meaningful results by provincial jurisdiction. Thus, to be able to obtain a more detailed and potentially longitudinal product, second surveying was intended in 2000. The 2000 data set has a larger sample size than the 1998 set where it 60,000 surveys were sent out with 5,000 (8.3%) usable questionnaires returned. The 2000 format is similar because it used a randomly selected Canadian household sample and a similar research tool was administered to evaluate the services provided by governments. However, at the time of writing this report, the 2000 results were not yet available for analysis. The *Citizen's First* 1998, study differed from any previous citizen

satisfaction surveys because both data sets examine services from each of the three levels of government in Canada.

### **Services Measured**

On a regular basis, Canadians use a wide array of service agencies from the public and private sectors. Such public services were surveyed for the *Citizen First* 1998 report, and have been used to further develop the benchmarking framework for this report. The measured service agencies are available in the original survey tool *Have Your Say* see Appendix 'B'.

### **Data Obtained**

The *Citizen First* survey tool used a five point scale (1=0% very poor, 2=25% poor; 3=50% average; 4=75% good; 5=100% very good) to measure citizen satisfaction. When a citizen left a response blank it was coded as -1 and was not included as measurable data.

*Have Your Say* was divided into eight sections which were entitled: Your views, How do public and private services compare, Service standards for routine transactions, what services have you used, Services involving several government offices, A recent experience, About you and Your comments. In the third section, what services have you used, specific government services were assessed. Following each of the specific government service questions in this section, there were two supplementary questions concerning what public service agencies, for each of the three levels of government, were considered to be the citizen's highest priority for improvement and what three government services each level of government does best. This is interesting to note because unlike the first part of the section, where citizens could only rate services they have used, the citizen could then choose any government services whether they had used them or not.

Originally the 1998 data set was coded and analysed by province. However, since certain provinces were over sampled, and others under sampled, the data was recoded from provinces into the regions, which are used by the Government of Canada (Atlantic,

Quebec, Ontario, Prairies, B.C. and the Territories) to divide the country evenly. The data was recoded into regions because the goal was to obtain a better understanding of how citizens viewed, not only how their own regional service agencies scores, but how these regional scores compared with the other regions' scores. However, since the data was recoded into regions and scores were obtained from, the data became more skewed. This skewness occurred because many citizens did not respond, meaning that their response was entered as being -1. Thus, since the regional data is biased, many of the obtained medians and the modes are the same because the responses were skewed to certain response options. The service organisations frequency tables (available in Appendix 'C'), show both the divisions of the obtained responses for each service agency and, more specifically, where the responses are positioned.

### **Data Analysis**

A review of the literature, relating to both general benchmarking practices and processes and citizen satisfaction benchmarking, was completed before the data was analysed. This provided an understanding of what the current research trends in benchmarking citizen satisfaction survey results are. From this literature review, the research questions (as stated in Chapter one) were developed and the survey instrument and each of the data set's reports were analysed.

#### *National, Provincial and Municipal*

The first step in the data analysis was examining the unprocessed *Citizens First* 1998 data set to get an insight into how a single respondent may have responded to the survey tool questions. Following this, the 1998 data set was processed on a national, provincial and municipal level to obtain the low and high scores for each service organisations. To get the low and high scores a 95% confidence interval score was obtained, and the central tendency results (mean, median and mode) were also obtained for each of the service agencies. The 95% confidence interval had to be obtained for each of the three levels of government because the magnitude of error, in this case +/-2 standard errors, did not confirm what could occur if the sample was larger.

### *Regional Analysis*

The central tendency scores were included for each of the following five regional areas; Atlantic, Quebec, Ontario, Prairies, B.C. and the Territories. Matrixes for each service agency assessed by *Citizens First* were developed after the central tendency scores (mean, median and mode) were obtained. The high and low scores were obtained by combining the regional areas means and using them as low and high scores. Such high and low scores were obtained in this manner because they illustrate the true variance between each of the regions' means results and the range of these results. The regional results from each of these statistical tests have been presented in matrix format because this format expresses the data in a more logical and comprehensible manner for the reader.

To further illustrate the variation of scores in Canada, each of the matrixes included the standard deviation and the standard error of the mean scores. The standard deviation was obtained to indicate the range within which two-thirds of the survey responses fall within one standard deviation, and standard error of the mean was obtained to show the approximate measure of the true mean for the population. Such variation scores need to be included with the central tendency scores because within each of the regional mean scores there may be variability.

Technical notes are available for each of the statistical test used in Appendix 'D'.

### **Overview of Results**

The benchmarking framework produced by this approach is presented in Chapter four, *Report Results*. To further position Canadian citizen satisfaction additional analysis was undertaken to compare this framework with data from the UK and USA. This post hoc international analysis is presented in Chapter five, *Evaluation of the Citizens First Benchmarking Framework, U.K.'s People's Panel and U.S.A.'s Customer Satisfaction Index*. In Chapter six the recommendations flowing from the Canadian framework are presented.

## **CHAPTER FOUR RESULTS**

This chapter presents the results obtained from the data analysis for the *Canadian Public Service Benchmarks* (hereafter the Framework). Proceeding this section, there is a brief discussion on how to use the framework with an additional section discussing the strengths and the limitations of the framework

### **Presentation of Canadian Public Service Benchmarks**

The framework, in which the benchmarks are placed, is comprised of three matrixes; federal, provincial and municipal service organisations. These three matrixes are the core of the framework. In addition, these matrixes consist of national results, since these are the results that are considered to be the real benchmarks, and are most likely to be used for comparisons.

Even though the regional results have not been used in the matrixes, they too are important to address because organisations within the five regions will want to compare their own results against those of other regions. Thus, the regional benchmarks are included as a supplementary part of the framework because they illustrate a more detailed and specific range of results. These can be found in Appendix 'D' *Canadian Public Service Regional Benchmarks*. Within the Framework's three primary matrixes, each of the public services have high and low results representing the range of results for each particular service organisation. These results have been obtained from ranking the highest and lowest regional mean results. Frequency tables have also been added to show how awkward and skewed the data was to analyse (see Appendix 'C'). These frequency tables show that many of the region's service samples were just too small to draw concrete conclusions from.

It is important to consider that the regional and national matrixes result do vary across Canada. This could be do to some service organisations having a stronger presence in certain communities than others do. A general result that can be readily observed is service organisations from all the three different levels of governments, which offer a

direct service to the public, generally do better compared to those service organisations that are regulation or inspection and enforcement based.

The following are the three primary matrixes of the *Canadian Public Service Benchmarks*.

**Benchmarking Scores for Federal Service Agencies-National Level Data**

**Figure 1**

<i>Federal Service Agency</i>	<i>Mean</i>	<i>Low Score*</i>	<i>High Score*</i>	<i>Median</i>	<i>Mode</i>	<i>Standard Deviation</i>	<i>Standard Error of the Mean</i>	<i>N Valid</i>	<i>N Missing</i>
<i>Advocacy: Human Rights Commissioner of Official Languages, Privacy Commissioner</i>	40.92	32.08	52.55	50.0	50	34.14	3.10	121	2785
<i>Canada Employment Centres</i>	47.27	33.13	51.98	50.0	50	29.93	1.10	734	2172
<i>Canada Pension Plan (CPP), Old Age Security (OAS)</i>	69.31	68.02	73.36	75.00	75	30.50	1.25	596	2311
<i>Canada Post</i>	57.45	49.76	59.74	50.0	75	28.46	.56	2574	333
<i>Citizenship Services</i>	57.38	49.56	69.34	50.00	50	30.33	2.80	202	2705
<i>Canadian Coast Guard, Search and Rescue</i>	66.27	43.08	74.41	75.0	75	27.06	2.14	94	2813
<i>Customs and Immigration border services</i>	58.12	51.41	60.49	50.0	75	26.71	.94	812	2095
<i>Employment Insurance</i>	45.42	37.84	60.49	50.0	50	30.45	1.25	592	2314
<i>Federal Justice System: Courts, National Parole Board</i>	36.05	27.48	39.92	25.00	0	30.08	2.60	134	2772
<i>Financial Services</i>	52.89	27.48	56.94	50.0	50	27.13	1.82	221	2686
<i>Health Canada</i>	55.01	48.56	60.01	50.0	75	30.71	1.47	437	2469
<i>Information Services</i>	54.71	47.35	62.78	50.0	50	29.16	1.51	371	2535
<i>National Film Board, National Museums</i>	70.12	54.56	78.09	75.00	75	26.11	1.35	375	2531
<i>National Parks</i>	73.36	66.17	79.44	75.00	75	21.78	.80	736	2171
<i>Passports: Get or Renew a passport</i>	66.38	59.37	77.33	75.00	75	27.84	1.18	560	2346
<i>RCMP</i>	67.71	61.39	76.05	75.00	75	30.59	1.60	366	2540
<i>Revenue Canada-Income tax</i>	57.44	55.17	58.38	50.0	75	27.47	.58	2263	643

\* The five regional means make-up the low and high scores

**Benchmarking Scores for Provincial Service Agencies-National Level Data**

**Figure 2**

<i>Provincial Service Agency</i>	<i>Mean</i>	<i>Low Score*</i>	<i>High Score*</i>	<i>Median</i>	<i>Mode</i>	<i>Standard Deviation</i>	<i>Standard Error of the Mean</i>	<i>N Valid</i>	<i>N Missing</i>
<i>Agricultural Service</i>	62.72	50.26	68.57	50.00	50	26.72	2.00	178	2728
<i>Birth, marriage registration and certificates</i>	59.69	55.35	64.63	75.00	75	29.37	1.20	596	2311
<i>Colleges and universities</i>	57.58	53.03	60.95	50.00	50	25.77	.91	800	2106
<i>Health card application or renewal</i>	62.27	56.08	71.70	75.00	75	30.89	.99	973	1934
<i>Hospitals</i>	50.69	45.48	54.75	50.00	50	30.19	.69	1907	1000
<i>Hunting, fishing, firearms licences</i>	63.08	56.57	72.97	75.00	75	28.17	1.11	641	2265
<i>Job training/retraining, apprenticeship programs</i>	47.28	30.56	54.48	50.00	50	30.99	1.79	299	2608
<i>Mental health services, e.g. counselling</i>	55.40	47.92	65.01	50.00	75	31.77	1.98	258	2648
<i>Motor vehicle registration, drivers licenses</i>	65.91	54.03	71.72	75.00	75	27.82	.60	2141	766
<i>Provincial Courts</i>	38.08	33.99	49.98	25.00	50	29.23	1.51	374	2533
<i>Provincial jails, probation and parole</i>	40.90	30.60	60.35	50.00	50	32.67	3.23	102	2804
<i>Provincial museums, art galleries, ect.</i>	71.37	68.14	74.78	75.00	75	20.87	.78	720	2187
<i>Provincial parks, campgrounds</i>	70.56	60.87	73.47	75.00	75	23.58	.67	1234	1672
<i>Provincial police</i>	66.01	57.06	72.15	75.00	75	29.88	1.34	501	2406
<i>Public health-information, vaccinations, lab test, 1-800 emergency lines</i>	65.65	60.37	71.62	75.00	75	27.12	.93	845	2061
<i>Small business startup services</i>	40.90	29.29	48.87	50.00	0	31.55	2.16	213	2694
<i>Social assistance, welfare</i>	41.60	30.18	46.33	50.00	0	33.69	2.16	244	2663
<i>Student loans</i>	40.24	30.55	45.52	27.08	0	32.33	1.67	373	2533
<i>Wildlife, forestry, conservation services</i>	55.80	46.43	61.96	50.00	75	30.44	1.85	269	2637
<i>Workers compensation, injured worker programs</i>	34.30	30.11	45.43	25.00	0	32.95	2.04	260	2647

\* The five regional means make-up the low and high scores

**Benchmarking Scores for Municipal Service Agencies-National Level Data**

**Figure 3**

<i>Municipal Service Agency</i>	<i>Mean</i>	<i>Low Score*</i>	<i>High Score*</i>	<i>Median</i>	<i>Mode</i>	<i>Standard Deviation</i>	<i>Standard Error of the Mean</i>	<i>N Valid</i>	<i>N Missing</i>
<i>Building permits and planning services</i>	58.47	45.55	69.25	50.00	50	29.37	1.30	514	2392
<i>Family services, counselling children's aid</i>	56.01	48.55	59.71	50.00	50	30.50	1.54	392	2515
<i>Fire department</i>	86.00	77.32	93.40	100.00	100	20.58	1.14	328	2578
<i>Garbage disposal</i>	73.88	71.21	76.44	75.00	75	24.29	.54	2031	876
<i>Local police force</i>	67.66	63.30	69.10	75.00	75	29.69	.89	1116	1790
<i>Parks and recreation programs</i>	70.23	65.77	72.94	75.00	75	23.91	.63	1421	1485
<i>Public health</i>	55.44	48.67	58.48	50.00	75	29.77	.75	1590	1316
<i>Public housing</i>	52.35	33.32	59.98	50.00	50	33.96	2.35	209	2698
<i>Public libraries</i>	77.09	75.66	78.75	75.00	75	23.19	.53	1911	995
<i>Publicly funded schools</i>	54.46	44.93	57.62	50.0	50	27.73	.83	1113	1794
<i>Public transit: bus, streetcar and subway</i>	57.52	50.39	61.26	50.0	75	28.08	.75	1392	1514
<i>Road maintenance and snow plowing</i>	45.38	39.65	46.63	50.0	50	28.84	.61	2214	692
<i>Social assistance, welfare</i>	44.62	36.47	48.15	50.00	50	32.61	1.79	333	2573

\* The five regional means make-up the low and high scores

When reviewing each of the three matrixes, it is interesting to examine the results using the Government of Canada business line categories. These categories consist of; direct services to the public, science and information services, financial transfers, policy, judicial/quasi-judicial, internal support services and regulation/inspection/enforcement. Using these categories to group the various service organisations shows the apparent variance when comparing and benchmarking these results.

The Framework's mean results for federal government (17 out of the 50 organisations surveyed or 34%) of service organisations are quite average. Service organisations that score around the 50% mark include; Canada Pension Plan and Old Age Security, Canada Post, Citizenship Services, Customs and Immigration border services, Financial Services, Health Canada, Information Services and Revenue Canada- Income tax. These services may have received these average scores because citizens only use them either infrequently or on an occasional basis. Thus, they may not really understand what these organisations on a whole do. These services are hard to classify into one specific business line because they are so varied.

The four services that score well below the 50% mark are Advocacy: Human Rights, Commissioner of Official Languages, Privacy Commissioner, Canada Employment Centres, Employment Insurance and Federal Justice System: Courts, National Parole Board. Such services as these can be classified as being financial transfer and judicial/quasi-judicial programs. One could conclude that these service organisations are often where citizens have had their most negative experiences dealing with the federal government. National Park and National Film Board, National Museums score quite high in the 70% range. These service organisations might have scored well because they are offering a direct service to the public, which consists of services that the public can gain from.

The provincial service organisations, which comprise the bulk of the service organisations measured (20 out of 50 the organisation surveyed or 40%), scored only slightly better than the federal service organisations. This could be due to citizens feeling

that they have a closer connection to these services. However, like the federal service organisations, the provincial organisations that scored the highest were the ones that offer a direct client service such as; Agricultural Services and Health card application or renewal Public health-information/vaccination/lab test/1-800-emergency lines ect. In addition, services that could be considered regulation, inspection and control service organisations; Provincial police, Motor vehicle registration/drivers licenses and Wildlife/forestry/ conservation services ect.- scored just as well as the direct client service organisations and in some instances slightly better. Nevertheless, there are service such as Student Loans and Workers Compensation, which did score marginally below the 50% mark or considerably below it. Services that fell below this level could be considered controversial ones. However, these services fall into various business line categories; direct services to the public, judicial, financial transfers and regulation, inspection and enforcement. Thus, at a provincial level it is hard to classify which business lines do best overall because these types of service organisations fit into several different lines.

At the municipal level (13 out of 50 the organisations surveyed or 26%) of the organisation or the overall results are generally better than either the provincial or the federal service organisations. Fire departments are the highest scoring service organisations within the entire framework with the results of an 86% mean, a low score of 77.32% and a high score of 93.40%. Municipal services may score higher because citizens feel that have more say with the daily running of these services, they are more visible and they have a greater impact on citizens daily lives. There are only two service organisations, Road maintenance/snow plowing and Social assistance that fall below the 50% mark.

### **Using the Canadian Public Service Benchmarks**

This benchmarking framework is quite straightforward to use because it provides comparisons on both regional and national levels and allows public organisations to compare their results with those that are similar on a national and or regional level.

An example illustrates how effective and simple this framework is a public service organisation in St. John's, Newfoundland, who ran a Common Measurements Tool based survey and wanted to compare their overall client satisfaction survey results to similar organisations. They can use the matrixes to make comparisons within their given geographic region and the national mean result as well to determine how their results compare to the high and the low scores for other delivery this service.

The framework could also be used if a specific public service organisation wanted to find out how its own performance compares with that of similar organisations, who provide similar type services. To do this the organisation can compare its performance to those similar services in other regions or to those organisations with similar business lines. Thus, a given regional mean could assist an organisation in understanding how other similar public service organisations in other regions perform. In addition, this public service organisation would be able to obtain an understanding of what the range of high and low scores are, and where its result fits in the spectrum.

### **Strengths and Limitations of the *Canadian Public Service Benchmarks***

*The strengths of the Framework include the following:*

- The benchmarks within the framework provide public service organisations within an opportunity to let them know how they are performing.
- The framework is a versatile approach to collecting customer views on service delivery because the general methodology of the framework is to collect quantitative data that can be updated and adapted on a regular basis. In addition, this framework is unique because it includes service organisations from all three levels of government and it is a public sector initiative.
- It keeps service organisations abreast of changing customer expectations because citizens, as customers, have expectations that change, due to technological advances, and the fact that the bar has been raised. However, this framework should be updated and adapted on a regular basis because improvements in both business process and customer service change as new technology is introduced.

- It maintains a focus on citizens as clients because it measures their perceptions of services as it is done in the private sector.
- The framework provides evidence for the need to improve service quality because it is important not only for a public service organisation to make changes in its service delivery, but for them to know that those changes have made a difference. In addition, this framework can also provide people at all levels of a service organisation—management, front line staff, and internal service providers—with evidence that their efforts to improve service have been successful.
- This framework will create a history of citizen service results to build upon. Thus, it could take the form of; enabling public organisations to measure how and why citizen's views are changing (i.e. it is a vehicle for longitudinal studies), and provides a ready resource for both users and nonusers of service organisations.
- The framework will invite international collaboration because it will become possible to learn from other jurisdictions and to be an active participant in global pursuit of excellence.

*The general limitations of the Framework:*

- The framework is not detailed enough in its use of common language and measures to promote shared communication between the various public sector organisations. Thus, at present, the framework can only be used as a quick and simple research tool for larger government departments.
- This framework does not promote continuous improvement because it does not address if the results are good enough, or even adequate. Benchmarking all future citizen satisfaction results, from the *Citizens First 2000* and *Common Measurement Tool*, can help to develop an understanding of where the present results can be placed. In addition, using other data repositories, such as the ones provided by the U.K. and U.S.A, will also promote continuous improvement.
- As opposed to the U.K.'s *People's Panel* and the U.S.A.'s *American Customer Satisfaction Index*, the *Citizens First Framework* is limited in its scope of measuring citizen satisfaction because it does not use any qualitative procedures or methods.

- The Framework does not provide opportunities for analysing cross-cutting issues from the point of view of the citizens who make up the sample. This could be developed, by expanding future surveys which provide samples large enough to divide results by demographic groups. Such perceptions could then be benchmarked by region, province and compared to other categories.

## **CHAPTER FIVE**

### ***EVALUATION OF THE UNITED KINGDOM'S AND THE UNITED STATES OF AMERICA'S CITIZIN SATISFACTION DATA***

The use of benchmarking as a performance measurement tool, to measure and compare client satisfaction within the public sector, is a unique development both on a national and global scale. The Canadian Government's commitment to providing better government can be illustrated when viewing and comparing what other countries' benchmarking methods are. Not only is a broader insight of established performance measurement gained, but there is a further development of what is entailed in the processes, methodologies and practices used in other countries.

*The People's Panel* (Appendix 'F') and *American Customer Satisfaction Index* (Appendix 'G') used as they represent similar benchmarking repositories to *Citizens First* mean scores. Each of the comparable U.S.A. and U.K. service organisations results and business lines were compared to similar public service agencies in the *Citizens First* survey.

#### **Citizen Satisfaction Benchmarking**

There have been many important developments that have occurred in benchmarking governments' services on an international scale. Some areas of government have initiated or are preparing their own benchmarking efforts, but international benchmarking is deceptively simple (Pollit, Cave and Joss, 1994, pg. 14).

International benchmarking has a number of benefits that can not be achieved through other forms of benchmarking. Generally the interest in international benchmarking reflects growing globalisation and international interdependency (Pollit, Cave and Joss, 1994, pg. 14). International benchmarking is particularly useful in citizen satisfaction benchmarking for the following reasons:

- It compares an organisation with a similar service if there are no organisations within the country that it can be benchmarked against

- It measures on a macro level entire public service delivery systems across countries
- It assesses the general level of performance of the public sector
- It may reveal more differences in performance than if the comparison is only done within a country
- It finds innovative and alternative ways of providing a service or responding to a problem. Usually more diverse methods will be found if organisations are compared across a number of countries (Helegason, 1997).

Thus, international benchmarking projects are a form of performance measurement that can act as a national index or framework for public service industries. It first assesses customer satisfaction, then organisation levels and finally weights these findings to determine industry, sector, and national measures of quality. This approach appears to provide a number of benefits, not the least of which is determining if quality is improving or deteriorating nationally, by sector, and by industry (Dinsdale and Marson, March 1999, pg. 17).

At present, Canada does not possess a citizen satisfaction index or framework; however, the U.S.A and the U.K have adopted such approaches. In the private sector, the major repositories of benchmarking data are quality institutes such as the American Society for Quality and Productivity ([www.apqc.org/](http://www.apqc.org/)) and the *American Customer Satisfaction Index* (hereafter ACSI) ([www.bsu.umihc.edu/research/nqrc/acsi.html](http://www.bsu.umihc.edu/research/nqrc/acsi.html)). Two countries have taken part in substantial benchmarking of government services are the United Kingdom ([www.servicefirst.gov.uk/index/library.htm](http://www.servicefirst.gov.uk/index/library.htm)) and the United States of America (<http://www.customersurvey.gov/>). Both of these countries' governments have encouraged other levels of governments and public agencies to engage in benchmarking projects. The development of a *Canadian Public Service Benchmarking* will help both the public service and the citizens they serve gain insight into what needs to be changed as well as the processes, methodologies, approaches and practices that can help them to continuously improve.

## **United Kingdom People's Panel**

During 1998, the United Kingdom's Service First Unit (now the Modernising Public Services Group) in the Cabinet Office commissioned MORI, a market research company, and Birmingham University's School of Public Policy to set up a *People's Panel* (<http://www.cabinetoffice.gov.uk/servicefirst/index/home.htm>). There was extensive consultation with the private sector, academics and research organisations on how the *People's Panel* (hereafter the Panel) should be set-up and the type of research it could best be used for. The Panel provides a database of individuals that can be used for a wide range of research and consultation, both quantitative and qualitative. Its goal was, and still is, to seek the public's views on improving public services (*People's Panel* website, August 9, 2000).

The idea for the Panel was largely promoted by government recognition of the need to listen to, and learn from, people's views in order to be better able to provide the service that people want. The then Service First Unit consulted extensively with the private sector, academics and research organisations on how the Panel should be set-up and the type of research it could best be used for. A Panel, such as this one has three major advantages over ad hoc research projects and other forms of consultation:

- It enables organisations to measure how and why people's views are changing;
- It provides a ready resource for consultation with both users and non-users of services; and
- It is an ideal vehicle for examining cross-cutting issues (*People's Panel* website, September 29, 2000).

Panel also provides a database of individuals that can be used for a wide range of future research and consultation, both quantitative and qualitative. It is, therefore, a quick and cost effective way of identifying both users and non-users of a particular service. The Panel has already been used for a range of both quantitative and qualitative research covering many public services issues. These have included, transport, modernising

government, local democracy, care in the community, and new technology in government.

### *Methodology of People's Panel*

The Panel members were recruited on behalf of the Service First Unit at the Cabinet Office. The Panel consisted of 5,000 members of the public randomly selected from across the UK, and was designed to be a representative cross-section of the population (by gender, age, background, region, etc). MORI research group recruited members of the Panel through face-to-face interviews in their own homes. The sample was based on a two-stage design; a random selection of 1357 pairs of enumeration districts, stratified by region and a systemic random sample of 15 addresses taken from the postal address file. Some 11% of the addresses were invalid for the survey. In total, there were 9,477 occupied addresses that were valid for survey (People's Panel Technical Report, 1998, pg. 5).

However, before starting the main recruitment campaign, a pilot was carried out with 353 people. The pilot project showed it was difficult to recruit young people to the panel. In order to combat this, a booster sample of 16-24 year olds were recruited by having interviewers screen addresses four doors away on either side of the chosen core address. If more than one 16-24 year old was present, a last birthday method was used to select one for interview. Furthermore, interviewers used a Kish grid (selecting the person with the most recent birthday) to select respondents for membership within each household. The substitution rule was strictly enforced; interviewers were allowed to interview another member of the household only if the selected individual was unavailable after five calls. In addition, some 11% of addresses were invalid for the survey (People's Panel Technical Report, 1998, pg. 6).

The questionnaire was broken into six sections; introduction, public service, health and local services, community involvement, electronic Government and demographics. If interviewees refused to take part in the Panel they were asked to record a detailed reasons

for refusal; overall some 38.3% refused to join the Panel for various reasons. The overall response rate on the survey (those willing to be interviewed) was 49% (adjusted to take into account the effect of invalid addresses) not including the success of the booster. The responses were measured using a 0-100 scale using a 95% confidence interval (People's Panel Technical Report, 1998, pg. 14).

### ***Comparisons and Contrast for People's Panel and Citizens First Methodologies***

Several comparisons can be drawn from both the *Citizens First* and *People's Panel* survey methods. The major comparisons that can be drawn from both these methodologies include:

- Developing specifically for public sector satisfaction measures
- measuring service agencies from the various levels of government equally (UK-federal and local governments because there are no provincial governments)
- obtaining a random sample of citizens
- using a questionnaire as a survey tool and dividing it into separate parts
- obtaining a 95% confidence interval to predict the variation between the sample results and the 'true' values
- measuring the sample by gender, age and population.

However, the data sets also differ in relation to the approach they each use. There are two major contrasts that are important to note when viewing both data set's methodological approaches.

First, the UK used a pilot project as a trial run before implementing the real survey. In *Citizens First* there was no trial run because the survey instrument was a mail-out questionnaire, while the UK's survey was door to door. Thus, in the UK, there may have been a greater opportunity to gain an understanding of what the true sentiment of citizens were.

The final contrast was in relation to obtaining a sample. The UK and Canada both weighted the sample by gender, age and population. However, the UK went on further to weight such attributes as work status, housing ownership, household composition and social class. The weighting of social class is significant because no attribute related to social class was even measured in *Citizens First*. Furthermore, social class had an influence on the results of the pilot projects contact letter. The letter was only sent in advance to 37% of household in the pilot sample. This was because it had been discovered in the pilot that a letter with a Government crest tended to deter some people from taking part, particularly those from lower socio-economic backgrounds. However, the letter had a positive impact on those households that were from middle income backgrounds. Sampled individuals that did not receive such a contact letter were presented with a copy at the point of contact.

#### ***Comparisons and Contrasts the U.K. People's Panel and Canadian Citizens First Data***

To illustrate how citizen satisfaction in the U.K. and Canada compare, a matrix, which includes the mean scores for each of the country's services agencies was prepared. To develop this matrix, a review of the business line descriptions for both the countries' service agencies was completed. These business line descriptions were obtained from the *People's Panel* and the *Citizens First's* methodology literature. From this comparison, an expansion of the U.K./Canada and U.S.A/Canada matrixes was developed (see Figure 3).

**Figure 1 - People's Panel and Citizens First Benchmarks**

<b>GOVERNMENT AGENCIES</b>	<b>PEOPLE'S PANEL RESULT (0-100 scale)</b>	<b>COMPARABLE CANADIAN PUBLIC SERVICE AGENCY</b>	<b>CITIZENS FIRST RESULT (0-100 scale)</b>
Inland Revenue	71	Revenue Canada- Income Tax	57.44
The Post Office	87	Canada Post	57.38
Immigration Services	63	Citizenship Services	57
The Courts	65	Federal Justice System: Courts, National Parole Board and Provincial Courts	36.05 (federal) 38.08 (prov.)
Police	76	RCMP and Provincial and Local Police Force	67.71 (federal) 66.01 (prov.) 67.77 (local)
Fire and Emergency Services	79	Fire Department	86
NHS Hospitals	80	Hospitals	50.69
Libraries	85	Public Libraries	77.09
Public Transit (bus, train and the London Underground)	62	Public transit: bus, streetcar and subway systems	77.09
Driver and Vehicle Licensing Agency (DVLA)	74	Motor vehicle registration, drivers licenses	65.91
Colleges and Universities	79	Colleges and Universities	57.58
Public Parks	83	Provincial and Local Parks	70.56 (prov.) 70.23 (local)
Refuse collection (includes recycling)	83	Garbage disposal	73.88
Road and Pavement Maintenance	49	Road maintenance and snow plowing	45.38
Department of Social Security	68	Canada Pension Plan (CPP), Old Age Security (OAS) Employment Insurance Social assistance, welfare	69.31 (federal) 45.42 (federal) 41.60 (prov.)
Local Social Services	69	Family services, counselling children's aid	56.01
Benefits Agency	69	Canada Pension Plan (CPP), Old Age Security (OAS)	69.31
Citizens Advice Bureaux	79	Advocacy Services et all	40.92

From this matrix, one can observe that there is a good combination of Canadian government service agencies, at all three levels that are comparable to the ones in the U.K. However, on a whole the U.K.'s service agencies rank much high than their comparable Canadian service agencies. The services in the U.K. that do rank considerably higher are ones that offer citizens direct and 'tangible' service such as policing, fire and emergency services and libraries. One could conclude that such services could be of higher priority for the U.K.'s two levels of government, local and

federal, than they are for Canada's three levels of government. Furthermore, Canadian citizens may be dissatisfied with services that are offered by two or more levels of government. U.K. citizens may be more content with their service agencies because they seem to have, from the above results, a more positive view of public services. However, the comparable service agencies in both countries, that do have similar scores, are ones that are considered to be federal service agencies in Canada. These services include; Citizenship and Immigration Services, Canada Pension Plan and Old Age Security and Advocacy Services.

### **United States of America American Customer Satisfaction Index**

The American Customer Satisfaction Index (hereafter ACSI) was established in 1994 as national economic indicators of customer satisfaction in the United States. At the time, more than 200 private sector companies were using the ACSI. For private sector companies, who were the original target audience of the index, the objective in using the ACSI is one of customer loyalty, measured in terms of customer retention and price tolerance.

In the United States, the history of the federal government's benchmarking initiative has its roots in President Clinton's 1993 Executive Order, "Setting Customer Service Standards." The ACSI for federal services was initiated when Vice President Gore announced a planned government-wide initiative to measure customer satisfaction with government services in January 1999. To oversee the Government-wide survey process, the Vice President and the General Services Administration established a Federal Advisory Committee for Excellence in Customer Satisfaction, composed of industry, academic, consumer groups, and government agency leaders. A team from Arthur Anderson LLP, the University of Michigan Business School, and the American Society for Quality conducted the government-wide study using this survey instrument (American Customer Satisfaction Index website, hit June 19, 2000).

### *The ACSI Model*

The ACSI is a national indicator of the quality of goods and services available to the American public. It uses a cause and effect econometric model that ties customers' evaluations of quality to satisfaction, and then explains the effects of satisfaction on customer complaints and on an objective of importance to a company or government agency. The ACSI model is a system of equations designed for predictive power. The model estimates the impact of the drivers of satisfaction and, in turn, the impact of satisfaction outcome.

### *Methodology*

Each of the federal agencies that participated in the “*Setting Government Standards*” survey worked with the survey team to identify major activities through which they interact with citizens as customers. Each agency identified activities of the agency that may be drivers of satisfaction. Typical activities include processes for obtaining benefits and information accessibility and usefulness of information, and customer service from agency personnel, although there is considerable variation among agency models. Finally each agency identified attributes of each activity to be measured by survey questions. Citizens who used the selected government services were interviewed in July and August 1999 (American Customer Satisfaction Initiative for Federal Government, website hit September, 17, 2000).

The primary objective for government service agencies' is customer/user trust, typically measured in terms of confidence in the agency, and either future reliance on agency services or future compliance with agency regulations. The model used for government agencies evaluates customer satisfaction and expectations, customer perceptions of the quality and value they receive, and information related to customer retention. ACSI provides a means for benchmarking federal agencies against private sector industries and companies because it uses a survey and modelling methodology that is essentially the same for both sectors.

For the first comprehensive measuring of Federal agencies in the U.S., each agency had to choose a single, major customer segment that was central to its mission. The focus of this selection was concerning satisfaction for the services delivered to this segment, not the entire agency. The breadth of customer segments and agencies, representing major Federal departments, is sufficient to give a reasonable representation of Federal services available to the public.

Each Federal agency serves many public customers. For the first year of ACSI measurement, 30 customer segments were selected for customer satisfaction analysis. For each segment, agencies identified their customers. In total, 7,723 customers of 30 customer segments were interviewed (the Internal Revenue Service has two separate channels of service delivery, thus has two separate results). Customers were randomly identified for interviews by the service agency. ACSI officials calculated the government-wide customer satisfaction index by aggregating and weighting the individual Federal customer segment indices using administrative budget data relating to each customer segment. The confidence interval used was 95% +/-5. The confidence intervals for each agency ranged from +/-1.7 to +/-3.7 at the 95% confidence level, and had an average of +/-2.4 on the 0-100 scale (American Customer Satisfaction Initiative for Federal Government, website hit June 19, 2000).

The ACSI model is based on multiple questions in a questionnaire format. Although the format is fixed, individual questions about activities and outcomes match those chosen by the agency. The three questions that comprise the American Customer Satisfaction Index (Question 10, 11 and 12) are identical for all agencies and companies measured in ACSI. These provide the cross-agency, cross-industry comparable measure of customer satisfaction.

Interviewing, via telephone survey, began in July 1999 and was completed on August 1999. Of the 30 customer segments, 12 service were in sufficient incidence in the households of the population to be reached through screening random-digit-dial samples of households in the U.S.A., or for a few agencies, households in particular states or

postal codes. For both interview recruitment processes, the interviewer asked to speak to the adult (18 years old or over) who had the birthday closest to the date of interview. This assured random selection of a potential respondent by age and gender. Specific screening questions were then asked of that respondent to qualify him/her as a customer of the agency. These screening questions were related to when the respondent had used the service agency. Once a customer of a specific agency was identified, the interviewer administered the questionnaire for that agency.

In addition, each of the government agencies was weighted by the amount their budget allocated to the measured customer service segment. Each agency was given the worksheet to develop total operating costs associated with servicing citizens so that weighting would be comparable for all agencies.

### **Comparison and Contrasts of ACSI and Citizens First Methodologies**

There are few comparisons that can be drawn from both the Citizens First and American Satisfaction Index survey methods. This is because ACSI was originally developed to measure the private sector's performance measurement tool. However, the major comparisons that can be drawn from the two methodologies include:

- Using a questionnaire format to obtain data
- obtaining a random sample of citizens using the criteria of gender and age for the survey
- obtaining a 95% confidence interval to predict the variation between the sample results and the 'true' values.

The methodologies for each data set differ in very apparent ways. These contrasts are important to note due to the fact that when viewing the results for both countries it can be easily assumed that the methodologies are similar.

When ACSI contacted the federal services agencies that they wanted to measure they asked them to fill out a worksheet that asked for total operating costs associated with

servicing citizens so that weighting would be comparable for all agencies. *Citizens First* selected their service agencies by what is considered to be the general service agencies for each level of government.

Like *Citizens First*, ACSI measured customer satisfaction, expectations and perceptions, but also measured customer retention. It measured customer retention by asking more probing questions such as when did the participant last recall using the service agency. However, *Citizens First* used a more all encompassing measurement approach by obtaining scores for provincial and municipal government agencies. ACSI only measured federal public service agencies.

To obtain a sample ACSI used both a random dial process and an agency-by-agency interview basis. *Citizens First* did use a random sampling process, but only obtained its sample by getting participants addresses from provincial phone directories. ACSI did not attain a true random sample because it canvassed certain public service agencies' clientele. However, it could be argued that *Citizens First* is not truly random either because the survey missed parts of the population that have: unlisted phone numbers, who have just moved and are not listed in the phone directory, are homeless ect.

A matrix was prepared to illustrate how the ACSI and the *Citizens First* mean scores compare. To draw such comparisons a review of the business lines for each country's measured service agencies was completed. As with the Canadian and U.K. comparisons, the business line descriptions were obtained from both countries' methodology literature comparisons.

**Figure Two- ACSI and Canadian Public Service Benchmarks**

GOVERNMENT AGENCIES	ACSI SCORE (0 to 100 scale)	COMPARABLE CANADIAN SERVICE AGENCY	CITIZENS FIRST RESULTS (0-100 scale)
Social Security Administration	82	Canada Pension Plan (CPP), Old Age Security (OAS)	69.31
General Services Administration	77	Information Services	54.71
Health Care Financing Administration, HHS	71	Health card application or renewal	62.27
Bureau of the Census, Commerce	70	Information Services	54.71
National Park Service, Interior	73	National Parks and Provincial Parks, campgrounds	73.36 (federal) 70.56 (prov.)
Student Financial Assistance, Education	63	Student Loans	40.24
Consular Service	73	Passport Get or Renew a passport	66.38
Immigration & Naturalisation Service, Justice	69	Customs and Immigration border services	58.12
Customs Service, Treasury	66	Customs and Immigration border services	58.12
Internal Revenue Service, Treasury (electronic tax filers)	74	Revenue Canada- Income tax	57.44
Internal Revenue Service, Treasury (all tax filers)	51	Revenue Canada- Income tax	57.44

It is interesting to note that Canadian public services agencies seem to be more comparable to the U.K.'s public service agencies than they are to the U.S.A's. One would think that Canadian public services would have more in common with the U.S.A.'s because they are geographically closer. However, ACSI only measured federal service agencies in the U.S.A., while *Citizens First* analysed various service agencies from the three levels of government.

As with the U.K./Canada comparison, the U.S.A.'s service agencies on a whole rank much higher than their comparable Canadian service agencies. Thus, Americans seem to be much more content with the service delivery offered by their federal service agencies than Canadians are. It could be possible that these American service agencies are more willing to be innovative in integrating new service delivery methods, possibly ones that are used in the private sector. It is well known that the private sector is much more of a competitor for the American public service agencies than they are in Canada. Thus, American service agencies may feel that they must conform more to the methods used in the private sector. An example of this is revenue services (the one Canadian service that

is ranked higher than its counterpart in the U.S.A) because there is more satisfaction in the U.S.A with electronic tax filing. Electronic tax filing is becoming increasingly more popular for both countries' citizens because there is a decrease in the amount of time and bureaucracy associated with government service transactions. Such decreases are paramount when private sector agencies deal with their clients.

### **Comparisons and Observations of Citizens First, People's Panel and ACSI Methodologies**

Comparing each of the methodologies convey challenging ideas about service quality because there are few comparisons that can be drawn from each of the three countries' methodologies. However, there are a few very 'macro' similarities. They are the following:

- Each country has a private sector management group to develop, collate and implement their research surveys
- Each country has done follow-up surveys to further address the subject of service delivery and citizen satisfaction in the public service. Thus, each country is furthering their respective projects by taking a longitudinal approach to addressing citizen satisfaction.
- One of the project objectives, for each of the countries, was to provide means, for not only gaining insight into how citizens evaluated public service agencies, but how they did against private sector industries and companies. Furthermore, there was a desire in all three of the countries to have the ability to benchmark against one another
- Not unexpectedly, the scores show that satisfaction is highest among customer segments that receive a direct benefit from an agency and lowest for customer segments subject to regulation.

Each of the three methodologies are citizen-centred in that each issue area within the questionnaire is approached with the goal of bringing the citizen's perspective forward. Furthermore, they seek to define and quantify what citizens' judge to be good service so that service providers can understand citizens better. When viewing each country's data

set, citizens do not have to opportunity to define separate criteria of service quality for each level of government. This could be due to governments moving towards more sharing of the costs, responsibilities and service delivery vehicles among one another, which in turn can blur the distinctions among service agencies to an increasing degree.

Three similar organisations can be drawn from the Canadian, U.S.A. and U.K. published data sets concerning Citizen Satisfaction with the government services. These organisations are: Canada Pension Plan-Department of Social Security and Benefits Agency (U.K.) and Social Security Administration (U.S.A); Revenue Canada- Inland Revenue (U.K.)- Service Treasury and Internal Revenue Service Treasury (U.S.A); National parks and Provincial parks- Public Parks (U.K.)- National Park Service (U.S.A). When comparing such organisations it is important to note that these comparisons are not exact because response options in the Canadian, American and British surveys do not correspond one-to-one.

### **Comparisons for the Three Countries' Data Sets**

The results from combining all three data sets form an interesting example of what can be expected in an international benchmarking project. In particular, when comparing all three data sets, there is a clearer illustration of both the potential and some of the difficulties that can arise from this type of research.

To illustrate which service agencies' in each of the three countries were comparable, a matrix was developed.

**Figure 3- Canadian, U.K. and U.S.A Citizen Satisfaction Benchmarks**

Canadian Service	Canadian Score	U.K. Service	U.K. Score	U.S.A. Service	U.S.A. Score
<i>Federal Service</i>					
Canada Pension Plan	69.31	Department of Social Security and Benefits Agency	68	Social Security Administration	82
Revenue Canada - Income Tax services	57.44	Inland Revenue	70.6	Service Treasury (all tax filers) and Internal Revenue Service Treasury (electronic tax filers)	51
<i>Provincial Service</i>					
National parks	73.36	Public Parks	83	National Park Service,	73
Provincial parks	70.56			Interior	

The scores for the first two service agencies; social security/benefits agencies and revenue services, are much more diverse than the third service agency, parks, which scores equally in all three countries. It could be possible that these services are delivered and in turn perceived differently in each of the countries. One could conclude that in each of the countries, park services' delivery methods are similar.

For each of the measured government services, the three surveys asked consistent questions that were uniformly used throughout each of the surveys. In the case of Canada's service measuring question, it asked the citizen to describe which government service the citizen has used in the past year. The survey further went onto ask which of the services they thought were of the highest priorities for improvement and, which three services did they think each of the three governments did best. In contrast, the U.S.A's survey asked the citizen to rate his/her expectation of the overall quality of each of the measured federal organisations, then went on the further ask the citizen to rate a specific aspect of the service. In addition, the People's Panel asked how frequently the citizens used the service, and if the citizen or members of his/her household had contact with and benefited from the service. Thus, Canada's, the U.S.A's and the U.K.'s questions are not parallel, and comparing the data may not be appropriate. This clearly illustrates the need for common measures in benchmarking internationally and underscores the importance of

the approach within Canada where all three levels of government work together to use common measures.

When analysing, comparing and contrasting each of the country's methodologies and service agency scores, there is an apparent need to further develop an exclusive Canadian benchmarking repository. There is a need for a repository that will contribute and add onto what other governments have developed. Such a repository will be helpful to Canadian public services agencies because they will not only be able to compare with other countries in a score sense against similar services, but they have the opportunity to compare and add different pieces to their service delivery methods. In addition, the above comparison exercise is helpful to Canadian public service agencies because they will be able to have a clearer understanding in regards to the value of their numeric score. Thus, if a service agency, such as Canada Pension, is clearly scoring lower than a similar service agency, the U.S.A.'s Social Security Administration, they will know that there is a need for improvement in their service delivery approach.

## **CHAPTER SIX**

### **SUMMARY OF RECOMMENDATIONS**

The *Canadian Public Service Benchmarks* is distinct in nature from other benchmarking processes. Rather than being a rigid set of singular results, this framework offers a set of results that form a bank which individual and collective public service organisations can use to compare and contrast against a variety of public service organisations or business lines. However, it is important not to lose sight of the true goal of benchmarking any sort of organisation - to improve performance.

#### **Future Research Efforts to Enhance the *Canadian Public Service Benchmarks***

Further research will help develop more extensive comparisons than those presently reported in the framework.

From the initial results of the framework one can see that the results vary for each of the service organisations within the three different levels of government. However, the recommendations for developing this framework are uniform because the framework will be used by the Treasury Board Secretariat of Canada and, the soon to be formed Institute for Citizen Centred Service, as preliminary benchmarks for citizen satisfaction. The recommendations for further development of the framework focus mainly on operational and research related issues:

The first recommendation, is the need for a benchmarking centre within the soon to be formed Institute for Citizen Centred Service. The merits of establishing such a benchmarking centre is that it will encourage participation, oversee the quality of the framework's data, make framework results available in an orderly format and support regular updates and expansion of the framework. In addition, this benchmarking centre will contribute to service quality improvements by communicating and promoting best practices, recognising progress through awards, organising conferences or speakers, and other related strategies. This benchmarking centre could participate further research in such areas: as the causative factors for certain public service organisations scoring higher

or lower than others and/or a multi-variant analysis to explain why certain services fall in the result ranges they do. For example, research could be undertaken to review the upper ranges of the public service organisations. An example of this is a fire department high score of 93.40. Is this the best result for this service or could this score be better? This information could be obtained by completing cross-national studies of other fire departments that have either a mean score of 93.40 or scoring higher. Through this, a better understanding of what drives citizen satisfaction results could be obtained.

A second recommendation is the need for more research in the area of public sector business lines. Public organisations could be grouped by such categories as; direct service to the public, science and information services, financial transfers, policy, judicial/quasi-judicial, internal support services and regulation/inspection and enforcement. The use of such business lines was addressed informally in Chapter Four-Results of the Framework. These business lines could be further developed into their own matrixes, thus developing a further benchmarking option. Another strategy could be to sample more broadly among cities or within metropolitan areas on a selective basis in order to afford comparisons of perceived quality across different mixes and levels of public services. Alternatively, research could focus on a particular service, such as trash collection, and compare citizen quality ratings between jurisdictions utilising public versus private delivery systems.

A third recommendation is the need for the Treasury Board Secretariat of Canada to generate a second-generation set of data using the *Common Measurements Tool*. This tool is presently used by public sector organisations to obtain client satisfaction results. It is important to note that the *Citizens First* data sets will only be the foundation results for the current Framework. Future citizen satisfaction data will be generated from the *Common Measurements Tool* as well as ongoing administration of Citizen every two years.

A fourth recommendation, which flows from and broadens the third recommendation, is the need to have the *Common Measurement Tools* popularised as quickly as possible

within Canadian public sector organisations. Thus, a new set of benchmarks will be obtained, rather than those drawn from the *Citizens First* data.

A fifth and final recommendation, which is further linked to the two previous recommendations, is to have the *Common Measurements Tool* marketed to other countries so that comparative Canadian data and benchmarks can be compared with *Common Measurements Tool* results in other countries

### **Concluding Remarks**

Currently, many public organisations are experimenting with a variety of strategies to strengthen quality and citizen satisfaction. It is hoped that future replications and extensions of the research reported here will help to move this agenda along and offer a way to tie quality improvements efforts to methods of assessing quality and customer satisfaction.

In addition, it is hoped that this report, and the future availability of the *Canadian Public Service Benchmarks*, will encourage more public agencies to engage in both benchmarking their services, and to survey citizen satisfaction. Such practices will lead to a fuller understanding of the factors that determine client responses to public services. Ideally, public agencies will use this information to address how such services compare against the same or similar services both regionally and nationally.

Thus, it is clear that there is much we still need to know about why citizens rank some government services higher than others. While this report cannot possibly fill, or even identify, all these knowledge gaps, it has attempted to provide a foundation upon which others can build. Ultimately, further research will be required to provide public sector managers with further benchmarking information and results, which will make it easier for them to facilitate future improvements and assist the assessment of the services they provide to citizens.

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## **Appendix A**

### ***Citizens First Summary Report***

*Citizen-Centred Service*

# *Citizens First*

## Summary Report

Prepared by

*Erin Research Inc.*

for the

CITIZEN-CENTRED SERVICE NETWORK  
CANADIAN CENTRE FOR MANAGEMENT DEVELOPMENT

October 1998

Canada

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were Art Daniels, Assistant Deputy Minister, Ontario Restructuring Secretariat, Barry Malmsten, Chief Administrative Officer, Municipality of Halton, and Bill Pascal, Director General, Health Canada. In Quebec the forum was chaired by Guy Lavigne (representing Simon Caron), Directeur de l'état civil, Ministère des relations avec le citoyen et de l'immigration du Québec, Gérard Divay, Directeur général, Ville de Montréal, and André Gladu, Sous-ministre adjoint, Human Resources Development Canada. Chairpersons in the Atlantic region were Jeanette MacAulay,

Chief Executive Officer, P.E.I. Staffing and Classification Board, Lawrence Mawhinney, Mayor of the Town of Lunenburg, and Dennis Wallace, Assistant Deputy Minister, Veterans Affairs Canada.

The network is also indebted to Brian Marson, formerly of CCMD and presently of the Treasury Board Secretariat, and Ralph Heintzman, formerly the Vice-Principal, Research at CCMD and presently Assistant Secretary, Innovation and Service Sector, the Treasury Board Secretariat.



# CITIZENS FIRST

## SUMMARY REPORT

### The Challenge

#### Contents

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*Citizens First* is a research initiative of the Citizen-Centred Service Network (CCSN), a network of more than 200 service quality leaders from the federal, provincial and municipal governments brought together by the Canadian Centre for Management Development (CCMD).

On behalf of CCMD and CCSN, Erin Research conducted an independent investigation of how Canadians perceive the services that their governments provide. The survey was completed by a random selection of 2,900 Canadians in the spring of 1998, and is representative of the population with respect to age, gender and region.

*Citizens First* defines three new perspectives on service quality:

- *It challenges the widely held view that government services are second rate by showing how recent polls have underrated citizens' perceptions of government services;*
- *It defines the five elements of service delivery that most strongly affect citizens' perceptions of service delivery;*
- *It offers managers and service providers clear direction for improving services.*

# Highlights

*Citizens First* reports how Canadians perceive the services of governments at the municipal, provincial and federal levels and gives clear direction for improving service quality. Major findings are:

- Contrary to popular belief, Canadians rate the quality of many government services as high or higher than private sector services.
- Overall, citizens rate the quality of *specific* government services higher than government services *in general*. Failing to differentiate these ways of defining service has led to unrealistically low estimates of government service quality in the past.
- Citizens understand that government has a more difficult role than the private sector, balancing efficiency with the public interest. However, they still expect the quality of government services to be as high or higher than that of private sector services.
- Citizens' assessments of service quality are determined primarily by five factors: timeliness, knowledge and competence of staff, courtesy/comfort, fair treatment, and outcome. When all of these drivers of service quality are present, citizens give maximum ratings to government services, often higher than 80 on a scale of 0-100. When performance falls below threshold value on any one of these dimensions, service quality scores drop markedly. The chief constraint on achieving maximum ratings is that governments cannot always guarantee citizens the outcome they want. Setting realistic expectations is an important task in these situations.
- Telephone problems – busy phone lines, difficulties with voice mail and unhelpful phone directory listings – are the most frequent obstacles that citizens encounter in accessing government services.
- The need to contact multiple government offices for a single service issue arises most frequently around certificates, licences and registration. These contacts are often triggered by milestones in life such as getting a new job, going away to university, getting married, a death in the family, or moving.
- Citizens have measurable expectations around timely service. *Citizens First* reports specific standards for four types of routine transaction: telephone, counter service, mail and e-mail.
- Citizens identified priorities for improved service at each level of government:
  - *Municipal*: public health, road maintenance and public schools
  - *Provincial*: hospitals, colleges and universities
  - *Federal*: Employment Insurance, Canada Employment Centres, the justice system, Revenue Canada, Canada Post, and Canada Pension/Old Age Security.

These results are cause for great optimism. They provide a means to raise service quality scores from their present average in the low 60s toward 80 or more. Governments at all levels can use these results to develop their own action strategies and chart the path forward.

# Setting the Record Straight

It is a popular belief that government services are considered to be of poorer quality than private sector services. This negative view of government service is supported by relatively little hard evidence, but it lessens public esteem for government institutions and services and erodes morale within the public service.

To put this notion to the test, citizens rated the quality of service they receive from 24 public and private organizations. The comparison is based on a wider range of both private and public services than previous Canadian studies of its kind, and the results cast government services in a different light. A cluster of public services tops the ratings (fire departments, public libraries), followed by alternating private and public services, singly or in small groups.

These findings effectively counter the view that government services are necessarily of poor quality. They are not. In fact, public sector services occupy a wide range along the service quality continuum and are intermixed with private scores over much of this range.

Figure 1 provides some insight into understanding how the myth of poor government service has developed. Consider the entries for government services “in general.” These scores – 47 out of 100 for the federal and provincial governments, and 53 out of 100 for municipal governments – replicate the familiar and discouraging results of recent polls.

**Figure 1**  
**How Do Public and Private Services Compare?**  
***Citizens First, 1998***

Service	Service quality	Service	Service quality
Fire departments	78	Canada Post	55
Public libraries	75	Insurance agencies	55
Supermarkets	74	Public transit	55
Private mail carriers	68	Municipal gov't. services	
CTV	66	in general	53
Provincial parks, campgrounds	64	Banks	51
CBC	64	Revenue Canada	50
Police	63	Federal gov't. services	
Provincial electric utilities	63	in general	47
Telephone companies	63	Provincial gov't. services	
Private sector services		in general	47
in general	60	Public education system	47
Passport office	60	Hospitals	46
Taxis	57	Road maintenance	35

Service quality scale ranges from 0 to 100.

The root of the problem is that polls have defined public sector services generically as “government services,” while they have listed private sector services specifically – “my bank” or “my department store,” and so on.

When people rate services that *they have used recently* and that are *defined specifically*, their service quality ratings are higher than their ratings for services in general. *Citizens First* provides two clear illustrations of this.

First, scores for the specific services associated with each level of government are generally higher than the

corresponding generic scores. For example, fire departments, libraries and public transit all score higher than “municipal services in general.” In all, ten public sector services score higher than their generic entries, while only three score lower.

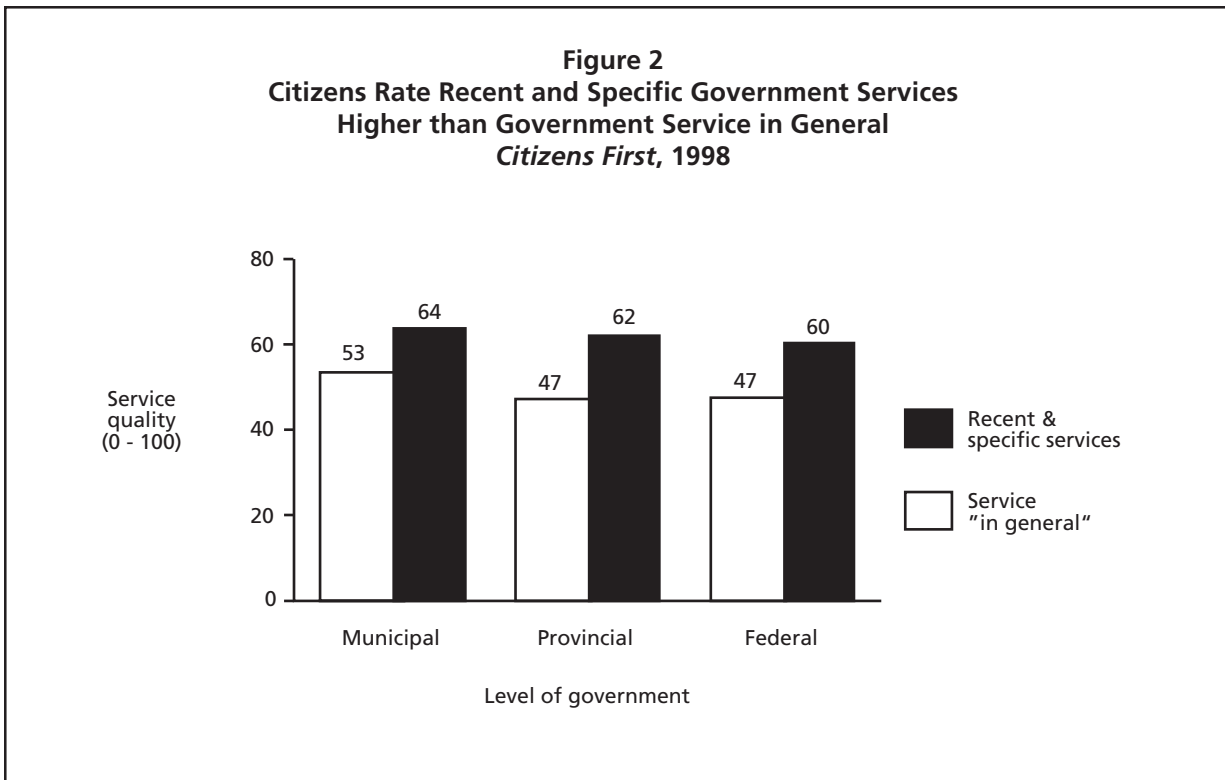
A stronger test derives from citizens’ ratings of 50 specific services spanning the three levels of government. Citizens rated only services that they had used in the past year, so these evaluations are based on relatively recent experience. The 20 provincial services in this set have a mean service quality rating of 62 out of 100, fully 15 points higher than the general rating for “provincial govern-

ment services in general.” Municipal and federal governments show the same pattern, with recent specific services scoring 11 and 13 points higher than government services in general (Figure 2).

When citizens evaluate services they have used recently, they draw on

particular memories of actual experiences. The result is a wide range of scores for different government services that is similar to the range of scores generated for private sector services. When citizens rate government services in general, they draw on opinions and possibly stereotypes of government; these

tend to be negative, as this research and many other surveys have amply demonstrated. A meaningful comparison of government and private sector services must account for any differences in specificity and recency of use.



# The Service Model

The service model developed from the research results has five phases, summarized in the diagram on the next page.

## **CITIZENS FIRST SERVICE MODEL**

### **1. Citizens' service needs and expectations**

When citizens approach a government service they bring expectations based on earlier service experiences and also on more general attitudes toward government.

### **2. Access to service**

To get the service, the citizen must know where to find it. This may be difficult if it is the citizen's first experience with the service or if the service has changed as a result of government restructuring.

After making initial contact, access problems can continue if, for example, the phones are busy or the citizen receives conflicting information.

### **3. Service delivery**

When obtaining a service, citizens assess government performance along many dimensions. Service delivery is timely or it is not, staff are competent or they are not, and so on. Citizens' responses to questions about service delivery point to five key elements that drive service quality ratings. When all five drivers are in place, citizens rate many services in the 80s; when one or more drops below a threshold level, service quality ratings fall accordingly.

*Timely service* is the single strongest determinant of service quality across all services and across the three levels of government. The research provides standards for timely service delivery in routine phone, counter service, mail and e-mail transactions.

### **4. Perceptions of service quality**

Specific service experiences lead to detailed perceptions of service quality. These provide useful information for improving service.

Specific service experiences may also contribute to citizens' perceptions of government service *in general*. These are considerably more negative than perceptions of most specific experiences. The widely held belief that governments provide poor quality service rests largely on polls that measure service at this general level.

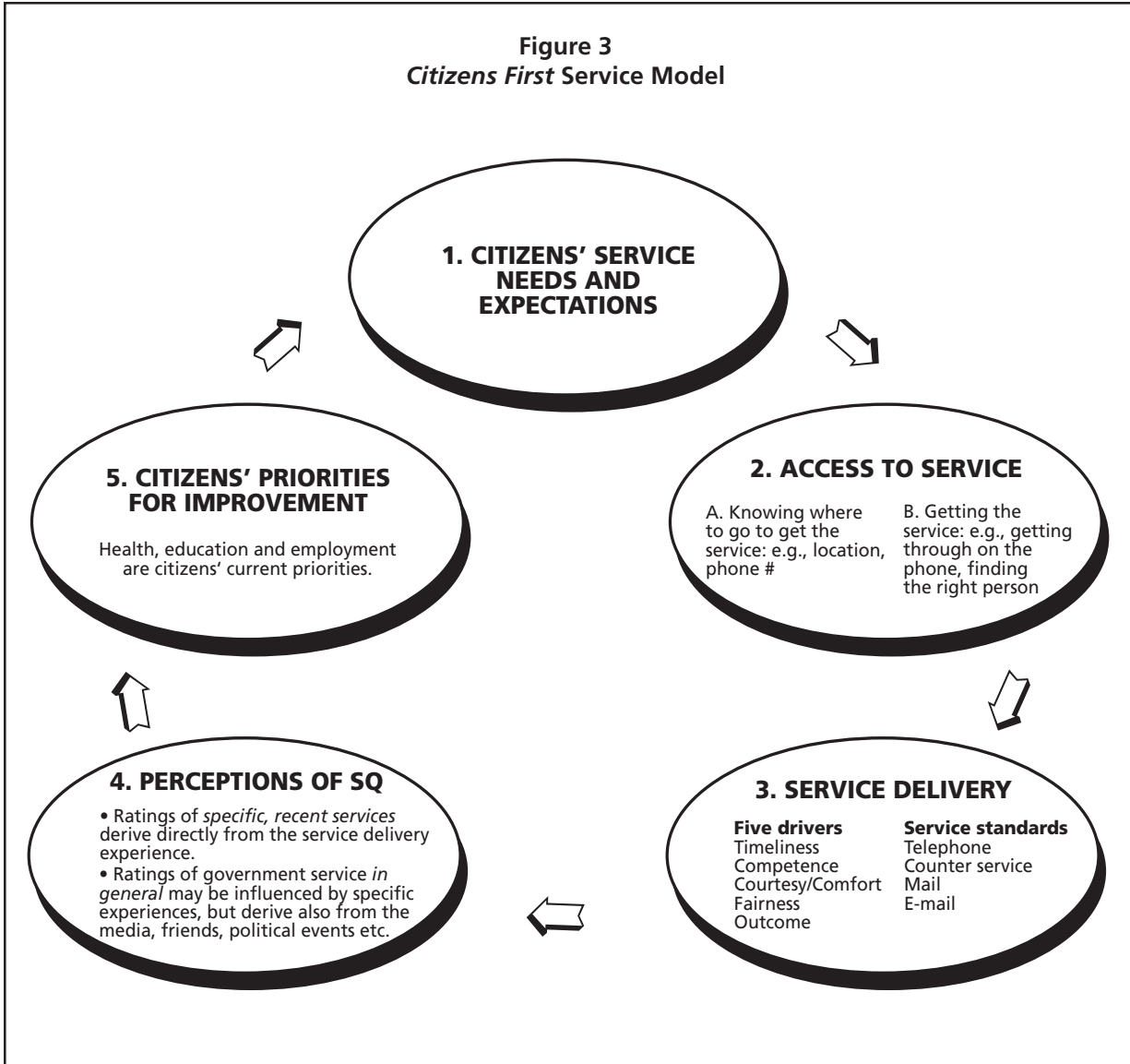
### **5. Citizens' priorities for improvement**

Perceptions of service quality contribute to citizens' priorities for improving service.

Priorities for improvement may also be influenced by the larger arena of public discourse, including politicians, opinion leaders and the media.

Priorities for improvement, in their turn, help to shape citizens' expectations when they next encounter government services.

Figure 3  
Citizens First Service Model



# Citizens' Service Needs and Expectations

Citizens seek government services in response to a need, and this need is accompanied by an expectation of what they will receive. Citizens' expectations provide an important context for approaching the public sector service challenge. Indeed, the research indicates that citizens appreciate the complexity of government; 54 percent agree that "Governments have a more difficult task than the private sector – they must protect the public interest as well as meet the needs of citizens."

Despite the difficulty of the task, however, citizens expect govern-

ment to provide stellar service. Forty-two percent stated that governments should provide even better service than the private sector, and more than half want governments to provide service on a par with the private sector. Only five percent allowed governments a lower level of service than the private sector.

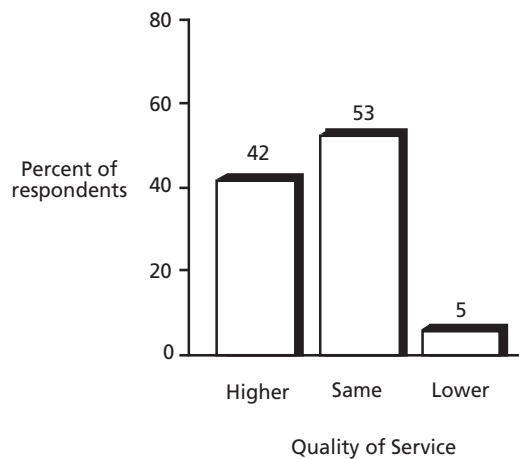
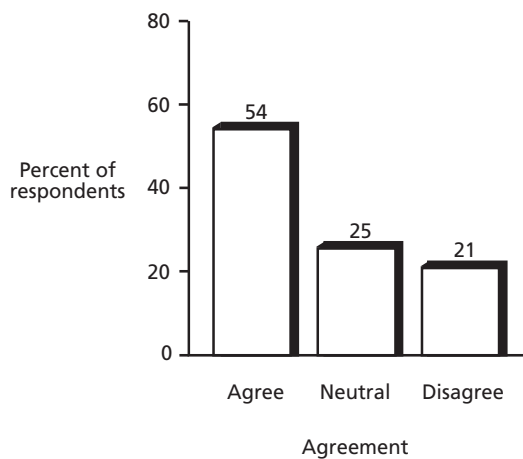
The dynamics of service quality differ significantly in public and private contexts. Governments must not only safeguard the rights of the individual but also protect the larger public good. Governments impose

requirements on citizens that may not be popular, such as taxes and permits. Above all, governments must be even-handed and fair. By contrast, private companies think primarily of their own competitive situation. They typically direct their appeals at carefully defined market segments and are free to give preferred customers better treatment than others. For these reasons, the focus of this study is intentionally on citizens rather than on customers or clients.

**Figure 4**  
**Citizens' Expectations of Government Service**  
*Citizens First, 1998*

*"Governments have a more difficult task than the private sector – they must protect the public interest as well as meet the needs of citizens."*

*"What quality of service you get from government, compared to the private sector?"*



# Access to Service

To elicit information on citizens' experience with access and service delivery, citizens were asked to choose an experience with government service within the past year and to answer an extensive set of questions about it. Citizens described a wide range of experiences with all three levels of government, and the resulting data provide a comprehensive overview of citizens' contacts with government.

Access begins with knowing where to go to get the service. In describing their chosen service experience, 75 percent of citizens knew where to get the service they needed, while 25 percent did not.

Knowing where to go to get the service does not eliminate subsequent problems around access, but it certainly reduces their number. Among those who knew where to go, 45 percent reported no problems at all, and another 24 percent identified just one problem from the list of 10 common access problems (see Figure 5). On average, this group had 1.3 problems accessing their chosen service.

By contrast, when citizens did not know how to obtain the service, only 12 percent had no problems with access. An additional 14 percent had a single problem, leaving three-quarters of this group with two or more difficulties in accessing the service. On average, this group had 3.0 access problems.

**Figure 5**  
**Barriers to Access**  
*Citizens First, 1998*

Barriers to access	Percent of respondents
Telephone lines were busy	28
I got bounced from one person to another	25
I got conflicting information	21
Trouble with voice mail or answering system	21
I received incorrect information	14
No one took time to explain things	13
Parking was difficult	13
I couldn't find it in the phone book	9
I didn't know where to look	9
I had to travel too far	7
Other	13

Telephone problems are the most common barrier. Forty percent of all respondents reported one or more phone-related problems. These include busy phone lines, trouble with voice mail or automatic answering systems, and being unable to find the service in the phone book.

## **MULTIPLE-CONTACT EXPERIENCES AND SINGLE-WINDOW SERVICE**

Single-window access is a quintessential feature of the citizen-centred approach. It organizes service delivery or information about services around the needs of citizens rather than around the administrative structures of governments.

Single-window service is clearly a benefit in situations where citizens must contact several government offices for a single service need, for example, having to first obtain a birth certificate in order to get a passport.

*Citizens First* examines, across the full spectrum of services and governments, the events that most frequently trigger multiple-contact experiences and the offices that are most frequently contacted. The questionnaire asked, simply, whether citizens had contacted more than one government office to get a service, what the service was, and what offices they had contacted.

For the Canadian population as a whole, the leading trigger of

multiple-contact service experiences, by a wide margin, is the need for a certificate, licence or other type of personal paperwork. This registration function prompted 39 percent of all multiple-contact experiences!

Many of the events that trigger the need for certificates are major milestones in life, such as starting a new job, going away to university, getting married, a death in the family, or moving, especially from one province to another. These events engender changes of address, changes of name, or the need for passports, birth certificates, SIN cards, new health cards, and so on.

The offices most frequently contacted in multiple-contact experiences include all those that issue the certificates, cards and licences in question. However, the single most frequently contacted office is Revenue Canada. Twenty-nine percent of multiple-contact experiences required communication with Revenue Canada. The next most frequently contacted office cluster related to birth, marriage and death certificates; this was involved in 19 percent of cases.

The three options can be seen as complementary. A single-window centre can be accessed by phone or

Internet, and can assign one person to assist the citizen with different phases of the service request.

These results point to a great opportunity for vertical and horizontal integration, particularly for the federal and provincial governments. At the broadest level, for all services and all governments, certificates and registration are key triggers for multiple-contact experiences.

## SOLUTIONS FOR MULTIPLE-CONTACT EXPERIENCES

Citizens indicated whether various solutions would improve service in the case of their specific multiple-contact experience. Close to two-thirds chose each of the following:

1. A “one-stop” centre that offers all the services you need in one location;
2. The ability to do all or most tasks by mail, phone, Internet, etc., without visiting government offices;
3. Having one person to guide me through the system and help if I have a problem.

# Service Delivery

## FIVE CORNERSTONES OF SERVICE QUALITY

For almost every type of government service, some citizens rate the service quality they experience as very poor, some rate it as very good, and most rate it somewhere in between. What is it that underlies this range of ratings?

The present research examined several possibilities. Demographic factors (age, gender, income, education, etc.) have a negligible impact. Citizens' attitudes toward governments have some influence, in that those with a positive attitude toward government rate the quality of services somewhat higher than those with a negative outlook.

However, *Citizens First* found that by far the strongest determinants of service quality ratings are elements of the service-delivery process itself. The survey assessed more than 30 aspects of service delivery, and many of them are related to service quality. Five of these determine service quality scores in a strong and consistent manner. They are drivers of service quality.<sup>1</sup>

## DRIVERS OF SERVICE QUALITY

Driver	Survey measure
Timeliness	"How satisfied were you with the time it took to get the service?"
Knowledge, competence	"Staff were knowledgeable and competent."
Courtesy, comfort	"Staff were courteous and made me feel comfortable."
Fair treatment	"I was treated fairly."
Outcome	"In the end, did you get what you needed?"

When citizens experienced good service on each of these dimensions, they rated overall service quality at 85 out of 100. ("Good" service is defined as a rating of either 4 or 5 out of 5. Perfect 5s are not required.)

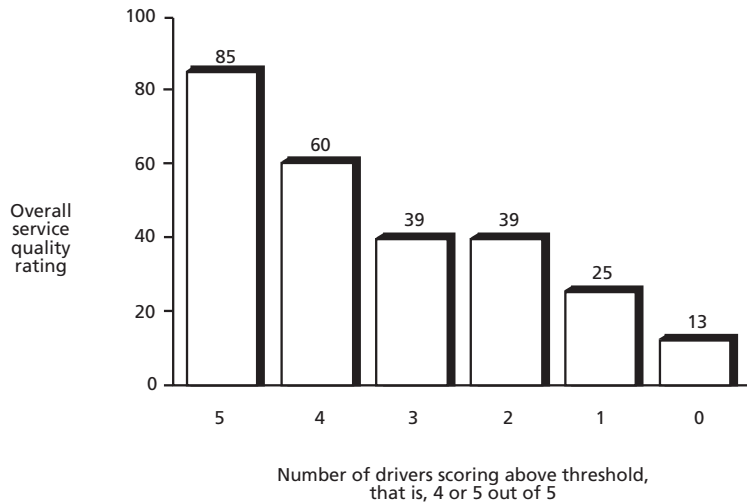
When service drops below the threshold of 4 out of 5 on any one of the five drivers, overall service quality scores fall an average of 25 points,

to 60 out of 100. If two drivers score less than the threshold, service quality scores fall below 50.

*These results show that providing "Good" service on the five drivers – i.e., service that citizens judge 4 out of 5 or better – will result in service quality ratings in the range of 85 out of 100 in most contexts.*

<sup>1</sup> Together, these five elements account for 72 percent of the variance in overall service quality. This is a very large amount of variance to have accounted for – getting 25 to 30 percent would be sufficient to confidently define a service-improvement strategy. Accounting for 70 percent is approaching the practical limit of explanation in social scientific research, as "noise" factors such as differences in understanding questions and differences in interpreting response scales keep the maximum figure well under 100 percent.

**Figure 6**  
**Impact of Drivers on Service Quality**  
**Based on All Services of Municipal, Provincial and**  
**Federal Governments**  
*Citizens First, 1998*



The principal limitation to achieving service quality ratings in the 80s is that governments cannot always deliver on the fifth driver: they cannot always provide citizens with the outcome that they seek. The provincial park may be full for the weekend, for example, or the application for financial assistance may not meet

requirements. This imposes a ceiling on service quality scores for those who are denied the outcome they want. The desired outcome will be denied more often in areas such as financial assistance, employment and taxation. Here, government's challenge is to manage expectations related to outcome.

These results provide a solid foundation for optimism. *High service quality ratings are possible for government services.* The findings also issue a challenge: governments must find cost-effective ways of delivering the level of service that will produce and sustain these high service quality scores.

### **SERVICE STANDARDS**

*Timely service is the single strongest determinant of service quality.* This is conclusively demonstrated by several lines of evidence in the present research. Moreover, when describing specific experiences with government service, only 51 percent of citizens stated that they were satisfied with the time it took to get the service they needed.

To learn how citizens define timely service, the survey presented a set of questions on acceptable levels of service in routine transactions. The results, summarized on the next page, provide measurable targets that can be readily reported back to citizens and staff.

## SERVICE STANDARDS FOR ROUTINE TRANSACTIONS

### 1. Telephone

How many minutes is it acceptable to wait for a government representative?

- 97 percent find a 30-second wait acceptable.

What is the maximum number of people you should have to deal with?

- 85 percent find two people acceptable.

If you leave a telephone voice message at 10:00 a.m., what is an acceptable time to wait for a return call?

- 75 percent find four hours acceptable.

### 2. Counter Service

How many minutes is it acceptable to wait in any line?

- 68 percent find five minutes acceptable.

What is the maximum number of people you should have to deal with?

- 82 percent find two people acceptable.

### 3. Mail

What is an acceptable time to allow for a mailed reply?

- 87 percent find two weeks acceptable.

### 4. E-mail

If you e-mail a government office by 10:00 a.m., what is an acceptable time to wait for a reply?

- 90 percent find four hours acceptable.

# Perceptions of Service Quality

The drivers of service quality allow us to explain why, on an individual basis, people rate particular service experiences high or low. Overall service quality scores are a direct consequence of how citizens perceive performance with respect to timeliness, competence, courtesy/comfort, fairness and outcome.

The drivers also explain why certain types of service should rate higher or lower than others. A favourable outcome can be guaranteed to almost every citizen in certain service areas (getting a passport or a library book), but to fewer in other areas (financial assistance, employment services). Despite the best efforts of government staff, citizens may feel distinctly uncomfortable in certain encounters with police, taxation agencies or social assistance offices. Timeliness can presumably be improved in many service areas, but with services such as property zoning, the process that guarantees input from interested parties draws out the time frame.

As a result of this, service quality ratings for government services will vary in two important ways.

First, each type of service has different built-in limitations. The upper limit on service quality ratings that can realistically be expected will vary across services. Ratings in the 80s may be a realistic target for many service areas, but they will not be possible for all. Tax collectors face barriers that fire departments do not. It follows that services should compare their performance with like services in other jurisdictions, and not necessarily with services that rate high in an absolute sense.

Second, each service will have a particular “driver profile” – some drivers will score relatively high and some will score lower. By way of example, citizens who provided information on registration services (birth certificates, SIN cards, drivers’ licences, etc.) gave these services a mean service quality rating of 60 out of 100. Outcome was not a salient

issue, in that more than 90 percent got what they wanted. Timeliness was a problem, in that only 46 percent rated performance on this driver at or above the threshold of 4 out of 5. By contrast, the group of more recreational services, including libraries, museums, parks and others, had a significantly higher mean score for overall service quality: 75 out of 100. Slightly fewer respondents (84 percent) were happy with the outcome, but more (70 percent) rated timeliness at or above the 4-out-of-5 threshold.

It follows that each service should examine its performance on the five drivers individually. If a significant proportion of citizens rate some dimension low and there is no inherent limitation on that driver, then improvement on that dimension is warranted.

# Priorities for Improvement

Citizens indicated their priorities for improving service by selecting three services from each level of government from a set of 50 widely used services. Most of those selected are functions that play an important role in people's lives.

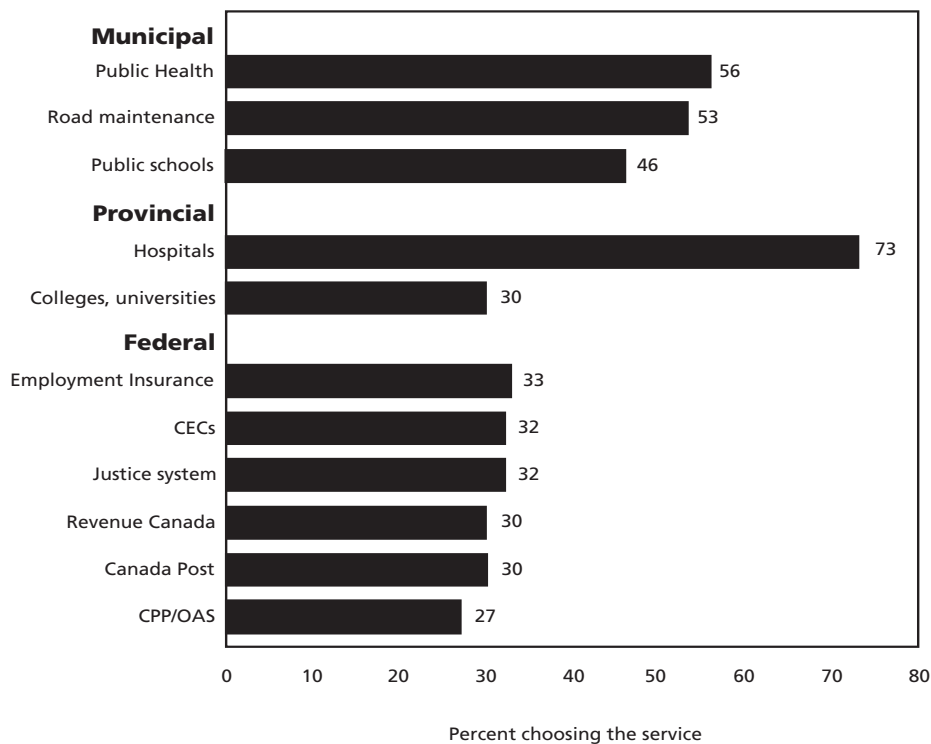
At the municipal level there is a clear consensus as to the three top priorities for improvement. *Public health*

and *road maintenance* were both listed by more than half the respondents, and *public schools* (often a joint municipal/provincial responsibility) follow close behind.

At the provincial level, *hospitals* stand out as the highest priority by a wide margin. *Colleges and universities* follow.

Among federal services, there is no single outstanding priority for improvement. Six services all rank within a few percentage points: *Employment Insurance*, *Canada Employment Centres (CECs)*, the *federal justice system*, *Revenue Canada*, *Canada Post* and *Canada Pension Plan/Old Age Security (CPP/OAS)*.

**Figure 7**  
**Citizens' Priorities for Improvement**  
*Citizens First, 1998*



Note: Responsibility for some services varies across Canada, and is shared among levels of government.

# The Path Forward

*Citizens First* can help governments chart a path forward on service quality. The study's findings are grounded in the experience of Canadians with services of all three levels of government in every province and territory.

## THE PATH FORWARD

Results of *Citizens First* point to the seven goal areas. Governments can select from, adapt, and build on the array of strategies suggested under each goal. Some of the suggested strategies have already been implemented by different governments.

1. **Build strong leadership to champion citizen-centred service delivery throughout the public sector.**
  - Promote the vision and principles of a citizen-centred public service.
  - Establish senior intergovernmental teams committed to implementation of citizen-centred service.
  - Engage all managers and staff in the service delivery challenge by integrating citizen-centred service principles and activities into business plans, accountability measures and performance evaluations.
  - Recruit partners from the private sector and organizations outside government to build momentum.
  
2. **Improve citizens' access to services.**
  - Pilot innovative solutions to access barriers such as the telephone.
  - Pilot partnerships between and within governments to provide single-window access in high priority areas.
  - Publish successful single-window solutions.
  - Continue to build solutions and best practices around access that optimize the use of human resources and technology.
  
3. **Focus service delivery improvements on the five essential cornerstones of service quality, namely timeliness, knowledge/competence, courtesy/comfort, fair treatment and outcome.**
  - Conduct pilot projects particularly to improve timeliness by making optimal use of technology and by partnering with the community.
  - Investigate barriers to providing timely service, such as cost cutting, lack of training, lack of technology or insufficient internal support services.
  - Develop model training programs to deliver timely, competent, courteous and fair service, and to manage citizens' expectations concerning outcomes.
  - Seek staff recommendations and empower staff to deliver on the five key service elements.

4. **Establish service standards for routine transactions.**
  - Establish standards for routine telephone, mail, e-mail and in-person transactions to staff and to citizens.
  - Pilot public-public and public-private partnerships to develop innovative and cost-effective solutions to service standard challenges, e.g., technological solutions in high transaction areas.
  - Reward staff excellence in attaining and exceeding standards.
  - Establish effective mechanisms for resolving citizens' problems.
  - Measure performance on service standards and report back to staff and citizens.
  - Establish individual standards for major non-routine services.
5. **Target improvement efforts on citizens' top priorities in high transaction areas.**
  - Conduct innovative pilot projects in high transaction and high priority areas such as health care, employment and education.
  - Communicate successful case studies of municipal, provincial and federal governments in the high priority areas.
  - Monitor public and private sector services against benchmarks established in the 1998 survey.
6. **Communicate the results of this and other research to build morale and promote action on citizens' priorities.**
  - Communicate results of *Citizens First* research to citizens and service providers.
  - Disseminate research tools, such as the Common Measurements Tool developed by the Citizen-Centred Service Network, that can be readily applied to many service areas.
7. **Become a global leader in citizen-centred service and research.**
  - Conduct regular research to identify changing needs and priorities, and measure against the 1998 baseline.
  - Establish a sustained capacity to pioneer research, training and promote broad implementation.
  - Develop management tools that provide best practices, successful case examples and specific guidance in measurement, e.g., video, quick reference guide, etc.
  - Establish an Internet clearing-house for innovative service solutions and research.
  - Support the CCSN practitioner network in developing and sharing innovative solutions to citizen service.
  - Pilot linkages with Canadian university, private and volunteer sectors and internationally to advance citizen-centred service.

## **Appendix B**

*Have Your Say 1998*

# *Have Your Say!*

Priorities for improving government services

This survey is about public services that you receive for personal reasons, not about services that you might access on behalf of a business.

Please answer all the questions that you can. There is space at the end to write comments.

## A. Your views

---

To what extent do you agree or disagree with each statement?

	<b>Strongly disagree</b>			<b>Strongly agree</b>	
	1	2	3	4	5
• Given available resources, governments do an excellent job of serving the public.	1	2	3	4	5
• Governments have cut services too much in recent years.	1	2	3	4	5
• Governments have lost sight of the needs of most Canadians.	1	2	3	4	5
• Governments should provide a few core services such as the court system and national defence – and let the private sector do the rest.	1	2	3	4	5
• In general, politicians do an excellent job.	1	2	3	4	5
• In general, public servants do an excellent job.	1	2	3	4	5
• Governments have a more difficult task than the private sector – they must protect the public interest as well as meet the needs and expectations of individuals.	1	2	3	4	5

## B. How do public and private sector services compare?

1. In order to understand how Canadians see public and private services, please rate the overall quality of service you get from each organization. *If you are not familiar with a service, leave the line blank.*

SERVICE	Overall quality of service				
	Very poor				Very good
• Public libraries	1	2	3	4	5
• Supermarkets	1	2	3	4	5
• Insurance agencies	1	2	3	4	5
• Road maintenance	1	2	3	4	5
• Provincial parks, campgrounds	1	2	3	4	5
• Public education system	1	2	3	4	5
• Police	1	2	3	4	5
• Canada Post	1	2	3	4	5
• Private mail carriers	1	2	3	4	5
• Banks	1	2	3	4	5
• Hospitals	1	2	3	4	5
• Revenue Canada	1	2	3	4	5
• Fire departments	1	2	3	4	5
• Passport office	1	2	3	4	5
• Provincial electric utilities, e.g., Hydro	1	2	3	4	5
• Public transit	1	2	3	4	5
• Taxis	1	2	3	4	5
• Telephone companies	1	2	3	4	5
• CBC (SRC in French version)	1	2	3	4	5
• CTV (TVA in French version)	1	2	3	4	5
• Local government services – of the town, city or region where I live	1	2	3	4	5
• Provincial government services – of the province where I live	1	2	3	4	5
• Federal government services in general	1	2	3	4	5
• Private sector services in general	1	2	3	4	5

2. What quality of service should you get from the public sector, compared to the private sector?

\_\_\_ Governments should provide a **higher** level of service than the private sector.

\_\_\_ Governments should provide **about the same** level of service as the private sector.

\_\_\_ Governments can provide a **lower** level of service than the private sector.

## C. Service standards for routine transactions

Circle a number to show what you consider an acceptable level of service for uncomplicated, routine transactions such as:

- Getting information about a government program or service
- Getting a form or document
- Getting a licence or permit.

---

1. When you telephone a government office with a routine request:

What is an acceptable length of time to wait before you speak to a person? *Circle a number.*

**Number of minutes:**      0    1/2    1    2    3    4    5 or more

What is the maximum number of people you should have to deal with in order to get the service?

**Number of people:**      1    2    3    4    5    6    7 or more

---

2. When you leave a telephone voice mail regarding a routine request:

If you leave a message at 10:00 AM, what is an acceptable amount of time to wait for a return call?

**Time:**                      1 hour      4 hours      Same day      Next day      2 days or more

---

3. When you visit a government office to obtain a routine "over-the-counter" service:

How many minutes is it acceptable to wait in any line-up?

**Number of minutes:**      1      2-4      5-9      10-14      15-29      30-60      more than 60

How many different people is it reasonable to deal with in order to get what you need?

**Number of people:**      1    2    3    4    5    6    7 or more

---

4. When you write to a government office with a routine request:

What is an acceptable time to allow from the day you send a letter until the day you receive the information or documents that you need?

**Number of weeks:**      1      2      3      4      5 or more

---

5. When you e-mail a government office with a routine request:

If you send a message at 10:00 AM, what is an acceptable amount of time to wait for a reply?

**Time:**                      1 hour      4 hours      Same day      Next day      2 days or more

Please write any comments here about service standards for routine transactions:

## D. What services have you used?

Please describe the local government services you used **in the past year**.

	Have you used this service in the past year? v if Yes	If you used this service in the past year...				
		How good was the quality of service?				
		Very poor				Very good
<b>Local/municipal services</b>						
1 Building permits and planning services	___	1	2	3	4	5
2 Family services, counselling, children's aid	___	1	2	3	4	5
3 Fire department	___	1	2	3	4	5
4 Garbage disposal	___	1	2	3	4	5
5 Local police force	___	1	2	3	4	5
6 Parks and recreation programs	___	1	2	3	4	5
7 Public health	___	1	2	3	4	5
8 Public housing	___	1	2	3	4	5
9 Public libraries	___	1	2	3	4	5
10 Publicly funded schools	___	1	2	3	4	5
11 Public transit: bus, streetcar, subway	___	1	2	3	4	5
12 Road maintenance and snow plowing	___	1	2	3	4	5
13 Social assistance, welfare	___	1	2	3	4	5

**You may choose any local services here, whether you use them or not.**

**Which *three* local services are your highest priorities for improvement?**

**Numbers:** \_\_\_ \_\_\_ \_\_\_

**Which *three* services does your local government do best?**

**Numbers:** \_\_\_ \_\_\_ \_\_\_

Please describe the provincial government services you used **in the past year**.

If you used this service in the past year...

Have you used this service in the past year?

How good was the quality of service?

v if Yes

Very poor

Very good

**Provincial services**

		1	2	3	4	5
14 Agricultural services	___	1	2	3	4	5
15 Birth, marriage registration and certificates	___	1	2	3	4	5
16 Colleges and universities	___	1	2	3	4	5
17 Health card application or renewal	___	1	2	3	4	5
18 Hospitals	___	1	2	3	4	5
19 Hunting, fishing, firearms licences	___	1	2	3	4	5
10 Job training/retraining, apprenticeship programs	___	1	2	3	4	5
21 Mental health services, e.g. counselling	___	1	2	3	4	5
22 Motor vehicle registration, drivers licenses	___	1	2	3	4	5
23 Provincial Courts	___	1	2	3	4	5
24 Provincial jails, probation and parole	___	1	2	3	4	5
25 Provincial museums, art galleries, etc.	___	1	2	3	4	5
26 Provincial parks, campgrounds	___	1	2	3	4	5
27 Provincial Police	___	1	2	3	4	5
28 Public health: information, vaccinations, lab tests, 1-800 emergency lines e.g. poison information	___	1	2	3	4	5
29 Small business startup services	___	1	2	3	4	5
30 Social assistance, welfare	___	1	2	3	4	5
31 Student loans	___	1	2	3	4	5
32 Wildlife, forestry, conservation services	___	1	2	3	4	5
33 Workers' compensation, injured worker programs	___	1	2	3	4	5

**You may choose any provincial services here, whether you use them or not.**

**Which three provincial services are your highest priorities for improvement?**

**Numbers:**    \_\_\_    \_\_\_    \_\_\_

**Which three services does your provincial government do best?**

**Numbers:**    \_\_\_    \_\_\_    \_\_\_

Please describe the federal government services you used ***in the past year.***

	Have you used this service in the past year? <b>v if Yes</b>	If you used this service in the past year...				
		How good was the quality of service?				
		<b>Very poor</b>				<b>Very good</b>
<b>Federal services</b>						
34 Advocacy services: Human Rights Commission, Commissioner of Official Languages, Privacy Commissioner	___	1	2	3	4	5
35 Canada Employment Centres (CECs)	___	1	2	3	4	5
36 Canada Pension Plan (CPP), Old Age Pension (OAP)	___	1	2	3	4	5
37 Canada Post	___	1	2	3	4	5
38 Canadian Coast Guard / Search and rescue	___	1	2	3	4	5
39 Citizenship services	___	1	2	3	4	5
40 Customs and Immigration border services	___	1	2	3	4	5
41 Employment Insurance (EI)	___	1	2	3	4	5
42 Federal justice system: Courts, National Parole Board, federal prisons	___	1	2	3	4	5
43 Financial Services: Farm Credit Corporation, Canada Mortgage and Housing Corporation, Canada Deposit Insurance Corporation	___	1	2	3	4	5
44 Health Canada: Information on health issues	___	1	2	3	4	5
45 Information services: Canada Information Office, Statistics Canada, Canadian Government Publications	___	1	2	3	4	5
46 National Film Board, National Museums, National Arts Centre, National Gallery	___	1	2	3	4	5
47 National Parks	___	1	2	3	4	5
48 Passports: Get or renew a passport	___	1	2	3	4	5
49 RCMP	___	1	2	3	4	5
50 Revenue Canada - Income tax	___	1	2	3	4	5

***You may choose any federal services here, whether you use them or not.***

**Which *three* federal services are your highest priorities for improvement?**

**Numbers:**    \_\_\_        \_\_\_        \_\_\_

**Which *three* services does the federal government do best?**

**Numbers:**    \_\_\_        \_\_\_        \_\_\_

## E. Services that involve different government offices

Sometimes you need to contact more than one office or agency to get a service.

For example, you may need to get a birth certificate before you can get a passport. Or, you may need to contact several government departments when you change your name or address.

1. Have you contacted two or more different offices around a single issue **in the past two years?**

\_\_\_ Yes:  Please complete questions 2 to 6 below.

\_\_\_ No:  Please go to the next page.

2. Describe the service you were trying to get.

3. Which offices or agencies did you contact, and how?

How did you contact it?  
(Check one or both)

In person      By phone,  
   fax, mail

a. _____	___	___
b. _____	___	___
c. _____	___	___
d. _____	___	___
e. _____	___	___
f. _____	___	___

4. How long did the whole experience take?

**It took up to:**                      1 day      1 week      1 month      3 months      6 months      1 year or more

5. It this process complete now, or still continuing?

\_\_\_ Complete

\_\_\_ Continuing

6. Here are three ways to make complex services easier. How much would each one help you **get the service that you described above?**

	Not helpful		Very helpful		
• A "one-stop" centre that offers all the services you need in one location.	1	2	3	4	5
• Ability to do all or most of these tasks by mail, phone, E-mail, Internet, etc. – without visiting government offices.	1	2	3	4	5
• Having one person in the government to guide me through the system and help me if I have a problem.	1	2	3	4	5

## F. A recent experience

Think of a government service you received **in the past year**.

- The service can be from local, provincial or federal government.
- It can be from the list in Section D, or any other government service you have received.
- It can be simple or complex, a happy one or not.
- Choose an experience where you were directly involved, for example, you visited a provincial park, or you helped your child get a student loan.

What is the service? \_\_\_\_\_

Write the number of the service from Section D: \_\_\_\_\_

Write "0" if the service is not in the list.

What level or levels of government did you deal with?      \_\_\_ Local      \_\_\_ Provincial      \_\_\_ Federal

*Some of these questions may not fit the service you chose. If so, leave them blank.  
There is a space at the end to write additional comments.*

---

1. What was the overall quality of service delivery?

**Very poor**   1   2   3   4   5   **Very good**

---

2. Was this service a legal requirement? *For example, you must have a licence to drive a car.*

\_\_\_ Yes

\_\_\_ No

---

3. Is the experience completed, or still continuing?

\_\_\_ Completed

\_\_\_ Continuing

---

4. How long did the entire experience take — from the time you first contacted the government until you got what you needed? *Circle the closest option.*

**It took up to:**      5 min.    30 min.    1 hour    1 day    1 week    1 month    3 months    6 months    1 year or more

What is an acceptable amount of time for this service to take?

**It should take up to:**   5 min.    30 min.    1 hour    1 day    1 week    1 month    3 months    6 months    1 year or more

---

5. How many separate contacts did it take to get the service?

*A "contact" is each different phone call, office visit, letter, etc.*

**Number of contacts:**    1    2    3    4    5    6    7 or more

What number of contacts is acceptable while getting this service?

**Number of contacts:**    1    2    3    4    5    6    7 or more



12. Please describe the organization's performance in delivering this service.

*If an item does not apply to your experience, leave the line blank.*

	Performance				
	Very poor				Very good
1. Procedures were easy to understand and complete	1	2	3	4	5
2. Staff were knowledgeable and competent	1	2	3	4	5
3. I was informed of everything I had to do in order to get the service	1	2	3	4	5
4. It was clear how long the process would take to complete	1	2	3	4	5
5. It was clear what to do if I had a problem	1	2	3	4	5
6. I got to the right person on my first try	1	2	3	4	5
7. Staff were courteous and made me feel comfortable	1	2	3	4	5
8. I was treated fairly	1	2	3	4	5

Which **three** of these elements were the most important to you at the time?

Write their numbers here: \_\_\_\_\_

13. Would these changes improve **the service that you have just described?**

*If an item does not apply to your experience, leave the line blank.*

	This would make...				
	No improvement				A great improvement
• Reduce the paperwork	1	2	3	4	5
• Make it easier to get information about the service	1	2	3	4	5
• Reduce waiting: in lines, on the phone, in the mail, etc.	1	2	3	4	5
• Improve the courtesy of staff	1	2	3	4	5
• Give more decision-making power to staff	1	2	3	4	5
• Make the service available electronically – by Internet or by machine	1	2	3	4	5
• Extend office hours	1	2	3	4	5
• Reduce red tape	1	2	3	4	5
• Simplify forms and documents	1	2	3	4	5
• Create a “one-stop” centre where people can get a group of related services in one place	1	2	3	4	5

14. Is there anything else you want to say about your experience? Please write it here.

*There is more space for comments at the end of the survey.*

## G. About you...

1.	Gender	Female	_____
		Male	_____
2.	Age	18 - 24 years	_____
		25 - 34	_____
		35 - 49	_____
		50 - 64	_____
		65+ _____	_____
3.	Where do you live?		
	Newfoundland	_____	Manitoba _____
	Nova Scotia	_____	Saskatchewan _____
	New Brunswick	_____	Alberta _____
	Prince Edward island	_____	British Columbia _____
	Quebec	_____	Yukon, North-West Territories _____
	Ontario	_____	
4.	In which size of community do you live?	City of 1,000,000 people or more	_____
		City 100,000 to 1,000,000	_____
		City or town 10,000 to 100,000	_____
		Town 1,000 to 10,000	_____
		Town under 1,000 or rural	_____
5.	Check if you are...	A member of a visible minority group	_____
		An aboriginal Canadian	_____
6.	Do you have access to a computer and modem for personal use – either in your home or elsewhere?	Yes _____	
		No _____	
7.	What formal education do you have?	Some public or high school	_____
		Completed high school	_____
		Some post-secondary	_____
		Completed college or university	_____
		Post-graduate or professional degree	_____
8.	How long have you lived in Canada?	All my life	_____
		Up to ten years	_____
		Ten years or more	_____
9.	What is your primary occupation?	Homemaker	_____
		Manager, executive, business owner	_____
		Office work, sales, service	_____
		Professional	_____
		Retired	_____
		Self-employed	_____
		Student	_____
		Trades, factory work	_____
		Other	_____

---

10. Are you employed by any of these organizations?

- Municipal government \_\_\_\_\_
- Provincial or Territorial government \_\_\_\_\_
- Federal government \_\_\_\_\_
- Publicly funded organization, e.g., public health system, school system, university, courts, etc. \_\_\_\_\_
- None of the above \_\_\_\_\_

---

11. What is your total household income, before taxes? *Your household includes all members of your family who are living with you.*

- Under \$10,000 \_\_\_\_\_
- \$10,000 to \$19,999 \_\_\_\_\_
- \$20,000 to \$29,999 \_\_\_\_\_
- \$30,000 to \$49,999 \_\_\_\_\_
- \$50,000 to \$69,999 \_\_\_\_\_
- \$70,000 to \$89,999 \_\_\_\_\_
- \$90,000 or more \_\_\_\_\_

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## *H. Your comments*

Please write any other comments you have on government service. You can say more about issues in the survey, or raise new ideas.

***Thank you for your participation!***



**Appendix C**  
**Frequency Tables**

## **Appendix D**

### **Technical Notes**

### *Technical Notes*

Most citizen surveys do not require bewildering statistical testing. For this project, the focus was concerned with obtaining mean scores that could be used both to compare on a national level and with other countries' benchmarking repositories.

The **mean, median and mode** are descriptive statistics that measure and describe the “middle” or “centre” of a set of a data.

- The **mean** is an important measure of central tendency because it is the arithmetic average of all the cases presented.
- The **median** (the midpoint in the data set) has been measured in this report because it arranges the data according to size and it is not affected by extreme (very small or very large) values as the mean is. It shows the value below which half the values in the sample fall.
- The final descriptive test used is the **mode** it indicates which response has occurred with the greatest frequency.

The first measure of frequency distribution to be obtained from the data sets was the **range**. For this report, the range was obtained by simply measuring which of the five regions had the lowest mean and which one had the highest mean in each of the measured service agencies. Thus, the range was measured by examining the distance between the smallest and largest values. More importantly, it indicates the upper and lower scores that are available for both the federal and regional matrixes.

The second test of frequency distribution was **the standard deviation**. The standard deviation, the more sophisticated test of the two, shows the number of respondents who chose each option for each of the questions posed. It indicates the range within which two-thirds of the survey responses fall within one standard deviation.

**95% Confidence Level** is a percentage or decimal value that tells how confident the researcher is about being correct. It states the long-run percentage of the time that a confidence interval will include the true population mean.

In this report, the 95 percent confidence (+/-2 standard errors from the mean) interval was obtained because it is the most commonly used measurement of confidence. In addition, it involves thinking not only about the actual sample, but also about the lower and the upper scores that can be drawn from it. The 95 percent confidence interval describes an iterative process by which total population results are estimated from only one sample.

**The Standard Error of the Mean (SE)** The sample used in this survey is a small selection from the entire population of Canada. The SE is an estimate of this accuracy. It is affected by the number of people in the sample- the bigger the sample the smaller the standard error, and the variability of the sample- if the individual scores vary widely around the mean, the SE will be greater than if scores cluster tightly around the mean. The mean rating of service quality from a sample is therefore an approximate measure of the true mean for the population. Since the sample used for this report is a small selection from the entire population the mean rating of service quality from any sample is the approximate measure of the true mean for the population. To calculate the SE, divide the sample standard deviation by the square root of the number of respondents.

## **Appendix E**

### **Regional Matrixes for the Citizens First Framework**

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: Advocacy Services: Human Rights Commission, Commissioner of Official Languages, Privacy Commissioner</b>					
<i>Regional Lower Score</i>	32.08		<i>Regional Upper Score</i>	52.55	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>40.92</b>	<b>50.0</b>	<b>50</b>	<b>3.10</b>	<b>34.14</b>
Atlantic	52.55	50.0	75	9.62	35.09
Quebec	32.08	50.0	0	4.86	29.99
Ontario	46.40	50.0	50	6.11	35.99
Prairies	42.85	50.0	0	8.68	34.78
B.C. and Territories	36.59	50.0	0	8.16	34.08

<b>SERVICE AGENCY: Canada Employment Centres</b>					
<i>Regional Lower Score</i>	33.13		<i>Regional Upper Score</i>	51.98	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>47.27</b>	<b>50.0</b>	<b>50</b>	<b>1.10</b>	<b>29.93</b>
Atlantic	51.98	50.0	50	3.32	30.35
Quebec	51.23	50.0	75	2.04	31.46
Ontario	46.19	50.0	50	1.90	28.83
Prairies	46.48	50.0	50	2.74	28.68
B.C. and Territories	33.13	25.0	50	3.12	25.81

<b>SERVICE AGENCY: Canada Pension Plan (CPP), Old Age Pension (OAP)</b>					
<i>Regional Lower Score</i>	68.02		<i>Regional Upper Score</i>	73.36	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>69.31</b>	<b>75.0</b>	<b>75</b>	<b>1.25</b>	<b>30.50</b>
Atlantic	73.36	75.0	100	3.94	30.17
Quebec	68.02	75.0	75	2.89	29.29
Ontario	68.18	75.0	75	2.02	29.02
Prairies	69.63	75.0	75	2.71	31.08
B.C. and Territories	70.76	75.0	100	3.62	34.75

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: Canada Post</b>					
<i>Regional Lower Score</i>	49.76		<i>Regional Upper Score</i>	59.74	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>57.45</b>	<b>50.0</b>	<b>75</b>	<b>.56</b>	<b>28.46</b>
Atlantic	59.74	50.0	75	1.96	27.59
Quebec	67.83	75.0	75	1.03	24.82
Ontario	56.20	50.0	75	.88	27.67
Prairies	49.76	50.0	75	1.40	29.71
B.C. and Territories	52.05	50.0	50	1.63	30.08

<b>SERVICE AGENCY: Citizenship Services</b>					
<i>Regional Lower Score</i>	49.56		<i>Regional Upper Score</i>	69.34	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>57.38</b>	<b>50.0</b>	<b>75</b>	<b>2.14</b>	<b>30.33</b>
Atlantic	50.09	50.0	75	13.33	33.37
Quebec	69.34	75.0	50	3.49	25.84
Ontario	54.33	50.0	50	3.35	29.81
Prairies	53.30	75.0	75	5.58	30.29
B.C. and Territories	49.56	50.0	50	6.17	34.41

<b>SERVICE AGENCY: Canadian Coast Guard Search and Rescue</b>					
<i>Regional Lower Score</i>	43.08		<i>Regional Upper Score</i>	74.41	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>66.27</b>	<b>75.0</b>	<b>75</b>	<b>2.80</b>	<b>27.06</b>
Atlantic	68.55	75.0	50	9.38	27.16
Quebec	66.31	75.0	100	4.37	20.29
Ontario	74.41	75.00	100	4.37	24.27
Prairies	43.08	50.0	50	9.64	32.10
B.C. and Territories	64.94	75.0	75	8.79	33.45

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: Customs and Immigration Border Services</b>					
<i>Regional Lower Score</i>	51.41		<i>Regional Upper Score</i>	60.49	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>58.12</b>	<b>50.0</b>	<b>75</b>	<b>.94</b>	<b>26.71</b>
Atlantic	58.13	75.0	75	4.91	31.33
Quebec	60.49	75.0	75	2.41	28.34
Ontario	59.96	50.0	75	1.29	24.84
Prairies	57.16	50.0	75	2.52	28.59
B.C. and Territories	51.41	25.0	50	2.26	26.04

<b>SERVICE AGENCY: Employment Insurance</b>					
<i>Regional Lower Score</i>	37.84		<i>Regional Upper Score</i>	60.49	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>45.42</b>	<b>50.0</b>	<b>50</b>	<b>1.25</b>	<b>30.45</b>
Atlantic	51.64	50.0	75	3.83	31.88
Quebec	60.49	75.0	50	2.41	27.40
Ontario	44.53	50.0	50	2.24	30.73
Prairies	38.42	50.0	50	2.90	30.11
B.C. and Territories	37.84	25.0	0	4.36	33.02

<b>SERVICE AGENCY: Federal Justice System: Courts, National Parole Board</b>					
<i>Regional Lower Score</i>	27.48		<i>Regional Upper Score</i>	39.92	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>36.05</b>	<b>25.0</b>	<b>0</b>	<b>2.60</b>	<b>30.08</b>
Atlantic	37.87	25.0	0	11.72	38.35
Quebec	47.19	50.0	0	6.32	35.67
Ontario	27.48	25.0	0	4.46	27.61
Prairies	33.02	50.0	50	3.99	23.14
B.C. and Territories	39.92	50.0	50	6.10	26.02

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: Financial Services</b>					
<i>Regional Lower Score</i>	27.48		<i>Regional Upper Score</i>	56.94	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>52.89</b>	<b>50.0</b>	<b>50</b>	<b>1.82</b>	<b>30.71</b>
Atlantic	56.16	50.0	75	9.61	31.86
Quebec	56.94	50.0	50	4.96	30.53
Ontario	27.48	25.0	0	4.46	22.13
Prairies	49.76	50.0	50	4.19	28.98
B.C. and Territories	42.54	50.0	50	5.59	30.02

<b>SERVICE AGENCY: Health Canada</b>					
<i>Regional Lower Score</i>	48.56		<i>Regional Upper Score</i>	60.01	
<b>Measure of Central Tendency</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>55.01</b>	<b>50.0</b>	<b>75</b>	<b>1.47</b>	<b>30.71</b>
Atlantic	52.38	50.0	50	5.05	31.44
Quebec	56.29	75.0	75	3.30	33.84
Ontario	60.01	75.0	75	2.21	26.74
Prairies	49.86	50.0	50	3.42	33.02
B.C. and Territories	48.56	50.0	75	4.00	28.57

<b>SERVICE AGENCY: Information Services</b>					
<i>Regional Lower Score</i>	47.35		<i>Regional Upper Score</i>	62.78	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>54.71</b>	<b>50.0</b>	<b>50</b>	<b>1.51</b>	<b>29.16</b>
Atlantic	59.62	50.0	50	6.18	31.00
Quebec	62.78	50.0	50	3.35	27.50
Ontario	55.50	50.0	75	2.18	26.74
Prairies	47.35	50.0	50	3.79	31.60
B.C. and Territories	47.99	50.0	50	4.06	30.22

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: National Film Board, National Museums</b>					
<i>Regional Lower Score</i>	54.56		<i>Regional Upper Score</i>	78.09	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>70.12</b>	<b>75.0</b>	<b>75</b>	<b>1.35</b>	<b>26.11</b>
Atlantic	70.11	75.0	75	5.78	23.25
Quebec	78.09	75.0	75	2.02	19.15
Ontario	72.91	75.0	75	1.80	23.64
Prairies	59.12	75.0	75	4.90	34.77
B.C. and Territories	54.56	50.0	75	4.45	28.97

<b>SERVICE AGENCY: National Parks</b>					
<i>Regional Lower Score</i>	66.17		<i>Regional Upper Score</i>	79.44	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>73.36</b>	<b>75.0</b>	<b>75</b>	<b>.80</b>	<b>21.78</b>
Atlantic	75.05	75.0	75	2.56	20.04
Quebec	79.44	75.0	75	1.96	21.30
Ontario	77.33	75.0	75	1.29	19.63
Prairies	66.17	75.0	75	1.63	22.81
B.C. and Territories	70.42	75.0	75	1.98	22.14

<b>SERVICE AGENCY: Passports: Get or Renew a passport</b>					
<i>Regional Lower Score</i>	59.37		<i>Regional Upper Score</i>	77.33	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>66.38</b>	<b>75.0</b>	<b>75</b>	<b>1.18</b>	<b>27.84</b>
Atlantic	75.28	75.0	75	4.91	23.49
Quebec	73.14	75.0	75	2.08	26.20
Ontario	77.33	75.0	75	1.29	28.44
Prairies	59.37	75.0	75	3.22	27.45
B.C. and Territories	64.59	75.0	50	2.61	27.94

*Figure 1: Citizens First 1998 Federal Data*

<b>SERVICE AGENCY: RCMP</b>					
<i>Regional Lower Score</i>	61.39		<i>Regional Upper Score</i>	76.05	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>67.71</b>	<b>75.0</b>	<b>75</b>	<b>1.60</b>	<b>30.59</b>
Atlantic	72.74	75.00	100	4.36	31.19
Quebec	72.92	75.0	100	5.48	30.09
Ontario	76.05	75.0	100	3.89	27.97
Prairies	61.39	75.0	75	3.10	32.71
B.C. and Territories	66.54	75.0	75	2.61	28.59

<b>SERVICE AGENCY: Revenue Canada Income Tax</b>					
<i>Regional Lower Score</i>	55.17		<i>Regional Upper Score</i>	58.38	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>57.44</b>	<b>50.0</b>	<b>75</b>	<b>.58</b>	<b>27.47</b>
Atlantic	59.92	75.0	75	2.07	26.35
Quebec	57.77	50.0	50	1.21	26.35
Ontario	58.38	50.0	75	.91	27.19
Prairies	55.36	50.0	75	1.37	27.52
B.C. and Territories	55.17	50.0	75	1.69	29.65

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Agricultural Services</b>					
<i>Regional Lower Score</i>	50.26		<i>Regional Upper Score</i>	68.57	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>62.72</b>	<b>50.0</b>	<b>50</b>	<b>2.0</b>	<b>26.72</b>
Atlantic	64.82	67.20	50	6.27	22.37
Quebec	50.26	50.0	50	4.31	22.07
Ontario	68.57	75.0	100	3.52	27.96
Prairies	59.63	50.0	50	3.36	25.35
B.C. and Territories	62.86	50.0	50	7.43	29.50

<b>SERVICE AGENCY: Birth, marriage registration and certificates</b>					
<i>Regional Lower Score</i>	55.35		<i>Regional Upper Score</i>	64.63	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>59.69</b>	<b>75.0</b>	<b>75</b>	<b>1.20</b>	<b>29.37</b>
Atlantic	64.63	75.0	75	4.65	28.42
Quebec	63.02	75.0	75	2.44	31.31
Ontario	55.35	50.0	50	1.94	29.75
Prairies	62.21	75.0	75	2.57	24.92
B.C. and Territories	59.79	75.0	75	3.71	28.79

<b>SERVICE AGENCY: Colleges and universities</b>					
<i>Regional Lower Score</i>	53.03		<i>Regional Upper Score</i>	60.95	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>57.58</b>	<b>50.0</b>	<b>50</b>	<b>.91</b>	<b>55.77</b>
Atlantic	60.95	75.0	75	3.37	26.55
Quebec	60.56	50.0	50	1.57	22.31
Ontario	56.50	50.0	75	1.49	25.98
Prairies	53.03	50.0	50	2.47	27.68
B.C. and Territories	58.66	50.0	50	2.71	27.68

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Health card applicant or renewal</b>					
<i>Regional Lower Score</i>	56.08		<i>Regional Upper Score</i>	71.70	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>62.27</b>	<b>75.0</b>	<b>75</b>	<b>.99</b>	<b>30.89</b>
Atlantic	71.70	75.0	75	3.03	26.85
Quebec	70.89	75.0	100	1.56	27.93
Ontario	53.60	50.0	75	1.86	32.87
Prairies	60.27	75.0	75	2.34	29.86
B.C. and Territories	56.08	50.0	50	3.07	29.44

<b>SERVICE AGENCY: Hospitals</b>					
<i>Regional Lower Score</i>	45.48		<i>Regional Upper Score</i>	54.75	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>50.69</b>	<b>50.0</b>	<b>50</b>	<b>.69</b>	<b>30.19</b>
Atlantic	54.75	50.0	50	2.24	29.05
Quebec	45.48	50.0	50	1.29	28.45
Ontario	51.71	50.0	50	1.12	30.28
Prairies	52.46	50.0	75	1.79	32.02
B.C. and Territories	53.16	50.0	75	2.18	30.40

<b>SERVICE AGENCY: Hunting, fishing, firearms licences</b>					
<i>Regional Lower Score</i>	56.57		<i>Regional Upper Score</i>	72.97	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>63.08</b>	<b>75.0</b>	<b>75</b>	<b>1.11</b>	<b>28.17</b>
Atlantic	67.44	75.0	75	3.49	26.82
Quebec	72.97	75.0	75	1.82	22.25
Ontario	60.38	50.0	50	1.83	27.84
Prairies	56.57	50.0	75	3.04	31.72
B.C. and Territories	57.82	50.0	50	3.17	29.77

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Job training, apprenticeship programs</b>					
<i>Regional Lower Score</i>	30.56		<i>Regional Upper Score</i>	54.48	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>47.28</b>	<b>50.0</b>	<b>75</b>	<b>1.79</b>	<b>30.99</b>
Atlantic	50.23	50.0	75	6.56	32.86
Quebec	50.73	50.0	50	3.01	27.28
Ontario	54.48	50.0	75	2.82	29.87
Prairies	31.73	25.0	0	5.31	32.84
B.C. and Territories	30.56	25.0	0	4.85	29.42

<b>SERVICE AGENCY: Mental health services, e.g. counselling</b>					
<i>Regional Lower Score</i>	47.92		<i>Regional Upper Score</i>	65.01	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>55.40</b>	<b>50.0</b>	<b>75</b>	<b>1.98</b>	<b>31.77</b>
Atlantic	58.32	50.0	50	7.58	34.11
Quebec	47.37	50.0	50	3.90	30.31
Ontario	56.90	75.0	75	2.85	26.84
Prairies	65.01	75.0	100	4.81	34.12
B.C. and Territories	47.92	50.0	50	6.49	37.73

<b>SERVICE AGENCY: Motor vehicle registration, drivers licenses</b>					
<i>Regional Lower Score</i>	54.03		<i>Regional Upper Score</i>	71.72	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>65.91</b>	<b>75.0</b>	<b>75</b>	<b>.60</b>	<b>27.82</b>
Atlantic	68.62	75.0	75	1.99	26.28
Quebec	71.72	75.0	75	1.16	25.88
Ontario	64.57	75.0	75	.96	27.85
Prairies	66.68	75.0	75	1.40	27.53
B.C. and Territories	54.03	50.0	50	2.01	29.83

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Provincial Courts</b>					
<i>Regional Lower Score</i>	33.99		<i>Regional Upper Score</i>	49.98	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>38.08</b>	<b>25.0</b>	<b>50</b>	<b>1.51</b>	<b>29.23</b>
Atlantic	49.98	50.0	50	6.85	32.86
Quebec	35.52	25.0	50	6.53	26.18
Ontario	38.51	25.0	25	2.44	29.35
Prairies	39.11	50.0	75	3.48	31.56
B.C. and Territories	33.99	25.0	50	3.73	26.88

<b>SERVICE AGENCY: Provincial jails, probation and parole</b>					
<i>Regional Lower Score</i>	30.60		<i>Regional Upper Score</i>	60.35	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>40.90</b>	<b>50.0</b>	<b>50</b>	<b>3.23</b>	<b>32.67</b>
Atlantic	60.35	53.25	50	13.73	32.86
Quebec	58.05	50.0	50	6.53	30.97
Ontario	35.17	50.0	50	4.91	28.62
Prairies	30.60	28.31	50	5.70	27.11
B.C. and Territories	37.78	34.82	0	9.84	40.32

<b>SERVICE AGENCY: Provincial museum, art galleries, ect.</b>					
<i>Regional Lower Score</i>	68.14		<i>Regional Upper Score</i>	74.78	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>71.37</b>	<b>75.0</b>	<b>75</b>	<b>.78</b>	<b>20.87</b>
Atlantic	72.73	75.0	75	2.94	33.50
Quebec	74.78	75.0	75	1.76	19.22
Ontario	71.93	75.0	75	1.09	19.27
Prairies	68.41	75.0	75	1.96	23.39
B.C. and Territories	68.14	75.0	75	2.45	23.41

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Provincial parks, campgrounds</b>					
<i>Regional Lower Score</i>	60.87		<i>Regional Upper Score</i>	73.47	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>70.56</b>	<b>75.0</b>	<b>75</b>	<b>.67</b>	<b>23.58</b>
Atlantic	73.47	75.0	75	2.09	20.26
Quebec	70.90	75.0	75	1.70	24.80
Ontario	74.33	75.0	75	.94	20.26
Prairies	60.87	75.0	75	1.72	27.79
B.C. and Territories	72.29	75.0	75	1.54	21.35

<b>SERVICE AGENCY: Provincial Police</b>					
<i>Regional Lower Score</i>	57.06		<i>Regional Upper Score</i>	72.15	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>66.01</b>	<b>75.0</b>	<b>75</b>	<b>1.34</b>	<b>29.88</b>
Atlantic	72.15	75.0	75	4.56	27.51
Quebec	63.01	75.0	75	2.60	27.35
Ontario	70.45	75.0	75	1.84	27.89
Prairies	58.58	75.0	75	4.50	34.12
B.C. and Territories	57.06	75.0	75	4.47	35.50

<b>SERVICE AGENCY: Public health-information, vaccinations and lab tests</b>					
<i>Regional Lower Score</i>	60.37		<i>Regional Upper Score</i>	71.62	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>65.65</b>	<b>75.0</b>	<b>75</b>	<b>.93</b>	<b>27.12</b>
Atlantic	71.62	75.0	75	3.23	28.33
Quebec	60.37	75.0	75	1.73	26.97
Ontario	67.39	75.0	75	1.63	25.91
Prairies	67.68	75.0	75	2.29	28.99
B.C. and Territories	65.49	75.0	75	2.46	25.42

*Figure 2: Citizens First 1998 Provincial Data*

<b>SERVICE AGENCY: Small business startup services</b>					
<i>Combined Regional Lower Score</i>	29.29		<i>Regional Upper Score</i>	48.87	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>40.90</b>	<b>50.0</b>	<b>0</b>	<b>2.16</b>	<b>31.55</b>
Atlantic	39.20	26.25	0	8.98	34.33
Quebec	39.04	25.0	25	4.15	29.30
Ontario	48.87	50.0	75	3.52	31.84
Prairies	36.05	36.21	0	5.84	33.42
B.C. and Territories	29.29	25.0	0	4.73	27.45

<b>SERVICE AGENCY: Social assistance and welfare</b>					
<i>Regional Lower Score</i>	30.18		<i>Regional Upper Score</i>	46.33	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>41.60</b>	<b>50.0</b>	<b>0</b>	<b>2.16</b>	<b>33.69</b>
Atlantic	46.33	50.0	75	6.28	32.54
Quebec	46.21	50.0	75	3.93	31.70
Ontario	43.61	50.0	50	3.74	33.63
Prairies	36.41	25.0	0	6.33	37.80
B.C. and Territories	30.18	25.0	0	5.54	32.62

<b>SERVICE AGENCY: Student loans</b>					
<i>Regional Lower Score</i>	30.55		<i>Regional Upper Score</i>	45.52	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>40.24</b>	<b>25.0</b>	<b>0</b>	<b>1.67</b>	<b>32.33</b>
Atlantic	44.60	50.0	50	5.36	32.62
Quebec	45.52	50.0	75	2.60	26.86
Ontario	41.93	50.0	0	3.16	34.58
Prairies	33.75	25.0	0	4.48	34.50
B.C. and Territories	30.55	25.0	0	4.72	32.29

**Figure 2: Citizens First 1998 Provincial Data**

<b>SERVICE AGENCY: Wildlife, forestry, conservation services</b>					
<i>Regional Lower Score</i>	46.43		<i>Regional Upper Score</i>	61.96	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>55.80</b>	<b>50.0</b>	<b>75</b>	<b>1.85</b>	<b>30.44</b>
Atlantic	61.96	75.0	75	4.87	25.86
Quebec	53.36	50.0	50	4.36	31.52
Ontario	56.51	50.0	75	2.77	26.35
Prairies	58.81	75.0	75	4.42	32.44
B.C. and Territories	46.43	50.0	0	5.51	34.71

<b>SERVICE AGENCY: Workers compensation, injured workers programs</b>					
<i>Regional Lower Score</i>	30.11		<i>Regional Upper Score</i>	45.43	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>34.30</b>	<b>25.0</b>	<b>0</b>	<b>2.04</b>	<b>32.95</b>
Atlantic	37.15	25.0	0	6.59	34.14
Quebec	45.43	50.0	25	4.36	30.49
Ontario	30.11	25.0	0	3.50	34.20
Prairies	31.44	25.0	0	5.61	35.76
B.C. and Territories	32.49	25.0	0	4.18	28.19

*Figure 1: Citizens First 1998 Municipal Data*

<b>SERVICE AGENCY: Building permits and planning services</b>					
<i>Regional Lower Score</i>	45.55		<i>Regional Upper Score</i>	69.25	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>58.47</b>	<b>50.0</b>	<b>50</b>	<b>1.30</b>	<b>29.37</b>
Atlantic	60.42	50.0	50	4.57	30.88
Quebec	69.25	75.0	75	26.39	26.39
Ontario	55.13	50.0	50	2.35	28.75
Prairies	45.55	50.0	50	3.66	30.20
B.C. and Territories	47.30	50.0	50	3.31	26.56

<b>SERVICE AGENCY: family services, counselling children's aid</b>					
<i>Regional Lower Score</i>	48.55		<i>Regional Upper Score</i>	59.71	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>56.01</b>	<b>50.0</b>	<b>50</b>	<b>1.54</b>	<b>30.50</b>
Atlantic	53.87	50.0	50	5.66	29.11
Quebec	55.81	50.0	75	2.89	29.48
Ontario	59.71	50.0	50	2.51	29.09
Prairies	56.27	50.0	75	4.18	30.83
B.C. and Territories	48.55	50.0	50	4.18	34.41

<b>SERVICE AGENCY: Fire department</b>					
<i>Regional Lower Score</i>	77.32		<i>Regional Upper Score</i>	93.40	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>86.0</b>	<b>100.0</b>	<b>100</b>	<b>1.14</b>	<b>20.58</b>
Atlantic	83.34	100.0	100	4.38	22.26
Quebec	77.32	75.0	100	2.59	23.15
Ontario	93.40	100.0	100	1.36	15.23
Prairies	84.49	100.0	100	3.13	20.69
B.C. and Territories	82.82	100.00	100	3.19	21.89

*Figure 1: Citizens First 1998 Municipal Data*

<b>SERVICE AGENCY: Garbage disposal</b>					
<i>Regional Lower Score</i>	71.21		<i>Regional Upper Score</i>	76.44	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>73.88</b>	<b>75.0</b>	<b>75</b>	<b>.54</b>	<b>24.59</b>
Atlantic	76.44	75.0	100	1.85	24.94
Quebec	74.59	75.0	75	1.17	23.45
Ontario	73.57	75.0	75	.84	24.46
Prairies	74.30	75.0	75	1.25	23.10
B.C. and Territories	71.21	75.0	75	1.62	25.50

<b>SERVICE AGENCY: Local police force</b>					
<i>Regional Lower Score</i>	63.30		<i>Regional Upper Score</i>	69.10	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>67.66</b>	<b>75.0</b>	<b>75</b>	<b>.89</b>	<b>29.69</b>
Atlantic	66.66	75.0	75	3.57	31.08
Quebec	68.93	75.0	75	1.89	29.15
Ontario	69.10	75.0	75	1.28	27.67
Prairies	63.30	75.0	75	2.55	33.56
B.C. and Territories	66.34	75.0	75	2.48	31.11

<b>SERVICE AGENCY: Parks and recreation programs</b>					
<i>Regional Lower Score</i>	65.77		<i>Regional Upper Score</i>	72.94	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>70.23</b>	<b>75.0</b>	<b>75</b>	<b>.63</b>	<b>23.91</b>
Atlantic	70.57	75.0	75	2.16	21.67
Quebec	71.44	75.0	75	1.65	25.55
Ontario	70.59	75.0	75	.98	23.98
Prairies	65.77	75.0	75	1.56	24.70
B.C. and Territories	72.94	75.0	75	1.39	20.84

*Figure 1: Citizens First 1998 Municipal Data*

<b>SERVICE AGENCY: Public health</b>					
<i>Regional Lower Score</i>	48.67		<i>Regional Upper Score</i>	58.48	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>52.35</b>	<b>50.0</b>	<b>50</b>	<b>.75</b>	<b>29.77</b>
Atlantic	58.48	50.0	75	2.60	29.69
Quebec	48.67	50.0	50	3.97	28.80
Ontario	55.39	50.0	50	1.25	28.95
Prairies	57.70	75.0	75	1.89	32.26
B.C. and Territories	63.39	75.0	75	1.91	27.35

<b>SERVICE AGENCY: Public housing</b>					
<i>Regional Lower Score</i>	33.32		<i>Regional Upper Score</i>	59.98	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>52.35</b>	<b>50.0</b>	<b>50</b>	<b>2.35</b>	<b>33.96</b>
Atlantic	53.33	50.0	75	6.23	28.13
Quebec	57.77	50.0	50	3.97	32.57
Ontario	59.98	75.0	75	4.24	33.14
Prairies	39.38	25.0	0	5.77	34.51
B.C. and Territories	33.32	25.0	0	7.03	33.55

<b>SERVICE AGENCY: Public libraries</b>					
<i>Regional Lower Score</i>	75.66		<i>Regional Upper Score</i>	78.75	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>77.09</b>	<b>75.0</b>	<b>75</b>	<b>.53</b>	<b>23.19</b>
Atlantic	78.56	75.0	100	1.98	22.90
Quebec	75.66	75.0	100	1.27	24.29
Ontario	76.38	75.0	75	.82	23.27
Prairies	78.45	75.0	75	1.33	23.07
B.C. and Territories	78.75	75.0	75	1.28	21.81

*Figure 1: Citizens First 1998 Municipal Data*

<b>SERVICE AGENCY: Publicly funded schools</b>					
<i>Regional Lower Score</i>	44.93		<i>Regional Upper Score</i>	57.62	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>54.46</b>	<b>50.0</b>	<b>50</b>	<b>.83</b>	<b>27.73</b>
Atlantic	55.02	50.0	75	2.89	25.74
Quebec	57.62	50.0	50	1.52	25.97
Ontario	56.42	50.0	50	1.32	27.54
Prairies	51.22	50.0	75	2.34	30.07
B.C. and Territories	44.93	50.0	50	2.44	28.33

<b>SERVICE AGENCY: Public transit: bus, streetcar, subway</b>					
<i>Regional Lower Score</i>	50.39		<i>Regional Upper Score</i>	61.26	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>57.72</b>	<b>50.0</b>	<b>75</b>	<b>.75</b>	<b>28.08</b>
Atlantic	58.09	50.0	75	3.86	29.09
Quebec	61.26	75.0	75	1.47	26.53
Ontario	57.47	75.0	75	1.16	27.50
Prairies	57.76	50.0	50	1.88	28.39
B.C. and Territories	50.39	50.0	50	2.06	29.78

<b>SERVICE AGENCY: Road maintenance and snow plowing</b>					
<i>Regional Lower Score</i>	39.65		<i>Regional Upper Score</i>	46.63	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>45.38</b>	<b>50.0</b>	<b>50</b>	<b>.61</b>	<b>28.84</b>
Atlantic	42.75	50.0	50	2.31	31.54
Quebec	39.65	50.0	50	1.40	30.13
Ontario	49.22	50.0	50	.90	26.61
Prairies	43.83	50.0	75	1.45	29.42
B.C. and Territories	46.63	50.0	50	1.77	28.91

*Figure 1: Citizens First 1998 Municipal Data*

<b>SERVICE AGENCY: Social assistance, welfare</b>					
<i>Regional Lower Score</i>	36.47		<i>Regional Upper Score</i>	48.15	
<b>Geographic Area</b>	Mean	Median	Mode	Std. Error of the Mean	Standard Deviation
<b>National</b>	<b>44.62</b>	<b>50.0</b>	<b>50</b>	<b>1.79</b>	<b>32.61</b>
Atlantic	44.42	50.0	0	6.10	35.05
Quebec	46.71	50.0	50	2.98	29.69
Ontario	48.15	50.0	50	3.38	32.27
Prairies	41.94	50.0	50	4.92	32.44
B.C. and Territories	36.47	50.0	0	4.77	33.92

## **Appendix F**

### **Methodology for the United Kingdom's *People's Panel***

# Technical Report on the People's Panel Main Stage

Research Study Conducted for  
The Cabinet Office



CABINET OFFICE  
Office of Public Service

June - September 1998



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# INTRODUCTION

## Background

This report covers the methods used to recruit the **People's Panel** by MORI on behalf of the Service First Unit at the Cabinet Office. MORI was commissioned by the Cabinet Office to recruit 5,000 people across the UK to a panel, to provide a major research resource for the Government to investigate attitudes towards public services.

## Report Layout

This report describes each stage of the survey, providing details on sampling, field materials, the recruitment process and response rates. Technical details are also accompanied by a brief discussion of the issues involved, and any problems encountered during the survey.

London  
December 1998  
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Brian Gosschalk  
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## SAMPLING

The sample was based on a two stage design; a random selection of 357 pairs of EDs, stratified by region; within each ED (Enumeration District), a systematic random sample of 15 addresses was taken from the Postal Address File (PAF) Small User File.

The main stages involved in selecting the sample are described below.

### Stage 1: Select ED Sample Points

Within each Government region, MORI stratified all EDs with over 30 individuals by MOSAIC type. Pairs of EDs were then picked with a probability proportionate to their size, pro-rata to the overall population of each Standard region.

In Northern Ireland, the sample points were drawn by a sub-contractor, Business Geographics. Using the same process, 16 pairs of EDs, of 30 addresses per pair, were selected at random from the Small User PAF. A check was made on the profile of the sample, comparing it against the known profile of Northern Ireland in terms of sex, age and work status. 13 pairs of EDs were issued on 1st August, in order to avoid the marching season, and 3 were held back as replacements. Thus, the total sample in Northern Ireland consisted of **384** addresses.

### Stage 2: Draw PAF Based Sample for Each ED

Within each ED that was sampled, a systematic random sample of 30 addresses from PAF within each pair. Thus, the main stage sample consisted of **10,260** addresses. To make fieldwork more practical, these were issued in two waves, the first on 20th June, and the second on 11th July. In addition, a further 2 randomly selected pairs were issued as an additional sample.

Each address was given a unique 6 digit identifier (address serial number), which has become the participants' Panel membership number.

At this stage, a check was made on the profile of the sample of EDs, comparing its geo-demographic profile, using **MOSAIC** lifestyle codes, with that of the universe (i.e. the total population of the United Kingdom) and in this respect there was sufficient similarity between the two for us to be confident that the sample EDs selected for the panel were broadly representative.

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## **Booster Sample**

The pilot had shown that, in common with our experience on other surveys of this type, it was likely to be particularly difficult to recruit young people to the panel. In order to combat this, a booster sample of 16-24 year olds was recruited. Interviewers were instructed to screen at addresses 4 doors away on either side of the core address. If more than one 16-24 year old was present, a Kish Grid was used to select one for interview.

Some 8% of Panel members were recruited in this way, and the age profile of the Panel is representative of the UK as a result.

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Some 11% of addresses were invalid for the survey. A more detailed breakdown is given below.

**Overall Breakdown of Invalid Outcome codes**

	<b>% of total</b>
Property vacant - major internal work underway	0.5
Property vacant - dwelling boarded up	0.9
Property vacant - no longer used as a dwelling	0.5
Property vacant - new building	0.3
Property vacant - older property	2.9
Commercial property	1.8
Dwelling demolished	0.3
Dwelling derelict	0.2
Address untraceable/unable to locate	3.2
Other	0.9
<b>Total</b>	<b>11.5</b>

In total, there were 9,477 occupied addresses that were valid for survey.

---

## FIELD MATERIALS

### Interviewer Instructions

All interviewers were issued with a set of detailed interviewer instructions, covering all the points of the selection process and the questionnaire itself. They were also given a freephone number to call if they had any problems whilst they were out in the field.

### Contact Sheets

As a result of the pilot debriefing, the contact sheets were redesigned to make them easier to use for the interviewers. Primarily, this involved moving the record of visits onto the front page, and transferring the Panel recruitment question (QA) from the main questionnaire to the contact sheet, so that the interviewers were only working with one item while making contact.

Interviewers used a Kish Grid to select respondents for membership within each household. The substitution rule was strictly enforced; interviewers were allowed to interview another member of the household only if the selected individual was unavailable after five calls (one of which had to be after 7pm during the week and one of which had to be at the weekend). Calls had to be at least a few days apart.

### Contact Letters and Q&A Leaflet

A number of changes was made to the contact letter following the pilot debrief. First of all, it was only sent in advance to 37% of households in the sample. This was because it had been discovered in the pilot that a letter with a Government crest tended to deter some people from taking part, particularly those from social classes C2DE who tend to be more suspicious of Government per se.

However, the pilot suggested the letter had a positive impact amongst members of the middle classes, and the letter was accordingly sent out to sample points with selected MOSAIC codes. The letter was sent to those MOSAIC points defined as “High Income Families”, “Suburban Semis”, “Chattering Classes”, “Independent Elders”, “Mortgaged Families”, and “Gentrified Villages”, and “Rural Retirement Mix”, in OHMS envelopes. Interviewers in other areas carried a copy of the letter with them to give to the sampled individual at the point of contact.

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Following negative reactions in the pilot, the Q&A leaflet was not sent out with the letter, rather the interviewers were given copies to be handed out to respondents where they saw fit, and to all those recruited to the Panel.

---

## QUESTIONNAIRE

### Length of Questionnaire

The average length of the questionnaire was 52 minutes. The length of various sections of the questionnaire can also be broken down, as the table below shows. However, it should be borne in mind that this does not include the initial householder selection and recruitment stage, which could add anything up to 5 minutes to the total.

	<b>Minimum (mins)</b>	<b>Mean (mins)</b>	<b>Maximum (mins)</b>
Introduction	0.1	2.8	100.9
Public Service	2.3	20.5	91.7
Health & Local Services	0.3	7.5	50.6
Community Involvement	0.1	0.9	41.5
Electronic Government	0.1	3.8	77.7
Demographics	2.1	16.2	108.8
<b>Total</b>	<b>9.0</b>	<b>51.7</b>	<b>175.5</b>

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## RESPONSE RATES

### Reasons for Refusal

Interviewers were asked to record detailed reasons for refusal; overall some 38.3% refused to join the Panel.

Of the 3,628 refusals, the main reasons were as follows:

	<b>Number</b>	<b>%</b>
Never does surveys	268	2.8
Too busy	631	6.7
Not interested	1486	15.7
Too ill to take part	344	3.6
Away during fieldwork	247	2.6
Other	584	6.2
Inadequate English	68	0.7
<b>Total</b>	<b>3628</b>	<b>38.3</b>

This is a substantially lower percentage of refusals than in the pilot, although the relative proportion of the different reasons is approximately the same.

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## **No contacts**

We were unable to make contact after 5 calls at 1,219 addresses, 11.4% of the total sample.

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## Profile of the Sample

The overall response rate on the survey (those willing to be interviewed) was 49% (adjusted to take into account the effect of invalid addresses) - not including the success of the booster.

As the table on the next page shows, the profile of participants is much less heavily skewed by age and class than the pilot - the booster seemed to be particularly successful in increasing the numbers of 16-24 year olds, though the proportion of C2s and full time workers is still lower than the ideal.

It is worth noting, however, that corrective weighting (see page 11) makes very little difference (1-2% at most) to any response on the Panel survey.

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## WEIGHTING

The final data was rim-weighted to age within sex, social class, tenure, work status, Government Official Region, MOSAIC code, car ownership, and family composition. The table below gives the unweighted figures and the weights used:

	<b>Unweighted</b>	<b>Weighted</b>
	<b>%</b>	<b>%</b>
<b>Government Official Region</b>		
Northern Ireland	3.0	2.6
Great Britain, of which:	97.0	97.4
Scotland	8.1	9.0
North East	4.8	4.6
NW/Merseyside	12.2	12.0
Yorks & Humber	9.9	8.8
East Midlands	7.0	7.3
West Midlands	8.0	9.2
Wales	2.6	5.1
Eastern	7.7	9.3
South West	9.4	8.6
Greater London	13.2	12.3
South East	17.3	13.8

**The following weights were used for GB data only:**

### **Sex x Age**

Male, of which	43.5	48.4
16-24	14.6	15.1
25-34	15.8	21.1
35-54	34.4	33.7
55+	35.1	29.3
Female, of which	56.5	51.6
16-24	15.3	14.3
25-34	17.2	19.2
35-54	34.4	31.5
55+	33.1	35

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**Social Class**

AB	26.3	21.8
C1	26.8	27
C2	19.8	22.6
DE	27.1	28.6

**Work Status**

Full-time	36.1	43.6
Part-time	14.1	9.9
Unemployed	4.5	4.1
Other	45.3	42.4

**Tenure**

Owner-occupier	72.2	70.3
Council Tenant	14.8	21.2
Other	13.1	8.4

**Car Ownership**

1	45.5	44.3
2	25.3	23.9
3+	7.2	7.5
None	21.9	24.3

**Household composition**

Single person, no children	36.0	31.5
Single person, children in h/h	6.0	7.9
Couple, no children	35.4	35.7
Couple, children in h/h	22.6	24.9

**MOSAIC**

1	9.2	11.2
2	13.1	11.7
3	11.3	13.9
4	14.2	14.8
5	4.3	5.7
6	5.7	8.3
7	7.8	9.8
8	3.7	4.6

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9	4.3	5.0
10	5.2	5.1
11	6.7	8.0
12	0.1	0.3
99	14.4	1.5

**The following weights were used for Northern Ireland data only:**

**Sex x Age**

Male, of which	37.5	47.9
16-24	14.0	21.0
25-34	15.8	20.8
35-54	35.1	32.2
55+	35.1	26.0
Female, of which	62.5	52.1
16-24	27.4	18.4
25-34	12.6	19.6
35-54	27.4	30.1
55+	32.6	31.9



---

## Statistical Reliability

The respondents to the questionnaire are only samples of the total "population", so we cannot be certain that the figures obtained are exactly those we would have if everybody had been interviewed (the "true" values). We can, however, predict the variation between the sample results and the "true" values from a knowledge of the size of the samples on which the results are based and the number of times that a particular answer is given. The confidence with which we can make this prediction is usually chosen to be 95% - that is, the chances are 95 in 100 that the "true" value will fall within a specified range. The table below illustrates the predicted ranges for different sample sizes and percentage results at the "95% confidence interval":

Size of sample on which survey result is based	Approximate sampling tolerances applicable to percentages at or near these levels		
	10% or 90%	30% or 70%	50%
	±	±	±
100 interviews	6	9	10
200 interviews	4	6	7
500 interviews	3	4	4
1,000 interviews	2	3	3
2,500 interviews	1	2	2
5,000 interviews	1	1	1

For example, with a sample size of 5,064 where 30% give a particular answer, the chances are 19 in 20 that the "true" value (which would have been obtained if the whole population had been interviewed) will fall within the range of  $\pm 1$  percentage points from the sample result.

When results are compared between separate groups within a sample, different results may be obtained. The difference may be "real," or it may occur by chance (because not everyone in the population has been interviewed). To test if the difference is a real one - i.e. if it is "statistically significant", we again have to know the size of the samples, the percentage giving a certain answer and the degree of confidence chosen. If we assume "95% confidence interval", the differences between the results of two separate groups must be greater than the values given in the table below:

---

Size of samples compared	Differences required for significance at or near these percentage levels		
	10% or 90%	30% or 70%	50%
	±	±	±
100 and 100	7	13	14
200 and 200	7	10	11
500 and 500	4	6	6
500 and 1,000	3	5	5
1,000 and 1,000	3	4	4
1,000 and 2,500	2	3	4
2,500 and 2,500	2	3	3
2,500 and 5,000	1	2	2
5,000 and 5,000	1	2	2

---

## Social Class Definitions

- A** Professionals such as doctors, surgeons, solicitors or dentists; chartered people like architects; fully qualified people with a large degree of responsibility such as senior editors, senior civil servants, town clerks, senior business executives and managers, and high ranking grades of the Services.
- B** People with very responsible jobs such as university lecturers, hospital matrons, heads of local government departments, middle management in business, qualified scientists, bank managers, police inspectors, and upper grades of the Services.
- C1** All others doing non-manual jobs; nurses, technicians, pharmacists, salesmen, publicans, people in clerical positions, police sergeants/constables, and middle ranks of the Services.
- C2** Skilled manual workers/craftsmen who have served apprenticeships; foremen, manual workers with special qualifications such as long distance lorry drivers, security officers, and lower grades of Services.
- D** Semi-skilled and unskilled manual workers, including labourers and mates of occupations in the C2 grade and people serving apprenticeships; machine minders, farm labourers, bus and railway conductors, laboratory assistants, postmen, door-to-door and van salesmen.
- E** Those on lowest levels of subsistence including pensioners, casual workers, and others with minimum levels of income.



## APPENDICES

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## **Appendix G**

### **Methodology for the *American Customer Satisfaction Index for Federal Government Services***

**See:** <http://www.theacsi.org/>