Citizen-Centred Service Measurement in Canada: From Research to Results

Brian Marson
Senior Advisor
Treasury Board of Canada
OECD Senior Budget Officials
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What is Citizen-Centred Service?

“Citizen-Centred Service incorporates citizens’ concerns at every stage of the service design and delivery process; that is, citizens’ needs become the organizing principle around which the public interest is determined and service delivery is planned.”

-Deputy Ministers’ Task Force on Service Delivery Models (1996)
Presentation Outline

1. **Canada’s Improving Service Performance**: How is government service delivery performing in the eyes of Canadians?

2. **Listening to Citizens**: How Canada systematically identifies citizens’ and clients’ service expectations, satisfaction levels, and improvement priorities using national surveys at the national level and the Common Measurements Tool at the program level; Applying the CMT to measure and improve performance- Royal Canadian Mounted Police example; Benchmarking performance; the ICCS benchmarking Service;

3. **What the Research Tells Us**: Drivers of service satisfaction; performance on each driver; what service standards clients expect;

4. **Applying the Research to Improve Client Satisfaction Scores**: Governance; Key Service Improvement Strategies: Service Canada, Service Improvement Initiative; GOL, and Service Transformation; How to improve client-satisfaction results through a “laser-guided service improvement” system:

5. **The Public Sector Service Value Chain**: Canada’s research into the connections between engaged staff, internal and external service satisfaction, and public trust confidence in the public service.
1. Canada’s Recent Performance
Canadians Say that Public Sector Service is Steadily Improving

Service reputation scores
Citizens First 1 to 4

"What was the quality of the service for your… government in general?"
The Government of Canada has achieved a 12% improvement in Citizen Satisfaction.

Compared to *Citizens First* 1998
(18 Core Services 1998-2005)
Key Federal Services are Achieving Higher Citizen Ratings*
(Trend: 1998 to 2005)

Client Satisfaction
Out of 100

* General service rating. CMT scores for a recent experience are higher.
Outperforming the Private Sector

“Many public sector services outperform mainstream private sector services in the eyes of Canadians”  (Citizens First-4 Survey, 2006)

<table>
<thead>
<tr>
<th>Services</th>
<th>Mean Service Quality Score (0-100)</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Private CF1</td>
</tr>
<tr>
<td>Visited a public library</td>
<td>-</td>
</tr>
<tr>
<td>Supermarkets</td>
<td>74</td>
</tr>
<tr>
<td>Canada Post</td>
<td>-</td>
</tr>
<tr>
<td>Private mail carriers and courier companies</td>
<td>68</td>
</tr>
<tr>
<td>Used municipal public transit (bus, streetcar, subway)</td>
<td>-</td>
</tr>
<tr>
<td>Taxis</td>
<td>57</td>
</tr>
<tr>
<td>Average rating across services shown</td>
<td>66</td>
</tr>
</tbody>
</table>
2. Systematically Listening to Citizens, Businesses and Clients

Identifying Expectations, Satisfaction Levels, Drivers, Issues, and Improvement Priorities
Listening to Canadians

• Understanding the Big Picture (Citizen Level)
  – *Citizens First* national surveys
  – *Taking Care of Business* national surveys
  – Canada Internet Panel (10,000 people)
  – National focus groups (e.g. telephony)

• Departmental/Program Level (Client)
  – The *Common Measurements Tool* (CMT)
    • Developed by public managers for public managers
    • Housed at the Institute for Citizen Centred Service
      [www.iccs-isac.org](http://www.iccs-isac.org)
    • The CMT is based on the known “drivers” of client satisfaction
    • The CMT permits programs to benchmark their results with others
Listening to Citizens: National Surveys
(sponsored by all levels of government)
Listening to Canadians: the Government of Canada Internet Panel

- Over 10,000 Canadians are recruited to the Canada Internet Panel each year;
- Several general surveys on service satisfaction and service issues are conducted with the panel throughout the year;
- Individual departments use the Internet Panel to test service proposals, such as new websites, as well as policy, program design and delivery issues;
- On-line focus groups are conducted around service issues;
- Canada has used Internet-based citizen panels for almost a decade.
Canadians Like Being Part of the Panel

• “I think this was a great idea and a good forum to get some voices heard.”

• “It is a good way to test to make sure things are going the way you think they are going.”

• “How else are you going to get information from all of us Joe and Joan citizens out there.”
Recognition for the Internet Panel:

“Canada also leads the world in its systematic engagement with its citizens’ views. The Internet Research Panel recruits 10,000 people from across the country each year to participate in online polls, discussions and focus groups, covering every topic from online services to foreign policy.”

Sarah Arnott – Computing.co.uk (April 5, 2007)

“This innovative On-Line Citizens Panel…”

“Canada has developed standing panels of citizens that the government can tap at any point to get direct and detailed feedback…” Accenture 2003 & 2007
Listening to Canadians - Research on Specific Service Issues

- Each year the Canadian inter-governmental service community sponsors citizen-business survey research on major issues;
- A recent example is a project to improve telephone service for Canadians - “Answering the Call”, which involved both focus groups with citizens, as well as best practice research.
Listening to Clients and Improving Service: The Common Measurements Tool

Obtain from: www.iccs-isac.org
CMT overview

• A multi-channel instrument for designing client satisfaction surveys; has a “bank” of standard questions;

• Based on empirical research into the “drivers” of service satisfaction

• Designed by public servants, for public servants

• Enables public organizations to benchmark results with others if the “core questions” are used;

• Being used at all three levels of government across Canada and in a growing number of other countries
What “drives” citizen satisfaction with public sector service delivery?

<table>
<thead>
<tr>
<th></th>
<th>Description</th>
</tr>
</thead>
<tbody>
<tr>
<td>Timeliness</td>
<td>I was satisfied with the amount of time it took to get the service</td>
</tr>
<tr>
<td>Outcome</td>
<td>In the end, I got what I needed</td>
</tr>
<tr>
<td>Extra mile</td>
<td>Staff went the extra mile to help me get what I needed</td>
</tr>
<tr>
<td>Fairness</td>
<td>I was treated fairly</td>
</tr>
<tr>
<td>Knowledge</td>
<td>Staff were knowledgeable</td>
</tr>
</tbody>
</table>

The five drivers account for almost 75% of the variance in satisfaction ratings.
Performance on the The Five Drivers Determines Satisfaction Levels (CF3)

Overall service quality rating

Number of drivers scoring “Good” (where “good” is 4 or 5 out of 5)

These clients rated service 4 or 5 out of 5 on all five drivers
The ICCS CMT Standards Board

The CMT Standards Board is responsible for:

- Setting standards with respect to the CMT (e.g., core items)
- Overseeing further development of the CMT (for example, the development of alternative methodologies such as new applications for specific service channels)
- Conducting reviews of the CMT*
- Recommending revisions to the tool
- Approving consultants using the tool
- Advancing development of support materials for the CMT (e.g., training products)
- Supporting CMT marketing activities
Registered Requests for the CMT

CMT Registrants 2003-2007

<table>
<thead>
<tr>
<th>Years</th>
<th>Total number of registrants</th>
</tr>
</thead>
<tbody>
<tr>
<td>2003</td>
<td>154</td>
</tr>
<tr>
<td>2004</td>
<td>418</td>
</tr>
<tr>
<td>2005</td>
<td>719</td>
</tr>
<tr>
<td>2006</td>
<td>964</td>
</tr>
<tr>
<td>2007</td>
<td>1185</td>
</tr>
</tbody>
</table>

www.iccs-isac.org
Departmental Service Satisfaction Results (CMT)

- OAS/Canada Pension Plan Clients
- Employment Insurance Clients
- Royal Canadian Mounted Police (2005)
- Canada Business Service Centres
- Service New Brunswick & Service BC
Citizen-centred Service Measurement - a Key Component of the Treasury Board of Canada’s Management Accountability Framework (MAF)

Public Service Values
Through their actions, departmental leaders continually reinforce the importance of public service values and ethics in the delivery of results to Canadians (e.g. democratic, professional, ethical and people values).

Policy and Programs
Departmental research and analytic capacity is developed and sustained to assure high quality policy options, program design and advice to ministers.

People
The department has the people, work environment and focus on building capacity and leadership to assure its success and a confident future for the Public Service of Canada.

Citizen-focussed Service
Services are citizen-centred, policies and programs are developed from the “outside in”, and partnerships are encouraged and effectively managed.

Risk Management
The executive team clearly defines the corporate context and practices for managing organizational and strategic risks proactively.

Stewardship
The departmental control regime (assets, money, people, services, etc.) is integrated and effective, and its underlying principles are clear to all staff.

Accountability
Accountabilities for results are clearly assigned and consistent with resources, and delegations are appropriate to capabilities.

Learning, Innovation and Change Management
The department manages through continuous innovation and transformation, promotes organizational learning, values corporate knowledge, and learns from its performance.

Governance and Strategic Directions
The essential conditions — internal coherence, corporate discipline and alignment to outcomes — are in place for providing effective strategic direction, support to the minister and Parliament, and the delivery of results.

Results and Performance
Relevant information on results (internal, service and program) is gathered and used to make departmental decisions, and public reporting is balanced, transparent, and easy to understand.
Example: Using the Common Measurements Tool in the Annual RCMP Citizen Surveys

Regarding your contact(s) with the RCMP during 2004, please indicate whether you strongly disagree, disagree, neither agree nor disagree, agree or strongly agree with each of the following statements about the RCMP’s performance, starting with... (if a statement does not apply to a respondent, select "not applicable").

- RCMP personnel treated me fairly
- RCMP personnel demonstrated professionalism
- RCMP personnel were courteous and respectful
- RCMP personnel were knowledgeable and competent
- RCMP personnel delivered the service in a timely fashion
- RCMP personnel went the "extra mile" to provide good service
- RCMP personnel gave me all the information that I needed for the situation
  (IF Q6 = Yes) It was easy to get in touch with the RCMP

How satisfied were you with the service you received during your contact(s) with the RCMP? Were you...

- Very satisfied
- Somewhat satisfied
- Neither satisfied nor dissatisfied
- Somewhat dissatisfied
- Very dissatisfied
- Don't know / no answer
What Canadians, who have had contact with the RCMP, are saying (CMT Survey)
<table>
<thead>
<tr>
<th>CMT Question (N=5823 to 8484)</th>
<th>2003</th>
<th>2004</th>
<th>2005</th>
</tr>
</thead>
<tbody>
<tr>
<td>RCMP personnel were professional</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RCMP personnel were courteous/respectful</td>
<td>86</td>
<td>86</td>
<td>90</td>
</tr>
<tr>
<td>RCMP personnel were knowledgeable/competent</td>
<td>82</td>
<td>93</td>
<td>90</td>
</tr>
<tr>
<td>RCMP personnel treated me fairly</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>RCMP service was delivered in timely fashion</td>
<td>73</td>
<td>76</td>
<td>83</td>
</tr>
<tr>
<td>RCMP personnel went “extra mile”</td>
<td>61</td>
<td>65</td>
<td>75</td>
</tr>
<tr>
<td>RCMP gave me all the information I needed</td>
<td>70</td>
<td>77</td>
<td>83</td>
</tr>
<tr>
<td>Was easy to get in touch with the RCMP</td>
<td>65</td>
<td>76</td>
<td>87</td>
</tr>
<tr>
<td>Overall, how satisfied were you with the service?</td>
<td>81</td>
<td>78</td>
<td>84</td>
</tr>
</tbody>
</table>
Finding the Right Benchmarks

Services Have Different Citizen Satisfaction Ranges

(Miller and Miller, US Local Government Surveys)
The Government of Canada (Treasury Board) and the Provincial governments have collaborated to develop a CMT data repository and benchmarking centre at the ICCS (www.iccs-isac.org); the benchmarking service is confidential and is managed by a Treasury Board office seconded to the ICCS (vicki,morrison@ontario.ca);

- Over 1200 public managers have registered to use the CMT survey;
- Results from over 150 surveys are held in the data base;
- Confidential benchmarking reports, comparing a department’s results with similar public organizations are issued to organizations who submit their data to the ICCS data repository;
- The CMT has now been licensed to other counties (e.g. New Zealand; 2 Australian States; Bermuda, Qatar etc) offering the opportunity for international benchmarking of service satisfaction results around the world.
- OECD countries may wish to consider adopting the CMT for this purpose.
There is a central database for CMT data, which allows organizations to anonymously compare results against peers. The ICCS produces CMT benchmarking reports – analysis includes:

**Service Gaps**: The difference between what a client expects to get and how they perceive the actual service experience.

**Service Standards**: Understanding what a client believes to be an acceptable level of service.

**Satisfaction/Importance Matrix**: Assessing satisfaction scores relative to importance scores.

**Drivers of Satisfaction**: What drives satisfaction in specific service areas?
3. What the Citizen-centred Research Tells Us
The Citizens First Service Model

Citizen’s Needs & Expectations

Finding/Accessing the Service or Group of Related Services

FINDING THE SERVICE
- e.g. knowing the service location or phone #

ACCESSING THE SERVICE
- e.g. parking, or getting through on the phone or Internet.

Service Delivery/Quality

SERVICE DELIVERY QUALITY:
One’s experience with the service provider
- why clients are or are not satisfied with the service they receive.

Improving Service

PRIORITIES FOR IMPROVEMENT
- using the survey results to guide improvements
Citizens’ Needs & Expectations

• Citizens (97%) expect as good or better service from the public sector than from the private sector.
• Sixteen percent of the time citizens need more than one government service, generally when dealing with life events like births, deaths, travel, unemployment and inter-provincial migration.

Finding/Accessing the Service or Group of Related Services

• 25% of Canadians did not know where to find the service they needed.
  • Confusing Blue Pages
  • Services not well advertised
• Two thirds of Canadians had one or more problems accessing the service(s) once they new where to find it:
  • Busy telephones
  • Voice Mail
  • Interactive voice response
  • “Not my department”
• Citizens were required to manage the “white space” between related services (service clusters)

Service Delivery/Quality

• Public services were rated an average of 64 out of 100- the same as the private sector.
• Five factors drive service satisfaction: timeliness; competence, courtesy/extra mile; fairness and outcome.
• When all five factors are performed well public services score 89 out of 100; when one driver fails the score drops to 76 out of 100; when two fail the score drops to 63- the current average. When one driver fails, 60% of the time it is timeliness.
• Citizens priorities for service improvement include:
  • one stop service
  • Improve telephone service
  • improve timeliness

HOW CITIZENS EXPERIENCE PUBLIC SERVICES: THE “OUTSIDE-IN’ VIEW

Citizens’ experience with the service provider.

ACCESSING THE SERVICE

FINDING THE SERVICE
What Drives Citizen Satisfaction with Access?

Successful access concludes with contacting staff when it is convenient – the key driver

Citizens First 4

ACCESS

- Knowing where to start and how to get the service
- Ability to easily find what or who you are looking for
- Ability to contact staff when it is convenient

©Institute for Citizen-Centred Service
What “drives” satisfaction for each channel?

TELEPHONE

1. Outcome
2. Reaching a live person
3. Accurate numbers
4. Not being bounced around
5. Timeliness

IN-PERSON

1. Timeliness
2. Courtesy
3. Knowledge, competence
4. Outcome

INTERNET

1. Outcome: I got what wanted
2. Easy to find what I'm looking for
3. Sufficient information
4. Ease of site navigation

Source: Citizens First 4, 2005
How are we doing on the “drivers”?

Outcome: 72
Fairness: 69
Knowledge/competence: 64
Courtesy/extra mile: 55
Timeliness: 51

Source: Citizens First 3, 2003
Citizen Satisfaction by Service Channel

Despite being the most popular channel, the telephone consistently delivers some of the lowest satisfaction scores.
Service Standards: Citizens’ Expectations

**Telephone**

![Bar chart showing expected wait times for telephone service.]

- **1998**
  - 10 sec: 6%
  - 20 sec: 10%
  - 30 sec: 20%
  - 1 min: 32%
  - 2 min: 17%
  - 3 min: 7%
  - 4 min: 3%
  - 5 min: 5%

- **2002**
  - 10 sec: 10%
  - 20 sec: 14%
  - 30 sec: 20%
  - 1 min: 29%
  - 2 min: 24%
  - 3 min: 17%
  - 4 min: 7%
  - 5 min: 3%

**In-Person**

![Bar chart showing expected wait times for in-person service.]

- **1998**
  - 1 min: 30%
  - 2 min: 14%
  - 3 min: 10%
  - 4 min: 5%
  - 5 min: 1%

- **2002**
  - 1 min: 25%
  - 2 min: 14%
  - 3 min: 10%
  - 4 min: 5%
  - 5 min: 1%

**Email**

![Bar chart showing expected response times for email service.]

- **1998**
  - 4 hr: 30%
  - Same day: 10%
  - Next business day: 5%

- **2002**
  - 4 hr: 44%
  - Same day: 40%
  - Next business day: 29%

- **2000**
  - 4 hr: 43%
  - Same day: 24%
  - Next business day: 43%

**Note:** The charts compare the percent of respondents who expected certain levels of service in 1998, 2000, and 2002.
Service Standards: Two Models

1. The Ontario Government Model
   - Standards are built around *Citizens First* findings of Canadians’ *specific* expectations (e.g. 10 minute waiting time in line);
   - Government wide standards are set *and monitored* for waiting times, interactive voice response systems, responding to mail etc.

2. The Alberta Government Model
   - Standards are set as a *percentage satisfaction* with waiting times, courtesy, competence, fairness etc. (e.g. 80% satisfaction with timeliness)
4. Using the Research to Develop Public Sector Service Strategies, and to Improve and Benchmark Client Satisfaction Results
Canada: Creating “communities of practice”

The Citizen Centred Service Network (CCMD)

Public Sector Service Delivery Council (Federal-Provincial-Territorial members)

The Institute for Citizen Centred Service (pan-public sector)

The Public Sector CIO Council

Government of Canada Service Strategies

• **1. Improving Access and Single-window Service** (Service Canada; 1-800 OCANADA; Canada-Ontario-Ottawa Common Service Counter)
• **2. Improving Departmental Service** (The Service Improvement Initiative)
• **3. Expanding E-Service** (Government OnLine)
• **4. Emerging Strategy: Service Transformation**
  - Internal Services transformation (whole of government)
  - Departmental services transformation (e.g. Integrated customer contact centres; process re-engineering)
  - Inter-governmental: common research, common tools (BizPal; BTEP; CMT), common standards, common systems, integrated service delivery (e.g. Canada-Ottawa-Ontario ISD).
  - The Service Value Chain
The Government of Canada’s Citizen-Centred Service Strategy

Citizens’ Service Needs and Expectations

Improved Access

Main Services On-line

Improved Service Quality

Service Canada & Gateways

Service Improvement Initiative

Citizen Surveys Every Two Years

Government On-Line & Service Transformation

Annual CMT Client Surveys

10% Client Satisfaction Improvement Target

Citizen-Centred Service Delivery
Applying the Research and Measurement Insights to Improve Client Satisfaction
The Service Improvement Initiative: Improving citizen satisfaction through a focus on measurable results

- All departments and agencies directly serving citizens adopt a systematic approach to service improvement planning integrated with their annual business planning process
- Service satisfaction measured at least annually using the Common Measurements Tool metrics
- Treasury Board set a minimum 10% service satisfaction improvement target, for 2000-2005
- Targets and performance against targets measured and reported annually
- Accountability for results

http://www.tbs-sct.gc.ca/sias/index_e.asp

Free: Obtain the How-to Guide: www.iccs-isac.org
Canada’s Results-based Service Improvement Model

Where Are We Now?

Where Do Our Clients Want Us To Be?

How Will We Get There?

How Do We Make It Happen?

Measure Clients’ Satisfaction

Measure Clients’ Expectations & Priorities

Set Targets & Develop Service Improvement Plan

Implement, Monitor, Measure & Ensure Accountability

Staff Involvement
5. The Public Sector Service Value Chain*: the Relationship Between Employee Engagement, Service Delivery, and Trust and Confidence in Public Institutions

- Employee Engagement (Satisfaction & Commitment)
- Client Satisfaction
- Citizen trust & confidence in public institutions
Government Transformation and the Public Sector Service Value Chain

The Public Sector Value Chain*

Strong services internally and externally contribute to confidence in the public service

Engaged & Supported Employees → Internal Services → External Services → Citizen Service Satisfaction → Trust & Confidence

Modern and Transformed Government

* © Heintman and Marson 2003
3. Researching the Service Value Chain: Exploring The Links in the Chain

The Public Sector Service Value Chain

Employee Engagement → Citizen/Client Service Satisfaction → Citizen Trust & Confidence In Public Institutions

Drivers of Performance

Reseaching the Drivers and the Links in the Chain

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Citizens First 4

CONFIDENCE
In Public Service

- Strong services
- Service quality reputation
- Satisfaction with a service

- Benefits to citizens
- Equal & ethical treatment

Strong leadership & management
Each service experience is a moment of truth

Strengthens or weakens confidence in public institutions and democratic citizenship

Both the challenge and the glory of service delivery in the public sector