Citizens*first 4*

Institute of Public Administration of Canada

The Institute of Public Administration of Canada (IPAC) is a leading Canadian organization concerned with the theory and practice of public management. Its scope covers governance from the local to the global level. It is an association with active regional groups across the country. The Institute recognizes and fosters both official languages of Canada.

L'Institut d'administration publique du Canada

L'Institut d'administration publique du Canada (IAPC) est la principale institution canadienne qui s'intéresse à la pratique de la gestion publique tant au niveau local qu'au niveau mondial. C'est une association composée de groupes régionaux actifs à travers tout le pays. L'Institut reconnaît et promeut les deux langues officielles du Canada.

Institute for Citizen-Centred Service

The mission of the Institute for Citizen-Centred Service is to promote high levels of citizen satisfaction with public-sector service delivery. The ICCS achieves its mission by undertaking research to identify citizens' service needs and expectations, and by assisting the public sector in applying innovative solutions which support service quality.

L'Institue des services axes sur les citoyens

La mission de l'Institut des services axes sur les citoyens est de promouvoir de hauts niveaux de satisfaction des citoyens à l'égard des services offerts par le secteur public. Afin de remplir sa mission, l'Institut réalise des études pour cerner les besoins et les attentes des citoyens en matière de services et aide le secteur public à appliquer des solutions novatrices pour offrir des services de qualité.

Citizens First 4 is dedicated to the memory of Peter Bennett, Manager of Information Systems for the City of Winnipeg, a greatly respected leader within the inter-governmental Chief Information Officer and service communities, who passed away in 2005.

Acknowledgements

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Western Economic Diversification Canada

Foreword

In the late 1990's a consortium of senior government officials from across Canada established the Citizen-Centred Service Network, dedicated to improving the quality of government services for Canadians. Under the direction of the Canadian Centre for Management Development, the Network designed a large national survey- *Citizens First* - to ask Canadians what specific improvements were needed in public sector service delivery.

The Network recognized that it was also important to establish a service-satisfaction baseline across a wide range of government services, so that progress could be measured over time. Having established baseline satisfaction levels, they wanted to know citizens' priorities for service improvement, so that government managers could focus their efforts on those aspects of service delivery that were of the greatest concern to Canadians. This year, under the leadership of the Institute for Citizen-Centred Service, the fourth round of listening to Canadians, *Citizens First 4*, has 21 partners representing seven federal government departments and agencies, seven provinces and territories, and seven municipalities collaborating on this research.

The headline news from *Citizens First 4* is that Canadians say government service quality is continuing to improve, for the 4th time in a row. Moreover, according to a random sample of six thousand Canadians, public sector services now often outperform private sector services.

Citizens First 4 has also identified the critical factors in improving access to services in general, and access by telephone and the Internet in particular. We have also learned that Canadians have concerns about the security and privacy of their personal information and the strategies they believe will alleviate those concerns, as well as how citizens' trust and confidence in government service might be improved. We are confident that this research will provide public service managers with very important information and will continue to be instrumental in shaping service improvement strategies across the Canadian public sector.

As members of the Steering Committee responsible for providing direction to this study, we wish to highlight the invaluable contributions made by several groups and individuals: the dedicated service partners who have sponsored this research; the members of the Public Sector Service Delivery Council (PSSDC) and Public Sector CIO Council (PSCIOC) for their support and counsel; Barbara Hibbins as Chair of the Security Sub-committee and Chris Norman as Chair of the Privacy Sub-committee for their advice; Phase 5 Consulting Group Inc. for their expert guidance and extensive analysis; Brian Marson for his guidance as Chair of the PSSDC Research Sub-committee, and finally, Wendy Paquette and Charles Vincent at the Institute for Citizen-Centred Service (ICCS) who managed this initiative on behalf of the partner jurisdictions.

Citizens First 4 Steering Committee

Steve Burnett*, Service Ontario*
Tracy Coffin*, Region of Peel*
Cathy Ladds*, Treasury Board of Canada Secretariat*
Suzanne Lépinay*, Service Canada*
Brian Marson*, Co-Chair, Research Committee*
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Executive Summary

Citizens First 4 is a significant Canadian public sector initiative that provides key insights into how citizen's perceive government services and where they see room for improvement. It seeks to guide public service managers on where and how to drive change by giving them an outside-in perspective into government services. This action-oriented research is a hallmark of citizen-centred service improvement in Canada.

This fourth edition of the *Citizens First* series builds on the progress from the previous three surveys and breaks interesting new ground to give public service managers a roadmap to success when improving service delivery. *Citizens First 4* is a collaborative venture of 21 public sector partners from across the Canadian federal, provincial/territorial and municipal levels of government. It is based on a mail survey of 6,994 Canadians in every province and territory, completed in the spring of 2005. The study assesses the current state of service delivery and illuminates the path to achieving even higher levels of satisfaction. The main findings are highlighted below.

Canadians say government services are improving. The great news is that citizens' ratings of service quality on government services show a steady improvement since 1998. This applies to a wide range of services at all levels of government tracked over four biannual *Citizens First* studies. The latest study also confirms that some public sector services outperform similar private sector services, debunking the myth that public sector services are inferior to private sector services. This is consistent with findings from the *Citizens First* study completed in 1998.

A focus on the drivers of satisfaction is critical to improving government services even further. The foundation for effective service delivery is knowing what clients expect when they receive public services, and what things are most important to their satisfaction. The five drivers of satisfaction first identified in 1998 have been confirmed by *Citizens First 4* once more as key determinants of satisfaction. They include timely service, a positive outcome, knowledgeable staff who go the extra mile to help citizens, and fair treatment. Timely service and outcome are most critical and warrant attention for continued service improvement. Several other new areas were also explored in the *Citizens First 4*, particularly with the view to identifying drivers in special situations. For example:

- For regulatory services, for which citizens must do something or get something from government, the same five drivers are important to get right; however, the improvement challenge is greater for managers of regulatory services because citizens tend to rate these services lower than other services on each of the five drivers.
- For government services that have a fee, the same set of drivers again applies with the addition of value. Value includes citizens' perceptions of what they are getting and how it is delivered relative to what they pay for it. To improve these services, managers should focus on more than just the fees and consider all the other drivers as well, including timeliness and outcome in particular. Like regulatory services, citizens are more critical of government services that have a fee, so there is considerable room for improvement on all of the drivers.
- Some services come to the citizen (as compared to those services that citizens seek out). Such indirect services are largely provided by municipal governments and include *garbage collection, road maintenance, snow removal, drinking water, recycling, and sewage and wastewater treatment*. The key drivers of satisfaction for these indirect services are outcome, value, timeliness, dependability and effectiveness. Citizens are most satisfied with these indirect services when they get what they need, when the service is done properly, in a timely and consistent manner and when services are valued. Priorities for improving satisfaction with these services include outcome and value, plus effectiveness.

Citizens identify ways to improve the telephone and Internet channels. Other studies have shown that citizens like choices for channels and prefer to stick to those they know best when using government services. That makes it difficult to encourage channel switching, and all the more important to understand how to improve performance within specific channels. This requires knowing how different channels are used and what makes citizens satisfied when using them. *Citizens First 4* examined this in greater detail for the telephone and Internet channels.

Compared to other channels, the telephone channel is often used in government services and in many different situations, yet it continues to have relatively low satisfaction ratings. *Citizens First 4* looked at situations when the phone worked well and when it did not. It found that the telephone works better in more simple, routine situations when its speed and ease of use satisfy citizens' needs. In contrast, it does not work as well when used for more complicated tasks like helping citizens work through difficult problems.

Satisfaction with the telephone is higher when citizens get what they need or want from that channel and when citizens reach a live person, when wait times on the telephone are minimal, when citizens are not bounced from one person to another and when telephone numbers are accurate. These additional drivers warrant special attention to improve this channel, particularly the first four listed.

Compared to the telephone, the Internet is rarely the only channel used, but surfaces more prominently in support of other channels. Most Internet services still focus more on getting information than completing transactions. However, the speed and convenience of this channel makes it a popular choice. Citizens rate the Internet highly when it is used to gather information and, like the telephone, the levels drop as the services become more complex.

The drivers of satisfaction with the Internet are specific to the unique features of this channel. They are outcome, ease of finding information, sufficient information, site navigation and visual appeal. These drivers are the same as the Internet drivers identified in the *Citizens First 3* study with the addition of site navigation. *Citizens First 4* also found that outcome matters the most and is an area where there is room for improvement. Improving on outcome will also require work across many aspects of the Internet channel to make it useful, intuitive and user-friendly.

Despite some success, access to government services still requires attention. Access to government services was identified as a priority improvement in *Citizens First 3*. In the latest study, attention is directed at learning when access fails and succeeds, and what drives successful access.

Access to government services is generally easy for simple and routine transactions, when one channel is used and when the entire service experience is completed on the first contact. On those occasions when access does fail on these more simple transactions, the root cause is that people do not know where to start.

Unfortunately, the business of government is not always that simple. When the service becomes more complex, access ratings fall. However, there is also opportunity for improvement if the manager focuses on the key drivers of access. Even in more complex service situations, access ratings will be stronger if the citizen knows where to start, easily finds what they are seeking and if they can contact staff when it is convenient to them. Of the three drivers, staff contact is a priority because it is the most important driver in these situations and has considerable room for improvement.

Citizens have concerns about information security and privacy when using online channels for government services. This new area of investigation in *Citizens First 4* explored barriers related to personal information security and privacy when using online channels for government services. This is timely given the plans many departments, agencies and ministries have for migrating more services online.

The results indicate that personal information security and privacy are important issues to citizens. This is true for all services and all channels, but concern is highest for online services and exists even among Canadians who are heavy users of the Internet. In addition, citizens are more comfortable using the Internet for information gathering and other simple functions than for credit card transactions.

Security concerns focus on information storage, transmission, access and identity verification. Privacy concerns relate to consolidation of information, unauthorized access, and sharing without permission. All of these concerns are barriers to citizen use of online services that need to be addressed if online service delivery is to increase.

Managers will need a multi-faceted approach to address these wide-ranging concerns. Top priorities include having access to a government official while doing transactions online and having information at the time the transaction is made. Working to improve communications, providing good service and support, and the development of sound policies will make a difference.

Quality services influence confidence in the public service. Building on evidence from *Citizens First 3*, the latest survey shows that strong services make a meaningful and significant contribution to the confidence that citizens have in the public service. In addition, confidence in the public service is higher when citizens see benefits from those services and especially when managers demonstrate strong leadership, managerial competence and ethical behaviour. The origins of strong services can be traced back to perceptions of service quality and citizen satisfaction with their service experiences. This means that improvements in services are not just an investment in citizens who use services, but also an investment in good government.

1.0   Introduction

In 1998, a consortium of government officials in the Citizen-Centred Service Network launched an independent study under the direction of the Canadian Centre for Management Development to examine how citizens view government services. This consortium of service quality leaders recognized that it was important to take stock of actual experiences with government services in order to manage them.

Citizen's First findings to date

Where are we today? Well, much has changed since that first *Citizens First* study was completed in 1998. Canada has quickly become a world leader in government online and public sector service renewal. Accenture continues to rank Canada number one in egovernment, for the fifth year in a row, and number one in citizen-centred service maturity[1].

Canada's current leadership status comes from many sources and many initiatives. One important pillar of that elevated status is its citizen-centred focus. Studies like *Citizens First* contribute immensely to a common knowledge of what citizen's expect with regard to government service delivery, including what is working, areas for improvement and strategies that will move the yardsticks. Here are some of the facts validated by the *Citizens First* studies conducted since 1998:

- citizens have increasingly high expectations of government services and expect service quality to be as good or better from government than the private sector;
- service quality ratings are improving for all levels of government, as are ratings for many specific services;
- five drivers of satisfaction are key to achieving service excellence – they include timeliness, knowledgeable staff, going the extra mile to help clients, fair treatment and a successful outcome
- access to government services continues to be a challenge, particularly for the telephone channel and when citizens do not know where to start;
- most citizens usually use two or more channels to obtain government services and expect consistent seamless service across channels; and
- service quality shapes citizen's confidence in their governments.

Citizens First 4 seeks to advance this knowledge

Citizens First 4 builds on previous insights to advance our deeper understanding of:

- service quality in public sector services, including drivers of satisfaction for specific types of services;
- service channels, including drivers of satisfaction with the telephone and Internet channels in particular;
- access barriers and drivers; and
- the links between service and confidence in the public sector.

It also takes a first look at understanding new areas influencing service delivery, including:

- security and privacy of personal information in electronic service delivery channels;
- drivers of satisfaction for indirect services (e.g. garbage collection, snow removal) commonly delivered by municipalities; and
- the prospects for identifying new standards for drivers of satisfaction.

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[1] Leadership in Customer Service: New Expectations, New Experiences, Accenture, 2005.

Similar methodology used in fourth survey

This fourth survey uses a methodology that is similar to the previous surveys: a mail survey of Canadian citizens conducted in both official languages. The survey design included some changes from the previous surveys, which were necessary to support the study objectives for *Citizens First 4* noted above. The revisions were reviewed by a core committee of study subscribers. The survey process and questionnaire also went through two stages of pre-testing with citizens. The final sample used in this report is 6,994 completed mail surveys. This was based on a response rate of 13.4%. A further explanation of the methodology and response rate appears in Appendix A and in more detail under separate cover.[2]

Contents are aimed at the public sector service manager

What makes the *Citizens First* series unique is its goal to give public sector service managers practical guidance on how to further advance the service agenda. It seeks to confirm and validate what some know from existing research and what many others suspect, yet cannot prove.

In this report, the public service manager will learn:

- about citizens' assessments of public sector services, and the degree to which these have changed over time;
- what steps to take to improve services overall, for different types of services and when using the telephone and Internet channels;
- where citizens succeed or have trouble accessing government service and where to focus improvements;
- what concerns citizens have when using electronic channels and useful remedies that help overcome them; and
- the importance of the service agenda when governments seek to improve citizens' confidence in the public service.

Organization of this report

The chapters that follow are organized into four sections of the report depicted in Exhibit 1.1.

Exhibit 1.1 Organization of *Citizens First 4* Report

Section A	Section B	Section C	Section D
Government Services are Improving	What Drives Satisfaction with Government Services?	Access, Information Security and Privacy Need Attention	Service Quality Influences Confidence in the Public Service
Chapter 2	Chapters 3 – 10	Chapters 11 - 12	Chapter 13

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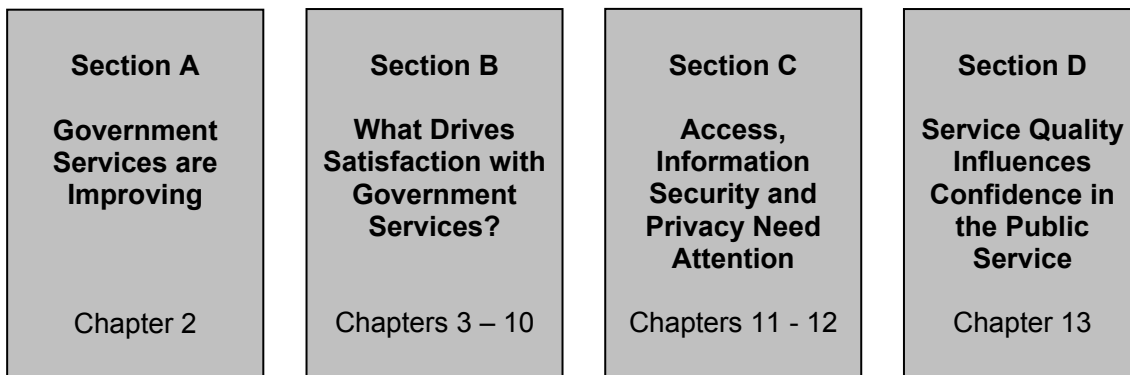
[2] A copy of this report is available upon request from the Institute for Citizen-Centred Service.

Section A details the gains made by public sector organizations since 1998 for individual services and the service reputation of governments in general. Comparisons are also made to general opinions about public services and services delivered by the private sector.

Section B focuses on drivers, those levers that managers can move to improve citizen satisfaction with services. A range of services are examined, including common indirect services provided by municipalities. Special attention is also given to satisfaction with the telephone and the Internet.

Section C explores topics in need of special attention because they have existed for some time and are not improving or because they are emerging and growing in importance. These topics include access to government services and the security and privacy of personal information when using government services.

Section D re-examines this link between service quality and confidence in public services. This time, however, there is interest in knowing if the service agenda is still important in light of other factors that may also affect citizens' confidence in the public service.

A   Government Services are Improving

Each *Citizens First* study since 1998 has included objective measures of government service performance. This allows managers and other stakeholders to determine if government services are changing and, most importantly, if they are improving. This section of the report provides an update on the current status of service quality in government. It also includes comparisons to more general opinions about government services and specific private sector services.

Section A Government Services are Improving	Section B What Drives Satisfaction with Government Services?	Section C Access, Information Security and Privacy Need Attention	Section D Service Quality Influences Confidence in the Public Service
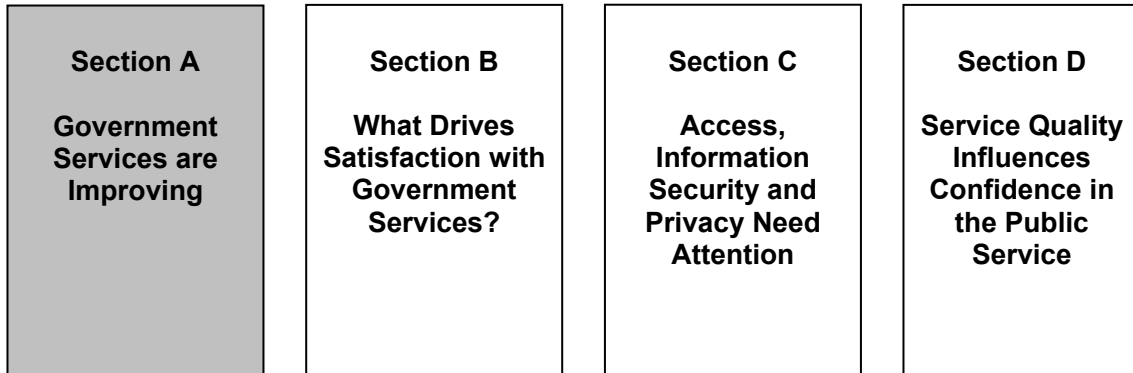
2.0 Tracking Improvements in Government Services

Opinion polls conducted in the 1990's suggested citizens were not very satisfied with the quality of government services. In 1998, *Citizens First* dismissed this perception as more myth than fact based on citizens' ratings of actual experiences with government service delivery.

The focus of this chapter is to see whether this myth of poor government service quality persists and, more importantly, whether government services are improving.

Government service quality continues to improve – a reason to celebrate

Ratings made by citizens on government service experience have improved since the first *Citizens First* survey (see Exhibit 2.1 and Exhibit 2.2 on the following pages).This is great news! Governments at all levels across Canada are doing things right in their efforts to improve services.

Like previous surveys, *Citizens First 4* asked citizens to rate the quality of more than 60 government services. Services for municipal and provincial / territorial governments were included in one list because responsibility for these services varies by level of government across jurisdictions.

The tables show comparison over the four *Citizens First* surveys. Direct comparisons over time are more feasible on the federal list of services in Exhibit 2.2. This is because the federal list has changed very little since 1998. In contrast, the list for municipal and provincial / territorial services changed considerably, particularly in *Citizens First 4* where services were defined with greater specificity.

Consider the federal services in Exhibit 2.1. Many of those services show improvement over time, some by a considerable margin. Examples include: *Canada Post, Employment Insurance and Human Resource Centres of Canada.* The average service quality rating across those federal services shows a similar pattern of improvement. In *Citizens First 4* the average rating is 68 compared to 60 in *Citizens First 1*.

Ratings of services of municipal and provincial / territorial governments have also improved over time. Consider those services from Exhibit 2.2 that were described the same way in each of the four surveys. These appear under the heading 'Permits, certificates and licenses'. For each one, the ratings are higher in *Citizens First 4* than they were in *Citizens First 1*. Indeed, the degree of improvement on some of these services is significant. Ratings on *hunting and fishing licenses* improved by 18 points on the 100-point scale. Ratings *on motor vehicle registration, driver's licenses* as well as *health card application or renewal* each improved by 16 points on the 100-point scale.

Across all specific services measured in *Citizens First 4*, service quality ratings range from a low of 43 to a high of 88 out of 100. Although each of these services is distinct in its own way, the range of scores speaks to the range of possible targets that might be set for service improvement. The higher scores for some services give public service managers some guidance on what might be achieved under the right circumstances (e.g. for common purposes, audiences).

Exhibit 2.1 Citizens' experience ratings of federal services				
Citizens First 1 to 4				
Service	**Mean service quality score (0-100)**			
	CF1	**CF2**	**CF3**	**CF4**
Access to information: 1-800-O-Canada, Canada.gc.ca, Service Canada	–	–	60	59
Canada Pension Plan (CPP), Old Age Security (OAS)	69	71	68	76*
Canada Post	57	62	66	70*
Canada Revenue Agency, CRA (formerly Revenue Canada)	55	57	59	62*
Canadian Coast Guard / Search and rescue	66	63	66	67
Citizenship services	57	54	56	58
Customs and Immigration border services	58	57	59	62*
Employment Insurance (EI)	45	51	53	57*
Environment Canada weather information	–	–	–	74
Federal Courts	–	44	44	47
Financial Services: Farm Credit Corp, Canada Mortgage and Housing Corp, Canada Deposit Insurance Corp	52	52	54	61*
Health Canada: Information on health issues	55	55	59	62
Human Resource Centres of Canada, HRCCs	47	54	54	55*
Information Services: Canada Information Office, Statistics Canada, Canadian Government Publications	55	57	58	62*
National Film Board, National Museums, National Arts Centre, National Gallery	70	73	75	75*
National Parks	73	71	73	72
National Parole Board, federal prisons	36	38	34	43*
Passports: Get or renew a passport	66	65	60	65
RCMP	68	59	62	70
Social Insurance Number	–	–	–	73
Veterans' Affairs	–	–	–	68
Average rating for all federal services (21 in CF4)	**60**	**61**	**64**	**68***
Average rating for 18 federal services used in CF3 and CF4	–	–	**64**	**67**

Notes:
* Denotes statistically significant increase from CF1 to CF4.
** Each service is not given equal weight in representing the average across services. Rather, the average rating across services is weighted to account for those services used by more citizens.
Sample sizes for services listed on this page range from 104 to 2568 in CF1, 93 to 5375 in CF2, 120 to 5367 in CF3 and 158 to 5443 in CF4.

Exhibit 2.2 Citizens' experience ratings of municipal and provincial/territorial services Citizens First 1 to 4				
Service	**Mean service quality score (0-100)**			
	CF1	**CF2**	**CF3**	**CF4**
Common municipal services				
Drinking water provided to you at your residence[1]	–	–	66	76
Garbage collection at, or near, your residence[2]	–	–	72	82
Municipal snow removal services	–	–	–	61
Recyclable materials collected at, or near, your residence[3]	–	–	70	76
Roads maintained by your municipality	–	–	–	48
Sewage and waste water treatment	–	–	66	72
Permits, certificates and licenses				
Applied for a construction permit	–	–	–	68
Birth, marriage, death registration and certificates	60	60	59	67
Health card application or renewal	62	67	69	78
Hunting and fishing license	63	58	73	81
Motor vehicle registration, driver's licenses	66	65	69	82
Financial aid, compensation and support				
Applied for a childcare subsidy	–	–	–	62
Applied for public automobile insurance (QC, MB, SK, BC)[4]	–	–	63	76
Applied for compensation/injured workers' program[5]	34	37	49	53
Applied for financial aid or a subsidy for a new business start-up	–	–	–	48
Applied for a housing subsidy	–	–	–	57
Applied for or obtained a provincial/territorial student loan[6]	40	43	52	48
Applied for a retirement pension from la Régie des rentes du Québec (QC)[7]	–	–	75	81
Applied for social assistance, welfare[8]	42	44	51	59
Requested financial aid for activities related to agriculture	–	–	–	46

Notes:
[1] Labeled "Drinking water treatment and distribution" prior to CF4.
[2] Labeled "Garbage collection, waste transfer" prior to CF4.
[3] Labeled "Recycling" prior to CF4.
[4] Labeled "Automobile insurance" prior to CF4.
[5] Labeled "Workers' compensation, injured worker programs" prior to CF4.
[6] Labeled "Student loans, bursaries" prior to CF4.
[7] Labeled "Régie des rentes du Québec (RRQ)" prior to CF4.
[8] Labeled "Social assistance, welfare" prior to CF4.
Sample sizes for services listed on this page range from 238 to 2250 in CF1, 403 to 4618 in CF2, 409 to 5101 in CF3 and 158 to 6576 in CF4.

Service	Mean service quality score (0-100)			
	CF1	CF2	CF3	CF4
Non-financial aid and advice				
Contacted a planning and land development department for information or advice[9]	–	–	49	56
Lived, stayed in public housing that is owned and operated by Government[10]	–	–	60	64
Lived, stayed at a shelter or hostel[11]	–	–	49	61
Obtained advice and/or retraining at a local public employment centre[12]	47	51	61	61
Requested technical help or advice for activities related to agriculture[13]	63	61	55	53
Requested technical help or advice for starting up a small business	–	–	–	55
Taxation				
Contacted Revenu Québec to discuss your tax file (QC)[14]	–	–	61	64
Legal, human rights and security				
Contacted the courts for information regarding legal procedures[15]	38	46	46	55
Contacted the fire department for help[16]	86	80	82	85
Contacted the municipal police force for help[17]	68	64	58	65
Contacted your municipality regarding property taxes[18]	–	–	66	61
Contacted the provincial police force for help[19]	68	60	58	68
Culture, recreation and transit				
Used a municipal recreation centre	–	–	–	77
Used municipal public transit[20]	58	58	61	68
Visited a municipal, provincial, territorial museum or heritage site[21]	71	73	75	80
Visited a municipal, provincial, or territorial park or campground	–	–	–	75
Visited a public library[22]	77	77	79	84

Exhibit 2.2 Citizens' experience ratings of municipal and provincial/territorial services
Citizens First 1 to 4

Notes:
[9] Labeled "Planning and land development" prior to CF4.
[10] Labeled "Public housing" prior to CF4.
[11] Labeled "Emergency shelters and hostels" prior to CF4.
[12] Labeled "Job training/retraining, apprenticeship programs" prior to CF4.
[13] Labeled "Agricultural services" prior to CF4.
[14] Labeled "Revenu Québec" prior to CF4.
[15] Labeled "Provincial/Territorial Courts" prior to CF4.
[16] Labeled "Fire department" prior to CF4.
[17] Labeled "Municipal police force" prior to CF4.
[18] Labeled "Property tax collection" prior to CF4.
[19] Labeled "Provincial Police" prior to CF4.
[20] Labeled "Public transit: bus, streetcar, subway" prior to CF4.
[21] Labeled "Provincial/territorial museums, art galleries, etc." prior to CF4.
[22] Labeled "Public libraries" prior to CF4.
Sample sizes for services listed on this page range from 206 to 1810 in CF1, 351 to 3762 in CF2, 169 to 3751 in CF3 and 94 to 3894 in CF4.

Exhibit 2.2 Citizens' experience ratings of municipal and provincial/territorial services *Citizens First 1 to 4*	Mean service quality score (0-100)			
Service	**CF1**	**CF2**	**CF3**	**CF4**
Healthcare, counseling				
Called a toll-free health information line	–	–	–	73
Obtained family services, counseling, children's aid from a public organization[23]	56	55	45	65
Obtained vaccinations	–	–	–	88
Received hospital services as an outpatient	–	–	–	70
Stayed in a hospital to receive care[24]	51	55	55	70
Used ambulance services[25]	–	–	80	82
Used the services of a CLSC (QC)	–	–	–	75
Visited a physician or medical doctor's office	–	–	–	76
Education, early childhood care and daycare				
Took a course or completed a program of study at a provincial college or university[26]	58	60	66	74
Sent one of your children to attend a public school[27]	54	57	60	66
Sent one of your children to attend a subsidized public daycare[28]	–	–	60	69
Average rating across specific municipal and provincial / territorial services	**–**	**–**	**–**	**73****

Notes:
[23] Labeled "Family services, counseling, children's aid" prior to CF4.
[24] Labeled "Hospitals" prior to CF4.
[25] Labeled "Ambulance services" prior to CF4.
[26] Labeled "Colleges and universities" prior to CF4.
[27] Labeled "Publicly-funded schools" prior to CF4.
[28] Labeled "Public or subsidized daycare" prior to CF4.
** Each service is not given equal weight in representing the average across services. Rather, the average rating across services is weighted to account for those services used by more citizens.
Sample sizes for services listed on this page range from 382 to 1954 in CF1, 586 to 4146 in CF2, 337 to 4159 in CF3 and 261 to 6070 in CF4.

Government service reputation is also improving

Each *Citizens First* survey has included a global measure of government service quality by level of government. These assessments defined government services in generic terms without specifying a service. When services are presented as a package in this manner, they represent the reputation of a service. This is in contrast to actual experiences with specifically defined services, which are service experiences.

In *Citizens First 4*, service reputation ratings were collected for municipal governments, provincial / territorial governments and the federal government. As shown in Exhibit 2.3, ratings vary by level of government. Like the experience ratings, the reputation ratings show improvement over time.

Exhibit 2.3 Service reputation scores
Citizens First 1 to 4

"What was the quality of the service for your... government in general?"
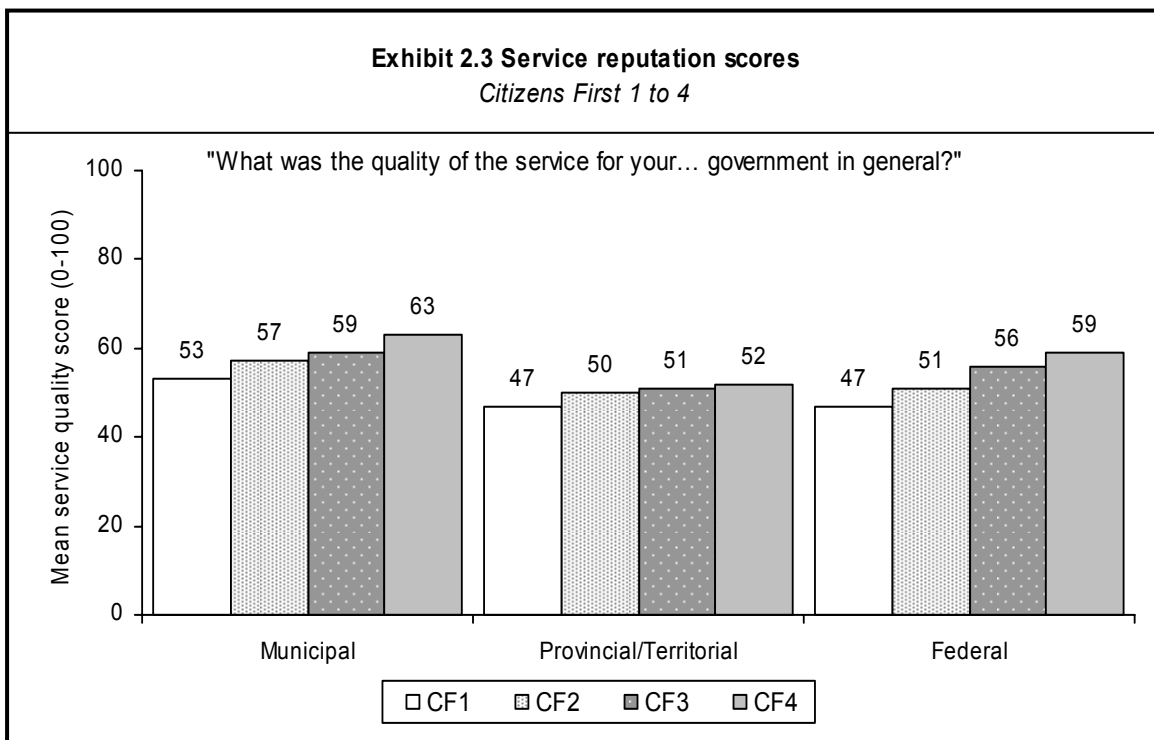
Note: sample sizes range from 2768 to 2770 in CF1, 5694 to 5795 in CF2, 4461 to 5232 in CF3 and 4905 to 5769 in CF4.

The government service reputation ratings do not quite match the experience ratings provided by citizens. A comparison of reputation ratings in Exhibit 2.3 with experience ratings in Exhibits 2.1 and 2.2 shows many of the services receive service quality ratings that are better than the service reputation scores. In addition, the average experience rating across those services (mean rating of 73 out of 100 on a scale of 0 to 100) is considerably higher than the reputation score for municipal services (mean rating of 63 out of 100) and the reputation score for provincial and territorial services (mean rating of 52 out of 100). The same pattern holds for federal services where the average experience rating across those services (mean rating of 68 out of 100) exceeds the federal service reputation score (mean rating of 59 out of 100).

Similar to *Citizens First 1*, this latest version of *Citizens First* shows that the service quality reputation of governments are not consistent with ratings provided on actual experiences with government. As noted in 1998, when rating government services in general, citizens may draw on a range of opinions, experiences and reference group influences that tend to be more negative. The myth that all, or even many, public services are of poor quality still persists. Yet when one gets past the mythical rhetoric and anecdotal examples of poor experiences, many government services rate rather well.

Citizens still have higher expectations of government services than of private-sector services

Similar to previous surveys, citizens continue to have high expectations of government services. Relative to the private sector (see Exhibit 2.4), most citizens:

- expect the government to provide better service;
- acknowledge the greater challenge in managing public services; yet
- do not believe that governments provide a higher level of service quality than the private sector.

Exhibit 2.4 Citizens' expectations and opinions of government services
Citizens First 4

"Indicate your level of agreement or disagreement with each statement."

More agreement →

Statement	Mean agreement score (0-100)	n
I expect governments to provide a higher level of service quality than the private sector	74	n = 6551
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	60	n = 6718
I find the quality of service provided by governments to be higher than the private sector	41	n = 6650

Mean agreement score (0-100)

At face value, this suggests that public sector service managers have much to improve relative to the private sector, especially with expectations so high. However, there is a considerable gap between what citizens expect vis-à-vis service quality and their actual service experiences. Perhaps a more direct comparison of private and government services will shed some light on which services are better.

Good service quality can be found in the public sector, not just the private sector

What defines a 'good' service is subject to considerable debate. It is probably best defined in the context of that specific service and in comparison to other similar services. A service quality rating of 65 of out 100 may be considered good for many services, yet deemed poor in the case of emergency services where lives may be at stake and the risks of error may be high, especially if those services in other jurisdictions have scores above 80 out of 100.

Citizens First 4, like the initial survey in 1998, provided a comparative assessment of service quality ratings for specific government and private sector services. This comparison helps public service managers by knowing if they need to look to the private sector for examples of exemplary service. It also builds a case to either support or refute the broader opinion that government service quality is not as good as private sector services. This comparison is shown in Exhibit 2.5.

| | Mean service quality score (0-100) | | | |
| Services | Private | | Government | |
	CF1	CF4	CF1	CF4
Visited a public library	-	-	77	84
Private mail carriers and courier companies	68	74	-	-
Supermarkets	74	71	-	-
Banks or credit unions*	51	71		
Canada Post	-	-	57	70
Stayed in a hospital to receive care	-	-	51	70
Used municipal public transit (bus, streetcar, subway)	-	-	58	68
Sent one of your children to attend public school	-	-	54	66
Taxis	57	64	-	-
Internet service providers	-	64	-	-
Passports: Get or renew a passport	-	-	66	65
Department stores	-	64	-	-
Canada Revenue Agency, CRA (formerly Revenue Canada)	-	-	55	62
Insurance agencies	55	60	-	-
Telephone companies	63	59	-	-
Average rating across all services shown	**62**	**66**	**60**	**70**

Exhibit 2.5 How do public and private services compare?
Citizens First 1 and 4

Notes:
*Labeled 'Banks' in CF1.
Sample sizes range from 2546 to 2794 in CF1 and 1319 to 6731 in CF4.

The following observations are noteworthy:

- the highest rating on the private sector services is for *private mail carriers and courier companies* (mean rating of 74 out of 100) - *Canada Post* has a slightly lower rating at 70 out of 100;
- *Canada Revenue Agency*'s rating of 62 out of 100 falls in between ratings given to two private sector financial services, namely Insurance companies (mean rating of 60 out of 100) and *banks and credit unions* (mean rating of 71 out of 100);
- *municipal transit services* (mean rating of 68 out of 100) rate higher than *taxi services* (mean rating of 64 out of 100);
- private services that touch many people have ratings between 59 (for *telephone companies*) and 71 (for *supermarkets*) out of 100, while public services that also touch many people have ratings between 65 (for Passports) and 70 (Canada Post) out of 100; and
- none of the private services match the 84 out of 100 rating given to *public libraries.*

There is little evidence to support the broader view that government services are not as good as private services. In fact, average ratings across those services shown in the table suggest that government services are better and improving. This much is true - some services perform better than others, whether they are in the private sector or the public sector. The local library might provide a useful benchmark for some government service managers, particularly those providing information services over the counter.

What has been learned?

Citizens' experiences with government services are improving. Some services have improved by a considerable margin. This applies to all levels of government and many different types of services.

Service reputation is also improving across all levels of government in Canada. Most nations find that service reputation is a difficult measure to improve. Making service improvements that impact a nation's service reputation can be an enormous task. Canada is one of the only nations to demonstrate an increase that is both consistent over time and apparent for all three levels of government. Clearly, progress is being made and clients of Canadian public services are reporting an increase in the quality of public services.

The myth that government services are of poor quality, or inferior to the private sector, remains just that – a myth. The facts, based on actual service experiences rated by citizens suggest otherwise. Governments are just as capable as the private sector in providing good service.

Despite this, expectations for government services remain high. Many citizens expect government services to out-perform private sector services.

What does it mean for government service managers?

Public service managers can celebrate improvements in service quality ratings. They can promote these publicly to counter those misguided broader opinions of inferior government service, knowing that past efforts to improve services have produced tangible and noticeable results.

Public service managers should first explore other government services for relevant service performance benchmarks. There are two reasons for this. First, it is generally accepted that public service managers face a more difficult task than their private sector counterparts, often having to accomplish many objectives, some of them potentially conflicting (e.g. investing in service improvements while immediately reducing costs). Second, examples of exemplary service are not the exclusive domain of the private sector.

The high expectations that citizens have for government services remains a challenge. It reminds managers of government services that their improvement efforts must continue, despite the strong gains shown over the past few years.

Where does one start? The chapters that follow summarize priorities for service improvement suggested by citizens. They also identify drivers of satisfaction -- those features of services that cause users to rate them strongly or poorly.

B   What Drives Satisfaction with Government Services?

Despite the strong evidence of service improvement in government, citizens have high expectations of government services. This section of the report seeks to give the public service manager guidance on which services to improve and how to improve specific government services.

Section A	Section B	Section C	Section D
Government Services are Improving	**What Drives Satisfaction with Government Services?**	**Access, Information Security and Privacy Need Attention**	**Service Quality Influences Confidence in the Public Service**
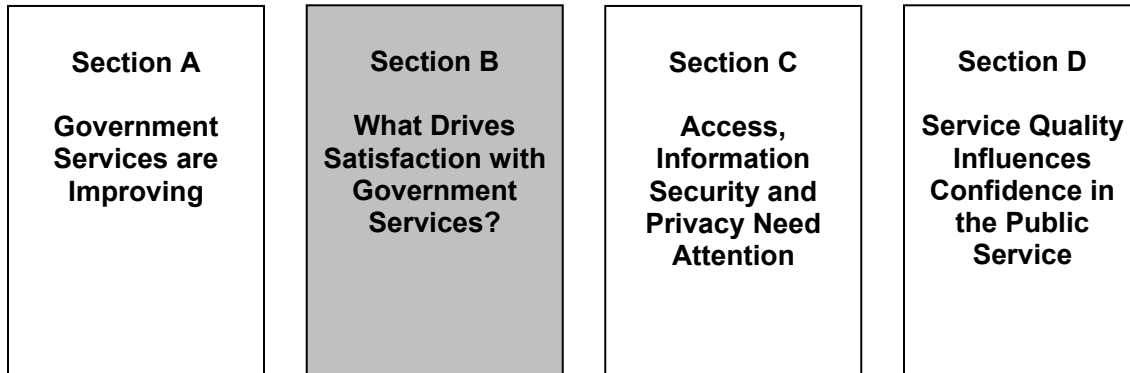
3.0 Citizen Priorities for Improvements

In the pursuit of government service improvements, it is helpful to start with those services that are recommended for improvement by citizens themselves. These priorities across services are useful to identify because they help policy makers weigh different priorities and because they help individual service managers situate their services in relation to other government services.

Like the surveys before it, *Citizens First 4* asked respondents to identify from the list of 69 government services those that are their highest priorities for improvement. Separate priority lists are identified for municipal and provincial / territorial services and for federal services.

Most services identified as priorities for improvement for the municipal or provincial/territorial governments are also the most widely used services (see Exhibit 3.1). There are three exceptions involving lower use services, including: *Stayed in a hospital to receive care* (used by just 19% of respondents over the past year), *Sent one of your children to attend a public school* (19%) and *Contacted the municipal police force for help* (18%). Health and health care services top this list of improvement priorities. Although this list is not directly comparable to the one from *Citizen's First 3,* two health-related services were featured near the top of that list as well.

Exhibit 3.1 Municipal and provincial/territorial services – priorities for improvement n=5043 *Citizens First 4*	
Service	**Percent choosing the service as a priority**
Visited a physician or medical doctor's office	38
Received hospital services as an outpatient	38
Stayed in a hospital to receive care	36
Roads maintained by your municipality	24
Used municipal public transit (bus, streetcar, subway)	19
Sent one of your children to attend public school	19
Municipal snow removal services	13
Contacted the municipal police force for help	11
Drinking water provided to you at your residence	10

Note: percentages total more than 100% because citizens could select more than one service.

Federal services identified as priorities for improvement (see Exhibit 3.2) also tend to be the most widely used. The top six services listed here are the same top six noted in *Citizen's First 3,* although the relative order among them has changed slightly. Health information tops the federal list this time, but by only a small margin. This health-related priority supports the many opinion polls that report health and health care as leading issues among Canadians.

Exhibit 3.2 Federal services – priorities for improvement n=4845 *Citizens First 4*	
Service	**Percent choosing the service as a priority**
Health Canada: Information on health issues	23
Canada Post	22
Canada Pension Plan (CPP), Old Age Security (OAS)	22
Employment Insurance (EI)	22
Customs and Immigration border services	21
Canada Revenue Agency (CRA)	20
Passports: Get or renew a passport	19
Federal Courts	12
RCMP	12
National Parks	12
National Parole Board, federal prisons	11
Human Resource Centres of Canada, HRCCs	10
Citizenship Services	10
Access to information: 1-800-O-Canada, Canada.gc.ca	10

Note: percentages total more than 100% because citizens could select more than one service.

What has been learned?

While a wide range of services are identified as priorities by citizens, health-related services top the lists for both municipal and provincial/territorial, and federal levels of government.

What does it mean for government service managers?

Virtually every service examined in the study has some citizens suggesting it needs improvement. While knowing which services are priorities is useful, the real challenge for the public service manager is in knowing what specifically to fix with individual services. The next chapter explores this in detail by examining drivers of satisfaction, those features of government services that have the greatest effect on satisfaction.

4.0 Drivers of Satisfaction with Government Services

The origins of satisfaction drivers date back to the first *Citizens First* study in 1998 when the question was asked: what drives satisfaction with government services? The intent was to determine whether it was possible to identify a set of service features to explain why some services rate poorly while others rate well, and to find common features across a wide range of government services. The purpose of this chapter is to examine if common drivers still exist.

The importance and meaning of drivers

With knowledge of what drives satisfaction, managers have direction on where to focus service improvement. This attention to the satisfaction drivers is also important because:

- service quality and satisfaction have a positive impact on confidence in government (see *Citizens First 3*); and
- ratings on specific service experiences suggest there is room for improvement as summarized in Exhibit 4.1 below.

Exhibit 4.1 Satisfaction with specific government services
n=6012
Citizens First 4

"How satisfied or dissatisfied were you with this service experience?"
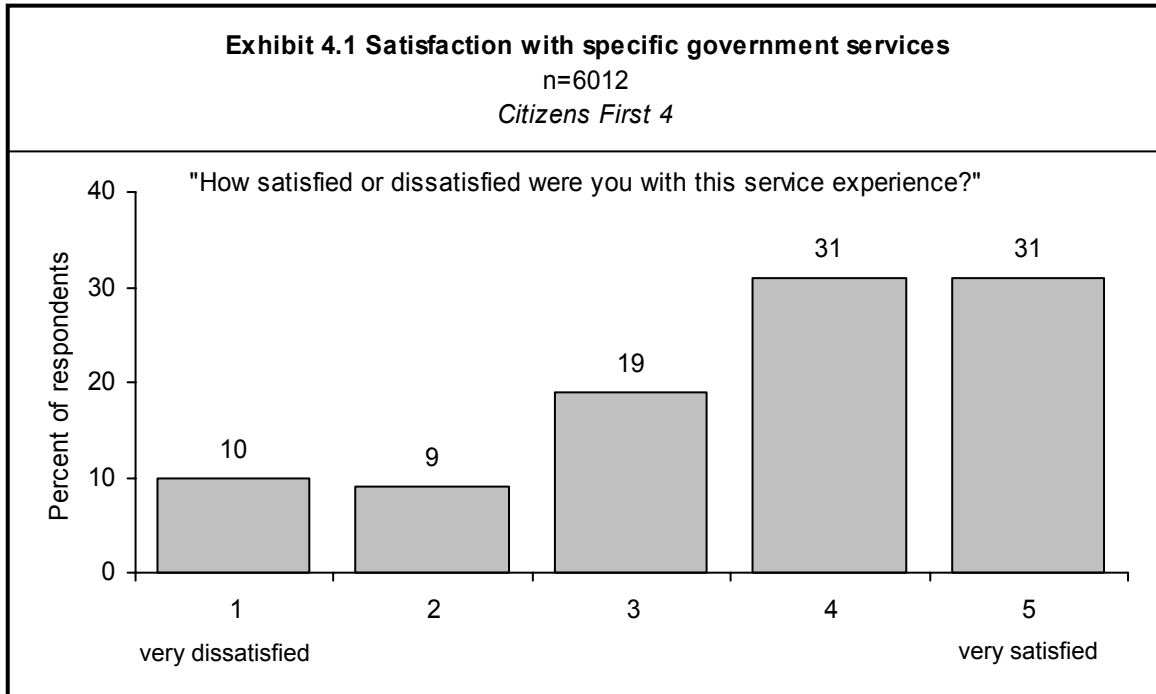
In *Citizens First*, 'drivers' represent those features of a service that explain, or drive, satisfaction. 'Driving' implies direction and movement. Related to satisfaction, there is interest in knowing how improvement on a feature of a service might affect citizens' satisfaction with it, say moving more people from 3 to some higher point on the five-point scale. Also, identifying 'drivers' implies there is more than one feature that explains why citizens are satisfied with an experience. When there is more than one driver, it is useful to know which is more important. All things being equal, the focus for improving satisfaction should be on those drivers that matter most.

Five drivers of satisfaction were confirmed over three consecutive *Citizens First* studies. They include timeliness, staff knowledge and competence, courtesy and going the extra mile, fairness and outcome, shown in Exhibit 4.2.

Exhibit 4.2 Drivers of service quality
n=2333
Citizens First 3

SERVICE
QUALITY RATING

Knowledge, Competence

Outcome

Fairness

Timeliness

Courtesy, Extra Mile
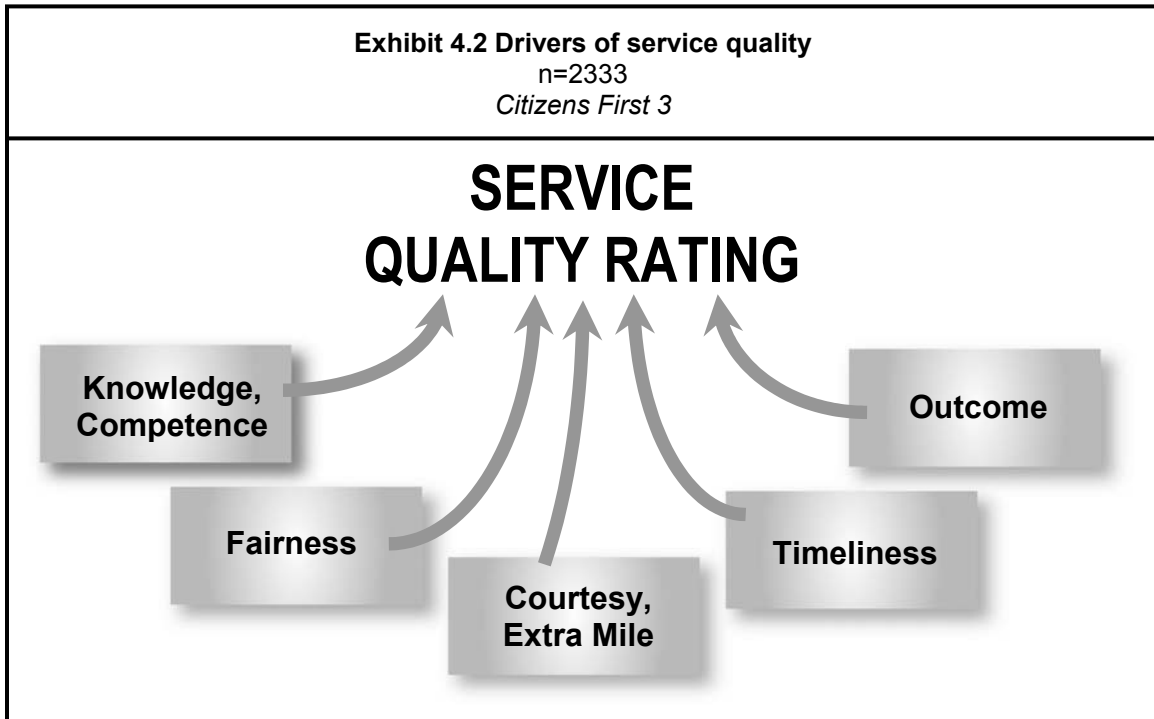
When performance on each of the five drivers is strong, service quality ratings are also strong. This is where service managers find opportunities to improve service performance.

Drivers of satisfaction are confirmed, again

In *Citizens First 4*, there was interest in learning if there might be other drivers and if the drivers changed in different service situations.

The search for other drivers opened new doors in *Citizens First 4*. Based on evidence from other research studies, this resulted in:

- redefining the focal point to be citizen satisfaction with a service experience rather than a more narrow focus on service quality;
- the addition of new features of services to be rated, which then might be identified as drivers; and
- analysis to determine if the drivers are different in different service situations.

For this analysis, respondents were asked to select a government service they recently used from the list of services featured in the survey. They then rated that experience on several features.

Exhibits 4.3 and 4.4 show the updated drivers of satisfaction and the individual questions (i.e. statements) resulting from the analysis. Appendix B includes the statistical results that support evidence of these drivers. Exhibit 4.3 looks very similar to Exhibit 4.2 because the drivers of satisfaction from the latest survey are almost identical to the drivers from *Citizens First 3*. The overwhelming similarities between this and past models are important. It tells managers that the improvement strategies they have developed based on past drivers of satisfaction should be continued.

Exhibit 4.3 Drivers of satisfaction
n=4204
Citizens First 4

CLIENT SATISFACTION

Knowledge

Fairness

Extra Mile

Outcome
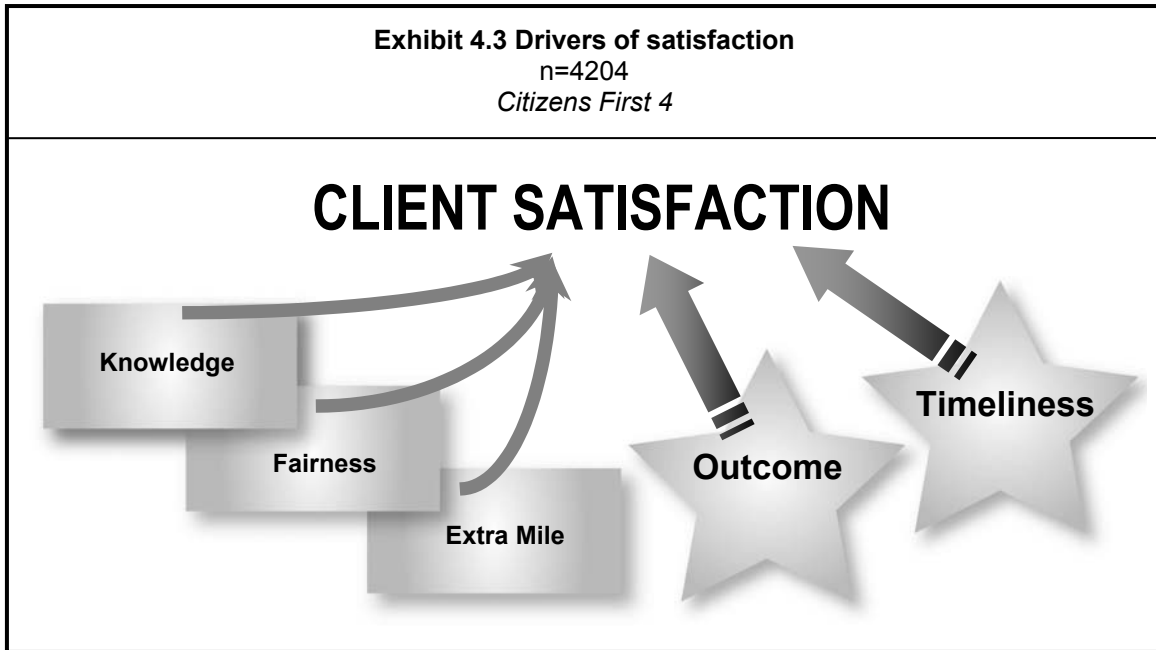
Timeliness

Exhibit 4.4 Defining drivers of satisfaction
n=4204
Citizens First 4

Knowledge - *Staff were knowledgeable*
Fairness - *I was treated fairly*
Extra-mile - *Staff went the extra mile to help me get what I needed*
Timeliness - *Satisfaction with the amount of time it took to get the service*
Outcome - *In the end, I got what I needed*

There are two notable exceptions to the drivers:

- knowledge and competence is re-defined as knowledge; and
- courtesy and extra-mile is re-defined as extra-mile.

In the case of competence, the statement "Staff were competent" was not included in the final list of statements asked in *Citizens First 4*. In previous surveys, competence and knowledge were included in the same statement, which created some problems when interpreting the findings. In addition, the statement *I was treated in a courteous manner* did not consistently have a significant impact on satisfaction.

Citizens First 3 showed what happens to satisfaction when one or more drives in general fail. In *Citizens First 4*, there was greater interest in knowing which specific drivers are more important. The findings show that different drivers have different impacts on satisfaction. Stars and large arrows in the exhibit depict

drivers having a strong impact on service satisfaction. In this instance, timeliness and outcome have a greater impact on satisfaction than the other features of services.

Together, the drivers explain almost 75% of the variation in satisfaction ratings provided by citizens. Other service features were tested, but failed to impact satisfaction sufficiently to be deemed drivers. Examples of features tested but not included are trust, reliability and clarity. That is not to say these features are not important. Rather, when compared to the power of the drivers, these other features are not quite as strong. Adding them to the model does little to account for increases or decreases in satisfaction, therefore as managers look to improve services, these other features are not the place to start.

Exhibit 4.5 illustrates the impact of these drivers in another way. It shows how high and low satisfaction ratings are when each driver fails. Satisfaction should be high when these drivers are strong. If different drivers have different impacts, then satisfaction will be affected more or less by individual drivers, while holding the other drivers constant.

To construct this illustration, it was assumed that all of the drivers are strong, rated at 75 out of 100. Each bar in the graph shows what happens when one of those bars is no longer 75, but rather 25 out of 100. When all drivers are strong except for knowledge, satisfaction reaches 72 out of 100. Satisfaction gets to 71 when all drivers are strong except for fairness. At the other end of the chart, satisfaction drops the most when timeliness and outcome fail, at 60 and 66 respectively. That is why they are the two most important drivers of satisfaction.

Exhibit 4.5 Impact of drivers on satisfaction ratings
n=1490
Citizens First 4

"How satisfied or dissatisfied were you with this service experience?"

Driver	Mean satisfaction rating (0-100)
when knowledge fails	72
when fairness fails	71
when going the extra mile fails	67
when outcome fails	66
when timeliness fails	60
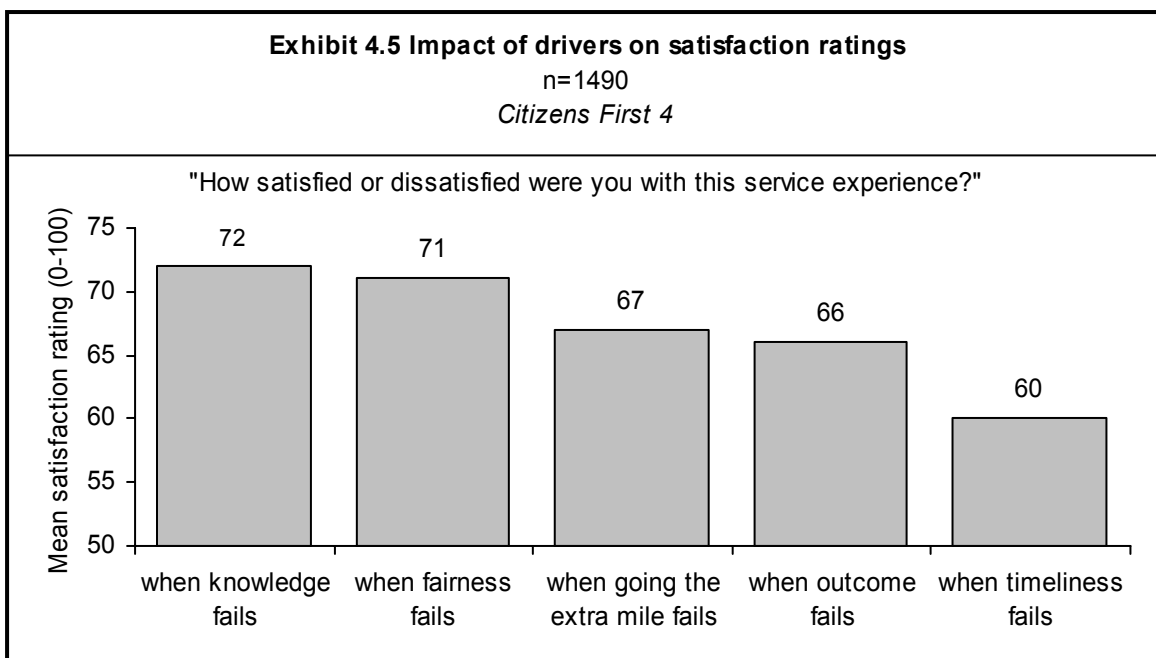
Citizens' suggested improvements are consistent with drivers

Following the assessments of individual service experiences, survey respondents were asked to identify one thing they would improve or change about it. Although not everyone provided a response, many did. These are summarized in Exhibit 4.6.

Exhibit 4.6 Citizens' suggestions for improvements or changes n=2791 *Citizens First 4*	
Suggestion	**Percent**
Waiting time	25
Personalized / personal attention / person to person	7
Knowledge / competence of staff	7
Costs / price of services	6
Accurate / up to date information	5
Contact / communication	5
Attitude of staff	4
Hours of service / service hours	4
Better rules / procedures / instructions	4
Number of staff	4
Internet access for services / information / forms	4

The biggest suggestion by far was to improve wait times. Here are some specific comments made by citizens who want wait times improved:

- "I had to travel 75 km to visit the government office. When you get there, you wait your turn and this takes up a whole day."
- "Next time, I'll take the day off work and be there very early."
- "Long line ups! Downstairs and upstairs."
- "I would have to change the pace at which they work. I have been waiting for over two years for them to take a decision on my case."
- "Wait in lines – lines to see people were 2-3 hours long and I showed up an hour before it opened."
- "The time for approval was a bit long."

What is most striking about the suggested improvements listed in the table is the degree to which they reflect the drivers of satisfaction. Those that top the list touch on timeliness, extra mile and knowledge. This is encouraging because it helps to validate the drivers of satisfaction.

Timeliness is a key driver to target for service improvement

It makes sense to focus on those features of services that most affect satisfaction, like timeliness and outcome. But improvement efforts must account for the performance on those drivers also. The highest priority improvements, then, should be on those features that drive satisfaction and on which performance can be improved the most.

Exhibit 4.7 plots the intersection of those two points for each driver: its contribution to satisfaction (which was derived using statistics) and its room for improvement (i.e. perfect performance of 100 minus the actual performance rating on that driver). Also shown are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction across drivers in a variety of situations (i.e. vertical intersecting line). For the driver that makes a big contribution to satisfaction and which has considerable room for improvement,

it should be given high priority for improvement. In other instances, a driver may make fairly small but significant contributions to satisfaction and need little improvement. In that case, improvements are less critical and probably less urgent, although the manager will need to maintain that strong performance on the driver so it does not slip. The actions required of the manager in each quadrant of the exhibit are highlighted in shaded text. The primary focus is on the Highest Priority Improvement quadrant in the upper right section of the exhibit.

These findings suggest that efforts by service managers to improve satisfaction should focus first on timeliness. Thereafter, priority can be placed on other drivers in order, namely; outcome, going the extra mile, fairness and knowledge. In reality, managers of public sector services should remember that the drivers are interrelated. When improvement remedies are weighed against their impact on the drivers, the best ones are likely to address all the drivers, not just the two most important ones. It may take effort from client-oriented service professionals to successfully implement improvements designed to address failings on the other drivers.

Exhibit 4.7 Priority areas for improvement
n=4204
Citizens First 4
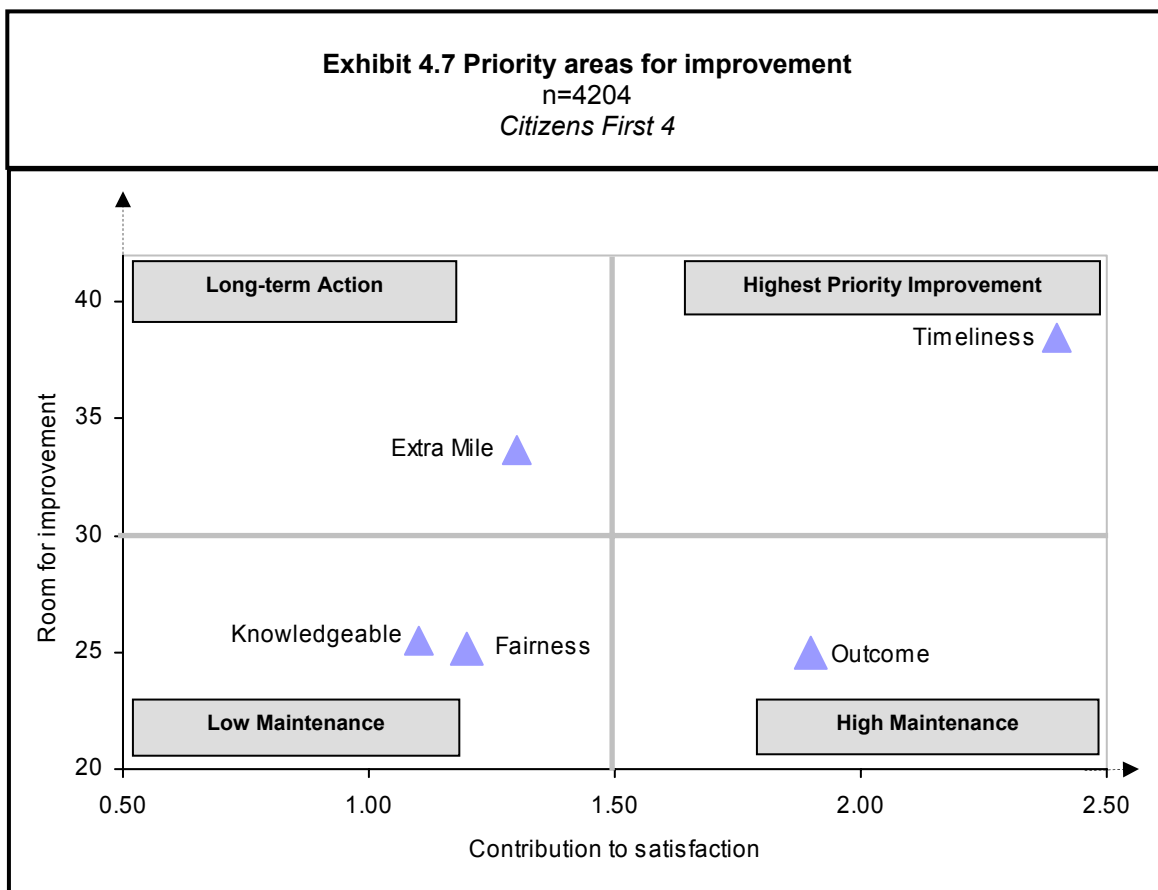
The drivers apply in many, yet not every service situation

A review of the service experiences included in this analysis of drivers indicates that they span a cross-section of services measured in *Citizens First 4*. This is comforting because it indicates that the drivers apply across a wide range of government services. There are nevertheless some anomalies where the drivers make little sense. Single channel Internet service experiences used to find information (e.g. on the weather) are not generally included in this analysis. How would one explain going the extra mile in that service when no government service staff is involved in providing it?

If it is possible to find singular exceptions to the model of drivers, then perhaps there are other scenario's that would also be revealing. The next few chapters explore this for different types of services and services delivered via different channels.

What has been learned?

The drivers found in previous *Citizens First* studies are confirmed as drivers of satisfaction in *Citizens First 4*. The key drivers include:

- timeliness;
- outcome;
- extra mile;
- fairness; and
- knowledge.

By getting these drivers right, service managers stand a much better chance of making citizens satisfied with their government services. In relative terms, it is most important to focus first on timeliness because it has the biggest impact on satisfaction and shows the greatest room for improvement.

What does it mean for government service managers?

Public service managers should continue to focus on the drivers because these make the difference between positive and negative service experiences. It is critical to have timely service delivery while being mindful that people are there to get something they need or want. Managers should not lose sight of the people dimension of services since it is often service staff who are tasked with getting citizens what they need in a timely manner. Knowledgeable staff that provide fair treatment and go the extra mile will make a big difference in citizen satisfaction.

In subsequent chapters, we examine drivers in special situations. We also explore situations in which timeliness is strong and weak with a view of giving managers some guidance on how to improve it.

What remains unknown?

Some service managers will need to assess performance on the drivers for their own services. The Common Measurements Tool, developed by the public sector for the public sector, will be useful in this regard.[3]

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[3] The Institute for Citizen-Centred Service has more information on this tool at www.iccs-isac.org.

5.0 Drivers for Regulatory Government Services

Building on the importance of drivers of satisfaction *Citizens First 4* also explored the extent to which they differ for regulatory versus voluntary government services[4]. This is important to know since differences in the drivers might lead managers to focus on different improvement priorities. The statistical results that support this conclusion appear in Appendix C.

For regulatory services, drivers hold

The drivers of satisfaction for regulatory and voluntary government services are the same. As noted in Exhibit 4.3 in the previous chapter, they include timeliness, outcome, extra mile, fairness and knowledge.

In addition, the relative importance of each driver is fairly consistent, whether the services are regulatory or voluntary. This means that citizens consider timeliness first and foremost whether they approach government for something they want or for something they have to do.

However, just because the drivers of satisfaction are the same, it is not safe to conclude that public service managers need to focus on the same factors in their efforts to improve services, whether they manage regulatory or voluntary government services. What needs to be considered is the performance of those drivers in different situations.

In Exhibit 5.1, it is clear that the performance of the drivers is not the same for regulatory and voluntary services. There is a considerable gap in the ratings that favours voluntary services. This explains why the scores on satisfaction are so different. Despite this, however, the rank order of scores on drivers for each type of service shows that timeliness continues to be of biggest concern, followed by staff going the extra mile.

Exhibit 5.1 How citizens rated performance on the drivers of satisfaction for regulatory and voluntary services
Citizens First 4

Level of agreement or satisfaction with...

	Regulatory services	Voluntary services
Satisfaction with this service experience	62	72
I was treated fairly	74	79
Staff were knowledgeable	72	79
In the end, I got what I needed	74	78
Staff went the extra mile to help me get what I wanted	62	71
Satisfaction with the amount of time it took to get the service	58	68

Mean score (0-100)

Note: sample sizes for regulatory services range from 1844 to 2369 and for voluntary services range from 1601 to 2075.

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[4] When respondents described their most recent service experience, they were asked if the service was required, voluntary or both. Those who indicated both were excluded in this comparison of drivers.

Consider the difference between a voluntary service, such as taking a college or university workshop, and a regulatory service, such as renewing a motor vehicle registration. Assume that both services are obtained by visiting an office or site. Also assume that, in both instances, the person receives what they need or want. Consider how those experiences might be rated differently on timeline alone.

Someone taking a course may attribute the timeliness of the service to be a function of the curriculum, class size and location. However, once the time is scheduled, they show up and take the workshop. Provided the instructor is not late, satisfaction with timeliness may be high. For the person renewing an automobile registration, they may have limited hours in which to complete their registration in-person. They may also need to wait in line to obtain the service. Given it is something they have to do, they might be frustrated at the prospect of having to wait to get the service. This may affect their assessment of the timeliness of the service.

Managers of regulatory services have more challenges than managers of voluntary services

Another way of identifying priority improvements is to compare each satisfaction driver on its contribution to satisfaction and its opportunity for improvement, similar to what was shown in the previous chapter. Higher priorities are placed on those drivers having the greatest impact on satisfaction and those most in need of improvement (shown in the upper right quadrant in Exhibit 5.2 for regulatory services and in Exhibit 5.3 for voluntary services). Also shown in the exhibits are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction across drivers in a variety of situations (i.e. vertical intersecting line).

The same priorities for improvement emerge across both types of services. Timeliness and outcomes top the lists. The main difference between the two types of services is that there are more drivers among the regulatory services in greater need of improvement. This suggests managers of regulatory services will have more work to do than managers of voluntary services in their efforts to improve satisfaction.

Exhibit 5.2 Priority areas for improvement: regulatory services
n=768
Citizens First 4

Exhibit 5.3 Priority areas for improvement: voluntary services
n=1404
Citizens First 4

Room for improvement (y-axis)

| Long-term Action | | Highest Priority Improvement |

Timeliness

Extra Mile

Knowledgeable

Fairness

Outcome

| Low Maintenance | | High Maintenance |

Contribution to satisfaction (x-axis: 0.50, 1.00, 1.50, 2.00, 2.50)

There are two implications for managers of regulatory services. First, if more improvements are needed for these services, a greater level of investment may be required to achieve them. This means more money, more time or both. Second, it will be important to manage client expectations on the pace with which improvements on the drivers can be expected. Recall, Chapter 2.0 showed how government services have improved, including regulatory services. Examples include government services for permits, certificates and licenses, which have improved steadily over eight years. Citizens may need to be reminded that these changes take time.

What has been learned?

The drivers of satisfaction for regulatory and voluntary services are the same. They include timeliness, outcome, extra mile, fairness and knowledge. However, how citizens assess the performance of drivers is very different across the two types of services. Voluntary services rate better than regulatory services in terms of citizen satisfaction because they rate better on the drivers.

What does it mean for government service managers?

For managers of both types of services, the highest priority should be placed on improving the timeliness of the service. The challenge is bigger for the manager of regulatory services, given the greater room for improvement on timeliness and all of the other drivers as well. For these mandatory government services, it may be useful to manage client expectations for performance on the drivers, particularly if those services require the investment of time and money in order to improve.

Chapter 6.0 examines if drivers are similar or different when the government service includes a fee or cost.

6.0 Drivers for Fee-based Government Services

As seen in Chapter 5.0, the drivers of satisfaction hold for regulatory and voluntary services. Do they remain the same for government services that have a fee or a cost? That is the subject of this chapter.

For services having a cost, the drivers hold and "value" is added

In some cases, users pay a fee to use a government service[5]. On those occasions, the analysis shows that the same drivers of satisfaction emerge as for other services. They are similar to those depicted in Exhibit 4.3 in Chapter 4.0. The only difference is that value now appears as an additional driver. This is highlighted in Exhibit 6.1. Appendix D includes the statistical results that support this conclusion.

Exhibit 6.1 Drivers of satisfaction for fee-based services
n=1774
Citizens First 4

SATISFACTION

Knowledge

Fairness

Extra Mile

Outcome

Value

Timeliness
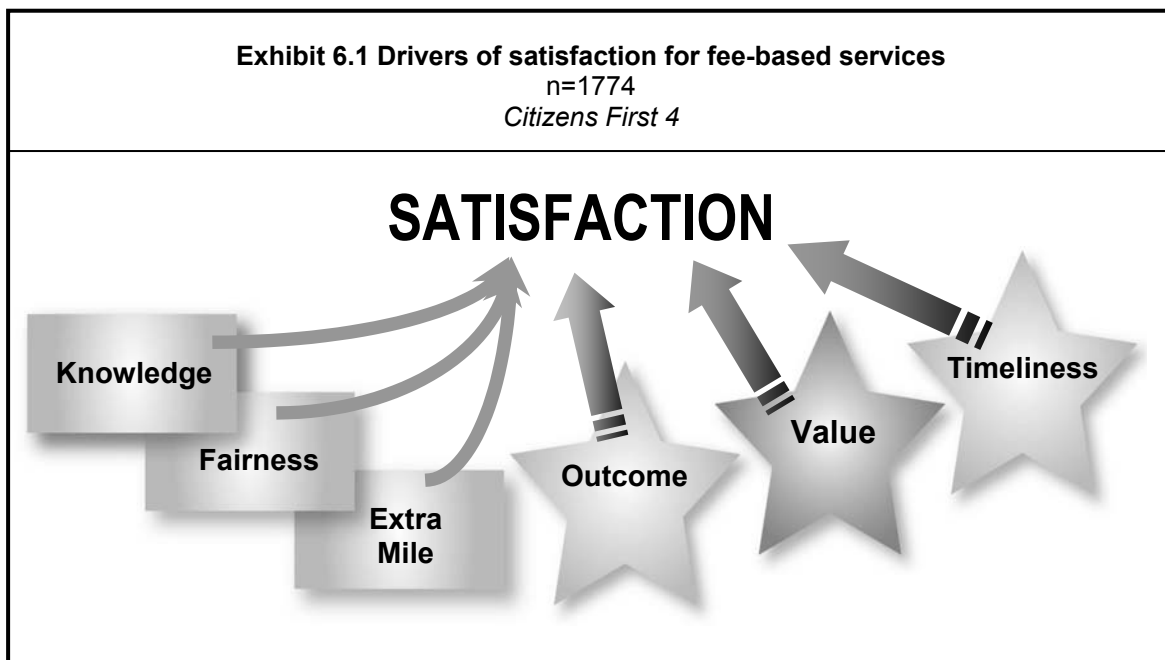
The value driver is based on the survey question: *It's a good example of value for tax dollars*. In contrast, the statement *the cost for using this service was reasonable* is not a driver for fee-based services. This suggests that citizens look beyond the simple pocket cost for government services and consider the value they receive for their tax dollars. They seem to recognize that cost is about more than just user fees. Value accounts for fees, but also inputs and outputs – what goes into producing the service and what outputs are received at the end.

Different drivers have different impacts on satisfaction. This was also noted in Chapter 4.0. Stars and large arrows in the exhibit depict drivers having a strong impact on service satisfaction.

Value is a key driver of satisfaction with cost-based services when compared to the other five drivers. Timeliness remains the most important driver on these services, followed closely by value and outcome. For the manager of fee-based services, this means there is another important driver to manage. It also means that citizens who use these services may consider trade-offs between timeliness, outcomes and value. As an example, two citizens may be equally satisfied with a service if they receive the same outcome yet pay different fees. How is this possible? The person who pays more in this example will also

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[5] Respondents were not asked specifically if they paid a fee when using the service that was rated. Instead, those who provided a valid rating on *The cost for using this service was reasonable* were included in this analysis.

expect to receive faster service. There are many examples of services where users receive the same thing, but pay a premium to jump the queue.

Managing perceptions of value is important for government service managers

Exhibit 6.2 identifies priorities for improvement for fee-based services based on each driver's contribution to satisfaction and the room for improving performance on that driver. Also shown are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction across drivers in a variety of situations (i.e. vertical intersecting line). Higher priorities are placed on those drivers having the greatest impact on satisfaction and those most in need of improvement (shown in the upper right quadrant in Exhibit 6.2).

Relative to other services assessed in *Citizens First 4*, fee-based services have lower scores on the drivers. There is considerable room to improve performance on all of the drivers. The highest priority improvements should focus on timeliness, value and outcome.

Exhibit 6.2 Priority areas for improvement for fee-based services
n=1774
Citizens First 4
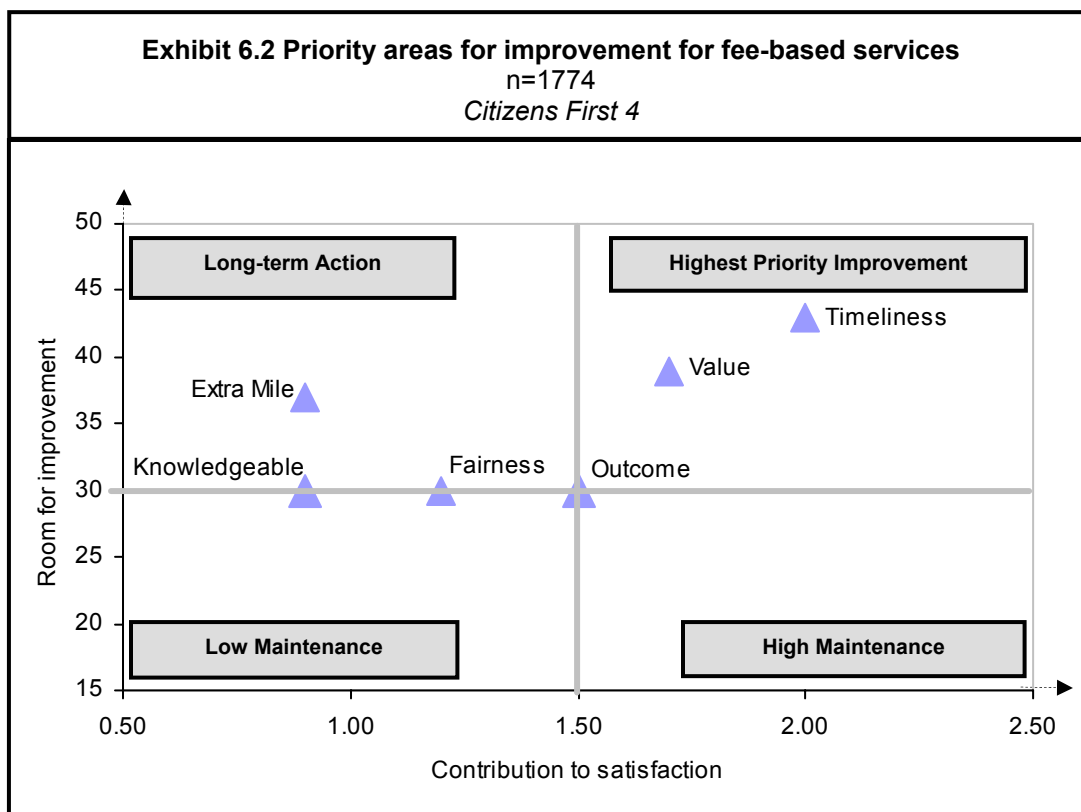
Coming back to the potential trade-offs across drivers noted above, this suggests that improvements in satisfaction on these services are most likely to come from some combination of changes in these three drivers. On the surface, one might conclude that the public service manager needs to:

- deliver services more quickly.
- lower user fees; and
- improve the outputs.

However, this combination can play out a little differently as well. It is possible to increase fees and still increase satisfaction with these services. To accomplish that, the manager must also deliver these services more quickly and/or improve the value of the outputs beyond the value assigned to the price increase.

Consider licensing as an example of how this might work. Citizens' satisfaction with obtaining a fishing license might improve simply by issuing a new license faster or lowering the fees required to obtain one. However, this may not be feasible through existing channels or economically viable. An alternative strategy for improving satisfaction might include:

- raising fees slightly or perhaps holding them constant;
- providing more channels that can deliver quick turnaround on a license (e.g. kiosks or private sector third parties); and
- issuing renewals for a longer period of time or allowing more members of one family to obtain a license at the same point in time or as joint rights under one license.

With this strategy, the manager improves satisfaction by keeping user fees constant, improving opportunities for faster service with more channels and by improving the utility of the outputs.

What has been learned?

Drivers of satisfaction for fee-based services are the same as with other services, but with the addition of a value driver. There is considerable room to improve performance on all of the drivers. Citizens are more critical of services that come with a fee, and must be convinced that the services are worth the costs associated with them.

The highest priority improvements should focus on timeliness, value and outcome. Some combination of changes in these three features of fee-based services will help to improve satisfaction.

What does it mean for government service managers?

Value must not be confused with fees. In assessing value, citizens consider what goes into producing services and what they get from those services, not just the fees. Government service managers can try to demonstrate the benefits of fee-based services in the outcomes they produce, the speed with which they produce them or some combination of these together with costs. This gives that manager considerable latitude to improve satisfaction beyond simply reducing the fees for government services. There are opportunities to improve satisfaction with fee-based services by increasing fees or holding fees constant, provided the outputs improve and turnaround times improve by a greater margin.

It makes sense that a driver of satisfaction related to value appears for fee-based services. But if value applies to these services delivered directly to citizens, it might also apply in settings where services are more indirect (e.g. sewer maintenance). That is examined in the next chapter.

7.0 Drivers for Common Indirect Government Services

As noted in previous chapters, drivers are features of services that explain why some services receive strong satisfaction ratings from citizens while others do not. If the drivers explain satisfaction, then we can focus on them to improve services. In that respect, knowledge of these drivers helps service managers know where to drive improvement. Chapter 4.0 and those that followed it show there are several drivers of satisfaction that apply to many government services.

In this chapter, a special group of services is examined for the first time in *Citizens First*. These are common services provided by most municipalities, but which may not be thought about day-to-day. They are labeled 'indirect' since they are brought to the customer, rather than the customer seeking the service. Examples include garbage collection, water and sewage treatment and roads maintained by the municipality.

The question is: what drives satisfaction with these common indirect services?

Service quality ratings for indirect services vary widely

Exhibit 7.1 shows the common municipal services that are considered indirect and the percentage of citizens who reported using them in *Citizens First 4*.

Exhibit 7.1 Indirect government services n=6994 *Citizens First 4*	
Service	**Percentage who have used the service in the past 12 months**
Roads maintained by your municipality	95
Garbage collection at, or near, your residence	93
Municipal snow removal services	92
Recyclable materials collected at, or near, your residence	88
Drinking water, provided to you at your residence	82
Sewage and waste water treatment	78

For some of these services, it is not surprising that less than 100% of respondents reported using them. For instance, many rural residents in Canada do not have access to municipal sewage and waste water services. In those cases, a privately operated and maintained septic system is used. In contrast, one would think that all citizens should have used services such as roads maintained by a municipality in the past 12 months. It is likely that a few respondents interpreted 'using' this service differently (e.g. using a bicycle or transit, but do not consider using the road itself).

The service quality ratings on these indirect services vary widely as illustrated by the mean scores shown in Exhibit 7.2. Satisfaction ratings for these services follow a similar pattern. Several have ratings hovering near 80 out of 100. The only exceptions are services involving municipal roads, both maintenance and snow removal. The service quality ratings for these indirect services are notably lower than for the others, with road maintenance scoring lower than 50 out of 100.

Exhibit 7.2 Service quality ratings for indirect government services *Citizens First 4*	
Service	**Mean service quality score (0 – 100)**
Garbage collection at, or near, your residence	82
Recyclable materials collected at, or near, your residence	76
Drinking water, provided to you at your residence	76
Sewage and waste water treatment	72
Municipal snow removal services	61
Roads maintained by your municipality	48

Note: sample sizes vary from 4507 to 6576.

Satisfaction drivers identified for indirect services

Similar to the assessment of other services, survey respondents evaluated one of these indirect services along several criteria. This facilitates the analysis of satisfaction drivers. Appendix E shows the statistical results. Exhibits 7.3 and 7.4 highlight the drivers of satisfaction with indirect services, which are outcome, value, timeliness, dependability and effectiveness.

Exhibit 7.3 Drivers of satisfaction for indirect services
n=4529
Citizens First 4

SATISFACTION

Effectiveness

Dependability

Timeliness
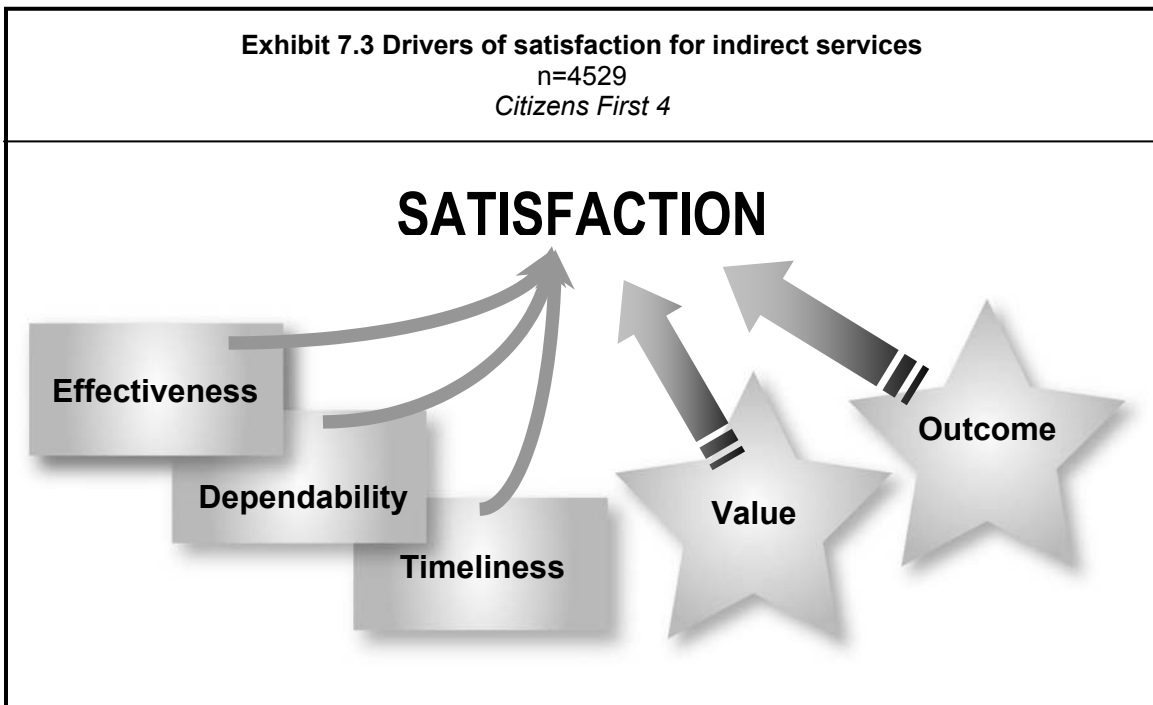
Value

Outcome

Exhibit 7.4 Defining drivers of satisfaction for indirect services
Citizens First 4
Outcome - *In the end, I got what I needed*
Value - *It's an example of good value for tax dollars spent*
Timeliness - *The service was provided in a timely manner*
Dependability - *I could count on this service – it was there for me*
Effectiveness - *The service was done, or provided, properly*

As with the other services studied, outcome and timeliness continue to be important drivers of satisfaction with indirect services. However, the order of the drivers changes, with outcome (getting the service) leading the list followed by value. The new drivers for these services are value, dependability and effectiveness.

What does this mean? In the context of garbage collection, for example, it means citizens are more satisfied if:

- their garbage gets picked up and taken away;
- it is picked up on the day and in the window of time that citizens expect;
- the pick-up occurs with some consistency and regularity;
- all of the garbage is taken away on each occasion and the receptacles are placed near where they were placed at the time of pick up; and
- citizens feel they are getting their money's worth in tax dollars from the workers retained to collect, haul and dispose of their garbage.

These drivers have different impacts on satisfaction. Stars and large arrows in the exhibit depict drivers having a strong impact on service satisfaction.

The key driver of satisfaction with indirect services is outcome – giving citizens what they need or want. Citizens care most that the garbage and recycling get picked up and that the snow is removed from their streets. Manage that outcome and they will be satisfied.

If done properly, citizens will also feel there is good value for the tax dollars invested in these services, the second most important driver of indirect services. Value for tax dollars on these services may include costs incurred and financed via tax dollars, and the perceived value of the municipality in providing such essential services. Most citizens accept the value of garbage collection, recognizing the costs for providing this service are ever increasing. Those same citizens may take such services for granted from time to time, but a garbage strike is often the best reminder of just how much these services are valued.

Outcome and value are priority improvements for indirect services

These two important drivers of outcome and value are also critical to improving satisfaction with indirect services. This is because they make the greatest contribution to satisfaction and because they have the greatest room for improving performance (see Exhibit 7.5). Also shown are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction (i.e. vertical intersecting line) across drivers in a variety of situations. Higher priority drivers are those shown in the upper right quadrant of the exhibit. Not far behind in priority is effectiveness, mostly due to the degree of improvement needed on this driver.

Exhibit 7.5 Priority areas for improvement for indirect services
n=4529
Citizens First 4
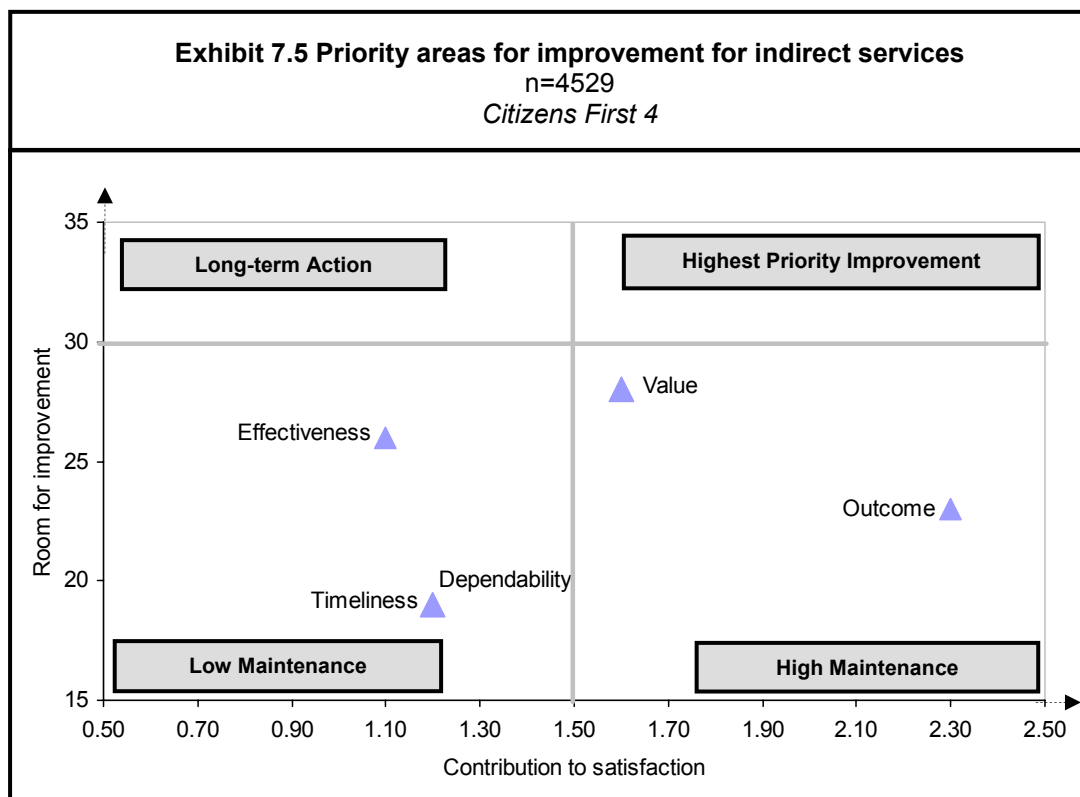
To use these drivers, consider snow removal and garbage collection. Snow removal has lower satisfaction ratings than garbage collection because it has lower ratings on effectiveness, outcome and value. There are several possible reasons for this.

First, garbage collection has more predictable demand than snow removal. Every municipality struggles to cope with surprise snowstorms, especially if they are heavy. However, there is greater potential to collect garbage with more consistency on a regular basis.

Second, the consequences of a negative outcome are different for each service. A prolonged snowstorm may affect people's livelihood and personal safety. In contrast, most citizens can cope if the garbage piles up for an extra week.

Third, the value attached to each service may be slightly different. When a snow storm hits and the plow comes by soon after to clear it up, there is likely a greater sense of relief and contentment than when the sanitation truck swings by to pick up the trash on a hot summer day.

Conspicuous by its absence as a priority improvement for indirect services is timeliness. Every other chapter that touches on drivers has shown it to be the most important driver to fix first. It is less critical on indirect services because its contribution to satisfaction is lower than other drivers and because it requires less improvement. This may be due to the nature of timeliness on the indirect services assessed in *Citizens First 4*. Several have timeless qualities since they are always there, except on those occasions when something breaks down or is under repair. Examples include drinking water and roads. Likewise, garbage and recycling programs are scheduled with an eye to consistency on the timing of the service. The only indirect service on which timeliness is subject to greater variability is snow removal. Timeliness may be less critical because it is less susceptible to fluctuation and citizens have more clear, reasonable and consistent expectations for timely service. It also suggests that citizens are willing to sacrifice some timeliness if it results in a better outcome and better value for tax dollars. A snow plow that comes by twice closer to the end of a storm to clear the streets properly is valued more than one which comes more often, but leaves the roads too hazardous for travel.

What has been learned?

Drivers for common indirect services are not identical to those for other types of services; however, they still touch on the same themes of outcome and timeliness. New drivers for these services are value, dependability and effectiveness.

Citizens are most satisfied with garbage collection, snow removal and sewage services when they get what they need and when services are valued. Priorities for improving satisfaction with these services include outcome and value, plus effectiveness.

What does it mean for government service managers?

Managers of these indirect services can focus on the drivers to determine improvement priorities. Anything that impedes a positive outcome will spell trouble. Additionally, initiatives focused on the value of these services and their effectiveness will contribute most to improvements in these services.

What remains unknown?

Managers of indirect services need to know how they rate on individual services in their municipality. Measurement programs in the municipalities can be expanded to include these indirect services, rated on the drivers of satisfaction.

In time, *Citizens First* may explore other types of indirect, common services used by citizens to see if the drivers still apply or if new ones emerge for different services.

8.0 Timeliness of Government Services

Previous chapters that touched on drivers provide guidance on where to improve government services. In those chapters, there is frequent reference to the importance of timeliness in driving satisfaction with government services. Here, some attention is devoted to this topic in the hopes of giving government service managers ideas on how to improve it.

Meeting expectations for timeliness is compromised when things get complicated

Knowing how the actual time taken compares to expectations for timeliness can help service managers identify situations where there is a greater risk of disappointing service users. In 43% of the service experiences examined in *Citizens First 4* the time taken does not meet user expectations. Exhibit 8.1 summarizes the occasions on which expectations for timeliness are less likely to be met.

Exhibit 8.1 Time to complete service experience did <u>not</u> meet expectations *Citizens First 4*		
Question	**Options**	**Percent**
Primary purpose	Complain to resolve a problem	76
	Get help or advice with a problem I was having	50
	Apply or request specific service	46
	Use or obtain a service	45
	Obtain information	36
Used before	No	51
	Yes	41
Reason for seeking service	Both (had to and wanted to)	49
	Had to get the service	46
	Wanted the service	36
Number of channels used	Three or more	56
	Two	44
	One	37
Time to complete service	6 months	88
	1 year or more	86
	3 months	81
	1 day	63
	1 hour	60
	1 month	56
	1 week	40
	30 minutes	29
	5 minutes	0

Note: sample sizes range from 5001 to 6012.

When matters get more complicated, there is greater risk of not meeting expectations for timeliness. Examples include experiences that take longer and those that involve assistance or troubleshooting.

Sometimes, service users have very unrealistic expectations about what is even feasible with respect to timeliness. Beyond those situations, the failure to meet expectations on more complicated service experiences likely comes from two sources. First, by their nature, more complicated services may take longer to deliver and complete. If someone is having trouble getting a passport, there are challenges in trying to accomplish that quickly without comprising due diligence. Second, it may be difficult to predict in advance, with any degree of accuracy, how long some services will take to deliver. To effectively deal with these more complicated situations, the public service manager must attempt to make the process steps efficient and give reasonable estimates of the length of time it should take to complete the service.

Diagnostic tests in health care are one example of how this can work. What seems like a simple service gets complicated quickly because there are protocols, systems and multiple people and channels. Service managers and staff must follow protocol that promotes the health and well-being of citizens while accounting for their unique medical needs at a point in time. In many jurisdictions, it can take months to get a medical test completed due to constraints on the supply of equipment, facilities and trained staff. On occasion, several professionals may be consulted to agree on a suitable test and test facility. Forms may need to be faxed and people may need to be consulted by telephone or in-person. Booking confirmations may be done via email. In a system with resource constraints and where different cases are assigned different priorities for testing, the long wait time to get a specific test is understandable but not always acceptable to citizens. The challenge for staff that deal with citizens when making the appointment is to manage their expectations for how soon it may occur and why the wait time is longer than expected. In addition, because there is some risk of being moved in the queue at a future point in time, they need to prepare the service user for that possibility.

Ratings on timeliness vary widely and suggest anything is possible

Like the service quality ratings shown earlier in the report, the ratings on timeliness also vary widely. This is true across government services and across citizens. Several services have ratings on timeliness in excess of 80 out of 100. Several others are well below 40 out of 100. This suggests that anything is possible as a performance rating on timeliness.

Hypothetically, drivers like timeliness might reach a performance threshold that can be used to represent a standard, a point after which it stops making a contribution to satisfaction. Different approaches to modeling the relationships between timeliness and satisfaction were tested to substantiate this theory. Statistical tests were also conducted on the timeliness ratings to see if the upper threshold on statistical anomalies fell somewhere far below the maximum rating of 100 on the performance scale, perhaps at 75 or something close to that. Neither test proved useful on the timeliness driver, or any other driver for that matter.

In delivering government services, there are a multitude of factors that affect the government's ability to provide services quickly. Rather than developing strict standards for ratings on timeliness, managers can direct their efforts at understanding, tracking and managing user expectations for the amount of time a service should take.

What has been learned?

The ability to meet user expectations for timely service is more difficult when matters become more complicated. This is likely because those services are more difficult to complete quickly and because it is not easy to predict in advance how long they will take to deliver.

Ratings on timeliness vary widely across government services. It is difficult to establish a point at which incremental gains on timeliness make no further contributions to satisfaction. Instead, potential improvements in timeliness and in satisfaction are effectively endless.

What does it mean for government service managers?

There is no simple prescription for improving timeliness on government services and no bar that lowers the performance standard on timeliness. When service interactions risk becoming long or complicated, service managers should take active steps to manage expectations for turnaround time early in the delivery process. This can only be done if they have a thorough understanding of the process steps needed to deliver the services end to end from the customer's perspective, and their capacity to do so at specific points in time.

The public service manager can focus on understanding and tracking user expectations for timeliness for their individual services. These expectations remain the best standard against which to assess performance. They can then examine the feasibility of satisfying those expectations for timeliness, and either strive to meet them or get very close and manage citizens' expectations for what is practical to deliver. Benchmarking what others have done will be useful.

The investigation into drivers continues in the next chapter. Findings there provide insight into managing the telephone channel in government services.

9.0 Satisfaction with the Telephone

Whereas previous chapters focus on drivers of satisfaction in general, the next two chapters identify additional drivers within two channels. This chapter explores drivers of satisfaction with the telephone channel.

Since the *Citizens First* series of studies began in 1998, each report has identified problems with the telephone channel in government services. These problems are caused by many factors. For example:

- the telephone is tasked with accomplishing many service tasks in government, more than the Internet, email and fax channels;
- people encounter more problems when trying to use this channel for government services; and
- the performance on the drivers of satisfaction is lower when the telephone channel is used.

Despite this, *Citizens First* reminds us that allegiance to the telephone channel is strong. Citizens want to use it again and want to switch to it when they encounter problems in others channels.

In *Citizens First 4*, there is less interest in identifying and reporting on these same problems again. Rather, there is greater interest in identifying what is working and not working in the telephone channel. The focus is on identifying drivers of satisfaction with the telephone, beyond those drivers identified for services in general, which apply anyway. The question is what else has to occur for citizens to be satisfied with the telephone channel specifically?

Before doing so, it is useful to examine the situations when individual channels like the telephone are used. That way, when drivers are identified and discussed, the public service manager has a clear sense of the context in which a particular channel is used. This helps to interpret the drivers and how they apply to government services for specific channels.

The telephone is used often in government services, especially for troubleshooting

Exhibit 9.1 shows that the telephone is used often in government services, playing a more prominent role in multi-channel situations, but often used as the primary channel when only one channel is used. This implies that the phone is tasked with accomplishing much in government services, both on its own and in support of other channels. Knowing how to manage it better will help government service managers improve a wide range of government services.

Exhibit 9.1 Use of telephone channel n=6132 *Citizens First 4*	
Number of channels used in recent experience	**Percent who used telephone**
One	25
Two	60
Three or more	85

As Exhibit 9.2 shows, citizens use the telephone in many different service situations. Most notably, however, use of the telephone is common when citizens are troubleshooting.

Exhibit 9.2 Use of telephone by type of service n=2953 *Citizens First 4*	
Type of service experience	**Percent who used telephone**
Troubleshooting	71
Voluntary information gathering	56
Voluntary, routine use of services	41
Mandatory applications	35

Telephone offers benefits of speed and convenience

In *Citizens First 4*, service users commented on which channels provided the best benefits (listed in Exhibit 9.3 below). Citizens consistently identify in-person visits, the telephone and the Internet among their top three channels in providing these benefits. However, across the benefits it is possible to identify strengths and weaknesses of individual channels.

Exhibit 9.3 highlights the relative benefits of the two common channels that citizens use: the telephone and visits to an office or location. As the table shows, the relative benefits of visiting an office or location are the relative weaknesses of using the telephone. For office visits, people value the ability to personalize the interaction and its reliability as a channel. In contrast, the telephone offers benefits of speed and convenience.

Exhibit 9.3 Relative benefits of specific channels *Citizens First 4*			
Benefit	**Total number of respondents**	**Visit an office or location**	**Telephone**
Most personalized to your needs	5781	1	5
Most reliable	5822	2	6
Most effective in getting you what you need or want	5832	3	4
Best meets your needs	5808	4	3
Fastest	6104	5	2
Easiest to use	5833	6	1

Note: numbers in columns represent ranking of each benefit within that channel shown in the column.

Part of the motive for using the telephone for government services is that it is familiar to citizens. Virtually everyone has one or knows how to use one. With strengths of speed and ease of use, it is also little wonder that citizens turn to it when they want to switch away from other channels.

The table also provides clues about the challenges of getting citizens to switch from an office visit to using the telephone. The public service manager will need to demonstrate that their telephone channel is just as reliable and capable of personalization as visits to an office if they want to encourage such a switch.

Satisfaction with the telephone channel is low compared to other channels

While the telephone channel is used often, largely due to its strengths of speed and convenience, satisfaction with this channel is low relative to many of the others available for obtaining government services. This is shown in Exhibit 9.4.

Exhibit 9.4 Summary of satisfaction with channels
Citizens First 4

Channel	Mean satisfaction score (0-100)	n
Kiosk	70	n=249
Office	67	n=3976
Mail	65	n=1729
Visit from service representative	65	n=360
Internet	65	n=1436
E-mail	63	n=510
Telephone	59	n=2936
Fax	59	n=314

Mean satisfaction score (0-100)
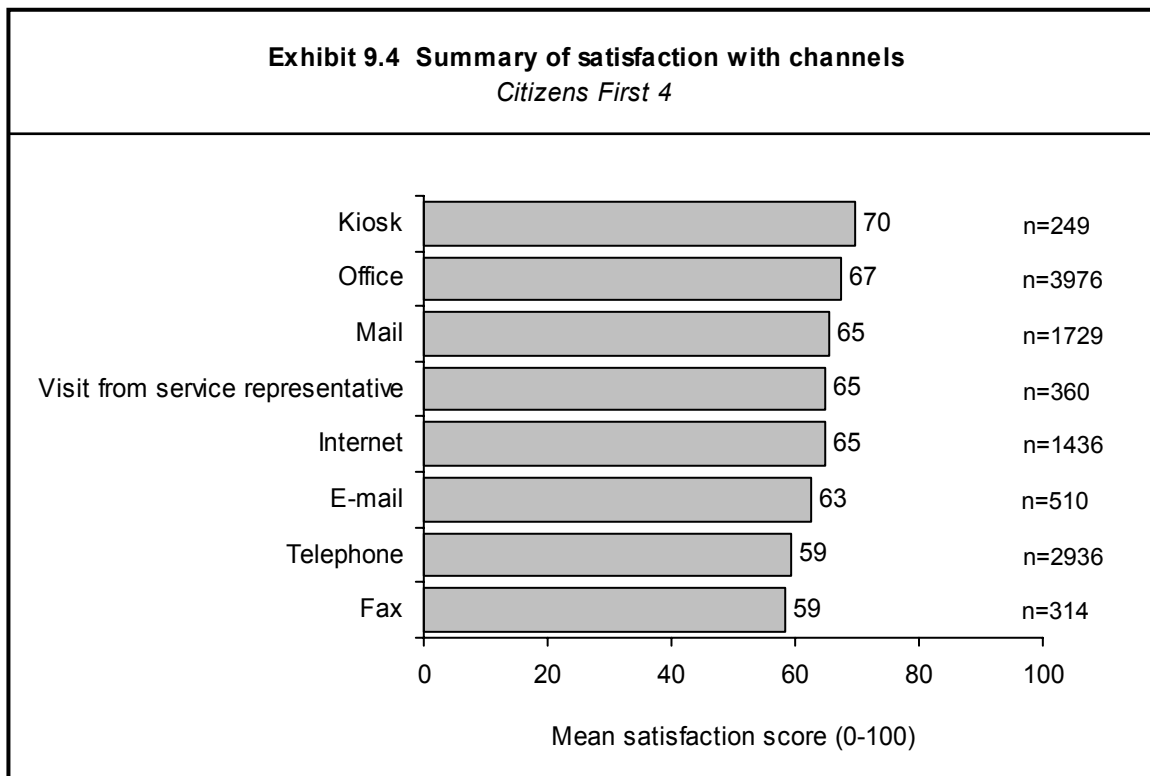
The key benefits of speed and ease of use work best when the telephone is used to find information or when services are routinely used on a repeated basis[6]. On the other hand, satisfaction is lower when the telephone is used for troubleshooting. This is shown in Exhibit 9.5. The telephone channel is more problematic when it is being used for tasks that are more involved and complicated.

Exhibit 9.5 Satisfaction with telephone by type of service
n=2960
Citizens First 4

Type of service experience	Mean satisfaction score (0-100)
Voluntary information gathering	68
Voluntary, routine use of services	68
Mandatory applications	57
Troubleshooting	52

---

[6] These different types of services were identified in *Citizens First 4* using a clustering technique that combines services having similar characteristics (e.g. purpose, voluntary vs. mandatory, previously used or not).

Telephone numbers are accurate and useful – problems surface after placing the call

To identify strengths and weaknesses of the telephone channel, citizens rated this channel on additional features. These are shown in Exhibit 9.6.

Strengths of the telephone channel relate to access or helping citizens get where they need to go. The majority agrees that the telephone numbers are accurate and take them to the right place, and that it is easy to locate the telephone numbers. About seven-in-ten citizens report that they use the telephone channel by choice. Some, but not all citizens agree that they get what they need using the telephone.

Exhibit 9.6 Summary views on the telephone channel
Citizens First 4

"Indicate your level of agreement or disagreement with each statement below about using the telephone for this service on this occasion."

More agreement →

Statement	Mean agreement score	n
Telephone numbers were accurate - they took me to the right place	77	n=1389
I used the telephone mode of contact because I wanted to, not because I had to	72	n=1402
It was easy to find the telephone numbers	70	n=1392
In the end, I got what I needed using the telephone	68	n=1414
I was put on hold	59	n=1186
I was able to reach a live person when I wanted to	58	n=1383
I had little trouble using the automated options built into the phone system	56	n=1117
Wait times were minimal	53	n=1291
Telephone lines were busy	52	n=1239
I got bounced around from one person to another	41	n=1166

Mean agreement score (0-100)

The greatest difficulties with the telephone channel occur after citizens get the right number and place the call. They include not being able to reach a live person, having difficulty using automated options, wait times, getting a busy signal and being put on hold. This implicates automated telephone systems often used in government service operations.

Outcome matters most when using the telephone, but reaching people is also important

The analysis of drivers of satisfaction with the telephone channel shows that the following features of the telephone are most important to get right (see Exhibits 9.7 and 9.8):

- outcome;
- reaching a live person;
- accurate telephone numbers;
- not being bounced around; and
- minimal wait times.

Appendix F shows the statistical results.

Exhibit 9.7 Drivers of satisfaction when using the telephone channel
n=626
Citizens First 4

SATISFACTION WITH THE TELEPHONE

Outcome

Minimal wait times

Reaching a live person

Not being bounced around
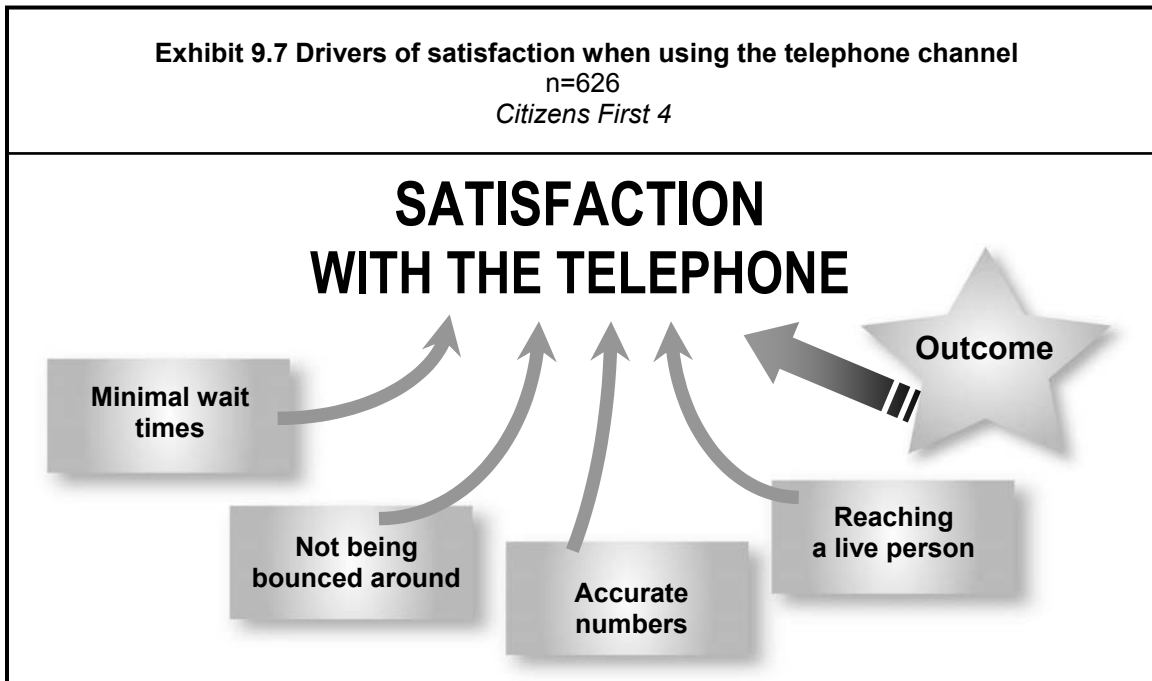
Accurate numbers

Exhibit 9.8 Defining drivers of satisfaction when using the telephone channel
Citizens First 4

Outcome - *In the end, I got what I needed using the telephone*
Reaching a live person - *I was able to reach a live person when I wanted to*
Accurate numbers - *Telephone numbers were accurate – they took me to the right place*
Not being bounced around - *I did not get bounced around from one person to another[7]*
Minimal wait times – *Wait times were minimal*

---

[7] The original statement *I got bounced around from one person to another* was re-scaled from a negative scale to a positive scale to match all other statements.

Similar to the drivers shown in Chapter 4.0, outcome is once again a driver and an important one. This is identified in Exhibit 9.7 as the driver having the star and the largest arrow pointing to satisfaction. This reinforces the recurring theme that people use services and channels to get what they need or not and judge them heavily on that basis. Citizens also need accurate telephone numbers to be able to use the phone channel. There is a strong need to reach a live person, the right person, with minimal wait times. This reinforces the importance of timeliness, one of the more general drivers of satisfaction noted earlier in the report.

Outcome is the priority for improvement in the telephone channel

Exhibit 9.9 plots two points for each driver: its contribution to satisfaction with the telephone and its room for improvement (i.e. perfect performance of 100 minus the actual performance rating on that driver). Also shown are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction (i.e. vertical intersecting line) across the drivers. For the driver that makes a big contribution to satisfaction and which has considerable room for improvement, it should be given high priority for improvement. This is shown in the upper right quadrant of the exhibit. Outcome in the telephone channel falls in this quadrant, the one that is the highest priority for improvement.

Other drivers have room for improvement also, including reaching a live person, the right person, without being bounced around and with minimal wait times. To improve these drivers, managers need to train and hire more people to handle incoming calls. The automated telephone systems must be designed with that goal in mind – getting users to the right person who can fulfill the right outcome with minimal wait times.

Exhibit 9.9 Priority areas of improvement for the telephone channel
n=626
Citizens First 4

Long-term Action

Highest Priority Improvement

▲ Not bounced around

▲ Minimal wait times

▲ Reaching live person

Outcome ▲

Low Maintenance

▲ Accurate numbers

High Maintenance

Room for improvement

Contribution to satisfaction
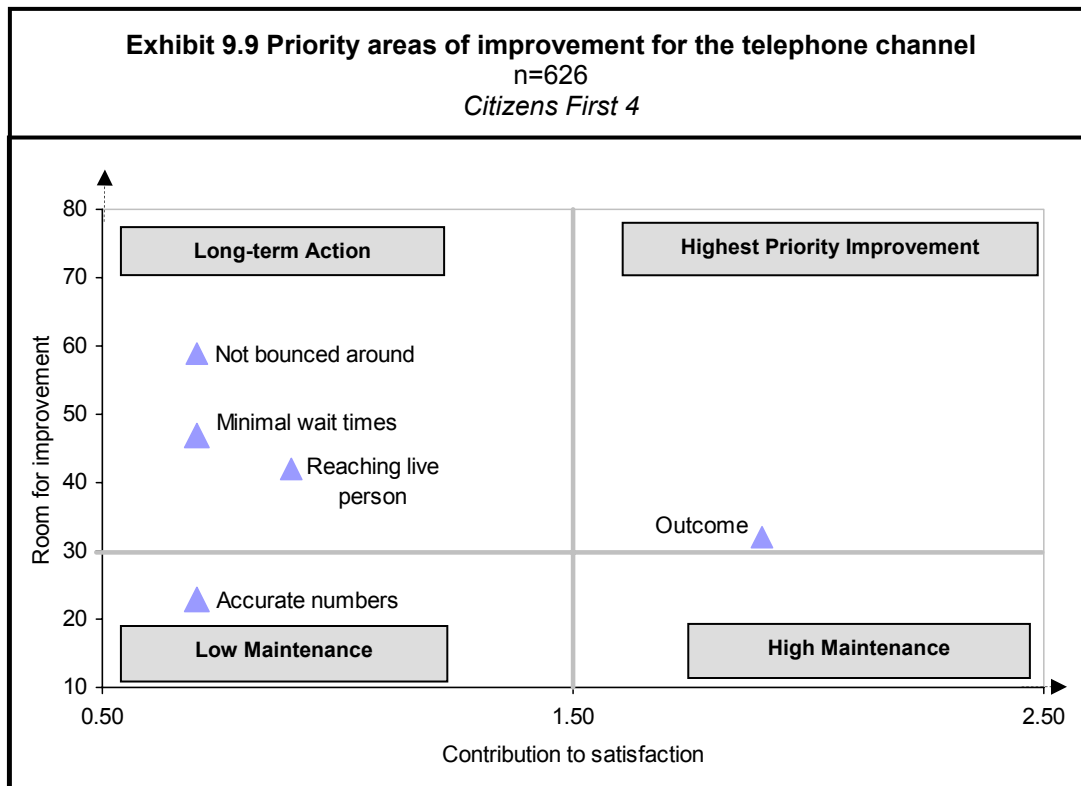
What has been learned?

The telephone channel is used often in government services in many different situations. It works better in more simple, routine situations when its benefits of speed and ease of use can be maximized. In contrast, satisfaction with this channel is lower when the telephone is tasked to do more complicated things like helping citizens when they are troubleshooting problems.

These findings show that satisfaction with the telephone drops when citizens do not get what they need or want from the channel. There are several other drivers that can get in the way of this outcome and lead to lower satisfaction, including reaching a live person, minimal wait times, not being bounced around and accurate telephone numbers.

What does it mean for government service managers?

Public service managers should focus on the additional drivers for the telephone channel as well as the main drivers to improve performance in the telephone channel with a particular focus on outcomes. In some cases, accurate numbers may still be missing or out of date. Citizens have a strong desire to reach a live person, the right person, and experience minimal wait times. To improve satisfaction, public service managers may need to train and hire more people to handle incoming phone calls. It may also require an investment in, or assessment of, automated telephone systems to ensure they direct users to the right people seamlessly.

If satisfaction with the telephone channel is lower when citizens are troubleshooting problems with government services, it is possible that these automated systems are not adequately designed to get users to the right person on those occasions. Given the range of potential problems that citizens may encounter, it might be useful for the government service manager to identify which troubleshooting problems occur most often for their services. With that knowledge, they can design automated telephone systems and staff call centres accordingly.

To reduce service delivery costs, public service managers may try to encourage channel switching from an office location to the telephone. For this to be effective, managers should reassure service users that the telephone can deliver the same benefits ascribed to office visits, namely that it provides reliable service and that user experiences can be personalized to individual needs.

The next chapter examines drivers in another important channel, the Internet.

What remains unknown?

If automated phone systems do not allow citizens to reach someone or achieve a desired outcome using the telephone, the reasons for this can be explored in future Citizens First studies. They might also explore reactions to proposed solutions that overcome these problems.

10.0 Satisfaction with the Internet

Previous chapters of the report identify drivers of satisfaction with services in general and within the telephone channel. This chapter explores drivers of satisfaction with the Internet.

With more and more government organizations trying to migrate services to online channels, there is merit in examining the online channel in further detail, like Chapter 9.0 did for the telephone channel. *Citizens First 4* explored assessments of the Internet channel to understand what is working well and not working well in this channel beyond the general drivers of satisfaction noted in chapter 4.0.

As a starting point, the chapter begins with a brief overview of the situations when the Internet is used in government services. That way, when drivers are discussed, the context in which this particular channel is used is clear.

Visits to a web site are more common in support of other channels and to find information

For the services described and rated in *Citizens First 4*, the Internet is rarely the only channel used. Rather, its use is more common when other channels are used, particularly when three or more channels are used (see Exhibit 10.1). As such, visits to a Web site are more common in support of other channels.

Exhibit 10.1 Use of Internet channel n=6132 *Citizens First 4*	
Number of channels used in recent experience	**Percent who used Internet**
One	8
Two	20
Three or more	62

Exhibit 10.2 illustrates the use of the Internet by type of service. Unlike the telephone, which is most commonly used for troubleshooting, the Internet is used most for voluntary information gathering.

Exhibit 10.2 Use of Internet by type of service n=2953 *Citizens First 4*	
Type of service experience	**Percent who used Internet**
Voluntary information gathering	44
Mandatory applications	21
Voluntary, routine use of services	20
Troubleshooting	19

Internet offers benefits of speed and convenience, like the telephone, but the similarities stop there

Citizens commented on which channels provided the best benefits (listed in Exhibit 10.3 below). In doing so, they consistently identify in-person visits, the telephone and the Internet among their top three channels in providing these benefits. However, across the benefits it is possible to identify strengths and weaknesses of individual channels.

Citizens consider the Internet to have comparable benefits to the telephone. This is shown in Exhibit 10.3. The relative benefits of visiting an office or location are the relative weaknesses of using the Internet. The Internet is considered easy to use and fast, like the telephone. Although the benefits of these two channels are comparable, the similarities stop there. Citizens are using these two channels for different reasons. Recall, the Internet is used more in support of other channels and to obtain information. The telephone is used in many different situations, sometimes as a lead channel and sometimes in support of other channels.

Exhibit 10.3 Relative benefits of specific channels				
Citizens First 4				
Benefit	**Total number of respondents**	**Visit an office or location**	**Telephone**	**Internet**
Most personalized to your needs	5781	1	5	6
Most reliable	5822	2	6	5
Most effective in getting you what you need or want	5832	3	4	4
Best meets your needs	5808	4	3	3
Fastest	6104	5	2	2
Easiest to use	5833	6	1	1

Note: numbers in columns represent ranking of each benefit within that channel shown in the column.

The table also underscores the challenges of getting citizens to switch from an office visit to using the Internet. This was also discussed in the previous chapter on the telephone. The public service manager will need to demonstrate that their Internet channel is reliable and capable of personalization if they want to encourage such a switch.

The Internet is well suited to an information gathering role

The Internet receives slightly stronger mean satisfaction ratings than the telephone channel (65 versus 59 out of 100, respectively). Where the Internet is strongest is when it is used to gather information, as noted in Exhibit 10.4. Like the telephone channel, satisfaction with the Internet drops when it is used to troubleshoot problems and as services become more complicated.

Exhibit 10.4 Satisfaction with Internet by type of experience	
n=2960	
Citizens First 4	
Type of service experience	**Mean satisfaction score (0-100)**
Voluntary information gathering	73
Voluntary, routine use of services	68
Mandatory applications	64
Troubleshooting	59

Exhibit 10.5 presents a summary of citizens' views on the Internet channel. The table helps to identify relative strengths and weaknesses of this channel when citizens use it for government services.

Many citizens use the Internet because they want to. Web sites receive higher ratings for information being up-to-date and accurate. They receive lower ratings on the amount of information on the site and the ease of finding it. Some, but not all, get what they need when using it. Similarly, some but not all

citizens feel their privacy is protected when using a government web site. In summary, government Internet sites have content strengths and weaknesses that vary across sites. Some are easier to navigate and find information than others.

Exhibit 10.5 Summary views on the Internet channel
Citizens First 4

"Indicate your level of agreement or disagreement with each statement below about using the Internet for this service on this occasion."

More agreement →

Statement	Score	n
I chose the Internet mode of contact because I wanted to, not because I had to	78	n=572
Information was up-to-date	70	n=550
Information was accurate	70	n=563
Information was relevant to my needs or situation	68	n=568
The site was clean and uncluttered	68	n=567
In the end, I got what I needed from the web site	66	n=574
The site was visually appealing	65	n=546
I always knew where I was on the site	64	n=560
I am confident that my privacy was protected on the site	64	n=498
Searches worked well	64	n=520
The site had all the information I needed	63	n=577
It was easy to find what I was looking for	62	n=576
The site had just the right amount of information	59	n=557
I found broken links when I used this site	33	n=437

Mean agreement score (0-100)

Outcome matters most when using the Internet, but a balance of content and user-friendliness also makes a difference

The analysis of drivers of satisfaction with the Internet shows that the following specific features of this channel are most important to get right (see Exhibit 10.6 and 10.7):

- outcome;
- ease of finding information;
- sufficient information;
- site navigation; and
- visual appeal.

These drivers are virtually identical to those found in *Citizens First 3*, with the exception of site navigation, which was not a driver in that study. Appendix G includes the statistical evidence that supports this.

Exhibit 10.6 Drivers of satisfaction when using the Internet channel
n=448
Citizens First 4
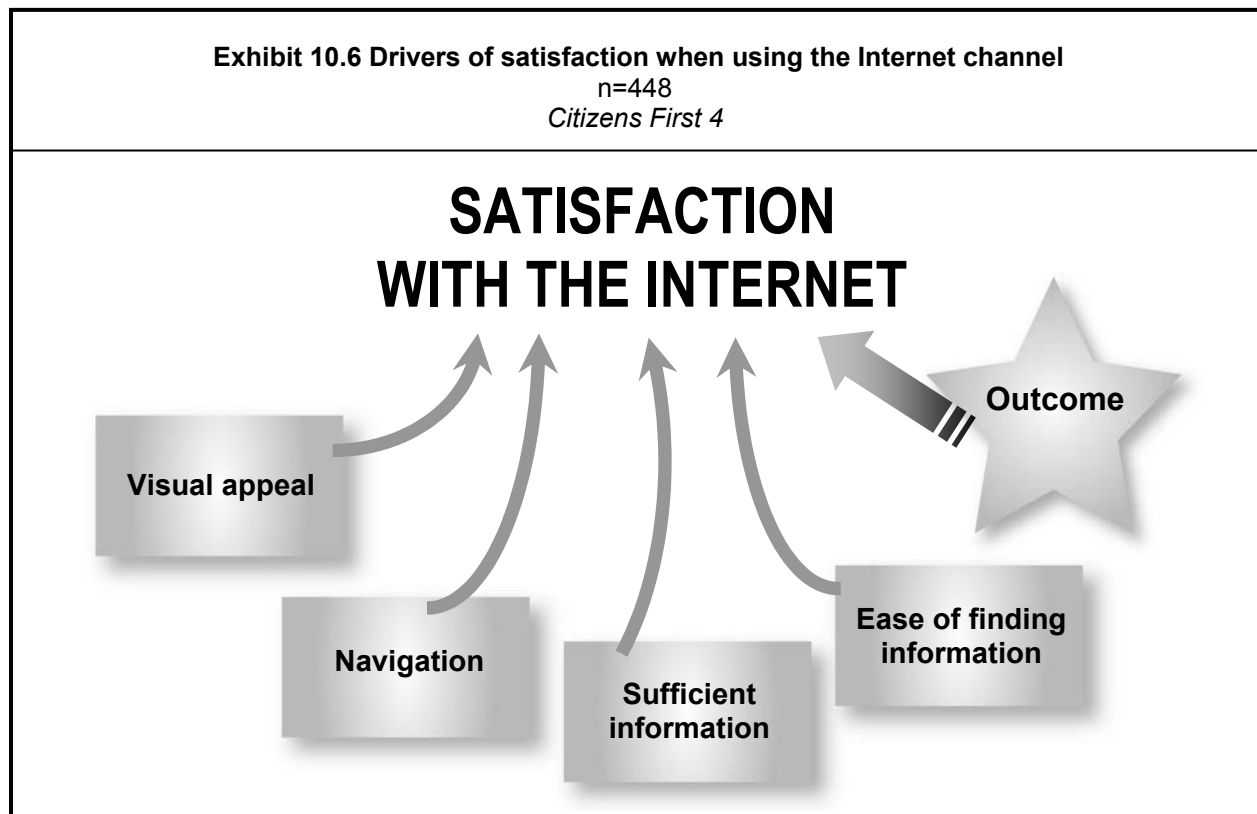
Exhibit 10.7 Defining drivers of satisfaction when using the Internet channel
Citizens First 4

Outcome - *In the end, I got what I needed from the web site*
Ease of finding information - *It was easy to find what I was looking for*
Sufficient information - *The site had all the information I was looking for*
Navigation - *I always knew where I was on the site*
Visual appeal - *The site was visually appealing*

In addition to the more generic drivers identified in Chapter 4.0, outcome is the most important driver to get right in the Internet channel. This is depicted in Exhibit 10.7 based on the size of the star showing that driver and the width of the arrow going to satisfaction. Once again, citizens use channels to access them to accomplish something they need or want. Public sector managers should never lose site of that when considering service improvements within the Internet channel. Users of Internet sites are also affected by the content they find and the user-friendliness of the sites. These also warrant attention, particularly since they contribute to positive outcomes in the Internet channel.

Outcome is the key priority for improvement, but there is also room to improve the content and user-friendliness of Web sites

By examining the room for improvement on the drivers and each one's contribution to satisfaction with the Internet, it is possible to identify priority improvements for this channel. This is shown in Exhibit 10.8. Also shown are two intersecting lines that define each quadrant. These lines represent average ratings on room for improvement (i.e. the horizontal intersecting line) and on contribution to satisfaction (i.e. vertical intersecting line) across drivers in a variety of situations.[8] Drivers in the upper right quadrant of the exhibit are priority improvements because there is room to improve performance and because they make material contributions to satisfaction with the channel. In this channel, outcome is the critical priority. Moving to the left, the other drivers can be found. While they make less of a contribution to satisfaction, they are important to consider given their room for improvement.

Exhibit 10.8 Priority areas of improvement for Internet channel
n=448
Citizens First 4
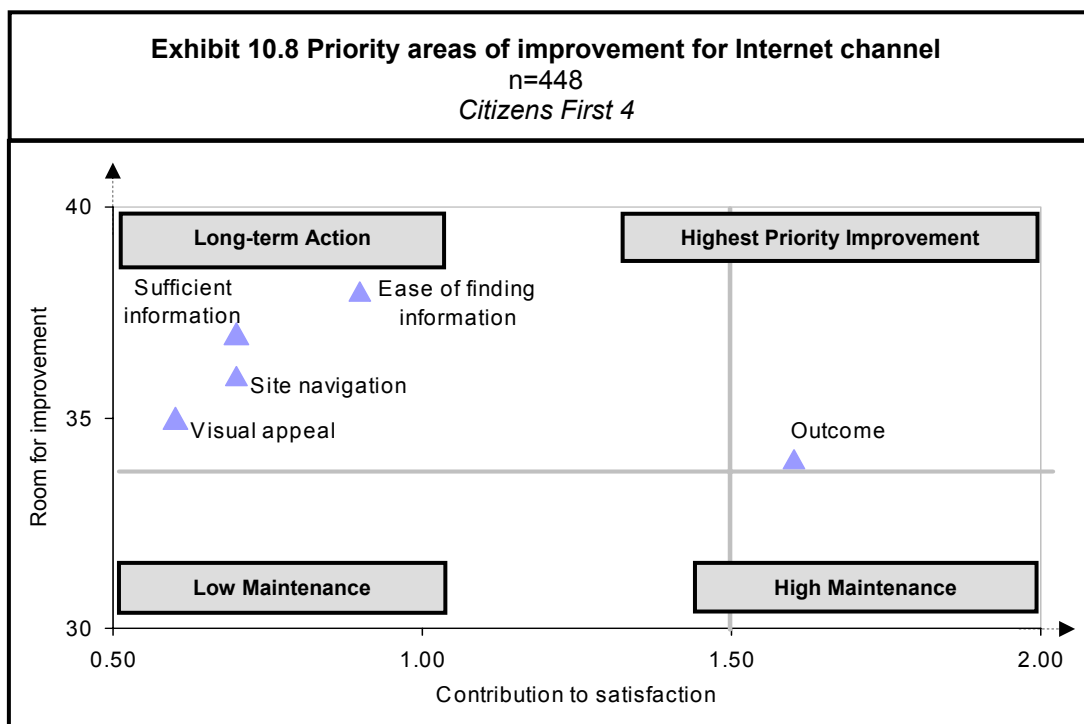
Several strategies can be deployed to improve performance of the drivers. The tendency of many government organizations to update the content on their site frequently and make periodic changes to site user friendliness makes considerable sense. These address all of the drivers over a defined period of time while dealing with the realities of an environment where the content may need to be updated frequently. All the while, government organizations will face pressure to do more online, to deliver more of what people need and want through this channel.

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[8] The exception here is that the room for improvement intersecting line is modified for these drivers given the more limited space to show the results and the lower ratings on these drivers.

What has been learned?

Government web sites serve a useful information role, often in combination with other channels. To maximize satisfaction with the Internet, five specific drivers must be strong, including outcome, ease of finding information, sufficient information, site navigation and visual appeal.

Outcome matters the most, but users of Internet sites are also affected by the content they find and the user-friendliness of the sites.

What does it mean for government service managers?

Government service managers can focus on these extra drivers of internet satisfaction to improve the performance of this channel. Some combination of continuous content updates, content reviews and efforts to improve the user friendliness of the sites will work best. In addition, public sector managers must be ready to meet citizens' expectations for providing more of what they need and want in this channel. This remains a challenge in a channel where the pace of change can make it difficult to keep up.

To give citizens more of what they need and want from the Internet channel, managers can try to replicate some of the strengths of other channels, where feasible. For instance, if they want to get more service users online and out of government offices, they will need to give them opportunities to personalize the service on the Internet. They will also need to demonstrate that this channel is reliable and dependable.

What remains unknown?

Future *Citizens First* studies can explore how the Internet helps or hinders the migration of clients to or from the telephone and in-person channels specifically. This survey has too little sample to answer that question. With that, managers can better understand how to align the Internet channel with these two other channels.

C   Access, Security and Privacy Need Attention

Certain topics require special attention because they have existed for some time and are not improving or because they are emerging and growing in importance. In *Citizens First 4*, these topics include access to government services and the security and privacy of personal information when using government services.

Citizens have reported problems accessing government services for some time. These problems were documented in the first *Citizens First* study and identified as a high priority improvement in *Citizens First* 3. This section of the report includes a chapter that deals specifically with access. It gives managers guidance on the conditions that contribute to successful access. It also provides direction on where to focus improvements to make access easier.

Information security and privacy, which are new topics in *Citizens First*, are examined in the context of using electronic channels for government service delivery. The chapter that explores this topic outlines citizens' information security and privacy concerns, and identifies different remedies that address those concerns.

Section A Government Services are Improving	Section B What Drives Satisfaction with Government Services?	Section C Access, Information Security and Privacy Need Attention	Section D Service Quality Influences Confidence in the Public Service
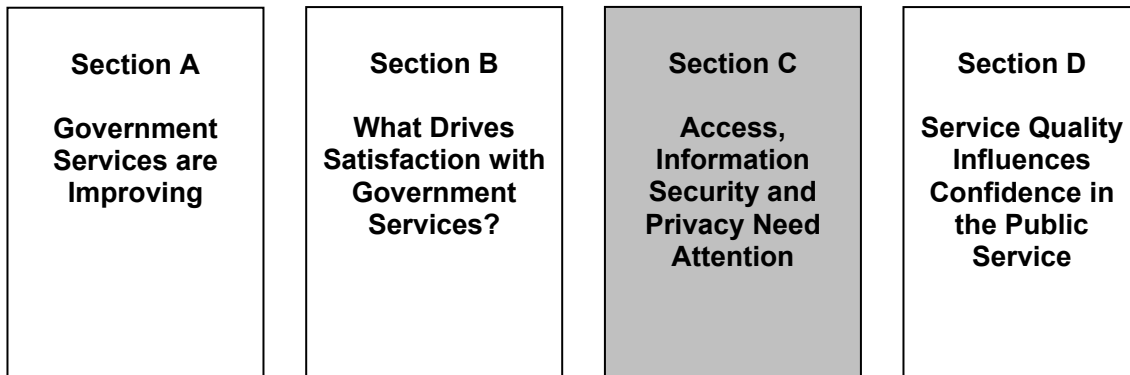
11.0 Access Barriers and Drivers

Problems with accessing government services were identified in the inaugural *Citizens First* study. Ratings of access have shown little improvement since then despite improvements in service quality shown in Chapter 2.0 of this report.

The current study seeks to extend the understanding of barriers to access by exploring in what situations access works well. This seems a logical starting point since previous chapters show variations in service quality ratings and satisfaction ratings with different channels in different situations. Drivers of access are also identified.

Government services are still not perceived to be easy to access

Similar to previous *Citizens First* studies, *Citizens First 4* shows that less than one third of citizens agree that they can readily access the government services they need. In contrast, about the same number (29%) feel that they cannot readily access the services they need. Public perception of the ease of access to government services has changed very little since *Citizens First 2*, as shown in Exhibit 10.1.[9]

Exhibit 11.1 Perceived ease of access to government services over time
Citizens First 4

"I can readily access any government service that I need."
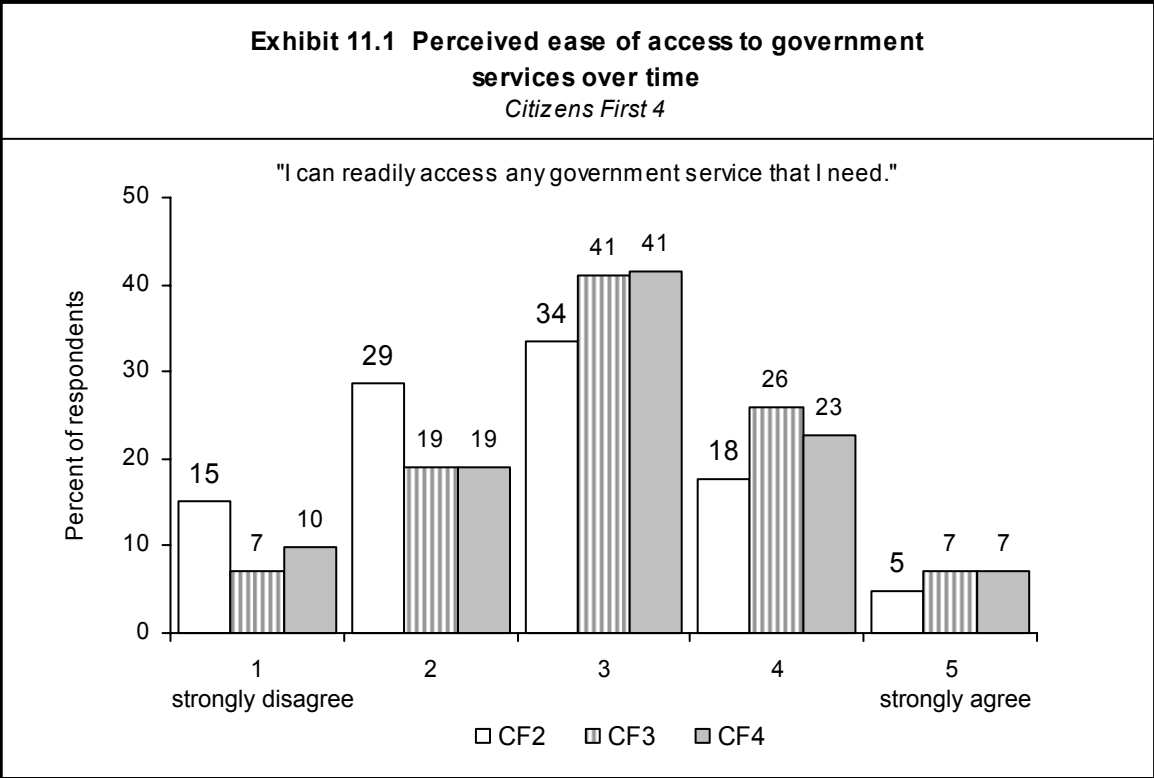
Note: sample sizes for CF2=5717, CF3=6031 and CF4=6623.

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[9] In *Citizens First 2*, the question was worded *I feel confident that I can readily access any government service that I need.* This differs somewhat from the question wording that was used in both *Citizens First 3* and *Citizens First 4*.

Perceptions of access do not match access experiences reported by citizens

The *Citizens First 4* survey also asked Canadians their view on the statement *It was easy to access this service* in relation to the recent government service experience that they chose to report (Exhibit 11.2). More citizens agreed than disagreed with this statement. Two-thirds agree that it was easy to access the specific service they reported on. Approximately one-in-five feel that it was not easy to access the service.

Exhibit 11.2 Ease of access during recent government service experience
n=5782
Citizens First 4

"It was easy to access this service."
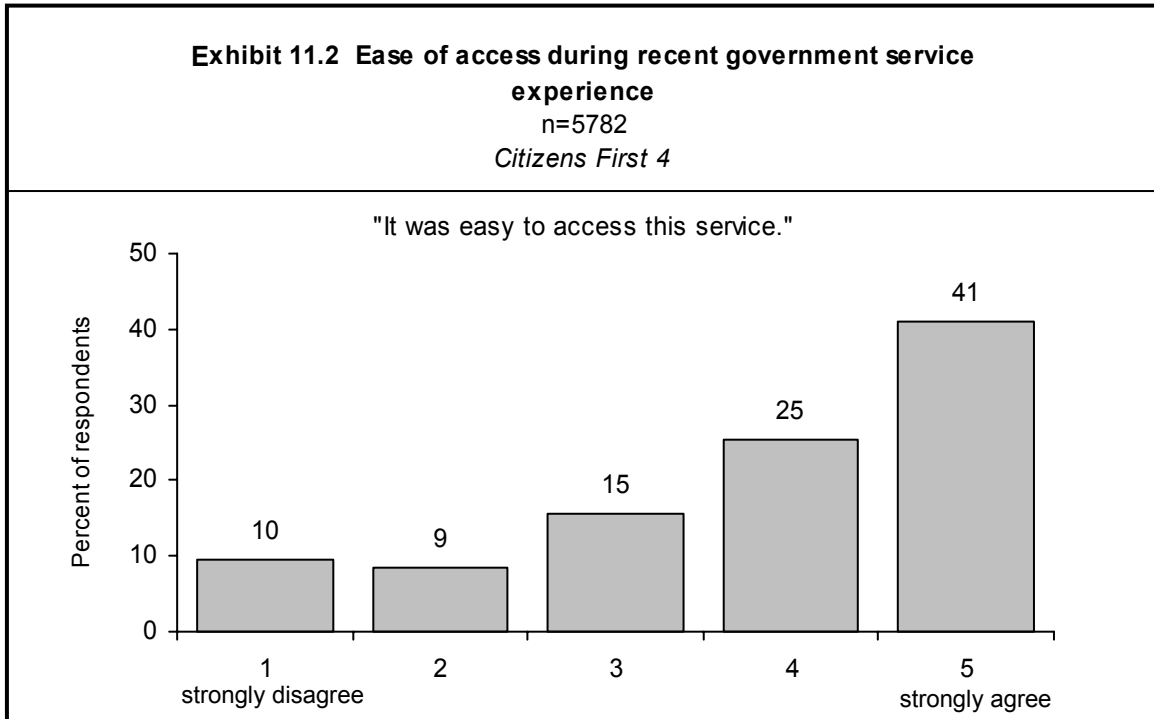
At first glance, the results about perceived access appear to contradict results based on actual access experiences. When thinking about access to government services at a global level, Canadians have rather negative perceptions of the degree to which it is easy to access services. However, when they think about recent government service experiences, they have rather positive perceptions of the degree to which it was easy to access the service.

One important distinction is that citizens were asked to rate the government service that they used most recently. The services that were rated, by virtue of the fact that they were services that citizens had completed successfully, were de facto successfully *accessed*. There may be other occasions where citizens are unsuccessful in accessing and even using a service, such as when they are searching for government information online or trying to call a government office for clarification about an issue. These service interactions, while not ones that citizens would have rated as a recent service experience, are still likely to influence their global perceptions about how easy (or hard) it is to access government services.

It is also worthwhile to note again that the service experiences citizens rated are ones they chose to report from the list of services they had used in the past year. Therefore, ratings of access on these service experiences may (or may not) reflect access to typical government services, depending on the patterns and motivations for citizens in choosing a particular service.

Some services have strong access ratings, while others do not

Citizens First 3 noted variations in ratings of access for different services. The same patterns are found in *Citizens First 4*. There is wide variation in ease of access ratings across both federal services (Exhibit 11.3) and municipal and provincial/territorial services (Exhibit 11.4). Services such as *Environment Canada weather information*, *applying for public automobile insurance* (in relevant provinces), *visited a public library* and *used a municipal recreation centre* have access ratings above 80 on the 100 point scale. However, when considered in aggregate, ratings of ease of access across all federal services (70 out of 100) are not much different than across all municipal/provincial and territorial services (71 out of 100).

Exhibit 11.3 Ease of access for federal services
Citizens First 4

"It was easy to access this service."

Service	Mean ease of access score (0-100)	n
Environment Canada weather information	88	n=105
Canada Post	79	n=516
Canada Pension Plan (CPP), Old Age Security (OAS)	71	n=184
Customs and Immigration border services	70	n=110
Employment Insurance (EI)	66	n=176
Canada Revenue Agency (CRA)	66	n=337
Passports: Get or renew a passport	61	n=286

Mean ease of access score (0-100)

Notes:
A higher mean score represents easier access.
Only federal services rated by more than 100 citizens are shown.

Exhibit 11.4 Ease of access for municipal and provincial/territorial services
Citizens First 4

"It was easy to access this service."

Service	Mean ease of access score (0-100)	n
Visited a public library	83	n=231
Used a municipal recreation centre	81	n=107
Motor vehicle registration, driver's licences	79	n=500
Used municipal public transit (bus, streetcar, subway)	78	n=162
Health card application or renewal	71	n=124
Visited a physician or medical doctor's office	70	n=541
Received hospital services as an outpatient	64	n=337
Stayed in a hospital to receive care	62	n=106
Birth, marriage, death registration and certificates	52	n=101

Mean ease of access score (0-100)

Notes:
A higher mean score represents easier access.
Only municipal and provincial/territorial services rated by more than 100 citizens are shown.

Access ratings vary by channel

Exhibit 11.5 shows that ease of access ratings vary by channel. Among the small number of citizens who used kiosks, this channel is rated as the easiest to access. In-person services are also highly rated in terms of ease of access. Citizens who use either fax or email to first access a government service find access most difficult. Compared to in-person services and kiosks, the telephone channel is more difficult to use when accessing government services.

Exhibit 11.5 Ease of access for channel first used to access service
Citizens First 4

"It was easy to access this service."

Channel	Mean ease of access score (0-100)	n
Kiosk	85	n=40
Office	74	n=2699
Internet	69	n=672
Visit from service representative	68	n=39
Mail	67	n=377
Telephone	66	n=1787
Email	61	n=44
Fax	54	n=28

Mean ease of access score (0-100)
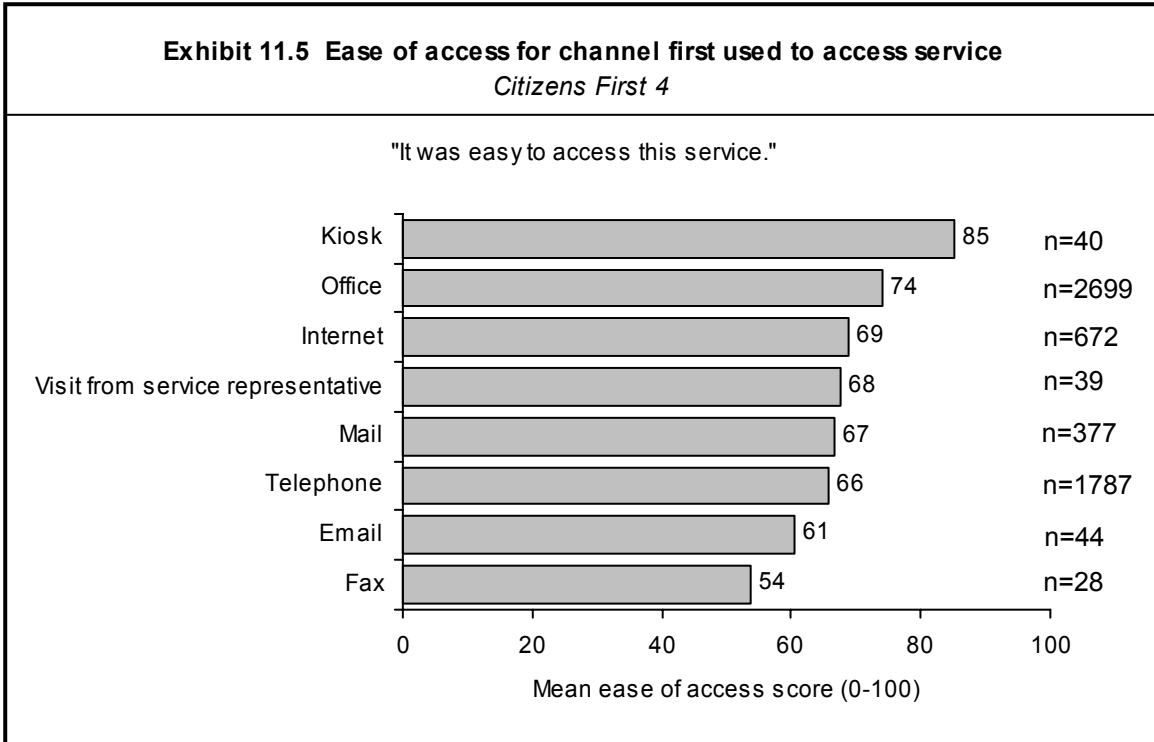
Note: a higher mean score represents easier access.

Access is good in simple situations, but less so in others

The evidence in *Citizens' First 4* reveals that access works well in the following situations:

- when the service experience can be accomplished on the first contact;
- when only one channel is used; and
- when citizens are conducting simple, routine types of transactions like searching for information or using services that have been used before.

Citizens who are able to complete their service experience on the first contact provide higher access ratings than others (Exhibit 11.6).

Exhibit 11.6 First contact resolution n=3590 *Citizens First 4*		
Number of contacts required	**Percent who required the number of contacts**	**Mean ease of access score (0-100)**
One	25	80
Two +	75	67
Total	100	70

Note: a higher mean score represents easier access.

Ease of access ratings are also higher for citizens who are able to get the service using a single channel (Exhibit 11.7).

Exhibit 11.7 Ease of access by single vs multiple channels n=6132 *Citizens First 4*		
Number of channels used	**Percent who used the number of channels**	**Mean ease of access score (0-100)**
One	45	75
Two	33	70
Three +	23	61
Total	100	70

Note: a higher mean score represents easier access.

Across the common types of service experiences, citizens' ratings of ease of access vary substantially. Citizens give consistently lower access ratings to more complex service experiences (Exhibit 11.8).

Exhibit 11.8 Ease of access by type of service experience n = 2731 *Citizens First 4*	
Type of service experience	**Mean ease of access score (0-100)**
Voluntary, routine use of services	77
Voluntary information gathering	76
Mandatory applications	70
Troubleshooting	63
Total	70

Note: a higher mean score represents easier access.

Examples of services that satisfy some of these criteria for simple transactions that are easier to access include *municipal transit services, Canada Post, received a hospital visit as an outpatient and visited a physician or medical doctor's office.*

The path to successful access concludes with contacting staff when it is convenient for citizens – also a priority for improvement

In order to understand how to improve citizens' access to government services, it is important to determine the factors that drive ease of access ratings. Exhibit 11.9 shows these drivers. Appendix H features the statistical results.

Exhibit 11.9 Drivers of access
n = 4902
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
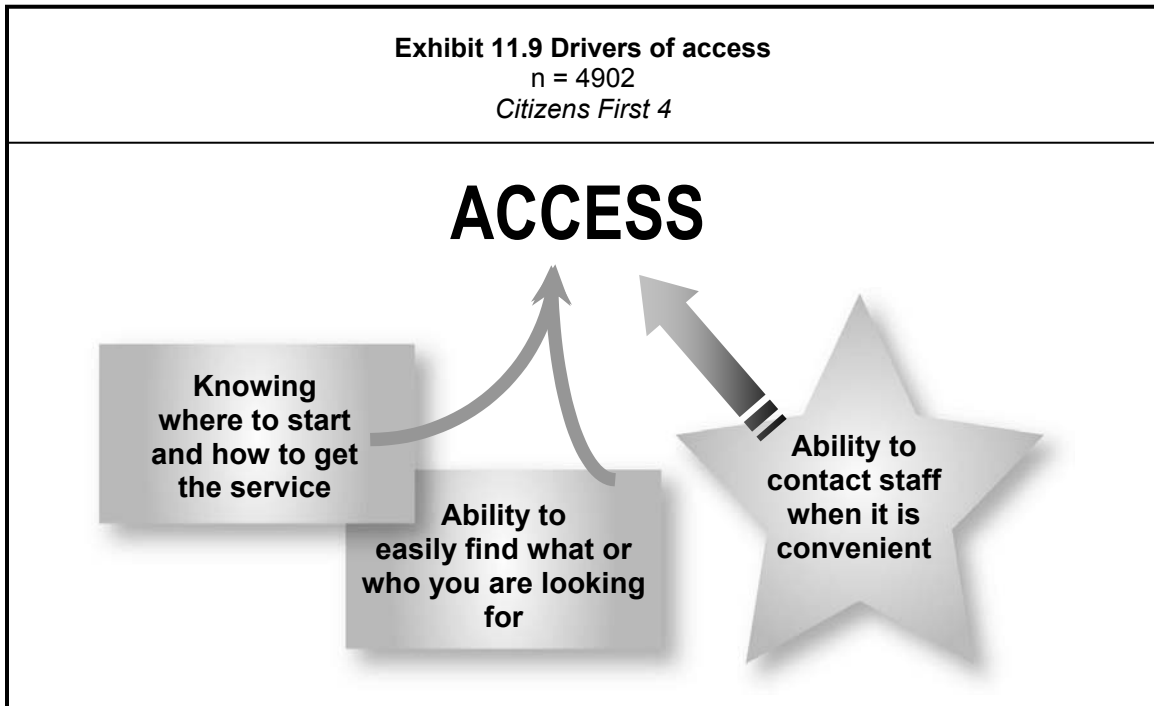
The strongest driver is the one shown as a star with a wider arrow pointing to access in the above exhibit. The relative importance of the drivers indicates that once citizens know where to start, and find what or who they are looking for, it becomes most important for the citizen to contact staff when it is convenient to them.

If efforts are undertaken to improve citizens' access to public services, it is logical to ask how well governments are currently performing on each of the drivers of access. Exhibit 11.10 summarizes the results. The key area of concern is the extent to which people can contact staff when it is convenient for them. Since this is also the most important driver, it is the priority driver for improving access.

Exhibit 11.10 How citizens rated performance on the drivers of ease of access
n = 4902
Citizens First 4

Driver	Mean agreement score (0 - 100)
When I started, I knew where and how to get the service	76
It was easy to find what or who I was looking for	73
I was able to contact staff when it was convenient to me	65

Note: a higher mean score represents easier access.

Conveniently getting to the right person is critical when using the telephone, while knowing which site to access is critical when using the Internet

The same three drivers apply to public services first accessed by telephone as well as those first accessed online. However, the relative importance of the drivers is somewhat different, depending on the mode used to first access the service.

In the telephone channel, successful access is most dependent on conveniently getting to the right person. This implies having intuitive front-end telephone systems that service users can navigate easily and convenient hours of service operation when staff may be contacted directly.

In the online channel, successful access is most dependent on knowing which site to access. Helping citizens find their way through the plethora of web sites for government services is a significant challenge.

Knowing where to start is more relevant on simple transactions

For simpler service experiences such as obtaining information about voluntary services and using voluntary services on a repeated basis, the same three drivers of access emerge (i.e. knowing where to start, ability to find what or who you are looking for, ability to contact staff). However, for more complex types of service experiences (e.g. applying for mandatory government programs and services or troubleshooting), only the last two drivers apply. In these situations, knowing where to start is no longer a driver of access.

What has been learned?

Many citizens perceive that government services are still not easy to access. However, an examination of actual access experiences shows that many government services are easy to access. Services are easy to access when:

- the service experience can be accomplished on the first contact;
- only one channel is used; and
- citizens are conducting simple, routine types of transactions like searching for information or using services they have used before.

There are three key drivers of access:

- knowing where to start and how to get the service;
- being able to easily find what or who you are looking for; and
- being able to contact staff when it is convenient.

Of the three, being able to contact staff is the priority for improvement because it has the greatest impact on access ratings and because it has the most room for improvement.

What does it mean for government service managers?

This study illustrates the situations when government services are easy to access or not. Public service managers are encouraged to replicate these situations where feasible. Moreover, this study provides guidance on how high access ratings might be under the right circumstances. In that regard, these findings provide a benchmark for successful access in the right situations.

Efforts to improve access can focus on the key drivers. In particular, strategies for improvement can centre on improving citizens' ability to contact staff when it is convenient to them.

The next chapter examines the use of online channels for accessing government services with a particular focus on concerns related to privacy and security of information.

What remains unknown?

The model for drivers of access does not explain all of the variability in the access ratings. However, it does serve as a solid foundation to help public service managers know where to benchmark access performance and how to improve access. Future research studies might explore a broader range of factors that may (or may not) be drivers of access.

12.0 Security and Privacy of Information

Previous chapters showed that special attention is needed to improve access to government services. The Internet, with its strengths of speed and ease of use, can help to improve access. In time, it may open doors to more government services. The success of online initiatives designed to do this depends, in part, on addressing concerns that citizens have when using online channels.

Canadians are using the Internet more often. While information searching is common, transacting online is less common, according to various reports. Some suggest this is due to concerns about hacking, identity theft and perceptions of unrestricted information sharing. Some citizens express concerns about privacy when using government web sites, which was noted in a previous chapter also.

This topic of security and privacy is new in *Citizens First*. Both security and privacy are complex topics, each worthy of separate and independent study. The purpose of this chapter is to help public service managers understand potential privacy and security concerns that citizens have regarding their personal information when using (or not using) the Internet for government service delivery. It also focuses on potential strategies citizens believe will help reduce their concerns. This is particularly important if those concerns have an impact on citizens' willingness to transact online.

Information security and privacy concern citizens, particularly for services delivered through online channels

When using government services, some citizens have security and privacy concerns pertaining to their personal information, irrespective of the channels they use. In relative terms, however, transacting online and using email give them greater cause for concern than meeting someone in person, using the telephone or even using the mail. This applies to both security and privacy, as shown in Exhibit 12.1. People's level of concern when transacting online and using email range between 57 and 59 out of 100, compared to 27 to 40 out of 100 for in-person, telephone and mail. Security and privacy concerns around the use of kiosks or automated tellers are more similar to the online channels.

For the government service manager, the higher level of concern about transacting online may prompt potential online users to remain in other channels. For example, a person applying for government financial assistance will prefer to meet with someone in-person, discuss it over the phone or send a form in the mail, unless their concerns can be alleviated.

Exhibit 12.1 Security and privacy concerns for specific access methods with government
Citizens First 4

"To what extent are you or are you not concerned with the security and privacy of your information for the following methods of accessing government services?"

More concerned →

Access method	Security concerns	Privacy concerns
Using online services, transacting online	58	59
Using e-mail	57	57
Using a kiosk or automated teller machine	49	50
Using the telephone	36	40
Using the mail	36	39
Meeting with service staff in person	27	30

Mean score (0-100)

□ Privacy concerns ▨ Security concerns

Notes:
A higher mean score represents a higher level of concern.
Sample sizes range from 2807 to 3276 for security concerns and 2861 to 3195 for privacy concerns

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Searching for information online is comfortable for most, but transacting online is not

These security and privacy concerns in online channels are not surprising, considering limited levels of comfort transacting online in general. As shown in Exhibit 12.2, the level of comfort citizens have when transacting online using a credit card (shown using an average comfort rating of 34 out of 100) is much lower than citizens' comfort searching for information online (average comfort rating of 66 out of 100). Likewise, citizens are more comfortable using online government services for simple functions (average comfort rating of 59 out of 100).

Exhibit 12.2 Level of comfort using electronic services
Citizens First 4

"Indicate how comfortable or uncomfortable you are with the following:"

More comfortable →

	Mean score	n
Searching for information on the Internet	66	n=5760
Accessing government services online such as information forms, change of address information	59	n=5743
Banking online	46	n=5721
Filing your taxes online	39	n=5724
Using a credit card to transact online	34	n=5745

Mean score (0-100)

Note: a higher mean score represents a higher level of comfort.

Even heavy Internet users are less comfortable transacting online

Citizens are not equally comfortable online. As shown in Exhibit 12.3, even heavy Internet users are not completely comfortable online. For example, those who use the Internet every day have only limited comfort when using a credit card to transact online (average comfort rating of 50 out of 100). For public service managers, this is important because it means that comfort with electronic services affect all citizens. This limited comfort may prevent some non-users from going online at all and may prevent existing users from going online more often or for different reasons.

Exhibit 12.3 Level of comfort using electronic services by Internet usage rate
Citizens First 4

"Indicate how comfortable or uncomfortable you are with the following:"

More comfortable →

Service	Never use Internet	Use Internet less than daily	Use Internet almost every day
Searching for information on the Internet	27	65	84
Accessing government services online such as information, forms, change of address information	28	57	74
Banking online	17	40	65
Filing your taxes online	21	34	53
Using a credit card to transact online	14	27	50

Mean score (0-100)

☐ Never use Internet ▨ Use Internet less than daily ▪ Use Internet almost every day

Notes:
A higher mean score represents a higher level of comfort.
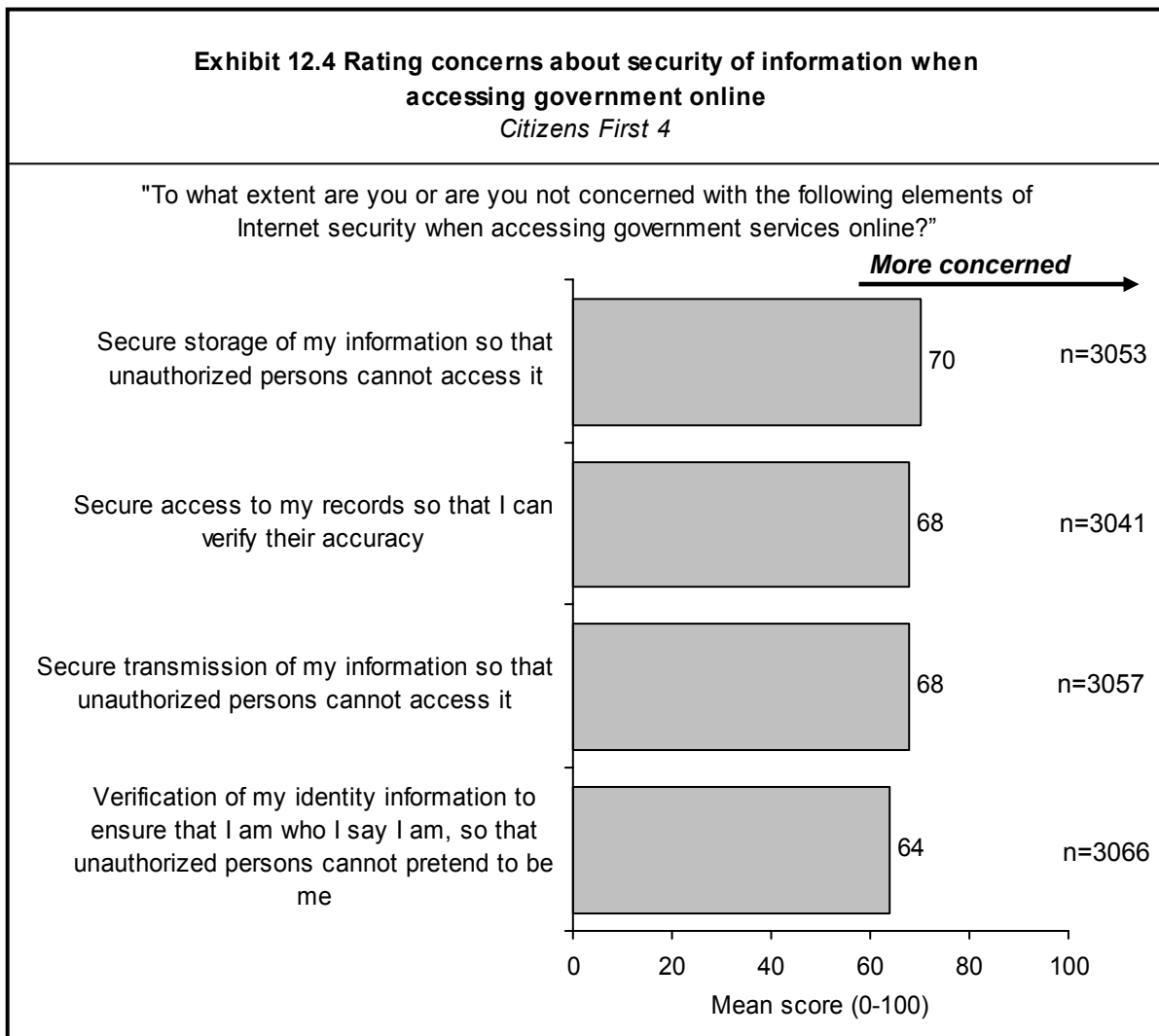*Sample sizes range from 5721 to 5760.*

Citizens see numerous risks to security and privacy of their information online

Concerns about security and privacy touch on many potential risks. This is shown in Exhibits 12.4 and 12.5. For security of personal information, there are equally high levels of concern over information storage, transmission, access and identity verification. For privacy of personal information, there are strong concerns about consolidation of information, unauthorized access and sharing without permission. On balance, concerns related to privacy tend to be stronger than concerns related to security.

These security and privacy concerns are strongly related to concerns that citizens have about transacting with governments online[10]. Security concerns explain 26% of the variance in concerns about transacting online. Similarly, privacy concerns explain 24% of the variance. Reduce the concerns and the prospects for getting citizens to transact online improve.

Exhibit 12.4 Rating concerns about security of information when accessing government online
Citizens First 4

"To what extent are you or are you not concerned with the following elements of Internet security when accessing government services online?"

More concerned →

	Mean score	n
Secure storage of my information so that unauthorized persons cannot access it	70	n=3053
Secure access to my records so that I can verify their accuracy	68	n=3041
Secure transmission of my information so that unauthorized persons cannot access it	68	n=3057
Verification of my identity information to ensure that I am who I say I am, so that unauthorized persons cannot pretend to be me	64	n=3066

Mean score (0-100)

Note: a higher mean score represents a higher level of concern.

---

[10] Regression analysis was used to confirm the strength of this relationship.

"To what extent are you or are you not concerned with the following elements of information privacy when accessing government services online?"

More concerned →

The consolidation of my personal information into one file without my knowledge	78 n=3168
Access to personal information by unauthorized persons	75 n=3169
The sharing of my personal information with another organization without my permission	73 n=3179

0   10   20   30   40   50   60   70   80   90   100
Mean score (0-100)

Note: a higher mean score represents a higher level of concern.

Rate of concerns about information security and privacy are even higher in the private sector

Security and privacy concerns are not just applicable to government services online. Citizens have concerns about private sector services online as well, and that rate of concern is even greater than for government services online (see Exhibit 12.6).This is most pronounced for information privacy. The biggest gap in concerns is related to the risk of sharing personal information without permission. Indeed, the differences that favour the public sector over the private sector on this dimension are even greater when citizens:

- rate the reputation of government services more highly;
- have more confidence in the public service; and
- believe that the public sector has a more difficult task in managing conflicting interests than the private sector.

If, as noted earlier in this chapter, concerns about information security and privacy affect the migration to the government's electronic channels, these findings suggest that those concerns can be mitigated. For the public service manager, this underscores the importance of providing good service. If citizens believe government services are good and have confidence in the public service, they are more likely to be receptive to new and more innovative services deployed through online channels.

Exhibit 12.6 Comparing concerns: government vs. private sector
Citizens First 4

"To what extent are you concerned with the following elements of information privacy or Internet security when accessing government and private sector services online?"

More concerned →

Security of Information

Verification of my identity information to ensure I am who I say I am, so that unauthorized persons cannot pretend to be me
- 64
- 69

Secure access to my records so that I can verify their accuracy
- 68
- 73

Secure transmission of my information so that unauthorized persons cannot access it
- 68
- 73

Secure storage of my information so that unauthorized persons cannot access it
- 70
- 75

Privacy of Information

The consolidation of my personal information into one file without my knowledge
- 78
- 83

Access to my personal information by unauthorized persons
- 75
- 84

The sharing of my personal information with another organization without my permission
- 73
- 84

0   20   40   60   80   100

Mean score (0-100)

□ Private Sector ■ Government

Notes:
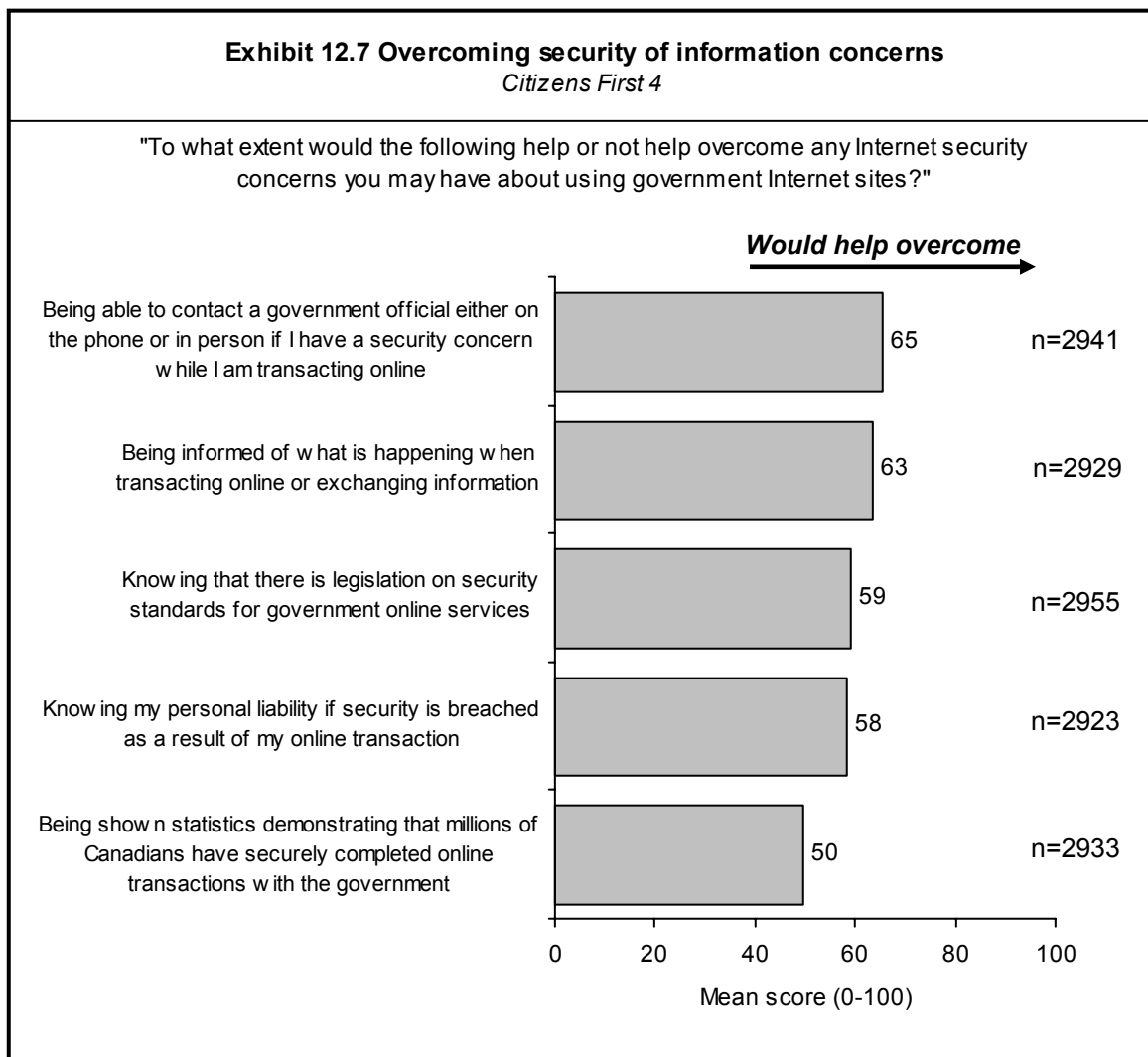*A higher mean score represents a higher level of concern.*
Sample sizes range from 2891 to 3061 for the private sector concerns and 3041 to 3179 for government sector concerns.

Several remedies can help overcome concerns

Citizens considered the appeal of several possible remedies that might overcome security and privacy concerns as shown in Exhibit 12.7. Most feel all options have some merit, but there is a slightly stronger appeal for having:
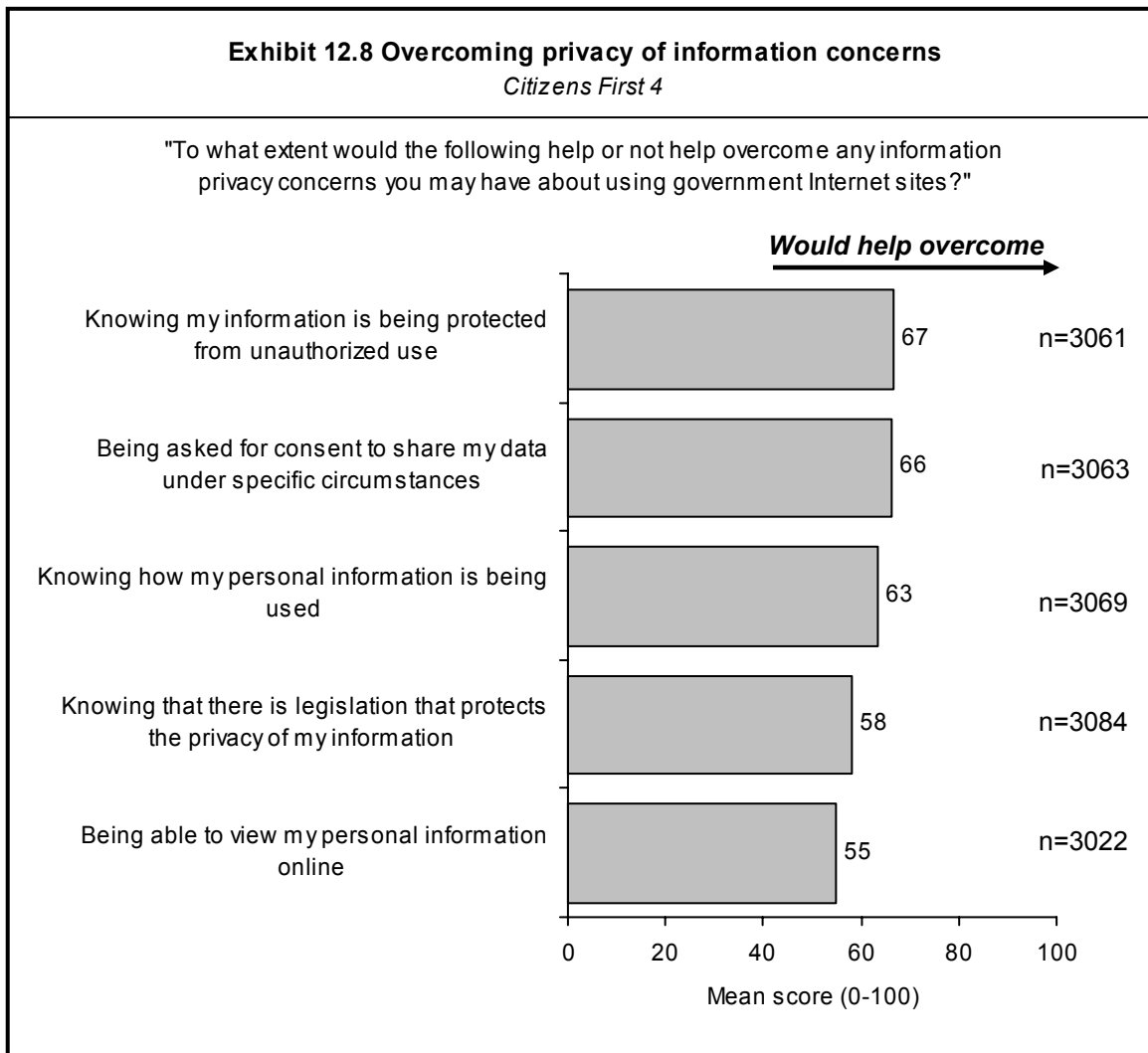
- access to a government official while transacting online (average rating of 65 out of 100 on helping to overcome concerns); and
- information at the time of the online transaction or exchange of information (average rating of 63 out of 100 on helping to overcome security concerns).

This kind of active and immediate gratification is preferred by the public somewhat more than increasing citizens' general knowledge of steps taken by the government to secure personal information. For the service manager trying to move customers to self-help e-channels to contain costs, managing these expectations will be a challenge.

Exhibit 12.7 Overcoming security of information concerns
Citizens First 4

"To what extent would the following help or not help overcome any Internet security concerns you may have about using government Internet sites?"

Would help overcome

	Mean score (0-100)	
Being able to contact a government official either on the phone or in person if I have a security concern while I am transacting online	65	n=2941
Being informed of what is happening when transacting online or exchanging information	63	n=2929
Knowing that there is legislation on security standards for government online services	59	n=2955
Knowing my personal liability if security is breached as a result of my online transaction	58	n=2923
Being shown statistics demonstrating that millions of Canadians have securely completed online transactions with the government	50	n=2933

Note: a higher mean score represents a higher likelihood of overcoming any Internet security concerns with government sites.

Likewise, citizens accept that knowledge is powerful in helping to overcome concerns about the privacy of their information. This is shown in Exhibit 12.8. Active consent will also help overcome concerns (average rating of 66 out of 100 on helping to overcome concerns).

Exhibit 12.8 Overcoming privacy of information concerns
Citizens First 4

"To what extent would the following help or not help overcome any information privacy concerns you may have about using government Internet sites?"

Would help overcome →

Knowing my information is being protected from unauthorized use	67	n=3061
Being asked for consent to share my data under specific circumstances	66	n=3063
Knowing how my personal information is being used	63	n=3069
Knowing that there is legislation that protects the privacy of my information	58	n=3084
Being able to view my personal information online	55	n=3022

0   20   40   60   80   100

Mean score (0-100)

Note: a higher mean score represents a higher likelihood of overcoming any Internet privacy concerns with government sites.

It will take more than general communications targeting broad audiences to address the concerns. Citizens also want in person contact and customer service during an online transaction. People need to be re-assured that their interests will be protected. They appreciate being asked for consent before personal data is shared with another party. It's akin to public safety in some respects. Citizens feel some level of comfort being told their safety is protected, how seldom citizens have to deal with crime and what happens when a crime is committed. Yet, they also feel better when police actually patrol by their home from time to time or when law enforcement officers share information when things do go wrong.

What has been learned?

Despite the steady migration of Canadians to the Internet, not everyone is comfortable transacting online with government. The levels of concerns touch all citizens, including users and non-users of the Internet. Without addressing security and privacy concerns, public service managers risk having citizens remain in more traditional service channels.

The concerns that citizens have about security and information privacy online are multi-faceted. The remedies needed to address those concerns will need to be multi-faceted as well. A combination of communications, timely and immediate customer service, and sound policy is well directed.

The online security and privacy concerns touch the broader service agenda in many ways. If citizens believe government services are good and have confidence in the public service, they are more likely to be receptive to new and more innovative services deployed through online channels.

What does it mean for government service managers?

Public service managers will need to assess the degree to which security and privacy concerns apply to their specific services. Remedies to overcome concerns can then be identified, tested and deployed in that service context. Communications alone, which tells citizens their information is secure and their privacy is protected, is not likely going to be enough. Managers will need to engage service staff to provide re-assurances at the time citizens are actually online using government services, or be prepared to manage their service expectations. It also means that different channel managers will need to work together.

To encourage citizens to be receptive to new government service delivery in the online channel, there is merit in having the public sector managers collectively promote their service achievements and the growing confidence that people have in the public service.

In the next chapter, we re-examine the links between good service and confidence in the public service to see if service still matters when considering other potential drivers of confidence.

What remains unknown?

This initial exploration into the security and privacy of personal information is useful. Nevertheless, two important facts are still missing from this puzzle.
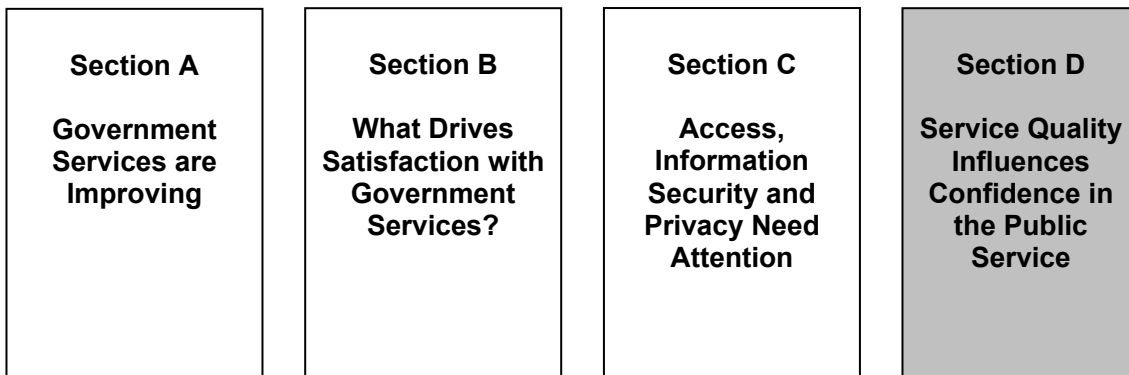
First, citizens say specific security and privacy concerns affect their comfort when using the online channel for government services in general. But is their behaviour consistent with that attitude? What's missing is evidence on how such concerns affect actual behaviour online. Future *Citizens First* studies can explore that in the context of barriers encountered while using the online channel for a recent service experience.

Second, we do not yet know the relative impact of the remedies. Public service managers will need to try different approaches and then share their experiences with other managers. Collectively, then, all managers can support the goal of having more citizens use the online channel.

D   Service Quality Influences Confidence in the Public Service

It is easy to accept that service improvements will increase user satisfaction with those services. However, the impacts of service improvements are also felt beyond the walls of the individual service organization. *Citizens First 3* illustrated the point that high quality government services contribute to confidence in government. That affects everyone; citizens, taxpayers, governments in general and other stakeholders, not just users of government services.

This section of the report re-examines the link between service quality and confidence in public services. This time, however, there is interest in knowing if the service agenda is still important in light of other factors that may also affect citizens' confidence in the public service.

Section A	Section B	Section C	Section D
Government Services are Improving	**What Drives Satisfaction with Government Services?**	**Access, Information Security and Privacy Need Attention**	**Service Quality Influences Confidence in the Public Service**

13.0 Confidence in the Public Service

Confidence in government is at the root of modern democracy. For those democracies to work, citizens must trust that those who govern will address their needs and promote their interests to others. Studies that track confidence and trust in government have shown western democracies failing in this regard. To respond to this, the public sector needs clear direction on what can be done to strengthen confidence and help Canadians feel their needs and interests are taken into account.

One of the most important findings from *Citizens First 3* was the establishment of a link between service quality and confidence in government. This is shown in Exhibit 13.1.

Exhibit 13.1 Previous model of confidence in government
Citizens First 3
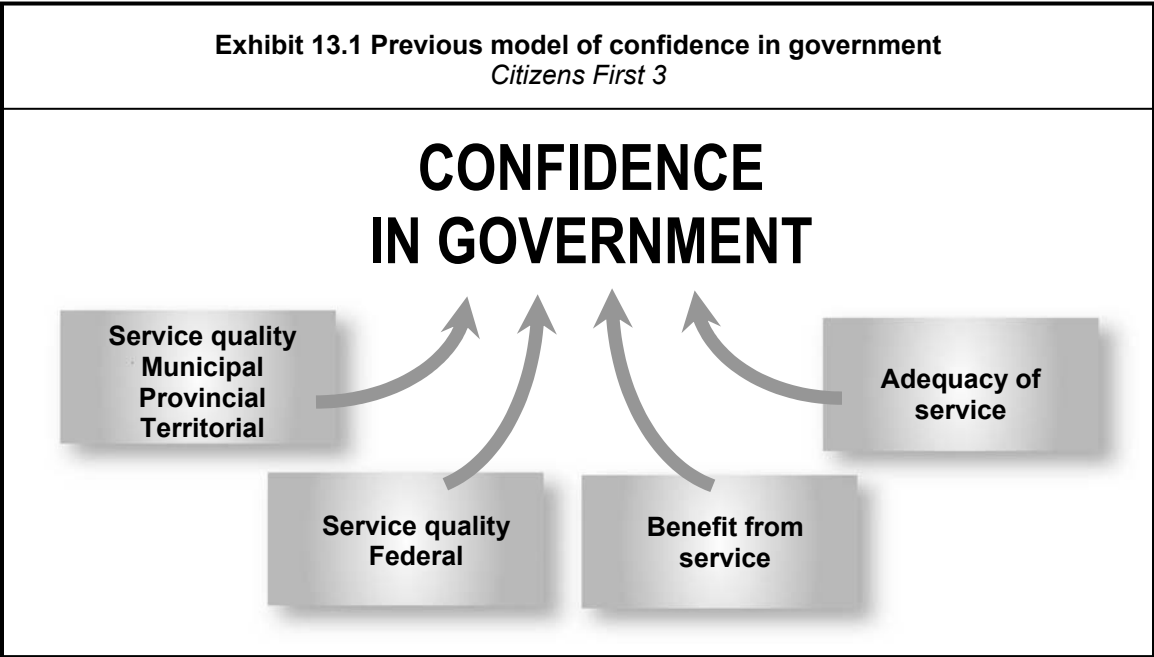
According to this model, service quality is a driver of confidence in government. That is to say, service quality has a direct impact on confidence in government and improvements in service quality can lead to improvements in confidence in government. The degree to which citizens believe that government services have a positive effect on themselves and their family (benefit), and that government services meet their needs (adequacy) have an effect on confidence in government, but the actual experiences citizens have in receiving a service also help determine whether a citizen has confidence in their government.

The link between service quality and confidence in government underscores the importance of the service agenda. Not only is good service important for service users, it is also important for citizens, governments and democratic institutions in general.

In considering the link between service quality and confidence in government, there was interest in re-visiting this model through *Citizens First 4* to:

- focus more specifically on confidence in the public service; and
- examine if there are other drivers that shape citizens' views of the public service and how these compare to the importance of the service agenda.

A renewed focus and model

On the surface, it might seem elementary to measure confidence in the public service by asking for the level of confidence directly. However, assessing perceptions of something as complex as confidence in the public service cannot be completed using a single question alone. Instead, several are used together to provide a composite measure of confidence in the public service. On the basis of past research, in-depth pre-test interviews during the design stage of *Citizens First 4* and evidence of structure from statistical analysis, four statements were used to define confidence in the public service. They are:

- I believe the public service does a good job;
- I trust the public service to do what is right;
- The public service keeps its promises – that is, they do what they say they will do; and
- I can count on the public service to do what is best for citizens.

The survey was designed to collect this information by level of government, recognizing that views may vary by level of government as well as the possible drivers themselves.

Other studies[11] have shown that, while service quality influences confidence in the public service, other factors may also have an impact. Some of these other factors include the ability of public services to engage citizens, the perceptions of management and leadership, the transparency of government, and the achievement of objectives to name a few (a more detailed description of other factors that were examined appear in the methodology report available from the Institute for Citizen-Centred Service). So the questions become, where does service delivery fit in when considering all of these other possible factors that might influence confidence in the public service? And does the relative importance of service quality differ by level of government in Canada?

Strong services contribute to confidence in the public service

When a wide variety of factors that might influence confidence in the public service are considered, it is noteworthy that opinions about services still have an impact on confidence in the public service. Specifically, confidence is higher when citizens believe public services are responsive, effective in achieving objectives, aligned with citizens' priorities and needs, and when they believe the public service provides high quality services. As Exhibit 13.3 demonstrates, this applies to the federal public service as well as public services at the municipal, provincial, and territorial levels. Appendix I shows the statistical results that support this model.

In addition to opinions about services, however, the model also indicates that other factors influence confidence in the public service. Citizens have more confidence in the public service when they believe they are treated fairly, equally and honestly, when they feel their leaders demonstrate competency and transparency, and when they see services having a positive affect on themselves and their community.

In fact, strong leadership and management have the greatest impact on confidence in the public service as shown with the star symbol. Simply stated, if citizens believe the public service has strong and competent leaders, they tend to have more confidence in it.

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11 Researchers at the University of Leuven in Finland (G. Bouckaert, S. Van de Walle, B. Maddens, J. Kampen) outline differences in confidence at various levels of government. Other relevant studies studies include: Trust in Public Institutions, Mori: Social Research Institute; People, Service and Trust: Is there a Public Sector Service Value Chain?, R. Heintzman & B. Marson (2003); Rebuilding Trust and Confidence in Public Institutions, B. Marson (2003) ; H. Simms - EKOS (2001); Rethinking Government, EKOS (2000); Rethinking Citizen Engagement, EKOS (1998); Public Confidence in the Public Sector, N. Ryan (2000); The Effects of E-Government on Trust and Confidence in Government, C. Tolbert & K. Mossberger (2004); Trust and Confidence Research, Western Institute for Social Research - Western Washington University.

Exhibit 13.2 Drivers of confidence in the public service
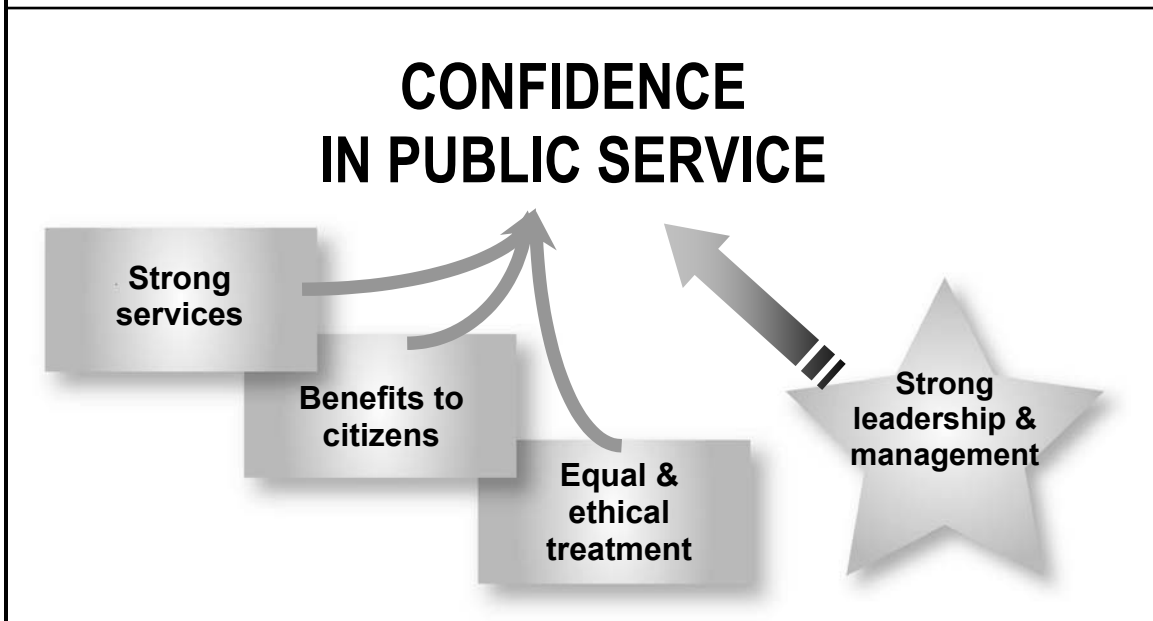*Citizens First 4*

CONFIDENCE
IN PUBLIC SERVICE

Strong services

Benefits to citizens

Equal & ethical treatment

Strong leadership & management

Exhibit 13.3 Defining drivers of confidence in the public service
Citizens First 4

Drivers	Relative importance by level	
	Municipal, provincial, territorial *n =1295*	Federal *n = 440*
Strong services	.23	.11
The public service is responsive to my needs		
Public services achieve the objectives they are supposed to achieve		
The public service provides good quality service to citizens like me		
The priorities of the public service are well-aligned with my priorities		
Priorities of the public service are in touch with the needs of my community		
Benefits to citizens	.25	.10
Public services have a positive effect on me		
Public services have a positive effect on my community		
Equal and ethical treatment	.09	.15
The public service treats citizens fairly		
The public service treats all citizens equally		
The public service is honest in the way it deals with citizens		
Strong leadership and management	.50	.66
The public service can be counted on to admit mistakes when they happen		
The public service conducts its business in an open and accountable manner		
The public service does a good job of managing tax dollars		
The public service is well-managed		
The public service is led by competent managers		
The public service has strong leadership		

Note: the relative importance of drivers is taken from Appendix I.

The relative importance of the drivers varies by level of government:

- having strong, ethical leaders and managers is somewhat more important at the level of federal services; and
- strong beliefs about the services and their benefits on individuals and communities are slightly more important for confidence in municipal and provincial / territorial levels of the public service than the federal level of the public service.

These differences are not surprising given the public's more immediate and proximate relationship with services at lower levels of government and the frequency with which citizens use services at these levels of government.

The origins of strong services can be traced back to service quality

It is possible to trace the roots of strong services back to the satisfaction that citizens have when using individual services. This is shown in Exhibit 13.4, where the roots of strong services are shown in green. Definitions of these roots appear in Exhibit 13.5.
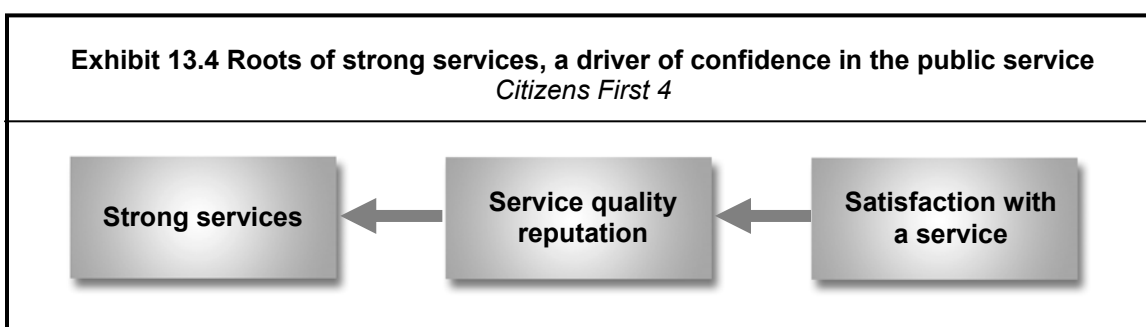
Exhibit 13.4 Roots of strong services, a driver of confidence in the public service
Citizens First 4

Strong services	←	Service quality reputation	←	Satisfaction with a service

Exhibit 13.5 Defining roots of strong service
Citizens First 4

	Contribution by level	
Drivers	**Municipal, provincial, territorial** *n =1295*	**Federal** *n = 440*
Service quality reputation	.91	.78
Service quality rating overall for federal services	n/a	
Service quality rating overall for provincial/territorial services		n/a
Service quality for rating overall for municipal services		n/a
Satisfaction with a service	.27	.65
Satisfaction with this service experience		
This service experience met my expectations		

Note: the contribution of each driver, or root, is taken from Appendix I.

The findings indicate that the roots of strong service can be traced back to the service quality reputation of governments, which in turn can be traced back to the individual experiences of the citizen when using government services. The model supports the idea that service quality matters, as shown in *Citizens First 3* that strong satisfaction with specific government services can make contributions to confidence in the public service down the line. Citizen satisfaction with service matters.

This lends proof to the idea that public service managers make regular deposits and withdrawals on the confidence account every time they interact with citizens to deliver services. To that end, they need to review and renew services at every point in the delivery process that touches citizens, further enhancing those moments of truth and ensuring those services continue to deliver benefits. They can plan for training and development, and succession to ensure that managers have the qualities needed to instill confidence in the public service. In doing so, managers should know that their efforts benefit not just services users, but citizens and governments in general.

What has been learned?

Similar to *Citizens First 3*, the current study indicates that strong services make significant and positive contributions to confidence in the public service. This applies to services at all levels of government. In addition, confidence is higher when citizens see benefits from those services and when managers demonstrate strong leadership, managerial competence and ethical behaviour.

The roots of strong services can be traced back to perceived service quality and citizen satisfaction with individual service experiences. As such, the work of the public service manager has downstream impacts on citizens' confidence in the public service.

What does it mean for government service managers?

In managing services, public service managers will need to ensure that services deliver benefits to users and citizens alike. This will require periodic review and renewal. Previous chapters provide guidance on where to promote continuous service improvement. Given the qualities associated with strong leadership in the public service, they may need to invest in training, development and succession planning. At the same time, they can continue to improve services knowing that the benefits of doing so are investment in good, citizen-centred service and good government.
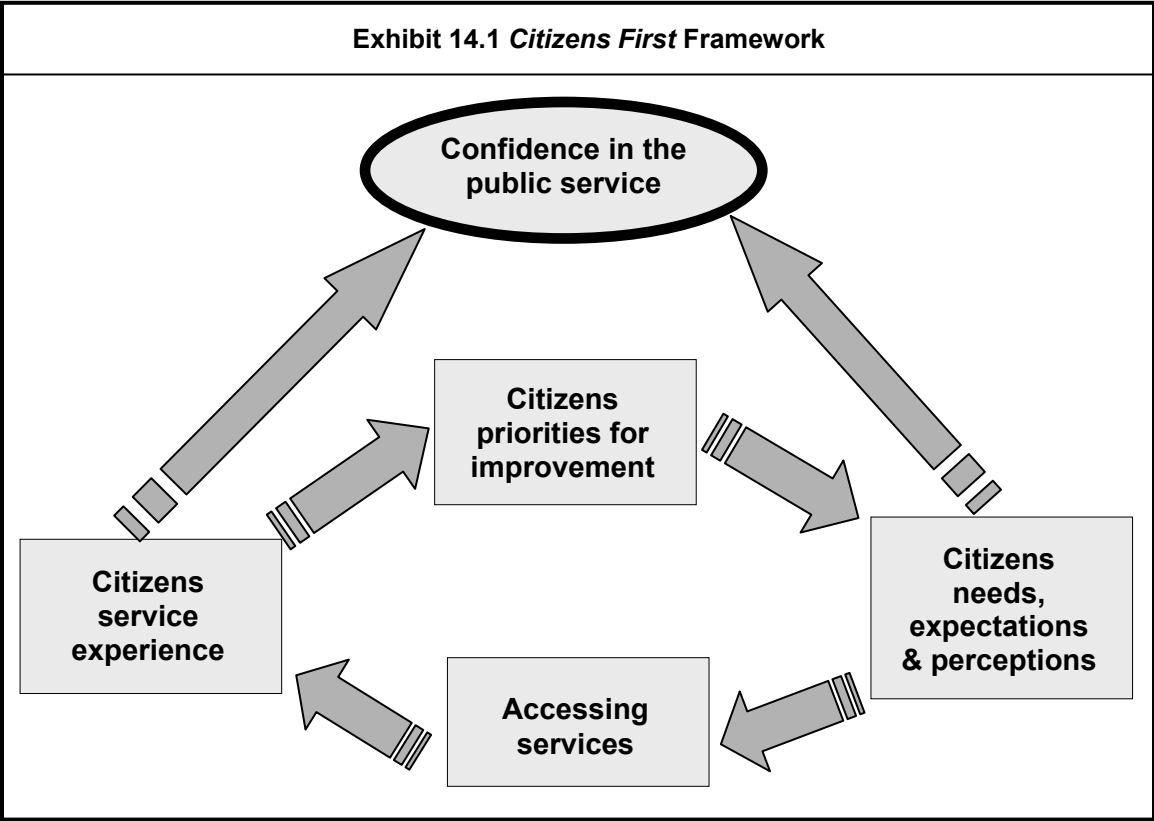
What remains unknown?

There is guidance in this report on how to improve government services from the perspective of citizens and service users. There is little on where and how to improve leadership and managerial competence. Some individual government departments and ministries may have their own independent studies to examine their capacity to deliver services. There may also be a role for organizations like the Institute for Citizens-Centred Service in providing managers with the skills, competencies, tools and resources needed to deliver the high quality services citizens have come to expect from government, potentially through research, training and development.

14.0 The Road Ahead

Citizens First seeks to give line managers guidance on how to better manage government services. Building on the previous three studies and the findings from *Citizens First 4*, the framework in Exhibit 14.1 summarizes what has been learned to date. This is followed by recommendations going forward.

The four rectangles at the bottom of the framework are the common components of the service delivery process. It shows that citizens have needs, expectations and perceptions about a service, which they hold when they access a public service. Once they experience the service itself, they start to form new expectations, and can provide feedback on how it might be improved.

Two of these steps can contribute to confidence in the public service. Citizens bring with them attitudes and perceptions about the service quality reputation of different levels of government. Their opinions and beliefs about leaders, their ethics, and beliefs about the benefits of the service to them and their community can form citizen's views. Once they experience a public service, citizen's confidence can change for the better or worse. The better the service the more confidence is gained.

Exhibit 14.1 *Citizens First* Framework

Confidence in the public service

Citizens priorities for improvement

Citizens service experience

Citizens needs, expectations & perceptions

Accessing services

Canada is becoming a world leader in service in part due to its ongoing efforts to collect and apply information directly from the users of its public services and due to its efforts to work in all areas of this framework. The findings of *Citizen First 4* continue the tradition of the previous studies in this series by offering rich citizen-centred improvement insights and recommendations for public sector service delivery managers. The main recommendations for line managers of government services follow below. The last two apply to governments in general.

Celebrate the government's service achievements

Ratings of government services have improved over time, some of them dramatically. That is something to be celebrated by government. These documented improvements contradict the more common public opinion that government services are not as good as those in the private sector. If citizens expect better service from government but genuinely do not believe they will get it, there is opportunity for the public sector manager to delight the citizen during their experience.

Stay close to citizens

It remains important to consider citizens' broader needs, expectations and perceptions when managing the government service agenda. Managers should stay close to citizens to be able to detect and respond to change. For confidence in the public service, citizens' priorities will be based on how they view leaders, benefits they receive from government, fair and ethical treatment and good service. At the level of the individual service, they will express expectations for accessible and high quality services, and channel choices that deliver results in a timely manner. They will suggest improvements to specific services that better suit their needs.

Improve the drivers to improve satisfaction even further

As in previous *Citizens First* studies, there is strong evidence for a limited number of drivers, or features of services, that will help improve satisfaction across a wide range of government services. Likewise, there are drivers that improve satisfaction with the Internet and telephone channels. These drivers hold the key to service improvement. Managers of public services can use these levers to determine improvement priorities for their services and within their multi-channel delivery.

Individual managers will need to explore the degree to which the drivers apply in their service setting. This will require an investment in research. Together with performance ratings and knowledge of what it may take to improve that performance, they can then determine where to focus improvements.

Manage and align service channels

Citizens are more satisfied when they can use only a single channel to get government services, when they can use a preferred mode of contact and when they can get those public services on the first contact. To the extent that this is feasible, public service managers can try to replicate these conditions.

Within channels, managers can focus on the drivers of channel satisfaction, remembering that citizens want outcomes no matter what channel they use.

While it is useful to promote channel choice, care should be exercised when entertaining strategies to migrate citizens to or from other channels. Citizens recognize the relative benefits of different channels. Their behaviour suggests that their channel choices have purpose. Getting them to switch channels requires more than effective communications. It also requires careful planning and forethought to ensure that the benefits can be seamlessly transferred to other channels while recognizing the limitations of those other channels.

Address access drivers

Access remains a barrier to getting government services. Citizens make choices about which channels to access given the unique characteristics of the service situation. Getting them to switch modes of access may not be easy. Instead, more gains can be made by focusing on improvements to the drivers of access, particularly enhancing citizens' ability to contact staff when it is convenient. This is most relevant in more complex service interactions that take longer to complete, involve more channels and when the person has completed the experience at least once before. In simpler situations, the focus can be on helping citizens know where to start.

Pilot remedies to address concerns about information security and privacy

Concerns about how personal information is gathered, stored, handled and shared are growing. They apply to all types of organizations and many different citizens. Managers need to understand the nature of the concerns Canadians have about privacy and security so that effective approaches can be designed and implemented, especially when delivering online services

Several remedies, queried in *Citizens First 4*, will help to overcome these concerns. These will need to be tested and deployed in the context of individual services to see which work best.

Build confidence through service improvements

Citizen satisfaction with service matters. Its affects can be traced to confidence in the public service. By investing in service improvements, managers can help improve confidence. Good service makes citizens happy and is an important investment in good government.

Examine the capacity to lead and manage services effectively

Confidence in the public service is also dependent on strong leadership and management. As such, there may be a need to invest in training, development and succession planning. A logical place to start is an examination of leadership and managerial competence among line managers who design and manage service delivery, and other public service managers more generally.

Move the research agenda forward

Throughout the report, reference is made to facts and details that remain unknown, but which will help advance the service improvement agenda. Several of these have already been noted in the going-forward strategies listed above. Others can be tackled in future collaborative research projects. They include:

- a more critical review of telephone services in government to examine what is working and not working, and strategies for improvement, including a more detailed examination of automated telephone systems;
- a special examination of how the Internet helps or hinders the migration of clients to or from the telephone and in-person channels specifically;
- expanding the number of criteria used to rate access to government services with the view of potentially identifying other drivers of access;
- including more measures of information security and privacy concerns on assessments of individual service experiences to examine their role in driving satisfaction when compared to other drivers of satisfaction; and
- understanding if public sector managers feel they have the skills, tools and resources needed to deliver the high quality services citizens have come to expect from government.

Appendix A: Overview of Methodology

This appendix provides an overview of the methodology, including the survey response and approach to data weighting. A more detailed discussion is included in a methodology report, available upon request from the Institute for Citizen-Centred Service.

The survey design process and method of data collection

This fourth survey uses a methodology that is similar to the previous *Citizens First* surveys. It features a mail survey of Canadian citizens conducted in both official languages. One reason for this consistency with past surveys is to track changes in service quality ratings for specific government services. Moreover, the research questions in this fourth study are rather ambitious. This required approaches to data collection that supported a longer questionnaire. A mail survey was well suited to this task.

The approach included some changes from the previous surveys, which were necessary to support the study objectives for *Citizens First 4*. For example:

- the services list for municipal and provincial / territorial services were reviewed and adjusted, most notably to increase the specificity with which they were defined;
- new sections were added to rate indirect services provided by municipalities and to explore perceptions of security and privacy in electronic channels;
- selected private sector services, initially rated in 1998, were reintroduced as a comparative reference point for public sector services;
- additional questions were added to define and explore drivers of confidence in the public service and drivers of satisfaction with government services;
- additional questions were added to further identify drivers in the Internet and telephone channels, and to begin to explore drivers of access; and
- additional surveys were collected from an online panel of Canadians with a view of assessing the potential for bias in moving to such a mode of data collection in future surveys.

The revisions were reviewed by a core committee of study subscribers. The survey process and questionnaire also went through two stages of pre-testing with citizens.

The mail survey process included an initial mail-out and two waves of reminders. In certain subscriber jurisdictions, reminder phone calls were placed to sampled citizens to encourage response.

Survey response

The response rate to the survey is calculated using the number of surveys mailed, the number of completed surveys received and the number of surveys that were undelivered. The number of completed surveys received (7,028) and the number of survey packages mailed (58,295) are known exactly. The number of surveys that were undelivered can only be estimated. Since the survey packages were sent as first class mail, envelopes with incorrect addresses were returned to the sender. The number returned was 5,794, or 10% of those mailed. Based on this estimate of undeliverable envelopes, the response rate is 13.4% (7,028 surveys returned out of 52,501 packages successfully delivered). However, for various reasons, not all undeliverable envelopes are returned. This means that the estimate of undeliverable envelopes is understated and that the response rate is understated as well.

To produce the final data set for the *Citizens First 4* survey, a total of 34 of the 7,028 returned surveys were excluded. Many of these (22) were returned to Phase 5 unanswered. Another 12 were excluded because they could not be assigned to a specific jurisdiction (i.e. the ID code was removed and the appropriate demographic questions in the survey were not answered). Consequently, 6,994 responses were included in the final data set for the survey.

Sampling and data weighting

Similar to the previous studies, the mail survey sample was stratified by region in Canada and by rural and urban sub-groups within each subscriber jurisdiction. This was done to give study subscribers enough data for their region or jurisdiction, allowing for some customization for rural and urban residents invited to participate. The returns from a mail survey tend not to match the demographics of the broader Canadian population, in part because of this regional sampling plan and also because some members of the population respond at a lower rate than others (e.g. those under age 25). It is generally difficult to control who in the household will actually respond to a mail survey. This means that the final data has some over and under representation from specific sub-groups in the population.

To account for this over and under representation, the surveys are weighted so that they better match the Canadian population based on region and rural / urban classification within each region. Statistics Canada population counts provide the reference point for this weighting process. Additional (second stage) weights for biases in age, gender or income were not applied for two reasons. First, the additional weights would have created too many cases with extreme weights, which could exert undue influence on the results. Second, there was considerable missing data on these additional demographic questions within each jurisdiction, making them difficult to apply.

A few notes to the reader

Some questions in the survey ask respondents to rate a service or an opinion on a five-point measurement scale, where they may choose any point on the scale between 1 and 5. When the distribution of responses is highlighted for a specific question in the report, the original five-point scale used in the survey is shown. On the other hand, to facilitate the ease of interpreting average scores on those scales (often represented by the mean), the five-point scales are converted to scales ranging from 0-100. This is consistent with the way those statistics were reported in previous *Citizens First* surveys. That is why tables or graphs showing averages have scores ranging from 0-100.

Sample sizes vary widely across questions. There are many reasons for this. For example, some survey respondents skip questions that are not relevant to them. Some are unable to comment and may leave a question blank. Some survey topics are only presented to sub-samples of citizens. Most exhibits in the report show the number of valid cases used in the analysis. This is shown as *n = 6650*, for example.

Citizens First 4 is a survey with a large national sample. This is beneficial on the one hand as it allows us to examine many research questions that might otherwise be difficult to address with any degree of accuracy. On the other hand, when samples exceed even 1,000 cases, even small differences are found to be statistically significant yet have no meaning in practical terms. As a result, differences noted in this report must be significant statistically <u>and</u> account for a least one percent of the variation in the topic or question under investigation.

Appendix B: Analysis Supporting Drivers of Satisfaction with Government Services

For this analysis, there was interest in determining what most affects satisfaction with government services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this service experience?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report.

As a starting point, a larger sample of experiences and many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. This short list of potential drivers was then tested across multiple independent sub-samples to determine which were most consistent. Once those consistent drivers were identified and validated, the analysis was repeated on the entire data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

In search of consistent drivers

Exhibit B.1 summarizes the findings from five independent samples. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit B.1 Validating drivers of satisfaction with government services *Citizens First 4*					
	Regression coefficients				
Question or statement identified as driver	**sub-sample #1 n=500**	**sub-sample #2 n=517**	**sub-sample #3 n=521**	**sub-sample #4 n=523**	**sub-sample #5 n=561**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	3.077	2.409	2.257	2.975	2.405
In the end, I got what I needed	1.770	1.664	1.718	1.610	2.556
Staff went the extra mile to help me get what I needed	1.565	1.191	1.133	0.757	1.091
I was treated fairly	1.275	1.270	0.873	1.725	1.394
Staff were knowledgeable	1.049	1.065	1.390	1.362	1.396
Percentage of variance in satisfaction explained by drivers	**76%**	**73%**	**74%**	**76%**	**74%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?*
- *In the end, I got what I needed*
- *Staff went the extra mile to help me get what I needed*
- *I was treated fairly*
- *Staff were knowledgeable*

They are highlighted in Exhibit 4.3 of the report. These models explain between 73% and 76% of the variance in satisfaction with government services.

Relative importance of drivers

In the final model, where the regression outputs are produced from the entire data set, the same general conclusion holds (see Exhibit B.2) for the relative importance of the drivers. These are shown along one axis in Exhibit 4.7, where priorities for improvement are identified.

Exhibit B.2 Relative importance of drivers of satisfaction with government services n=4204 *Citizens First 4*	
Statement	**Regression coefficients**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	2.441
In the end, I got what I needed	1.937
Staff went the extra mile to help me get what I needed	1.257
I was treated fairly	1.222
Staff were knowledgeable	1.104

Appendix C: Analysis Supporting Drivers of Satisfaction with Regulatory Government Services

For this analysis, there was interest in determining what most affects satisfaction with government regulatory services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this service experience?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. The focus is on comparing regulatory services to voluntary services.

As a starting point, a larger sample of experiences and many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. This short list of potential drivers was then tested across multiple independent sub-samples to determine which were most consistent. Once those consistent drivers were identified and validated, the analysis was repeated on the entire data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

In search of consistent drivers

Exhibit C.1 summarizes the findings for regulatory services from two independent samples. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit C.1 Validating drivers of satisfaction with regulatory government services *Citizens First 4*		
Question or statement identified as driver	**Regression coefficients**	
	sub-sample #1 n=367	**sub-sample #2 n=401**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	2.726	2.440
In the end, I got what I needed	1.235	2.090
Staff went the extra mile to help me get what I needed	1.833	0.944
I was treated fairly	1.721	0.847
Staff were knowledgeable	0.991	0.965
Percentage of variance in satisfaction explained by drivers	**79%**	**70%**

Exhibit C.2 summarizes the findings for voluntary services from two independent samples. It is similar to the findings for regulatory services.

<table>
<tr><td colspan="3">Exhibit C.2 Validating drivers of satisfaction with voluntary government services
Citizens First 4</td></tr>
<tr><td rowspan="2">Question or statement identified as driver</td><td colspan="2">Regression coefficients</td></tr>
<tr><td>sub-sample #1
n=728</td><td>sub-sample #2
n=676</td></tr>
<tr><td>Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?</td><td>2.340</td><td>2.551</td></tr>
<tr><td>In the end, I got what I needed</td><td>2.193</td><td>2.464</td></tr>
<tr><td>Staff went the extra mile to help me get what I needed</td><td>1.028</td><td>1.546</td></tr>
<tr><td>I was treated fairly</td><td>1.148</td><td>0.809</td></tr>
<tr><td>Staff were knowledgeable</td><td>1.028</td><td>0.913</td></tr>
<tr><td>Percentage of variance in satisfaction explained by drivers</td><td>70%</td><td>73%</td></tr>
</table>

The statistics show that the following variables have the greatest impact on satisfaction for both types of services, listed in order of importance:

- *Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?*
- *In the end, I got what I needed*
- *Staff went the extra mile to help me get what I needed*
- *I was treated fairly*
- *Staff were knowledgeable*

They are highlighted in Chapter 5.0 of the report. These models explain between 70% and 79% of the variance in satisfaction with these types of government services.

Relative importance of drivers

In the final model for regulatory services, where the regression outputs are produced from the entire data set, the same general conclusion holds (see Exhibit C.3) for the relative importance of the drivers. These are shown along one axis in Exhibit 5.2, where priorities for improvement are identified.

<table>
<tr><td colspan="2">Exhibit C.3 Relative importance of drivers of satisfaction with regulatory government services
n=768
Citizens First 4</td></tr>
<tr><td>Statement</td><td>Regression coefficients</td></tr>
<tr><td>Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?</td><td>2.524</td></tr>
<tr><td>In the end, I got what I needed</td><td>1.733</td></tr>
<tr><td>Staff went the extra mile to help me get what I needed</td><td>1.304</td></tr>
<tr><td>I was treated fairly</td><td>1.211</td></tr>
<tr><td>Staff were knowledgeable</td><td>.949</td></tr>
</table>

In the model for voluntary services, the same general conclusion holds (see Exhibit C.4) for the relative importance of the drivers. These are shown along one axis in Exhibit 5.3, where priorities for improvement are identified.

Exhibit C.4 Relative importance of drivers of satisfaction with voluntary government services n=1404 *Citizens First 4*	
Statement	**Regression coefficients**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	2.435
In the end, I got what I needed	2.322
Staff went the extra mile to help me get what I needed	1.256
I was treated fairly	1.024
Staff were knowledgeable	0.943

Appendix D: Analysis Supporting Drivers of Satisfaction with Fee-Based Government Services

For this analysis, there was interest in determining what most affects satisfaction with government fee-based services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this service experience?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. The focus is on those services for which citizens rated cost and value.

As a starting point, a larger sample of experiences and many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. This short list of potential drivers was then tested across multiple independent sub-samples to determine which were most consistent. Once those consistent drivers were identified and validated, the analysis was repeated on the entire data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

In search of consistent drivers

Exhibit D.1 summarizes the findings from three independent samples. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit D.1 Validating drivers of satisfaction with fee-based government services *Citizens First 4*			
Question or statement identified as driver	**Regression coefficients**		
	sub-sample #1 n=591	**sub-sample #2 n=592**	**sub-sample #3 n=591**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	1.794	2.253	2.204
It's an example of good value for tax dollars	1.632	1.760	1.705
In the end, I got what I needed	1.490	1.657	1.427
Staff went the extra mile to help me get what I needed	1.184	1.555	0.869
I was treated fairly	1.129	0.911	0.844
Staff were knowledgeable	1.024	0.785	0.988
Percentage of variance in satisfaction explained by drivers	**76%**	**79%**	**76%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?*
- *It's an example of good value for tax dollars*
- *In the end, I got what I needed*
- *Staff went the extra mile to help me get what I needed*
- *I was treated fairly*
- *Staff were knowledgeable*

They are highlighted in Exhibit 6.1 of the report. These models explain between 76% and 79% of the variance in satisfaction with fee-based government services.

Relative importance of drivers

In the final model, where the regression outputs are produced from the entire data set, the same general conclusion holds (see Exhibit D.2) for the relative importance of the drivers. These are shown along one axis in Exhibit 6.2, where priorities for improvement are identified.

Exhibit D.2 Relative importance of drivers of satisfaction with fee-based government services n=1774 *Citizens First 4*	
Statement	**Regression coefficients**
Overall, how satisfied or dissatisfied were you with the amount of time it took to get the service?	2.010
It's an example of good value for tax dollars	1.680
In the end, I got what I needed	1.514
Staff were knowledgeable	1.171
I was treated fairly	0.945
Staff went the extra mile to help me get what I needed	0.934

Appendix E: Analysis Supporting Drivers of Satisfaction with Indirect Government Services

For this analysis, there was interest in determining what most affects satisfaction with government common indirect government services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this service experience?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. The focus is on a news set of questions in *Citizens First* that explore assessments of common indirect services provided by municipalities.

As a starting point, a larger sample of experiences and many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. This short list of potential drivers was then tested across multiple independent sub-samples to determine which were most consistent. Once those consistent drivers were identified and validated, the analysis was repeated on the entire data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

In search of consistent drivers

Exhibit E.1 summarizes the findings from three independent samples. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit E.1 Validating drivers of satisfaction with indirect government services *Citizens First 4*			
Question or statement identified as driver	**Regression coefficients**		
	sub-sample #1 n=580	**sub-sample #2 n=550**	**sub-sample #3 n=555**
In the end, I got what I needed	2.274	1.457	1.453
It's an example of good value for tax dollars spent	1.706	2.311	2.063
The service was provided in a timely manner	1.646	1.403	1.315
I could count on this service – it was there for me	1.197	1.338	0.993
The service was done, or provided, properly (e.g. garbage can or recycling bin properly emptied, sidewalk and street properly cleared of snow)	1.121	1.301	1.273
Percentage of variance in satisfaction explained by drivers	**76%**	**77%**	**73%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *In the end, I got what I needed*
- *It's an example of good value for tax dollars spent*
- *The service was provided in a timely manner*
- *I could count on this service – it was there for me*
- *The service was done, or provided, properly (e.g. garbage can or recycling bin properly emptied, sidewalk and street properly cleared of snow)*

They are highlighted in Exhibit 7.3 of the report. These models explain between 73% and 77% of the variance in satisfaction with indirect government services.

Relative importance of drivers

In the final model, where the regression outputs are produced from the entire data set, the same general conclusion holds (see Exhibit E.2) for the relative importance of the drivers. These are shown along one axis in Exhibit 7.5, where priorities for improvement are identified.

Exhibit E.2 Relative importance of drivers of satisfaction with indirect government services n=4204 *Citizens First 4*	
Statement	**Regression coefficients**
In the end, I got what I needed	2.256
It's an example of good value for tax dollars spent	1.625
The service was provided in a timely manner	1.189
I could count on this service – it was there for me	1.158
The service was done, or provided, properly (e.g. garbage can or recycling bin properly emptied, sidewalk and street properly cleared of snow)	1.075

Appendix F: Analysis Supporting Drivers of Satisfaction with the Telephone

For this analysis, there was interest in determining what most affects satisfaction with the telephone when using government services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this mode of contact for this service?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. It focuses specifically on satisfaction with the telephone channel.

As a starting point, many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. Because of the small sample size associated with this section, this short list of potential drivers was then tested across the data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

Relative importance of drivers

Exhibit F.1 summarizes the findings. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. These are shown along one axis in Exhibit 9.9, where priorities for improvement are identified. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit F.1 Relative importance of drivers of satisfaction with the telephone n=626 *Citizens First 4*	
Statement	**Regression coefficients**
In the end, I got what I needed using the telephone	1.910
I was able to reach a live person when I wanted to	0.901
Telephone numbers were accurate – they took me to the right place	0.727
I got (did not get) bounced around from one person to another	0.717
Wait times were minimal	0.692
Percentage of variance in satisfaction explained by drivers	**48%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *In the end, I got what I needed using the telephone*
- *I was able to reach a live person when I wanted to*
- *Telephone numbers were accurate – they took me to the right place*
- *I (did not) get bounced around from one person to another*
- *Wait times were minimal*

They are highlighted in Exhibit 9.7 of the report. The model explains 48% of the variance in satisfaction with the telephone channel when using government services.

Appendix G: Analysis Supporting Drivers of Satisfaction with the Internet

For this analysis, there was interest in determining what most affects satisfaction with the Internet channel when using government services, as defined by the following question from the survey:

- *How satisfied or dissatisfied were you with this mode of contact for this service?*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. It focuses specifically on satisfaction with the Internet channel.

As a starting point, many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. Because of the small sample size associated with this section, this short list of potential drivers was then tested across the data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

Relative importance of drivers

Exhibit G.1 summarizes the findings. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. These are shown along one axis in Exhibit 10.8, where priorities for improvement are identified. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit G.1 Relative importance of drivers of satisfaction with the Internet n=448 *Citizens First 4*	
Statement	**Regression coefficients**
In the end, I got what I needed from the Web site	1.598
It was easy to find what I was looking for	0.943
The site had all the information I needed	0.738
I always knew where I was on the site	0.684
The site was visually appealing	0.647
Percentage of variance in satisfaction explained by drivers	**51%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *In the end, I got what I needed from the Web site*
- *It was easy to find what I was looking for*
- *The site had all the information I needed*
- *I always knew where I was on the site*
- *The site was visually appealing*

They are highlighted in Exhibit 10.6 of the report. The model explains 51% of the variance in satisfaction with the Internet channel when using government services.

Appendix H: Analysis Supporting Drivers of Access

For this analysis, there was interest in determining what most affects ease of access to government services, as defined by the following question from the survey:

- *It was easy to access this service*

Approach

Like the studies before it, *Citizens First 4* identifies drivers using logistic regression models, where a dependent variable is predicted on the strength of association with several independent variables. This appendix presents the high-level statistical results supporting the exhibits that appear in the report. The focus is on the drivers of access.

As a starting point, a larger sample of experiences and many potential drivers were included in the analysis as a means of identifying a short list of significant drivers. This short list of potential drivers was then tested across multiple independent sub-samples to determine which were most consistent. Once those consistent drivers were identified and validated, the analysis was repeated on the entire data set to produce statistics on the relative importance of the drivers that appear in the main body of the report. A complete description of the approach is available in a separate methodology report, available from the Institute for Citizen-Centred Service.

In search of consistent drivers

Exhibit H.1 summarizes the findings from five independent samples. It shows the relative importance of each driver in explaining satisfaction scores (shown as regression coefficients). A higher number means that the driver is more important. Also shown is the variance explained by the drivers. This represents the amount of variation in *satisfaction* that can be explained, or accounted for, by the drivers. Generally, one has more faith in the results when the drivers account for more variance in the dependent variable.

Exhibit H.1 Validating drivers of access to government services *Citizens First 4*					
	Regression coefficients				
Question or statement identified as driver	**sub-sample #1 n=611**	**sub-sample #2 n=597**	**sub-sample #3 n=616**	**sub-sample #4 n=607**	**sub-sample #5 n=623**
I was able to contact staff when it was convenient to me	3.708	3.608	3.224	3.625	3.404
It was easy to find what or who I was looking for	1.194	1.935	1.775	1.480	1.607
When I started, I knew where and how to get the service (e.g. the right telephone number, the right place to go, or the right person to talk to)	1.179	1.000	1.095	1.110	0.774
Percentage of variance in satisfaction explained by drivers	**72%**	**77%**	**72%**	**75%**	**70%**

The statistics show that the following variables have the greatest impact on satisfaction, listed in order of importance:

- *I was able to contact staff when it was convenient to me*
- *It was easy to find what or who I was looking for*
- *When I started, I knew where and how to get the service (e.g. the right telephone number, the right place to go, or the right person to talk to)*

They are highlighted in Exhibit 11.9 of the report. These models explain between 70% and 77% of the variance in ease of access ratings.

Relative importance of drivers

In the final model, where the regression outputs are produced from the entire data set, the same general conclusion holds (see Exhibit H.2) for the relative importance of the drivers.

Exhibit H.2 Relative importance of drivers of access to government services n=4902 *Citizens First 4*	
Statement	**Regression coefficients**
I was able to contact staff when it was convenient to me	3.440
It was easy to find what or who I was looking for	1.688
When I started, I knew where and how to get the service (e.g. the right telephone number, the right place to go, or the right person to talk to)	1.052

Appendix I: Model of Confidence in the Public Service

The following tables illustrate the values associated with the Structural Equation Model (SEM) that appears in Exhibit 13.2 and Exhibit 13.4.

Exhibit I.1 Definition of variables *Citizens First 4*	
Dependent Variables	
Confidence in public service:	I believe the public service does a good job
	I trust the public service to do what is right
	The public service keeps its promises – that is, they do what they say they will do
	I can count on the public service to do what is best for citizens
Independent Variables	
Equal and ethical treatment:	The public service treats citizens fairly
	The public service treats all citizens equally
	The public service is honest in the way it deals with citizens
Benefits to citizens:	Public services have a positive effect on me
	Public services have a positive effect on my community
Strong leadership & management:	The public service can be counted on to admit mistakes when they happen
	The public service conducts its business in an open and accountable manner
	The public service does a good job of managing tax dollars
	The public service is well-managed
	The public service is led by competent managers
	The public service has strong leadership
Strong services:	Public services achieve the objectives they are supposed to achieve
	The public service provides good quality service to citizens like me
	The priorities of the public service are well-aligned with my priorities
	Priorities of the public service are in touch with the needs of my community
	The public service is responsive to my needs
Service quality reputation:	Municipal [1]
	Provincial / Territorial
	Federal [2]
Satisfaction with a service:	Satisfaction with this service experience
	This service experience met my expectations

Notes:
1. *Municipal / Provincial-Territorial model only.*
2. *Federal model only.*

Exhibit I.2 Regression Weights		Standardized Regression Weights	
Drivers	**Latent Variables**	**Federal Model**	**Provincial/ Municipal**
Confidence in public service:	Benefits to citizens	0.103	0.247
	Equal and ethical treatment	0.147	0.093
	Strong Services	0.114	0.232
	Strong Leadership & Management	0.664	0.502
Strong services:	Service Quality Reputation	0.783	0.909
Service quality reputation:	Satisfaction with a service	0.652	0.266
Observed Variables			
Confidence in public service:	I believe the public service does a good job	0.836	0.861
	I trust the public service to do what is right	0.862	0.814
	The public service keeps its promises – that is, they do what they say they will do	0.820	0.715
	I can count on the public service to do what is best for citizens	0.844	0.831
Strong services:	The public service is responsive to my needs	0.832	0.835
	Public services achieve the objectives they are supposed to achieve	0.796	0.759
	The public service provides good quality service to citizens like me	0.847	0.820
	The priorities of the public service are well-aligned with my priorities	0.706	0.753
	Priorities of the public service are in touch with the needs of my community	0.827	0.812
Service quality reputation:	Municipal	n/a	0.442
	Provincial / Territorial	n/a	0.590
	Federal	0.878	n/a
Satisfaction with a service:	Satisfaction with this service experience	0.987	0.966
	This service experience met my expectations	0.900	0.924
Equal and ethical treatment:	The public service treats citizens fairly	0.884	0.900
	The public service treats all citizens equally	0.824	0.817
	The public service is honest in the way it deals with citizens	0.846	0.765
Benefits to citizens:	Public services have a positive effect on me	0.880	0.873
	Public services have a positive effect on my community	0.894	0.902
Strong leadership & management:	The public service can be counted on to admit mistakes when they happen	0.747	0.700
	The public service conducts its business in an open and accountable manner	0.856	0.835
	The public service does a good job of managing tax dollars	0.787	0.735
	The public service is well-managed	0.855	0.881
	The public service is led by competent managers	0.825	0.850
	The public service has strong leadership	0.734	0.744

Exhibit I.3 Correlations between the latent variables in the model of confidence in the public service *Citizens First 4*		Correlations	
		Federal Model	**Provincial / Municipal**
Benefits to citizens	Strong Leadership & Management	0.736	0.688
Strong Leadership & Management	Equal and ethical treatment	0.787	0.696
Benefits to citizens	Equal and ethical treatment	0.666	0.623
Benefits to citizens	Satisfaction with a service	0.388	0.198
Strong Leadership & Management	Satisfaction with a service	0.444	0.221
Ethics	Satisfaction with a service	0.334	--
Service Quality Reputation	Equal and ethical treatment	0.575	0.888
Service Quality Reputation	Benefits to citizens	0.463	0.795
Service Quality Reputation	Strong Leadership & Management	0.497	0.881
Strong Services	Benefits to citizens	0.452	--
Strong Services	Equal and ethical treatment	0.453	--
Strong Services	Strong Leadership & Management	0.533	--
The public service can be counted on to admit mistakes when they happen	I trust the public service to do what is right	0.254	0.213
The public service can be counted on to admit mistakes when they happen	The public service keeps its promises	0.241	0.159
I believe the public service does a good job	Satisfaction with a service	0.149	--
The priorities of the public service are well-aligned with my priorities	Benefits to citizens	0.187	--
The public service can be counted on to admit mistakes when they happen	The public service treats all citizens equally	0.196	--
The public service treats all citizens equally	The priorities of the public service are well-aligned with my priorities	0.192	--
The public service treats all citizens fairly	Satisfaction with a service	0.136	0.297
The public service is well managed	I believe the public service does a good job	0.272	0.216
The public service is led by competent managers	The public service has strong leadership	0.167	0.235
I can count on the public service to do what is best for citizens	This service experience met my expectations	0.085	--
The public service keeps its promises	This service experience met my expectations	0.158	--
The public service has strong leadership	Service Quality Reputation	0.157	--
The public service keeps its promises	The public service is honest in the way it deals with citizens	0.142	0.116
The public service provides good quality service to citizens like me	Service Quality Reputation	0.174	--
The priorities of the public service are well-aligned with my priorities	Strong Leadership & Management	0.124	--
I believe the public service does a good job	Benefits to citizens	0.163	--

I.3 Correlations of the drivers of confidence in the public service *Citizens First 4*		Correlations	
		Federal Model	**Provincial / Municipal**
I believe the public service does a good job	Public services achieve the objectives they are supposed to achieve	0.190	--
The public service does a good job of managing tax dollars	I believe the public service does a good job	0.113	--
The public service provides good quality service to citizens like me	I believe the public service does a good job	0.176	--
The public service is well-managed	The public service is led by competent managers	0.157	--
The priorities of the public service are well-aligned with my priorities	The public service is responsive to my needs	0.136	--
Service Quality Reputation – Municipal	Satisfaction with a service	--	0.202
Service Quality Reputation – Provincial	Satisfaction with a service	--	0.179
Service Quality Reputation – Municipal	Service Quality Reputation – Provincial	--	0.216
The public service is honest in the way it deals with citizens	Strong Leadership & Management	--	0.127
The public service is honest in the way it deals with citizens	Satisfaction with a service	--	0.209
The public service conducts its business in an open and accountable manner	Equal and ethical treatment	--	0.104
The public service provides good quality service to citizens like me	Public services achieve the objectives they are supposed to achieve	--	0.161
The public service keeps its promises	I can count on the public service to do what is best for citizens	--	0.153
The public service can be counted on to admit mistakes when they happen	I can count on the public service to do what is best for citizens	--	0.140
The public service keeps its promises	Strong Leadership & Management	--	0.120
The public service can be counted on to admit mistakes when they happen	Equal and ethical treatment	--	0.066
The public service does a good job of managing tax dollars	Public services achieve the objectives they are supposed to achieve	--	0.101

Exhibit I.4 Goodness of fit statistics		
Citizens First 4		
Fit Measure	**Value**	
	Federal Model	**Provincial / Municipal**
Goodness of Fit Index	0.953	0.950
Adjusted Goodness of Fit Index	0.932	0.931
Root mean square error of approximation	0.028	0.046
Root mean square error of approximation lower bound	0.018	0.042
Root mean square error of approximation upper bound	0.037	0.049