



From Research to Results: A Decade of Results-Based Service Improvement in Canada

**Brian Marson
Ralph Heintzman**

New Directions Series

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From Research to Results: A Decade of Results-Based Service Improvement in Canada

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Mr Marson has a broad experience within the federal government including co-founder of the Canadian University Service Overseas, policy advisor to the Minister of Consumer and Corporate Affairs, senior positions at Treasury Board Secretariat and Ministry of State for Economic Development, as a Deputy Secretary. Mr. Marson also held senior positions in the Province of British Columbia, Ministry of Finance and as Comptroller General. In the 1990s, Mr. Marson chaired the Service Quality B.C. initiative.

From 1988-89, Mr. Marson served as President of the Institute of Public Administration of Canada.

Brian Marson is co-author of several text books, Public Financial Management, The Well-Performing Government Organization, Good Practices in Citizen Centred Service, and The New Public Organization.

Mr. Marson taught Public Administration for many years at the University of Victoria and Public Sector Management in the MPA Program at Queens University.

Brian Marson has also served as Vice-Principal of the Canadian Centre for Management Development, and led leading CCMD's research programs in leadership and citizen-centred service. He is currently Senior Advisor, Service Sector, Treasury Board of Canada Secretariat.

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Ralph Heintzman

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In the Government of Canada he held senior executive positions in a variety of departments and agencies, including Assistant Secretary to the Cabinet for Federal-Provincial Relations, Vice-Principal of the Canadian Centre for Management Development and Assistant Secretary in the Treasury Board of Canada Secretariat. During this time he was responsible, among other things, for:

- development and passage of the Public Servants Disclosure Protection Act, unanimously approved by Parliament in 2005;
- coordination of an integrity and accountability package for the Government of Canada, including a Values and Ethics Code for the Public Service and a Management Accountability Framework (MAF);
- launching both the Service Canada and Service Improvement initiatives, as well as the Institute for Citizen-Centred Service;
- creating the action research program on Citizen-Centred Service Delivery, which won the IPAC Gold Award for innovative management in 1999, and the CAPAM Silver Award for innovation in 2000.

He also served, among other capacities, as the founding chair of the Public Sector Service Delivery Council; Vice-Chair of the Task Force on Public Service Values and Ethics; and Associate Constitutional Advisor to the Special Joint Committee of the Senate and House of Commons on a Renewed Canada.

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The Public Sector Service Delivery Council, the Public Sector CIO Council and the Institute for Citizen-Centred Service created the Heintzman Leadership Award in his honour in 2003. In 2006, Mr. Heintzman was awarded the Vanier Medal, the Institute of Public Administration's highest honour.

Executive Summary

Over the past decade, the Canadian public sector has undertaken a remarkable journey in service improvement, from research to results. This journey has made Canada an acknowledged world leader in public sector service delivery. It has allowed the Government of Canada to make dramatic gains in service results, overtaking the provincial level and even closing the gap with the municipal level in service reputation. The service performance of many Canadian public sector organizations now surpasses private sector results and benchmarks. The roots of this success are traced to citizen-centred “action research” initiatives, beginning in the late-1990s, that laid the foundation for service improvement strategies based on empirical knowledge of citizen expectations and priorities, including the “drivers” of citizen satisfaction with public sector service delivery. Action research approaches have also created innovative common measurement tools and pan-public sector institutions for ongoing research, benchmarking and collaborative, citizen-centred service improvement initiatives. Canadian experience over the past decade shows how public management reform initiatives can and should be rooted in solid research, how building communities of practice can establish platforms for change across the public sector, and how a results-based, “outside-in” approach to public management can transform the performance of the public sector.

Sommaire

Au cours de la dernière décennie, le secteur public canadien a entrepris un parcours remarquable en vue d'améliorer les services, en commençant par la recherche, jusqu'aux résultats. Ce parcours a fait du Canada un leader de la prestation de services dans le secteur public, qui est reconnu à l'échelle mondiale. Cela a permis au gouvernement du Canada de faire des gains importants en ce qui concerne les résultats relatifs à la prestation de services, dépassant l'échelon provincial et éliminant même l'écart avec l'échelon municipal en ce qui a trait à la perception liée aux services. Le rendement relatif aux services de plusieurs organismes du secteur public canadien surpasse maintenant les résultats et les données repères du secteur public. Ce succès est lié aux initiatives de recherche centrées sur les citoyens qui ont débuté à la fin des années 1990 et qui ont jeté les fondations pour les stratégies visant l'amélioration des services, qui sont fondées sur une connaissance empirique des attentes et des besoins des citoyens, et qui comprennent les éléments dirigeant vers la satisfaction des citoyens par rapport à la prestation de services du secteur public. Des approches liées à la recherche ont aussi donné naissance à des outils de mesure novateurs communs et à des établissements dans l'ensemble du secteur public permettant de faire de la recherche continue et des analyses comparatives ainsi que d'élaborer des initiatives de collaboration et d'amélioration de services centrées sur les citoyens. L'expérience des Canadiens au cours de la dernière décennie démontre comment les initiatives de réforme de la gestion publique peuvent et devraient être fondées sur des études sérieuses, la façon dont les communautés de pratique peuvent établir des plateformes favorisant le changement dans l'ensemble du secteur public, et la façon dont l'utilisation d'une démarche extérieur-intérieur fondée sur des résultats pour la gestion publique peut transformer le rendement du secteur public.

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From Research to Results

A decade of results-based service improvement in Canada

Over the past decade, the Canadian public sector has undertaken a remarkable journey in service improvement, from research to results. This journey has made Canada a world leader in public sector service delivery. It has allowed the Government of Canada to make dramatic gains in service results, overtaking the provincial level and even closing the gap with the municipal level in service reputation. The service performance of many Canadian public sector organizations now surpasses private sector results and benchmarks. The international consulting firm Accenture has identified Canada as a world leader in public sector service delivery, and other countries are now looking to Canada as a best practice in public sector service delivery.

This public management story deserves to be told, especially for governments seeking to replicate Canada's results. Among other things, it is a story of how public sector reform initiatives can and should be rooted in solid research, how building communities of practice can establish platforms for change across the public sector, and how a results-based, "outside-in" approach to public management can transform the performance of the public sector.

1. From Best Efforts to Action Research

The service revolution in the Canadian public sector certainly did not start in the mid-1990s. In fact efforts to improve public sector service delivery have been going on almost as long as governments have been delivering services to citizens, and especially since the 1970s. In the Government of Canada, for example, Task Forces on Service to the Public were established in 1977 and 1978¹; a Bureau for the Delivery of Government Services was established within the Administrative Policy Branch of the Treasury Board Secretariat in 1987, in the wake of the Nielsen Task Force (1985-6); the Treasury Board Secretariat announced a "special operating agencies" initiative to improve service delivery in 1989; and Public Service 2000, an early public service renewal initiative, also highlighted the importance of service delivery. In fact its final report asserted that: "Improved service to Canada and Canadians is the central theme of Public Service 2000."² Following up on PS 2000, the Treasury Board Secretariat published a Blueprint for Renewing Government Services Using Information Technology and launched a service standards initiative in 1994, and both a service quality initiative and a framework for "alternative" service delivery in 1995.³

Similar service improvement initiatives were undertaken in Canadian provincial governments. One of the earliest and most comprehensive was the Service Quality B.C. initiative, launched in 1990. Similar service initiatives were also undertaken in Manitoba and Ontario, where a Customer Service Task Force was established in 1991, and a "Clearing the Path" initiative, in 1994, led to the establishment of Service Ontario kiosks in 1995 and Ontario Business Connects in 1997. In New Brunswick, the pioneering government single window, Service New Brunswick (inspired by the B.C. Government Agents model), was established in 1992, followed by Nova Scotia's Department of Business and Consumer Services and Access Nova Scotia in 1996. Other important service initiatives took place at the municipal level, such as Montreal's early one-stop access initiative, Accès Montréal, launched in 1987.⁴

However, by the mid-1990s there was a widespread feeling that all of this worthwhile public sector effort lacked rigour and focus. It was not clear that it was actually achieving results. There was no way to know whether all this well-meaning effort was directed to the right things, or was making a real difference. A federal deputy minister task force on service delivery models that reported in 1996 reflected this concern – but also helped to perpetuate the myth that public sector service delivery was dramatically inferior to the private sector.⁵

By 1997, it appeared that something else was needed, if the Canadian government and public sector were to achieve a significant improvement in public sector service delivery. Perhaps for this reason, Jocelyne Bourgon, then Clerk of the Privy Council and head of the Canadian Public Service, suggested that the Canadian Centre for Management Development (CCMD) – a federal agency with a legislative mandate for both executive development and research on public management (since renamed the Canada School of Public Service) – should apply its “action research” methodology to find ways to make a breakthrough in service improvement, one of her three management priorities for the Canadian public service.⁶

Over the previous four years, CCMD’s research branch had been developing a distinctive “action research” methodology for exploring the issues and challenges of public management and public sector reform. This concept of research was “one in which senior public managers were involved from beginning to end, and which would help them to explore, debate, clarify, and advance their own thinking as practitioners of public administration.” This approach meant that research would be carried out “not just for public executives but with them.”⁷ Two early examples of this approach were the series of books published by CCMD under the theme of “Governance in a Changing Environment,” and the CCMD Study Team on Public Service Values and Ethics, chaired by John Tait, whose “landmark” report, *A Strong Foundation*, was published in December 1996.⁸

As a result of these initial successes, CCMD was well positioned to apply its action research approach to the service delivery challenge, yet another key priority for public sector renewal. The first step, reflecting the action research approach, was to convene a meeting in Ottawa, involving thirty-five senior service “champions” from across the Canadian public sector, together with knowledgeable academics, for two days in early July 1997. The participants from all three levels of government, and most regions of the country, were asked to consider the following issues:

- From the citizen’s perspective, how well is Canada’s public sector performing on service delivery?
- What research would we need to do in order to provide an empirical foundation for a forward service improvement strategy for the public sector?
- How would we need to work together in order to implement a research-based service improvement strategy in Canada?

Through a successful facilitation process, the group came to what eventually proved to be an historic consensus on the answers to these basic questions. (See Annex A.) Participants in this first meeting also agreed to form an ongoing Citizen-Centred Service Network (CCSN), to oversee the development of the ongoing research program and the development of effective service improvement solutions.

Among the group’s conclusions were that the public sector in Canada and elsewhere had so far taken a largely “inside-out” approach to service improvement, with little input from citizens as to their service needs, or their priorities for improvement. The Network members concluded that the public sector had no real idea how satisfied Canadians were with public sector service delivery, and, moreover, that citizen satisfaction should now be used as the results measure for service delivery in the public sector.⁹ Therefore, the initial Network members agreed that a first priority was to undertake a national citizen survey to seek the answers to these questions, in order to provide a baseline from which to measure progress, and to develop a service improvement strategy based on citizen input.

The CCSN also decided that the national Network should be expanded, by engaging regional networks in each part of the country. This led to CCMD replicating the national discussions in each of the country’s five main regions, with a similar membership drawn from senior service champions from the three levels of government, and from the university research community.¹⁰

2. The Citizen-Centred Service Research Agenda

By the spring of 1998, the Citizen-Centred Service Network encompassed over 220 senior managers and academics across the country, linked together through regional forums and through the Internet. In the meantime, at the national level, the CCSN assisted CCMD to design and launch an extensive research program.

Network members and CCMD noted that a great deal of survey research on service delivery had been carried out over the years, but almost all of it was non-actionable – that is to say, it did not provide managers with specific guidance on the elements of service that required improvement, and to what degree. Therefore, the main pillars of the CCSN research program were:

- A review and overview of previous public sector service research in several countries, including an analysis of the research gaps that needed to be filled;¹¹
- The Citizens First national survey of over 3000 Canadians, to determine their views on public sector service delivery, their service needs, their satisfaction levels, their service expectations, and their priorities for service improvement;
- A study on Good Practices in Citizen-Centred Service;¹²
- A study of Innovations and Good Practices in Single-Window Service;¹³
- The creation of a Common Measurements Tool, to enable public organizations to measure client satisfaction in a common way, and to pave the way for benchmarking between organizations.¹⁴

2.1 The Action Research Findings: New Discoveries

The results of the Citizens First national survey were presented to CCSN members in June 1998. The survey was designed to fill the key knowledge gaps identified by the CCSN members, and the results of the Citizens First study had an enormous impact on the Network and on the broader service community.¹⁵

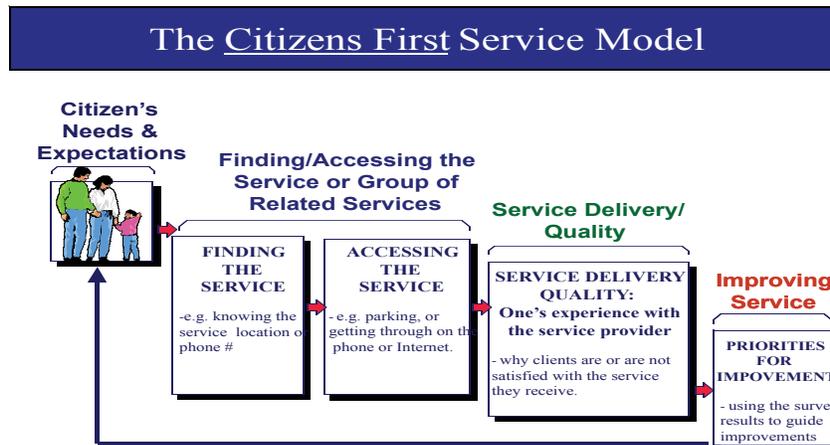
Among the major findings was the surprising discovery that 95% of Canadians expected the same or better service from the public sector than from the private sector, even though they recognized that governments have to balance service with protecting the public interest. Perhaps the most surprising finding was that Canadians rated their satisfaction with individual public and private services within similar ranges. Moreover, the mean satisfaction scores for a basket of private services and a basket of public services was nearly identical, with some public services already outperforming many private sector services. For example, according to Citizens First data, public libraries, police services and park services outperformed Canadian banks. Coming on the heels of the very different picture painted by the report of the deputy minister task force mentioned earlier, these first findings were an initial source of reassurance for public sector about its competence and comparative performance.

The survey also sought to determine what drives citizens' satisfaction with public sector services. The survey discovered that the "drivers" of satisfaction vary somewhat by service channel (e.g. telephone, in-person, Internet, mail) and by the nature of the service, but it was nevertheless able to identify five main drivers of satisfaction with government service, discussed below. This discovery was a major breakthrough for the public sector, since it focused attention on the key elements that determine how citizens assess their satisfaction with service delivery by public organizations.

Not only did Citizens First identify the key drivers but, for the first time, it also provided insights into citizens' expectations for service standards. Before the introduction of an "outside-in", citizen-centred approach to service improvement, many agencies set service standards, but few, if any, had undertaken research to find out what citizens thought was reasonable to expect. The Citizens First research identified for the first time what citizens' expectations actually were.

Perhaps even more important, for the first time the research gave public sector managers a broad view of how citizens experienced service "from the outside-in". A schematic, or model, demonstrating the citizens-eye view of service delivery appeared in the Citizens First study (Figure 1).

Figure 1



Source: ICCS

2.2 The Challenge of Access

In addition to providing insights into the actual service experience, the Citizens First model provided new insights into the problems Canadians encounter in finding and accessing government services. This issue is largely unseen from "the inside-out," because a public organization's first experience with citizens occurs when they actually reach the point of service. The citizen's prior journey to reach that point is normally invisible to the service provider. However, when citizens were questioned about a recent service experience, researchers discovered that the "outside-in" view of service delivery starts with a need, and an expectation, not a service.

According to the Citizens First study, sixteen percent of the time, citizens' particular service needs require them to access multiple services, and often multiple agencies and levels of government. In the past, governments required citizens to manage the white space between these services.

The "service clusters" citizens need are sometimes linked to life events, such as a geographic move, a graduation, a marriage, a death in the family or an overseas trip. For example, in Canada if you want to obtain a passport for a child's overseas vacation trip, you must first get a birth certificate from provincial authorities, or a citizenship certificate from Citizenship and Immigration Canada, before you can proceed to the Passport Office, which is an agency of the Department of Foreign Affairs and International Trade. In other words, from the citizen's perspective, meeting the service need involves obtaining services from three agencies and two levels of government.

This example suggests the need for the public sector to make it easier for citizens to find and to access the government services they need, and the requirement for a greater degree of integrated single-window service. According to the research findings, citizens are often frustrated because they cannot easily identify, find and access the service or services they need.

Access issues involve both locating the point(s) of service, and then actually getting into the point of service. Citizens First showed that, a quarter of the time, citizens did not know where to go to get the service they required. Even if they did, two-thirds of Canadians still had problems actually getting through to the point of service. Many of their problems related to the telephone channel.

In trying to locate an agency, citizens often found it difficult to locate the point of service because of telephone "blue pages" (the government listings in Canadian telephone directories) that were organized by agency and level of government, not by service or key words. Once a telephone number or address

had been identified, citizens still had problems reaching the point of service, because they encountered busy telephone lines, interactive voice response systems, and voice mail. In Canada, these telephone problems are a source of great frustration for citizens trying to access the services they need, and are often invisible from the old “inside-out” perspective. From the “outside-in” perspective, the telephone channel becomes a high priority for service improvement.

2.3 Drivers of Service Satisfaction

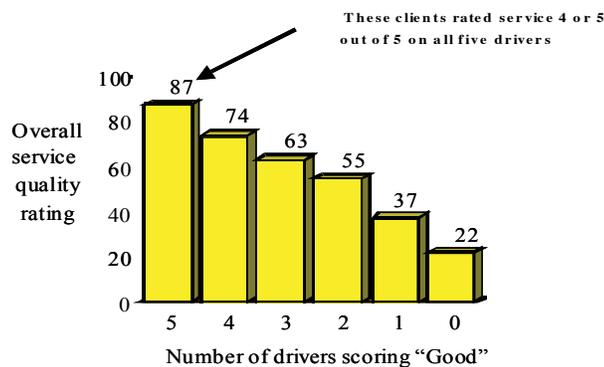
As noted previously, the first Citizens First survey was able, for the first time, to determine what drives citizens’ satisfaction with public sector service delivery. Using regression analysis and structural equation modeling to analyze over three thousand recent service experiences (covering a wide range of services and service channels), the initial Citizens First study found that there were five “drivers” of satisfaction which accounted for over seventy percent of the service satisfaction outcome in the public sector:

- Timeliness
- Knowledge and competence
- Courtesy (extra smile, extra mile)
- Fairness, and
- Outcome

These five “drivers” are displayed in the order of importance reported in Citizens First.¹⁶ When all five service elements were performed well (i.e. rated four or five out of five) citizens rated their satisfaction with a service experience at almost nine out of ten; when none of the five drivers were done well (rated one or two out of five), the overall satisfaction scores for a service dropped to about two out of ten. (Figure 2) When one driver fails, most often it is timeliness, the most important driver.

Figure 2

*Performance on the The Five Drivers
Determines Satisfaction Levels (CF-3)*



Source: ICCS

Citizens First not only identified that, overall, timeliness was the most important driver, but the survey also revealed that timeliness was also the driver rated lowest in performance by citizens. This was a critical research finding, because it gave the public sector a clear priority on which to focus service improvement activity. In the absence of such insight, previous service improvement activity in public organizations had usually focused on courtesy rather than timeliness. This finding from the first Citizens First survey was also critical, because it suggested that, if the public sector gave priority to improving timeliness, citizen satisfaction with service delivery could rise significantly.

2.4 Citizens' Expectations for Service Standards

As already noted, one of Citizens First's breakthroughs was the ability, for the first time, to identify citizens' precise expectations for service performance. No longer do public organizations need to set standards by guesswork, little knowing whether they meet citizens expectations or not.

For example, the first survey discovered that: for waiting in line at government offices, 54% of Canadians expect to be served in nine minutes or less, and 89% in fourteen minutes or less; Canadians expect the telephone to be answered in three or four rings; they do not wish to be "bounced" more than once to obtain the service; interactive voice response telephone systems (IVR) should have no more than three or four choices at each stage; and there should always be an option to connect to a real person. 68% of Canadians expect the telephone to be answered in 1 minute or less, and 85% in two minutes or less. Some 86% of citizens expect e-mails to be answered by the next day or sooner.

These findings provided concrete guidance for public managers who want to meet their clients' expectations for service delivery, through a service-standards approach. In fact, the Government of Ontario has introduced government-wide service standards based on these empirical findings, and measures departmental performance annually against these standards, using a mystery shopper approach.¹⁷

2.5 The Common Measurements Tool

In addition to the extensive research on citizens' service expectations, satisfaction and priorities for service improvement, the Citizen-Centred Service Network also developed a Common Measurements Tool (CMT) in 1998. The original version of the CMT was developed under the leadership of Dr. Faye Schmidt from the British Columbia provincial government, a member of the CCSN, who chaired an intergovernmental working group on the CMT.

The CMT is basically a question bank, which uses a standard five point scale. There is a set of a dozen "core questions" which all organizations are required to use if they want to use the CMT to benchmark with others. In addition to the core questions, which include ratings for the key service "drivers" from Citizens First, there is a wide selection of additional CMT questions on which organizations can draw to build their surveys. In addition, organizations can add their own specific non-CMT questions to their survey instrument if they wish.

This tool is designed to operate at the agency and client level, as a standard way of measuring citizen satisfaction. Because it is based on the empirical research on the drivers of citizen satisfaction with public services, it ensures organizations measure the things that matter to citizens. It is also designed to give managers actionable information about citizens' priorities for service improvement, as well as to permit benchmarking of results with other public sector agencies.¹⁸

The development of the CMT was one of the most important achievements and breakthroughs of the CCSN. For the first time in Canada, and perhaps in the world, there is a widely-accepted common way of measuring citizen satisfaction across the public sector, based on the specific "drivers" of satisfaction with government service delivery. This is an achievement of the greatest importance, because it provides public managers with an improvement tool specifically designed for the realities of the public sector, but also because it allows for results and progress measurement, over time, in a consistent way that opens the door to benchmarking across the entire Canadian public sector, and even across national boundaries. As will be described below, the full potential of this tool is now beginning to be realized, in Canada and even abroad.

3. From Research to Action: the Federal Level

In February 1998, while the research and other activities of CCMD's Citizen-Centred Service action research initiative were coming to a head, the Secretary of the Treasury Board established a new Service and Innovation Sector, within the federal Treasury Board Secretariat (the government's central management agency), to begin to turn the CCSN research findings into practice.¹⁹

The lessons to be implemented included the importance of building a "community of practice," similar to the Citizen-Centred Service Network, to support an agenda for change, both within the federal government and across all three levels of government. Starting inside the federal government, one of the first steps was therefore the creation of a community of practice involving all Assistant Deputy Ministers (ADMs) with major responsibilities for service delivery within their departments and agencies. Some of these ADMs had been part of the Citizen-Centred Service Network, so it was a natural evolution to create an ADM Advisory Council on Service and Innovation (ACSI) in 1998, chaired by the Treasury Board Secretariat. This was not the first time in the federal government that an advisory group on service had been established, but it was the first time the ADMs actually responsible for service delivery were united into a community of practice, sharing in a collaborative approach to policy development and service improvement across the federal public service.

3.1 Service Canada

One of the first priorities addressed by this new service delivery community was the challenge of access to government services. The Citizen-Centred Service research, including Citizens First, had highlighted the difficulties citizens have in finding and accessing government services. The research had also highlighted some of the potential responses to this challenge, including government single window or one-stop access initiatives. One of the research projects already mentioned above had surveyed Innovations and Good Practices in Single-Window Service.²⁰

As a result, another first step was a presentation to the Treasury Board in May 1998. This presentation pointed out that the federal government was falling behind many other jurisdictions, in Canada and abroad, in developing a single window for government service delivery. The absence of a comparable single window at the federal level not only put the Government of Canada's service reputation at risk, it was also an obstacle to developing truly citizen-centred, integrated service delivery for Canadians, because there was no federal platform for effective collaboration with provincial and municipal single windows.

Many of the potential pieces were already in place – a 1-800-O-CANADA call centre, a Government of Canada web site, and a variety of in-person one-stop access points, including Canada Business Service Centres and HRDC Info Centres – but these were not yet unified within a coherent single window strategy, or supported by a single window organization. The problem was not a total absence of single windows, but rather an excess, without a unifying organizational foundation, to facilitate true service integration, across all service channels.

The presentation to Treasury Board ministers therefore proposed a new integrated, citizen-centred, outside-in service vision for the Government of Canada, to be known as Service Canada. Service Canada, it was proposed, should provide one-stop access to federal government service and should integrate service delivery across all three service channels: Internet, telephone, and in-person. Eventually Service Canada should have an organizational form similar to Australia's Centrelink or Service New Brunswick.

Following Treasury Board's approval to pursue the Service Canada concept, ACSI members played an important role in the design and development of Service Canada. Beginning in the fall of 1998, a Service Canada Implementation Team was established at the Treasury Board Secretariat through secondments of officers from the key service departments. This team evaluated the single-window access initiatives in other jurisdictions, assessed options, and developed recommendations for improving citizen access through Service Canada, including organizational options, such as a new Service Canada department or agency.²¹

When Treasury Board decided to advance the concept through what eventually proved to be a four-year pilot project, ACSI members continued to serve as the Service Canada Coordinating Committee, the governance body for the initiative.²² The Service Canada vision for integrated multi-channel service delivery served as the integrating service vision for the Strategic Infrastructure Initiative (SII), which was succeeded, in 1999, by the Government On-Line (GOL) initiative.²³ Both of these initiatives helped to transform the “Canada Site” into a truly citizen-centred service portal, using feedback from Canadians to design gateways, and service clusters that corresponded to their needs and expectations.²⁴

The Service Canada vision of multi-channel one-stop access was supported by the three pillars of electronic service (Canada site), telephone service (1-800-O-CANADA) and in-person access centres. By the conclusion of the initial four-year pilot project in 2002, the Service Canada in-person access centre network consisted of 59 one-stop access counters across the country (from a peak of 120 during the pilot phase), primarily in Human Resources Development Canada (HRDC) and Canada Post offices. As one of the lessons confirmed by the pilot project was the need for a solid organizational base for integrated service delivery, HRDC was the natural custodian for the permanent Service Canada network and vision, following the initial pilot phase. The next, inevitable step was the transformation of HRDC’s overall service delivery operations into Service Canada, consistent with the initial vision of 1998.²⁵

3.2 The Service Improvement Initiative

While the Service Canada initiative was proceeding, the leaders of the federal service community took up the second major challenge emerging from the insights and findings of the Citizen-Centred Service Network research: the challenge of increasing Canadians’ satisfaction with the quality of federal government service delivery.²⁶ And, once again, this challenge was addressed using the same action research methodology.

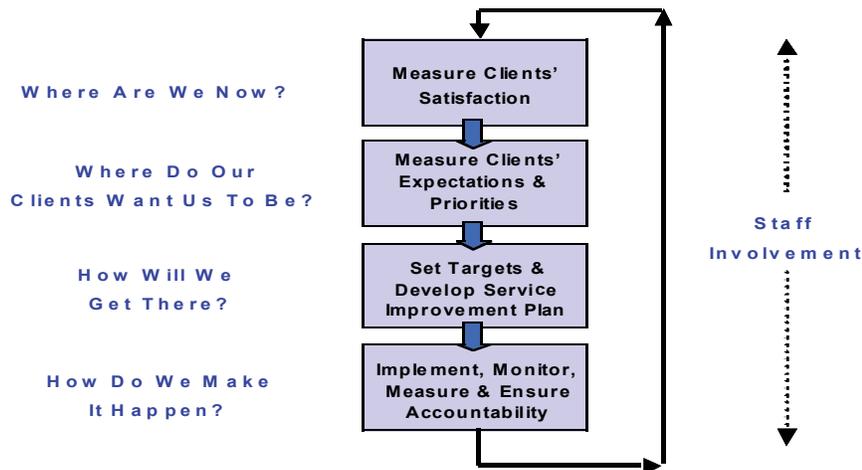
An ACSI Service Improvement sub-committee studied 260 best practice cases in service improvement submitted to them by departments.²⁷ The sub-committee also examined some best practice cases from other jurisdictions. Representatives from those best practice sites that could show measurable improvement in client satisfaction were invited to a workshop in Ottawa with the members of ACSI. Through a facilitated process, participants identified the most important elements that accounted for their collective success. These key empirical factors then became the foundation of the recommended service improvement methodology and policy, based on a four-step methodology:

1. Measure client satisfaction using the Common Measurements Tool;
2. Measure clients’ expectations and priorities for service improvement;
3. Establish client satisfaction improvement targets and a service improvement plan;
4. Implement the plan, and monitor and measure results.

This simple service improvement methodology gleaned from the best practice sites is captured in Figure 3, below:

Figure 3

Results - based Service Improvement Planning and Implementation (SIPI Model)



Source: ICCS

The Service Improvement working group’s recommendations were reviewed by ACSI and a set of decisions approved, following a two-day planning retreat in the fall of 1999.²⁸ In addition to the methodology, the ACSI members (who would be responsible for implementing their own recommendations) recommended a government-wide Service Improvement Policy, including the following elements:

- Adoption of a continuous improvement planning and implementation approach to service improvement and client satisfaction;
- Document baseline satisfaction measures for key services to the public, using the Common Measurements Tool;
- Establish a minimum 10% improvement target for client satisfaction over a five year period;
- Adopt and publish service standards for each service channel;
- Prepare annual service improvement plans, based on clients’ priorities for service improvement;
- Implement service improvement accountability in performance management agreements for all managers, starting with Deputy Ministers;
- Measure and report progress to Parliament and the public annually.

The proposed Service Improvement Policy Framework was presented to the Treasury Board Secretariat (Deputy Minister) Advisory Committee by a delegation of ACSI members representing some of the main service departments, and was eventually approved by Treasury Board Ministers in 2000.²⁹ Implementation was then initiated by the Treasury Board Secretariat in collaboration with six lead departments, with the same ADMs serving as the initial steering committee for the initiative.³⁰

Perhaps for the first time anywhere in the world, the Government of Canada had given itself a measurable service improvement target of a minimum of 10%, over the following five-year period. Adopting such a target was an accomplishment in itself. Meeting it would be an immeasurably greater achievement. Could it be done? The methodology derived from the Citizen-Centred Service research – especially the new ability to focus improvement efforts on the “drivers” of citizen satisfaction – was critical to success.³¹ But whether the methodology would work in practice, only time would tell.

4. Research and action at the intergovernmental level: establishing the Public Sector Service Delivery Council

While the service improvement initiatives derived from the Citizen-Centred Service action research were proceeding at the federal level, steps were also taken to consolidate and institutionalize the network at the intergovernmental level. In June 1998 the federal Treasury Board Secretariat invited a number of provincial service leaders, many of whom had already come to know each other through the Citizen-Centred Service Network (CCSN), to meet in Ottawa, during the final national meeting of the CCSN. The purpose of this first meeting was to consider establishing a new, ongoing intergovernmental forum to build on the CCSN's work, to continue the research, and to begin a collaborative intergovernmental effort to put the results of the research into action. There was agreement to do so, and the new forum became known, initially, as the Senior Service Delivery Officials Forum, or SSDO

At the invitation of the Ontario provincial government, the second meeting of the SSDO was held in Toronto in the fall of 1998, and drew senior representatives from the federal and most provincial governments across Canada. In its initial stages, SSDO was a more formal organization than the original CCSN, but not yet a fully developed intergovernmental council. At a later meeting in Halifax, in December 2000, SSDO agreed to transform itself into a Public Sector Service Delivery Council (PSSDC), with explicit terms of reference governing membership, meetings and procedures.³²

At this stage, the PSSDC was to be composed of two senior officials each from the federal government and the provinces, plus other non-voting participants drawn from either the central agency responsible for the service file in their respective government, and/or from the lead service delivery agency. More recently, council membership has been extended to several of the large federal service delivery departments including Service Canada, Industry Canada and the Canada Revenue Agency. From 1998 to 2003, the Secretariat for the SSDO/PSSDC was provided by the federal Treasury Board Secretariat.

Initially SSDO/PSSDC was chaired by the federal government, with meetings held two or three times a year on average, hosted by different jurisdictions on a rotational basis, and co-chaired by the provincial host. More recently, the practice of federal and provincial co-chairs for the Council has become institutionalized. The Council's meetings have traditionally been for two to three days, with one day given over to best practice site visits within the host jurisdiction, or to one-day workshops or learning events on an emerging issue, such as single-window service, telephone channel management, or integrated service delivery.

The working agenda of the Council's meetings involves reports from the Council's working committees (e.g. Research; Integrated Service Delivery; and the HR Dimension of Service) as well as discussion of collaborative service improvement initiatives and future research requirements. Typically, working committees meet several times between Council meetings via conference calls and face-to-face meetings, and involve from eight to fifteen members drawn from the Council membership, as well as other managers from participating organizations.

Since 1998, the PSSDC has undertaken three major leadership roles:

- collaborative research
- collaborative learning, and
- collaborative service improvement.

The Research Committee makes recommendations to the Council for collaborative research projects, and, once projects are approved, it oversees their development and implementation. It also oversees the publication and communication of the main research findings across the public sector on behalf of the Council.

Collaborative learning has had two dimensions, as noted earlier: council-sponsored learning events around emerging service issues, and site visits at best practice sites within the jurisdictions hosting Council meetings. This is one of the most important elements of the Canadian model of service improvement, because this interactive "community of practice" means drastically reduced cycle times for the communication and adoption of innovative service improvement initiatives from other jurisdictions.

The acceleration of single window initiatives across the country has also occurred because Council members became aware of developments in other jurisdiction almost as they happened.

Collaborative service improvement is also a large part of the Council's work. In its early days the Council steered collaborative work to develop a "lost wallet" website (to help citizens renew lost identity documents), and to overhaul the telephone blue pages across the country, to make it easier to find and access government services. More recently the Council has provided the platform for the development of BizPal, an online service that simplifies the business permit and licence process for entrepreneurs, governments, and third party business service providers.³³ Likewise, the Business Transformation Enablement Program has been developed with inter-jurisdictional collaboration. BTEP tools make it possible for governments to develop integrated solutions that improve service delivery to both businesses and citizens. Thus the Council provides a platform through which jurisdictions can collaborate to create better and more cost-effective service solutions for citizens.

When SSDO/PSSDC was originally established, a parallel federal-provincial council of Chief Information Officers (PSCIOC) had already been established, to collaborate on the implementation of the e-government agenda. Members of these two councils began a dialogue at the so-called Lac Carling Conference, an annual conference on e-Government. In fact, the creation of a service delivery council was actually one of the resolutions adopted at the second Lac Carling conference, in the spring of 1998. Since 2002, PSSDC has joined with PSCIOC to create a joint working agenda, and joint working committees between the two councils. The two Councils have also established a jointly-funded Secretariat in Toronto to provide a strong administrative base for the Councils' work. In addition, following the creation of the Institute for Citizen-Centred Service (ICCS) by PSSDC in 2000, the PSCIOC agreed to co-fund and co-manage the ICCS, as a common platform for research, best practices, and benchmarking.

5. Research for Action: Creating the Institute for Citizen-Centred Service

The Citizen-Centred Service Network completed its research program in the summer of 1998, and presented a number of recommendations for institutionalizing its work over the longer term. These recommendations included the creation of “a ‘centre of expertise’ in service delivery as a resource for the entire public sector” to continue the research work, to become a centre for documenting best practices, and to become a warehouse and benchmarking centre for Common Measurements Tool data.³⁴ Then, in 2000, the Citizens First 2000 report also recommended that the intergovernmental service community “establish a Canadian Centre for Citizen-Centred Service outside government to foster interjurisdictional, intersectoral and international citizen-centred research, innovation and service.”³⁵

Not surprisingly, given its membership and its roots in the CCSN, the idea of such an institute had been on the agenda of SSDO ever since its second and third meetings, in Toronto in the fall of 1998, and in Winnipeg, in June 1999. At a meeting in Victoria in February 2000, SSDO reviewed a “Concept Plan” for an Institute for Citizen-Centred Service developed by the SSDO research committee.³⁶ At a meeting in Fredericton in June 2000, SSDO decided to proceed with establishing the Institute, informally at first, with secondments from the Ontario and federal governments, which took place the following year.³⁷ The Institute of Public Administration of Canada (IPAC) agreed to act as the incubator for the new organization, much as it had already done for the Commonwealth Association of Public Administration and Management (CAPAM). The Ontario Cabinet office provided the space for ICCS, and IPAC provided a legal framework and administrative services.

Overall direction for the Institute was approved by PSSDC at a meeting in Toronto in May 2001, and by the fall of 2001 the ICCS had taken over responsibility for managing the major inter-governmental research projects, for housing the CMT, and for creating a best practices website as well as learning events.³⁸

The mandate for the Institute was established by PSSDC as follows:

- To serve as a world-class centre of expertise and a champion of citizen-centred service across service channels and throughout the public sector;
- To undertake research into citizens’ expectations, satisfaction, and priorities for improvement, and to be the repository for knowledge about citizens’ and clients’ attitudes towards public sector service;
- To measure and monitor the progress of the public sector in improving citizen satisfaction with public sector service delivery, and to develop the means to recognize excellence in citizen-centred service;
- To be the custodian of the Common Measurements Tool (CMT) and electronic CMT in the public sector, and to provide a CMT data repository and benchmarking service for public service organizations;
- To be a centre of expertise in e-government and electronic service delivery;
- To become a centre for the development of publications, training modules, and other management tools required to promote the improvement of service delivery across the public sector.³⁹

Since 2001, the Institute for Citizen-Centred Service has become an essential part of Canada’s research-driven service improvement strategy – an inter-jurisdictional platform on which inter-governmental research is conducted, and through which expert knowledge is documented and disseminated. Its three main business lines are: research; the Common Measurements Tool, data-warehousing and benchmarking; and best practices documentation and dissemination.

In its first business line, ICCS now manages and publishes all of the major intergovernmental research projects, including Citizens First, fielded every two years; Clients Speak (a study of citizens’ views on single-window service)⁴⁰; and Taking Care of Business, a major biennial survey of business sector needs, satisfaction and service improvement priorities.⁴¹ These studies are designed by the PSSDC-PSCIOC Research Committee, approved by the joint Councils, and then turned over to the ICCS staff for implementation. The ICCS develops the prospectus, assembles the funding partners, oversees the awarding of the contract, develops the survey tool, and manages the process through to publication. Typically these national research projects attract about 20 partners and cost approximately C\$500,000

to complete. The Citizens First survey has also now been replicated in New Zealand and Qatar under license from the ICCS, and is gradually becoming the international gold standard.

The second business line involves the promotion of the Common Measurements Tool and the creation of a safe haven for sharing and benchmarking CMT results. An updated version of the CMT was developed and released in 2002 by the CMT Standards Board, which includes representatives from a number of governments across Canada. The latest version of the CMT is designed to permit surveys across all service channels, and incorporates the latest research findings from Citizens First. Starting in 2003, ICCS invited public organizations to send their CMT data to ICCS to begin the creation of a CMT data base and benchmarking service. The first CMT benchmarking report was completed in the same year for a local government in Ontario. The CMT has now been adopted by the Governments of Canada and Ontario as their approved measurement tool. The CMT is also in use in many other provinces and local governments across the public sector in Canada, and the ICCS has now begun to license use of the CMT in other countries. Since CMT data can be stored by ICCS, it is therefore also able to provide a CMT benchmarking service to public sector organizations in Canada, and abroad. ICCS has now begun to license use of the Common Measurements Tool abroad, including in Australia, Singapore and Africa.

The third ICCS business line involves the documentation and dissemination of expert knowledge and best practices. This is accomplished, in part, through the ICCS website (www.iccs-isac.org) which is continuously updated to include the ICCS research studies, innovations and best practices in jurisdictions across the country (and around the world), and publications from member jurisdictions and ICCS learning events. Dissemination is also promoted through ICCS learning events. ICCS provides seminars and workshops to government managers across the country on the use of the CMT, and on research-based strategies to improve client satisfaction with service delivery. Thus, the ICCS has become the repository for Canada's growing body of knowledge and expertise in citizen-centred service, and the main engine for its dissemination and application across the public sector.

6. Deepening Understanding: New Research to Support Public Sector Service Improvement Strategies

Since 1998, the Canadian public sector service community has continued to deepen its understanding of citizens' service needs, expectations and priorities for service improvement through an ongoing program of research. As mentioned in section 5, this research has included successive waves of the Citizens First national surveys at two-year intervals. In addition, since 2004 the public sector service community is now fielding Taking Care of Business, the parallel survey of the business community's service needs, every two years. Thus, either Citizens First or Taking Care of Business (TCOB) is fielded by the service community in any given year.

In addition to these major survey series, the Institute for Citizen-Centred Service continues to undertake research studies funded by the inter-governmental service community on specific service topics where action research is needed to define the forward service agenda. In recent years these special studies have included studies of public sector telephone service, innovation in single-window service delivery, employee engagement and the "Public Sector Service Value Chain," and the professional training needs of public sector service managers.⁴² In parallel at the federal level, an annual research program has been undertaken through the 12,000 person Canada Internet Panel. Panel members are surveyed twice annually, and are also engaged for on-line focus groups around specific topics and issues, such as proposed new government web sites, and citizens' views on the government's use of Web 2.0 social networking tools such as Wikis, blogs, Facebook, and YouTube.

New insights from the Citizens First series include:

- Identification of the drivers of satisfaction with the process of accessing government service;
- Canadians' views on privacy and security around online service delivery, and how these concerns affect their decisions to migrate to lower-cost, self-serve channels;
- Confirmation that citizen expectations for service standards remain quite stable over time, and for e-mail citizens' expectations have actually declined;
- Identification of the drivers of service satisfaction for regulatory services, fee-based services, and for municipal utility services;
- Identification of key drivers of citizen confidence in the public service, including the role that service design and delivery play in improving public confidence.

The Taking Care of Business series has also deepened insights into the service needs, satisfaction levels, and improvement priorities of the Canadian business sector (the survey sample largely reflects small and medium businesses). Among the important insights developed through the research are the following:

- The business sector believes (87% agreed) that good government service is essential for a good business environment;
- There is a strong empirical link between satisfaction with government services and businesses' confidence in public institutions;
- Two thirds of the time business uses more than one channel (e.g. telephone and Internet) to complete a service transaction;
- The telephone channel is the most-used service channel by the business community, but telephone service receives low satisfaction marks;
- Expectations of Canadian businesses for the standards of service such as timeliness are similar as those for citizens;
- The "drivers" of service satisfaction are the same for business as they are for citizens: timeliness is the most important driver, and the one which gets the lowest satisfaction scored;
- Service satisfaction for the business community is somewhat lower than for citizens, but has shown improvement.

6.1 Evolution of the Drivers of Satisfaction

The empirical drivers of client satisfaction with public sector services have been relatively stable since 1998, but there have been some subtle changes in the drivers and some movement in their relative importance.

Figure 4

Drivers in 1998 (<i>Citizens First</i>) By rank order of importance	Drivers in 2005 (<i>Citizens First 4</i>) By rank order of importance
Timeliness	Timeliness
Fairness	Outcome
Knowledge and competence	Extra mile
Courtesy, comfort	Fairness
Outcome	Knowledge

Source: ICCS

In this evolution of the understanding of the drivers of satisfaction, the “extra mile” component of courtesy (willingness of service personnel to go beyond minimum service requirements to provide proactive service and assistance) has emerged as an important driver, and also one that needs improvement. In the rank ordering of the drivers, it is important to note that timeliness remains the most important driver, but that “outcome” (“In the end, I got what I needed”) has moved up in relative importance as a driver. On the other hand, fairness has declined in importance.

These changes in the ranking of drivers may have something to do with the fact that many government services became available on the Internet during this period. Knowledge and fairness are less apparent as drivers on the e-channel, since the human dimension is replaced by the web interface, while outcome may become more important, but in a more limited sense. However, more analysis will be needed to fully understand these changes. What can be said is that timeliness, outcome, and extra mile are generally the drivers most in need of improvement across the public service.⁴³

While the five generic drivers remain important at a macro level, the research has also extended our understanding of the drivers of satisfaction by business line. Here we find some differences in the drivers of satisfaction, depending on the nature of the service. The following table from the Citizens First 4 Summary Report summarizes the research findings on drivers (Figure 5).⁴⁴

Figure 5

Type of Service	Key Drivers Identified in Citizens First 4
Generic – All Public Services	<ul style="list-style-type: none"> • Timeliness • Outcome • Extra mile • Fairness • Knowledge
Voluntary Services	<ul style="list-style-type: none"> • Timeliness • Outcome • Extra mile • Fairness • Knowledge
Regulatory Services	<ul style="list-style-type: none"> • Timeliness • Outcome • Extra mile • Fairness • Knowledge
Fee Based Services	<ul style="list-style-type: none"> • Timeliness • Outcome • Extra mile • Fairness • Knowledge
Indirect Services	<ul style="list-style-type: none"> • Outcome • Value • Timeliness • Dependability • Effectiveness
Telephone Services	<ul style="list-style-type: none"> • Outcome • Reaching a live person • Accurate telephone numbers • Not being bounced around • Minimal wait times
Internet Services	<ul style="list-style-type: none"> • Outcome • Ease of finding information • Sufficient information • Site navigation • Visual appeal
Access	<ul style="list-style-type: none"> • Ability to contact staff when it is convenient • Ability to easily find what or who you are looking for • Knowing where to start and how to get the service
Confidence in the Public Service	<ul style="list-style-type: none"> • Strong leadership and management • Equal and ethical treatment • Benefits to citizens • Good services (service reputation & service satisfaction)

Although the generic drivers continue to feature prominently, “value” emerges as an important driver of client satisfaction in services that require payment (e.g. a Passport).

On the other hand, in the Taking Care of Business series, the five generic drivers still emerged as the most important drivers of satisfaction with governments’ services to the business sector.

6.2 Performance on the Drivers of Service Satisfaction

Citizens First 3, in 2003, shed further light on satisfaction levels for each of the drivers,⁴⁵ as shown below:

Driver	Satisfaction
Outcome	72%
Courtesy (extra smile)	71%
Fairness	69%
Competence	64%
Courtesy (extra mile)	55%
Timeliness	51%

The satisfaction ratings for the key drivers show that, although timeliness has consistently been identified as the leading driver of public sector service satisfaction, it remains the one with which Canadians are least satisfied, and therefore merits continuing attention as a service improvement priority. The satisfaction ratings for the top drivers also illustrate that, in identifying priorities for service improvement, it is necessary to consider both importance and performance. For example, because competence was the second most important driver in Citizens First 3, and was rated at only an average level, this driver should be a candidate for attention by service managers. Similarly the “extra mile” element of courtesy is also a candidate for improvement, but at a lower priority, because it was a less important driver.

6.3 Expectations for Standards of Service

One of the most interesting insights from the initial Citizens First survey in 1998 was the documentation of Canadians’ expectations for service standards, such as waiting times or the number of “bounces” (hand-offs between service personnel) during a service experience. As already noted in 2.4 above, Ontario was one of the jurisdictions that used this data to establish government-wide service standards. The subsequent Citizens First and Taking Care of Business research has shown that Canadians’ expectations have remained quite stable over the past decade, even though service has improved in their eyes. The only area where expectations have increased significantly has been in the mail channel: in 1998 Canadians generally thought a two week response time was adequate; but the number of Canadians who think a reply to a letter should be received within one week has been rising in recent years. However, in general the overall picture since 1998 is one of relative stability in citizens’ service expectations.⁴⁶ This stability in micro expectations is particularly interesting given the fact that the Citizens First series shows an increasing proportion of Canadians expect the same or better service from the public sector when compared to the private sector.⁴⁷

6.4 The Emerging Multi-Channel Universe

One of the remarkable changes in service delivery in recent years has been the increased use of multiple channels to complete a service experience. Ten years ago, many observers assumed that new channels such as the Internet would displace or even eliminate other traditional service channels. Not only has this not occurred, but in fact increased use of electronic service over the Internet may even increase usage of other channels, such as the telephone.

ICCS’ study of single window service, Clients Speak, began to map the multi-channel nature of public sector service transactions in 2002.⁴⁸ The Citizens First series has also documented the expanded use of the Internet channel: Canadians now use multiple channels over fifty percent of the time to complete a service task.⁴⁹ Likewise, Taking Care of Business 2 (2007) discovered that Canadian businesses used multiple channels two-thirds of the time to complete the service experience.⁵⁰

Not surprisingly, many Canadians use websites to obtain information about a service and also use the telephone or visit a government office to complete the transaction. Thus, public organizations need to manage the channels in an integrated way, rather than allowing each channel to be managed separately within its own organizational structure. This includes developing single program data bases to support all channels with the same information and transactions.

6.5 Satisfaction with Individual Service Channels

Another way of measuring citizens' satisfaction with service delivery is to measure satisfaction according to the service channel. This is becoming more complex to measure as citizens increase their use of multiple channels (e.g. Internet and telephone; or telephone and in-person service). Citizens First 4 in 2005 found that over half of citizens used more than one channel to complete a service transaction, double the rate of two years earlier.⁵¹ However, measuring citizen satisfaction with service provided on individual channels still provides useful insights – especially about telephone service. The satisfaction ratings (out of 100) for each channel were measured, as follows⁵²:

Channel	Satisfaction
Kiosk	70
Office Visit	67
Mail	65
Internet/E-Mail	65/63
Telephone	59

These 2005 results demonstrate that the telephone channel (referred to as “the people’s channel” by the authors of Citizens First 2000, because it is “the most frequent means of contacting government”⁵³) receives low ratings compared to the Internet, counter service, and kiosks. The finding that telephone service is rated lower than other channels, combined with the fact that it is the most-used channel, suggests once again that the telephone channel is a priority for service improvement in most parts of the public sector.

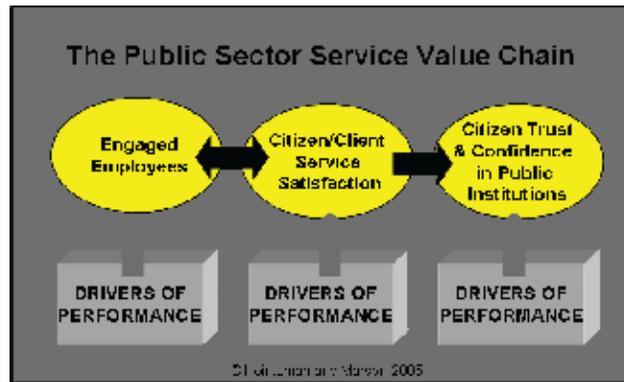
6.6 Telephone Service

As a result, telephone service has been an area of in-depth research in recent years. Because the Taking Care of Business and the Citizens First surveys documented that telephone service is a major improvement priority for citizens, the Institute for Citizen-Centred Service launched a two-year action research study in 2005 to identify citizens' specific expectations for telephone service improvement, and to identify best practices in managing telephone service in both the public and private sectors. The report, entitled Answering the Call: Improving Public Sector Telephone Service for Canadians, was published in 2008 and sets out a series of recommendations for improving telephone service based on the research results. The report notes that Canadians' overall satisfaction with service from government call centres is 57/100, whereas best practice call centres in the public and private sectors can score in the range of 90/100. The report recommends setting client satisfaction improvement targets across the public sector, and working together to achieve them using the best-practice findings.⁵⁴

6.7 The Public Sector Service Value Chain

A third line of ICCS research relates to the Public Sector Service Value Chain (PS SVC) proposed by Heintzman and Marson in 2005 (Figure 6):⁵⁵

Figure 6



The Canadian service delivery community has been investigating and documenting the two hypotheses of the PS SVC: that improving employee engagement contributes to improved organizational performance, including better service delivery; and that better service performance can have a positive impact on citizens' trust and confidence in public institutions.

6.7.1 The Public Sector Service Value Chain: Drivers of Employee Engagement

As early as 2001, the Canadian Public Sector Service Delivery Council proposed to the Public Service Commissioners of Canada that the service and HR communities should collaborate on exploring the links between people management and service delivery; applying to people management the same results-based approach based on the "drivers" of performance already employed for service improvement; and achieving a strong service culture in the public services of Canada.⁵⁶ At their annual conference in September 2004, Canada's Public Service Commissioners agreed to develop a common approach to measuring employee engagement in annual employee surveys. An Employee Engagement Inter-jurisdictional Team (EIT) has developed a Protocol, and Employee Engagement Model, and common survey questions.⁵⁷ The Initiative has also begun to report on comparative intergovernmental employee engagement results.⁵⁸

In parallel work led by the service community, Canadian inter-jurisdictional research has aimed to complement its success in identifying the drivers of satisfaction with public sector service delivery by beginning to identify the drivers for the other two components of the "People-Service-Trust" Chain: employee engagement on the left hand side, and citizen trust on the right. In Canada, identification of the five drivers of service satisfaction was a key step that enabled the Canadian public sector to focus its annual service improvement plans on the right priorities (the top drivers with the lowest scores), and thus to achieve improved service performance in the eyes of Canadians. The same research methodology is now being applied to employee engagement by the public sector service and HR communities, to determine the key factors that drive employee satisfaction and employee commitment (the two components of employee engagement). By analyzing the data from large employee surveys in the federal and BC, Ontario and Manitoba, public services and in the Region of Peel in Ontario, and applying structural equation modeling (SEM), it has been determined that fewer than 10 factors drive the outcomes in public sector employee engagement. These include: management effectiveness; colleagues/work unit; understanding of and support for the organization's vision, goals, and mandate; career progress and development; quality of supervision; autonomy: having the authority to make needed work-related decisions; and workload.⁵⁹

Based on this research, the British Columbia Public Service now fields an annual employee survey designed and conducted by BC Stats, one of the partners in the inter-jurisdictional employee engagement research. The BC surveys not only measure over-all employee engagement but have also succeeded in identifying the key “drivers” of engagement in the BC public service. Survey reports measure performance on these drivers, and also identify the organizational units requiring improvement, so that BC public service executives know where and on what to focus their improvement efforts each year. As a result, BC is now able to hold senior public service executives accountable for improvement, and has made employee engagement scores a factor in its annual performance management program and in calculating performance pay for Deputy Ministers and Assistant Deputy Ministers. In the second round of measurement, employee engagement scores improved across the BC public service, confirming that this methodology can be used to improve results in areas of public management beyond service delivery.⁶⁰

6.7.2 The Public Sector Service Value Chain: The Link Between Employee Engagement and Citizen Satisfaction

Canadian intergovernmental research has also begun to test the first hypothesis of the Public Sector Service Value Chain (PS SVC): that improving employee engagement contributes to improved organizational performance, including better service delivery. BC Stats has explored how the engagement of employees in work units directly involved in service delivery contributes to the first link of the service value chain, by comparing employee engagement results and service satisfaction results across 41 work units in the BC Public Service and in the Region of Peel in Ontario, units that participated in both employee and service surveys between 2005 and 2007.

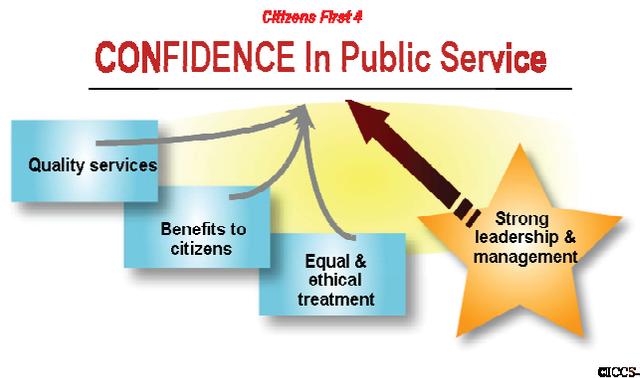
On average, work units with high employee engagement scored 11 points higher in service satisfaction than work units with low engagement (69 versus 80 out of 100 points). The BC Stats study suggests employee engagement is an important driver of public sector service satisfaction. Overall, regression analysis found that engagement scores accounted for 20% of the difference in service satisfaction scores achieved by the work units. Thus approximately 20% of the variation or differences in service satisfaction scores can be explained by changes in employee engagement scores. In general, service satisfaction scores improved by 1 point when employee engagement increased by approximately 2 points.

The BC Stats study begins to confirm the first link in the Public Sector Service Value Chain – the two-way relationship between employee engagement and service satisfaction in the public sector – and demonstrates the impact of employee engagement on citizen satisfaction with public sector service delivery.⁶¹

6.7.3 The Public Sector Service Value Chain: Drivers of Trust and Confidence

Research by the Canadian public sector service delivery community has also investigated the right-hand side of the Public Sector Service Value Chain: trust and confidence in public institutions. Early in the Citizens First series, data analysis showed that service outcomes are important drivers of citizen trust and confidence in government. In Citizens First 4, some non-service drivers were tested and included in the structural equation modelling. The results showed that while service satisfaction is a key driver, the dominant driver of public trust and confidence in the public service is citizens’ perceptions of how well public organizations are led and managed (Figure7).⁶²

Figure 7



The “Good Leadership and Management” driver accounted for fifty to sixty-five percent of the outcome, depending on the level of government involved. This mega driver was composed of several sub-elements including that public organizations:

- Have strong and competent leaders;
- Are well managed;
- Admit mistakes when they happen;
- Conduct business in an open and accountable manner;
- Do a good job of managing tax dollars.

One can think of the examples of Hurricane Katrina in the United States and the RCMP’s handling of the Arar Inquiry and the pension issue as examples of where many of these factors were in play in the public mind. Thus, from a practical perspective, these findings begin to provide public managers with specific guidance on what they need to do to build and retain public trust in the institutions they lead and manage.

For the business sector, the Taking Care of Business 2 research showed that business’ confidence in public institutions is driven by a slightly different set of factors:

- The quality of services received from the public sector;
- The ease of access to information needed to comply with government regulations; and
- The Government’s performance in establishing a level playing field for the business community.⁶³

Additional research is planned in the area of public trust and confidence, so further insights and refinement of the drivers can be expected in future editions of Citizens First and Taking Care of Business.

6.8 Certification: Professionalizing Public Sector Service Delivery

Finally, research has been undertaken by the ICCS in response to an interest across the Canadian public sector in developing common approaches to training and certifying service managers and staff. This priority for action was identified by Deputy Ministers of single-window agencies meeting for the first time in Victoria in June 2006. Based on this identified need, the ICCS initiated a research study of training and certification needs across the public sector in Canada, and concluded that a professional certification program should be created for public managers, incorporating much of the accumulated research into citizens’ needs and into best practices in service delivery, created over the past decade. The pilot phase of this certification program was launched by the ICCS in 2008.⁶⁴

6.9 Summarizing the Action Research Findings

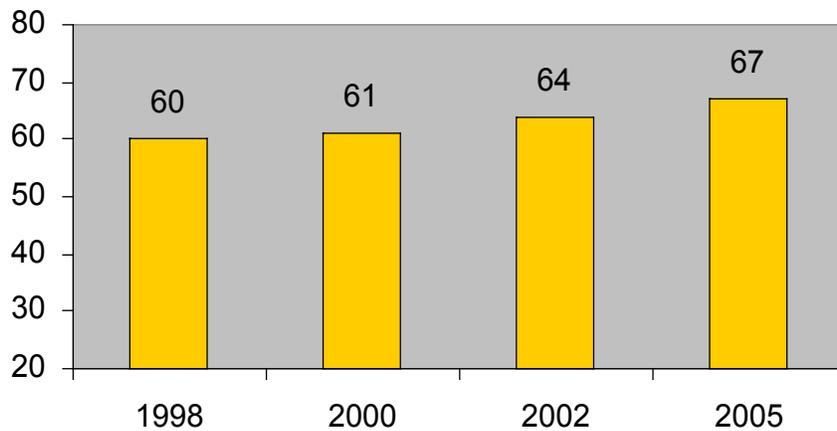
The four Citizens First and the two Taking Care of Business surveys to date are not without their own methodological issues and challenges. To its credit, the ISSC has initiated its own methodological review to identify areas where the research methodology can and should be strengthened.⁶⁵ But, taken as a whole, these two series,⁶⁶ together with an array of other inter-jurisdictional action research since 1997, have provided the Canadian public sector with a much clearer picture of:

- Service satisfaction ratings and trends with the public sector as a whole, with individual services, and with service channels and elements;
- Access problems and issues;
- The “drivers” of service satisfaction and dissatisfaction;
- Service expectations, including citizens’ specific expectations for service standards;
- Clear priorities for service improvement action by program, by service channel, and by drivers of service satisfaction;
- The nature of the emerging multi-channel service universe, including the importance of service improvement on the telephone channel, the “people’s channel”;
- The links between service improvement and related challenges of public sector renewal, especially employee engagement and citizen trust and confidence in public institutions: the links between “people, service and trust.”

7. From Action to Results

Canada has been pursuing a “results-based” approach to service improvement since 1997 at both the federal and inter-governmental levels. Do citizens notice a difference? The regular surveys conducted by the ICCS suggest that they do, and Canada appears to be one of the few countries that can currently demonstrate such significant improvement in results. Citizen satisfaction with service delivery can be measured at two levels: the “service reputation” level and at the service satisfaction level. Service reputation is the term used when asking citizens to rate government service in general; service satisfaction is the term used when citizens are asked to rate their satisfaction with specific services. At both levels of measurement, Canada’s results have been improving significantly. Changes in the public sector’s service reputation are shown in the Figure 8, drawn from Citizens First 4.⁶⁷

Figure 8

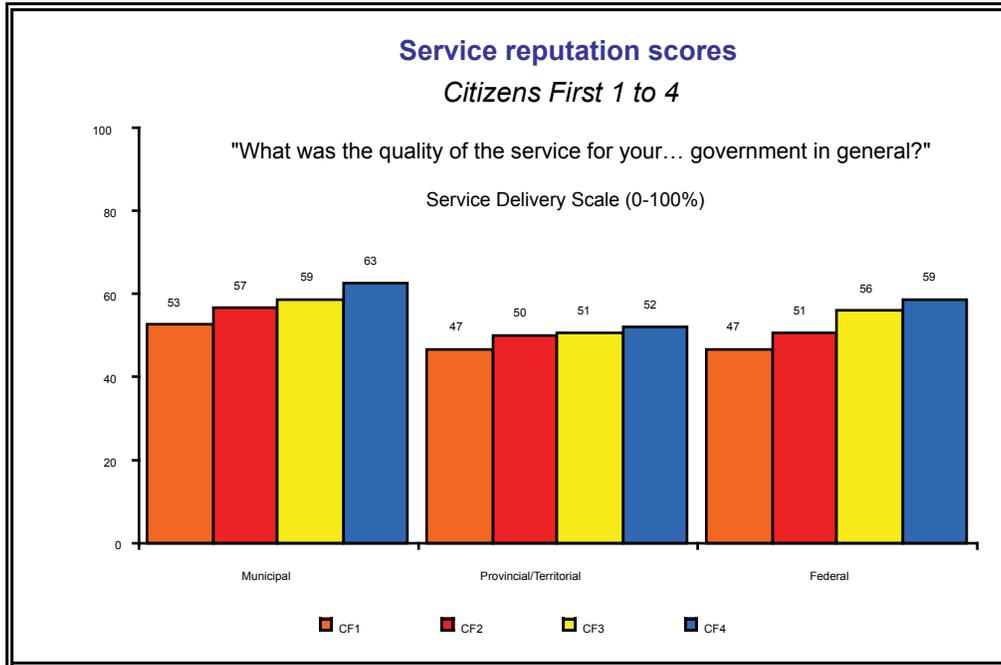


Source: ICCS

Figure 8 shows that citizens believe that governments at all three levels are providing better service than they did in 1998. The improvement is especially significant for the federal government, where the service reputation score has increased from 47 (out of 100) in 1998 to 59 in 2005, a twelve-point (or 25.5%) improvement.

Citizens rate their service satisfaction with specific services even higher than overall service reputation scores. But even though Canadians’ satisfaction with the delivery of specific federal government services starts at a higher level, their satisfaction with the delivery of these specific federal services has also risen dramatically since 1998. (Figure 9) According to the 2005 Citizens First 4 results, Canadians’ satisfaction with 18 core services (such as taxation , pension, postal, employment insurance and passport services) has improved from 60 (out of 100) in 1998 to 67 in 2005, an improvement of over 11.6%.

Figure 9



Source: ICCS

The disaggregated Citizens First data also show that most large service delivery programs are getting even better service scores from Canadians. At the federal level, these include Canada Post, the Canadian Revenue Agency (taxation), and Employment Insurance – all major agencies that have employed the research-based service improvement methodology. For example Canada Post and Canada’s taxation agency can both demonstrate very significant improvement in client satisfaction since 1998. CRA mean service satisfaction levels have moved from 55% in 1998 to 62% in 2005, and Canada Post’s mean service satisfaction ratings have improved from 57% in 1988 to 70% in 2005. Likewise the Canada Pension Plan and Old Age Security programs have increased their mean client satisfaction ratings from 69% to 76%, according to the Citizens First data series.⁶⁸

Veterans Affairs Canada (VAC) is another agency that is a leader in service improvement, based on client survey feedback. For example, using the Common Measurements Tool, VAC improved service satisfaction among its Armed Services client group from 72% to 80% in only two years (2001 to 2003), by focussing improvement efforts on those drivers of client satisfaction that most needed attention (timeliness and staff knowledge in this particular case).⁶⁹

Together, these results provide concrete evidence that Canada’s approach to service improvement, focussing on the drivers of service satisfaction, is paying dividends, not only at the federal level, but right across the public sector in Canada. Citizens do notice the difference.

8. 2005: Key Milestones in the Service Improvement Journey

Many of the ideas or initiatives launched in 1997 reached important milestones in 2005. Of course, results and recognition were being achieved long before 2005. In 1999, for example, the Institute of Public Administration of Canada had already awarded its Gold Award for Innovative Management to the Citizen-Centred Service Network, for its path-breaking action research approach to service improvement, and for the important new improvement tools it had developed for public managers, including the CMT and Citizens First. In 2000, the Network also received the Silver Award in the International Innovation Awards Programme of the Commonwealth Association for Public Administration and Management. But these were awards for innovation, and for promise. 2005 showed that many of the promises had been kept.

For example, the Government of Canada's February 2005 Budget announced that the full 1998 vision for Service Canada was now to be realized.⁷⁰ The service delivery arm of HRDC would at last be transformed as a new organization under the name of Service Canada, to serve as the organizational basis to achieve the vision of integrated, multi-channel, one-stop service delivery for Canadians. In May the Treasury Board (a cabinet committee) approved an initial implementation strategy for this new phase, and in September 2005 the front-line transformation from HRDC to Service Canada finally took place.⁷¹ Part of Service Canada's vision and mandate is not only to provide integrated, seamless service delivery for federal services across all service channels, but also, as it was from the start, to build integrated service delivery for Canadians, by partnering with provincial and municipal single windows.⁷²

Also in 2005, the Institute for Citizen-Centred Service emerged from "incubation." It was legally incorporated as a non-profit corporation, with its own board of directors representing both the PSSDC and the PSCIOC, a full-time executive director, and a staff of eight.

More important, as noted in the previous section, Citizens First 4, published in the fall of 2005, showed that the Canadian public sector continued to make significant gains in service improvement, in the eyes of Canadians. The gains over the previous two years were greater than those of many private sector services, and, in many cases, specific public sector services such as library services, pension services, park services and postal services outperform specific private sector services such as banks, department stores and telephone companies.⁷³ In particular, Citizens First 4 showed that the Government of Canada had achieved and even exceeded its five-year target of a 10% improvement in citizen satisfaction. In doing so, it had succeeded in pulling well ahead of the provincial level results, and even closing the gap with municipal service delivery. But all three levels had consistently improved service results since 1998. No other country is able to demonstrate results in this way, or to show such consistent progress in service improvement results over almost a decade.

As if to confirm this international leadership, the international consulting firm Accenture selected Canada as the world leader in public sector service delivery. Although Accenture had already identified Canada as the world leader in e-government over the previous four years, its 2005 report widened the focus from e-government to a broader citizen-centred and "multi-channel" service delivery assessment. As a result, it especially highlighted Canada's research-based, "citizen-centred," intergovernmental, whole-of-government approach to public sector service delivery. The 2005 Accenture report specifically mentioned Service Canada, the Service Improvement Initiative, the Public Sector Service Delivery Council, the Institute for Citizen-Centred Service, Citizens First and the CMT, among other key elements in Canada's world-wide leadership, and observed that "perhaps more than any other country, Canada has the foundations of leadership in customer service in place."⁷⁴

9. Conclusion

Until 1997 Canada had undertaken a variety of practices to improve public sector service delivery. However, few if any governments or agencies could demonstrate real and consistent results. The initiatives since 1997 have given Canadian governments the tools and platforms both to measure results and to improve them dramatically, from the citizens' perspective. At an individual agency level, at an individual government level and at the pan-public-sector level, Canada can now demonstrate dramatically higher levels of citizen satisfaction with government service delivery.

The key to this success has been the implementation of:

- Communities of practice – networks, councils and an inter-governmental Institute – to provide the necessary organizational platforms for collaborative work.
- Action research focused on obtaining feedback from citizens that can be quickly translated by public managers into service improvements that citizens want and notice, including single windows, electronic gateways and service clusters;
- Service improvement methods that focus rigorously on the “drivers” of citizen satisfaction with government service delivery;
- Common measurement tools and surveys that facilitate comparative benchmarking and results measurement;

These and other key lessons learned along the way by the Canadian public sector service delivery and IT communities are summarized in Annex C.

As noted at the beginning of this monograph, the remarkable Canadian journey in service improvement over the last decade shows how public management reform initiatives can and should be rooted in solid research, how building communities of practice can establish platforms for change across the public sector, and how a results-based, “outside-in” approach to public management can transform the performance of the public sector. These are lessons that can be applied in Canada, of course. But they can also be applied wherever public managers seek to serve citizens better.

Annex A

The “historic consensus” of July 1997 ⁷⁵

Citizen-Centred Service Network: Inaugural Meeting, July 2-3 1997

On July 2-3, 1997, thirty five senior federal, provincial, and local government officials, and invited experts, met at the Canadian Centre for Management Development to: take stock of progress in implementing citizen-centred service delivery; to identify issues and lessons learned; to identify research priorities; and to identify the actions required to accelerate progress in closing the gap between citizen expectations of the public sector, and current performance as perceived by citizens.

This report summarizes the conclusions of the workshop.

Executive Summary

- Research by EKOS and the National Quality Institute demonstrates that, in general, public sector services in Canada are not currently meeting citizens’ expectations;
- Progress in meeting citizen expectations through building a citizen/client-centred public sector in Canada is not moving fast enough and needs to be accelerated through concerted action within and among governments; national and regional structures and action strategies need to be developed to accelerate this change;
- National and regional strategies for future action must be anchored in citizen engagement, and must be based on citizen/client priorities for service improvement; future progress will depend on cooperative action and on building in accountability for results.
- Develop structures and strategies for closing the gap between citizens’ expectations and current levels of satisfaction with public sector service delivery; establish national and regional citizen-centred service networks;
- Undertake focused citizen surveys to determine citizen/client priorities for service improvement, building on a review of previous public sector survey results;
- Identify at the national and regional levels, high-impact projects that will noticeably improve citizen satisfaction;
- Seek strong political and PS leadership support for the cooperative improvement of public sector service delivery.
- Implement stronger accountability systems for Deputy Ministers, CEOs and other senior managers to improve service delivery and enhance citizen/client satisfaction.
- Establish a national coordination point to support the process; and identify a clearing house for good practices exchange;
- Develop national training modules for managers on horizontal, citizen-centred service delivery;
- Develop, through intergovernmental cooperation, a citizen/client satisfaction index/report card;
- Develop a common implementation framework (e.g. such as modified Baldrige/NQI framework);

OVERALL: The priority is to develop and implement effective national and regional public sector service improvement strategies based on: citizen engagement, citizen priorities, and accountability for results.

Research Priorities:

- The collation of available survey data on citizens’ expectations from various jurisdictions;
- Identify citizen priorities for service improvement;

- What drives public trust and confidence in gov't;
- Common measurement tools;
- Best practices (e.G. Implementation/horizontality);
- The impact of service quality on compliance;
- Factors making innovation easier;
- Accountability and performance measurement;
- Citizen involvement and partnerships;
- Applicability of service tools by business type;
- The impact of technological innovation on people;
- Downsizing's impact on service delivery outcomes.

Annex B

"Citizen-Centred" Service Delivery

Why "Citizen-Centred" Service Delivery?

Since 1997, the Canadian approach to service improvement in the public sector has consistently described itself as "citizen-centred". The collaborative institution established by the Canadian service delivery community is now called the Institute for Citizen-Centred Service. Why should service delivery in the public sector be "citizen-centred"? Why do we use this term? There are at least six reasons:

1. The delivery of government services should be conceived and executed from the "outside-in" – not inside-out – with the needs, perspectives, improvement priorities, and satisfaction of Canadians foremost in mind. An "outside-in" perspective will therefore lead us to pay attention to citizens' service improvement priorities and needs, and to their levels of satisfaction with individual services. In a citizen-centred approach, citizen satisfaction becomes the criterion for success, and the basis for results measurement in public sector service delivery.
2. A citizen-centred, "outside-in" approach also helps to highlight the challenge of "access": citizens have to work through the maze of public sector organizations and services to get what they need, and we can only truly meet citizens' complex service needs by working together across organizations and governments to provide seamless, integrated service to citizens.
3. Even more important, the clients of government services are not "just" clients, as they might be in the private sector. They are not just consumers of government services. They are usually also taxpayers and citizens, that is: bearers of rights and duties in a framework of democratic community. As taxpayers and members of a civic or democratic community, citizens "own" the organizations that provide public services, and have civic interests that go well beyond their own service needs. While clients of the Government of Canada are usually citizens of this country, they may also be potential citizens of Canada, or citizens of another country with a business, professional or personal interest in Canada.
4. Many of the clients of government are "involuntary clients," whose service relationship with government derives not from choice but rather from their obligations as citizens, or from the rights of other citizens. That is one reason why "fairness" is among the five top drivers of Canadians' satisfaction with the quality of government service delivery.
5. Those who deliver government services may have to balance the distinct interests and needs of different categories of citizens, within the broader framework of the public interest. They may also have to balance the interests of immediate or direct clients with those of the citizens of Canada as a whole. The satisfaction of immediate "clients" needs to go hand in hand with the confidence of all citizens in the institutions of government.
6. Perhaps most important, service delivery in the public sector should be citizen-centred because every act of service is a "moment of truth" in which Canadians form an impression – positive or negative – about the effectiveness of public institutions and about the potential of democratic government. The service experience either increases or decreases Canadians' confidence in public institutions, and in the degree to which they are capable of fulfilling their democratic missions. It thus enhances or diminishes Canadians' confidence in the potential of their own democratic citizenship. Those who deliver government services should always bear in mind that the quality of government service delivery can and should contribute to strengthen democratic citizenship, and the bonds of confidence and trust between citizens, and between citizens and their democratic institutions. Public sector "clients" are also citizens, whose pride and belief in their own democratic citizenship can be strengthened or weakened by the service experience.

Annex C

Summary List of Key Lessons from Canada

Key Lessons from the Canadian Experience in Improving Public Sector Service Delivery

1. Creating and leading communities of practice

- An approach to service improvement based on engaging the most senior leaders of major public services and service policy, and involving them in a “community of practice” based on shared learning and research, shared decision-making, shared development of strategies and initiatives, and willing alignment of strategies and efforts.
- Intra-governmental community of practice.
- Intergovernmental community of practice (federal, provincial/territorial, municipal) (PSSDC/ PSCIOC).
- Willingness to share information and resources, to set joint targets, and to align efforts depends on confidence in personal relations, shared insights and paradigms, and full involvement in decision-making without coercion from the centre.
- Requires appropriate leadership to create genuine community, establish confidence of participants, and develop a culture of collaboration and alignment.

2. “Action-research” methodology

- Research carried out not just for senior public service executives, but with them.
- Learning and implementation simultaneously.
- Action based on reliable data and information.
- Development of a common culture, mindset, language and approach.
- Developing the tools and insights managers need, in ways they can understand and put into practice immediately.
- Harmonized strategies and common approaches through common information and paradigms.

3. Common platforms and institutions

- Citizen-Centred Service Network
- Public Sector Service Delivery Council (PSSDC) & Public Sector CIO Council (PSCIOC)
- Institute for Citizen-Centred Service (ICCS)
- Annual “Lac Carling” Conference

4. Common strategies and measurement tools

- Common Measurements Tool
- Citizens First
- Taking Care of Business
- Service Improvement methodology
- Convergence across departments, agencies and levels of government
- Data warehousing and benchmarking (ICCS)

5. An “outside-in” approach, rather than “inside-out”

- Rethinking public sector service delivery from the outside perspective rather than the traditional internal perspective of public sector managers.
- “Citizen-centred” service (see Annex B).

6. A “results-based” approach

- Citizen satisfaction with public sector service delivery identified as appropriate results measure.
- Numerical improvement target established (federal government)
- Bi-annual results measurement
- Target exceeded: almost 12% in five years
- Federal government passes the provincial level and closes the gap with the municipal level

7. Identifying “drivers”

- Identifying the “drivers” of citizen satisfaction is the key to improving citizen satisfaction
- 5 key “drivers” account for more than 80% of citizen-satisfaction.
- Critical to understand the order, importance and performance of these five drivers :
 - For public sector service in general
 - For each type of public service
 - For each service channel (in-person, mail, telephone, Internet, etc.)
- Service delivery managers should focus annual service improvement plans on the top drivers with lowest scores.
- Performance improvement methodology based on key drivers can now be implemented also in other key areas of public management (e.g. people management and leadership)

8. Identifying the challenges of “access” to public sector service delivery

- Accessing public sector services (identifying, locating and reaching them) is a distinct or prior challenge to the challenge of quality and satisfaction with the service delivery experience, once access has been successfully achieved.
- Single-window or one-stop access initiatives :
 - Service Canada, Service NB, Service Ontario, Service Québec etc.
- Internet portals :
 - Gateways
 - Citizens
 - Business
 - Non-Canadians
- Telephone service :
 - One-stop government call centres (1-800-O-Canada)
 - Citizen-centred telephone directory listings (“Blue Pages”)
 - IVR standards and protocols
 - First-call resolution
 - “Warm” transfers
 - Satisfaction improvement targets needed

9. Identifying the challenges of integrated service delivery

- Service “clusters”:
 - e.g. Seniors
- Integrating the “back office”:
 - Common business number identifier
- Integrating service across levels of government:
 - Canada Business Service Centres
 - Integrated service for business start-ups and registration :
 - Canada/Ontario/Nova Scotia

10. Understanding and managing the multi-channel service delivery universe

- In-person, mail, telephone, kiosk, Internet
- « Mapping » close connections and transfers across the channels:
 - Even within a single service transaction.
- Electronic and Internet service does not replace the other channels but influences and transforms them.
- Expansion of telephone service as a result of on-line service:
 - From call centres to “contact centres.”
- Rising standards and requirements for higher levels of expertise in in-person and call centres :
 - Because citizens have already received basic information from government web sites.

11. Links with other public sector reform initiatives and priorities

- Results for Canadians
- Management Accountability Framework :
 - 10 elements of good management, including service delivery
 - Organizational performance assessment by the Treasury Board Secretariat (TBS)
 - Accountability and performance management for Deputy Ministers
- People management and leadership:
 - Challenge of employee engagement
 - Applying parallel methodology: Measurement systems and improvement strategies based on “drivers”
 - BC, Ontario, NB, Peel, federal pilot projects
 - Public Service Commissions’ Employee Engagement Intergovernmental Initiative
- Values and Ethics of Public Service
- Citizen trust and confidence in public institutions
- Public Sector Service Value Chain (Heintzman/Marson)

Notes

1. The 1977 Task Force undertook a survey of Canadians concerning government service delivery, and the 1978 Task Force initiated a number of measures to improve access to federal government service including telephone directory Blue Pages and a "federal/provincial central [telephone] referral network...to assist those who cannot find the service they require." It also submitted a report recommending both experiments with in-person access centres, and a "reorientation" of federal service delivery to "place emphasis on client service and satisfaction rather than on meeting suppliers' desires." Task Force on Service to the Public, Discussion Paper, July 1980, pp. 1-11.
2. Canada, Public Service 2000: The Renewal of the Public Service of Canada. (Ottawa: Government of Canada, December 1990), p. 51; Service to the Public Task Force Report. (Ottawa: Public Service 2000, October 12, 1990).
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4. F. Leslie Seidle, Rethinking the Delivery of Government Services to Citizens (Montreal: IRPP, 1995); G. Bruce Doern, The Road to Better Public Services: Progress and Constraints in Five Canadian Federal Agencies (Montreal: IRPP, 1994); Robin Ford and David Zussman, eds., Alternative Service Delivery: Sharing Governance in Canada (Toronto: IPAC & KPMG, 1997); Stephen Bent, D. Brian Marson and Kenneth Kernaghan, Innovations and Good Practices in Single-Window Service (Ottawa: Canadian Centre for Management Development, 1999). It is worth noting that the research report, Best Value for Tax Dollars: Improving Service Quality in the Government of Ontario, prepared for the Ontario Customer Service Task Force by Continuous Improvement Services Inc. and Erin Research Inc., in February 1992, provided an early model for the Citizens First survey research later initiated by the Citizen-Centred Service Network.
5. Canada, Report of the Deputy Minister Task Force on Service Delivery (Ottawa: Privy Council Office, 1996), p. 12.
6. Mme Bourgon's other two priorities were people management ("La Relève") and strengthening policy capacity: Jocelyne Bourgon, Fourth Report to the Prime Minister on the Public Service of Canada (Ottawa: Privy Council Office, February 3, 1997), pp. 19-54.
7. Ralph Heintzman, "Preface," in B. Guy Peters and Donald Savoie, eds., Governance in a Changing Environment (Montreal and Kingston: McGill-Queen's University Press and CCMD, 1995), pp. vii-viii. Emphasis in original.
8. A Strong Foundation: Report of the Task Force on Public Service Values and Ethics (Ottawa: Canadian Centre for Management Development, 1996, 2000). The description of the study team report as a "landmark report" is from Jocelyne Bourgon, "Dedication", in *Ibid.*, p.iii.
9. Of course there is room for a rich theoretical debate about the use of this or any other results measure in public management. As this is intended as a narrative rather than a theoretical paper, we do not propose to engage that debate here. But those who are interested in the theoretical issues might consult, among other references: Sandra van Thiel and Frans L. Leeuw, "The Performance Paradox in the Public Sector," *Public Performance & Management Review*, Vol. 25, No. 3, March 2002, pp. 267-281; Jane E. Fountain, "Paradoxes of Public Sector Customer Service," *Governance: An International Journal of Policy and Administration*, Vol. 14., No. 1, January 2001, pp.55-73; Barbara Wake Carroll, "Some Obstacles to Measuring Results," *Optimum: the Journal of Public Sector Management*, Vol. 30, No. 1, March 2000, pp. 41-47.
10. Brian Marson, Citizen-Centred Service Delivery: CCMD Workshop Report, CCMD Research, August 1997.
11. Geoff Dinsdale and D. Brian Marson, Citizen/Client Surveys: Dispelling Myths and Redrawing Maps. (Ottawa: Canadian Centre for Management Development, 1999).
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13. Stephen Bent, D. Brian Marson and Kenneth Kernaghan, Innovations and Good Practices in Single-Window Service (Ottawa: Canadian Centre for Management Development, 1999).
14. Faye Schmidt and Teresa Strickland, Client Satisfaction Surveying: A Common Measurements Tool (CMT). (Ottawa: Canadian Centre for Management Development, 1999).
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52. Ibid, p.43.
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63. Erin Research for the Institute for Citizen-Centred Service Delivery, Taking Care of Business 2 (Toronto: Institute for Citizen-Centred Service Delivery, 2007), p. 23-5.
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65. The ICCS methodological review identified a number of areas where the Institute's survey research methodology could be improved (including governance and oversight, questionnaire length, scale of objectives and deliverables, non-response weighting, potential multicollinearity, etc.), but also noted that "CF and TCOB research has contributed significantly to our understanding of service delivery and about citizens' attitudes towards service providers," offering "in-depth analysis" not available elsewhere, and that "CF and TCOB work is evolving into a coherent picture of service delivery performance: satisfaction/service quality assessments, citizen abilities to access services, service provider's reputation, service provider's impact and awareness of citizens, needs, and confidence in both the government and the public sector." Ed Bruning, Citizens First and Taking Care of Business: A Methodological Review (Toronto: Institute for Citizen-Centred Service, May 23 2008), pp. 4, 13. For a more negative methodological review, see Cosmo Howard, "Declaration of commitment: a critical analysis of the Institute's common measuring tool for citizen-centred service," paper presented to the 60th Annual Conference of the Institute of Public Administration of Canada, Quebec City, August 26, 2008.
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