EVALUATING JOB NETWORK: MEASURING SERVICE QUALITY

Peter Butterworth, Tara Sharman, Angela Southwell

Client Surveys Section

Department of Employment, Workplace Relations and Small Business

The introduction of Job Network represents the most wide ranging change to the way in which government employment services are delivered since the introduction of the Commonwealth Employment Service (CES) over 50 years ago and involves the largest single human services contracting exercise ever undertaken in Australia. To assess how well the new arrangements are working, the Department of Employment, Workplace Relations and Small Business (DEWRSB) has developed a comprehensive evaluation strategy. The purpose of this symposium is to discuss the strategies and methodology adopted to evaluate the changed arrangements. The symposium will focus on DEWRSB's approach to the measurement of service quality for evaluating the quality of services provided in the new market, one of the five evaluation criteria being assessed by the Department's evaluation strategy.

This paper outlines the new arrangements, describes the strategy for evaluating the reforms and discusses the issues associated with the measurement of service quality and customer satisfaction. The Department manages a program of surveys (the Service Quality Monitoring Program) to assess job seeker, employer and service provider satisfaction and experiences with Job Network. This paper will describe the development and characteristics of this program of research and highlight a number of topics of controversy and uncertainty for discussion within the symposium forum.

The Employment Services Market

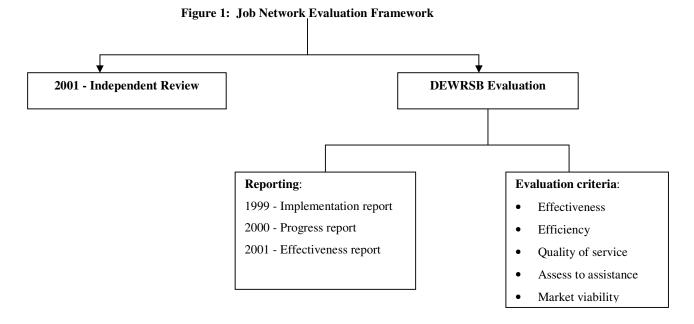
In the 1996-97 Budget the Government announced major changes to the provision of labour market assistance. The main features of the reforms are:

- the introduction of a competitive employment services market in which private, community and public sector agencies are contracted by the Government to provide employment services for job seekers;
- the establishment of a statutory authority, Centrelink, as the first point of contact for employment services for customers and to provide an integrated seamless service to job seekers;
- the establishment of Employment National as the corporate government owned service provider which competes under the same terms and conditions as private providers; and
- a focus on outcomes rather than outputs, with payment for employment services based upon a job seeker being successfully placed in a job for a defined period.

The objective of these changes is to increase the customer focus in the provision and design of labour market services. The move to a purchaser/provider model, the introduction of competition and the need to achieve a positive outcome for each customer will lead to employment assistance which is better tailored to the needs of individual job seekers and increase service effectiveness. Such customer focus should also result in greater efficiency and better value for money. The changes moved the Department to a purchaser/provider role for the supply of employment services. To evaluate these complex processes the Department has developed a comprehensive evaluation strategy to assess the impact of these new arrangements.

The Evaluation of Job Network

In announcing the reforms, the Government stated that there would be a full evaluation of the new arrangements. The evaluation framework has two separate components: an independent review and an evaluation conducted by the Evaluation and Monitoring Branch of DEWRSB.



The Independent Review

The reforms to labour market assistance represent a major change in the way the Government approaches the provision of services and an assessment of the strengths and weaknesses of the model is important for determining to what extent the model should be applied to other areas of service delivery. A review of the new policy framework for labour market assistance needs to be conducted by an independent body in order to properly examine the role of DEWRSB, the other agencies and the market, and the linkages between them. The focus of the review would be on the process of delivery of services, areas where the model for assistance could be improved, and whether or not the model is applicable to other types of government services. A report of this review is planned for December 2001 by such time the market will have had sufficient time to develop and bed down, the tendering process will have been refined having been conducted more than once and more data will be available.

The Department's Evaluation Strategy

The main purpose of the evaluation is to assess how well the new arrangements are working, and to provide input into policy adjustment over time as the market matures. It will also obtain information about the effectiveness of different types of assistance and different providers. The evaluation will be conducted over a four year period and will involve three major stages of reporting comprising an implementation, a progress and an effectiveness report.

- *Implementation Report* will be available to the Government in late 1999 and will assess the implementation of Job Network, issues arising therefrom and early market experience.
- Progress Report, to be available December 2000, will examine how well the new arrangements are progressing.
- *Effectiveness Report*, to be available December 2001, will provide a comprehensive evaluation of the effectiveness of Job Network in improving the employment prospects of job seekers on a sustainable basis.

Evaluation criteria

The key issues for the Evaluation of the Job Network can be grouped into five evaluation criteria: effectiveness, efficiency, quality of services, access and market viability, to be applied thus:

- *effectiveness* in securing sustained employment outcomes for job seekers will involve before-and-after analyses; studies of the impact of assistance on the employment prospects of job seekers (by attempting to isolate from other influences the contribution of employment assistance to job seeker outcomes); and changes over time in the numbers in receipt of unemployment allowances and officially measured as unemployed;
- *efficiency* (value for money) will be assessed by examining the unit costs of assistance compared (where possible) to previous arrangements, the cost effectiveness and the income support savings achieved;
- *quality of service* which includes responsiveness to individuals' circumstances and preferences is one of the key principles in the design of the Job Network and is important as good quality service supports efficiency and effectiveness. Quality is being examined by measuring customer satisfaction with service and through analysis of the actual assistance received. Quality can also be judged by the sustainability of longer term outcomes after outcome payments have been made;
- *access* to assistance by different client groups will be assessed by examining the shares of assistance compared to the eligible populations for groups such as indigenous Australians, people from non-English-speaking backgrounds, sole parents, youth, older job seekers and the long-term unemployed.
- *market viability* the evaluation will assess market viability by examining the tendering process as well as the structure, composition and operation of the market including cost structures and addressing issues such as whether the existing payment arrangements are appropriate for a sustainable market.

A large component of the evaluation research program, particularly for early stages of reporting, is of an exploratory nature and undertaken using qualitative research techniques. A large number of focus groups and interviews with job seekers, service providers and employers have been conducted in numerous locations across Australia. This research aims to investigate a broad range of issues for all customer groups at the early stages of market development.

The Department continuously monitors the performance of contracted service providers and the evaluation will draw on this information in reporting on job seeker outcomes from employment assistance. Outcomes will be measured in terms of employment outcomes, level of reductions in income support and for young people, placement rates into accredited education and training. Employment outcomes will be measured as "paid outcomes" based on payments to service providers at 3 and 6 months after placement in a job and as "post assistance outcomes" which reflect the extent to which job seekers remain employed beyond the point of a final "paid outcome". The employment assistance monitoring will also investigate unpaid outcomes such as job seekers who found their own employment. The monitoring of outcomes aims to report on the nature of outcomes and, in particular, whether the assistance provided is leading to sustainable outcomes for job seekers.

The evaluation will also focus on the quality of services in the new market. The Service Quality Monitoring Program (SQMP) provides data from several large scale surveys of job seekers, employers and service providers. For example, one component of the SQMP is the employer survey which has obtained information on employer usage of the job matching services, how well job matching services operate from an employer perspective and the appropriateness of referrals and the level of service they receive from the service providers.

Measuring Service Quality in the New Employment Services Market

DEWRSB has regularly conducted customer satisfaction surveys to monitor the quality of services delivered by the CES network. In the changed environment of the new Employment Services Market, monitoring service quality is even more important than before. The objective of the employment services market is to tailor assistance to the needs of individual job seekers and to ensure that this assistance is focussed on getting people jobs as efficiently and effectively as possible. This objective is largely centred around service and how efficiently and effectively assistance is administered ultimately depends on the quality of that service. DEWRSB is responsible for ensuring quality services are purchased that are in line with client and market expectations. Monitoring the quality of the services is important for accountability and ensuring value for money; for ensuring that services are targeted and customer focussed to facilitate outcomes; and that the provider strategies in place meet customer expectations and Departmental service standards.

The Service Quality Monitoring Program is the primary method through which the Department collects data about service quality and customer satisfaction in the new Employment Services Market. The SQMP was developed to meet three distinct objectives:

- to collect data on service quality issues to inform the evaluation of the Employment Services Market;
- to monitor the performance of Job Network members and Centrelink against established service objectives and standards in the contracts and the Job Network Code of Conduct. These data assist in contract management and feed into the tender selection process and can be made available to inform client choice; and
- to collect information for market enhancement and policy refinement, for example, to decide on appropriate levels of service, for service improvement and for developing best practice models.

It is important to realise that, unlike concrete or tangible products for which the quality can be measured objectively (i.e., durability, weight, etc.), service quality (and customer satisfaction) in the human services area are abstract constructs which can only be assessed by reference to customer perceptions. The Department uses a fairly common model which considers

customer satisfaction and (perceived) service quality to be a consequence of a number of distinct components. The model expresses customer satisfaction and service quality as a function of customer expectations and actual services received where services received are measured by the customer's perceptions of the service and service delivery. The following diagram is adapted from a model presented by Parasuraman, Berry and Zeithaml (1991).

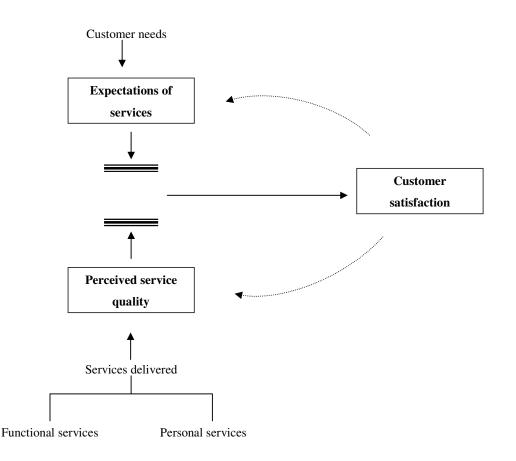


Figure 2: Customer Satisfaction and Service Quality Model

Expectations: There are different ways to measure customer expectations. In some research frameworks expectations represent the desires or wants of the customer. Not all components of the service encounter are of equal importance to customers. Customer expectations are defined as those elements which are most highly valued. A second perspective on customer expectations is associated with the predictions made by customers about the level/type of service or product which they are likely to receive.

Perceived service quality: While there are many different perspectives on the factors underlying service quality, the Department's research follows the theory of Chakrapani who considers that there are two categories of service quality factors. Functional service factors are similar to attributes of a product in that they are not directly related to customers. Waiting times, clarity and usefulness of information are examples of functional service factors. In contrast, personal service factors are

related to the way in which these products are provided to customers. Personal service includes courteous and friendly staff, respect, appearance and availability. Personal service aspects are most strongly associated with service quality and are most difficult to measure and for an organisation to deliver and improve.

A particular issue for measuring satisfaction levels in the employment services market is that, in contrast to most other types of industries, the customer may not in all cases achieve an outcome (ie a job). In these cases, there may be an effect on perceived satisfaction with the services which are provided. Is it possible for job seekers to receive a quality service and to be satisfied with the service that they receive from a service provider if it does not include an outcome? One strategy to overcome this problem is to measure other factors (such as job outcome, duration of unemployment, etc) and thereby control the effect of these variables on perceptions of service quality and customer satisfaction. Thus, one can measure customer satisfaction or service quality over and above the effects of receiving a job outcome. The statistical techniques include multiple regression or covariance analysis. Another strategy is to have many of the questions within the survey focus upon job seeker satisfaction with specific elements of the service experience. By questioning customers about specific components of the service experience, the general biasing effects of not receiving a job may be minimised.

Stakeholder and customer groups

The service quality monitoring program focuses on the service relationships that exist in the employment services market. It has several key stakeholder and customer groups of interest, namely job seekers, employers, service providers and Centrelink.

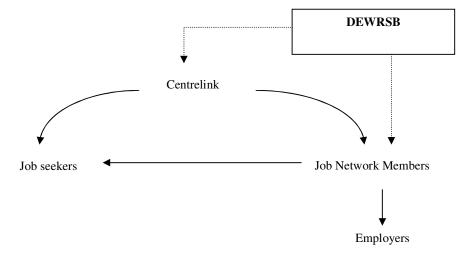


Figure 3: Service Relationships in the Employment Services Market

The research strategy is based upon an analysis of the market and the identification of all end-users/recipients of services and those providing the services. The program serves to monitor the providers of services by surveying the recipients of services.

Job seekers: As is evident from the diagram, within the new Employment Services Market, job seekers receive services from both Centrelink and Job Network members. Centrelink is responsible for the initial "registration" of job seekers, for providing information and advice to job seekers, for referring job seekers to Job Network services and for providing self help services for job search. The Job Network Members provide the specific employment services to job seekers such as job matching, job search assistance and intensive assistance.

As major stakeholders and an important customer group, job seekers are a key focus of the service quality research. The research program identifies the issues and aspects of service which job seekers perceive to be most important and relevant for quality service, in respect of both functional service and personal service. It also monitors how well these needs are being met by the servicing provided by the Job Network and Centrelink. For example, studies conducted by the Department have found that the provision of information is particularly important to job seekers. They expect to deal with staff who are knowledgeable and can provide them with accurate information and guidance. The issue of information is likely to be of critical importance in the new employment services market. It is particularly important for job seekers to understand the new arrangements so that they can navigate through the employment services market, between Centrelink and Job Network members, that they understand their rights and obligations, and that they are aware of the available appeal and complaints procedures. The new market provides job seekers with greater choice and autonomy however to exercise these rights job seekers need appropriate information.

Part of managing service quality in the market is the need to ensure that services are appropriately targeted to customers with special needs. The segmentation of the job seeker market into different categories of job seekers enables identification of variations in expectations (and therefore different perceptions of service quality) and also has important consequences for the delivery of services to job seekers. Age and cultural background, for example, can have a significant effect on a job seeker's job readiness, their special requirements within the employment market, or their risk of long term unemployment. The program looks at the needs and expectations of members of particular special groups including those from non-English speaking/culturally diverse backgrounds, indigenous job seekers, people with a disability, youth, older unemployed people and the long-term unemployed. The service quality monitoring program is designed to provide specific measures of the satisfaction of these special groups to enable monitoring and targeting improvement in services.

Employers: The diagram also demonstrates the relationship between Job Network Members and employers who are the end users of employment services. To place job ready job seekers following Job Network assistance, the market has to focus on delivering a service which is flexible and sensitive to the needs of employers. This coupled with the incentive framework which rewards the service provider for outcomes achieved encourages a focus upon the priorities and needs of employers. The SQMP examines the factors influencing an employer's choice of recruitment method as well as the aspects of service that employers find to be of most importance particularly in respect of job matching services. As is the case with job seekers, different employers will have different needs and expectations about employment services. To provide services to meet all the differences in experiences and expectations of larger and smaller employers, metropolitan and rural employers and those in different industries to identify groups with different expectations and perceptions of services as well as how well Job Network members are providing services to these groups.

Service providers: The relationship between Centrelink and the Job Network members is also important and needs addressing within the measurement program. Centrelink undertakes the initial enrolment and referral of job seekers to service and service providers. In this process, the ability of job seekers to successfully choose a provider and to navigate and understand the Job Network is largely dependent on the quality of the information, advice and assistance provided by Centrelink at the initial contact. The major change to labour market assistance arrangements was the introduction of a large number of employment service providers contracted to deliver services to job seekers and employers. Whilst outsourced service delivery existed to some extent under the CES system with case managers and job clubs, the new partnerships between Centrelink and the Job Network members are critical to the overall functioning of the market. The research program canvasses their views on aspects of Centrelink services which are important to service providers in the new market and measures the performance of Centrelink in providing these services.

The Current Service Quality Monitoring Program

The current program of surveys for measuring service quality was implemented in 1998/99. The current SQMP comprises four discrete surveys which mirror the service relationships within the Employment Services Market discussed above:

- a survey of job seeker satisfaction with services delivered by Job Network Members;
- a survey of job seeker satisfaction with services delivered by Centrelink;
- a survey of Job Network member satisfaction with Centrelink referral services; and
- a survey of employers' use of Job Network.

These surveys are conducted regularly (annually or biennially) and are supported by regular qualitative research to improve the quality and relevance of the program. The surveys are conducted using computer assisted telephone interviewing techniques and the data collection is undertaken by external consultants selected by competitive tender. Each survey is outlined briefly below.

Survey of job seeker satisfaction and perceptions with Job Network: The survey of job seeker satisfaction with Job Network members was conducted for the first time in May/June 1999. It was a telephone survey of approximately 15 000 job seekers who had used Job Network in the previous 12 months. The large sample size enabled the department to collect nationally representative data and data on the performance of providers of each service type (Job Search Training, Intensive Assistance, or New Enterprise Incentive Scheme) within each region. The sample was designed to provide reliable data for each of the special client groups such as indigenous job seekers, people with disabilities, and youth. The survey questionnaire addressed the key elements specified within the service contracts. It also measured aspects of service delivery, including personal and functional service issues and aspects of service that job seekers and employers (in qualitative research) identified as being important to them.

Survey of job seeker satisfaction with Centrelink services: The survey of job seeker satisfaction with Centrelink services was first conducted in February 1998 and again during April and May 1999. The recent survey measured Key Performance Indicator (KPI) 1 in the 1998/1999 Service Arrangement between Centrelink and DEWSRB. The focus of the survey (and KPI 1) is on job seeker satisfaction with the services delivered by Centrelink, including waiting times, information and referral to Job Network Members. Approximately 2,000 interviews were conducted with job seekers who had had contact with

Centrelink during the previous 6 months. The sample was designed to provide nationally reliable data against the key indicators of satisfaction and for special client groups as described above.

Survey of Job Network member satisfaction with Centrelink referral services: This survey canvassed the views and perceptions of all Job Network members about the quality of Centrelink services they received. Staff from over 1000 individual Job Network member sites involved in delivering the full range of Job Network services were interviewed over the telephone. The survey covered issues such as the nature and quality of Job Network members' relationship with Centrelink, including communication, information provision and staff qualities.

Survey of employers' use of Job Network: A survey of employers' use of Job Network was undertaken in June/July 1999. This was a telephone survey of approximately 10,200 employers. The survey has two distinct components:

- The first component was a survey of up to 7,200 employers to examine recruitment practices and employers' perceptions of and experiences with Job Network. As well as interviewing those who had used Job Network, the survey sought the views of employers who had not used Job Network and provides information about how Job Network can better meet the needs of all employers.
- The second component was a survey of around 3,000 employers who have used New Apprenticeship Centres (NACs) in the past 12 months. The purpose was to evaluate and monitor the performance of individual NACs against the Key Performance Indicators specified in their contracts regarding employer satisfaction with services provided.

Development of the Service Quality Monitoring Program

The survey program outlined above was developed partly from the surveys already in place for the CES network and as a result of research and analysis undertaken by the Department over the period prior to the implementation of Job Network. From 1993, the Department regularly conducted customer satisfaction surveys to monitor the quality of service delivered by the CES network. These surveys were designed to monitor performance of the CES against a set of national service standards which focused the network on the qualitative aspects of service and the need to continue to improve the service to clients. They covered areas such the currency of the employment vacancies on display, the accuracy of information and advice provided and the manner of customer contact including courtesy and promptness of staff.

To meet evaluation and monitoring requirements and the new objectives of the Employment Services Market and adequately measure service quality in a competitive, outsourced environment, the research program needed to focus on more than measuring satisfaction with services alone. Monitoring needed to include customer definitions of quality and provide a more complete measure of satisfaction. Better information on gaps in servicing was also required to meet planning requirements for service improvement. There was also a need to examine in more detail the segmentation of customer groups and customer perceptions across a wider range of service elements to better define and measure service quality.

The first stage of evolving the service quality monitoring program was to research customer needs and expectations. A series of focus groups and in depth interviews were conducted in early 1997 in order to:

- examine the needs and expectations of job seekers, employers and service providers;
- identify the significant service factors that customers use to define quality of service; and

identify the different customer groups who have different needs and expectations of service.

The findings of the qualitative research (together with other sources such as complaints, etc.) were used to develop and refine the survey instruments used in the new quantitative phase of the research program. This form of qualitative exploration prior to quantitative assessment will continue and remain an important component of the research program. This enables the Department to remain aware of current issues and to continuously refine and up-date the assessment tools and, therefore, the focus of the analysis and evaluation.

Baseline data

A key element of the ESM evaluation strategy is to measure the impact of the changes in employment services policy on the quality of services provided to job seekers and employers. To be able to measure this impact, baseline data is needed against which to measure future changes. The approach adopted was a pre and post methodology to obtain comparative measures. Two quantitative surveys were conducted in 1997 to measure customer satisfaction with CES services prior to the implementation of the new employment services market. The surveys assessed job seeker and employer expectations and perceptions of employment services. The surveys identified aspects of service which were important to customers, measured the extent to which customers were satisfied with the quality of services provided, and identified gaps in service provision.

To maximise comparability in measures, the surveys were partly based on the previous surveys used to monitor the CES. However, the findings of the qualitative research were incorporated in the design of the samples and the questionnaires with the intention of measuring issues which would be important in the new market given the known changes in service delivery. The surveys were intended to provide the baseline measure of customer experiences with government provided employment services against which to evaluate performance of privatised employment services. In addition, two smaller surveys were conducted in parallel to the main surveys. These parallel surveys replicated the previous questionnaires and were used to assess the validity and reliability of the new survey instruments. The results of these surveys were compared against those of the main survey conducted over the same time period to assess in identifying questionnaire affects (see discussion below in assessment of questionnaires).

Assessment and refinement of questionnaires

It is important to note that there were external events which may have influenced the results of the 1997 quantitative surveys. The surveys were conducted at a time of great change within the CES network. The introduction of the Job Network and the prospect of the abolition of the CES and indeed staff uncertainty about their own future employment may have impacted on the quality of service and advice able to be provided to job seekers and employers. Following the quantitative research, the department engaged the services of an external consultant to validate the use of the quantitative surveys as baseline measures of the services provided by the CES. The objectives of the project were to measure the comparability of the 1997 job seeker and employer questionnaires against the previous surveys and to report on the extent to which differences between the 1997 and previously collected data could be attributed to environmental factors or questionnaire affects. In addition, the project required refinement of the 1997 surveys using a range of statistical techniques (including analysis of specific items and factors)

to increase questionnaire validity, reliability and usefulness and to reduce respondent burden where possible to form the basis of the questionnaires in the new research program.

The comparative analysis of CES data showed that CES performance against major criteria in 1997 was not poorer to that reported in previous years for job seekers and was slightly poorer for employers which was in line with existing downward trends. The parallel surveys using the questionnaires from the previous research framework produced consistent results for the key variables and measured the same underlying constructs when compared to 1995 results and to the 1997 revised questionnaires. The study concluded that any differences were not due to changes in methodology such as questionnaire effects.

Future Service Quality Monitoring

Service quality monitoring plays an integral role in the evaluation of the Employment Services Market, informing the development and refinement of employment services policies and the development of best practice strategies for employment service providers. The SQMP also draws on other sources of data generated by other areas of the Department such as complaints data and quality auditing to provide contextual and interpretive information. The surveys described above will be repeated over coming years to monitor changes in customer satisfaction and service quality as the employment services market develops. Although largely remaining unchanged to enable consistent measurement of concepts over time, the surveys will continue to be refined to take account of changes in employment services policies and service delivery. The surveys will also be updated to reflect significant changes in customer needs and expectations as identified in the continuing qualitative research program.

Evaluation conference symposium

The aim of the symposium is to outline the employment services market evaluation strategy and specifically to examine the issues concerned with measuring service quality. This will provide an opportunity to discuss issues affecting the design and conduct of such research focussing particularly on how and what factors need to be considered when the research is conducted over time. In particular, the establishment of appropriate baseline measures and points of comparison for services is of major interest. Some of these issues and limitations of the research have been included below to facilitate the discussion included in the Evaluation Conference symposium.

• The ESM has involved a restructuring of employment services including changes to the services themselves and to service delivery. The establishment of Centrelink as a separate entity to the service providers has an affect on how service quality in the market as a whole is both perceived and measured and how this is compared to the baseline data available. Under the CES arrangements all job matching services were delivered to job seekers by the CES and although Job Clubs delivered job search training and Case Managers delivered intensive assistance services many of these services were delivered by public providers, sometimes co-located with the CES and often under the CES umbrella. Job seekers may have viewed these services as an extension of the CES services. Within the new market different services are delivered by a range of different organisations and agencies and the separateness of these organisations to Centrelink is more marked. This will obviously impact on job seekers overall satisfaction with, and perception of service delivery within these

organisations. For example, job seeker dissatisfaction with job matching or intensive assistance programs would impact on customer perception of overall CES performance but is less likely to influence customer perception of Centrelink performance.

- Conversely, the delivery of income support services by Centrelink may also impact upon overall perceptions of the
 agency. These other reasons for contacting Centrelink (other than for employment services), may impact on their overall
 judgements of satisfaction with, and perceived quality of Centrelink services (either positively or negatively). These
 factors may not have influenced ratings of CES performance as income support functions were undertaken by the
 Department of Social Security.
- The reforms to the employment services market not only reflect a change of service providers but also changes in the available services and the groups of customers eligible for the different forms of assistance. While many of the measures reported for the CES relate to similar types of services and similar groups of job seekers to those in the new market, it must be acknowledged that these can only represent approximations of the conditions and services provided within the new employment services market. For example, job club and case management programs are broadly similar to the Job Search Training and Intensive Assistance provided in the new market but there are important differences in the forms of assistance and the job seeker populations eligible for assistance.
- As the Job Network matures these changes in available services and clients groups will become even greater. The concept of a competitive market providing customers with choice, fosters individualised service, diversity and specialisation. For example, Job Network members may hope to expand their client base and bring new employers into the market which previously used alternative methods of recruitment. Similarly Job Network members may choose to expand the services provided by offering additional service to help job seekers find work. Also, Job Network members have the facility to be able to charge employers for additional services they offer. A consequence of the role of customer expectations on the measurement of service quality and satisfaction is that customers will have different expectations of different organisations. As the mix of customers and services offered changes over time and with the added variable of fee for service, the needs and expectations of customers will also change. Over time, the points of comparison between the range and type of services offered by individual Job Network members to that of the CES may be eroded.
- Customer satisfaction and perceptions of service quality are a function of the needs and expectations of the customers. Factors such as a person's commitment to work, determination in finding a job and their level of self-confidence will influence the job seeker's expectations about employment services as well as define their needs. Job seeker attitudes are directly related to job search activity which in turn influences the possibility of job outcomes. Investigating the personal attitudes of job seekers can give a better insight into customer satisfaction and perception of service quality and assist in interpreting the results of any quantitative studies.

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