

All of Government Mindset Research

Department of Internal Affairs

Table of Contents

Executive Summary	3
Overall perceptions of government	4
Context of NZ and government in 2019	5
The Mindsets	6
About Mindsets	7
A summary of the mindsets - 2 key attributes	8
A summary of the mindsets - 5 important attributes	9
All mindsets	10 - 17
Mapping of 2012 personas to 2019 mindsets	18
Interactions	19
Types of Interactions	20 - 21
What makes Interactions low and high rated	22
Appendices	23
Appendix 1: What we did	24 - 26
Appendix 2: User interview script	27
Appendix 3: Form used during the interviews	28
Appendix 4: Questions asked on Facebook	29
Appendix 5: New Zealand data sources	30

Executive summary

Mindsets give an understanding of who our users are and how they approach interactions with government. They help people writing and designing government information and services put themselves in users' shoes. This piece of research was commissioned to review and update our understanding of user needs.

In June and July 2019 we interviewed 27 New Zealanders and people living in New Zealand about their life, and experiences with dealing with the government. Details for how the research was undertaken are detailed in Appendix 1: What we did

We wanted to learn:

- Whether the 2012 all-of-government personas were still valid and what additional insight we could gain.
- What the pain points were when dealing with government
- [Added during the project] About the individual interactions and experiences that people are having with the government and what makes or breaks these interactions.

The mindsets

We uncovered eight main mindsets that represented the situations and attitudes that New Zealanders have with the government. These are:

Capable and in control - "I don't have much to do with the government but when I do I want it to be fast, simple and easy."

Promising self-starter - "My life is about working hard now for my future. I'm new to lots of systems and I think they should work smarter."

Cash-strapped self-supporter - "It's important to me to manage on my own, but it is a bit of a tightrope so occasionally I = need some help from the government."

Practical and resilient - "My situation is pretty difficult and I rely on the government, but I try and make the most of life and stay positive."

Temporary troubles - "This current situation feels out of control, things were better before, and I believe that they'll be better again."

Chaotic - "Life has always had big ups and downs. This can cause instability and sometimes it's really hard."

Vulnerable - "Things have been hard my whole life and I'm resigned to that not changing. It means I'm at the mercy of government decisions."

Isolated - "I'm stuck in a cycle where I need the government. I hate having to deal with them but I'll fight for what I am entitled to."

The interactions

We discussed 71 specific interactions, like getting a drivers licence or dealing with a medical event, with the 27 participants. Out of these 71 interactions, we determined 8 types of interactions. These are:

Interaction	Description
Simple and transactional	Simple and transactional interactions are usually fast, easy, and high-volume. For many NZers, these make up the majority of their direct interactions with the government.
Deeply personal	Deeply personal interactions occur when people feel most vulnerable. Things that can cause this vulnerability are medical events or sickness, or anything that affects loved ones (especially involving children).
Life changing decision	Life changing decisions occur when the government makes a decision that materially affects the rest of someone's life.
Government did wrong by me	We came across a number of interactions that often seemed minor but had a disproportionate effect on the person, mainly because they felt they were treated unfairly or disrespected.
'Nice to have' support	These interactions occur when a person wants to know if they are eligible for government support. For these people, the support will be a nice to have and will really help, but their survival doesn't depend on it.
'For my survival' support	These interactions occur when a person wants to know if they can get government support. Usually they are struggling at this point and in desperate need of this support. They are extremely vulnerable as the decision that the government makes will impact their immediate life a great deal.
Testing me	There are a small number of times that the government tests the skills of a person (rather than their eligibility for something).
Government as advocate or advice	In these interactions, the government is a source of advice or advocacy for citizens when they are having an issue in the 'real world' with another person or an organisation.

Key Insights

There were two key insights from the research.

Fast, simple, easy and online

The majority of transactions with government were fast, simple, easy and online.

"Everything online. Simple process. No surprises. Didn't have to talk to anyone. Could have taken the photo at home." [Passport renewal]

"Was bloody great. Painless. Just needed to click submit. Didn't have to talk to anyone, no waiting on hold to IRD" [Tax refund]

Government can be dehumanising

We talked to participants who had food and housing insecurity. Interactions with the government can feel dehumanising for these people.

"They said I don't know what we can do for you. So I did a sit-in. I walked out that day with \$100 grocery voucher to feed the family – with 3 boys, that doesn't go very far. I sat there and said it's taking too long... they came back and offered \$42 a week. I left with my tail between my legs." [WINZ support]

"Whoever decides how much money we get. Try living like us for a year. 22000 year from the government – meant to feed, clothe, pay medical expenses, \$455 week rent, that's meant to do all that for us. If they tried living like us...we need a bit more help." [WINZ support]

Next steps

We recommend two steps to validate these mindsets and interactions.

- 1. Run workshops with customer-facing employees in government agencies to validate and update.
- 2. Run a large-scale survey that uses a representative sample of NZers and people living in NZ to validate and update the mindsets and understand the approximate size of each group.

Overall perceptions of government

What participants liked about dealing with government

It was easy

"TBH The government is trying to make things easier and streamline processes. My father had issues with IRD, but they've got more lenient...They're [the government] is pretty good"

"WINZ recently, when I went to get pension and accommodation supplement, guy was straightforward, no rubbish."

They offer good services

"In terms of tax that I pay, the services they provide - free education, roads, public amenities. Tax is okay for the services I'm getting."

"Especially over the last 2 years, very grateful for the medical attention I've received and for my family."

The government is funding me (or others in need)

"I feel supported by them. If I fall into a hard time (I would be taken care of)."

"Helping a lot of poverty, heaps of benefits for people who're homeless, and housing."

"They make it possible to look after my children, no urgency to dump my child at child care."

What participants found difficult about dealing with the government

Poor customer service - especially when calling

While we noticed a great deal of satisfaction with online services, when participants had to call an agency, they generally found this process time-consuming with long wait times.

"Calling the govt – I generally despise it. I know it's going to be a bad f***ing time. That's why I want to do everything online. The waiting times. Them not understanding. Them not following up."

"Hard to talk to the right people or person to get what you need. Also, I think things can be quite slow moving."

When the government didn't understand someone's personal situation

"If I asked for help; if there was one person looking after me. Say if I had an assigned case manager with Studylink, I could call up and say, hey, my situation hasn't changed."

"Whole lot. Not understanding. They don't understand me, but also other people... with mental health. They haven't lived with mental health like citizens."

Understanding government requirements and policies

"Fees free was straightforward. Everything else on the internet is the most confusing thing. Finding out info about degrees and how to pay for it. All the ins and out. Not easy to find."

"Policies, because quite different to what we have back in Fiji. Example immigration department – what documents they require are more thorough to what we have to provide back in Fiji."

Background context: government services that New Zealanders access

This research covers government services that New Zealanders access. Our research overrepresented people who were high users of government services.

The information here intends to give context to how that relates to the overall data of these services in New Zealand. All sources are available in Appendix 5 - New Zealand data sources.

Current estimation of NZ population

Nearly 4.8 million (1)

Accessing a main benefit

There were 291,969 working-age people receiving a main benefit as at the end of June 2019 (2). Of those:

- 136,233 were Job seeker
- 92,856 were Supported living payment
- 59,263 were Sole parent support (2)

Supplementary benefits and Hardship assistance

The number of people receiving supplementary benefits in the June 2019 quarter were:

- Accommodation Supplement 300,741
- Disability allowance 231, 952
- Temporary additional support/special benefit 65,727

295, 286 Special needs grants were granted in the June 2019 quarter (3). These are one off non-recoverable financial assistance for people to meet immediate needs. A person does not have to be on a main benefit to receive.

487 539 payments for hardship assistance were granted in the June 2019 quarter (3)

Superannuation

781,438 accessing Super or Veteran's Pension in June 2019 quarter (4)

Of those, 42,124 received accommodation supplement, and 127,638 received a disability allowance. (4)

Housing

At March 2019 11,067 were on the Housing Register (applied for public housing). Housing New Zealand own and manage 62,108 homes that accommodate more than 180,000 people. (8)

Migration

Year ended January 2019 provisional estimates are migrant arrivals – 151,600 and migrant departures – 93,200. (5)

For migrant arrivals, in the January 2019 year New Zealand citizens were the largest group with 36,400 (± 600) arrivals. The next largest groups were: China – 17,500 (± 400); India – 14,700 (± 200); United Kingdom – 8,000 (± 200); Australia – 8,000 (± 500); Philippines – 7,700 (± 100). (5)

Crimes

Victimisations recorded by the Police for the year ending June 2019 were 263,329. 77% of these were crimes against property and 23% crimes against people. (6)

Accidents

New claims recorded by ACC for the year ending Mar 2019 were 2,019,468 (7). This represents a 2.9% percentage increase over 12 months.

	Claims	Growth	12-month growth
New claims registered	2,019,468	1	+2.9%
Work	207,390	1	+2.3%
Motor vehicle **	38,954	1	+2.4%
Earners' **	755,246	1	+3.5%
Non-Earners'	1,007,703	1	+0.4%
Treatment injury	10,477	1	*

decision timeframes for claims in this Account.

^{**} Adjusted to represent ACC's best view of motor vehicle claims growth based on current experience.

The Mindsets

About mindsets

What are mindsets?

Mindsets are ways to describe how groups of people think, feel and behave when interacting with a product or service. They are research-based. They generally do not have any demographic information associated with them such as gender, age, marital status etc.

Mindsets vs personas - what is the difference?

There is not yet one definition of mindsets or personas or the difference between them.

Generally speaking personas attempt to represent a group into one person, usually with an image, a story, and key demographic information. A mindset doesn't add these fictional elements.

High quality personas and mindsets have more in common than differences. They both:

- Are created through deep qualitative interviews with a representative sample of the population
- Include some combination of attitudes, motivations, goals or behaviours.

Many UX practitioners have shifted away from giving personas names, ages, gender and a photo because it can confuse people trying to use the personas. It is hard for them to decipher what is research-based (usually the attitudes, motivations, goals) and what is made up (usually everything to make them appear as one 'typical' person).

What is next for these mindsets?

We recommend validating these mindsets, by following the steps set out below.

- 1. Validate with government employees across agencies that interface with users. Run multiple workshops with customer-facing employees and ask the following:
 - a. Which of these mindsets feel familiar i.e. you interface with these people regularly
 - b. What of these mindsets feel unfamiliar i.e. you can't remembering interfacing with people like this
 - c. Are there mindsets missing i.e. people you meet all the time that aren't currently encapsulated in the mindsets
 - d. Is there anything in any of the specific mindsets that feels wrong for you or doesn't sit right?
- 2. Quantify the mindsets. Run a large-scale survey that uses a representative sample of NZers and people living in NZ.

Even after these steps are complete, we would expect that each new major piece of research will update these mindsets and build on the last.

How do you use mindsets?

When designing a product or service

- Consider which of the mindsets reflect people who are most likely to use this service.
 You may want to chose one or two mindsets as your primary mindsets, and a few more as secondary mindsets.
- 2. Think from that mindset, and design your information and services to best suit their needs.
- Conduct user research with people who align with your target mindsets along the way

 you'll learn more about the mindsets when you talk to more users so don't be afraid
 to update these with more recent and relevant findings from your own research.

To support decision-making

When making decisions that impact our users, it can be useful in meetings for attendees to put themselves into a mindset and observe possible decisions through the mindset's eyes. This can be done by everyone taking on the same mindset one at a time, or for different attendees to represent different mindsets.

To run cognitive walkthroughs

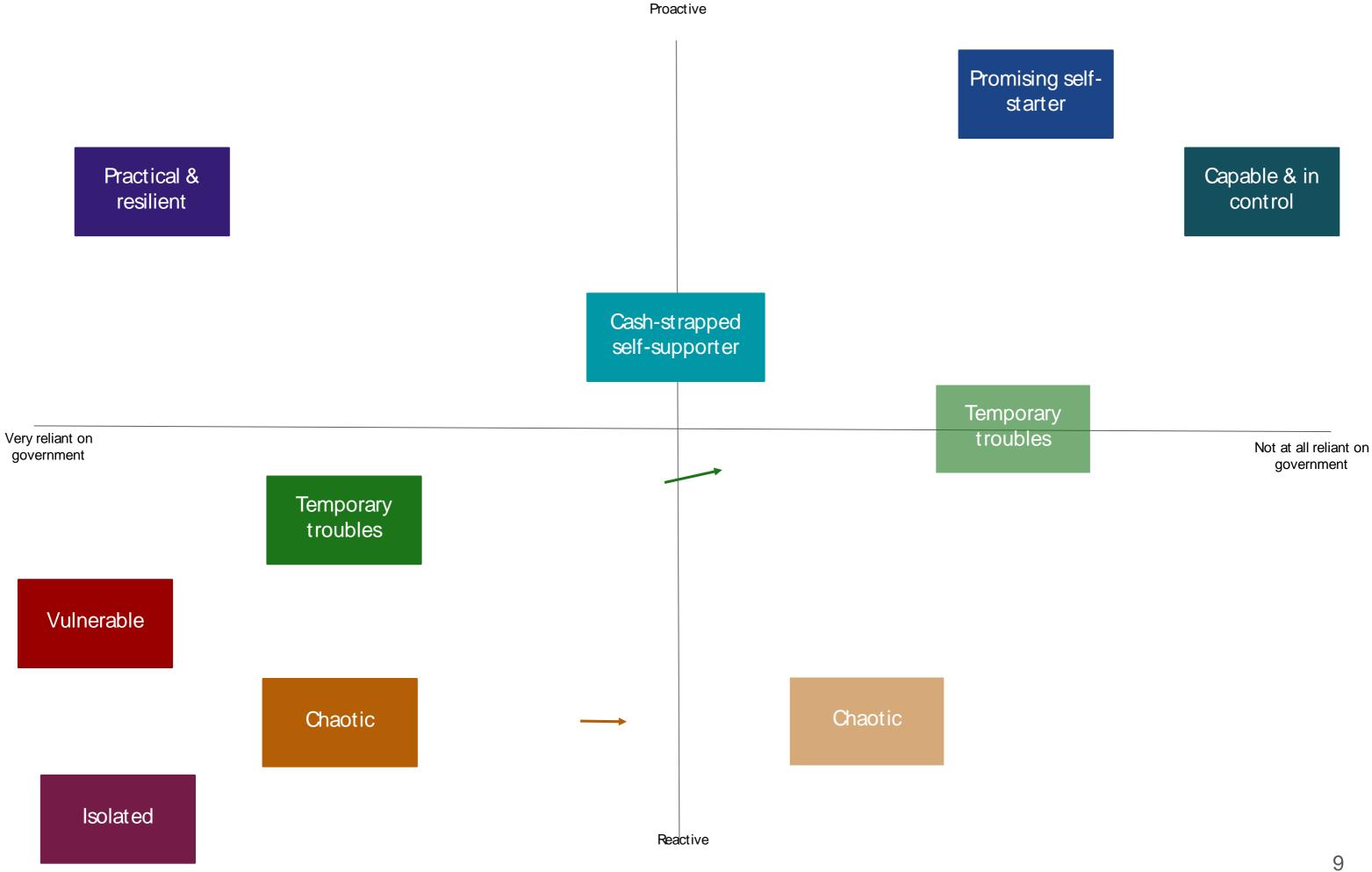
A cognitive walkthrough involves stepping through a service or product flow with one mindset in mind. This doesn't replace the need to test products with real users, but it is a helpful quick option when real user testing is not possible.

To build empathy

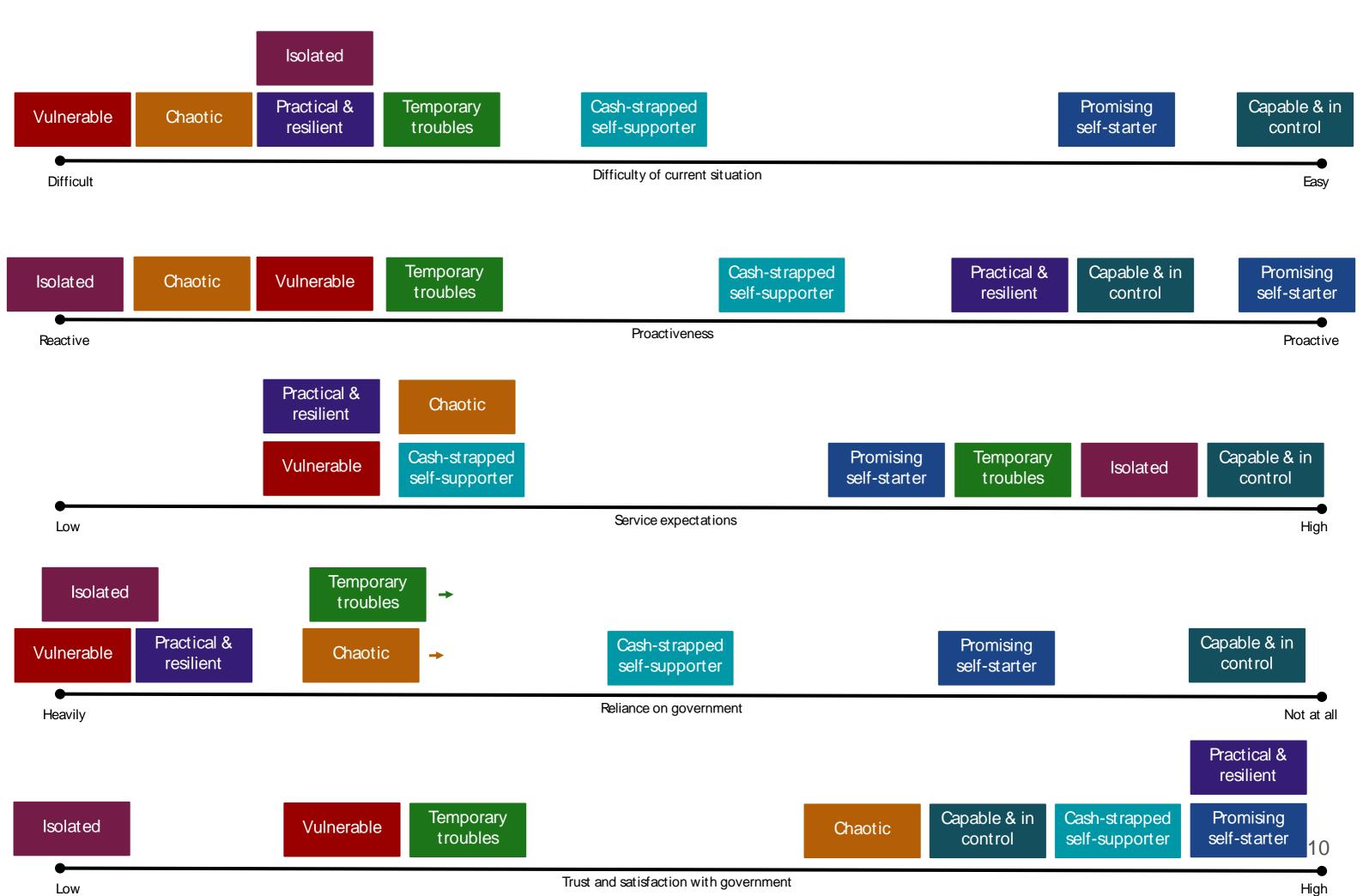
Thankfully, putting ourselves in our users' shoes as we design and build products and services has become more common across government in recent years. Mindsets are a helpful way to build this empathy, particularly with those that aren't used to considering the end users of their product, service or decision.

How do all-of-government mindsets relate to agency personas/mindsets? Where an agency already has research-based mindsets or personas for their context, it is highly likely that their personas/mindsets will be more useful than these all-of-government mindsets. If no such personas/mindsets exist in a given agency, then people may find these mindsets a useful starting point to think about how to design and deliver products and services.

A summary of the mindsets - mapped to 2 key attributes



A summary of the mindsets - comparing 5 important attributes



Capable and in control

"I don't have much to do with the government but when I do I want it to be fast, simple and easy."

Typical life situation

This group is most likely to be working, in a relationship with someone working, or on superannuation.

They are usually financially secure and don't rely on the government for financial support.

They consider that their life is going pretty well, with normal lumps and bumps that they are able to cope with.

Who they are

This group is organised and proactive about making sure that they get things done on time to avoid penalties and extra expenses. They will take action when needed.

They are generally optimistic and hopeful about the future.

They are confident in their own abilities to get things done and confident dealing with people and organisations. They have high service expectations so will be quick to annoy if organisations or the government don't meet these expectations.

They are relatively trusting, but skeptical enough to not be taken for a ride.

Overall view of government

Due to the lack of interactions with the government, they are unlikely to give a lot of thought to how they perceive the government. They mainly want them to be fast and easy.

They have a healthy skepticism about government systems and individuals working as efficiently as they should.

What will delight them when dealing with government

- Fast, easy and simple transactions
- Making an experience even simpler than they thought possible
- Being treated respectfully in complicated situations, and having help to cut through any red tape
- People who do what they say they are going to do
- Getting regular updates.

What will annoy them when dealing with government

- When the process is harder than they think it should be
- Unnecessarily repeating the same information to multiple people
- When people appear incompetent.

Typical government services they use

This groups doesn't use any services out of the standard services that most NZers will use.

Like most NZers this group will:

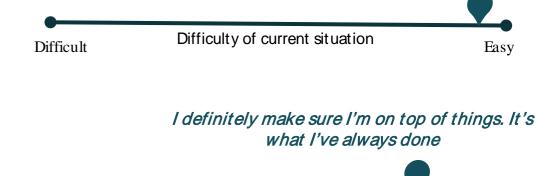
Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

Reactive

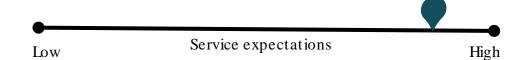
Life's going pretty well.

Proactive



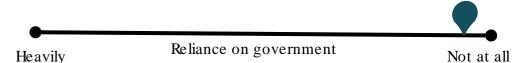
Proactiveness

Nothing annoys me like having my time wasted through unnecessary process or ineffective people

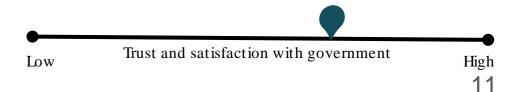


About their relationship with government

I don't feel like I ask much of government, it's all pretty standard



I trust them to not be corrupt, I don't necessarily trust their systems to get it right every time



Promising self-starter

"My life is about working hard now for my future. I'm new to lots of systems and I think they should work smarter."

Typical life situation

This group are in the process of building their life and their future. This may require some short term support now, possibly through education, financial support or support to settle into NZ.

Who they are

This group is organised and proactive and stay on top of what they need to do.

They are optimistic and hopeful about the future. They will sacrifice today for tomorrow.

They are confident and will try most things. They are used to things being simple and easy to follow and will get frustrated when this is not the case.

They are trusting, as they haven't had any cause not to be.

Overall view of government

The government has generally supported them in the ways they think it should. They have high expectations that things should work smoothly and so any disappointment with the government is when these high standards aren't met.

What will delight them when dealing with government

- Fast, easy and simple transactions
- Smarter experiences where data is shared so they don't have to repeat themselves
- People who keep to commitments who do what they say they will, when they say they will.

What will annoy them when dealing with government

- Confusing and unclear information and requirements
- Waiting on the phone
- Websites that overuse jargon or technical terms and don't use enough plain English.

Typical government services they use

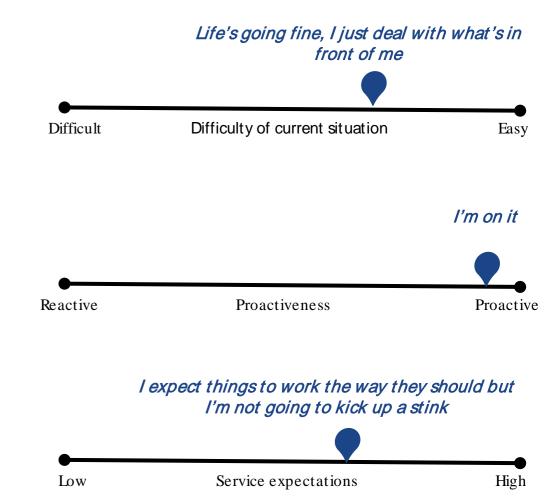
This group may access these services more often than average:

- Student loans
- Student allowance
- Drivers licensing
- Working for families tax credits.

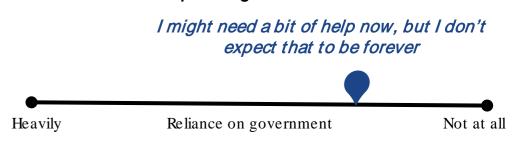
Like most NZers this group will:

Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

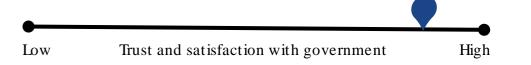
About their mindset and situation



About their relationship with government



I haven't had any reasons to show that I can't trust them. They've always done right by me.



Cash-strapped self-supporter

"It's important to me to manage on my own, but it is a bit of a tightrope so occasionally I need some help from the government."

Typical life situation

This group is most likely to be working in low wage jobs and/or living in a major city with high living costs. They wouldn't imagine not working, it's part of who they are.

They have a busy and full life managing work (potentially multiple jobs) and family and community commitments.

Their life feels like a bit of a financial tightrope but they usually get by day-to-day with tax credits to help.

Occasionally they might need to get extra support to make ends meet or help with an unexpected expenses.

Who they are

This group is middle of the road in most traits. They are somewhat confident, somewhat hopeful, and somewhat proactive when it comes to their situation.

Their service expectations aren't high.

Overall view of government

This group is mostly independent of government support, so only ask the government for what they are pretty sure they are eligible for. For this reason, their view of the government is generally positive.

What will delight them when dealing with government

- Any extra support to make life that little bit easier is greatly appreciated - especially any support for family or children
- When the government can advocate for them or give them advice when things come up.

What will annoy them when dealing with government

- Waiting on the phone to talk to someone when they don't have time
- Not having consistent treatment for everyone
- Being talked down to.

Typical government services they use

This group may access these services more often than average:

- Accommodation supplement
- WINZ urgent or unexpected costs
- Housing NZ.

Like most NZers this group will:

Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

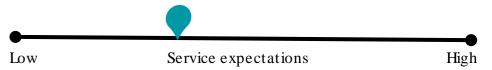
About their mindset and situation



I've got no choice but to stay on top of things



I don't expect much, so I'm pleasantly surprised when things come through for me

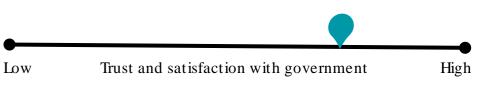


About their relationship with government

I try to minimise what I ask for, but sometimes I've just got no other choice



I've learned to trust that I will get help when I need it



Practical and resilient

"My situation is pretty difficult and I rely on the government, but I try and make the most of life and stay positive."

Typical life situation

This group is in a situation where they can't be self-sufficient. They are reliant on the government for their day-to-day survival. They are making the most of their hard situation and trying to support themselves, their family, and their community as much as possible.

They work hard to stay in control of their situation and finances.

Who they are

They are pragmatic about their situation and focus on what they have in their life to stay optimistic. They are more likely to help others in their community rather than think about who could help them.

They are confident in themselves and reasonably hopeful about their situation. They are generally resilient so bounce back from tough times.

Overall view of government

They acknowledge that the government is providing them with a means to survive. They know what they are eligible for and generally ask for that. They may have built up good relationships with people in the government who they trust and they feel understand them.

What will delight them when dealing with government

- Any help with improving their situation through courses, non-financial support etc.
- Dealing with a person who understands who they are
- Making an effort (going above and beyond) for them.

What will annoy them when dealing with government

- Seeing other people around them struggling general poverty
- Being treated poorly when they have a genuine need and have asked for help.

Typical government services they use

This group may access these services more often than average:

- Benefits such as sole parent support, disability, ACC
- Accommodation supplement
- WINZ urgent or unexpected costs
- Housing NZ.

Like most NZers this group will:

Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

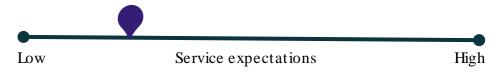
I think I'm doing OK, but from the outside others might think I'm doing it tough







I generally feel like I'm treated well so I don't have much cause to get annoyed

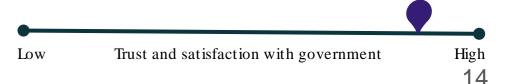


About their relationship with government

The government is my lifeline... I appreciate that.



I trust I'll get what I need, so far I haven't been disappointed so I'm satisfied.



Temporary troubles

"This current situation feels out of control, things were better before, and I believe that they'll be better again"

Typical life situation

This group's *current* life situation is hard, but it hasn't always been that way. Something (or a series of things) have happened that has thrown their life off course. Their current situation is more disruptive than general ups and downs.

Examples may be unemployment, a serious sickness or death, a mental health issue, a family breakdown, or moving to NZ and finding it hard to settle.

Who they are

This group feels out of their depth at the moment. They try to stay positive and feel that they can get to a better place.

They are confident in dealing with people and getting what they deserve. This confidence can get worn down if they get too many knocks.

They are able to advocate for themselves.

Overall view of government

This group may have assumed that the government provided a strong safety net, and then been disappointed about how difficult it was to access services they needed.

They can be frustrated that their situation sometimes doesn't fit into the strict requirements for some types of support. This may knock their confidence and satisfaction in the government.

What will delight them when dealing with government

- When someone sits down and really understands them and their current situation
- When they are respected and seen for who they are, not their current situation
- When they get the help they need.

What will annoy them when dealing with government

- When they don't meet the criteria so can't get the help they need
- When they are disrespected or talked down to
- When they are told to jump through hoops that aren't relevant to their situation
- When they can't find information about what they need to do very easily.

Typical government services they use

This group may access these services more often than average:

- Temporary benefits such as job seeker, disability, ACC.
- WINZ urgent or unexpected costs
- Health services.

Like most NZers this group will:

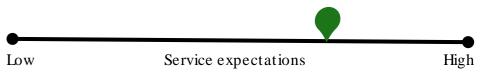
Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

Difficult Difficulty of current situation Easy

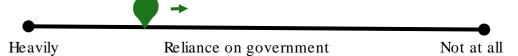


I was used to being treated well in my life. Now that I need help, it has been a bit eye-opening

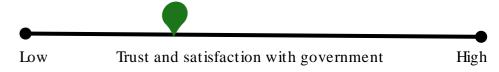


About their relationship with government

At the moment I need the government's help. I guess I've paid tax all my life so this is my turn.



I'm new to needing the government's help so feel a bit out of my depth in knowing my way around the system



Chaotic

"Life has always had big ups and downs. This can cause instability and sometimes it's really hard."

Typical life situation

For this group, life has always lurched from one incident to another. While there may be some periods of stability, things often seem to end up back in hard times.

This group has likely had periods of working and not working throughout their life.

They may be surrounded by people with chaotic lives which makes it harder to get out of their situation. On the other side, they may also have people around them who try and support them through their difficult times.

Possible situations may be mental health episodes, losing a job, relationship issues, or witnessing, being a victim of or committing crime.

Who they are

When this group are in the midst of a difficult situation, they may be only able to react to what is straight in front of them rather than trying to get ahead.

When they are in a better situation they are working towards a better life and are hopeful.

Overall view of government

In difficult times they usually need to use some type of government support.

For most in this group they generally trust the government and are reasonably satisfied.

What will delight them when dealing with government

- People who understand their situation and don't blame them for it
- Feeling like they are being helped
- Fast and efficient interactions to access services.

What will annoy them when dealing with government

- Confusing and unclear information
- Being treated disrespectfully or not being believed
- Not feeling like they have any impact over changes that affect them.

Typical government services they use

This group may access these services more often than average:

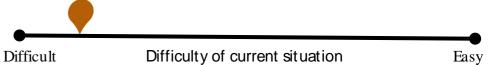
- Benefits such as unemployment, disability, ACC
- WINZ urgent or unexpected costs
- Health services.

Like most NZers this group will:

Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

Life has crashed, and things are pretty complex right now



I'm just getting through each day

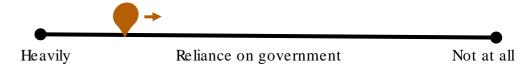


I don't really think about it

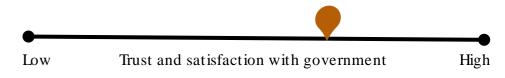


About their relationship with government

My goal is to not need support, but when it's bad, I have no other option



I'm good with what I get when I need it



Vulnerable

"Things have been hard my whole life and I'm resigned to that not changing. It means I'm at the mercy of government decisions."

Typical life situation

This group has experienced hard times for most of their life. They are likely in a position where they are unable to work. This means that they are fully financially supported by the government.

Their situation might have other complexities like medical, health or relationship issues.

Who they are

This group is resigned to the fact that they are reliant on the government.

They are not confident in dealing with organisations or the government as they've had too many knocks.

They may feel like their circumstances are desperate with little hope of it changing. They try not to let their larger situation affect their enjoyment of their day-to-day life.

Overall view of government

This group feels disappointed with the government. They can feel like the government doesn't care about them or how they are going to survive.

They might need other people to advocate for them with the government.

Any decision the government makes for this group is likely to have impacts on their survival so it can feel personal.

What will delight them when dealing with government

- Understanding their situation and really listening to their requests
- Recognising that things are difficult for them, and making them feel valued and respected.
- Using plain English so that information is easy to understand
- Making processes easier.

What will annoy them when dealing with government

- When they are not treated like a person
- When things feel unfair
- Feeling like there is no-one who can advocate for them or help them.
- Interactions that lack empathy.

Typical government services they use

This group may access these services more often than average:

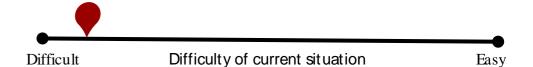
- Benefits such as sole parent support, disability, ACC
- Accommodation supplement
- WINZ urgent or unexpected costs
- Health services
- Housing NZ
- Advocacy groups.

Like most NZers this group will:

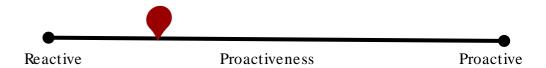
Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

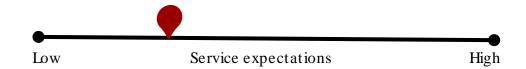
Life has never been easy



I have limited ability to influence my situation



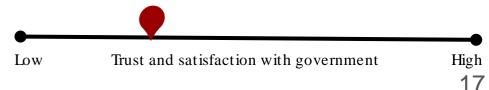
I've been disappointed enough to not expect much



About their relationship with government



I wish they understood me and my situation before making decisions that affect me



Isolated

"I'm stuck in a cycle where I need the government. I hate having to deal with them but I'll fight for what I am entitled to"

Typical life situation

This group is likely to feel alienated from society. Bad experiences with people in their life have tainted their outlook.

They may feel their situation is more complex than it appears to others. They will escalate situations where they think their rights have been disrespected.

Who they are

They are impatient with people who they feel have wronged them. This group can appear disgruntled and quick to anger. They may have causes that they feel strongly about.

They don't feel very positive about the future or the way the country is going.

They expect good service and have the drive and confidence to continue to push for what they believe is due to them.

Overall view of government

This group is suspicious and dissatisfied with government. They don't trust them to not be corrupt, and they don't trust them to make the right decisions in their specific situation. They are willing to keep going back until they get what they deserve.

What will delight them when dealing with government

- Having people recognise the importance and validity of their argument when they escalate
- Lots of options for engagement whether in person, via email, etc.
- Competent staff who look for ways to help people
- Understanding and acknowledging people's histories with certain services.

What will annoy them when dealing with government

- When their rights are being threatened
- When the right process isn't followed
- When their cause is not taken as seriously as it feels to them
- When they don't get replies or feedback.

Typical government services they use

This group may access these services more often than average:

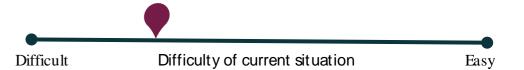
- Benefits such as job seeker, disability, and ACC
- Accommodation supplement
- WINZ urgent or unexpected costs
- Health services
- Housing NZ.

Like most NZers this group will:

Pay tax, register a car and get a WOF, apply for a passport, exit and enter the country, have and raise children, have a medical event, and receive superannuation.

About their mindset and situation

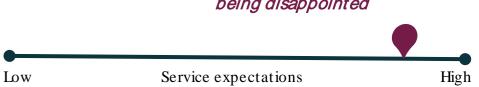
My problems feel big to me compared to how others seem to view them



I'll react strongly to things I disagree with. I'll keep escalating and not let something go when I need to



I have high expectations but I'm used to being disappointed



About their relationship with government

It's the worst of both worlds: I need them but I hate having to deal with them



I'd trust them as far as I could throw them



2012 PERSONAS

Pragmatic user of services

'To be honest, I don't have to deal with government very often. These days I don't even need to file a tax return. Mostly it's basic stuff like renewing my car licence. I like to organised and stay on top of things."

Confident navigator of services

"I want smart services that let me do things with no hassle, when I want to do them. I shouldn't have to repeat myself every time I deal with government. Why can't it be as easy and convenient as when I deal with my bank?"

Unfamiliar seeker of services

"I am so excited about my new life in this country. I just feel a little scared because it is all so new and I have to learn to do things that I've never done before..."

Reluctant navigator of the system

"There's so much to sort out, and all I can think about is that my boy is gone. There is no end to having to tell the government over and over that he died —they gave us the death certificate, don't they know!"

Overloaded support seeker

'st's been rough for a while, and I just can't get on top of things... you sort of feel like you've let your family down. Maybe we could get help, but the rules are so confusing and no-one gives you the whole story."

Disenfranchised system sceptic

'I went to get help and the case manager treated me like an idiot, which I'm not. Finally I just walked out. What's the point? They just can't be bothered."

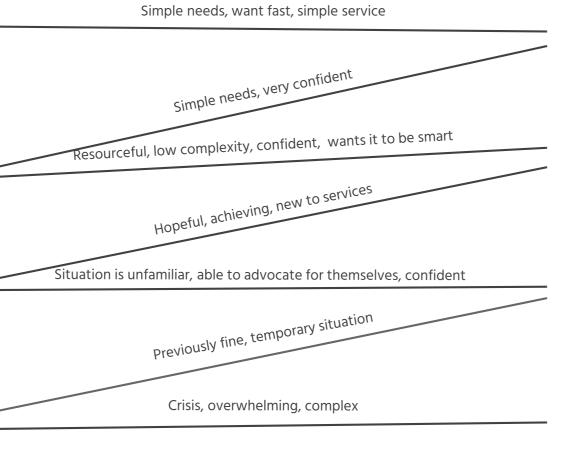
Isolated user of services

"You lose your country, you lose your stability and familiarity with your surroundings. Everyone speaks English and me, I am different; my language is different; my clothes are different, I can't take care of my family and I can't see how it is going to get better."

Self-focused maximiser of services

'I don't think it's a big deal to make the system work for you. I'm not hurting anyone by getting a bit of extra cash here and there. I just need to keep StudyLink and IRD off my back and it'll be sweet!'

COMMONALITIES BETWEEN 2012 & 2019



Highly complex situation, fatigued, disempowered

NO RELATIONSHIPS TO

2019 MINDSETS

Frustration with system, bad experiences, headstrong, jaded



NO RELATIONSHIPS TO 2012 PERSONAS

2019 MINDSETS

Capable and in control

"Idon't have much to do with the government but when Ido I want it to be fast, simple and easy."

Promising self-starter

"My life is about working hard now for my future. I'm new to lots of systems and I think they should work smarter."

Temporary troubles

"This current situation feels out of control, things were better before, and I believe that they'll be better again."

Chaotic

'Life has always had big ups and downs. This can cause instability and sometimes it's really hard."

Vulnerable

"Things have been hard my whole life and I'm resigned to that not changing. It means I'm at the mercy of government decisions."

Isolated

'I'm stuck in a cycle where I need the government. I hate having to deal with them but I'll fight for what I am entitled to."

Cash-strapped self-supporter

'It's important to me to manage on my own, but it is a bit of a tightrope so occasionally need some help from the government."

Practical and resilient

"My situation is pretty difficult and Irely on the government, but Itry and make the most of life and stay positive."

The Interactions

Types of interactions

During our 27 interviews we explored 71 separate interactions participants had with the government. We discovered the following eight 'types' of interactions.

Simple and transactional

Simple and transactional interactions are usually fast, easy, and high-volume. For many NZers, these make up the majority of their direct interactions with the government.

In our research we saw that most agencies were getting these types of transactions right. Most participants were rating these services highly and most could complete their part of the interaction in one step, usually online.

we observed: 20 / 71

Example interactions

Tax refund
Passport renewal
Car registration
Renew student loan
Simple ACC application

How to delight

- Make it fast, simple and easy
- Allow them to do it online
- Even better, automate the processes as much as possible.

How to annoy

People will be annoyed if:

- There are more steps than expected
- They have to phone up (especially if they are on hold)
- Things take longer than expected.

How to optimise content for this interaction

 Incorporate the content into the moment they are completing the interaction (they are less likely to read content outside of the actual process).

Deeply personal

Deeply personal interactions occur when people feel most vulnerable. Things that can cause this vulnerability are medical events or sickness, or anything that affects loved ones (especially involving children).

When these interactions are done well (and from our research they mostly were), they can result in very high satisfaction. When they aren't done well, they have the opposite effect.

we observed: 19 / 71

Example interactions

Serious medical condition
Death in the family
Having a baby
Victim or witness of a crime

How to delight

- Treat people as people. Allow them to see that you are on their side
- Give them all of the information, then support them with the unique knowledge you have to make the right decision.

How to annoy

- Dehumanise them. They are extremely vulnerable so it can be a sensitive time
- Get things wrong when it matters to them (this can move the interaction into the "Government did wrong by me" interaction).

How to optimise content for this interaction

 Most content will be read in conjunction with in-person support.

Life changing decision

Life changing decisions occur when the government makes a decision that materially affects the rest of someone's life. Most of these interactions that we explored with people were immigration decisions, but others would exist across agencies.

These decisions can cause stress, not just when the decision is made but also leading up to the decision. People want to be kept up to date to help control this stress.

we observed: 4 / 71

Example interactions

Immigration applications
Medical decisions
ACC decisions
Court rulings

How to delight

- Help them get the decision that they want
- Keep them updated on the status of things
- Do what you say you'll do.

How to annoy

People will be annoyed if:

- They don't get the decision that they want
- They are unsure of the process
- It feels like they could be at the mercy of one person.

How to optimise content for this interaction

- Online content is key for this type of interaction.
- Detail exactly what they'll need to provide, how decisions are made, the timeframes, and their options if the decisions doesn't go their way.

Government did wrong by me

We came across a number of interactions that often seemed minor but had a disproportionate effect on the person, mainly because they felt they were treated unfairly or disrespected.

we observed: 5 / 71

Example interactions

These interactions were very specific and hard to generalise. Some examples were:
Receiving a war medal in a disrespectful way
Giving a daughter incorrect medication
Getting a speeding ticket unfairly
Getting name spelt wrong on a community services card.

How to delight

- Once a mistake has been made, put it right
- Find someone who can put it right and restore faith
- Give them evidence or allow them to see the process that you went through

How to annoy

- Double down on the initial view
- Not treating the interaction with the same priority as they consider it to be.

How to optimise content for this interaction

 These interactions tend to be outside of normal processes, so it may not be necessary to have specifically written content. The best way to optimise their experience is to help them find someone they can talk to if they are not happy.

Types of interactions (continued)

'Nice to have' support

These interactions occur when a person wants to know if they are eligible for government support.

For these people, the support will be a nice to have and will really help, but their survival doesn't depend on it.

While the same types of government services may appear as both 'Nice to have' support and 'For my survival' support, people's emotions and behaviour will differ when interacting with government through these processes.

we observed: 10 / 71

Example interactions

Student allowance
Family tax credit
Accommodation supplement

How to delight

- Make the process clear
- Allow them to do it online
- Keep them updated on progress
- Give them a straight answer.

How to annov

- Don't make it clear if they are eligible
- If they have to call up and wait on the phone
- If they don't get straight answers from anyone.

How to optimise content for this interaction

- Make it completely clear who is and isn't eligible
- Provide online tools prior to officially applying.

'For my survival' support

These interactions occur when a person wants to know if they can get government support.

Usually they are struggling at this point and in desperate need of this support. They are extremely vulnerable as the decision that the government makes will impact their immediate life a great deal.

we observed: 7 / 71

Example interactions

Emergency food
Emergency housing
Accommodation supplement
Disability allowance assessments

How to delight

- Give them the support they are asking for
- Give them someone they can explain their case to, who understands their situation.

How to annoy

- Don't give them the support they are desperate for
- Don't explain decisions, so they appear to be arbitrary
- Talk down to them.

How to optimise content for this interaction

- Make the rules clear
- Most of these interactions will currently be in person.

Testing me

There are a small number of times that the government tests the skills of a person (rather than their eligibility for something).

These interactions can be nerve-wrecking and people are often sensitive to whether this goes well or not.

we observed: 5 / 71

Example interactions

Drivers licence tests NCEA

How to delight

- Pass them
- Recognise that they are in a stressful situation.

How to annoy

- Fail them
- Make them feel like the were treated unfairly.
- Leave them confused about why they got the result they did.

How to optimise content for this interaction

- Explain exactly what will happen in the test
- Give as many preparation resources as possible.

Government as advocate or advice

In these interactions, the government is a source of advice or advocacy for citizens when they are having an issue in the 'real world' with another person or an organisation.

Note, we only discussed one of these interactions in our research, so our findings are weaker than for the other 7 interaction types.

we observed: 1 / 71

Example interactions

Tenancy tribunal support
Citizens Advice Bureau
Community Law
Ombudsmen and Commissions

How to delight

- Give them a clear process to deal with their problem
- Give them people to contact for more support.

How to annoy

Make it unclear how to get help.

How to optimise content for this interaction

- Explain the process clearly
- Explain their rights
- Explain who to go to.

What makes interactions low and high rated

In addition to looking at how interactions grouped, we also analysed the ones that were rated particularly high or low.

Factors that contribute to a low interaction rating

Note: low rated interactions were the minority. 11 of the 71 interactions received an overall rating of 1, 2 or 3 out of 10.

Feeling personally affronted or disrespected in a situation. Made to feel bad.

"It was a simple request. They didn't give a s**t." (Incorrect spelling on Community Services Card multiple times 1/10)

"One day – courier pack at back door. Inside cardboard white box, inside was the medal. Most medals – name engraved. No engraving on the medal. A form letter, dear sir/madam, enclosed please find.... I was so pissed off, angry to be treated like that." (War medal delivery 2/10)

When the process is out of control with not enough information or updates

"Lack of financial assistance, length of time. No information, not knowing what was out there. "(WINZ support 1.5/10)

"Not understanding and knowing what is going to happen. Process being wrong. No handover. Bounced around. "(Police and Oranga Tamariki investigation 0.5/10)

"Lack of communication, lack of visibility, lack of efficiency. And I paid for the service." (Residency application 2/10)

When they don't get the outcome they want when it really matters

"They said I don't know what we can do for you. So I did a sit-in. I walked out that day with \$100 grocery voucher to feed the family – with 3 boys, that doesn't go very far. I sat there and said it's taking too long... they came back and offered \$42 a week. I left with tail b/w my legs." (WINZ support 1.5/10)

"Whoever decides how much money we get. Try living like us for a year. 22000 year from the govt – meant to feed clothe, pay medical expenses, \$455 week rent, that's meant to do all that for us. If they tried living like us...we need a bit more help." (WINZ support)

"I knew it was a physical condition, not a one-off situation. Should have handled it differently." (Additional financial support for medical condition 1/10)

When one small thing goes wrong (for those with high service expectations)

"The pace in which they were processing. Took far too long." (Going through customs 1/10)

"We weren't speeding. Don't know how we got the ticket. I was not happy. Did complain. Didn't reverse it. Very rigid. I was pretty sure – we never speed. "(Speeding ticket 1/10)

Factors that contribute to a high interaction rating

Note: high rated interactions were by far the majority. 35 of the 71 interactions received an overall rating of 8, 9 or 10 out of 10.

A simple process done well

"Very specific. Fast. Process was fast "(Applying for residency 10/10)

"Everything online. Simple process. No surprises. Didn't have to talk to anyone. Could have taken the photo at home." (Passport renewal 10/10)

"Fast. You don't have to talk in person. B/c calling studylink is atrocious. But they make it easy so only do online." (Reissuing student loan 9/10)

When treated well, with a good outcome, during a vulnerable situation

"Felt from the outset they were genuinely concerned and weren't messing me about. Stop this pain and do what it takes." (Hip arthritis in out of town hospital 9/10)

"She was really good, really nice. Understood that I didn't want to put work ahead of the children at this stage." (WINZ interview 10/10)

"Human interaction made me feel like a person and not a number. Made me feel valued and took good care. Explained everything." (Heart issues at hospital 10/10)

When they asked for help and got it

"No stress involved. person dealt with me as an equal." (Accommodation supplement 8/10)

"Promptness and no questions asked. I expected to have to prove necessity but I didn't have to. I really needed the service." (ACC for ankle injury 8.5/10)

"The service there can't be faulted. I think the emphasis is on individual circumstances. Not so judgemental and questioning." (WINZ support 9/10)

Appendices

Appendix 1: (1) What we did

We conducted interviews with 27 New Zealanders in Auckland, Levin, Wellington, Nelson and Christchurch.

Research objectives

We wanted to learn the following:

- Are the 2012 all-of-government personas still valid? What additional insight can we add?
- What are the pain points when dealing with government and finding information about government services
- [Added during the project] Understand the individual interactions that people are having with the government and what makes or breaks these interactions..

The interviews

The sessions lasted up to - 1.5 hours and we covered the following areas: (see Appendix 2 for the full interview script)

- 1. What is their current life situation and how do they feel about their life
- 2. What personality traits do they exhibit
- 3. What is their perception of government
 - Do they see government agencies joined or separate and what is their preference
 - b. What do they like about interacting with government
 - c. What is difficult about interacting with government
- 4. What life events have they had occur in the last 2 years (see Appendix 3 for the form they completed) For 3 or 4 of those life events:
 - a. What happened
 - b. How would they rate the interaction out of 10, and why
 - c. Understand how the experience was across a number of factors (i.e. trust in the agency, level of urgency etc)
- For some interviews we completed further research on Housing NZ content and/or a card sort on government content. Neither of these are discussed in this report.

How we recruited participants

We recruited via a paid Facebook ad in each location (see Appendix 4 for the questions we asked in the Facebook ad)

We had the following quotas in our sample:

- At least 5 very low income
- At least 10 high users of government services
- At least 8 disabled people
- At least 5 migrants or refugees
- At least 5 under 25s and 8 over 60s
- At least 5 Maori, 4 Asian, and 3 Pasifika people

Biases, limitations and considerations

Like all research, this project has known biases and limitations. Some of these are tabled below.

Bias	Description and effect
Volunteer and self-selecting bias	People who volunteer for research may have different qualities to the general population. Particularly people who will answer a Facebook ad (see below).
Facebook sampling	We recruited solely from Facebook ads. This means that we were unlikely to represent the 21% of NZers who don't use Facebook or the internet. This is a limitation of the research and also a reason why we haven't discussed technology or social media usage in this report.
	We used the quotas described previously to ensure we still got a good cross-section of NZers across the core attributes we were interested in.
Over representation of high-users of government services	We interviewed more people who are high-users of government services than we would have to represent the population. We hypothesised that high users of government services would have more views on the government and we would have access to a deeper insight. This does mean that the mindsets are likely to over-represent people who deal with government more.
Location sampling	We aimed to get a good cross-section of large cities (Auckland, Wellington, Christchurch) and provincial/rural locations (Nelson and Levin). While we got a good cross-section of people, we were under represented in rural participants.
Small sample	We conducted deep qualitative interviews with 27 participants. This is a good number for us to identify patterns, but we are unable to give any prediction to the size of those patterns. A mindset quantification project could follow to understand the size of the different groups as a proportion of NZers and to give further validation (or not) to the patterns and insights that we observed.
Clustering illusion	In the analysis we look for patterns across different participants. It is a known bias for humans to see patterns where they don't exist. We try to avoid this bias during analysis by each analyser (four in our case) looking for patterns separately before sharing our observations of patterns.

Appendix 1: (2) What we did — mindsets

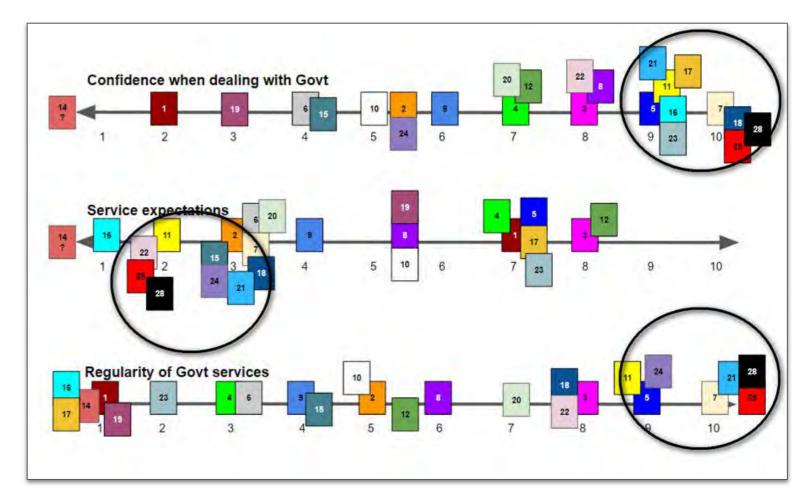
Analysis

The face to face interviews resulted in a lot of rich qualitative data. In particular:

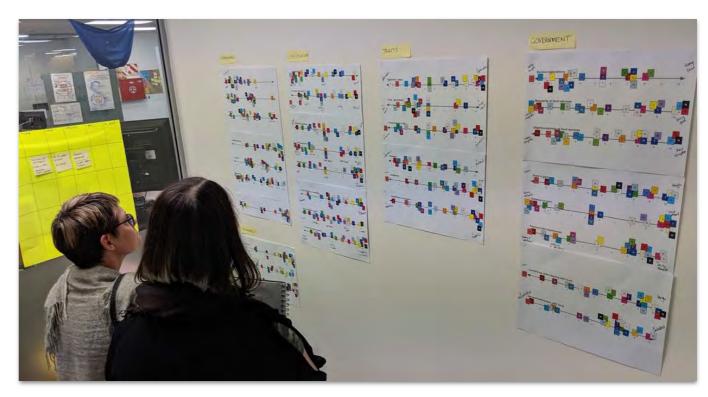
- 27 individual participants' data including their:
 - Life situation
 - Personality
 - View of government
 - Interactions with government

Determining mindsets

- 1. We summarised each participant (numbered 1-27) on a card for quick reference. This helped us remember the characteristics of each participant when we were just looking at groups of numbers.
- 2. We created scales (1-10) to quantify responses to the interview questions. (for example answers to questions about their lives and interactions put them on the continuum for 'life journey' somewhere between easy (1) and hard (10). We called the scales 'attribute continuums'.
- 3. We had 32 different attribute continuums. They covered things like the complexity of their situation, perceptions of government, expectations and experiences.
- 4. We then looked for patterns across all of the continuums for where participants are commonly grouped together across multiple continuums.
- 5. These strong patterns form the basis of the mindsets. When we went back to the characteristics of the groups of people they had similar situations, attitudes, and views of government.



Example showing 3 of the 32 continuums we used to compare participants' attributes. It shows how the numbered participants were mapped from low (1) to high (10) for 3 of the 32 continuums. Three clusters where participants 21,24 and 25 were close together are circled. If that pattern appears over most of the scales, we then start to describe a group of people, which becomes a mindset.



Appendix 1: (3) What we did — types of interactions

Rating criteria	Scales		Interactions	Permanent residency	
		Accommodation supplement	ACC for ankle		
Agency		WINZ	ACC	Immigration	
Channel		F2F	Mixed	Mixed	
How it went					
Complexity	1 - very complex, 5 very simple	Simple	Simple	Complex	
Process simple as can be?	1 - not at all, 5 very simple	Process really simple	Process really simple	Process harder than should be	
Impactful?	1 - little impact, 5 life impact	Low life impact	Low life impact	Some life impact	
Urgent	1 - not urgent, 5 - very urgent	Not very urgent	Quite urgent	Quite urgent	
Outcome what wanted	1 - not at all 5 - completely	Outcome exactly what wanted	Outcome exactly what wanted	Outcome mainly what wanted	
How they perceive government					
Trust in government agency	1 - no trust, 5 - full trust	High trust	High trust	Mid trust	
Have to advocate for my rights	1 - completely, 5 - no at all	No advocating for my rights	No advocating for my rights	Some advocating for my rights	
How they felt					
Confident in themselves	1 - very unconfident, 5 very	Confident	Very confident	Mid confidence	
Felt valued	1 - not valued at all, 5 - very valued	Very valued	Very valued	Not valued very much	
Made to feel bad	1 - a lot, 5 - not at all	Not made to feel bad at all	Not made to feel bad at all	Not made to feel bad at all	
Powerful	1 - Powerless, 5 - full power	Made to felt reasonably powerfu	Mid powerfulness	Made to feel quite powerless	
Vulnerable	1 - v vulnerable, 5 not at all	A little vulnerable	Not very vulnerable	A little vulnerable	
Overall rating					
Rating	1 - terrible, 10 amazing	8	8.5	2	
Essence of that score	quotes	No stress involved. person dealt with me as an equal. Only don't like that it's open plan.	Promptness and no questions asked. I expected to have to prove necessity but I didn't have to. I really needed the service.	Lack of communcation, lack of visibility, lack of efficiency. And I paid for the service.	



Analysis

The 27 interviews yielded descriptions of 71 individual government interactions including:

- What happened
- How they rated the interaction out of 10, and why
- Elements about the interaction such as trust, urgency, vulnerability etc.

Determining types of interactions

We completed a summary sheet for each interaction that we discussed with a participant.

We quantified their responses to interview questions using scales (ranked from 1-5) that measured their experience through the interaction in terms of:

- how it went
- how they perceived government
- how they felt

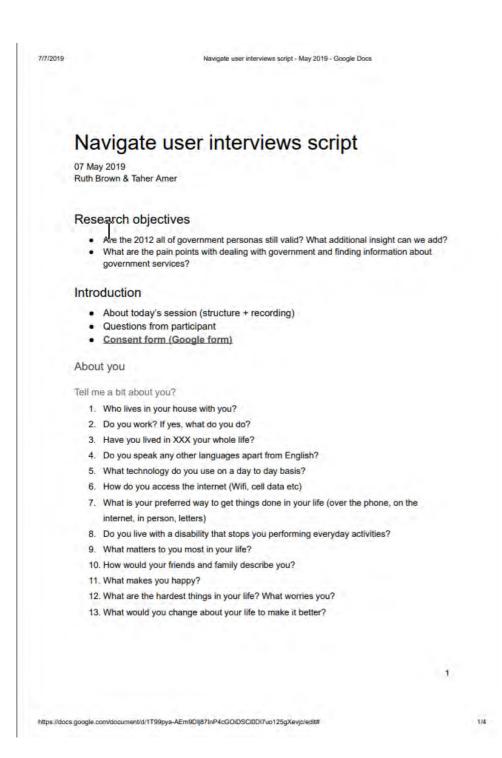
We created cards for each interaction (one card is highlighted in the image above).

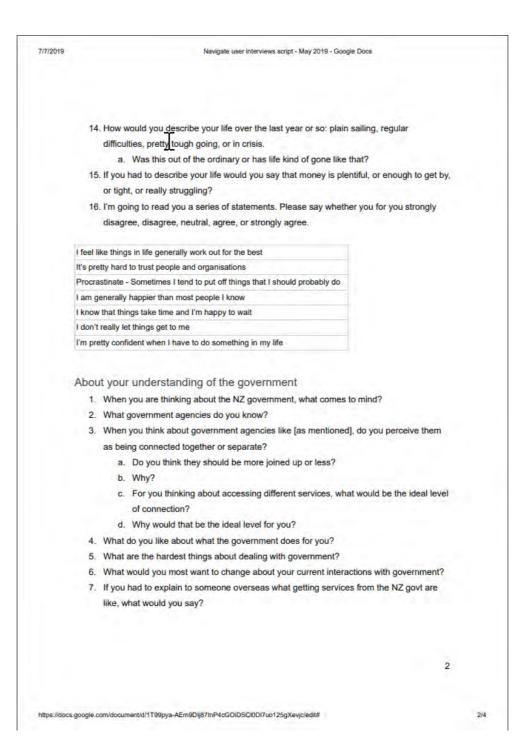
We then grouped and sorted these interaction cards in multiple ways to determine where patterns existed (and where they didn't). Some examples of groupings we used were by:

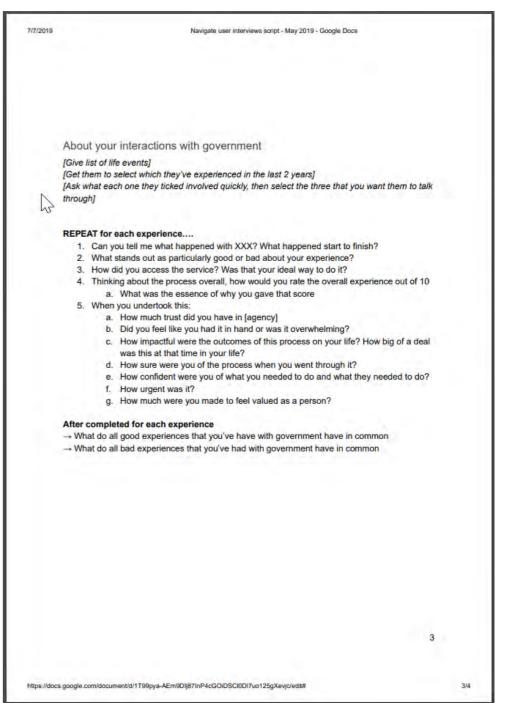
- topic
- what the interaction meant to the individual (this is the main groups that we ended up with)
- the rating they gave the interaction out of 10
- the complexity of the interaction
- the perception of how complicated it should be.

Groupings were analysed for common characteristics and these became the 'interaction types'.

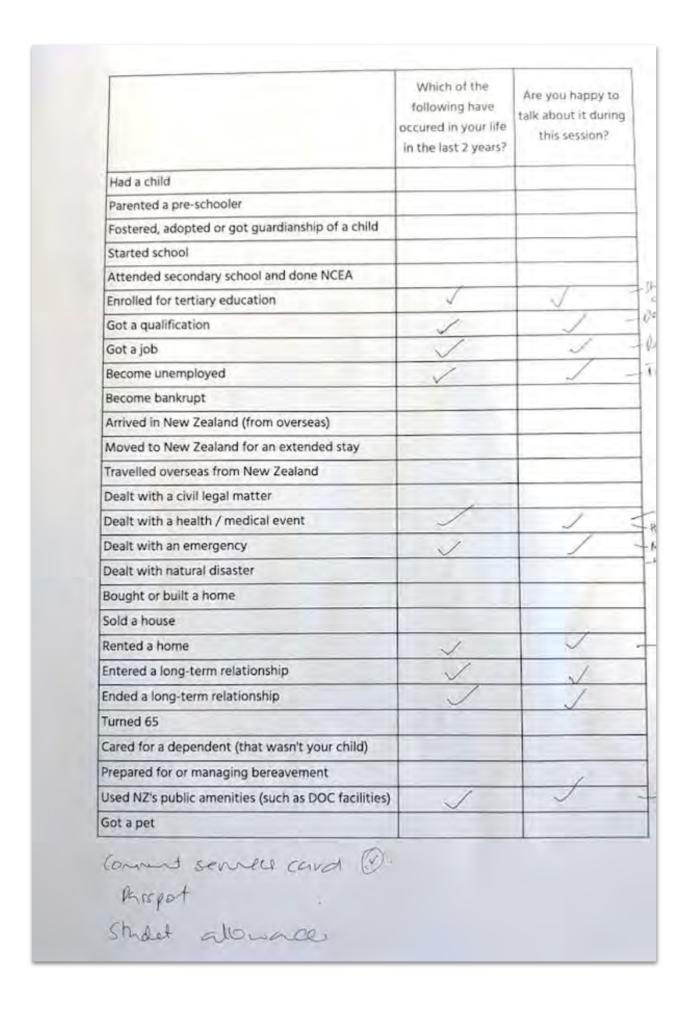
Appendix 2: User interview script

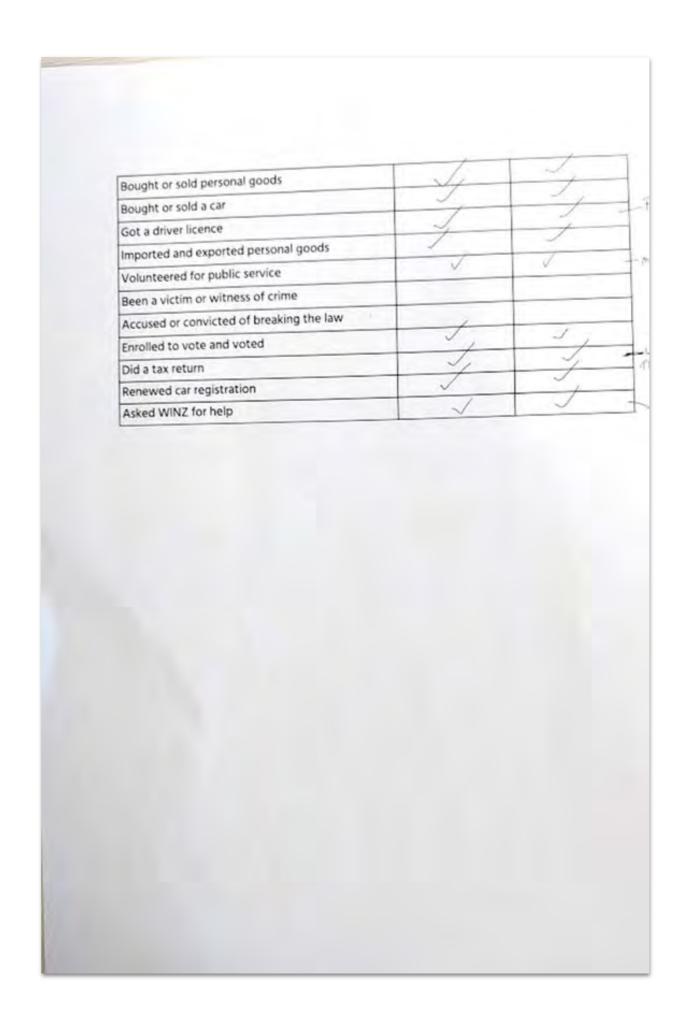






Appendix 3: Form used during the interviews





Appendix 4: Questions asked on Facebook

Christchurch Ad

Lead advertisement

Lead statement

We want to talk to a range of people about dealing with the NZ government

Follow up statement

If you are selected for a 1.5 hour interview, we'll say thanks with a \$70 New World gift card.

Qualifying questions

- Are you available to meet in person for up to 1.5 hours during working hours on the 5" of June?
 - a. Yes
 - b. No
 - c. Unsure
- 2. What BEST describes your work situation?
 - a. Full time
 - b. Part time
 - c. Business owner/self employed
 - d. Student
 - e. Looking for work
 - f. On a benefit or ACC
 - g. Caring for a child or dependent
 - h. Retired
 - i. More than one of the above
 - i Othe

By submitting this information you agree to Govt.nz and NZ Department of Internal Affairs privacy policies

Target audience

We want to run ad in Christchurch.

Data we want to collect

- Name
- Email
- Phone
- Location
- . Date of Birth

Image

https://www.shutterstock.com/image-photo/friendly-female-colleagues-having-good-relationships -1246077505?src=TGSgxN3r_v7nBcS53y3-TQ-1-2



Appendix 5: New Zealand Data Sources

1. Current NZ population estimation

https://www.worldometers.info/world-population/new-zealand-population/

2. MSD - All main benefits - June 2019 quarter

https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/benefit/latest-quarterly-results/all-main-benefits.html

3. MSD Benefits Fact Sheets Snapshot - June 2019 Quarter

https://www.msd.govt.nz/documents/about-msd-and-our-work/publications-resources/statistics/benefit/2019/benefit-fact-sheets-snapshot-june-2019.pdf

4. New Zealand Superannuation and Veteran's Pension data tables - June 2019

Excel spreadsheet accessed from this page https://www.msd.govt.nz/about-msd-and-our-work/publications-resources/statistics/benefit/

5. International migration: January 2019

https://www.stats.govt.nz/information-releases/international-migration-january-2019

6. Crimes at a Glance - June 2019

https://www.police.govt.nz/about-us/publication/crime-glance

7. ACC Third Quarterly report 18/19 - March 2019

https://www.acc.co.nz/assets/corporate-documents/7b4b1516ee/third-quarterly-report-2018-2019.pdf

8. Public housing quarterly report March 2019

https://www.hud.govt.nz/assets/Community-and-Public-Housing/Follow-our-progress/March-2019/3d7e97958b/Housing-Quarterly-Report-March-2019-accessible-web.pdf