

Measuring Citizen Satisfaction: A Practitioner's Guide to Citizen Satisfaction Surveys

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This Practitioner's Guide to Citizen Satisfaction Surveys is a deliverable of the project financed by the European Commission's Technical Support Instrument on "Measuring Citizen's Satisfaction with Key Government Services for Better Performance and Enhanced Trust". Its purpose is to support public administrations in countries to develop more user-centric administrative services by presenting a robust and reusable methodology to measure people's satisfaction with public services.

This Guide is intended to equip public officials with a step-by-step approach to designing and conducting Satisfaction Surveys, therefore fostering a consistent approach to measuring satisfaction and supporting ongoing reforms.

Introduction

This **Practitioner's Guide to Citizen Satisfaction Surveys** has been developed in the context of the project “**Measuring Citizen's Satisfaction with Key Government Services for Better Performance and Enhanced Trust**” funded through the **Technical Support Instrument of the European Union (EU)**, requested by ten EU Member countries (Austria, Croatia, Estonia, Finland, Greece, Ireland, Latvia, Lithuania, Slovenia, and Spain) under Regulation (EU) 2021/240 ("TSI Regulation"). The technical support is provided in the area of measuring citizen's satisfaction with public services associated with Life Events with the purpose of supporting the ten beneficiary EU Member States to deliver more user-centric administrative services, by creating a robust conceptual framework and reusable methodology for measuring user satisfaction with administrative services. Surveying people on their satisfaction with public administrative services can help governments better understand people's evolving needs, inform improvements to the effectiveness of public administration, and increase public trust.

A key method towards improving service delivery is the move towards the 'Life Events' approach.

The shift towards the Life Event approach requires adapting pre-existing approaches in countries to measuring satisfaction with services. Examining the level of satisfaction among users with Life Events can provide performance information to help governments increase user-friendliness by replacing compartmentalised 'silos' and beige tape with simpler processes. The Life Event approach has been applied in some form -ranging from information grouping to the delivery of fully integrated user journeys - to some public administrative services in 20 out of 28 OECD countries which had responded to the OECD Serving Citizen's Survey as of March 2025 (OECD, 2025^[1]).

Box 1. Key terms

Public Administrative Services or Services refer to administrative processes which members of the public undertake in order to access or use publicly provided goods or services, comply with laws and regulations, and/or assert or use their rights. Examples of public administrative services include, but are not limited to, registering a birth or death, obtaining identity documents, registering to vote, applying for government permits and licences, and requesting benefits. It does not refer to publicly provided services which require additional professional competences, for example classroom teaching, medical treatment, or policing. However, it does encompass the administrative services required to utilise these professional services, such as registering for a primary healthcare provider or enrolling a child in a public school. Public administrative services provided by any level of government, and those provided by private agencies on behalf of the government are included.

Life Event refers to a change in the circumstances of a user which creates a need to use a public administrative service or services, and that may require co-ordination and integration between different service providers.

Source: (OECD, 2024^[2]).

To measure the impact of the development of the Life Events approach on users, one important tool for measuring people's satisfaction is user surveys. User experience surveys collect feedback on users' perceptions of how accessible and effective services are, and how satisfied users are with these interactions. Governments employ user experience surveys to better understand user needs, preferences

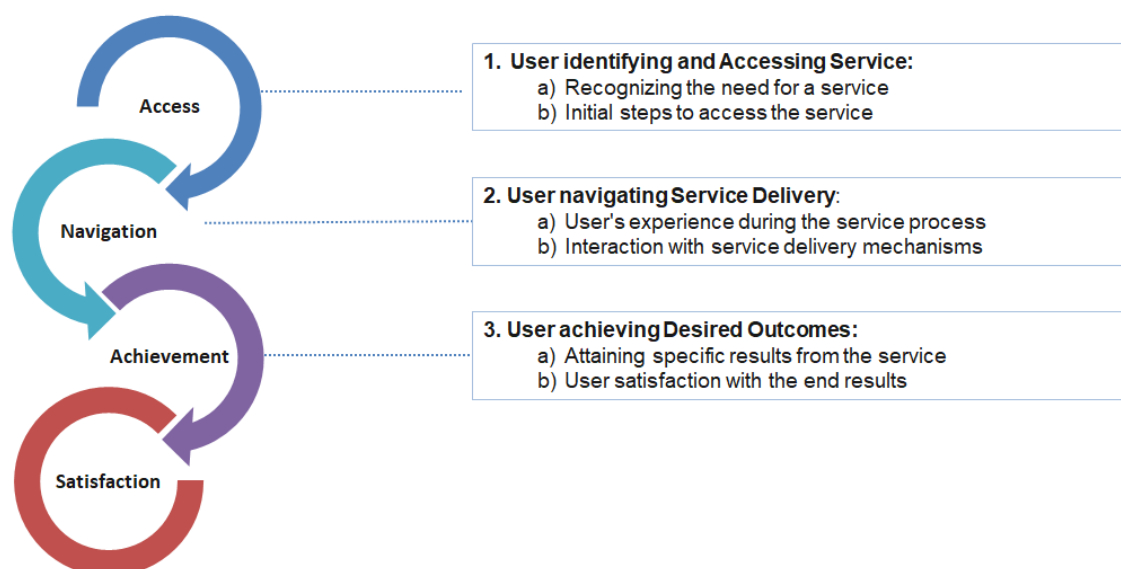
and expectations. Most reporting OECD countries (14 out of 27, 52%) employ national surveys (at a minimum) to assess user experience, while six out of ten (22%) do not, but do conduct surveys at the ministry or agency level (OECD, 2025^[1]).

While many countries run user satisfaction surveys, there is currently no standardised global approach for measuring user satisfaction with public services and understanding the main drivers of satisfaction with the way in which public services are designed and delivered. Several international guidelines provide important insights and guidance, including the OECD's "Serving Citizens Framework" and the UN's "Sustainable Development Goal 16, UN Citi Praia Handbook on Governance Statistics.

The TSI Project has enabled the **development of a common 'Framework for measuring satisfaction with public services through Life Events'**, focusing on the user journey:

Figure 1. Measurement Framework for measuring satisfaction with public administrative services

The Measurement Framework focuses on the key stages of the User Journey: (1) Access (2) Navigate (3) Achieve



Source: EC-OECD Project on Measuring Citizen's Satisfaction with key Government Services.

The development of a Measurement Framework and accompanying Survey Questionnaire led to the **deployment of a Population Survey between October and November 2024 that measured both user and non-user satisfaction with public services delivered through 15 Life Events**. The general Population Survey gathered responses from 15 178 users and 5 081 non-users across the ten participating EU Member States.¹ The deployment of a general Population Survey enabled the OECD to test the

¹ For the purposes of the TSI Satisfaction Survey, a 'user' refers to an individual who experienced one or more of the 15 Life Events over the preceding 12-month period and who undertook concrete actions to access and receive services. A 'non-user' refers to an individual who experienced one or more of the 15 Life Events over the preceding 12-month period but who did not undertake any concrete actions to access and receive services.

Measurement Framework and Satisfaction Survey questionnaire and contributes to the development of a common methodology for measuring and managing user satisfaction across countries.

A common method can help to improve the design and delivery of public services of beneficiary EU Member States. It can also serve as a public good, available to support reforms being carried out by other administrations in the beneficiary EU Member States and to build capacity for all countries to deliver on the objectives of the EU Single Digital Gateway.

Based on the common methodology developed by the OECD through the TSI Project, this Practitioner's Guide has been developed to support countries in deploying future surveys.

Box 2. Scope of Practitioner's Guide

The Practitioner's Guide offers a reusable methodology to measure user satisfaction with public services and/or Life Events developed by the OECD through the TSI Project. The Guide aims to provide public officials with practical steps on how to design and run a Satisfaction Survey in the future.

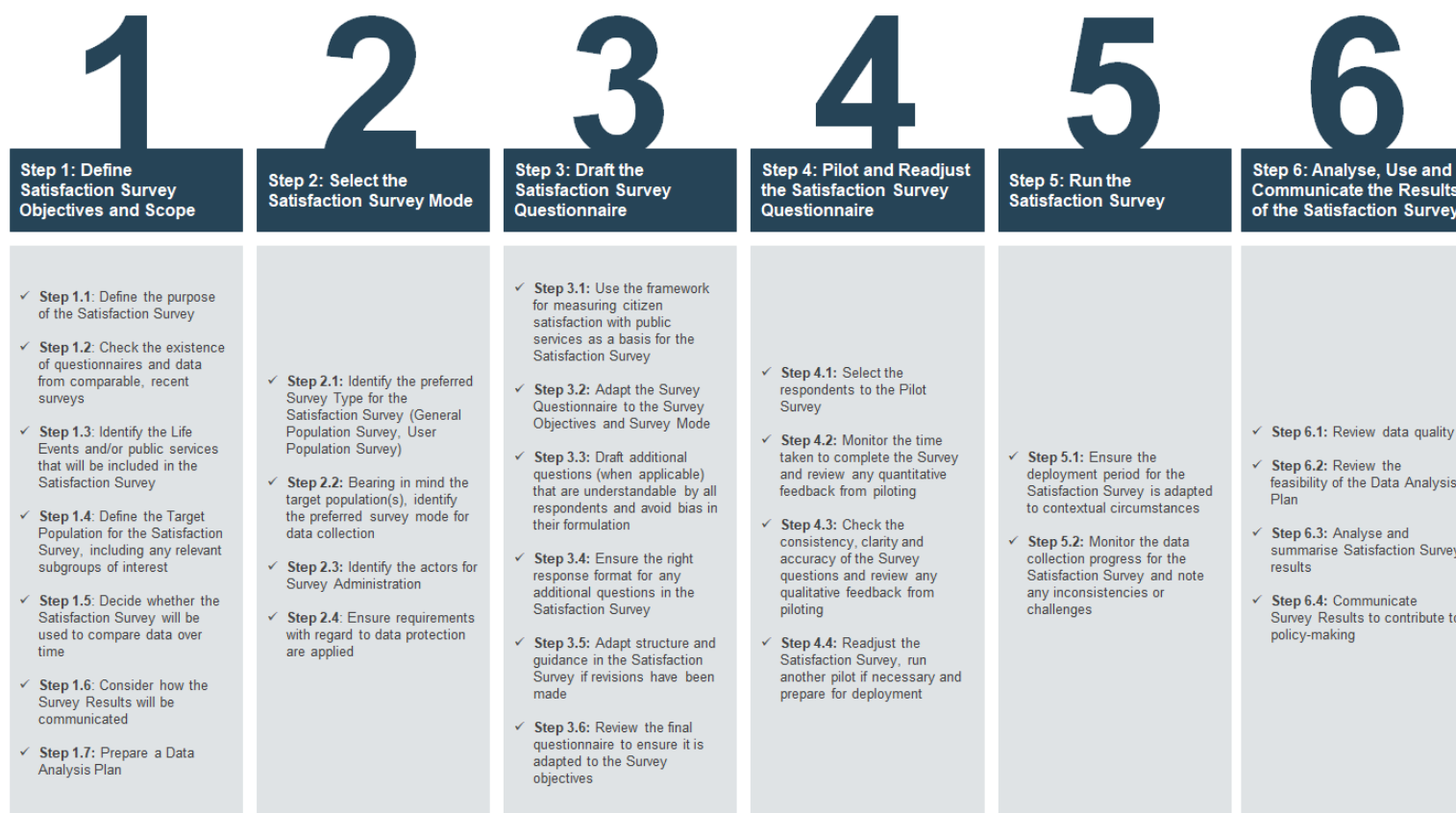
While the TSI Project and the Satisfaction Survey deployed in 2024 focussed on running a general Population Survey to measure user and non-user satisfaction with 15 Life Events, this Practitioner's Guide has been developed with a view to ensuring that the approach developed by the OECD can be adapted to the national needs and contexts. With this in mind, the Practitioner's Guide aims to inform public administrations on the steps to be undertaken either to run a similar general Population Survey measuring citizen satisfaction with Life Events or to run Satisfaction Surveys that are adapted to specific target groups or public services/Life Events.

The Practitioner's Guide focuses on the six key steps of Satisfaction Survey Design, providing practitioners with steps and checklists of the key actions to be taken to deploy a Satisfaction Survey. Together, these Six Steps provide a structured roadmap for producing high-quality, policy-relevant survey data.

- ✓ The Practitioner's Guide begins by outlining the critical importance of clearly **defining the Satisfaction Survey Objectives and scope (Step 1)**, which serve as the foundation for all subsequent decisions.
- ✓ It then explores the **selection of the most appropriate Satisfaction Survey mode (Step 2)**, considering factors such as data and target population availability.
- ✓ The Guide proceeds to providing a step-by-step approach to **designing the Satisfaction Survey to the national context (Step 3)**, including the formulation of questions and response options, as well as overall survey structure.
- ✓ **Step 4 outlines the steps that should be taken by practitioners for piloting and readjusting the Satisfaction Survey.**
- ✓ **Step 5 focusses on the key steps for running the Satisfaction Survey.**
- ✓ **Step 6 finally outlining key considerations to analysing data** stemming from the Satisfaction Survey.

Figure 2. Six key steps of User Satisfaction Survey

Practitioners can follow six broad steps for designing and deploying the User Satisfaction Survey in national contexts.



Source: Author illustration.

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1. Step 1: Define Satisfaction Survey Objectives and Scope



Why should Survey Objectives be defined?

The more time that is spent at the beginning of a Survey process defining the objectives of a User Satisfaction Survey, the less time will be spent later on. Defining Survey Objectives is vital to ensure that a Survey is designed with policy needs in mind. A Survey should be designed that is relevant and addresses the needs of governments and users.

Defining Survey Objectives enables the Survey designer to identify all elements that will need to be included in the Survey to gain meaningful results. A Survey Designer can be any public official who wishes to launch a Survey to measure citizen satisfaction with public services. Defining the Objectives of the Survey includes considering the target population for the Survey as well as the scope of the Survey. This facilitates the drafting of questions and the selection of the Survey Mode to be selected for the Satisfaction Survey.

1.1. Step 1.1: Define the Purpose of the Satisfaction Survey

A Satisfaction Survey enables public administrations to gather feedback from users on their experiences with public administrative services.

Box 1.1. What were the objectives of the TSI Satisfaction Survey?

The Satisfaction Survey deployed through the TSI Project on Measuring Citizen's Satisfaction with key Government Services for better performance and enhanced trust aims to measure the satisfaction of users with public services delivered through Life Events in the ten EU Member States participating in the project.

By measuring the satisfaction of users with public services delivered through Life Events, the Survey aimed to provide:

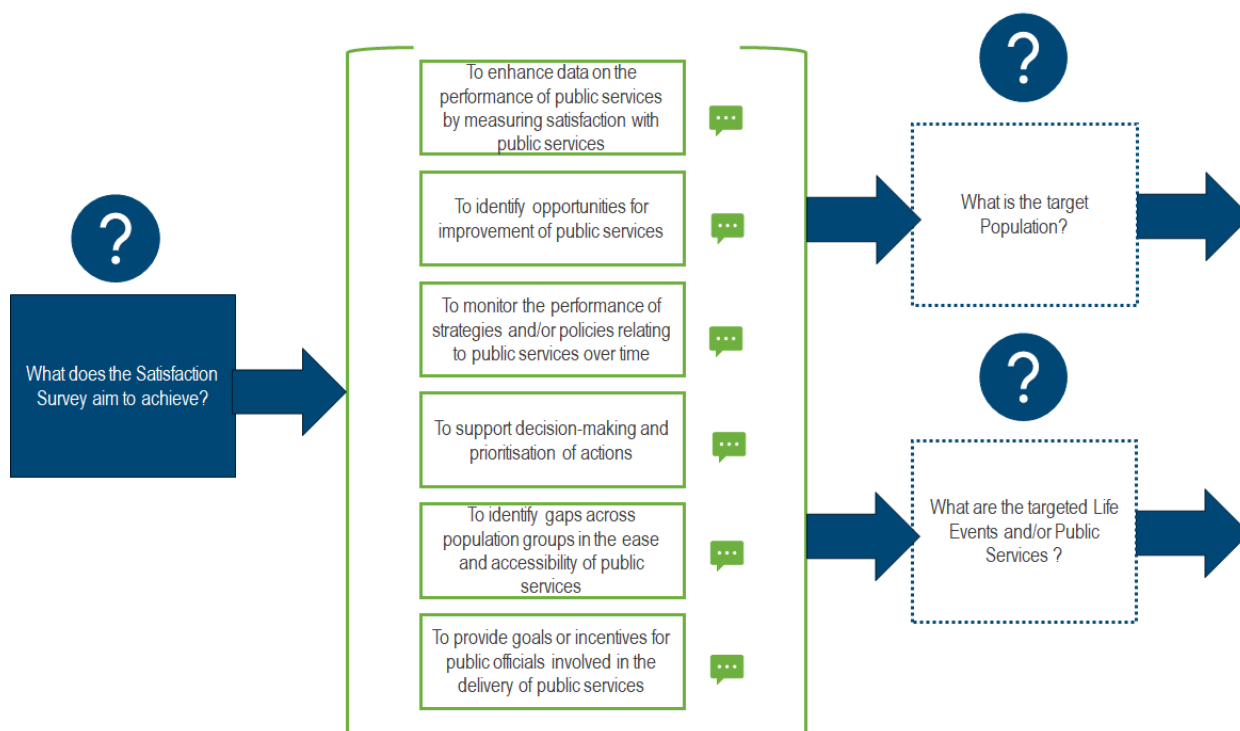
- Data on overall satisfaction with Life Events in countries
- Identify the key drivers of satisfaction with Life Events in countries
- Identify areas of service delivery that work well and also those that require improvement
- Provide countries with actionable insights to support future decision-making.

Source: Survey on Citizen Satisfaction with key Government Services, 2024.

A Satisfaction Survey can serve multiple purposes. These should be considered when defining the objectives of the Satisfaction Survey foreseen.

Infographic 1.1. Key objectives of a Satisfaction Survey

A Satisfaction Survey may serve multiple purposes



Source: Author's illustration.

1. **Survey results can deepen understanding of how public administrative services are perceived and how effectively they perform.** By gathering detailed insights into user experiences and perceptions, governments can establish a clearer picture of how services are being delivered across various sectors and user groups. This data can help identify service strengths and weaknesses, laying the groundwork for more informed decision-making in service planning, service (re)design and resource allocation.
2. **The analysis of satisfaction survey data can play a pivotal role in identifying opportunities for improvements to public services.** A Satisfaction Survey enables the identification of satisfaction levels in relation to a user's experience when accessing and navigating public services as well as measuring whether users got what they wanted from the public services they used. By identifying areas where users express dissatisfaction or where services fall short on expectations, survey results provide a robust evidence base for designing targeted interventions. This could involve refining processes, enhancing service delivery channels, or addressing specific user concerns that hinder service quality. In this way, the survey results can directly inform the continuous improvement cycle of public administration, helping to drive efficiency and better meet the needs of people.
3. **Satisfaction Surveys can also contribute to monitoring the performance of strategies and/or policies in place in countries relating to public services.** Citizen Satisfaction data is a

key outcome indicator for public administrations to monitor the performance of the measures implemented.

4. **Satisfaction Surveys can be useful tools to support decision-making and the prioritization of actions.** By identifying the variations in levels of satisfaction through a user journey, the Satisfaction Survey can enable the measurement of key drivers of satisfaction and the areas of focus for public administrations.
5. **Satisfaction Survey results can serve as a key input for feedback loops that inform ongoing and future policy development.** By systematically analysing survey findings and integrating them into the policy cycle, governments can ensure that lessons learned from citizen experiences directly shape the design, implementation, and refinement of public policies.
6. **Satisfaction Surveys can identify gaps across population groups.** By measuring the satisfaction of the population, these surveys can identify systematic variation across groups in relation to the ease and accessibility of public services delivered.
7. **Satisfaction survey outcomes can be used to provide goals or incentives to public officials involved in the delivery of public administrative services.** The results can support the building of a system of accountability. Positive feedback may be used to recognize well-functioning public services, while areas of concern can signal the need for training or restructuring, motivating officials to improve their performance and better serve the public. The outcomes of Satisfaction Surveys can also be used to communicate and provide people with information and transparency on public services' results and perceptions

A Satisfaction survey can help identify best practices in specific public administrative services within and across countries. By comparing survey results from different regions, service areas or groups, governments can highlight models of excellence and pinpoint innovative approaches that lead to higher satisfaction levels. These best practices can then be shared across jurisdictions, fostering peer learning and the transfer of effective solutions that can enhance public service delivery.

Box 1.2. The value added of citizen satisfaction surveys in improving public services: insights from Canada

One of the most significant benefits of Citizen Satisfaction Surveys is their ability to capture the relationship between service quality and trust in public institutions. Citizen Satisfaction Surveys hear directly from users, putting them at the centre of service delivery.

In Canada, the *Citizen Satisfaction Survey* provides governments with a standardized and comparable view of how citizens perceive different aspects of service delivery—such as clarity of information, ease of access, fairness, and overall satisfaction. The *Citizen Satisfaction Survey* informs service modernization efforts and helps shape communication strategies based on users' preferred channels and formats.

Importantly, citizen satisfaction surveys represent a crucial first step in the cycle of continuous improvement. By systematically collecting data on user experiences, governments are better equipped to identify the gaps between peoples' expectations and the reality of service delivery. These insights can then be used to generate a diagnosis of specific pain points—such as overly complex procedures, long wait times, or unclear guidance—and inform targeted interventions. In Canada, for example, survey results have led to redesigned digital platforms and simplified information materials.

Source: (Government of Canada, 2025^[3]).

Once the overall objectives of the Satisfaction Survey have been defined, the target population and services/Life Events to be covered can be selected. However, it is first necessary to check the existence of data from recently deployed surveys asking similar questions in the country (and possibly elsewhere).

1.2. Check the existence of questionnaires and data from comparable, recent surveys

Before developing the Satisfaction Survey, it is important to check the prior existence of survey and feedback data on satisfaction / perceptions of the public administration (s) in the country (including the year of publication of the data). Checking the existence of prior survey and feedback data will ensure consistency and ensure the value of new data collection. The OECD Serving Citizens Survey, filled out by public servants in participating countries, measures the existence of surveys deployed in OECD and non-OECD countries. The repetition of the Serving Citizens every two years may be a useful tool for monitoring the existence of data from existing surveys in countries.

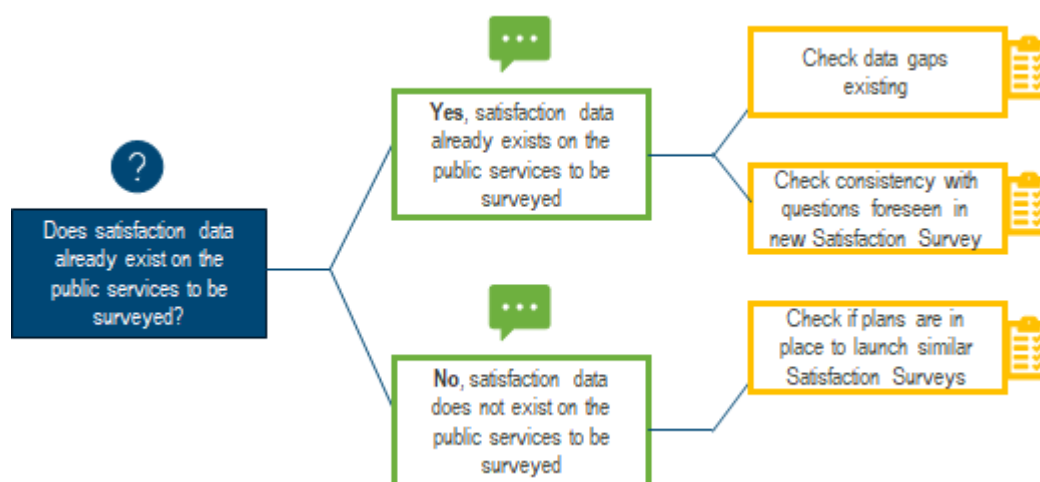
If satisfaction data already exist, it is important to check:

- ✓ **The existing data gaps** - If prior survey and feedback data exist, it is important to check the types of data that were collected to ensure that the data that will be collected with the new Satisfaction Survey is complementary. It will also be important to check the last date of publication of previous Surveys/feedback loops.
- ✓ **The consistency with questions foreseen in the Satisfaction Survey that will be deployed** – It is also important to check the consistency of the data collected through prior survey and feedback tools with the questions that wish to be asked in the Satisfaction Survey that is being planned. Checks should be made to assess whether questions asked in previous Surveys should be included in the Satisfaction Survey. Further information on questions for a Satisfaction Survey is presented in Section 2.

If satisfaction data do not exist on the public services to be surveyed, it is important to check:

- ✓ **The plans in place to develop Satisfaction Surveys by other relevant public administration(s) in the country.** It is important to coordinate and communicate with public administration(s) in the country to assess whether other plans are in place to deploy Satisfaction Surveys in the same time period. Overlaps in data collection should be avoided to ensure efficient use of resources.

Infographic 1.2. Decision Tree for identify existing satisfaction data



Source: Author illustration.

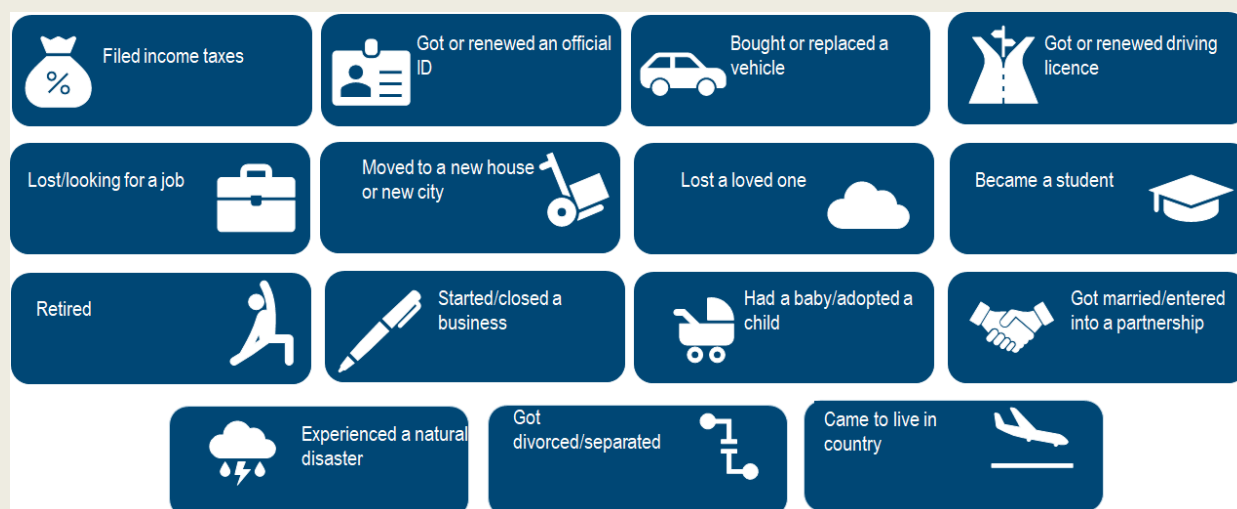
1.3. Step 1.3: Identify the Life Events and/or public services that will be included in the Satisfaction Survey

The principal goal of a User Satisfaction Survey is to ensure that policymakers obtain adequate information to improve the service(s) offered. In this regard, the data collected from Satisfaction Surveys can be used to improve a concrete service, or services that are similar.

The Satisfaction Survey deployed through the TSI aimed to measure citizen satisfaction with **Life Events**. The **TSI Satisfaction Survey questionnaire (provided in Annex A)** can be deployed to measure citizen satisfaction with a diverse range of public services and/or Life Events.

Box 1.3. Insights from TSI Satisfaction Survey: Public Services Covered by TSI Project on Measuring Citizen Satisfaction with Key Government Services

The Satisfaction Survey deployed through the TSI Project on Measuring Citizen's Satisfaction with key Government Services for Better Performance and Enhanced Trust measures citizen satisfaction with 15 Life Events experienced by users over a 12-month period. This enabled public administrations in ten beneficiary EU Member States to measure user satisfaction with public services falling under these 15 Life Events:



In some cases, Satisfaction Surveys are deployed in countries to measure satisfaction with a small selection of public services. Service Canada, for example, deployed a Satisfaction Survey targeted to users of five major programmes (Employment Insurance, Canada Pension Plan, Canada Pension Plan (Disability), Old Age Security/Guaranteed Income Supplement, Social Insurance Number). **In other cases, the scope is broader, with surveys designed to capture citizens' satisfaction across a wide range of public services or with government service delivery as a whole,** providing a more comprehensive picture of users' experiences across the public administration.

Box 1.4. Key methodological considerations when measuring satisfaction with a Life Event

Prevalence and Minimum Observations

Some Life Events are far more common than others. Filing income taxes, for example, typically affects most adults annually, while events like registering a vehicle or getting divorced occur infrequently. Ensuring a sufficient number of responses for each Life Event is essential to enable meaningful analysis. Where the Satisfaction Survey is deployed through a general Population Survey, this can also pose challenges as general population surveys are not targeting (only) the specific life event or service use. Further information on these challenges is presented in Section 2 below.

Positively and Negatively Biased Life Events

Certain Life Events may be inherently associated with emotional or cultural bias. For example, going through a divorce may negatively affect how individuals rate public services involved in the process. These biases can vary by country or population group, influenced by factors such as cultural norms or religion (Fučík, 2021). Identifying such biases requires comparing satisfaction levels for specific Life Events within and across countries and socio-demographic groups. Recognizing these biases is especially important when comparing satisfaction across contexts.

Shared Responsibilities Across Government Levels

Some Life Events involve services delivered by multiple levels of government—national, regional, or local. Education, for instance, may be administered at both central and subnational levels. Disaggregating satisfaction across these layers is important to accurately assess service performance and assign responsibility.

Seasonality and Recall Accuracy

Life Events often follow seasonal patterns—such as tax payments or school enrolment—and may not be evenly distributed throughout the year. If data collection is limited to a specific time (e.g., February), responses may omit seasonal events that occurred months earlier, affecting recall accuracy and response rates. To mitigate this, surveys should either be conducted throughout the year or carefully align timing with the occurrence of specific Life Events.

Source: Author.

1.4. Step 1.4: Define the Target Population for the Satisfaction Survey including any relevant subgroups of interest



Why pay attention when selecting the target population?

Carefully selecting the target population, and therefore those that will respond to the Satisfaction Survey, is key to ensuring the credibility and relevance of the survey results. Defining the target population clearly enables a focus to be placed on the groups whose feedback is most valuable for the Survey's objectives.

The Target Population of a Satisfaction Survey can cover users of Life Events and/or public services or can cover both users and non-users of Life Events and/or public

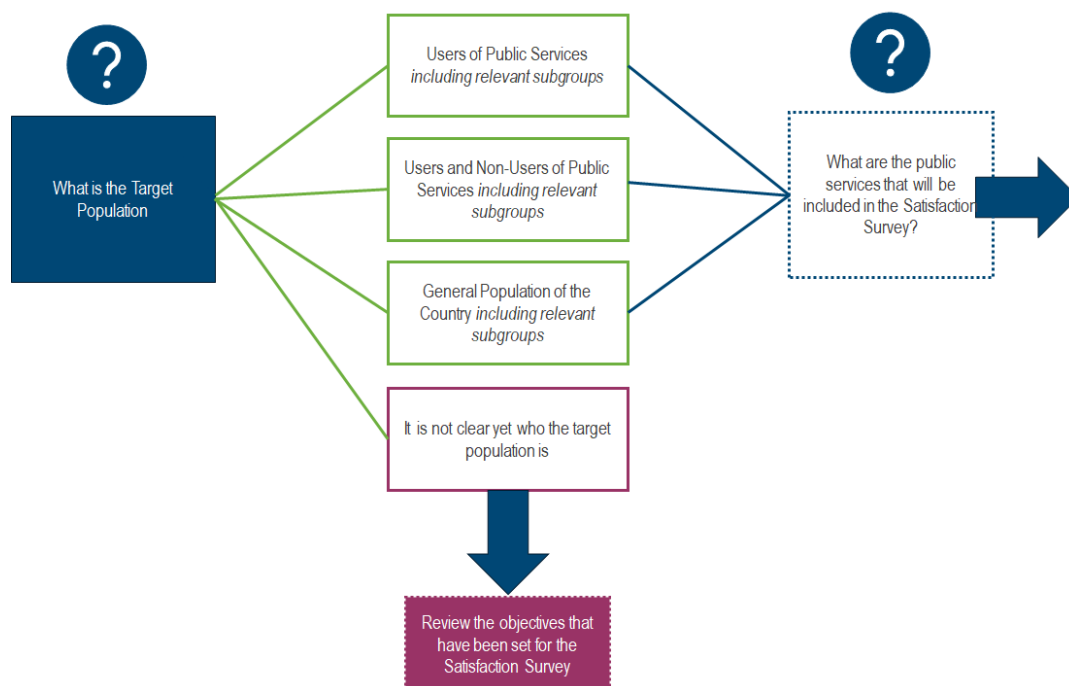
services. Relevant subgroups, such as older people or people living in rural areas, should be identified in advance to ensure adequate sample sizes.

Ensuring a representative sample of this population helps produce reliable data that accurately reflects the views and experiences of the broader group, making the findings more robust and actionable.

The Target Population depends on the objectives of the Satisfaction Survey that will be carried out and how the results will be used. The definition of the target population for the Satisfaction Survey is key to ensuring that (a) the relevant people are answering the Survey, (b) the correct survey mode is selected, and (c) that the results will be representative of the target population.

When measuring citizen satisfaction with public services, focus tends to be placed on measuring the satisfaction of individuals who have used public services i.e. ‘users’. However, the target population can also focus on measuring satisfaction with public services of ‘non-users’ of public services as well as measuring the satisfaction of the general population of a country.

Infographic 1.3. Decision Tree for defining the target population for the Satisfaction Survey



Source: Author illustration.

1. **Satisfaction Surveys targeting Users of Public Services focus on individuals who directly interact with specific public services.** They provide specific, actionable insights into user experiences and satisfaction with particular services. In particular, users who have directly interacted with a service might be more motivated to provide feedback. Detailed feedback from direct users contributes to the identification of more concrete areas for improvement.
2. **Satisfaction Surveys targeting Users and Non-Users of Public Services.** In addition to providing actionable insights into user experiences and satisfaction with particular services, it is possible to also target non-users of public services. The added value of including this group enables the identification of reasons for why individuals do not use public services as well as to

compare the level of satisfaction with public services between those who have used public services over a specified period and those who have not. The Satisfaction Survey designed through the TSI Project enables the measurement of both user and non-user satisfaction. The questions asked as well as the mode for deployment are presented in further detail under Sections 2 and 3 of this Guide.

3. **Satisfaction Surveys targeting the General Population gathers information about satisfaction levels of a broad (representative) sample of the general population.** The results from general population surveys can be generalised to the broader population, allowing the creation of indicators to monitor the level of satisfaction with public services of a country or with a concrete service across time, and establishing comparisons. By conducting general population surveys, governments can identify long-term trends and shifts in satisfaction allowing them to respond to evolving public needs. Surveying the population also enables an analysis of varying satisfaction levels across different sub-groups of the population and enables comparisons to be made between the satisfaction level of the population that use public services and those that are considered to be non-users of public services.

If it is still unclear who the target population is for the Satisfaction Survey, it may be necessary to go back to Step 1.1 and ensure that the purpose of the Satisfaction Survey is clear. If the purpose of the Survey is unclear, it will not be possible to define the target population as well as the public services to be included in the Satisfaction Survey.

When defining the target population for the Survey, it is necessary to consider the Sampling Strategy that will be applied, which is closely related to the choice of data collection strategy and survey channel (Section 2). User satisfaction surveys are most commonly run using 1) a sample frame of individual users of services already held by governments or 2) a more general population sample, e.g. that held by a national statistical office or third-party survey providers.

The target sample for the Satisfaction Survey will depend upon the sample frame that can be accessed. A sample frame is the list/database from which a sample of the selected target population is drawn. It is not always the case that the sample frame mirrors the target population perfectly; for example, a government may want to survey by email all users of [service] but only has email addresses for 75% of them. Another example relates to a government wishing to survey all users of a public service primarily targeting users under the age of 30 (e.g. services relating to becoming a student) but does not hold data on the age of users targeted. The adequacy of the selected population that will be surveyed is therefore strongly related to the design process of the sample frame. Whether this is problematic depends on the true target population. There is a risk of measurement error if certain people are systematically excluded.

Drawing on the TSI Satisfaction Survey as an example, the aim was to survey *users of public services who experienced one or more of 15 defined Life Events*. For the TSI Satisfaction Survey, a third-party Survey company's survey panel was used as a sample frame. However, this panel did not include information on which respondents were users of public services associated with one or more of the 15 Life Events. In other words, it was not initially known if the Panel included users of public services associated with Life Events and how many there were. To evaluate the feasibility of the Satisfaction Survey, a short feasibility analysis was undertaken to survey panellists, asking if they had experienced any of the Life Events. This information was then used to evaluate if the panel offered a satisfactory sample.

For data collected through a general Population Survey, the number of respondents and the way they are selected (e.g. probability or non-probability sampling) will need to be considered. If a sample is adequately representative, general conclusions can be drawn about the views of a target population based on a relatively small number of respondents. For example, when properly selected, and depending on the country's population, a survey of 1000 people can allow a researcher to estimate confidence in the applicability of results for all people in a country. If, on the contrary, the survey is not adequately representative, the results of the survey can be biased to the point of being useless.

Box 1.5. Ensuring a representative sample for a general Population Survey

Surveys generally sample a small portion of the target population with the aim of ensuring a representative sample. The target population might also specify some sub-populations of interest, requiring the sampling frame to accommodate distinct analysis of these groups. More generally, sub-groups are often defined by characteristics such as age, gender, ethnicity, employment status or migrant status.

An example of this would be if we are especially interested in the satisfaction with public services among one specific minority. Ensuring a representative sample of users might not give us a good enough representation among users in this sub-group. In such instances, one might want to “boost” the representation of said sub-group. To use the TSI Satisfaction Survey as an example, we were especially interested in 15 Life Events. To ensure enough responses were gathered covering these Life Events, certain Life Events were prioritised where a respondent had experienced more than one Life Event. Even if this meant that the distribution of users across all life events covered might not reflect the distribution in the population.

Source: (OECD, 2017^[4]; Eurostat, 2008^[5]; Statistics Netherlands, 2012^[6]; Statistics Canada, 2003^[7]).

1.5. Step 1.5: Decide whether the Satisfaction Survey will be used to compare data over time

Ideally, governments should design a Satisfaction Survey with the goal of ensuring replicability over time. It is recommended that the Satisfaction Survey is repeated over time (e.g. every 2 years). Repetition enables:

- ✓ **Stakeholder Engagement:** By frequently consulting people on their satisfaction with public services, the Satisfaction Survey illustrates ongoing commitment by the public administrations to listen to their needs and ensure that services are being designed and delivered to be user-centred.
- ✓ **Trend Analysis:** Changes over time in levels of satisfaction can be monitored, with obstacles and bottlenecks in service delivery tracked.
- ✓ **Policy Monitoring and Evaluation:** The frequent collection of Satisfaction Data supports policymaking that is based on robust evidence, including, for example, pre- and post-reform perceptions measurements. It enables policymakers to identify what works and where further action is required. It also enables resource re-allocation to address emerging issues.

Even if it is not certain whether a Survey will be repeated over time, questions should ideally be carefully drafted to enable comparisons. For Satisfaction Surveys that will be repeated frequently, it is advisable to invest in extremely rigorous design and testing for the baseline to avoid needing changes to the questionnaire for the next rounds.

Box 1.6. Comparing citizen satisfaction surveys in Chile and the Netherlands: lessons for performance management and service improvement

Chile and the Netherlands both conduct recurring citizen satisfaction surveys to monitor the performance of public services and improve service delivery. While the methods differ, both countries highlight the value of long-term, systematic feedback from users.

In Chile, the *Encuesta de Satisfacción Usaria de Servicios Públicos* has been carried out regularly since 2008. It evaluates citizens' experiences with a wide range of government services, focusing on dimensions such as timeliness, accessibility, and treatment by staff. Over time, Chile has used the data to track trends in user satisfaction and to inform service improvement strategies across ministries and agencies. The consistent time series allows for meaningful comparisons across years, highlighting areas of progress or decline.

Similarly, since 2019, the Netherlands has conducted a biennial Panel Survey on the satisfaction of citizens and businesses with public services. Commissioned by the Ministry of the Interior, the Dutch survey adopts a "life events" approach, focusing on 41 specific situations that typically lead to contact with public administration. These include events like moving house, applying for benefits, or starting a business. The survey collects data on various service aspects, such as helpfulness, ease of understanding information, and user confidence, while also exploring links between satisfaction and trust in government.

The benefits of repeating citizen satisfaction surveys

Both countries emphasize the importance of measuring satisfaction over time. In Chile, trend data helps assess the effectiveness of reforms and identify where further investment is needed. In the Netherlands, repetition enable comparisons across life events and demographic groups, while also tracking how perceptions evolve in response to administrative or societal changes, such as COVID-19 measures.

Regular repetition allows governments to benchmark performance, detect emerging issues early, and evaluate the impact of specific policies or reforms. Importantly, they foster a culture of accountability and user-centered service design. In both Chile and the Netherlands, survey results have supported evidence-based decision-making, facilitated inter-institutional learning, and promoted continuous improvement in public service delivery.

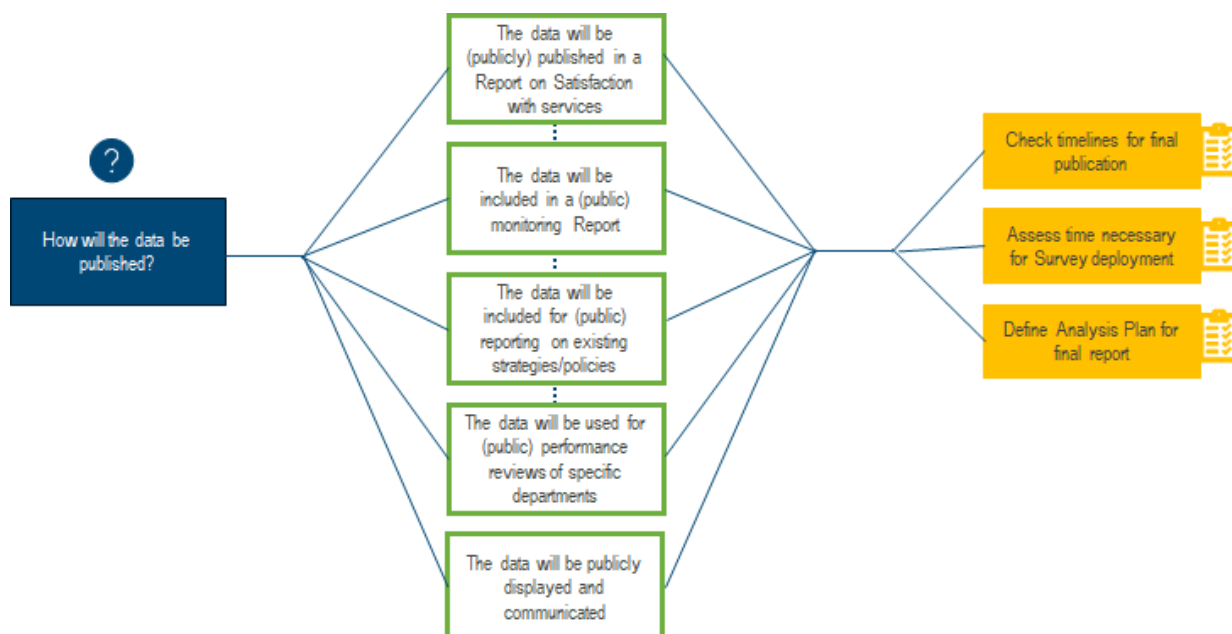
Source: (Government of Chile, 2025^[9]; Government of the Netherlands, 2025^[9]).

1.6. Step 1.6: Consider how the Survey Results will be published

It is important to also consider how the final results of the survey will be shared. This foresight directly influences the design of the survey, including the formulation of questions. By carefully considering the **intended use of the survey results** from the outset, governments can better design surveys that deliver meaningful insights and drive positive change in public administration.

In the context of public administrative services, the results of a Satisfaction Survey can serve several key purposes:

Infographic 1.4. Decision Tree – Use of Satisfaction Survey Results



Source: Author illustration.

When deciding how the data will be published, it is important to:

- **Check the timelines for sharing planned reports** – For example, if the data is to be used to contribute to obligatory reporting on the implementation of existing strategies and policies in place, it is vital to develop a retro planning to guarantee that there is sufficient time to deploy the Survey. If there is not sufficient time, it may be necessary to review the ambitions of the Satisfaction Survey to ensure that a minimal amount of data are collected.
- **Assess the time necessary for Survey Deployment** – The deployment of a Satisfaction Survey can take time. In addition to designing the Survey (Step 2 below), it is necessary to also consider piloting (Step 3) and the right time period for running the Survey (Step 4 below).
- **Define an Analysis Plan** – Developing an Analysis Plan for the Survey from the offset, enables the identification of the key messages that are foreseen from the Survey results.

1.7. Step 1.7: Prepare a Data Analysis Plan

When developing the Survey, it is necessary to develop a Data Analysis Plan early on. This Plan aims to structure:

- (i) **How** data will be cleaned, quality-checked and analysed
- (ii) **What** insights are expected to be extracted.

These are described in turn below.

1. **How will data be analysed?** The Data Analysis Plan can focus on **methodological issues** to evaluate the sample's representativeness, identify problematic survey items, and assess the consistency of key constructs across demographic groups. The process involves determining whether the survey sample reflects the broader population by comparing respondents' demographic profiles—such as age, gender, education, and location—with official statistics or previous data sources. Any discrepancies identified may be addressed through post-stratification weighting of under- or over-represented groups. Additionally, response rates should be examined across various subgroups to detect any patterns of under- or over-representation. For surveys that include indices or scales, internal consistency should be assessed using statistical techniques. Measurement invariance tests should be conducted to ensure that key concepts are interpreted consistently across different groups. This technical section will not necessarily be released to the public.
2. **What results are expected to be extracted?** The analysis of the Survey data will focus on **extracting meaningful results from the data and presenting them in a clear, accessible, and engaging manner for a public audience**. To do so, the Analysis Plan can include a descriptive overview of the main indicators of satisfaction with public services, including overall satisfaction levels, perceived quality and accessibility of services, and trust in public institutions. Results should be disaggregated by key demographic variables—such as age, gender, education level, and geographic region—to highlight variations in perceptions across different population segments. To better understand the factors associated with satisfaction with public services, multivariate techniques such as regression analysis may be employed. These models help isolate the effects of individual variables while controlling for others, providing a more nuanced understanding of the determinants of satisfaction.

1.7.1. Results expected from a Satisfaction Survey

The results of the Satisfaction Survey will depend on the Survey mode and Survey questions covered. The results of the 2024 TSI Satisfaction Survey provided several key insights for countries.

Box 1.7. Insights from TSI Satisfaction Survey: Key Survey Outcomes

The TSI Satisfaction Survey provided four main outcomes for each country participating to the project.

1. Overall satisfaction level with public services

The Satisfaction Survey enabled the measurement of the overall level of user satisfaction with public services in the country. This headline indicator provides a topline estimate of current satisfaction level of users.

2. Key Drivers of Satisfaction

The Satisfaction Survey enabled the identification of the key drivers – i.e. statistically significant correlates – of satisfaction.

To identify the main factors associated with (and likely influencing) satisfaction, the OECD carried out a regression analysis using a mixed-effects model, also known as a hierarchical model. This approach enabled variation across countries and life events to be accounted for, helping to reduce estimation uncertainty. The modelling was guided by the ANA framework, ensuring that the analytical approach was conceptually grounded and systematically aligned with established principles. The model was specified as a logistic regression with satisfaction as the outcome variable. To achieve a parsimonious model, we included only the most influential covariates while adjusting for key sociodemographic characteristics.

3. Satisfaction with specific Life Events in country

The Satisfaction Survey enabled each country to identify the level of satisfaction of users with specific Life Events. This provided data to identify the variations in satisfaction across Life Events in a country as well as identifying good practices and bottlenecks in the delivery of public services associated with specific Life Events.

4. Satisfaction level for different sub-groups

The Satisfaction Survey enabled an analysis to be undertaken in relation to the satisfaction level of different sub-groups of the population, by age, gender and location (urban and rural areas).

Source: EC-OECD Satisfaction Survey.

2. Step 2: Select the Satisfaction Survey Type and Delivery Mode



Why is it important to define the survey type and deliver mode?

Survey type and delivery mode should be defined from the beginning to ensure the survey achieves the overall objectives that have been set.

Various Survey types can be deployed by Governments and public departments to measure satisfaction. When surveying people on their satisfaction with public services, two types of surveys can be used – a User Population Survey or a general Population Survey.

2.1. Step 2.1: Identify the preferred Survey Type for the Satisfaction Survey

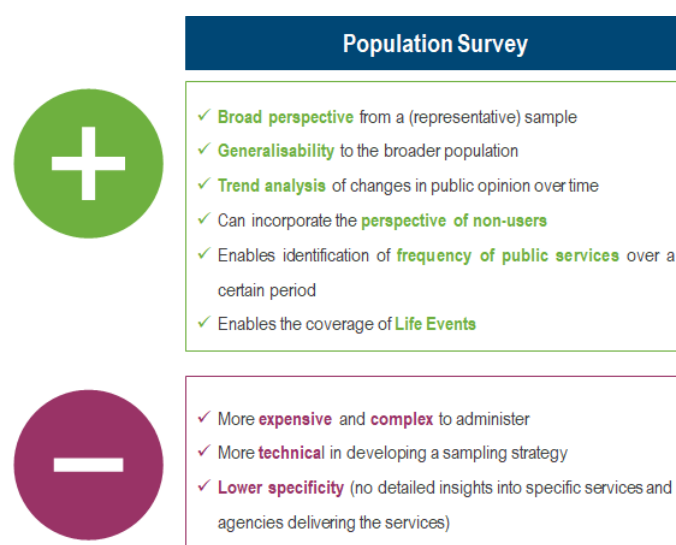
Satisfaction Surveys can be deployed through surveys of users or the general population (also covering non-users). That is, the individuals survey can target the population of the people who use a service (only), or a broader population (e.g. an entire country, or region, or age group) independent of service use.

2.1.1. General Population survey for data collection

The Questionnaire on Citizen Satisfaction, developed through the TSI Project, was developed and deployed through a general **Population Survey**. The use of a general Population Survey to measure citizen satisfaction with public services through Life Events has numerous advantages, as presented below.

Infographic 2.1. Advantages and limitations of a general population Survey

There are several advantages for deploying a general Population Survey to measure citizen satisfaction



Source: OECD illustration.

Advantages of a general Population Survey

The deployment of a general Population Survey enables the measurement of a broad perspective of citizen satisfaction from a representative sample of people in, for example, a region or a country. By measuring citizen satisfaction through a general population Survey, it is possible to outline the overall level of satisfaction with public services and by specific sub-groups of the population.

Importantly, the deployment of a general Population Survey can enable the measurement of satisfaction of non-users of public services. The TSI Questionnaire has been developed to measure satisfaction of both users and non-users who experienced a Life Event over the last 12 months. This provides a more complete picture of satisfaction within the general population. This approach acknowledges that individuals who did not complete their interactions with public services likely still have valuable perspectives. By measuring the satisfaction of non-users, it is possible to identify the reasons why people do not access public services (to which they may or may not be entitled) as well as comparing the level of satisfaction between users and non-users of public services.

Moreover, a general Population Survey can enable the measurement of trends in changes of public opinion over time. If a general Population Survey is planned to be deployed on a frequent basis, it enables the public administration(s) to monitor how satisfaction with public services evolves. The benefits of deploying a general Population Survey to measure trends over time can be observed through the OECD Risks that Matters Survey, deployed every two years, which enables countries to examine people's perceptions of the social and economic risks they face (OECD, 2023^[10]).

The self-reported frequency of public services and/or Life Events used by people over a specified period can also be measured through a general population Survey. The TSI Satisfaction Survey deployed in 2024 enabled the identification of the frequency of Life Events experienced by the population in ten EU Member States over a 12-month period. Measuring the frequency of Life Events experienced is a valuable insight for public administrations where administrative data on numbers of public services accessed is not readily available.

Finally, the deployment of a general Population Survey enables the inclusion of multiple Life Events within its scope. This enables data to be drawn which compares satisfaction levels across different Life Events delivered in a country.

Limitations of a general Population Survey

Deployment of a general Population Survey is a heavy lift in terms of (potential) respondent identification and data collection. Without the involvement of a national statistical office, the use of a third-party Survey company may be required to carry out the survey. This can be done with a probability-based sample or by accessing a (non-probability) sample of respondents, representative of the Population, for example through a standing sample.

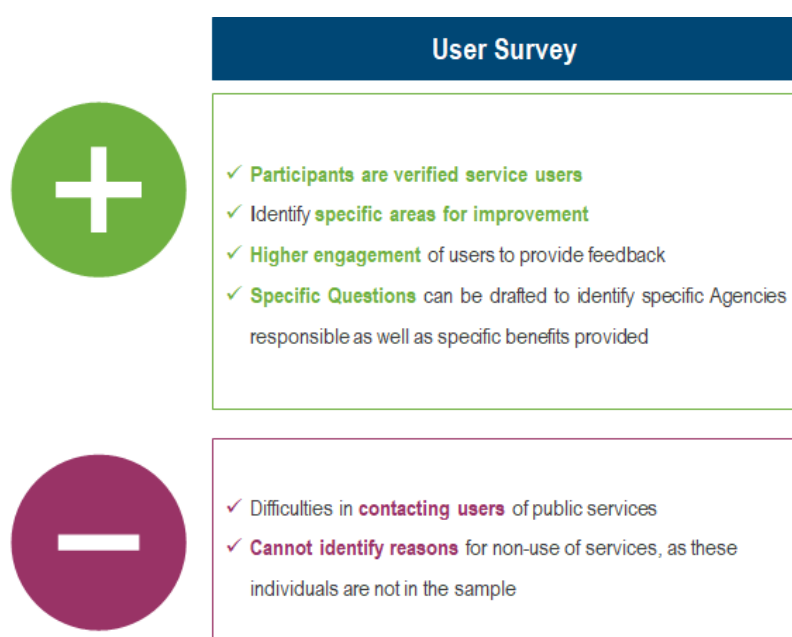
For a general Population Survey targeting people who experienced life-events, the number of respondents and the way they are selected should be considered. If undertaken correctly, general conclusions can be drawn about the views of a target population based on a relatively small number of respondents. For example, when properly selected (and depending on country population), a survey of 1,000 people can allow a researcher to draw conclusions about the views of all people in a country with reasonably high certainty. If, on the contrary, there are mistakes in sample selection, the results of the survey can be biased to the point of being useless, regardless of sample size.

Piloting the Survey (Section 4) is a good moment to check if the sampling strategy is working and to assess the feasibility of having a sufficient number of observations per public service/Life Event.

2.1.2. User Survey for data collection

In addition to the deployment of a general Population Survey, it is sometimes possible to deploy a **User Survey**. A User Survey is a Survey that is directed to pre-identified users of a Public Service/Life Event. In certain cases, it may be more feasible and preferable to target direct users of a public service if their personal data are available. User Surveys have both advantages and limitations, as outlined below.

Figure 2.1. Advantages and limitations of User Surveys



Source: Author illustration.

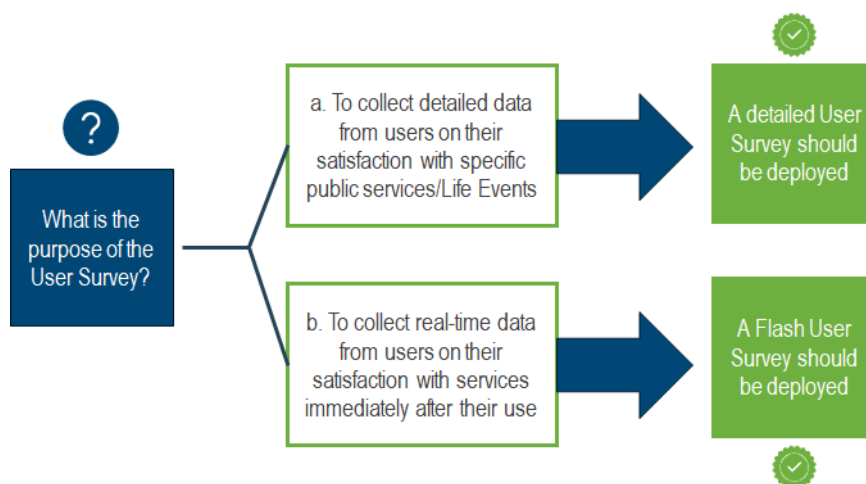
Advantages of a User Survey

A User Survey enables the provision of direct feedback from verified service users. While feedback can also be achieved through the deployment of a general Population Survey *targeting* users, a user survey ensures that respondents did actually use the services they report. Related to this, more specific questions can be included to understand, for example, public service delivery modes (e.g. time between application and between receiving the service), experiences with staff and specific benefits received.

If a User Survey is the preferable Survey mode, it is important to consider different potential delivery modes:

1. Option 1: A **detailed User Survey** targeting users of public services. The deployment of a detailed User Survey enables the use of a questionnaire similar to the questionnaire designed for the general population Survey (Annex 1). This questionnaire can be further amended to include additional questions specific to the public service(s)/Life Event(s) surveyed
2. Option 2: A **Flash User Survey** targeting users of public services. A Flash User Survey enables the deployment of a questionnaire with a limited number of questions focusing on a few key aspects of user satisfaction with services. A Flash Survey enables public administrations to continue to monitor satisfaction levels of specific services on a more frequent basis. Flash Surveys tend to be deployed through digital platforms but can also be deployed to users when they access services physically.

Infographic 2.2. Decision Tree to select type of User Survey



Source: Author illustration

The Satisfaction Questionnaire designed for the TSI Project can be adapted to the above User Surveys. This is further developed under Section 3 below.

Box 2.1. Insights from TSI Project: Use of Flash Surveys to measure Satisfaction with Public Services

Some public administrations are directly surveying users of public services through the use of integrated feedback loops within e-government websites and public service apps. The integration of a feedback loop to consult with users having just accessed public services digitally is a means of gathering data from users in 'real-time' during their user experience.

The development of Life Events in Estonia, through the eesti.ee website has enabled the integration of direct feedback loops for users. Each webpage presenting public services associated with a Life Event includes a direct feedback loop for users where they are requested to rate their satisfaction with the service on a scale of 1 – 5. Based on their rating, the user is requested to provide open text clarification to indicated what affected their rating. The use of direct feedback loops enables the public services owners in Estonia to monitor the user satisfaction with these services.

Source: OECD.

Limitations of a User Survey

The deployment of a Survey directly to Users also has limitations.

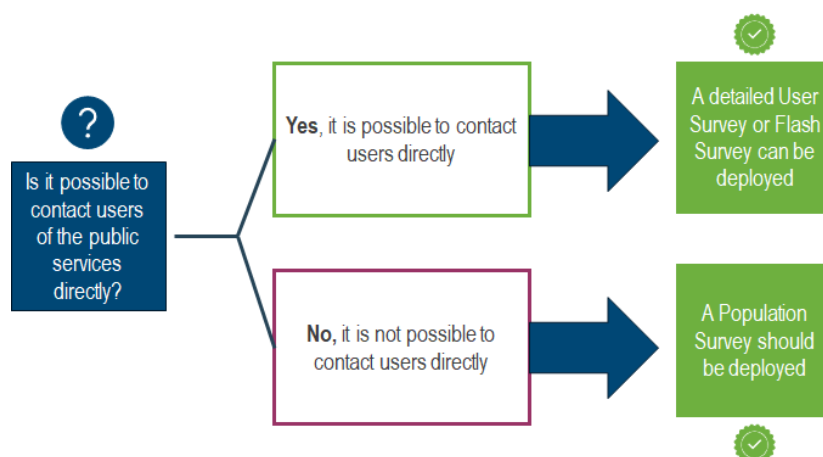
A User Survey is less generalizable to the general population across different life events, meaning that the results of a User Survey cannot provide an overview of how the country population perceives satisfaction. Importantly, a user survey cannot understand the perceptions of people who did not use a service – and there may be important reasons for their lack of uptake, such as lack of digital skills.

The main limitation in deploying a User Survey relates to the difficulties in directly contacting users of public services. The TSI Satisfaction Survey, undertaken in 2024, identified the feasibility issues of surveying people through a User Survey. In many countries, Satisfaction Surveys are deployed through one central administration, often responsible for public service delivery. In these instances, administrations do not have the necessary mechanisms and tools to directly survey users of particular public services.

Where a User Survey is foreseen to be deployed by a public administration that is considered to be the 'Service Owner' of the Public Service/Life Event to be surveyed, it may be easier to have direct access to the users who have accessed services in the previous years.

When considering deploying a User Survey, it is important to consider the following questions:

Infographic 2.3. Decision Tree for the deployment of a User Survey



Source: Author illustration

Step 2.2: Bearing in mind the target population(s), identify the preferred survey mode for data collection

When planning a survey to measure satisfaction with public services, the choice of Survey Mode for Data Collection—whether telephone, face-to-face, or online—has far-reaching implications. It affects not only the selection of respondents, but also how the questionnaire must be designed. Each mode brings its own strengths and limitations, which must be carefully weighed.

Infographic 2.4. Key considerations for different Survey Modes for Data Collection

	Telephone	Face-to-face	Online
Reach	Wide geographic reach including remote areas	Limited by travel and logistics	Wide reach but limited by internet access
Cost	Moderate	High	Low
Inclusiveness	Excludes those without phone access or hearing impairments	Inclusive of low literacy and non-digital populations	Excludes those without internet or digital literacy
Questionnaire Design	Must be concise and easy to follow when read aloud	Can accommodate complex questions and visual aids	Must be visually clear and user-friendly
Response Biases	Declining response rates, rushed responses, interviewer influence, self-selection bias	Interviewer presence may influence response Self-selection bias	Self-selection bias, no opportunity for clarification

Source: Author illustration.

Telephone interviews offer a middle ground between reach and cost. They allow to contact respondents across a wide geographical area without the need for travel, making them particularly useful for covering dispersed populations. The presence of an interviewer means that questions can be clarified in real time, which can improve the accuracy of responses. However, many people are reluctant to answer unknown calls, and response rates have declined. The format also limits the depth of engagement; it is harder to build rapport or explore complex issues over the phone. Certain groups—such as those without reliable phone access or with hearing impairments—may be excluded. Questionnaire design for telephone surveys must be concise and easy to follow. In the case of having a long list of Life Events for instance, or complex questions, it can be difficult for respondents to process without visual support. The use of scales or lists should be limited to what can be easily remembered and repeated.

Face-to-face interviews have historically been considered the most robust method for collecting high-quality data. They allow for richer, more nuanced conversations, and well-trained interviewers can use visual aids or observe non-verbal cues to better understand respondents' views. This method is particularly effective for engaging individuals who may struggle with literacy or digital technology. That said, face-to-face surveys are resource intensive. They require significant time, funding, and coordination, especially when covering large or dispersed populations. Non-response remains an issue with or without random sampling. Questionnaire design for face-to-face surveys can accommodate more complex or detailed questions, as interviewers can guide respondents through them. Visual materials such as show cards or lists can be used to support understanding, and open-ended questions are more feasible due to the opportunity for probing.

Online surveys offer an efficient and cost-effective solution. They can be distributed widely and completed at the respondent's convenience, which may encourage more thoughtful responses. Additionally, data collection can be automated, leading to fewer errors and speeding up the process. However, the digital divide remains a significant concern. Individuals without internet access or those who are not confident using digital tools—often older adults, people with disabilities, or those from lower-income backgrounds—may be excluded or less likely to reply. Online surveys also tend to attract those who are more engaged or have stronger opinions, leading to potential self-selection bias (a problem across survey modes). And without an interviewer present, there is no opportunity to clarify misunderstandings or probe deeper into responses. Sample from online surveys are normally skewed towards more educated and younger populations, so if this is the mode chosen, it is important to be aware of the biases in the sample. Questionnaire design for online surveys must be visually clear and user-friendly. Questions should be short and engaging, with intuitive navigation and minimal scrolling. Accessibility must be considered to ensure usability across devices and for people with disabilities who might be an important target population for certain public services. From the service owners' perspective, the choice of the online survey delivery mode is also an important aspect to consider. It can for instance be delegated to an external contractor or developed internally with readily available online survey tools (see next step below). Important aspects to consider when selecting the delivery mode cover the ease of configuring survey options, overseeing coverage and results, and analysing data.

2.2. Step 2.3: Identify the actors for Survey Administration

A Satisfaction Survey can be administered by a variety of actors, either internal to the public administration or through external third-party providers. The actor responsible for the administration of the Satisfaction Survey will depend on the type of Satisfaction Survey to be deployed as well as the target population of the Survey.

With regard to general population surveys, National Statistical Offices have been used to run modules relating to Public Service Satisfaction through broader household or general population surveys. While other Government administrations may be in a position to administer general population

surveys through specialised units, for these projects is often the case that the expertise of third-party Survey company may need to be used to access a panel representative of the population in the country.

User Surveys can be deployed by a wide range of actors including Research Institutes in countries undertaking research on specific public services or demographic groups. Flash User Surveys are typically administered either by Government Digital Agencies responsible for central Government Websites or by Ministries or Agencies that are considered as Service Providers who have direct access to Users for consulting them through Flash User Surveys.

2.3. Step 2.4: Ensure requirements with regard to data protection are applied

When undertaking Surveys targeting the general population, it is necessary to ensure that all requirements relating to data protection, processing and storage are applied, in alignment with the EU's General Data Protection Regulation (European Commission, 2021^[11]) and any national/regional regulations. Several key principles apply when administering Surveys and must therefore be applied:

- **Application of basis for data collection:** A valid legal basis for processing personal data should exist. This should relate to whether the data is collected in the public's interest and whether the respondent has provided consent.
- **Informed Consent:** The respondent to the Survey must have the ability to consent to reply to the Survey and having their responses processed. Clear information must be provided to inform their consent, through consent forms and privacy notices.
- **Data Minimisation:** Only data that is necessary to achieve the purposes of the Survey must be collected.

3. Step 3: Draft the Satisfaction Survey Questionnaire



Why is it important to reflect on the design of survey questions?

The more attention you give to drafting clear and unbiased survey questions, the more accurate and meaningful your results will be. Moreover, the clearer the survey questions, the less time it will take respondents to complete it.

Well-designed questions ensure that survey responses genuinely reflect public perceptions, minimizing biases and improving data reliability. Thoughtful question wording helps capture meaningful variations in opinions while maintaining clarity across diverse populations. A logical structure and carefully chosen response options enhance the respondent experience, reducing fatigue and increasing completion rates. By refining survey questions, you improve the quality of public service assessments.

3.1. Step 3.1: Use the framework for measuring citizen satisfaction with public services through Life Events as a basis for the Satisfaction Survey

To deploy the Satisfaction Survey(s), a robust conceptual framework (Access – Navigate – Achieve Framework) has been developed for measuring user satisfaction with public administrative services. Building on existing work, the OECD has developed a revised model of public service performance factors, broken down into three sequential steps from the user's perspective: **accessing** the service, **navigating** the delivery process, and **achieving** desired outcomes. This framework offers a comprehensive and human-centred perspective on service quality, bridging gaps in existing models and focusing on the user experience from the identification of user needs through to the final outcome. This is intended to capture the journey of service users under a logic of life events and to guide the content and ordering of questionnaires on assessments of public services.

At each of these stages, different aspects or qualities of the service affect perceptions of performance:

- **Access captures the user's ability to locate, understand, and engage with the service.** It emphasizes the steps prior to actual service initiation, which shape the user's overall experience. Key factors in this dimension include findability, affordability, and convenience. Findability addresses how easily a service can be discovered, particularly in digital environments, ensuring that users, even without precise awareness of their needs, can easily locate the service. Affordability examines the financial barriers to service use, encompassing both direct and indirect costs, such as travel and unofficial fees, and considers the proximity and operational hours of service centres. Convenience reflects the ease of accessing the service through preferred channels, whether online, by phone, or through other means, ensuring that the service is available in a way that meets the user's needs.

- **Navigation captures the process by which users interact with the service to meet their objectives.** This stage involves three critical components: assurance, responsiveness, and individualized service. Assurance reflects the user's confidence in the service's processes, built through clear instructions, organized service delivery, and trust in the system's effectiveness. Responsiveness emphasizes the speed and agility with which a service adapts to the user's evolving needs, ensuring that requests are addressed promptly and efficiently. Individualized service refers to the ability of the service to cater to the unique requirements of each user, providing customized solutions that go beyond a one-size-fits-all approach.
- **Achievement assesses the outcomes or benefits that the user gains from the service.** It considers whether the user's needs were met, if the process was transparent, and whether the service was perceived as fair. Fulfilment is the degree to which the service meets the user's personal goals and delivers reliable results. Timeliness evaluates whether the service is completed within a stated timeframe, which is particularly important when delays can lead to additional costs or hinder further processes. Fairness focuses on how consistently the service treats users with impartiality, transparency, and equity, ensuring that decisions are clear and unbiased. A service that is perceived as fair provides both procedural fairness, in which users feel they are treated justly, and distributive fairness, where the benefits of the service are equitably distributed across different user groups.

Together, these three dimensions—**access, navigation, and achievement**—form a holistic framework for evaluating public service quality grounding the OECD survey for measuring citizen's satisfaction with key Government Services (Annex 1). This conceptual framework and methodology are designed (and intended) to be reuseable. However, in practice, when developing a survey, or updating the TSI Satisfaction Survey to national contexts (see below), practitioners should reflect on the overall framework for public service performance before moving to the design of the building blocks of their questionnaire. Adapting the Survey Questionnaire is further developed under Section 3.2 below.

3.2. Step 3.2: Adapt the Survey Questionnaire to the Survey Objectives and Survey Mode



Why adapting the OECD for measuring citizen's satisfaction with key Government Services to national contexts?

The more carefully you adapt the OECD Citizen Satisfaction Questionnaire to national contexts, the more relevant and accurate your data will be.

Adapting the questionnaire plays a crucial role in capturing public perceptions that reflect the unique cultural, political, demographic, geographic and socio-economic characteristics of each country. Factors such as local issues, language, and the nature of public services can influence how respondents interpret and answer questions. A well-adapted questionnaire reduces biases, ensuring that the questions are clear and meaningful for the target population. Thoughtfully tailoring the content can prevent misinterpretations, improving data consistency and comparability across countries.



Key points of attention

- ❖ While the TSI Satisfaction Survey for measuring citizens' satisfaction with key Government Services in Annex 1 can be used as a basis for future satisfaction surveys in your public administration, you may wish to **shorten the questionnaire**

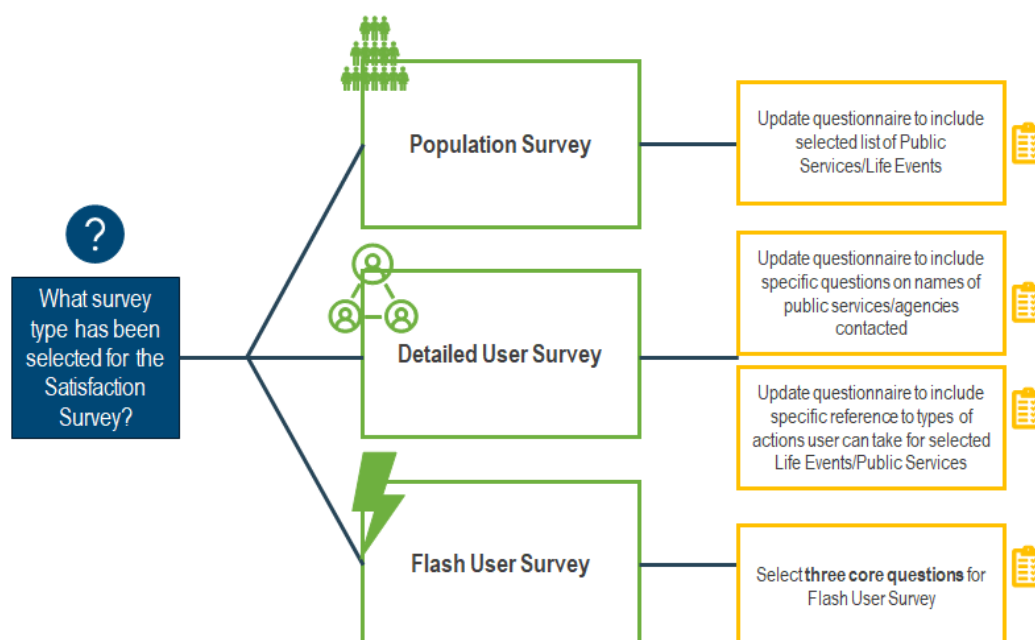
and ask a reduced number of questions, or **add additional questions** based on the public administrative services that you are surveying.

- ❖ An adapted questionnaire should be designed in such a way as to **ensure consistency with the TSI Satisfaction Survey** to ensure comparability with other countries using this framework.
- ❖ **Adaptations between survey rounds** should be minimal so as to ensure maximal comparability and monitor citizen satisfaction over time.

The Questionnaire measuring Citizen Satisfaction, as presented in Annex 1, can be adapted to the objectives and Survey mode that has been selected. As outlined in Section 2, there are three types of Survey Modes that can be selected to measure satisfaction. The below Decision Tree outlines how the Survey Questionnaire can be adapted.

Infographic 3.1. Decision Tree for adapting Satisfaction Survey questionnaire

Depending on the Survey Type, the Satisfaction Survey questionnaire may need to be adapted



Source: Author illustration

General Population survey questions

Where a general Population Survey is deployed, the questionnaire presented in Annex 1 can be used. Nevertheless, some slight amendments may need to be made to specific sections of the questionnaire, as outlined below.

Table 3.1. Overview of questions from TSI Satisfaction Survey to be adapted based on specific Survey Objectives and Scope

Section	Question number	Question	Actions to adapt to specific Survey objectives and scope
Introduction		Introductory text	Introductory text to be adapted to national context
Informed consent	1	Do you agree to participate in this survey given the above conditions?	Consent to be adapted based on national context and standards
Respondent information	2	What is your age?	Quota questions to be adapted based on specific context.
	3	Gender	
	4	What best describes the area where you live?	
Life Events Experienced	8 - 10	Thinking about your life during the past year/12 months, have you experienced any of the following events?	Questions to be adapted based on the Life Events/Public Services covered by the Survey

Note: "Question number" refers to the numbering of questions in the questionnaire in Annex 1.

Detailed User survey questions

If a User Survey has been selected, the Satisfaction Survey questionnaire can also be adapted. The Table below presents an overview of the questions that can be covered through a **Detailed User Survey**. The questions highlighted in **Green** are those questions that should remain as they are currently formulated in the TSI Satisfaction Survey questionnaire. The questions highlighted in **Orange** are those questions that may need to be reformulated based on the scope of the Survey. The questions highlighted in **Red** are those questions that will need to be removed from the Satisfaction Survey questionnaire.

Table 3.2. Overview of questions to be asked for detailed User Survey measuring satisfaction with public service(s)/Life Event(s)

Section	Question number	Question	Action
Introduction		Introductory text	Introductory text to be adapted to national context – to be adapted to national context
Informed consent	1	Do you agree to participate in this survey given the above conditions?	Consent to be adapted based on national context and standards
Respondent information	2	What is your age?	Identifier questions to identify the demographics of the User
	3	Gender	
	4	What best describes the area where you live?	
Life Events Experienced	8 - 10	Thinking about your life during the past year/12 months, have you experienced any of the following events?	Question to be adapted for User Survey. This Question should be adapted in order to include references to the public services used.
Actions taken during Event	11	In the last 12 months, have you personally made use of any public service(s) for [EVENT]?	Question to be adapted for User Survey. Further specific information should be provided on the types of actions that could be taken based on the public service(s)/Life Event(s) covered by the Survey
Questions asked for respondents who have not experienced any Life Events and/or	14	You indicated that you have not personally made use of any public service(s) when [Event] in the last 12 months. Please could you indicate the reason(s).	Questions not applicable for User Survey
	15	While you have not personally made use of any of the listed public services over the past 12 months, we would like to know	

not applied for a service		from you what you find important in public services.	
Questions asked for respondents who are considered users of a Life Event			
Satisfaction with accessing public services	17 – 24	Clarity to access service, channels used to access service, satisfaction with channels used	Questions can be further adapted to the User Survey to add precision on the names of Services and information provided
Satisfaction with navigating public services	25 - 29	Seamlessness of services, speed of services, individualized services	Questions can be further adapted to the User Survey to add precision on the names of Services and information provided
Satisfaction with the results of the public services relating to Life Event	30 - 31	Overall achievement of results and frequency of contact with services to achieve results	Questions can be further adapted to the User Survey to add precision on the names of Services and information provided
Drivers of Satisfaction	32	Satisfaction with key drivers of satisfaction	Question to be maintained on the drivers of satisfaction
Overall Satisfaction	33	Overall, how satisfied would you say you are with your experience with public services during when [EVENT]?	To be adapted to the public service/Life Event covered by the Survey
	34	Do you have any recommendations to make on how the service could be improved?	User feedback, to be adapted by country.
	35	In general, how satisfied are you with public services in your country?	Question to be maintained on overall satisfaction with public services in the country

Note: "Question number" refers to the numbering of questions in the questionnaire in Annex 1.

Flash User survey questions

If a **Flash User Survey** has been selected, the Survey can include the following questions from the Satisfaction Survey questionnaire.

Table 3.3. Overview of questions to be asked for general Population Survey measuring satisfaction with public services/Life Events

Section	Question number	Question	Actions to adapt to specific Survey objectives and scope
Drivers of Satisfaction	32	Satisfaction with key drivers of satisfaction	Question to be maintained
Overall Satisfaction	33	Overall, how satisfied would you say you are with your experience with public services during when [EVENT]?	Question to be adapted to the public service surveyed in Flash User Survey
	34	Do you have any recommendations to make on how the service could be improved?	Question may be adapted to include options rather than an open question.
	35	In general, how satisfied are you with public services in your country?	Question to be maintained to measure overall satisfaction with public services in the country.

When Survey Questions need to be added or revised, based on the common Satisfaction Survey Questionnaire presented in Annex, **Steps 3.3 – 3.6** should be followed, as outlined below, to ensure quality drafting of Survey Questions.

3.3. Step 3.3: Draft additional questions (when applicable) that are understandable by all respondents in the same manner and avoid bias in their formulation

Surveys should be designed to be culturally sensitive and contextually relevant to the populations they assess. Given that perceptions of public services are shaped by local values, institutional structures, and historical experiences, survey questions should be carefully translated and tested across different demographic groups to ensure consistency in meaning. Concepts that are taken for granted in one cultural setting may not exist or may carry different connotations in another. For instance, the use of certain evaluative terms may have varying implications across age groups, linguistic communities, and socio-economic strata. A rigorous **definition of terms, translation and back-translation process (where multiple language versions are required)** as well as **cognitive testing** with diverse respondent groups, can help mitigate these issues.

Box 3.1. Considerations for translating the questionnaire into official languages

If the Survey will be deployed in more than one official language, **translating the survey into all official languages** is essential to ensure inclusivity, accessibility, and representativeness of the collected data. Language can be a significant barrier to participation, especially among minority groups, and failure to provide translations may lead to underrepresentation and biased results. The translation process should follow a rigorous methodology to preserve the intent and meaning of each question, including **forward translation**, expert review, **back-translation**, and cognitive testing with native speakers. This ensures not only linguistic accuracy but also comprehension across different language groups.

Satisfaction surveys should employ clear and unambiguous language that minimises respondent burden. Questions should avoid technical jargon, complex sentence structures, and ambiguous terms that may confuse respondents and lead to inconsistent interpretations.

Figure 3.1. Example of clear questions for users in a Satisfaction Survey

Measuring the application of the 'Once-Only Principle'



During your interaction with the public service(s), did you have to provide the same information more than one?

a. Yes

b. No



During your interaction with the public service(s), was the Once Only Principle applied?

a. Yes

b. No

Source: Author illustration.

The cognitive processing demands on respondents should be minimized to ensure accurate self-reports. **Response latencies**—measuring the time taken to comprehend and answer a question—can serve as a proxy for identifying overly complex wording. Moreover, survey items should be **pilot tested** to verify that respondents understand and interpret them as intended. Clarity in question wording enhances both response quality and the comparability of survey results across populations. For further information on piloting surveys, please see Section 4.

Avoiding bias in question formulation is also an important aspect to ensure valid answers. **Biased questions** can distort responses and compromise data validity. Leading questions that suggest a socially desirable response or frame issues in a particular light should be avoided. For instance, a question like "Do you believe the government has successfully improved public services?" may prompt respondents to affirm government success rather than provide an independent assessment. The latter could be achieved through a more neutral formulation such as for instance "How would you rate the government's actions in relation to public services improvement?" with an associated response scale ranging "nonexistent" to "very successful". In relation to the question in the Satisfaction Survey on whether users are satisfied with how services work together, the TSI Satisfaction Survey has identified certain limitations that may be associated with this question due to difficulties, in some instances, for respondents to understand how services communicated with each other in their back office functions.

Questions should maintain a neutral tone and offer balanced response options to reduce acquiescence bias. Experimental evidence suggests that seemingly minor variations in wording—such as including a "caution rider" in trust-related questions—can significantly influence response distributions. Such biases can be minimized through careful pretesting, split-sample experiments, and iterative refinements to ensure that questions capture the intended construct without inadvertently steering responses.

It is also important to be aware that certain public services and/or Life Events may be inherently associated with emotional or cultural bias. For example, going through a divorce or death of a loved one may negatively affect how individuals rate public services involved in the process.

The risk of measurement errors is influenced by various factors, including survey design, respondent characteristics (e.g. motivation and memory), and the nature of the construct being measured. Respondents go through several cognitive steps when answering survey questions: understanding the question, recalling information, forming a judgment, formatting the response, and editing the final answer. Errors can arise at any stage of this process due to issues such as memory lapses, lack of motivation, or unclear question framing. These errors can be exacerbated by biases and heuristics, which are subconscious shortcuts respondents use when answering questions, often leading to patterns of distortion (see Table 3.4).

Table 3.4. Overview of response biases and heuristics

Response bias or heuristic	Exhibited response pattern
Acquiescence or yea-saying	A tendency to agree with, or respond positively to, survey items regardless of their content.
Nay-saying	A tendency to disagree with, or respond negatively to, survey items regardless of their content.
Extreme responding	A tendency to use response categories towards the ends of a response scale/the most extreme response category.
Moderate responding	A tendency to use responses towards the middle of the response scale/the most moderate response category.
No-opinion responding	A tendency to select the response category that is most neutral in its meaning (e.g. neither agree nor disagree).
Random responding	A tendency to respond randomly, rather than meaningfully.

Digit preferences	On numerical response formats, a tendency to prefer using some numbers more than others.
Primacy effects	A tendency to select one of the first response categories presented on a list.
Recency effects	A tendency to select one of the last response categories presented on a list.
Socially desirable responding	Conscious or subconscious tendency to select response options more likely to conform with social norms or present the respondent in a good light.
Demand characteristics	A reaction to subtle cues that might reflect the surveyor's beliefs about how they should respond and/or their own beliefs about the purpose of the survey (e.g. "leading questions", where the tone or phrasing of the question suggests to respondents that particular answers should be favoured).
Consistency motif or bias	A tendency for respondents to try and ensure consistency between responses (e.g. consistency between a question about attitudes towards smoking and a question about cigarette purchasing habits).
Priming effects	Where the survey context (e.g. question order; survey source) influences how questions are understood or makes certain information more easily accessible to respondents.

Note: Not all of these apply to the measure of satisfaction.

Source: OECD (2013), OECD Guidelines on Measuring Subjective Well-being, OECD Publishing, Paris, <http://dx.doi.org/10.1787/9789264191655-en>.

3.4. Step 3.4: Ensure the right response format for any additional questions in the Satisfaction Survey

Where additional questions will need to be developed for the Satisfaction Survey, as outlined under Step 3.2 above, it will be necessary to ensure that the right response format is selected.

As with the TSI Satisfaction Survey questionnaire, **closed questions ensure uniform responses across users that are therefore much easier to quantify and compare**. Moreover, closed questions enable respondents to complete the Survey quickly and are useful for tracking trends over time.

Open-ended questions should be considered when the question aims to receive qualitative insights from the respondent. For example, open questions may be preferable to use when asking a respondent to explain their level of satisfaction overall with a public service or when requesting a respondent to explain what areas they would improve.

The response format chosen for questions can have a non-trivial effect on the validity, reliability and comparability of responses. The format needs not only to properly represent the construct of interest and represent the full range of possible responses (including no-response options) but also to be understandable to respondents for them to provide meaningful and consistent replies. Three aspects of response format should be carefully considered in survey design: scale length, scale labelling and response order.

- **Response scale design plays a crucial role in maximizing the sensitivity and discriminatory power of survey measures**. A well-constructed scale should capture meaningful variations in respondent attitudes without overwhelming them: offering too few response options may restrict variability, while too many can lead to cognitive overload and unreliable distinctions between categories. Research suggests that numerical scales anchored at both ends generally support better differentiation, with respondents reliably distinguishing between six or more categories. However, fully verbalized scales should be limited to five options to prevent excessive cognitive load. For the TSI Satisfaction Survey, a scale of 1 – 5 was applied for all questions requesting users to rate their level of satisfaction or their level of agreement. It is recommended to continue to use this response scale for any additional questions included. For the purposes of Satisfaction,

a 1 – 2 rating was considered 'dissatisfied', a 3 rating was considered as 'neutral' and a 4 – 5 rating was considered as 'satisfied'.

- **Scale labelling significantly influences response distributions by framing the expected range of attitudes.** Absolute anchors (e.g., "completely/not at all") are recommended for clarity and reliability, while agree/disagree formats can introduce acquiescence bias. The choice between numerical and verbal labels is debated, but numerical scales tend to improve consistency, allow for more response categories, and reduce translation issues.
- **Response order effects can also impact survey results.** Primacy effects (favouring early options) are more common in visually presented lists, whereas recency effects (favouring later options) occur in oral surveys. These biases are heightened by respondent fatigue and low cognitive engagement. To minimize such effects, scales should be presented consistently, and numerical sequences should follow a logical progression (e.g., 0–10 rather than 10–0) to avoid confusion.

3.5. Step 3.5: Adapt structure and guidance in the Satisfaction Survey Questionnaire

A well-structured survey not only helps to ensure high-quality responses but also enhances respondent engagement and completion rates. To facilitate understanding and navigation, several key elements should be incorporated into the questionnaire:

- ✓ **Introduction to the survey:** Provide an opening section that explains the background of the survey (e.g., previous editions), its objectives, and how the collected information will be used. This helps respondents understand the purpose of their participation and its potential impact. The introduction should also include clear information on how the data gathered through the Survey shall be used, including information on the anonymity of response data as well as specific information on the protection and processing of personal data. At the same time, the introduction should try to avoid "priming" the respondents in a way that biases their answers.
- ✓ **Clear structure and logical flow:** Organize the questionnaire into well-defined sections and subsections. Questions should be grouped thematically to avoid unnecessary repetition or respondent confusion. A clear structure enhances the respondent's ability to follow the questionnaire seamlessly, reducing fatigue and improving data accuracy.
- ✓ **Section-specific guidance:** Each section should begin with a brief introductory text explaining its focus (e.g., "This section explores your experience with public services..."). This contextual guidance helps respondents anticipate the types of questions they will encounter, making it easier for them to provide relevant and considered responses.
- ✓ **Definitions of key terms:** Clearly define important terms used in the survey (e.g., "Life Events"). This ensures consistency in responses, particularly when surveys are administered across different regions or cultural contexts. Precise definitions also help respondents accurately interpret and answer questions.
- ✓ **Contact information for assistance:** Provide contact details for respondents who may have questions about the survey. Having a point of contact within the public administration administering the survey can improve response rates and reduce errors stemming from misunderstandings.

Box 3.2. Ordering questions to minimise respondent biases

Survey questions do not exist in isolation. They are part of a continuous flow, and the order in which they are asked can influence how respondents interpret and answer them. This is considered respondent biases. To minimise respondent biases, survey design must carefully consider the **sequencing of questions**, as order effects can influence responses either through an alignment of responses with the context established by preceding questions (assimilation effects) or a divergence of responses with the same context (contrast effects). These effects can distort the data, particularly for attitudinal questions, where responses may be shaped more by recent information than by specific memories. For instance, asking about negative experiences right before questions about interpersonal trust may cause respondents to focus on those negative experiences when answering, rather than reflecting on general trust. Effective survey design therefore requires balancing the need for logical question flow with the understanding that question order can have significant effects on the reliability and validity of the responses.

Several strategies in relation to the order of questions can help mitigate these biases:

- **Avoid grouping similar questions to reduce the likelihood of order effects** (when respondents feel the need to maintain consistency in their answers): similar questions should be separated by unrelated content or "buffer" questions. For instance, placing a neutral question between politically charged questions and broader life evaluations can reduce the influence of the former on the latter. However, the effectiveness of buffer questions depends on their content.
- **Question order should move from general to specific.** This is particularly important when measuring concepts like trust, where broader questions, such as general trust in people, should precede more specific questions, such as trust in particular institutions. This sequencing minimizes the likelihood that respondents will interpret later questions through the lens of prior responses.

Finally, to minimize measurement error, it is also crucial to **consider the cognitive demands on respondents**, for instance survey context, respondent fatigue, and relevance of questions.

Pilot tests of the questionnaire can prove useful to calibrate the survey so as to avoid as much measurement error as possible (see section 4).

Source: (Ven de Walle and Van Ryzin, 2011^[12]).

Additionally, it is essential to **keep questionnaires concise**, collecting only the information necessary for analysis. Long and complex surveys can lead to respondent fatigue, reducing response rates and data quality. Shorter surveys minimise the burden on participants and facilitate the data validation process, reducing the risk of inconsistencies and improving the reliability of findings.

Building on the above steps, questions from the OECD questionnaire for measuring citizen's satisfaction with key Government Services have been developed using the **question quality checklist** below:

Figure 3.2. Checklist for drafting clear Survey questions



Source: Author illustration.

Finally, data protection requirements need also to be taken into account:

- **Transparency:** Respondents must be informed of the purpose of the data being collected and the reasons for its collection as well as being informed of how the data will be used, how long it will be stored and who will be able to access it.
- **Security and confidentiality:** Secure platforms should be used to collect and process the data, with access to personal data limited.

When considering the requirements for data protection, processing and storage, it is necessary to consult with the relevant Data Protection Officer within the Administration. If a third-party survey company is being used to administer the Survey, their data protection safeguards must also be checked.

3.6. Step 3.6: Review the final questionnaire to ensure it is adapted to the Survey objectives

The final Step prior to piloting (Step 4) the Satisfaction Survey is to review the final drafted questionnaire. It is necessary to undertake a final check to ensure that all questions included are relevant to the objectives of the Satisfaction Survey. Experience from the TSI Satisfaction Survey run in 2024 shows that a questionnaire must be reviewed and checked by different reviewers to guarantee that the questions included in the Survey are pinpointed, unrepetitive and consistent with the Survey’s overall aim.

When reviewing the final questionnaire, it is also important to consider that data collection may need to be complemented by other stakeholder consultation methods. A Satisfaction Survey cannot measure all aspects of the User Journey and does not replace qualitative research that can be undertaken to hear user’s views such as the deployment qualitative interviews and User Journey Mapping.

4. Step 4: Pilot and readjust the Satisfaction Survey Questionnaire



Why pilot a Survey?

To identify weaknesses in the survey design, it is essential to test surveys on a smaller scale group of people before a full launch to learn how respondents are likely to interpret and react to the questionnaire. Piloting before running the Satisfaction survey can significantly improve the quality and cost-effectiveness of the full survey results, as piloting can illuminate problems such as poorly phrased questions or survey structure.

The analysis of responses to the pilot survey will also enable you to better interpret answers to the survey questions.

4.1. Step 4.1: Select the respondents to the Pilot Survey

The first step when piloting the Satisfaction Survey is to select the respondents to the Pilot Survey. Participants to the Pilot should be a representative sample of the target population that will be surveyed. For a general population Survey, it is important to pilot the Survey with respondents from different demographic and socioeconomic groups that are targeted. For example, with regard to the TSI Satisfaction Survey, a Piloting exercise was undertaken targeting different ages, genders and urban/rural areas.

To pilot a Survey, a large number of Survey respondents is not required. When selecting the sample for the Survey, it is important, however, to consider the characteristics of the pilot sample. For example, if the target population is users of specific public services in a country, the pilot sample should target those specific users. If the target population is users from a specific demographic (i.e. age, gender, region), it is necessary that the sample includes these demographics within the piloting.

4.2. Step 4.2: Monitor the time taken to complete the Survey and review any quantitative feedback from piloting

Piloting of a survey can occur through the first launch of the Survey, with the questionnaire piloted to a subset of the target group. This focusses on identifying questions that cause difficulty for respondents, for example questions that respondents attempt to skip or spend a lot of time on. Piloting can also focus on collecting additional information on what people think about the Survey (Step 4.3).

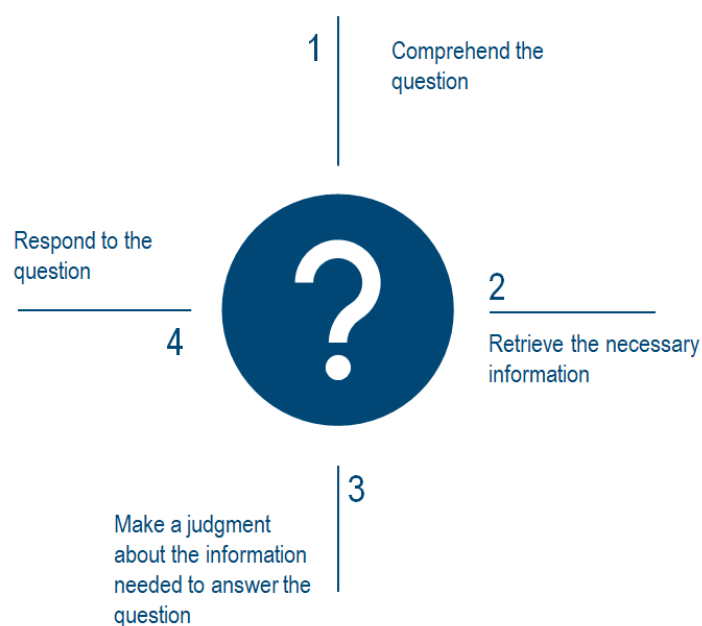
It is necessary to record the time taken to complete the Survey. The Satisfaction Survey designed for the TSI Project was approximately 15 minutes in duration. Piloting enables the overall time of the Survey to be checked. If a Survey is too long, the risk of drop-offs is high. If this is the case, the Survey questionnaire may need to be shortened.

4.3. Step 4.3: Check the consistency, clarity and accuracy of the Survey questions and review any qualitative feedback from piloting

When a Survey is piloted, cognitive testing can be performed to reduce measurement error. Cognitive testing will enable the assessment of whether (i) questions are consistently understood across respondents (ii) answers accurately describe what respondents have to say (iii) answers provide valid measures of what the question is designed to measure (iv) respondents have the information needed to answer the question.

To answer a question, survey respondents complete four actions:

Infographic 4.1. Actions to be completed by respondents when answering a Survey Question



Source: OECD illustration.

Cognitive testing helps to identify which questions may fail to achieve their measurement purposes. Errors may occur because of: (i) **comprehension issues** (e.g. use of vocabulary, complex sentences, lack of understanding about what is being required); (ii) **processing issues** (e.g. each respondent interprets the question in a different way or is unable/unwilling to retrieve the requested information); and/ or (iii) **communication issues** (e.g. low proficiency in the language of the survey). Therefore, when piloting includes asking respondents to provide additional information on what they think about the Survey, respondents could be asked to **‘think out loud’ while they are preparing their answers**. They may also be asked some follow up questions to understand the way they interpreted and answered each question. Interviewers must be knowledgeable about the objectives of each question so that they can detect issues arising from the way the respondents answered the question.

Key elements that could be tested for piloting are:

- **Introduction** – The Introductory text for the Survey should be tested with the respondents to assess whether the information provided is clear and provides sufficient clarity to enable the respondent to fully understand the aims and context of the Survey. The introduction should also be sufficient to ensure that the respondent is motivated to participate.

- **Question Phrasing** – The phrasing of the questions should be tested with the respondents to assess whether the questions are phrased in a manner that is clear and enables the respondent to understand what is being asked of them.
- **Response Options** – The options for responding to the questions should be examined in order to assess whether the respondent feels able to respond to the question with the answer options allocated to them. Where the respondent indicates frequently an ‘I don’t know/ I cannot say’ response, it must be assessed whether the question is phrased in the correct manner or whether answer options are appropriate.
- **Filtering** – Any questions that appear through the application of filters should be checked to ensure that all filtered questions are correctly operating.

The box below presents an overview of the types of questions that can be asked to respondents when piloting a Survey questionnaire.

Box 4.1. Examples of questions for piloting

Standard follow-up questions

Q: Explain in your own words what you think the question is asking

Q: Explain how you chose a particular answer over others

Question to assess comprehension issues

Q: On a scale of 1 to 5, where 1 is very easy and 5 is very difficult, how did you find this question?

Q: How would you rewrite this question on your own terms?

Questions to assess processing issues

Q: On a scale of 1 to 5, where 1 is completely unreliable and 5 is completely reliable, how would you describe your answer to this question?

Q: Were you able to find your first answer from the response options provided?

Q: How long did it take you to find an answer to this question?

4.4. Step 4.4: Readjust the Satisfaction Survey, run another pilot if necessary and prepare for deployment

Once the piloting of the Satisfaction Survey has been undertaken, the questionnaire may need to be readjusted to take into account the results of piloting.

Moreover, the sampling strategy may need to be readjusted. The Box below presents strategies that can be applied to correct sampling.

Box 4.2. Strategies to correct sampling

- **Increase Sample Size.** A larger sample size can help ensure that the sample more accurately represents the target population. This might be the preferred method, but it often raises costs.
- **Modify the sampling method.** If a simple random sampling is being used, the population can be divided into subgroups (strata) with samples then randomly selected from each subgroup. There are several methods to stratify a sample such as cluster sampling, multi-stage cluster sampling or stratified sampling.
- **Reduce non-response bias.** Strategies can be implemented to increase response rates, such as follow-up reminders, or create monetary or non-monetary incentives for those that complete the surveys.
- **Use more than one mode for data collection.** More than one mode for data collection can be used if it is judged that this can help reaching the population group/s that is systematically underrepresented. For instance, for older population groups, telephone surveys might be more useful than online surveys.

As a final strategy after data collection, **post-stratification techniques** can be used that help adjusting discrepancies between the sample and the target population.

Source: (Eurostat, 2008^[5]; Statistics Canada, 2003^[7]; Statistics Netherlands, 2012^[6]).

Once final adjustments have been made, the launch of the Survey should be prepared, as further elaborated under Step 5 below.

5. Step 5: Run the Satisfaction Survey



Running a satisfaction survey provides essential insights into how people experience public services. It helps identify strengths, gaps, and areas for improvement, enabling evidence-based decision-making and more user-centered service delivery.

There are a number of decisions and actions that should be taken to ensure that the Satisfaction Survey runs smoothly.

5.1. Step 5.1: Ensure the deployment period for the Satisfaction Survey is adapted to contextual circumstances

Defining the period of deployment for a citizen satisfaction survey is a critical step that can significantly influence both response rates and the quality of the data collected. The period should be selected, considering the following key aspects:

Table 5.1. Key Aspects to consider for the deployment of Satisfaction Survey

Aspect	Key Question	Description	Risks
Timing	Will the Survey be deployed during the holiday period or major vacation seasons?	Timing to be carefully selected to ensure that respondents are available and willing to participate. Avoid: - Holiday Periods - Major vacation seasons - Times when individuals may be preoccupied with personal or professional commitments. Consider: - Periods when people are more likely to engage with public services e.g. start of the school year, tax season, periods of high healthcare usage.	Deploying the Survey during periods when individuals may be preoccupied with personal or professional commitments can lead to: - A low response rate for the Survey - A longer time period for deploying the Survey to fulfil the responses required

		Carefully selecting the period can enhance recall and relevance, thereby improving the accuracy of responses. However, this must be balanced with the risk of overburdening respondents during potentially stressful times.	
Political and social context	What is the broader political and social context in the country. Have there been recent politically charged moments (e.g. elections, public protests) Have there been recent natural disasters or pandemics?	To preserve the integrity and neutrality of the data, it is advisable to avoid these periods unless the survey explicitly aims to measure the impact of such events	Deploying the survey during or immediately after politically charged moments can: - Introduce response bias as perceptions of public services may be unusually positive or negative

Source: OECD.

Where possible, consultation with relevant stakeholders and an assessment of the local calendar can help identify a deployment window that maximizes both participation and data reliability. In some instances, a political or social crisis may arise during the survey deployment. In such cases, **data collection should be spread over time** to capture a more stable snapshot of respondents' views. Moreover, the evolution of context should be considered when analysing the Survey results.

5.2. Step 5.2: Monitor the data collection progress for the Satisfaction Survey and note any inconsistencies or challenges

The regular monitoring of survey respondents when the survey is deployed helps to avoid the need for heavy weighting or post-hoc adjustments, which can introduce additional uncertainty into the analysis. The following types of problems can occur:

Sample of respondents is not representative of Population:

- **If a general Population Survey has been deployed, key demographic characteristics** such as age, gender, region, education level and socio-economic status should be monitored regularly to assess whether the sample is developing in line with expectations.

Misinterpretation of survey questions by respondents:

- It might be also important in some contexts to **regularly track response rates** across different modes of data collection (if more than one is applied), and geographic areas (regions, local level). Furthermore, **checking the quality of the responses** at a very early stage helps identifying problematic questions.

Unequal distribution of survey responses by type of respondent or type of public service

- If both users and non-users are surveyed in general population surveys, it is important to check the responses as well distinguishing these two groups to look for patterns that might reveal problems with the **under-representation of certain groups** within both groups.
- Another important element to monitor is the **frequency of life events or the frequency of services** (depending on the type of survey). In surveys where **quotas** are implemented to ensure the representativeness of low prevalent public services or Life Events, regular monitoring is needed to ensure whether these quotas are reached. Should it not be the case, potential corrective actions need to be designed. For instance, if the quota for a Life Event is not reached, it might require increasing the initial sample size to reach the target number of respondents, which could lead to additional costs. In other cases, the re-design of the quota/ sampling strategy might be needed (see Box 5.1)

Box 5.1. Insights from TSI Satisfaction Survey: Quota design

In the TSI Satisfaction Survey about Satisfaction with Public services, respondents are asked about their experience with a list of life events in three different questions. Further questions are applied not for all life events, but for one life event per person to avoid fatigue. To select the life event, respondents go through a structured selection process. If a person has encountered two or more Life Events in the past year and has confirmed their experiences in specific questions, the survey randomly selects one of these Life Events for deeper exploration. However, there is an exception: if a respondent has filed their income taxes, this Life Event is only chosen if they haven't experienced any other Life Event—ensuring that more diverse experiences are captured.

Additionally, to maintain balance in the data, quotas come into play. If a respondent reports having a baby or adopting a child or getting a driving license, these Life Events are prioritized for surveying until a minimum of 50 responses for each category is collected. Once this threshold is met, the standard selection method resumes.

6. Step 6: Analyse, Use and Communicate the Results of the Satisfaction Survey



Analysing the results of the satisfaction survey is crucial to understanding satisfaction levels and the factors that drive them. A thorough analysis will help produce meaningful insights, enabling targeted and effective adaptation of public services.

This analysis also forms the basis for the publication of the survey findings and supports a clear communication strategy to share the results with key stakeholders in a transparent and engaging way.

6.1. Step 6.1: Review data quality

Once the Satisfaction Survey has been closed, it is necessary to review the quality of the data received. Checking the **accuracy, reliability and validity** of the data is an important step for the reporting and publication of data stemming from a Survey.

Box 6.1. Skills required to analyse and communicate results

To analyse, use and communicate the results of a Satisfaction Survey, specific skill sets are required. Experts in survey data analysis and the use of software such as R, Python and Stata are necessary to ensure that large datasets are analysed correctly. Moreover, the communication of results requires strong communication skills to ensure that the Survey Results are adapted to the specific target audience.

When considering the skills required to analyse and communicate results, it may be possible to consider the use of external expertise, if such expertise is not available internally. This includes using as Third-Party Survey companies as well as data and communication specialists.

For the purposes of the TSI Satisfaction Survey, the experience of a Third-Party Survey company was mobilised to support the Survey deployment and analysis.

It is advisable to check the following when reviewing the quality of the data:

- ✓ **Examine the quality and completeness of responses.** A critical component of the data validation process involves examining the quality and completeness of responses, with particular attention paid to the frequency and distribution of “Don’t know”, skip and “prefer not to answer” responses. Survey questions that attract a large proportion of Don’t Know responses might need

further scrutiny. These may suggest that the question was unclear, too technical or not applicable to a significant portion of the sample. The distribution of Don't Know responses can be examined across key demographic groups (if applicable) to determine whether certain populations are more likely to respond.

- ✓ **Compare the composition of respondents to the target population.** For general Population Surveys, it is important to examine the demographic and socio-economic characteristics (e.g. age, gender, education levels, region of living, etc.) of respondents in order to determine whether the sample is skewed. Where discrepancies are identified, post-stratification weights can be calculated and applied to adjust the sample to the target population. The weights should subsequently be used consistently throughout the analysis of the data to ensure representativeness.
- ✓ **Examine the existence of 'flat-lining' responses.** Flatlining refers to when users select the same option across a series of questions on a 'Likert Scale'. For example, where respondents are asked to rank their level of satisfaction on a scale of 1-5 and the identical level of '5' (Very-satisfied) is selected across a range of questions, flat-lining may exist. Several methods can be used to assess flat-lining such as variance analysis, where the response variance for each response is calculated, as well as applying the 'exact-match' rule where responses with the same answer is a block of questions is flagged. If a dataset is small, visual inspection can also be undertaken to identify the flat-lining of responses.
- ✓ **Examine the timing of responses.** By examining the timing of responses, it is possible to identify responses that are rushed. It is important to ensure that timing data is collected when launching the Survey, through the recording of the start and end time of the Survey as well as the time spent per question or per page of the Survey. To analyse timing metrics, it is important to look at the total completion time of the Survey. The Piloting of the Survey should enable the identification of the average time taken to complete the Survey. By examining the total completion time, it is possible to compare the total time for each respondent to complete the survey with the average completion time. Where responses are significantly faster than the average, these responses should be flagged and ultimately excluded from analysis.
- ✓ **Look for unexpected values in Survey Responses.** Unexpected values in Survey responses related to values that are considered to be out of range, inconsistent or illogical with the question asked. For example, if the Survey requests a response in numeric fields and text is provided, these values are considered as unexpected.
- ✓ **Consider the response rate in the interpretation of the results.** If the response rate is too low, it is not possible to make generalisations about the views of the target population. For the Satisfaction Survey developed through the TSI Project, analysis of a specific Life Event was not undertaken when there were below 30 observations. A low number of observations does not enable the drawing of meaningful results.

6.2. Step 6.2: Review the feasibility of the Data Analysis Plan

Once the data have been cleaned and quality checked, it is necessary to review the Analysis Plan, developed under Step 1 above, to ensure that the focus of analysis is still possible. Depending on the quality and completeness of the data gathered through the Satisfaction Survey, the Analysis Plan may need to be fine-tuned.

Box 6.2. Insights from the TSI Satisfaction Survey: Revision of Data Analysis Plan

The Data Analysis Plan for the TSI Satisfaction Survey had initially planned to compare User Satisfaction across all EU-10 countries for each of the 15 Life Events covered by the Survey. However, the number of observations for some specific Life Events covered by the Survey were too low for meaningful comparisons to be undertaken.

To adapt to the quality and completeness of data gathered through the TSI Satisfaction Survey, the Project Team adapted the Data Analysis Plan with a view to including comparable data on Satisfaction Levels across ten out of the 15 Life Events covered by the Survey.

Life Event	Satisfaction Level - satisfied (score 4,5)									
	Austria	Spain	Estonia	Finland	Greece	Croatia	Ireland	Lithuania	Latvia	Slovenia
 Moved to a new house or city	68%	56%	90%	81%	53%	58%	63%	70%	73%	66%
 Had a baby/adopted a child	57%	59%	93%	77%	62%	60%	70%	79%	72%	68%
 Lost a loved one	64%	60%	68%	56%	47%	54%	70%	84%	84%	63%
 Lost/are looking for a job	53%	53%	51%	71%	46%	53%	52%	62%	65%	71%
 Retired	74%	78%	74%	90%	45%	40%	64%	70%	73%	62%
 Bought or replaced a vehicle	76%	66%	92%	89%	63%	72%	73%	80%	85%	77%
 Got or renewed driving licence	78%	73%	82%	84%	61%	79%	79%	91%	85%	82%
 Filed income taxes	70%	64%	85%	82%	51%	66%	72%	80%	77%	76%
 Got or renewed an official ID document	81%	73%	89%	80%	81%	74%	76%	88%	84%	80%
 Became a student	59%	71%	85%	79%	60%	56%	46%	66%	72%	57%

Source: OECD-EC Satisfaction Survey, 2024.

6.3. Step 6.3: Analyse and summarise Satisfaction Survey Results

Once data quality has been reviewed, the survey responses can be summarized and analysed. The results can be presented through figures, explaining the conclusions that can be drawn from the data.

Box 6.3. Key considerations for analysing Survey results

- ✓ Interpret survey data as perceptions
- ✓ Interpret results together with other data sources
- ✓ Explore what is behind the results to draw policy conclusions
- ✓ Take into account the response rate in the interpretation of results

Source: Measuring Regulatory Performance: A practitioner's guide to perception surveys.

Based on the TSI Questionnaire deployed, analysis can include:

- ✓ Descriptive analysis of overall user and non-user satisfaction with public services in the country (including disaggregation by sub-groups) – Example: 80% of users are satisfied with public services in the country
- ✓ Regression-based analysis of key drivers of Satisfaction (including disaggregation by sub-groups)
- ✓ Descriptive analysis of satisfaction with specific Life Events in the country
 - Disaggregation by sub-groups
 - Disaggregation by channels used
- ✓ Descriptive analysis of channels used to access Public Services (including disaggregation by sub-groups)
 - Reasons for selecting specific channels used to access Public Services
- ✓ Descriptive analysis of key priority areas for public service delivery (including disaggregation by sub-groups)
- ✓ Frequency of Life Events experienced by users in a 12-month period.
- ✓ Analysis of areas of improvement identified by users

In addition to the above analysis, the TSI Satisfaction Survey enables the identification of areas of focus for countries based on the key drivers of satisfaction identified through the regression analysis (Box 6.4).

Box 6.4. Insights from the TSI Satisfaction Survey: Identification of key drivers of satisfaction and areas of focus

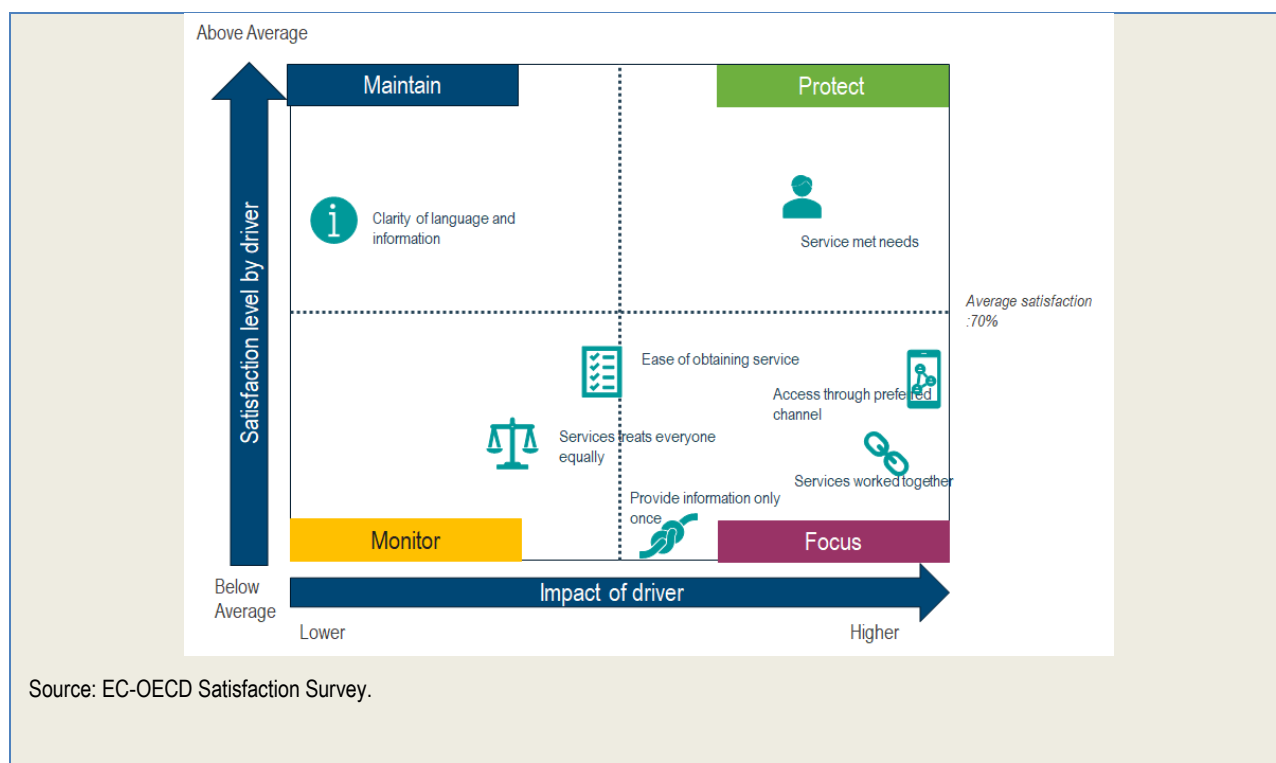
In addition to offering basic descriptive statistics on satisfaction by area, channel, subgroup and other key outcomes, Satisfaction Survey enabled the identification of the drivers of satisfaction, i.e. statistically significant correlates.

To identify the main factors influencing satisfaction, the OECD carried out a regression analysis using a mixed-effects model, also known as a hierarchical model. This approach enabled variation across countries and life events to be accounted for, helping to reduce estimation uncertainty. The modelling was guided by the ANA framework, ensuring that the analytical approach was conceptually grounded and systematically aligned with established principles. The model was specified as a logistic regression with satisfaction as the outcome variable. To achieve a parsimonious model, we included only the most influential covariates while adjusting for key sociodemographic characteristics.

Across the EU-10, the regression analysis found that positive perceptions of services meeting users' needs, services working together and services treating everyone equally have the largest influence on overall satisfaction. In relation to measuring services working together, it is important to outline that the perceptions of users may differ across countries due to difficulties in assessing whether services have worked together given the back office functions associated with this driver.



In addition to undertaking a regression analysis for the EU-10 countries participating in the TSI Project, the satisfaction data enabled the identification of key drivers of focus i.e. statistically significant correlates for each country. A Priority Matrix was developed for each EU Member State, based on the results of the Satisfaction Survey and the regression analysis. This Matrix enables the identification of priorities for improvement by comparing the overall satisfaction level of the drivers in each country, to the average overall level of satisfaction in the country and the impact that driver can have on overall satisfaction.

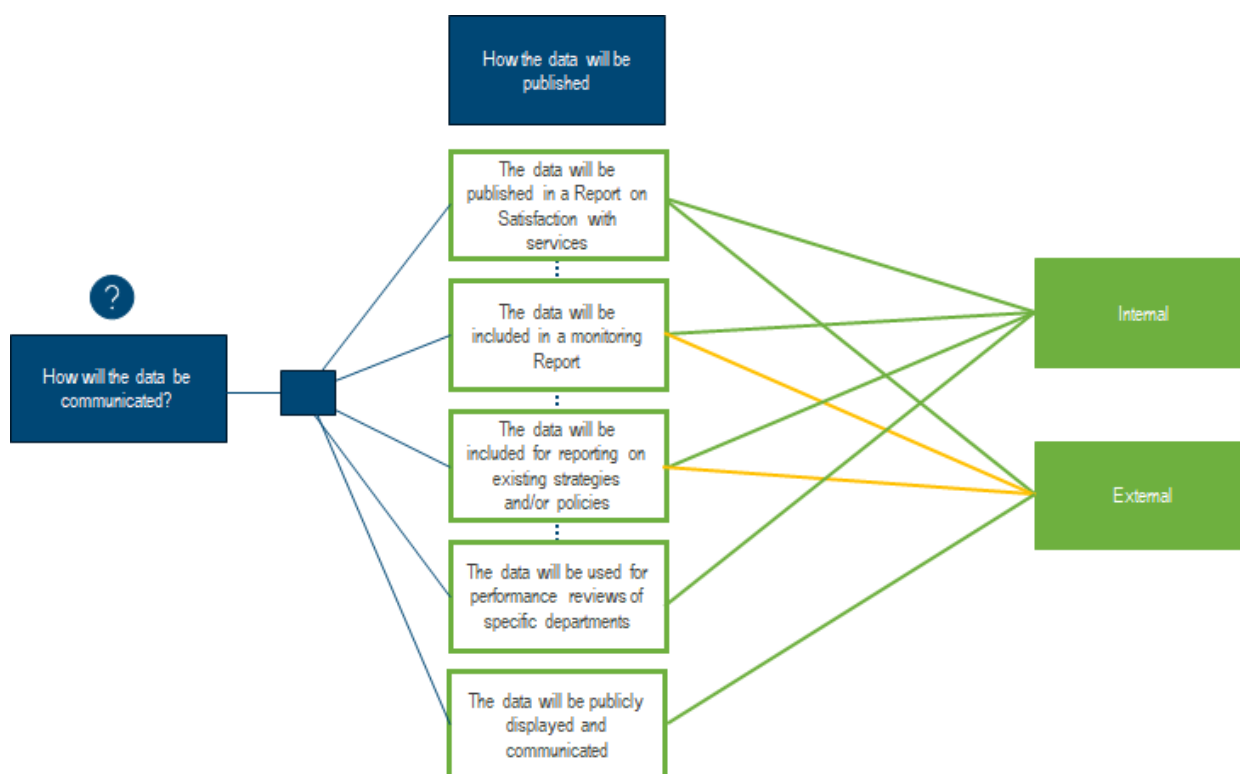


6.4. Step 6.4: Communicate Survey Results to contribute to policymaking

The communication of Survey Results is key to ensuring that the Survey achieves its overall objectives, as set out in Step 1 above.

Survey Results can be communicated both internally (within the public administrations) and externally (to members of the public). The communication of Survey Results will depend on decisions taken under Step 1 in relation to how the data of the Satisfaction Survey will be published.

Infographic 6.1. Decision Tree for communicating Survey Results



Note: The orange lines reflect instances where the type of data publication may also be communicated to an external audience. This will depend on the publication standards in place in the country.

Source: Author illustration.

Internal Communication of data can serve multiple purposes:

- ✓ Provide administrations, including public service owners, with up-to-date data on satisfaction levels with public services managed
- ✓ Provide data contributing to regular monitoring reports
- ✓ Provide data for specific reporting on implementation of policies and strategies, with a view to their potential revision
- ✓ Provide data to support performance reviews of specific administrations in a country.

Internal communication of Survey Results can also be of benefit to further interpret the results and identify the reasons behind different satisfaction levels to draw policy conclusions.

Box 6.5. Insights from the TSI Satisfaction Survey: Communication of results

The results of the TSI Satisfaction Survey were communicated in each of the ten participating EU Member States through Country Missions organised by the OECD between March and October 2025. The aim of the Country Missions was to present the results of the Satisfaction Survey for each country, with the results presented to public servants from relevant public administrations.

The Country Missions also enabled specific satisfaction data covering 2 of the 15 Life Events covered by the Satisfaction Survey to be presented to public service owners in the countries. Workshops were organised with the public administrations responsible for the public services associated to each of the Life Events with a view to attempting to understand the User Journey for specific Life Events and to identify good practices and bottlenecks. By further understanding the User Journey, the results of the Satisfaction Survey could be further interpreted.

Source: EC-OECD Project on Measuring Citizen's Satisfaction with key Government Services for Better Performance and Enhanced Trust.

The External Communication of results to the Public contributes to transparent, accountable and responsive public administrations. Public Communication is considered effective when it is conducted in the service of more responsive and inclusive policies and services (OECD, 2021^[13]). Communicating the results of Satisfaction Surveys to users enables people to consider that their voices have been heard and that actions are being taken to ensure that public services are delivered to address their needs, placing users at the centre of policy making.

Annex A. Questionnaire on measuring citizen satisfaction with public services

Colour explanation:

- ☐ [Single choice answer]
- ☐ [Multiple response]
- ☐ [Open text answer]

Introduction

As part of its work on measuring citizens' satisfaction with public services, the Organisation for Economic Cooperation and Development (OECD) has commissioned [Insert survey company] to conduct this survey on a variety of topics related to your experience with, and satisfaction of public services in your country. The Survey is being launched through a multi- country project financed by the European Commission on 'Measuring Citizen's Satisfaction with key Government Services for Better Performance and Enhanced Trust' in which [Enter Country] participates among 9 other EU Member States. By Public Services, we mean services which are provided by government agencies to members of the public. Examples of public services can include, but are not limited to, providing documents, licenses, information or benefits. [definition of public services provided by Member State].

The Survey will take around 20 minutes to complete.

Before answering the survey, please read the following information carefully.

- There are no right or wrong answers to questions asked in the survey. It is your honest assessment on your experiences with public services that matters to us.

- As part of the survey, we will ask you some questions related to your satisfaction of public services. Rest assured that either a “Prefer not to answer” or “Don’t know” option will always be available for you to select at your discretion.
- Your answers throughout this survey will be kept confidential. No third party will receive any information that would allow you to be identified. Your responses will be grouped together with the responses provided by all participants.
- Any personal data gathered in the survey will be held for no longer than 12 months. Your answers will be used strictly for research purposes and may be used to inform policy decisions in the future.

Participation in the survey is voluntary and you may withdraw consent at any time by contacting the support team and quoting study on the e-mail: [\[to insert email\]](#). Before agreeing, please also do read this information sheet [\[hyperlink to information sheet screen\]](#).

By agreeing to take part in this survey, you confirm that:

- You have read the information about the survey (please click here [\[insert hyperlink to information sheet screen\]](#) to read the information sheet).
- You are taking part in this survey by your own free will.

Informed Consent

Q1: Do you agree to participate in this survey given the above conditions?

☐ [Single choice answer]

- ☐ Yes, I have read the information above and agree to take part in the survey.
- ☐ No, I do not accept [screen out]

[IN Q1 IF 'YES', THEN Q2. IF 'NO', THEN EXIT SURVEY]

Individual

Q2. What is your age?

- ☐ Type in Number
- ☐ Prefer not to answer

[[QUOTA QUESTION]

Q3. Are you?

- ☐ Male
- ☐ Female
- ☐ Other
- ☐ Prefer not to answer

[[QUOTA QUESTION]

Q4. What best describes the area where you live?

- ☐ Urban area
- ☐ Rural area
- ☐ Prefer not to answer

[[QUOTA QUESTION]

Q5. What best describes your [family status / living conditions]?

- ☐ I live with my spouse / partner

- I live with my spouse / partner and children
- I live with my children
- I live with my parents
- I live alone
- I share a home with other adults (shared housing or equivalent)
- Other
- Prefer not to answer

Q6. What is the highest level of education you have successfully completed (usually by obtaining a certificate or diploma)?

- Early childhood education ('less than primary' for educational attainment)
- Primary education
- Lower secondary education
- Upper secondary education
- Post-secondary non-tertiary education
- Short-cycle tertiary education
- Bachelor's or equivalent level
- Master's or equivalent level
- Doctoral or equivalent level
- Prefer not to answer

Q7. How often do you use digital tools for work or personal purposes?

- 1 Never
- 2
- 3
- 4
- 5 Very often
- Prefer not to answer

NOTE FOR INFORMATION TO ADVISORY GROUP AND SERVICE PROVIDER: Only one Life Event will be surveyed per citizen considered as a 'User'. To select the Life Event to be surveyed, quotas will be set for the Life Events in advance, based on frequency of Events and priorities defined by Member States.

Q8: Thinking about your life during the past year/12 months, have you experienced any of the following events? Please tick all that apply (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- ☐ [Multiple response]
- ☐ You moved into a new house or to a new city
- ☐ You came to live in [Member State]
- ☐ You got married/entered into a registered partnership
- ☐ You got divorced/separated
- ☐ You had a baby or adopted a child
- ☐ You lost a loved one
- ☐ You experienced a natural disaster (such as a forest fire, flood, earthquake)
- ☐ None of the above

Q9: ... and have you experienced any of these other events during the past year/12 months? Please tick all that apply (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- ☐ [Multiple response]
- ☐ You became a student
- ☐ You lost my job and/or was looking for a job
- ☐ You started/closed a business
- ☐ You retired
- ☐ You bought or replaced a vehicle (car, motorcycle, caravan)
- ☐ None of the above

Q10: Have you gone through any of the following administrative events during the past year/12 months? Please tick all that apply (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- ☐ [Multiple response]
- ☐ You got or renewed my driving licence
- ☐ You filed my income taxes

- You got or renewed an official identity document
- None of the above

[IN Q8, Q9 AND Q10 IF 'NONE OF THE ABOVE', THEN EXIT SURVEY]

[IN Q8, Q9 OR Q10 IF ANY LIFE EVENT EXPERIENCED, THEN GO TO Q11]

Actions taken during Event

We will now ask you questions about when [Event].

[IF RESPONDENT HAS EXPERIENCED MORE THAN ONE LIFE EVENT, REPEAT Q11 FOR ALL LIFE EVENTS EXPERIENCED].
THE ORDER OF LIFE EVENTS MUST BE SET IN ACCORDING TO THE QUOTAS.]

[FOR YUGOV ON THE SELECTION OF LIFE EVENT TO BE SURVEYED:

Where a respondent is identified as a 'user' of two or more Life Events in the last 12 months after having answered positively to Q8, Q9, Q10 and to Q11, the General Rule is that the selection of the Life Event to be surveyed shall be randomised, with the exception of 'I filed my income taxes'. The Life Event 'I filed my income taxes' should only be selected for surveying if the respondent is not considered as a 'user' of any other Life Event. However, for quotas, the following should apply:

If a respondent selects (a) having a baby/adopting a child or (b) Getting a Driving Licence, this Life Event should be selected for surveying to reach a minimum quota of 50 responses per Life Event.

When a quota of 50 responses for each (a) having a baby/adopting a child and (b) Getting a Driving Licence has been reached, the Life Events shall follow the general rule.]

Q11: In the last 12 months, have you personally made use of any public service(s) for [EVENT]? Please tick all that apply.

- (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)
- [Multiple response]
- You requested certificates or documents from public administration/authorities/organisations (e.g. birth certificate, vehicle registration certificate, marriage certificate, death certificate, divorce certificate, proof of residence, certificate of unemployment, business registration certificate, tax number, digital identity)
- You requested monetary benefits from public administration/authorities/organisations (e.g. unemployment allowances, pension, housing support, parental leave, emergency support funds)

- You requested non-monetary benefits (e.g. enrollment in employment programmes, enrollment in parenting programmes, parental support, training programmes) from public administration/authorities/organisations
- You had to fulfill legal obligations to the public administration/authorities/organisations (e.g. paying taxes/fees, registering a new address, register a change to civil status, business registration, registering a vehicle, registering the sale of a vehicle, registering for driving test)
- None of the above, please specify: _____
- You did not make use of any public service when [Event]

[IN Q11 IF 'NONE OF ABOVE' 'YOU DID NOT MAKE USE OF ANY PUBLIC SERVICE', THEN GO TO Q14]

[IN Q11 IF ANY OTHER OPTION, THEN GO TO Q12]

Q12: Prior to using the public service(s), were you informed of your duties/obligations/available benefits when [Event] (e.g. a reminder letter/email/text message, public information campaign) from the public service in question or public authorities?

- Yes
- No

[IF 'YES' TO Q12, GO TO Q13]

[IF 'NO' TO Q12, GO TO Q16]

Q13: Through which channel(s) were you informed by the public service(s) of your duties/obligations/available benefits when [Event]?

- By an email
- By an official letter in the post
- Through a public information campaign (e.g. radio, posters)
- By text message/telephone
- By telephone
- By a public official when interacting on a different matter
- Other please specify

[GO TO Q16]

Questions asked for respondents who have not experienced any Life Events and/or not applied for a service

[FILTER: ASK Q14 ONLY IF 'I DID NOT MAKE USE OF ANY PUBLIC SERVICE' AND 'NONE OF THE ABOVE, PLEASE SPECIFY' IN Q5]

[FOR YOUNGOV IN THE CASE THAT RESPONDENT HAS EXPERIENCED TWO OR MORE LIFE EVENTS BUT IS NOT CONSIDERED A USER FOR ANY OF THEM:

Where a respondent has experienced two or more Life Events in the last 12 months after having answered positively to Q2, Q3, Q4 but can not be considered a 'user' for any of them based on responses to Q5, the selection of Life Event to be surveyed in this specific question is to be random.]

Q14. You indicated that you have not personally made use of any public service(s) when [Event] in the last 12 months. Please could you indicate the reason(s): (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- ☐ [Multiple response]
- ☐ I had no need for a service
- ☐ I did not know services were available
- ☐ I could not access the service through my preferred channel (in person, online etc.)
- ☐ The service was not open at hours I could access it
- ☐ I could not cover the costs associated with the service (e.g. travel, expenses)
- ☐ I paid a professional to handle services on my behalf
- ☐ Other

[FILTER: ASK Q15 ONLY IF 'I DID NOT MAKE USE OF ANY PUBLIC SERVICE' AND 'NONE OF THE ABOVE, PLEASE SPECIFY' IN Q5]

Q15. While you have not personally made use of any of the listed public services over the past 12 months, we would like to know from you what you find important in public services. Choose the three features that you think are most important to provide better public services: (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- *Ease of finding the service*
- *Ease of obtaining the service*
- *Speed of obtaining the service*
- *Courtesy of the employees I would interact with*
- *Clarity of language and information throughout the process*
- *Competence of the public employees I would interact with*
- *Degree to which the service meets my needs*
- *Ability to access the service in the way I want (online, by phone, by email or in person)*
- *Ease of using the digital service (website, app)*
- *Degree to which the service treats everyone equally*
- *Other*

[GO TO Q35 AND Q36 THEN EXIT SURVEY]

Questions asked for respondents who are considered users of a Life Event

You have indicated that you used public services in the last 12 months because [Event]. We will now ask you questions about your experience of using public services as a result when [Event].

Q16: Did you know where to go to get information about the public service when [Event]?

- Yes
- No
- I don't know
- I prefer not to answer

[GO TO Q17]

Q17: Thinking about when you were finding the information about the public service(s) you needed when [Event], to what extent do you agree with the following statements: (ORDER OF QUESTIONS TO BE RANDOMIZED)

	1 Strongly disagree	2 Dis- agree	3 Neither agree nor disagree	4 Agree	5 Strongly agree	I don't know/ I cannot say
All the information I needed was available in one place						
I had to contact multiple services to get the information I needed						
It was easy to understand the information provided by the public service(s)						
It was easy to access the information about the public service(s) through the channel I wanted						
I got the information I needed without delay						
I got answers to questions that were adapted to my situation						
The distance I had to travel to access the service(s) was reasonable						
[GO TO Q18]						

We will now ask you some questions about your experience with applying for a service or requesting a document relating to when [Event].

Q18: Was it clear what you had to do to start your application/request when [Event]?

- ☐ Yes
- ☐ No
- ☐ I don't know
- ☐ I prefer not to answer

[GO TO Q19]

Q19: Thinking about when you actually applied/made a request for the public service(s) related to when [Event], what was the main channel you used to apply?

- ☐ [Single choice answer]
- ☐ Telephone/Video conference
- ☐ In person
- ☐ Online (Website, digital applications)
- ☐ Email
- ☐ By post

[FILTER: ASK Q20 ONLY IF 'In-person' selected IN Q19]

Q20: You have indicated that the main channel you used to apply/make a request for a public service(s) related to when [Event] was in person. Why did you choose this method? Please tick all that applies.

- ☐ [Multiple choice answers]
- ☐ I prefer personal interaction
- ☐ My case was too complicated and I needed to speak to someone/get support
- ☐ I have had prior positive experiences using public services through this selected channel
- ☐ I did not have the right tools to apply online
- ☐ I was not aware of other ways to apply
- ☐ I saved time
- ☐ I saved money
- ☐ It is a requirement of the service
- ☐ Other

[GO TO Q22]

[FILTER: ASK Q21 ONLY IF 'telephone/video conference' selected IN Q19]

Q21: You have indicated that the main channel you used to apply/make a request for a public service(s) related to when [Event] was by telephone/videoconference. Why did you choose this method? Please tick all that applies.

☐ [Multiple choice answers]

- ☐ I prefer personal interaction
- ☐ My case was too complicated and I needed to speak to someone/get support
- ☐ I have had prior positive experiences using public services through this selected channel
- ☐ I did not have the right tools to apply online
- ☐ I was not aware of other ways to apply
- ☐ It is a requirement of the service
- ☐ I saved time
- ☐ I saved money
- ☐ I have accessibility issues (i.e. the office is too far from home, opening hours do not suit me, I have disabilities etc.)
- ☐ Other

[GO TO Q22]

[FILTER: ASK Q22 ONLY IF 'In-person' or 'telephone/video conference' selected IN Q19]

Q22. When you went in person/used the telephone/video conference, how satisfied were you with the following:
Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

	1 Not at all satisfied	2	3	4	5 Completely satisfied	I don't know/ I cannot say
Opening hours of the service						
Waiting time to speak to someone						
[ONLY IF 'in-person'] Accessibility of the office (parking, public transport)						

[GO TO Q25]

[FILTER: ASK Q23 ONLY IF 'email' or 'online/digital tool' selected IN Q19]

Q23: You have indicated that the main channel you used to apply for a public service(s) related to when [Event] was through email or an online/digital tool. Why did you choose this method? Please tick all that applies.

- ☐ [Multiple choice answers]
- ☐ I prefer this channel
- ☐ I have had prior positive experiences using public services through this selected channel
- ☐ I was not aware of other ways to apply
- ☐ It is a requirement of the service
- ☐ I saved time
- ☐ I saved money
- ☐ I have accessibility issues (i.e. the office is too far from home, opening hours do not suit me, I have disabilities etc.)
- ☐ Other

[GO TO Q25]

[FILTER: ASK Q24 ONLY IF 'by post' is selected IN Q19]

Q24: You have indicated that the main channel you used to apply for a public service(s) related to when [Event] was through post. Why did you choose this method? Please tick all that applies.

- ☐ [Multiple choice answers]
- ☐ I prefer this channel
- ☐ I have had prior positive experiences using public services through this selected channel
- ☐ I was not aware of other ways to apply
- ☐ It is a requirement of the service
- ☐ I saved time
- ☐ I saved money
- ☐ I have accessibility issues (i.e. the office is too far from home, opening hours do not suit me, I have disabilities etc.)
- ☐ Other

[\[GO TO Q25\]](#)

Q25: Thinking about your application/request for the public service(s) associated with when [Event], to what extent do you agree with the following statements:

	1 Strongly disagree	2 Dis- agree	3 Neither agree nor disagree	4 Agree	5 Strongly agree	I don't know/ I cannot say
I had to use more than one channel (telephone/videoconference, in person, email, website/app) to progress with my application						
I had to contact different public service(s) to progress with my application						
I felt confident that the application/request was progressing as intended						

[\[GO TO Q26\]](#)

Q26: Thinking about your application/request for the public service(s) associated with when [Event], how satisfied were you with:
(ORDER OF QUESTIONS TO BE RANDOMIZED)

Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

	1 Not at all satisfied	2	3	4	5 Completely satisfied	I don't know/ I cannot say
The speed at which you received responses to your questions						
How the service considered your personal situation						

[\[GO TO Q27\]](#)

Q27: Thinking about your application/request for public service(s) for when [Event], how satisfied were you with: (ORDER OF QUESTIONS TO BE RANDOMIZED)

Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

	1 Not at all satisfied	2	3	4	5 Completely satisfied	I don't know/ I cannot say
The accuracy of the information I received to progress through my application						
The volume of documentation I had to provide						
How the public service(s) worked together						

[FILTER: ASK Q28 IF 'ONLINE/DIGITAL TOOLS' IN Q19]

Q28: You indicated that when you actually applied/made a request for public service(s) related to when [Event], you went through online, digital means. How satisfied were you with: (ORDER OF QUESTIONS TO BE RANDOMIZED)

Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

	1 Not at all satisfied	2	3	4	5 Completely satisfied	I don't know/ I cannot say
<i>The presentation (layout and explanation fields) of the website</i>						
<i>The ability to receive support if needed (e.g. phone numbers, chatbot, emails)</i>						
<i>The website/app was reliable and did not stop during the process</i>						

[GO TO Q29]

Q29. During your interaction with the public service(s) related to when [Event], did you have to provide the same information more than once?

☐ [Single choice answer]

- ☐ Yes
- ☐ No

[GO TO Q30]

Finally, we would like to ask you some questions about your satisfaction with the results of the public services relating to when [Life Event].

Q30. Thinking about your experience when [Event], to what extent do you agree with the following statement: (ORDER OF QUESTIONS TO BE RANDOMIZED)

	1 Strongly disagree	2 Dis- agree	3 Neither agree nor disagree	4 Agree	5 Strongly agree	I don't know/ I cannot say
I got what I wanted						
I feel I have been treated equally as other applicants						
I had the opportunity to provide feedback						
I had the opportunity to make a complaint						
I received clear information as to why the decision were made						
It was easy for me to cover the costs associated with the service						
The amount of effort I had to put in was reasonable						
I had to pay a professional to help me complete my application/request						

[GO TO Q31]

Q31: Thinking of when [Event], how many times did you contact (using all communication channels) the public service(s) to complete the application?

☐ [Single choice answer]

- ☐ 0-1
- ☐ 2-4
- ☐ 5-7
- ☐ 8+

[GO TO Q32]

Q32: Thinking about the public service(s) that you personally made use of for when [Event], how satisfied were you with each of the following:

Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

	1 Not at all satisfied	2	3	4	5 Completely satisfied	I don't know/ I cannot say
Ease of finding the service						
Ease of obtaining the service						
Speed of obtaining the service						
Courtesy of the employees I interacted with						
Clarity of language and information throughout the process						
Competence of the public employees I interacted with						
Degree to which the service met my needs						

Ability to access the service in the way I wanted (online, by phone, by email or in person)						
Ease of using the digital service (website, app)						
Degree to which the service treats everyone equally						

[GO TO Q33]

Q33: Overall, how satisfied would you say you are with your experience with public services during when [EVENT]?
Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

- ☐ 1 Not at all satisfied
- ☐ 2
- ☐ 3
- ☐ 4
- ☐ 5 Completely Satisfied
- ☐ I don't know/I cannot say

[GO TO Q34]

Q34: Do you have any recommendations to make on how the service could be improved?

- ☐ [Open text answer]

[GO TO Q35]

Q35: In general, how satisfied are you with public services in your country?
Please give your answer on a scale of 1 to 5, where 1 means you are not at all satisfied and 5 means you are completely satisfied.

- ☐ 1 Not at all satisfied
- ☐ 2
- ☐ 3

- 4
- 5 Completely Satisfied
- I don't know/I cannot say

[GO TO Q36]

Q36. In general, when you use public services in your country, do you expect they will be at the standard you desire?

- 1 Far below the standard I desire
- 2 Below the standard I desire
- 3 At the standard I desire
- 4 Above the standard I desire
- 5 Far above the standard I desire
- I don't know/I cannot say

[GO TO Q37]

Q37: We would like to know from you what you find important in public services. This is not about what you think the public services are currently like, but about what you think is important for services and what needs to be worked on. Choose the three features that are most important to you: (ORDER OF RESPONSE OPTIONS TO BE RANDOMIZED)

- *Ease of finding the service*
- *Ease of obtaining the service*
- *Speed of obtaining the service*
- *Courtesy of the employees I would interact with*
- *Clarity of language and information throughout the process*
- *Competence of the public employees I would interact with*
- *Degree to which the service meets my needs*
- *Ability to access the service in the way I want (online, by phone, by email or in person)*
- *Ease of using the digital service (website, app)*
- *Degree to which the service treats everyone equally*

- Other

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