

Public Service Experience Index (PSXI)

*Benchmarking digital services and initiatives in Singapore's public sector
to optimise decision-making in a post-pandemic world*

Third Edition | March 2022





Introduction





Background

Singapore leading the way

Singapore has one of the region's most progressive and conducive approach to digital technologies.

Case in point: The 2014 **Smart Nation** programme aims to transform Singapore into the world's first integrated digital economy, as well as enabling and encouraging innovation at all levels of society.

The Singapore government's emphasis on efficiency and effectiveness of government-driven frameworks is evident at every stage of planning and implementation of its digitalisation plans.

Role of public sector agencies

While Singapore's approach to digitalisation is exemplary, it remains essential for policymakers to anticipate the next stage of its digital transformation.

The **COVID-19 pandemic** has impacted all facets of Singaporeans' lives, profoundly disrupted personal and professional aspirations, and accelerated a wide range of social transformations.

To stay useful and relevant to citizens, public sector agencies will find it useful to examine how their digital offerings are used, valued, and perceived.

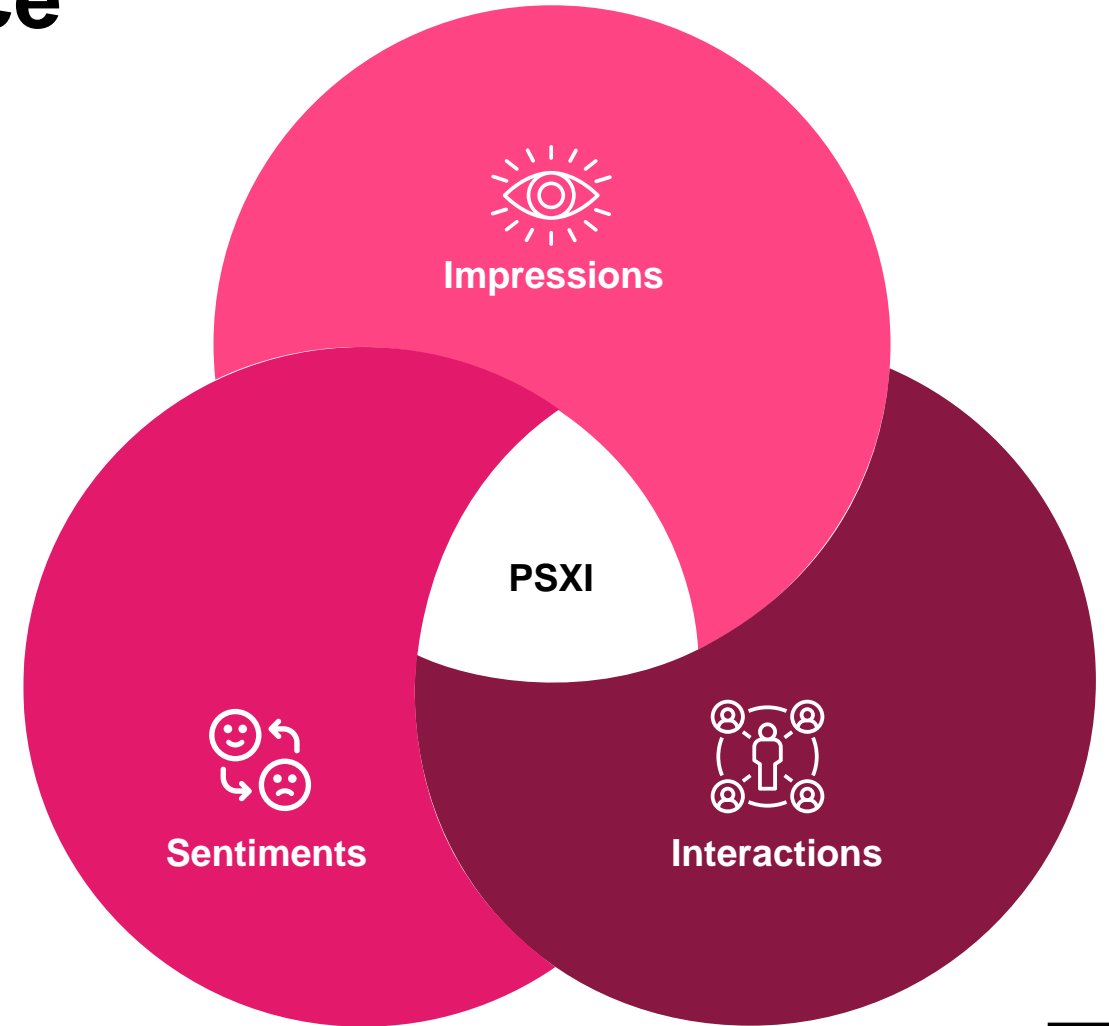


Measuring digital experience

The **Public Service Experience Index (PSXI)** is a composite index that assesses the effectiveness of Singapore's public sector digital initiatives by measuring three key indicators: **Impressions**, **Sentiments**, and **Interactions**.

A longitudinal index, the PSXI measures an organisation's performance over time by tracking the progress of their digital initiatives.

By revealing the ideal scope and pace of change, the PSXI can also help agencies to set and review timelines, resources, and priorities.





Measuring digital experience



Impressions

How well an agency is serving Singaporeans: the higher the score, the higher the organisation's overall reputation.



Sentiments

How citizens evaluate their experience with an agency: the higher the score, the better their experience of interacting with the agency.



Interactions

How citizens prefer to transact or interact with an agency: the higher the score, the more citizens prefer accessing a service digitally.

Each sub-component (Impressions, Sentiments, and Interactions) is scored out of 100. The overall PSXI score, also scored out of 100, is an average of the three sub-component scores.

Blackbox conducted the PSXI study among a nationally representative sample of 2,000 Singaporean citizens and Permanent Residents (PRs). This is an annual study that happened in 2019, 2020, and 2021.

In total, **30 public sector organisations** – Ministries, Statutory Boards, and other agencies – are evaluated using the PSXI.

The sample is statistically representative, covering a range of demographic characteristics (age, gender, ethnicity, occupation, and housing type).



Disclaimer

The PSXI is a **relative measure** of performance.

The index tracks progress both **relatively** and **longitudinally**, comparing scores in relation to one another as well as over time.

Scoring lower in the index does not necessarily imply poor digital enablement. As each score is measured relative to the performance of other public sector organisations and not against a fixed standard, a low score may only indicate that others performed better.

The PSXI acknowledges that agencies responsible for handling **complex issues** and **transactional processes** are more likely to be met with some degree of frustration.



Findings





Recovery in sight, but with greater expectations

- 1** PSXI scores improved in 2020, but briefly dipped in 2021. This may be attributed to the peak-end rule effect. In this context, peak-end rule refers to citizens' scoring of agencies based on the most intense aspects of their experience and how it felt like at the end.
- 2** Due to the COVID-19 pandemic, the last two years have served as an **inflection point** that accelerated the roll-out of multiple citizen-centric digital platforms, channels, and devices. While citizens have learned new ways of interacting with the government through touchless channels, many viewed service delivery leniently when the pandemic was at its peak. However, with COVID-19 under better control now, citizens are becoming more sensitive to the level of service they expect.
- 3** The COVID-19 crisis has been viewed as a catalyst for digital transformation, and governments should ensure that this earned leverage is not lost with citizens who want to access services through physical channels. Ahead of its counterparts in the region, the Singapore government will have to lead from the front in terms of shaping the service delivery narrative.

	2019	2020	2021
Overall PSXI	37.9	46.7	41.5
Impressions	71.2	73.6	69.2
Sentiments	22.2	22.5	16.2
Interactions	20.2	43.9	39.1



Overall scores

Blackbox's PSXI 2021 shows that the 30 public sector organisations collectively score 41.5 out of 100. This suggests that there is room to grow, given that the new status quo was established during the COVID-19 pandemic. While 100 is an idealistic goal, any movement towards 100 is a sign of improving digital service delivery.

Overall, 12 organisations scored above the 41.5 average; six organisations scored below the mid-way mark of 50; five organisations scored between the 50-69 range; and only one organisation topped the charts with a score of 69.8.

Overall



41.5
PSXI score

Decrease of 5.2 points from 2020

ORGANISATION (Alphabetical Order)	PSXI 2021 Overall Score
ACCOUNTING AND CORPORATE REGULATORY AUTHORITY (ACRA)	39.4
AGRI-FOOD AND VETERINARY AUTHORITY OF SINGAPORE (AVA)*	36.5
BUILDING AND CONSTRUCTION AUTHORITY (BCA)	31.6
CENTRAL PROVIDENT FUND BOARD (CPF)	59.9
HEALTH PROMOTION BOARD (HPB)	69.8
HOUSING & DEVELOPMENT BOARD (HDB)	31.1
IMMIGRATION AND CHECKPOINTS AUTHORITY (ICA)	42.4
INLAND REVENUE AUTHORITY OF SINGAPORE (IRAS)	56.8
LAND TRANSPORT AUTHORITY (LTA)	34.4
MINISTRY OF CULTURE, COMMUNITY AND YOUTH (MCCY)	41.8
MINISTRY OF DEFENCE (MINDEF)	45.1
MINISTRY OF EDUCATION (MOE)	41.9
MINISTRY OF HEALTH (MOH)	64.2
MINISTRY OF HOME AFFAIRS (MHA)	36.5
MINISTRY OF MANPOWER (MOM)	23.8

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Overall scores

With a score of 69.8, the **Health Promotion Board (HPB)** tops the index for a third year. Singapore citizens rate its performance favourably in the Sentiments category, with a score of 62.9.

The **National Parks Board (NParks)** comes in second (66), followed by the **Ministry of Health (MOH)** (64.2).

Rounding off the top five are the **Central Provident Fund (CPF)** at fourth place (59.9), and **Inland Revenue Authority of Singapore (IRAS)** in fifth place (56.8).

At the other end of the spectrum are the **Ministry of Manpower (MOM)** (23.8), the **Ministry of the Environment and Water Resources** (28.6), and the **Housing Development Board (HDB)** (31.1).

ORGANISATION (Alphabetical Order)	PSXI 2021 Overall Score
MINISTRY OF NATIONAL DEVELOPMENT (MND)	36.3
MINISTRY OF SOCIAL AND FAMILY DEVELOPMENT (MSF)	34.9
MINISTRY OF THE ENVIRONMENT AND WATER RESOURCES (MEWR)*	28.6
NATIONAL ENVIRONMENT AGENCY (NEA)	36.6
NATIONAL LIBRARY BOARD (NLB)	54.8
NATIONAL PARKS BOARD (NPARKS)	66.0
PEOPLE'S ASSOCIATION (PA)	33.3
PUBLIC UTILITIES BOARD (PUB)	45.9
SINGAPORE CIVIL DEFENCE FORCE (SCDF)	37.2
SINGAPORE LAND AUTHORITY (SLA)	34.9
SINGAPORE POLICE FORCE (SPF)	32.8
SKILLSFUTURE SINGAPORE (SSG)	46.1
SPORT SINGAPORE (SPORTSG)	31.9
URBAN REDEVELOPMENT AUTHORITY (URA)	34.8
WORKFORCE SINGAPORE (WSG)	36.0



Segmented scores

Youths rate individual public sector organisations most favourably, with scores ranging between 25.7 and 72.1, while **seniors** are most unsatisfied, with scores as low as 18.5 and a maximum of 68.3.

Despite having one of the region's most progressive and conducive approach to digital technologies, a **generational digital divide** persists in Singapore.

Interestingly, the **middle-aged** population scores similar to the youth in impressions and sentiments but rates poorly when it comes to interactions with an almost 14-point gap.

SENIORS



38.3

Overall PSXI
score

Decrease of 6 points from 2020

MIDDLE-AGED



42.3

Overall PSXI
score

Decrease of 2.6 points from 2020

YOUTHS



48.4

Overall PSXI
score

Decrease of 3.8 from 2020



Top 5 scores

HPB has the highest overall PSXI score, but NParks records the highest jump from its 2019 score.



Health Promotion Board

Has the highest overall PSXI score in 2021, just as it did in 2020 and 2019. Senior Citizens had a Net Citizen Experience Score of 88.3, a vast difference compared to the 15.1 average, resulting in their high overall PSXI score.

69.8



National Parks Board

Went from 14th in 2019 to 2nd in 2020 and 2021, thanks to a drastic increase in consumer channel preference, skyrocketing from 7.8 in 2019 to 99.0 in 2020 and 2021.

66.0



MINISTRY OF HEALTH
SINGAPORE

Ministry of Health

Experienced an 18-point jump going from 13th to 3rd. Non-PMET were recorded to have an exceptionally positive experience, scoring a 79.4 on the Net Citizen Experience Score compared to the 17.5 average.

64.2



Central Provident Fund

Went down by 1 position from 3rd to 4th place in 2021. Seniors were recorded to have an 89.1 for Net Citizen Experience Score, a 74-point difference from the average.

59.9



INLAND REVENUE
AUTHORITY OF
SINGAPORE

Inland Revenue Authority of Singapore

Clinched the 5th position after getting placed in 7th in 2020. Overall, the high scores of Consumer Channel Preference contributed greatly to the increase in ranking.

56.8



Conclusion



Leveraging digital technologies for a smarter future

Digital transformation has **empowered** Singaporeans, allowing them to access useful government services, communicate with agencies, and even contribute to policy-making matters.

At the same time, the **COVID-19 crisis** has put the public sector's adaptability to the test. In Singapore, most agencies are well-equipped to leverage a range of digital tools to address citizens' expectations.

The greatest challenge now is to build on this empowerment by **sustaining engagement** and **increasing satisfaction levels**.

To overcome this challenge, the agencies have to carefully monitor **two interdependent trends**:

- The difficulty of satisfying rapidly evolving needs and expectations – in a post-COVID-19 world, these expectations are likely to escalate, making it difficult to keep up.
- The task of satisfying all segments of the population, no matter their varying needs and priorities – a balance must be found between catering to specific generational needs while remaining useful and relevant to the majority.

Hence, it is useful to have citizen journey blueprints to help practitioners prioritise and focus on service delivery standards that matter the most to citizens and public sector agencies alike.

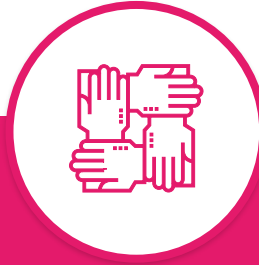


Strategies to consider



Avoid the trap

Technology is the how, not the why. Technology is ubiquitous and a critical component of citizen experience. But focus should be equally on the foundational elements of the citizen experience – human relationships, clear messaging, and quality of communication.



Modernise citizen experience

Breaking down silos and encouraging greater cross-agency collaboration makes it easier to provide citizens with a seamless, one-stop access to public services. Automation can be a key tool in optimising processes and facilitating efficient decision-making.



Leverage vocal citizenry

Best experiences, if delivered well, can help in making citizens our advocates. By ensuring everyone is served effectively at every touchpoint, public sector organisations not only eliminate points of frustration but help getting citizen backed endorsements leading to greater good and benefits.



Strategies to consider



Address data privacy concerns

To ensure greater trust and confidence in the use of digital public services, there is a need to highlight how each initiative makes data privacy a top priority. This includes educating citizens on data rights, use, storage, and privacy.



Bridge the digital divide

Identifying the digital divide is one thing, and addressing it is another. Expanding the reach and impact of public education campaigns will help ensure the older generation is equipped with digital knowledge and media literacy skills to navigate the digital world of tomorrow.

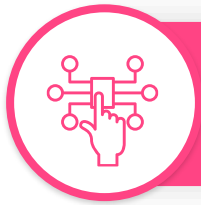


Be agile, redesign, and measure

Allocate 20% of the total service delivery budget towards measurement and redesigning parts of the overall service delivery model from a citizen perspective. Timely data on public sentiment coupled with mystery audits can help benchmark each organisation on the citizen experience maturity framework.



How Blackbox can help



**Digital
Experience**



**Hybrid/Omni
Experience**



**Physical
Experience**

Customer Journey Model

Social Listening & Analytics

Stakeholder Studios

UI/UX Testing

Experience Tracking Programme

Rapid Prototyping

Touchpoint Analytics

Design Thinking and Ideation Workshops/Focus Groups/In-depth Interviews

Trend Research



About Blackbox

Blackbox is a **leading decision science solutions and advisory firm.**


Founded in Singapore in 2001, we work with local and global organisations across the public, private, and social sectors, offering consumer, business, and community-wide perspectives on contemporary problems and challenges.


We monitor emerging trends both regionally and globally with the main aim of signalling potential changes of significance before they occur. We provide decision science solutions, bringing together social and business context, subject matter expertise, and relevant technology to bridge the gap between data and decision-makers.


Blackbox can give you a front-row seat to all you need to know and help you make ***better, smarter decisions.***

To learn more, visit **blackbox.com.sg**.


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