

## Calendar No. 496

118TH CONGRESS  
2D SESSION**S. 2866****[Report No. 118–217]**

To improve the customer experience of the Federal Government, ensure that Federal services are simple, seamless, and secure, and for other purposes.

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IN THE SENATE OF THE UNITED STATES

SEPTEMBER 20, 2023

Mr. PETERS (for himself, Mr. LANKFORD, Mr. CORNYN, and Mr. WYDEN) introduced the following bill; which was read twice and referred to the Committee on Homeland Security and Governmental Affairs

SEPTEMBER 10, 2024

Reported by Mr. PETERS, with an amendment

[Strike out all after the enacting clause and insert the part printed in *italic*]

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**A BILL**

To improve the customer experience of the Federal Government, ensure that Federal services are simple, seamless, and secure, and for other purposes.

1       *Be it enacted by the Senate and House of Representa-*  
2       *tives of the United States of America in Congress assembled,*

3       **SECTION 1. SHORT TITLE.**

4       This Act may be cited as the “Improving Government  
5       Services Act”.

1 **SEC. 2. DEFINITIONS.**

2 In this Act:

3 (1) **AGENCY.**—The term “agency” has the  
4 meaning given the term “Executive agency” in sec-  
5 tion 105 of title 5, United States Code.

6 (2) **CUSTOMER.**—The term “customer” means  
7 any individual, business, or organization, including a  
8 grantee and a State, local, or Tribal entity, that  
9 interacts with an agency or program, either directly  
10 or through a federally funded program administered  
11 by a contractor, nonprofit organization, or other  
12 Federal entity.

13 (3) **CUSTOMER EXPERIENCE.**—The term “cus-  
14 tomer experience” means, with respect to a member  
15 of the public, the general perception of and the over-  
16 all satisfaction with interactions with an agency or  
17 a product or service of the agency.

18 (4) **CX ACTION PLAN.**—The term “CX Action  
19 Plan” means the annual customer experience action  
20 plan described in section 3.

21 (5) **DESIGNATED ENTITY.**—The term “des-  
22 ignated entity” means an agency or high-impact  
23 service provider designated by the Director under  
24 section 3(a).

1           (6) ~~DIRECTOR.~~—The term “Director” means  
2           the Director of the Office of Management and Budget  
3           et.

4           (7) ~~HIGH-IMPACT SERVICE PROVIDER.~~—The  
5           term “high-impact service provider” means a Fed-  
6           eral entity, as designated by the Director, that pro-  
7           vides or funds customer-facing services, including  
8           Federal services administered at the State or local  
9           level, that have a high impact on the public, whether  
10          because of a large customer base or a critical effect  
11          on those served.

12          (8) ~~HUMAN-CENTERED DESIGN.~~—The term  
13          “human-centered design” means an interdisciplinary  
14          methodology of putting individuals, including those  
15          who will use or be impacted by a product or service,  
16          at the center of any process to solve challenging  
17          problems.

18          (9) ~~SERVICE DELIVERY.~~—The term “service de-  
19          livery” means any actions by the Federal Govern-  
20          ment relating to the provision of a benefit or service  
21          to a customer of an agency during each stage of the  
22          process of delivering the benefit or service to the  
23          customer, including—

24                  (A) an application, renewal, or extension  
25                  by a customer for a benefit or loan, including

1 health services for veterans and a small busi-  
2 ness loan;

3 ~~(B)~~ receipt by a customer of a service, in-  
4 cluding—

5 (i) health care or small business coun-  
6 seling; and

7 (ii) guidance to support commerce,  
8 transportation, employment rules, work-  
9 place safety, or public safety, including re-  
10 lating to ensuring clean water and con-  
11 sumer protection services;

12 ~~(C)~~ a request or renewal by a customer for  
13 a document or other item, including a passport,  
14 driver's license, or Social Security card;

15 ~~(D)~~ a submission by a customer of a Fed-  
16 eral tax return;

17 ~~(E)~~ a declaration of goods by a customer;

18 ~~(F)~~ use by a customer of recreation re-  
19 sources and public spaces, including a park, his-  
20 torical site, or museum;

21 ~~(G)~~ a request by a customer for informa-  
22 tion, including a notice, warning, or guidance  
23 about public health, safety, consumer protec-  
24 tion, commerce, transportation, environment,  
25 employment, and workplace safety; and

(H) a request by a customer for, or use by a customer of, data and research, including for applying for funding, conducting research, maintaining and preserving artifacts, and collecting, analyzing, reporting, and sharing data.

(10) VOLUNTARY CUSTOMER FEEDBACK.—The term “voluntary customer feedback” means the submission by a customer of information, an opinion, appreciation, or a concern following an interaction with an agency and relating to the interaction with the agency that is—

(A) solicited by the agency and identified as voluntary at the time of solicitation; and

(B) is voluntarily made by the customer.

**SEC. 3. COMPREHENSIVE CUSTOMER EXPERIENCE ACTION PLAN.**

(a) IN GENERAL.—

(1) DESIGNATION.—Not later than 1 year after the date of enactment of this Act, the Director shall designate agencies and high-impact service providers to develop an annual customer experience action plan.

(2) SUBMISSION OF EX ACTION PLANS.—Not later than 1 year after the date of enactment of this Act, and annually thereafter, at a time determined

1 by the Director, the head of each designated entity  
2 shall submit to the Director and to Congress and  
3 make publicly available the CX Action Plan of the  
4 designated entity.

5 (b) CX ACTION PLAN CONTENTS.—The CX Action  
6 Plan of a designated entity shall include—

7 (1) a comprehensive customer experience strat-  
8 egy and corresponding implementation actions that  
9 adopt leading human-centered design practices that  
10 include—

11 (A) conducting outreach to the public  
12 about the public services provided by the des-  
13 ignated entity;

14 (B) providing assistance to members of the  
15 public enrolling in or navigating the services of  
16 the designated entity;

17 (C) streamlining and improving the acces-  
18 sibility of forms and digital experiences and en-  
19 suring the accessibility of services for customers  
20 with disabilities or limited English proficiency;

21 (D) eliminating unnecessary administrative  
22 burdens on customers;

23 (E) engaging in efforts to coordinate with  
24 other agencies to reduce the need for customers

1 served by the designated entity to interact sepa-  
2 rately with multiple agencies;

3 ~~(F)~~ preventing fraud and improving fraud  
4 and spam reporting capabilities; and

5 ~~(G)~~ incorporating best practices from the  
6 private sector, including providing online serv-  
7 ices, telephone call-back services, and training  
8 to employees who provide customer service;

9 ~~(2)~~ information on the average amount of time  
10 it takes the designated entity to resolve a customer  
11 request and an identification and assessment of any  
12 backlog issues for key designated entity services, in-  
13 cluding the resolution of requests for passport serv-  
14 ices, veteran records, determinations of Social Secu-  
15 rity benefits, the processing of applications for Fed-  
16 eral retirement benefits, and other similar services;

17 ~~(3)~~ an assessment of opportunities for the des-  
18 ignated entity to—

19 ~~(A)~~ co-locate the services of the designated  
20 entity with other Federal services, where appro-  
21 priate and in response to demonstrated cus-  
22 tomer needs;

23 ~~(B)~~ increase the use of digital channels  
24 and self-service options, while ensuring efficient  
25 multi-channel offerings, in accordance with the

1           21st Century Integrated Digital Experience Act  
2           (44 U.S.C. 3501 note); and

3           ~~(C)~~ increase the quantity and improve the  
4           quality of protections for personally identifiable  
5           information in customer data;

6           ~~(4)~~ actions to build the capacity of the des-  
7           ignated entity to deliver leading services and manage  
8           customer experience, including updating guidance  
9           and training materials for employees of the des-  
10          ignated entity;

11          ~~(5)~~ specific proposals to improve customer expe-  
12          rience and service delivery, including—

13               ~~(A)~~ progress on the delivery of the CX Ac-  
14               tion Plan of the fiscal year in which the CX Ac-  
15               tion plan is submitted against the commitments  
16               of the CX Action Plan of the prior fiscal year,  
17               including the performance of priority services  
18               (including wait and processing times, customer  
19               feedback, and the information described in  
20               paragraph (3)); and

21               ~~(B)~~ plans for the fiscal year following the  
22               submission of the CX Action Plan; and

23          ~~(6)~~ the medium- and long-term customer expe-  
24          rience strategies of the designated entity, includ-  
25          ing—

1           (A) plans for the period of 3 to 5 fiscal  
 2           years following the fiscal year of the submission  
 3           of the CX Action Plan; and

4           (B) plans for the period of 5 to 10 fiscal  
 5           years following the fiscal year of the submission  
 6           of the CX Action Plan.

7           (c) EXISTING GUIDANCE.—In developing the CX Ac-  
 8           tion Plan, each designated entity shall adhere to existing  
 9           and additional guidance provided by the Director.

10   **SEC. 4. OVERSIGHT AND ANNUAL REPORT.**

11           (a) IN GENERAL.—The Director shall—

12               (1) ensure designated entity compliance with  
 13           this Act;

14               (2) facilitate sharing of leading practices be-  
 15           tween designated entities; and

16               (3) review the comprehensive CX Action Plans  
 17           of designated entities for consistency with existing  
 18           customer experience guidance.

19           (b) ANNUAL REPORT.—Not later than 180 days after  
 20           the submission of all CX Action Plans under section 3(a),  
 21           and annually thereafter, the Director shall make public  
 22           recommendations for opportunities to streamline or co-lo-  
 23           cate critical Federal services.

1 **SECTION 1. SHORT TITLE.**

2       *This Act may be cited as the “Improving Government*  
 3 *Services Act”.*

4 **SEC. 2. DEFINITIONS.**

5       *In this Act:*

6           (1) *AGENCY.*—*The term “agency” has the mean-*  
 7 *ing given the term “Executive agency” in section 105*  
 8 *of title 5, United States Code.*

9           (2) *CUSTOMER.*—*The term “customer” means*  
 10 *any individual, business, or organization, including a*  
 11 *grantee and a State, local, or Tribal entity, that*  
 12 *interacts with an agency or program, either directly*  
 13 *or through a federally funded program administered*  
 14 *by a contractor, nonprofit organization, or other Fed-*  
 15 *eral entity.*

16           (3) *CUSTOMER EXPERIENCE.*—*The term “cus-*  
 17 *tomers experience” means, with respect to a member of*  
 18 *the public, the general perception of and the overall*  
 19 *satisfaction with interactions with an agency or a*  
 20 *product or service of the agency.*

21           (4) *CX ACTION PLAN.*—*The term “CX Action*  
 22 *Plan” means the annual customer experience action*  
 23 *plan described in section 3.*

24           (5) *DESIGNATED ENTITY.*—*The term “designated*  
 25 *entity” means an agency or high-impact service pro-*

1     ~~vider designated by the Director under section~~  
 2     ~~3(a)(1).~~

3             (6) *DIRECTOR.*—*The term “Director” means the*  
 4     *Director of the Office of Management and Budget.*

5             (7) *HIGH-IMPACT SERVICE PROVIDER.*—*The term*  
 6     *“high-impact service provider” means a Federal enti-*  
 7     *ty, as designated by the Director, that provides or*  
 8     *funds customer-facing services, including Federal*  
 9     *services administered at the State or local level, that*  
 10    *have a high impact on the public, whether because of*  
 11    *a large customer base or a critical effect on those*  
 12    *served.*

13            (8) *HUMAN-CENTERED DESIGN.*—*The term*  
 14    *“human-centered design” means an interdisciplinary*  
 15    *methodology of putting individuals, including those*  
 16    *who will use or be impacted by a product or service,*  
 17    *at the center of any process to solve challenging prob-*  
 18    *lems.*

19            (9) *SERVICE DELIVERY.*—*The term “service de-*  
 20    *livery” means any actions by the Federal Government*  
 21    *relating to the provision of a benefit or service to a*  
 22    *customer of an agency during each stage of the proc-*  
 23    *ess of delivering the benefit or service to the customer,*  
 24    *including—*

1           (A) an application, renewal, or extension by  
2           a customer for a benefit or loan, including health  
3           services for veterans and a small business loan;

4           (B) receipt by a customer of a service, in-  
5           cluding—

6                 (i) health care or small business coun-  
7                 seling; and

8                 (ii) guidance to support commerce,  
9                 transportation, employment rules, work-  
10                place safety, or public safety, including re-  
11                lating to ensuring clean water and con-  
12                sumer protection services;

13           (C) a request or renewal by a customer for  
14           a document or other item, including a passport,  
15           driver's license, or Social Security card;

16           (D) a submission by a customer of a Fed-  
17           eral tax return;

18           (E) a declaration of goods by a customer;

19           (F) use by a customer of recreation re-  
20           sources and public spaces, including a park, his-  
21           torical site, or museum;

22           (G) a request by a customer for informa-  
23           tion, including a notice, warning, or guidance  
24           about public health, safety, consumer protection,

1 commerce, transportation, environment, employ-  
 2 ment, and workplace safety; and

3 (H) a request by a customer for, or use by  
 4 a customer of, data and research, including for  
 5 applying for funding, conducting research,  
 6 maintaining and preserving artifacts, and col-  
 7 lecting, analyzing, reporting, and sharing data.

8 (10) *VOLUNTARY CUSTOMER FEEDBACK.*—The  
 9 term “voluntary customer feedback” means the sub-  
 10 mission by a customer of information, an opinion,  
 11 appreciation, or a concern following an interaction  
 12 with an agency and relating to the interaction with  
 13 the agency that is—

14 (A) solicited by the agency and identified as  
 15 voluntary at the time of solicitation; and

16 (B) is voluntarily made by the customer.

17 **SEC. 3. COMPREHENSIVE CUSTOMER EXPERIENCE ACTION**  
 18 **PLAN.**

19 (a) *IN GENERAL.*—

20 (1) *DESIGNATION.*—Not later than 1 year after  
 21 the date of enactment of this Act, the Director shall  
 22 designate agencies and high-impact service providers  
 23 to develop an annual customer experience action  
 24 plan.

1           (2) *SUBMISSION OF CX ACTION PLANS.*—Not  
 2           *later than 1 year after the date of enactment of this*  
 3           *Act, and annually thereafter, at a time determined by*  
 4           *the Director, the head of each designated entity shall*  
 5           *submit to the Director and to Congress and make*  
 6           *publicly available the CX Action Plan of the des-*  
 7           *ignated entity.*

8           (b) *CX ACTION PLAN CONTENTS.*—*The CX Action*  
 9           *Plan of a designated entity shall include—*

10           (1) *a comprehensive customer experience strategy*  
 11           *and corresponding implementation actions that adopt*  
 12           *leading human-centered design practices that in-*  
 13           *clude—*

14                   (A) *conducting outreach to the public about*  
 15                   *the public services provided by the designated en-*  
 16                   *tity;*

17                   (B) *providing assistance to members of the*  
 18                   *public enrolling in or navigating the services of*  
 19                   *the designated entity;*

20                   (C) *streamlining and improving the accessi-*  
 21                   *bility of forms and digital experiences and en-*  
 22                   *sureing the accessibility of services for customers*  
 23                   *with disabilities or limited English proficiency;*

24                   (D) *eliminating unnecessary administrative*  
 25                   *burdens on customers;*

1           (E) engaging in efforts to coordinate with  
2           other agencies to reduce the need for customers  
3           served by the designated entity to interact sepa-  
4           rately with multiple agencies;

5           (F) preventing fraud and improving fraud  
6           and spam reporting capabilities;

7           (G) providing affirmative notice to cus-  
8           tomers at the time of any interaction with a  
9           computer program designed to simulate con-  
10          versation with human users, including through  
11          emails, phone calls, and chatbots; and

12          (H) incorporating best practices from the  
13          private sector, including providing online serv-  
14          ices, telephone call-back services, and training to  
15          employees who provide customer service;

16          (2) information on the average amount of time  
17          it takes the designated entity to resolve a customer re-  
18          quest and an identification and assessment of any  
19          backlog issues for key designated entity services, in-  
20          cluding the resolution of requests for passport services,  
21          veteran records, determinations of Social Security  
22          benefits, the processing of applications for Federal re-  
23          tirement benefits, and other similar services, as well  
24          as information on how the results of these customer

1     *service metrics compare to the results in previous*  
2     *years;*

3             *(3) an assessment of opportunities for the des-*  
4     *ignated entity to—*

5                 *(A) co-locate the services of the designated*  
6             *entity with other Federal services, where appro-*  
7             *priate and in response to demonstrated customer*  
8             *needs;*

9                 *(B) increase the use of digital channels and*  
10            *self-service options, while ensuring efficient*  
11            *multi-channel offerings, in accordance with the*  
12            *21st Century Integrated Digital Experience Act*  
13            *(44 U.S.C. 3501 note); and*

14                *(C) increase the quantity and improve the*  
15            *quality of protections for personally identifiable*  
16            *information in customer data;*

17             *(4) actions to build the capacity of the des-*  
18     *ignated entity to deliver leading services and manage*  
19     *customer experience, including updating guidance*  
20     *and training materials for employees of the des-*  
21     *ignated entity;*

22             *(5) specific proposals to improve customer expe-*  
23     *rience and service delivery, including—*

24                 *(A) progress on the delivery of the CX Ac-*  
25     *tion Plan of the fiscal year in which the CX Ac-*

1            *tion plan is submitted against the commitments*  
 2            *of the CX Action Plan of the prior fiscal year,*  
 3            *including the performance of priority services*  
 4            *(including wait and processing times, customer*  
 5            *feedback, and the information described in para-*  
 6            *graph (3)); and*

7            *(B) plans for the fiscal year following the*  
 8            *submission of the CX Action Plan; and*

9            *(6) the medium-term and long-term customer ex-*  
 10          *perience strategies of the designated entity, includ-*  
 11          *ing—*

12            *(A) plans for the period of 3 to 5 fiscal*  
 13            *years following the fiscal year of the submission*  
 14            *of the CX Action Plan; and*

15            *(B) plans for the period of 5 to 10 fiscal*  
 16            *years following the fiscal year of the submission*  
 17            *of the CX Action Plan.*

18          *(c) EXISTING GUIDANCE.—In developing the CX Ac-*  
 19          *tion Plan, each designated entity shall adhere to existing*  
 20          *and additional guidance provided by the Director.*

21          **SEC. 4. OVERSIGHT AND ANNUAL REPORT.**

22          *(a) IN GENERAL.—The Director shall—*

23            *(1) ensure the compliance of designated entities*  
 24            *with this Act;*

1           (2) *facilitate sharing of leading practices between*  
2       *designated entities; and*

3           (3) *review the comprehensive CX Action Plans of*  
4       *designated entities for consistency with existing cus-*  
5       *tomers' experience guidance.*

6       (b) *ANNUAL REPORT.*—*Not later than 180 days after*  
7       *the submission of all CX Action Plans under section*  
8       *3(a)(2), and annually thereafter, the Director shall submit*  
9       *to the Committee on Homeland Security and Governmental*  
10      *Affairs of the Senate and the Committee on Oversight and*  
11      *Accountability of the House of Representatives and make*  
12      *public recommendations for opportunities to streamline or*  
13      *co-locate critical Federal services.*



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2D Session

**S. 2866**

[Report No. 118-217]

**A BILL**

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Reported with an amendment