

Calendar No. 686

118TH CONGRESS <i>2d Session</i>	{	SENATE	{	REPORT 118-283
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GOVERNMENT SERVICE DELIVERY IMPROVEMENT ACT

R E P O R T

OF THE

COMMITTEE ON HOMELAND SECURITY AND
GOVERNMENTAL AFFAIRS
UNITED STATES SENATE

TO ACCOMPANY

H.R. 5887

TO AMEND CHAPTER 3 OF TITLE 5, UNITED
STATES CODE, TO IMPROVE GOVERNMENT SERVICE
DELIVERY, AND BUILD RELATED CAPACITY FOR THE
FEDERAL GOVERNMENT, AND FOR OTHER PURPOSES



DECEMBER 9, 2024.—Ordered to be printed

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DECEMBER 9, 2024.—Ordered to be printed

Mr. PETERS, from the Committee on Homeland Security and Governmental Affairs, submitted the following

R E P O R T

[To accompany H.R. 5887]

The Committee on Homeland Security and Governmental Affairs, to which was referred the bill (H.R. 5887) to amend chapter 3 of title 5, United States Code, to improve Government service delivery, and build related capacity for the Federal Government, and for other purposes, having considered the same, reports favorably thereon without amendment and recommends that the bill do pass.

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I. PURPOSE AND SUMMARY

H.R. 5887, the *Government Service Delivery Improvement Act*, aims to drive enhancements in government service delivery. The Act establishes a designated “Federal Government Service Delivery Lead” within the Office of Management and Budget (OMB), tasked with coordinating improvements in delivery of government services. This official would execute this mission by (1) implementing governmentwide policies related to understanding the needs of an individuals, businesses, and organizations that interact with agencies; (2) soliciting feedback, assessing experience, and considering factors such as efficiency and transparency; (3) working with agencies to evaluate service delivery quality across government; (4) encouraging adoption of commercial products and services; and (5) coordi-

nating with other OMB and agency stakeholders to improve the delivery of services across government. The Act also requires federal agencies to designate a senior official as “Lead Agency Service Delivery Official” within one year of enactment, responsible for improving government services to better achieve the mission of the agency and maintain trust, transparency, and accountability. Additionally, the Act requires reporting and agency coordination aimed at improving service delivery.

II. BACKGROUND AND NEED FOR THE LEGISLATION

The federal government delivers a range of services that impact the lives of every United States resident, from Social Security and Medicare to veterans’ benefits, national parks, small business aid, passport processing, airport security, and more. However, approval ratings for government services consistently fall behind satisfaction ratings for specific private-sector services, for reasons including bureaucracy and outdated analog systems that struggle to meet 21st-century expectations.¹

The Government Service Delivery Improvement Act aims to address Americans’ frustration with federal services by establishing leadership, encouraging higher standards, and increasing accountability in how the federal government delivers services to the public. This legislation would promote a comprehensive focus on the high impact service providers—agencies which have a large customer base or provide critical services—and service delivery channels the American public must navigate to access government services. The bill would explicitly make agency heads accountable for service delivery, including continuously improving services and building public trust with the public. The bill also seeks to improve interactions between federal agencies and the public by requiring OMB to designate a senior official tasked with coordinating improvements in service delivery across the government. Through measures that require an increased agency focus on government service delivery and public satisfaction, the *Government Service Delivery Improvement Act* seeks to improve efficiency, transparency, and trust in government services, aligning them with public expectations.

The text of the legislation contains several minor citation errors, including incorrect references to the 21st Century Integrated Digital Experience Act and chapter 35 of title 44. The committee will address these errors in future legislation.

III. LEGISLATIVE HISTORY

Representative Ro Khanna (D-CA-17) introduced H.R. 5887, the *Government Service Delivery Improvement Act*, on October 3, 2023, with original cosponsors Representative William Timmons (R-SC-

¹*Public Satisfaction with Agency Services Recovers a Bit*, Fedweek (Feb. 6, 2023) (www.fedweek.com/federal-managers-daily-report/public-satisfaction-with-agency-services-recovers-a-bit/); McKinsey & Company, *How US Government Leaders Can Deliver a Better Customer Experience* (June 9, 2023) (www.mckinsey.com/industries/public-sector/our-insights/how-us-government-leaders-can-deliver-a-better-customer-experience); National Academy of Public Administration and Center for Intergovernmental Partnerships, *Modernizing Public Benefits Delivery* (June 2023) (s3.us-west-2.amazonaws.com/napa-2021/CIP/Documents/Modernizing-Public-Benefits-Delivery_-NAPA_-June-2023_-Final.pdf).

4), Representative Byron Donalds (R-FL-19), and Representative Barry Loudermilk (R-GA-11).

On May 21, 2024, the House of Representatives passed the bill under suspension of the rules by voice vote. The bill was referred to the Senate Committee on Homeland Security and Governmental Affairs.

The Committee considered H.R. 5887 at a business meeting on September 18, 2024. The bill was reported favorably by a roll call vote of 11 yeas to 0 nays, with Senators Peters, Hassan, Sinema, Rosen, Ossoff, Butler, Paul, Lankford, and Romney voting in the affirmative. Senators Carper, Blumenthal, Johnson, and Hawley voted yea by proxy, for the record only.

IV. SECTION-BY-SECTION ANALYSIS OF THE BILL, AS REPORTED

Section 1. Short title

This section establishes the short title of the bill as the “Government Service Delivery Improvement Act.”

Section 2. Federal Government Service Delivery

Subsection (a) amends Chapter 3 of title 5, United States Code, by adding a new subchapter III titled “Federal Government Service Delivery.”

The subchapter contains the following sections:

Section 321. Definitions

This section defines the terms “Agency,” “Director,” “Government service delivery,” “Government service delivery channel,” and “High impact service provider.”

Section 322. Findings

This section establishes the Federal Government Service Delivery Lead within OMB. The Lead’s duties include: (1) facilitating and coordinating governmentwide efforts to improve service delivery, particularly for high impact service providers; (2) developing and overseeing implementation of governmentwide service delivery standards, policies, and guidelines; (3) collecting and reporting data on service delivery through existing reporting mechanisms; (4) evaluating service delivery quality, including establishing performance metrics; (5) engaging with stakeholders to identify leading practices in service design and delivery; (6) ensuring agency service delivery initiatives are identified in congressional budget justifications; (7) coordinating with OMB and agency stakeholders on service delivery; and (8) collaborating to ensure agency websites are consistent with the Act’s objectives and other applicable laws.

Section 323. Lead Agency Officials for Government Service Delivery

This section requires federal agency heads to be responsible for their agency’s service delivery. Agencies must also designate a senior official as Lead Agency Service Delivery Official within one year of enactment.

The Lead Agency Service Delivery Official’s duties include: (1) reporting directly to the agency head or deputy head; (2) coordinating efforts to improve agency service delivery; (3) submitting implementation plans for improving agency service delivery; (4) coordi-

nating data collection and reporting; (5) facilitating collaboration within the agency and with other agencies; (6) assisting with implementation of the 21st Century Integrated Digital Experience Act; and (7) incorporating service delivery requirements into agency plans.

Section 324. Rule of construction

This section clarifies that the subchapter does not diminish the authority of agency Chief Information Officers for information resources management.

Subsection (b) of Section 2 updates the table of sections for Chapter 3 of title 5, United States Code, to include the new subchapter.

Subsection (c) requires the Comptroller General to submit a report within 2 years of enactment, assessing the implementation and effectiveness of the new subchapter and providing recommendations.

Subsection (d) requires the OMB Director and Federal Government Service Delivery Lead to submit a report within 1 year of enactment, including an assessment of the implementation and effectiveness of the new subchapter, recommendations for further implementation, and a summary and assessment of the usefulness of the metrics for evaluating service delivery quality.

Subsection (e) specifies that no new funds are authorized for implementing the Act, requiring agencies to use existing funds.

Subsection (f): Defines “agency” as each agency listed in section 3502 of title 44, and “relevant congressional committees” as the House Committee on Oversight and Accountability and the Senate Committee on Homeland Security and Governmental Affairs.

V. EVALUATION OF REGULATORY IMPACT

Pursuant to the requirements of paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee has considered the regulatory impact of this bill and determined that the bill will have no regulatory impact within the meaning of the rules. The Committee agrees with the Congressional Budget Office’s statement that the bill contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA) and would impose no costs on state, local, or tribal governments.

VI. CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman):

UNITED STATES CODE

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TITLE V—GOVERNMENT ORGANIZATION AND EMPLOYEES

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PART I—THE AGENCIES GENERALLY

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CHAPTER III—POWERS

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Table of sections

SUBCHAPTER I—GENERAL PROVISIONS

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SUBCHAPTER II—FEDERAL EVIDENCE BUILDING ACTIVITIES

* * *

SUBCHAPTER III—FEDERAL GOVERNMENT SERVICE DELIVERY

- 321. *Definitions.*
- 322. *Federal Government service delivery.*
- 323. *Lead agency officials for Government service delivery.*
- 324. *Rule of construction.*

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Subchapter III—Federal Government Service Delivery

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SEC. 321. DEFINITIONS.

In this subchapter:

- (1) **AGENCY.**—The term “agency” has the meaning given that term in section 3502 of title 44.
- (2) **DIRECTOR.**—The term “Director” means the Director of the Office of Management and Budget.
- (3) **GOVERNMENT SERVICE DELIVERY.**—The term “Government service delivery” means any action by an agency related to providing a benefit or service to an individual, business, or organization (such as a grantee or State, local, or Tribal entity), including any such action of a contractor or nonprofit organization acting on behalf of the agency or administering a federally-funded program.
- (4) **GOVERNMENT SERVICE DELIVERY CHANNEL.**—The term “Government service delivery channel” means the format or medium of an interaction or transaction with the Federal Government, including in-person, through the mail, through a digital service, by telephone, through a contact center, on a website, through outreach and communication, and through collaboration with a third party, or through other ways in which an individual or entity significantly interacts with the Federal Government.
- (5) **HIGH IMPACT SERVICE PROVIDER.**—The term “high impact service provider” means an agency program identified by the Director due to the scale and impact of the public-facing services of the program.

SEC. 322. FEDERAL GOVERNMENT SERVICE DELIVERY.

(a) *FEDERAL GOVERNMENT SERVICE DELIVERY LEAD.*—The Director shall designate or appoint a senior official as the Federal Government Service Delivery Lead within the Office of Management and Budget whose primary responsibility is to coordinate governmentwide efforts to improve Government service delivery by agencies. The individual shall have the following duties and authorities:

- (1) Facilitate and coordinate governmentwide efforts to improve Government service delivery provided by agencies, particularly with respect to high impact service providers.
- (2) Carry out the duties and powers prescribed by the Director.
- (3) Serve as the lead, governmentwide official responsible for supporting Government service delivery.
- (4) Advise the Director concerning the improvement of Government service delivery provided by agencies.
- (5) In consultation with each lead agency service delivery official and any other agency stakeholder as appropriate, develop and oversee the implementation of governmentwide Government service delivery standards, policies, and guidelines for services and programs provided by agencies, including standards, policies, and guidelines to—
 - (A) understand the needs of an individual, business, or organization interacting with an agency;
 - (B) solicit and consider voluntary feedback on the Government service delivery by the agency;
 - (C) assess Government service delivery processes;
 - (D) consider the factors of ease, efficiency, transparency, accessibility, fairness, burden (as defined in section 3502 of title 44), and duration, including wait and processing times, with respect to Government service delivery; and
 - (E) encourage the adoption of commercial products and services in accordance with section 3307 of title 41.
- (6) Collect and report qualitative and quantitative information or data on Government service delivery through existing reporting mechanisms.
- (7) Evaluate the quality of Government service delivery, including through the establishment of performance metrics developed using the standards, policies, and guidelines developed pursuant to paragraph (5) and the information or data collected and reported pursuant to paragraph (6).
- (8) Engage with stakeholders to identify leading practices in service design and delivery that would improve Government service delivery across and within agencies.
- (9) Ensure agency service delivery initiatives, including those related to the 21st Century Integrated Digital Experience Act (15 U.S.C. 3501 note; Public Law 115–336), are identified in agency congressional budget justifications.
- (10) Coordinate with Office of Management and Budget stakeholders, including the Administrator of the United States Digital Service and the Administrator of the Office of Information and Regulatory Affairs, and other agency stakeholders, including the Administrator of General Services and the Director of the Office of Personnel Management, on Government service delivery.

(11) In collaboration with relevant agency officials as appropriate, ensure that websites of agencies, including those associated with high impact service providers, are consistent with the objectives of this subchapter, the 21st Century Integrated Digital Experience Act, and any other applicable law.

SEC 323. LEAD AGENCY OFFICIALS FOR GOVERNMENT SERVICE DELIVERY.

(a) **RESPONSIBILITY FOR GOVERNMENT SERVICE DELIVERY.**—The head of each agency shall be responsible for the Government service delivery of the agency which shall, at a minimum, include improving and enhancing Government services to better achieve the mission of the agency and build and maintain trust, transparency, and accountability.

(b) **LEAD AGENCY SERVICE DELIVERY OFFICIALS.**—Not later than one year after the date of the enactment of this subchapter, the head of each agency shall designate or appoint a senior official of the agency (who may be the deputy head of the agency) to implement this subchapter who shall have the following duties and authorities:

(1) Report directly to the head or deputy head of the agency.

(2) Possess sufficient operational authority to effectuate implementation of Government service delivery improvements within the agency, particularly with respect to high impact service providers.

(3) Coordinate and execute, as appropriate, under the direction of the head of the agency, and in collaboration with relevant agency officials as appropriate, efforts to improve and enhance the Government service delivery and Government service delivery channels of the agency.

(4) Submit to the Federal Government Service Delivery Lead an implementation plan for improving agency Government service delivery.

(5) Coordinate the collection and reporting of the data and information required pursuant to section 322 and use such data and information to improve Government service delivery.

(6) Facilitate collaboration among and between offices, and components within the agency and with other agencies as appropriate, in coordination with the Federal Government Service Delivery Lead, to improve and enhance Government service delivery.

(7) Assist with the implementation by the agency of the 21st Century Integrated Digital Experience Act (15 U.S.C. 3501 note; Public Law 115–336).

(8) Assist in the incorporation of the Government service delivery requirements established under this subchapter in agency plans (such as strategic plans or annual performance plans).

SEC 324. RULE OF CONSTRUCTION.

Nothing in this subchapter may be construed to diminish or reduce the authority of agency Chief Information Officers for information resources management provided in section 11315 of title 40 or

those authorities to manage information resources to accomplish agency missions as established in section 3502 of title 44.

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