A low-angle photograph of the United States Capitol building at dusk. The building's dome and classical columns are illuminated from within, casting a warm glow. The sky is a deep blue. Overlaid on the image are several large, semi-transparent geometric shapes in shades of red, orange, and purple, creating a modern, abstract design.

Delivering Government Solutions in the 21st Century

What you need to know

GOVLOOP Pocket Guide 2019 commissioned by Adobe

Foreword

Today, many government services are outdated, complex and paper-based, leaving citizens wishful for an experience that mimics the private sector. What they expect are fast, integrated, digital and mobile-friendly services.

In fact, the latest [Forrester and American Customer Satisfaction Index](#) found that federal government service delivery ranks at or near the bottom in key approval areas, including that of overall citizen satisfaction.

When government employees feel empowered to deliver timely and impactful services to citizens, everyone benefits. Internally, employees feel more engaged, morale increases and retention and recruitment also improve.

Externally, citizens benefit from having [customer experiences](#) (CX) that meet their needs and rival those in the private sector.

As the amount of positive citizen experiences expand within government, so does the public trust. That trust is what motivates people to proactively engage with the government without those interactions feeling forced at best, or frustrating and unfruitful at worst.

An efficient government ensures that citizens don't have to spend unnecessary time and effort requesting the services they need. Today, many agencies grapple with laborious processes that are costly, time-consuming and contain barriers to efficient service delivery for citizens.

That's why investments in digital transformation are critical. Specifically, agencies must modernize their websites, services and forms to create better experiences for citizens. At Adobe, we work with departments to put citizens at the center of the equation and transform the way they serve the public. Adobe is helping enhance digital experiences by developing processes around customer needs and learning how agencies perform in the four customer experience maturity



core competencies: purposeful leadership, mission value, employee engagement and citizen connectedness.

Take [San Francisco](#), for example. We worked with the Office of the Treasurer & Tax Collector for the city and county of San Francisco to centralize and simplify tax filings. This partnership enabled the office to cut the time it takes to prepare and send bills.

Now is the time for government agencies to take advantage of the technological capabilities that can ensure citizens have access to the resources they need, when requested, and on the platform that best meets their device requirements.

At Adobe, we help to facilitate that in many ways. Governments at all levels are reaping the benefits of our solutions. Adobe eSign Services allows users to send, sign and track electronic documents. Adaptive forms are enabling citizens to complete a form at their own pace without having to start over, using desktop or mobile devices to digitally complete those forms.

Charting the course toward a more modern government isn't a one-time event, but rather a continued commitment to make strategic investments over time that have maximum impact. The following guide, created in partnership with GovLoop, offers resources to help you and your agency on that journey.

— Karen Terrell, Vice President, Public Sector, Adobe



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Executive summary

One of the biggest barriers that government agencies face today is having to maintain legacy IT environments that are mired in paper and outdated processes. But there is a way out.

At the highest levels of government, there are concerted efforts to drastically improve the way agencies serve the public. For example, [the President's Management Agenda](#) and the Office of Management and Budget's (OMB) Circular A-11 guidance put a strong emphasis on improving how agencies manage CX and the usability and reliability of government's most critical digital services.

"Most Americans may not think about the Federal Government every day — but when they need Government services, they expect them to work," according to the PMA.

The PMA focuses on vital tenets to delivering a 21st century government that puts the citizen first: modernizing outdated technology, improving data accountability and transparency, and creating a 21st century workforce. Similarly, [OMB's Circular A-11](#) provides guidance for creating a CX measurement framework of the most critical federal government services.

Too often, agencies fail to see the direct impact that employee morale and empowerment have on operational efficiencies and improved customer experiences. But at a time when agencies are hard-pressed to fill positions left vacant by seasoned professionals, they must consider how the state of the workforce affects their ability to serve citizens.

Government agencies know they need to modernize, especially when it comes to crafting enhanced CX and creating efficiencies. But many governments don't effectively make a strong business case for digital transformation, and therefore fail to receive the buy-in and funding needed to successfully implement and measure those modernization efforts effectively.

This pocket guide will give you an overview of digital and CX modernization in the public sector, provide insights on why CX matters and give specific tips for how your agency can improve citizen services. You'll also gain insights about government case studies and how-tos that will help you excel on the road to modernization.

CX modernization then and now

Agencies are realizing how costly and inefficient it is to continue doing business as usual. They're shifting their focus from simply improving one-off interactions with citizens, whether that's through a contact center or an email, to looking at services and interactions across multiple platforms. To address these shortcomings, there has been a renewed focus on providing a modern, streamlined and responsive CX equivalent to what the private sector offers. We highlight a few of the major milestones that have shaped CX modernization in government.

1980 Paperwork Reduction Act

The law was designed to reduce the total amount of paperwork burden the federal government imposes on private businesses and citizens. This act levies procedural requirements on agencies that wish to collect information from the public.



1980

2010



2011 Executive Order 13571 — Streamlining Service Delivery and Improving Customer Service

President Obama created a far-reaching directive that solidified customer service as a priority for every federal agency. The order required agencies to not only develop but also publish customer service plans and activities.



2011

2010 GPRA Modernization Act

The legislation updated the 1993 Government Performance and Results Act. One of the changes established a balanced set of performance indicators that agencies should use to measure their progress toward each performance goal, including customer service, efficiency, output and outcome indicators.

2014



2014 General Services Administration's (GSA) Office of Customer Experience

GSA's Office of Customer Experience (OCE) was the first agencywide organization to focus solely on improving customer experience and fostering a customer-first mentality. OCE's mission is to improve the end-to-end experience of GSA customers by aligning operations to customer needs. Since its inception in 2014, OCE has been working across GSA business lines to better understand GSA customers' experiences.

2017 Connected Government Act

To improve CX governmentwide, lawmakers passed the bipartisan Connected Government Act, which requires that all new or redesigned federal websites be mobile-friendly by July 2019. While automation in government is still a relatively new trend, governments that start the transition now are getting a head start.



2017

2018 President's Management Agenda

At a high level, the President's Management Agenda provides a long-term vision for updating antiquated government systems, enabling agencies to better serve citizens through improved data and technology, and providing federal managers with the tools to hire top talent, retrain employees and deal with poor performers.

2018 – 21st Century Integrated Digital Experience Act (IDEA) – Public Law No. 115-336

In Congress, there has been movement on CX-related legislation, specifically the 21st Century Integrated Digital Experience Act (IDEA). The president signed the bill into law Dec. 20, 2018. The 21st Century IDEA Act aims to increase efficiencies by promoting data-driven, secure, personalized and mobile-friendly websites. The law establishes minimum standards for federal websites and encourages agencies to digitize manual processes and accelerate the usage of electronic signatures.

2018





Today's landscape of digital government & CX

This section will provide an overview of modern CX and service delivery in government, the evolution of digital services and steps to digitizing CX services.

Agencies have made significant strides over the past decade to automate paper processes, make government resources more accessible to the public and measure how well they are meeting citizens' expectations.

But one key area where agencies continue to struggle is supporting online services and electronic transactions that cut across multiple agencies. For example, efforts to review and approve claims and benefits require collaboration across multiple offices to determine if an applicant is eligible.

There are inherent challenges that agencies face in their efforts to elevate and permeate

CX across their organizations. For some, the issue is making CX a priority at the highest levels of the agency and developing a CX culture that employees can buy into and embrace in their everyday roles. Progress can be measured through the four CX maturity core competencies: purposeful leadership, mission value, employee engagement and citizen connectedness.

The Agriculture Department (USDA) is one example. Secretary Sonny Perdue is a vocal champion of improving the way that USDA serves farmers. Perdue's charge to employees is to make USDA the most efficient, effective and customer-focused agency in the federal government.

In February 2018, Perdue unveiled Farmers.gov, a new, interactive one-stop website for agricultural producers to make appointments with USDA offices, file forms and apply for USDA programs.

"Many farmers are out in their fields using equipment that is connected to satellite and GPS technology, yet when they need to interact with USDA, they have to stop, fill out a paper form, and fax or carry it to their local office," Perdue said in a [news release](#). "That is a real digital divide. Our staff is friendly, and they love to see

farmers in person, but they know that time is valuable. Producers are working hard to make their farms profitable, so these tools will help get the paperwork done without taking a big chunk out of the day to fill out forms."

In some agencies that have made a concerted effort to address customer experience, it has been in response to a major issue. At the Veterans Affairs Department, for example, the scheduling wait-time scandal triggered a series of efforts to address the scheduling backlog and improve veteran care. And the federal government's digital SWAT team, United States Digital Service, was born out of the HealthCare.gov debacle.

Although the drivers for embracing digital services vary slightly across agencies, the core reasons remain the same: reduced costs, time savings and a better overall experience for customers and the employees who serve them.

In Congress, there has been movement on CX-related legislation, specifically the 21st Century Integrated Digital Experience Act (IDEA). The president signed the bill into law Dec. 20, 2018. It prioritizes digitizing government processes through establishing minimum standards for federal websites, making forms available online and promoting electronic signatures.

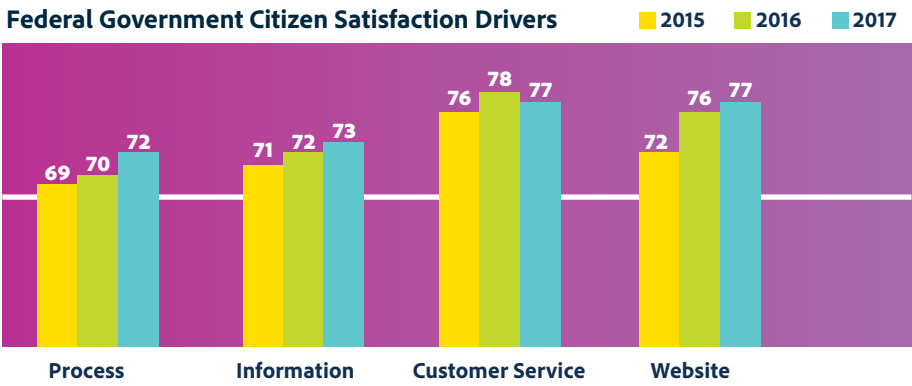
"Government exists to serve citizens, and this bill ensures government leverages available technology to provide the cohesive, user-friendly online service that people around this country expect and deserve," Rep Ro Khanna, who sponsored the bill, said in [a statement](#).

"Citizens expect and deserve a better customer experience (CX) and I am very excited to be living in a renaissance time where government at all levels is realizing this and making CX a priority."

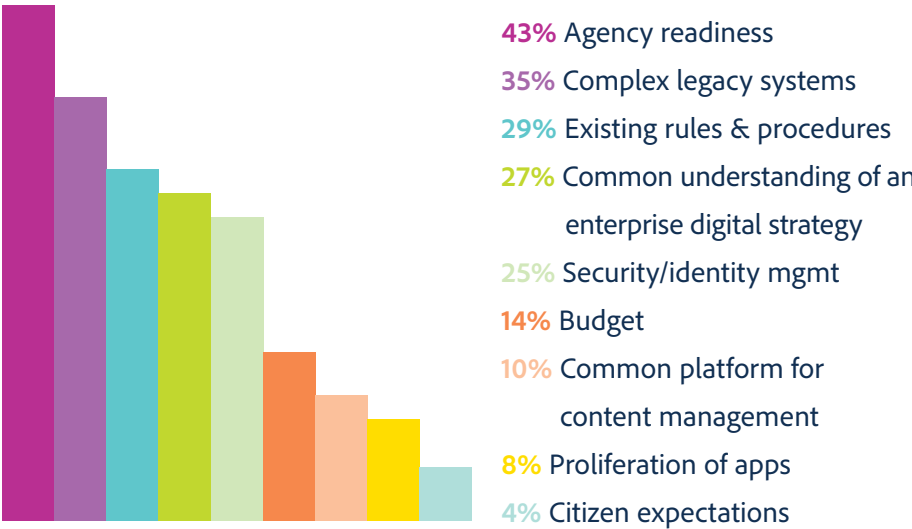
— Jonathan Benett, Technical Director, Digital Government Solutions, Adobe

By the numbers

The 2017 ACSI Federal Government Report measures citizen satisfaction with government agencies across key indicators. The chart below measures the timeliness and efficiency of government processes, the clarity and accessibility of the information received from agencies, the quality of federal websites and the courtesy and professionalism of customer service personnel.



What are the top challenges in delivering digital government services?



\$14 The average cost of serving a citizen **in person**

\$7 The average cost of serving a citizen **through a call center**

10¢ The average cost of serving a citizen **online**

In an [IRS report to Congress](#), the agency stated that it pays **\$53** for every in-person transaction, **\$42.33** to help a customer on the telephone and just **22 cents** per web-based interaction.

\$156 Million

When the Environmental Protection Agency moved its National Pollution Discharge Elimination System online, the agency claimed [\\$156 million](#) in total savings to the industry over 10 years — \$23 million annually — and reduced its paperwork burden by 200,000 hours.

70.5

The government received a 70.5 customer satisfaction score out of 100 in 2017. The American Customer Satisfaction Index measures 10 economic sectors.

11.4 Billion

Employees spend more than [11.4 billion hours](#) manually processing paperwork.

23,000

The federal government maintains around [23,000 forms](#) that are used to carry out its essential functions and provide critical services and benefits.

2.84 Billion

As of January 2018, there were [2.84 billion visits](#) to government websites within the last 90 days.

43.7%

Of the 2.84 billion visits to federal websites, [43.7 percent](#) of that traffic came from mobile devices.

We've highlighted four practical steps you can take to digitize CX at your agency. Notice that going digital is less about moving all your paper processes online and more about reimagining the way you do business and streamlining your workflows.

1 Understand the current customer experience.

This requires having an organization or someone who is responsible for overseeing the customer experience and breaking down stovepipes across the organization. Several agencies have hired chief experience officers to take on that role. When measuring the effectiveness of your agency's CX strategy, there are three metrics to consider: the extent to which customers can complete tasks, whether their interactions with government are intuitive and convenient, and if customers feel valued and respected. These are often intertwined.

2 Map critical customer journeys.

Agencies need to review their most critical journeys — those that affect their core customers — and map those journeys to identify pain points. Let's say an agency notices that users are spending more time on its website than usual. That could mean one of two things: either customers are super engaged, or unable to find what they need. Once agencies gain a better understanding of the data through web analytics, they can use it to form comprehensive customer profiles that consider citizens' preferences and past interactions with the agency. Agencies should also access their contact center analytics to see why people are calling, which provides intelligence on what's not working on the websites.

3 Measurable wins lead to positive impacts.

This can be easier said than done. But moving from idea to execution starts with smaller, measurable projects that will have positive impacts on the agency. For example, if your organization examines its data for online interactions and finds that many customers are asking questions via social media, it can devote more resources there. If your agency requires customers to fill out various forms, it's worth thinking through that process and determining how adaptive online forms and a digital workflow could speed that process and make it less burdensome for customers. Before going digital, you may find there are some questions or steps in the process that can be revamped or removed altogether.

4 Achieve personalization at scale.

Some agencies serve millions of people, and providing a personal, enjoyable experience can seem daunting. But citizens are accustomed to this level of personalization when they shop online or use popular ride-sharing services. Personalizing CX is especially helpful for both the agency and citizens when serving those who have an established relationship with the agency. This approach can save time and money, and minimize or reduce frustrations because citizens' needs are met. We see efforts on this front in technologies such as chatbots and pre-filled online forms.

Creating a personalized, digital experience

An interview with Jonathan Benett, Technical Director, Digital Government Solutions, and Richard Calentine, Senior Business Value Manager, Adobe.

The federal government currently manages about 23,000 forms to carry out its essential functions and provide critical services and benefits. The government employees who maintain those forms spend more than 11 billion hours manually processing paperwork.

"In the case of paper-only forms, workers spend innumerable hours recreating and quality checking handwritten entries," according to Performance.gov. "Where digital forms exist, they are often simply fillable PDF files that still require manual processing because the data isn't collected in a format that can be automatically processed."

These internal bottlenecks create massive backlogs for citizens awaiting benefit determinations, services, permits and more. When there are digital offerings, those services aren't always intuitive or well-marketed to the users who need them most.

Part of the issue is that government agencies don't often think of themselves as having a brand or operating as a marketing organization. "But government organizations absolutely agree that they have a reputation with their customers, their constituents and their community,

and that reputation equates to their brand," said Jonathan Benett, Technical Director, Digital Government Solutions at Adobe.

A hallmark of the President's Management Agenda focuses on improving the customer experience with federal services. More specifically, enhancing CX is one of the cross-agency priority goals, or CAP goals, that will drive implementation of the PMA. The CAP goal around customer experience calls on agencies to "provide a modern, streamlined, and responsive customer experience across government, comparable to leading private sector organizations."

Adobe has developed an industry-leading, enterprise end-to-end data management and customer experience platform unique to the industry to help government build and optimize great customer experiences, Benett said. "From the first stages of creative design to the full customer journey, we help customers agencies make, manage, mobilize and measure content and customer experience."

Adobe helps agencies create next-generation digitized forms that are clear, concise and easily adaptive to any screen or platform, including websites and mobile apps. One of the most convenient features for citizens is that these forms can be easily started and stopped, allowing users to pick up where they left off. They are also able to sign, accept and approve any changes to the document.

Agencies are also partnering with Adobe

to make their forms secure, efficient and automated. Adobe is certified under the Federal Risk and Authorization Management Program (FedRAMP). FedRAMP, a governmentwide program, provides a baseline for risk management and authorization for cloud-based services. The e-signature solution makes it possible to securely sign any form and gain greater visibility and control over business transactions and documentation.

Ultimately, to improve digital services and overall CX, agencies must first understand who their customers are. Adobe can help them create that 360-degree, unified view of the customer.

For example, it's important that USDA understands the unique needs of small and mid-sized farms and its customers. The agency must have a holistic view of the various ways that a farmer interacts with the department, and serve that persona accordingly. But too often agencies create multiple personas for the same individual and treat every interaction as a separate instance.

That's where personalization comes in, said Richard Calentine, Senior Business Value Manager at Adobe. Let's say your agency provides online services for custodial and noncustodial parents who need to pay child support. Rather than having frequent users jump through procedural hurdles that first-time users must go through, why not tailor that experience to meet the needs of those power users?

You could give them a PIN code that allows them to easily log into a portal and quickly access the information they need using a guided navigational experience. That could include using specific questions

and answers to guide them to the content that meets their needs, instead of forcing them to aimlessly search your website for documents and resources.

To provide these capabilities on a larger scale, the administration is promoting the use of web-based forms created through user-centered design methods. The objective is to reduce the burden that paper forms place on users while producing well-structured data to the agencies for ingestion.

As agencies shift their attention to improving CX through modern, digital services, citizen-government interactions will continue to increase well into the future.

"The government is always looking to improve its mission effectiveness, or delivery of mission critical services," Benett said. "This recent turn, this renaissance time that we're living in, has ushered in a new focus on the customer and providing services that benefit customer engagement."

— Jonathan Benett, Technical Director, Adobe





Hawaii goes paperless with e-sign

Between citizen services and state workforce management, Hawaii once used enormous quantities of paper, totaling in the hundreds of thousands of pages each year. Since launching its eSign Services initiative that uses Adobe Sign instead of paper-based filings, however, the state has signed more than 526,000 electronic documents, saving nearly 24,000 pages of paper every day.

Agencies and offices across the state embraced the new technology rapidly, as the initiative had a waterfall effect across the government. All departments utilize eSign in a number of ways, including onboarding new employees and signing everyday documents, all electronically.

"Our eSign Services initiative helped kick off a digital transformation throughout the state government that encourages us to be more agile and responsive so that we can deliver better and more valuable services for our citizens," said Hawaii Gov. David Ige.

The Hawaiian government can now deliver intelligent services faster than ever before. The approval process for documents related to new citizen services now takes hours rather than two weeks or more. Instead of navigating challenges related to the state's geography or manually routing documents requiring multiple signatures,

forms are sent automatically and people can sign documents on their laptops, tablets or even mobile phones in seconds.

"By using Hawaii's eSign Services, state personnel can sign with just a few clicks, so we can focus on state business and roll out new services faster," said former Hawaii CIO Todd Nacapuy.

All said, Hawaii has also saved its taxpayers an estimated \$5 million over the past two and a half years.

Since launching Adobe Sign, the state has seen a marked improvement in both the security and traceability of sensitive documents, in addition to making the signature process more efficient. This is thanks in part to the seamless integration between Adobe Sign, Microsoft Outlook and Microsoft SharePoint.

San Francisco digitizes tax collection

One of the most publicized aspects of the federal tax bill approved by Congress on Dec. 19, 2017, was the new \$10,000 cap on state and local taxes (SALT) that people could write off for federal income tax purposes. Taxpayers in high-tax states like California and New York rushed to pay any outstanding tax bills before the end of the 2017 calendar year to maximize their SALT deduction before it diminished.

In San Francisco, the Office of the Treasurer and Tax Collector received more than \$241 million in property tax payments in less than two weeks — more than eight times the amount collected during the same period in 2016. The majority of these were second-installment payments for 2017 property taxes that don't become delinquent until April 10, 2018.

While the huge influx of payments was unexpected, several recent enhancements to the city's property tax payment system helped it get through this period with very little inconvenience to taxpayers or staff.

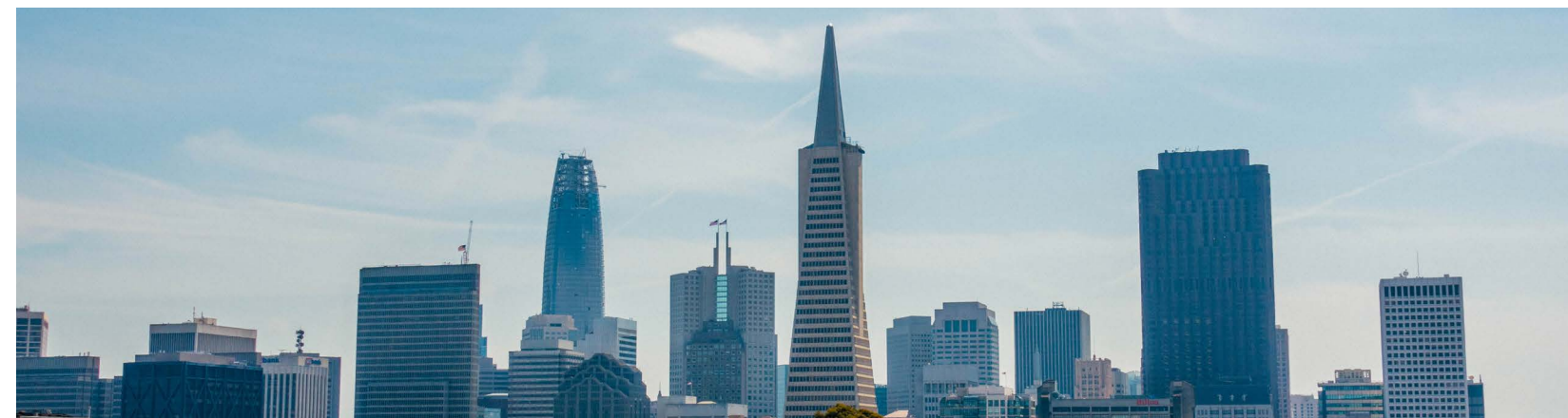
In the summer of 2017, the office made several improvements. They included transforming front-end systems by redesigning the back of the property tax bill and online landing pages for taxpayers and consolidating four separate tax payment portals into a single system

powered by Adobe Experience Manager Forms capability.

"We're responsible for collecting and managing approximately \$9 billion for the city and county — the stakes are high, and we need to do our job as accurately and efficiently as possible," said Tajel Shah, Chief Assistant Treasurer, Office of the Treasurer and Tax Collector.

The office also simplified language on automated notices taxpayers receive after attempting to pay taxes online via e-check, credit or debit. And it added a payment failure email when taxpayers entered the incorrect account number or had insufficient funds to pay the bill.

Traditionally, the office collects more than \$2 billion in secured property taxes through a mix of in-person, mail and online payments. After making the improvements to its online processing system, the office saw an 8 percent increase in the number of payments made through the online system before the Dec. 11, 2017 deadline.



Putting modernization into action

These are the three focus areas the administration is using to improve federal CX:



OMB guidance highlights these best practices to improve CX:

- Agencies should have an overarching measurement and collection plan that captures timing for journey and relationship customer feedback, taking stock of all data collection efforts and minimizing survey fatigue.
- Data should be coded so that it can be sorted for action by organizational units, such as office location.
- Relevant service-level indicators (e.g., wait times) and usage statistics appropriate to each service should also be collected and measured.
- CX data collected, including customer feedback data and service-level metrics, should be made publicly available.

Making the leap from paper to digital processes? Identify a few manual and inefficient processes at your agency and consider these questions:

- Do you have an idea for a program or initiative that can improve government services for the citizen/employee?
- What is the net financial impact for your organization if this process were to be automated?
- How will it benefit the public and the ability to deliver services faster and with more efficiency?
- How will it benefit employees and their productivity?
- How would total cost of ownership change if we were to employ more self-service capabilities?

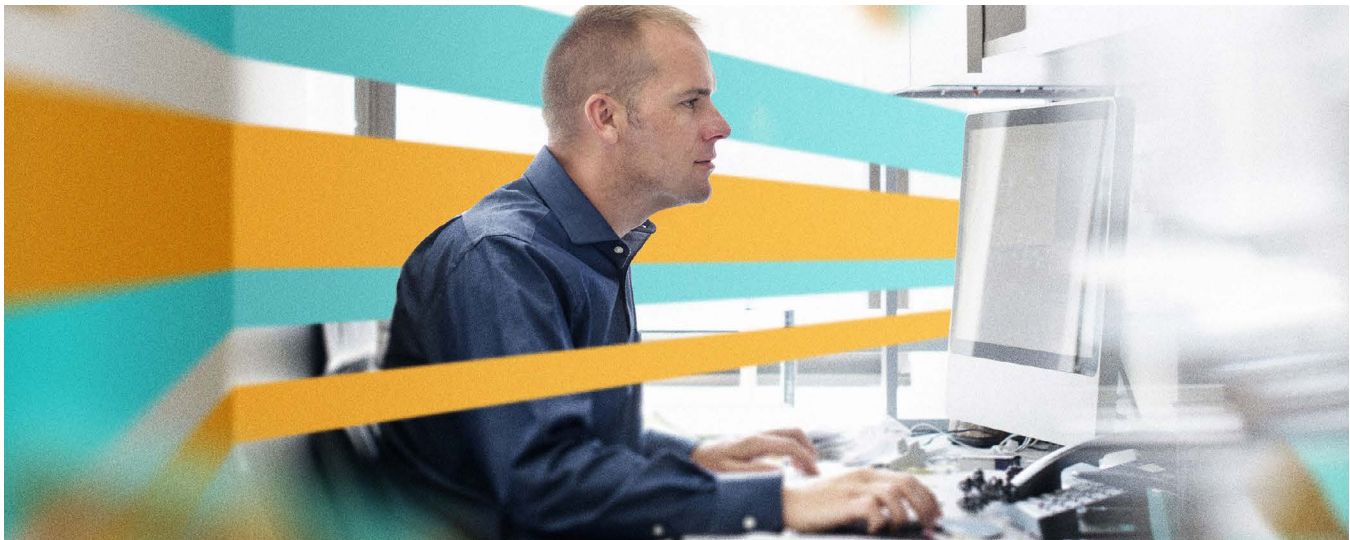
21st Century IDEA

The fastest path to modern CX

The 21st Century Integrated Digital Experience Act (21st Century IDEA), signed into law (No. 115-336) by the president on December 20, 2018, gives agencies an easy-to-navigate path to improve citizens' overall online experience with government.

Timeline to Implement

June 20, 2019	December 20, 2019	December 20, 2020
Electronic Signatures	Website Modernization	Digitize Gov Services & Forms
Submit plan to Congress and OMB to accelerate electronic signatures, receive guidance from OMB on process to prioritize services to digitize <ul style="list-style-type: none">• Increased efficiency• Faster time to service• Improved processes	Ensure new & redesigned federal websites meet modern standards <ul style="list-style-type: none">• Accessible to those with disabilities• Consistent in appearance• Industry standards for security• Mobile-friendly	Digitize new and existing forms and access non-digital processes <ul style="list-style-type: none">• Web-based• Mobile-friendly• Personalized• Non duplicative



“The federal government is supposed to be in the business of serving the American people, and the 21st Century IDEA will allow us to do that in a more efficient and cost-effective way.”

—Bill sponsor Rep. John Ratcliffe, R-Texas

Make a bigger impact

By transforming how they operate and invest in CX, agencies will strengthen citizen trust, improve customer and employee sentiment and provide tangible results.

The ability to reduce burdens on staff and streamline processes are all benefits that cannot be overlooked. The key is to understand what processes are in place and what pain points customers face while interacting with your agency. From there, you can make a business case for digitizing forms and workflows, and then get to work finding a solution that meets your needs and budgetary requirements.

Fully capitalize on the 21st Century IDEA

Adobe provides an industry leading enterprise end-to-end data management and CX platform that supports modern websites, digital forms and electronic signatures.

From the first stages of creative design to the full customer journey, Adobe can help agencies fully capitalize on the 21st Century IDEA to deliver meaningful access and engaging digital experiences to government customers, while improving internal operations.

To learn more or meet with our team, visit: adobe.com/gov

Gather more information and guidance

- Read the Forrester Consulting study commissioned by Adobe, [Perils and Payoffs On The Path To Customer-Centric Digital Government](#)
- [See how](#) Hawaii's state government used Adobe Sign to create paperless workflows, helping save time and providing new public services faster.
- [Learn how](#) Adobe Experience Manager Forms help governments transform applications, manual processing and statements into secure and efficient web and mobile experiences.

"This recent turn, this renaissance time that we're living in, has ushered in a new focus on the customer and providing services that benefit customer engagement."

—Jonathan Benett, Technical Director, Digital Government Solutions, Adobe



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