



ANNUAL CONGRESSIONAL REPORT

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A Summary of National Academy of Public Administration
Studies, Projects and Activities
October 1, 2007 – September 30, 2008

The National Academy of Public Administration's (National Academy) Congressional Charter (Public Law 98-257, Sec. 3) assigns the following responsibilities to the organization:

- (1) evaluating the structure, administration, operation, and program performance of Federal and other governments and government agencies, anticipating, identifying and analyzing significant problems and suggesting timely corrective action;
- (2) foreseeing and examining critical emerging issues in governance, formulating practical approaches to their resolution;
- (3) assessing the effectiveness, structure, administration, and implications for governance of present or proposed public programs, policies, and processes, recommending specific changes;
- (4) advising on the relationship of Federal, State, regional, and local governments; increasing public officials', citizens', and scholars' understanding of requirements and opportunities for sound governance and how these can be effectively met; and
- (5) demonstrating by the conduct of its affairs a commitment to the highest professional standards of ethics and scholarship.

The Congressional Charter also gives the National Academy a particularly important responsibility with respect to the Federal government, stipulating that the National Academy "shall, whenever called upon by Congress, or the Federal government, investigate, examine, experiment, and report upon any subject of government..." Accordingly, Congress often tasks the National Academy to study, assess and recommend solutions to critical issues in government. The National Academy exists to help governments serve the public better and achieve excellence.

WHO WE ARE

The National Academy of Public Administration is a non-profit, independent coalition of top public management and organizational leaders that tackles the nation's most critical and complex challenges. Unique to the National Academy is the expertise and insight provided by its 600 Fellows. National Academy Fellows are elected by peers based on their impressive contributions to and experience in the field of public leadership and management. The Fellowship includes the nation's top leaders, policymakers and public managers in federal, state and local government; distinguished scholars of public policy and public administration; and talented business executives and labor leaders. They bring passion and commitment to our mission of improving government. Individually, they are experts and trusted thought leaders; collectively they are a national treasure.

Among the Fellows are:

- Eight current or former members of the U.S. Congress;
- Eighteen current or former presidential cabinet members;
- Thirty-two current or former federal department deputy and under secretaries;
- Eighty-five current or former federal department assistant secretaries;
- Forty-eight current or former federal agency commissioners or administrators;
- Eight current or former governors;
- Thirty-one current or former state government cabinet members;
- Eighteen current or former mayors;
- Sixty-eight current or former city or county managers;

WHAT WE DO

Much of the National Academy's work is requested by Congress or government agencies that seek assistance with complex management problems. Working with the client, the National Academy develops a scope of work and draws from its pool of Fellows to form a panel with experience tailored to the client's needs. The panel oversees the project, providing the high-level expertise and broad experience that clients seek. National Academy staff and consultants support the work of the panel with top quality research and analysis. At any one time, National Academy panels and staff may be:

- Establishing benchmarks for environmental programs that cross federal, state and local sectors;
- Helping federal judiciary agencies create new budget processes;
- Developing a peer review system for human resources programs at a statewide university;
- Improving coordination and priority-setting for emergency response across jurisdictions;
- Creating a management transformation plan for major federal law enforcement and intelligence agencies; or
- Helping policymakers better understand the complex intergovernmental transportation system.

In addition to client-driven work, the National Academy relies on foundation grants, support from other organizations committed to good government and charitable gifts to develop reports, convene forums and conferences, and design creative approaches for civic engagement in order to tackle some of the nation's biggest challenges. Most often, these issues cannot be resolved by a single government agency, a single level of government or even by the government alone, but instead it requires interdepartmental, intergovernmental or networked solutions. The National Academy work products include:

- In-depth studies, analyses and research reports;
- Advisory services and technical assistance;
- Forums and conferences;
- Executive briefings; and
- Congressional testimony and statements for the Record.

NATIONAL ACADEMY STUDIES

The National Academy undertook the following projects and activities during Fiscal Year 2008, from October 1, 2007 to September 30, 2008. Reports for completed studies can be accessed at www.napawash.org.

General Accounting Office: Comptroller General's Compensation

The Comptroller General (CG) is the head of the Government Accountability Office. A CG who completes the full 15-year term, or, in certain circumstances, serves 10 years, and has reached the required age, may receive an annuity for life equal to the pay the CG is receiving on completion of the term. The lifetime annuity has become the subject of ongoing discussions between the House and Senate in recent years. At the direction of Congress, the Academy Panel conducted a review of the “structure and compensation” of the CG position to determine whether the annuity is “necessary to preserve the CG’s independence.”

The Panel concluded that the annuity is not necessary to preserve the CG’s independence, but does contribute to it by providing the CG a measure of financial security. Additionally, the Panel found that the annuity plays a significant role in attracting and retaining highly qualified individuals for the job. In light of these findings and the relatively low cost of the annuity, the Panel recommended that the CG annuity be retained. However, should Congress decide to amend the annuity provision in the future, the Panel noted that this would require creating a new structure for the CG position and provided several possible alternatives for consideration. The Panel emphasized that any changes would have to be carefully managed to maintain the independence of the position and its attractiveness to high quality candidates. Detailed analysis and recommendations are contained in the report.

Report: *“The Comptroller General Position: Compensation and Structure”*

Veterans Administration: Organizing Care for Returning Veterans of War

The U.S. Department of Veterans Affairs has primary responsibility for providing comprehensive services and benefits to former members of the armed forces. To do so, it operates the nation’s largest integrated health care system, which includes hospitals, community clinics, nursing homes, residential facilities, readjustment counseling centers and home-care programs. In addition, VA reimburses and pays for medical care that may be provided to eligible veterans by non-VA facilities in medical emergencies.

In recent months, public attention has been drawn to media and other reports detailing challenges at veterans' hospitals and the need to ensure a seamless transition and appropriate care for wounded warriors and other veterans. The National Academy was asked to study the effectiveness of the organizational structure, management and

coordination processes that VA uses to provide health care and benefits to active duty personnel and veterans. The National Academy Panel overseeing this study assessed:

Whether health care and benefits are provided in a way that is seamless, effective, efficient and equitable; Subpanels were formed to assist and inform the Panel's deliberations regarding various aspects of the National Academy's work with the FBI.

- **Field Structure.** The development of criteria, options, recommendations, and implementation strategies for its current field structure in light of its changing priorities.
- **Intelligence Functions.** Monitoring implementation of new intelligence-related authorities and the FBI's ongoing integration with the intelligence and law enforcement communities and the Office of the Director of National Intelligence.
- **Budget and Planning Processes.** Reviewing the FBI budget process, and recommending and assisting in implementing changes that will better integrate the planning and budgeting functions.
- **Human Resources Management.** Assisting the FBI in dealing with critical human capital issues, implementing new statutory personnel authorities and organizing it to deal more effectively with human resources and administrative management functions.

Report: *"After Yellow Ribbons: Providing Veteran Centered Services"*

Department of Homeland Security: Review of Science and Technology Programs

Congress asked the National Academy to review overall approach, priorities, criteria for awarding research contracts, methods for gathering information from its customers and interaction and collaboration with other government and non-government entities related to research.

The independent Study Panel has recommended changes that would substantially improve both the efficiency and effectiveness of homeland security-related research efforts. These include developing and implementing an internal S&T strategic plan and performance measures that would help maintain a focus on results. Other recommendations call for developing processes and procedures to increase transparency, and communication within S&T, across government, and with first responders. The Panel also recommends that S&T take additional steps to fulfill its leadership role and develop a homeland security-related research plan for the entire federal government. The Study Panel also analyzed budget data and interviewed scientists and science policy experts to explore concerns about whether the increase in homeland security-related research had resulted in lack of funding for other significant research efforts and whether there was unwanted duplication of effort in this research area. Within the resource, scope, and time limitations of this study, the Panel did not find evidence of duplication of effort or a shift in funding from other areas to homeland security-related research. Details of the study and recommendations are outlined in the report.

Report: “*Department of Homeland Security Science and Technology Directorate: Developing Technology to Protect America*”

Federal Bureau of Investigation: Transforming the FBI

Since 2002, the National Academy has provided advice to the Federal Bureau of Investigation (FBI) on its reorganization and transformation. The House Appropriations Subcommittee on Commerce, Justice, and State initiated the relationship and the FBI has since requested that the National Academy continue to work with them on a variety of issues. The result has been the publication of three formal reports: *Transforming the FBI: Progress and Challenges*; *Transforming the FBI: Roadmap to an Effective Human Capital Program*; *Transforming the FBI: Integrating Management Functions under a Chief Management Officer* and the development of less formal papers for the FBI regarding specific issues.

In fiscal year 2008, the National Academy Panel will primarily concentrate on assessing the FBI’s progress in the area of budget formulation and execution, and the relationship between the FBI’s strategic planning efforts and its financial and resource decision-making process. The following Sub-panels have been formed to assist and inform the Panel’s deliberations regarding various aspects of the National Academy’s work with the FBI.

- **Field Structure.** The development of criteria, options, recommendations, and implementation strategies for its current field structure in light of its changing priorities.
- **Intelligence Functions.** Monitoring implementation of new intelligence-related authorities and the FBI’s ongoing integration with the intelligence and law enforcement communities and the Office of the Director of National Intelligence.
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Reports: *Reports indicated above.*

Federal Aviation Administration: The Next Generation Air Transportation System

In order to handle the projected volume of air traffic, the Federal Aviation Administration has undertaken the Next Generation Air Transportation System (NextGen) initiative to transform the U.S. air transportation system by 2025. NextGen represents a major redesign of the air transportation system that will include modifications to security, safety, and efficiency of passenger, cargo and aircraft operations. The National Academy has been asked to help FAA identify the skill set required by the Air Traffic Organization

to integrate and implement NextGen, including but not limited to technical and contract management skills. Additionally, the National Academy is developing strategies to obtain the expertise necessary to manage, integrate and implement the complex activities inherent in the transformation to NextGen. The National Academy's study has two primary objectives:

- Identify the skill sets required by FAA's Air Traffic Organization to integrate and implement NextGen, including, but not limited to technical and contract management skills, and
- Define the strategies to obtain the expertise necessary to manage, integrate and implement the complex activities inherent in the transformation to NextGen.

Report: *"Identifying the Workforce to Respond to a National Imperative . . . The Next Generation Air Transportation System (NextGen)"*

Department of Energy: Review of Procurement, Human Capital, and Financial Management

The National Academy was asked by the House Energy and Water Appropriations Subcommittee to assess the delivery mechanisms and to look at how to support three primary areas at the Department of Energy (DOE): (1) procurement/acquisition; (2) human capital/human resources; and (3) financial management. An Academy Panel identified two overarching challenges that threaten to imperil basic DOE program activities. The first is a need to strengthen the mission focus of these functions. The second is the need to better integrate and manage the mission-support offices' efforts to develop a coordinated approach to providing essential support services.

The Panel's recommendations for each of these mission support areas are detailed in the National Academy's report.

Report: *"Managing at the Speed of Light--Improving Mission Support Performance"*

The Office of National Drug Control Policy: Organization and Management Study

The National Academy conducted an assessment of the Office of National Drug Control Policy (ONDCP) in two phases. The first phase focused on structure, organization, and management; the second phase focused on resources management, planning and budgeting, hiring, recruitment, utilization of personnel and the development, coordination, and implementation of policies and procedures.

The Panel's major recommendations are that ONDCP develop a comprehensive, multi-year strategy and comprehensive budget summary; increase its collaboration and consultation with Congress and partner drug agencies; realign its compartmentalized organizational structure; rebalance its workforce by reducing the number of political employees and supervisors; and implement more transparent and less centralized human

capital policies and practices. Detailed recommendations are contained in the National Academy's report.

Report: *"Building the Capacity to Address the Nation's Drug Problems"*

Center for Disease Control and Prevention: Awards and Senior Level Pay

The Centers for Disease Control and Prevention (CDC) has as its primary mission the protection of the public's health and safety and the dissemination of important health-related information. The agency's Executive Leadership Board voted to create a new standing committee to analyze the current criteria for performance awards and to make recommendations about strengthening the awards process and addressing shortcomings. The CDC asked the National Academy to study its award and senior-level compensation programs, including its use of recruitment, relocations, and retention incentives. The Panel found that CDC has significant competition for talent externally and must manage a mix of federal civil servants with differing pay plans.

- **Governing Principles.** The Panel recommended five core-governing principles: equity, integrity, transparency, competitiveness and administrative.
- **One-time Cash Awards.** It was recommended that CDC implement a budgetary and accountability framework, enhance employee communications, expand the use of IT and strengthen, monitor and evaluate the awards program.
- **Senior-Level Compensation.** The Panel recommended that CDC develop work-based criteria for senior –level pay positions, make greater use of pay authorities and evaluate the optimal role for senior-level Commissioned Corps Officers.
- **Management System Improvements.** The Panel urged CDC and HHS to seriously consider reintegrating the strategic human capital function and human resources operations within CDC, and recommended that CDC examine, strengthen and integrate its data management systems.

Report: *"Managing Compensation and Recognition in a Multi-Pay-Plan Environment"*

Environmental Protection Agency: Environmental Partnerships

A recent National Academy Panel report urges the U.S. Environmental Protection Agency (EPA) to take the lead in creating new partnerships to pursue a comprehensive effort to clean up the polluted waters of America. The report calls for giving special attention to reducing agricultural and urban runoff created from everyday activities, like fertilizing lawns, driving cars or washing dishes. It notes that, despite many years of concerted effort by federal, state and local environmental agencies to control pollution from municipal and industrial wastewater, polluted waters continue to be a serious problem.

The Panel's recommendations provide a blueprint for implementing important new practices for controlling urban and agricultural runoff as part of the nation's water

pollution control program. Consistent with the partnership approach endorsed by the Panel, many of these practices are voluntary, incentive-driven or market-based.

EPA developed and is testing this new comprehensive approach in the six-state-plus-DC Chesapeake Bay watershed. According to the Panel, unprecedented partnerships and innovative land management practices are being demonstrated there. However, accomplishing such innovative clean-ups will be challenging for EPA, as the agency must continue to effectively carry out its traditional regulatory role, even as it embraces new partnerships with other federal, state and local government agencies and stakeholders.

Report: *“Taking Environmental Protection to the Next Level”*

National Oceanic and Atmospheric Administration: Habitat Program Evaluation

The National Academy looked at practices and methods to provide an evaluation that meets the requirements of the Office of Management and Budget’s PART requirements. The Habitat Program is a matrix program that consists of several independent component programs divided among three separate line agencies within the agency.

The Panel found that the program’s matrix management approach has not reached its full potential as the six component programs are largely managed separately with performance measures that focus on program outputs rather than measurable improvement in habitat conditions for fish and other marine resources for which NOAA has a trustee responsibility. The Panel recommended that NOAA create an overarching, outcome-oriented legislative framework for the whole habitat improvement mission, involve the wide range of stakeholders more regularly and intensively, invest more of the program’s limited resources in activities that have the greatest potential to produce large impacts, and transform the program’s performance measures to enable NOAA to set and track meaningful targets for improving the nation’s coastal and marine habitats.

Report: *“An Early Evaluation of NOAA’s Habitat Matrix Program”*

National Park Service: Historic Preservation Program

The National Park Service (NPS) asked the National Academy to review the National Historic Preservation Program after a review by the Office of Management and Budget noted the need for an independent evaluation. The Panel from the National Academy found that the National Historic Preservation Program to be a highly successful federal-state partnership that is realizing Congress’ original vision. At the same time, the Panel found that increased workloads are straining the resources of NPS and state and tribal preservation offices. The Panel identified ways that NPS can improve stewardship of these important national resources by strengthening performance-based management, ensuring park superintendent accountability, increasing flexibility in the use of funds, strengthening national leadership, and seeking additional funds and staff to reduce risks to cultural resources of national significance.

Report: *“Saving Our History: A Review of National Park Cultural Resources Programs”*

National Academies of Public Administration and Social Insurance: Administrative Issues in Expanding Health Care

The National Academy of Public Administration and National Academy of Social Insurance have released a practical and timely report of their joint Panel on Administrative Issues in Expanding Access to Health Care. It is an essential guide for legislators and policymakers throughout government who want to ensure that mechanisms are put in place to administer the program effectively. Details of the study and recommendations are contained in the report.

Report: *“Administrative Solutions in Health Reform”*

National Academy of Public Administration: Key Governance Challenges Related to the Financial Crisis

Under the leadership of National Academy Fellows Don Kettl and Jenna Dorn, the National Academy convened a roundtable of government leaders, business leaders, researchers and other experts to identify and discuss governance issues that have gained added significance and urgency as a result of the government’s response to the nation’s financial crisis and economic downturn. Seven strategic questions emerged from the discussion, which was moderated by Don Kettl and included Academy Fellow participants Paul O’Neill, David Walker, David Broder, Frank Carlucci, Egbert Perry, John Koskinen, Mark Abramson, Tom Stanton, Robert Tobias, and other thought-leaders.

Report: *“Governance Challenges and the Financial Crisis: Seven Key Questions”*

Environmental Protection Agency: Community Action for Renewed Environment

The Environmental Protection Agency (EPA) asked the National Academy to develop and execute an independent review of the Community Action for a Renewed Environment (CARE) program. CARE is a new Environmental Protection Agency initiative designed to establish a series of multi-media, community-based, and community driven projects to reduce local exposure to toxic pollution. The National Academy will assist EPA’s National Center for Environmental Innovation’s Evaluation Support Division in developing and implementing a performance evaluation methodology for CARE. The effort included the following activities:

- Developing a data collection methodology, schedule, and analysis plan;
- Establishing baseline data requirements;
- Performing the initial data collection at a few sample locations; and
- Analyzing and reporting on the initial data collection.

The National Academy Panel designed a three-stage assessment that examined CARE's design and planning; implementation; and operation and results. Currently, the Panel is collecting baseline data to assess the implementation of the program.

Report: *“Putting Community First: A Promising Approach to Federal Collaboration for Environmental Improvement”*

Federal Emergency Management Agency: Integration and Preparedness

The National Academy was asked by Congress to conduct an independent study on the integration of preparedness and response program at the Federal Emergency Management Agency (FEMA) with a focus on organizational structure, hiring plans and goals and coordination mechanisms among other agency identified areas. An independent panel of experts was appointed to direct the study. The Panel's final report will include detailed recommendations on how FEMA can strengthen preparedness integration, especially at the regional levels.

Report: *Pending*

Department of Defense: Joint Land Use Study

The Joint Land Use Study (JLUS) program addresses points of friction and incompatibilities between military installations and the surrounding communities. The Department of Defense (DoD) administers this program through the Office of Economic Adjustment (OEA). The National Academy was asked to recommend solutions to clearly identified land use incompatibilities.

The National Academy will work closely and collaboratively with OEA throughout the course of the study, and OEA will be represented at all Panel meetings. The work will be conducted in two phases. In Phase One, the National Academy will identify evaluation options that could be pursued to provide results at different levels of thoroughness or to focus on different program components. Phase Two, will consist of actual fieldwork and analysis to provide a comprehensive evaluation of the JLUS program, as well as recommendations for re-positioning the program needs.

Report: *Pending*

U.S. Agency for International Development: Iraq Civil Service Curriculum Development

The National Academy is working to develop short courses and curriculum for the civil service in Iraq under a project funded by the U.S. Agency for International Development. The courses will be three to four days in length and cover such fields as financial management, leadership, IT management, human resources, communications, and project management. Courses will be developed for participants ranging from front line supervisors through senior management.

Report: *Pending*

Additional National Academy Activities

Recovery Accountability and Transparency Boards: National Dialogue on IT

Visitors from 50 states and 98 foreign countries, from Fortune 500 companies and small businesses, web designers and financial services experts, internet novices and the creators of the WWW and Web 2.0 all went online to participate in the Recovery Accountability and Transparency Board's National Dialogue. This Dialogue, designed and executed by the National Academy of Public Administration, was meant to solicit ideas and suggestions on how to build recovery.gov into the preeminent site where the public can monitor and track the spending of recovery funds.

The feedback provided the Recovery Board with comprehensive and actionable ideas, priorities, and key themes, as well as a knowledgeable community who can be engaged repeatedly as recovery.gov grows and changes. Some of the top ideas that were suggested include geographical mapping, XML formats, and linked open data; among the overarching themes were information syntax and collaboration.

Report: *“Recovery Dialogue on Information Technology Solutions”*

National Dialogue on Health IT and Privacy

In October 2008, on the eve of the presidential election, citizens and stakeholders from around the country convened to share their ideas and concerns about the future of our health IT and privacy policies. Over 3,000 people from every state and 80 countries around the world visited this website, generating hundreds of ideas and comments. A Panel of the National Academy of Public Administration has analyzed that Dialogue, and issued a report with key implications for health IT and privacy and civic engagement. The report also uses the information shared during course of the Dialogue to establish principles on which future health IT and privacy policy should be based. The National Dialogue demonstrates an important new opportunity to use technology to reach across and outside of government to access the collective brainpower of organizations, stakeholders and individuals.

Report: *“A National Dialogue on Health IT and Privacy: Final Panel Report”*

National Academy’s Collaboration Project: Key Priorities for the Obama Administration

President Obama called for government to become more transparent, participatory, and collaborative. [The National Academy's Collaboration Project](#) issued a paper highlighting three priorities that the President must focus on to make this vision a reality. The paper, *Enabling Collaboration: Three Priorities for the New Administration*, encourages the President to create an open technology environment; treat data as a national asset, and foster a culture and framework for collaboration. By focusing on these priorities, President Obama can begin transforming federal agencies and departments so that they can execute the goal of a more open and transparent democracy.

Report: “*Enabling Collaboration: Three Priorities for the New Administration*”

National Academy Survey: SES Views on Successful Leadership Transition

The National Academy conducted a survey of SES personnel, the nation’s career executives, on their views of successful leadership. Analysis of the responses by SES members indicated that transition activities underway at their agencies appeared to be missing important elements such as information on critical external stakeholders including Congressional Members and Committees that can provide early support for or opposition to key agency priorities.

The National Academy made recommendations to guide preparations in three categories – preparing the organization, preparing the individual and preparing for a new working relationship with incoming leaders.

Report: “*Agencies in Transition: A Report on the Views of the Members of the Federal Senior Executive Service*”

National Academy Forum on: Imbalances in Accounting for Agency-to-Agency Financial Transactions

The National Academy hosted a forum of seasoned public and private sector leaders to discuss efforts to identify and apply both public and private sector solutions to this accounting problem.

Despite significant improvements in recent years, the Federal Government has failed to achieve a clean audit of its consolidated financial statements for 12 years running. One major obstacle has been its inability to adequately account for business transactions between its own departments and agencies—transactions that amounted to over \$63 billion in 2007 alone.

With generous support from MasterCard International, Kelly Anderson and Associates, and Grant Thornton, the National Academy of Public Administration hosted a forum in April 2008.

Report: *“Intragovernmental Transactions: Seeking a Solution to Perennial Imbalances in Agency-to-Agency Trading”*

Department of Homeland Security: National Dialogue on the Quadrennial Review

The first of three National Dialogues on the Quadrennial Homeland Security Review (QHSR) is currently taking place. The National Dialogue on the QHSR is a time-limited, multi-occurrence, online collaborative dialogue that engages DHS’ broad and diverse stakeholder community around the outputs and questions that emerge from the QHSR’s Study Group process.

Report: *Pending*

National Academy’s Budgetball: The Fiscal Future of the United States

The National Academy has been engaged to make learning about the Federal deficit and personal debt fun and exciting. Through the game “Budgetball” the National Academy will be working with Historically Black Colleges and Universities (HBCUs) to educate the students about the consequences of accumulating debt.

Report: *Pending*