



**Annual Congressional Report  
Fiscal Year 2014**



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**THE ANNUAL CONGRESSIONAL REPORT**  
**A Summary of National Academy of Public Administration**  
**Studies, Projects, and Activities**  
**October 1, 2013 – September 30, 2014**

The National Academy of Public Administration’s (the 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 Academy a particularly important responsibility with respect to the Federal government, stipulating that the 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 Academy to study, assess, and recommend solutions to critical issues in government. The Academy exists to help governments serve the public better and achieve excellence.

**WHO WE ARE**

The Academy is an independent, non-profit, and non-partisan organization established in 1967 to assist government leaders in building more effective, efficient, accountable, and transparent organizations. Chartered by Congress to provide non-partisan expert advice, the Academy’s unique feature is its over 800 Fellows—including former cabinet officers, Members of Congress, governors, mayors, and state legislators, as well as prominent scholars, business executives, and public administrators. The Academy helps the federal government address its critical management challenges through in-depth studies and analyses, advisory services and technical assistance, Congressional testimony, forums and conferences, and online stakeholder engagement.

## WHAT WE DO

Much of the Academy's work is requested by Congress or government agencies that seek assistance with complex management challenges. Working with the client, the 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. Academy study teams support the work of the Panel with quality research and analysis. In Fiscal Year 2014, Academy Panels completed a number of studies, including those that:

- Developed a long-range vision and high-level strategic plan to assist the Social Security Administration in addressing its service delivery challenges over the next ten to fifteen years.
- Examined the National Aeronautics and Space Administration's (NASA) Foreign National Access Management (FNAM) program to improve security and help protect proprietary information.
- Determined how federal executives and senior managers currently use financial and related information, what gaps they see that impact their ability to manage effectively, and what opportunities exist to close those gaps.

With the support of its Fellows, the Academy continued an important initiative in FY 2014:

- The Political Appointee Project which provides insights to new political executives on the challenge of managing in government by presenting the personal experiences of current and former political executives.

## ACADEMY STUDIES

The Academy completed a number of important studies for federal agencies and other entities in Fiscal Year 2014 (October 1, 2013 to September 30, 2014). Reports for completed studies can be accessed at [www.napawash.org](http://www.napawash.org).

### USPS Office of Inspector General

#### Independent Assessment of a White Paper by the United States Postal Service Office of Inspector General

The U.S. Postal Service Office of Inspector General (OIG) authored a White Paper entitled "Public-Private Partnerships: Best Practices and Opportunities for the Postal Service" in response to declining volumes of mail and an ever-changing communications world. Such partnerships are an increasingly common way for governments to achieve policy goals and develop infrastructure while shifting short-term financial burdens out of government.

The Academy formed a three-member Panel to conduct a study of this proposed public-private partnership and felt the OIG's



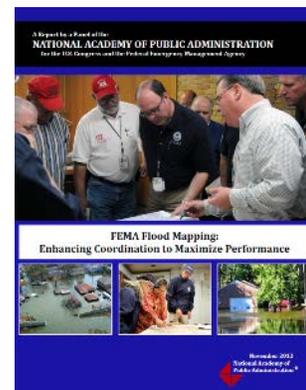
work in this field was timely, important, and potentially profitable as the Postal Service works diligently to address its many challenges. This OIG White Paper represents a strong initial step but the Panel concluded that more work needs to be done to further investigate the risks, constraints, and uncertainties likely to accompany implementation efforts by the Postal Service.

*Report: Independent Assessment of a White Paper by the United States Postal Service Office of Inspector General (October 2013)* <http://www.napawash.org/wp-content/uploads/2013/10/OIGfinalreportrd.pdf>

### **Federal Emergency Management Agency (FEMA)** **FEMA Flood Mapping: Enhancing Coordination to Maximize Performance**

Congress directed FEMA, through the Biggert Waters Flood Insurance Reform Act of 2012, to contract with the Academy to prepare a report on “how FEMA should improve interagency and intergovernmental coordination on flood mapping, including a funding strategy” and how FEMA “can establish joint funding mechanisms with other federal, state and local governments to share the collection and utilization of data among all governmental users.”

The Academy Panel found that while FEMA has made progress in coordination on flood mapping since the initiation of the program Risk Mapping, Assessment, and Planning (known as Risk MAP), it should enhance efforts going forward. Improvements in coordination can be achieved by further leadership attention to strategic goals and their communication; consistent use of employee performance policies and metrics; deployment of more user-friendly web sites; transferring best practices among the ten FEMA regions; and conveying risk information to localities.



*Report: FEMA Flood Mapping: Enhancing Coordination to Maximize Performance (November 2013).*

<http://www.napawash.org/images/reports/2013/FEMAFloodMappingEnhancingCoordinationtoMaximizePerformance.pdf>

### **National Aeronautics and Space Administration (NASA)** **An Independent Review of Foreign National Access Management for the National Aeronautics and Space Administration**

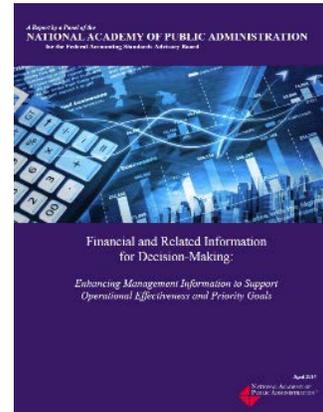
Recognizing the growing threat of cyber-attacks and espionage aimed at government agencies by hostile nation-states and foreign adversaries, NASA asked the Academy to review its Foreign National Access Management (FNAM) processes. This study examined the agency’s FNAM process from the initial request from a requestor or sponsor through foreign national vetting, credentialing, information technology security, counterintelligence, hosting and escort procedures, and export controls. The Academy Panel issued recommendations to improve FNAM.

*An internal guidance paper containing findings and recommendations was provided to NASA in January 2014.*

**Federal Accounting Standards Advisory Board**  
**Financial and Related Information for Decision-Making: Enhancing Management Information to Support Operational Effectiveness and Priority Goals**

FASAB requested that a three-member Panel of the Academy determine how federal executives and senior managers currently use financial and related information, what gaps they see that impact their ability to manage effectively, and what opportunities exist to close those gaps.

The Academy Panel found that data generally are highly accurate and granular, but federal agencies face challenges in analyzing and transforming data into readily understood, actionable information for executive decision-making—and the degree to which financial data are effectively used for decision-making is heavily driven by each organization’s revenue source and operational approach.



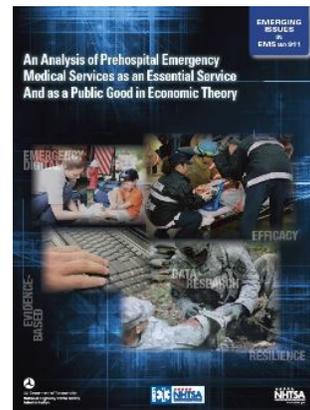
*Report: Financial and Related Information for Decision-Making: Enhancing Management Information to Support Operational Effectiveness and Priority Goals. (April 2014)*

[http://www.napawash.org/images/reports/2014/2014\\_FinancialAndRelatedInformationForDecisionMakingFASAB.pdf](http://www.napawash.org/images/reports/2014/2014_FinancialAndRelatedInformationForDecisionMakingFASAB.pdf)

**National Highway Traffic Safety Administration (NHTSA)**  
**An Analysis of Prehospital Emergency Medical Services as an Essential Service and as a Public Good in Economic Theory**

This white paper was produced to support the deliberations of the National Emergency Medical Services Advisory Council regarding options for funding Emergency Medical Service (EMS) systems at the state and local levels.

The paper explores the concept of an essential service as it relates to EMS and considers the pros and cons for states and localities of implementing EMS as an essential service. In addition to examining the characteristics of a public good in economic theory as they relate to EMS systems, this report discusses the general policy guidance economic theory offers regarding their efficient provision. The white paper, produced by the Academy's study team, does not take a position on whether EMS should be designated as an essential service, or on any other issues of Federal policy.



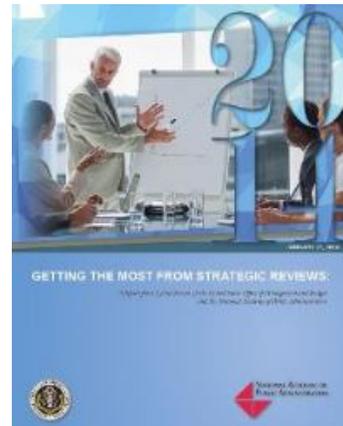
*Report: An Analysis of Prehospital Emergency Medical Services as an Essential Service and as a Public Good in Economic Theory (May 2014)*

[http://www.napawash.org/images/reports/2014/2014\\_EMS-EssentialServicePublicGood.pdf](http://www.napawash.org/images/reports/2014/2014_EMS-EssentialServicePublicGood.pdf)

### **U.S. Office of Management and Budget Getting the Most from Strategic Reviews**

On June 18, 2014, the Academy held an event to release a joint report by OMB and the Academy on maximizing the utility of strategic reviews.

The Panel discussed the modernization of the act (GPRAMA), and the importance of focusing on “what the agency plans to do next as opposed to where it’s been.” The conversation also covered the shift in thinking that comes along with this new way to review performance, and the linkages to strategic objectives. The Panel shared perspective on the significance of accountability, without being punitive, and bringing all of the relevant stakeholders to the process as early as possible.



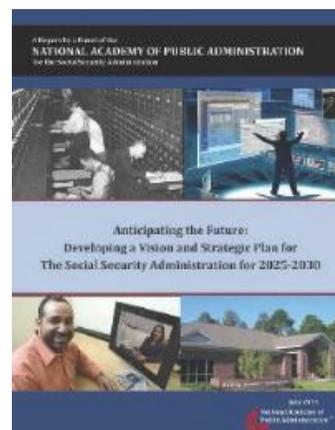
*Report: Getting the Most from Strategic Reviews: A Report from a Joint Forum of the United States Office of Management and Budget and the National Academy of Public Administration (June 2014)*

[http://www.napawash.org/images/reports/2014/Getting%20 the Most from Strategic R eviews.pdf](http://www.napawash.org/images/reports/2014/Getting%20the%20Most%20from%20Strategic%20Reviews.pdf)

### **Social Security Administration Anticipating the Future: Developing a Vision and Strategic Plan for the Social Security Administration for 2025-2030**

At the request of Congress, the Social Security Administration (SSA) contracted with the Academy to (1) develop a long-range vision, and (2) a high-level strategic plan to assist SSA in addressing its service delivery challenges over the next ten to fifteen years.

The Academy Panel identified key factors affecting SSA’s future operating environment to inform a vision of what SSA should look like in 2025-2030. The Panel developed 29 recommendations divided into ten focus areas that can assist in SSA’s preparation of a strategic plan. The Panel’s central conclusions call for SSA to provide quality service through virtual channels (e.g., online, phone, videoconference) while continuing to provide personal service delivery options as necessary and appropriate;



design user-friendly service delivery channels that become customers' choice for conducting most transactions; become more nimble, such as improving data access, development of a more agile workforce, and expanding use of shared support services to enable more rapid response to changing customer needs; and exercise leadership and sustained focus on implementing the strategy. Congress must provide continuing support to SSA in the form of adequate budgets and policy refinements that may allow SSA to further streamline service delivery.

Report: *Anticipating the Future: Developing a Vision and Strategic Plan for the Social Security Administration for 2025-2030* (July 2014) <http://www.napawash.org/2014/1633-anticipating-the-future-developing-a-vision-and-strategic-plan-for-the-social-security-administration-for-2025-2030.html>

## **ACADEMY STUDIES BEGINNING IN FISCAL YEAR 2014**

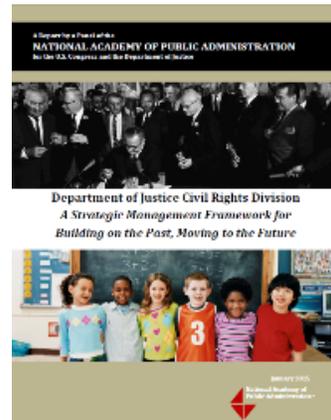
The Academy began work on the following projects and activities during Fiscal Year 2014 that have or are scheduled to be completed in Fiscal Year 2015. Reports for completed and ongoing studies can be accessed at [www.napawash.org](http://www.napawash.org).

### **U.S. Department of Justice**

#### **Independent Review of the Management Policies of the Department of Justice Civil Rights Division**

The Consolidated Appropriations Act, 2014 (P.L. 113-76) mandated an independent assessment of the Department of Justice's Civil Rights Division. The Academy was chosen to conduct this review that focused on the management and operations of the Civil Rights Division including policies, protocols, and practices related to enforcement actions and decision-making, hiring, and other human resource practices.

Based on the management and operational issues identified, the Academy Panel developed a series of recommendations, including implementation steps, to strengthen the management and operations of the Civil Rights Division. Specifically, the recommendations are designed to help the division take additional steps to promote public confidence in the division's fair and impartial enforcement of civil rights laws, and foster and maintain a professional, collegial, and teamwork-oriented work environment. In addition, the report sets forth an integrated management framework designed to institutionalize best practices that encompass operational management policies and processes, strategic planning, communication practices, employee engagement, performance management, and staff and leadership development. To assist leaders in assessing the performance of the division and developing strategies that promote continuous improvement, the Panel recommends that the Civil Rights Division implement a management review process.

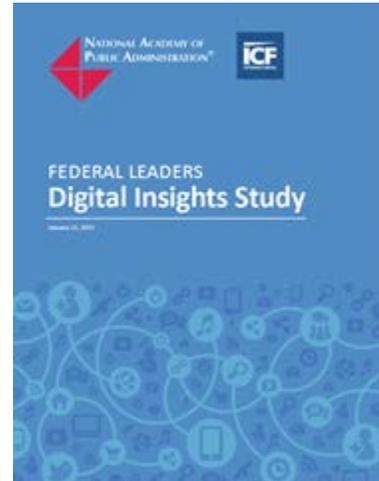


*Report: Independent Review of the Management Policies of the Department of Justice Civil Rights Division (January 2015)*

[http://napawash.org/images/reports/2015/DOJ\\_CRT\\_Report.pdf](http://napawash.org/images/reports/2015/DOJ_CRT_Report.pdf)

### **Federal Leaders Digital Insight Study**

The Federal Leaders Digital Insight Study, conducted by the Academy in collaboration with ICF, is the inaugural report designed to survey Federal Leaders' perspectives about the pace with which the government is adopting, applying, and leveraging technological advancements in service to its constituencies.



This study shows a federal workforce that is knowledgeable about digital technology, has seen productivity increases as a result of it, and believes technology makes agencies more efficient, and helps government better serve the public. The findings reveal a number of challenges, including concerns that the government cannot keep pace with the rate of technological advances, and the perception - not always supported by reality - that the private sector procures and adopts technologies more effectively. While some workers felt ever-present digital technology harmed private life, others thought it produced a much better work/life balance. Respondents clearly expressed the need for federal workers to receive training when digital technology is deployed and on-going training to maintain skills.

*Report: Federal Leaders Digital Insight Study (January 2015)*

[http://napawash.org/images/reports/2015/Federal\\_Leaders\\_Digital\\_Insights\\_Study.pdf](http://napawash.org/images/reports/2015/Federal_Leaders_Digital_Insights_Study.pdf)

### **ACADEMY STANDING PANELS**

The Academy's standing panels are comprised of Fellows responsible for review and evaluation of significant developments in public administration. The following standing panel groups host meetings that generally feature presentations by distinguished guests, followed by informal discussion.

#### **Social Equity in Governance Panel**

The Social Equity in Governance Panel focuses on the fair and equitable management of all institutions serving the public. This Panel addresses multiple facets of social equity in governance, serving to advance research and create a resource for researchers, students, scholars, and public administrators.

Discussion topics for meetings of the Social Equity in Governance Panel for FY 2014 included the following:

- Race and Social Equality: A Nervous Area of Government
- Ensuring Sustainable Development is Equitable Development

### **International Affairs Panel**

The Standing Panel on International Affairs supports the Academy's overall mission by considering a broad range of issues in the realm of assisting in the development of democratic institutions in transitional democracies throughout the world, addressing public management challenges in developing countries, examining the management of the U.S. government's international activities, and promoting information sharing on promising practices in public management. The Panel is action oriented and endeavors to capitalize on the Academy's abundant reservoir of Fellows representing academia and highly accomplished practitioners.

Discussion topics for meetings of the International Affairs Panel for FY 2014 included the following:

- Using the United Nations for a Safer and More Productive World

The Africa Working Group is a working group for the International Affairs Standing Panel. Discussion topics for FY 2014 meetings of the Africa Working Group included the following:

- The Nigerian Development Forum
- The 2014 White House-Africa Leaders Summit: *Expectations and Practical Realities*

### **Executive Organization and Management Panel**

The Standing Panel on Executive Organization and Management (EOM) is the Academy's oldest and longest serving standing panel. The Panel focuses on improving the structure, capacity, management and performance of public institutions.

In 2013, the EOM Panel began a retrospective review of the evolution of a management reform trend that began in 1990 with the passage of the Chief Financial Officers Act. Since then, a number of mission support "chiefs" have been established, both in statute and administratively. The panel is examining how they interact with each other and with mission leaders to achieve goals for the agency.

This study is a follow up, in part, to the Panel's 1983 study on federal agency management systems, "*Revitalizing Federal Management*," which assessed how managers were burdened by "excessive controls" as well as a 2011 NAPA Forum on the role of mission-support leaders which discussed the development of metrics and standards of success for administrative support systems.

This initiative will culminate with a white paper in 2015 with potential recommendations for action to the Administration and/or next president-elect. Discussion topics for meetings of the EOM Panel during FY 2014 included the following:

- A discussion of issues that C-suite executives face globally, in both the public and private sectors, which adds a broader context to the Panel's discussion

- A discussion on the evolution of the role of federal Chief Operating Officers over the past 20 years, since the concept was introduced in the Clinton Administration
- A discussion with the Census’s leadership team about their reorganization efforts and how mission support functions interact with field operations
- A discussion with two agency heads – Pension Benefit Guaranty Corporation and Treasury’s new Fiscal Service – about their experiences working with departmental chiefs
- A discussion about the use of shared services as a strategy for transforming relationships between mission support and mission delivery
- A discussion of the roles and authorities of CIOs at the departmental level
- A presentation on findings of the Association of Government Accountants’ survey on state-level transformation efforts for selected mission support functions
- A discussion on integrating mission and mission support functions to deliver on mission, with veteran career leaders in a range of agencies

In addition to sessions on mission support interactions with mission delivery, the Panel also explored other timely topics:

- A presentation and discussion of President Obama’s new management agenda and initiatives for FY 2015
- Two presentations and discussions of new books by NAPA fellows:
  - Tom Stanton: *Managing Risk and Performance in Government*
  - David Van Slyke and Trevor Brown: *Complex Contracting*

### **The Federal System Panel**

The Standing Panel on the Federal System considers challenges and issues related to the U.S. federal system and intergovernmental relations. Specific areas of focus include: relationships between the governmental and nongovernmental/independent sectors in the U.S.; relationships between citizens and their governments; and federal/intergovernmental systems and global developments.

Discussion topics for meetings of the Federal Systems Panel for FY 2014 included the following:

- Strategy for Future Congressional Infrastructure Actions
- The Data Act

### **Public Service Panel**

The Standing Panel on the Public Service meets on an every other month or quarterly basis and has focused over the past year on being a “trusted advisor” and partner to the Office of Personnel Management, the Office of Management and Budget, and the Chief Human Capital Officers Council. That has come through regular meetings of the Standing Panel and special sessions have been opened to an expanded group of Academy Fellows. Guest speakers have been drawn from the following departments/agencies:

- Department of Veterans Affairs

- Department of Commerce
- General Services Administration
- Nuclear Regulatory Commission
- Department of Health and Human Services
- Department of Homeland Security

The special forums dealt with employee recruitment and retention, reinvention of the Senior Executive Service, orientation programs for new political appointees, and replacing the Presidential Management Intern program. The Standing Panel and the Academy have become an important resource for senior leaders at OPM for proposals and initiatives. The Panel's sessions have allowed OPM to hear from seasoned former government executives who have been program managers in government and have expertise not only in human resources but also in information technology, acquisition, financial management, and budgeting.

### **Technology Leadership Panel**

This Panel, the newest of the Academy's panels, is designed to scan all levels of government for the latest trends in technology and governance as well as focusing on best practices aimed at improving executive level capacity, governance, and to seek ways to assess the value of technology systems from a public management executive perspective. The proposed group's unique mission is to pursue technology initiatives designed to make government function better.

Discussion topics for meetings of the Technology Leadership Panel for FY 2014 included the following:

- The Internet of Everything's Impact on Government
- Cyber Security Governance

### **ACADEMY PUBLIC FORUMS**

In addition to the reports and initiatives conducted with individual agencies, departments, and other agencies, the Academy hosts public forums that have collectively brought together hundreds of performance and human resources practitioners together to discuss solutions to critical public management challenges. In FY 2014, the Academy hosted the following public forums on issues ranging from enterprise risk management to continuous process improvement:

### **2013 Academy Fall Meeting: Governing in an Era of Increased Constraint**

The Academy hosted its Annual Fall Meeting on November 14<sup>th</sup> at the Grand Hyatt Hotel, bringing together federal state, local, and international leaders to discuss and find leading solutions regarding the best way to govern in an era of increased constraint. The event featured an array of impressive speakers, including Norman Ornstein, renowned political scientist and leading expert on American democracy; Doris Meissner, former commissioner of the U.S. Immigration and Naturalization Services (INS); and former senators, George Voinovich and Richard Lugar. In addition to the keynote speakers,

breakout sessions took place throughout the day covering topics such as employee engagement, financing and managing public programs, and strategic foresight.

### **A Forum on Strategic Reviews**

On behalf of the U.S. Office of Management and Budget, the Academy convened over 100 key stakeholders from Federal agencies, offices of inspectors general, the Government Accountability Office, Congress, academia, and private sector partners to share leading practices related to strategic reviews. This event was held on January 27, 2014, at the University Club in Washington DC. Discussions and small group collaborative brainstorming covered a variety of topics, including the enhancement of the strategic review process to strengthen budget and policy formulation, evidence-based decision making, and OMB and Performance Improvement Council leadership perspective on improving performance across all levels of government.

### **Federal Management Leadership under Five Presidencies**

On April 30, 2014, the Academy hosted a forum with George Mason University and Oliver Wyman on “Federal Management Leadership under Five Presidencies” as one in a series of government-wide management forums arranged by the Master's in Public Administration program at George Mason University. Senior management leaders from the Office of Management and Budget spanning the Reagan, Bush 41, Clinton, Bush 43, and Obama administrations participated in a panel discussion on how each administration promoted government-wide leadership for management and budget initiatives.

### **Academy-GAO Forum: Getting Off the High-Risk List**

Every two years at the start of a new Congress, GAO calls attention to agencies and program areas that are considered "high risk" due to vulnerabilities to fraud, waste, abuse, and mismanagement, or are most in need of transformation. On May 1, 2014, the Academy co-hosted a panel discussion with GAO entitled "Getting Off the High Risk List: Strategies, Tactics, and Tips to Improve Performance," designed to help those government entities who found themselves on this list. This half-day forum featured keynote speakers Gene Dodaro, Comptroller General of the United States, Beth Cobert, Deputy Director for Management at the U.S. Office of Management and Budget, and Robert Hale, Comptroller of the Department of Defense, who discussed efforts to address management challenges. A panel discussion designed to share strategies, tactics, and tips to getting off the “High Risk List” followed for the benefit of representatives of sixteen federal departments and agencies in attendance.

### **The Academy and EY Bring Together Federal ERM Leaders**

The Academy, with Ernst & Young LLP, brought together a panel of government and private sector experts for a thought leadership forum on May 7, 2014. The panel concluded that linking performance to enterprise risk management is critical to achieving performance goals. The forum presented an opportunity for commercial and federal Enterprise Risk Management (ERM) leaders to raise awareness and share insights on integrating federal performance and risk management practices. “ERM presents the next dimension in assessing agency performance and I am excited that the Academy could join Ernst & Young in providing a forum for federal ERM leaders to engage in a robust

discussion of the issue,” said Academy President and CEO Dan G. Blair. “Assessing risks—including the risk of the status quo—represents the next step in enhancing federal agency performance.”

### **OMB Launches Strategic Reviews**

The Academy hosted an event in June 2014 to discuss OMB’s series of strategic reviews with federal agencies focused on integrating program performance with budget decisions. An OMB federal performance manager reported that, starting in 2015, the reviews would start being used to inform budget and legislative decisions affecting agencies and their programs.

### **Forum on Continuous Process Improvement**

On September 9, 2014, the Academy and Federal News Radio hosted a forum to discuss how application of continuous process improvement (CPI) methodologies drive efficiencies in the federal sector. Congressmen Tom Latham (R-IA) and Henry Cuellar (D-TX) discussed legislation that they introduced in July entitled the Lean and Responsive Government Act. It would require federal agencies to use CPI methodologies and report on cost savings achieved. In addition, three experienced leaders applying CPI in their organization, representing DOD, GSA, and Johns Hopkins Medicine, outlined how these methodologies are used and drive improved results. The forum was attended by more than 60 people.

### **ACADEMY’S CONGRESSIONAL TESTIMONY**

- Academy Fellow and Panel Chair, Marilu Goodyear, was invited to testify before the House Committee on Administration on December 4, 2013 on the Academy Panel’s views presented in a comprehensive review of the Government Printing Office, *Rebooting the Government Printing Office: Keeping America Informed in the Digital Age*.
- Academy Fellow and Technology Leadership Panel Chair, Dr. Alan Shark, was invited to testify before the House Subcommittee on Social Security, Committee on Ways and Means on February 26, 2014 to discuss high-impact, valuable, and feasible recommendations to assist the Social Security Administration in preventing and detecting conspiracy fraud in the Social Security Disability Insurance program.
- Academy Fellow and Board Chair, Robert Shea, testified on March 31, 2014 before the Senate Committee on Homeland Security and Governmental Affairs to discuss improving several topics, including: financial management, human capital management, information technology management, acquisition, and performance management.
- Academy Fellow, the Hon. Douglas Webster, was formally invited to testify before House Committee on Science, Space, and Technology, Subcommittee on Space and Subcommittee on Oversight on June 20, 2014 to present the Academy’s assessment of NASA’s Foreign National Access Management practices.