PUBLIC-SECTOR PROJECT MANAGEMENT

Meeting the Challenges and Achieving Results

DAVID W. WIRICK
PUBLIC-SECTOR PROJECT MANAGEMENT
MEETING THE CHALLENGES AND ACHIEVING RESULTS

David W. Wirick, PMP, CMA
This book is dedicated to Ellen and Katherine, two people who make a difference in the world, and to those who serve the public interest. There is no higher calling.
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Preface</td>
<td>xi</td>
</tr>
<tr>
<td>Objectives</td>
<td>xii</td>
</tr>
<tr>
<td>Outline of the Book</td>
<td>xiv</td>
</tr>
<tr>
<td>THE GREAT PYRAMID OF GIZA</td>
<td>xvii</td>
</tr>
</tbody>
</table>

### 1 The Challenges of Public-Sector Project Management and the Coming Storm

- The Distinguishing Characteristics of the Public Sector  
- The Challenges of Public-Sector Project Management  
- The Coming Storm  
- New Tools for Public-Sector Managers in the New Economy  
- Discussion Questions  
- Exercise  
- PROJECT APOLLO

### 2 The Foundations of Public-Sector Project Management

- The Problem with Projects  
- Why Do Public-Sector Projects Fail?  
- The Good News about Projects and Project Management Standards  
- The Value of Project Management to a Public-Sector Organization  
- The Downside of Project Management  
- The Critical Success Factors for Public-Sector Projects  
- Project Management Maturity Models in the Public Sector  
- Scaling Project Management Methods  
- The Use of Software for Project Management  
- Discussion Questions
Exercises 29
THE CREATION OF THE PEACE CORPS 29

3 The Framework for Managing Public-Sector Projects 31
The Project Management Framework for Public Projects 31
Grouping Projects for Better Management 32
Breaking Projects into Components 33
Project Process Groups 36
Project Management Knowledge Areas 42
The Triple-Constraint Model 42
Project Processes 43
Applying Project Functions and Processes for
Public-Sector Projects 47
The Necessary Skills for Public-Sector Project Managers 52
Discussion Questions 53
Exercises 53
THE MARSHALL PLAN 54

4 Project Integration 57
Public-Sector Project Integration: Wrestling with
the Octopus 57
Overview of the Necessary Functions for Public-Sector
Project Integration 59
Best Practices for Public-Sector Project Integration 70
Discussion Questions 70
Exercises 71
ELECTING A CANDIDATE 71

5 Managing Project Scope 73
Project Scope Management 73
The Challenges of Scope Management for
Public-Sector Projects 74
The Two Roles of Project Scope 77
The Required Functions for Public-Sector Project
Scope Management 78
Best Practices for Managing Public-Sector Project Scope 85
Discussion Questions 86
Exercises 86
PROJECTS FOR IMPROVING PUBLIC-SECTOR
PROCESSES 87
## 6 Managing Project Time

The Challenges of Project Time Management in the Public Sector 89

The Required Functions for Public-Sector Project Time Management 90

Best Practices in Public-Sector Project Time Management 103

Discussion Questions 104

Exercises 104

THE FBI’s VCF PROJECT 105

## 7 Managing Project Cost

The Challenges of Public-Sector Cost Management 107

Project Selection and Prioritization 109

Required Functions for Managing Public-Sector Project Costs 111

Earned-Value Management of Public-Sector Projects 121

Best Practices in Public-Sector Project Cost Management 123

Discussion Questions 123

Exercises 124

TURNING ON THE LIGHTS IN THE COUNTRY 125

## 8 Managing Project Quality

The Basics of Project Quality Management 127

The Challenges of Public-Sector Project Quality Management 128

The Functions Required for Public-Sector Project Quality Management 129

Lean Government as a Tool for Quality Improvement 132

Managing Project Requirements 134

Best Practices in the Management of Quality in Public-Sector Projects 139

Discussion Questions 139

Exercises 140

THE ALLIED D-DAY INVASION OF JUNE 1944 140

## 9 Managing Project Human Resources

The Challenges of Human Resource Management in Public-Sector Projects 143

The Required Functions for Public-Sector Human Resource Project Management 144
<table>
<thead>
<tr>
<th>Chapter</th>
<th>Title</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>10</td>
<td>Managing Project Communications</td>
<td>159</td>
</tr>
<tr>
<td></td>
<td>The Challenges of Project Communications in Public-Sector Projects</td>
<td>160</td>
</tr>
<tr>
<td></td>
<td>The Functions Required for Public-Sector Project Communications</td>
<td>162</td>
</tr>
<tr>
<td></td>
<td>Best Practices in Public-Sector Project Communications</td>
<td>172</td>
</tr>
<tr>
<td></td>
<td>Discussion Questions</td>
<td>172</td>
</tr>
<tr>
<td></td>
<td>Exercises</td>
<td>173</td>
</tr>
<tr>
<td>11</td>
<td>Managing Project Risk</td>
<td>175</td>
</tr>
<tr>
<td></td>
<td>The Challenges of Managing Risks in Public-Sector Projects</td>
<td>175</td>
</tr>
<tr>
<td></td>
<td>The Required Functions for Public-Sector Project Risk Management</td>
<td>178</td>
</tr>
<tr>
<td></td>
<td>Best Practices for Public-Sector Project Risk Management</td>
<td>193</td>
</tr>
<tr>
<td></td>
<td>Discussion Questions</td>
<td>194</td>
</tr>
<tr>
<td></td>
<td>Exercises</td>
<td>195</td>
</tr>
<tr>
<td>12</td>
<td>Managing Project Procurement and Vendors</td>
<td>197</td>
</tr>
<tr>
<td></td>
<td>The Necessary Functions of Public-Sector Project Procurement Management</td>
<td>198</td>
</tr>
<tr>
<td></td>
<td>The New Demands on Managers and New Tools for Managers</td>
<td>211</td>
</tr>
<tr>
<td></td>
<td>The Differences Among Activities, Outputs, and Outcomes</td>
<td>212</td>
</tr>
<tr>
<td></td>
<td>The Challenges of Outcome Management for Contractors and Vendors</td>
<td>215</td>
</tr>
<tr>
<td></td>
<td>Performance Management</td>
<td>216</td>
</tr>
</tbody>
</table>
## Contents

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Managing the Cultural Changes Necessary for Successfully Managing Vendors</td>
<td>217</td>
</tr>
<tr>
<td>The Legal Framework for Outsourcing Project Products and Services to Vendors</td>
<td>218</td>
</tr>
<tr>
<td>Managing Changes and Expectations in the Vendor Relationship</td>
<td>224</td>
</tr>
<tr>
<td>Best Practices for Public-Sector Project Procurement Management</td>
<td>225</td>
</tr>
<tr>
<td>Discussion Questions</td>
<td>226</td>
</tr>
<tr>
<td>Exercises</td>
<td>227</td>
</tr>
<tr>
<td>THE CONSTRUCTION AND RECONSTRUCTION OF THE PANAMA CANAL</td>
<td>228</td>
</tr>
</tbody>
</table>

### 13 Managing Complexity and Chaos in Public-Sector Projects

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Role of Complexity and Chaos in Public-Sector Projects</td>
<td>231</td>
</tr>
<tr>
<td>Modern Insights into Chaos, Complexity, and Turbulence</td>
<td>232</td>
</tr>
<tr>
<td>The Challenges of Chaos and Complexity for Projects and the Recognition of the Limits of Certainty</td>
<td>234</td>
</tr>
<tr>
<td>Factors Creating Complexity in the Project Environment</td>
<td>239</td>
</tr>
<tr>
<td>Three Supplementary Methods for Managing Chaos and Complexity in Projects</td>
<td>240</td>
</tr>
<tr>
<td>Concluding Comments on Chaos and Complexity in Projects</td>
<td>248</td>
</tr>
<tr>
<td>Discussion Questions</td>
<td>249</td>
</tr>
<tr>
<td>Exercises</td>
<td>250</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Section</th>
<th>Page</th>
</tr>
</thead>
<tbody>
<tr>
<td>Glossary</td>
<td>251</td>
</tr>
<tr>
<td>Index</td>
<td>267</td>
</tr>
</tbody>
</table>
What do the Great Pyramid of Giza and the Marshall Plan have in common? Both are examples of public-sector projects that had—as do many public-sector projects—an impact on their societies. The Great Pyramid of Giza took 20 years to complete, involved up to 200,000 salaried workers, was constructed to an accuracy of .05 percent, and for 3,800 years was the tallest man-made structure in the world. The Marshall Plan was created in 1947 to rebuild Western Europe after World War II. In its four years of operation, it distributed $13 billion in economic and technical assistance. By the time the Plan was terminated, the economies of every participating nation, except Germany, had grown to prewar levels.

Not every public project impacts society in the same way that these two projects did. But every public project has the capability to improve the lives of citizens or the effectiveness and efficiency of government. Those who manage public-sector projects participate in a proud tradition of projects that created results for society.

Managing projects is always a challenge, especially when those projects involve multiple stakeholders, new or unproven technology, shifting or unclear project requirements, and constrained resources. Those project challenges multiply in the public sector, which depends on successful projects to make the changes necessary to cope with a fast-changing world.

Compounding the challenges of public-sector projects is the shortage of good project managers in the public sector. As the public sector is increasingly challenged to do more with less, it will need the talents of thousands of solid project managers, something public-sector organizations are just now coming to grips with. At the national, regional, state, and local levels, governments are seeking ways to increase the number of project managers at their disposal and build the skills of those they have, so they can manage the complex projects on the public agenda. Other governments are outsourcing the management of projects to private-sector project
managers, who will need a deep understanding of public-sector processes and constraints.

That new economy that we hear so much about is the driving force behind the need for better project management. Government across the world is, in fact, facing a perfect storm of increasing demands for services with a decreasing ability to raise revenues. Today’s public-sector managers will be required to compete in world markets that will demand much of them and provide them with fewer resources than they need. They will be forced to make their way in an economic environment that is much tougher than that of just a few years ago. The next chapter examines the ways private-sector organizations have tried to respond to this new and challenging environment in an attempt to gather clues as to how public-sector organizations can also thrive.

Project management is one of the best tools for those who work in government or with government and public-sector projects. Although project management is not a magic bullet for success, I would not want to attempt to survive in the new economy or try to deliver results in the public sector without that bullet in my gun. Solid project management skills will not guarantee that public-sector managers will accomplish great and wonderful things, but having those skills will increase the probability that they will.

OBJECTIVES

This book has been designed to address the particular and daunting challenges of managing public-sector projects and increasing project management skills in the public sector. It introduces project management methods and tools that have proven useful in both public-sector and private-sector organizations and identifies both the difficulties of public-sector projects and best practices for dealing with them.

Ultimately, this book is designed to enable public-sector project managers to guide the crucial dialogues necessary for successful projects. It is also intended to help them organize and inspire public organizations to take the actions necessary to create project deliverables that meet organizational needs. It provides those project managers with the hard and soft skills necessary for success in the public sector.

This book follows and attempts to be compliant with the project management methods established by the Project Management Institute (PMI®), the world’s largest and most respected association of project
managers. It attempts to avoid conflicts with both *A Guide to the Project Management Body of Knowledge (PMBOK® Guide—Fourth Edition)* and the *Government Extension to the PMBOK® Guide Third Edition*, which is also a PMI publication.

This book is for public-sector project managers who want to optimize project outcomes and make a positive contribution to their agencies and organizations. It is for those who have worried about meeting a deadline for a project or getting the support of their stakeholders. It is for those who have wondered about whether they knew what was being requested of them by their managers or stakeholders. It is for those who did not get the results they wanted or who are concerned about new demands and challenges in a high-speed and very demanding environment.

This book is also for those private-sector project managers who are performing projects under contract with the public sector or whose projects interface with public-sector processes or programs. As those private-sector project managers attempt to achieve project results, they may become frustrated with the size of the community of project stakeholders that needs to be satisfied and with public organizations that seem to value rigorous attention to the many constraints that affect public-sector projects over the attainment of business objectives. As will be discussed later, that focus on constraints over results is simply the result of the inherent structure of public-sector programs, which find their roots in statutes, rules, and processes. That focus may also be the result of the fact that penalties for nonconformance outweigh the benefits of attaining results in most public-sector organizations.

No matter what the cause, public-sector projects must be managed differently than most private-sector projects and are subject to additional challenges. The good news, however, is that most public-sector employees are competent and want to achieve outcomes that benefit their organizations and the public. With an understanding of public processes and constraints, private-sector and public-sector project managers can optimize the outcomes of their government projects.

The skills that are embedded in modern project management are survival skills for the future that can be applied in virtually any endeavor. If those skills can be mastered, success will be more likely. In addition, project management skills can be taken from government into the private sector. In fact, one of the principles governing this book is that public projects are tough, and that, if you can manage them, you can manage any projects.
The objectives of this book are to:

- Increase the capability of public-sector managers and private-sector project managers working under government contracts to successfully manage projects
- Create recognition of the importance of good project management in the public sector
- Improve the work products created by public-sector project managers and increase stakeholder satisfaction
- Provide public-sector project management guidance that is consistent with project management best practices, many of which are articulated in the PMBOK Guide—Fourth Edition
- Emphasize the role of planning in order to manage customer, manager, and project team expectations
- Link participants to the traditions of public service and public-sector projects that have had an impact on our world

In order to make participants aware of the long and illustrious history of public-sector project management, a case study of a public-sector project is presented in each chapter. In addition to discussion questions and exercises for each chapter, key public-sector project management terms are included in the glossary.

OUTLINE OF THE BOOK

This preface introduces the book and its goals. Chapter 1 explores the challenges of public-sector project management and the relevance of project management for public-sector managers. It examines the differences between the public sector and the private sector as those differences apply to projects and looks at the looming tsunami about to impact government and how private-sector organizations have coped with the changes that have affected them. It also explores the challenges of project management in the public sector.

Chapter 2 lays the foundations for a study of project management in the public sector. It introduces some of the critical definitions of project management and critical success factors for public-sector projects. It also explores project management maturity models and how they can be adapted to the public sector. Last, it discusses how scalable models of project management can be adapted for a variety of public-sector project
types. Chapter 2 begins to explain the need to address public-sector projects as broad communities of stakeholders that require as much management as the details of the project.

Chapter 3 identifies a framework for public-sector project management and details the specific processes, Process Groups, and Knowledge Areas necessary for effective public-sector project management. It identifies the necessary functions for public-sector project management and discusses how public-sector project managers can select the right project management processes for their projects based on the risks of their projects.

The next nine chapters examine the nine project management Knowledge Areas with a focus on identifying the challenges embedded in those knowledge areas for public-sector project management. Chapter 4 begins an examination of those project management knowledge areas with a look at project integration. It examines the functions necessary for integrating the various aspects of the project and creating the project plan. It also examines the management and monitoring of project work in public-sector projects. And it focuses some attention on the initiation of the project, including the creation of the project charter, the principle document necessary for good public-sector project initiation.

Chapter 5 addresses the critical importance of managing project scope and the necessary processes for it in public-sector projects, including the development of the work breakdown structure (WBS). It highlights the WBS as the centerpiece of project planning and the definition of the project’s scope. It also addresses the challenges of managing project scope in the public sector.

Chapter 6 describes methods for creating and managing the project schedule. It focuses attention on the creation of the project network diagram and the identification of the critical path. It describes and applies methods for project duration compression and the special challenges of managing the schedule for public-sector projects, in which elements of the project that take considerable amounts of time may be outside the control of the project team.

Chapter 7 describes the role of project cost management, a function that is too often overlooked in public-sector projects. It examines the techniques for estimating and managing the resources and costs of the project and identifies the challenges of public-sector project cost management. It identifies methods for project selection and prioritization and builds a model for prioritizing public-sector projects. It also describes and applies
earned-value management as a tool for integrating schedule, cost, and performance data.

Identifying and managing project quality in public-sector projects is the focus of Chapter 8. It examines methods and tools for identifying and managing quality criteria for public-sector projects. It introduces the requirements cycle and the attributes of good requirements as it explores meeting customer requirements as a definition of project quality for public-sector projects. It also describes the importance of compliance with applicable rules and laws as an indicator of public-sector project success.

Chapter 9 is devoted to a discussion of managing project human resources. It examines ways to build and nurture a project team within the constraints of the public sector. It also examines methods for managing public-sector project teams and methods for effectively managing project conflict. Last, it looks at the leadership role of the project manager as he or she attempts to inspire the project team.

Chapter 10 examines the critical role of project communications, arguably the most important role of the project manager. It identifies strategies to determine the communications needs of stakeholders and builds a plan to satisfy those needs. Last, it addresses the emerging need for project managers and other agency managers to adopt strategies to prevent the loss of organizational knowledge as the baby boom generation leaves the workplace and as workforces are downsized.

Chapter 11 addresses the management of project risks. It examines the unique risks of public-sector projects and the tools for project risk management in those projects. It shows how to build a risk register for a public project that contains identified risks, the results of risk analysis, risk-response plans, secondary risks, risk owners, residual risks, and risk triggers. It also looks at the management of the project constraints that affect public-sector projects and identifies a new tool, the constraint management plan, which can be useful for public-sector projects.

Chapter 12 discusses public-sector project procurement and vendor management. It begins with an examination of the project procurement management techniques, which are becoming more critical as public-sector organizations increase their utilization of outsourcing as a means of reducing costs. It examines the specific procurement constraints imposed on public-sector projects. Last, it identifies best practices for managing outcomes and vendors, including the creation of good service-level agreements and statements of work for vendors.
Chapter 13 introduces the role of complexity and chaos in public-sector projects, which tend to be more complex than many of their private-sector counterparts. It identifies and applies a special set of supplementary tools for the management of chaos and complexity in projects. Although good project planning is intended to reduce the complexity of the project environment, in many public-sector projects, outside factors introduce high levels of complexity. This chapter describes and applies three tools for managing those influences.

Embedded in this book is my deeply held appreciation for the work of public-sector employees, who strive in the face of nearly overwhelming constraints to do their best and to serve the public. We have come through a painful period during which public servants were labeled as a problem to be solved rather than as an asset to be fostered. In truth, we have always depended on the efforts of public servants to create and maintain an orderly and just society. As we charge into this new millennium and this new economy, we will need them more than ever before.

The Great Pyramid of Giza

Although a lot of public-sector projects create dramatic results, not every public project creates one of the Seven Wonders of the Ancient World. One that did was the Great Pyramid of Giza.

When the Egyptian pharaoh Khufu decided to create a burial tomb for himself and his close family, he went big. The Great Pyramid we see today is only a small part of the entire structure, which included two temples, three smaller pyramids for Khufu’s wives, a raised causeway, and a set of small tombs for nobles. When it was finished, the Great Pyramid became the tallest structure in the world and held that title for nearly 4,000 years until the construction of the Eiffel Tower. What we see today is smaller than the original because the casing stones have fallen off and been moved away from the site. It was composed of 2,500,000 limestone blocks, each weighing between two and 70 tons.

The project team consisted of between 100,000 and 200,000 men, who had to be housed, fed, clothed, paid, coordinated, and managed. Given the length of the project and the hazards of construction, some of those workers had to be buried, and a cemetery for workers has been found. The chief architect (and probably project manager) was
Khufu’s vizier, Hemon. There is no record of his earning his PMP. Debate continues as to the construction techniques applied, though they were probably innovative and comparable to the use of new technology today. The project was completed in 20 years, a short time given the size of the Great Pyramid and the daunting tasks that had to be performed.

In addition to the sheer size of the project, it was built to exacting quality standards. Some estimates conclude that construction accuracy was within .05 percent of the plan, which is astounding given the size of the endeavor and the crude tools available. It was also aligned to the four points of the compass, a feat that was regarded as being beyond the capability of the technology available at the time.

Functional requirements were also demanding. The project had to meet the needs of a demanding pharaoh and his family as they made their transition into the afterlife, which required a complex set of internal chambers and passages, including ventilation shafts that maintain the interior temperature of the Pyramid at 68 degrees Fahrenheit. Not only did the structure have to be secure, but it had to be secure forever so that the bodies of the pharaoh and his family would never be disturbed. Unfortunately, the project did not adequately assess the ingenuity of thieves, who simply dug around sealed entrances and quickly disturbed the burial chambers.

With an ambitious design, innovative construction techniques, a dedication to meeting demanding quality standards, and the careful coordination of a gigantic project team, the project manager for this public project was able to create a marvel of engineering that has endured for centuries.
Chapter 1

The Challenges of Public-Sector Project Management and the Coming Storm

THE DISTINGUISHING CHARACTERISTICS OF THE PUBLIC SECTOR

Before embarking on a study of public-sector project management, including its unique characteristics, we should first identify how the public sector differs from the private sector. More differences exist between private-sector organizations and public-sector organizations than just their approach to earning and distributing revenue.

Of course, there are differences among public-sector agencies as well. Some public-sector organizations can be defined as public enterprises that are charged with the provision of services on a self-supporting basis. These include municipal utilities that provide water, wastewater, sewer, and other services. Other public-sector organizations can arguably be described as only quasi-public. Examples of these organizations are state-supported universities, which receive an increasingly lower percentage of their operating funds from the states they are in.

Some public-sector organizations provide direct services to the public, although those services are increasingly being outsourced as well. A good example is the provision of mental health services by state institutions. Until the 1970s, state institutions were one of the primary modes of service provision to people with mental illnesses or mental retardation. Since then, those institutions have largely been closed, and service provision has moved to private hospitals.
Other public-sector agencies set standards for the industries or perform economic regulation. Public service commissions at the federal and state levels set rates for gas, electricity, and telecommunications providers. In the past decade, some of those services have been deregulated, and market mechanisms are allowed to set rates. Nonetheless, public service commissions still retain general oversight of the quality of services and the maintenance of effective markets.

Some public-sector organizations are also responsible for ensuring that other agencies comply with the myriad of laws, rules, and process requirements that have been levied on public-sector agencies. Those organizations exercise formal and informal supervision of other agencies and may set requirements for agency operations. Budget agencies not only prepare the budget for the jurisdiction (e.g., the city, the state, the nation) but also are responsible for ensuring that the agencies comply with budget requirements and conform to appropriated limits. These agencies create or enforce many of the constraints that impact public-sector projects.

Despite this array of types of public-sector organizations, they have some shared characteristics, particularly with regard to the management of their projects. Descriptions of those shared characteristics follow.

The Public-Service Purpose

Although they sometimes provide services to distinct populations (like issuing hunting and fishing licenses), all public-sector organizations operate to serve the larger public. That service to the public complicates the management of public agencies and public-sector projects, because it makes identifying objectives much more complex. Not only do a variety of opinions attend the best way to serve that public, but the public itself is difficult to define. For example, what is the goal of a public-sector program designed to revitalize neighborhoods? And who is the public to be served by that program? Is the goal of the program to encourage new investment and development in the neighborhood, which might draw new residents to the neighborhood and consequently drive out current low-income residents? Or is the goal to make housing affordable to current residents? The answers to those tough questions are not without controversy and can substantially impact the direction of the program and the projects within it.
In general, public-sector agencies lack the simple measures of performance, like return on investment (ROI), that private-sector organizations enjoy. Although simple project outcomes, like on-budget performance and timeliness, can be measured, larger outcomes, like the impact on public welfare, are more difficult to measure.

Overlapping Oversight Mechanisms

Public agencies are constrained by overlapping oversight structures. A public agency may operate under (1) the oversight of an elected executive (e.g., a governor or the President), (2) oversight agencies like the Government Accountability Office (GAO) or an office of the budget at the state level, (3) legislative bodies and their own oversight agencies (e.g., a legislative budget office), and (4) elected oversight officials, such as state auditors and treasurers. The constraints of these overlapping oversight agencies are embedded in statutes, rules, executive orders, and required processes. This overlapping oversight represents, at the operational level, the system of checks and balances that limits the power of government agencies to operate outside the bounds of public authorization.

As a result of this overlapping oversight, public-sector projects may be required to dedicate substantial resources to ensuring that constraints are not violated and that oversight agencies are placated. These constraints are, in fact, designed to limit agency discretion and operations so that public-sector employees remain accountable. In addition, the penalties on public-sector agencies for violating these constraints are so severe that public-sector agencies may be very risk averse, even to the extent of choosing compliance over the attainment of business objectives. These overlapping oversight mechanisms also increase the number of project stakeholders with an interest in a project.

For reference throughout this book, it may be useful to identify the hierarchy of official and formal constraints that impact public-sector projects. They are as described in hierarchical order in Table 1.1.

In national governments, the executive is typically called the president; in states, it is called the governor, and in cities, the mayor. In city governments, the legislative body is usually called the city council. For other levels of government, other terms may be applied. For example, in U.S. county governments, the executive and legislative functions are both performed by the county commission made up of elected commissioners.
Table 1.1 Official Constraints of Public-Sector Projects

<table>
<thead>
<tr>
<th>Formal Constraint</th>
<th>Source</th>
<th>Description</th>
<th>Example</th>
</tr>
</thead>
<tbody>
<tr>
<td>Constitution (or City Charter)</td>
<td>Derived directly from the consent of the people under the authority of their sovereign capacity (i.e., there is no higher authority)</td>
<td>The set of fundamental rules governing a jurisdiction. Constitutions are typically general and describe the powers allowed to the government by the people. Constitutions are deliberately hard to change and are, therefore, entrenched. All specific government actions must be allowed by the general terms of the constitution.</td>
<td>The Constitution of the United States, including amendments made to it since its adoption in 1787</td>
</tr>
<tr>
<td>Statute or Law</td>
<td>Created by those elected by the people (legislators or representatives) to act on their behalf</td>
<td>The formal, written enactments of the state. Statutes are created by processes defined by the constitution and under its authority. Laws are enforceable and penalties are specified for violation of laws. Statute law is written and common law is also defined by practice and court decisions.</td>
<td>The Freedom of Information Act (5 U.S.C., 552, as Amended), which makes public records accessible to the public with certain restrictions</td>
</tr>
<tr>
<td>Executive Order</td>
<td>Issued by the executive based on either constitutional powers prescribed to the executive or laws passed by the legislature</td>
<td>Regulations issued by the executive under defined constitutional or legislative authority that have the force of law. Executive orders are enforced by courts unless they are deemed to be in violation of the constitution or existing law. Executive orders can be revoked by legislation or superseded by new executive orders.</td>
<td>Executive Order: Facilitation of Presidential Transition, issued October 2009 to describe the roles of persons charged by the President to assist in the transition to the new administration.</td>
</tr>
<tr>
<td>Administrative Rule</td>
<td>Issued by public agencies in order to implement statutes</td>
<td>Standards issued by agencies within the powers authorized by statute and regulations. Administrative rules are issued by public agencies to implement statutes.</td>
<td>Chapter 123:3-1 of the Ohio Administrative Code, Use of</td>
</tr>
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Administrative rules are not subject to the same legislative processes as statutes but must still be issued in conformance with standards that allow for public review and comment. Administrative rules are often issued to create specific guidelines that implement a general statute. Internal agency policies typically do not require the issuance of an administrative rule; requirements that apply to the public or other agencies often do require the issuance of an administrative rule. Administrative rules often require some sort of legislative or executive rule review to ensure that they comply with statute. Administrative rules can be (1) regular rules, which are established through a public comment and hearing process; (2) interim rules, which have a specific time limit; or (3) emergency rules, which can only be adopted in cases of imminent danger to the public. Administrative rules are codified in the administrative code of a jurisdiction.

| Mandatory Process or Procedure | Issued by agencies | Describe policies employed internally by agencies to perform their functions. Do not have the force of law and cannot conflict with law or administrative rule. | Agency policy prohibiting the use of e-mail by employees for private purposes |

Electronic Signatures and Records, Office of Information Technology, which prescribes the use of electronic signatures and transactions by state agencies.
A Short Planning Horizon

Private-sector organizations like to presume that they operate at higher speed than public-sector agencies. Sometimes they do, but there is one area in which the public sector is required to move more quickly. Public-sector agencies have a shorter planning horizon than private-sector organizations because of electoral cycles. Although some public-sector agencies are not subject to election cycles (e.g., publicly supported universities and other board-governed agencies), those that are subject to them are required to articulate an agenda, create plans for implementation of that agenda, and create outcomes in four years, with a four-year grace period if the administration is reelected.

Private-sector, for-profit organizations can establish substantially longer time horizons for product planning and other strategic movements. Public-sector organizations cannot count on the commitment to strategic goals beyond the term of current political officeholders and their appointees.

A Contentious Environment

Every project is subject to conflict and differences of opinion, and private-sector projects may not be supported by all of the organization’s stakeholders. But public-sector organizations are subjected to an organized political opposition. That opposition, usually embedded in the opposition party, may be on the alert for opportunities for criticism of the current administration. In addition, the media, though not explicitly attempting to find fault with the current administration, finds “good copy” in the failures of public-sector projects. Unfortunately, failed projects make better stories than successful projects. Both of these factors in combination cause public-sector project managers to feel that they operate in a hostile environment and that they need to avoid visible failure at all costs.

Overlapping Service Delivery Mechanisms

It is rare that any public-sector agency has a monopoly on providing a public service or attaining a public goal. In the United States, for example, services provided to those with mental illnesses may be funded by federal programs and grants, managed by state agencies, and provided by private
providers, the state agencies themselves, and county governments. Similarly, education at any level is subject to a variety of funding mechanisms at various levels of government and is provided to the public by an equally extensive array of organizations.

As a result, public-sector agencies have to coordinate their projects with other agencies and consider the impact of their projects on that array of programs and providers. These overlapping service delivery mechanisms also increase the number of stakeholders involved in a project.

Some observers might argue that another difference between public-sector and private-sector projects is that public-sector employees are not adequately motivated. That is not the case. First, though it is true that public-sector employees may not be motivated by short-term financial rewards such as bonuses, they are motivated by the same drives for professionalism and career growth that inspire private-sector employees. Second, they have learned that their motivation for performance must be tempered with an understanding of the constraints under which they work. Blind ambition or revolutionaries cannot be accommodated in public-sector agencies, and public-sector employees have learned that accomplishing objectives requires sharing responsibility and working within existing systems or shaping those systems incrementally.

Third, because of the long-term nature of most public-sector employment and the group cohesion that characterizes many public-sector agencies, public-sector employees have strong group norms and are motivated by a desire to support their colleagues. Although military operations are perhaps an extreme example of public-sector projects, the behavior of soldiers in combat has been shown to be motivated by allegiance to their comrades in small units. Public-sector project managers may want to keep in mind that, in many cases, the allegiance to the small group exceeds the allegiance to the larger agency or organization.

Last, public-sector employees are also motivated by a concern for the public interest. Operationalizing that concern requires complex behaviors given the challenges inherent in identifying the public interest and the actions that must be taken to serve that interest. Inspiring project team members based on their public-interest motivation is, of course, more challenging than awarding them bonuses, which is probably also impossible in public-sector agencies. It is a factor, however, that astute project managers can apply to induce team performance.
Private-sector project managers like to assume that their work is more demanding than projects in the public sector. They assume that their projects are more complex, subject to tougher management oversight, and mandated to move at faster speeds. Although private-sector projects can be tough, in many cases, it is easier to accomplish results in the private sector than in the public sector.

Public-sector projects can be more difficult than many private-sector projects because they:

- Operate in an environment of often-conflicting goals and outcomes
- Involve many layers of stakeholders with varied interests
- Must placate political interests and operate under media scrutiny
- Are allowed little tolerance for failure
- Operate in organizations that often have a difficult time identifying outcome measures and missions
- Are required to be performed under constraints imposed by administrative rules and often-cumbersome policies and processes that can delay projects and consume project resources
- Require the cooperation and performance of agencies outside of the project team for purchasing, hiring, and other functions
- Must make do with existing staff resources more often than private-sector projects because of civil-service protections and hiring systems
- Are performed in organizations that may not be comfortable or used to directed action and project success
- Are performed in an environment that may include political adversaries

If these challenges were not tough enough, because of their ability to push the burden of paying for projects to future generations, public-sector projects have a reach deep into the future.\(^1\) That introduces the challenges of serving the needs of stakeholders who are not yet “at the table” and whose interests might be difficult to identify. Some also cite the relative lack of project management maturity in public organizations as a challenge of public-sector projects.

In addition to these complications, public projects are often more complex than those in the private sector. For some projects, the outcome can be defined at the beginning of the project. Construction projects are one example. For other projects, the desired outcome can only be defined as the project progresses. Examples of those are organizational change projects and complex information technology projects. Although the first type of project can be difficult and require detailed planning and implementation, the second type, those whose outcomes are determined over the course of the project, are regarded as more challenging. They require more interaction with stakeholders and more openness to factors outside of the control of the project team.

Because of the multiple stakeholders involved in public-sector projects, the types of projects the public sector engages in, and the difficulty of identifying measurable outcomes in the public sector, more public-sector projects are likely to be of the latter variety and more difficult. Project complexity and tools for managing complexity and chaos will be discussed later in this book.

As a result of the distinguishing characteristics of public-sector organizations, public-sector projects require the management, not only of the project team, but of an entire community. Little is accomplished in the public sector by lone individuals or even by teams working in isolation. Instead, public-sector projects engage broad groups of stakeholders who not only have a stake in the project but also have a voice and an opportunity to influence outcomes. In public-sector projects, even though the project manager may be ultimately accountable, governance of the project and credit for successes must be shared.

The good news for public-sector project managers is that the community of stakeholders, which may seem to be a burden, can also be an opportunity and a source of resources and support. Many of those stakeholders stand ready to provide help to the project manager as he or she attempts to navigate the constraints affecting the project. Others can be enlisted to support the project, and their authority can make the difference between project success and failure.

THE COMING STORM

In addition to the existing challenges of public-sector projects listed previously, some factors will place soon more stress on public-sector organizations and demand even more emphasis on solid project