# Failure of Public Sector Programs: A Framework to Manage Success Criteria

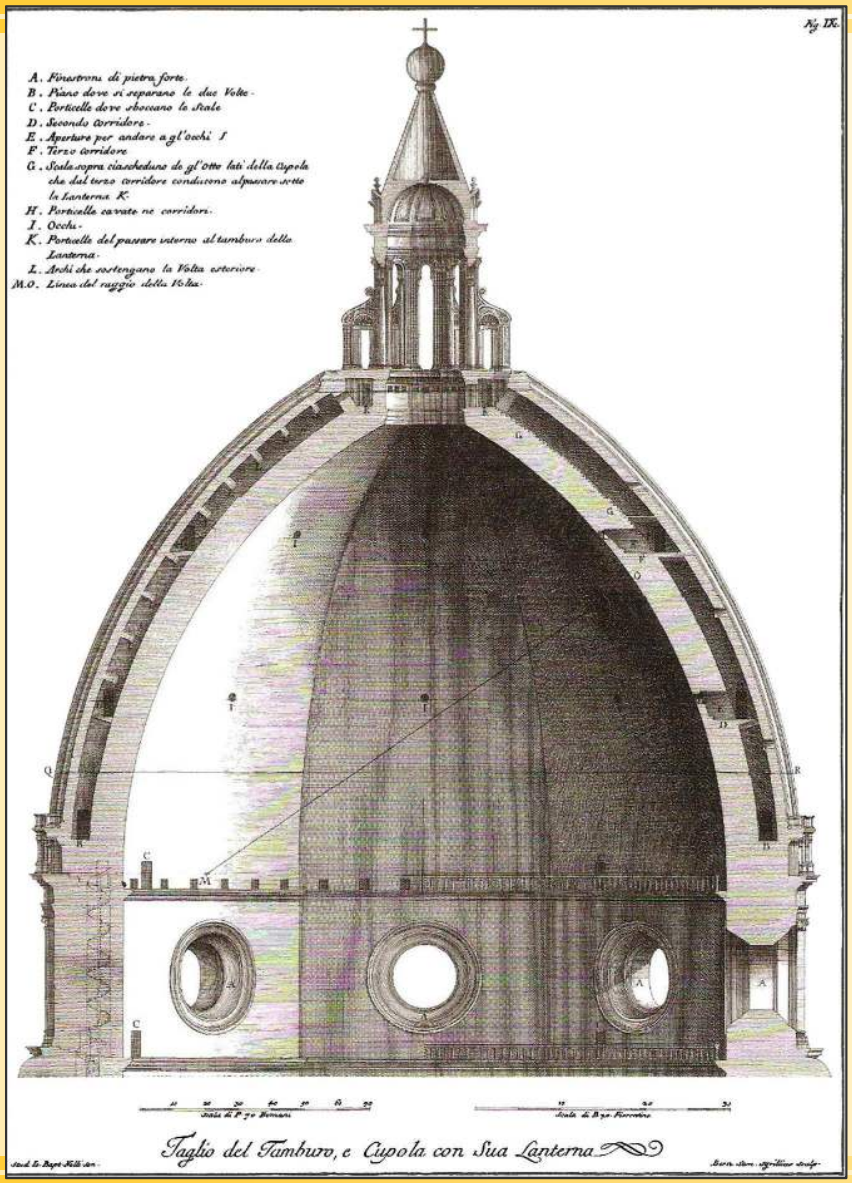
*P.G.R. Slay, A. Abbasi, A.Imran, C.K. Lee,*

# Overview:

- Why am I interested in this topic
- Historical Perspective of project management
- Project success development
  - Confounding Variables
- Who defines success; especially in Public Sector environment
- Framework to develop/ manage specific success criteria

# Sextus Julius Frontinus - AD 97

- Curator Aquarium to Rome
- Responsible for delivery of fresh water to Rome
- 2 Volume Manual:
  - Design, Construction & Operation
  - Public Tendering for construction & maintenance
  - Legal tendering guidelines




# Florence Duomo Project 1420 – 1436

- Florence Cathedral – “Complete” 1367
- 42m hole in roof
- Nobody could design or construct major self supporting dome at 30m above chancel floor
- After 50 yrs – International Design Competition
- Filippo Brunelleschi to investigate & Design then project manage construction
- Documentation shows sophistication that could fit PMBOK

(Kozak-Holland and Procter, 2014)

# Project Management Tools

- Henri Fayol (1841 – 1925): French Engineer in Iron/ Steel Industry Identifies PM Functions:

  Planning, Organizing, Commanding, Coordinating & Controlling

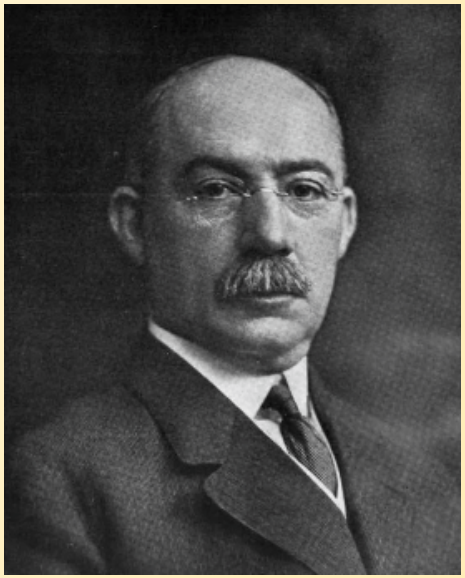
- Henri Gantt (1861 – 1919): American Engineer in Steel Industry The Gantt Chart, 1917

  Polish Economist Karol Adamieckic – Harmonogram in 1896

- M. R. Walker: Critical Path Method in 1957 for Chemical Plant Shutdown Maintenance Project

- Polaris Rocket Program, 1958: Project Evaluation & Review Technique (PERT)

- J. Fondahl: Precedence Diagramming Method (PDM) in 1958 for US Bureau of Yards & Docks



http://mbsportal.bl.uk/taster/subjareas/busmanhist/mgmtthinkers/gantt.aspx

# Birth of Modern Project Management

**First Dedicated Project Managers on Projects**

- USA: North American Transmountain Oil Pipeline project 1951 – 1953. Bechtel

- Australia: Civil & Civil in 1954 -1955 to undertake development projects

# Birth of Modern Project Management

**Peak Bodies**

- International Project Management Association (IPMA) 1965 (then International Management Systems Association)
- Project Management Institute (PMI) 1969
- Association for Project Management (APM) 1972 in UK
- Australian Institute of Project Management (AIPM) in 1976 (then Project Management Forum)

# What is a Successful Project?

## Jugdev & Muller 4 Period Summary:

**Period 1**: Project Implementation and Handover (1960s – 1980s). Typically the "iron triangle" of compliance to **time cost and scope**

**Period 2:** Critical Success Factor (CSF) Lists (1980s -1990s). Emphasis towards quality assurance & level of satisfaction of various stakeholders. Distinction between project and project management outcomes.

**Period 3:** CSF Frameworks (1990s – 2000s). Addition of the information system, Organisational Benefits and Stakeholder/ Community Benefits. Also success viewed from both a technical perspective and as a contribution to strategic mission outcomes

(Jugdev and Muller, 2005)

# What is a Successful Project?

**Period 4:** Strategic Project Management (21st Century): approach includes the essential nature of an interactive relationship between client (project owner) & Project Manager

- The criteria for success should be agreed with stakeholders before the project starts and reviewed throughout the project life.
- A partnership relationship should be maintained between the project manager and client.
- The client should empower the project manager with sufficient flexibility to manage unforeseen circumstances.
- The client should take an active interest in the ongoing performance of the project.

(Jugdev and Muller, 2005)

# Research into Project Success

## Project Success Factors

- Factors leading to an environment conducive to successful outcomes
- Wide Ranging: force majeure conditions, latent conditions, project risk, project manager competency and local tolerance to corruption

## Outcome Criteria

- Generally drawn from generic project environments
- Often in Association with surveys through Project Management Peak Bodies

| Criteria | Muller 2010 | McLeod, Doolin & MacDonell (2012) | Bryde & Robinson 2005 | Bryde (2005) | de Wit 1988 | Geoghegan 2008 | Zwikael 2006 | Pankratz & Basten 2014 | Westerveld 2002 | Bakhsheshi & Nejad 2011 | Atkinson 1999 | Thi & Swierczek (2010) | Kerzner 1987 | Belassi & Tukel 1996 | Dvir, Sadeh & Malach-Pines 2006 | Muller & Turner 2007 | Muller & Jugdev 2012 | Przemysław 2013 | Pankratz & Basten 2014 | Cserhait & Szabo 2014 |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| **Core Project Outcomes** | | | | | | | | | | | | | | | | | | | | |
| On time | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ |
| On budget | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ |
| On Quality | \ | | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ |
| Within scope | | \ | | | | | | | | | | \ | \ | | | | | | | |
| Meeting user requirements | \ | \ | \ | | | \ | \ | | | \ | \ | | | | | \ | \ | \ | \ | \ |
| Reoccuring business | \ | | | | | | | | | | | | | | | \ | | | | \ |
| Reliable product | | | | | | | | | | | | | | | | | | \ | \ | |
| **Compliance to Processes** | | | | | | | | | | | | | | | | | | | | |
| Good project processes | | | | \ | | \ | \ | \ | | | | | | | | | | | \ | |
| Good post audit analysis | | | | | | | | | | | | | \ | | | | | | | |
| **Stakeholder Satisfaction** | | | | | | | | | | | | | | | | | | | | |
| **a) Implementation Group** | | | | | | | | | | | | | | | | | | | | |
| Supplier satisfaction | \ | | | | \ | | | \ | \ | | \ | | | | \ | \ | \ | | \ | |
| Team satisfaction | \ | | | \ | \ | | \ | | \ | | \ | | | | | \ | \ | | | \ |
| Achieves its purpose | \ | | | | \ | \ | \ | | | \ | \ | | | | \ | | \ | \ | \ | \ |
| Client satisfaction | | \ | | \ | | | | | | | | \ | | | | | | | | \ |
| **b) Approval/ Endorsing Bodies** | | | | | | | | | | | | | | | | | | | | |
| | | | | | | | | | | | | | | | | | | | | \ |
| **c) Other Effected Groups** | | | | | | | | | | | | | | | | | | | | |
| Other stakeholder satisfaction | \ | | \ | | | | | | \ | | \ | | | | | \ | \ | | | \ |
| End-user satisfaction | \ | \ | | | | \ | \ | \ | \ | | \ | \ | | | | \ | \ | \ | | \ |
| Customer satisfaction | \ | | \ | | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ | | \ | |
| Community benefit | | | | | | | | | | | | | | | \ | | | | | \ |

# Benefits Realisation Management (BRM)

## Approach Developed in Parallel to Success Criteria

- Initially developed in 1980s largely UK based (Breese et al., 2015).
- Related to business change in Information Systems (IS) and Information Technology (IT).
- BRM's development occurred, in parallel with other areas of research into project success.
- Not reported in key academic reviews on project success (eg. Turner in 2013).

# Benefits Realisation Management (BRM)

- “Provides organizations with a way to measure how projects and programs add **true value to the enterprise**.” (PMI)
- Benefits: “**Value that is created for the project sponsor or beneficiary** as a result of the successful completion of a project” (PMI)
- Now more broadly integrated through peak bodies (eg. PMI)

# Current Research Direction

- Follow Search for Desired Project Outcomes
- Personal & Technical Competencies as drivers to those Outcomes

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| On budget | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ |
| On Quality | \ | | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | \ | | | \ | \ | \ | \ |
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# Confounding Variables

Is there a defined research outcome that we can rely on?

Can all previous research be relied upon in a given situation?

Is there a “One size fits all” formula that works?

Four Variables considered as potentially Confounding

# Confounding Variables

1. **Areas of Professional Endeavour**

- Project management is a generic profession?
- Most research elicits input from project managers and notes areas of endeavor.
- Is that reasonable?
- Could there be differing approaches to success dependent upon professional environment?

# Confounding Variables – 1 Professional Endeavour

| | | |
|---|---|---|
| Engineering | Medical Research | Agricultural |
| Pharmaceutical | R & D | Education |
| Software | Information Systems | Financial Services |
| Legal Services | Aerospace | Procurement |
| Logistics | Insurance | Media |
| Arts | Relief Aid | Telecommunications |
| Utilities | Oil & Gas | Government |

# Confounding Variables

## 2. Impact of Location or Culture

- Personal Experience
  - ➢ DTMR Qld Remote Communities Services Unit
  - ➢ Work Practices in Namibia
    - – trenching for services
    - – Chip-sealing roads
- Diallo & Thuillier – Important to understand success in a cultural context.
- Muriithi & Crawford research – Western Project Management concepts not universally valid

# Confounding Variables - 2
# Hofstede

Muriithi & Crawford research based on prior (& ongoing) work by Hofstede

Research started in 1970's & 80's funded by IBM to investigate differing behavior of its executives in different countries.

Stereotype approach to national groups developing cultural traits which typify a cultural group.

- Initially found 4 cultural traits which influence behavior.
- Ongoing research has increased this to 6

# Hofstede Cultural Traits

1. **Power Distance:** represents the level of **acceptance by less powerful individuals of an unequal distribution of power** (ie. high value shows a high level of acceptance).

2. **Individualism/ Collectivism:** represents the extent to which **people define themselves primarily as independent individuals** (high value) rather than in terms of being part of a group (family, village, tribe etc).

*G. Hofstede, Software of the mind, 1981*

# Hofstede Cultural Traits

3. **Masculinity/ Femininity:** represents the extent to which typically **masculine traits such as achievement, courage, competition** are valued (high) over perceived **feminine traits such as nurturing, quality of life and sympathy** (low).

4. **Uncertainty Avoidance:** represents the level that individuals feel **threatened by ambiguity and have a reluctance to take risks** (ie. **high** value represents low propensity for risk taking).

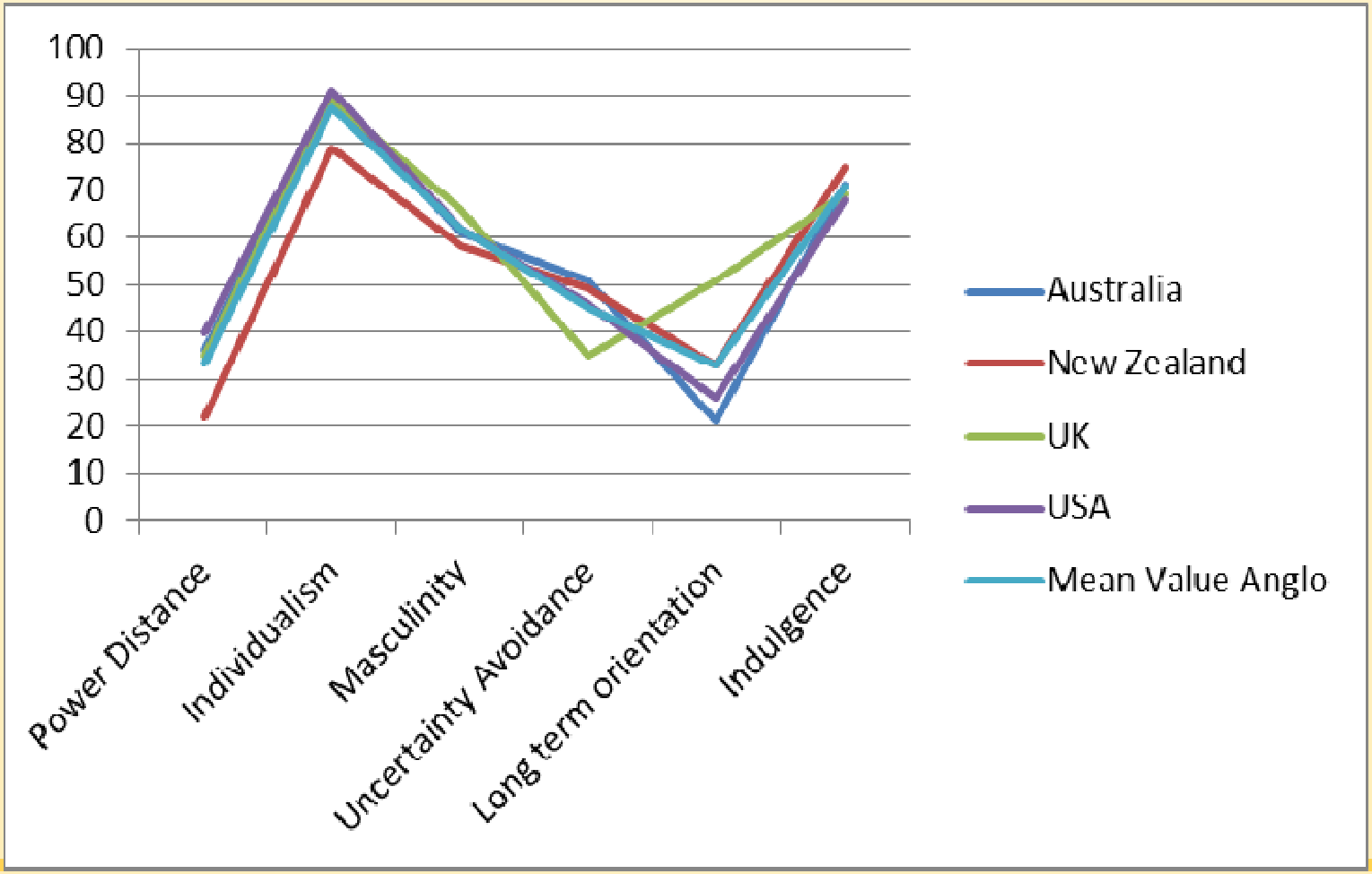
*G. Hofstede, Software of the mind, 1981*

# Hofstede Cultural Traits

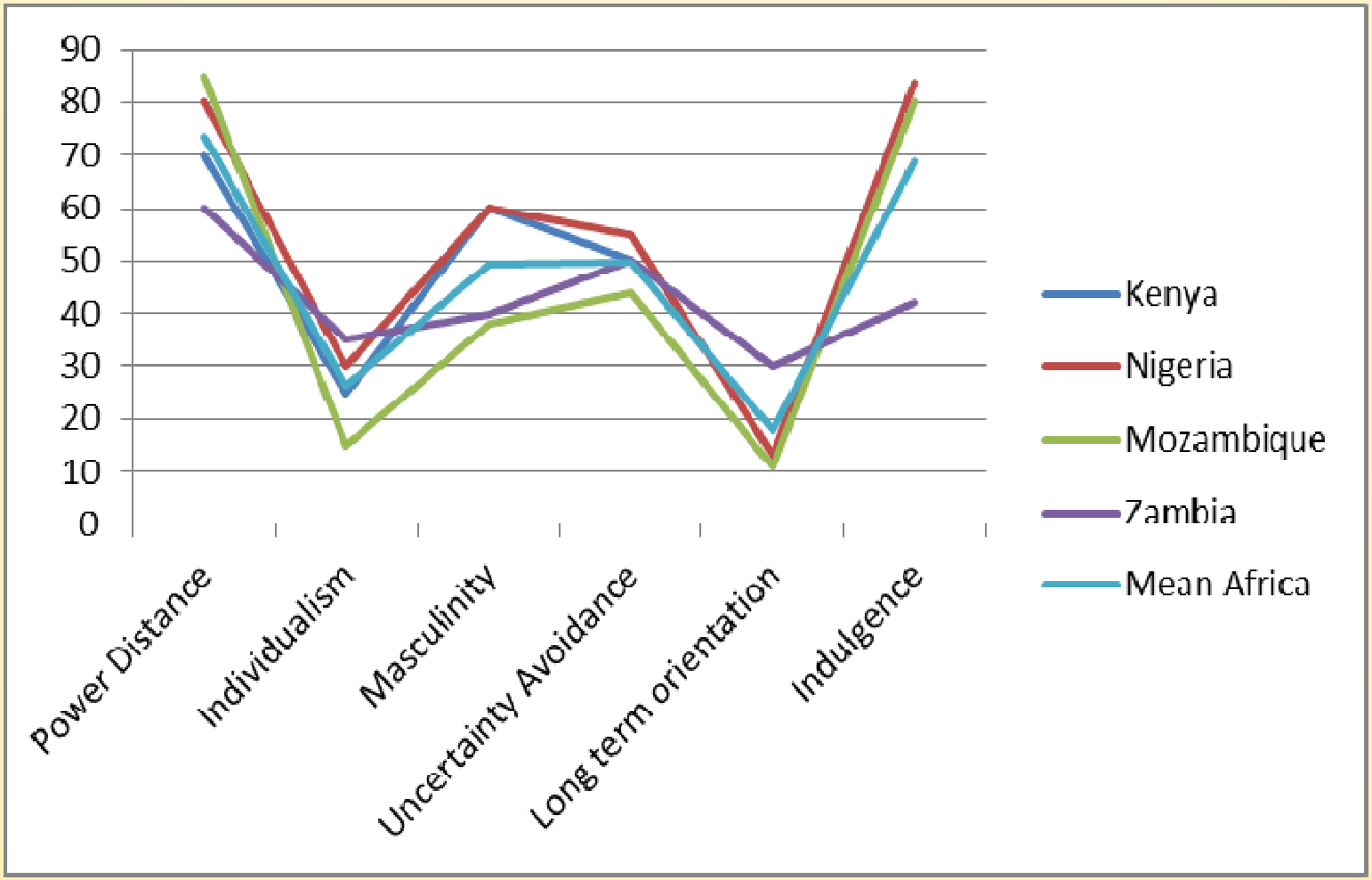
5. **Long Term Orientation:** represents the extent that the society has a **long term** cultural **approach** (such as Confucius based cultures) rather than short term targeted approaches.

6. **Indulgence**: represents the extent to which people have a **willingness to indulge their whims and desires** rather than restrain themselves for a common good.

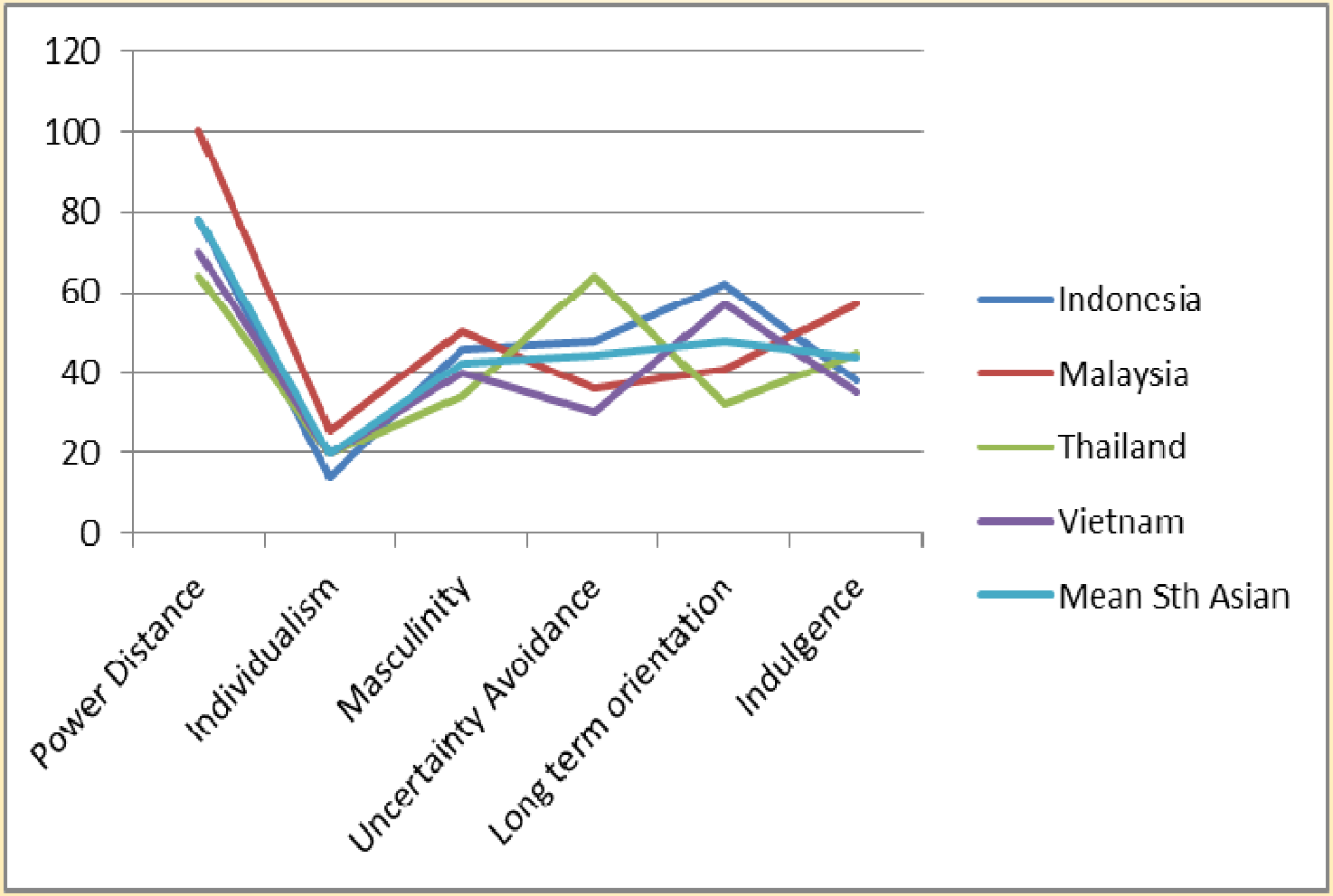
# English Originated



# African (Sub-Sahara)



# South Asian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Power Distance
Individualism
Masculinity
Uncertainty Avoidance
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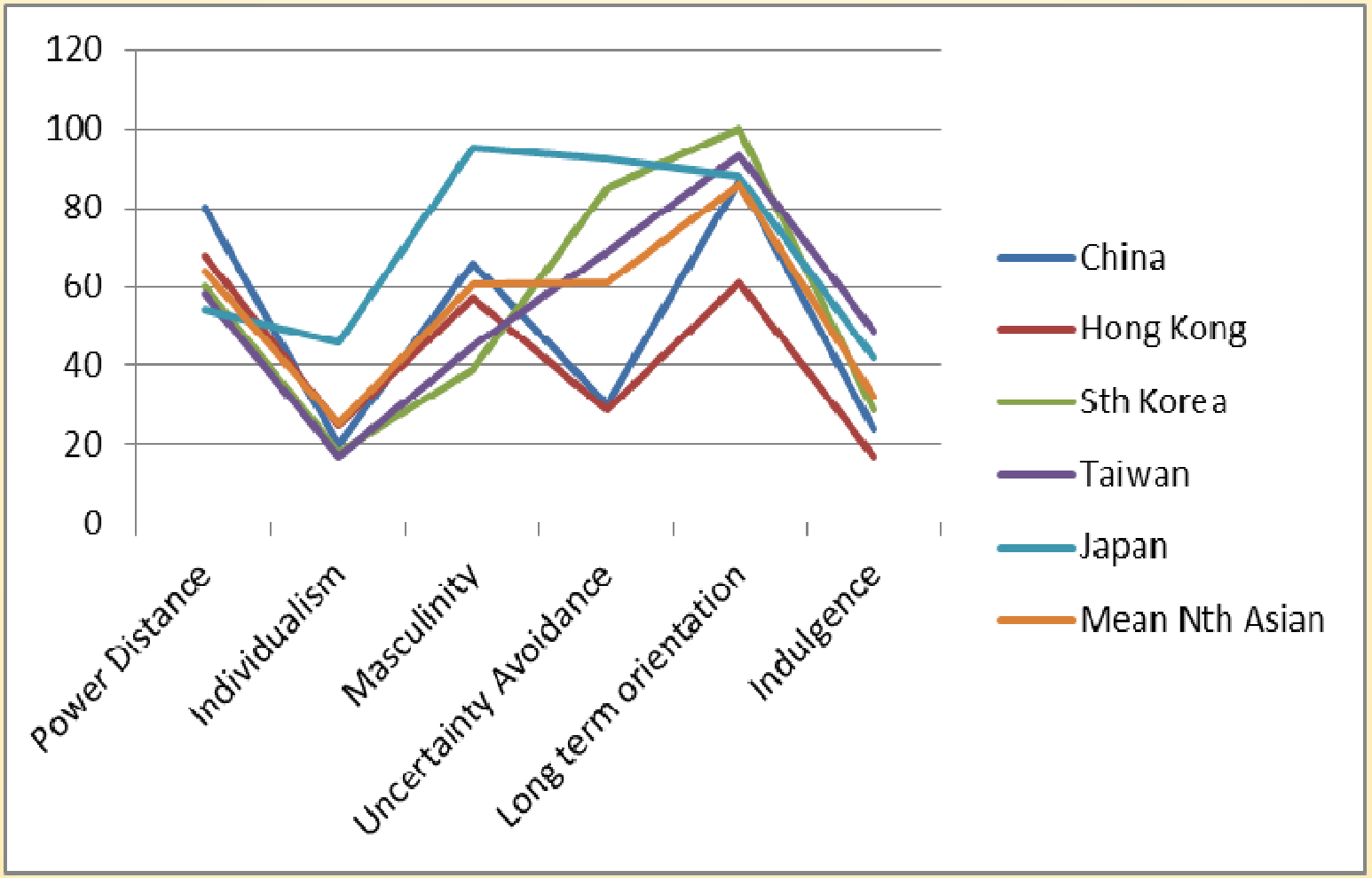
Vietnam
Mean Sth Asian

# North Asian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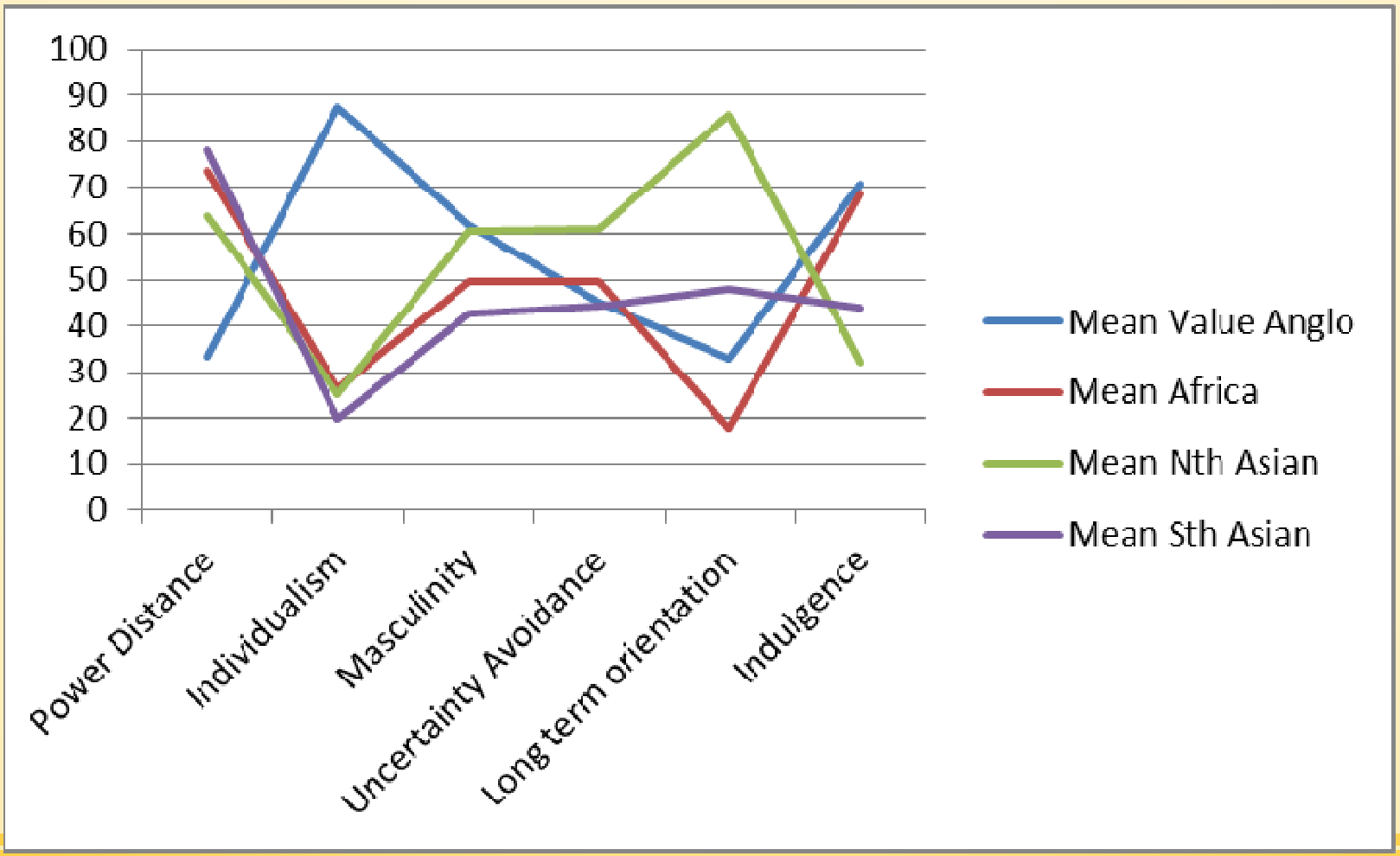
Power Distance
Individualism
Masculinity
Uncertainty Avoidance
Long term orientation
Indulgence
China
Hong Kong
Sth Korea
Taiwan
Japan
Mean Nth Asian

# Mean Values of All Groups



# Confounding Variables

## 3. Long Term View

- Tabish and Jha, 2011 – Denver Airport Development
- Wilson et al., 1999 – Concluded that concepts of project success change over time
- Local Community responses to major projects in their neighborhood

# Confounding Variables

## 4. Project Manager Professional Background

Will professional training of project managers effect their attitude to success?

- Formal project management accreditations
- Engineering accreditations but without additional project management accreditations
- Other generic management backgrounds

# Who Defines Success?

**Public Sector Programs more complex environment**

- Wide Variety of Stakeholders
- Intense press scrutiny
- Combative political culture

# Who Defines Success?

**Often Concentrate on Client**

- As a Consultant I've learnt to live by the Golden Rule Principle:

  **"He who holds the gold makes the rule"**

- Client sets planning brief → design brief →

  Implementation brief

- Contracts define anticipated outcomes

# Who Defines Success?

**Public Sector – Political Approach**

New Minister for Planning, Development, Infrastructure etc addressed Executive & Senior staff at State Land Development Agency.

**“You need to understand that your job is to make me look good”**

# Who Defines Success?

- Spoken in Jest?
- Clearly true
- What does it mean?
- Complete on time, on cost, on quality ….  **Of course**
- More importantly…. No bad press  ….

Broad Stakeholder Satisfaction

# Who Defines Success?

**Conclusion:**

1. The Broader Stakeholders need to help define success
2. They need to do so **early** so that planning can give consideration to Stakeholder aspirations
3. Needs to be integrated into **Stakeholder Management Strategies**
   - Not a bottomless well “All goes in: nothing comes out”
   - Not an open cheque book

# Framework to Assess & Manage Success

- Start early in Project Initiation Phase
- Integrate with **Stakeholder Strategy**
- Remember … **the Client is a primary Stakeholder**
- Consider a layered or sequential approach to manage commercial in confidence or other confidential matters
- Be honest – Restrictions exist due to budget, scope etc.

# Sample Stakeholder Management Strategy

**STAKEHOLDER MANAGEMENT STRATEGY**

| Log Ref | Organisation | Name/ Contacts | Position | Power/ Interest | Strategy | Interaction | Desired Involvement | Desired Success Criteria | Agreed Success Criteria | Client Approval | Stakeholder Feedback |
|---|---|---|---|---|---|---|---|---|---|---|---|
| 1 | A B Develop' ments | Mr. C. Lient | MD Development. Client | 5/4 | Ensure all stakeholders identified Discuss Consultancy | see log | Regular progress reports No surprises | All requirements of consultancy brief Early intervention with | As desired | Y | Seek satisfaction response 3 monthly Yr 1 then 6 monthly |
| 2 | Internal | Mark Jones | GM/ Project Services | 4/3 | Compliance to company PM processes | Regular compliance meetings | Monthly project reports. Periodic process audits | Pro-active management demonstrated Nil non-conformances | Ad desired | Y | Response to regular progress reporting |
| 3 | EPA | John Smith jsmith@epa.gov.au | Snr Liaison Officer, Development | 5/5 | Involve pre-concept design. Seek united approach. | see log | Early involvement + regular updates | As Register | Design to best practice Community perceptions to be well managed Regular meeting with EPA | Y | 6 monthly satisfaction survey + end of project survey |
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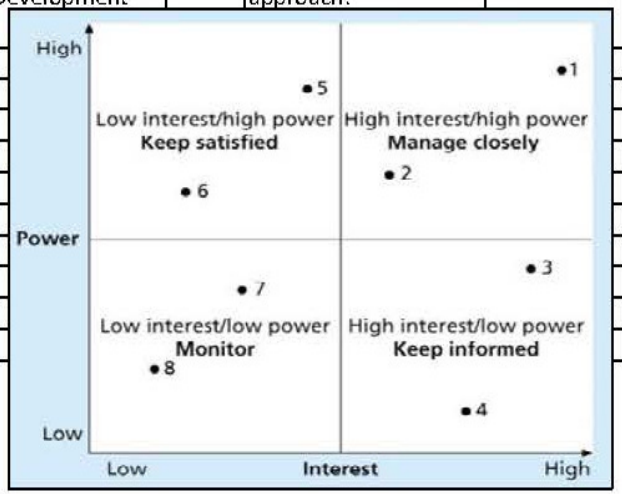

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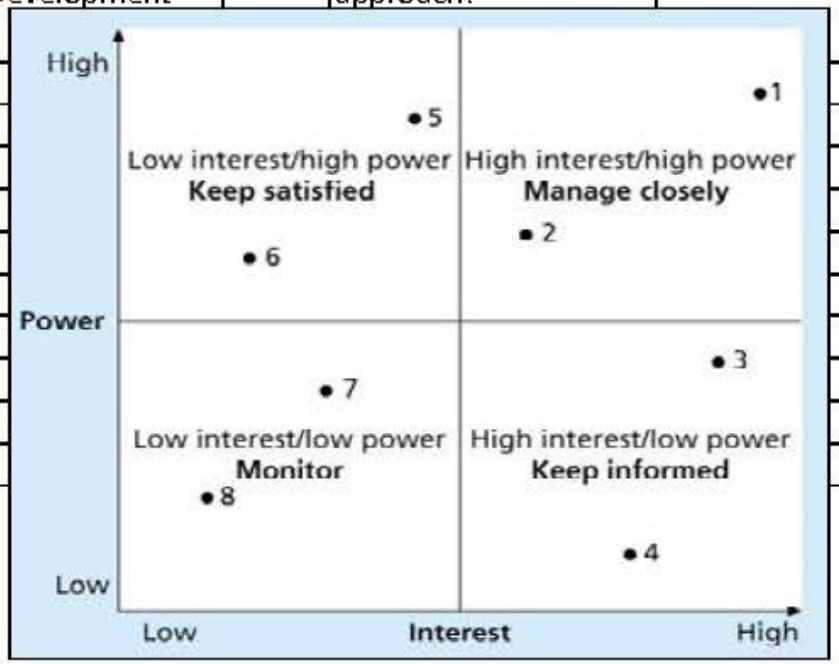

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# Sample Stakeholder Register

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|---|---|---|---|---|
| Project Title: | **Development AB Industrial Lands** | | | |
| Log Ref: | 1 | **Stakeholder Register** | | |
| Organisation: | EPA | | | |
| Name: | John Smith | | | |
| Position: | Snr Liaison Officer, Development | | | |
| Email: | jsmith@epa.gov.au | Phone: | | |
| Address: | | | | |
| Interest Rate: | 5 | Comment: | Very high. John sees site as being potentially very problematic | |
| Power Rate: | 5 | Comment: | EPA can stop approval process and/ halt works if issues are not well managed | |
| Interaction Strategy: | Involve John at concept stage<br>Seek regular update meetings<br>Seek united approach for media interactions and community strategy | | | |
| Interaction Log: | *{Log of all informative interactions. Reference associated file documents.}* | | | |
| | 3/4/16: Initial phone call. John happy for briefing<br>10/4/16: Initial meeting outlining proposed interaction strategy. John happy but needs approval for formal response. | | | |
| Desired Involvement: | *{Investigate extent of involvement sought by stakeholder without commiting to allow this without Client support}* | | | |
| | John generally happy with strategy but EPA needs to demonstrate independence. They will advise us of media responses only. | | | |
| Desired Success Criteria: | *{Consider each outcome group: Core Outcomes, Compliance to Processes & Stakeholder Satisfaction}* | | | |
| | Design catering for management of contamination and other EPA sensitive issues<br>No registered environmental events<br>No bad community perception | | | |
| Agreed Success Criteria: | Design outcome subject to best practice approach<br>Community perceptions to be well managed<br>Regular meeting with EPA to control process | | | |
| Agreed Satisfaction Feedback: | 6 monthly satisfaction survey + end of project survey | | | |
| Client Agreement: | | | | |
| Satisfaction Feedback Log: | | | | |
| Report by: | | Date: | | |

# Stakeholder Register

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# Concluding Comments

- All research is not equally applicable to a specific situation
- Public Sector Programs present particular problems in understanding what will represent a successful outcome
- Public Sector perceptions of success will necessitate consideration of a broad set of stakeholder inputs
- Input is best considered early and managed throughout the program

# Ideal Cultural Trait by Phase

| Trait | Initiation | | Design | |
|---|---|---|---|---|
| | Level | Score | Level | Score |
| Power Distance | High | 7.5 | Low | 2.5 |
| Uncertainty Avoidance | High | 7.5 | Medium | 5 |
| Indiv/ Collectivism | Medium | 5 | Medium | 5 |
| Masculinity/ Femin | Low | 2.5 | Medium | 5 |

*Source: Muriithi & Crawford (2003)*

# Ideal Cultural Trait by Phase

| Trait | Execution | | Termination | |
|---|---|---|---|---|
| | Level | Score | Level | Score |
| Power Distance | Low | 2.5 | Medium | 5 |
| Uncertainty Avoidance | Medium | 5 | High | 8 |
| Indiv/ Collectivism | Medium | 5 | High | 8 |
| Masculinity/ Femin | Medium | 5 | Medium | 5 |

*Source: Muriithi & Crawford (*