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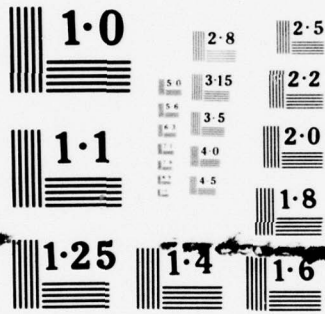
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STAFFING A PROJECT MANAGEMENT OFFICE
APPLICATION OF MANAGEMENT BY OBJECTIVES
AND LIMITATIONS
STUDY REPORT
PMC 73-1

RICHARD F. O. KAISER
GS-11 DAC

STAFFING A PROJECT MANAGEMENT OFFICE:
APPLICATION OF MANAGEMENT BY OBJECTIVES
AND LIMITATIONS

AN EXECUTIVE SUMMARY
OF A
STUDY REPORT
BY

RICHARD F. O. KAISER
GS-11 DAC

MAY 1973

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DEFENSE SYSTEMS MANAGEMENT SCHOOL

STUDY TITLE:

STAFFING A PROJECT MANAGEMENT OFFICE: APPLICATION OF
MANAGEMENT BY OBJECTIVES AND LIMITATIONS

STUDY PROBLEM/QUESTION:

TO DISCUSS THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES AS MAY BE APPLIED IN
CONSIDERATION OF STAFFING CIVILIAN POSITION IN AN ARMY PROJECT MANAGEMENT
OFFICE.

STUDY REPORT ABSTRACT:

DISCUSSES THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES AND POSTULATES THAT IT
IS FITTING TO THE REQUIREMENTS OF ARMY PROJECT MANAGEMENT. THE PAPER
ADDRESSES THE STAFFING EFFORT BY DISCUSSING FACTORS RELEVANT TO THE
ESTABLISHMENT OF STAFFING AUTHORIZATION, RECRUITMENT, SELECTION AND THE
CONSTRAINTS IMPOSED BY THE CIVIL SERVICE ENVIRONMENT WITH WHICH THE
PROJECT MANAGER MUST WORK.

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Class

PMC 73-1

Date

16 MAY 1973

EXECUTIVE SUMMARY

THE PURPOSE OF THIS STUDY IS TO DISCUSS THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES AND TO APPLY IT TO THE PROBLEM OF STAFFING CIVILIAN POSITIONS IN AN ARMY PROJECT MANAGEMENT OFFICE. THE EMPHASIS IS ON THE IMPORTANCE OF PEOPLE AS BEING THE INTEGRAL PART OF ORGANIZATIONS AND MANAGEMENT.

THE MANAGEMENT BY OBJECTIVES PRINCIPLE

THE PAPER DISCUSSES MANAGEMENT BY OBJECTIVES FROM THE POINT OF VIEW OF A NEED TO RECOGNIZE THOSE EMPLOYEES WHO ARE ACHIEVEMENT-MOTIVATED AND TO BE ABLE TO OFFER THEM OPPORTUNITIES AND CHALLENGES IN THE PROJECT MANAGEMENT FIELD WHICH WILL FILL THEIR NEEDS. IT FURTHER POSTULATES THAT TRADITIONAL MANAGEMENT BY PROCEDURES METHODS ARE NOT APPLICABLE TO THE PROJECT MANAGEMENT ENVIRONMENT WHICH NECESSITATES AN AWARENESS OF THE MANAGEMENT BY OBJECTIVES APPROACH.

MANAGEMENT BY OBJECTIVES IN ARMY PROJECT MANAGEMENT

THIS SECTION DISCUSSES THE ACKNOWLEDGEMENT OF THE VALUE OF MANAGEMENT BY OBJECTIVES IN PROJECT MANAGEMENT EFFORTS WITHIN THE DEPARTMENT OF DEFENSE AND CITES INSTANCES OF DOD POLICY STATEMENTS ON THE SUBJECT. REFERENCES ARE MADE TO STATEMENTS BY DOD OFFICIALS WHO HAVE STRESSED THE CHALLENGES OF PROJECT MANAGEMENT AND THE NEED FOR IT TO BE PEOPLE-ORIENTED. THERE IS ALSO DISCUSSION OF THE ISSUE THAT IN TODAY'S DOD ENVIRONMENT PROJECT MANAGEMENT MUST CONCENTRATE ON THE CRITERIA OF THE EFFECTIVENESS AND UTILIZATION OF THE PERSONNEL RESOURCES AVAILABLE.

STAFFING A PROJECT MANAGEMENT OFFICE

THIS SECTION DEALS WITH THE VARIOUS ASPECTS AND CONSIDERATIONS IN THE STAFFING OF AN ARMY PROJECT MANAGEMENT OFFICE. IT FOLLOWS THE FLOW OF STAFFING AUTHORITY THROUGH THE PROJECT MANAGER'S CHARTER AND VARIOUS ARMY POLICY DOCUMENTS, FINALLY CULMINATING IN THE TABLE OF DISTRIBUTION AND ALLOWANCES WHICH ESTABLISHES THE MANPOWER AUTHORIZED TO THE PROJECT MANAGEMENT OFFICE. THE PROCESS OF THE RECRUITING AND SELECTION OF CIVILIAN PERSONNEL TO STAFF THOSE AUTHORIZATIONS IS DISCUSSED IN RELATION TO THE MANAGEMENT BY OBJECTIVES CONSIDERATIONS DEVELOPED EARLIER.

CONSTRAINTS IMPOSED BY THE CIVIL SERVICE ENVIRONMENT

THIS SECTION DISCUSSES THE POTENTIAL INHIBITING CONSTRAINTS WITH WHICH A PROJECT MANAGER MAY FIND HIMSELF INVOLVED WHEN STAFFING AN OFFICE. TO BE SURE, IT DOES NOT ATTEMPT TO EXHAUST THE SUBJECT, BUT IT DOES PROVIDE SOME INSIGHTS WITH WHICH TO BEGIN DEEPER ANALYSIS DEPENDING UPON INDIVIDUAL CIRCUMSTANCES.

CONCLUSION

THE CONCLUSIONS DRAWN FROM THIS STUDY MAKE IT APPARENT THAT MANAGEMENT BY OBJECTIVES OFFERS A GREAT DEAL TOWARD THE BETTERMENT OF MILITARY PROJECT MANAGEMENT EFFORTS. MANAGEMENT BY OBJECTIVES SHOULD BE GIVEN CAREFUL CONSIDERATION DURING THE STAFFING OF CIVILIAN POSITIONS IN THE PROJECT MANAGEMENT OFFICE; HOWEVER, THERE ARE NUMEROUS REAL CONSTRAINTS TO THE TOTAL ACHIEVEMENT OF THAT OBJECTIVE. NONTHELESS, THE SUCCESSFUL PROJECT MANAGER WILL FIND THE MEANS TO SUMOUNT THESE PROBLEMS, JUST AS HE WOULD DO FOR THE OTHER PROBLEMS CONFRONTING HIM AND HIS PROJECT.

ACKNOWLEDGEMENTS

TO THE FIVE MANAGERS INTERVIEWED AND THE DSMS GUEAT SPEAKERS WHO CONTRIBUTED TO THE MATERIALS USED FOR THIS STUDY, ALL OF WHICH HAS BEEN TREATED IN A NONATTRIBUTABLE MANNER, I WISH TO OFFER MY GRATITUDE FOR ASSISTANCE. TO MY WIFE, WITHOUT WHOSE INSPIRATION, UNDERSTANDING AND TECHNICAL ASSISTANCE THIS STUDY WOULD HAVE BEEN IMPOSSIBLE, I WISH TO EXPRESS MY DEEPEST APPRECIATION.

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STAFFING A PROJECT MANAGEMENT OFFICE:
APPLICATION OF MANAGEMENT BY OBJECTIVES
AND LIMITATIONS

STUDY REPORT

PRESENTED TO THE FACULTY
OF THE
DEFENSE SYSTEMS MANAGEMENT SCHOOL
IN PARTIAL FULFILLMENT OF THE
PROGRAM MANAGEMENT COURSE
CLASS 73-1

BY

RICHARD F. O. KAISER
GS-11 DAC

MAY 1973

STAFFING A PROJECT MANAGEMENT OFFICE:
APPLICATION OF MANAGEMENT BY OBJECTIVES
AND LIMITATIONS*

INTRODUCTION

THE PURPOSE OF THIS STUDY IS TO DISCUSS THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES AND TO APPLY IT TO THE ENVIRONMENT OF AN ARMY PROJECT MANAGEMENT OFFICE, PARTICULARLY FOCUSING ON THE PROBLEM OF STAFFING OF CIVILIAN POSITIONS IN THE ORGANIZATION. DUE TO THE CURRENT EMPHASIS PLACED ON CREATING AN ATMOSPHERE IN WHICH THE BASIC TENETS OF MANAGEMENT BY OBJECTIVES MAY FLOURISH, THIS STUDY WILL ATTEMPT TO ASSESS SOME OF THE "REAL LIFE" PROBLEMS IMPOSED BY THE CURRENT CIVILIAN PERSONNEL SYSTEM TO THE SUCCESSFUL IMPLEMENTATION OF THAT OBJECTIVE IN STAFFING AN ARMY PROJECT MANAGEMENT OFFICE.

THERE ARE MANY MANAGEMENT PROBLEMS INVOLVED IN ARMY PROJECT MANAGEMENT. ONE WHICH HAS SURFACED REPEATEDLY DURING THE PROCESS OF INSTRUCTION AND DISCUSSION AT THE DEFENSE SYSTEMS MANAGEMENT SCHOOL, PROGRAM MANAGEMENT COURSE 73-1, HAS BEEN THE ISSUE OF PEOPLE. VISITING PROJECT MANAGERS AND OTHER DISTINGUISHED GUEST SPEAKERS HAVE STRESSED THE IMPORTANCE OF THE QUALITY AND MOTIVATION OF THE PERSONNEL, FROM THE PROJECT MANAGER DOWN TO THE LOWEST GRADE FUNCTIONARY IN THE PROGRAM OFFICE. ONE VISITING ARMY PM SUMMARIZED THE SITUATION QUITE

*ABSTAINER

THIS STUDY REPRESENTS THE VIEWS, CONCLUSIONS AND RECOMMENDATIONS OF THE AUTHOR AND DOES NOT NECESSARILY REFLECT THE OFFICIAL OPINION OF THE DEFENSE SYSTEMS MANAGEMENT SCHOOL NOR THE DEPARTMENT OF DEFENSE.

SUCCINCTLY BY STATING THAT OF ALL THE ASSETS INVOLVED IN THE MANAGEMENT OF THE PROJECT, PEOPLE ARE THE MOST IMPORTANT SINGLE ASSET. IF ONE REFLECTS ON THAT STATEMENT WHILE TAKING INTO ACCOUNT THE NATURE OF ARMY PROJECTS AND THEIR COMPLEXITY, THE IMPORTANCE OF SUCH A STATEMENT BEGINS TO GROW.

BEFORE CONTINUING THE PURSUIT OF THE IMPORTANCE OF PEOPLE IN A PROJECT, A BRIEF ANALYSIS OF WHAT A PROJECT INVOLVES WILL SERVE TO PROVIDE THE PROPER ENVIRONMENT FOR THIS STUDY. "THE CONCEPT OF PROGRAM MANAGEMENT IS TO PROVIDE CENTRALIZED MANAGEMENT AUTHORITY OVER ALL OF THE TECHNICAL AND BUSINESS ASPECTS OF A PROGRAM."¹ THE EVOLUTION OF THAT CONCEPT GREW FROM A PERCEIVED NEED TO HANDLE EXTRAORDINARY PROGRAMS WITH AN EXTRAORDINARY APPROACH. PROJECT MANAGEMENT RESULTED. AS EMPHASIZED BY DEPARTMENT OF DEFENSE DIRECTIVE 5000.1, PROJECT MANAGEMENT OF THE ACQUISITION OF MAJOR WEAPON SYSTEMS IS CHARACTERIZED BY A FLEXIBLE APPROACH TO THE PLANNING, DIRECTING AND CONTROLLING OF THE TASK AT HAND. THE NEED TO TAILOR THE MANAGEMENT OF A PROJECT BASED ON THE NATURE OF THE PROBLEMS FACED IMPLIES THAT A GREAT DEAL OF RESPONSIBILITY IS ATTACHED TO THE INDIVIDUAL AND COLLECTIVE PERSONNEL ATTACHED TO THE PROJECT.

GIVEN THE ENVIRONMENT OF ARMY PROJECT MANAGEMENT, A DISCUSSION OF THE ORGANIZATION AND MANAGEMENT OF A PROJECT MANAGEMENT OFFICE IS REQUIRED, SINCE IT IS THE ORGANIZATIONAL ATMOSPHERE THAT IS AT THE

¹INTRODUCTION TO MILITARY PROGRAM MANAGEMENT WITH AN INTRODUCTION BY DAVID PACKARD (WASHINGTON, DC: LOGISTICS MANAGEMENT INSTITUTE, 1971), P. 2.

CORE OF THIS STUDY. WHAT, IN GENERAL, ARE ORGANIZATIONS, AND WHAT IS MANAGEMENT? ACCORDING TO KAST AND ROSENZWEIG, ORGANIZATIONS ARE:

(1) GOAL-ORIENTED, PEOPLE WITH A PURPOSE; (2) PSYCHO-SOCIAL, PEOPLE WORKING IN GROUPS; (3) TECHNOLOGICAL SYSTEMS, PEOPLE USING KNOWLEDGE AND TECHNIQUES; (4) AN INTEGRATION OF STRUCTURAL ACTIVITIES, PEOPLE WORKING TOGETHER.²

THIS VERY GOOD DESCRIPTION OF THE MECHANICS OF WHAT DRIVES AN ORGANIZATION SUGGESTS THAT ORGANIZATIONS ARE MORE THAN STRUCTURES TO BE DISPLAYED ON CHARTS. ORGANIZATIONS RELY ON MANAGEMENT FOR DIRECTION TOWARD OBJECTIVES OF THE ORGANIZATION. KAST AND ROSENZWEIG SUGGEST MANAGEMENT IS ACCOMPLISHED BY FOUR BASIC ELEMENTS: "(1) TOWARD OBJECTIVES, (2) THROUGH PEOPLE, (3) VIA TECHNIQUES, AND (4) IN AN ORGANIZATION."³ THE TASK FACED BY MANAGEMENT IS ONE OF INTEGRATING THE FREQUENTLY DIVERGENT ELEMENTS WHICH COMPRISE THE ORGANIZATION IN WHICH MANAGEMENT OPERATES. IT INVOLVES THE COORDINATION OF THE ORGANIZATIONAL RESOURCES, BOTH HUMAN AND MATERIAL, TOWARD THE ACCOMPLISHMENT OF OBJECTIVES.

AS STATED EARLIER, THE MOST IMPORTANT SINGLE ELEMENT OF ALL THOSE ELEMENTS APPLICABLE TO ANY ANALYSIS OF ORGANIZATION AND MANAGEMENT, AND PARTICULARLY CRITICAL TO PROJECT MANAGEMENT, IS THE PEOPLE ELEMENT. HAVING CREATED A GENERAL ENVIRONMENT AND PHILOSOPHY FOR THIS STUDY, THE PRINCIPLES OF MANAGEMENT BY OBJECTIVES AND ITS APPLICATION TO CIVILIAN STAFFING OF AN ARMY PROJECT MANAGEMENT OFFICE WILL BE DISCUSSED.

²FREMONT E. KAST AND JAMES E. ROSENZWEIG, ORGANIZATION AND MANAGEMENT: A SYSTEMS APPROACH (NEW YORK: MCGRAW-HILL BOOK COMPANY, 1970), P. 6.

³IBID.

THE MANAGEMENT BY OBJECTIVES PRINCIPLE

IN TODAY'S BUSINESS WORLD, TOP-LEVEL MANAGERS ARE BECOMING INCREASINGLY AWARE THAT OLD WAYS OF MOTIVATING EMPLOYEES ARE BECOMING LESS EFFECTIVE IN THE MODERN ENVIRONMENT THAT EMPHASIZES A HIGH DEGREE OF INDIVIDUAL FLEXIBILITY AND RESPONSIBILITY IN ACHIEVING CORPORATE OBJECTIVES. THE TYPE OF EMPLOYEE REFERRED TO IN THIS TREATISE IS ONE WHO OPERATES IN AND IS PART OF THE MANAGEMENT LEVEL STRUCTURE. THIS EMPLOYEE IS ASSUMED TO HAVE HIGHER ASPIRATIONS IN TERMS OF PERSONAL AND PROFESSIONAL ADVANCEMENT IN THE MANAGEMENT FIELD. THE PARTICULAR EMPHASIS IS ON THAT TYPE OF EMPLOYEE WHO IS WORKING IN AN ENVIRONMENT WHERE THE MANAGEMENT PROCESS ITSELF IS OF THE GREATEST IMPORT, RATHER THAN FINITE PRODUCTS WHICH MIGHT BE MANUFACTURED. IT IS THIS KIND OF MILIEU THAT CHARACTERIZES PROJECT MANAGEMENT. THE HIGH DEGREE OF TECHNICAL AND MANAGERIAL COMPETENCE REQUIRED BY PROJECT MANAGEMENT EFFORTS REQUIRES A TYPE OF EMPLOYEE WHO CAN AND WILL WILLINGLY ACCEPT NEW AND DIVERSE CHALLENGES. LEADERS IN THE FIELD OF PERSONNEL MANAGEMENT ARE CALLING FOR TOP-LEVEL MANAGEMENT TO RECOGNIZE AND UNDERSTAND THE NEEDS OF EMPLOYEES WHO ARE ACHIEVEMENT-ORIENTED AND TO DEVELOP FUTURE MANAGERS WHO CAN MEET THE DEMANDS OF THE MODERN WORLD.⁴

THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES HAS EVOLVED FROM THE AWARENESS THAT TRADITIONAL BUREAUCRATIC METHODS OF MANAGEMENT BY PROCEDURE ARE INADEQUATE TO MEET RAPIDLY CHANGING NEEDS OF TODAY'S

⁴VIRGIL B. DAY, "MANAGING HUMAN RESOURCES IN THE SEVENTIES," PERSONNEL ADMINISTRATION, XXXIII (JAN-FEB, 1970), P. 25.

ORGANIZATIONS AND MANAGERS. IN HIS BOOK, MANAGEMENT BY OBJECTIVES IN ACTION, JOHN W. HUMBLE DEFINES MANAGEMENT BY OBJECTIVES AS

A DYNAMIC SYSTEM WHICH SEEKS TO INTEGRATE THE COMPANY'S NEED TO CLARIFY AND ACHIEVE ITS...GOALS WITH THE MANAGER'S NEED TO CONTRIBUTE AND DEVELOP HIMSELF. IT IS A DEMANDING AND REWARDING STYLE OF MANAGING A BUSINESS.⁵

HUMBLE ELABORATES ON THE SUBJECT FURTHER BY QUOTING AN EARLY PIONEER IN THE FIELD, PETER F. DRUCKER, WHO STATED

MANAGEMENT BY OBJECTIVES TELLS A MANAGER WHAT HE OUGHT TO DO. THE PROPER ORGANIZATION OF HIS JOB ENABLES HIM TO DO IT. BUT IT IS THE SPIRIT OF THE ORGANIZATION THAT DETERMINES WHETHER HE WILL DO IT. IT IS THE SPIRIT THAT MOTIVATES, THAT CALLS UPON A MAN'S RESERVES OF DEDICATION AND EFFORT, THAT DECIDES WHETHER HE WILL GIVE HIS BEST OR DO JUST ENOUGH TO GET BY.⁶

HUMBLE FURTHER ANALYZES THE DEPARTURE FROM TRADITIONAL VALUES REPRESENTED BY MANAGEMENT BY OBJECTIVES WHEN HE CHARACTERIZED THE TRADITIONAL STYLE OF ATTEMPTING TO "MANUFACTURE" MANAGERS THROUGH A PROCESS OF FORMS, PROCEDURES AND MANUALS. HE SUGGESTS THAT AN "AGRICULTURAL" ANALOGY RATHER THAN AN "INDUSTRIAL" ONE SHOULD BE USED IN ORDER THAT PEOPLE (MANAGERS) MIGHT GROW IN A FAVORABLE ENVIRONMENT RATHER THAN BE MADE.⁷ HUMBLE FURTHER POSTULATES THAT THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES DIFFERS FROM PROCEDURAL MANAGEMENT IN THAT

...MOST MANAGERS WILL RESPOND WITH VITALITY TO REALLY CHALLENGING OBJECTIVES IF THEY ARE INVOLVED IN ESTABLISHING THEM...AND IF THE ORGANIZATIONAL CLIMATE ENCOURAGES IT.⁸

⁵JOHN W. HUMBLE, ED., MANAGEMENT BY OBJECTIVES IN ACTION, (LONDON: MCGRAW-HILL PUBLISHING COMPANY LIMITED, 1970), PREFACE.

⁶IBID.

⁷IBID, P. 10.

⁸IBID, P. 17.

MANAGEMENT BY OBJECTIVES
IN ARMY PROJECT MANAGEMENT

BASED ON THE PURPOSE AND NATURE OF MILITARY PROJECT MANAGEMENT, THE BROAD APPLICATION OF MANAGEMENT BY OBJECTIVES WOULD SEEM TO BE A NATURAL AND DESIRABLE OBJECTIVE. TIME AND AGAIN, VISITING PROJECT MANAGERS, DEPARTMENT OF DEFENSE OFFICIALS AND OTHER DISTINGUISHED GUESTS OF THE DEFENSE SYSTEMS MANAGEMENT SCHOOL HAVE EMPHASIZED THE NEED FOR PROJECT MANAGERS TO BE ACUTELY COGNIZANT THAT IT IS PEOPLE THAT ARE THE HEART AND SOUL OF THE SUCCESSFUL PROJECT OFFICE. AS WAS DISCUSSED EARLIER IN THIS STUDY, THIS CONNOTES THE NEED TO MANAGE THE PEOPLE WHO MANAGE THE PROJECT, AND NOT THE NEED FOR THE PROJECT MANAGER TO ATTEMPT TO MANAGE THE PROJECT ALL BY HIMSELF. THIS ISSUE IS VITAL TO THE UNDERSTANDING OF EFFECTIVE MANAGEMENT.

A GENERAL MANAGER IS NOT A "DOER" OF ANY JOB - THERE ARE OTHER MANAGERS CHARGED WITH THE DOING. BUT THE GENERAL MANAGER SEES TO IT THAT WHAT HE WANTS IS DONE, AND WHAT HE WANTS IS A HARMONY OF THINGS DONE SO THAT HIS OBJECTIVES ARE ACHIEVED. THE ROLE IMPLIES RELIANCE ON OTHERS TO DO THE WORK; BUT IT ALSO IMPLIES CONTROLLING AND COORDINATING THE WORK SO THAT NO ONE ASPECT DOMINATES OTHERS TO THE DETRIMENT OF THE HARMONY OF THE WHOLE.⁹

OFFICIAL RECOGNITION WITHIN THE DEPARTMENT OF DEFENSE FOR THE APPLICATION OF MANAGEMENT BY OBJECTIVES TO THE PROJECT MANAGEMENT ORGANIZATION IS EVIDENCED BY A STATEMENT IN AFSCP 800-3 THAT MANAGEMENT BY OBJECTIVES "...IS MOST APPROPRIATE WHEN INNOVATION OR TAILORING IS REQUIRED TO MOST EFFECTIVELY PURSUE THE TASK."¹⁰ THIS STATEMENT IS TAKEN FROM

⁹ INTRODUCTION TO MILITARY PROGRAM MANAGEMENT, P. 2.

¹⁰ A GUIDE FOR PROGRAM MANAGEMENT, AIR FORCE SYSTEMS COMMAND PAMPHLET 800-3, (ANDREWS AIR FORCE BASE: HQ, AIR FORCE SYSTEMS COMMAND, 14 MAY 1971), P. 1-5.

A COMPARATIVE DISCUSSION ON THE RELATIVE MERITS OF MANAGEMENT BY PROCEDURES VERSUS MANAGEMENT BY OBJECTIVES. IT DOES ACKNOWLEDGE THAT THE PROCEDURES APPROACH HAS MERIT IN ORGANIZATIONS WHERE THE NATURE OF THE TASKS INVOLVED DICTATE THAT DETAILED, STEP-BY-STEP PROCEDURES ARE A MORE EFFICIENT MEANS OF ACCOMPLISHING OBJECTIVES.

A STATEMENT MADE BY A NAVY PROJECT MANAGER FURTHER ACCENTUATES THE ADVANTAGE OF USING MANAGEMENT BY OBJECTIVES IN PROJECT MANAGEMENT. HE ASSERTED THAT A PROJECT MANAGEMENT OFFICE CANNOT BE RUN BY FORMALIZED PROCEDURE. THE PROJECT OBJECTIVES MUST BE SET AND OUTLINED CLEARLY BY THE PROJECT MANAGER TO HIS STAFF, WHO, IN TURN, MUST CARRY OUT THE OBJECTIVES ACCORDING TO THEIR SPECIALITIES. THE DUTY OF THE PROJECT MANAGER THEN IS TO REINFORCE THE OBJECTIVES AS THE ORGANIZATIONAL AND INDIVIDUAL STYLES NECESSITATE.

AS STATED IN THE INTRODUCTION TO THIS STUDY, PEOPLE ARE THE MOST IMPORTANT FEATURE OF PROJECT MANAGEMENT. THE NOTION OF PARTICIPATORY OR TEAM MANAGEMENT IS AT THE HEART OF THE ENDEAVOR. A DISTINGUISHED DEPARTMENT OF DEFENSE OFFICIAL CITED AS ONE OF THE GREAT CHALLENGES TO MILITARY PROJECT MANAGEMENT THE NEED TO BE PEOPLE-ORIENTED AND PEOPLE-AWARE IN AN ENVIRONMENT THAT CAN EASILY BE OVERWHELMING WITH ITS HEAVY ORIENTATION TO THE PRODUCTION OF THINGS, I.E., TECHNOLOGICAL ADVANCEMENTS. THE RELIANCE ON THE CREATIVITY AND PRODUCTIVITY OF PROJECT MANAGEMENT PEOPLE BECOMES INCREASINGLY MORE CRITICAL WITH THE CURRENT EMPHASIS ON THE MAXIMUMIZATION OF INCREASINGLY FEWER RESOURCES, BOTH MONETARY AND HUMAN. IN SHORT, THE EMPHASIS OF PROJECT MANAGEMENT TODAY MUST CONCENTRATE ON THE CRITERIA OF EFFECTIVENESS AND UTILIZATION OF PEOPLE, AND LESS ON

TRADITIONAL NOTIONS OF AUTHORITY AND PROCEDURE TO ACHIEVE THE ULTIMATE
GOALS.

STAFFING A PROJECT MANAGEMENT OFFICE

WE HAVE ARRIVED AT THE QUESTION THAT IS THE FOCAL POINT OF THIS STUDY. HOW DOES THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES APPLY TO THE PROCESS OF STAFFING AN ARMY PROJECT MANAGEMENT OFFICE? RESEARCH ON THE TOPIC REVEALED A WEALTH OF MATERIAL ON THE APPLICATION OF MANAGEMENT BY OBJECTIVES TO THE STAFFING PROCEDURES THAT WOULD BE APPLICABLE TO PRIVATE INDUSTRY, BUT VERY LITTLE THAT COULD BE DIRECTLY APPLIED TO THE CIVIL SERVICE SITUATION. THE MATERIALS USED IN THIS PORTION OF THE STUDY ARE, THEREFORE, MUCH MORE SUBJECTIVELY INFLUENCED THAN HAD ORIGINALLY BEEN HOPED. THE SITUATION FOR THE FUTURE, HOWEVER, SHOWS PROMISE IN THAT A GROWING AWARENESS AND CONCERN FOR JOB ENRICHMENT PRACTICES, DRAWING IN PART ON THE USE OF MANAGEMENT BY OBJECTIVES, IS BECOMING EVIDENT IN CIVIL SERVICE PERSONNEL ADMINISTRATION AND TRAINING METHODS, AT LEAST WITHIN THE DEPARTMENT OF DEFENSE SPHERE OF INFLUENCE. INTERVIEWS AND INVESTIGATIONS INDICATE A TREND TOWARD SUCH PRACTICES TO THE EXTENT THAT THE DEPARTMENT OF THE ARMY HAS INCORPORATED THE OBJECTIVES APPROACH IN SUPERVISORY DEVELOPMENT TRAINING AS WELL AS OTHER AREAS.

ALTHOUGH A SIGNIFICANT AMOUNT OF PUBLISHED MATERIAL COULD NOT BE FOUND, A GREAT DEAL OF INFORMATION HAS BEEN UNCOVERED THROUGH NONATTRIBUTIVE INTERVIEWS AND UNPUBLISHED MATERIALS. THE INTENT OF DEPARTMENT OF DEFENSE DIRECTIVE 5000.1 IS HIGHLY SIGNIFICANT:

SUCCESSFUL...MAJOR DEFENSE SYSTEMS ARE PRIMARILY DEPENDENT UPON COMPETENT PEOPLE.... RESPONSIBILITY AND AUTHORITY FOR THE ACQUISITION OF MAJOR DEFENSE SYSTEMS SHALL BE DECENTRALIZED TO THE MAXIMUM PRACTICABLE EXTENT.... THE DEVELOPMENT AND PRODUC-

TION OF A MAJOR DEFENSE SYSTEM SHALL BE MANAGED BY A SINGLE INDIVIDUAL (PROGRAM MANAGER) WHO SHALL HAVE A CHARTER WHICH PROVIDES SUFFICIENT AUTHORITY TO ACCOMPLISH RECOGNIZED PROGRAM OBJECTIVES.¹¹

IT BECOMES APPARENT THAT THE POSITION OF THE DEPARTMENT OF DEFENSE RELATIVE TO PROGRAM MANAGEMENT IS ONE THAT IS ATTEMPTING AS MUCH AS POSSIBLE TO RELIEVE THE CONFINING NATURE OF MANAGEMENT BY PROCEDURES. IT WOULD SEEM THAT THERE IS A HIGH DEGREE OF RECOGNITION OF THE NEED TO ALLOW FOR THE FLEXIBILITY TO TAILOR SPECIFICS ACCORDING TO THE PECULIAR REQUIREMENTS OF A GIVEN PROGRAM. THIS, TO BE SURE, IMPLIES THAT HEAVY RELIANCE IS PLACED ON INDIVIDUAL CREATIVITY AND THE RESPONSIBILITY OF THE PERSONNEL INVOLVED WITH THE PROGRAM. IN SHORT, THE PROJECT MANAGEMENT TEAM IS GIVEN AN OBJECTIVE RATHER THAN A PROCEDURE TO FOLLOW. RESEARCH ATTEMPTING TO UNCOVER MORE SPECIFIC POLICY TO IMPLEMENT THIS ASPECT OF DODD 5000.1 HAS NOT PRODUCED MORE DEFINITIVE GUIDANCE.

THE REQUIRED AUTHORITY FOR STAFFING ARMY PROJECT MANAGEMENT OFFICES EMANATES FROM THE PROJECT MANAGER'S CHARTER. ARMY REGULATION 70-17 STATES THE CHARTER WILL EXPLICITLY DEFINE THE SOURCE OF THE PERSONNEL AUTHORIZED TO THE PROJECT MANAGEMENT OFFICE.¹² THE REGULATION GOES ON TO STATE THAT "A PROVISIONAL PROJECT MANAGEMENT OFFICE WILL BE STAFFED WITH THE MINIMUM NECESSARY TECHNICAL AND ADMINISTRATIVE PERSONNEL."¹³ THESE PERSONNEL ARE TO BE DETAILED TO

¹¹ACQUISITION OF MAJOR DEFENSE SYSTEMS, DEPARTMENT OF DEFENSE DIRECTIVE 5000.1 (WASHINGTON, DC: DEPARTMENT OF DEFENSE, 13 JULY, 1971), P. 1.

¹²RESEARCH AND DEVELOPMENT: SYSTEM/PROJECT MANAGEMENT, ARMY REGULATION 70-17 (WASHINGTON, DC: DEPARTMENT OF THE ARMY, 20 Nov 1972), P. 2-2.

¹³IBID, P. 2-3.

THE PROJECT IN THE INITIAL PHASE OF ESTABLISHING THE PROJECT AND ORGANIZATION IN ORDER THAT THE PROJECT MAY BEGIN AS SOON AS POSSIBLE. THE FULL TIME STAFFING BUILD UP TO FULL STRENGTH WILL EVENTUALLY BE SET FORTH IN THE APPROVED TABLE OF DISTRIBUTION AND ALLOWANCES (TDA) THAT WILL ULTIMATELY PROVIDE THE AUTHORIZED STAFFING LEVELS FOR THE PROJECT MANAGEMENT OFFICE.

THE PROJECT MANAGEMENT CHARTER INCLUDES THE PRELIMINARY STAFFING REQUIREMENTS WHEN IT IS SUBMITTED TO THE APPROPRIATE LEVEL FOR APPROVAL. AT PRESENT, THERE IS NO DEFINITIVE REGULATION OR PROCEDURE IN EXISTENCE WHICH OUTLINES A BASIC PLAN FOR THE ORGANIZATION AND STAFFING OF AN ARMY PROJECT MANAGEMENT OFFICE. THE ORGANIZATION AND STAFFING HAS, TO DATE, BEEN LEFT TO THE DISCRETION OF THE PROJECT MANAGER.¹⁴ A FREQUENTLY RELIED UPON METHOD TO BE USED AS A GUIDELINE IN THESE EFFORTS HAS BEEN THE MODEL OF THE STRUCTURE OF PREVIOUS PROJECT MANAGEMENT OFFICES THROUGH ATTEMPTING TO USE SIMILARITIES WHERE APPROPRIATE. GIVEN THE BASIC BACKGROUND AVAILABLE TO HIM, THE PROJECT MANAGER MUST SET ABOUT DEFINING THE CATEGORIES OF PROFESSIONAL SKILLS WHICH THE PROJECT WILL REQUIRE IN ITS MANAGEMENT, DIRECTION AND MONITORSHIP ROLES. FOLLOWING THE CONCEPT OF MINIMUM STAFFING LEVELS IN ARMY PROJECT MANAGEMENT, THE PROJECT MANAGER MUST RELY VERY HEAVILY UPON THE MAJOR SUBORDINATE (COMMODITY) COMMAND WITH WHICH HIS PROJECT IS ASSOCIATED. THIS MATRIX TYPE OF ORGANIZATION CAUSES THE PROJECT MANAGER TO RELY ON THE COMMODITY COMMAND FOR A

¹⁴PROJECT MANAGEMENT: CONCEPTS AND POLICIES, ARMY MATERIEL COMMAND REGULATION 11-16, VOL. I (WASHINGTON, DC: HQ, US ARMY MATERIEL COMMAND, FEB 1966), P. 10. (HEREINAFTER REFERRED TO AS AMCR 11-16, VOL. I.)

GREAT DEAL OF THE TECHNICAL AND ADMINISTRATIVE SUPPORT THE PROJECT REQUIRES. THROUGH THE APPLICATION OF THIS CONCEPT, THEN, THE PROJECT MANAGEMENT OFFICE STAFF MANAGE THE OBJECTIVE RATHER THAN PERFORM ALL OF THE FUNCTIONAL TASKS TO BE DONE. THE VALUE OF THE USE OF MANAGEMENT BY OBJECTIVES IS, THEREFORE, INHERENT TO THIS TYPE OF OPERATION.

THE ACTUAL TRANSLATION OF THE SKILLS NEEDED BY THE PROJECT OFFICE IS DONE BY THE PROJECT MANAGER INTO THE TABLE OF DISTRIBUTION AND ALLOWANCES. THIS DOCUMENT CONTAINS THE REQUIRED MANPOWER NUMBERS, SKILL SPECIALITIES, AND GRADE LEVELS NEEDED. THE BASIC SKILLS INHERENT TO ARMY PROJECT MANAGEMENT OFFICES ARE ENGINEERING-SCIENCE, COMPTROLLERSHIP, EQUIPMENT SPECIALIST, PROCUREMENT-PRODUCTION, SUPPLY, AND QUALITY ASSURANCE CAREER FIELDS.¹⁵ ONCE THE REQUIREMENTS HAVE BEEN DETERMINED, JOB DESCRIPTIONS DELINEATING THE CAREER SPECIALTIES AND GRADE LEVELS REQUIRED ARE PREPARED AND SUBMITTED IN SUPPORT OF THE REQUEST FOR APPROVAL OF THE TABLE OF DISTRIBUTION AND ALLOWANCES. THE STAFFING REQUEST IS SUBMITTED THROUGH CHANNELS TO HEADQUARTERS, US ARMY MATERIEL COMMAND FOR REVIEW AND APPROVAL.¹⁶

UPON OBTAINING APPROVAL OF THE TABLE OF DISTRIBUTION AND ALLOWANCES FOR THE PROJECT MANAGEMENT OFFICE, THE MOST CRITICAL PHASE OF STAFFING THE ORGANIZATION TAKES PLACE, THE ACTUAL RECRUITMENT AND SELECTION OF PERSONNEL. SINCE THIS STUDY IS ORIENTED TOWARD THE CIVILIAN PERSONNEL PROCESS, THAT IS THE PHASE WHICH WILL BE

¹⁵ARMY CIVILIAN CAREER SYSTEM FOR STAFFING PROJECT MANAGEMENT OFFICES, CIVILIAN PERSONNEL REGULATION CP2, (WASHINGTON, DC: DEPARTMENT OF THE ARMY, 31 OCTOBER 1963), PP. 4-5. (HEREINAFTER REFERRED TO AS CPR CP2.)

¹⁶IBID.

ADDRESSED. HOWEVER, IT SHOULD BE RECOGNIZED THAT THERE IS A CONCURRENT PROCESS FOR STAFFING THE MILITARY POSITIONS IN THE ORGANIZATION.

TO DATE, THE ONLY PUBLISHED GUIDANCE ON CIVILIAN RECRUITMENT AND STAFFING SPECIFICALLY APPLICABLE TO PROJECT MANAGEMENT IS ARMY MATERIEL COMMAND REGULATION 11-16, VOL. 1. IT STATES THAT THE PROJECT MANAGER "WILL USE THE EXISTING TALENTS AND STRENGTHS AVAILABLE TO HIM WITHIN THE FUNCTIONAL ORGANIZATIONS OF AMC."¹⁷ INFORMATION OBTAINED FROM INTERVIEWS INDICATES THAT THE MOST SUCCESSFUL AND FASTEST METHOD USED BY PROJECT MANAGERS IS THROUGH THE RECRUITMENT OF PERSONNEL WHO ARE KNOWN TO THEM. SEVERAL SOURCES FOR SUCH PERSONNEL ARE OTHER PROJECT MANAGEMENT OFFICES WHICH HAVE, OR ARE SOON TO HAVE, AN EXCESS OF PEOPLE DUE TO PHASE-OUT, REDUCTIONS, ETC., AND THE ELEMENTS WITHIN THE SUPPORTING FUNCTIONAL COMMAND WHICH MAY HAVE AVAILABLE PERSONNEL FOR A VARIETY OF REASONS.

ANOTHER SOURCE OF CANDIDATES FOR THE ORGANIZATION IS TO OBTAIN LISTINGS OF PERSONNEL FROM THE SUPPORTING CIVILIAN PERSONNEL OFFICE. CPR CP2 PROVIDES FOR A CENTRAL INVENTORY FILE OF EMPLOYEES WHO ARE REGISTERED IN CAREER FIELDS WHICH ARE APPLICABLE TO PROJECT MANAGEMENT.¹⁸ THESE PERSONNEL ARE NOT REQUIRED TO BE IN PROJECT MANAGEMENT. THEY ARE GRADES GS-9 AND ABOVE WHO HAVE GIVEN EVIDENCE OF CAREER ADVANCEMENT POTENTIAL. A SOUND WORKING RELATIONSHIP WITH THE CIVILIAN PERSONNEL OFFICE WILL HELP THE PROJECT MANAGER SURFACE MORE GOOD CANDIDATES WITH BACKGROUNDS SUITABLE TO HIS REQUIREMENTS.

¹⁷AMCR 11-16, Vol. 1, p. 11.

¹⁸CPR CP2, p. 6.

ANOTHER SOURCE OF CANDIDATES IS THROUGH THE SCREENING OF PEOPLE FROM A VARIETY OF ORGANIZATIONS WHO MAY HAVE TENDERED APPLICATIONS FOR JOBS IN THE PROJECT MANAGEMENT OFFICE. RESEARCH INDICATES A VARIETY OF OPINION ON THE MERIT OF THIS METHOD, BUT, AGAIN, LIKE ANY OTHER SOURCE, THERE ARE NO GUARANTEES OF SUCCESS OR FAILURE.¹⁹

ONCE THE PROJECT MANAGER HAS DETERMINED A SUFFICIENT NUMBER OF CANDIDATES ARE AVAILABLE, HE MAY BEGIN THE SELECTION PROCESS. EVEN IN THE FORMULATIVE STAGES, THE PROJECT MANAGER HAS PROBABLY BEEN MAKING INITIAL CHOICES. HOWEVER, FORMAL SELECTION PROCEDURES SHOULD INCLUDE PERSONAL INTERVIEW BY THE PROJECT MANAGER. ONLY THROUGH THE INTERVIEW CAN HE CONVEY HIS REQUIREMENTS AND OBJECTIVES TO POTENTIAL CANDIDATES AND OBTAIN THEIR RESPONSES. FREQUENTLY THE PROJECT MANAGER MAY WISH TO OBTAIN RECOMMENDATIONS FROM OTHER MANAGERS, PREFERABLY ONES WITH WHOM HE HAS SOME PERSONAL RAPPORT. HE MUST BE CAREFUL IN SO DOING SINCE THE RECOMMENDING MANAGER MAY TAKE IT AS AN OPPORTUNITY TO RID HIMSELF OF PROBLEM PERSONNEL. DURING THE SELECTION PROCESS, THE PROJECT MANAGER SHOULD BE AWARE OF THE FACT THAT THE OBJECTIVES OF THE PERSONNEL BEING INTERVIEWED AND HIS OWN MAY NOT NECESSARILY BE THE SAME. PREVIOUS RESEARCH HAS INDICATED THAT FREQUENTLY MANAGERS ASSUME THE TWO TO BE EVIDENT AND EQUAL.²⁰ THIS OPINION COULD LEAD TO SERIOUS MISUNDERSTANDINGS LATER. THE PROJECT MANAGER SHOULD BE SURE OF HIS OWN OBJECTIVES AND NEEDS AND MAKE CERTAIN THAT UNDERSTANDING ON THESE MATTERS IS REACHED WITH THE

¹⁹ALFRED E. BANHOLZER, II, "A STUDY OF THE PERSONNEL SELECTION PROCESS USED WITHIN A PROGRAM OFFICE," (UNPUBLISHED STUDY, DEFENSE SYSTEMS MANAGEMENT SCHOOL, 1972), P. 6.

²⁰IBID, P. 10.

PROSPECTIVE EMPLOYEE. AN IMPORTANT ASPECT OF THIS PROCESS IS THAT HE MUST SELL HIS PARTICULAR PROJECT AND THE MANAGEMENT BY OBJECTIVES APPROACH TO THE CANDIDATE. EXPERIENCE INDICATES THAT THIS FACTOR IS NOT ALWAYS UNDERSTOOD. BY NATURE, PROJECT MANAGEMENT IS A RATHER RISKY VENTURE FOR CIVILIAN PERSONNEL DUE TO THE UNCERTAINTY OF THE LENGTH OF THE PROJECT. THIS ASPECT WILL BE ADDRESSED IN MORE DETAIL LATER IN THE PAPER. SUFFICE NOW TO SAY THAT THE SELLING POINTS USUALLY STRESSED SUCH AS PERSONAL ADVANCEMENT, APPEAL TO THE DESIRE FOR CAREER ADVANCEMENT, AND INDIVIDUAL CHALLENGE MAY NOT BE SUFFICIENT. HOWEVER, IF THESE SELLING POINT ARE PRESENTED WITHIN THE OVERALL MANAGEMENT BY OBJECTIVES CONTEXT, THEIR APPEAL TO PEOPLE WHO WILL RESPOND TO THAT MANAGEMENT TECHNIQUE - THE KIND OF PERSONNEL NEEDED IN A PROJECT - SHOULD BE OF SIGNIFICANT STRENGTH IN OBTAINING THOSE INDIVIDUALS.

CONSTRAINTS IMPOSED BY THE
CIVIL SERVICE ENVIRONMENT

AS IN ANY OTHER AREA OF HUMAN ENDEAVOR, STAFFING A PROJECT MANAGEMENT OFFICE IS NOT WITHOUT ATTENDANT PROBLEMS. TO THIS POINT, THIS STUDY HAS EMPHASIZED THE MERITS OF MANAGEMENT BY OBJECTIVES AND HAS HELD IT TO BE AN OBJECTIVE WHICH SHOULD BE UPPERMOST IN CONSIDERATION WHEN STAFFING AN ARMY PROJECT MANAGEMENT OFFICE. A CONSENSUS OF THOSE MANAGERS INTERVIEWED* AND OF RESEARCH MATERIALS COVERED HAS PROVIDED AN OPINION THAT THE OBJECTIVE IS NOT EASILY OR ALWAYS ATTAINED. THE FOLLOWING DISCUSSION WILL HIGHLIGHT CERTAIN OF THE REASONS FOR THAT PROBLEM.

ONE OF THE MAJOR PROBLEMS FACING THE PROJECT MANAGER AS WELL AS OTHER AREAS OF STAFFING HAS BEEN POINTED OUT BY A MEMBER OF THE GENERAL ACCOUNTING OFFICE WHO STATED:

WE ARE OF THE OPINION THAT IN AN OPTIMUM SITUATION THE MANAGER AT THE OPERATING LEVEL SHOULD BE AUTHORIZED TO CARRY OUT A WELL-DEFINED PROGRAM WITHOUT RESTRAINTS AS TO THE NATURE OR SOURCE OF MANPOWER RESOURCES HE APPLIES.²¹

THE WRITER REALIZES, HOWEVER, THAT WITHIN THE CIVIL SERVICE, MANPOWER ADJUSTMENTS ARE GENERALLY RELATED TO RATHER ARBITRARY PERSONNEL CELLINGS OR FUND AVAILABILITY LIMITATIONS RATHER THAN ACTUAL MANPOWER REQUIREMENTS. SINCE THE PROJECT MANAGER HAS NO CONTROL OVER SUCH CAPRICES, HE MUST ATTEMPT TO DO HIS BEST WITHIN THE CONSTRAINTS

²¹CHARLES M. BAILEY, "GAO INTEREST AND INVOLVEMENT IN DEFENSE MANPOWER PROBLEMS," GAO REVIEW, FALL, 1970, PP. 32-33.

*SEE BIBLIOGRAPHY

BY INSURING THAT HE HIRES THE BEST POSSIBLE PERSONNEL. EVEN AT THAT, HOWEVER, HE IS FACED WITH OTHER CONSTRAINTS. AMCR 11-16, VOL. 1, STRESSES THE NECESSITY FOR SPEEDY STAFFING OF THE ORGANIZATION²² WHICH IS ALSO IMPLIED BY THE URGENCY TO PRESS INTO STARTING THE PROJECT ON ITS WAY. THE PITFALLS OF SUCH HASTINESS ARE ALL TOO APPARENT. EXPERIENCED PERSONNEL MANAGERS HAVE INDICATED THAT THE PROCESS OF SELECTION IS NOT SOMETHING THAT SHOULD BE DONE HURRIEDLY SINCE THE PROCESS IS EXTREMELY DIFFICULT TO REVERSE IF ERRORS ARE MADE.²³ AN ADDED PROBLEM IS THAT THE PROJECT MANAGER IS FREQUENTLY NOT WELL VERSED IN CIVILIAN PERSONNEL PRACTICES AND OFTEN RELIES ON OTHER PERSONS, WHOSE INTERESTS MAY NOT BE THE SAME AS HIS TO ASSIST HIM IN SELECTION.²⁴ A SOLUTION TO THIS PROBLEM IS THAT THE PROJECT MANAGER MUST BECOME FAMILIAR WITH CIVILIAN PERSONNEL PRACTICES AND MUST CULTIVATE THE SUPPORT OF THE CIVILIAN PERSONNEL OFFICE.²⁵ AS PREVIOUSLY STRESSED, SINCE PEOPLE ARE THE MOST IMPORTANT SINGLE ASSET TO PROGRAM MANAGEMENT, THE PROGRAM MANAGER MUST UTILIZE ALL THE TIME HE CAN TO CONCENTRATE ON THE PERSONNEL SELECTION PROCESS.

PROJECT MANAGERS FREQUENTLY ENCOUNTER RESISTANCE FROM THE FUNCTIONAL MANAGERS WHO, QUITE UNDERSTANDABLY, ARE RELUCTANT TO LOSE GOOD PEOPLE, THE VERY ONES THE PROJECT MANAGER WANTS. INDICATIONS ARE

²²AMCR 11-16, VOL. 1, P. 11.

²³NONATTRIBUTABLE INTERVIEW CONDUCTED ON 13 APRIL 1973.

²⁴IBID.

²⁵IBID.

THAT OVER THE YEARS A SENSE OF RIVALRY HAS EXISTED, LARGELY DUE TO PERSONNEL ACQUISITION.²⁶ THE NOTION OF SALESMANSHIP IS IMPORTANT UNDER THESE CIRCUMSTANCES, AND THE PROJECT MANAGER MAY HAVE TO SELL HIS COMMANDING OFFICER AS WELL AS THE OTHER FUNCTIONAL MANAGERS AND THE PROSPECTIVE EMPLOYEE.²⁷

AS REFERENCED EARLIER, THE PROJECT MANAGER FREQUENTLY MUST CONVINCE CANDIDATES THAT WHAT HE HAS TO OFFER IS WORTHWHILE FOR THEM. THE PROJECT MANAGEMENT FIELD IS REALLY A "CAREER SIDELINE" FOR CIVILIANS DUE TO THE SHORT-TERM, TEMPORARY NATURE OF A PROJECT. THE PROBABILITY OF ENCOUNTERING DIFFICULTY IN GETTING REINSTATED IN HIS FUNCTIONAL CAREER FIELD UPON COMPLETION OR TERMINATION OF THE PROJECT WILL CREATE RELUCTANCE IN CIVILIAN EMPLOYEES.²⁸ TO DATE, HOWEVER, ARMY PROJECT MANAGEMENT HAS ENJOYED A VERY GOOD RECORD IN MAKING SURE THAT THERE IS A MINIMUM OF PERSONAL DISCOMFORT IN THE READJUSTMENTS REQUIRED BY PROJECT MANAGEMENT.²⁹

IN THE EARLY STAGES OF ESTABLISHING AN OFFICE, CIVILIAN PERSONNEL REGULATIONS ALLOW FOR THE USE OF DETAILS AND TEMPORARY PROMOTIONS, BUT THESE METHODS ARE ONLY TEMPORARY AT BEST SINCE THERE ARE SPECIFIC LIMITATIONS PLACED ON THE LENGTH OF TIME THEY MAY BE EMPLOYED. SINCE IT IS IMPORTANT THAT CONTINUITY IN THE PROJECT BE MAINTAINED, THESE TEMPORARY MEANS OF OBTAINING PERSONNEL SHOULD BE

²⁶NONATTRIBUTABLE INTERVIEW CONDUCTED ON 19 APRIL 1973.

²⁷NONATTRIBUTABLE INTERVIEW CONDUCTED ON 13 APRIL 1973.

²⁸IBID.

²⁹NONATTRIBUTABLE INTERVIEW CONDUCTED ON 19 APRIL 1973.

KEPT TO A MINIMUM.³⁰

THE ESTABLISHMENT OF THE TABLE OF DISTRIBUTION AND ALLOWANCES FOR THE OFFICE PREVIOUSLY DISCUSSED CAN PRESENT PROBLEMS. IF THE CAREER SERIES AND GRADE LEVELS ARE ESTABLISHED WITHOUT REGARD TO AVAILABILITY OF DESIRABLE PERSONNEL TO FILL THE POSITIONS CREATED, THE PROJECT MANAGER MAY DISCOVER THAT HE IS TOO RESTRICTED IN HIS SELECTION OF PERSONNEL. THIS PROBLEM IS PARTICULARLY ACUTE IN TODAY'S ENVIRONMENT OF RESTRICTED PROMOTIONAL CAPABILITY. EVEN IN TIMES WHEN PROMOTION POLICY IS MORE LIBERAL, CIVILIAN PERSONNEL PRACTICES REQUIRE COMPETITIVE PROMOTION WHICH MAY BE A HINDRANCE TO OBTAINING THE PERSONNEL THE PROJECT MANAGER DESIRES.³¹

THE FACT THAT PROJECT MANAGEMENT IS NOT A CIVILIAN CAREER FIELD IN ITSELF NECESSITATES THAT PERSONNEL BE SELECTED FROM SPECIFIC CAREER SPECIALITY FIELDS. THE PROJECT MANAGER SHOULD BE COGNIZANT OF THE FACT THAT SUCH SPECIALIZATION COULD PRESENT BOTH OPERATIONAL AND TRAINING PROBLEMS IN A PROJECT MANAGEMENT ORGANIZATION, SINCE THE JOB REQUIRES ABILITIES TO PERFORM A VARIETY OF DUTIES AND RELATE TO OTHERS IN A MANAGEMENT BY OBJECTIVES ENVIRONMENT. CAREFUL SCREENING OF PROSPECTIVE CANDIDATES SHOULD HELP TO SURFACE THOSE INDIVIDUALS WHO CAN PERFORM BEST UNDER SUCH CONDITIONS.

IN TODAY'S ENVIRONMENT, REGULATIONS THAT REQUIRE THE SELECTION OF PERSONNEL FROM LISTS OF EXCESS PERSONNEL WHO HAVE BEEN DISPLACED BY MANPOWER REDUCTIONS PRESENT A PROBLEM TO PROJECT MANAGERS.

³⁰NONATTRIBUTABLE INTERVIEW CONDUCTED ON 13 APRIL 1973.

³¹IBID.

THE PROBLEM MAY BE NO PROBLEM AT ALL IN INDIVIDUAL SITUATIONS.
HOWEVER, THE REGULATORY REQUIREMENT MAY WELL REDUCE HIS ABILITY TO
SELECT THOSE INDIVIDUALS WHO WILL BEST FUNCTION WITHIN THE MANAGE-
MENT BY OBJECTIVES ATMOSPHERE. CONSEQUENTLY THE PROJECT MANAGER
WOULD BE WELL ADVISED TO FOSTER CLOSE CONTACT WITH CIVILIAN PER-
SONNEL EXPERTS TO ASSESS HIS PREROGATIVES UNDER THOSE CIRCUMSTANCES.

CONCLUSIONS AND RECOMMENDATIONS

THROUGHOUT THE PROCESS OF GATHERING RESOURCE MATERIALS AND WRITING THIS STUDY, IT HAS BECOME INCREASINGLY EVIDENT THAT THE PRINCIPLE OF MANAGEMENT BY OBJECTIVES FITS EXTREMELY WELL IN THE ENVIRONMENT POSED BY ARMY PROJECT MANAGEMENT. IT HAS ALSO BECOME EVIDENT THAT THE USEFULNESS OF THE PRINCIPLE IS DEPENDENT UPON THE ABILITY TO OBTAIN AND RETAIN PERSONNEL IN THE ORGANIZATION WHO ACCEPT THE CHALLENGE PRESENTED BY ARMY PROJECT MANAGEMENT, AND WHO ARE CAPABLE OF ACCEPTING THE CHALLENGES OF THE MANAGEMENT BY OBJECTIVES APPROACH. FOR THE CIVIL SERVICE PERSONNEL IN THE ORGANIZATION AND THOSE WHO ARE CANDIDATES TO BECOME A PART OF A PROJECT MANAGEMENT ORGANIZATION, CERTAIN DIFFICULTIES ARISE.

THE REQUIREMENT TO TAKE SPEEDY ACTION TO STAFF THE OFFICE CAN CREATE LIMITATIONS FOR THE PROJECT MANAGER IN OBTAINING THE CIVILIAN PERSONNEL HE DESIRES. THE PROJECT MANAGER MAY ALSO ENCOUNTER PROBLEMS DUE TO THE RESTRAINTS PLACED ON PROMOTION. IN ADDITION TO RESISTANCE FROM FUNCTIONAL MANAGERS WHO DO NOT WANT TO LOSE GOOD EMPLOYEES, THE PROJECT MANAGER MAY NEED TO SELL THE ADVANTAGES OF PROJECT MANAGEMENT TO THE POTENTIAL CANDIDATE. THE SHORT-TERM NATURE OF PROJECT MANAGEMENT CAN CAUSE RELUCTANCE ON THE PART OF CIVILIANS WHO MAY HAVE DIFFICULTY IN BEING REINSTATED IN THEIR FUNCTIONAL CAREER FIELD UPON COMPLETION OR TERMINATION OF THE PROJECT. IT IS APPARENT THAT A SYSTEM AS ALL ENCOMPASSING AS THE CIVIL SERVICE SYSTEM CANNOT CATER SPECIFICALLY TO THE NEEDS OF ONE OR TWO SPECIAL CASES. IT IS NECESSARY, THEREFORE, FOR THOSE PARTICULAR APPLICATIONS SUCH AS

PROJECT MANAGEMENT TO LEARN TO ADAPT TO THE SYSTEM WITH WHICH IT MUST WORK.

IT IS LIKELY THAT, IN THE FUTURE, ORGANIZATIONS WILL CONTINUE TO BECOME MORE FLEXIBLE IN THE MANAGEMENT SYSTEMS THROUGH THE CONTINUANCE OF THE TREND TOWARD LESS SPECIALIZATION, A WIDER VARIETY OF TASK ASSIGNMENTS AND LESS WELL-DEFINED POSITIONS AND FUNCTIONS. IF THAT SAME TREND CONTINUES TO BE UTILIZED IN ARMY PROJECT MANAGEMENT, A MORE RESPONSIBLE AND FLEXIBLE PERSONNEL SYSTEM FOR CIVIL SERVICE STAFFING NEEDS WILL BE REQUIRED. IF THE ARMY IS TO TAKE FULL ADVANTAGE OF THE MANAGEMENT PHILOSOPHIES OF THE FUTURE, AND FULLY UTILIZE TECHNIQUES SUCH AS MANAGEMENT BY OBJECTIVES, IT MUST BECOME A LEADER IN SEARCHING FOR WAYS TO MAKE THE CIVILIAN PERSONNEL SYSTEM ASSIST IN ACHIEVING THESE GOALS.

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FOR THE PURPOSE OF THIS STUDY, FIVE MANAGERS WERE INTERVIEWED IN ADDITION TO SPEAKERS AT THE DEFENSE SYSTEMS MANAGEMENT SCHOOL. HOWEVER, THE OPINIONS AND JUDGEMENTS OF INDIVIDUALS INTERVIEWED AND THE SPEAKERS ARE NOT TO BE TAKEN AS EXPRESSIONS OF POLICY OR PROCEDURE WITHIN THE DEPARTMENT OF DEFENSE. THEIR STATEMENTS ARE DERIVED FROM PERSONAL EXPERIENCE AND, AS SUCH, CANNOT BE CITED IN A CONTEXT WHICH MAY IMPLY OR INFER A STATEMENT OR **OPINION** ON OFFICIAL POLICY. THEREFORE, THEIR STATEMENTS ARE TREATED IN THIS STUDY IN A NONATTRIBUTABLE MANNER.

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