

A White Paper by a Panel

NATIONAL ACADEMY OF PUBLIC ADMINISTRATION

Sponsored by the Project Management Institute



Implementing the Program Management Improvement and Accountability Act of 2015



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**NATIONAL ACADEMY OF
PUBLIC ADMINISTRATION**

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July 2017

***Implementing the Program Management
Improvement and Accountability Act of 2015***

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Foreword

Over the past several decades program and project management has matured as a discipline and has become a more typical career path in the private sector. The federal government, too, increasingly has recognized the value of developing these skills to advance important projects and programs. This recognition culminated in December 2016, when then-President Obama signed the Program Management Improvement Accountability Act (PMIAA) into law to improve government-wide program and project management skills by establishing government-wide standards and policies for this important discipline.

Congress and the Executive Branch have codified in this legislation the view that program and project management skills, applied appropriately in the public sector, can result in improved mission outcomes. With steady increases in federal budgetary outlays to fund complex projects, the need for broadening and improving program and project management skills in the federal government has never been greater.

Against this backdrop, the Project Management Institute commissioned this white paper of a four-member Panel of Fellows of the National Academy of Public Administration (the Academy). PMI requested the Academy provide advice on key human resource-related issues connected with PMIAA's implementation. The Panel's recommendations are intended to assist the Office of Management and Budget (OMB) and Office of Personnel Management (OPM) with implementation of the law.

As a congressionally chartered non-partisan and non-profit organization with over 850 distinguished Fellows, the Academy brings nationally-recognized public administration experts together to help public organizations address future challenges. We are pleased to have had the opportunity to prepare this white paper, and we appreciate the constructive engagement of staff from PMI, OMB, OPM, other federal agencies and governments, all of whom provided important insight and context needed to inform this white paper.

I extend my earnest thanks to the Academy Panel, who provided invaluable expertise and thoughtful analysis to this undertaking, and to the professional study team that provided critical support on the project. I expect that this white paper will contribute to efforts to implement PMIAA, thus advancing the critical national objective of strengthening program and project management throughout the federal government.

Teresa W. Gerton
President and Chief Executive Officer
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Acronyms and Abbreviations

ANSI	American National Standards Institute
The Academy	National Academy of Public Administration
CAOC	Chief Acquisition Officers Council
CHCOC	Chief Human Capitals Officers Council
CIOC	Chief Information Officers Council
DAWIA	Defense Acquisition Workforce Improvement Act
DoD	Department of Defense
DOE	Department of Energy
EWQ	Exceptionally Well Qualified
FAC -P/PM	Federal Acquisition Certification for Program and Project Managers
FAI	Federal Acquisition Institute
GS	General Schedule
HR	Human Resources
IO	Industrial Organization
ISO	International Standards Organization
IT	Information Technology
ITPMCPG	IT Program Management Career Path Guide
NASA	National Aeronautics and Space Administration
OMB	Office of Management and Budget
OPM	Office of Personnel Management
PMI	Project Management Institute
PMIAA	The Program Management Improvement and Accountability Act of 2015
PMPC	Program Management Policy Council
PMP	Project Management Professional Certification
PgMP	Program Management Professional Certification
USA	United States of America
USACE	United States Army Corps of Engineers
VA	Department of Veteran's Affairs

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Executive Summary

Years-long efforts to broaden and enhance systematic development of project and program management skills in the federal government were rewarded with enactment of The Program Management Improvement and Accountability Act of 2015 (PMIAA). PMIAA's goal is to ensure all federal agencies incorporate basic principles critical to successful project and program management, with particular focus on the program management area that has not received significant attention as an important skill set and career path in the federal government. Given the fact that many agencies have advanced in the project management area, and several agencies have already embraced promoting program management, the statute also serves to supplement and enhance the existing levels of expertise in the federal sector.

This white paper is sponsored by the Project Management Institute (PMI), and prepared by a study team under the direction of a Panel of Fellows of the National Academy of Public Administration (the Academy). The paper focuses primarily on several human resources issues connected with PMIAA's implementation, and follows an Academy Panel white paper in 2015 that argued for the merits of policies like those contained in PMIAA. The paper discusses the following topics in the specific context of program and project management:

- A basic set of standard skills and competencies that are needed;
- Factors to consider in establishing a new job series;
- Key successful practices for establishing a new career path for both new and current employees engaged in this field;
- Attracting experienced private sector professionals into the federal sector; and
- Applying program and project standards currently used in the private sector that might apply in the federal sector.

The Panel recognizes that PMIAA provides an excellent foundation on which to both create and add onto existing efforts around a government-wide and consistent approach to supporting program and project management professionals as they serve the country. Given the important roles that the Office of Management and Budget (OMB) and the Office of Personnel Management (OPM) have in launching and shepherding the requirements of PMIAA, this white paper's recommendations are primarily offered with the intent to contribute to their deliberations.

Building a government-wide framework has its challenges. Some agencies already have mature program and project management development programs that actively foster these skills. As such, OMB's and OPM's actions to implement PMIAA need to fit within existing structures of those agencies. However, in the cases of those agencies that have less experience with this important discipline, the way forward to introduce human resource-related requirements necessitates a different approach. The Panel's white paper addresses these differences by stressing the importance of OMB and OPM taking a consultative approach when devising overarching policies that will guide agency implementation, with

focus on tapping into existing pockets of expertise already garnered through the successful experiences by some agencies. The Panel also reinforces the statutory requirement that the Program Management Policy Council (PMPC) must play a leading role in both the initial formulation of PMIAA implementation steps, and in the on-going work as program and project management capabilities mature throughout the federal government.

Recommendations

The Academy Panel makes the following recommendations for successful implementation of PMIAA:

Human Resources Issues for Program and Project Managers:

1. A new job series for program and project managers should be created.
2. Foundational competencies should be identified which can apply across all agencies involved in program and project management activities.
3. A new career path guide should be prepared to provide program and project managers a clear set of steps for career development.
4. To the extent appropriate, the public sector should work towards incorporating relevant aspects of voluntary consensus standards and best practices into federal program and project management.
5. Human resources managers should take advantage of all existing hiring authorities that allow recruitment and retention of best qualified candidates, including those from the private sector.
6. The PMPC should evaluate how PMIAA implementation might best be accomplished within the larger context of existing policies and regulations that agencies must follow.

Implementation Strategies:

1. Multiple strategies are proposed to advance a new job series for civilian federal agencies.
2. Multiple areas of focus are proposed that should be addressed when developing and launching a new career path guide.
3. Agencies with lesser experience with program and project management should consult with agencies with greater experience when advancing agency-specific implementation plans under the direction of the PMPC.
4. Agencies with program and project management needs should establish a methodology to keep career ladders, education requirements, and related knowledge-based functions updated so that the latest competencies are fostered.
5. Establishing lead agencies from among those agencies with successful program and project management experience and programs will support successful implementation of the PMIAA requirements.
6. Adoption of effective practices in communication will be critical to successful PMIAA implementation across the federal government.

PMIAA offers the federal government with an excellent building block from which program and project management can be enhanced as a discipline to ensure greater mission success

across all agencies. The Panel's goal is to contribute to the ongoing efforts of OMB and to OPM, and to the broader public and private sector communities that see the high value of successful program and project management, as PMIAA is implemented now, and in the future.

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Section 1: Project Background

1.1 Project Introduction: Origin, Scope, Definitions, and Methodology

Efforts to enhance and define a sound set of standards and policies to promote establishment and development of consistent program and project management skills across the federal government yielded important results in December 2016 with the enactment of Public Law 114-264, The Program Management Improvement and Accountability Act of 2015 (PMIAA). PMIAA, summarized in more detail below, aims to improve government-wide program and project management through improvements in leadership, training, and guidance of program and project management.¹

For many observers, the implementation of PMIAA comes none too soon. Many private sector companies have, for decades, embraced the application of program and project management principles and skills as core competencies that will enhance business results. The federal government has also been addressing the need for greater expertise in program and project management. Over the past ten years, several agencies of the federal government, including the Department of Veterans Affairs (VA), Department of Energy (DOE), the U.S. Army Corps of Engineers (USACE), the National Aeronautics and Space Administration (NASA), along with the Department of Defense (DoD), were quick to adopt program and project management disciplines as an important business tool used to enhance outcomes involving complex mission projects and programs. Some agencies have required Project Management Professional certification (PMP) or Program Management Professional (PgMP)² certification for project management and program management roles but not consistently across the federal government.

Thus, PMIAA is set to codify what some agencies have voluntarily embraced with respect to promoting program and project management. More importantly perhaps, it will also serve to introduce new skill disciplines to agencies that have yet to systematically incorporate program and project management approaches and competencies to appropriate mission elements. With current fiscal year spending expected to be more than \$4 trillion, improvements in program and project management delivery across government has the potential over time to result in significant cost savings and cost avoidance and greater operating efficiencies for a multitude of programs and projects.

PMIAA is set to codify what some agencies have voluntarily embraced with respect to promoting program and project management.

¹ The House of Representatives report of the Committee on Oversight and Government Reform 114-63 <https://www.congress.gov/congressional-report/114th-congress/house-report/637/1> and the Senate report of the Committee on Homeland Security and Governmental Affairs 114-162 <https://www.congress.gov/congressional-report/114th-congress/senate-report/162/1> provide useful summaries of the intent and key features of PMIAA

² Created by PMI, the PMP and PgMP are certifications for project and program managers respectively. These certifications are widely recognized around the world.

This white paper, prepared by a four-member Panel of Fellows of the National Academy of Public Administration (the Academy) is sponsored by the Project Management Institute (PMI), which has been an important proponent for PMIAA and is a recognized leader in this field (biographical information on Panel members and study team is provided in Appendix A). PMI previously sponsored a white paper prepared by a Panel of the Academy in 2015 advocating for strengthening project and program management across the federal government. The 2015 white paper, entitled “Improving Program Management in the Federal Government,”³ addresses many issues which appear in PMIAA, and which are subjects of this white paper.⁴ This white paper primarily focuses on human resource (HR)-related issues connected with PMIAA’s implementation.

Specifically, this white paper addresses the following issues:

1. Identify a basic set of standard skills and competencies needed for a program and project manager;
2. Determine the advantages and disadvantages of establishing a job series for program and project management;
3. Identify key practices that the Office of Personnel Management (OPM) could use in establishing a new career path for new and current employees who aspire to program and project manager positions;
4. Determine the key issues to consider in attracting experienced private sector program and project management to the federal sector; and
5. Determine how existing program and project management standards used in the private sector might apply to the federal sector.

The white paper is divided into the following three Sections:

- Section 1 outlines the paper’s purpose and research methods.
- Section 2 addresses human resources issues for program and project managers.
- Section 3 highlights implementation strategies.

At the outset, it is important to clarify the meaning of key terms. This paper adopts the same definitions as were used in the Academy Panel’s 2015 white paper. The Panel employs PMI’s definitions given their general acceptance in the professional project and program management community. Also, the use of standard terminology is important to avoid confusion stemming from the different language used across agencies and is an important first step in institutionalizing project and program management in the federal government.

³ National Academy of Public Administration, *Improving Program Management in the Federal Government*, 2015. http://napawash.org/images/reports/Final_White_Paper_for_PMI_7_14_15.pdf

⁴ The Academy’s 2015 white paper was preceded by other analyses on the importance of improving program management in the federal government, including a 2008 report of The Council for Excellence in Government entitled “Improving Government Performance and Delivery” which outlined key elements that were included in PMIAA.

Project: A temporary endeavor undertaken to create a unique product, service, or result with a defined beginning and end achieved either by meeting project objectives/goals or by being terminated due to objectives/goals not being met. (Note: While accepting the PMI definition of projects as “temporary,” the Panel emphasizes that projects may extend over long periods of time. What matters is the distinction between ongoing operations related to providing an existing product or service and a time-limited effort to create a new or improved product, service, or result.)

Project Management: The application of knowledge, skills, tools, and techniques to project activities to meet the project requirements.

Project Manager: The person assigned by the performing organization to lead the team that is responsible for achieving the project objectives.

Program: A group of related projects, subprograms, and program activities that are managed in a coordinated way to obtain benefits not available from managing them individually. All projects within a program are related by a common goal, often of strategic importance to the sponsoring organization.

Program Management: The application of knowledge, skills, tools, and techniques to a program to meet the program requirements and to obtain benefits and control not available by managing projects individually.

Program Manager: The person authorized by the performing organization to lead the team or teams responsible for achieving program objectives.

Portfolio: Projects, programs, sub-portfolios, and operations managed as a group to achieve strategic objectives.

Portfolio Management: The centralized management of one or more portfolios that enable executive management to meet organizational goals and objectives through efficient decision making on portfolios, projects, programs and operations. Portfolio management is a way to bridge the gap between strategy and implementation.

Portfolio Manager: The person authorized by the performing organization to lead the team that is responsible for achieving the portfolio objectives.

Project, program, and portfolio management may be understood along a continuum of increasing scale and complexity. The continuum begins with small projects of increasing size and complexity. These projects are followed by programs as the scale and complexity of change require work to be broken into multiple projects that are managed as a program. Multiple programs and/or projects are managed as a portfolio.

Project, program, and portfolio management are distinct, yet interrelated, professional disciplines, each requiring unique skills and competencies. Effective program management depends on effective project management, which itself depends on a cadre of professionals including not only project managers, but also an array of specialty disciplines, such as requirements development, cost and schedule estimation, and risk management.

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Program managers can begin their professional careers in project management or supporting technical specialties and then, through progressive training and experience, develop the ability to manage larger projects and ultimately programs. There are a variety of important skill sets connected with technical project management, strategic and business management, and leadership that converge as important instruments for project and program managers. Appendix D provides detailed information on the skills sets that are broadly deemed as essential.

The Panel recognizes that, over the past two decades, the U.S. federal government has built project management capacity, including training and certification, and including agency-specific approaches as well as government-wide designations from PMI and The Federal Acquisition Certification for Program and Project Managers (FAC-P/PM) issued by the Federal Acquisition Institute (FAI)⁵. In addition, the Defense Acquisition Workforce Improvement Act (DAWIA) includes a certification program for project and program managers working in DoD.

The Panel finds that PMIAA was passed not only to insure federal agencies incorporate basic principles critical to successful project and program management, but also to supplement and enhance the existing level of expertise in the federal sector. PMIAA is intended to also accelerate progress with a focus on the larger and broader challenges of program management, particularly with respect to accepted skills and certifications, and establishing strong communities of practice. The Panel recommends that PMIAA implementation concentrate on building program management as a discipline in government and connecting it to project management and portfolio management as part of the continuum described above that focuses on aligning the delivery of project and program management with agency strategic objectives.

The Panel finds that PMIAA was passed not only to insure federal agencies incorporate basic principles critical to successful project and program management, but also to supplement and enhance the existing level of expertise in the federal sector.

⁵ FAI is a part of OMB that serves acquisition professionals in civilian agencies.

Research for the white paper drew on a mix of interviews and documentary research (interviews are listed in Appendix B and a bibliography is provided in Appendix C). The study team conducted interviews with officials in OMB and OPM, which have principal responsibility to set the course to implement PMIAA. The study team also conducted interviews with several other federal agencies that have extensive experience in fostering program and project management staff skills. Important context for the study team's research was provided examining developments in program and project management in the governments of Canada and the United Kingdom.

1.2 Key Features of the Program Management Improvement and Accountability Act

The Program Management Improvement and Accountability Act of 2015 establishes as additional functions of the Deputy Director for Management of OMB requirements to:

- adopt and oversee government-wide standards, policies, and guidelines for program and project management for executive agencies;
- chair the Program Management Policy Council (established by this Act);
- issue regulations and establish standards and policies for executive agencies in accordance with nationally accredited standards for program and project management planning and delivery issues; engage with the private sector;
- conduct portfolio reviews to address programs identified as high risk by the Government Accountability Office;
- conduct portfolio reviews of agency programs at least annually; and
- establish a five-year strategic plan for program and project management.

The Act requires the head of each federal agency that is required to have a Chief Financial Officer to designate a Program Management Improvement Officer to implement agency program management policies and develop a written strategy for enhancing the role of program managers within the agency.

It establishes the PMPC within OMB to act as the principal interagency forum for improving agency practices related to program and project management.

It also requires OPM to issue regulations that: (1) identify key skills and competencies needed for a program and project manager in an agency, (2) establish a new job series or update and improve an existing job series for program and project management within an agency, and (3) establish a new career path for program and project managers.

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Section 2: Human Resources Issues for Program and Project Managers

PMIAA requires all federal agencies subject to the Chief Financial Officers Act of 1990 to function with consistent government-wide standards with respect to program and project management (DoD is subject to all provisions of the new law except for those where it has been statutorily exempted, and the Under Secretary of Defense for Acquisition, Technology, and Logistics should participate on the PMPC). The law seeks to build greater employee expertise and broader application of program and project management principles and practices to establish program and project management skills consistent across government. PMIAA also creates a structure to foster a professional community within the federal government that can provide support and a voice on issues affecting the development of program and project management.

Over the years, several civilian agencies have embraced program and project management as important disciplines, actively setting their own mission-applicable policies and creating opportunities by which professional career development in this field is defined, fostered and supported through mandatory, and additional voluntary education, as well as experience requirements. These agencies include, but are not limited to VA, DOE, USACE, and NASA. Until enactment of this law, agencies have operated under a patch work of HR policies and governance for the program management profession. While practices and rules were put in place over time, they were not necessarily established with the rigor and focus now required by PMIAA. PMIAA is intended to enhance a standard application of human resource-related policies commensurate with the needs for this important and growing discipline as the federal government seeks to enhance performance. In addition, PMIAA has an end goal of ensuring that there is human capital alignment to the project and program portfolios of each agency to better ensure that the mission and strategy objectives are met as designated.

PMIAA is intended to enhance a standard application of human resource-related policies commensurate with the needs for this important and growing discipline as the federal government seeks to enhance performance.

PMIAA authorizes OMB and OPM, the two principal executive branch agencies that devise policies to implement legislation that have government-wide application, to take the lead to build on existing agency experience and structure that will support consistent program and project management across agencies. While OMB's and OPM's initial efforts to implement PMIAA are imminently expected, the Panel understands that months and even years will likely be required for government-wide implementation. This white paper is intended to offer OMB and OPM useful and actionable recommendations on how to carry out the following important actions that are clearly required in the legislation:

- Identify, and/or refine, key competencies and skills needed for an agency program and project manager;⁶
- Establish a new job series or update and improve an existing job series for program and project management for federal agencies; and
- Establish a new career path for program and project managers.⁷

The Panel strongly concurs with the legislative imperative directing OPM to create an appropriate new set of classification standards in the human resource arena that establishes and fosters the growth of program management capabilities in the federal government, connected to similar capabilities for project management. These new standards should support the key competencies and skills needed by the program and project management professions. They should also enable agencies to recruit, retain, and develop a workforce competent to take the development and execution of program and project management to a new level of performance that focuses

The Panel strongly concurs with the legislative imperative directing OPM to create an appropriate new set of classification standards in the human resource arena that establishes and fosters the growth of program and project management capabilities in the federal government.

⁶ The following sources are appropriate references for program and project manager competencies: United States Office of Personnel Management. Interpretive Guidance for Project Manager Positions, 2003. <https://www.opm.gov/policy-data-oversight/classification-qualifications/reference-materials/projectmanager.pdf>; Roecker, Jon T, *PMI's Career Framework: The Case for a Project Management Career Path*, Project Management Institute, 2005. <https://www.pmi.org/learning/library/pmis-career-framework-path-7580> ; Federal Acquisition Institute, 2014 Acquisition Workforce Competency Survey Report, 2014. <https://www.fai.gov/drupal/sites/default/files/2014-07-03-Acquisition-Workforce-Competency-Survey-Report.pdf>

⁷ The following offers a relevant citation of the law.

(c) <<NOTE: 31 USC 503 note.>> Program and Project Management Personnel Standards.--

(1) Definition.--In this subsection, the term "agency" means each agency described in section 901(b) of title 31, United States Code, other than the Department of Defense.

(2) <<NOTE: Deadline. Consultation.>> Regulations required.--Not later than 180 days after the date on which the standards, policies, and guidelines are issued under section 503(c) of title 31, United States Code, as added by subsection (a)(1), the Director of the Office of Personnel Management, in consultation with the Director of the Office of Management and Budget, shall issue regulations that--

(A) identify key skills and competencies needed for a program and project manager in an agency;

(B) establish a new job series, or update and improve an existing job series, for program and project management within an agency; and

(C) establish a new career path for program and project managers within an agency.

not just on process, but on achieving excellent results. This course of action will enhance the operational efficiency and mission success of the government.

Successful implementation of human resource-related topics contained in PMIAA can also contribute to future efforts to devise similarly detailed policies for governments in other countries as well. Study team interviews with representatives of governments of Canada and the United Kingdom suggest that the work required to implement PMIAA in the United States may be well suited to inform similar future efforts in other countries.

This section addresses important human resource issues critical to implementation of PMIAA. These topics include creation of a new job series, competencies required, creation of a career path guide for program and project management, and issues connected with hiring and retention of professionals between the private and public sectors.

2.1 Challenges and Opportunities in Creating a New Job Series

The Panel acknowledges that establishing new job series, as is required by PMIAA, is a demanding task given the great diversity of programs and projects for which the federal government is responsible. The task is simplified to a certain degree because there are agencies (e.g., VA, DOE, USACE, NASA, and DoD), which have successfully established effective program and project management policies and processes to enable successful program and project management implementation. The focus of this effort is to identify the needs and requirements of civilian agencies within the federal government who have program and project management responsibilities.

What has become very clear as a result of our interviews with agencies and with a few foreign governments is that both program and project management are viewed around the world as related, but different, career fields that have different duties and responsibilities and require different competencies to accomplish the work.

As part of its response to PMIAA, OPM is consulting with federal agencies to identify and revalidate core technical and general competencies of the program and project management federal workforce. Identifying the core technical and general competencies of the program and project management federal workforce will inform other OPM requirements under PMIAA, including establishing and/or updating a new job series and creating career path guidance.

As part of its normal process, OPM has requested information (i.e., position descriptions, job opportunity announcements, and occupational questionnaires) from federal agencies to identify program and project management duties and responsibilities. OPM will analyze and evaluate the information provided by federal agencies to categorize the types of work identified as a fundamental step in defining or re-defining program versus project management responsibilities. OPM will complete a comprehensive literature review that includes leveraging data and best practices from the private sector and hold focus groups with federal agencies to inform policy development.

It is important to note that there is an existing occupational series entitled “program manager,” but this series does not have a set of recognized skills and standards to define a career path in a way that is consistent with PMIAA. Within that existing category, there are currently over 8,500 program managers, defined as the General Schedule (GS)-340 occupational series in the federal government.⁸ Approximately 90 percent of the existing program managers in this series are assigned to the 13, 14 and 15 grade levels. Currently, the grading policy for entry-level program managers in this series is the GS-09 grade level. A typical career path currently for program managers within the GS 340 occupational series includes work performed in other occupational series at a lower grade level.

Additionally, there are many federal program managers in other occupational series. Within the civilian acquisition space, for example, the FAI FY16 Acquisition Workforce Competency Survey Report found that 71 percent of surveyed program and project managers were part of eight distinct occupational categories, with another 29 percent falling outside of those categories and classified as “other.”⁹

As part of the aforementioned process, OPM will explore the career progression of program managers and identify all of the other occupational series in which program managers are currently classified to inform policy development.

Because program and project management work is found in almost every federal agency, careful consideration as to how to structure a new or updated job series is appropriate. A useful approach for OPM in structuring the program and project management career fields is to use coding to identify the position with program management and project management elements government-wide. OPM is currently using this approach to identify cybersecurity positions government-wide and developed the Cybersecurity Category/Specialty Area code. The Cybersecurity Category/Specialty Area code is used to identify incumbents or positions for which the primary work is cybersecurity. Cybersecurity is an evolving area and positions may be classified in a number of different occupational series based on the nature of the work. Use of this code enables OPM and federal agencies to more effectively identify the cybersecurity workforce, determine baseline capabilities, examine hiring trends, identify skill gaps, and more effectively recruit, hire, train, develop, and retain an effective cybersecurity workforce. Program and project management work, like cybersecurity work, is performed by various occupational series (e.g., IT Management, 2200; Engineering, 0800; Contracting, 1102). This approach, along with position classification policy, is an option for identifying program and project manager positions government-wide. However, OPM plans to decide the appropriate approach after completing the required comprehensive occupational study that will involve collecting data and analyzing program and project management work across the federal landscape. In

⁸ Fedscope, 2017.

⁹ Federal Acquisition Institute, 2016 Acquisition Workforce Competency Survey Report, 2016.

<https://www.fai.gov/drupal/sites/default/files/2016-05-04-Acquisition-Workforce-Competency-Survey-Report.pdf>

addition, OPM must have an appropriate consultation period with federal agencies once their analyses are completed.¹⁰

Other questions that need to be asked and answered include:

1. What are the basic set of skills and competencies required?

OPM, other federal agencies (through FAC-P/PM and DAWIA), and PMI have all identified and successfully applied various sets of competencies that are relevant to program and project management work. These examples will provide valuable insights about what are the most appropriate skills and competencies for program and project managers and will be extremely helpful in testing what specialized areas of the program and project management profession(s) appropriate to establish within the new classification series. Appendix D contains the PMI competencies which were developed, tested, and applied across many public and private sector organizations.

2. What are the identified competencies for those subsets, and where in the career ladder are those competencies required?

One of the most powerful insights that has come from the identification and application of competencies (rather than the older “skills, knowledges, and abilities” approach) is providing a refined capability to identify with more precision exactly where in the career ladder progression particular skills are required. This refined definition of required experience and capability allows agency hiring managers and their human resources partners to be more precise in the identification of required qualifications. It has also proved immensely helpful in developing the education curriculum required for program and project managers as they move through the career progress.

3. How can hiring managers and HR professionals best be involved in the competency identification and development process to assure proper competency identification occurs?

Hiring managers and HR professionals are essential partners in the development and application of competencies when selection decisions for new employees are being made. The HR professionals should have the knowledge of hiring alternatives available, including compensation alternatives and potential recruitment sources. Hiring managers are the most expert at knowing the work to be done and the types of experience and expertise that is needed at particular grade levels within the profession. Most agencies that use competencies to make hiring and promotion decisions have found the HR-hiring manager partnership to be a powerful tool to improve selection of the best qualified employees.

¹⁰ Information provided by OPM.

4. Why is it important to have Industrial Organization (IO) psychologists involved in the competency identification and framework process?

IO psychologists are trained in competency development methodologies and can help lead the development of competencies. In addition, their professional expertise helps ensure a data driven process which correctly identified the real qualifications required at a particular grade level for a particular type of position. Their professional training also helps ensure approaches which are free of unconscious bias or other problematic issues.

2.2 Necessary Job Competencies

There is clearly a need to identify foundational competencies which apply across all agencies involved in program and project management activities such as different competencies that may be needed for regulatory, technology, or financial management programs. There is an equally important need to identify those competencies that apply specifically to the particular work of an agency, or a subset of an agency. This is a primary way of helping to ensure that hiring selections result in the identification of the most qualified candidates for specific categories of program and project managers and other more junior positions within the particular job category. This methodology is also essential to help ensure that individual agencies can see their work requirements reflected within whatever new classification standards and related competencies are identified.

2.3 Career Path Guide for Program and Project Managers

2.3.1 Developing a Career Path Guide

Consistent with the view that a new job series is needed, a new career path guide should be prepared to provide program and project managers with a clear set of career progression steps and what is required in the way of experience and/or education and training to acquire those needed capabilities. The OPM IT Program Management Career Path Guide (ITPMC PG),¹¹ released in November 2011, should be considered a sound model that can serve to guide preparation of the career path guide to meet the future needs of all program and project managers in their professional career. OPM's new career path guide should be at such a level of description as to be usable by any agency, as is required by PMIAA. Individual agencies will want to use the higher level OPM guide as a starting point for adding more agency-specific elements to it for its employees. In addition to the government-wide career path guide, agencies should consider creating an agency-specific component to this guide which directly addresses special work, competency, experience, and training for the work of that particular organization.

¹¹United States Office of Personnel Management, IT Program Management Career Path Guide, 2011.
<https://theartofservicelab.s3.amazonaws.com/All%20Toolkits/The%20IT%20Management%20Toolkit/Check/It%20Program%20Management%20Career%20Path%20Guide.pdf>

Similarly to the ITPMCPG, which OPM prepared in consultation with the Chief Information Officers Council, OPM should prepare the new career path guide for program and project managers in consultation with the PMPC, which under the PMIAA has statutory responsibility for this important new work. Other councils, such as the Chief Human Capital Officers Council (CHCOC) and the Chief Information Officers Council (CIOOC), should also be consulted in preparing the career path guide. Doing so should not only facilitate collection of a broad range of sound advice, but also to enhance the likelihood of greater acceptance and support by agency leaders in this field.

In order to enhance development of a broad program and project management professional cohort in the federal government that expands opportunities for current federal employees to develop as leaders in this field, a career path guide for program and project managers should outline a progression of: (1) core technical skill and soft skill competencies necessary for effective program management (e.g., negotiation, stakeholder management, and external communications); (2) work behaviors; and (3) training and developmental activities; and (4) formal certification programs. The information provided can thus offer federal employees, and offer private sector employees who are considering a move to the public sector, with a vision for how this professional skill may serve to advance in the federal sector.

2.3.2 Adapting Existing Agency Guides

A well-crafted career path guide will not only provide program and project managers with greater certainty with respect to career development and advancement, but also will serve to shape efforts to secure training and other skill building. The fact that several agencies have already prepared their own career guide, even if specifically addressing in some parts what may be unique agency mission needs, suggests that OPM can also benefit from consultation with agencies in preparing the career path guide. Finally, in discussions with several agencies that have active and long-standing program and project management teams, the study team learned that PMI-prepared materials, for the most part, have ready application to the public sector. Thus, OPM's efforts to prepare a comprehensive career path guide should be well supported with several sources of effective and experienced practice.

OPM's efforts to prepare a comprehensive career path guide should be well supported with several sources of effective and experienced practice.

2.4 Public/Private Interface in Program and Project Management

Program and project management has been a large and growing focus in the private sector for the last several decades.¹² To the extent appropriate, the public sector should work towards incorporating relevant aspects of existing best practices into federal program and project management. The differences across organizations and sectors mandate that

¹² Project Management Institute, *Pulse of the Profession: The High Cost of Low Performance: How Will You Improve Your Business Results?*, 2016. <http://www.pmi.org/-/media/pmi/documents/public/pdf/learning/thought-leadership/pulse/pulse-of-the-profession-2016.pdf>

existing standards be adapted when appropriate as they are applied to the public sector. The Panel concludes that existing program and project management standards have applicability to the public sector and suggests standards that agencies can utilize in program and project management. In addition, the Panel finds that recruiting private sector program and project managers can enhance standardization across the federal government. To assist external recruiting efforts, the Panel suggests recruiting strategies and proposes several existing hiring authorities for hiring managers and HR professionals to utilize when hiring for program and project managers on an as needed basis.

2.4.1 Applying Standards to the Public Sector

Standards are used across industries in order to reach agreement on widely used terms, build consensus on processes, and stimulate open dialogue on evolving best practices.¹³ The culmination of these three factors is intended to result in cost savings for the organizations and industries that apply them. OMB Circular A-119 stipulates that “all federal agencies must use voluntary consensus standards in lieu of government-unique standards in their procurement and regulatory activities, except where inconsistent with law or otherwise impractical.”¹⁴ The intent behind this circular was to improve the internal management of the Executive Branch. The Panel finds that OMB Circular A-119 is an appropriate framework for agencies to consider when implementing PMIAA. Whatever voluntary consensus standards are ultimately integrated into program and project management, where appropriate, they need to be adjusted to reflect any important differences between the public and private sectors. Voluntary consensus standards that agencies should consider as they begin PMIAA implementation include the American National Standards: *The Standard for Program Management*. In addition to these standards, the International Organization for Standardization (ISO) publishes the ISO 21500:2012 Guidance on Project Management.¹⁵ ISO 21500:2012 is modeled off of, and nearly identical to, Chapter Three of PMI’s *A Guide to the Project Management Body of Knowledge, 4th Edition*.¹⁶

The Standard for Program Management, published by PMI, has been recognized as the American National Standard for program management by the American National Standards Institute (ANSI) since the publication of the first edition in 2006.¹⁷ ANSI standards are developed through rigorous processes which include: (1) consensus by a group of representatives that includes materially affected and interested parties; (2) broad-based review and comment by the public on draft standards; (3) consideration of and response to comments submitted by voting members of representatives; (4) incorporation of changes into draft standard; and (5) the right to appeal by any participant who believes due process was not respected.¹⁸ ¹⁹ *The Standard for Program Management* respects this rigor and

¹³ https://www.standardsboostbusiness.org/value_standards.aspx

¹⁴ OMB

¹⁵ ANSI is a member body to ISO and contributes in that capacity to the ISO published standards.

¹⁶ Project Management Institute, *A Guide to the Project Management Body of Knowledge, Fourth Edition*, 2008.

¹⁷ Project Management Institute, *The Standard for Program Management Third Edition*, 2013.

¹⁸ https://www.ansi.org/standards_activities/overview/overview

elicits stakeholder feedback as part of this process. This includes stakeholders from the US federal government who regularly participate in this process to ensure that the viewpoint of the U.S. government is incorporated. Interviews by the study team reveal that agencies in the federal government already utilize the standards published by PMI when looking to strengthen or develop program and project management in their agencies.²⁰

The Panel does not consider this list of standards to be exhaustive. In addition to the standards discussed here, there are also other methodologies.²¹ Agencies should continue to follow developments in this area.

2.4.2 Recruiting Program Managers from the Private Sector

Government agencies generally train program managers internally and use a progression of competencies to determine internal advancement of program and project managers. When government agencies need to recruit program and project managers from the private sector, there are several agreed-upon strategies and existing hiring authorities that hiring managers and HR professionals can employ to enhance external recruitment. This section will outline those strategies and recommend the hiring authorities that hiring managers and HR professionals should use when recruiting program and project managers from the private sector.

Hiring managers for government agencies can improve recruiting efforts through strategic talent identification and by conducting regular workforce planning analysis. Strategic and continuous talent identification helps ensure that a wider pool of candidates with the requisite program and project management skills is available as HR staff begins the hiring process. To build and maintain this pool, hiring managers and HR professionals should identify specific public and private sector organizations with strong reputations in program and project management and focus recruiting efforts on those organizations. In addition, they should cultivate strong relationships with colleges and universities whose curricula prepare students for program and project management work in order to attract more students to the public sector. Recent trends indicate younger professionals valuing experience across private sector, public sector, and academia before making more permanent decisions about which sector to work in. Recruiting from multiple organizations, sectors, and educational institutions has several well-known benefits in the

¹⁹https://share.ansi.org/shared%20documents/Standards%20Activities/American%20National%20Standards/Procedures.%20Guides.%20and%20Forms/2017_ANSI_Essential_Requirements.pdf

²⁰ Some agencies accept PMP certification as fulfilling a competency in internal program and project management career development programs.

²¹ For example, project team interviews revealed that, internationally, some private sector companies apply the Projects in Controlled Environments (PRINCE2) methodology to program and project management. PRINCE2 was derived from the PRINCE method developed by the UK Government for IT projects in 1989. It has since been broadened for use across industries and has been widespread as a project management method since 1996. PRINCE2 projects have seven processes: (1) starting up a project; (2) directing a project; (3); initiating a project; (4) controlling a stage; (5) managing product delivery; (6) managing stage boundaries; and (7) closing a project. PRINCE2 processes are not prescriptive management solutions but rather intended to be tailored to particular projects.

field of HR. External candidates bring with them a diverse range of experiences that cannot be replicated through training.²² Program and project managers hired externally from the federal government would bring with them those experiences and ancillary benefits. In addition to strategic talent identification, hiring managers should regularly conduct workforce planning analysis to more accurately predict agency staffing needs and target additional recruitment efforts.

Once in the job offer stage of recruitment, hiring managers can make the public sector more attractive to private sector program or project managers by highlighting the public sector's attractive features. Though these features are not unique to the program or project management career distinction, they are powerful attractions to highlight in recruitment. The single most powerful attraction is the great variety of the work available. The opportunity to contribute to an efficient and effective federal government is appealing to many citizens. The federal government also offers an attractive benefits package to employees, including a health insurance program, a defined contribution retirement plan, and a traditional pension plan. Job security and work-life balance²³ can also be positive features. Hiring managers and HR professionals can convey the substantial additional benefits which accrue from the opportunity to manage interesting and demanding projects at an earlier stage in their careers. Gaining this experience with an appropriate level of oversight should be especially appealing to program or project managers. Studies indicate that an important indicator of whether a project will succeed or fail is prior project management experience.²⁴

With some exception, the private sector generally offers program and project managers higher salary opportunities.²⁵ Some portion of private sector organizations have flexibilities to adjust benefits. However, there also exists flexibilities, including hiring authorities and adjusted pay structures, within the federal structure for hiring managers to consider when hiring from the private sector. For programs and projects with a limited anticipated time frame, or to fill a unique, mission-driven requirement, agencies can use special hiring authorities to employ private sector program or project managers. Existing authorities include limited term appointments and the Exceptionally Well Qualified (EWQ) designation and corresponding pay compensation. Limited term appointments are a hiring option for positions that are for a period of less than three years, making this category of appointments a valuable option for project work.²⁶ EWQ appointments are an appropriate option for critical scientific or technical positions that are project-oriented and do not

²² The Society for Human Resources Management.

²³ The Society for Human Resources Management.

²⁴ Prabhakar, Guru Prakash. *Switch Leadership in Project: An Empirical Study Reflecting the Importance of Transformational Leadership on Project Success Across Twenty Eight Nations*, Project Management Institute, 2005 <https://www.pmi.org/learning/library/transformational-leadership-project-success-7468>

²⁵ Dohrman, Thomas, Cameron Kennedy, and Deep Shenoy Shenoy, *Attracting the Best*, McKinsey, 2008. <http://www.cbo.gov/sites/default/files/cbofiles/attachments/01-30-FedPay.pdf>

²⁶ United States. Office of Personnel Management, *Guide to the Senior Executive Service*, 2017. <https://www.opm.gov/policy-data-oversight/senior-executive-service/reference-materials/guidesesservices.pdf>

exceed four years. In addition to the flexible hiring authority, EWQ positions are associated with initial compensations that reflect private sector salaries for comparable positions. These pay plans also have an opportunity for increased compensation via performance-based pay adjustments.²⁷

2.5 Section 2 Recommendations

1. A new job series for program and project managers should be created.
2. Foundational competencies should be identified which can apply across all agencies involved in program and project management activities.
3. A new career path guide should be prepared to provide program and project managers a clear set of steps for career development.
4. To the extent appropriate, the public sector should work towards incorporating relevant aspects of voluntary consensus standards and best practices into federal program and project management.
5. HR managers should take advantage of all existing hiring authorities that allow recruitment and retention of best qualified candidates, including those from the private sector.
6. The PMPC should evaluate how PMIAA implementation might best be accomplished within the larger context of existing policies and regulations that agencies must follow.

²⁷ <https://energy.gov/hc/downloads/policy-guidance-memorandum-37-procedures-excepted-service-exceptionally-well-qualified>

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Section 3: Implementation Strategies

Implementation of new human resource instruments to support the intentions of PMIAA—job series, competencies and career path guide—requires close collaboration with agencies and careful overlay of new policies and rules with existing policies and rules. This is no easy task. It will be critical to evaluate how existing policies and rules that heretofore have been connected with program and project management could, and also should, be impacted. Though it is typical for the community of practice to determine training requirements, agencies will provide an appropriate timeframe for these individuals to acquire these new competencies and/or certifications, based upon policy established by OPM. In addition, OPM will support employee participation in the needed education courses and activities.

For some agencies, program and project management is a relatively new idea. For others it is a mature field which has already flourished absent overarching OPM and OMB policies such as those required in PMIAA. Thus, implementation has challenging elements in a broad sea of agencies that have different needs and levels of experience and practice already baked into on-going mission operations. Furthermore, for PMIAA and program management to be successful, it must be done within the larger context of existing statutes and policies that agencies must follow. While the Panel does not detail the complex web of existing statutes and policies in this paper, the basic point is that program management is not another silo – it is precisely the opposite, bringing together many streams to enable success.

Program management is not another silo – it is precisely the opposite, bringing together many streams to enable success.

In this section, we raise high level points to consider in implementing PMIAA in the area of human resource management.

3.1 Implementing a New Series

The Panel recommends several strategies that public organizations have found to be successful when embarking on a major change. These include the following activities:

- The Panel commends OPM for requesting agencies to submit their existing applicable position descriptions in order to analyze the current content of those documents and to use that information as a basis to develop and/or update position classification standards for program managers and the project manager classification series. OPM has stated its intention to work collaboratively with agencies to help ensure that new or updated classification standards are responsive to the requirements of the law and the needs of agencies. Although DoD is exempt from this requirement because they already have law and directives concerning these positions, OPM is also requesting DoD's participation in the study to help ensure that there is understanding of its approach to the career field.

- Ensuring the creation of the PMPC is a critical step in enhancing success. Participants will be senior executives appointed by each agency head. The PMPC's responsibility is to assure implementation of program management policies established by the agency and to enhance recruitment, education and training of program management officers within their designated agency. Dissemination of program management successful practices is also part of the council portfolio.
- The PMPC, in collaboration with the CHCOC and agency leaders, needs to decide how implementation will occur. The Panel recommends that OMB and OPM work with the PMPC to develop guidance that would apply across agencies for implementation of this statute to ensure consistency.
- Each agency head should make clear the importance of the changes that will be occurring and share his/her views with agency leaders and employees.
- The agency head should appoint a highly respected leader within the career field to take the lead in developing the agency's activities for socialization of the new policies and procedures. Depending on the size and complexity of this task, that individual may identify other highly respected leaders to work with him/her throughout the socialization and implementation activities.
- Develop a communications strategy and plan to inform all affected employees within the organization of the changes to come, the reasons for those changes, and an explanation as to how those changes will simplify and/or enhance the organization's ability to increase effectiveness and success in program and project management activities.
- Depending on the actual implementation steps that need to be taken, an agency may decide that there are certain activities that should be piloted to test implementation alternatives and make adjustments before agency-wide implementation occurs.
- The appointed leader should develop a general anticipated schedule for implementation to share appropriately with managers, supervisors, and employees so that all are kept well informed of what is happening during the implementation period.
- Each agency that has employee associations or unions with whom they must consult should include them as a part of the overall implementation planning.
- Depending upon the length of time required for implementation, each agency may want to occasionally seek employee opinions about what is happening and offer to employees the ability to share their suggestions for refinement or improvement.

Ensuring the creation of the PMPC is a critical step in enhancing success.

- The appointed leaders should inform agency employees of any training requirement that is needed and tell them what type of training will be provided, when it will be provided, and how training topics, such as competencies, will be validated.
- Since there will be a change in the existing job series (PMIAA requires either establishing a new job series or updating and improving an existing one for program and project management) addressing program and project management, OPM must address the issue of incumbents and technical experts performing the program and project manager role in other job series in order to ensure alignment with the new series. OPM is also considering leveraging coding to identify work performed by technical experts.

3.2 Successful Practices in Launching a Career Path

In addition to the recommendations above for launching a new job series, the Panel recommends several topics that should be addressed when developing and launching a new career path guide (many of the elements below are incorporated into a broader change management framework discussed in Section 3.5).

- What is the construct of the new career path?
- What are the impacts on individual employees?
- When will it be implemented?
- How and when will employees be assigned to new position descriptions (OPM requires agencies to implement new and revised standards one year after issuance of the policy)?
- What training, if any, will be provided for employees to assure they have the capabilities to successfully transition to the new career path?
- If the changes require adjustments to performance management expectations or to the performance system generally, this should be communicated as far in advance as possible. Supervisors need to be well informed of the changes and the timeframes so that they are fully prepared to inform their staff and keep rumors and anxiety to a minimum.
- Assure that communications channels are available to employees to ask questions about the general status of implementation, or questions about their own status and how they will be impacted by the changes.
- Send out periodic short employee satisfaction surveys to keep in touch with how employees are reacting to the implemented changes.

3.3 Successful Practices from Other Agencies in Program Manager Classifications

Several agencies, including VA, DOE, NASA, and a number of the defense agencies, have well-developed program and project manager programs which include recruitment, education, evaluation, and communications protocols. These agencies could be thought of as lead agencies as OPM devises pilot approaches to implementing PMIAA. Agencies with lesser experience in transition to new classification and education standards should consult with those agencies that have a practical, successful experience in these activities. Once those activities are identified, the specific agency can adjust those borrowed ideas to the culture and program needs of their own agency.

3.4 Periodic Evaluation and Adjustment of Competency Requirements

One of the lessons of our modern world is that change is constant. Agencies with program and project management needs should establish a methodology to keep career ladders, education requirements, and related knowledge-based functions updated to help assure that the agency and its program and project management staff have the latest competencies and education, including awareness of stated best practices in the private sector, to continue to operate on the cutting edge of their professions. It is essential to keep the competencies reflective of the latest technologies and skill requirements and to assure that employees are well informed of these changes and have the opportunity to acquire the needed education and/or training.

OPM, in consultation with the PMPC, as the oversight body for assuring currency in program and project management requirements and results, should provide the leadership in assuring that classification and qualification standards, educational standards, and certifications reflect the most current successful practices for the professions of program and project management within the federal government.

3.5 Successfully Managing Significant Organizational Change

There is a constellation of effective practices which help to assure that significant changes can be implemented successfully, which can help drive success in PMIAA implementation. In varying forms these are included in the change management literature of Stephen J. Covey, John Kotter, and other leading change management experts.

Communication is critical to successful organizational change. Leaders should communicate what changes are to occur, when they will occur, and how the changes will affect individuals within the organization. Communication techniques that public and private sector organizations have found effective include developing and disseminating why the change is needed, and the timeframes associated with the changes that will occur. This should be done by, or under the direction of, OMB and the PMPC. Within the general guidance provided to agencies, the following activities should be considered:

- a. Identify a representative group of individuals from affected agencies to “test” the new series content and usability. Those selected can then provide feedback to

the PMPC and, via the PMPC, to OPM about what works well and what needs further refinement. OPM is required to issue draft position classification and qualification standards for agencies for a 60 day test and comment period. After the 60 day comment period, OPM reviews and incorporates agencies comments into the final policy for issuance.

- b. Develop a nationwide orientation/training program (preferably an on-line presentation) that can be accessed by all affected agencies and employees within those agencies. This can help assure consistent knowledge across the entire federal government complex.
- c. Provide whatever direction is needed to work with the currently established educational programs to assure that they are adjusted to have the latest classroom or on-line training of the new series and for the technical subsets of that career ladder. These classes should be piloted and tested by an appropriate group of agencies to validate that they have the correct content and incorporate appropriate training and learning tools to enhance maximum retention of learning.
- d. Combine the above-mentioned ideas with an agency option to add appropriate training materials that address agency-specific programs, requirements, etc.
- e. Have a digital site where affected agencies and employees can post both questions and suggestions to help assure best outcomes in terms of classification content, qualifications and other work or educational requirements. We note that OPM already has an existing email for agencies to utilize.
- f. Consider using an appropriate “crowd sourcing” technique or focus groups if unexpected or complicated issues arise. Seeking the input of those affected can not only improve the content and validity of the final product, but also assist with agency buy-in for the final product.
- g. Consider involving other councils that have an interest in the success of the new law and its requirements. This could include the CHCOC, the Chief Acquisition Officers Council (CAOC), and other similar entities.
- h. Assure that whatever guidance is provided that it includes discussion of the adoption of agile methodologies for program and project management.²⁸

²⁸ Oxford dictionary definition of agile: “relating to or denoting a method of project management, used especially for software development, that is characterized by the division of tasks into short phases of work and frequent reassessment and adaptation of plans: Contrasted with the waterfall method.”

3.6 Section 3 Recommendations

1. Multiple strategies are proposed above to advance a new job series for civilian federal agencies.
2. Multiple areas of focus are proposed above that should be addressed when developing and launching a new career path guide.
3. Agencies with lesser experience with program and project management should consult with agencies with greater experience when advancing agency-specific implementation plans under the direction of the PMPC.
4. Agencies with program and project management needs should establish a methodology to keep career ladders, education requirements, and related knowledge-based functions updated so that the latest competencies are fostered.
5. Establishing lead agencies from among those agencies with successful program and project management experience and programs will support successful implementation of the PMIAA requirements.
6. Adoption of effective practices in communication will be critical to successful PMIAA implementation across the federal government.

Appendix A: Panel and Study Team

PANEL OF FELLOWS

Dan Chenok,* *Executive Director, IBM Centre for the Business of Government.*

Mr. Chenok is Executive Director of the IBM Center for The Business of Government. He oversees all of the Center's activities in connecting research to practice to benefit government, and has a special focus on technology, cybersecurity, regulation, budget, and acquisition issues, and on Presidential transitions. Mr. Chenok previously led consulting services for Public Sector Technology Strategy, working with IBM government, healthcare, and education clients. In addition, he is a CIO SAGE with the Partnership for Public Service, Fellow of the National Academy of Public Administration, Chair of the Cybersecurity Subcommittee of the DHS Data Privacy and Integrity Advisory Committee, and Member of the Cyber Policy Task Force with the Center for Strategic and International Studies; previously, he served as Chair of the Industry Advisory Council (IAC) for the government-led American Council for Technology (ACT) and Chair of the Federal Information Security and Privacy Advisory Board. Mr. Chenok also generally advises public sector leaders on a wide range of management issues. Before joining IBM, Mr. Chenok was a Senior Vice President for Civilian Operations with Pragmatics, and prior to that was a Vice President for Business Solutions and Offerings with SRA International.

As a career Government executive, Mr. Chenok served as the Branch Chief for Information Policy and Technology with the Office of Management and Budget, where he led a staff with oversight of federal information and IT policy, including electronic government, computer security, privacy and IT budgeting. Prior to that, he served as Assistant Branch Chief and Desk Officer for Education, Labor, HHS, and related agencies in OMB's Office of Information and Regulatory Affairs. Mr. Chenok began his government service as an analyst with the Congressional Office of Technology Assessment, and left government service at the end of 2003. In 2008, Mr. Chenok served on President Barack Obama's transition team as the Government lead for the Technology, Innovation, and Government Reform group, and as a member of the OMB Agency Review Team.

Mr. Chenok has won numerous honors and awards, including a 2010 Federal 100 winner for his work on the presidential transition, and the 2016 Eagle Award for Industry Executive of the Year. Mr. Chenok earned a BA from Columbia University and a Master of Public Policy degree from Harvard's Kennedy School of Government.

Dan Blair,* *Former President and Chief Executive Officer, National Academy of Public Administration*

Mr. Blair is the former President and Chief Executive Officer of the National Academy of Public Administration. He has more than 26 years of federal public service and is a recognized expert and prominent leader in public service management, having served in top leadership positions in the Executive and Legislative branches as well as the regulatory sector. He received successive Presidential appointments to the Office of Personnel Management and the Postal Regulatory Commission and was unanimously confirmed by

the Senate. Prior to joining OPM, he served on Capitol Hill, working for nearly 17 years on the staffs of both House and Senate committees charged with postal and civil service oversight. He received a Bachelor of Journalism degree from the School of Journalism at the University of Missouri-Columbia and his J.D. from the School of Law at the University of Missouri-Columbia.

David Mader,* *Chief Strategy Officer for Civilian Sector, Deloitte Federal Consulting and Former Controller, Office of Management and Budget (2014-2017)*

David Mader is currently the Chief Strategy Officer for the Civilian Sector of Deloitte Federal Consulting. He is the former Controller at OMB. He was nominated by President Obama on May 13, 2014 and confirmed by the United States Senate on July 17, 2014. He was designated by the President as Acting Deputy Director for Management for the period June 2015 through November 2015. For two years while at OMB he served as one of the three Federal government Board Members for First Net- the government's multibillion dollar initiative to establish an integrated nationwide first responder network. Mr. Mader drove the U.S. government wide initiative for the expansion of administrative shared services across the US government over the past two plus years and initiated numerous policy actions that formalized the approach to expanding the use of shared services. During this time he was the Government wide Shared Services Policy Officer. He previously served as Senior Vice President for Strategy and Organization at Booz Allen Hamilton, a position held since 2007. From 2004 and 2007, he was a Principal at Booz Allen Hamilton focusing on strategy and organization. From 2003 to 2004, Mr. Mader was the Managing Director of the Public Sector practice of Sirota Survey Intelligence. Before joining Sirota Survey Intelligence, Mr. Mader held various senior executive positions at the Internal Revenue Service from 1971 to 2003, including Acting Deputy Commissioner, Acting Deputy Commissioner for Modernization and CIO, Assistant Deputy Commissioner, and Chief for Management and Finance. Mr. Mader received a B.S. from Mount St. Mary's University. He is the recipient of both the Distinguished and Meritorious Presidential Rank Awards, the Treasury Secretary's Honor Award and is a Fellow in the National Academy of Public Administration.

Jen Pahlka,* *Founder and Executive Director, Code for America*

Ms. Pahlka is the founder and executive director of Code for America. She recently served as the U.S. Deputy Chief Technology Officer in the White House Office of Science and Technology Policy, where she architected and helped found the United States Digital Service. She is known for her TED talk, Coding a Better Government, and is the recipient of several awards, including MIT's Kevin Lynch Award, the Oxford Internet Institute's Internet 7 and Society Award, and the National Democratic Institute's Democracy Award. She spent eight years at CMP Media, where she ran the Game Developers Conference, Game Developer magazine, Gamasutra.com, and the Independent Games Festival. Previously, she ran the Web 2.0 and Gov 2.0 events for TechWeb, in conjunction with O'Reilly Media. She is a graduate of Yale University and lives in Oakland, California with her daughter, husband.

*Academy Fellow

ACADEMY STUDY TEAM

Joseph P. Mitchell, III, *Director of Academy Programs*

Dr. Mitchell leads and manages NAPA's studies program and serves as a senior advisor to NAPA's President and CEO. He has served as Project Director for past Academy studies for the Government Printing Office, the U.S. Senate Sergeant at Arms, USAID/Management Systems International, the National Park Service's Natural Resource Stewardship and Science Directorate, and the USDA Natural Resources Conservation Service. During his 16 years at the Academy, Dr. Mitchell has worked with a wide range of federal cabinet departments and agencies to identify changes to improve public policy and program management, as well as to develop practical tools that strengthen organizational performance and assessment capabilities. As the Academy's studies director, he has provided executive-level leadership, project oversight, and subject matter expertise to over 50 highly regarded organizational assessments and studies, consulting engagements, and thought leader engagements. He holds a Ph.D. from the Virginia Polytechnic Institute and State University, a Master of International Public Policy from The Johns Hopkins University School of Advanced International Studies, a Master of Public Administration from the University of North Carolina at Charlotte, and a B.A. in History from the University of North Carolina at Wilmington.

Roger Kodat, *Project Director*

Mr. Kodat has led 15 projects at the Academy, several focusing on strategic planning and organizational transformation. He brings 20 years of commercial and investment banking experience with JP Morgan Chase, and six years of senior level federal government experience at the Department of the Treasury. He was appointed in 2001 to serve as Deputy Assistant Secretary of Treasury, responsible for Federal Financial Policy. Some of his tasks at Treasury included: policy formulation for the 2006 Postal Accountability and Enhancement Act; rule-making and oversight of Federal loan and loan guarantee programs; and managing the Federal Financing Bank (a \$32 billion bank at the time). Mr. Kodat holds a BS in Education from Northwestern University and both an MBA in Finance and MA in Political Science from Indiana University, Bloomington, IN.

Myra Howze Shiplett, *Senior Advisor*

Ms. Shiplett has been an Academy Fellow since 2010 and is President of RandolphMorgan Consulting, LLC. She is a Senior Consultant with Bluelaw International and KnowledgeBank, Inc. Previously, Myra has served as both project director and advisor to various Academy studies including the Centers for Disease Controls and the National Nuclear Security Administration. Prior to that, she was also the director of the Center for Human Resources Management at the Academy. Myra was Director, Administrative Office of the U.S. Courts; Director of Administration, Federal Housing Finance Board; Associate Director for Passport Services and Associate Director for Human Resources, Department of State; Assistant Director for National Security and International Affairs, OPM; Director of Personnel, Federal Trade Commission and Staff member, Norfolk Naval Shipyard in Portsmouth, VA, U.S. Department of the Navy.

Emily Fay, *Research Associate*

Ms. Fay joined the Academy staff in August 2016 and is assisting with the Academy's review of the Maritime Administration's program alignment, National Nuclear Security Administration governance and management reform efforts. Previously, she worked on the Academy's review of the Bureau of Safety and Environmental Enforcement (BSEE) of the U.S. Department of the Interior and the best practices report for Transportation Security Administration. She has previously worked with the Peace Corps as a volunteer in Botswana and for the George Mason University School of Policy, Government, and International Affairs. She received her Master of Public Administration degree from George Mason University and holds a B.A. in International Affairs from James Madison University.

Michaela Halášová, *Intern*

Ms. Halášová will soon receive her MSc in Business Administration from the University of Amsterdam. Her minor is in Digital Business. Michaela is interested in digital marketing and technology in business. For her master's thesis, she analyzed the perceptions of digital marketing on Facebook by various generations. Michaela has had a variety of work and internship roles while pursuing her undergraduate and graduate degrees. She worked for Accenture, in the HR department and for Venture Investors Corporation as a personal assistant to the director of the company. Most recently she worked as Talent Identification Researcher for the LEAF Organization. In this role, Michaela worked to develop program selection criteria and continual improvement strategies. She also created a database of qualified candidates for LEAF initiatives.

Appendix B: Participating Individuals and Organizations

(Titles and positions listed are accurate as of the time of the Academy's contact.)

AGENCY

Army Corps of Engineers

Bias- Streat, Andrea – Deputy Leader, Program and Project Management
Marland, Doris – Civil Works Project Management

Department of the Treasury

Dreher, Meghan – Director, Policy, Strategy and Oversight, Office of the Deputy Assistant Secretary for Human Resources and Chief Human Capital Officer

Department of Energy

Peek, Michael – Deputy Director, Office of Project Management, Oversight, and Assessments
Glascock, Jay – Chief of Staff, Office of Project Management, Oversight, and Assessments

National Aeronautics and Space Administration

Forsgren, Roger – APPEL Director

Office of Personnel Management

Davis, April – Director, Classification and Assessment Policy, Recruitment and Hiring, Employee Services

United States Agency for International Development

Bonnell, Alexis – Acting Director, Office of Engagement and Communications

STAKEHOLDERS

Association for Project Management, United Kingdom

Drake, Sara – Chief Executive

Defense Acquisition University

Parker, Bill – Director, Foundational Learning Directorate

Government of Canada, Employment and Social Development

Paquette, Helene – Director General, Chief Financial Officer Branch
Lalonde, Betrande – Director, Canada Pension Plan and Old Age Security

Government of Northern Ireland, Department of Finance

McDowell, Stephen – Head of the Centre of Expertise

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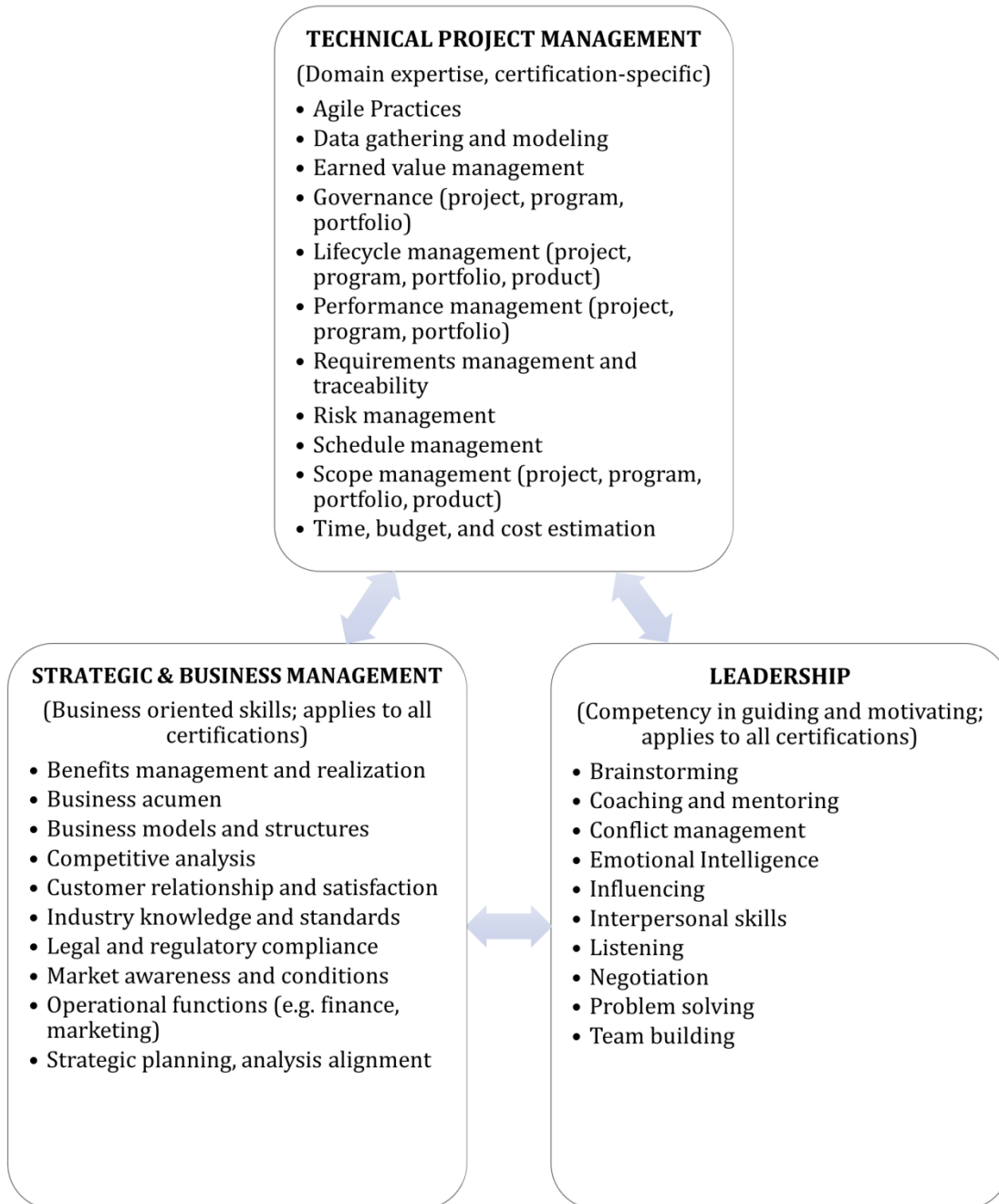
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Appendix D: The PMI Talent Triangle

PMI has identified a combination of technical, leadership and strategic and business management skills that private and public sector employers typically seek in project and program managers.



Source: PMI

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