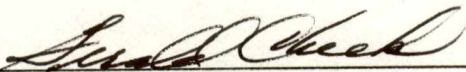


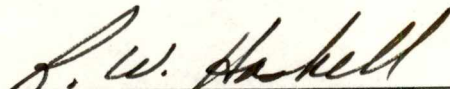
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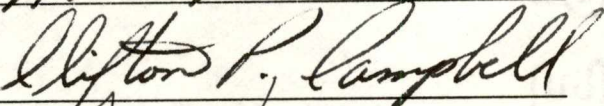
I am submitting herewith a dissertation written by Marvin Dennis Mynatt entitled "A Strategic Planning Model for a Bureaucratic Organization Involved in Work Force Planning." I have examined the final copy of this dissertation for form and content and recommend that it be accepted in partial fulfillment of the requirements for the degree of Doctor of Education, with a major in Technological and Adult Education.

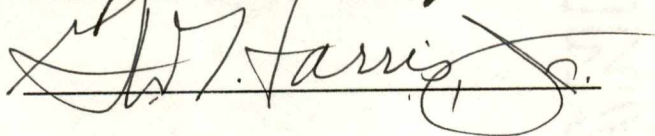


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Major Professor


We have read this dissertation
and recommend its acceptance:







Accepted for the Council:



Associate Vice Chancellor and
Dean of The Graduate School

A STRATEGIC PLANNING MODEL FOR A BUREAUCRATIC ORGANIZATION
INVOLVED IN WORK FORCE PLANNING

A Dissertation
Presented for the
Doctor of Education
Degree
The University of Tennessee, Knoxville

Marvin Dennis Mynatt

May 1992

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This dissertation, which represents the conclusion of my doctoral studies, is an important milestone in my life. A research of this scope and magnitude would not have been completed, but for the help and support of many individuals to whom I wish to acknowledge my debt of gratitude.

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ABSTRACT

This study was conducted to: (1) identify and describe possible theoretical strategic planning models that could be used by bureaucratic organizations; (2) select a theoretical strategic planning model that is most likely to be effective for a bureaucratic organization such as the Tennessee Valley Authority's Education and Skills Development Department; (3) revise the selected strategic model and adapt it to TVA's particular needs, based on existing policies and from input received from an internal brainstorming process; (4) validate the revised strategic planning model for implementation in TVA's Education and Skills Development Department; and (5) modify the strategic planning model and present the revised model in its final form.

A review of literature resulted in the identification and selection of a base theoretical strategic planning model most likely to be effective for TVA's Education and Skills Development Department. The model selected was the Pfeiffer Applied Strategic Planning Model.

A brainstorming process of each phase and step of the selected model was undertaken and as a result, the Pfeiffer Model was revised to more closely meet the needs of the Education and Skills Development Department. Top management within TVA was then asked to indicate its level

of support for the revised strategic planning model. Unanimous support for the revised model was given by top management. A national panel of experts in the area of strategic planning for work force development was selected to validate the revised strategic planning model. This panel of experts expressed strong support for the revised model.

Using a researcher-developed instrument, A Strategic Planning Model for TVA's Education and Skills Development Department, data were gathered from the entire population of 40 former program/project partners identified during the Summer of 1991. The instrument was mailed to each former program/project partner who was asked to rate the importance of each of the 12 major activities associated with the phases and steps of the strategic planning model using a five-point Likert-type scale which ranged from extreme high importance to no importance.

The conclusions drawn from the findings of the study were the Revised Work Force Strategic Planning Model provides:

1. The framework/guidelines for developing a formal, comprehensive, coordinated, long-range education and work force development plan of action for helping to direct change in the Tennessee Valley region.

2. A mechanism for TVA's Education and Skills Development Department to initiate and maintain a successful dialogue among employees of the department, employees in the agency, representatives of other agencies and institutions concerned with education and work force development, and the people at the grass roots level who will be affected by the plan.
3. Individuals from many organizations and institutions and walks of life--decisionmakers, educators, and the general citizenry--the opportunity to express their needs and wants and to prioritize them.
4. A systematic process for identifying the major education and work force development concerns, constraints to program/project development, needs, goals, possibilities, priorities, and resources available.
5. A process whereby TVA or other similarly organized agencies/institutions can develop a flexible master plan--one that can be periodically modified and revised according to changing needs and priorities.
6. A mechanism for continuous evaluation--that is, determining whether the objectives have been accomplished and to what extent change has

occurred over a period of time as a result of the plan or programs/projects in the plan.

7. An efficient method of determining real needs and priorities and of allocating or reallocating scarce human and fiscal resources.

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CHAPTER I

INTRODUCTION

I. Background of Problem

The compilers of Webster's International Dictionary defined bureaucracy as:

A system of administration marked by constant striving for increased functions and power, lack of initiative and flexibility, by indifference to human needs or public opinion, and by a tendency to defer decisions to superiors, or to impede action with red tape. (Webster's, 1986, p. 298)

Most bureaucracies, both in the public and private sector, have the following five features:

1. The organization is a complex one with formal division of labor.
2. The organization has some kind of hierarchy which means that in every part of it there are superiors and subordinates.
3. The activities of the organization as a whole, and of its component parts, are governed by impersonal rules. All employees are expected to act in accordance with the rules set out in the description of their jobs.
4. Each job or office is independent of the person holding it. The job is a permanent one, but the individual job holder is temporary. Employees are interchangeable.

5. The organization maintains written records of its activities (Longford, 1986, p. 99).

Private sector enterprises are not under the same legal obligations as government agencies and departments. They are answerable, not to the public at large, but to their shareholders for the stewardship of funds. Their success or failure is measured by profits. Their objectives and accountability are quite different from those of public sector bodies. Nevertheless, large private sector organizations find it no less necessary to have a bureaucratic structure and bureaucratic rules of management.

The definition in the dictionary stresses the negative aspects of bureaucracies, but it is important to remember that bureaucracies are neither inherently good nor inherently evil. They have power, and, depending on the human beings who run them, the power can be used well or badly.

Over the past two decades, major questions on education and work force training issues facing the Federal government bureaucracy have demonstrated the rapidly changing environment in which the government operates. Public response to issues such as illiteracy, AIDS, and the homeless has shown that many people in the United States expect the government to successfully resolve complex

social/technical questions to the satisfaction of all interested parties.

These issues also demonstrate the increasingly complex nature of many questions facing the Federal government bureaucracy. The large amount of information required to achieve an understanding of the choices associated with any one of these issues is such that complete understanding is probably beyond any individual. Additionally, the nature of the technical issues being considered is such that the process of resolving questions related both to the technologies and the policy ramifications of specific choices is very time-consuming (Menke, 1979, pp. 27-28). As a result, addressing many of these questions requires extensive technical analyses which regularly extend beyond the eight-year presidential political cycle.

Analyses related to many of these issues typically take on the nature of studies which, in the private sector, would be referred to as strategic planning exercises. That is, these analyses are directed at questions which will, at least in part, determine the operating conditions of the agencies involved and their potential response to an uncertain future (Whittaker, 1978, p. 3).

Many of the major questions related to work force development issues, such as the question of what, if any, actions should be taken to establish a national work force

development policy, could involve a major investment both on the part of government, business, and industry. This investment undoubtedly would effect relations between the public and private sectors, and change many of the basic operating practices of all involved parties in future years. Additional questions related to work force development could involve similar changes in the operating environment of other affected parties. As a result, these questions cannot be answered without careful consideration of potential consequences of alternative actions--a characteristic of strategic planning (Whittaker, 1978, pp. 5-6).

At present, there is little attention paid to the specific problems of long-range planning efforts in work force development activities of the nonmilitary part of the government. While most classic studies on policy analysis give at least a cursory acknowledgement of the need for long-range planning, primary emphasis typically has been placed on short-term planning and analysis problems, including the difficulties of implementing policy options and battling unforeseen complications in selecting a given policy choice (Pressman, 1973, p. 134). Studies of planning efforts conducted by Federal agencies, indicate that these agencies are often tied to short-term, annual budget or current legislative issues, and concerns, rather

than conducting long-term analyses (Rourke, 1976, pp. 66-67).

There has been research on the development of policy innovations within the Federal government bureaucracy, but this work is not specifically focused on identifying and assessing emerging issues. Instead, it focuses on how political actors can formulate a relatively large-scale response to a generic question (e.g., the rebuilding of Europe after the Second World War). For the most part, case histories included in policy innovation literature have focused on activities whose scope is at the level of policy questions which might affect the overall operations of the government (Polsby, 1984, pp. 1-15).

The general issue of making decisions and planning future activities in the Federal bureaucracy has traditionally focused on the ability to direct political power at a specific issue. In particular, attention has focused on the structures for resolving conflicts within society while accounting for the interests of various groups which comprise that society (Lindblom, 1976, p. 277).

There is agreement among most observers that the dominant theory of political power in the United States is represented by the pluralists (Manley, 1983, pp. 368-383). This general theory asserts that the American power structure is comprised of a number of competing interest

groups, none of which is clearly dominant. The pluralist system offers these interest groups access to political power through mobilization of pressure; and, through pushing and pulling, affords a mechanism for conflict resolution. This mechanism, while admittedly imperfect, generally fosters an atmosphere in which conflict can be readily resolved among participating groups (Dahl, 1967, p. 24).

The pluralist paradigm suggests that all interested groups or organizations can influence policies adopted by agencies of the Federal bureaucracy which might affect their group. The pushing and pulling mechanisms of groups working to influence policy choice implies that there is some accommodation of all interests whenever possible.

The pluralist paradigm of changes to suit various interest groups has led many political scientists and practicing politicians and bureaucrats to a fundamental belief that much of the process of making choices within the Federal bureaucracy can be explained as incremental changes in existing policy (Kuhn, 1980, pp. 30-33). Further, these changes are the result of negotiation among government officials and the pressures which can be brought to bear on these officials, directly or indirectly, by various pressure groups (Lindblom, 1969, pp. 26-27).

Major factors of this incremental planning approach are that it makes extensive use of past practices, does not

substantially alter the status quo and it does not provide an opportunity to significantly change course to meet new conditions (Ibid., pp. 26-27 and p. 40). These factors are enhanced by bureaucratic constraints, as the hierarchy within the organization acts to impede change (Wilensky, 1967, pp. 42-28).

There is a body of literature dealing with the issue of strategic and long-range planning associated with the private sector, and a large amount of study has focused on strategic planning in the military (Dancy, 1977, pp. 347-356). For the most part, this work has not spilled over into the nondefense part of the Federal government. Little effort has been expended in the area of strategic planning in nondefense work force development programs. Only scant attention has been paid to the capability of Federal agencies to engage in foresight activities, the analytic tools which are available, the acceptance of strategic planning by government officials, and the reactions to these activities by persons in the Federal bureaucracy.

A new emphasis needs to be placed on the importance of strategic planning, particularly for Federal agencies/corporations such as the Tennessee Valley Authority (TVA) which are involved in the planning and delivery of work force development efforts. According to Marvin T. Runyon, Chairman of the TVA Board of Directors in a speech announcing TVA's massive 1988 reorganization, "We

need to turn TVA into a model of quality and productivity. We need to demonstrate that a government-owned corporation through proper planning and management can compete in terms of quality and productivity" (Runyon, 1988, p. 1).

As Steiner (1979) pointed out more than a decade ago, organizations need strategic planning because the world changes constantly. It is unrealistic to assume that economic conditions, consumer needs and expectations, competition in the marketplace, or a host of other factors will be the same two, three, and five years from now as they are today. The strategic planning process is a systematic effort by an organization to deal with the inevitability of change and to attempt to envision its own future. The importance of this process is that it enables the organization to help shape its own future rather than to simply prepare for the future (Steiner, 1979, pp. 12-16).

II. Statement of the Problem

The TVA has long recognized the important linkage which exists between education/work force training, productivity, employment opportunities, and economic development for citizens of the seven-state Tennessee Valley region. Since its inception in 1933, TVA has worked to increase the quality of the work force and the quantity of job opportunities available in the region. Improvements

in flood control, navigation, and electric power generation have served to create job opportunities by promoting industrial development and by directly employing thousands of persons to construct and operate TVA's facilities. In a corresponding effort to increase the quality of the work force, TVA, through its Education and Skills Development Department activities, has been successful in assisting and encouraging people to develop the skills and education required to match the present and anticipated work place opportunities.

The operating style which evolved in the early stages of TVA's Education and Skills Development program contributed in great measure to its success. In the formative years of the program, unilateral decision making and isolation of effort were feasible, practical, and effective. However, as early successes motivated external demands for more and more support by the program, the managing and operating approaches of the program began to show signs of obsolescence.

An analysis of the Education and Skills Development program, performed by the Program Evaluation Section in TVA's Corporate Industrial Engineering Branch in the fall of 1985, brought into focus the absence of adequate administrative and program direction. A need to strengthen criteria for evaluating specific projects, setting priorities, insufficient integration of program efforts,

and lack of a clear concept of policies and long-range strategic planning were reported as weaknesses of the programs (TVA, 1985, p. 17).

While a certain amount of positive momentum transcends the entire Education and Skills Development program with respect to what it wants to be and what it wants to do, it is also undergoing a period of transition. As the result of the massive June 1988 reorganization of TVA, the Education and Skills Development program was elevated organizationally from a program to a Department. It is possibly on the threshold of assuming a major leadership role in work force planning. At the same time, it is facing an unquestioned need for a more focused program direction. The absence of a strategic planning model seriously hampers the effective development and delivery of needed work force development training activities.

This situation is further compounded by the fact that the Education and Skills Development Department must operate within the constraints and limitations of a large bureaucratic organization. The Tennessee Valley Authority is comprised of 23,000 employees, located at numerous sites throughout the seven-state Valley region; managed by a Chairman and Board of Directors, a Senior Executive Officer, three Group Presidents, twenty-one Vice Presidents, and eighty-four Department Managers (TVA, 1988, p. 5). Meyer (1979) in his book *Change In Public*

Bureaucracies, pointed out that bureaucracies are regarded as inefficient rather than efficient and the culprit is usually identified as multi-tiered hierarchies and elaborate regulations (p. 24).

III. Purpose of the Study

The purpose of this study is to identify and adapt a strategic planning model appropriate for the Tennessee Valley Authority's Education and Skills Development Department program activities.

IV. Rationale/Importance of Study

The Education and Skills Development Department is a mission-oriented organization. Its program, projects, and objectives are linked directly to TVA's commitment to improve the knowledge and skill base of Valley residents. This is accomplished by seeking to close the gap between work place needs and work force capability in the region it serves. The Department's primary role is that of a catalytic agent providing technical and financial assistance to encourage and enhance efforts of external agencies and groups. Departmental activities and the dependence of external agencies on its support have experienced continued growth. The process of reaching project objectives has become more complex. At the same time, the Department has experienced proliferation

of small projects with small budgets creating management problems (TVA, 1985, p. 14).

The benefits of this study are many and varied. It will provide TVA with a revised strategic model for planning its Education and Skills Development program activities. The proper model will establish an overall organizational framework on which to structure decision making responsibility, identify planning roles, and provide a basis for control. It will aid in improving financial performance. It will also achieve desired growth in helping create the desired future and in facilitating needed change.

The planning model will also facilitate communication, provide an increased awareness of agency priorities, and help motivate employees. The motivation aspects of the planning model cannot be overemphasized. The opportunities for employees to participate in goal setting will bring about a greater understanding of those specific objectives toward which employees should strive to achieve. In addition, this will help structure meaningful action plans for all areas of the agency. This activity will also provide insight into opportunities for improved job design and coordination among different organizational units.

Finally, the conclusions of this study could also provide the basis for other bureaucratic agencies in planning, well-managed, effective, and coordinated

partnerships with local and state agencies and institutions in the development and implementation of needed work force training programs. A properly developed strategic planning model will also lessen the bureaucratic tendency to impede the modification of existing program activities, processes and techniques, and provide a better framework for evaluating new opportunities (Trotter, 1984, p. 13).

V. Objectives of the Study

The specific objectives of this study were:

1. To identify and describe theoretical strategic planning models that could be used by bureaucratic organizations;
2. To select a theoretical strategic planning model that was most likely to be effective for a bureaucratic organization such as the TVA;
3. To revise the selected strategic model and adapt it to TVA's particular needs, based on existing policies and from input received from an internal brainstorming process;
4. To validate the revised strategic planning model for implementation in TVA; and
5. Modify the strategic planning model as suggested from input received from former TVA program partners involved in previous TVA education and

work force development activities and present it in its final form.

VI. Hypotheses

The following major hypotheses were developed and used to analyze collected data. Hypotheses were stated in the null for the purpose of statistical treatment. They were tested at the .05 level of significance.

1. There is no significant difference between the responses of internally and externally initiated program/project partners on the perceived importance of the 12 major activities associated with the Revised Strategic Planning Model for the Education and Skills Development Department.
2. There is no significant difference in the importance rankings of the 12 major activities among the various former Education and Skills Development Department program/project partners.

VII. De-Limitations of Study

The model developed by this study includes some elements that may have application to other bureaucratic agencies or institutions engaged in providing technical and financial assistance in a collaborative effort to external agencies and institutions for the development and delivery

of needed work force training activities. The principal aim of this study, however, is not to serve the needs of such organizations in general.

This study will be mainly de-limited to the development of a theoretical strategic planning model specifically appropriate to the needs of TVA's Education and Skills Development Department. However, a generic theoretical model will be the starting point and provide a common theoretical construct from which specific applications can be applied.

VIII. Definition of Terms

The following terms and definitions will be used in this study:

Bureaucracy--A term used most frequently in referring to government administration, especially with regards to officials in the Federal Government and civil service. It is often used derogatorily to insinuate waste, inefficiency, and red tape (Meyer, 1979, p. 17).

Demographic Changes--Changes in the makeup and composition of the work force (Johnston, 1987, p. 75).

Human Resource Development--The process of increasing the knowledge, skills, and capacities of all the people in the Tennessee Valley region as a means to improving their quality of life as an effective

investment in the development of an economy (Selznick, 1966, p. 18).

Management--A social and technical process which utilizes resources, influences human action, and facilitates changes in order to accomplish organization goals (Haiman and Scott, 1970, p. 7).

Mission--An overall job or operation undertaken to meet identified and documented needs. For this study, TVA's statement of organizational goals directed at the fulfillment of its legislative mandate.

Partnership--Collaborative efforts among Federal, state, local governments; post secondary educational institutions; and business and industry toward the development and delivery of skills training programs (National Alliance of Business, 1987, p. 4).

Planning--A systematic, disciplined process employed by managers to chart a course of action for the future, to give rational order to the decision making process, and to choose alternatives that are politically acceptable and operationally feasible for achieving objectives (Henry, 1965, p. 4).

Project--For the purpose of this study, an activity or set of related activities designed to meet certain of the special needs of a target population in a designated geographical area.

Education and Skills Development Department--An organizational unit within the Tennessee Valley Authority that focuses on encouraging extensive public and private partnerships at the local, regional, and national levels which can address and improve current and future work force deficiencies.

Externally Initiated Program/Project Partner

(EIPP)--Former program/project partners, such as community colleges, local K-12 school systems, other federal agencies, since 1988 who independently developed education and work force training activities and submitted project activities to the Education and Skills Development Department for joint implementation.

Internally Initiated Program/Project Partner

(IIPP)--Former program/project partners, such as community colleges, local K-12 school systems, other federal agencies, since 1988 who were identified and selected internally by Education and Skills Development staff to participate in cooperative education and work force training activities.

Strategic Planning--The process of recognizing outside environment and explicitly incorporating elements of it into the planning process; has a long-term focus, often 3 to 5 years, but sometimes as many as 10 to 20 years; conducted at the top of the organizations major

divisions or groups; makes decisions that commit large amounts of organizational resources; and it sets the direction for the organization by focusing on the organization's identity and its place in a changing environment (Anthony, 1985, p. 4).

Strategic Planning Model--A representation of actual or projected conditions. A strategic planning model presents an idea of what a thing in general should be, or an image of a thing formed by generalizing from particulars (Steiner, 1979, p. 16).

Tennessee Valley Authority (TVA)--Commonly referred to as TVA. This is a corporation of the Federal Government created by Act of Congress on May 18, 1933, to develop the resources (natural and human) of a region that includes parts of seven southeastern states (Clapp, 1955, p. 12).

Tennessee Valley Region--The 201-county area served by TVA that includes all or parts of the states of Tennessee, Alabama, Kentucky, Mississippi, North Carolina, Virginia, and Georgia (TVA, 1988, p. 3).

Work force--All persons working and those needed for the work place.

Work place--Present and future job sites in the economy.

IX. Organization of Study

This study was organized into four chapters. Chapter I contains the background of the problem, statement of the problem, purpose of the study, rationale/importance of the study, objectives, hypotheses, de-limitations, definition of terms, and organization of the study.

Chapter II contains the review of related literature. This chapter is divided into the following sections: the origin of the Tennessee Valley Authority, the role of the Tennessee Valley Authority in human resource development, overview of strategic planning, overview of strategic planning models, categories for classifying strategic planning models, evaluating the effectiveness of strategic planning models, and the identification and description of recent strategic planning models.

Chapter III contains the methodology used to address each of the five objectives of the study and the corresponding findings. Included in this chapter are criteria for selection of the most appropriate model and a description of the selected Pfeiffer Applied Strategic Planning Model, revision of the selected model, the revised strategic planning model, level of management support of the revised model, and validation of selected model. Also included is the population and sample, instrumentation, data collection procedures, response rate, the method of

data analysis, and level of respondent support for the revised model.

Chapter IV includes a summary of overall findings, presentation of the revised model, conclusions as to what outcomes should result from the application of the revised model, and recommendations for further study.

In addition, a list of references and appendices are included.

CHAPTER II

REVIEW OF LITERATURE

The literature review consists of the following sections: (a) a brief description of the Tennessee Valley Authority, the bureaucratic organization on which the study focuses; (b) overview of strategic planning; (c) overview of strategic planning models; (d) categories for classifying strategic planning models; (e) evaluating the effectiveness of strategic planning models; and (f) identifying and describing recent (since 1980) possible theoretical strategic planning models that could be used by a bureaucratic organization. The objective of the review was to describe the organization around which this study focused; identify possible strategic planning models; identify criteria for selecting the most appropriate model; and justify the process for adapting the chosen model to the needs of the Education and Skills Development Department.

I. The Origin of the Tennessee Valley Authority

In the past half century, Americans have lived through some jarring times--the demoralizing economic crisis of the 1930s, World War II and the development of nuclear weapons, and some uncomfortable changes in accepted values that had been the basis for a national sense of pride and progress. On the traces of America's passage along that rocky path has been the history of the Tennessee Valley Authority (TVA).

Around the world, TVA has been held up as an example of the best that enlightened government can do to improve the lives of people. At home it has been condemned at times as liberalism gone wild, and in other times as bureaucracy gone stale. But over this half-century, the Tennessee Valley has mirrored America's problems and its striving to overcome them, its successes, and its frustrations. (Thurman, 1983, p.5)

The creation of TVA as a Government-owned corporation was a major victory for those who favored the principle of government operation for the conservation and development of the natural resources of regional area (Selznick, 1966, pp. 4-5). However, the traditional administrative practices that categorize a Government operation were not adopted by the new organization. TVA was a halfway measure between nationalization of industry and its operation by the President, on the one hand, and the regulations of industry by an independent agency on the other (Kohlmeier, 1969, p. 282). Much of its administrative character reflected the influences of the private, rather than the public, organization. This characteristic was a consequence of more than simply adopting the private business experience as a model. It was a characteristic that was explicitly demanded in the creation of TVA. In his message to the Seventy-Third Congress requesting legislation to create a Tennessee Valley Authority, President Roosevelt urged the Congress,

to create a Tennessee Valley Authority--a corporation clothed with the power of government but possessed of the flexibility and initiative of a private enterprise. It should be charged with the broadest

duty of planning for the proper use, conservation, and development of the natural resources of the Tennessee River drainage basin and its adjoining territory for the general, social, and economic welfare of the Nation. (Finer, 1972, p. 15)

There were several key phrases in the Message to the Congress which, separately and collectively, show the backing that President Roosevelt gave to those who insisted on a corporation with a substantial area of choice for planning, organizing, and managing its own affairs. It was made clear by Mr. Roosevelt that TVA "should be clothed with the power of the government but possessed of the flexibility and initiative of a private enterprise" (Finer, 1972, p. 15). The Congress responded favorably to these explicit requirements by incorporating them in the Tennessee Valley Act of 1933. In an exceptionally clear-cut way, Congress recognized that the main thrust of TVA would be in planning and managing a broadly defined program. As a result, broad policies were set forth as guidelines to follow in administration. The most significant and far reaching of these, according to Harry L. Case, "was the thesis that the persons in charge of the program should have a large measure of managerial independence, within the broad framework of policy set forth by the Congress" (Case, 1955, p. 3).

Since the main interest of this study dealt with the subject of strategic planning and management, that is, how strategic planning coincide in the management of activities

pertaining to the development of the work force, the examination of the TVA Act to this point centered mainly on administrative policy.

II. The Role of TVA in Work Force Development

The main thrust of the TVA legislation was directed at the major purposes for which TVA was created: to improve the navigability and to provide for the flood control of the Tennessee River, to produce electric power, and so forth. However, this examination directs attention only to those features of the Act which relate to the purpose of this study, mainly, the strategic planning, management, and administration of work force development. Consequently, the one component of the TVA Act that was of primary interest to the aim of this examination of the Act was Section 22. Section 22 was the authoritative foundation for TVA's role in studies, experiments, and demonstrations relating to work force development. It reads:

To aid further the proper use, conservation, and development of the natural resources of the Tennessee River drainage basin and of such adjoining territory as may be related to or materially affected by the development consequent to this Act, and to provide for the general welfare of the citizens of said areas, the President is hereby authorized, by such means or methods as he may deem proper within the limits of appropriations made therefore by Congress, to make such surveys of and general plans for said Tennessee basin and adjoining territory as may be useful to the Congress and to the several states in guiding and controlling the extent, sequence, and nature of development that may be equitably and economically advanced through the expenditure of public funds, or through the guidance or control of public authority,

all for the general purpose of fostering an orderly and proper physical, economic, and social development of said areas; and the President is further authorized in making said surveys and plans to cooperate with the states affected thereby, or subdivisions or agencies of such states, or with cooperative or other organizations, and to make such studies, experiments, or demonstrations as may be necessary and suitable to that end. (U.S. Congress, 1933, pp. 58-59)

Several provisions in Section 22 could be linked to TVA's role in the development of all resources of the region and consequently to work force development. It gave authority to the President, through the use of TVA's capabilities, to "provide for the general welfare of the citizens of said areas" and to carry out the intent of the Act "all for the purpose of fostering an orderly and proper physical, economic, and social development of said areas" (U.S. Congress, 1933, p. 2). The last part of Section 22, in particular, supported TVA's ambitious undertakings in the field of education and work force planning. To achieve the goals of Section 22, the last provision authorized "such studies, experiments, or demonstrations as may be necessary and suitable to that end" (U.S. Congress, 1933, pp. 58-59).

The scope of the provisions outlined in Section 22 served as the foundation for TVA's unified approach to the overall job of resource development. This approach adhered to the policy of consciously working with and through local institutions--as a regional agent within a region, not a regional agent over the region--in stimulating and

coordinating solutions to problems of resources conservation, improvement, and use.

The spirit and intent of the TVA Act, specifically Section 22, underscored the concept of resource development (improving the quality of life of the people of the Valley region) found in the TVA mission, one part reads "to serve the Valley; to serve the people; to improve the quality of life" (TVA, 1988, p. 12).

Responsibility for conducting TVA programs, applying policies and methods, and performing services was delegated to the major organizational units of the agency (See Figure 1). The management of education and work force development activities, as they related externally to the corporation, was originally vested in the Education Relations and Manpower Development Staff which was established in 1970. This staff was the predecessor of the present day Education and Skills Development Department located within the Resource Development Group which was created as a part of the 1988 reorganization of TVA. The Education and Skills Development Department (see Figure 2) according to a statement of responsibilities approved in 1988 by the Senior Officer:

plans, coordinates, and evaluates programs to relate educational and manpower development resources to regional development problems; represents TVA in relations with local, state, and Federal agencies in the field of human resource development; provides technical assistance to TVA organizations and outside agencies and organizations to plan and fund programs

TENNESSEE VALLEY AUTHORITY

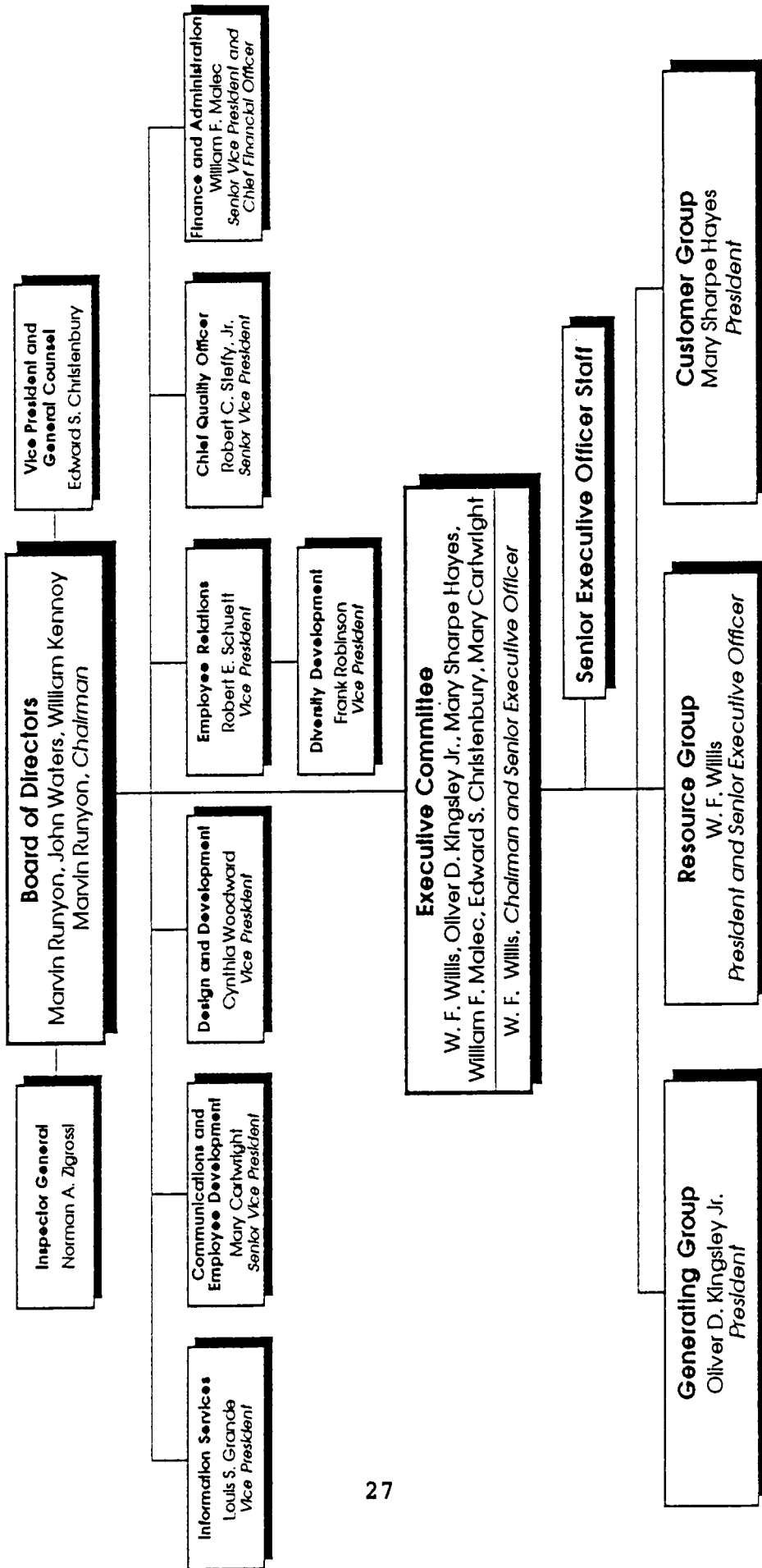


Figure 1. Organization of the Tennessee Valley Authority.

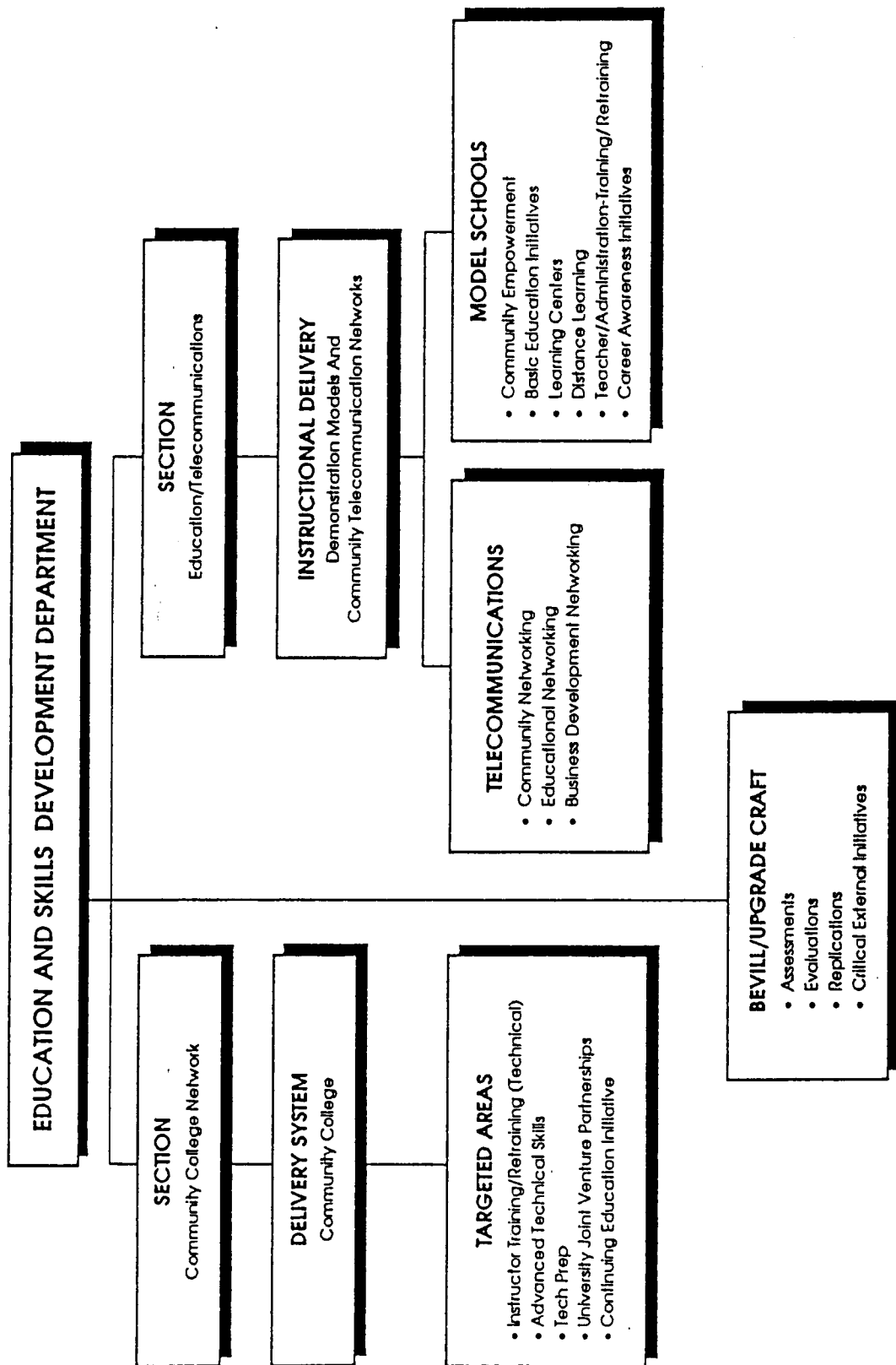


Figure 2. Organization of the Education and Skills Development Department.

to upgrade the educational and skill levels of the Valley's population. (TVA, 1988, p. 4)

The Education and Skills Development Department, the organizational unit within TVA to which this study pertains and which will be referred to as the "Department" interchangeable with its official title hereafter, was formally organized in June 1988 to provide leadership, coordination, and service in the field of education and work force development. As originally defined, the new Department had five areas of responsibilities and activities:

1. Replicating proven high technology training demonstrations in the Valley region and Nation.
2. Developing industrial training for new, expanding, and existing industries.
3. Enhancement of basic skills to overcome education and training obstacles.
4. Upgrade craft training for displaced TVA craft workers.
5. Dislocated worker retraining projects (TVA, 1988, p. 6).

In the short span of two years, the newly activated Department undertook many activities initiated and supported to foster the development of the Valley's work force. Its inventory of activities for fiscal year 1989, shown in Appendix A, identifies the productive efforts of

the Department. An examination of these activities reveals that the Department directed its professional skills to a great variety of educational and work force training areas: (a) it provided technical assistance to individuals, agencies, and institutions pertaining to proposed and operational projects; (b) it assisted in obtaining financial support of projects by TVA and/or other sources; and (c) it performed administrative and coordinating tasks aimed at the successful implementation of projects.

In addition to the brief examination of mission, responsibilities, and strategies that has been outlined up to this point, it is also appropriate to identify the relationship of these variables to their cost. The expenditures associated with education and work force training activities since the Department was organized are shown in Table 1. The costs identified are those justified in the budget by the Department as well as monies identified in the budget of other TVA groups and divisions to be used by the Department in support of education and work force training activities which were a part of, or in support of, a project being managed by another TVA group or division.

For example, the construction of a nuclear power plant would normally have an impact on the school system located in the construction area, such as the crowding of schools as a result of the increase in school population caused by

TABLE 1

EXPENDITURES FOR EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT
(For the Years 1988 through 1991)

Area of Expenditure Proposed	1988 Actual	1989 Actual	1990 Actual	1991 Actual
	(in thousands of dollars)			
Special Training Project	2,000	2,000	4,000	4,000
Demonstrations in Education and Skills Training	1,183	1,487	1,748	3,100
Job Training Partnership Act (JTPA) Projects	206	240	225	1,300
Subtotal:				
In Budget of Skills Development Department	3,389	3,727	5,973	8,400
In Budget of Other TVA Organizations for use by Department	0	225	1,100	500
Total:				
Funds Managed by Department	3,389	3,952	7,073	8,900

Sources: Resource Development: Office of Management and Budget Plan,
TVA, August 6, 1988.

Resource Development: Office of Management and Budget Plan,
TVA, August 15, 1989.

Resource Development: Office of Management and Budget Plan,
TVA, May 15, 1990.

Multiyear Program and Financial Plan - Fiscal Years
1989-1994, TVA, December 21, 1987.

the migration of construction workers to the project site. In such a situation the nuclear power group would manage the overall construction project and assume responsibility for the impact of the project in the area. It would provide for funds in its budget, as determined in coordination with the Department, for support of activities undertaken by the Department to help offset the adverse impact on the school system(s) of the area.

By itself, TVA's budget support for solving problems in such areas as education and work force training will not be large enough to make significant inroads into solving these problems. Closer collaboration with other agencies and institutions is needed to foster a more effective means of addressing education and work force development problems (Burbank, Stewart, Frey, Habiger, O'Connor, and Smith, 1980, p. 7).

If the historic problems associated with work force quality within the Tennessee Valley region are to be eliminated, they have to be addressed jointly in an integrated manner by Valley education institutions, private industry, economic development agencies, and TVA. TVA plays a significant role in this effort through a two-part strategy. The first part is aimed at motivating the region's residents to acquire the skills necessary to compete in a complex technological society. The second centers on taking the lead role in coordinating multistate

efforts between education institutions and industry so that the skills which are being taught, more closely, correspond with the projected Valley region labor market needs (Burbank, et al., 1980, p. 2).

The foregoing effort to relate legislation, mission, responsibilities and activities was in effect a systematic linkage, in narrative form, between external and internal agencies and actions governing the role of TVA in work force development. This systematic linkage is schematically illustrated in Figure 3. The flow charting of the linking process aids in highlighting the fact that the activities of the Department sought to contribute to the enrichment of education and work force development as a step toward improving the quality of life in the Tennessee Valley. Thus, the Department was seeking to be responsive to the legal and administrative forces that formed a bond in TVA.

III. Overview of Strategic Planning

The literature on strategic planning contains many descriptions of the planning process and lists several elements or characteristics of planning. However, there seems to be no universally accepted or agreed upon definition of strategic planning in the literature. Basically, strategic planning is described as decision making which affects the future course of an organization

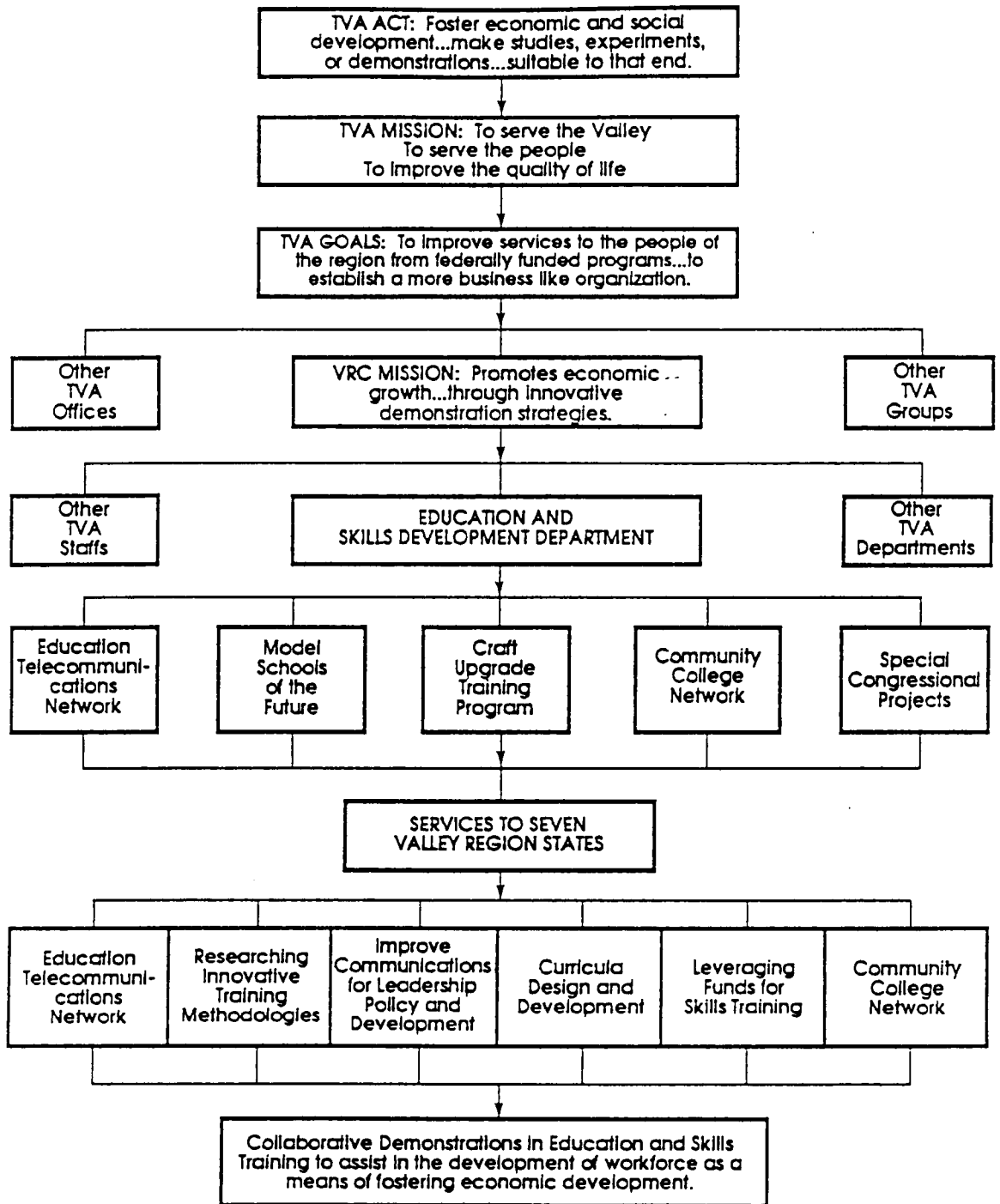


Figure 3. Linkage Between Legislation, TVA Mission and Education and Skills Department.

(Stuart, 1981, p. 1; Mankin, 1985, p. 14). Some experts (Grant and King, 1982, p. 3) referred to strategic planning as a process that is dependent upon a system. The elements of "process," "decision making," and "systems" are common to most definitions or descriptions of strategic planning.

Strategic planning differs from regular planning in that explicit recognition is given to the organization's outside environment (McConkey, 1981, p. 24). The word "strategic" when included in discussions of long range planning simply refers to the steps or actions to be taken to implement a long range plan. Some authors (Ackoff, 1981, p. 59) argued that "predict and prepare" planning is appropriate for today's fast-changing and complex environment.

Strategic planning is generally described as a process which includes various levels, or characteristics. Koontz (1961) identified six essential stages to planning:

1. Set objectives
2. Set planning premises
3. Search and examine alternatives
4. Evaluate alternatives
5. Select a course of action
6. Formulate necessary derivative plans (pp. 18-19).

Le Breton (1961, p. 60) stressed the importance of establishing need. He further stressed the necessity of testing components of the plan before finalizing it. He

also underscored the need to involve various individuals, departments, and external forces (systems) in the planning process.

Some experts (Moskow, 1978) warned of the difficulties which planners often encounter with organizational planning and change. Moskow pointed out that it is the management style of the chief executive officer which is the most important determinant of corporate planning functions and activities. Planning tended to reflect the specific needs and requirements of top management. In addition, the planning must be geared to the uniqueness of the organization in which it will be carried out. Another important element required to successfully develop and implement a strategic plan is the involvement of key staff, board members, and referral sources. This defined the concept of stakeholder (pp. 7-8).

Most experts agreed that the role and the needs of "customers" or "stakeholders" must be included in the planning process. Stakeholders/customers include employees, the community, referral and funding sources, and the clients. All stakeholders/customers comprise systems which impact the planning process and the effectiveness of its implementation (Ackoff, 1981, pp. 30-33).

Richards and Greenlaw (1972), while agreeing to the importance of stakeholders/customers in the planning process, placed greater emphasis on the estimation of the

future values of environmental variables, the probably change in these variables, and the decisions which the organization should make considering these changes in order to meet its goals (pp. 300-301).

According to Richards and Greenlaw (1972), the essence of strategic planning is control. Control involves the action which adjusts operations to predetermined standards. The basis of control is information-feedback to the managers. The control process includes both determining when corrective actions are needed and what action should be undertaken if the performance of the organization is inadequate (p. 369).

Scott (1963) wrote that planning is an analytical process which involves an assessment of the future, the determination of desired objectives in the context of that future, the development of alternative courses of action to achieve such objectives and the selection of a course of action from among these alternatives (p. 8).

Gillenson and Goldberg (1984) referred to strategic planning as having two faces. It looks outward in an attempt to understand the environment and its role in the environment, and it looks inward to understand the organization and what its employees are capable of achieving (p. 59).

Thus, strategic planning is basically future oriented. However, it likewise is focused upon present decision

making factors. Kerzner (1979) listed four reasons for planning, to:

1. Eliminate or reduce uncertainty
2. Improve efficiency of the operation
3. Obtain better understanding of objectives
4. Provide a basis for monitoring and controlling work. (p. 160)

Many students of planning believe strategic planning involves essentially nine steps (Kerzner, 1979, pp. 160-161; Ackoff, 1981, pp. 80-84; and Kotler, 1980, p. 18). The six planning stages of Koontz (1961) referred to earlier are included here as well. These planning steps are:

1. Establish goals/objectives and a focus of direction.
2. Set the strategy with which to achieve the goals.
3. Establish a time frame for starting and completion.
4. Determine the expenditures to achieve the goals.
5. Project what will occur within a certain time period.
6. Create the duties and positions required to meet the goals.
7. Set the policy or general decision making guides--evaluate alternatives.
8. Develop detailed procedures to carry out the policy.
9. Prepare an evaluation/feedback mechanism.

Some authors (Ackoff, 1981, pp. 58-60) considered item five in the above list to be one of the most important steps. Forecasting involves a thorough and accurate understanding of the competitive situation, marketing and finance among other administrative factors.

In summary, strategic planning appears to be an analytical process involving an assessment of the future (forecasting), the determination of desired objectives in the context of the future, the identification of alternative courses of action and the selection of a course, or courses of action, from among the alternatives. This process requires a careful analysis of current strengths and weaknesses, along with an analysis of the market, and the preparation of a marketing strategy which is designed to implement the organizational strategic plan.

Agencies and organizations within the Federal bureaucracy, along with the rest of society, are increasingly confronted with rapid changes in its social, political, economic, and technical environments. They have experienced increasing difficulty working in these rapidly changing environments. Strategic planning is concerned with defining the goals and objectives of an organization, and the design of functional policies which will help enable managers to meet these goals.

IV. Overview of Strategic Planning Models

George A. Steiner (1979) in his book *Strategic Planning* defined a theoretical strategic planning model as one that presents an idea of what a thing in general should be, or an image of a thing formed by generalizing from particulars (p. 16). Pappas and Remer (1982) contended that a theoretical model is a powerful tool because it provides a clearer picture of what an organization is doing and where it is going (p. 4). Although it is impossible to identify the exact number of companies/organizations in the United States that use strategic planning models, it is obvious that the use of these tools and the level of interest of senior management in their use has increased dramatically in the last 10 years (Naylor, 1985, pp. 3-11).

Hussey (1984) surveyed the techniques, tools, and approaches to planning currently being used. He reported that a majority of firms prepare a long-range planning document which includes objectives for sales and earnings; strategies for growth through plant expansion, and new product development; and consideration of national economic trends. Further, he concluded that 50 percent of the plans are revised quarterly, 20 percent of the planners utilize outside consultants, and 45 percent utilize strategic planning models in their long-range planning efforts (pp. 43-44).

Naylor (1976) addressed the issue of current and future uses of strategic planning models. He reported that strategic planning models were used by firms with sales in excess of \$500 million for purposes of cash flow analysis, financial forecasting, balance sheet projections, financial analysis, and profit planning. He noted that organizations were turning to strategic planning models because of factors such as: (a) economic uncertainty, (b) shortages of energy and basic raw materials, (c) a drop in productivity, (d) international competition, (e) tight money and inflation, (f) political upheavals, (g) environmental problems, and (h) and new business opportunities (pp. 34-38).

Strategic planning models have not existed in a static state. A study conducted by Pfeiffer in (1985) found that many firms had redesigned their strategic planning models in the early and mid-1980s. The dynamics of the area resulted from problems related to management attitude and values; design of the strategic planning model; and the method of introducing and administering the model (p. 3).

In summary, the point to be emphasized from this review is that there is no single strategic planning model for all organizations (Steiner, 1979). The formal strategic planning model must be designed to fit the unique characteristics of each organization. Formal strategic planning models can be placed on a spectrum that at one end

finds very simple models, and at the other end includes extremely complex and comprehensive models (p. 34).

V. Categories for Classifying Strategic Planning Models

If the strategic planning process is to be developed and used by bureaucratic organizations, it must be done in an organized and systematic way, and should be simple and easy to follow. According to King (1979) strategic planning means:

some process must be developed for assessing the relationships, interactions, and interdependencies among the sub-elements of the organization and among the activities and programs of each sub-element.
(p. 43)

In order to achieve this, a model is required. The model should be comprehensive enough to show all significant interactions between the internal and external forces acting upon an organization.

Strategic planning models fall into two categories: (a) the rational analytical type which has an emphasis on content, and (b) the political behavioral type which has an emphasis on process. Table 2 presents assumptions that are implicit in the rational model and the political model (Fahey and Narayana, 1983, pp. 3-4).

The rational analytical models were originally developed in economics and statistical decision theory to describe and explain how individuals make decisions. These models typically are based on the assumption that decision

TABLE 2

ASSUMPTIONS IMPLICIT IN THE RATIONAL AND POLITICAL PERSPECTIVES MODELS

Assumptions of Rational Model	Organizational Characteristics	Assumptions of Political Model
1. Goals are consistent and consensually shared.	1. Differentiation a. vertical b. horizontal	1. Goals are inconsistent across social entities and therefore not consensually shared.
2. The decision process is orderly and substantially rational.	2. Interdependence of subunits and levels.	2. The decision process is disorderly, characterized by push and pull of interest.
3. The norm of optimization.	3. Environment a. places constraints on resources b. creates ambiguities in information	3. The norm of frequent play of "market forces" conflict is legitimate and expected.
4. Extensive and systematic information search.		4. Information search and usage triggered by political reasons leads to distortions.
5. Cause-and-effect relationships are known at least probablistically.		5. Disagreement in cause-and-effect relationships.
6. Decision flow from value maximizing choice.		6. Decisions are the result of bargaining and free flow of political forces.
7. Underlying ideological, theme of efficiency and effectiveness.		7. Ideologically, notions of struggle, conflict, "winners" and "losers" prevail.

Source: Fahey and Narayana, p. 4, 1983.

making at all levels is a sequential and logical process. The next step is to develop a set of alternatives. Once the alternatives are identified, decision making involves the assessment of the likely outcomes or consequences of the possible lines of action. At this stage, the models are based on the assumption that sufficient information about alternatives and their consequences is available or obtainable and that cause-effect relationships can be derived by the individual actor. The final step in the model involves selecting the course of action, or that alternative which optimizes the actor's goal or goals. Once the alternatives are developed and their consequences known, proponents of the rational model advocate consistent utilization of the means established by achieving objectives (Ibid).

Political models are based on the suggestion that, beyond some very general organizational goals such as survival and growth, goal consensus among organizational sub-units is extremely difficult to achieve and/or sustain. In a political arena, resources, information, expertise, social networks, and access to power centers assume importance as bases of power and influence. Revealing one's goals, parting with information, or promoting a specified alternative are intentional acts aimed at influencing others. Strategy content or individual decisions are viewed as an outcome of transactions of power

and influence. A major implication here is that only by investigating the organizational processes out of which strategies emerge, can we understand and explain how they come to be (Ibid).

VI. Effectiveness of Strategic Planning Models

Strategic planning models require the commitment of both managerial and capital resources. The costs associated with such models must be matched with their economic benefits to ascertain the relative payoff. The validity of strategic planning models has gained intuitive acceptance within the professional managerial community. However, empirical research supporting the general effectiveness of corporate planning systems has been limited to four studies: (a) Thune and House (1970), (b) Ansoff (1976), (c) Herold (1972), and (d) Schoeffler, Buzzell and Heany (1974). Since a major thrust of this review of literature is a determination of effectiveness of strategic planning models, these studies will be briefly reviewed.

In 1970, Thune and House reported the results of their study which strongly indicated that strategic planning resulted in positive changes in financial performance. They analyzed the performance of 36 firms with annual sales greater than \$75 million over a period of seven years in six different industry groups (drug, chemical, machinery,

oil, food, and steel). Their objective was to determine the effect of strategic planning models on selected financial performance measures (pp. 81-87).

The study was concluded with a caution that formal planning should not be viewed as an industrial panacea. Instead, a strategic planning model provided additional evidence that there is an effective management team at work.

Herold (1972) attempted to validate and extend the Thune and House study. The criterion selected was pretax profit of the firm. The hypothesis tested was that firms with formal strategic planning models would demonstrate greater pretax profits than an informal planning model. Additionally, it was hypothesized that research and development expenditures would be higher for organizations with formal planning models (p. 93).

The results of Herold's research indicated that drug and chemical companies which actively engaged in formal strategic planning outperformed those not having formal plans. Also, a possible relationship between research and development expenditures and improved financial performance was noted. Lastly, the study advocated profit as another variable which would support the Thune and House findings with regard to strategic planning model (Herold, 1972, pp. 101-102).

Ansoff (1976) undertook a study to provide evidence indicating a positive relationship between corporate level strategic planning and successful organizational performance.

The results of the study were as follows:

1. Firms which engage in acquisition activity tend to take one of two distinctive approaches to acquisition planning. The first is an unplanned opportunistic approach and the other, a systematic planned approach. If a firm fails to plan any phase of the approach, it is likely to forego planning altogether. If a firm does plan a phase, it is likely to make a complete strategic and operating plan.
2. Firms which do plan tend to use these plans and to exhibit deliberate and systematic acquisition behavior.
3. Although subjective evaluation of results by management does not differ greatly between planners and nonplanners, objective financial measurements show a substantial difference.
4. On virtually all relevant financial criteria, the planners in our sample significantly outperformed the nonplanners.
5. Not only did the planners do better on the average, they performed more predictably than

nonplanners. Thus, planners appear to have narrowed the uncertainty in the outcomes of acquisition behavior (pp. 2-7).

In early 1972, the Marketing Science Institute commenced an ongoing profit impact of market strategies (PIMS) study. The objective was to determine the relationship between strategic planning and profit performance (Schoeffler, Buzzell, and Heany, 1974, pp. 81-90).

The results of this study indicated that nonplanners in the service industry consistently outperformed the planners on all financial measures; with the exception of sales growth. Nonplanners outperformed planners for the nondurable industrial grouping. The durable industrial grouping indicated that planners outperformed nonplanners on all measures. Whether the differences in performance were significant was not addressed in the study (Ibid).

Generally, the four effectiveness studies reviewed conclude that strategic planning results in improved financial performance. However, a statement for the relationship between planning and performance cannot be made due to weaknesses found in the studies. First, the question of potential benefits arising from different types of planning models was not addressed. Second, the performance measures contained aggregate values which could

change for any number of reasons other than improvements derived from a formal corporate planning model.

Another weakness of these effectiveness studies was the failure to dissect corporate strategic planning models into their component parts so that a determination could be made as to whether strategic or operational planning, or neither, was responsible for changes in corporate performance. As a rule, these studies opted for a simplistic, dichotomous classification of planning models--planners versus nonplanners. Consequently, there was no basis for developing a statement as to the effectiveness of the various types of planning models encompassed in a corporate planning system.

VII. Recent Strategic Planning Models

The development and use of strategic planning models to determine goals and broad policies is becoming increasingly important within government agencies due to such factors as dwindling resources, conflicting goals, and the growing potential of impacts from major technological shifts (Stuart, 1981, p. 3). A model designed for use in a strategic planning process can be used to divide the issues involved into a coherent component parts which can be assessed individually, then aggregate results together in an understandable format (King, 1979, p. 47).

Using a model to bring some order into the planning process seems to be a fairly straight forward proposition. However, it has become increasingly evident that it is possible to construct a detailed model of organizational behavior and standard operations which are not necessarily helpful in conducting strategic planning in an organization. Use of such a large, detailed model may tend to obscure important trends in an overwhelming volume of detail. Therefore, it may be necessary to create a model specifically for strategic planning purposes. The goal of a model is to maintain sensitivity to factors which may affect the operations of the organization, while eliminating complexity which obscures consideration of those factors (Olson, 1982, pp. 20-22).

According to Steiner (1979), the most elementary strategic planning model includes these three steps: (a) determine and define the opportunity or problem, (b) collect relevant facts to solve the opportunity or problem, and (c) decide what actions to implement to meet the opportunity or problem (p. 17).

The following are four recent (since 1980) graphic representations of theoretical strategic planning models that could be used by bureaucratic organizations:

(a) Pfeiffer Applied Strategic Planning Model (See Figure 4), (b) Paine and Anderson Model (See Figure 5), (c) Trotter General Strategic Planning Model (See

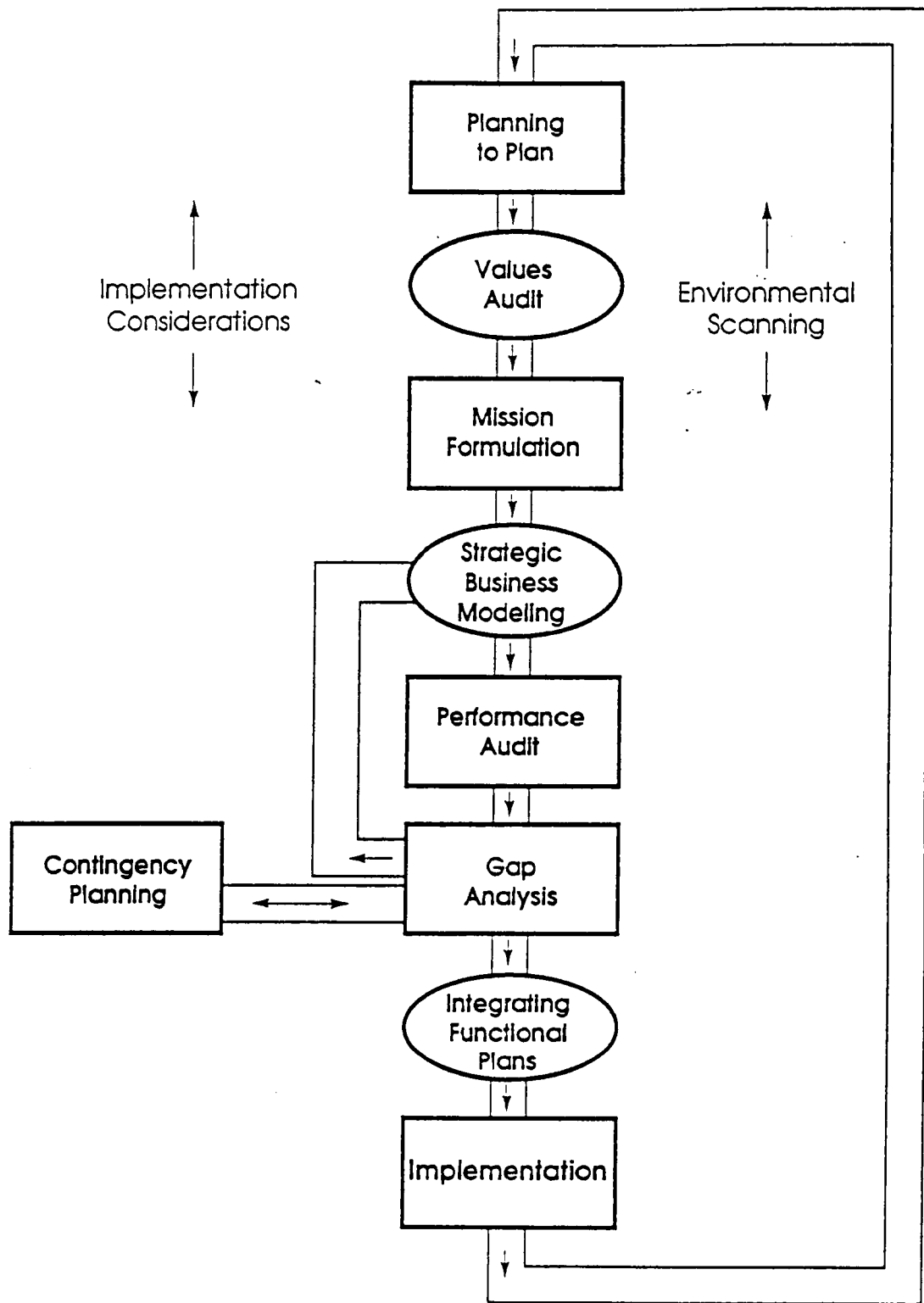


Figure 4. Pfeiffer's Applied Strategic Planning Model (Pfeiffer, 1985, p. 4).

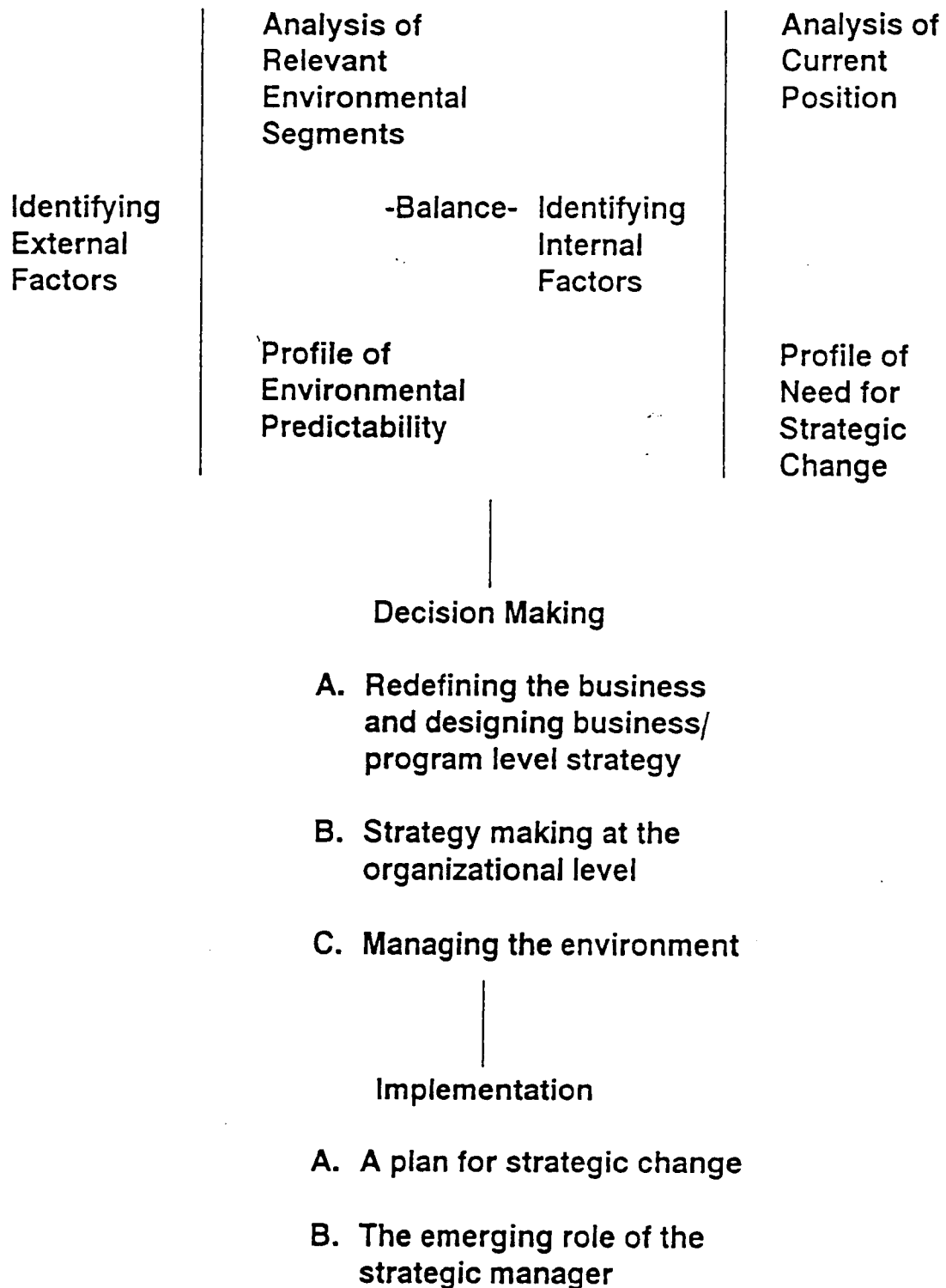


Figure 5. Paine and Anderson Model (Paine and Anderson, 1983, p. 37).

Figure 6), and (d) Ramsey Planning Wheel Model (See Figure 7).

VIII. Summary

According to Hofer, the following conclusions are apparent regarding strategic planning research.

First, more research has been done on strategic planning than generally is acknowledged in the literature of the field. Unfortunately, this lack of awareness of prior research has meant that several recent studies have not built on the previous work of others to the extent that they should have.

Second, most of the research done to date has been descriptive, comparative, or descriptive/normative in character. Thus, while there are clearly some areas, such as strategic planning for non-business organizations and multi-organizational strategy, in which more descriptive work is needed, most of the future research on strategic planning and strategic planning models should be normative in character and much should begin to involve some sort of hypothesis testing.

Third, most of the studies done to date have involved a small number of in-depth field studies, and those few that have been involved larger sample sizes typically have been cross-sectional in character.

Finally, much more research has been done on strategic planning models and strategic planning for businesses than any other type of organization. Thus, while the potential for future research on strategic planning and strategic planning models is great for businesses, it is even greater for non-business bureaucratic organizations. (Hofer, 1976, p. 286)

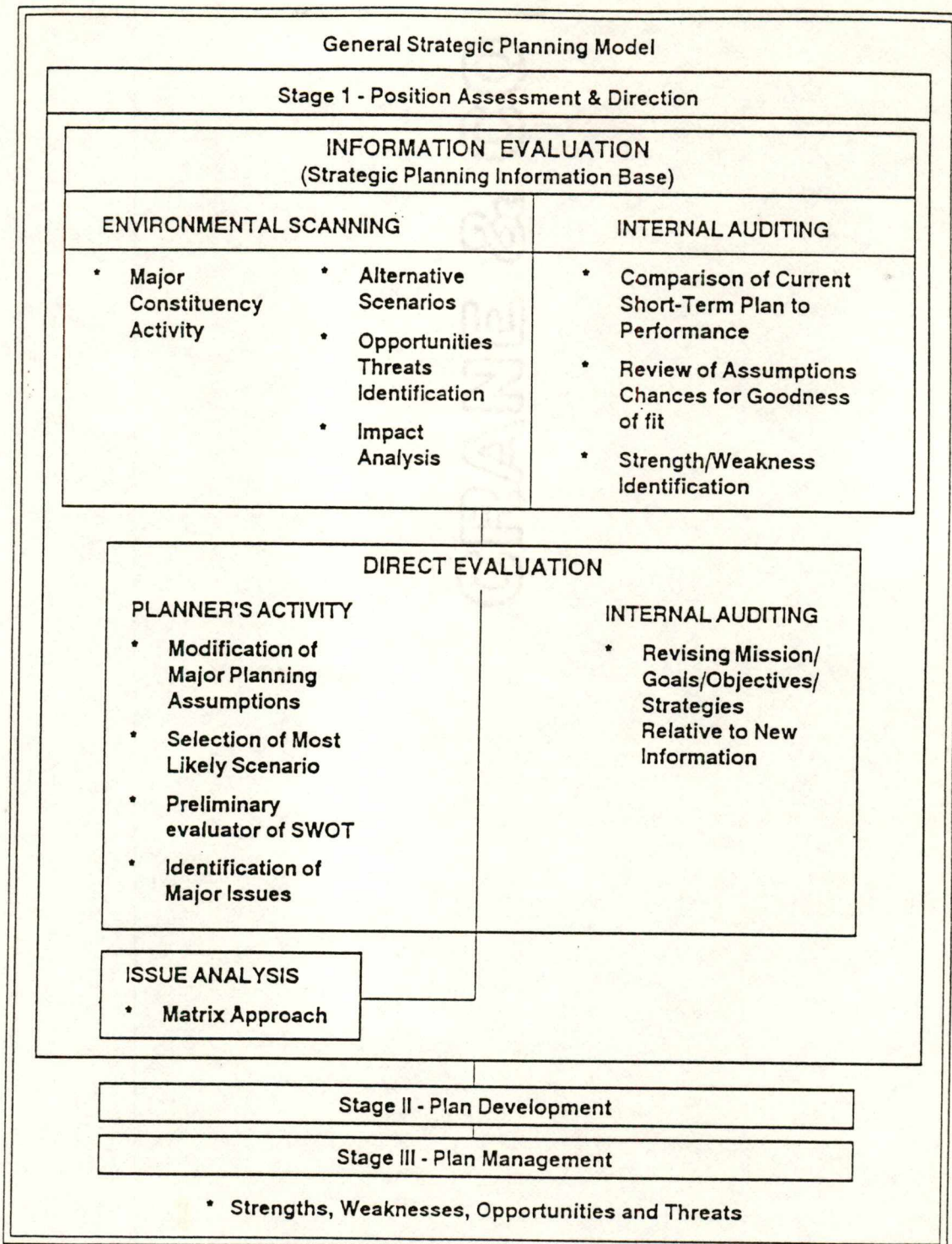


Figure 6. Trotter's General Strategic Planning Model (Trotter, 1984, p. 44).

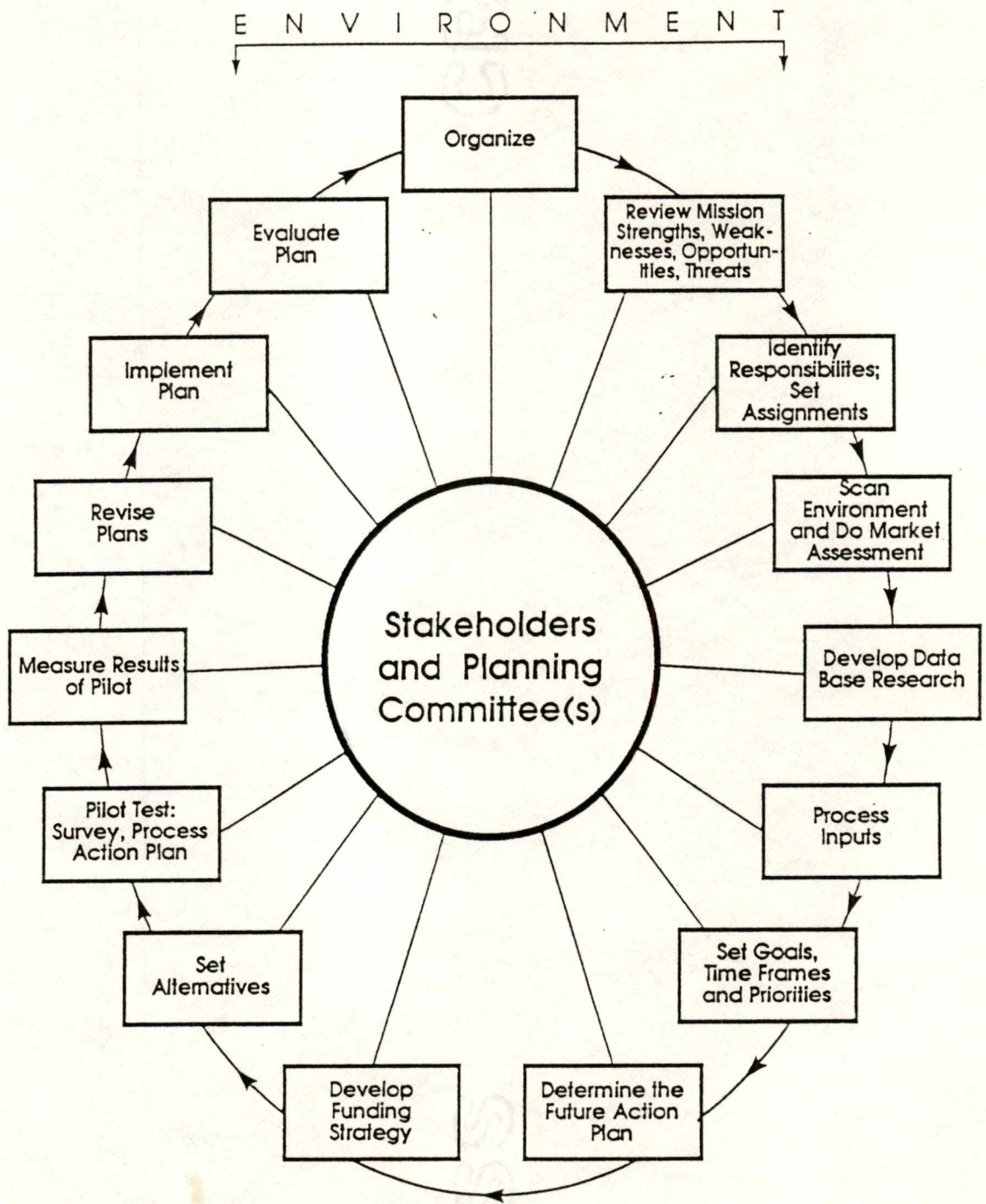


Figure 7. Ramsey's Planning Wheel Model (Ramsey, 1984, p. 24).

It is this last issue that this study seeks to explore, that is, to determine whether a theoretical strategic planning model used by the profit business sector is applicable to a bureaucratic government agency.

CHAPTER III

METHODOLOGY AND FINDINGS

The purpose of this study was to identify and adapt a strategic planning model that was appropriate for the Tennessee Valley Authority's Education and Skills Development Department program activities. More specifically, the study sought to accomplish the following:

1. Identify and describe possible theoretical strategic planning models that could be used by bureaucratic organizations.
2. Select a theoretical strategic planning model that was most likely to be effective for a bureaucratic organization such as TVA.
3. Revise the selected strategic planning model and adapt it to TVA's particular needs, based on existing policies, and from input received from an internal formative evaluation process.
4. Validate the revised strategic planning model for implementation.
5. Develop a final model by modification as suggested from input received from former TVA program/project partners involved in previous TVA Education and Skills Development program activities.

6. Present it in its final form.

Results of these analyses, along with findings are presented in this chapter.

I. Objective Number One

The first objective was: to identify and describe possible theoretical strategic planning models that could be used by bureaucratic organizations.

A comprehensive review of literature resulted in the identification and description of four recent (since 1980) graphic representations of theoretical strategic planning models that could be used by bureaucratic organizations. These models were the Pfeiffer Applied Strategic Planning Model, Paine and Anderson Model, Trotter General Strategic Planning Model, and the Ramsey Planning Wheel Model.

II. Objective Number Two

The second objective was: to select a theoretical strategic planning model that is most likely to be effective for a bureaucratic organization such as TVA.

A comprehensive review of literature was used to identify criteria that were employed to select a theoretical strategic planning model most likely to be effective for TVA's Education and Skills Development Department.

Criteria for Selecting Model

The model selected will be the one that has the most supportive evidence for meeting Ramamurti's (1986) six guidelines or criteria for designing strategic planning models for government dependent organizations or government bureaucracies, such as the TVA.

The guidelines are:

1. Strategies should be "negotiated" rather than formulated."
 2. Outsiders should be involved in the process.
 3. Socio-Political issues should be adequately addressed.
 4. Top management's role is absolutely critical.
 5. The Planning System should be flexible.
 6. Formal plans cannot always be kept confidential.
- (pp. 68-70)

The first guideline focuses on strategies that should be negotiated rather than formulated. According to Steiner (1979), the purpose of all strategic planning models is to help achieve a fit between the organization and its environment. However, in the traditional model, the right fit is assumed to be identified through long-drawn interactions among actors inside the organization (p. 213). In government bureaucracies, such a closed system of planning is highly ineffective (Ramamurti, 1986, p. 68). Murray (1978) observed that, in government

agencies/organizations, strategy may have to be negotiated with various outside groups rather than simply formulated by agency executives (p. 960).

Top management of a government organization is like a "general manager in the middle" of a multidivisional company (Uyterhoeven, 1972, p. 75). Such a general manager must plan in consultation with corporate offices and in accordance with corporate guidelines. His final plan is the result of negotiations with superiors and peers in other divisions. Top management of government bureaucracies have a similar, but substantially more complex task in as much as their "corporate office" is far less coordinated and organized than that of a multidivisional company, and they are involved in inter-organizational rather than intra-organizational bargaining (Ramamurti, 1986, p. 67)).

The second guideline insists that "outsiders should be involved in the process." It follows directly from the previous point that the planning model for government bureaucracies must provide opportunities for outsiders to participate in the strategic planning process, either formally or informally. A securing issue in the traditional planning literature is whether planning should be "top-down" or "bottom-up." In the case of government agencies, that issue must be extended to ask to what extent

the process should be "outside-in" or "inside-out" (Ibid., 1986, p. 69).

The logic for seeking outside participants in the planning process is similar to that for encouraging internal participation. It can serve to help elicit inputs from people familiar with issues under consideration. It can also educate them on the government agency's problems and constraints; promote external commitment to the final plan; and finally, it can motivate outsiders to cooperate in the critical implementation phase.

Related to the previous points is the third guideline, those using it should make sure the planning model does not overemphasize techno-economic issues and neglect the "softer" socio-political issues. According to Walsh (1978), several public utilities (including the TVA) in the 1970s suffered from planning models that relied extensively on techno-economic analyses to indicate when, where, and what kind of power plants they should construct. The big weakness of these systems was their failure to anticipate the social and political outcry that is often followed as the utilities began implementing those plans (p. 6).

The literature on strategic planning models repeatedly emphasized the fourth guideline. That is, the need for top management's commitment if the planning model is to be effective in any organization. This principle is even more true in a government organization because it is easy for a

Chief Executive Officer (CEO) to get overwhelmed by the externally imposed constraints and "throw up his hands." The CEO, more than anyone else, must believe that the organization's future is still largely in management's hands (Ramamurti, 1986, p. 69).

There is another reason why top management's role is critical. The chief executive of the organization has to deal directly with several key outside groups, building external support, and consensus for proposed strategies. Many of these tasks cannot be delegated because many outside groups expect to discuss those issues with top management, rather than staff specialists (Ibid.).

Top management of government organizations also carry the responsibility of keeping the organization "on its toes," as it were, by artificially injecting challenges into the planning process. The CEO who wants to minimize the risk of bureaucratization and keep his/her organization agile, must use the planning process to "stretch" line managers in ways that a competitive market might have stretched them. The initiative for such "stretching" has to come from the top rather than the bottom of the organization. Not only can such a practice help government organizations fair better, it can better equip them to participate more competitively for instance, power rates for public utilities (Ibid., pp. 69-70).

Strategic planning literature indicated that models can be used for several purposes, including improved coordination, greater managerial motivation, and better control (Trotter, 1984, p. 86). However, these purposes can conflict with one another. In government organizations, it is more important that the model promote coordination and motivation than control. This approach is consistent with the critical role top management has to play in the planning process: A centralized planning model cannot be used effectively to control or evaluate middle or lower-level managers. The emphasis on keeping the planning model flexible is also consistent with the need to avoid further bureaucratization of government organizations (Longford, 1986, p. 101).

The final guideline focuses on the fact that strategic plans in government organizations cannot always be kept highly confidential in such bureaucracies. This means that top management of such an organization must be prepared for the possibility that its strategic plan may leak to the public. It is difficult to keep all information and ideas confidential when one or more government agencies are involved. Therefore, formal plans, when prepared by government organizations, should be written keeping in mind the possibility that they may reach an outside audience. Public agencies and enterprises, in particular, have a hard time preserving confidentiality because legislators and

bureaucrats feel that they not only have the right but also the obligation to scrutinize the long-term plans of public agencies (Ramamurti, 1986, p. 70).

Government agencies/organizations experience five distinctive problems that seriously limit the relevance of traditional planning models or what are often referred to as rational planning models. They are: (1) fragmented strategic decision-making, (2) heightened goal ambiguity, (3) politicization of strategic decision-making, (4) short-term orientation, and (5) internal bureaucratization (Ibid., pp.65-66).

The concepts of strategy and strategic planning are as relevant to government organizations as they are to private sector organizations. However, the formal planning models used by bureaucratic government organizations require design features different from those used by the average private firm. The guidelines presented by Ramamurti were used as the criteria for selecting a strategic planning model.

Model Selected

For the purpose of this study, I selected, based on the criterion identified on page 59, the Pfeiffer Applied Strategic Planning model (See Figure 4). This model serves as being the base for creating a revised strategic planning model for TVA's Education and Skills Development

Department. The model is classified as a rational analytical one. A rational analytical model was selected over political behavioral models because the rational analytical model enables one to conceive decisions as being purposeful acts of individuals. Decisions are not accidental, random, or rationalized after the fact; rather, purpose is presumed to pre-exist and decisions are guided by that purpose. In other words, everything that can possibly occur as a result of the decision process is presumably specified (Paine and Anderson, 1983, p. 40).

Also, the Pfeiffer Applied Strategic Planning Model was selected because it has two distinctive elements that set it apart from the other identified theoretical strategic planning models. These specific additions building upon the traditional strategic planning steps enhance the model to make it a more usable and effective guide for government organizations (Pfeiffer, 1985, p. 3).

First, it included an organizational "values audit" as one of the initial steps to be taken in the planning process. A values audit is an examination of the current values of the organization, the organization's philosophy of operations, the assumptions that the organization ordinarily uses in its operations, the organization's culture; and finally, the values of the stakeholders in the organization's future. Stakeholders are those individuals and groups external to the organizations who will be

impacted by or interested in the organization's strategic plan (Ibid., p. 7). Ramamurti identified the logic, benefits, and rewards for seeking outside participants or stakeholders in the planning process. Second, Pfeiffer's model identified "gap analysis" as the critical phase, because it tests the organization's wants against reality. In effect, it is the anchor that keeps the plan from floating off in an unguided, or misguided, direction (Ibid., 1985).

Description of Selected Model

There are nine phases to the model: (a) planning to plan; (b) values audit; (c) mission formulation; (d) strategic business modeling; (e) performance audit; (f) gap analysis; (g) contingency planning; (h) integrating functional plans; and (i) implementation (Ibid., p. 4). Two additional steps, environmental scanning and ongoing implementation considerations occur during all phases of the planning process.

Planning to Plan. The prework of the strategic planning process involves answering a host of questions and making a number of decisions, all of which are critically important to the eventual success or failure of the entire planning process. The questions include: How much commitment is there in TVA to the planning process? Who should be involved? How long will it take? How should

data be collected? Planning to plan includes developing the answers to these questions and making these decisions prior to the initiation of any actual planning process. The most important test of implementation, however, is the degree to which organizational members, especially managers, integrate the strategic plan into their everyday management decisions (Ibid., p. 3).

The Values Audit. A values audit is an examination of the current values of TVA's Education and Skills Development Department; the Department's philosophy of operations; the assumptions that the Department ordinarily uses in its operations, the Department's culture; and finally, the values of the stakeholders in the organization's future. The values audit is the first formal step of this strategic planning model, an emphasis that is different from that found in most strategic planning models (Ibid., p. 7).

Mission Formulation. When there is informed consensus about the underlying values and beliefs that will drive TVA, focus can then be turned to the next state of the process: mission formulation. This involves developing a clear statement of what business the Department is in, a concise declaration of the purpose or function that the organization is attempting to fulfill in society or the economy. In formulating its mission, TVA personnel must answer three primary questions: (a) What function does the

Department perform?, (b) For whom does the Department perform this function?, and (c) How does the Department go about filling this function (Ibid., p. 11)?

Strategic Business Modeling. Strategic business modeling is the process by which TVA more specifically defines success in the context of the business(es) it wants the Department to be in; how success will be measured; and what will be done to achieve it; consistent with the newly established mission statement. The strategic business model consists of two parts: (a) the strategic profile, or quantified organizational objective, and (b) statements of how the quantified business objectives will be achieved, in specific segments (Ibid., p. 15).

Performance Audit. The performance audit examines the recent performance of the Department in terms of the basic performance indices (such as growth, service, return on investment, cash flow, and so on) that have been identified in the strategic profile. The purpose of the performance audit is to provide the data with which the "gap analysis"--the determination of what degree the strategic business model is a realistic and workable one--can be conducted. The performance audit also should include information about the forces outside the Department that might impact the strategic business model (Ibid., p. 17).

Gap Analysis. The gap analysis is a comparison of the data generated in the performance audit with the strategic

profile. If there is a substantial discrepancy between the profile and the Department's capacity to achieve that profile, the planning focus must return to the strategic business modeling phase and rework the model until the gap between the profile and the Department's capacity to achieve it is reduced to a more realistic size. The gap analysis is important because it tests the Department's "wants" against "realities;" in effect, it is the anchor that keeps the plan from floating off in an unguided, or misguided, direction (Ibid., pp. 18-19).

Contingency Planning. Contingency planning is based on the assumption that the ability to accurately forecast the significant factors that will affect the Department is somewhat limited, especially in terms of the variations in those factors. However, the planning team should be able to identify the factors themselves, and develop alternative plans based on possible variations in these factors. Thus, contingency planning provides the Department with a variety of business modeling strategies that can be used with a variety of scenarios, each of which can be evaluated and planned for (Ibid., p. 20).

Integrating Functional Plans. Planning should be delegated to functional units of the Department, each of which should be called on to develop detailed, functional plans, with a budget and a clear-cut timetable for execution. This should be done once the gap analysis has

been completed. Ordinarily, there should be a financial plan, a marketing plan, and a human resources plan (Ibid., p. 21).

Implementation. Implementation of the strategic plan involves the initiation of the action plans designed at the functional program levels and their integration within the Department. A very important element in the strategic planning process is evaluation. Leaders within the organization must provide a comprehensive process for evaluating the plan, systematically determine the direction that it is to take in the future, and be productively and simultaneously accurate. In effect, implementation is the "handing off" of the strategic plan to the functional program managers (Ibid., p. 22).

Environmental Scanning. Throughout its existence, the Department needs to be aware of what is happening in its environments that might affect the department, and this is especially true during the planning process. Four separate but overlapping environments, in particular, should be monitored: (a) the macro environment, (b) the industry environment, (c) the competitive environment, and (d) the department's internal environment. These should be surveyed in depth to contribute to planning to plan, the values audit, the strategic business model, and so on. The environmental scanning process also will identify a variety of factors, both internal and external to the organization,

to be considered as part of the strategic planning process. In fact, one of the extra benefits of strategic planning is that the department gains a better understanding of how environmental scanning should be done (Ibid.).

Ongoing Implementation Considerations. Although implementation is the final step of the process, there is a need for implementation throughout the planning cycle. For example, if the values audit reveals incongruous values in different parts of the department, these will be addressed immediately. Implementation considerations that arise during each step of the planning process will be addressed then, not deferred until the final implementation phase (Ibid.).

III. Objective Number Three

The third objective was: to revise the selected strategic planning model and adapt it to TVA's Education and Skills Development Department's particular needs, based on existing agency and department policies and from input received from an internal brainstorming process.

Revision of Selected Strategic Planning Model

After the Pfieffer Applied Strategic Planning Model was selected, a brainstorming process involving discussion and consensus building of each phase of the model and its accompanying steps was undertaken (Appendix B). In

brainstorming, group members are assembled, given a problem, and encouraged to freely produce unconventional ideas. Members initially work individually. They then share their ideas round robin fashion. Discussion is spontaneous and all relevant organizational stakeholders participate directly (Dean, 1990, p. 12).

The Pfeiffer Applied Strategic Planning Model was presented to the Education and Skills Development Department program/project managers in order to get their input on what changes, if any, the model needed to undergo in order to adapt it to the Education and Skills Development Department. To accomplish this task, a brainstorming process was undertaken in a series of department staff meetings, commencing on September 3, 1990 and ending on February 19, 1991, to look at each phase of the model and its accompanying steps and activities.

In presenting the model to the department staff, it was first broken down by its nine phases and the steps that comprised each phase. Goals and objectives were then established for each phase and corresponding step. These goals and objectives were established from the perspective of how each respective phase and step of the model could be used in implementing a strategic planning process for the Education and Skills Development Department.

During this five-month period, department staff sought to identify the following: (a) could the goals and objectives of each phase and step of the model be accomplished, (b) what activities would be required to accomplish the goals and objectives, and (c) staff provided comments and recommendations on whether or not each identified phase and step could, from their perspective, in reality be actually employed in a strategic planning process by the department. In making these comments and recommendations, the department staff sought to determine whether the goals and objectives of each phase and step would in fact actively serve to assist TVA and more specifically the Education and Skills Development Department in meeting its identified mission and goals.

The following comments and recommendations were provided by the Education and Skills Development Department staff:

1. Rearrange the order of the nine phases that comprise the strategic planning model. The recommended sequence should be: (a) Planning to Plan, (b) Values Audit, (c) Mission Formulation, (d) Performance Audit, (e) Strategic Business Modeling, (f) Gap Analysis, (g) Contingency Planning, (h) Implementation, and (i) Evaluation.
2. This recommended change reflects the need to move Performance Audit ahead of Strategic Business

Modeling, in order to ensure that conducting and analyzing a work force needs assessment is performed prior to the Strategic Business Modeling Phase which includes as a major step the development of the Education and Skills Development Department Five-Year Plan of Action.

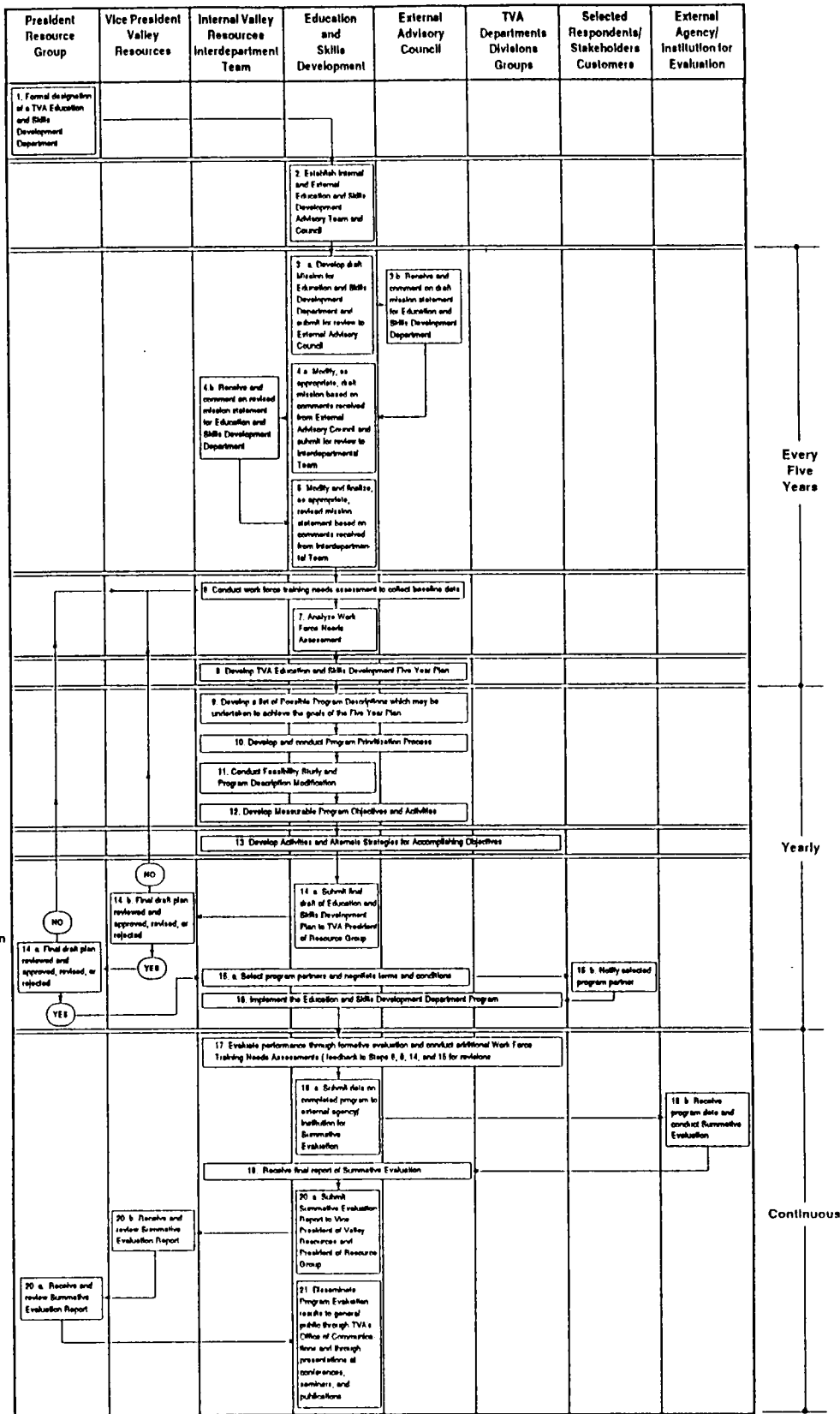
3. Merge the Phase, Integrating Functional Plans, into the Implementation Phase. Integrating Functional Plans is a key and necessary step to any program implementation process.
4. After the Implementation Phase, add an additional new Phase entitled Evaluation. This separate phase places a much stronger emphasis on evaluation which under the original Pfeiffer Model was briefly referenced under the Implementation Phase. The key to any successful strategic planning model is continuous evaluation.
5. The model should be revised in order for each phase and step to address three basic questions: What is to be done? (This could be expressed in the title of each phase and step.) When is it to be done? (Timeframe) and Who is to do it? (Identify the person(s)/institution/organization/agency both internal and external to TVA.)

6. Develop a flow chart depicting the phases, steps, and activities to be completed in carrying out the revised strategic planning model.

The Revised Strategic Planning Model

As a result of the brainstorming process, the Pfeiffer Applied Strategic Planning Model was revised to more closely meet the needs of the Education and Skills Development Department. Figure 8 depicts the revised strategic planning model for the planning and implementation of collaborative work force training projects for TVA's Education and Skills Development Department. The revised model focuses on the role of the President of the Resource Group, Vice-President of Valley Resources, Internal Valley Resource Interdepartmental Team, Education and Skills Development Department, External Advisory Council, other TVA Departments/Divisions, Stakeholders/Customers, and External Evaluation Institution. It also reflects on the relationships between these individuals and organizations in the context of what specific steps they have lead responsibility for and the timeframe in which these activities are to be accomplished.

The revised strategic planning model consists of nine distinct phases which are further broken down into steps and activities when appropriate. The phases and steps are listed as follows:



Every Five Years

Yearly

Continuous

Figure 8. Schematic of Revised Strategic Planning Model for TVA's Education and Skills Development Department.

PHASE ONE:

PLANNING TO PLAN

Step One:

Formal Designation of a TVA
Education and Skills
Development Department

PHASE TWO:

VALUES AUDIT

Step Two:

Establish Internal and
External Education and
Skills Development Advisory
Team and Council

PHASE THREE:

MISSION FORMULATION

Step Three:

Develop Draft Mission
Statement for Education and
Skills Development
Department and Submit for
Review to External Advisory
Council

Step Four:

Modify Draft Mission Based
on Comments Received from
External Advisory Council
and Submit for Review to
Interdepartmental Team

Step Five:

Modify and Finalize Revised
Mission Statement Based on
Comments Received from
Interdepartmental Team

PHASE FOUR:

PERFORMANCE AUDIT

Step Six:

Conduct Work Force Training
Needs Assessment to Collect
Baseline Data

Step Seven:

Analyze Work Force Needs
Assessment

PHASE FIVE:

STRATEGIC BUSINESS MODELING

Step Eight:

Develop TVA Education and
Skills Development Five-Year
Plan

PHASE SIX:

GAP ANALYSIS

Step Nine:

Develop a List of Possible
Program Descriptions Which

May Be Undertaken to Achieve
the Goals of the Five-Year
Plan

Step Ten: Develop and Conduct Program
Prioritization Process

Step Eleven: Conduct Feasibility Study
and Program Description
Modification

Step Twelve: Develop Measurable Program
Objectives and Activities

PHASE SEVEN: CONTINGENCY PLANNING

Step Thirteen: Develop Activities and
Alternate Strategies for
Accomplishing Objectives

PHASE EIGHT: IMPLEMENTATION

Step Fourteen: Submit Final Draft of
Education and Skills
Development Department Plan
to TVA President of Resource
Group

Step Fifteen: Select Program Partners and
Negotiate Terms and
Conditions

Step Sixteen: Implement the Education and
Skills Development
Department Program

PHASE NINE: EVALUATION

Step Seventeen: Evaluate Performance Through
Formative Evaluation and
Conduct Additional Work
Force Training Needs
Assessment

Step Eighteen: Submit Data on Completed
Program to External Agency
or Institution for Summative
Evaluation

Step Nineteen: Receive Final Report of
Summative Evaluation

Step Twenty: Submit Summative Evaluation Report to Vice President of Valley Resources and President of Resource Group

Step Twenty-One: Disseminate Program Evaluation Results to General Public Through TVA's Office of Communications and Through Presentations at Conferences, Seminars, and Publications

A flow chart depicting the phases, steps, and activities to be completed in carrying out the revised strategic planning model is shown in Appendix C. In the flow chart each of the twenty-one steps corresponds to the nine phases described in the revised strategic planning model.

IV. Objective Number Four

The fourth objective was: to validate the revised strategic planning model for implementation in the Education and Skills Development Department.

Validation of Selected Model

A modified Delphi technique was conducted to gain general consensus among experts in the area of strategic planning for work force development about the importance of the phases and steps of the revised strategic planning model. According to Rasp (1973):

The Delphi is a technique for collecting judgments that attempts to overcome the weakness implicit in

relying on a single expert, a one-shot group average, or a round table discussion. (pp. 29-30)

Stufflebeam, Brinkerhoff, McCormick, and Nelson (1984) defined the Delphi technique as an approach "to obtain group consensus among people with a wide range of opinions. Utilizing a questionnaire, the group is asked to rate or rank items in order of importance. The process of tabulating responses and then prioritizing items are repeated until consensus is reached. All responses are kept anonymous" (p. 216). Rasp (1973) also explained that, ". . . by substituting a computer consensus for an agreed-on majority position, the technique has the advantage of not requiring large groups of people to be called together" (p. 29). It can be viewed as a series of individual conferences conducted in writing and having three main characteristics: (a) each participant contributes at each step of the questionnaire process before seeing the input of other participants for that step; (b) while the individual knows his/her own responses throughout the process, input of others remains anonymous; and (c) input gained at one step of the process is shared as part of the next step.

Selection of Panel Members

To begin the Delphi study, five nationally recognized experts in the area of strategic planning for work force development were selected to participate on a panel. The

selection of these experts was done in consultation with representatives from the National Training Director's Forum and the American Society for Training and Development. In late April of 1991, representatives of these organizations were initially contacted by telephone in order to explain the study and to recommend a list of five national experts in the area of strategic planning for work force development. Two weeks after the initial telephone conversations, in separate follow-up telephone conversations with the representatives, a list of five national experts were identified as possible panel members (see Appendix D). The purpose of the panel of experts was to validate the revised strategic planning model by obtaining consensus about the phases and steps that comprise the model. Hillway (1964) stated:

The use of a person who is considered to be an authority in a field of study is an acceptable approach to develop information. Usually, the information from authorities obtained is inaccessible by other means. Authorities in a field of study obtain this status of recognition from peers, colleagues, and others. Expert opinion in many instances almost has the weight of factual evidence. (p. 35)

The five experts were selected based upon:

- (a) national reputation as a strategic planner in the field of work force training; (b) their professional work and interest in the research topic of strategic planning for work force training; and (c) their ongoing work as

researchers and practitioners in the strategic planning and delivery of work force training efforts.

A questionnaire (rating form) was constructed as a tool to validate the revised strategic planning model by obtaining consensus among the experts about the phases and steps that comprise the model. The questionnaire (rating forms) was comprised of two parts. Part I consisted of rating the importance of each of the nine major phases of the revised strategic planning model. A five-point Likert-type rating scale was used to determine how the experts perceived the level of importance for each phase. The five points on the rating scale were defined as follows: 5 = extreme high importance; 4 = high importance; 3 = moderate importance; 2 = low importance; and 1 = no importance. Part I also requested each expert to rearrange and place the nine phases in a recommended sequence if they felt the nine phases, as presented, were not in the proper order.

Part II contained a list of the 21 steps associated with the nine major phases of the revised strategic planning model. The experts were asked to rank the importance of each step from extreme high importance to least important. Again, a five-point Likert-type rating scale was employed. Additional space was provide for the experts to provide any comments/suggestions for adding or deleting any steps.

Initially each expert was contacted by telephone in order to introduce the study and to make a request for their participation. All five experts agreed to participate. As a follow-up to the telephone calls, a letter introducing the study and thanking each for their participation, was sent to each expert. Included with the letter (see Appendix E) was: (a) description of the Tennessee Valley Authority and its Education and Skills Development Department, along with accompanying organizational charts; (b) task instruction sheet; (c) schematic of the revised strategic planning model; (d) flow chart of the revised strategic planning model; (e) description of the phases of the revised strategic planning model; (f) rating sheet for the phases of the revised strategic planning model; and (g) rating sheet for the steps associated with each phase of the revised strategic planning model. Also enclosed was a self-addressed, postage-paid envelope to facilitate the return of the completed rating forms.

For the first round, the experts were asked to:

- (a) rate the importance of each phase on a five-point rating scale;
- (b) recommend sequences of the phases;
- (c) rate the importance of each step associated with each phase on a five-point rating scale; and
- (d) provide any comments/suggestions for addition or deletion of the steps.

Mean scores were used to determine the phases and steps perceived to be important by the national experts. For the purpose of meaningful interpretation of the data in Part I of the questionnaire (Major Phases of the Model) a predetermined criterion of 3.0 on a five-point scale was established as a minimum mean rating. This criterion level was established to indicate that an individual phase was an important component of the revised strategic planning model. As shown in Table 3, all nine phases received a mean rating of 4.0 or better. One phase received a rating of 5.0; four phases received 4.8; one phase received 4.4; one phase received 4.2; and two phases received 4.0. The experts unanimously recommended the following sequence of the nine phases:

1. Planning to Plan
2. Values Audit
3. Mission Formulation
4. Performance Audit
5. Strategic Business Modeling
6. Gap Analysis
7. Contingency Planning
8. Implementation
9. Evaluation

Part II of Round I questionnaire (Steps Associated With Major Phases of Model) requested each expert to rate the importance of each step associated with each phase. As

TABLE 3

RESPONSES AND MEANS OF RESPONSES OF NATIONAL PANEL OF EXPERTS
TO THE REVISED STRATEGIC PLANNING MODEL (ROUND I PART I)

PHASES OF MODEL	E 1	X 2	P 3	E 4	R 5	T 5	S 5	Mean
Planning to Plan	5	4	5	5	5	5	5	4.8
Values Audit	5*	4	4	4	4	3*	3*	4.0*
Mission Formulation	5	4	5	5	5	5	5	4.8
Performance Audit	4	5	4	5	4	4	4	4.4
Strategic Business Modeling	5	5	4	5	5	5	5	4.8
Gap Analysis	4	5	4	4	4	4	4	4.2
Contingency Planning	3*	4	5*	4	4	4	4	4.0*
Implementation	5	4	5	5	5	5	5	4.8
Evaluation	5	5	5	5	5	5	5	5.0
(Sequence)	Same	Same	Same	Same	Same	Same	Same	N/A
Means by Experts	4.56	4.45	4.56	4.61	4.45	4.45	4.45	4.54

*Lack of Consensus

was with Part I, a predetermined criterion of 3.0 on a five-point scale was used as the minimum mean rating. This criterion level was established to indicate that an individual step was important to the overall effectiveness of the revised strategic planning model. Eighteen out of 21 steps, as indicated in Table 4, received a mean rating of 4.0 or better (two steps received 5.0; six received 4.8; two received 4.6; four received 4.4; three received 4.2; and one received 4.0). Three steps received a rating of 3.8. The experts did not recommend changing, adding, or deleting any steps.

Round II questionnaire included the expert's consensus of responses from the first round. For the purpose of this study, consensus means that when comparing one expert's rating to another expert's rating, the difference between the ratings is no more than one point. Any difference greater than one point indicates a lack of consensus. The experts were asked to compare their original ratings (circled in red) of the phases and steps with the consensus rating as revealed by the mean score. They were also asked to revise their original ratings as they saw fit (Borg and Gall, 1983).

Once again, all five experts responded to the Round II questionnaire. With the interpretation criterion set at 3.0 on a five-point scale, there was 100 percent agreement among the experts on all phases and steps.

TABLE 4

RESPONSES AND MEANS OF RESPONSES OF NATIONAL PANEL OF EXPERTS
TO THE REVISED STRATEGIC PLANNING MODEL (ROUND I PART II)

**STEPS OF MODEL	1	E 2	X 3	P 4	E 5	R T	S	Mean
Step #1	4	4	3*	5	5			4.2*
Step #2	3	5	3	4	4			3.8*
Step #3	4	4	4	4	5			4.2
Step #4	4	4	4	4	3			3.8
Step #5	4	4	5	5	4			4.4
Step #6	5	5	5	5	5			5.0
Step #7	4	5	5	5	5			4.8
Step #8	5	5	5	5	5			5.0
Step #9	4	5	5	4	4			4.4
Step #10	5	4	5	5	5			4.8
Step #11	4	4	3	4	4			3.8
Step #12	5	4	5	5	5			4.8
Step #13	4	3*	5	5	4			4.2*
Step #14	3*	4	4	4	5			4.0*
Step #15	5	4	5	5	5			4.8
Step #16	5	4	5	5	5			4.8
Step #17	4	5	5	5	4			4.6
Step #18	5	5	4	4	5			4.6
Step #19	4	4	5	4	5			4.4
Step #20	5	3*	5	4	5			4.4*
Step #21	5	5	4	5	5			4.8
Means by Experts	4.34	4.29	4.48	4.58	4.62			4.46

*Lack of Consensus

**See pages 77-79 for description of steps

Part I of Round II questionnaire contained the nine major phases of the revised strategic planning model. As shown in Table 5, among the nine phases, Evaluation received the highest mean score of 5.0; while Values Audit and Contingency Planning received the lowest mean score of 4.0. Once again, it should be noted that the lowest rated phase of the revised model is above the predetermined criterion of 3.0. There was no change in the mean ratings of the phases. The recommended sequence of the nine phases remained unchanged.

Part II of Round II questionnaire contained the 21 steps associated with each phase of the revised strategic planning model. Two of the original steps (Table 6), 1 and 13, were changed from 4.2 to 4.4 mean rating. The mean rating for step 2 was changed from 3.8 to 3.6, and the mean rating for step 14 was changed from 4.0 to 4.2. Among the 21 steps, Conduct Work Force Training Needs Assessment to Collect Baseline Data and Develop TVA's Education and Skills Development Five-Year Plan received the highest mean score of 5.0; while Establish Internal TVA Interdepartmental Advisory Team and External Advisory Council to the Education and Skills Development Department received the lowest mean score of 3.6. Once again, it should be noted that the lowest rated step of the revised model is above the predetermined criterion of 3.0.

TABLE 5

RESPONSES AND MEANS OF RESPONSES OF NATIONAL PANEL OF EXPERTS
TO THE REVISED STRATEGIC PLANNING MODEL (ROUND II PART I)

PHASES OF MODEL	E	X	P	E	R	T	S	Mean
	1	2	3	4	5	5	5	
Planning to Plan	5	4	5	5	5	5	5	4.8
Values Audit	4	4	4	4	4	4	4	4.0
Mission Formulation	5	4	5	5	5	5	5	4.8
Performance Audit	4	5	4	5	5	4	4	4.4
Strategic Business Modeling	5	5	4	5	5	5	5	4.8
Gap Analysis	4	5	4	4	4	4	4	4.2
Contingency Planning	4	4	4	4	4	4	4	4.0
Implementation	5	4	5	5	5	5	5	4.8
Evaluation	5	5	5	5	5	5	5	5.0
(Sequence)	Same	Same	Same	Same	Same	Same	Same	N/A
Means by Experts	4.50	4.45	4.45	4.67	4.56	4.56	4.56	4.54

TABLE 6

RESPONSES AND MEANS OF RESPONSES OF NATIONAL PANEL OF EXPERTS
TO THE REVISED STRATEGIC PLANNING MODEL (ROUND II PART II)

STEPS OF MODEL	1	2	3	4	5	Mean
Step #1	4	4	4	5	5	4.4
Step #2	3	4	3	4	4	3.6
Step #3	4	4	4	4	5	4.2
Step #4	4	4	4	4	3	3.8
Step #5	4	4	5	5	4	4.4
Step #6	5	5	5	5	5	5.0
Step #7	4	5	5	5	5	4.8
Step #8	5	5	5	5	5	5.0
Step #9	4	5	5	4	4	4.4
Step #10	5	4	5	5	5	4.8
Step #11	4	4	3	4	4	3.8
Step #12	5	4	5	5	5	4.8
Step #13	4	4	4	4	5	4.4
Step #14	4	4	4	4	5	4.2
Step #15	5	4	5	5	5	4.8
Step #16	5	4	5	5	5	4.8
Step #17	4	5	5	5	4	4.6
Step #18	5	5	4	4	5	4.6
Step #19	4	4	5	4	5	4.4
Step #20	5	4	5	4	5	4.4
Step #21	5	5	4	5	5	4.8
Means by Experts	4.39	4.34	4.53	4.53	4.62	4.49

Two Rounds were sufficient to gain 100 percent agreement among the panel of experts about the nine phases and 21 steps that comprise the revised strategic planning model. All of the phases and steps met the predetermined acceptance criterion of 3.0 on a five-point scale and were accepted.

Management Support of Revised Strategic Planning Model

Steiner (1979) contended that top management support within an organization is extremely crucial to the success of any strategic planning model. In order to determine if top management within TVA would be supportive of this revised model, in early July 1991, an internal memorandum (Appendix F) was sent to the Senior Executive Officer of TVA, Presidents of TVA's three operating groups (Resource, Customer, and Generating), and the Vice President of TVA's Valley Resource Center. Accompanying the memorandum was a copy of the revised model, along with a task instruction sheet, schematic of the model, flow chart of the model, description of the phases of the model, and a questionnaire rating the level of support for each phase and step of the model.

Top management was asked to: (a) indicate their level of support for each phase on a five-point rating scale, (b) recommend sequences of the phases, (c) indicate their level of support for each step associated with each on a

five-point rating scale, and (d) provide any comments/suggestions for addition or deletion of the steps. For the first part of the questionnaire, a predetermined criterion of 3.0 on a five-point scale was established as the minimum mean rating. This criterion level was established to indicate that an individual phase had sufficient support from top management. As shown in Tables 7 and 8, top management indicated their strong support for all nine phases and 21 steps of the revised model.

Among the nine phases of the model, Planning to Plan, Gap Analysis, Contingency, Implementation, and Evaluation received the highest mean score of a 5.0; while Values Audit, Mission Formulation, Performance Audit, and Strategic Business Modeling received the lowest mean score of 4.8. Among the 21 steps associated with the nine phases of the Model, Establishing an Internal TVA Interdepartmental Advisory Team and an External Advisory Council, Developing a Draft Mission Statement, Analyzing Work Force Needs Assessment, Developing a Five-Year Plan of Action President of TVA's Resource Group, Selecting Program Partners Through RFP and Competitive Bids, for the Education and Skills Development Department, Developing and Conducting a Program Prioritization Process, Developing Activities and Alternative Strategies for Accomplishing Objectives, Submitting Final Draft of Education and Skills

TABLE 7

RESPONSES AND MEANS OF RESPONSES OF TVA MANAGERS TO THE PHASES OF
THE REVISED STRATEGIC PLANNING MODEL (PART I)

PHASES OF MODEL	TVA Managers						Mean
	1	2	3	4	5	6	
Planning to Plan	5	5	5	5	5	5	5.0
Values Audit	5	5	5	4	4	5	4.8
Mission Formulation	5	5	4	5	5	5	4.8
Performance Audit	5	4	5	5	5	5	4.8
Strategic Businss Modeling	5	5	5	4	5	5	4.8
Gap Analysis	5	5	5	5	5	5	5.0
Contingency Planning	5	5	5	5	5	5	5.0
Implementation	5	5	5	5	5	5	5.0
Evaluation	5	5	5	5	5	5	5.0
(Sequence)	Same	Same	Same	Same	Same	Same	Same
Means by TVA Managers	5.0	4.8	4.8	4.7	5.0	5.0	4.9

TABLE 8

RESPONSES AND MEANS OF RESPONSES OF TVA MANAGERS TO THE STEPS
OF THE REVISED STRATEGIC PLANNING MODEL (PART II)

STEPS OF MODEL	TVA Managers						Mean
	1	2	3	4	5	6	
Step #1	5	5	5	4	5	5	4.8
Step #2	5	5	5	5	5	5	5.0
Step #3	5	5	5	5	5	5	5.0
Step #4	5	4	5	4	5	5	4.8
Step #5	5	5	4	5	5	5	4.8
Step #6	5	4	5	5	5	5	4.8
Step #7	5	5	5	5	5	5	5.0
Step #8	5	5	5	5	5	5	5.0
Step #9	5	5	5	4	5	5	4.8
Step #10	5	5	5	5	5	5	5.0
Step #11	5	4	5	4	5	5	4.8
Step #12	5	5	5	5	4	5	4.8
Step #13	5	5	5	5	5	5	5.0
Step #14	5	5	5	5	5	5	5.0
Step #15	5	5	5	5	5	5	5.0
Step #16	5	5	5	5	5	5	5.0
Step #17	5	5	5	5	5	5	5.0
Step #18	5	5	5	5	5	5	5.0
Step #19	5	5	4	5	5	5	4.8
Step #20	5	5	5	5	5	5	5.0
Step #21	5	5	5	5	5	5	5.0
Means by TVA Managers	5.0	4.8	4.9	4.8	4.9	5.0	4.9

Development Program to Implementing the Education and Skills Development Program, Evaluating Performance Through Formative Evaluation, Submit Data on Completed Program to External Agency for Summative Evaluation, Submitting Summative Evaluation Report to TVA Upper Level Management and Disseminating Program Evaluation Results to the General Public all received the highest mean score of 5.0.

Formal Designation of the Education and Skills Development Department, Modifying the Draft Mission Statement and Submitting to Internal Valley Resources' Interdepartmental Team for Review, Modify and Finalize Revised Mission Statement, Conduct Work Force Training Needs Assessment to Collect Baseline Data, Develop a List of Possible Program Descriptions Which May Be Undertaken to Achieve the Goals of the Five-Year Plan, Conduct Feasibility Study and Program Description Modification, Develop Measurable Program Objectives and Activities, and Receive Final Report of Summative Evaluation all received the lowest mean score of 4.8.

The results of this process indicated unanimous support for the strategic planning model. A consistent theme expressed by top management was, this strategic planning model is essential and very timely as the entire agency embarks on a total quality improvement initiative.

V. Objective Number Five

The fifth objective was: to develop a final model by modification as suggested from input received from former TVA program/project partners involved in previous TVA education and work force development activities and present it in its final form.

Description of Former TVA Program/Project Partners

In the past, the Department developed and implemented education and work force training programs, which focused on collaborative partnerships. Program/project partners have been used to avoid duplication, leverage additional funds and expertise, and build the capabilities of local institutions. These partnerships were designed to benefit the people of the Valley through improvement of education and work force training resources and delivery systems within the Tennessee Valley and the Nation.

Program/project partners (see Appendix G) included community colleges, colleges and universities, local K-12 school systems, state Departments of Education, Economic and Community Development and Labor, regional and national education and training organizations, other Federal agencies and business and industry.

These program/project partners are divided into two groups, Internally Initiated Program/Partners (IIPP), and Externally Initiated Program/Project Partners (EIPP). The

IIPPs are those partners who were identified and selected internally by Department staff to participate in a cooperative education and work force training activity. This group also includes those partners that were identified, selected, and recommended to the Department by upper management within TVA for political considerations. TVA, as a government-owned corporation, receives the majority of its funding for activities in support of education and work force training from Congressional Appropriations. This fact forces the agency to be extremely sensitive to the needs and demands of Valley region congressmen.

The EIPP are those partners who independently developed activities that complemented the program direction of the Department. These proposed activities were then submitted to and accepted by the Department for implementation as a cooperative education and work force training activity.

Population and Sample

Borg and Gall (1979) stated that in determining a sample, the general rule is to use the largest sample possible. The larger the sample, the more likely are its mean and standard deviation to be representative of the population mean and standard deviation.

Therefore, the sample used in this study was the entire population of 40 former program/project partners identified during the Summer of 1991. These institutions and organizations were chosen because of their past involvement, since June of 1988, with the Department in designing and implementing education and work force development programs. The date of June 1988 was utilized since it represents the date that the Education and Skills Development program was elevated organizationally from a program to a Department within TVA's Resource Group.

Instrumentation

As a result of the review of literature, brainstorming process, input from the management questionnaire, and the Delphi Study, an instrument was developed to obtain data needed to make final modifications to the revised strategic planning model. The instrument, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department, was comprised of the following parts: (a) a description of the Tennessee Valley Authority and its Education and Skills Development Department, (b) accompanying organizational charts, (c) task instruction sheet, (d) schematic of the revised strategic planning model, (e) flow chart of the revised strategic planning model, (f) description of the phases of the revised strategic planning model, and (g) a

questionnaire that focuses on twelve major activities associated with the nine phases and twenty-one steps of the strategic planning model. A five-point Likert-type scale was assigned to each of the twelve activities to ascertain how the former department program/project partners rated the importance of each of these activities. To establish levels of interpretation for the scale, the numeral five was defined as "extreme high importance" and one as "no importance."

Pretesting Instrument. To identify any possible construction defects, the instrument was pretested prior to mailing. Three former Department program/project partners were contacted by telephone and asked to complete the instrument. All three agreed to participate. On August 5, 1991, the instrument was sent, along with a cover letter (Appendix H) describing its purpose, to the three former program partners. A 100 percent return rate was acquired after a telephone follow up. Their responses were as the directions requested. No report of difficulties were received, therefore, no instrument structural/design changes were suggested.

Procedures

Each 40 identified former program/project partners of the Education and Skills Development Department was mailed the instrument, Phases and Steps of A Revised Strategic

Planning Model for TVA's Education and Skills Development Department, on September 9, 1991, which was accompanied by a cover letter. The cover letter (Appendix I) included the following:

1. What the study was about and its usefulness.
2. Why the respondent was important to the study.
3. Information about the description of the Tennessee Valley Authority and its Education and Skills Development Department.
4. Information concerning the Revised Strategic Planning Model.
5. A promise of confidentiality with an explanation of the identification on the questionnaire.
6. Usefulness of the study.
7. "Token" reward for participation in that the respondent may receive a copy of the results.
8. What the respondents should do if questions arise.
9. Appreciation for the respondent's assistance (Dillman, 1978).

The former program/project partners were instructed to complete the instrument within three weeks. Two weeks after the instrument had been mailed, a postcard reminder was sent to each respondent. It served both as a thank you for those who had responded and as a friendly and courteous reminder for those who had not responded (see Appendix J).

Three weeks following the postcard reminder, another cover letter and replacement instrument was sent to nonrespondents. The second cover letter was nearly the same in appearance as the original, but it was shorter and informed respondents that their questionnaire had not been received, and an appeal for its return was made (see Appendix K).

Response Rate

Out of the 40 researcher-developed instruments, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department, mailed to former Education and Skills Development Department program/project partners, internally initiated (23), and externally initiated (17), 38 were usable, yielding an overall 95 percent response rate. The useable response to the researcher-developed instrument from the two groups were as follows: internally initiated former program/project partners = 23 (100 percent), and externally initiated former program/project partners = 15 (88.2 percent). Two former program/project partners (5 percent) did not return their instruments.

Data Analysis

The Statistical Analysis System (SAS) computer program was used to perform the analyses of data. A researcher-

developed instrument, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department, was used to gather data.

Respondents mean score ratings derived from the 12 major activities associated with the Revised Strategic Planning Model were used as dependent variables. The independent variable was the role classification of respondents (internally initiated former program/project partners and externally initiated former program/project partners).

Mean scores and combined mean scores were calculated to determine the perceived importance of 12 major activities related to the nine phases and 21 steps of the revised strategic planning model by the IIPPs and EIPPs. Frequency distribution was used for both IIPPs and EIPPs responses to the 12 major activities related to the model. Spearman's rank-difference correlation coefficient (ρ) test was used to determine if the ranking of the 12 major activities by the IIPPs and the EIPPs were related.

The Mann-Whitney U-test (two-tailed) was used to determine if there was a significant difference between the ranking of responses of the IIPPs and EIPPs on the perceived importance of the 12 major activities. The standard deviation was used as a measure of the extent to which the mean scores of the IIPPs and EIPPs for the perceived importance of the 12 major activities related to

the nine phases and 21 steps of the revised strategic planning model, on the average, deviated from the mean of means.

A .05 level of significance was established for statistical procedures used in this study.

Former TVA Program/Project Partner Support

Combined mean scores were used to determine which of the 12 major activities were perceived to be important by the former TVA program/project partners. As shown in Table 9, the former TVA program/project partners agreed that all 12 major activities, associated with the nine phases and the 21 steps that comprise the model, were important to the overall effectiveness of the revised strategic planning model.

Among the 12 major activities of the revised strategic planning model, Activity No. 1--"Establish Education and Skills Development Department" received the highest combined mean score of 4.78. Activity No. 11--"External Agency/Institution Evaluation" 4.24, and No. 8--"Develop Alternative Strategies, 4.18, received the two lowest combined mean scores. Mean scores, for the IIPPs and EIPPs, revealed, as shown in Table 10, the following rank order of the 12 major activities.

The frequency distribution of all program/project partner responses to the 12 major activities is shown in

TABLE 9

RANK AND MEAN SCORES FOR THE PERCEIVED IMPORTANCE OF TWELVE MAJOR ACTIVITIES RELATED TO THE NINE PHASES AND TWENTY-ONE STEPS OF THE REVISED STRATEGIC PLANNING MODEL

Major Activities	IIPP Mean Score	Rank of Activity	EIPP Mean Score	Rank of Activity	Combined Mean Score	Combined Rank of Activity
1. Establish Education and Skills Development Department.	4.82	1	4.73	2	4.78	1
2. Establish an External Advisory Council.	4.70	2.5	4.80	1	4.74	2
3. Develop a mission statement.	4.31	10	4.53	6	4.39	8
4. Conduct work force needs assessment.	4.57	5	4.66	3	4.61	4
5. Develop a five-year plan.	4.40	9	4.33	9	4.37	9
6. Develop project descriptions.	4.61	4	4.40	8	4.50	7
7. Develop project objectives.	4.70	2.5	4.60	4	4.66	3
8. Develop a list of alternative activities.	4.14	12	4.26	10.5	4.18	12
9. Select program/projects through RFPs and competitive bids.	4.44	8	4.20	12	4.34	10
10. Evaluate the progress of projects.	4.56	6	4.53	6	4.55	5
11. External agency/institution evaluation.	4.21	11	4.26	10.5	4.24	11
12. Disseminate summative evaluation report.	4.52	7	4.53	6	4.53	6

TABLE 10

RANK ORDER OF THE PERCEIVED IMPORTANCE OF THE TWELVE MAJOR ACTIVITIES
RELATED TO THE NINE PHASES AND TWENTY-ONE STEPS OF THE REVISED
STRATEGIC PLANNING MODEL

Rank	Major Activities
1.	Establish Education and Skills Development Department
2.	Establish an External Advisory Council
3.	Develop project objectives
4.	Conduct work force needs assessment.
5.	Evaluate the progress of projects.
6.	Disseminate summative evaluation report.
7.	Develop project descriptions.
8.	Develop a mission statement.
9.	Develop a five-year plan.
10.	Selecte program/projects through RFPs and competitive bids.
11.	External agency/institution evaluation.
12.	Develop a list of alternative activities.

Table 11. The most frequently occurring rating on the 5-point Likert Scale employed by the former program/project partners was 5. It was given 59 percent of the time, followed by 4 used 32 percent of the time, 3 used 8 percent and 2 and 1, both respectively, used less than 1 percent of the time. Activity No. 1--"Establish Education and Skills Development Department," was rated of Extremely High Importance by 31 of the responding former program/project partners. It was closely followed by Activity No. 2--"Establish an External Advisory Council," which was rated of Extremely High Importance by 29 of the former program/project partners.

It is extremely noteworthy that out of all 38 respondents, the two lowest possible ratings on the 5-Point Likert Scale (2 and 1) were used only a combined 4 times.

In order to determine if there was a significant difference between the rankings of responses of the IIPPs and EIPPs on the perceived importance of the 12 major activities, the following null hypothesis was tested:

H01: There is no significant difference between the rankings of responses of IIPPs and EIPPs on the perceived importance of the 12 major activities associated with the Revised Strategic Planning Model for the Education and Skills Development Department.

The null hypothesis was tested using the Mann-Whitney U-test. The smallest calculated U was 70. Since the calculated U value was larger than the table value, the hypothesis was not rejected. There was no significant

TABLE 11

FREQUENCY DISTRIBUTION OF EXTERNALLY INITIATED PROGRAM/PROJECT PARTNER
AND INTERNALLY INITIATED PROGRAM/PROJECT PARTNER MAJOR ACTIVITIES
RELATED TO THE REVISED STRATEGIC PLANNING MODEL

Response Major Activity #	5	4	3	2	1	N/A	Total
1	31	6	1	0	0	2	40
2	29	8	1	0	0	2	40
3	19	15	4	0	0	2	40
4	26	8	3	0	0	2	40
5	20	12	6	0	0	2	40
6	22	15	1	0	0	2	40
7	25	13	4	0	0	2	40
8	26	8	3	1	1	2	40
9	31	6	1	0	0	2	40
10	29	8	1	0	0	2	40
11	19	15	4	0	1	2	40
12	26	8	3	1	0	2	40
TOTAL	271	146	35	2	2	24	480
Possible/ 480/ Percent	56.46%	30.42%	7.29%	0.42%	0.42%	5.00%	100.00%
Average/ 12/# Responded	22.58	12.17	2.92	0.17	0.17	2.00	40.00
Responded /38/ Percent	59.43%	32.02%	7.68%	0.44%	0.44%	N/A	100.00%
Response Rate	91.45%						

difference between the rankings of responses of the two groups.

In order to determine if there was a significant difference among the IIPPs and the EIPPs in their importance ranking of the 12 major activities, the following hypothesis was restated in the null form:

HO2: There is no significant difference in the importance ranking of the 12 major activities among the IIPPs and the EIPPs.

This hypothesis was tested by the Spearman's rank-difference correlation coefficient (ρ) test. The Spearman's Rho revealed positive correlation of .99 for the two groups. There were no significant differences among the two group's rankings of the major activities.

Therefore, hypothesis No. 2 was not rejected.

Table 12 contains the mean scores and standard deviations for the perceived importance of the twelve major activities related to the nine phases and twenty-one steps of the revised strategic planning model. The standard deviations of the IIPP and EIPP mean scores stress the homogenous nature of responses by both groups in relation to their perceived importance of the twelve activities. Both respondent groups were in total agreement in their responses.

TABLE 12

MEAN SCORES AND STANDARD DEVIATION FOR THE PERCEIVED IMPORTANCE OF TWELVE MAJOR ACTIVITIES RELATED TO THE NINE PHASES AND TWENTY-ONE STEPS OF THE REVISED STRATEGIC PLANNING MODEL BY INTERNALLY INITIATED PROGRAM/PROJECT PARTNERS AND EXTERNALLY INITIATED PROGRAM/PROJECT PARTNERS

Major Activities	IIPP Mean Score	Standard Deviation	EIPP Mean Score	Standard Deviation
1. Establish Education and Skills Development Department.	4.82	.0388	4.73	.0594
2. Establish an External Advisory Council.	4.70	.0559	4.80	.0414
3. Develop a mission statement.	4.31	.0703	4.53	.0617
4. Conduct work force needs assessment.	4.57	.0662	4.66	.0617
5. Develop a five-year plan.	4.40	.0722	4.33	.0816
6. Develop project descriptions.	4.61	.059	4.40	.0507
7. Develop project objectives.	4.70	.047	4.60	.0507
8. Develop a list of alternative activities.	4.14	.1058	4.26	.0704
9. Select program/projects through RFPs and competitive bids.	4.44	.0788	4.20	.0561
10. Evaluate the progress of projects.	4.56	.059	4.53	.064
11. External agency/institution evaluation.	4.21	.0998	4.26	.0799
12. Disseminate summative evaluation report.	4.52	<u>.099</u>	4.53	<u>.064</u>
		.0731		.0639

CHAPTER IV

SUMMARY, FINDINGS, PRESENTATION OF MODEL, CONCLUSIONS, AND RECOMMENDATIONS

This chapter includes a summary of the study, the major findings as a result of the data analysis. Finally, recommendations for further study are given.

I. Summary

The purpose of this study was to identify and adapt a strategic planning model that is appropriate for the Tennessee Valley Authority's Education and Skills Development Department. This model will enable the Department to plan, use, and manage its human and financial resources more effectively when working with local, state, and Federal agencies, businesses, and educational institutions in the development of education and work force training projects and programs.

Five specific objectives were identified. The first objective focused on the identification and description of possible theoretical strategic planning models that could be used by bureaucratic organizations. The second objective concentrated on the selection of a theoretical strategic planning model that was most likely to be effective for a bureaucratic organization, such as the

Tennessee Valley Authority. The third objective focused on the revision of the selected strategic planning model and the adaptation of the it to TVA's Education and Skills Development Department's particular needs, based on existing policies and from input received from an internal formative evaluation process. Objective four addressed the validation of the revised strategic planning model. The fifth objective concentrated on the development of a final model by modification as suggested from input received from former Education and Skills Development project/program partners involved in previous education and work force development activities and present it in its final form. A researcher-developed, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department, was developed to collect data for the study. The instrument contained phases, steps, and major activities verified by a modified Delphi technique.

A review of literature resulted in the identification and selection of a theoretical strategic planning model most likely to be effective for TVA's Education and Skills Development Department. The base model selected was the Pfeiffer Applied Strategic Planning Model.

A brainstorming evaluation process of each phase and component of the selected model was undertaken and as a result, the Pfeiffer Model was revised to more closely meet the needs of the Education and Skills Development

Department. Top management within TVA was then asked to indicate their perceived level of support for the revised strategic planning model. Unanimous support for the revised model was given by top management.

A national panel of experts in the area of strategic planning for work force development was selected to validate the revised strategic planning model. This panel of experts expressed strong support for the revised model.

During the summer of 1991, 40 former program/project partners of the Education and Skills Development Department were identified and selected. These program/project partners were divided into two groups, Internally Initiated Program/Project Partners (IIPPs) and Externally Initiated Program/Project Partners (EIPPs). All identified former partners were mailed a researcher-developed instrument, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department. It was comprised of the following parts:

1. A description of the Tennessee Valley Authority and its Education and Skills Development Department.
2. Accompanying organizational charts.
3. Task instruction sheet.
4. Schematic of the revised strategic planning model.

5. Flow chart of the revised strategic planning model.
6. Description of the phases of the revised strategic planning model.
7. A questionnaire that focuses on 12 major activities associated with the nine phases and 21 steps of the strategic planning model.

The former program/project partners were asked to rate the importance of the 12 major activities associated with the revised strategic planning model.

Data were collected for analysis from 38 useable instruments. Objectives and hypotheses were tested using appropriate statistical procedures. Frequencies and percentages were used to describe the respondent groups. Mean scores for each respondent group and combined mean scores were calculated to determine what 12 major activities were perceived to be important to the respondents. Spearman's rank order correlation coefficient test was used to determine the relationship among the two respondent groups in their perceived importance rankings of the 12 major activities. The Mann-Whitney U-test (two-tailed) was employed to determine if there was a significant difference between the rankings of responses of the two respondent groups on the perceived importance of the twelve major activities.

II. Major Findings

The findings of this study were based on the analyses of data reported in Chapter III and are in response to the five objectives developed for this study.

1. The national panel of experts, TVA upper level management, IIPPs, and EIPPs were in agreement that all of the identified phases, steps, and major activities were important to the effective performance of the revised strategic planning model.
2. The combined former program/project partners agreed that all 12 major activities, associated with the nine phases and the 21 steps that comprised the model, were important to the overall effectiveness of the revised strategic planning model. The revised strategic planning model was perceived to be useful by former program/project partners.
3. There was no significant difference between the rankings of responses of the IIPPs and EIPPs on the perceived importance of the 12 major activities associated with the revised strategic planning model.
4. The IIPPs and EIPPs agreed concerning the importance rankings of the 12 main activities. They ranked the 12 major activities as follows:

- (a) Establish Education and Skills Development Department,
- (b) Establish External Advisory Council,
- (c) Develop written project objectives;
- (d) Develop projects based on needs assessment,
- (e) Evaluate progress of projects,
- (f) Conduct summative evaluation report,
- (g) Develop list of possible project description,
- (h) Develop Mission Statement,
- (i) Develop Five-Year Plan of Action,
- (j) Utilize RFPs and Competitive Bids,
- (k) Use External Agency to Evaluate Projects, and
- (l) Develop list of Alternative Activities.

III. Presentation of the Final Revised Work Force Strategic Planning Model for the Education and Skills Development Department

Appendix L contains a schematic of the final revised strategic planning model for the Education and Skills Development Department. The schematic reflects roles, relationships, and timeframes involved in the strategic planning process. A flow chart depicting the phases, steps, and activities to be completed in carrying out the revised work force strategic planning model is also shown in Appendix L.

The revised work force strategic planning model consists of nine distinct phases which are further broken down into twenty-one steps and twelve major activities.

The phases, steps, and major activities are listed as follows:

PHASE ONE:

PLANNING TO PLAN

Step One: Formal Designation of a TVA Education and Skills Development Department

Activity One: Establish Education and Skills Development Department

PHASE TWO:

VALUES AUDIT

Step Two: Establish Internal and External Education and Skills Development Advisory Team and Council

Activity Two: Establish an External Advisory Council

PHASE THREE

MISSION FORMULATION

Step Three: Develop Draft Mission Statement for Education and Skills Development Department and Submit for Review to External Advisory Council

Activity Three: Develop a Mission Statement

Step Four: Modify Draft Mission Based on Comments Received from External Advisory Council and Submit for Review to Interdepartmental Team

Step Five: Modify and Finalize Revised Mission Statement Based on Comments Received from Interdepartmental Team

PHASE FOUR:

PERFORMANCE AUDIT

Step Six: Conduct Work Force Training Needs Assessment to Collect Baseline Data

Activity Four: Conduct Work Force Needs Assessment

Step Seven: Analyze Work Force Needs Assessment

PHASE FIVE: STRATEGIC BUSINESS MODELING

Step Eight: Develop TVA Education and Skills Development Five-Year Plan

Activity Five: Develop a Five-Year Plan

PHASE SIX: GAP ANALYSIS

Step Nine: Develop a List of Possible Program Descriptions Which May Be Undertaken to Achieve the Goals of the Five-Year Plan

Activity Six: Develop Project Descriptions

Step Ten: Develop and Conduct Program Prioritization Process

Step Eleven: Conduct Feasibility Study and Program Description Modification

Step Twelve: Develop Measurable Program Objectives and Activities

Activity Seven: Develop Project Objectives

PHASE SEVEN: CONTINGENCY PLANNING

Step Thirteen: Develop Activities and Alternate Strategies for Accomplishing Objectives

Activity Eight: Develop a List of Alternative Activities

PHASE EIGHT: IMPLEMENTATION

Step Fourteen: Submit Final Draft of Education and Skills Development Department Plan

to TVA President of Resource Group

Step Fifteen: Select Program Partners and Negotiate Terms and Conditions

Activity Nine: Select Program/Project Partners Through RFPs and Competitive Bids

Step Sixteen: Implement the Education and Skills Development Department Program

PHASE NINE: EVALUATION

Step Seventeen: Evaluate Performance Through Formative Evaluation and Conduct Additional Work Force Training Needs Assessment

Activity Ten: Evaluate the Progress of Projects

Step Eighteen: Submit Data on Completed Program to External Agency or Institution for Summative Evaluation

Activity Eleven: External Agency/Institution Evaluation

Step Nineteen: Receive Final Summative Evaluation Report

Step Twenty: Submit Summative Evaluation Report to Vice President of Valley Resources and President of Resource Group

Step Twenty-One: Disseminate Program Evaluation Results to General Public Through TVA's Office of Communications and Through Presentations at Conferences, Seminars, and Publications

IV. Conclusions

Within the framework and limitations imposed on this study, the following conclusions were drawn:

1. The revised work force strategic planning model, can provide the framework/guidelines for developing a formal, comprehensive, coordinated, long-range education and work force development plan of action for helping to direct change in the Tennessee Valley Region.
2. The revised work force strategic planning model provides a mechanism for TVA's Education and Skills Development Department to initiate and maintain a successful dialogue among employees of the department, employees in the agency, representatives of other agencies and institutions concerned with education and work force development, and the plan at the grass roots level who will be affected by the plan.
3. The revised work force strategic planning model can serve as a vehicle for individual from many organizations and institutions and walks of life--decision-makers, educators, and the general citizenry--to express their needs and wants and to prioritize them.

4. The revised work force strategic planning model provides a systematic process for identifying the major education and work force development concerns, constraints to program/project development, needs, goals, possibilities, priorities, and resources available.
5. The revised work force strategic planning model provides a process whereby TVA or other similarly organized agencies/institutions can develop a flexible master plan--one that can be periodically modified and revised according to changing needs and priorities.
6. The revised work force strategic planning model provides a mechanism for continuous evaluation--that is, determining whether the objectives have been accomplished and to what extent change has occurred over a period of time as a result of the plan or programs/projects in the plan.
7. The revised work force strategic planning model can serve as determining real needs and priorities and of allocating or reallocating scarce human and fiscal resources.

In summary, the revised work force strategic planning model is both appropriate and potentially very beneficial for TVA's Education and Skills Development Department.

V. Recommendations

In view of the findings and conclusions of this study, the following recommendations are offered:

1. The revised work force strategic planning model should be accepted for formal implementation within TVA's Education and Skills Development Department.
2. Prior to its implementation there should be public announcements regarding the revised work force strategic planning model, concerning its description, purpose and expectations.
3. A monitoring system should be developed prior to implementation of the revised work force strategic planning model to ensure that all components of the model are functioning properly. Components/elements or activities not meeting expectations can be adjusted during its implementation. Finally, the monitoring system would also serve to communicate to the Education and Skills Development Department Head that those involved are supporting the activities associated with each phase and step of the model.
4. Other bureaucratic organizations should consider the feasibility of implementing the revised work force strategic planning model.

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APPENDICES

APPENDIX A

INVENTORY OF

EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

ACTIVITIES

INVENTORY OF
EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT ACTIVITIES
(Active in Fiscal Year 1989)

Southwest Virginia Community College--a technology transfer project to improve economic conditions in the Cumberland Plateau District of Virginia. Enhanced technology/ industrial training transfer activities will be made available for existing businesses and industries through short seminars, full-term classes, and individualized business counseling.

Newbern Area Vocational-Technical School--an industrial scale multistation trainer system in a classroom environment to teach the principles involved in automated manufacturing technologies. The curriculum will include an industrial maintenance program, where industrial maintenance technician skills will be developed by the students for installation, modification, repairs, and maintenance of machinery and equipment used in industrial plants. Curriculum emphasizes wiring diagrams, schematic drawings, operation manuals, and wiring diagrams, schematic drawings, operation manuals, and manufacturer's specifications as related to automated handling devices; conveyor; motors' pumps; pneumatics and hydraulic systems; test equipment; electrical/electronic; and mechanical production equipment of a wide and varied nature. The project will be competency based.

University of Kentucky Research Foundation (Hopkinsville Community College)--establishment of an electrical/ electronics training curriculum designed to address the manpower needs of the manufacturing industry in and around Hopkinsville, Kentucky. Existing manufacturing industries have expressed concern regarding the critical shortage of skilled labor in both electrical and electronic technical areas. The lack of industrial training systems in this area was identified as a reason prospective new industries locate in other areas. This project will create an infrastructure within the Hopkinsville community whereby future needs may be fulfilled.

Dalwhichcom Foundation--in cooperation with the Dalton Area Chamber of Commerce, Georgia Department of Vocational Education, Department of Family and Children Services, and the Georgia Department of Labor, the development of an Adult Literacy/Basic Skills Enhancement program is proposed. The demonstration will develop learning centers which will include state of the art computer labs that utilize a computer-based skills enhancement process to provide individualized instruction on levels from prereading to GED and high school. The program would be

used for adult literacy training on all levels. Not only would the nonreading adults benefit from this program, but also those studying for GED classes, and adults whose jobs require retraining in basic skills, computer literacy, or advanced studies.

West Kentucky Educational Cooperative--a project to develop a multicounty interactive television educational/economic development cluster in western Kentucky using a hybrid of telecommunication techniques. Project will demonstrate how communication technology clusters can assist in maintaining, enhancing, and enriching education and economic development opportunities for local students, employers, and community residents. Initial Kentucky counties to be served in the pilot demonstration include: Hickman, Fulton, Calloway, Graves, and McCracken. Target audience: low incident high school classes; gifted and talented education programs; foreign language classes; training and retraining of underemployed and unemployed; training programs delivered to local industry and businesses; community education opportunities for community residents; college courses for high school and community residents; inservice training for teachers; and teleconferencing for business meetings. The project will also demonstrate a unique cooperative concept between important rural resources, public school systems, higher education, economic development agencies, and local telecommunications providers.

Upper East Tennessee Educational Cooperative (Optional High School)--a cooperative project to establish an Adult Optional High School network to enhance the educational and economic opportunities of a nine-county region of Upper East Tennessee. The system will be unique in that it will be regional in scope, apply computer-managed and computer-aided instructional technology, and offer high school diplomas to successful participants. To initiate this demonstration, eight-to-ten state of the art community learning centers will be developed. These centers will be linked via modems to a microhost computer and provide computer-based skills assessment, individualized instruction, and comprehensive primary curriculum support spanning all training levels. Expansion of the centers to include programs for the at-risk student, literacy training, and JTPA/JOBS participants is expected. These multiuse cooperative facilities will be lifelong community learning centers.

National Education Association (NEA) "Mastery in Learning"--The NEA, Dalton, Georgia's Westwood Primary School, and Dalton's City Schools are participating in a two-phase national demonstration entitled "Mastery in

Learning Project," using the Valley region as one of the Nation's six pilot sites for the project. The project is designed to find more effective ways for teachers to teach and students to learn.

Bristol, Virginia Public Schools--laser videodisc instruction demonstration project. The interactive videodisc teaching technology will be demonstrated as a more effective means of instruction by identifying schools in the TVA region and designing a futuristic method of instructional labs. Mobile instructional labs will be established for the math and science departments in order to better utilize the materials available. The comprehensive instructional videodiscs are designed and field tested to meet the needs of the classroom teacher, schools will coordinate the project with the Virginia Department of Education at all levels. The project will be of national significance because it is a rural education demonstration with concentration of technology on core curriculum at the middle and secondary school levels.

East Tennessee State University--a demonstration project establishing a fixed telecommunication and satellite broadcast system to serve the educational and industrial training needs of a six-county area of Upper East Tennessee. The project will address educational and industrial training disparities within Carter, Greene, Johnson, Sullivan, Washington, and Unicoi Counties using instructional television fixed service (ITFS). ITFS is a microwave television broadcasting system capable of broadcasting to receive sites within 30 miles from its point of origination. It will be located at the main campus in Johnson City and deliver instruction to classroom receive sites. Basic educational and industrial training services will be made available to approximately 450,000 Tennessee residents within the six-county area.

Union County School District--this is a demonstration project to analyze student learning styles and develop alternative teaching techniques to fit the individual learning styles. The National Association of Secondary School Principals developed the Learning Style Profile as an instrument to assess a broad spectrum of research-based learning style elements. The profile contains 23 independent scales representing four higher order factors: cognitive skills, perceptual responses, study preferences, and instructional preferences. After diagnosing the students' learning style, teachers will organize the instructional material accordingly, and teach the students by this method.

Tele-Systems Associates Inc., (Distance Learning/Interactive Television--development of a multistate telecommunication network for educational and economic development purposes to meet the needs of the Valley region in the rural Appalachian area. An education/economic cluster has been identified as a pilot site for a multicounty Interactive Television (ITV) education/economic development cluster. Establishment of the ITV will provide improved instruction in mathematics, science, and foreign language, as well as other subjects in vocational education. The ITV system provides an alternative delivery system for interconnecting multiple school locations.

Whitfield County School System--a cooperative joint demonstration of a new state of the art technique in teaching and learning mathematics using the new technology of Computer Managed Interactive Wide Instruction (CMIVI). The technique will be applied to the seventh through ninth grade mathematics curriculum and related computer-based instruction support systems in order to address 11 major mathematics deficiencies. The demonstration will test CMIVI as a viable and effective teaching and learning support system in the curriculum area of mathematics; refine computer managed instruction support programs that collect, maintain, and process student/teacher records; provide immediate diagnostic documentation of student performance for faculty evaluation and use, and provide a data base supporting continuous assessment of basic skills development at individual student, classroom, school, state and national levels.

Scott County Board of Education--a demonstration project to establish a rural education At-Risk/Adult Learning Lab. The state of the art learning system will utilize a microhost computer and computer-based skills assessment process to provide individualized instruction and comprehensive primary curriculum support spanning all training levels from kindergarten to adult. The project is unique, in that it will address two segments of the population of critical need/at-risk students and adults lacking basic skills. During normal school hours, the system will provide skills assessment and individualized instruction to potential dropout students in math, reading, language arts, practical survival skills, and computer education. The labs will be utilized at night by providing literacy, math, GED prep, and survival skills training to adults. The system is enhanced by its ability to be "linked" to remote schools and counties for expansion.

Carson-Newman College--a joint partnership to create a state of the art teacher training center where area teachers in East Tennessee will be afforded the opportunity

to develop their pedagogical skills in the area of automated instructional technologies. The center will provide tested interactive mathematical programs which have produced phenomenal results in demonstration projects in Tennessee. Teachers will be trained to use new technologies effectively and introduce other teachers to a wide range of interactive programs which they can adapt to their own needs through computer technologies. The project will include training, equipment, courseware, student instruction, research, and networking of services within the college service area.

Upper East Tennessee Educational Cooperative (UETEC)--this project will create community learning centers in Kingsport, Rogersville, Greenville, and Johnson City, linked by an education/economic development tele-communications network. The network will transmit two-way interactive television between schools located in these cities and the surrounding counties. Preliminary studies indicate a microwave system and fiber optic lines would be desirable for use in specific locations. Links from the basic network to individual schools could be provided through the existing cable TVA systems. The ultimate goal of the project is to link all schools in the region that desire to participate, six will be selected for inclusion in the first demonstration phase.

McCracken County Public Schools--a demonstration project to analyze student learning styles and develop alternative teaching techniques to fit the individual learning styles. Schools will conduct the demonstration as a diagnostic tool to identify student learning style strengths and weaknesses and provide greater personalization of instruction and learning students. Schools will monitor the teaching techniques developed and conduct a comparison study using another school in Kentucky. The demonstration will be used as a national model for instruction by educational systems to prove a more personalized approach to instructional strategy, evaluation of learning, and student advisement and placement.

Morgan County Board of Education (Coalfield School)--a laser videodisc instruction demonstration project established for use in math and science departments in order to better utilize the material available on fractions, decimals, ratios, percents, algebra, chemistry, and life and earth science. Five individual learning labs were established in a centrally located area to meet the needs of student remediation, tutorial, career guidance, and an invaluable detailed video encyclopedia. The demonstration received national recognition in Washington,

DC, at the TOUCH AMERICA! Showcase of Model Learning Programs, for education excellence, in November 1989.

Craft Upgrade Training Program--Northern Alabama--a cooperative project with the state of Alabama Job Training Partnership Act (JTPA) for TVA to conduct craft upgrading training with unions in the Muscle Shoals, northern Alabama area. The program conducts training courses in welding, automated welding, blueprint reading, valve maintenance and other area labor market needs, mutually identified by unions and state. Upon completion of training (open entry/open exit) individuals are placed in union jobs in and outside of the region.

Gadsden State Community College--a project to establish a research and training center, The Bevill Center for Advanced Manufacturing Technology, to serve as a focal point in the northeast Alabama area for economic development, industrial development, and training in advanced technologies. The project will be divided into three areas of service: Training and Education; Research; and Industrial Interaction. The center will assist in the transfer of the latest manufacturing technology to industry and will foster a positive climate for attracting new industry.

Mississippi State University--a project for the development of a center which will provide state of the art training for instructors in advanced technology programs at two-year colleges and technical high school programs. The instruction will focus on applied learning from an interdisciplinary approach which will range from design, to shop floor, to business applications. The project has resulted from a shortage of instructors of Advanced Technology Centers (ATC) in the Valley and the Nation, and from the need for constant retraining of instructors in new technologies. The desired results are ATCs which will continue as a vital link in transferring technological advances in the work place.

Walker State Technical College--a project to assist Walker State Technical College in the planning, developing, and construction of an educational facility and a curriculum designed to promote industrial skills. The local economy in the College's service area has shifted from a single industry focus (coal mining) to a broader-based industrial economy. The shift has resulted in the local labor force lacking necessary skills to compete in the local growth in the job market. This facility (business and industry center) will be a vehicle through which the local skills disparities can be addressed and resolved. Additionally, the college is seeking to be upgraded to the level of a

comprehensive community college. By the establishment of this new facility, college will be assisted in meeting the service requirements for accreditation by the Southern Association of Colleges and Students.

Snead State Junior College--a project to assist Snead State Junior College in establishing a Continuing Education Center through which local job skills disparities can effectively be addressed and resolved. The local economy in the college's service area, which has historically been a community supported by agriculture and tourism, has become a national center of retail trade and manufacturing outlets. This shift has resulted in the local labor force lacking necessary skills to successfully compete and participate in the local growth in the job market. To address this problem, TVA and College will cooperate in the planning, developing, and constructing of an educational facility and a curriculum which is designed to promote job skills in wholesale and retail businesses.

Southern Technology Council--an agreement to provide financial support and technical assistance to the new initiatives of the Consortium of Manufacturing Competitiveness (CMC), a special project of the Southern Technology Council (STC). The CMC is demonstrating a major impact in four innovative areas which affect technology transfer and skills development--fostering the linkage between two-year colleges and the small and rural manufacturers; acting as a broker between colleges of engineering, industrial extension services, and the small and rural businesses; developing a skills assessment tool for monitoring the changing skills needs of state of the art firms; and fostering networking among firms to achieve economics of scale. The desired result is for the development of relationships and assessment tools which will foster the development of skills and the transfer of technology to the small rural businesses and industries.

American Association of Community and Junior Colleges (AACJC)--a multiagency project to address the literacy, basic skills, and specific job training needs of the Nation's work force. The project is administered by AACJC and involves Federal interagency cooperation among TVA, Small Business Administration, Economic Development Administration, and the Departments of Labor, agriculture, education and Commerce, plus interaction with state agencies, local community colleges, and private organizations. The project involves the funding of ten community colleges' demonstration projects selected through a competitive process for the development and implementation of novel solutions in the areas of literacy, basic skills, and job skills training. The competition

will result in the selection of at least one winner from the Tennessee Valley region.

Claiborne County Board of Education--a pilot program designed to meet the literacy and training needs of the adult labor force to avert perpetuation of cyclical illiteracy and inadequate skills of the work force. The project will result in the development of a "Literacy to Skills" center located in the Clear Fork Valley area. The center will provide for the delivery of training services to the community and other educational institutions in the East Tennessee area.

Area Vocational School at Crump--a project to develop a Skills Labs to be located in the Savannah area of Southwest Tennessee. The lab, which will be housed at the Area Vocational School at Crump, Tennessee, will focus on the training needs of the local population, primarily literacy, GED preparation, and computer skills; plus specific industry requests. The project is tied closely to the NASA project at Yellow Creek near Iuka, Mississippi, in that this lab can potentially prepare the local people to take advantage of the opportunities that the NASA plant can provide now and in the future.

APPENDIX B

SAMPLE OF BRAINSTORMING PROCESS

(SAMPLE OF BRAINSTORMING PROCESS)

Date: February 19, 1991

Report Content
Activity
Planning
Progress
Other
(Circle One)

STRATEGIC PLANNING PROCESS FOR THE
EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

Phase and Step Implementation/Evaluation

1. GOALS AND OBJECTIVE

To continually evaluate the E&SDD's strategic plan by focusing on its overall effectiveness on total customer satisfaction and continuous innovation and delivery of services. To accomplish this, both formative and summative evaluation steps/activities should be undertaken.

Level of Accomplishment (CIRCLE ONE)
(1) Not Accomplished (2) Partially (3) Accomplished

(If you did not accomplish what you had planned, what factors do you feel prevented you from accomplishing your goals?)

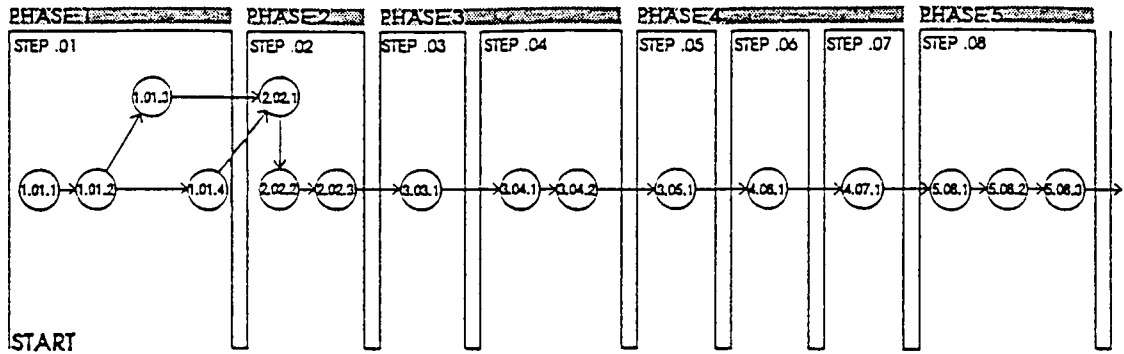
Activity: As the model is implemented, evaluation (formative and summative) and necessary modification will be an ongoing process.

Names of Supporting Documents: None

Comments and Recommendations: The strategic planning model, as presented, should be modified to include a separate phase focusing exclusively on both evaluation of the model's effectiveness and of the steps and activities that comprise the model. Such evaluation provides the framework for measuring staff accountability and for determining the improved management of strategic planning.

APPENDIX C

FLOW CHART DEPICTING THE EVENTS TO BE COMPLETED
IN CARRYING OUT THE REVISED STRATEGIC PLANNING MODEL



PHASE 1—PLANNING TO PLAN

- 1.01.1 Present revised strategic planning model to TVA's Vice President of Valley Resources.
- 1.01.2 Obtain approval from TVA's Vice President of strategic planning model.
- 1.01.3 Identify potential members of external advisory council and internal team.
- 1.01.4 Obtain approval of Council and Team from TVA's President of Resource Group.

PHASE 2—VALUES AUDIT

- 2.02.1 Publicize Council and membership.
- 2.02.2 Formalize internal interdepartmental team and external advisory.
- 2.02.3 Establish scope and operation of team and council.

PHASE 3—MISSION FORMULATION

- 3.03.1 Draft mission statement for Education and Skills Development Department.

3.04.1 Submit draft mission to external advisory council for review and approval.

3.04.2 Submit mission statement to interdepartmental team for review, revision, and approval.

3.05.2 Modify and finalize, as appropriate, revised mission statement.

PHASE 4—PERFORMANCE AUDIT

4.06.1 Conduct work force training needs assessment and collect baseline data.

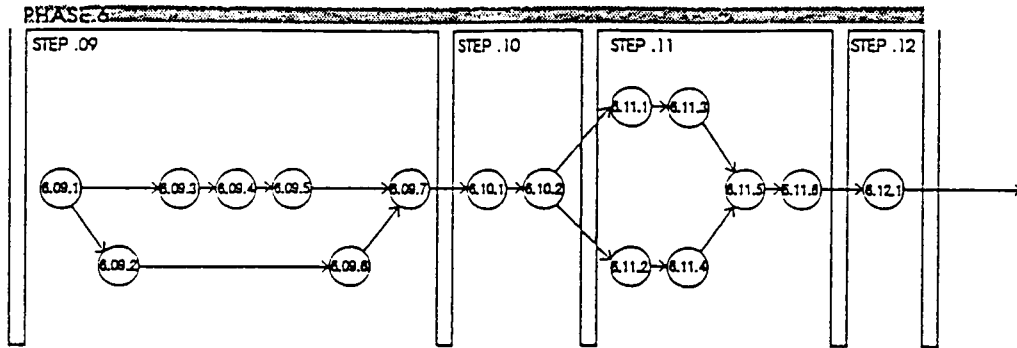
4.07.1 Analyze and summarize work force needs assessment.

PHASE 5—STRATEGIC BUSINESS MODELING

5.08.1 Review and discuss draft Five-year Plan and work force training needs.

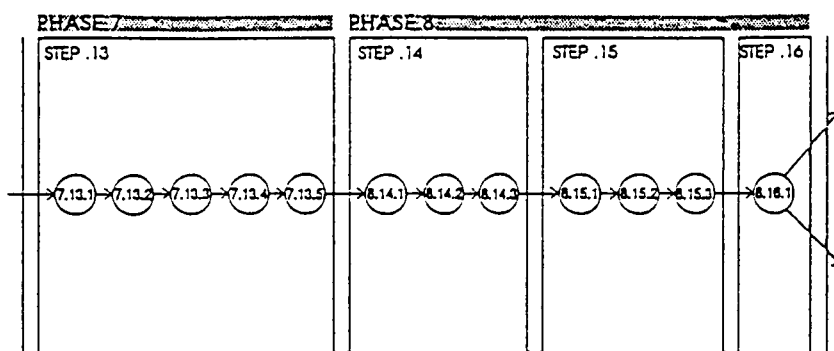
5.08.2 Finish review and discussion of draft Five-Year Plan and work force training needs.

5.08.3 Recommend Five-Year Plan for TVA Work Force Training Program.



PHASE 6—GAP ANALYSIS

- | | | | |
|--------|---|--------|--|
| 6.09.1 | Request literature about work force training programs from Valley State Departments of Education, Labor, Economic Development, Boards of Regents, U.S. Departments of Labor and Education, and Education Resources Information Center (ERIC). | 6.10.1 | Develop and conduct program prioritization process. |
| 6.09.2 | Prepare criteria for matching program possibilities with goals outlined in Five-Year Plan. | 6.10.2 | Make final program suggestions based on program prioritization process. |
| 6.09.3 | Prepare draft list of work force training program possibilities. | 6.11.1 | Prepare draft resource inventory. |
| 6.09.4 | Begin preparation of criteria for selecting program possibilities. | 6.11.2 | Prepare draft constraints identification. |
| 6.09.5 | Review and discuss work force training program possibilities. | 6.11.3 | Conduct resource inventory with interdepartmental team and advisory council. |
| 6.09.6 | Match program possibility statements with goals outlined in Five-Year Plan. | 6.11.4 | Conduct constraints identification with interdepartmental team and advisory council. |
| 6.09.7 | Select top four-to-five program possibilities for each goal using criteria. | 6.11.5 | Begin and complete prioritization of programs based on resource inventory and constraints identification data. |
| | | 6.11.6 | Analyze Resource Inventory and Constraints Identification Data for Feasibility Study and Program Description Modification. |
| | | 6.12.1 | Write measurable objectives for each program and activity. |



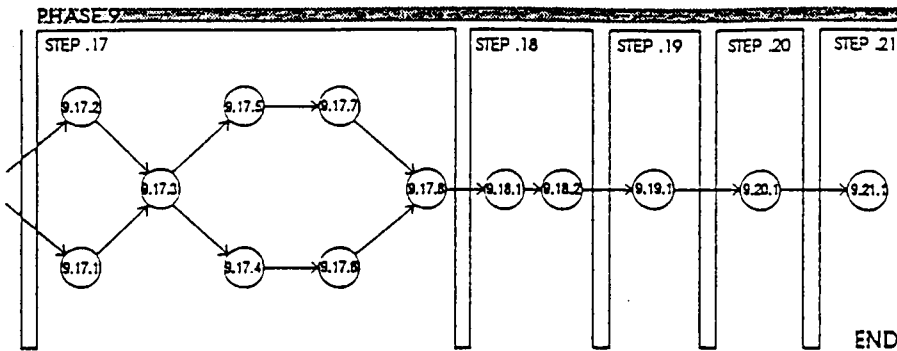
PHASE 7—CONTINGENCY PLANNING

- 7.13.1 Begin draft of workplan.
- 7.13.2 Write tentative statement of roles and responsibilities for TVA groups, division, and external agencies and organizations.
- 7.13.3 Distribute tentative statements of roles and responsibilities to those from whom commitment is sought.
- 7.13.4 Begin and complete preparation of final draft of work force training plan with accompanying alternative options.
- 7.13.5 Publish final draft of work force training plan.

- 8.14.3 Return draft work force training plan with President of TVA Resource Group's comments and recommendations to Education and Skills Development Department.
- 8.15.1 Select through RFP, competitive bids, etc., program partners and negotiates terms and conditions.
- 8.15.2 Complete negotiation with letters of agreement for roles and responsibilities.
- 8.15.3 Notify selected program partners.
- 8.16.1 Designated groups and divisions and outside agencies and organizations begin first year implementation.

PHASE 8—IMPLEMENTATION

- 8.14.1 Submit final draft of work force training plan which contains terms and conditions for program partners to TVA President of Resource Group.
- 8.14.2 President of TVA Resource Group begins and completes review of draft work force training plan.



PHASE 9—EVALUATION

- | | | | |
|--------|---|--------|---|
| 9.17.1 | Begin and complete measurements (formative evaluation) made of outcomes resulting from a program implementation. | 9.18.1 | Submit data on complete first year program to an external agency/ institution for summative evaluation. |
| 9.17.2 | Begin and complete repeat of situation assessment. | 9.18.2 | Submit program data to external agency to conduct summative evaluation. |
| 9.17.3 | Begin and complete reevaluation of goals, program elements, resources, and roles and responsibilities. | 9.19.1 | Receive final report of summative evaluation by Education and Skills Development Department. |
| 9.17.4 | Begin preparation of recommendations for modifications and changes. | 9.20.1 | Submit summative evaluation report to Vice President of Valley Resources and President of Resource Group. |
| 9.17.5 | Begin and complete consultation on recommendations with appropriate TVA groups and divisions, and outside agencies and organizations. | 9.21.1 | Disseminates program evaluation results to general public through TVA's Office of Communications, and through presentations at conferences, seminars, and publications. |
| 9.17.6 | Complete preparations of recommendations for modifications and changes. | | |
| 9.17.7 | Submit recommendations to TVA President of Resource Group. | | |
| 9.17.8 | Complete first year's implementation. | | |

APPENDIX D

LIST OF THE PANEL OF EXPERTS

List of the Panel of Experts

1. Dr. Peter Addicott
Senior Training Manager
Southern Region
Federal Express Corporation
1790 Kirby Parkway, Suite 400
Memphis, Tennessee 38138

2. Dr. George Autry
President
Manpower Development Corporation (MDC), Inc.
1717 Legion Road
P.O. Box 2226
Chapel Hill, North Carolina 27514

3. Dr. Shirley Jones
Senior Planner
Nelson Rockefeller Institute
State University of New York-Albany
Richardson Hall - Room 111
135 Western Avenue
Albany, New York 12222

4. Dr. William Rafferty
Regional Manager
National Alliance of Business
100 Edgewood Avenue
Suite 1800
Atlanta, Georgia 30371

5. Dr. Robert Williams
Training Department Manager
3M Corporation
3M Center Building 223-2N-01
St. Paul, Minnesota 55144

APPENDIX E

LETTER TO PANEL OF EXPERTS

May 17, 1991

As a part of my dissertation, I am developing a strategic planning model for the Tennessee Valley Authority's Education and Skills Development Department as a means to more effectively and efficiently plan work force training projects; utilize financial and human resources; and collaborate with agencies and institutions in the overall development and delivery of work force training projects within the seven-state Tennessee Valley region.

Thank you for agreeing to serve as one of five "experts" selected from a national pool. Please read and evaluate the model as to its applicability and appropriateness for the planning of work force development activities of the Tennessee Valley Authority's Education and Skills Development Department. I have enclosed:

- A. Description of the Tennessee Valley Authority and its Education and Skills Development Department, along with accompanying organizational charts;
- B. Task Instruction Sheet;
- C. Schematic of the Revised Strategic Planning Model;
- D. Flow chart of the Revised Strategic Planning Model;
- E. Description of the phases of the Revised Strategic Planning Model;
- F. Rating sheet for the phases of the Revised Strategic Planning Model; and
- G. Rating sheet for the steps associated with each phase of the Revised Strategic Planning Model.

As an expert, you will be asked to:

- 1. Rate the importance of each phase;
- 2. Recommend sequences of the phases;
- 3. Rate the importance of each step associated with each phase; and

4. Provide any comments/suggestions for addition or deletion of the steps.

Your responses will remain anonymous.

I would appreciate receiving your response by May 31. If you have any questions, please call me at telephone number (615) 632-8103. A stamped, addressed return envelope is enclosed for your convenience.

Thank you for your assistance.

Sincerely,

M. Dennis Mynatt
Department Head
Education and Skills
Development Department

APPENDIX F

INTERNAL MEMORANDUM

TO TVA MANAGEMENT

TO:

FROM:

DATE: July 2, 1991

STRATEGIC PLANNING MODEL FOR THE EDUCATION AND SKILLS
DEVELOPMENT DEPARTMENT

I am developing a strategic planning model to be used in the Tennessee Valley Authority's Education and Skills Development Department. The model's purposes are to more effectively and efficiently plan work force training projects; better utilization of financial and human resources; and increased collaboration with institutions and agencies in the overall development and delivery of work force training projects within the seven-state Tennessee Valley region.

I telephoned you during the week of June 24, 1991, and discussed the importance of this effort. At that time, you agreed to participate in this endeavor which will establish instrument validity. This is an important step in the development of the instrument.

As you are aware, upper level management support is extremely critical to the success of any organization when implementing strategic planning. By this questionnaire, I am seeking to determine how supportive you would be of this model if it was implemented in the Education and Skills Development Department.

The model that you are being asked to indicate your support for has been constructed in consultation with training experts from Federal Express, 3-M Corporation, Rockefeller Foundation, National Alliance of Business, and the Manpower Development Corporation, Inc.

Please read and evaluate the model and indicate your level of support as to its applicability and appropriateness for the planning of work force development activities of the Tennessee Valley Authority's Education and Skills Development Department. I have attached:

- A. Description of the Tennessee Valley Authority and its Education and Skills Development Department, along with accompanying organizational charts;
- B. Task Instruction Sheet;
- C. Schematic of the Revised Strategic Planning Model;

July 2, 1991

STRATEGIC PLANNING MODEL FOR THE EDUCATION AND SKILLS
DEVELOPMENT
DEPARTMENT

- D. Flow chart of the Revised Strategic Planning Model;
- E. Description of the phases of the Revised Strategic Planning Model;
- F. Rating sheet for the phases of the Revised Strategic Planning Model; and
- G. Rating sheet for the steps associated with each phase of the Revised Strategic Planning Model.

You will be asked to:

1. Rate the level of support of each phase;
2. Recommend sequences of the phases;
3. Rate the level of support of each step associated with each phase; and
4. Provide any comments/suggestions for addition or deletion of the steps.

Your responses and comments will be used to develop a final draft of the instrument, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department. This instrument will then be sent to a group of randomly selected former program partners of TVA's Education and Skills Development Department to ascertain how they perceive the importance of the revised model.

Your participation is certainly appreciated. I would appreciate receiving your response by July 15, 1991. Please return your complete copy of the questionnaire to me through interoffice mail.

M. Dennis Mynatt

MDM:KMc
Attachments

APPENDIX G

LIST OF FORMER
EDUCATION AND SKILLS DEVELOPMENT
PROGRAM/PROJECT PARTNERS

J. F. Drake State Technical Institute
3421 Meridian Street, North
Huntsville, Alabama 35811

Morgan County Board of Education
P.O. Box 348
Wartburg, Tennessee 37887

Great Smoky Mountain Council of
Boy Scouts of America
6440 Papermill Road
Knoxville, Tennessee 37919

Pellissippi State Technical Community College
10915 Hardin Valley Road
P.O. Box 22990
Knoxville, Tennessee 37933-0990

West Kentucky State Vocational-Technical School
Highway 62, West
P.O. Box 7408
Paducah, Kentucky 42002-7408

Motlow State Community College
P.O. Box 88100
Tullahoma, Tennessee 37388

Lauderdale County School System
P.O. Box 278
Florence, Alabama 35631

Avery County School
P.O. Box 397
Newland, North Carolina 38657

Office of Grants Development
Murray State University
Murray, Kentucky 42071

Chattanooga State Technical Community College
4501 Amnicola Highway
Chattanooga, Tennessee 37406

Trigg County Board of Education
Box 31
Cadiz, Kentucky 42211

Southwestern Technical College
275 Webster Road
Sylva, North Carolina 38779

Columbia State Community College
P.O. Box 1315
Columbia, Tennessee 38401

Northeast Mississippi Junior College
Cunningham Boulevard
Booneville, Mississippi 38829

Nashville State Technical Institute
120 White Bridge Road
Nashville, Tennessee 37209

Conference and Workshop Department
The University of Southern Mississippi
East Beach
Long Beach, Mississippi 39560

Junior Achievement of Greater Knoxville
P.O. Box 51266
Knoxville, Tennessee 37950-1266

Wayne County Board of Education
Route 2, P.O. Box 200
Waynesboro, Tennessee 38485

State Technical Institute at Memphis
5983 Macon Cove
Memphis, Tennessee 38134

North Carolina Department of Community Colleges
114 West Edenton Street
Raleigh, North Carolina 27611

Graves County School System
1007 Cuba Road
Mayfield, Kentucky 42066

South Central Human Resource Agency
Motlow State Community College
Tullahoma, Tennessee 37388

Mid-Cumberland Human Resource Agency
1719 West End Avenue, 10th Floor
Nashville, Tennessee 37203

Haywood Community College
Freedlander Drive
Clyde, North Carolina 28721

Virginia Community College System
101 North 14th Street
Richmond, Virginia 23212

Western Kentucky University
Weatherly Administration Building
Bowling Green, Kentucky 42101

Tri-Cities State Technical Institute
P.O. Box 246
Blountville, Tennessee 37617

Dade County School System
P.O. Box 155
Case and Crabtree Streets
Trenton, Georgia 30752

Center for Manpower Studies
Fogelman Center of Business
and Economics
Memphis State University
Memphis, Tennessee 38152

Rowan County School
110 South Long Street
East Spencer, North Carolina 28039

Center for Extended Education and
Public Services
Tennessee State University
330 10th Avenue, North
Nashville, Tennessee 37203

Bluegrass State Skills Corporation
42 Fountain Place
Frankfort, Kentucky 40601

Madison County Board of Education
P.O. Box 226
Huntsville, Alabama 35804

Stewart County School System
P.O. Box 40
Dover, Tennessee 37056

Dayton City Special School District
502 Cherry Street
Dayton, Tennessee 37321

Asheville-Buncombe Technical College
340 Victoria Road
Asheville, North Carolina 38801

Land-of-the-Sky Regional Council
25 Heritage Drive
Asheville, North Carolina 28807

Blue Ridge Community College
Route 2, Box 133A
Flat Rock, North Carolina 28731-9624

Southern Rural Education Association
Alvin C. York Institute
P.O. Box 70
Jamestown, Tennessee 38556

Rhea County Board of Education
Montague Street
Dayton, Tennessee 37321

APPENDIX H

LETTER PRETESTING INSTRUMENT
TO FORMER PROGRAM/PROJECT PARTNERS

August 5, 1991

Dear:

I am developing a strategic planning model to be used in the Tennessee Valley Authority's Education and Skills Development Department. Its purposes are to more effectively and efficiently plan work force training projects; utilize financial and human resources; and collaborate with agencies and institutions in the overall development and delivery of work force training projects within the seven-state Tennessee Valley region.

As you may recall, I telephoned you during the week of July 8, 1991, and discussed the importance of the study. At that time, you agreed to participate in the pilot test which will establish instrument validity. This is an important step in the development of the instrument.

Please read and evaluate the model as to its applicability and appropriateness for the planning of work force development activities of the Tennessee Valley Authority's Education and Skills Development Department. I have enclosed:

- A. Description of the Tennessee Valley Authority and its Education and Skills Development Department, along with accompanying organizational charts;
- B. Task Instruction Sheet;
- C. Schematic of the Revised Strategic Planning Model;
- D. Flow chart of the Revised Strategic Planning Model;
- E. Description of the phases of the Revised Strategic Planning Model; and
- F. Rating sheet for activities associated with the Revised Strategic Planning Model.

Page 2
August 5, 1991

To further facilitate this process, I have also enclosed a synopsis of the previous project your organization/institution collaborated in with the Education and Skills Development Department. The question you are to consider is, "If TVA's Education and Skills Development Department had employed this particular model, would its presence have helped or hindered in the overall effectiveness of the development and implementation of the project you were involved in?" More specifically, as a former Education and Skills Development Department program partner, you will be asked to indicate your perception of the importance of activities related to the revised model.

Your responses and comments will be used to develop a final draft of the instrument, Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department. This instrument will then be sent to a group of randomly selected former program partners of TVA's Education and Skills Development Department to ascertain how they perceive the importance of the revised model.

Your participation in this pilot test is certainly appreciated. I would appreciate receiving your response by August 16. If you have any questions, please call me at telephone number (615) 632-8103. A stamped, addressed return envelope is enclosed for your convenience. If you are interested in receiving the results, please state so on the pilot test questionnaire.

Sincerely,

M. Dennis Mynatt
Department Head
Education and Skills Development Department

Enclosures

APPENDIX I

LETTER AND COPY OF RESEARCH INSTRUMENT, PHASES AND STEPS OF
A REVISED STRATEGIC PLANNING MODEL FOR TVA'S
EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT,
TO FORMER PROGRAM/PROJECT PARTNERS

September 9, 1991

Dear:

I am developing a strategic planning model for the Tennessee Valley Authority's Education and Skills Development Department as a means to more effectively and efficiently plan work force training projects; utilize financial and human resources; and collaborate with agencies and institutions in the overall development and delivery work force training projects within the seven-state Tennessee Valley region.

You are one of a small number who was carefully selected to give your opinion on this matter. As a former program partner of TVA's Education and Skills Development Department, I would like to ask you to help us to better serve Education and Skills Development Department program partners in the future. Please read and evaluate the model as to its applicability and appropriateness for the planning of work force development activities of the Tennessee Valley Authority's Education and Skills Development Department. I have enclosed:

- A. Description of the Tennessee Valley Authority and its Education and Skills Development Department, along with accompanying organizational charts;
- B. Task Instruction Sheet;
- C. Schematic of the Revised Strategic Planning Model;
- D. Flow chart of the Revised Strategic Planning Model;
- E. Description of the phases of the Revised Strategic Planning Model; and
- F. Rating sheet for activities associated with the Revised Strategic Planning Model.

Page 2
September 9, 1991

To further facilitate this process, I have also enclosed a synopsis of the previous project your organization/institution collaborated in with the Education and Skills Development Department. The question you are to consider is, "If TVA's Education and Skills Development Department had employed this particular model, would its presence have helped or hindered in the overall effectiveness of the development and implementation of the project you were involved in with TVA?"

More specifically, as a former Education and Skills Development Department program partner, you will be asked to indicate your perception of the importance of activities related to the revised model.

You may be assured of complete confidentiality. The questionnaire has an identification number for mailing purposes only. This is so that we may check your name off the mailing list when your questionnaire is returned. Your name will never be placed on the questionnaire.

We expect to learn where we (the Education and Skills Development Department) are succeeding in providing you (our stakeholders) the products and services you need and want, but we are also ready to re-examine any area in which you feel the Education and Skills Development Department could improve. You may receive a summary of results by writing "copy of results requested" on the back of the return envelope, and printing your name and address below it. Please do not put this information on the questionnaire itself.

I would appreciate receiving your response by September 16. If you have any questions, please call me at telephone number (615) 632-8103. A stamped, addressed return envelope is enclosed for your convenience.

Sincerely,

M. Dennis Mynatt
Department Head
Education and Skills Development Department

Enclosures

PHASES AND STEPS OF A
REVISED STRATEGIC PLANNING
MODEL FOR TVA'S
EDUCATION AND SKILLS
DEVELOPMENT DEPARTMENT

Education and Skills Development Department
Tennessee Valley Authority
400 West Summit Hill Drive
1G Old City Hall Building
Knoxville, Tennessee 37902

A

DESCRIPTION OF THE TENNESSEE VALLEY AUTHORITY

TVA is an independent Federal agency created as a model for demonstrating how all the resources of a major river valley can be developed in a unified way. TVA serves an area in the Southeast made up of parts of seven states--Tennessee, Alabama, Mississippi, Kentucky, Virginia, North Carolina, and Georgia. The area contains 91,000 square miles with a 1990 population of 10.1 million people.

It was established on May 18, 1933, by Congress as a government corporation which operates independently under its own Board of Directors. TVA's Board consists of three members appointed for nine-year terms by the President, with the advice and consent of the Senate. These appointments are full-time jobs, and the Board administers the work of TVA from offices in Knoxville, Tennessee, rather than in Washington, D.C. Other principal TVA offices are in Muscle Shoals, Alabama, and Chattanooga, Tennessee, with smaller field offices located around the Valley and a liaison office in Washington, D.C. Day-to-day operations are directed by a Senior Executive Officer, assisted by Presidents of the three major operating groups (The Customer Group, The Generating Group, and The Resource Group).

Operating funds come from two principal sources: electric power revenues and Congressional appropriations. Revenues from power sales pay for operating the power system, the cost of borrowing and interest payments to finance expansions, and all power support services. Those revenues are also repaying with interest, Federal funds which were initially invested in building the power system.

TVA's regional resource development programs are funded by annual Congressional appropriations, just as other Federal programs are financed throughout the country.

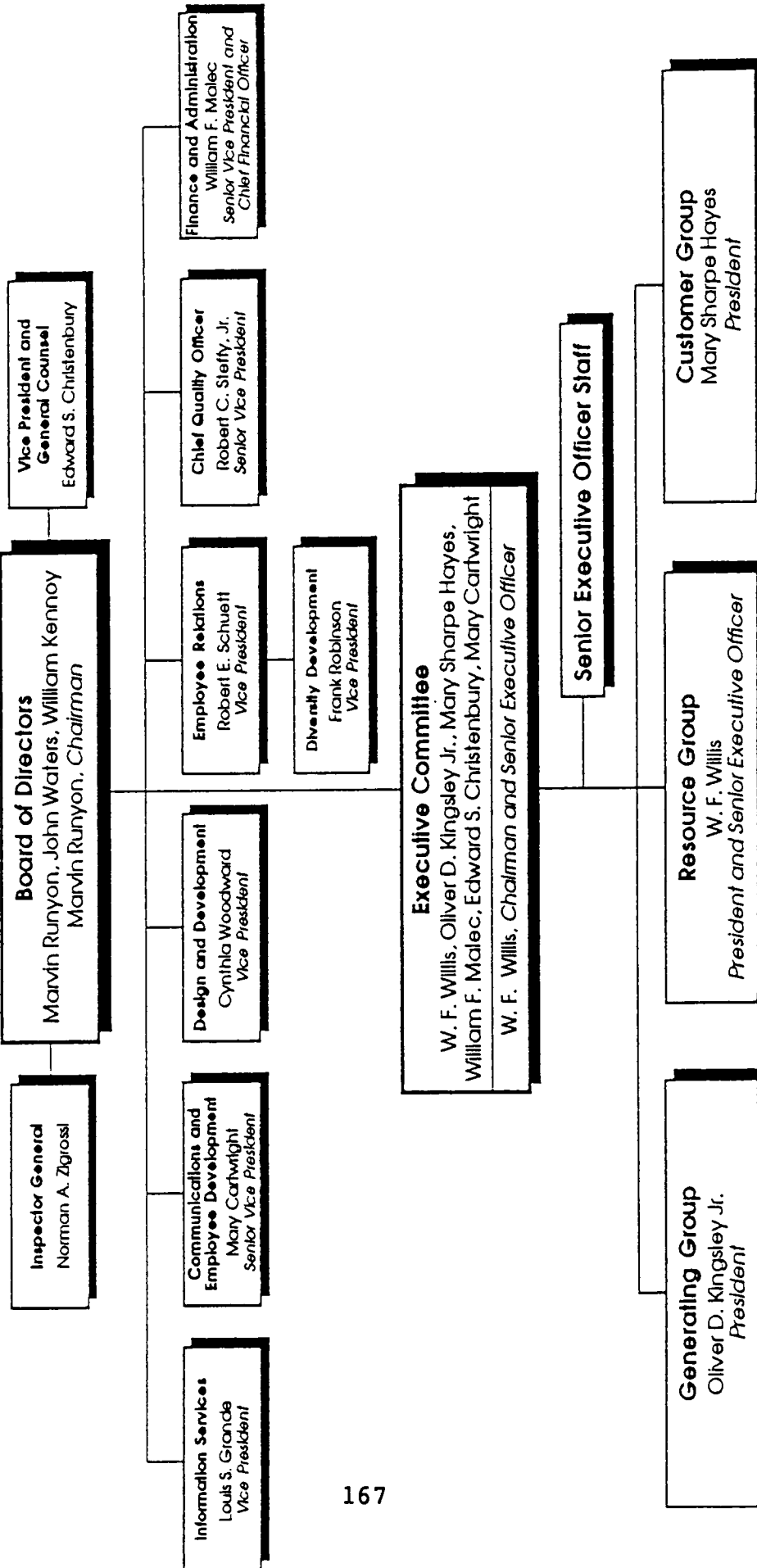
THE MISSION OF THE TENNESSEE VALLEY AUTHORITY

TO SERVE THE VALLEY

TO SERVE THE PEOPLE

TO IMPROVE THE QUALITY OF LIFE

TENNESSEE VALLEY AUTHORITY

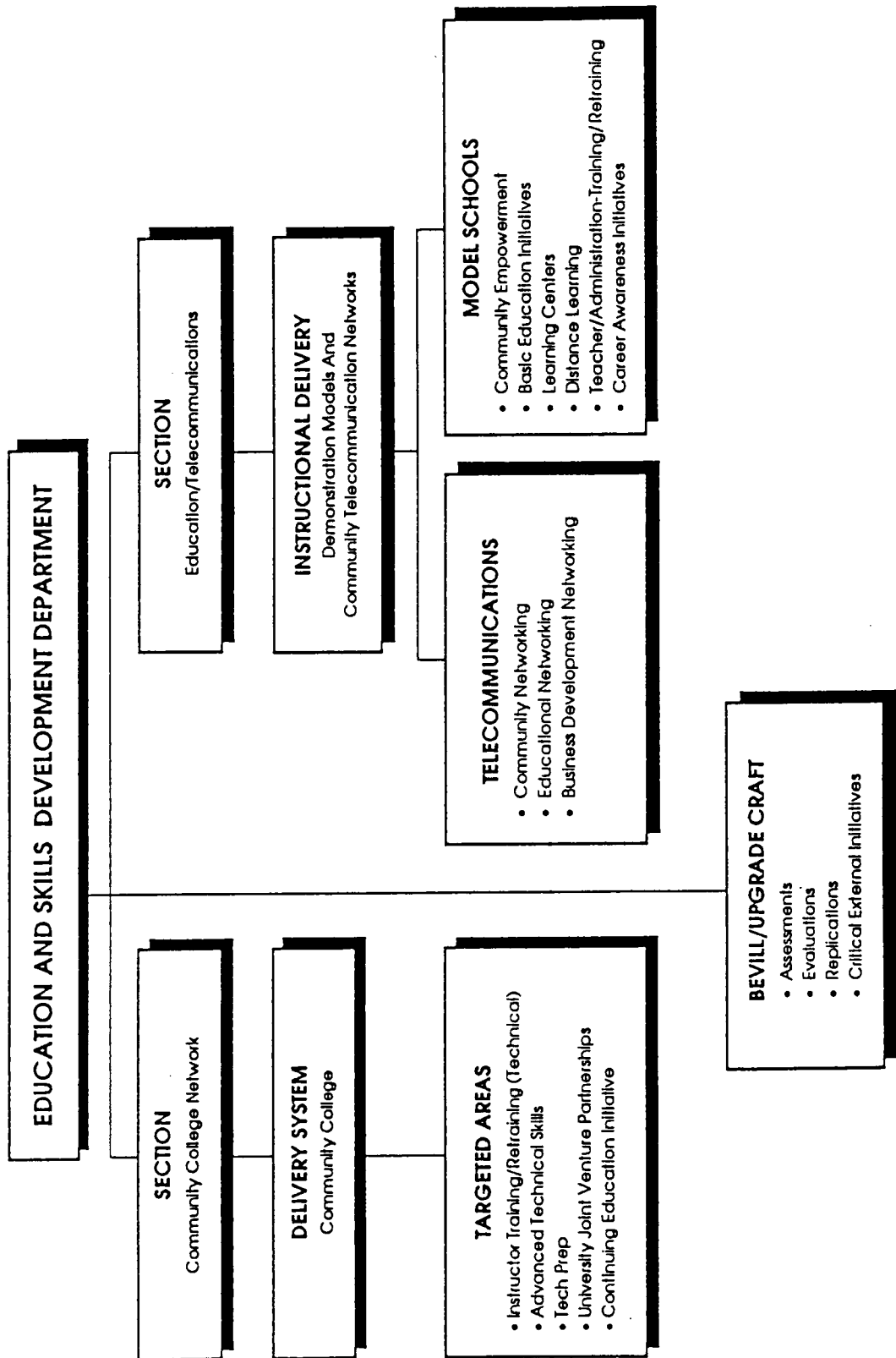


DESCRIPTION OF THE EDUCATION AND SKILLS DEVELOPMENT
DEPARTMENT

The Education and Skills Development Department is a unit within TVA's Resource Group. Its program, projects, and objectives are linked directly to TVA's commitment to improve the knowledge and skill base of Valley residents. This is accomplished by seeking to close the gap between work place needs and work force capabilities in the region it serves. Its primary role is to act as a catalyst and provide technical and financial assistance to encourage and enhance the capabilities of external agencies and educational institutions.

THE PRESENT MISSION STATEMENT OF THE
EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

TO ENCOURAGE EXTENSIVE PUBLIC AND
PRIVATE PARTNERSHIPS AT THE
LOCAL, REGIONAL, AND NATIONAL LEVELS
WHICH CAN ADDRESS AND IMPROVE CURRENT
AND FUTURE WORK FORCE DEFICIENCIES



B

TASK INSTRUCTION SHEET

Your assistance is needed to help evaluate the enclosed, revised theoretical strategic planning model. While evaluating this model, determine its applicability and appropriateness for the planning activities of the Education and Skills Development Department. To reduce the amount of labor and time required of you at this stage in the process, I have enclosed: (A) a schematic of the revised strategic planning model; along with (B) a flow chart depicting the events to be completed in implementing the revised strategic planning model. In addition, I have listed (C) the nine phases of the revised strategic planning model along with a brief description of each phase. Please take a few minutes to review this information.

Your task is to indicate your perception of the importance of the identified activities associated with the revised strategic planning model as identified on the attached questionnaire (please indicate your ratings by circling your response).

When you are finished, please fold and return only the questionnaire in the envelope provided.

Thank you for your help with this process.

C

SCHEMATIC OF REVISED STRATEGIC PLANNING MODEL FOR
TVA'S EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

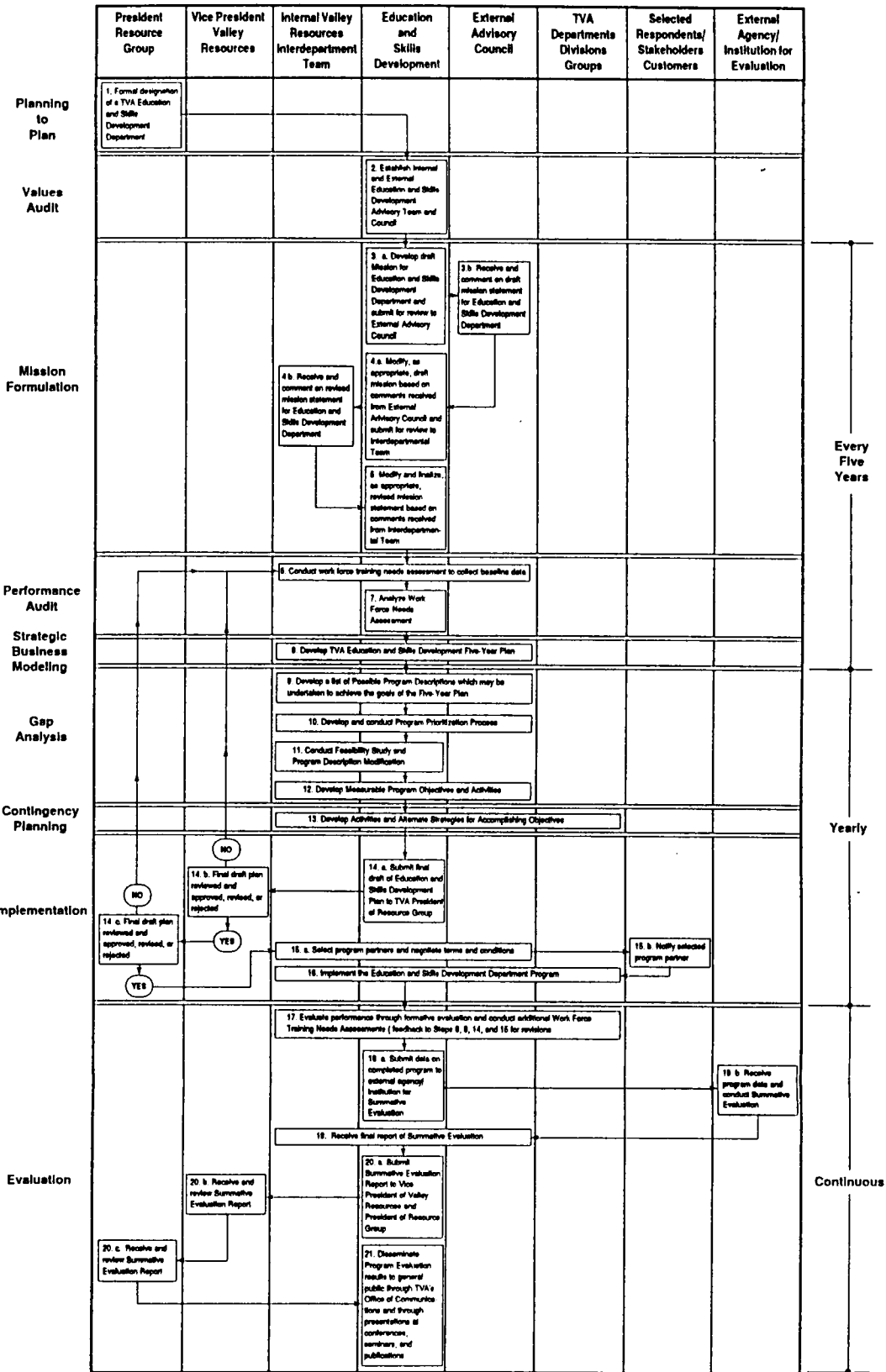
(Legend)

Left Column of model presents the nine phases.

Top Column of model presents the groups (both internal and external to the agency) involved in the planning process.

Right Column of model presents the time periods when phases will be operational.

The interior of the schematic presents the 21 steps by phases, identifies group(s) involved, and timeframe when steps are conducted.



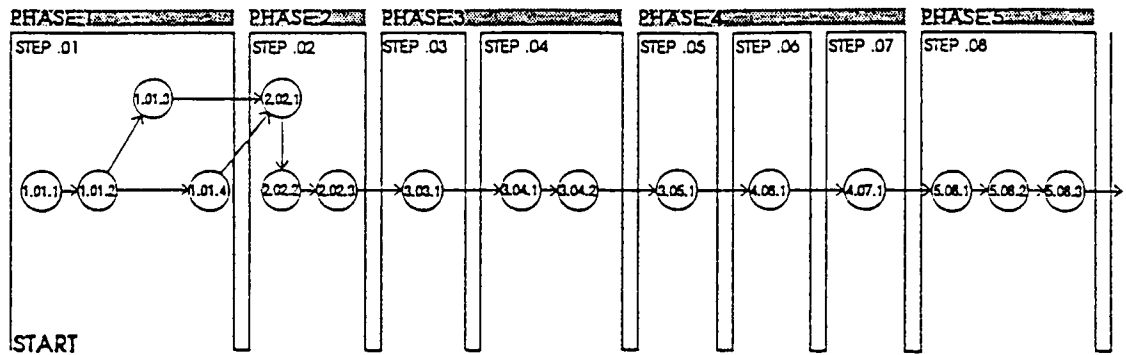
Every Five Years

Yearly

Continuous

D

FLOWCHART DEPICTING THE EVENTS TO BE COMPLETED IN
CARRYING OUT THE REVISED STRATEGIC PLANNING MODEL



PHASE 1—PLANNING TO PLAN

- 1.01.1 Present revised strategic planning model to TVA's Vice President of Valley Resources.
- 1.01.2 Obtain approval from TVA's Vice President of strategic planning model.
- 1.01.3 Identify potential members of external advisory council and internal team.
- 1.01.4 Obtain approval of Council and Team from TVA's President of Resource Group.

PHASE 2—VALUES AUDIT

- 2.02.1 Publicize Council and membership.
- 2.02.2 Formalize internal interdepartmental team and external advisory.
- 2.02.3 Establish scope and operation of team and council.

PHASE 3—MISSION FORMULATION

- 3.03.1 Draft mission statement for Education and Skills Development Department.

3.04.1 Submit draft mission to external advisory council for review and approval.

3.04.2 Submit mission statement to interdepartmental team for review, revision, and approval.

3.05.2 Modify and finalize, as appropriate, revised mission statement.

PHASE 4—PERFORMANCE AUDIT

4.06.1 Conduct work force training needs assessment and collect baseline data.

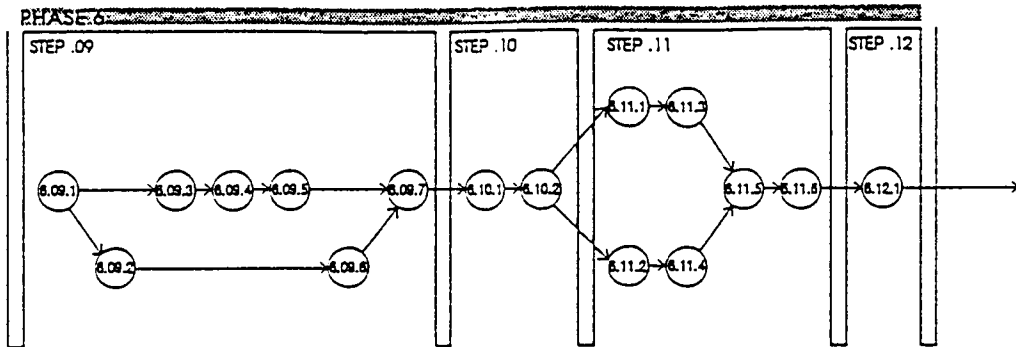
4.07.1 Analyze and summarize work force needs assessment.

PHASE 5—STRATEGIC BUSINESS MODELING

5.08.1 Review and discuss draft Five-year Plan and work force training needs.

5.08.2 Finish review and discussion of draft Five-Year Plan and work force training needs.

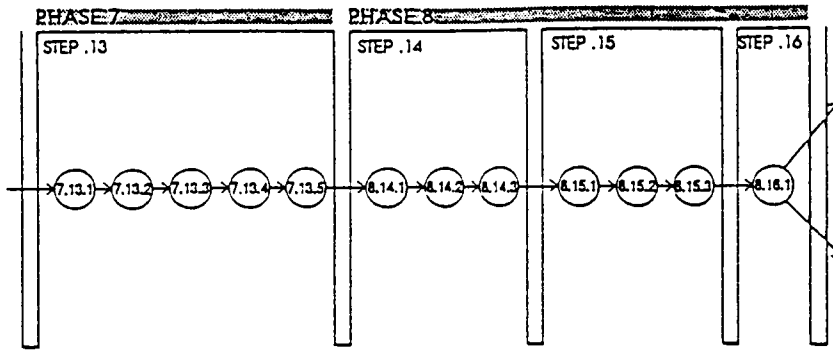
5.08.3 Recommend Five-Year Plan for TVA Work Force Training Program.



PHASE 6—GAP ANALYSIS

- 6.09.1 Request literature about work force training programs from Valley State Departments of Education, Labor, Economic Development, Boards of Regents, U.S. Departments of Labor and Education, and Education Resources Information Center (ERIC).
- 6.09.2 Prepare criteria for matching program possibilities with goals outlined in Five-Year Plan.
- 6.09.3 Prepare draft list of work force training program possibilities.
- 6.09.4 Begin preparation of criteria for selecting program possibilities.
- 6.09.5 Review and discuss work force training program possibilities.
- 6.09.6 Match program possibility statements with goals outlined in Five-Year Plan.
- 6.09.7 Select top four-to-five program possibilities for each goal using criteria.

- 6.10.1 Develop and conduct program prioritization process.
- 6.10.2 Make final program suggestions based on program prioritization process.
- 6.11.1 Prepare draft resource inventory.
- 6.11.2 Prepare draft constraints identification.
- 6.11.3 Conduct resource inventory with interdepartmental team and advisory council.
- 6.11.4 Conduct constraints identification with interdepartmental team and advisory council.
- 6.11.5 Begin and complete prioritization of programs based on resource inventory and constraints identification data.
- 6.11.6 Analyze Resource Inventory and Constraints Identification Data for Feasibility Study and Program Description Modification.
- 6.12.1 Write measurable objectives for each program and activity.



PHASE 7—CONTINGENCY PLANNING

- 7.13.1 Begin draft of workplan.
- 7.13.2 Write tentative statement of roles and responsibilities for TVA groups, division, and external agencies and organizations.
- 7.13.3 Distribute tentative statements of roles and responsibilities to those from whom commitment is sought.
- 7.13.4 Begin and complete preparation of final draft of work force training plan with accompanying alternative options.
- 7.13.5 Publish final draft of work force training plan.

8.14.3

Return draft work force training plan with President of TVA Resource Group's comments and recommendations to Education and Skills Development Department.

8.15.1

Select through RFP, competitive bids, etc., program partners and negotiates terms and conditions.

8.15.2

Complete negotiation with letters of agreement for roles and responsibilities.

8.15.3

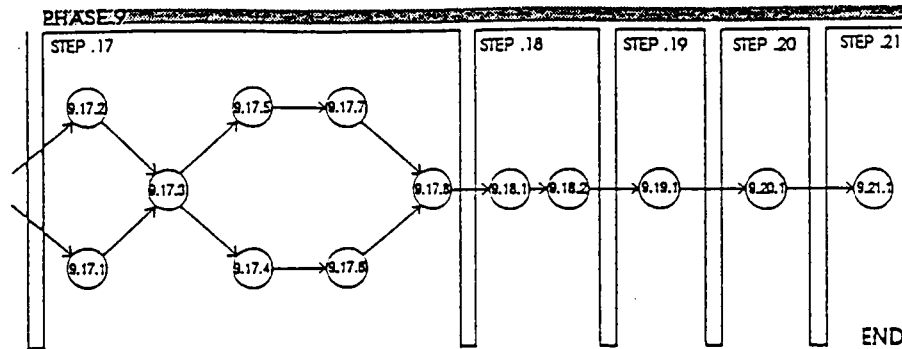
Notify selected program partners.

8.16.1

Designated groups and divisions and outside agencies and organizations begin first year implementation.

PHASE 8—IMPLEMENTATION

- 8.14.1 Submit final draft of work force training plan which contains terms and conditions for program partners to TVA President of Resource Group.
- 8.14.2 President of TVA Resource Group begins and completes review of draft work force training plan.



PHASE 9—EVALUATION

- | | | | |
|--------|---|--------|---|
| 9.17.1 | Begin and complete measurements (formative evaluation) made of outcomes resulting from a program implementation. | 9.18.1 | Submit data on complete first year program to an external agency/institution for summative evaluation. |
| 9.17.2 | Begin and complete repeat of situation assessment. | 9.18.2 | Submit program data to external agency to conduct summative evaluation. |
| 9.17.3 | Begin and complete reevaluation of goals, program elements, resources, and roles and responsibilities. | 9.19.1 | Receive final report of summative evaluation by Education and Skills Development Department. |
| 9.17.4 | Begin preparation of recommendations for modifications and changes. | 9.20.1 | Submit summative evaluation report to Vice President of Valley Resources and President of Resource Group. |
| 9.17.5 | Begin and complete consultation on recommendations with appropriate TVA groups and divisions, and outside agencies and organizations. | 9.21.1 | Disseminates program evaluation results to general public through TVA's Office of Communications, and through presentations at conferences, seminars, and publications. |
| 9.17.6 | Complete preparations of recommendations for modifications and changes. | | |
| 9.17.7 | Submit recommendations to TVA President of Resource Group. | | |
| 9.17.8 | Complete first year's implementation. | | |

E

DESCRIPTION OF THE PHASES OF
THE REVISED STRATEGIC PLANNING MODEL FOR TVA'S
EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

The revised strategic planning model consists of nine distinct phases. The phases and definitions are listed. Please take a moment to read through the following. Then, follow the directions on the Task Instruction Sheet.

- PHASE ONE: PLANNING TO PLAN - Answers the basic questions of: (A) How much commitment is there in TVA to the planning process?; (B) Who should be involved?; (C) How long will it take?; and (D) Who should develop the data?
- PHASE TWO: VALUES AUDIT - Examines the current values of TVA; TVA's philosophy of operations and the values and input of the external stakeholders in TVA's future.
- PHASE THREE: MISSION FORMULATION - Develops a clear statement of what business TVA's Education and Skills Development Department is in, a concise declaration of the purpose or function that the department is attempting to fulfill in society.
- PHASE FOUR: PERFORMANCE AUDIT - Identifies where TVA's Education and Skills Development Department is today. This involves a study of significant factors outside of the department that may positively or negatively impact its ability to achieve its stated mission.
- PHASE FIVE: STRATEGIC BUSINESS MODELING - Defines success in the context of the business TVA's Education and Skills Development Department wants to be in; how success will be measured; and what will done to achieve it; consistent with the established mission statement.

- PHASE SIX: GAP ANALYSIS - Compares the desired future developed during the strategic business modeling phase with the current state of the Education and Skills Development Department. This phase is an active process of examining how large a leap must be taken from the current state to the desired state--and determining how big the "gap" is. The "analysis" is the effort to answer the question of whether the skills and resources at hand are sufficient to close the gap--to achieve the desired future within the proposed period.
- PHASE SEVEN: CONTINGENCY PLANNING - Prepares for specific actions that can be taken when unplanned-for-events occur. This phase provides the Education and Skills Development Department with a variety of scenarios, each of which can be evaluated and planned.
- PHASE EIGHT: IMPLEMENTATION - Delegates the approved Education and Skills Development program plan to functional units (sections) within the department, each of which should be called on to develop detailed, functional plans, with a budget and a clear-cut timetable for execution. External program partners are selected through request for proposals (RFP) and the competitive bid process. The terms/conditions of program partners are negotiated.
- PHASE NINE: EVALUATION - Provides a comprehensive process for evaluating the program plan. This phase creates a formative and summative evaluation system of program activities. Final program evaluations are conducted by external agencies and results are disseminated to the public.

ACTIVITIES ASSOCIATED WITH A STRATEGIC PLANNING MODEL FOR
THE EDUCATION AND SKILLS DEVELOPMENT DEPARTMENT

Please Indicate Your Perception of The Importance of The Following Activities

(Please circle one number for each activity.)

- 5 - Extreme High Importance
- 4 - High Importance
- 3 - Moderate Importance
- 2 - Low Importance
- 1 - No Importance

- | | | | | | | |
|----|---|---|---|---|---|---|
| 1. | Establish an organizational entity, Education and Skills Development Department (E&SDD) within TVA that is solely devoted to helping address education and work force training needs within the Valley. | 5 | 4 | 3 | 2 | 1 |
| 2. | Establish an External Advisory Council that would become more responsive to the needs and wants of local citizens and program/project partners. | 5 | 4 | 3 | 2 | 1 |
| 3. | Develop of a mission statement (for E&SDD) with assistance from the Advisory Council. | 5 | 4 | 3 | 2 | 1 |
| 4. | Make decisions on work force training projects based on the needs of the work force. | 5 | 4 | 3 | 2 | 1 |
| 5. | Develop a five-year plan that addresses work force training issues. | 5 | 4 | 3 | 2 | 1 |
| 6. | Develop a list of possible project descriptions with identified goals and objectives that the Department will attempt to accomplish. | 5 | 4 | 3 | 2 | 1 |

- | | | | | | | |
|-----|---|---|---|---|---|---|
| 7. | Have written project objectives that are quantifiable, capable of attainment, and have a performance measure associated with them. | 5 | 4 | 3 | 2 | 1 |
| 8. | Develop a list of alternate activities and strategies for accomplishing stated objectives to help program/project partners respond to unplanned-for-events. | 5 | 4 | 3 | 2 | 1 |
| 9. | Select program/project through request for proposals (RFPs) and competitive bids. | 5 | 4 | 3 | 2 | 1 |
| 10. | Evaluate the progress of projects by documentation and reporting activities/accomplishments/failures, etc., according to stated goals and objectives. | 5 | 4 | 3 | 2 | 1 |
| 11. | Have an external agency/institution evaluate the success/failure of projects. | 5 | 4 | 3 | 2 | 1 |
| 12. | The summative evaluation report on each program/project will be disseminated to the general public. | 5 | 4 | 3 | 2 | 1 |

APPENDIX J

FIRST FOLLOW-UP POSTCARD

REMINDER TO RESPONDENTS

September 16, 1991

Two weeks ago a questionnaire titled "Phases and Steps of a Revised Strategic Planning Model for TVA's Education and Skills Development Department" was mailed to you. If you have already completed and returned, please accept my sincere thanks.

If not, I ask you to mail or Fax (615/632-8085) it to me today. Your participation is essential to the success of this important study.

Please call me at (615) 632-8103 if you need a copy of the questionnaire. I will Fax or mail it to you immediately.

Thank you for your help.

Sincerely,

M. Dennis Mynatt
Department Head
Education and Skills Development Department

APPENDIX K

SECOND FOLLOW-UP LETTER

TO NON-RESPONDENTS

(Second Follow-up Letter to Non-Respondents)

Dear Former Program Partner:

I am writing to you about our study on the importance of the strategic planning model for the Tennessee Valley Authority's Education and Skills Development Department. We have not yet received your completed questionnaire.

The number of questionnaires returned is very encouraging. But, whether we will be able to describe accurately how our former program partners feel about the overall effectiveness of this model depends upon you and the others who have not yet responded. Our past experiences have suggested that those of you who have not yet sent in your questionnaire may hold quite different preferences for the model than those who have responded.

This is the first study of this type that has ever been conducted. Therefore, the results are of particular importance to our former, present, and future program partners. The usefulness of our results depends on how accurately we are able to describe the former program partners opinion on the importance of the strategic planning model.

It is for these reasons that we are sending this letter. In the event that your questionnaire has been misplaced, a replacement is enclosed. May we urge you to complete and return it as quickly as possible.

We will be happy to send a copy of the results. Simply put your name, address, and "copy of results requested" on the back of the return envelope. We expect to have them ready to send by early fall of this year.

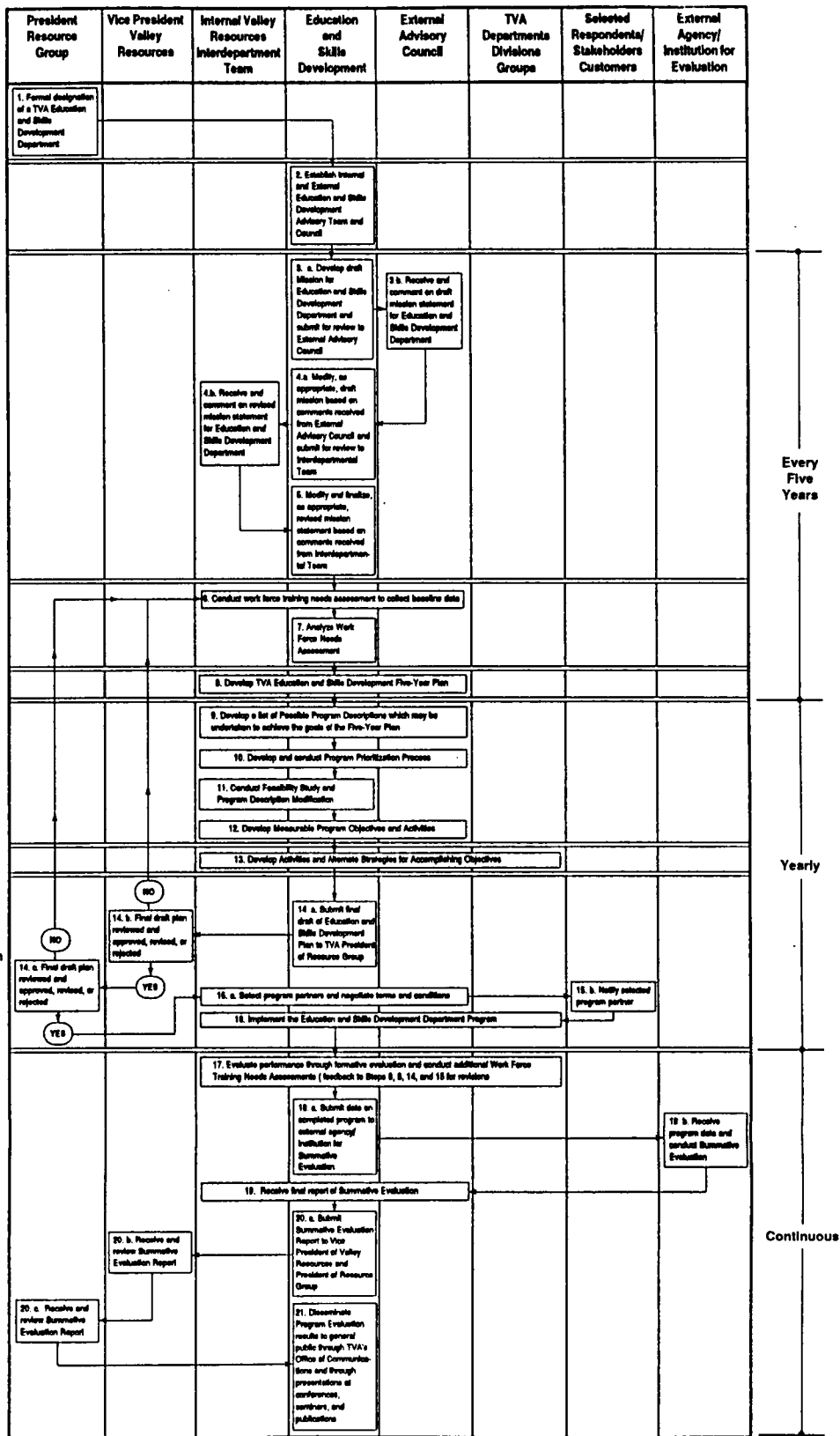
Sincerely,

M. Dennis Mynatt
Department Head
Education and Skills Development Department

Enclosures

APPENDIX L

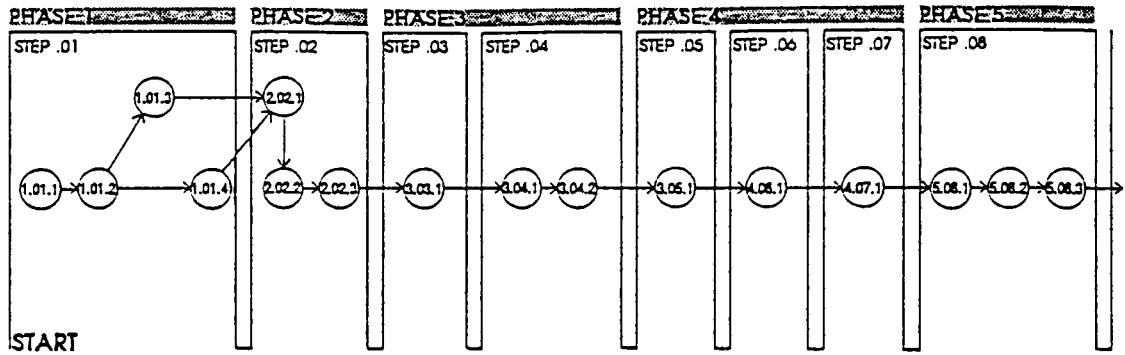
REVISED WORK FORCE STRATEGIC PLANNING MODEL



Every Five Years

Yearly

Continuous



PHASE 1—PLANNING TO PLAN

- 1.01.1 Present revised strategic planning model to TVA's Vice President of Valley Resources.
- 1.01.2 Obtain approval from TVA's Vice President of strategic planning model.
- 1.01.3 Identify potential members of external advisory council and internal team.
- 1.01.4 Obtain approval of Council and Team from TVA's President of Resource Group.

PHASE 2—VALUES AUDIT

- 2.02.1 Publicize Council and membership.
- 2.02.2 Formalize internal interdepartmental team and external advisory.
- 2.02.3 Establish scope and operation of team and council.

PHASE 3—MISSION FORMULATION

- 3.03.1 Draft mission statement for Education and Skills Development Department.

3.04.1 Submit draft mission to external advisory council for review and approval.

3.04.2 Submit mission statement to interdepartmental team for review, revision, and approval.

3.05.2 Modify and finalize, as appropriate, revised mission statement.

PHASE 4—PERFORMANCE AUDIT

4.06.1 Conduct work force training needs assessment and collect baseline data.

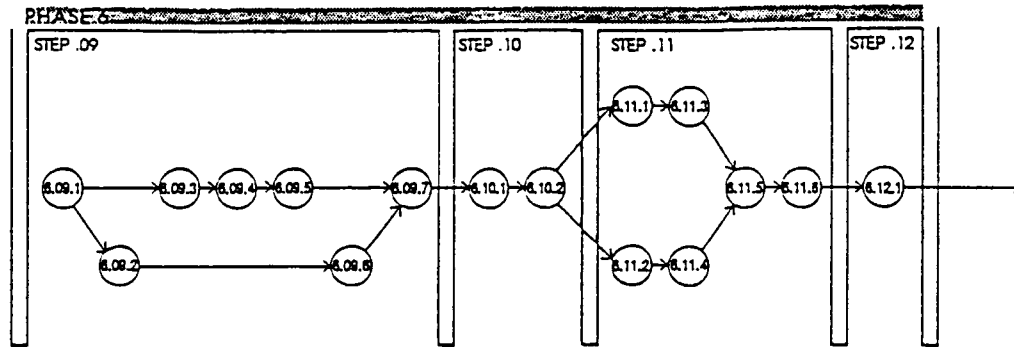
4.07.1 Analyze and summarize work force needs assessment.

PHASE 5—STRATEGIC BUSINESS MODELING

5.08.1 Review and discuss draft Five-year Plan and work force training needs.

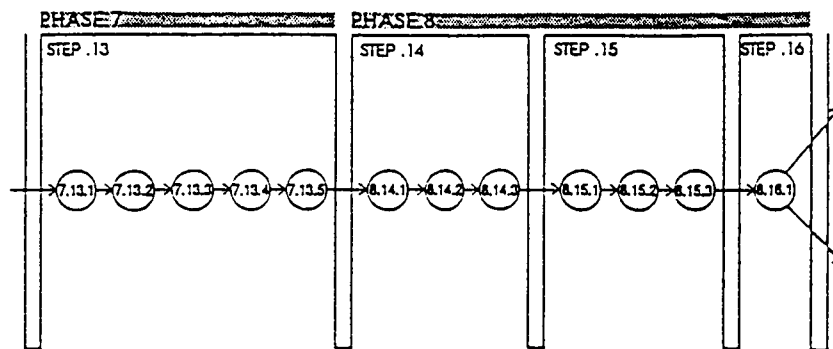
5.08.2 Finish review and discussion of draft Five-Year Plan and work force training needs.

5.08.3 Recommend Five-Year Plan for TVA Work Force Training Program.



PHASE 6—GAP ANALYSIS

6.09.1	Request literature about work force training programs from Valley State Departments of Education, Labor, Economic Development, Boards of Regents, U.S. Departments of Labor and Education, and Education Resources Information Center (ERIC).	6.10.1	Develop and conduct program prioritization process.
6.09.2	Prepare criteria for matching program possibilities with goals outlined in Five-Year Plan.	6.10.2	Make final program suggestions based on program prioritization process.
6.09.3	Prepare draft list of work force training program possibilities.	6.11.1	Prepare draft resource inventory.
6.09.4	Begin preparation of criteria for selecting program possibilities.	6.11.2	Prepare draft constraints identification.
6.09.5	Review and discuss work force training program possibilities.	6.11.3	Conduct resource inventory with interdepartmental team and advisory council.
6.09.6	Match program possibility statements with goals outlined in Five-Year Plan.	6.11.4	Conduct constraints identification with interdepartmental team and advisory council.
6.09.7	Select top four-to-five program possibilities for each goal using criteria.	6.11.5	Begin and complete prioritization of programs based on resource inventory and constraints identification data.
		6.11.6	Analyze Resource Inventory and Constraints Identification Data for Feasibility Study and Program Description Modification.
		6.12.1	Write measurable objectives for each program and activity.



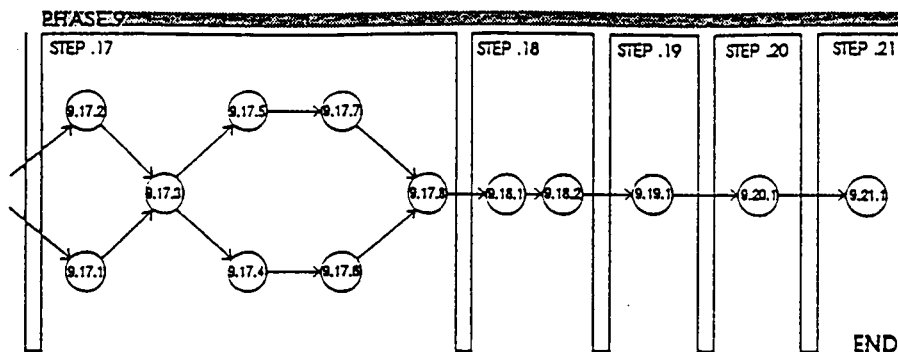
PHASE 7—CONTINGENCY PLANNING

- 7.13.1 Begin draft of workplan.
- 7.13.2 Write tentative statement of roles and responsibilities for TVA groups, division, and external agencies and organizations.
- 7.13.3 Distribute tentative statements of roles and responsibilities to those from whom commitment is sought.
- 7.13.4 Begin and complete preparation of final draft of work force training plan with accompanying alternative options.
- 7.13.5 Publish final draft of work force training plan.

PHASE 8—IMPLEMENTATION

- 8.14.1 Submit final draft of work force training plan which contains terms and conditions for program partners to TVA President of Resource Group.
- 8.14.2 President of TVA Resource Group begins and completes review of draft work force training plan.

- 8.14.3 Return draft work force training plan with President of TVA Resource Group's comments and recommendations to Education and Skills Development Department.
- 8.15.1 Select through RFP, competitive bids, etc., program partners and negotiates terms and conditions.
- 8.15.2 Complete negotiation with letters of agreement for roles and responsibilities.
- 8.15.3 Notify selected program partners.
- 8.16.1 Designated groups and divisions and outside agencies and organizations begin first year implementation.



PHASE 9—EVALUATION

- | | |
|---|---|
| <p>9.17.1 Begin and complete measurements (formative evaluation) made of outcomes resulting from a program implementation.</p> <p>9.17.2 Begin and complete repeat of situation assessment.</p> <p>9.17.3 Begin and complete reevaluation of goals, program elements, resources, and roles and responsibilities.</p> <p>9.17.4 Begin preparation of recommendations for modifications and changes.</p> <p>9.17.5 Begin and complete consultation on recommendations with appropriate TVA groups and divisions, and outside agencies and organizations.</p> <p>9.17.6 Complete preparations of recommendations for modifications and changes.</p> <p>9.17.7 Submit recommendations to TVA President of Resource Group.</p> <p>9.17.8 Complete first year's implementation.</p> | <p>9.18.1 Submit data on complete first year program to an external agency/institution for summative evaluation.</p> <p>9.18.2 Submit program data to external agency to conduct summative evaluation.</p> <p>9.19.1 Receive final report of summative evaluation by Education and Skills Development Department.</p> <p>9.20.1 Submit summative evaluation report to Vice President of Valley Resources and President of Resource Group.</p> <p>9.21.1 Disseminates program evaluation results to general public through TVA's Office of Communications, and through presentations at conferences, seminars, and publications.</p> |
|---|---|

VITA

Marvin Dennis Mynatt, son of Ernest and Alvelder Mynatt, of Knoxville, Tennessee, was born on January 13, 1951. He attended Sunrise Elementary School from 1956 to 1964, and graduated from Carter High School in 1968. In 1974, he received a Bachelor of Science degree in Education with a major in Social Studies from The University of Tennessee, Knoxville. In the Summer of 1974, he accepted an internship in the Tennessee Valley Authority's Education and Manpower Development staff. At the same time, he began study toward a Masters of Science degree in Industrial Education at The University of Tennessee. The degree was awarded August, 1975, with minors in Curriculum and Instruction and Educational Administration and Supervision. In 1975, he was selected as an Education Resource Planner with the Tennessee Valley Authority's Education Relations and Manpower Development staff. He currently serves as Department Head of the Tennessee Valley Authority's Education and Skills Development Department.

He is married to Irma Littlejohn Mynatt. They have two sons, Stephen Christopher, who is twelve years old, and Jonathan Dennis, who is nine years old.