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**VISION AND CHANGE:
THE RELATIONSHIP BETWEEN VISION STATEMENTS
AND STRATEGIC CHANGE IN ORGANIZATIONS**

by
William H. Price

A DISSERTATION

Submitted to
**School of Business and Entrepreneurship
Nova Southeastern University**

In partial fulfillment of the requirements
for the degree of

DOCTOR OF BUSINESS ADMINISTRATION

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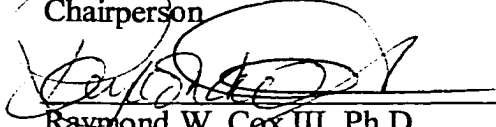
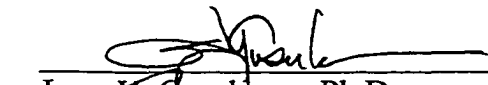
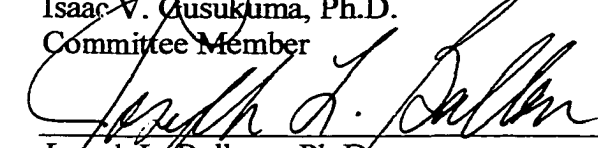
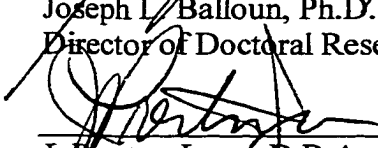
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We hereby certify that this Dissertation submitted by William H. Price conforms to acceptable standards, and as such is fully adequate in scope and quality. It is therefore approved as the fulfillment of the Dissertation requirements for the degree of Doctorate of Business Administration.

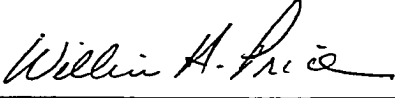
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2001

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William H. Price

ABSTRACT

VISION AND CHANGE: THE RELATIONSHIP BETWEEN VISION STATEMENTS AND STRATEGIC CHANGE IN ORGANIZATIONS

By

William H. Price

Vision statements are intended to define and guide an organization. Additionally, there should be a change that takes place in the organization as top management directs the members to follow the vision. The recent Government Performance and Results Act (GPRA), as modified by OMB, recommends the inclusion of vision statements in a federal agency strategic plan. This vision statement relationship to change was tested to see if it held true for federal government agencies. Vision statements containing themes relating to the organization's future, innovation, motivation, or purpose, should encourage top management to ensure that these strategies are actually implemented. This involves the ability of vision to change an organization's behavior through top management support for strategic change. Most agencies begin their strategic planning with a vision of intended direction that may address some, but not all of the four themes listed above.

Two models were developed to test for a positive relationship between organization vision statements and strategic change. They are similar, but in the second model, the management role is examined more closely. A survey instrument was administered to top agency leaders to sample change activity that occurs in their organization. The corresponding vision statements were obtained from their web site.

Factor analysis was used to define the key vision statement words that embrace management change action. Regression analysis was used to determine the relationship between the vision statement descriptor words and organization change. We found that the relative importance given to the two themes, future and motivation, is directly reflected in the strength of support for change by top management.

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CHAPTER I

INTRODUCTION

The fundamental purpose of this dissertation is to firmly establish the relationship between vision statements and the organization's reaction to them. The primary thrust is brought to bear on top management and their implementation of organization strategic change. Specifically, vision statements containing themes relating to the organization's future, innovation, motivation, or purpose, should encourage top management to ensure that these strategies are actually implemented. This relationship is investigated in the federal government's executive departments and agencies.

Background

There has been a considerable amount of research on the meaning of vision as well as its connection to effective organization outcomes. The very first step in strategic planning involves establishing the vision of the firm (Hax and Majluf, 1984). The vision statement focuses attention on what is really important in the organization (Conger, 1989). Further, "the vision drives major organization change" (Belasco, 1990, pg. 274) as all other strategic steps will then flow from the vision. The vision statement should include an envisioned future with a core purpose (Collins and Porras, 1994). Subsequently, vision statements should consist of the future image, the source of motivation, and the organization's purpose (Larwood and Falbe, 1997). Finally, a vision should include the dimensions of innovation and flexibility (Belasco, 1990). These concepts embody four primary themes of future image, innovation of ideas, motivation of employees, and

primary purpose, that should be included in a vision statement. The literature strongly supports the concept of a match between vision statements and organization action (Conger, et al, 1999; Larwood and Falbe, 1997; Thompson and Strickland, 1998). Thus, we have the fundamental basis for this research.

Vision Statement Themes

This research focuses on four of several possible vision statement themes that affect organization change. The first involves a future theme which includes a long term time frame for planning agency objectives to accomplish. Drucker (1954) described the firm as needing a long term direction and purpose in terms of overall objectives. Bechard and Harris (1977) characterized the need to proclaim an image of the future in order to make it the present state. Nanus (1992) and Collins and Porras (1994) note that visions should include challenging goals of what it has not yet been achieved. Hambrick and Mason (1984) made it known that vision is also associated with a long term outlook associated with goals and stability of the organization. These authors give strong support for a future image theme in vision statements.

The second theme is innovation. Organizational innovation is the adoption of an idea or behavior that is new to the organizations industry, market, or general environment (Daft, 1982). Also, the more a vision statement contains concepts such as innovation, flexibility, and risk tolerance, the more likely these concepts will appear in the organization's action (Belasco, 1990). This innovation theme suggests the agency readily adapts to new situations, is creative, and changes on short notice. The literature gives partial support for an innovation theme in vision statements.

The motivation consequence of a vision is important too. Bennis and Nanus (1985) relate that leaders communicate the vision best as a metaphor or model. Conger (1989) said the vision can be a memory tool to enable employees to make decisions. Conger, Spreitzer, and Lawler (1999) summed it up by saying a vision is a picture of the organization that is easily communicated. These authors provide support for a motivation theme in vision statements. It means the management members received the message and fully understand what it means.

The fourth theme describes the organization's primary purpose. Selznick (1957) described the government as needing an official philosophy to ensure institutional continuity. He called this a formulated doctrine for enhancing morale, communicating philosophy, and rebuffing outside criticisms. Collins and Porras (1994) contend that a complete vision statement will have a core ideology consisting of cherished values and a defined purpose. Bennis and Nanus (1985) introduced the term of attention through vision to create a focus with an absolute concern for outcome. This describes what they do now and who it serves. These authors present support for a primary purpose theme in vision statements.

Most recently, Falbe and Larwood (1997) found that the vision statement should make objectives explicit, motivate members, clarify goals, and define the purpose. Hence, the literature tends to support four vision statement themes of future, innovation, motivation, and purpose. These four themes in vision statements establish a critical part of the basis for this research.

Strategic Change

Previous research (Larwood, Kriger, and Miesing, 1993; Larwood, Falbe, Kriger, and Miesing, 1995; Larwood, Falbe, and Kriger, 1996; and Cho, Hambrick, and Chen, 1994) tied the relationship of top leadership characteristics to implementing the vision of the organization. Hambrick and Mason (1984) research on vision indicated that organizations are a reflection of their senior executives. The Hambrick and Fukutomi (1991) explain that the leaders and the organization tend to combine together as the leader's personality merges into the organization culture. The vision's concept should emerge in the performance of the organization as it causes changes to take place (Belasco, 1990). Thus, the top management team forms the catalyst that implements the vision.

Normally, similar circumstances in business as in government should produce the same type of results (Bozeman and Kingsley, 1998; Chen and Hambrick, 1995). However, government executive managerial decision making is subject to far more constraints than by their counterparts in the private sector (Harrison, 1999; Hambrick and Mason, 1984). These constraints include roles such as political appointees, public scrutiny, and a different budgetary process.

Organizational change is considered the adoption of a new idea or behavior by an organization (Pierce and Delbecq, 1977). This strategic change should influence organizational changes in processes, technology, structure, and culture (Nadler and Tushman, 1990). The most basic premise is that vision tends to drive major organizational changes (Belasco, 1990). The rates of change in strategy affect the strategic and structural changes occurring throughout the history of an organization

(Amburgey and Dacin, 1994). Therefore, a central position is that the presence of certain themes in vision statements causes changes to occur in the organization.

Federal Government Role

The majority of United States government executive branch agencies and sub-agencies have vision statements to guide their operation. These agencies include major subdivisions of departments, administrative agencies, independent regulatory boards, commissions, administrative boards, and federal corporations (Held, 1979).

The requirement for federal government vision statements stems from the 1993 Government Performance and Results Act (GPRA) enacted by Congress. This act requires government agencies to have strategic plans, mission statements, and long term goals. More specific direction came from the Office of Management and Budget in Circular Number A-11, Overview of Strategic Plans, Annual Performance Plans, and Annual Programs which was generated in 1998. This circular describes the requirement for a vision statement in the executive branch of the federal government. Since GPRA and the circular apply to most agencies, they should eventually develop a vision statement.

Extension of Prior Research

Larwood and Falbe (1993) conducted a study on vision statements and their relationship to the management style of business school deans in terms of encouraging changes or resisting changes. This Larwood and Falbe journal article was the first in a series of other journal articles (Larwood, Falbe, and Kriger, 1996; Larwood and Falbe,

1997; Falbe and Larwood, 1997, August; Larwood and Falbe, 1999) on the same subject.

The Larwood et al. (1995) study of top corporation executives focused on the vision content and organization characteristics that top business executives articulate. Their research found a correlation between the vision statement wording and the propensity for changes by the top executive. Subsequently, various other organization situations were also investigated to see if their earlier conclusions on vision and organization reaction held true. They did not, however, investigate any government agencies.

There were no differences in vision found in any of the Larwood articles (Larwood, Falbe, and Kriger, 1996; Larwood and Falbe, 1997; Falbe and Larwood, 1997, August; Larwood and Falbe, 1999) on vision statements between large or small organizations, nor did they find any significant differences across industries. Their (1995) methodology lays the groundwork for further research in this area. The relationship between government vision statement content and organization outcomes in terms of propensity for change remains largely unexplored.

An article by Bozeman and Kingsley (1998) provides much of the framework for the research design by using correlation and regression with an additive scale. While the study very narrowly focused on strategic change and the risk culture in government, it defines some of the background for this research. Their survey instrument sought similar types of responses on strategic change in state government agencies.

Framework for Research

The methodology and research design for conducting the research is clarified in the next few sections.

Purpose of Research

The purpose of this research is to examine government organization vision statements and their relationship toward causing top management to influence change to properly align the organization with the vision statement. This study is implemented by extending the connection between vision statement themes through the top management in a government setting. It will then propose a proper alignment of vision statement and organization change characteristics in terms of top management.

The existing literature does indicate a connection between the organization's top leaders and the vision statement effect on the organization. There does not appear to be any research specifically connecting distinct vision statement themes to top leadership support for change in the organization. Additionally, the majority of the research on this topic is concentrated in the area of private business corporations. By examining federal governmental agencies, we will determine whether there is a direct connection between specific vision statement themes and management support for change in the government organizations.

Research Questions and Hypotheses

An overall question to resolve has to do with a relationship between the vision and the agency overall support for changes in strategy. Specifically, the first research question to determine is:

1. Is there is a positive relationship between the organization vision statement themes and support for strategic change?

This situation leads to five more research questions emphasizing specific top management support in bringing about change. These questions to be resolved include:

2. Do organizations with vision statements emphasizing certain themes have a positive relationship to management that supports strategic change?
3. Do organizations with vision statements emphasizing a future theme have a positive relationship to management that supports strategic change?
4. Do organizations with vision statements emphasizing an innovation theme have a positive relationship to management that supports strategic change?
5. Do organizations with vision statements emphasizing a motivation theme have a positive relationship to management that supports strategic change?
6. Do organizations with vision statements emphasizing a purpose theme have a positive relationship to management that supports strategic change?

The management support refers to top management involvement advocating changes to bring the organization in alignment with the vision statement theme. These six questions lead to six pairs of hypotheses to research in terms of the vision effect. The null hypothesis that states that the vision statement does not support the change and should also be investigated. These hypotheses for research are stated as:

H01: There is no correlation between the organization vision statement themes and support for strategic change.

HA1: There is a positive correlation between the organization vision statement themes and support for strategic change.

H02a: Organizations with vision statements emphasizing a future theme will have no correlation to management that supports strategic change.

HA2a: Organizations with vision statements emphasizing a future theme will have a positive correlation to management that supports strategic change.

H02b: Organizations with vision statements emphasizing an innovation theme will have no correlation to management that supports strategic change.

HA2b: Organizations with vision statements emphasizing an innovation theme will have a positive correlation to management that supports strategic change.

H02c: Organizations with vision statements emphasizing a motivation theme will have a positive correlation to management that supports strategic change.

HA2c: Organizations with vision statements emphasizing a motivation theme will have a positive correlation to management that supports strategic change.

H02d: Organizations with vision statements emphasizing a purpose theme will have no correlation to management that supports strategic change.

HA2d: Organizations with vision statements emphasizing a purpose theme will have a positive correlation to management that supports strategic change.

These hypotheses will be investigated in detail in Chapter III.

Method for Research

A survey instrument was sent to 400 federal government agency leaders to self evaluate their management support for strategic change. The survey required a twenty-five percent response rate for maximum statistical effectiveness. There was a cover letter soliciting their help that included directions for the instrument on the reverse side. The instrument consisted of 16 questions on a two page format. Most questions adhered to a 5 point bi-directional Likert scale.

An agency top management member that determines policy was asked to describe their support for change in the organization. It also included several descriptive organizational questions. Independent raters scored each organization vision statement as they searched for the presence and strength of the specified themes. These four themes are supported by seven independent descriptive words. The descriptive words were derived from the representative literature.

Correlation analysis and regression was the primary tools used to analyze the relationships among variables. Correlation analysis is used to show the strength of the relationship between the vision statement theme word elements and management support for change to align the organization to the theme. Regression analysis is used to show how the vision statement themes have an effect on management support for change in the organization.

The vision statement is certainly not the only circumstance that will influence the support for organization change in terms of the specified variables. This becomes a limitation of the study. Another limitation is the potential for someone other than the

agency leaders to respond to the survey instrument. There are several controls in place but this is difficult to absolutely control without physically observing the respondents complete the survey instrument.

Organization of Report

Chapter II delineates the background of prior research in detail and explains how vision interacts with government agency change. Then the role of vision is examined as it permeates into the overall organization strategy. Chapter III explains the methodology used to gather data and extract meaningful information. This will be followed with a thorough analysis of the findings and their implication for management members in the organization.

Intent of the Research

Although a substantial body of literature has examined vision statements (Belasco, 1990; Larwood and Falbe, 1997, Bennis and Manus (1985) Conger, 1999, Kouzes and Posner, 1991) and strategic change (Nadler and Tushman, 1990 Tushman and Romanelli, 1985; Burns and Stalker, 1961), less attention has been given to the actual relationships between vision and strategic change. In fact, research on this specific relationship in federal government appears to be non-existent. Further, in reviewing the limited research on vision and change relationships, Boeker (1997) concluded that more attention should be given to the causes of strategic change. Thus, this provides an opportunity to examine the outcomes associated with a vision statement and strategic change in government. Apparently this is because the executive department agencies were not required to have a vision statement prior to 1998. It would appear, based on the literature, that the public

form of organization should produce similar findings to that of the profit-oriented corporate organizations.

This research on the role of vision statements should contribute to the sphere of academic knowledge by expanding prior research into the area of government organizations. To do so would be meaningful by showing a relationship indicating that vision statements do, to some degree, determine organization change.

Commonly Used Terms in this Research:

Action – behavior and conduct of the agency

Agency – any government organization below the department level

Agency head – top organization leader, agency chief, administrative leader, chief administrative officer, CAO

Behavior - conduct and action of management and employees

Bureau - government organization below cabinet level

Change – alteration of organization processes, structure, culture, technology

Chief Agency Officer (CAO) – same as agency head

Chief Executive Officer (CEO) – overall responsibility for performance of entire organization

Components – descriptive words for change that are part of the dependent variables.

Core ideology – agency purpose is defined, tells what business agency is in, and describes what they do now.

Cover letter – the letter accompanying and describing the survey instrument

Department – the 14 Executive Departments of the U.S. government

Descriptive words – specific words describing parts of vision themes

Desired state – descriptive word for future outlook and aims for organizations to achieve.

Elements – descriptive words in vision themes that form the independent variables.

Emphasizing - means the vision statement accentuates and stresses one of the themes.

Executive –top management that determines strategy

Flexibility – descriptive word meaning versatile or readily adapts to new situations,

willing to change on short notice, and responsive.

Future – vision theme consisting of desired state and long term

Government – United States Federal Government executive branch (for this study)

Implementation – theme of communicating the vision statement

Innovation – vision theme consisting of new ideas and flexible descriptors

Inspiration – descriptor word designed to motivate employees, describes a common feeling, induces employee commitment

Long term – descriptive word for a time frame well into the future

Management - refers to the top management or top leadership that has the ability to bring about significant changes in policy within the organization.

Motivation – vision theme consisting of inspiration and understood

Motivation – vision theme consisting of inspiration and understood

New ideas – descriptor word that encourages new methods or modified old methods for processes. Support for improved service.

Organization – used interchangeably for government agency, department, or corporate forms

Purpose – vision theme consisting of a core ideology that describes what the agency does now and who it serves

Risk taking – willing to accept risky situations or strategy

Role – the broad purpose of the agency categorized as regulatory, service, or support

Strategic change – see change

Support - the TMT actively encourages, advocates, or champions a particular theme

described in the vision statement.

Survey instrument – questionnaire sent to respondents

Themes – consists of future, innovation, motivation, and purpose in the vision statement

Top Management Team (TMT) – see management

Understood – descriptor word meaning easily communicated, very short, much like a slogan that is memorized

Vision – the organization's intended direction

Vision Statement – a formal written statement of the vision (see vision)

Vision themes – see themes

Word element – a descriptive word used in a theme

CHAPTER II

REVIEW OF LITERATURE

A review of the leading researchers in the field of organization strategy strongly supports the belief that a match should exist between the vision statement and the organization's reaction to it. We are interested in the role vision plays in government agencies and the management response by initiating change in the organization.

Background of Vision

The role of the vision statement, top management, and organization change are an integral part of strategic management. It is, therefore, worthwhile to examine the interacting role that vision plays on strategy formation.

Early Pioneers

Not all authors agree on the definition of a vision statement and their definitions vary in complexity. First of all, it should be noted that visions are not always called vision. The vision concept sometimes goes by terms such as "personal agenda, purpose, legacy, dream, goal, or vision" (Kouzes and Posner, 1991, p. 85). Other terms cited include long term objective, long term goal, image, doctrine, and core ideology. A source of difficulty with early strategists was that goal statements were used to describe the organization as well as the sub-units of an organization. Goal statements by early theorists served as a basis for evaluating the behavior of participants or of entire organizations (Scott, 1998, p.287).

One early hint of vision is offered by Barnard (1938) who emphasized that goals serve as a source of identification and motivation for participants. Selznick (1957) noted that goals may be employed as ideological weapons with which to overcome opposition and to generate resources from the environment. Chandler (1962, p. 13) defined strategy as “the determination of the basic long range goals and objectives of an enterprise, and the adoption of courses of action and the allocation of resources necessary for carrying out these goals.” These are the same criteria described by more contemporary authors (Collins and Porras, 1984; Conger, 1989) as a definition of vision. Drucker (1954) described the firm as needing a long term direction and purpose in terms of overall objectives. Early analysts all emphasized the motivational properties of goals to serve as bases of attachment for the organization and external participants (Scott, 1998). These early goals are used “to guide behavior, to motivate it, to symbolize it, to justify it, or to evaluate it” (Scott, 1998, p. 286).

Drucker (1973) subsequently described the purpose of the business as being the theory of the business. He relates that “it sets the foundation for priorities, strategies, plans, and work assignments” (p. 75). Glueck describes organizational objectives as “those ends which the organization seeks to achieve by its existence and operations” (1980, p. 35). He noted that from these organizational objectives comes the analysis of threats and opportunities and then the strategies. The term goal is used to note a “selection of domain (what business shall we be in?) and the selection of a competitive stance” (Chaffee, 1985, p. 89). Therefore, the early use of the term goal appears to be used as an organization vision.

Public sector use of vision began to emerge in the 1950's. Selznick (1957) refers to public and administrative agencies as needing an official philosophy to ensure institutional continuity. He explains that a "well formulated doctrine is remarkably handy for boosting internal morale, communicating the bases for decisions, and rebuffing outside claims and criticisms" (p. 515). Bechard and Harris (1977) felt that one of the first and most critical steps for managing the transition state is to develop and communicate a clear image of the future. They said a written statement of the future may be of value in clarifying the image.

Bennis (1984) produced extensive writings on vision and explains that in varying degrees all CEO's "possess the competencies of a vision of a desired state of affairs, communication ability to gain support, capacity to maintain organization direction, capacity to create empowerment, and a capacity to make the organization monitor its own performance" (p. 18). Later, Bennis and Nanus (1985) use the term of attention through vision to create focus which is an unparalleled concern with outcome. They explain that an important ingredient is the ability to grab the attention of management and others.

The Hambrick and Mason (1984) publications reveal that vision is often associated with a long term outlook associated with goals and long term stability of the organization leader. They revealed "organizational outcomes ... are viewed as reflections of the values and cognitive bases of powerful managers in the organization" (Hambrick and Mason, 1984, p. 193). They felt the organization's vision and approach are embodied in the leader's values and background.

According to Hax and Majluf (1984), the vision of the firm is considered to be a rather permanent statement used to:

communicate the nature of the existence of the organization in terms of corporate purposes, business scope, and competitive leadership; to provide the framework that regulates the relationships about the firm and its primary stakeholders; and to state the broad objectives of the firm's performance (p.294).

Rago (1996) describes government vision as encompassing the concept of customers being empowered to make choices and seeks to develop an agency wide culture that solicits and values consumer opinion. This is a strange use of the term customer which apparently means the public.

Some of the early references on the topic of vision statements referred to vision in terms such as overall goals, long term objectives, objective of the enterprise, and strategic plans. By the 1980's, the term vision was in common use.

Strategic Management Process

Mintzberg (1987) says an organization's overall strategy emerges from the pattern of actions already initiated and the plans managers have developed for fresh moves. Several authors describe vision as the first steps in the development of organization strategy (Hitt, Ireland, and Hoskisson, 1999; Wheelen and Hunger, 1998; Daft, 1998; Mintzberg, 1987). Effective strategy making described by Thompson and Strickland (1998) begins with the concept of what the organization should and should not do and a vision of where the organization needs to be headed. "Strategic management is applied by leaders to align an

organization's direction with the organization's aims" (Nutt and Backoff, 1992, p. 3).

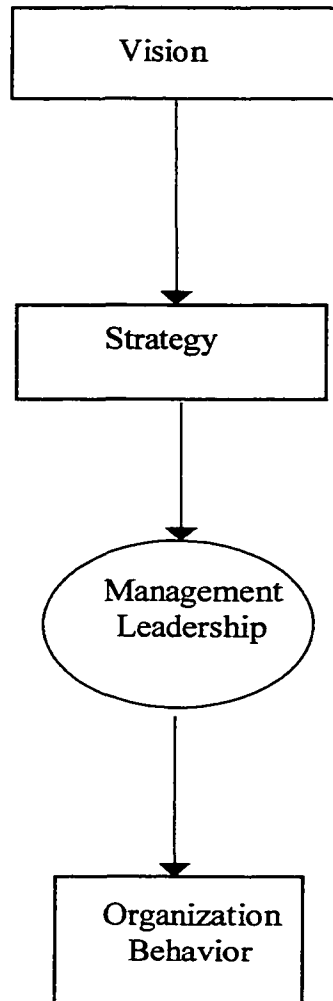
Employees should be included in the planning of the change so that their participation will motivate them (Selznick, 1957). Hax and Majluf (1984) identified several basic steps in the corporate strategic planning processes, but the very first step includes establishing the vision. This first critical step leads to the "corporate philosophy, mission of the firm, and the SBUs with their interactions" (Hax & Majluf, 1984, p. 44). "Eventually a strategy for achieving that vision is also developed" Conger et al. (1999).

The strategy of an organization forms a comprehensive master plan stating how it will achieve its mission and objectives (Wheelen and Hunger, 1998, p. 12). There are countless definitions of the strategic process, but Mintzberg (1987) summarizes the process as setting direction, focusing effort, defining the organization, and providing consistency.

The diagram depicted in figure 1 is suggested by Held (1979), Hitt, Ireland, and Hoskisson (1999, p. 6), Wheelen and Hunger (1998, p. 9), and Daft (1998 p. 47). It graphically shows the interaction of vision and strategy as part of the formulation of organization plans. The leadership has the instrumental role of carrying out the strategy which ultimately affects organization behavior.

Figure 1

Vision and Strategic Relationships



Note. Diagram is partially derived from Held (1979) in the Sayre Model, and Hitt, Ireland, and Hoskin (1999, p. 6) and Daft (1998, p. 47).

“Strategy is used to create focus, consistency, and purpose for an organization by producing the plans, ploys, patterns, positions, and perspectives to guide strategic action” (Nutt and Backoff, 1992, p. 55). Eisenhardt remarked that “where technical and competitive changes are rapid, fast strategic decision making is essential” (1990, p. 39). Thus, the organization must react to the environment.

Public Strategy

The federal government stakeholders are “congress, the president, political appointees, interest groups, government agencies, the public, and even the media ...” (Ricucci, 1995, p. 220). Nutt and Backoff, (1992) believe the public sector strategy has important differences in terms of reaction to stakeholders. They identified nine types of strategy that fit environmental conditions relevant for public sector organizations. Each of these public sector strategies relates to responsiveness toward stakeholders making up their domain.

The Sayer model is an analysis tool used for policy analysis that guides the bureau. It indicates that the policy maker draws influence from eight directions: executive office, political parties, legislative bodies, interest groups, career staff, media, judicial, and other bureaus (Held, 1979).

The types of organization strategies defined by Nutt and Backoff (1992, p. 87) for dealing with stakeholders are:

1. **Dominators** - take action to deal with rapidly emerging needs with little responsiveness to legitimate authority.

2. Directors - bring an increase in the responsiveness to needs thought to be significant.
3. Posturer - is a strategy of inaction.
4. Accommodator - is a strategy that incorporates more commitment to action in the agenda of issues.
5. Drifter is placed in environments that call for little action.
6. Bureaucrat - depends on routine programs of standardized procedures.
7. Compromiser - deals with several clusters in a turbulent environment and has stakeholders in each cluster with significant needs.
8. Mutualist - is needed for turbulent environment in which needs are rapidly changing and collaboration is required.
9. Transformational - makes significant changes in its services, clients, roles and obligations.

Even congress and the Office of Management and Budget (circular n. A-11, 1998) have an opinion on how vision should look. They have decreed that vision statements should typically embody the agency values and principles. The vision, if used, should be included in the strategic plan. The guidance recommends agencies to plan for six or more years into the future.

Strategy for the public sector organization is arranged to adapt to the different assortment of stakeholders. This suggests a unique vision statement that relates to these strategies. Organization strategy and vision are interwoven. Vision is a critical part of achieving the organization's strategy.

Vision statements can not be complete without some discussion about a profit motive. Pearce and David (1987) explain that vision components may have different phrases relating to specific profit or financial orientation. Khademian (1995) makes a case that federal agencies have a financial bottom line that somewhat compares to a private for profit organization. She says that “a bottom line allows these organizations to measure successes and failures, and motivates the search for less costly ways of delivering goods and services” (p. 17). However, the connection between the vision and financial performance is not a clear relationship as there are many uncontrollable variables. Additionally, the connection to a change concept, particularly in a government role, is not well developed in the literature. Therefore this area is not explored further in this research.

Vision Differs from Mission

Since the step following the vision statement is the development of the mission statement (Figure 1), some further explanation of its interaction should be considered. Some of the literature does not always clearly separate a vision statement from a mission statement.

According to Drucker, “only a clear definition of the mission of the business makes possible clear and realistic business objectives” (1974, p. 75). The mission is the unique purpose that sets it apart from other organizations of its type and identifies the scope of its operations (Pearce and Robinson, 1997). The effective mission statement according to Ireland and Hitt, (1992) describes how an organization is “unique in its scope of operations and its product or service offerings” (p. 35). Wheelen and Hunger, explain that

the mission identifies the extent of the organization's "operations in terms of products offered and markets served" (1998, p. 10). Strategic missions flow from strategic intent (Ireland & Hitt, 1992). Ireland and Hitt are referring to the mission being derived from the organization vision.

Some vision statements sound more like mission statements as described in Kimball's (1992) survey of mission themes. The research by Kimball is an excellent analysis of mission statements and primarily investigates the relationship of the written mission statement components to general unwritten missions. The study uncovered the fifteen written mission statement word elements of (a) customers, products, services, technology, (b) industry scope, (c) geographic domain, (d) survival, growth, and profitability, (e) company philosophy, (f) company self concept, (g) public image, (h) employees, (i) suppliers, public and government, (j) shareholders, (k) vertical scope, (l) motivation, (m) quality and excellence, (n) policies, and (o) personality traits. The elements found in this study help exemplify the differences between vision and mission statement element words.

Wheelen and Hunger (1998, p. 10) note that an organization's mission is "the purpose or reason for the organization's existence". This use of the word purpose sounds very much like a vision. They also explain that it tells what the company is providing to society. This contradicts Hax and Majluf (1984) and Thompson and Strickland (1988) who provide essentially the same definition of a vision statement. Daft defines the mission as the organization's "shared values and beliefs, and its reason for being" (1998, p. 48). Though this one also sounds much like the vision statement, there appears to be a

common theme here. Pearce and David (1987) said organizations that differ dramatically in such areas as profit motive, stakeholders, and geographic marketplaces would also differ in the specific components included in their mission statement. They are indicating that organizations can be highly identified by the different words in their mission statement.

The firm's mission statement further defines that company's purpose and operationalizes the top manager's vision (Thompson and Strickland, 1998). Most authors are describing a mission statement in terms of expanded objectives, scope of operations, and markets served. The literature shows the mission deals more with the present situation than with the organization's aspirations and long term goals. The mission statement goes a step further in covering the scope of operations, beliefs, and products.

Vision Statement Role

This section on vision statement role will go a little further and explain how the vision statement is used in the organization. Visions tend to be fairly stable. They do gradually change over a period of years but "must be at least somewhat consistent over moderate periods of time" (Larwood et al., 1995, p. 11).

According to Kouzes and Posner (1991) there are five fundamental practices, that enable exceptionally successful leaders to get the organization moving; "they challenged the process, inspired a shared vision, enabled others to act, modeled the way, and encouraged the heart" (p.7). These practices correspond closely to the three parts defining a vision statement stated in the definition section.

Something can be learned from unsuccessful implementation of vision. Conger et al.

(1999) explains that in failed organization transformations, there are adequate plans and programs, but no vision. Conger suggests the useful rule of thumb of:

If you can't communicate the vision to someone in five minutes or less and get a reaction that signifies both understanding and interest, you are not yet done with this phase of the transformation process (Conger et al., 1999).

All of these concepts described above help to form a useful framework for the role of the vision statement in organizations.

Vision Effect and Top Executive

Larwood, Kriger, and Falbe (1993, p. 230) investigated AACSB business schools to determine the impact of the deans' vision on their school in relation to their backgrounds and the schools' characteristics. This resulted in three distinct clusters of deans that were categorized as "reactive communicators, reactive loners, and proactive visionaries" The Larwood and Falbe (1994) study on the vision of entrepreneurs found that they differed from other executives in terms of flexibility, risk, detail, and planning.

In a later Larwood, Falbe, Kriger, and Miesing (1995) study of corporate vision, they identified three clusters of executives which appeared to possess distinctive organization characteristics. The clusters were characterized as (a) conservative responses with low ratings on vision formulation and innovation, (b) fully identifying with their vision, action oriented, and responsive to competition, and (c) having action oriented visions but low on implementation. Cluster membership of CEO's in the Larwood et al. (1995)

article was related to the rapidity of firm change, and amount of control exercised. The study does need more research to bolster conclusions and determine how extensive the findings are.

The next Larwood, Falbe and Kriger (1996) study research was conducted to determine the outcome of the vision statement on corporate executive performance. Although most executives felt the vision had a positive effect on performance, it could not be fully substantiated. Then the Falbe and Larwood (1997) paper compared the vision statement elements of top executives in entrepreneurial firms to executives as a whole. Among other things, their findings were that entrepreneurs do score higher in risk taking and lower in the vision formulation process. A lower score in risk taking occurs for established organizations. Additionally, this study found some support that the correct vision statement will contribute to improved performance.

Themes of Vision Statements

The available literature offers varied concepts on what a vision statement should constitute. A summary (Table 1) of leading researchers and authors in the area of vision statements offers support for the four themes and word elements. Some of the researcher sources are extracted from the Larwood et al. (1995) study on vision statement word elements.

Table 1

Contributors to Vision Statement Themes

Themes	Researcher
Future	Barnard, 1938; Bennis and Manus, 1985; Collins and Porras, 1994; Conger et al., 1999; Hambrick and Mason, 1984; Hesselbein, Goldsmith, & Beckhard, 1996; Hitt, Ireland, and Hoskisson, 1998; Kotter, 1995; Kouzes and Posner, 1991; Larwood et al., 1996; Mintzberg, 1987; Murray, 1975; Nanus, 1992; Peters and Austin, 1985; Pierce and Robinson, 1997; Pierce, 1996; Thoms and Greenberger, 1995; Wheelen and Hunger, 1998;
Innovation	Amabile and Conti, 1999; Amburgey and Dacin, 1994; Ban, 1995; Belasco, 1990; Chen and Hambrick, 1995; Cho et al., 1994; Conger et al., 1992; Daft, 1982, 1997; Deming, 1982; Hambrick and Mason, 1994; Larwood, 1995; Scott, 1998; Westley and Mintzberg, 1989
Motivation	Bechard and Harris, 1977; Bennis and Nanus, 1985; Bozeman & Kingsley, 1998; Burns & Stalker, 1961; Conger, 1989; Conger, 1989, 1999; Conger, Eisenhardt, 1990; Spreitzer, and Lawler, 1999; Falbe and Larwood, 1997; Hesselbein, Goldsmith, and Bechard, 1996; Katzenbach, 1996; Kotter,

1995; Kouzes and Posner, 1991; Scott, 1998; Senge, 1990;
Srivastva, 1983; Tushman & Moore, 1988

Purpose Belasco, 1990; Bennis, 1984; Collins and Porras, 1994; Gold
and Campbell, August 1988; Hax and Majluf, 1984; Higgins and
Vincze, 1993; Ireland and Hitt, 1992; Larwood et al., 1995;
Millar, 1997; Mintzberg, 1983; Nanus, 1992; Rago, 1996;
Senge, 1990; Westley and Mintzberg, 1989, Collins and Porras,
1994.

Note. Researcher lists the author and year of work that supports each theme in their writings.

A common thread indicates that visions should include the themes in terms of the organization's future, innovation, motivation, and the purpose for existence. Briefly, these can be summarized in one word as the future, innovation, motivation, and purpose. Some authors define vision in terms of all four of these particular themes (Falbe and Larwood, 1997; Thompson and Strickland, 1998).

Generally, vision statements consist of the future image, a source of motivation, and the organization's purpose (Larwood, 1997). Most researchers support vision communication to employees as a catalyst for change (Bechard and Harris, 1977; Bennis and Nanus, 1985; Conger, 1989). The vision statement is multifaceted, as described by Thompson and Strickland (1998), who state the following criteria for a strategic vision: a. deciding on a long term strategic course to pursue, b. defining what business the organization is presently in, and c. communicating the vision in ways that are clear, exciting, and inspiring. The vision statement should "clarify goals and make objectives explicit, in addition to the motivation of organization members" (Falbe and Larwood, 1997, p. 4). Collins and Porras (1994) discussed vision descriptors of an envisioned future and a core purpose.

The themes and descriptive word elements depicted in Table 2 capture the most popular concepts described by leading researchers.

Table 2

Vision Statement Themes and Word Descriptors

Theme	Descriptor	Concepts
Future	Desired state	Goals, direction for tomorrow
	Long term	long time frame
Innovation	New ideas	Service, products, work
	Flexibility	yielding, risk, not conservative
Motivation	Inspiration	Enthusiasm, excitement,
	Understood	commit simple, motto, metaphor
Purpose	Core ideology	Philosophy, customers defined, type of business, who we are

Vision Statement Wording

There are certain key vision word elements that appear in vision statements more often than others. Larwood and Falbe (1997) found that there are twenty-six word elements that commonly occur in vision statements. These word elements were extracted from their research which was based on a literature review of leading authors in the field of vision. The relationship may be one of either supporting or opposing the element stated. This study helped form some of the word elements used in this study.

As a result of the Larwood et al. (1995) research, they discovered seven factors which group the word descriptors in terms of executive or organization behavior. Similar research was conducted by Falbe and Larwood in 1997 which focused only on change related vision related word elements. These elements were action, bottom line, changing, competitive, risky, formalized, and accepted. Their naming of these factors was arbitrary.

A weakness in the Larwood and Falbe (1997) study is that some elements they used could have more than one meaning for the executive respondent. For example, the term general could mean the vision statement is not detailed in nature or it could mean it is sufficient for practical purposes. Other elements could be difficult to define such as the element of a planned statement. Apparently many of the vision statement elements have some overlap with other elements. Some of this problem can be reduced by using fewer categories of elements.

The established relationship between the (Larwood et al. 1997) word elements and this study's elements or descriptors are delineated in Table A1 of Appendix A. Elements relating to bottom line orientation were dropped as federal government agencies have little control over their revenues. The remaining four elements that were removed had a negative correlation to action and are also dropped out. The vision statement themes and elements are further expanded upon in the following sections with additional support for their importance provided. Some of the words were renamed in this study.

Future Theme

This future theme includes an approach of overall direction in terms of attitude and growth (Mintzberg (1987; Wheelen and Hunger, 1998). Conger et al. (1999) says a vision

is a picture of the future that is relatively easy to communicate by clarifying the direction in which an organization needs to move. Looking toward the future, Kouzes and Posner (1991) define a vision as “an ideal and unique image of a common future and as a mental picture of what tomorrow will look like” (p. 100). Nanus (1992) found that vision is an engaging picture of what the organization could be like in the future. The vision must be realistic enough to attract the organization’s stakeholders to invest time and energy in it. These definitions are proactive and direct attention to the future condition.

Peters and Austin very simply explain that the concept of vision is a “picture of where the company and people are heading, and why they should be proud of it” (1985, p. 284). Larwood et al. (1996) relates a notion that vision is “broadly accepted as an idealized mental image of a desirable future” (p. 3). A model developed by Thoms and Greenberger (1995) conceptualizes a future vision as “a hypothetical cognitive schema which pulls together beliefs and images about ideal ways of doing things” (p. 213).

Long term plans are typically for a five year period (Pierce and Robinson, 1997, p. 5). This five year time frame is common in the literature. Vision guides the development of organization strategy (Hitt, Ireland, and Hoskisson, 1998). Thus, a vision statement should encourage employees to craft the organization into something better. It points the organization toward the direction of an image of who or what they should be in the desired future.

Future goals lead to organization changes (Collins and Porras, 1994). John Kotter (1995) points out the real power of a vision is unleashed only when most of those involved in an enterprise or activity have a common understanding of its goals and

direction. “Helping people align their behavior with the organization’s vision will solidify the attaining of desired goals and move energy in the desired direction” (Hesselbein, Goldsmith, and Beckhard, 1996, p. 86). Additionally, vision will have an envisioned future with extremely challenging goals of what it has not yet achieved (Collins and Porras, 1994).

In government, “Planning implies a participatory process in order to come up with mutually satisfactory goals” (Murray, 1975, p. 369). “Once established, organizations change their unifying purposes. They Tend to perpetuate themselves; and in the effort to survive may change the reasons for existence” (Barnard, 1938). Thus, planned represents a methodical way of uniting ideas with action. This is planning and management of future goals. The vision is often associated with a long term outlook associated with goals and long term stability of the leader (Hambrick and Mason, 1984; Pierce, 1996).

Bennis and Manus (1985) determined that to choose a direction, a leader must first have developed a mental image of a possible and desirable future for the organization. This image, which they call a vision, “may be as vague as a dream or as precise as a goal or mission statement”. These authors support the emphasis of goals in vision statements.

Innovation Theme

Innovation includes the element of flexibility meaning the organization is easily adapted to fit various conditions as it yields to influence from stakeholders. This is related to contingency theory (Scott, 1998, p. 96) whereby environments place new requirements on organizations which requires them to react. Leaders are able to use new issues to add value by changing an old practice (Westley and Mintzberg, 1989;

Amburgey and Dacin, 1994). Strong support is advocated for the inclusion of innovation, flexibility, and the associated risk tolerance (Belasco, 1990).

The “implementation or adoption of new, useful ideas by people in organizations” will cause organization change (Amabile and Conti, 1999, p. 630). It can be associated with perceived change in a firm and industry and the need to be innovative (Larwood et al., 1995; Westley and Mintzberg, 1989). Daft (1997) explains the concept as pertaining to “readiness to adapt to changes in the environment” (p. 50). This concept represents new and fresh ideas for the way to do things. Organizational innovation is the adoption of an idea or behavior that is new to the organizations industry, market, or general environment (Daft, 1982). He says the first organization to introduce a new product is considered the innovator, and the organizations that copy are considered to adopt changes.

Deming’s (1982) first of fourteen points includes constancy of purpose which he says should include innovation which generates new and improved services. Generally, leaders that are most willing to push for change have high levels of “professional aspiration, tolerance of ambiguity, and cognitive complexity” (Conger et al., 1992, p. 309). They state that change leaders strongly believe that they can effectively implement the change to the full extent of their capabilities.

The years of formal education are most likely to be positively associated with innovation (Hambrick and Mason, 1994). They explain that it is not so much the specific type of education or degree that counts as much as the sheer numbers of higher education accomplished. In other words, master’s degrees are associated with greater innovation on the

part of CEO's than just having a bachelor's degree. Recent research indicates a correlation between education levels of executives and their propensity for competition as well as their speed in response to competitive moves (Cho et al., 1994).

In terms of flexibility, Ban (1995) relates that public organizations have varying dimensions of flexibility and control in operations. Some are prone to flexibility and others tend to favor stability. Research by Chen and Hambrick (1995) found that very large organizations are reluctant to engage in unconventional competitive behavior. An organization acting in any manner that is not conservative in nature has a tendency to upset the stakeholders. Thus a conservative CEO's behavior is likely to be rewarded by the stakeholders.

Ban (1995) explains that flexibility is the opposite of stability and control. Perhaps this indicates that flexible organizations are unstable and have less control over actions. Ban's model posits that public organizations differ on the two critical dimensions of flexibility and individuality. It appears that we can expect a wide variety in responses to flexibility in the federal government agencies.

These authors are indicating that the propensity for leaders to be inclined toward change and flexibility are related to higher education, smaller organization size, and strong agency leader beliefs. Apparently education produces more than just a greater knowledge base.

Motivation Theme

Motivation is sometimes used as a tool in a vision statement. Conger (1989) says vision was established to play an important role in the motivation of organization

members. Senge (1990) describes a vision as something in most member's hearts providing energy with a focus on learning. He explains that the method of gaining commitment from people is to take a personal vision and build it into a shared vision. Kouzes and Posner (1991) explain that the vision should be communicated in a passionate way to encourage a buy in by the organization members. Falbe and Larwood (1997) also relate that vision is used as a leadership motivational tool for employees. It can be explained as a unified commitment by employees to organizational objectives.

Inspirational means the vision is strongly believed in by all workers. The top leader of an organization is likely to stress emotional goals as a way of developing commitment among their participants (Scott, 1998, p. 287). Srivastva (1983) emphasized how important it is to communicate the vision, impart clarity, and induce commitment to it. This works as the catalyst to bring the vision to realization. Kouzes and Posner (1991) say vision should be communicated in a passionate way to be most effective.

Vision should clearly state what the organization should represent so that members will understand who they are and thereby buy into the program. Senge (1990) says a vision should be exhilarating. One of the earlier explanations of vision purpose is offered by Srivastva (1983), which was that vision has "the capacity to create and communicate a compelling vision of a desired state of affairs -- to impart clarity to this vision ... and induce commitment to it" (p. 18). "The simpler the vision's message, the greater the likelihood it will be retained" (Conger, 1989, p. 42). Conger notes that vision plays a critical role in motivation.

Kotter (1995) says that support for the new vision is virtually impossible unless the vision has been effectively communicated. Kotter explains that the key themes in effectively communicating a vision include: “keep it simple by eliminating jargon and wasted words, use multiple forums to spread the word, use repetition to allow the idea to sink in deeply, lead by example in your behaviors and decisions” (1995).

It is critical that the vision statement be communicated constantly to all employees in the organization. Fostering support for the vision is virtually impossible unless the vision has been effectively communicated (Kotter, 1996, p. 85). “Executives who communicate well, will incorporate vision messages into their hour by hour activities” (Conger et al., 1999, p. 93).

A technique frequently used with vision is the use of a figure of speech. Bennis and Nanus found in their discussions with leaders that they “often communicated the vision best as a metaphor or model” (1985, p. 107). An example is a telephone company asking you to reach out and touch someone.

An approach described by Conger (1989), is through a “few broad concepts ... the vision becomes a memory tool allowing many levels of the organization to make decisions without consulting their superiors” (p. 42). The vision should have captivating rhetoric that fires the imagination and emotions of followers (Bennis and Nanus, 1985, p. 107). This allows the vision to be clearly understood.

Katzenbach (1996) uses the expression of working visions to create images in the minds of people that generate enthusiasm, commitment and trust. He feels that some organizations create lengthy formal vision statements that are difficult to understand and

should shorten them to only a few words that are more effective. Visions, according to Senge (1990) should include the following ideologies: (a) exhilarating, (b) shared by members, (c) a step to get people working together, and (c) trusting. Senge appears to strongly support the inspiration theme.

Purpose Theme

The purpose theme tells what the organization does now. Collins and Porras (1994) contend that a complete vision statement will have a core ideology consisting of cherished values and a defined purpose. Higgins and Vincze (1993) say that top managers must first define their business and answer the question of what business should we be in? They explain that the organization's vision is a general statement of its intended direction that evokes emotional feelings in organization members.

Peters and Austin (1985) noted that among the essential executive functions, they should formulate and define the purpose of the organization. The organization vision has a purpose of coordinating actions and efforts or moving people to take action (Mintzberg, 1983; Ireland and Hitt, 1992; Larwood et al., 1995). Visionary leaders are able to use new issues to add value by changing an old practice (Westley and Mintzberg, 1989).

Collins and Porras (1994) contend that a complete vision statement will have a core ideology consisting of cherished values and a defined purpose. This first component was described as a reason or purpose for existing. "We see vision as simply a combination of an enduring core ideology plus envisioned progress for the future" (Collins and Porras, 1994, p. 202). They explain that the core ideology is an identity that holds the organization together over time.

Vision purpose includes the customers served. Rago (1996) specified the need for a government vision to include the concept of customers having an important role in determining the vision. Belasco (1990) says the vision should be a short, simple statement adding marketplace advantage factors which positively distinguish the organization in the minds of everyone with whom the organization interacts with and provides criteria for decision making. Presumably, this includes the customers, employees, and suppliers. Not all customers are aware that they are customers of the public sector (Millar, 1997).

The shared vision statement establishes the primary purpose of the organization (Ireland and Hitt, 1992; Gold and Campbell, August 1988; Nanus, 1992; Senge; 1990). Therefore, by defining what they do, the vision states the organization's purpose in society.

Other Themes

There is the possibility that a vision statement could contain a theme relating to fiscal matters. Research on this theme (Larwood et al., 1995; Falbe and Larwood, 1997) suggest a common theme involves a bottom line concept. In government, it is difficult to determine the degree of control that agencies have over their budget and revenue generation ability. For this reason, fiscal themes are not considered further.

Additionally, visions may discuss a generic or unspecified topic. The studies by researchers (Larwood et al., 1995; Falbe and Larwood, 1997) include word elements of general, difficult to describe, detailed, and integrated with others (Table A1). Their findings were that these did not lead to strong action on the part of the organizations. Hence, they

connote the opposite of a proactive position toward change in the organization.

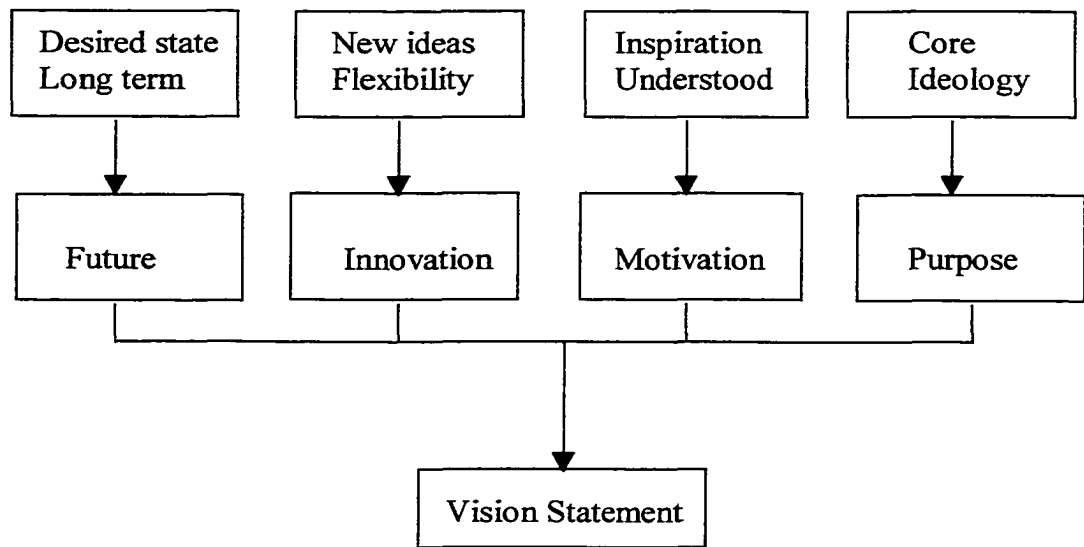
Basic Themes

Based on this literature review, four basic themes emerge as researchers attempt to summarize important themes. This vision theme synopsis should describe most purposes for a vision statement in terms of changes for the organization and is supported by the leading researchers in the area. From this, the broadly defined vision statement themes can be summarized as the organization's future, innovation, motivation, and purpose for existence. This is certainly not to suggest that vision statements will contain all four themes. However, it does imply that vision statements will contain one or more of the themes to bring about changes in the organization strategy.

The relationship of vision statement themes is derived from Srivastva (1983), Falbe and Larwood (1997), and Thompson and Strickland (1998) and is displayed in figure 2. This builds upon the earlier strategic management model depicted in figure 1. The seven vision word descriptors are used to form the four themes. The organization vision themes are part of the vision statement which leads to the strategy of the organization. The vision is included in the strategy. The support behind this parallels the intent of the vision statement that leading authors have described above.

Figure 2

Basic Vision Statement Word Elements and Themes



Note. Top row of boxes are word elements which contribute to four themes below them.

Government Agency and Vision

Congress, the Office of Management and Budget, the Office of Personnel Management, and other agencies have provided some guidance for agency vision statements. The results, however, are not uniform.

Guidance for Federal Government Vision

The original direction for federal government vision statements was hinted at in the Government Performance and Results Act (GPRA) which was enacted on August 3, 1993 by Congress. The act mandated full participation by all agencies by fiscal year 1999 and required strategic plans, mission statements, and long term goals. The act mandates the design and pursuit of strategic planning and performance measurement in the federal government and is aimed at achieving qualitatively and quantitatively better results from public policy implemented by public agencies (Henderson, 1995).

The guiding document supporting GPRA is OMB Circular Number A-11; Overview of Strategic Plans, Annual Performance Plans, and Annual Programs generated in 1998. Congress exempted the CIA, and independent agencies with \$20 million or less in annual outlays from these requirements. Under GPRA, agencies were required to submit their initial strategic plan to OMB and Congress not later than September 30, 1997, so they should be in place now.

Circular A-11 is very specific on what should be included in the strategic plan but does not specifically delineate what is to be included in the vision statement. The circular states that “vision statements, which typically enunciate agency values or principles, may be included in a strategic plan” (circular n. A-11, 1998). The agency strategic plan must

cover a minimum of six years, which suggests that it may be revised occasionally.

Agencies are required to make their strategic plans available on the World Wide Web, or through other electronic media.

The requirement for a strategic plan that stemmed from GPRA evolved into several agencies managing small parts of the implementation process. Although all agencies are not specifically required to have a vision statement, their strategic plan must be in place at this time.

Development of Government Agency Vision

Not only is there a vision statement in each executive department, but also most of the bureaus and agencies under the departments have vision statements. The bureau or agency is a unit expansive enough to have the major powers necessary for carrying out programs and making policy (Held, 1979). Drucker (1982) explains that to make government more effect, they should take steps to require clear and specific goals for every government agency and establish priorities within its targeted objectives.

Logically, Pearce and David (1987) theorized that non-profit agencies should have different vision statement themes compared to profit oriented agencies. On the other hand, Pierce (1996) found that there are many parallels between strategic management of military and non-military organizations. Both have visions and long term goals. The United States government has embraced the vision statement concept in its agencies.

Most strategic management procedures call for clear goals. A crucial difference between public and private organizations stems from goals (Mainzer, 1973). Public organizations tend to have multiple goals that are both vague and conflicting. One

problem is no “bottom line” that can be used as a representative measure of success in most public organizations.

An interesting observation about federal agencies is the wide variety of approaches to the vision statement. Not all of these approaches are supported by the literature. During web site searches for vision statements for government agencies, it was noted that some agencies, such as the U.S. Air Force and Post Office, change their vision statement every few years. These are used by the agency more as a slogan to inspire the members. Deming’s (1982) fourteen points for management include the elimination of numerical goals, slogans and exhortations. He feels that slogans never helped anyone to do a better job. An example he suggests is the term of zero defects in an organization. From this we can conclude that he would not support this use.

A few government agencies may combine their vision, mission, and goals into one paragraph. Current research found no authors that supported combining these together.

Nutt and Backoff (1992) explain that there can be problems when applying corporate vision topics such as efficiency to public agencies:

Operating efficiency is often taken as a substitute for the bottom line and can have silly effects in public organizations. Efficiency in public libraries, for instance, would entice the library management to keep the books shelved, cut hours, and limit services. These actions sharply depart from common conceptions of what libraries are about. Thus, goals are frequently ambiguous for public organizations (p. 85).

Although vision statements tend to be fairly brief, there certainly are variations in vision statement length. One of the important tenants in effective communicating a vision is to keep it simple (Kotter, 1996, p. 90). There are some government agencies that have vision statements of only two words while others, such as the Small Business Administration, approach 100 words to convey their vision. Katzenbach (1996) suggests the effective vision statement should be closer to five words than to fifty words. It is easier to create a mental image with the brief version. One example of an extremely brief vision statement used by the U.S. Air Force is the two word “global engagement” phrase. There is not much in the way of vision themes to build on, but perhaps there is a high action orientation.

The examples of vision statements in the Appendix (Table A2) include samples from government plus a few corporate organizations for comparison. All of the examples include several of the elements described in the Larwood (1995) survey instrument. The table also notes if the agency is a sub-agency of another agency or department.

The Veterans Department (Table A2) is another example as its vision statement is very customer oriented which supports a primary purpose theme. Some agencies have a greater need to satisfy the customer than do others.

Probably one of the earliest and most classic example of top level government vision was announced by President John F. Kennedy in 1961. The President described the goal of “putting a man on the moon by the end of the decade” (Bennis and Nanus, 1985, p. 91). This later became a core for the vision at NASA’s Space Center to “produce a clear mental image of where leaders were taking them” (Katzenbach, 1996, p. 64).

There is no typical government agency vision statement as they vary in approach and

content. The length of vision statements varies from about five words to a full paragraph to make its point. Generally, the vision statement can be found on the agency's web site.

Variations in Vision Statements

The Department of Transportation appears to encourage vision statements. The Department of Transportation has a vision statement relating to quality in "A visionary and vigilant Department of Transportation leading the way to transportation excellence in the 21st century" (Department of Transportation, 1999). This includes elements of leadership and direction.

The Department of Education is another agency that encourages vision statements that are quite lengthy. A small part of the vision statement for the Education Department is "to be recognized as an agency that has strong internal partnerships for financial management. The Department has fully integrated financial management as a shared responsibility for staff and program officials throughout the Department" (Department of Education, 1999). This would include the elements of direct effort, describes what is taking place, and bottom line oriented.

The Federal Aviation Administration's public relations division (1999) is fairly typical in that it is strategically future oriented and embodies flexibility. This agency's vision statement reads that they will:

Be the preferred provider of creative information solutions into the 21st century. We will be a technology leader and employer of choice by providing greater opportunities for learning, growing, and working in a collaborative environment. (Internet, 1999).

Interestingly, the vision statement for the Department of Agriculture, Rural Development AMS division (1999) appears to embody every vision word element in this study. It is lengthy but includes references to action, strategic future, flexible, responsive, change, customer orientation, bottom line, and motivation.

We aggressively assist the fruit and vegetable industries to realize their full economic potential. We vigorously market a variety of services to respond to the ever-changing market. Industries select Federal marketing orders to solve their marketing needs because we deliver a quality service in a timely manner. We are highly responsive to industry needs and have a long-term view of the future of American agriculture. We identify innovative solutions to solve marketing and regulatory problems confronting the industries. We are a catalyst for cooperation among government agencies in order to achieve industry goals. We consistently exceed our customers' expectations. Motivated personnel, streamlined processes, and a diversity of services allow us to meet our customers' needs (online, 1999).

From this quote we can clearly see that some agencies thoroughly understand the concepts of vision. However, it may be a bit too much to easily remember or communicate to employees.

Some Executive Departments appear to use vision for smaller projects of short

duration. Madeline Albright, head of the State Department, goes to an extreme and uses the term vision in practically every speech for every project undertaken (online, 1999). This includes temporary NATO projects or aid delivery to developing nations.

As a comparison to the federal government, the private sector firm, Lowe's Company, is more competitive and states that they are in the business of providing the products to help our customers build, improve and enjoy their homes. "Our goal is to out service the competition and be our customers' first choice store for these products" (Lowe's, 1996, p. 5). This includes elements of focused and responsible to competition.

One lower agency within the Department of Education, NPEC, has a vision statement of supporting the purpose theme:

The public will have ready access to up-to-date information about post-secondary education in the United States, consistent with laws and regulations related to privacy and confidentiality, the principle of voluntary participation, and the recognition of institutional diversity (National Postsecondary, 1999).

This not exactly a catchy or exciting phrase for workers. However, it appears to relate to the element of action, in that it is quite descriptive. It doesn't appear to convey much else. Therefore, it appears that it is not difficult to categorize the vision statements according to the descriptor elements.

Some departments have more sub-agencies possessing vision statements than do others. The reason for this is not clear. They all bear distinctively different messages

about their agency. Some follow the textbook definition of vision and others appear to be quite unconventional.

Strategic Change

The organization, its top leader, and vision are connected in a strategic involvement. The strategic “vision drives major organizational change” (Belasco, 1990, pg. 274). He explains that certain behaviors are key to realizing the vision. Tushman and Romanelli (1985) noted that “only executive leadership has the position and potential to initiate and implement strategic change”.

Change in Organizations

The vision is inclined to drive important organizational changes (Belasco, 1990). Organizational change is considered to be the adoption of a new idea or behavior by an organization (Pierce and Delbecq, 1977). Differences in vision content are associated with perceived change in a firm and industry, the greater the perceived change, the more likely the vision will be evaluated as action oriented, innovative, and responsive to competition (Larwood, 1995). The Amburgey and Dacin (1994) study found that strategic and structural changes occurring throughout the history of a firm affect the rates of change in strategy.

Strategic change is a change in the firm’s strategy, mission, and vision. This change should influence other organizational changes in technology, structure, and culture (Nadler and Tushman, 1990). Change involves those jobs (R&D or new product development) which have the most impact on achieving change and realizing the vision

(Belasco, 1990). There are four types of change within organizations: services, strategy and structure, people and culture, and technology (McCann, 1991).

Strategic organizational changes are usually triggered by factors outside the organization. External challenges, such as dramatic technological innovations, may cause strategic changes. "Strategic organizational changes affect the entire organization and usually change the strategy and the structure, culture, people, and processes" (Nadler and Tushman, 1990).

Some changes are limited and incremental in nature. Strategic, system wide changes implemented under crisis conditions are highly risky. Nadler and Tushman (1990) found that all strategic organizational changes initiated under crisis conditions with short time constraints were by far the riskiest. Such changes usually require a change in core values. Some recent trends that have generally lead to significant changes in corporate culture are reengineering, shift to horizontal forms of organizing, total quality management (Daft, 1998). These should not negate the importance of the vision statement as these are tools to assist in bringing about the change.

Some organizations are more able to change than others. Nutt and Backoff, (1992, p. 112) explain that some types of public organizations that can control change and other types that cannot easily control change. Professional agencies such as the IRS and FBI have considerable prerogative to act in a prescribed arena and have a protected budget. Political agencies, such as the State Department, have high control over their actions and may have legislation to protect it. Thus, change may be in the hands of parties outside of the agency.

Burns and Stalker (1961) found that a stable, unchanging environment demanded a different type of organization than did a rapidly changing one. A stable environment can be portrayed as predictable demand for the organization's service, technological innovation is evolutionary, and government policies regarding regulation change little over time. An innovative environment is portrayed as having service demand change drastically on short notice, technological innovation occurs rapidly, and government policies and regulations change suddenly.

The Burns and Stalker (1961) findings led to mechanistic and organic organizations. Mechanistic organizations have adherence to the chain of command, functional divisions, high specialization, formal hierarchy, detailed job descriptions, interaction is vertical, and behavior governed by instructions. Organic organizations are the opposite and have little concern with chain of command, jobs not clearly defined, and lateral communication.

Ban (1995) says that the traditional model of bureaucracy does not appropriately fit all government organizations. Some are far more formal and impersonal, while others are smaller, more informal, and stress the importance of personal relationships. Most organizations "differ in the extent to which they stress use of formal regulations for control" (Ban, 1995, p. 23).

Stereotyped views of public bureaucracy in terms of change varies greatly among individual administrative institutions (Goodsell, 1989). He relates that to the Department of Commerce, advocating change means improving the productivity of American industry while to the Department of Defense it means rearming an alarmingly weak military establishment.

Boeker and Goodstein (1991) note organizations that have recently been successful will resist changes in their basic strategies and missions. We may suppose this includes vision as well. Tushman and Romanelli (1985) found that a buffeted organization, such as the EPA, is highly subject to changes as they have a low internal capacity and low control over their affairs. A proactive agency uses key stakeholders to fold into tasks with important issues. Tushman and Romanelli also note the longer firms have been successful, the greater the extent to which resistance to change and inertia will prevail and the less likely it will be that changes in external conditions will lead directly and immediately to change.

Forms of Organization

The theme though out this research is that the public and private sectors are more alike than different. Mintzberg (1979) believes the organization form or structure should match the strategy. Galbraith (1995) defines organization structure as a firm's formal role configuration, procedures, governance and control mechanisms, and authority in decision making processes.

Mintzberg (1979, 1983), and Williamson (1975), promote several organization forms which are variously referred to as structures, archetypes, postures, categories, or topologies. These authors suggest, in varying degrees of emphasis, that the organization form should be congruent with the strategy of the organization.

Henry Mintzberg (1979, 1983, 1989, 1994) explains that there are five organization forms of entrepreneurial, machine, professional, adhocracy, and diversified that apply to most organizations. He is quick to point out that "each configuration is overstated to

make it clearer, not to suggest that every organization -- indeed any organization -- exactly fits a single configuration" (1983, p. 156).

The entrepreneurial organization has a flexible structure, closely and personally controlled by the leader who coordinates by direct supervision which is common in start up and turnaround situations as well as small businesses (Mintzberg, 1979). It is possible that a newly formed government agency may flirt with this form of organization.

The machine organization is characterized by a classic bureaucracy. It is highly formalized, specialized, centralized, and largely dependent on the standardization of work processes for coordination. It is common in stable and mature industries with mostly repetitive operating work conditions (Mintzberg, 1979).

In 1983, Mintzberg expanded on the machine organization as he described an inflexible organization that is efficient in its own environment but does not easily adapt to new environments. Rules and regulations abound in the entire structure, formal communication is preferred, and decision making tends to follow the formal chain of command. Some government agencies clearly fall into this category.

Professional organizations (such as accounting and architectural firms) are organized to carry out expert work in relatively stable settings, hence emphasizing the standardization of skills while administrators serve for support more than control (Mintzberg, 1979). Comparable government agencies specializing in a professional roles will also fall into this category.

We should note that there are various forms of organizations with differing characteristics. There is no reason to think that this should not apply to government

agencies as was pointed out by Hambrick and Fukutomi in 1995. Similar to private business, government agencies will also emerge and mature. We can conclude that there is no typical government organization as several Mintzberg forms of organization characterize can be found in the federal government.

In addition, it is meaningful to understand that visions in a sub-agency of larger organizations should be compatible. A government example is offered by Perlmutter (1995) who relates an example from the Commissioner of Recreation in the city of Philadelphia. The leaders made sure that the vision for the Recreation Department was compatible with the values and vision of the overall city's vision.

While the organization structure may vary in a government agency, it must be compatible with its goals and strategy. There is no preferred type of structure in government. The next section will suggest a relationship of organization categories to visions.

Size of Organization

Gold and Campbell (August 1988) confirmed that the size of the organization has a strong effect on the degree of organization formality, management style, and the purpose of its planning system. Cho, Hambrick, and Chin (1994) found that larger firms and larger top management tended to respond faster to changes in the environment.

Chen and Hambrick (1995) compared characteristics of small and large firms. The authors found that small firms are more active in initiating competitive actions than large firms. They also found that large firms are more reactive than small firms when attacked by a competitor. Another finding by Chen and Hambrick (1995) was that when large

organizations act in extreme and deviant ways, they tend to lose stakeholder confidence in their abilities. Chen and Hambrick found a tendency for organization leaders of large organizations to not act in extremist ways as it may alienate stakeholders. This was less of a problem in smaller organizations.

Pfeffer (1982) says that organizations that are quite large have more power and leverage over their environments. They are more capable of resisting pressures for change and have more time to react to external threats and adapt to them. This appears to largely contradict the previous findings of Cho, Hambrick, and Chin. The federal government is an extremely complex organization and will have variations in the reaction to stakeholders depending on the agency size.

A government agency cannot be classified by its size. The federal government executive branch is huge and employs 2,789,495 workers (Statistical Abstract, 1999). The largest executive department is the Department of Defense with 717,901 civilian employees and 1,420,152 military employees (Statistical Abstract, 1999). The same reference indicates the smallest is the Department of Education with 4,677 employees. A further breakdown of the executive department employment size by agency is in the Appendix (Table A3). A separate table is provided to show military branch employment levels since some military organizations are included in the research (Table A4).

The independent agencies employ another 206,613 employees (Statistical Abstract, 1999). They also note that the largest independent agency in the research is NASA with 18,889 employees. Some of these independent agencies are quite small, such as the Japan

US Friendship Commission with only 4 full time employees. Table A5 lists all independent agencies with 100 or more employees.

There is an extremely wide range in the size of government agencies in this research survey but there is no indication that size is particularly relevant to the vision statement content. There were no differences in vision found in any of the Larwood articles (Larwood, Falbe, and Kriger, 1996; Larwood and Falbe, 1997; Falbe and Larwood, 1997, August; Larwood and Falbe, 1999) on vision statements between large or small organizations.

Top Management Role

Research on vision tends to focus heavily on the organization leadership. In the public sector, authors may refer the top leader as agency head, chief agency officer (CAO), bureau leader, or administrator. The bureau leaders might lead an administration, service, or agency (Held, 1979). The position of chief executive officer, by definition, is to not be able to delegate their role to anyone else (Finkelstein and Hambrick, 1996).

Chester Barnard (1938) was one of the first to explain the functions of the executive as being concerned with control, management, supervision, and administration in formal organizations. According to Finkelstein and Hambrick (1996), the CEO is “the executive who has overall responsibility for the conduct and performance of an entire organization, not just a sub-unit” (p. 7). Hagen, Hassan, and Amin (1998) relate that “the primary responsibility for effective strategic leadership practices rests at the top of the organization, with the CEO” (p. 39). The leader must ensure that the organization vision is defined. Drucker says it is the first responsibility of the top leader to ask the question of

what is our business, and to make sure that it is correctly answered (1973, p. 75). “Top management will have an impact on an organization -- in most cases, a significant impact” (Collins and Porras, 1994, p.173). Thus, Collins and Porras indicate that it is the top management, not just the top executive, that has a significant impact on organization outcomes. They further define the key role of top management as it relates to the core ideology. “Visionary companies develop, promote, and carefully select managerial talent grown from inside the company to a greater degree than the comparison companies. They do this as a key step in preservation their core” (Collins and Porras, 1994, p. 173).

Peters and Austin (1985) explained that “The essential executive functions ... correspond to the elements of organization. They are to, first, provide the system of communication; second, to promote the securing of essential efforts; and third, to formulate and define purpose” (p. 217). It appears that the vision should be effectively communicated while the efforts should be focused. Once again, organization purpose is a key ingredient of vision.

Tannenbaum and Massarick (1966) defined leadership as “interpersonal influence, exercised in situations and directed, through the communication process, toward the attainment of a specified goal or goals” (p. 573). They explained that all leadership acts should be goal oriented. These goals can include overall organizational goals, or what is now referred to as a vision.

The study by Cho et al. (1994) found a positive link between the executive response rate to competitive moves and the demographic characteristics and competitive behavior of top management. The Larwood et al. (1993) research attempted to determine if “vision

is individually or situationally determined” (p. 231) by the organization. Although the results did not provide conclusive answers either way, the authors felt that both the executive and organization provide some inputs toward determining the vision statement.

The data in Table 3 summarizes whether the contributing authors have addressed the role of top executive characteristics for each organization type. It explains if they addressed leadership role in terms of vision statements in corporations or federal government.

Table 3

Extent of Management Vision Literature

<u>Variable</u>	<u>Corporate^a</u>	<u>Government^b</u>
CEO tenure	X	X
CEO age	X	M
Risk tolerance	X	X
Change in customers	X	M
Rate of change in mission	X	M
Rate of change in organization	X	X
Flexibility and adaptation	X	M
Innovation and new methods	X	X
<u>Size of organization</u>	X	X

Note. Data extracted from literature of primary authors in area of vision and strategy.

^a X indicates extensive amount of literature.

^b M indicates moderate amount of literature.

Organization Link to Top Management

The top management team (TMT) is composed of the key managers who are responsible for formulating and implementing the organization's strategies (Hitt, Ireland, Hoskin, 1997). Typically, the top management team includes the officers of the corporation as defined by the title of vice president and above and/or by service as a member of the board of directors.

Rago says that government vision “begins with the top agency executive” (1996, p. 228). Finkelstein and Hambrick (1996) explain that the top executive gathers information from the outside, then takes action to align the organization with the current and expected environment in terms of technology, regulatory forces, and trends. This puts them in a boundary layer.

Wallace Sayre developed a model that identifies nine sets of actors for power structures in the decision making system (Held, 1979). They are the bureau leader, political parties, congress, interest groups, career staff, media, courts, other bureaus, and the president. This would make up the agency environment.

Nadler and Tushman state that “successful executive leaders seek to extend their new visions to three other groups: their own senior team, senior management, and leadership throughout the organization” (1990, pg. 77). Additionally, CEOs tend to hire new subordinates whose values and visions are consistent with theirs. The CEO must encourage senior managers just below the top executive to buy into his or her vision and plans and become missionaries for change (Nadler and Tushman, 1990). “Helping people align their behavior with the organization’s vision will solidify the attainment of desired goals and move energy in the desired direction” (Hesselbein, Goldsmith, and Beckhard, 1996).

Hambrick and Fukutomi (1991) indicate a proposition of “the longer the CEO’s time in office, the stronger the association between his or her background characteristics and personality and the characteristics of the organization” (p. 735). This means that the organization will eventually become a “vivid manifestation of the CEO.” (Hambrick and

Fukutomi, 1991, p. 735). In other words, with the passage of time, it becomes more and more difficult to separate the top organization leader role from the organization role. Prior research (Larwood et al., 1993, 1995, 1996; Cho et al. 1994) effectively ties the relationship of top executive characteristics to the vision and behavior of the organization.

Visionary Leadership

A key part of the top executive role is the concept of a visionary leader. A visionary leader not only assists in the development and dissemination of vision to other personnel, but assures that it has substantial inspirational value (Westley and Mintzberg, 1989). As Nanus describes it, "Every leader wants a vision that is enduring, so that once the organization is committed to it, all energies can be invested in its fulfillment" (1992, p. 20). Kouzes and Posner (1991) declared that visionary leaders were able to challenge the organization to act through an inspired vision that encourages.

Westley and Mintzberg (1989) relate that there are strategic visionaries who are leaders that use their familiarity with the issues that they have been involved in for years. They are intimately familiar with their industry through education, research, business experience, and continual thought about their industry. Furthermore, they are able to use new issues to add value by changing the perception of an old practice.

There are five general styles of visionary leadership identified by Westley and Mintzberg (1989) which they categorize as:

1. Creator - produces sudden, original, and holistic vision.

2. Proselytizer - demonstrates evangelical zeal to show people the potential of the vision.
3. Idealist - refuses to recognize flaws or contradictions in the vision.
4. Bricoleur - sees how to combine seemingly unrelated events and situations into new potential.
5. Diviner - provides clarity by insight to an otherwise unmanageable situation.

It is interesting that each of these five styles relates to terms that appear in the elements described by Larwood et al. (1995) and are discussed in this research.

Beatty and Gordon (1988) felt that visionary leadership was crucial for change. They relate that top leaders articulate the vision and set the tone. The transformation leader appears to effectively utilize the concept of vision. Conger et al. (1999) explains that visionary leadership is a critical tool used by transformational leaders. They explain that these leaders guide the organization in making substantial changes without exposing it to unusual risk. Conger et al. relate that transformational leaders have four key attributes of:

1. Creating huge amounts of member energy
2. Utilizing vision to lead
3. Having a total understanding of the system
4. Using a systematic implementation process

When implementing the fourth attribute of vision, Conger et al. states that the visionary leader:

... necessitates the creation of a simple, compelling vision of a desirable future state – one that can only be fully defined with sustained involvement of the organization to it (1999, p. 223).

Bechard and Harris (1977) resolved that the future state describes how the organization should be functioning in the future. The concept of a visionary leader is tied to successful organizations. There are, however, differences in the details of the approaches for a true visionary leader.

Government Executive Characteristics

Harrison noted that “... recent findings from the public sector make it defensible to generalize the mainstream values of business executives and to apply them to most managerial decision makers” (1999, p. 121). However, as previously discovered, this does not imply that all values of executives are the same.

Cook (1998) believes that the shaping of the government entity is based on the public executive’s experience and informed judgment. Conger (1989) explains that in most bureaucracies, leadership is discouraged and when one is finally called upon to lead, he or she has had little experience and is accustomed to taking orders, not giving them” (p. 11). The reason for this is that bureaucracies tend to emphasize control rather than innovative ideas. These ideas suggest that the organization goals are not based on the leader’s personal idea or vision for being which is in sharp contrast to private organizations.

One problem is that government executive managerial decision making is subject to more constraints than by its counterpart in the private sector. This was very recently pointed out by E.F. Harrison:

The managerial decision making power within any given governmental institution, including military organizations, is constrained in the first instance by the legislation that empowered the department, agency, or bureau. The daily exercise of managerial decision making within the public sector is constrained by policies and procedure that circumscribe the actions of management much more than in the private sector. (1999, p. 308).

Cook (1998) pointed out that there is a disconnect between the role of a public official determining the purpose of a government agency and the general public determining the role of the agency that is to serve them. Further, Cook's comment that "what the government agencies do in a formative sense comes about as the result mostly of collective processes rather than the initial initiative of any particular manager..." (1998, p. 226). This suggests that it is not the leader that determines the vision of the agency.

Counter arguments do exist. Harrison (1999) says that most of the leadership functions are very similar in both the public and private sector. Hambrick and Mason (1984) note that "organizational outcomes ... are viewed as reflections of the values and cognitive bases of powerful managers in the organization" (p. 193). They do not differentiate between private and public organizations.

It is evident that the decision making power of managers in government institutions is subject to considerably more controls than their peers in the corporate domain. There is an indication that vision may not be affected by the agency head as much as by a chief executive officer.

Executive Tenure and Age

It is important to have a solid understanding of leader demographic characteristics, as these appear to play a role in their shaping of organization vision. The purpose of this section is to relate executive tenure and age in terms of change inclination as reflected in organization vision. The average age for the federal senior executive service has hovered around 51 years of age with an average tenure in government of 23 years (OPM Fact Book, 1998).

As top management remain stable, they become more insulated over time, and they are less likely than they may have been to deviate from earlier courses of action, especially when change involves organizational strategy (Goodstein & Boeker, 1991).

Researchers have found that executive tenure and age have a bearing on change and have an effect on the organization vision. White, Abelson, and Baysinger (1985) discovered that “organizational demography of top level management has an impact on organizational performance” (p. 43). In particular, they found that top executive tenure, education, and age have an identifiable effect on the quality of decision making. Boeker (1997) found that chief executive characteristics interact with organizational performance to influence strategic change. His research showed a relationship between organization performance outcome and CEO tenure.

Hambrick and Mason (1984, p. 200) found that “For an organization in a stable environment, years of inside service are positively associated with profitability and growth”. In this context the expression of years of inside service should be synonymous with the term of tenure. Conversely, they also noted that the “years of inside service by top managers will be negatively related to strategic choices involving new terrain” (1984, p. 200).

Cho, Hambrick, and Chin (1994) conducted an examination of 32 aviation firms by searching for key words in popular aviation periodicals. Specifically, higher tenured and more educated executives tended to be more competitive and quicker in response than other top management. It is possible that this may have an impact on vision formulation as well.

Hambrick and Fukutomi (1991) explain that there are five seasons or phases of a CEO’s tenure that revolve around their commitment to particular task knowledge, information, task interest, and power. They felt that these leader seasons applied equally to leader’s of corporations as well as government bureaus. Hambrick and Fukutomi submit that the leader commitment to a visionary idea is fairly strong during the first few years, then diminishes, and then becomes increasingly entrenched. At the same time, power and knowledge steadily grow during the tenure. They also emphasize that “in terms of years, tenure in the position is the key and not age of the leader” (p. 725).

Regardless of their functional background, the CEO is presumed to have a generalist’s perspective that has been honed over the years from experience in a variety of positions and roles (Hambrick and Mason, 1984). They also relate that “The popular

business press regularly cites linkages between ... a chief executive's background in operations and his or her pursuit of cost reduction strategy, or between a chief executive's long service in an industry and his or her hesitance to diversity for that industry" (p. 193). Hence, the importance of tenure.

There is much research on the topic of top executive tenure and age. Apparently, the age and tenure does have a bearing on the overall direction and goals of the organization with tenure being the most important variable. These are some of the characteristics intended to be measured in this research.

Risk Taking

Some organizations tend to pursue strategies that have a greater tendency for risk (Hambrick and Mason, 1984). Khademian (1995) explains that some government agencies are risk adverse and others are risk tolerant. For example, she notes that the Federal Deposit Insurance Corporation (FDIC) is considered to a risk adverse organization because of its purpose of protecting the funds it insures. Khademian is also quick to point out that risk aversion is present in the top managers in similar corporate organizations. Contrary to this approach, Khademian conceded that some federal government organizations, such as the Federal Reserve, were fairly risk tolerant.

Generally, Conger (1989) indicates that most bureaucracies, corporate or otherwise, discourage taking and innovation. Large governmental organizations tend to be risk averse (Bozeman and Kingsley, 1998). As organizations become extremely large, they take on certain distinguishing characteristics. The Chen and Hambrick findings about unconventional behavior in large organizations discovered that:

To maintain the confidence and support of stakeholders and the respect of competitors, a large firm is also well advised not to engage in unconventional competitive behavior. Acting in extreme or deviant ways may alienate stakeholders and send signals of weakness or confusion.... (1995, p. 475).

Risk aversion generally relates to conservative and defensive behavior. As the opposite of risk taking, it means there is a tendency for the organization to have a philosophy of going with the status quo. Chen and Hambrick (1995) offer support for this view saying that larger organizations, both public and private, have a propensity to be consumed by conservative behavior.

Bozeman and Kingsley (1998) found that in government, agencies with a high involvement with elected officials tend to behave in a manner that does not involve much risk. Bozeman and Kingsley noted that risk aversion is not unique to government.

Risk tolerance means being receptive to new ventures. It appears that the stereotype of a risk adverse federal government is not always born out. Although the government is considered a protector of public interest, there is still some degree of variability in the risk aversion and risk tolerance tendencies of government agencies.

Government Sector

This section focuses on the role of top federal government agency leaders and their characteristics. A central pretext is that the public sector executives roles were similar to

corporate executives in terms of complexity of job content and job characteristics (Lau, Newman, and Broedling, 1980). However, some exceptions are noted.

Government Executive Branch Described

The executive branch is an extremely large employer with 1,856,000 employees, which includes 696,000 with the Department of Defense (Budget for Fiscal Year, 1999). It includes the Senior Executive Service (SES) which is composed of top level policy and managerial positions that run the various executive branch agencies and bureaus. In 1996 the Senior Executive Service consisted of 7,876 positions (Policy and Supporting Positions, 1996).

The Executive Schedule delineates the highest federal government positions containing levels I to V with level I being the highest grade (OPM, 1999). Bureau leaders are generally in the Civil Service General Schedule super grade categories of GS 16-18 and political levels III-V (Held, 1979). General Schedule employees are not normally involved in major policy decisions and are thus not examined in this study. Most of the federal agency top management members are drawn from the Executive Schedule and Senior Executive Service ranks.

Each of the 14 executive branch departments are comprised of several agencies to support their programs. Table A6 depicts an initial categorization of agency roles based on the GOM by using only the major categories of operations and support roles. The operations category in the table includes both the regulatory and service roles. All of these agencies have further sub-agencies under them. For example, the Federal Aviation Administration is under the Department of Transportation, but has nine sub-agencies

included in it. A considerable number of those sub-agencies have further sub-agencies. The support role category includes obvious sub-agencies listed as Administrative, Management Support, Human Resources, Finance, Legal, Equal Employment Opportunity, and Policy Development.

Most of the independent agencies also have sub-agencies that can be grouped in operations and support roles. For example, the Consumer Product Safety Commission (CPSC) has 10 internal support role agencies and 13 operations (regulatory and service) role agencies. This level of break out, however, is not included in the table.

This categorization of agencies produced 450 sub-agencies many more independent agencies that clearly have more sub-agencies not shown. From this information we can deduct that there is a immense number of agencies and sub-agencies available for research on vision statements.

Government Organization Categories

It is important to recognize that there exist many different types of federal government agencies, and they exhibit a wide variety of relationships to the public. The United States Government Manual (1999) specifically uses the term “Executive Agencies” to refer to all of the organizations falling under the President of the United States. These agencies specifically include not only the fourteen departments, but also the executive office, independent establishments, and government corporations. Boards, commissions, and committees as well as Quasi-Official Agencies do not fall under the Executive Branch. Some of these are shown in Table A7 in the Appendix. The word independent means only independence from executive departments and does not mean

independence from the President. Table A7 lists the primary executive branch organizations which will be the object of this research.

Wilson (1989) proposes a simple categorization of public agencies based on the nature and organization of interests that they confront. These are (a.) a client agency that faces one dominant client group that favors the agency's goals, (b.) an entrepreneurial agency that deals with a single interest on which it imposes costs, (c.) an interest-group agency that must deal with two well-organized and contending interests, and (d.) the majoritarian agency that faces a collection of scattered and varied interests. We would expect a vision to match the interests of each of these four categories.

Fritschler and Ross (1987) describe government agencies in terms of two government regulations. These are Regulation I which creates the necessary institutions and ground rules to promote a competitive environment for everyone. This includes areas such as money supply management, enforcement of private contracts, protection of private property, and a guarantee of pure food and drugs. Other agencies fall under Regulation II which primarily supports social and environmental roles of the federal government. It largely relates to issues on civil rights, consumerism, and the environment.

Alternatively, Seidman (1998) explains that differences among the types of federal government organizations relate to areas such as the composition of the directing authority, source of funding, audit procedure, and the executive establishment. The primary method of division by Seidman is based on organizational types, which is divided into executive departments, executive office of the President, independent agencies, foundations, institutions and institutes, regulatory commissions, government

corporations, intergovernmental organizations, independent nonprofit corporations, university affiliated research centers, and an advisory category. Obviously, the size of the government agency in terms of employees or budgeted dollars can also form another method of categorizing organizations.

Organizations can be categorized by a variety of ways. The methods described above are summarized in Table 4 below.

Table 4

Organization Categorization

Author / Source	Categories Based Upon
Fritschler & Ross	Regulations I and II to promote competitive environment or social and environmental roles
Mintzberg	Organization forms of entrepreneurial, machine, professional, adhocracy, and diversified
Seidman	Directing authority funding source, audit authority, executive establishment
US Government Manual	Departments, Executive Office, Independent Agencies, Corporations, Commissions
Various	Parent organization and sub-agency
Burns & Stalker	Mechanistic vs. organic organizations
Wilson	Nature of interests they confront

The theories supported by these various authors for categorizing organizations are not all complementary. The method described by Wilson for a division of agencies revolves around their purpose and appears best suited for an analysis of organization vision. The best compromise to combine all of these into just a few categories develops into the following agency roles:

1. Regulatory agency - that promotes competitive & fair conditions in business and society
2. Service agency - that provides for funds, or supports social and environmental programs for society
3. Support agency - that supports or provides assistance for other government agencies
4. None of the above categories fit

These three roles broadly categorize the overall purpose of the agency. The first two roles typically translate into external operations conducted for the nation's public. Support roles are used to assist the parent agency or other federal government agencies. The "None of the above categories fit" role was added to assist responding agencies that could not place themselves into any of the other three roles. Subsequently, there were quite a few that are difficult to place. These are military operations and government agencies that manufacture things such as the US Mint.

Government / Corporate Similarities

A central premise of this literature review is that top executives in all types of organizations are more alike than they are different. Harrison noted that "... recent findings from the public sector make it defensible to generalize the mainstream values of business executives and to apply them to most managerial decision makers" (1999, p. 121).

Murray (1975) researched whether public and private management were inherently different and found that they were generally the same in most areas. They main

difference was in their values and attitudes. Lau et al. (1980) examined the public sector executives in terms of Mintzberg's ten managerial role descriptions. Their findings were that the major roles were similar in terms of complexity of job content and job characteristics.

In a comparative study of public and private sector managers in 1998, Bozeman and Kingsley looked at the risk propensity that they were willing to accept. They found no significant differences in relationships of risk aversion between the two sectors. In terms of government, they discovered that "organizations with more red tape, weak links between promotion and performance, and high involvement with elected officials tend to have a less risky culture" (Bozeman and Kingsley, 1998, p. 109). Bozeman and Kingsley are saying risk aversion is not unique to government. They did relate that similar circumstances in the private sector tended to produce the same less risky culture results.

Many administrators follow the opinion of Herbert Simon (1949) who argued that the end result of the public sector was not to earn a profit as is the case in business. The public sector is aimed at consensus. Because of this difference, the means of administration has to be quite different. "The key distinction between the public and private sectors is the accountability factor, the degree to which the institution is responsible to others for its actions" (Murray, 1975, p. 367). This means that businesses can operate somewhat autonomous with some secrecy while the public sector is subject to the pressure of the press and public scrutiny.

Another difference in each sector is the delivery of services and goods (such as housing, clean air, education). These can be purchased on an individual basis in the

private sector, however, they are purchased jointly for the general public in the public sector (Murray, 1975).

The basic characteristics, motivations, values, and concerns of corporate executives appear to be similar to those of public sector top executives. The concept of risk taking by leaders in certain parts of the government sector may have some limited but unique differences compared to their corporate peers.

Vision Statement and Change Relationship

The vision concept should emerge in the performance of the organization as it causes changes to take place (Belasco, 1990). The more a vision statement contains themes such as future, innovation, motivation, and purpose, the more likely efforts to implement strategic change will appear in the organization. It appears that the reverse should be true when a vision has a weak presence of these themes.

Since the vision statement themes describe the intended course of action in the organization, it should be apparent in the organization change from a static course to a proactive course. It would appear that these expected relationships could be mapped out in a logical order and a diagram of these relationships could be drawn.

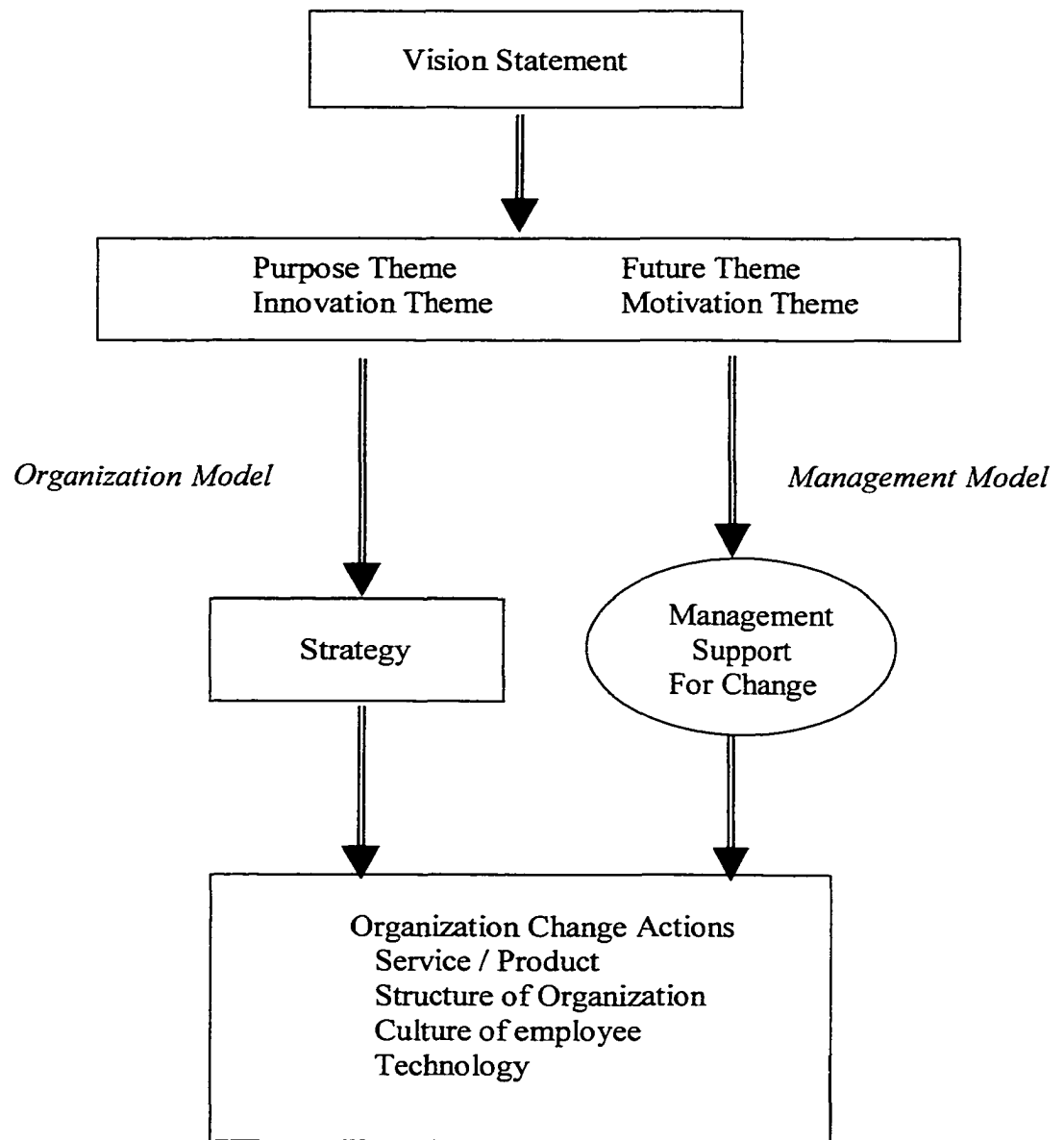
Obviously, the primary impact of an induced change will fall on the future image objective of a vision statement more than the organization purpose objective. The specific words relating to change describe change intentions, innovation, flexibility, and tolerance to risk. As these word elements appear in the vision statement, they should also be manifested in the actions and behavior of the organization. The catalyst that makes the vision effective is the role of the agency head as he or she inspires the employees to adopt

the vision concept. Agency funding by congress or revenue generation places limits on the extent of changes possible. Consequently, Figure 3 represents a more complete model of the vision statement process and resultant behavior of the organization.

A vision statement research model (figure 3) graphically shows the relationship between the vision themes and top management support for change. The vision leads to strategy which leads to planned changes in the organization. Top management supports the vision through the strategy implementing change to align the agency. The vision has four themes that become part of strategy. This leads to change to align the organization. The entire process culminates in a desired change in the organization service or product, structure of the organization, culture of employees, and the technology used.

Figure 3

Vision Statement Research Model



Summary

There are four vision statement themes that may be present: future theme, innovation theme, motivation theme, and purpose theme. The literature supports the presence of these general themes in vision statements (Chen and Hambrick, 1995; Larwood and Falbe, 1995; Bozeman and Kingsley, 1998; Conger, 1989; Harrison, 1999, Collins and Porras, 1994). Some organizations have vague or general comments that do not embody these themes (Larwood and Falbe, 1995).

Researchers support that vision statements contribute to the strategic change concept. Belasco (1990) said the strategic vision drives major organizational change. In other words, the more prevalent that these four themes are described, the more likely that management will support change as measured in the organization. Further, there is not much research of federal government vision and its effect on the organization as this is considered a new area for them. This lays the groundwork for further research.

CHAPTER III

METHODOLOGY

This chapter describes the hypotheses, method of data collection, and statistical tools that are implemented to conduct the research. A survey was chosen because the researcher wanted to gather data about management support for strategic change in an organization. Correlation and regression are the primary statistical tools.

This study builds upon two key research articles. The research by Larwood and Falbe (1995) on vision statements established part of the basis for the themes and variables used. The Bozeman and Kingsley (1998) article on organization change provides much of the framework for the research design using correlation and regression with an additive scale.

Survey Target

The population for this study is the top management of federal government organizations within the executive branches, specifically, the top leadership who make organization policy. The federal government consists of over 1300 agencies and sub-agencies of which 990 are included in the executive branch (United States Government Manual, 1999). There are eleven departments represented in the survey as were depicted in Table A7. A representative cross section of each organization sub-agency was queried. The specific agencies surveyed are listed in Table A7. These responses are sought from 400 top level executives in each organization surveyed. By attempting to contact 20 to 30

percent of all executive branch agencies, we achieved a good representative cross section of agencies.

Special care was taken to select from the spectrum of extremely large, medium, and relatively small government agencies. However, to be included in the results, an organization must have at least 10 employees working for it. This threshold level is checked in the survey results and is consistent with other similar research (Larwood et al, 1995, 1997; Bozeman and Kingsley, 1998). This control variable is measured in the survey instrument.

Respondent Selection

Another important ingredient in this research is determining who is the best choice as the agency respondent to the survey instrument. The respondent should be knowledgeable of all agency functional areas, ideally with no bias toward any particular function that they may represent. It is also important that they are intimately aware of the process of strategic planning and the role of the vision statement. For a consistent point of view for all agency questionnaires, we selected a respondent representing the same general level of management for each agency surveyed. Therefore, the optimal choice is to select a member of top management. The top management team in the organization is the leadership that is capable of policy formation (Bozeman and Kingsley, 1998). When we refer to top management in this study, we are referring to the top management team (TMT) or top leadership that formulates policy for the agency.

Obviously, there is some concern that someone other than top management could complete the survey instrument instead. While this was difficult to control since the

survey instrument was self administered, there is the integrity issue of having someone else describe the character of the agency. It is possible that the respondent pursued the assistance of an assistant, secretary, or public affairs official to complete parts of the survey instrument. In this event, they should normally work close with a TMT member and ensure that they review the answers for approval before being returned. One method of controlling this problem is keeping the survey very short and simple to encourage the respondent to just quickly complete the questions and send it on. In some instances the respondent attached a business card with their name and title which served as a further cross check. Also, question number 2 asking for the title of the respondent serves as a filter and was checked.

Hypotheses

In this section several hypotheses are presented that explain how the vision has an effect on top management support for strategic change. Many of these hypotheses are related. There are four specific themes relating to change that may be present which are defined as: future, innovation, motivation, and purpose. The literature supports the presence of these general themes in vision statements (Chen and Hambrick, 1995; Larwood and Falbe, 1995; Bozeman and Kingsley, 1998; Conger, 1989; Harrison, 1999, Collins and Porras, 1994). Some organizations have other themes that are inappropriate, are profit oriented, or may be vague comments about the organization (Larwood and Falbe, 1995). These areas for research are incorporated into two overall hypothesis with four specific hypotheses. Each is presented with an associated null hypothesis.

An important dimension to test is the null hypotheses which states that there is no relationship at all between vision statements and the support by management. This becomes apparent when the correlation analysis is examined for relationships among the variables. There is also the possibility that the null hypotheses could be supported. If the null hypothesis is rejected, the remaining alternative hypotheses should be considered. This null hypothesis means that there is no connection between the vision statement and the management support for change. Ideally, this is rejected leaving support for the hypothesis that vision does lead to management support for change.

Major researchers support that vision statements contribute to the strategic change concept. Belasco (1990) said the vision drives major organizational change. Given the pattern of findings in previous studies of vision statements, we first hypothesize that some relationship exists between the vision statement and actions that occur within the organization.

H01: There is no correlation between the organization vision statement themes and support for strategic change.

HA1: There is a positive correlation between the organization vision statement themes and support for strategic change.

There is not any specific emphasis by management to support change in the organization. Management supports the vision but is not focused on any organization change to accompany it. The second hypothesis goes a step further and says the agency will have top management that supports strategic changes to bring this vision about. In this case management support refers to management advocating changes to bring the

organization into alignment with the vision statement theme.

HO2: Organizations with vision statements emphasizing certain themes will have no correlation to management that supports strategic change.

HA2: Organizations with vision statements emphasizing certain themes will have a positive correlation to management that supports strategic change.

These particular themes are future, innovation, motivation, and purpose. There are four sub-hypotheses that support hypothesis 2. First, when organization vision statements state goals, strategy, and long term plans for change, these should be apparent in the organization action. Porras and Collins (1994) noted that visions should include challenging goals of what it has not yet been achieved. Some visions describe their long term changes for the future and how there should be plans underway to formulate these destined actions for the agency (Larwood and Falbe, 1995). Bechard and Harris (1977) characterized the need to communicate an image of the future state in order to make it the present state. Therefore, visions describing the future image of the organization should be manifested in the management support to make the change.

H02a: Organizations with vision statements emphasizing a future theme will have no correlation to management that supports strategic change.

HA2a: Organizations with vision statements emphasizing a future theme will have a positive correlation to management that supports strategic change.

There should also be a connection between innovation, which includes new ideas and flexibility, in vision statements and the management reaction. Hambrick and Mason (1984) noted a connection between the innovation plans and the behavior of the

organization. The perception of a government organization's tolerance for risk is a related area of concern and is expected to be indicated in its vision statement (Chen and Hambrick, 1998; Conger, 1998). This innovation should be apparent in the management's support for change.

H02b: Organizations with vision statements emphasizing an innovation theme will have no correlation to management that supports strategic change.

HA2b: Organizations with vision statements emphasizing an innovation theme will have a positive correlation to management that supports strategic change.

When the vision statement is effectively communicated, the organization members should understand what it means. Conger (1989) says vision was established to play an important role in the motivation of organization members. Kouzes and Posner (1991) explain that the vision should be communicated in a passionate way to encourage a buy in by the organization. The motivation described in vision statements should be easy to understand and carry over to the management support for change.

H02c: Organizations with vision statements emphasizing a motivation theme will have a positive correlation to management that supports strategic change.

HA2c: Organizations with vision statements emphasizing a motivation theme will have a positive correlation to management that supports strategic change.

The organization's primary purpose may be specifically defined in the vision. The cherished values, shared beliefs, as well as the customers may be described. Collins and Porras (1994) note the need for important vision descriptor of a core purpose and cherished values. The organization vision has a purpose of coordinating actions and

efforts or moving people to take action (Mintzberg, 1983; Ireland and Hitt, 1992).

Visionary leaders are able to use new issues to add value by changing an old practice (Westley and Mintzberg, 1989). The purpose theme tells what the organization does.

H02d: Organizations with vision statements emphasizing a purpose theme will have no correlation to management that supports strategic change.

HA2d: Organizations with vision statements emphasizing a purpose theme will have a positive correlation to management that supports strategic change.

These comprise the statistical hypotheses to be tested in this research.

Terms and Variables Defined

The following sections define and explain the use of each term and variable that is related to the hypotheses. An overall summary table listing of all independent, dependent, and control variables is provided in Table 5.

Table 5

All Variables Used in Research

Variable	Theme ^a	Type Variable ^c
Desired state	Future	Indep.
Long term	Future	Indep.
New ideas	Innovation	Indep.
Flexibility	Innovation	Indep.
Inspiration	Motivation	Indep.
Understood	Motivation	Indep.
Core ideology	Purpose	Indep.
Strategic change		Dep.
Service or product ^b		Dep.
Structure of organization ^b		Dep.
Culture of people ^b		Dep.
Technology ^b		Dep.
Top management response		Cont.
Organization size		Cont.
Role of organization		Cont.
Possession of vision		Cont.

Notes. ^a vision theme supported by descriptors

^b component of strategic change

^c Indep. = independent variable, Dep. = dependent variable, Cont. = control variable.

Hypotheses terms Defined

It is important to define and standardize each term or keyword used in the hypotheses to eliminate any misunderstanding. The literature on strategy generally agrees with and uses similar definitions described below. The definitions for the terms are:

Organizations - refers to the federal government agencies of the executive branch.

Interchangeable with the term agency.

Vision statement is the intended direction or a desirable future for the organization members to move toward accomplishing.

Emphasizing - means the vision statement accentuates and stresses one of the four key themes.

Management - refers to the top management team (TMT) or top leadership that has the ability to bring about significant changes or policy within the organization.

Support - the TMT actively encourages, advocates, or champions a particular theme described in the vision statement.

Strategic change - a transformation that occurs in the organization strategy in terms of their service, culture, structure, or technology.

There are four themes described in the hypotheses that are checked for presence as they are examined in a government agency vision statement. These themes are the future, innovation, motivation, and purpose. These four vision themes are supported by the

literature and are further defined by independent variables.

Future - This concept includes a long term time frame for planning agency objectives. It typically embodies the concepts of planning with a long range orientation. It is the future outlook, aims, or long term desired situation.

Innovation – This refers to a proactive approach and support for new ideas and innovative processes. It can be tactical responsiveness to both internal and external events. It encourages new methods for processes and often includes some risk tolerance. This includes the concept responsiveness to customers. The agency readily adapts to new situations, is creative, and changes on short notice

Motivation – This concept includes an image conveyed with excitement to management and is designed to motivate employees. It describes a common feeling and induces employee commitment. It means the management members received the message and fully understands what it means. It could be very short, much like a slogan, and easily communicated and memorized.

Purpose – The agency primary purpose is defined, core competencies are described, cherished values are described, and it tells what business agency is in. It describes what they do now and who it serves. This is essentially the same as the core ideology.

Independent Variables

Seven vision descriptors support each of the themes. These descriptors represent the independent variables and are used to measure the strength of the theme's presence in a vision statement. Recognized authors in the field of vision strategy tend to repeat their

emphasis for the presence of these descriptors of vision. These descriptors as they support the four themes are specifically defined as:

Future theme

Desired state – the future outlook, aims, long term approach. A proactive approach that states what is to be achieved in the future by organizations.

Long term – describes some time element for accomplishing the vision. This is specific and should be well into the future.

Innovation theme

New ideas – encourages new methods or modified old methods for processes. Support for improved service.

Flexibility - versatile or readily adapts to new situations, willing to change on short notice, and responsive.

Motivation theme

Inspiration – designed to motivate employees, describes a common feeling, induces employee commitment

Understood – easily communicated, very short, much like a slogan that is memorized.

Purpose theme

Core ideology –agency purpose is defined, tells what business agency is in, describes what they do now

Measurement

The agency's seven descriptor words for themes are evaluated by content analysis. These are analyzed by independent raters that search vision statements for the specified

descriptors described in the hypotheses. The raters were senior level business students specializing in management. Each rater received training and was provided with a code book that explains the vision statement, the descriptors searched for, and the rating for the scale. The raters were trained on sample vision statements before working with the actual data. The complete coding procedure is documented in a Code Book for Vision Statements and is attached in Appendix C.

The agency's vision statement is rated in terms of possessing each of the seven descriptors and a category scale is used to indicate the strength of the descriptor's presence. It is based on the descriptor being not present at all, vaguely present, or definitely present. This presence score is coded 0, 1, and 2 on the tally sheet (appendix C) for data entry.

Dependent Variable Defined

The dependent variable is the organization's strategic change actions. This variable describes how the organization, in terms of top management, may be encouraging the themes described in the vision statement. Although there could be a variety of management actions stemming from the vision, only those actions resulting in strategic change are measured. Specifically, strategic organizational change affects the entire organization and usually changes the process, structure, culture, and technology (Nadler, 1990; Hagan, 1998). These processes can be the services and products they produce. These four change components comprise the dependent variable and are measured in the survey instrument.

Additionally, there are two general questions about management proclivity toward change are introduced. These are reception to new ideas and management training.

Therefore, the five organization change components to be measured by the survey instrument are:

Management outlook

Processes

Structure

Culture

Technology

Each of these five components in the dependent variable are checked for presence in the organization with two items in the survey instrument. The instrument uses an additive scale from these 10 questionnaire items. Respondents to the survey instrument are asked to react to statements indicating their level of agreement using a Likert 5 point scale. It ranges from choice 5 which is strongly agree to choice 1 which is strongly disagree. The survey instrument queries how much the respondent agrees with the item as it is used to indicate the strength of the concept's presence in the organization.

All of the scores from these change questions are combined into a total score, which is an additive score. An additive scale is a simple and appropriate measurement to use in this case. While a z score was contemplated, the means and variance for the respective items should only be in the range of 1 to 5 and no transformation should be required. Two separate additive scores are derived for the organization and management model based on the specific survey items included. This is covered in greater detail in the factor analysis section of Chapter IV (page 124).

Survey Instrument

The management support for change is rated by top management in a self assessment instrument in terms of strongly agree or strongly disagree. This study investigates the identified research questions by using a survey instrument to analyze the dependent strategic change variable in the government agency. These support the dependent variable of strategic change. The instrument is used to detect the presence of changes in agency service, structure, culture, and technology. It measures the dependent variables and gathers control variable data. All of the dependent and control variables are primary data extracted from the survey instrument.

A survey instrument (Appendix B) is constructed based partially on the instrument developed for the research by Larwood, et al. (1995). Modifications to the instrument include revision of terminology such as corporation to government organization. Their questions relating to financial performance are not carried over. Their survey instrument was quite lengthy and tended to ask for the same data by rephrasing a question in multiple ways. The modified instrument is shorter at two pages versus a five page version.

The top management is encouraged to complete a total of 17 questions on a two page format. The survey instrument begins with four easy to answer demographic questions and then progresses to more difficult questions. These first questions provide control variables as they describe and categorize the agency. Questions number 1 through 4 are explained in detail later in the Control Variables Defined section. These included

questions inquiring about respondent job title, number of employees, primary role, and possessing a vision statement.

Questions evaluating the change component in the survey are based on a Likert scale (5 point bi-directional). These responses are anchored using descriptives ranging from very strongly disagree (selecting 1) to strongly agree (selecting 5) in the self evaluation. This rating scale is consistent with previous research (Larwood et al., 1993, 1995, 1997) which worked quite well. The questions relating to the change components follow the split-half method of using more than one measurement to improve the reliability of the instrument. Each question is included to measure strategic change and is used for analysis of data.

Survey Instrument Questions Described

Questions 5 and 6 check for a comprehensive approach to change by management. These two questions are partially included to support the management role that focuses only on their ability to implement change. The first two questions are designed to evaluate management inclination for change. The first pair of questions on change are:

5. Management is quick to look for new ideas in response to changing external events.

6. Most of our management has received training in change management techniques.

The first question on management considers the overall sensitivity to changes in the external environment. An inquiry is made to see if the organization ensures management has an interest in change management training procedures.

The next pair of questions, 7 and 8, are related to management support for change in the services offered by the agency.

7. Management is inclined to encourage new methods for providing services for our customers.

8. We have a way to reward creative employees for developing improvements in our services.

The term customers used in number 7 refers to internal or external customers of the agency. These check for presence of new services and encouragement offered to employees supporting improvements to service.

Questions 9 and 10 are related to management support for change in the organization structure.

9. Management is planning on a significant change in the organization structure.

10. This organization has recently undergone a significant restructuring (concerning the departmentalization, reporting, and decentralization).

Structure is explained as including departmentalization, reporting, or decentralization.

This checks to see if they are planning for or have recently conducted a structure change.

Questions 11 and 12 are related to support for change in the culture of management and of employees.

11. Management does not have a problem accepting risky situations with uncertain outcomes.

12. We have begun a new commitment to improve the ability of our employees.

These check to determine if management has a high risk tolerance which is often associated with a conservative and defensive behavior rather than a change behavior (Chen and Hambrick, 1995). These questions also check to see if the agency is satisfied with employee ability or if a new initiative is underway to change the status quo.

Questions 13 and 14 are the last pair of change questions and are related to support for change in technology used by the organization.

13. This organization maintains the latest computer software available.

14. This organization has experienced an recent change in offering automated services.

These questions check for technology change as measured by interest in computer and automation improvements. The leadership should be aware of initiatives to implement expensive software and automation.

Control Variables

A control variable is held constant in an attempt to further clarify the relationship between two other variables (Babbie, pg. 11). The descriptive organization control variables collected consist of respondent title, organization size, possession of a vision statement, and type service. This is needed partly as a filter to eliminate unsuitable respondents. Further, this data is used to assure a good cross section of agency types in relation to their size and primary function. These variables ensure the data is stable and accurately represents a cross section of the executive branch of the federal government.

The survey instrument simply begins with identifying the name of the agency. This allows a cross check to make sure it is not counted twice and that each department has representation.

1. Name of your organization is

The name of the organization is requested to ensure a match to the planned agencies selected for this survey. The respondent had the option of deleting this response without invalidating the survey because the response sheet is mailed in a coded format using an assigned identification number.

The job title of the respondent is used to filter out a mid-level management and other respondents within the agency. This is checked in question 2.

2. As the agency head, your title is

All survey instruments are completed by the organization top management. The job title reflects agency leader, director, CAO, administrator, or similar level of responsibility.

The researcher manually evaluated the job title entered to ensure it parallels the definitions provided to them. This is an open ended question allowing the respondent to respond as they please, however, federal government agency job titles tend to be fairly standardized.

The number of employees in the organization in question 3, is used to ensure the agency is of adequate size to be involved in strategic planning functions.

3. In our agency or organization, we have _____ employees (FTE).

An effort is made to vary the organization size to include small agencies of less than 50 employees to agencies with several thousand employees. However, this research is limited to a minimum of ten employees in the agency. The number of employees reported was entered as a full time equivalent (FTE) which groups part time employees together.

The agency possession of a vision statement question is obviously used to filter out agencies that do not have any vision statement. Question 15 checks this control variable.

15. Our agency has a vision statement. yes ___ no ___ not sure ___

This research was conducted to only examine agencies that meet this critical parameter.

These data are gathered with a forced choice response answer to the question.

The survey also requested the respondent to self assess their agency's primary purpose or role. This classification was difficult to determine by the researcher and was ideally resolved by asking the recipient which category they feel most of their operations fall under.

The first role is regulatory in nature and creates the ground rules for a competitive and fair environment in the private sector. The second is social in nature as it protects and supports areas such as the public and the environment. This includes the huge defense and entitlement functions of large agencies. A third role of support can be included that is neither of the above, but provides a support service to the government to allow it to operate smoothly. These service roles are defined for the respondent as:

4. This agency's role is primarily considered to be a:

- a. Regulatory agency - enforces rules or promotes competitive and fair conditions
- b. Service agency - provides funding or runs social programs for the public
- c. Support agency - provides assistance for other federal government agencies
- d. None of the above – none of these roles fit this organization

These four service categories are derived in part from Fritschler and Ross (1987) who categorized government agencies in terms of government regulations that create

institutions, make rules, or support social and environmental roles. Related to this are Wilson's (1989) categories of public agencies based on the nature and organization of interests that they face.

Some government organizations are involved in more than one role or purpose, but they are placed in a category according to the self evaluation of the respondents. Although the respondent is instructed to select only one role by forced choice, a few select more than one which is reflected as a double entry. This does not present a problem in data tabulation as this serves only as a control variable for stratification.

The type of organization responding question number 4 is a nominal rating used to ensure a fairly equal representation of the executive branch from the four categories of organizations described. For example, it avoids only surveying agencies that are involved in regulating other government agencies. This data was gathered from a forced choice response question using a category scale with four choices, including an option for no category fitting.

Two other significant questions were added as optional responses. Their agency vision statement was requested on the reverse side of the survey instrument in item 16.

16. It would be extremely helpful if you could write or attach your organization vision statement, if you have one, in the space below.

The vision statements were entered into a database and scored by the raters. While, in most cases, the vision statement could also be obtained through their web site, this question provides an additional source for the statement data. A brief definition of a vision statement is provided in the cover letter. While this question does not directly

relate to the previous questions, it is a great opportunity to gather the vision statement in some instances.

A final question was offered asking if there is anything else that we should know about the agency. Several agency leaders did make comments that were relevant and assisted in interpreting the data provided. Topics entered included comments that an agency is disbanding, the questions do not capture everything, or their size is difficult to determine. These were noted and evaluated on an individual basis.

Cover Letter and Mailing

The survey was mailed to the chief agency officer position. The primary source for names and addresses is the United States Government Manual (1999). Updates were obtained from the Federal Executive Institute (FEI) listing of new Senior Executive Service (SES) assignments for calendar year 2000. A cover letter (Appendix B) explained the purpose of the research, that personal responses are private, and that findings are grouped with other federal agencies. None of the individual agency responses will be disclosed. The letter offers the executive an opportunity for a synopsis of the research findings when it is completed if they so desire. Only a few agencies requested the findings.

There was a plan in place in the event 100 valid responses are not achieved within three weeks of the mail out, a follow up survey was mailed to coded addresses that have not responded. Additionally, a provision was made so the survey could be expanded with an additional mailing to other federal agencies not initially contacted to attain the desired

sample size. This was the case the case, 1000 additional mailings did go out, and the same parameters for selection of agencies were maintained.

Approval for Survey

OMB informed us that a survey of federal government organizations by a private citizen does not require prior approval under the federal code. However, OMB did caution that some federal government agencies may individually require approval before a survey is allowed for their agency. Congressman Stenholm's office of the 17th Congressional District confirmed this fact. The congressman's office related that the Freedom of Information Act (FOIA) allows the inquiry for information but does not actually require the respondent to provide personal information. The office indicated that the survey should not be a problem for most federal agencies.

Sample Size

There are several methods used to determine the required sample size. They all tend to produce similar results.

Hair, Anderson, Tatham, and Black (1995) note that the sample size has a direct and sizable impact on power. They offer a table that outlines the specified sample size to detect the minimum R^2 that can be found as statistically significant at a specified alpha level with a power of .80. With seven independent variables, specifying the .05 significance level, and detecting the R^2 80 percent of the time it occurs, a sample of 50 respondents will detect R^2 values of 21 percent and greater. The sample was increased to 100 respondents, so that R^2 values of 13 percent and above were detected. Based on 300 survey instrument mailings, the survey attains a minimum of 50 responses representing a

16 percent response rate to be significant. An ideal response rate is 100 for a response rate of 33 percent.

The Bozeman and Kingsley (1998) survey of public agencies (state of New York) concerning top executives drew a 40 percent response rate. The Larwood et al. (1995) study obtained a 34 percent response rate by mail for major corporations. Using 300 mailings and a 34 percent rate was expected to produce 100 responses. After two weeks, this was increased to 400 mailings of survey instruments.

One method is to use the standard deviation from a comparable study. In this case the Larwood and Falbe (1995) study of vision statements had a 1.0 standard deviation with an instrument using similar variables. With seven independent variables, and a desired level of confidence of 95 percent (z value of 1.96), and an error of .05, and a standard deviation of 1.0, it produces a sample size of $n = 55$.

An optimal method to find the standard deviation when no prior data is available is described by Mason, Lind, Marchal (1998, pg. 291) as a range based approximation. This uses the 6 sigma divided into the range of responses. It considers the largest and smallest values in the population for responses. This would be a rating of 5 and 1 on the Likert scale. Using a range of $5 - 1 = 4$, divided by 6, produces a standard deviation of 0.67. This is considerably less than the Larwood standard deviation of .95 which is probably more realistic.

Further, Hair, Anderson, Tatham, and Black (1995) note that a common rule of thumb for analysis is to seek a minimum level of at least a five to one ratio between independent

variables and observations. The rule applied to the seven independent variables would require a minimum of 35 observations ($5 \times 7 = 35$).

It appears that the research requires a minimum sample size of 35 respondents and an ideal sample size of 100 respondents. Based on 400 mailings, this requires a response rate of about 25 percent. Prior research indicated that this could be reached and is exactly what was achieved. However, only 83 respondents were considered valid.

Statistical Methods

The primary tools used to analyze the data are correlation analysis, factor analysis, and regression analysis. Multiple regression examines the influence of two or more independent variables on the dependent variable (Mason, Lind, and Marchal (1998)). In this research we have seven independent variables and one dependent variable. An Analysis of Variation (ANOVA) table is developed for the hypotheses. This table is used to examine the existence of differences among several population means. It includes an F value to determine if the null hypothesis should be rejected.

Models

To gain a complete understanding of the variables, two models were constructed to test hypothesis 1 and hypothesis 2. The organization model tests hypothesis 1 as it checks for a relationship between the vision statement and organization change behavior, regardless of management support efforts. The management model tests hypothesis 2 and includes four themes supporting hypothesis 2 (and sub-hypotheses) tested at this stage of the analysis. These consist of a future theme, an innovation theme, a motivation theme,

perceptions of organization management support for change against the independent variables.

Reliability and Validity

Reliability is the extent to which a measure or a set of variables precisely measures whatever it measures (Hair et al., 1995). In essence, it is “whether a particular technique, applied repeatedly to the same object, would yield the same result each time” (Babbie, 1992). Three techniques were implemented to ensure the highest reliability possible. The survey instrument uses established measures similar to the instrument that was administered by Larwood and Falbe in 1995 and in later surveys. They found consistent results with the same style of questions. This instrument follows a very similar format and the responses and findings are expected to parallel those of the previous research. Second, this survey instrument questions use a split-half method (Babbie, 1992) as we asked at least two questions for each of the five expected change components in order to improve reliability and validity. Finally, the research workers analyzing the vision statements were first trained on sample vision statements before looking at the actual research data.

The reliability coefficients were ultimately checked on all pairs of questions in the survey instrument. A check of the Cronbach’s alpha coefficient yielded a high value of .65 on the survey instrument items. The pairs of survey instrument items do show a moderate relationship pattern.

Validity is the degree to which a measure accurately represents what it is supposed to (Hair et al., 1995). To ensure content validity is properly established, it is desirable for a

panel of subject matter experts to review each survey instrument item (Lawshe, 1975). This process provides a valid assessment of the relevance and applicability of each question as it measures performance. A validity test was conducted in November 1999 to determine the ability of the instrument to measure how well it is able to gather relevant data. Ten packages of the cover letter, directions, and survey instrument were sent to university faculty knowledgeable in academic research methods or knowledgeable in public management. Seven completed packages were returned with remarks indicating its ability to accurately gather data. None of the reviewers indicated any major problems with the instrument's ability. There were some recommendations for improvement that involved preferred wording. Some reviewers questioned whether a question was really required while others took an opposite stand. While some of the recommendations conflicted, these were resolved, and they proved quite useful in developing the final survey instrument version.

Summary

This research is involved with testing the defined research questions about vision statements. The findings eventually support each of the six developed hypotheses.

The correlation matrix should be able to show a relationship between independent and dependent variables. In particular, the themes in the vision statement should correlate with management support for change occurring in the organization. Additionally, we expected the regression analysis to show that the strength of the presence of vision

statement themes will have an impact on organization management support for strategic change.

CHAPTER IV

ANALYSIS OF DATA

This chapter describes the major findings derived from conducting the study and is divided into two sections. The first section provides descriptive statistics of the variables. The second part describes the results of an analysis of the data using correlation analysis, factor analysis, and regression analysis.

The primary software package used to analyze the data is the SPSS Professional Series software, release 6.1.

Descriptive Statistics

This section describes the data collected about organization change, the vision statement, and demographics.

Response Rates

A total of 400 survey instruments were mailed to agency leadership. The initial 300 mailed survey instruments was increased to 400 to improve the number of responses. Of the 400 mailed surveys, there were 99 (25 percent) responses returned. This is lower than the response rate of other similar surveys that approximated 30 percent response rates. However, the rate produced enough data to conduct the analysis.

There are 16 agencies that did not meet the required criteria to be included in the final data. As was planned, the control data variable played a vital role in making this determination. Table A8 in the appendix shows the reasons for exclusion of the 16 agencies to form the final 83 valid agencies used in the data analysis. Nine agencies have no vision statement, nine were missing a completed survey instrument, and two were too

small. Some agencies were excluded for more than one reason. The rationale for exclusion is included in the following sections.

Agency Size

We sought a cross section of agency sizes to represent the executive department. Government agencies vary in size from only a few employees to several hundred thousand employees. A cut off value of ten employees was used as a lower limit to be included in the final database. This rationale was explained in chapter III and is consistent with similar research. There were 11 agencies that did not provide the number of employees employed. Through related web sites, the number of sub-agencies, and other data, we were able to determine that that they had more than ten employees (even though the actual number is unknown).

No statistically significant differences were found between small and large agencies (a) with respect to change and (b) with respect to vision statement descriptor words. Therefore, all agencies were treated with equal importance.

The frequency distribution in Table 6 illustrates efforts to include an extensive range in the population size of the government agencies.

Table 6

Employee Size Distribution

Employee count	Number	Percent
Less than 10	4	4%
10 to 99	25	25%
100 to 999	19	19%
1,000 to 9,999	27	27%
10,000 or more ¹	13	13%
No response ²	11	11%
Total	99	100%

Notes.

¹ Up to 75,000 employees.

² No response category means there was no employee count provided.

The mean number of employees in an agency is 3,329 after removing 4 outliers with more than 100,000 employees. However, the median value of all agencies is 1,008 employees which provides a better indication of the typical size of agency surveyed. Based on this criteria, 85 percent of responding agencies had between 10 and 57,000 employees.

Role of Agency

We surveyed the agency role to ensure a good cross section of agencies. This role defines the very broad purpose for the agency based on the literature. Three primary agency roles in Table 7 of regulatory, service, and support were developed. The intent was to strive for strong representation from each role category when the survey respondents were selected.

Table 7

Role of Agency

Agency Role	Agency	Corrected ^a	Percent ^b
1-Regulatory - enforce rules, fair competition	17	20	24.1%
2-Service - funding, social programs	22	24	28.9%
3-Support - assists government agencies	14	15	18.1%
4-Other type agency	30	24	28.9%
Agency totals	83	83	100.0%

Note.

^a The corrected column provides a corrected positioning determined by the researcher on the agency's role.

^b The percent column is the percent of total based on the corrected category.

The management respondent was asked in the survey instrument to select a primary role for their agency. More agencies were in the Other Type Agency category than was expected. Military operations units clearly did not fit into any of the first three roles.

Some agencies manufactured products, such as the U.S. Mint, and belong in the other category. Selection of this category could be that this is also the result of some agencies feeling they are unique in some way.

Some agency responses obviously selected the wrong category and required correction from the data obtained. For this reason, a corrected column is added to Table 7. Based on the agency name, the position in the hierarchy, and the vision statement, they were placed in the correct role. Six agencies were moved out of the “Other” category into another one with a better fit. For example, the Government National Mortgage Agency (GNMA) placed themselves as an “other” category. They are better located as an agency that provides funding to the public. It is not known if some respondents narrowly interpreted the term public as being a person. Apparently the question was not worded in an understandable manner for all respondents or they may have been in a hurry. Only the most obvious role category errors were corrected. The corrected figures show a good distribution with somewhat fewer agencies in the other type agency role.

Departments

The valid responses in Table 8 summarize the response distribution by department. The number of how many agencies were surveyed depended on the number of sub-agencies within the department. Therefore, the number of survey instrument mailings was not equal for all agencies. The source for agency population was the U. S. Government Manual (2000). The Independent Agency category, which consists of 62 small agencies, has the most responses (n=13) in this study. Other agencies with high inclusion rates are the Treasury Department (n=10) and the Department of Defense (n=11). The Department

of Defense is by far the largest government agency in the executive department in terms of agencies and employees. The “Other Agencies” category included limited responses from the Department of Commerce and Department of State. A detailed list by agency is in the appendix (Table A9).

Table 8

Distribution by Department

Departments	Count	Percent
Agriculture	2	2.4%
Air Force	4	4.8%
Defense	11	13.3%
Education	9	10.8%
Energy	3	3.6%
HHS	7	8.4%
Interior	4	4.8%
Labor	7	8.4%
Transportation	8	9.6%
Treasury	10	12.0%
Veterans	2	2.4%
Independent agency	13	15.7%
Other agencies	3	3.6%
Total	83	100.0%

Note. Count column is the number of valid survey instruments received.

Response by Leadership

The top management responded in every instance. Although the addressee did not always respond, the position described appeared to be sufficiently high to be able to be included in strategy formulation for the agency. No survey instruments were deleted for this reason.

Possession of Vision Statement

The vision statement data in Table 9 was partially extracted from the survey instrument item requesting their vision statement. If the vision was not provided, it was obtained from the agency web site or other available literature on the agency. Based on agency web site visits, eight of the missing vision statements were added. We could not allow an incomplete response for this item because either the agency does or does not have a vision statement. This resulted in the new adjusted response column. Only 9 agencies representing 9.7 percent of the agencies did not possess any vision statement. We expected a higher percentage of agencies to be deleted for this reason but were pleasantly surprised.

Table 9

Vision Statement Possession by Agency

Vision statement possession ^a	Agency response	Adjusted response ^b	Percent ^c
Has Vision Statement	82	90	90.3%
No Vision Statement	12	9	9.7%
Not Sure	0	0	0%
Blank	5	0	0%
Response Total	99	99	100.0%

Notes.

^a this is in response to SI question 15 “our agency has a vision statement”.

^b corrects obvious errors and resolution of the blank responses.

^c percent of total based on adjusted response total.

No manager selected the “not sure” category, though some should have. Apparently some respondents were uninformed on their agency vision. In two instances, the respondent stated that they did not have a vision statement but one was clearly labeled as such on their web site. In another instance it was on their web site and in the budget proposal to Congress.

Vision Statement Descriptors and Themes

The visions were scored on a comparative rating scale in terms of strength of presence for each vision descriptor. The four possible categories of strength of presence

for the descriptor are converted to an interval scale of 0, 1, 2, or 3 based on increasing strength of presence in the statement. The students that scored the vision statements based the strength on a code book with typical phrases and words to define each of the seven vision descriptor words. This allows the strength to be measured and compared to other agency vision statements. Table 10 shows the mean and standard deviation of the descriptors as observed in the vision statements.

Table 10

Vision Statement Descriptor Frequency

Descriptors	Mean	S.D.
Desired state	1.39	.99
Long term	1.04	.99
New idea	1.53	1.03
Flexible	1.27	.93
Inspire	1.54	.87
Understood	1.87	1.04
Core ideology	2.19	.78

By a slight margin, the most common and strongest descriptor mentioned in the survey instrument is core ideology (mean 2.19, s.d. .78) which describes what the agency does. This was followed by understood (mean 1.87, s.d. 1.04) which indicates the vision is easily communicated, is brief, and may be used like a slogan. The least common descriptor is long term (mean 1.04, s.d. .99) which includes a definite future time frame and is placed well into the future.

Table 11 indicates how often a theme was observed in the vision statement. The seven elements support the four themes of future, innovation, motivation, and purpose for the agency vision statement. The theme mean scores represented in Table 11 are a mean of the corresponding descriptor elements (see Table 5 for associations).

Table 11

Vision Statement Theme Frequency

Themes	Mean	S.D.
Future	1.21	.85
Innovation	1.40	.85
Motivation	1.70	.84
Purpose	2.19	.78

The most prevalent theme continues as the purpose theme (mean 2.19, s.d. .78) which describes the agency core idea and the role it performs. The next most common is the motivation theme (mean 1.70, s.d. .84) which is comprised of inspiration and understood elements. The least common theme is Future (mean 1.21, s.d. .85).

Change

The rate of strategic change is derived from survey instrument items 5 through 14. This change represents the dependent variable. The value is based on an additive scale that includes a combination of all survey items based on possible ratings of 1 through 5 on a Likert scale. The maximum and minimum values for particular change items on the

scale were frequently reached by the agencies. The results of the survey instrument are summarized in Table 12.

Table 12

Summated Responses for Each Survey Instrument Item for Strategic Change

	Survey Instrument Items									
	5	6	7	8	9	10	11	12	13	14
Mean	4.07	3.48	4.11	3.99	3.65	3.35	3.29	3.81	3.87	3.96
Std. dev.	.84	1.22	.82	1.04	1.21	1.45	1.13	1.04	1.02	1.02
Median	4	3	4	4	4	3	3	4	4	4
Maximum	5	5	5	5	5	5	5	5	5	5
Minimum	1	1	2	1	1	1	1	1	1	1

Note. The maximum and minimum score reflects the extremes reported on any one survey instrument.

Overall, the average change reported by all agencies for all change elements was 3.76 with a standard deviation of .54 and a confidence interval of .12 (alpha = .05). The highest overall change rating for all ten items provided by any single agency was a 4.9 score and the lowest overall rating by any single agency was a 2.2 score. The highest individual item response rating appeared in the survey item number 7 on “management is inclined to encourage new methods for providing services for our customers” which received a 4.11 mean score. Most executives believed this concept was present in their agency. The lowest response rating went to the item number 11 on “management does

not have a problem accepting risky situations with uncertain outcomes” of which reported a response rate of about 3.29 score. Apparently management feels that they are risk adverse.

The survey instrument items described in Table 11 correspond to the following ten items in the survey instrument:

5. Management is quick to look for new ideas in response to changing external events.
6. Most of our management has received training in change management techniques.
7. Management is inclined to encourage new methods for providing services for our customers.
8. We have a way to reward creative employees for developing improvements in our services.
9. Management is planning on a significant change in the organization structure.
10. This organization has recently undergone a significant restructuring (concerning the departmentalization, reporting, decentralization).
11. Management does not have a problem accepting risky situations with uncertain outcomes.
12. We have begun a new commitment to improve the ability of our employees.
13. This organization maintains the latest computer software available.
14. This organization has experienced an recent change in offering automated services.

Questions 5 and 6 and 11 are designed specifically to evaluate management proclivity for change. Questions 7 through 14 are directed toward organization outcomes.

Data Analysis

Factor Analysis

Factor analysis was conducted (Table 13) to determine the underlying dimensions for the management model. We explored the relationship of the 10 survey instrument items that measure change by using factor analysis with varimax rotation. Factor analysis provides a mechanism for simplification by identifying statistical commonality across a list of items. As Table 13 shows, this analysis was successful and indicated that we could represent four constructs. The analysis of the survey instrument items with eigenvalues values greater than 1.0 accounted for 64 percent of total item variance. The results of the Bartlett Test of Sphericity was less than .0001 and the Kaiser-Meyer-Orkin Measure of Sampling Adequacy was .564 which indicates that the data were appropriate for the analysis. Loadings of less than .40 were suppressed in the results.

Table 13

Factor Loadings of Change Components

Component ^a	Factor 1 structure	Factor 2 management	Factor 3 services	Factor 4 employee
SI 10 recent restructure	.85			
SI 9 plans for restructure	.80			
SI 5 responsive mgt.		.83		
SI 11 risk acceptance		.58		
SI 7 new methods		.54	.51	
SI 6 change training	.41	.45		
SI 14 add automation			.84	
SI 12 training employees			.62	
SI 13 latest software				.78
SI 8 reward improvement				.73

Note. Loadings less than .40 have been suppressed.

^a SI refers to the survey instrument item question.

Four factors emerged, including one with particular importance. Organization structure (factor 1) included items indicating past restructuring or plans for future structure changes. Management effort (factor 2) included four items that strongly related to management behavior toward strategy. These included change training, responsive to external changes, ability to accept risky situations, and encouraging new methods. Services (factor 3) includes organization involvement with improving service and

automation for customers. Employee needs (factor 4) is not well defined but includes rewarding employees for improvements and providing updated computer software.

Of greatest interest is management effort (factor 2) which provides a basis in the management support model for strategic change. Specifically, these included items relating to management being quick to look for new ideas in response to changing external events, management receiving training in change techniques, management inclination to encourage new methods, and management acceptance of risky situations. Therefore, the factor 2 items support the management model additive for change behavior.

By only using the four items in factor 2 instead of all 10 items, we have the components of the management change variable. This is done by only including the additive values for these four items in the correlation and regression data. The organization model consists of an additive value using all survey items. This allows a comparison of an organization change variable versus a management change variable in the vision statement data.

The intention was to explore the survey instrument items describing change to determine the most appropriate items relating to a Management Model. Fortunately this was the case as four survey instrument items broke out quite well to describe this model. The first two items were planned as relevant items but other relevant items should surface as well.

Correlations

The correlation matrix is an array of all estimated pairwise correlations between the independent variables (Aczel, 1996). The matrix includes the dependent variable of TMT support. This correlation matrix allows us to identify those explanatory variables that are highly correlated, or related, with each other. In this case, the correlation matrix checks the relationship between the vision themes and the support for change. The coefficient of correlation measures the strength and direction of the linear relationship between two variables (Mason, Lind, and Marchal, 1999).

Two tables are constructed with descriptives and correlations between selected pairs of variables. Table 14 shows the Organization Model coupled with the 7 vision statement descriptors and the change variable with the organization additive. Table 15 shows the Management Model based on the same variables except the change variable uses only the management effort (factor 2) additive. The correlations in both tables use a two tailed test.

Table 14

Descriptive Statistics and Correlation Matrix of Organization Model

	Mean	s.d.	1	2	3	4	5	6	7	8	9
1. Change	37.48	5.46	1.00								
2. Desired state	1.39	.99	.26*	1.00							
3. Long term	1.04	.99	.07	.50**	1.00						
4. New idea	1.53	1.03	.08	.10	.36**	1.00					
5. Flexible	1.27	.93	.19	.15	.20	.54**	1.00				
6. Inspire	1.54	.87	.16	.01	.11	.09	.12	1.00			
7. Understood	1.87	1.04	-.05	-.10	-.02	-.16	-.15	.53**	1.00		
8. Core ideology	2.19	.79	.27*	.22*	.06	-.04	.11	.11	.26*	1.00	
9. Employ	3329	8925	.16	.04	.27	.01	-.12	.20	.06	.08	1.00

Note, all correlations are two tailed tests

n = 83

*p<.05 **p<.01

Table 15

Descriptive Statistics and Correlation Matrix of Management Model

	Mean	s.d.	1	2	3	4	5	6	7	8	9
1. Change	14.90	2.73	1.00								
2. Desired state	1.39	.99	.28*	1.00							
3. Long term	1.04	.99	-.01	.50**	1.00						
4. New idea	1.53	1.03	-.03	.10	.36**	1.00					
5. Flexible	1.27	.93	.13	.15	.20	.54**	1.00				
6. Inspire	1.54	.87	.25*	.01	.11	.09	.12	1.00			
7. Understood	1.87	1.04	-.12	-.10	-.02	-.16	-.15	.53**	1.00		
8. Core ideology	2.19	.79	.29**	.22*	.06	-.04	.11	.11	.26*	1.00	
9. Employ	3329	8925	.18	.04	.27	.01	-.12	.20	.06	.08	1.00

Note. all correlations are two tailed tests

n = 83

*p<.05 **p<.01

In the Organization Model (Table 14) a moderate correlation is found between change and future ($B = .26, p < .05$) and with core ideology ($B = .21, p < .05$). Other relationships with change are not significant. Also of interest, correlation is strong between long term and future ($B = .50, p < .01$) and between new ideas and flexible ($B = .54, p < .01$), and between understood and inspire ($B = .53, p < .01$). This was expected, as they are elements that share the same vision themes. Cases with missing vision statement variables were excluded from this matrix. Cases missing random variables were included by using a pairwise missing value treatment.

In the Management Model (Table 15) the only differences are in column 1 which relates to the different change values based on management effort. A similar pattern is present in this model. Again, a moderate correlation was found between change and future ($B = .28, p < .05$) and with core ideology ($B = .29, p < .01$). Additionally, a relationship was noted with inspire and change ($B = .25, p < .05$). In this model the correlations are slightly stronger and the significance is better indicating an improved relationship. All other correlations between vision descriptors are, of course, the same for both models.

Regression Analysis

To gain a complete understanding of the variables, two models were constructed to test the two primary hypotheses. Ordinary least squares was used to regress perceptions of organization management support for strategic change against each of the hypotheses.

Multiple regression examines the influence of two or more independent variables on the dependent variable (Mason, Lind, and Marchal, 1998). In this research we have seven independent variables and one dependent variable. An Analysis of Variation (ANOVA) table (Table 16) is used to examine the existence of differences among population means.

It includes an F value to determine if the null hypothesis should be rejected. Additionally, a t-test on the hypothesis was constructed.

Table 16

ANOVA Data for Organization and Management Models

	Degrees Freedom	Sum Squares	Mean Square	F Value
Organization Model				
Regression	7	443.29	63.33	2.38*
Residual	75	1997.43	26.63	
Total	82			
Management Model				
Regression	7	132.03	18.86	2.95**
Residual	75	479.19	6.39	
Total	82			

* $p < .05$

** $p < .01$

In the organization regression model, the findings are significant at the 5 percent level. In the management model, they are significant at the 1 percent level. Since these p values are less than .05, we can reject the null hypothesis that there is no relationship. The critical value for the organization model is 2.13 and for the management model is 2.87. Both values are less than their F distribution. There is a definite relationship and the models are acceptable for use in the regression data.

A coefficient of determination (R^2) shows the proportion of the total variation in a dependent variable that is explained, or accounted for, by the variation in an independent variable. “The coefficient of determination is a descriptive measure of the strength of the regression relationship, a measure of how well the regression line fits the data” (Aczel, 1996). The coefficient of multiple determination is the percent of the variation explained by the regression. Generally, as the value grows smaller, the variable is more collinear with other predictor variables. Values of R greater than 0.70 should be regarded with considerable caution.

Table 17 contains the results of the regression analysis for the two models. A listwise procedure was used in the regression equation with all independent variables included. The Organization Model includes all survey instrument items that related to the changes in the entire organization. The Management Model includes only survey instrument items 5, 6, 7, and 11 which relate specifically to management efforts that directly impact the organization. These are the four items extracted by factor analysis. The beta columns show the unique explanatory power of each variable in the equation.

Table 17

Results of Regression Analysis for Both Models

Descriptor	Hypothesis ^a	<u>Organization Model</u>		<u>Management Model</u>	
		R	Beta	R	Beta
Multiple R		.43		.46	
R Square		.18		.22	
Desired state	2a		.19		.31*
Long term	2b		-.06		-.18
New idea	2b		-.01		-.07
Flexible	2c		.08		.09
Inspire	2c		.25		.26*
Understood	2d		-.22		-.03
Core ideology	2d		.25*		.18

Note.

^a Hypothesis column shows specific hypothesis supported.

* $p < .05$

Only a few statistically significant relationships were discovered in the two models. The multiple R and R^2 are slightly higher in the management model ($R = .46$, $R^2 = .22$) versus the organization model ($R = .43$, $R^2 = .18$) indicating a stronger relationship. The regression table shows that the significant predictors of the organization and management rates are quite different.

The organization model shows an important relationship between change and core ideology (beta =.25, $p<.05$). The management model showed a relationship with desired state (beta =.31, $p<.05$) and with inspire (beta =.26, $p<.05$). All other variables are at an insignificant level, however, the inspire descriptor in the organization was also very close to being significant.

Multi-collinearity

A test for multi-collinearity was conducted by using two methods. This check looks at correlation among the independent variables.

The Durbin-Watson test checks for evidence of the existence of a first order autocorrelation (Axcel, 1996, p. 545). With all survey instrument items used in the regression, the Durbin-Watson test produced a value of 1.94 in the organization model and a value of 2.21 in the management model. The values should be near 2.0, therefore, there does not appear to be any multi-collinearity difficulty in the regression.

The Variance Inflation Factor (VIF) for all variables in both models lies between the 1.1 and 1.7 values. These are well below any indication of an autocorrelation problem which occurs when these values are above a 10.0 value. Also, the tolerance value is also well above a .10 value which also indicates there is no autocorrelation (Aczel, 1996, p. 541).

Summary

There is a weak but quite significant relationship between vision statements and the government agency behavior. It appears that the vision statement has a greater effect on top management than on the organization as a whole. It is reasonable to conclude that the

two models are different and that the effect of vision statements is different on top management than on the organization.

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CHAPTER V

FINDINGS

This chapter discusses the resultant interaction between the variables and their importance to the study. Conclusions are drawn based on the significance of the data.

Overview

Two models were developed to support the two main hypotheses concerning the role of vision and change. The first model, supporting hypothesis HA1, explains the relationship between the organization vision statement themes and overall organization support for strategic change. It does not particularly focus on the top executive role in implementing this change. The second model, supporting hypothesis HA2, explains a relationship whereby vision statements have a positive correlation to top management efforts that support strategic change. The assumption in the second hypothesis is that management is advocating changes to bring the organization into alignment with the vision statement theme. In this case, management support refers to top management advocating the changes.

The second hypothesis also has sub-parts advocating presence of certain vision statement themes will have a significant effect on the organization change.

We found the most common of the seven descriptor words (Table 10) is the core ideology (mean 2.19) for the organization. The core ideology describes the primary purpose, core competencies, cherished values, and business the organization is in. The second most common descriptor word is understood (mean 1.87) which means easily

communicated and is used like a slogan. Very few agencies were scored with a long term (mean 1.04) descriptor word. This appears to suggest that visions are not particularly tied to a long term time horizon.

The most common vision theme (Table 11) is the Purpose Theme which has a presence score of 2.19 on the scoring scale. The least common theme is the Future Theme with a mean score of 1.21. As expected, the common and least common descriptor words and themes do complement each other. It is also interesting to note that the most common and least common themes are the ones that are most correlated with change as noted in the correlation analysis.

The survey instrument data in Table 12 on change scores provide some interesting insight into top management perceptions of their roles. Most managers (4.11) indicated that they were inclined to encourage new methods for providing services for their customers. Additionally, most top management members (4.07) felt they were quick to look for new ideas in response to changing external events. Considerably fewer top managers (3.29) said they were willing to accept risky situations. This is not a surprise. In response to having undergone a recent restructuring, a medium score (3.35) was accompanied with a rather wide standard deviation (1.45). Based on the five point Likert Scale, it simply appears they either have or have not undergone a restructure.

Vision Statements and Organization Change

Major researchers support that vision statements contribute to the strategic change concept. Belasco (1990) said the vision drives major organizational change. The Senge (1990) position that vision provides a focus on learning is strongly supported in the

management model.

Hypothesis HA1 proposes a correlation between the organization vision statement and overall organization support for strategic change. This does appear to be the case, but not exactly in the way that we may expect.

The correlation coefficients (Table 14) show a relationship exists between strategic change and the desired state descriptor ($B = .26, p < .05$), and the core ideology descriptor ($B = .27, p < .05$). Thus, two of the seven descriptors are related to strategic change at a significant level providing some support for the hypothesis. Regression analysis produced weak support ($R^2 = .18, p < .05$) in the organization model. The strongest beta was associated with core ideology ($b = .25, p < .05$). So we can conclude that there is some positive correlation between the organization vision statement and organization support for strategic change. Therefore, hypothesis HA1 is partially supported.

Vision Statements and Management Support for Change

The second hypothesis emphasizes the top management role in bringing about changes. Hypothesis HA2 says that organizations possessing vision statements with a strong emphasis on certain themes that present in the agency will have a top management team that supports strategic changes to bring this about. Support refers to management advocating changes to bring the organization in alignment with the vision statement theme. It has four sub-parts emphasizing particular vision themes.

The correlation coefficients in this model produced three important descriptors supporting strategic change. These include desired state ($.28, p < .05$), inspire ($.25, p < .05$), and core ideology ($.29, p < .01$). Thus the correlation matrix shows a relationship does

exist in the Management Model between vision and organization change. Further, it is a stronger relationship than in the Organization Model.

Regression analysis also produced moderate support ($R^2 = .22$) showing vision affects organization change. Again, the Management Model is stronger than the Organization Model. In the regression, the descriptor word of a desired future state provided strong support with a .31 beta value. This descriptor comprises a part of the future theme. The inspire descriptor had a .26 beta value which encompasses part of the motivation theme. The other vision statement descriptors were not supported at significant levels. Therefore, two descriptors support the second hypothesis. The second hypothesis is partially supported.

There are four sub-areas of this second hypothesis that relate to specific vision statement themes. Because of the very disparate results of each descriptor word, each theme is considered separately and its effect is described. The four themes to be tested at this stage of the analysis are: a future theme, an innovation theme, a motivation theme, and a purpose theme.

Future Theme

Hypothesis HA2a says a future theme will have a positive correlation on management supporting strategic change as manifested in the organization action. On the vision presence scale of 1 to 3 in Table 11, the future theme had the weakest presence score ($x = 1.21$, $s.d. = .85$) in vision statements meaning it is used less often than any other themes. The first future theme word descriptor of desired state refers to the future

outlook, aims, and destined achievements. It is not cited often either, ($x = 1.39$, $s.d. = .99$).

However, most importantly, in the regression the desired state correlation coefficient ($.28$, $p < .05$) does show a significant relationship to change. Further, the desired state word descriptor presents good support in the regression on change ($B = .31$, $p < .05$) in the management model.

The second descriptor word of the future theme is long term which includes a specific time element. It was not significant in either the correlation analysis or in the regression. The presence score of 1.04 indicates that it is not used often. We can conclude that the long term descriptor in visions has no significant effect on change.

The desired state descriptor is positively related to change and the long term descriptor is not related. Therefore, hypothesis HA2a, that a future theme has a positive effect on management strategic change, is partially supported based on the desired state descriptor.

Innovation Theme

Hypothesis HA2b contends that organizations with high degrees of innovation will tend to have a positive correlation to management that supports strategic change.

Innovation is measured with the two word elements of new ideas and flexible. This theme's presence score has a mean of 1.40 ($s.d. .85$) which is mid-stream in frequency of in vision statements. The correlation coefficient and regression beta for both descriptor words was not significant. Based on this, we can conclude that the innovation vision theme has no important bearing on strategic change.

Motivation Theme

Hypothesis HA2c says employee motivation themes have a positive correlation to management supporting strategic change as manifested in the organization action. This theme's presence score has a mean of 1.70 (s.d. .84) making it the second strongest theme.

The descriptor word *inspire* involves the motivation of employees and support for employee commitment. This descriptor has a mean presence score of 1.54 (s.d. .87). In this case, the desired state correlation coefficient (.25, $p < .05$) does show a significant relationship to change. Also, *inspire* presents good support in the regression on change ($B = .26, p < .05$) in the management model. Therefore it does have an effect on strategic change.

The other descriptor, *understood easily*, means the vision is easily communicated, is very short, and is used much like a slogan that is memorized by employees. This descriptor was not significant in the correlation matrix nor in the regression model. The term is the second most commonly used word descriptor used in vision statements.

The *inspiration* descriptor is positively related to change and the *understood* descriptor is not related. Therefore, hypothesis HA2c, that a motivation theme has a positive effect on management strategic change, is partially supported based on the *inspiration* descriptor.

Purpose Theme

Hypothesis HA2d emphasizes the primary purpose theme as having a positive correlation on management that supports strategic change. This theme is not broken into

any smaller elements or descriptors. As a vision theme, it states that the organization purpose is well defined. In this capacity, it tells what business agency is in, describes what they do now, delineates the core competencies, and tells what business the organization is in. This purpose theme received the highest presence score of 2.19 on the 1 to 3 scale with the smallest standard deviation of .78. Therefore, vision statements will commonly contain the purpose theme.

As a theme, and as a descriptor, it has a significant but moderate correlation coefficient (.29, $p < .01$) in the management model. Although the theme has good support in the organization model regression, it was insignificant in the management model regression. Therefore, purpose has only a limited association with change. This theme is generally not supported in the management model.

The strongest vision statement predictors for change are terms relating to a desired future and possibly inspiration and core ideologies. The vision descriptors relating to long term, new ideas, and understood are not important in bringing about strategic organization change.

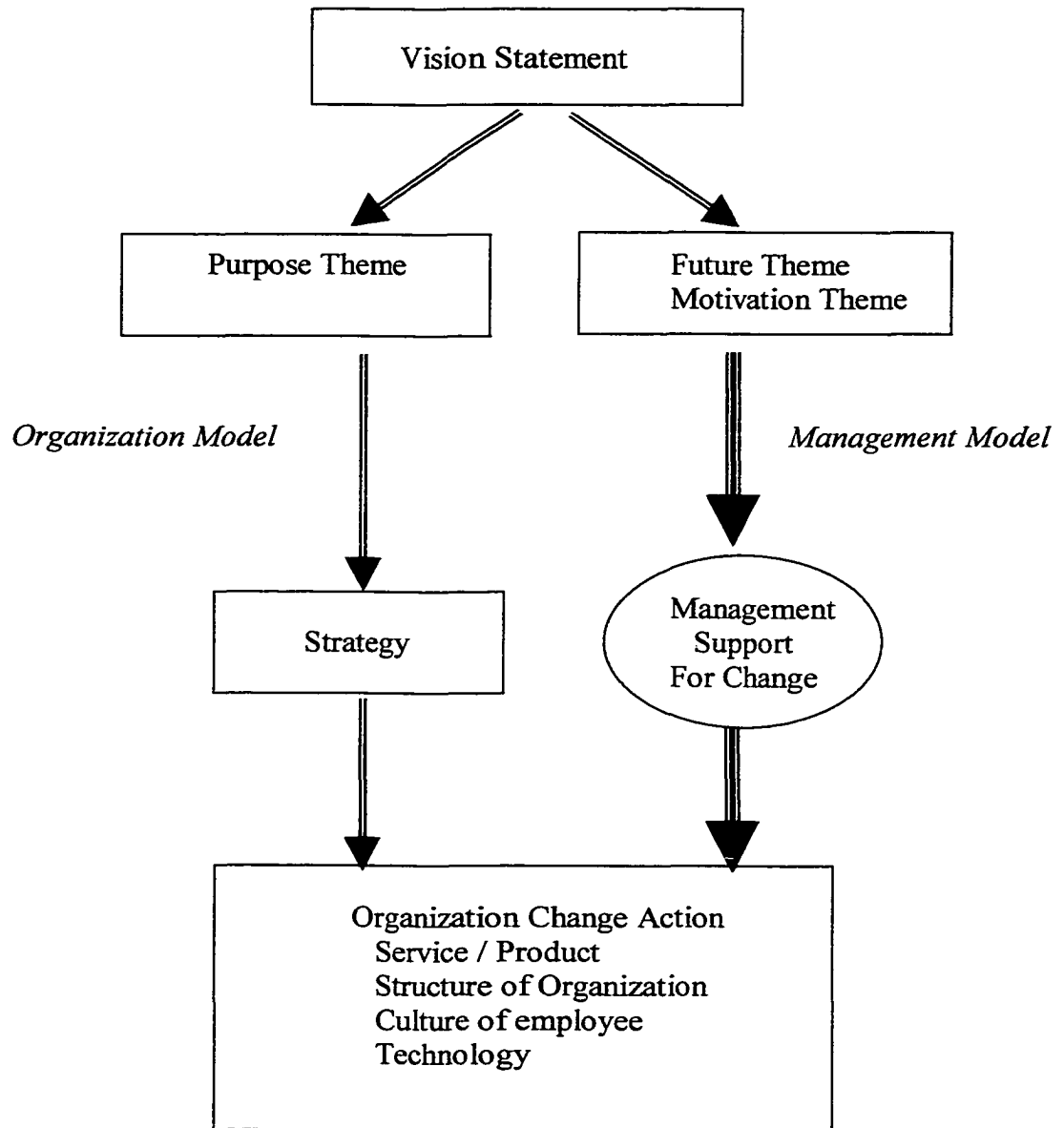
The correlation analysis did not show any statistically significant relationships between the organization size and any of the vision statement descriptor words. This indicates that our data show large and small government agencies do not use different types of vision statement wording. Additionally, size did not correlate with the change additive in either the organization or management model.

Figure 4 shows how the two models actually support the vision themes. The Organization Model contains the purpose theme and through the strategy causes changes

in the organization. The Management Model contains the future and motivation themes and through management support for change, cause stronger organization change. The diagram shows the reformatted vision statement model to bring about organization change with the proper alignment of the future theme and motivation theme in the vision statement.

Figure 4

Reformatted Vision Statement Model



Note. The heavier line on the right indicates a stronger relationship in the management model than in the organization model.

Summary

Hypothesis HA1 stating that “There is a positive correlation between the organization vision statement themes and support for strategic change” is supported. The management model is supported by the two themes of future and motivation but not by the themes of innovation and purpose. Therefore hypothesis HA2 that states: “Organizations with vision statements emphasizing certain themes will have a positive correlation to management that supports strategic change” is partially supported.

In the Management Model, the future and motivation themes are partially supported. These are the themes supported by management effort to bring about strategic change in the federal agencies. The core purpose plays a significant in bringing about organization change, however, there appears to be little association with management efforts. Innovation themes that include new ideas and flexibility do not appear to bring about organization change in the federal government executive department.

Based on the two models organization vision themes do have a correlation with the strategic change process in organizations. Organizations with vision statements emphasizing purpose in their themes have a positive correlation on the organization strategic changes. Organizations emphasizing the future and motivation in their themes have a positive correlation on management efforts as it supports strategic changes in the organization. Apparently, vision statements with innovation themes do not have a significant impact on the organization.

CHAPTER VI

LIMITATIONS AND CONCLUSIONS

This chapter addresses limitations, suggests future areas for research, and summarizes the findings. This study is primarily concerned with testing the defined research questions about vision statements. The organization reaction to vision statements should be apparent in the actual support and action of the top leadership and top management.

This research focused only on the executive branch of the federal government. Consequently, the conclusions of this study are limited to the relationships of government agency vision statements and their effect on change. This study is one of the few quantitative studies to determine if there are any relationships between vision statements and organization strategic change behavior. It is the only known study of a government agency on this strategic change issue. Further studies are required to generalize these findings to other populations.

This study is not suggesting that unsupported themes or descriptors are of no value to the organization. While it is possible that all vision statement themes and word descriptors may have some effect on the organization, they do not necessarily all bring about organization strategic change.

It is important to note that the federal government did not require agency vision statements before Circular 11 came out in 1998. Because of the novelty of some agency visions, some top managers may not have felt the full impact on their organization. This is

one of the first opportunities to closely examine the new vision statement effects on the government agencies.

Some interesting observations were that none of the Department of Housing and Urban Development sites offered a vision statement. It is unknown whether they use vision statements or if they are unable to support research of this type. Web sites suggested that they do not use vision statements. The State Department vision statements appear to be quite unconventional in that they change vision from week to week and from leader to leader. The term vision appears to be frequently used for new programs for an agency rather than a long term guide for an agency. This does not follow the literature in terms of the use of a vision statement.

Limitations of the Study

Our results should be viewed in the light of the data's limitations. Certainly, the vision statement is not the only circumstance that will influence the organization's behavior in terms of the specified variables. This becomes a limitation of the study. There are other ways to measure strategic change in organizations. It is difficult to capture all of these dimensions in a single survey instrument. Possibly, a large number of executive agencies may be quite different and hard to generalize. Another limitation is the potential for someone other than the agency head to respond to the survey instrument. This is difficult to control without physically observing the respondent. Also, the sample size could have been larger than the number of valid respondents used to improve the r^2 value.

It is quite difficult for the extremely large agencies (10,000 +) to accurately measure the change that occurs within the entire agency. The justification is due to the variability

of the sub-agencies which also have their own vision statements. Some small agencies may be experiencing high rates of change and others very low rates of change which make it difficult for the parent organization to gauge the overall change rate.

The study was conducted in one area of government, an area in which leaders are often away from the office for weeks at a time for political reasons. A substantial number of the returned questionnaires did not contain vision statements. This may suggest that the leader was unfamiliar with the vision of the agency. Future research may want to explore this facet of leadership relationship the organization. The political involvement of government agencies may raise questions about the applicability of our results to other types of institutions.

The innovation theme was not at all supported in the government study. However, the literature offers strong support for a connection between plans for innovation, new ideas, and flexibility and the resulting action in the organization. It is important to note that most vision statement studies occurred in the corporate sector. It is possible that the innovation theme could be supported in the corporate sector but not the government sector. Further research in this area will further substantiate this difference.

Future Areas For Research

There still needs to be further research conducted in other types of organizations using a similar research design to further validate these findings. An interesting direction would be to build research models based on the government agency size, function, department, or type of organization. Another dimension worth exploring is a regression analysis relationship based on the number of lines it takes to express the vision. A comparison of

military verses non-military vision statements and their effect on change needs to be explored. An interesting challenge for future research is to determine the influence of vision statements on management and organizational change over a period of time.

Agency control variable data was collected in the survey instrument on the overall government role category and specific executive department. A possibility for future research articles lies in the use of this data to establish other important relationships between either vision or change and one of these three variables. Control data was also collected on the agency population size but no significant relationships were noted in the data analysis.

Summary

The recent Government Performance and Results Act (GPRA), as modified by OMB, recommended the inclusion of vision statements in a federal agency strategic plan. Little research has been introduced that documents the influence of these vision statements on the various government agencies. Specifically, the organization vision statement should influence and change organization behavior to align it with top leadership aspirations.

This vision statement relationship to change was tested to see if it held true for federal government agencies. Two models were developed that reveal a relationship between organization vision statements and strategic change. They are similar except that in the second model the management role is examined more closely. We have established that there is a substantial correlation between the organization vision statement themes and support for strategic change. Additionally, the management model is supported by the two themes of future and motivation but not by the themes of innovation and purpose. The

relative importance given to the two themes future and motivation, is directly reflected in the strength of support for change by top management.

Vision statements do bring about organization strategic change, but not exactly in the way that management leadership may anticipate this to happen. More specifically, organization vision statements appear to bring about organization strategic change best when the top management supports the vision.

These findings should be capable of being generalized to other federal government agencies. It is the desire of the researcher to draw conclusions that will add to the growing body of knowledge in regard to the role of agency leaders, as well as other leaders, as they develop and implement their vision statements.

APPENDIX

Appendix A. Tables

Appendix B. Survey Instrument

Appendix C. Code Book

References Cited

Bibliography

APPENDIX A. TABLES

- A1 Relationship of Words to Vision
- A2 Vision Statement Examples
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Table A1

Relationship of Words To Vision

Word Elements	Word	Element	Theme	Change Related
action oriented	new ideas		innovation	X
bottom line orient	note 2			X
changing	flexibility		innovation	X
conservative	new ideas		innovation	X
describes actions	core ideology		purpose	X
detailed	note 1			
difficult to describe	note 1			
directs effort	understood		motivation	X
flexible	flexibility		Innovation	X
focused	Core ideology		future	X
formalized	Desired state		future	X
general	note 1			
innovative	new ideas		innovation	X
inspirational	inspires		motivation	X
integrated other visions	note 1			
long term	Long term		future	X
planned	Desired state		future	X
product of leadership	desired state		future	X
purposeful	core ideology		purpose	X
responsive to comp.	flexibility		innovation	X
risky	flexibility		innovation	X
strategic	desired state		future	X
tactical	flexibility		innovation	X
understood	understood		motivation	X
well communicated	understood		motivation	X
widely accepted	understood		motivation	X

Notes.

Word elements derived from Larwood, Falbe, Miesing (1995) study.

(table A1 notes cont.)

Change related column derived from the Falbe and Larwood (1997) study.

1 presence of this element does not cause change

2 presence may cause change but difficult to measure in government

Table A2

Vision Statement Examples

Agency	Vision Statement
Aviation Technical Training Ctr.	We will strive to provide the Coast Guard aviation community effective and cost efficient training for the enlisted workforce.
Center for Disease Control	Healthy people in a healthy world -- through prevention
CIA	To be the keystone of a US Intelligence Community that is pre-eminent in the world, known for both the high quality of our work and the excellence of our people.
Coast Guard, Human Resources	The CG is the employer of choice, motivated and high performing CG people. Organization behavior supports the concept of Team CG. Human Resource Directorate is a strategic partner.
Dept. of Treasury	Promote Prosperous and Stable American and World Economies Manage the Government's Finances Protect Our Financial Systems and Our Nation's Leaders, and Foster a Safe and Drug-Free America Continue to Build a Strong Institution for the Future.
Dept. Education	The Department of Education is recognized as an agency that has strong internal partnerships for financial management. ED has fully integrated financial management as a shared responsibility for staff and program officials throughout the Department.
Dept. Labor, Information Tech. Center	Better government through better use of information, people, processes, and technology.
Dept. State, IG	To be an independent and objective force for positive change in the foreign affairs community.
Dept. Transportation	A visionary and vigilant Department of Transportation leading the way to transportation excellence in the 21st century
Director of Highway Safety	Create the best transportation system in the world.
Economic Research Service	Help improve decision making by providing objective and timely economic analysis.
Endowment of Humanities	The Office of IG aspires to maintain a reputation for professional competence, leadership, and integrity. We strive to achieve our goal through self-examination and a teamwork environment that fosters professional development, open communication, and creativity.
Export Admin.	exports = healthy high-tech companies = strong defense.
FAA, Transport Airplane Dir.	We advance aircraft safety by providing the highest quality service.

Agency	Vision Statement
FDIC	To assure that the FDIC is an organization dedicated to identifying and addressing existing and emerging risks in order to promote stability and public confidence in the nation's financial system.
GNMA	Provide the lowest cost financing to build communities by making access to the capitol markets a reality.
Admin. on Aging	The Administration on Aging leads the nation in creating the shared vision that aging is a process, not a point in time. AoA calls people of all generations to healthy, productive and secure aging.
HHS, Office of Grants & Acquisition Management	OGAM is committed to superior customer service. We strive for quality partnerships with our customers while maintaining integrity in all our business relationships.
James Madison Fellowship	The advice nearest to my heart and deepest in my convictions is that the Union of the States be cherished and perpetuated. James Madison Jr.
Joint Chiefs of Staff	Dedicated individuals and innovative organizations transforming the joint force for the 21st century to achieve full spectrum dominance: Persuasive in peace; Decisive in war; Preeminent in any form of conflict.
National Mediation Board	Its principal role is to foster harmonious labor-management relations in the rail and air transport industries and thereby minimize disruptions to the flow of interstate commerce.
National Science Foundation	Enabling the nation's future through discovery, learning, and innovation.
Natural Resource Conservation Service	Harmony between people and the land.
Nuclear Regulatory Comm.	NRC actions enable the nation to safely and efficiently use nuclear materials. NRC's actions should be such that the public, those it regulates, and other stakeholders in the national and international nuclear community have the utmost respect for and confidence in the NRC.
Office of Management	Ensuring that the Department's workforce is dedicated, talented and highly motivated.
Peace Corps	Ask not what your country can do for you, ask what you can do for your country.
St. Lawrence Seaway Dev. Corp.	Ensured mobility of US navigation facilities and the St. Lawrence Seaway System into the 21st century.
USAF, 325 FW	Be prepared to fight America's wars anywhere, anytime!

Agency	Vision Statement
FW	
Strategy Division, DDS&P, J5	Dedicated individuals and innovative organizations transforming the joint force for the 21st Century to achieve full spectrum dominance; persuasive in peace; decisive in war; preeminent in any form of conflict
Undersec. of Defense (Policy)	Four operational concepts -- dominant maneuver, precision engagement, focused logistics, and full dimensional protection -- that the military must apply to achieve full spectrum dominance.
USAF News	People building the DOD's most respected organization, the leader in keeping people informed
USDA, Farm Service	A customer-driven model agency with a diverse and multi-talented workforce empowered and accountable to deliver programs and services efficiently, and dedicated to promoting an economically viable and environmentally sound American Agriculture.
USDA, Rural Development	Partners in helping the people of rural America develop sustainable communities.
USMC, Transp. System	The USMTS will be the world's most technologically advanced, safe, secure, efficient, accessible, globally competitive, dynamic and environmentally responsible system for moving goods and people.
VA	Our vision is to become a more customer-focused organization, functioning as ONE-VA and delivering seamless service to veterans and their dependents.
Vocational Technical Education Division	The CTE provides national leadership in the delivery of quality career and technical education programs. Our mission is to administer legislation pertaining to career and technical education and to enhance and support career and technical education as we promote overall education reform.

Notes.

Vision statements were obtained from either the organization's annual report or the organization's web site.

Many agency visions are very lengthy; only short vision statements are shown as examples.

Table A3

Executive Department Employment

Department	Employees ¹
Department of Agriculture	105,664
Department of Commerce	50,041
Department of Defense ²	717,901
Department of Education	4,677
Department of Energy	16,156
Department of Health & Human Services	59,813
Department of Housing & Urban Development	10,063
Department of the Interior	72,434
Department of Justice	122,759
Department of Labor	15,894
Department of State	24,713
Department of Transportation	64,859
Department of the Treasury	24,713
Department of Veterans Affairs	240,938
Total for Departments	1,530,625

Notes.

1 Office of Personnel Management, Federal Civilian Workforce Statistics.

2 Represents civilian employment only.

Table A4

Military Branch Employment

<u>Branch</u>	<u>Employees¹</u>
Army	482,662
Navy	373,520
Marine Corps	172,671
Air Force	355,876
Coast Guard	35,423
Total Armed Services	<u>1,420,152</u>

Notes.

1 Data from Department of Defense website: www.web1.whs.osd.mil

Table A5

Independent Agency Employment

Independent Agencies	Employees ¹
American Battle Monuments Commission	357
Armed Forces Retirement Home	848
Arms Control & Disarmament Agency	222
Board of Government Federal Reserve System	1,669
Commodity Futures Trading Commission	583
Consumer Product Safety Commission	468
Corp. Natl. & Community Service	538
Defense Nuclear Facilities Safety Board	100
Environmental Protection Agency	18,787
Equal Employment Opportunity Commission	2,571
Export-Import Bank of U.S.	413
Farm Credit Administration	299
Federal Communications Commission	1,988
Federal Deposit Insurance Corporation	7,778
Federal Election Commission	320
Federal Emergency Management Agency	5,812
Federal Housing Finance Board	120
Federal Labor Relations Auth	215
Federal Maritime Commission	142
Federal Med & Council Svc	282
Federal Ret Thrift Invest Board	111
Federal Trade Commission	1,004
General Services Administration	14,207
Holocaust Memorial Council	228
Int Boun & Wat Comm (U.S. & Mexico)	258
International Trade Commission	417

	Vision and Change	172
National Archives & Records Administration	2,610	
National Aeronautics & Space Administration	18,889	
Natl. Credit Union Admin.	882	
Natl. Fnd Arts & Humanities	350	
Natl. Labor Relations Board	1,866	
Natl. Science Foundation	1,194	
Natl. Trans Safety Board	443	
Nuclear Regulatory Commission	2,995	
Office of Personnel Management	3,576	
Panama Canal Commission .	9,966	
Peace Corps	1,059	
Pension Benefit Guar Corp.	750	
Railroad Retirement Board	1,289	
Securities & Exchange Commission	2,826	
Selective Service System	188	
Small Business Administration	4,574	
Smithsonian Institution	5,166	
Social Security Administration	65,257	
Tennessee Valley Authority	13,818	
U.S. Information Agency	6,378	
U.S. International Development Cooperation Agency	2,800	
Total	206,613	

Notes.

1 Office of Personnel Management, Federal Civilian Workforce Statistics

Table A6

Role of Sub-Agencies

Department	Operations ¹	Support ²	Total
Department of Agriculture	17	14	31
Department of Commerce	24	6	30
Department of Defense	43	10	53
Department of Education	8	8	16
Department of Energy	10	19	29
Department of Health & Human Svcs.	17	6	23
Department of Housing & Urban Dev.	24	13	37
Department of the Interior	12	7	19
Department of Justice	29	6	35
Department of Labor	15	6	21
Department of State	25	18	43
Department of Transportation	16	9	25
Department of the Treasury	45	10	55
Department of Veterans Affairs	17	16	33
Independent Agencies ³			57
Total for Departments	302	148	450

Notes.

1 Consists of regulatory and service roles

2 Consists of support for the agency

3 No attempt to break apart sub-agencies

Data source is US Government Manual (2000)

Table A7
Federal Government Executive Branch Agencies

Department	Surveyed
Department of Agriculture	Yes
Department of Commerce	Yes
Department of Defense	Yes
Department of Education	Yes
Department of Energy	Yes
Department of Health and Human Services	Yes
Department of Housing and Urban Development	Yes
Department of the Interior	Yes
Department of Justice	No
Department of Labor	Yes
Department of State	Yes
Department of Transportation	Yes
Department of the Treasury	Yes
Department of Veterans Affairs	Yes
Independent Agencies	Yes

Table A8

Invalid Agencies Removed From Data Set

F#	Agency	Department	Reason Removed		
			No vision	Missing SI	Small size
7	Central Intelligence Agency	Independent		X	
11	Defense Nuclear Safety	Energy	X	X	
31	Japan US Friendship Commission	Independent	X		X
51	Postal Rate Commission	Independent	X		
72	Human Resource	Agriculture		X	
75	Office of Chief Economist	Agriculture	X		
84	Bureau of Economic Anl.	Commerce	X		
154	Office for Equal Opportunity	Interior		X	X
226	Office of Enforcement	Labor		X	
256	Policy Analysis	HHS		X	
271	National Institutes Health	HHS	X		
363	Office of Medical Director	State	X	X	
381	Office of Fair Housing EO	HUD	X		
384	Office Lead Hazard Control	HUD	X		
450	Board of Veterans Appeal	Veterans		X	
473	Planning and Analysis	Veterans		X	
	Totals	16	9	9	2

Notes.

These agencies replied with data but were removed for reasons noted

Table A9

Valid Response Distribution by Departments

Department	Name of Agency	Number Employ ¹	Category role ¹	Vision state. ¹	Total by Dept. ²
Agriculture	Natural Resource Conservation Service	11,700	2	yes	
Agriculture	Economic Research Service	500	3	yes	2
Commerce	Export Administration	410	1	yes	
Commerce	US Census Bureau	1,300	3	yes	2
Defense	US Army Corps of Engineers	34,000	2	yes	
Defense	Asst. Secretary of Army (procurement)	64	2	yes	
Defense	AETC/FM	79	4	yes	
Defense	97 Air Mobility Wing	3,250	4	yes	
Defense	Dept of Defense	2,170,000	4	yes	
Defense	Undersecretary of Defense (Policy)	500	4	no	
Defense	Deputy Undersecretary (Comptroller)	160	4	no	
Defense	Inspector General	1,200	1	yes	
Defense	Strategy Division, DDS&P, J5	20	1	yes	
Defense	Joint Chiefs of Staff	1,300	4	yes	
Defense	Joint Staff	128	4	yes	11
Air Force	Air Education and Training Command	57,000	3	yes	
Air Force	Air Education & Training Command HQ	140	3	yes	
Air Force	17th Training Group	2,000	4	yes	
Air Force	325 FW	4,000	4	yes	4
Education	Dept of Education	4,200	2	yes	
Education	Planning and Evaluation Service	400	2	yes	
Education	Office of Non-Public Education	5	4	yes	
Education	Adult education & Literacy	28	2	yes	
Education	Office of Management	500	3	yes	
Education	Reform Assistance & Dissemination	60	2	no	
Education	Media and information Services	25	3	yes	
Education	Elementary and Secondary Education	54	2	yes	
Education	Vocational Technical Education Div.	28	2	yes	9
Energy	Director of Energy Research	300	4	yes	
Energy	Civilian Radioactive Waste Manage	10,000	4	yes	
Energy	Nuclear Cities Initiative	15	4	yes	3
H&HS	International & Refugee Health	55	3	yes	
H&HS	Grants & Acquisition Management	50	4	yes	
H&HS	Administration on Aging	130	2	yes	
H&HS	Center for Disease Control	6,000	2	yes	
H&HS	Bureau of Health Professions	300	2	yes	

H&HS	Program Support Center	1,100	3	yes	
H&HS	Government National Mortgage Agcy.	70	4	yes	7
Independent	American Battle Monuments Comm.	364	4	yes	
Independent	Federal Emergency Management Agcy.	2,050	4	yes	
Independent	Federal Maritime Commission	125	1	yes	
Independent	James Madison Fellowship Foundation	6	2	no	
Independent	NASA	19,000	4	yes	
Independent	National Capital Planning Commission	57	3	yes	
Independent	National Disability Council	12	4	Yes	
Independent	National Mediation Board	52	4	yes	
Independent	National Science Foundation	1,100	2	yes	
Independent	US Nuclear Regulatory Comm.	2,881	1	yes	
Independent	Peace Corps	1,200	2	yes	
Independent	Employment of People with Disabilities	37	2	yes	
Independent	US Railroad Retirement Board	1,117	2	yes	13
Interior	US Fish and Wildlife Service	8,000	1	yes	
Interior	Bureau of Land Management	8,300	4	yes	
Interior	National Business Center	800	3	yes	
Interior	Office of Aircraft Services	100	3	yes	4
Labor	Labor Dept	16,500	1	yes	
Labor	Office of Chief Financial Officer	90	3	yes	
Labor	Information Technology Center	18,000	1	yes	
Labor	Employment & Training Administration	1,350	2	yes	
Labor	Office of Workforce Security	200	2	yes	
Labor	Program Planning & Evaluation	na	1	yes	
Labor	OSHA	na	1	yes	7
State	Dept of State	2,000	4	yes	1
Transport.	Information Technology Operations	40	2	yes	
Transport.	Coast Guard, Human Resources	95	3	yes	
Transport.	St. Lawrence Seaway Development Corp.	na	4	yes	
Transport.	Operations R&D	12	3	yes	
Transport.	Director of Highway Safety	25	2	yes	
Transport.	Federal Highway Administration	2,674	2	yes	
Transport.	System Architecture & Invest. & Pgm Eval.	2,000	1	yes	
Transport.	FAA Office of Acquisitions	307	4	yes	8
Treasury	Bureau of Alcohol, Tobacco & Firearms	4,600	4	yes	
Treasury	Office of Thrift Supervision	1,200	1	yes	
Treasury	Dept of Treasury	143,000	4	no	
Treasury	Alcohol, Tobacco, Firearms	4,300	4	yes	
Treasury	Bureau of Alcohol, Tobacco, & Firearms	320	1	Yes	
Treasury	Bureau of Engraving and Printing	2,500	4	yes	

Treasury	Bureau of Engraving and Printing (Tech)	2,600	4	yes	
Treasury	Internal Revenue Service	na	3	yes	
Treasury	US Mint	2,800	4	yes	
Treasury	Dept of Treasury	1,800	4	no	10
Veterans	Department of Veterans Affairs	220,000	3	yes	
Veterans	Dept of VA Affairs, Comm.	300	2	yes	2
Total					<u>83</u>

Notes.

Valid response means has VS & SI data and used in SPSS data analysis.

1 Data as reported by respondent for number employees, role category, and vision statement.

2 Sub-totals of agencies included in each executive department.

APPENDIX B. SURVEY INSTRUMENT

Cover Letter

Instructions (back)

Survey Instrument

Survey Instrument (back)

July 7, 2000

Richard W. Riley
Secretary of Education
600 Independence Avenue
Washington, DC 20202

I am a doctoral student in business administration and need your assistance in collecting information about the executive role. For the data to be valid, the enclosed survey should be completed only by the agency head or a member of top leadership that makes policy decisions for the government organization addressed.

The purpose of my research is to develop a better understanding of the agency leadership in guiding in government organizations. You will be asked to determine which strategy issues are present in your organization. The information will be statistically combined across government agencies. Complete anonymity is maintained throughout the process.

Enclosed is the survey that I would like you to complete. This will take only a few minutes of your time. The directions for completing the survey are on the back of this letter.

I will gladly provide you with summarized findings from the study, if you enclose your business card in the return envelope. Should you have any questions or concerns, I may be reached by phone at 915-695-2095 or by e-mail at bprice@hputx.edu. Thank you for your effort in assisting me in this research.
Sincerely,

William H. Price

Instructions for Agency Response Sheet

Step 1:

Answer the descriptive questions about the agency that you lead. You may prefer to leave the name of your agency blank to make an anonymous response. The term agency is a generic term for the government organization that you lead. FTE in question #3 is the approximate full time equivalent employees. Try to select one primary government role in question #4.

Step 2:

Circle the number on the scale for questions 5 through 14 based on how much you believe the statement is true about your agency. Based on your leadership experience, these should be evaluated by comparing your agency to other government agencies. The term management refers to the top management team or leadership that makes the important policy decisions in your agency.

Step 3:

The reverse side asks for your vision statement if this is not too much trouble. There is also a space for comments, should you feel it is necessary to explain any special situations about your agency.

Vision is defined as a formal statement that broadly describes the organization's main purpose and the image for the future. It may also serve as a source of inspiration for employees. Visions are typically just a few sentences long.

Step 4:

Please forward the completed response sheet in the stamped return envelope provided.

Thank you for helping in this research.

Survey Instrument

(front and back sides)

Agency Response Sheet

1. Name of your organization _____

(optional if you prefer this to be confidential)

2. As the agency head, your title is _____

3. In our agency or organization, we have _____ employees (FTE).

4. This agency's role is primarily considered to be a:

- a. Regulatory agency – to enforce rules or promote competitive & fair conditions _____
- b. Service agency – provide funding or develop social programs for public _____
- c. Support agency – provide assistance to other federal government agencies _____
- d. Other type of agency _____

The following questions # 5 - 14 should be evaluated in relation to your knowledge of other government agencies or organizations. Evaluate by circling the appropriate number rating. The term "management" refers to the top management team that makes agency policy.

5. Management is quick to look for new ideas in response to changing external events.
 strongly disagree - 1 2 3 4 5 - strongly agree
6. Most of our management has received training in change management techniques.
 strongly disagree - 1 2 3 4 5 - strongly agree
7. Management is inclined to encourage new methods for providing services for our customers.
 strongly disagree - 1 2 3 4 5 - strongly agree
8. We have a way to reward creative employees for developing improvements in our services.
 strongly disagree - 1 2 3 4 5 - strongly agree
9. Management is working on a change in the organization structure.
 strongly disagree - 1 2 3 4 5 - strongly agree
10. This organization has recently undergone a significant restructuring (concerning the departmentalization, reporting, decentralization).
 strongly disagree - 1 2 3 4 5 - strongly agree
11. Management does not have a problem accepting risky situations with uncertain outcomes.
 strongly disagree - 1 2 3 4 5 - strongly agree
12. We have begun a new commitment to improve the ability of our employees.
 strongly disagree - 1 2 3 4 5 - strongly agree
13. This organization maintains the latest computer software available.
 strongly disagree - 1 2 3 4 5 - strongly agree
14. This organization has experienced a recent change in offering automated services.
 strongly disagree - 1 2 3 4 5 - strongly agree
15. Our agency has a vision statement. yes _____ no _____ not sure _____

If yes, see question #16 on reverse side.

16. It would be extremely helpful if you could write or attach your organization vision statement, if you have one, in the space below. *(See cover letter instructions for a definition of vision)*

17. Other comments that you would like to make:

Signed _____

F#001

Thank you for your time and help

APPENDIX C CODE BOOK

Code Book for Vision Statements

This code book is a guide for research coders. It explains the research overview, tally sheet instructions, and the evaluation criteria. A sample tally sheet is enclosed.

Overview and Purpose

This study investigates vision statements of government agencies by analyzing the meaning of key phrases. As the data is analyzed, conclusions about the interaction of vision statements and the action of leadership. Raters will determine the presence of various descriptor words in the agency vision statements obtained from the agency's web site or provided by the agency.

The rater's will be trained on sample vision statements before working with the actual data. The visions are individually analyzed for presence of a descriptor word and entered on a tally sheet. The agency's vision statement is rated in terms of possessing one of seven important concepts. The raters are business student upperclassmen that are aware of the strategy and planning roles of management.

Seven vision statement descriptor word variables will determine if specific descriptor words are present. These seven independent variables are described in terms of the actual vision statement of the government agency. These descriptor words are:

desired state
long term
new ideas
flexibility
inspiration
understood
core ideology.

Each rater is provided with a code book that explains the descriptor words searched for and the rating for the strength scale. A strength scale is used to indicate the intensity of the concept's presence. It is based on the descriptor word being not present, vaguely present, generally present, notably present. These will be coded 0, 1, 2, 3 to show increasing strength on the tally sheet for data entry.

The raters are not made aware of the agency name to prevent any bias derived from a perceived agency function based on their agency name. The agency number and final score column of each tally sheet (that rates each vision statement descriptor word) is later entered into a statistical database.

Evaluation Process

Use a separate tally sheet to rate each agency vision statement. Enter the agency number (not the agency name) which is placed by the vision statement. Make a determination if the descriptor word is present based on the descriptor word list or associated words. Carefully consider each descriptor word separately with the descriptor page in front of you. Evaluate the vision statement using only the rater column assigned to you. When complete, put your initials in the coder name line.

Tally Sheet Completion

The specific steps to evaluate the descriptor words are:

1. Read the vision statement.
2. Look at the first descriptor word and determine if its concept is present.
3. Enter the value into the assigned rater column from the following strength scale.

Use the following strength scale to rate the descriptor word concept from 0 to 3 based on whether it is present in the vision. It is scored based on the following criteria:

0	Not present	absolutely no indication of this variable; not even close
1	Vaguely present	there may be a hint of this concept, cannot be ruled out
2	Generally Present	appears to be the main thrust, uses similar words suggested
3	Notably present	clearly and strongly stated as the main concept

4. Repeat the process for each of the remaining four descriptor words in the same way.

Once both coders have rated a vision statement, an agreed upon value must be reached. Both coders discuss their rating to reach the same value. In the event they cannot come to an agreement, the researcher can make the final decision.

Associated Words

The list of “associated words” on each page provides suggestions for words or phrases to search for. The meaning of each associated word may, however, vary depending on its use in the vision statement. You should consider variations of the associated words (for example: plan, plans, planning, planner).

Desired Future State

- This calls for plans for what the agency seeks be in the future.
- It is the forecast, aims, or long term desired situation.
- It does not necessarily describe what it is now; it describes what it wants to be in the future.

Associated words:

to become ...
 to be the ...
 known as the ...
 what will be ...
 destiny
 direction
 future
 goal
 headed
 image of future
 intent
 outlook
 plan
 strategy

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Long Term

- This includes the use of a time element.
- Specifically, it talks about what the next few years will bring.
- It must include some reference to time or a specific time frame.

Associated words:

tomorrow
 millennium
 long term
 next several years
 five years
 year 2005
 era
 generation

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

New Ideas

- New ideas means it encourages new methods or ways for accomplishing work.
- It may refer to either a service or a product.
- It may include concern for the customer, or for quality, or improved service.

Associated words:

approach
 create / creative
 idea
 influence
 improve
 ingenuity
 invent
 managed
 new concepts
 innovative
 increase
 change
 quality (improved)

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Flexibility

- Flexibility means adaptable or willing to change on short notice.
- It refers to responsiveness to both internal and external events in the environment.
- This includes the concept of adapting to new situations or responding to customers.

Associated words:

Adapt to changes
 Adjust to environment
 Changing
 New requirement
 Not conservative
 React
 resourceful
 Risk tolerance
 shift
 Speed in response
 Yields to influence

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Inspiration

- The focus is inspiring the agency workers to action.
- It includes excitement, enthusiasm, and commitment.
- It is an image conveyed with excitement by management and is designed to motivate employees.
- It describes a common feeling and induces employee commitment.

Associated words:

Commitment
 Employee action
 Empowerment
 Encourage
 Incentive
 Inspire
 Motivation
 Shared
 Ability
 Professionalism
 Teamwork
 ... of our people / employees

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Understood

- This means the vision statement is effectively communicated and the employees should quickly understand what it means.
- It could be fairly short; only a few words long.
- It is much like a slogan or motto, and is easily learned and memorized.

Associated words:

(none)

mainly looking for brevity
 written in very simple terms
 easily understood by any worker

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Core Ideology

- The primary purpose of the agency is clearly defined and it tells what business or government role the agency is in.
- Also, the core competencies and cherished values are described.
- It describes what they do now and who are the important customers to serve.
- Core ideology tells the agency purpose, tells what business agency is in, and describes what they do now.

Associated words:

Aim
 Believe
 cause
 clear
 commitment
 concept
 Fundamental belief
 ideal
 image
 Intention
 most important service is ...
 Philosophy
 Purpose
 Reason for existence
 Service
 Tradition
 understand
 We believe ...
 Employees (associates)

Strength Scale:

Not present – doesn't exist	0
Vaguely present – perhaps a hint	1
Generally Present – strong presence	2
Notably present – exceptionally described	3

Tally Sheet for Vision Statements

Agency # _____

<i>Variable measured</i>	<i>Rater 1</i>	<i>Rater 2</i>	<i>Final</i>
Desired state	_____	_____	_____
Long term	_____	_____	_____
New ideas	_____	_____	_____
Flexibility	_____	_____	_____
Inspiration	_____	_____	_____
Understood	_____	_____	_____
Core ideology	_____	_____	_____

Coder Name _____

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