Memorandum from the Office of the Inspector General

September 20, 2016

Jennifer L. Dooley, LP 5D-C

FINAL REPORT – EVALUATION 2016-15384-01 – ENTERPRISE PROJECT MANAGEMENT OFFICE'S ORGANIZATIONAL EFFECTIVENESS

Attached is the subject final evaluation report for your review and information. Informal comments that you provided were incorporated into this report; therefore, no response is necessary.

Information contained in this report may be subject to public disclosure. Please advise us of any sensitive information that you recommend be withheld.

If you have any questions or wish to discuss our findings, please contact Amy R. Rush, Evaluations Manager, at (865) 633-7361 or Lisa H. Hammer, Director, Evaluations – Organizational Effectiveness, at (865) 633-7342. We appreciate the courtesy and cooperation received from your staff during the evaluation.

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    OIG File No. 2016-15384-01

TVA

Evaluation Report

To the General Manager,
Enterprise Project
Management Office

ENTERPRISE PROJECT MANAGEMENT OFFICE'S ORGANIZATIONAL EFFECTIVENESS

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<u>ABBREVIATIONS</u>

EPMO	Enterprise Project Management Office
FY	Fiscal Year
GC	Generation Construction, Projects, and Services
GM	General Manager
McKinsey	McKinsey & Company
PMI	Project Management Institute
PMPT	Project Management Peer Team
R3	Risk and Readiness Reviews
SBU	Strategic Business Unit
SMART	Specific, Measurable, Achievable, Relevant, and Time-Bound
TVA	Tennessee Valley Authority

<u>TABLE OF CONTENTS</u>

APPENDIX

TVA VALUES AND LEADERSHIP COMPETENCIES

Why the OIG Did This Evaluation

Organizational effectiveness, as defined in this evaluation, is the ability of an organization to achieve its mission and goals. To achieve and sustain organizational effectiveness, there should be alignment between strategy, operational performance, and team engagement. Specifically, values and behaviors that drive good performance should be embedded throughout the organization's business processes and exemplified by the individuals that manage and work in the organization.

In recent years, the Tennessee Valley Authority (TVA) has faced internal and external economic pressures and implemented cost-cutting measures in an attempt to keep rates low and reliability high while continuing to fulfill its broader mission of environmental stewardship and economic development. TVA's 2015 3-year Strategic Risk Profile recognized that ongoing organizational refinement and optimization might negatively affect the performance environment. Therefore, employee engagement is critical.

Due to the importance of alignment between strategy, operational performance, and team engagement, the Office of the Inspector General is conducting organizational effectiveness evaluations of business units across TVA. In fiscal year 2009, TVA hired McKinsey & Company consultants "to complete a detailed review of TVA's systems, standards, controls and culture." As part of that review, TVA personnel, in conjunction with McKinsey & Company, commenced various initiatives, including one pertaining to capital productivity.[i] According to TVA documentation dated March 2012, the capital productivity initiative resulted in the identification of gaps in governance, oversight, and support structure for project management within TVA. To address the identified gaps, in fiscal year 2014, TVA management created an Enterprise Project Management Office (EPMO), which is currently located under the Generation Construction, Projects, and Services strategic business unit.

The EPMO is responsible for the development and deployment of project management processes, systems, tools, and training to project organizations within Generation Construction, Projects, and Services, as well as TVA fleet wide. Additionally, the EPMO is responsible for evaluating project performance. As of February 17, 2016, the EPMO had 27 employees, including management and contractors. This evaluation

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[i] The initiative was designed to identify actions to improve management of capital and operations and maintenance projects to achieve specific dollar savings by a specific deadline.

assesses strengths and risks that could impact the organizational effectiveness of the EPMO.

What the OIG Found

The EPMO has defined its goal as improving "project execution to ensure predictable outcomes and excellence in project performance" and has a desired end state of "sustainable culture change in project management at TVA." While there are risks involved with the development of a project management office, we found TVA's EPMO to be effective in achieving its current goals and objectives. To meet its responsibilities, the EPMO has deployed project management guidance, risk assessment tools, and a project lessons learned database and is currently developing an integrated suite of project management tools. We also identified strengths related to (1) organizational alignment, (2) trust and accountability, (3) management support of employees, and (4) employee engagement. However, we also identified an inherent risk that, if not well mitigated, could threaten the mission of the EPMO, as well as the potential for sustainable project management cultural change across TVA. This risk pertains to organizational resistance to change. We determined the EPMO is in the process of mitigating this risk.

Based on our findings as applied to TVA's Business Operating Model, we assessed EPMO's level of risk in the areas of alignment, execution and engagement. As shown in Table 1, we determined alignment risk is low. This is based on the association between individuals' performance goals, departmental goals, and the EPMO mission, as well as similarities in the views of strengths and/or elements of success discussed with EPMO personnel. We considered execution of the mission as medium risk because of the potential resistance to change, the lack of EPMO authority in driving change, and current EPMO mitigation efforts to influence change. Finally, we rated engagement as low risk. Our interviews disclosed that employees, in general, had high levels of trust and accountability and a focus on the success of the organization.

	Low Risk	Medium Risk	High Risk
Alignment	X		
Execution		X	
Engagement	X		

Table 1

What the OIG Concluded

Going forward, it is essential the EPMO (1) continue relationship-building and collaboration efforts to further decrease the execution risk and to increase chances of success and (2) have the continued support of executive management to improve project management culture across TVA. Based on current actions taken by the EPMO to mitigate risks to alignment, execution, and engagement, we have no recommendations.

BACKGROUND

Organizational effectiveness, as defined in this evaluation, is the ability of an organization to achieve its mission and goals. To achieve and sustain organizational effectiveness, there should be alignment between strategy, operational performance, and team engagement. Specifically, values and behaviors that drive good performance should be embedded throughout the organization's business processes and exemplified by the individuals that manage and work in the organization.

In recent years, the Tennessee Valley Authority (TVA) has faced internal and external economic pressures and implemented cost-cutting measures in an attempt to keep rates low and reliability high while continuing to fulfill its broader mission of environmental stewardship and economic development. TVA's 2015 3-year Strategic Risk Profile recognized that ongoing organizational refinement and optimization might negatively affect the performance environment. Therefore, employee engagement is critical.

Due to the importance of alignment between strategy, operational performance, and team engagement, the Office of the Inspector General is conducting organizational effectiveness reviews of business units across TVA. In fiscal year (FY) 2009, TVA hired McKinsey & Company (McKinsey) consultants "to complete a detailed review of TVA's systems, standards, controls and culture." As part of that review, TVA personnel, in conjunction with McKinsey, commenced various initiatives, including one pertaining to capital productivity.[1] According to TVA documentation dated March 2012, the capital productivity initiative resulted in the identification of gaps in governance, oversight, and support structure for project management within TVA. To address the identified gaps, in FY2014, TVA management created an Enterprise Project Management Office (EPMO), which is currently located under the Generation Construction, Projects, and Services (GC) strategic business unit (SBU).

The responsibilities of TVA's EPMO, as depicted in Figure 1 on the following page, include the development and deployment of project management processes, systems, tools, and training to project organizations within GC, as well as in organizations across TVA, such as Operations, Finance, and Information Technology. Additionally, the EPMO is responsible for evaluating project performance throughout the phases of the project lifecycle, which include initiation, detail design, implementation, and closure. To achieve this responsibility and on behalf of the Project Review Board (PRB),[2] the EPMO governs Risk and Readiness Reviews (R3) for projects exceeding $10 million. Project managers are responsible for scheduling an R3 with an EPMO representative when obtaining approval for the project design phase. The EPMO, along with project management personnel selected for the R3 team,

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[1]   The initiative was designed to identify actions to improve management of capital and operations and maintenance projects to achieve specific dollar savings by a specific deadline.

[2]   TVA's PRB is responsible for project oversight and sponsorship of TVA projects exceeding $10 million. The GC Senior Vice President serves as chair of the PRB.

conducts R3s specifically to provide a comprehensive insight to the PRB on the readiness of projects for advancement to the detail design and implementation phases of the lifecycle. As part of this process, the EPMO and the R3 team examine documentation related to project elements, such as cost estimates, economic valuation, baseline management, scope definition, and design.

Additionally, the EPMO conducts project health assessments for specific projects to identify and suggest recommendations for performance issues and/or gaps. The EPMO can independently select a project from TVA's open population of projects or select a project at the direction of the PRB to determine whether work is being performed in accordance with the project schedule or whether project plans are being implemented effectively. Project health assessments can vary in the level of review, from a screening where EPMO personnel conduct informal meetings with project management to a comprehensive review that includes review of a wide variety of project documentation. The EPMO might also assess whether a project actually delivers in accordance with the project plan. Both R3s and project health assessments are designed to develop project management personnel and improve project performance across TVA. According to EPMO management, there have been 42 R3s and 42 health assessments conducted from October 2014 to June 30, 2016.

EPMO personnel also obtain feedback from project management, members of the PRB, and members of the project management peer team[3] (PMPT) as part of its continuous improvement efforts in project management processes. Specifically, the EPMO works with the PMPT to solicit advice and collaborate on solutions for driving improved project performance across TVA. EPMO personnel also use this feedback in the continuous improvement of products and services.
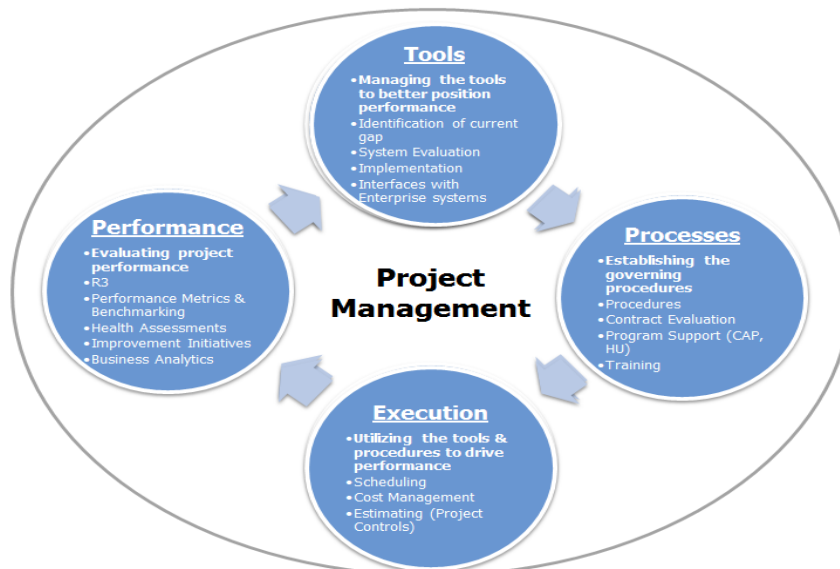

Figure 1

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[3]   The PMPT, comprised of individuals from project performing and nonproject performing organizations, serves in an advisory role to the EPMO. Each member of the PMPT is to coordinate with their respective organizations in order to represent their interests.

The EPMO has defined its goal as improving "project execution to ensure predictable outcomes and excellence in project performance" and has a desired end state of "sustainable culture change in project management at TVA." The organization is accountable for making changes to influence project management culture, but it does not possess the authority to drive those changes. While the EPMO is subject to GC's metrics, which include total spend,[4] projects critical milestones,[5] and recordable injury rate,[6] the EPMO does not have any key metrics specific to its organization. There is currently a focus on timelines for delivery of project systems, TVA behavior and leadership competencies for relationship building, and continuous improvement in TVA project management.

As of February 17, 2016, the EPMO had 27 employees, including management and contractors. As of that date, the EPMO management structure included a general manager (GM) and five senior positions overseeing Project Management Office Support, Project Processes, Project Management Tools, Project Performance, and Project Execution. Vacancies existed in oversight positions for Project Management Office Support, Project Processes, and Project Execution at the time of our evaluation.

OBJECTIVE, SCOPE, AND METHODOLOGY

The objective of this evaluation was to identify strengths and risks that could impact EPMO's organizational effectiveness. We assessed EPMO's operations and culture from October 2014 to June 2016. To complete the evaluation, we:

- Reviewed GC's FY2016 through FY2018 business plan and EPMO's strategy presentations to gain an understanding of EPMO's strategy and goals.

- Examined results of TVA's 2015 Employee Engagement Survey to gain additional understanding of the EPMO work environment.

- Reviewed TVA values and competencies (see the Appendix) to gain an understanding of cultural factors deemed as important to TVA.

- Reviewed select TVA Standard Programs and Processes and guidelines to gain an understanding of processes and controls.

- Interviewed EPMO's GM and direct reports from the Project Management Tools and Project Performance groups to obtain perceptions related to strengths and risks that could affect organizational effectiveness.

- Conducted interviews with ten EPMO employees and a nonstatistical sample of six contractors and analyzed the results to identify themes related to strengths and risks that could affect organizational effectiveness.

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[4] Total spend includes total capital and operations and maintenance dollars spent.

[5] Projects critical milestones include percentage of critical milestones completed on time or ahead of schedule.

[6] As defined by TVA's safety program, recordable injury rate measures the rate of recordable injuries per 200,000 actual employee hours worked. This measure includes the number and types of work-related injuries reported by TVA employees, staff augmented contractors, and partner alliance contractors.

- Surveyed and/or conducted interviews of 34 employees from various TVA organizations that work closely with EPMO and analyzed results to identify EPMO strengths and risks from a customer or support service standpoint.

- Nonstatistically selected performance management documentation for EPMO management and employees and analyzed documentation for alignment with organizational goals.

- Assessed EMPO's overall effectiveness in the following areas, as included in TVA's Business Operating Model:
  - Alignment – How well the organization coordinates the activities of its many components for the purpose of achieving its long-term objectives—this is grounded in an understanding of what the organization wants to achieve, and why.
  - Execution – How well the organization achieves its objectives and mission.
  - Engagement – How the organization achieves the highest level of performance from its employees.

This evaluation was performed in accordance with the Council of the Inspectors General for Integrity and Efficiency's *Quality Standards for Inspection and Evaluation*.

OBSERVATIONS

While there are risks involved with the development of a project management office, we found TVA's EPMO to be effective in achieving its current goals and objectives. To meet its responsibilities, the EPMO has deployed project management guidance, risk assessment tools, and a project lessons learned database and is currently developing an integrated suite of project management tools. We also identified strengths related to (1) organizational alignment, (2) trust and accountability, (3) management support of employees, and (4) employee engagement. However, we also identified an inherent risk that, if not well mitigated, could threaten the mission of the EPMO, as well as the potential for sustainable project management cultural change across TVA. This risk pertains to organizational resistance to change. We determined the EPMO is in the process of mitigating this risk.

STRENGTHS

As stated previously, EPMO's objective is to improve project execution across TVA. During the course of our interviews and data analyses, we identified strengths that positively affected the day-to-day activities of EPMO employees[7] and performance. These strengths included: (1) organizational alignment, (2) employee trust and accountability, (3) management support of employees, and (4) employee engagement.

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[7]   Employee responses in this report refer to both responses obtained from employees and contractors.

Organizational Alignment

Review of performance management documentation for a selection of individuals within the EPMO revealed that individuals' performance goals were consistent with the EPMO's organizational goal and defining objectives, such as developing and deploying project management processes and tools. Performance management goals were also generally consistent with the job descriptions of EPMO personnel. Furthermore, the majority of EPMO personnel interviewed answered consistently when discussing organizational success factors and/or strengths within the organization. Most responses related to tools implementation and collaboration, indicating this is a focus for the EPMO.

According to TVA, performance goals should be specific, measurable, achievable, relevant, and time-bound (SMART). While performance goals might not have met all elements of SMART goal-setting guidelines, it would be difficult to define specific measures for goals pertaining to the building of relationships. Therefore, the EPMO GM has developed specific leadership expectations, based on TVA's leadership competencies included in the Appendix of this report, for EPMO management and employees. The expectations provide guidance for exhibiting the competencies in the performance of job duties. For example, the competency for inspiring trust and engagement includes the following expectations:

- Lead by example with candid and honest dialogue and encourage those that report to us to do likewise.

- Do not assume the worst; assume the best and obtain verification to increase our comfort level.

- Approach discussions as a positive experience to learn and improve our end products.

- Seek to understand others' points of view as we share our own to collaborate to reach appropriate solutions.

- Celebrate the small successes—we have had many to date and we have many more to come.

Trust and Accountability

All EPMO personnel interviewed felt there was a trusting environment within the organization that allowed for collaboration among its members. Several employees mentioned trust among team members allowed for collaboration without the fear of reprisal and/or personal feelings being involved. In addition, most employees interviewed felt accountability existed within the EPMO. Some personnel mentioned team members were goal oriented and held themselves accountable, so there was little need for correction from other employees and/or management.

EPMO Management Viewed Positively

All employees we interviewed shared positive views of EPMO management. In particular, these employees stated EPMO management communicated well, understood their work, and was receptive to employee feedback, which

employees felt comfortable providing. Individuals specifically mentioned the EPMO GM meets with her direct reports on a weekly basis and with all employees on a monthly basis. Several employees also stated management provided the tools and resources, including training, necessary for them to be successful.

Employee Engagement
The majority of EPMO personnel interviewed stated the culture within the EPMO was positive. Conversations with select individuals revealed satisfaction with the work and a willingness to strive for success, which indicates employees are committed to the organization and are motivated to contribute to the success of the organization as well as TVA. This occurs in light of the fact that accomplishment of the EPMO mission would negate the need for an EPMO. According to EPMO management, EPMO employees were selected specifically for the organization based on personality and skill set; however, if employees are not satisfied with the work they are doing or the EPMO is not a good fit, individuals may express an interest in other TVA areas, and GC leadership will try to accommodate them. The EPMO GM provided an example of an individual who visited a job site to further explore project management and other duties because of an interest the individual expressed in project management.

To further employee engagement, GC management periodically holds Leadership Forums to discuss activities occurring within GC and TVA. We observed one forum where GC personnel, including members of the EPMO, had the opportunity to engage in dialogue with TVA's Chief Operating Officer. These forums typically provide a training session where someone from the Bell Leadership Institute[8] teaches leadership skills to individuals in attendance. GC management also provides opportunities for individuals to attend leadership training outside of these forums.

RISKS

As previously stated, the EPMO is currently located under the GC SBU; however, the organization is responsible for the development and deployment of project management processes, systems, tools, and training to project organizations across TVA. Prior to the development of the EPMO in 2014, project management, including development of estimation methods and project monitoring, occurred within each TVA organization. Because of this siloed nature and the position of the EPMO within TVA, there is an inherent risk in the achievement of the EPMO mission related to sustainable culture change in project management. This sentiment is echoed in EPMO documentation citing bad relationships with executing organizations as a risk to EPMO process implementation and EPMO customer comments indicating resistance to change.

According to the State of the Project Management Office, organizational resistance to change is the number one challenge for project management

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[8]   The Bell Leadership Institute is a consulting organization whose mission is to assist individuals with the development of personal effectiveness and leadership skills.

offices, followed by organizations viewing project management office processes as overhead.[9] These statistics, in conjunction with EPMO research indicating that greater than 50 percent of project management offices fail within the first 3 years, emphasize the importance of relationship building in the pursuit of goal achievement. Therefore, it is imperative that EPMO personnel build trusting relationships that will assist with influencing project management cultural change.

As stated previously, the EPMO communicates with the PMPT as well as with project managers to further relationships across TVA. To determine the level of satisfaction in EPMO interactions, we surveyed individuals in various TVA organizations who rated their experience with EPMO as slightly above average. Survey respondents also rated products and services provided by EPMO as slightly above average with potential challenges being the R3 process and perceived increases in workload created by new project management tools. We also noted some survey respondents stated they were not required to utilize EPMO products and services or do not have a need for EPMO services, which indicates potential resistance to change.

Customer Perceptions Related to the R3 Process
While the feedback garnered from the survey respondents was primarily positive, there were concerns related to the R3 process. Specifically, some individuals questioned the amount of project information that R3s require project management to provide to the EPMO. An individual also questioned whether the $10 million threshold criteria used to determine whether projects undergo R3s should be the only criterion appropriate for all projects. If not addressed, these concerns could increase the potential for organizational resistance. According to EPMO documentation, EPMO personnel consider the R3 process a transitional activity that is not considered a core function of project management. The process is utilized to grow and support maturation of project management at TVA.

The EPMO has developed a long-term strategy where certain projects, such as routine or standard projects with an established history of success[10] and those projects given an exemption by the PRB, will not undergo an R3. Additionally, the EPMO is planning to work with the PMPT to establish project review processes at the SBU level, and these processes will be the foundation for replacement of R3s. Other changes include simplification by removing duplication within the R3 process as well as the removal of document preparation specifically for the R3 process.

Customer Perceptions Related to Project Management Tools
Survey respondents expressed a concern that the integrated suite of project management tools under development would add to the workload of project managers. The EPMO is in the process of developing an integrated suite of tools

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[9]   The State of the Project Management Office is a report developed in 2014 by Project Management Solutions, a consulting firm founded in 1996 by the former president and chair of the Project Management Institute (PMI).

[10]   According to the EPMO GM, these are primarily projects residing in the Transmission organization.

designed to enable TVA project management to increase productivity and to become proactive, rather than reactive, in managing TVA resources. Currently, the collaboration tool, designed to house project documentation in a single, standardized location, is in production, and the EPMO is planning an upgrade to TVA's Primavera P6 scheduling tool for FY2017. The EPMO is also developing an estimation tool designed to improve cost estimates and house them in one database and a cost tool intended to improve forecasting and assist in the development of project baselines. The final tool the EPMO intends to implement is the reporting tool designed to generate reports efficiently and provide easier assessment of project management documents. EPMO documentation reflects that estimating, cost, and reporting tools will be in production by December 2016.

Respondents mentioned having to key information into several different TVA systems, such as PowerPlan[11] and Maximo,[12] for each of the projects they manage. They fear the addition of other systems would increase the need to input information into another system. According to EPMO documentation, the project tools that are under development will integrate with the current TVA systems and will create efficiencies within project management. The EPMO continues to communicate this information and/or obtain feedback through the PMPT and the project health assessment process. Additional communication occurs through postings on the EPMO intranet site.

<u>CONCLUSION</u>

As stated previously, the number one challenge for project management offices is organizational resistance to change, which could be one reason behind the failure rate identified by the EPMO. Despite that statistic, according to PMI, the establishment of a well-aligned and effective project management office and consistent, standardized project processes are fundamental in project management.[13] The establishment of the EPMO in FY2014 has moved TVA in a positive direction with regard to addressing gaps in project management. Additional positive steps include the revision of project management guidance, deployment of projects lessons learned database and risk assessment tools, development of project reviews, and the steps taken to develop relationships with project management across TVA.

Not only does the EPMO recognize the need for making structural changes, such as developing and deploying project tools and guidance, to address project management gaps identified by McKinsey, the organization also acknowledges that cultural changes must take place in order to achieve the desired end state. Effective change management involves a clear purpose, vision of success, and teamwork mentality that includes collaborating with key players and stakeholders in an effort to minimize resistance to change. While the EPMO does not possess the authority to drive culture change, it is apparent from interviews with EPMO

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[11] PowerPlan is TVA's integrated tool for fixed assets accounting and project portfolio management.

[12] Maximo is TVA's tool for work and asset management and corrective action program management.

[13] *Pulse of the Profession: Capturing the Value of Project Management*, PMI, February 2015.

personnel and customer feedback that the EPMO has both a purpose and vision and has worked to build collaborative and trusting relationships to influence change. Furthermore, EPMO documentation and survey responses reflect that EPMO personnel request feedback for continuous improvement of processes across the organization. These activities are fundamental to the effectiveness of the EPMO and to the sustainability of effective project management practices at TVA.

Based on TVA's Business Operating Model, we evaluated the risk of three critical areas that could impact EPMO's effectiveness: alignment, execution, and engagement. Overall, based on our work, we found EPMO to be effective, in light of the following:

- Alignment risk is rated low because of the aligned goals of EPMO management and personnel. While goals might not have included all elements of SMART goals, they focused on structural and cultural leadership behaviors designed to assist with the EPMO goal achievement. Furthermore, the majority of EPMO personnel had similar views of strengths and/or elements of success, which agreed with the EPMO goal and associated objectives.

- Execution risk is rated medium because (1) of potential resistance to change and the difficulty this poses in the creation of sustainable cultural change, and (2) the EPMO has the accountability for making changes but not the authority to drive changes. In our opinion, execution risk is decreasing because EPMO management is currently focusing on the structure and influencing skills necessary to achieve its organizational goals and attain the desired end state. Specifically, the move from reactive to proactive project management through project structure changes and influence of organizations to utilize the processes, systems, and tools provided will aid in decreasing project risks, including deficiencies in project management and ineffective management oversight.

- Engagement risk is low because interviews disclosed employees had high levels of trust, accountability, and satisfaction with the work as well as a willingness to strive for success, which indicates that employees are committed to the organization and are motivated to contribute to the success of the organization as well as TVA. Furthermore, GC management has taken the opportunity to increase employee engagement through Leadership Forums and exploration of job functions both within and outside of GC. GC management also offers training opportunities for employees to mature their skill sets.

Going forward, it is essential the EPMO (1) continue relationship-building and collaboration efforts to further decrease the execution risk and to increase chances of success and (2) have the continued support of executive management in moving forward in the creation of an effective project management culture. Based on current actions taken by the EPMO to mitigate risks to alignment, execution, and engagement, we have no recommendations.

TVA Values	
Safety	We share a professional and personal commitment to protect the safety of our employees, our contractors, our customers, and those in the communities that we serve.
Service	We are privileged to be able to make life better for the people of the Valley by creating value for our customers, employees, and other stakeholders. We do this by being a good steward of the resources that have been entrusted to us and a good neighbor in the communities in which we operate.
Integrity	We conduct our business according to the highest ethical standards and seek to earn the trust of others through words and actions that are open, honest, and respectful.
Accountability	We take personal responsibility for our actions, our decisions, and the effectiveness of our results, which must be achieved in alignment with our company values.
Collaboration	We are committed to fostering teamwork, developing effective partnerships, and valuing diversity as we work together to achieve results.

TVA Leadership Competencies

Accountability and Driving for Results

Continuous Improvement

Leveraging Diversity

Adaptability

Effective Communication

Leadership Courage

Vision, Innovation, and Strategic Execution

Business Acumen

Building Organizational Talent

Inspiring Trust and Engagement