

Implementation of Strategic Planning: Experience of the Florida State Government*

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Abstract

Undoubtedly almost all organizations engage in planning on a daily basis. However, strategic planning is believed to be different from traditional long-range planning in that it is a way of “matching organizational objectives and capabilities to the anticipated demands of the environment so as to produce a plan of action that will assure achievement of objectives.” While public managers are increasingly recognizing the benefits of strategic planning, few are sure about what exactly strategic planning is, let alone how to implement strategic planning.

This research is intended to provide the implementation experience of the Agency Strategic Planning system of the Florida State government. By the time of conducting this research, the Florida State agencies had had more than five years' experience with strategic planning. This paper first provides a review of the literature on public strategic planning to establish a conceptual framework of this paper. Secondly, a historical overview on the planning system of the Florida State government was established through a document review and interviews with the key personnel of the state government. Thirdly, a group of exemplary strategic planning agencies and a comparison group of state agencies were selected through the author's review on the agency strategic plans and an expert panel survey. Descriptions and comparisons are then made to clarify the practices of strategic planning in the agencies to provide policy recommendations.

Key words: strategic planning, state government, performance management, reinventing government, case study

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Despite the growing popularity of strategic planning in the public sector, very few empirical studies have been undertaken to justify the usage of this management innovation. Governments have been through generations of administrative reforms. Most of the attempts to insure the rationality of the policy-making process in the government such as PPBS and ZBB have failed. How is strategic planning different from the other “management fads”?

Advocates of strategic planning conceive it as the one best approach to managing the future of organizations. They claim that organizations must undertake strategic planning (1) to be rational; (2) to coordinate their various functions and activities; (3) to better integrate themselves with the external environment; and (4) to ensure the future is taken into consideration (Mintzberg, 1994). However, another school of authors (Pascale, 1990; Stacey, 1993; Turner, 1993) are not as optimistic about strategic planning. For example, Ring and Perry (1985) argue that it is inappropriate to transfer the strategic planning practices in the private sector to public organizations since the distinctive constraints imposed by the public context require a totally different set of management behaviors from public managers. “The existence of incremental politics suggests that rational, comprehensive policy models—for example, planning modes - will rarely be appropriate in the public sector.” (p. 282)

Little research has been done to settle the above dispute on the usefulness of strategic planning, especially in the public sector. The existing strategic planning literature provides a number of studies documenting the wide adoption of strategic planning by public organizations (Berry & Wechsler, 1995), various theoretical models of strategic planning (Bryson, Freeman, & Roering, 1986; Nutt & Backoff, 1992) as well as prescriptions for proper strategic planning (Bryson, 1995; Nutt & Backoff, 1993). However, there is a real scarcity of empirical studies on the management of public strategic planning systems. This research is intended to address this research issue by exploring the Agency Strategic Planning system of the Florida State government. Specifically, this paper is organized as follows: first of all, it provides a review of the literature on public strategic planning to establish a conceptual framework of this paper.

Secondly, a historical overview on the planning system of Florida was established through a document review and interviews with the key personnel of the state government. Thirdly, a group of exemplary strategic planning agencies and a comparison group of state agencies were selected through the author's review on the agency strategic plans and an expert panel survey. Descriptions and comparisons are then made to clarify the practices of strategic planning in the state agencies to provide policy recommendations.

Literature Review: Strategic Planning as a Management Process

Undoubtedly almost all organizations engage in planning on a daily basis. However, strategic planning is believed to be different from traditional long-range planning in that it is a way of "matching organizational objectives and capabilities to the anticipated demands of the environment so as to produce a plan of action that will assure the achievement of objectives." (Denhardt 1991, p. 235) Bryson (1988) defines strategic planning as "a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does and why it does it." (p. 5) More specifically, Berry (1994) defines strategic planning as a management process that combines four basic features:

- (1) a clear statement of the organization's mission;
- (2) identification of the agency's external constituencies or stakeholders, and the determination of their assessment of the agency's purposes and operations;
- (3) delineation of the agency's strategic goals and objectives, typically in a 3- to 5-year plan; and
- (4) development of strategies to achieve them.

While recognizing the basic differences between governmental agencies and private corporations, supporters of strategic planning in the public sector maintain that unlike the other "management fads", strategic planning is compatible with the political contexts of public organizations, and, if used correctly, will help leaders in the public sector to think and act strategically to accomplish their missions (Bryson, 1995; Moore, 1995).

Both Gummer (1992) and Bryson (1995) argue that most of the previous attempts to transfer management tools originally developed in the private sector to public organizations did not succeed primarily because the assumptions upon which these management techniques are based do not hold true in the public sector. On the other hand, strategic planning takes the dynamic political interactions happening during the planning process into consideration. It can effectively guide public managers in undertaking rational analysis when facing complicated strategic issues, and, in turn, help public organizations adapt to a changing environment.

Nicholas Henry (1995) indicates that public strategic planning is a method of making and communicating the decision premises (Simon, 1948) of public administrators. Therefore, it can enhance the likelihood of improved organizational coordination and effectiveness. Bryson, Freeman, and Roering (1986) argue that traditional governmental planning usually focuses on a specific function (e.g. land use, transportation, etc.) or on implementing a new program or project. Strategic planning provides a valuable counterbalance to the tendency for public organizations to be organized into specific policy networks:

In essence, much of the public sector is organized not horizontally by units of government across programs but vertically by programs across levels of government. Strategic planning provides governments with an opportunity to make connections and changes across programs— and therefore to make more of a whole out of the disparate parts of public policies and programs. (p. 66)

While strategic planning in the private sector mainly focuses on helping corporations deal with market-driven competition, the expected advantages of undertaking strategic planning in the public sector are multi-dimensional (Nutt & Backoff, 1993). Public organizations often serve multiple and sometimes conflicting purposes, operate under greater public scrutiny, subject to unique public expectations, and within relatively complex, multilateral power, influence, bargaining, voting, and exchange relationships (Rainey, 1991). The advantages of implementing strategic planning in a general purpose government agency include “coalignment of streams of

institutionalized actions designed to achieve a basic balance among purpose, present conditions, desired future outcomes, and inner and outer environments” (Wechsler & Backoff, 1986: p. 321). Roger L. Kemp (1992) concludes in his book of *Strategic Planning in Local Governments* that: “the contemporary society in which local governments operate demands new planning tools to function successfully under rapidly changing conditions. It is only through such modern planning practices that public confidence in government can be restored and local governments can successfully adapt to the future.” (p. 170)

Organizational Level and Perceptions of Strategic Planning

Today organizations are facing increasingly turbulent environment. Many senior managers recognize that they are too far from where actions happen. It is necessary to shift power to the middle management to make their organizations more responsive to the environmental changes. Many authors have noted the importance of middle management in dealing with the ever greater challenges from the environment (e.g. Kanter, 1983; Tregoe & Tobia, 1989; Cyr, 1992). As Floyd and Wooldridge (1992) claim:

Strategic effectiveness depends on middle managers who effectively monitor, interpret, and communicate changing conditions. Moreover, the best performing firms have middle managers who persistently and persuasively communicate alternative strategies to upper management. (p. 36)

While most people agree with the important roles of middle management in the organization, a few scholars indicate that when management innovations are introduced into an organization, middle and lower level managers are often much less enthusiastic about the initiative than the top management (MacMillan & Guth, 1986; Stern, 1995). Furthermore, Macmillan and Guth (1985) and Brower and Abolafia (1995) identified in their studies substantial success of middle managers at intervening in organizational decisions in which their self-interest was at stake. Middle managers tend to resist or delay the implementation of a strategy if they disagree with upper management on the desirability of the

outcomes of the strategy, or on the procedures required for implementing the strategy. Therefore, in order for organizational strategies to work, or even just to be implemented, the commitment from the middle managers is an essential element.

While the advocates of strategic planning claim that strategic planning promotes broad participation, and in turn, commitment in the planning process (Bryson, 1995; Denhardt 1991; Steiner, 1979; Kaufman & Jacobs, 1988), Mintzberg argues that the very purpose of planning is to ensure coordination among different units. To coordinate, some central group must get others to do things they do not want to do. Therefore, planning tends to preclude participation in the determination of the final result, and hence, discourage the very commitment of the people at the lower levels it claims to require. In other words, according to Mintzberg, strategic planning tends to reinforce a unitary, centralized hierarchy in the organization.

Participation and Strategic Planning

Peters and Waterman (1982) popularized the concept of participative management. They depict the successful companies as those that emphasize motivating and stimulating their people through social influences, team building, and participation. It is believed that broad participation can overcome resistance to change, increase members' commitment to organizational goals, and hence improve individual and organizational performance (French & Bell, 1995).

Writers on strategic planning and strategic management generally accept this notion and assume that the involvement of middle management in the planning process would increase middle managers' understanding of, as well as their commitment to, the organizational goals (Steiner, 1979; Melcher & Kerzner, 1988; Koteen, 1989). The improved communication, combined with broad participation, in turn, are believed to be helpful to building teamwork and increasing members' commitment to the organizational goals (French & Bell, 1995; Bryson, 1988; Migliore et. al., 1995).

However, the existing empirical studies on the subject have different findings on the impacts of participation. For example, Wotring (1995) examined the perceptions of 130 participants who were involved in the year-long development of the strategic plan for the Belpre City School District, Ohio and found that both the degree to which the participant was involved and the participant's role in the planning process were strongly related to his perceptions toward the activities and product of the strategic planning process. On the other hand, Wooldridge and Floyd (1990) surveyed about two hundred managers across eleven banks and nine manufacturers to investigate the effects of strategic involvement of middle-level managers in the 20 organizations and concluded that there was no relationship between the involvement of middle-level managers in strategy formation and their commitment to the organizational strategies.

Pfeffer (1977) indicates that when lower-level organizational members participate in organizational decision making, they usually are allowed to respond to only the issues raised by the top managers in the organization, and participate within specific contexts defined by them. Mohrman (1979) argues that such participation prevents (a) the exercise of influence by lower-level organizational members, (b) the ability of the lower-level members to express their needs and viewpoints, and (c) the opportunity of the lower-level members to direct system attention and resources toward the problems that they perceive are important. It has serious limitations in either increasing communication or enhancing commitment in the organization.

Development of Strategic Planning in Florida

Florida State government has a long history of trying to strengthen its planning function, and to make the linkage between its planning and budgeting systems (Klay, 1994). The most significant initiative on reforming the state planning system was the enactment of the State and Regional Planning Act in 1984. The legislation created the framework for the existing planning system in the state government. It required the development of the state comprehensive plan (SCP) which was supposed to drive the development of the agency functional plan and the budget of each

state agency, and, in turn, to drive the state budgets.

Unfortunately, the agency functional planning system turned out to be “an enormous failure” (Bradley, 1994). For the most part, the agency functional plans became extremely lengthy documents and highly focused on the internal agency operations. It was very difficult for either the Governor’s Office or the Legislature to use the agency plans to identify the agencies’ priority issues, or to review the performance of the agencies. More importantly, the plans were not being used to prepare and review the resource allocations of the agencies, and therefore not used to provide guidance on organizational management or policy making of the state agencies, let alone to drive the state budgets. Finally, the House Strategic Planning and Budgeting Committee reviewed the agency functional planning processes of the state in 1990, and basically concluded that the produced agency functional plans were largely a lot of meaningless paperwork.

Due to the dissatisfaction with the agency functional planning system, an agency functional plan workgroup composed of the planning staff of the twenty-six state agencies, a number of the legislative committee staff, four OPB analysts, and the representatives of nine outside organizations was set up in March of 1990 under Governor Martinez to recommend revisions to the then existing Planning and Budgeting Instructions. In December of the same year, a set of recommendations for revising the state planning processes were developed by the workgroup and reported to the Governor’s Office. The underlying philosophy of their recommendations is that agency functional plan should be a useful management tool for decision making in the agencies, and that the relationship between planning and budgeting should be strengthened. The specific recommendations are as follows:

- The AFP should be a strategic plan; that is, a shorter, more streamlined document.
- Policy clusters, the old building blocks of the AFP, should be discontinued in favor of “priority issues”.
- The AFP format should be flexible according to different agency needs.
- The plan should provide the framework upon which budget requests

- are developed, rather than providing specific justification for each budget issue in the budget request.
- The AFP submission schedule should be revised to better integrate the planning and budgeting processes.
 - The Planning and Budgeting Instructions should state clearly what must be included in the AFP and how AFPs will be evaluated.
 - The AFP evaluation process should include the measurement of the physical, social, and economic health of the State in broad terms. Individual State agencies would have responsibility for collecting the data for these “Florida Benchmarks” through a negotiation process with the Office of Planning and Budgeting.
 - The AFP should be developed with the involvement of the head of the agency and those executives directly under him or her.
 - An ongoing program of education, training, and assistance should be instituted to promote the AFP process

Governor Chiles, a believer in “reinventing government”, came into office in 1991 and decided to implement these recommendations. The budget instructions issued by the Governor’s Office in 1991 included the instructions on the new strategic planning system, and encouraged agencies to begin the process. In 1992 the Legislature further enacted the initiative, and the recommendations formally became legislation governing the existing state agency strategic planning system (ASP).

The existing Florida agency strategic planning processes were developed by the governor’s Strategic Planning Unit largely based on John M. Bryson’s (1995) Strategy Change Cycle and is presented in Appendix I. The Strategy Change Cycle is intellectually rooted in the Harvard policy and stakeholder model traditions (Bryson, Freeman, & Roering, 1986). As stated in the *Agency Performance Report and Strategic Plan Instructions* (ASP Instructions) issued by the Governor’s Office, the purpose of agency strategic plan is to identify the strategic priority directions an agency will take to fulfill its mission and to meet the needs of the agency stakeholders. Therefore, in order to ensure the usefulness of the strategic plan to the agency as well as to the agency stakeholders, the ASP Instructions further requires the state agencies to:

- 1) Broaden public participation: agencies are required to hold public workshops on the draft strategic plan and allow at least twenty-one days for the public to comment on the draft plan.
- 2) Involve agency stakeholders: agencies should identify and include key stakeholders in all phases of the planning process.
- 3) Link the agency's budget requests to the agency strategic plan: the agency strategic plan should provide the strategic framework by which priority budget requests of the agency are developed. In other words, each agency must develop its legislative budget requests in coordination with its strategic plan.

Since 1992, all of the state agencies have been asked to conduct strategic planning based on the above framework, and to submit their annual strategic plans to the governor's office for budget preparation.

Furthermore, the Florida state legislature passed the Government Performance and Accountability Act in 1994. The Act calls for the phased-in establishment of performance-based budgeting in the state agencies. Specifically, it requires the state agencies to justify their proposed budget requests to the Executive Office of the Governor and relate them to specific performance measures (Flowers, Kundin & Brower, 1999). That is, the annual budget request of each agency must include the needs for operating expenditures, approved performance measures, outputs, outcomes, baseline data, performance standards, and evaluation of the agency's previous program performance. After reviewing agency progress, the Executive Office of the Governor may decide financial reward or punishment for agency performance.

While all of the Florida state agencies were uniformly required to implement the strategic planning system, the implementation of the above reforms has been a complex, tailored process in the state agencies (Berry, Chackerian & Wechsler, 1996; Berry & Flowers, 1999). This paper is intended to present the dynamics of strategic planning processes in the selected state agencies.

Selecting the Exemplary and Comparison Strategic Planning

Agencies

For the purpose of providing in-depth descriptions and comparisons on strategic planning, this research selected three Florida State agencies that had been undertaking strategic planning well and two comparison agencies that had the least developed strategic planning systems. The selection of the exemplary and the comparison agencies was based on the information collected from: 1) the author's review of the Florida agency strategic plans and the critical analysis of those plans made by the Governor's Strategic Planning Unit, and 2) the combined responses to a survey of the expert panel. This research stage addresses the following questions: 1) How has strategic planning been implemented in the state agencies? 2) What were the intended goals for mandating the implementation of strategic planning in the state agencies? 3) What are the ostensible examples of success and failure? 4) What was the overall experience of the state agencies with strategic planning?

Method I: Agency Strategic Plans Review

A document review of the Florida State agency strategic plans was employed to explore the above questions. The author also conducted personal interviews with the key planning staff of the Governor's Office and those of the selected state departments.

The Governor's Office provided the official documents on the Florida strategic planning system kept by the Office of Planning and Budgeting. The documents include the reports of the 1990 Agency Functional Plan Workgroup, the Agency Performance Report and Strategic Plan Instructions, the current strategic plans of the state agencies, the critical analysis on the agency strategic plans made by the governor's strategic planning unit, the legislation of the agency strategic planning system, and relevant office correspondences.

The author's rating of the ASPs was made by evaluating the following four components of the ASPs: a) strategic issues, b) strengths, weaknesses, opportunities, and threats (SWOT) analysis, c) stakeholder analysis, and d)

organizational strategies. The components were then rated using "graphic-rating scales" (Klingner & Nalbandian, 1998) based on the following criteria:

- 1) The existence of the component: the particular component is clearly identifiable in the ASP.
- 2) Linkage to the missions of the organization: the content of the component is linked to the official organizational missions.
- 3) Linkage to the other component: the content of the particular component is linked to the other components (e.g. strategies are linked to strategic issues, stakeholder analysis, and SWOT analysis).
- 4) Identification of relevant trends: the content of the component appears to be linked to the examination of relevant internal and external developments and trends.
- 5) Inclusion of supporting data: the content of the component is supported by relevant data.

Each component of the ASPs was assigned one point for each criterion that it satisfied. Scores thus ranged from a high of five for a component that met all of the criteria, to a low of 0 for a component that met none of the criteria. Summing the scores given for all of its four components then made the overall rating for each agency's ASP.

Method II: Expert Panel Survey

A panel of experts on the strategic planning system of the Florida State government were selected and invited to provide their opinions about the existing conditions of the agency strategic planning system of individual agencies within the state government. This expert panel was composed of the director of the Governor's Office of Planning and Budgeting, the planning analysts of the Governor's Strategic Planning Unit, the program analysts of the Florida Office of Program Analysis and Governmental Accountability, and Dr. Frances Berry at the Florida State University who had helped several Florida State agencies with their agency strategic planning processes. Since the panel members were either then in charge of coordinating the strategic planning system of the state government, or had been consulting with state agencies on implementing strategic planning, their

assessments of the agency strategic planning processes were deemed to be knowledgeable and valid.

In January of 1997 a questionnaire designed to elicit the opinions of the experts was sent to each of the expert panel members. The panel members were first asked to provide a list of the state agencies that they thought were doing the best jobs in implementing strategic planning, and the state agencies that they thought lack the most essential elements of strategic planning. The second set of questions on the questionnaire asked the experts to rate the degree to which they thought each of the following criteria was satisfied in their recommended agencies from 1 (very low degree) to 5 (very high degree):

- Quality of trends and conditions analysis
- Attention to stakeholders
- Action steps to accomplish strategic goals and objectives
- Top leadership support
- Line management's involvement
- Linkage between strategic plan and budget requests

Findings

Results of Agency Strategic Plan Review

According to the Agency Performance Report and Strategic Plan Instructions, the ASPs should first identify the vision (long-term future) and missions (very broad goals) of the agencies based on the state constitution and other legal mandates concerning the agencies. Secondly, a set of strategic issues challenging the achievement of the vision or the missions, and an analysis of the trends and conditions (SWOT analysis and stakeholder analysis) related to each of the strategic issues should then be developed in the plan accordingly. Finally, organizational strategies to deal with the strategic issues should be designed based on the previous phases of the strategic planning process.

All of the twenty-six agency strategic plans (ASP) for the fiscal years of 1996-1997 through 2001-2002 were collected and reviewed by the author

between December 1996 and February 1997. Except for the Departments of Citrus, Lottery, and State, all of the ASPs follow the format provided by the Agency Performance Report and Strategic Plan Instructions from OPB. The agency ratings are made as listed in Table 3.2:

Table 3.2– Results of ASP Review

Department	Trend Analysis	Stakeholder Analysis	Strategic Issues	Strategies	Total
Revenue	4	4	5	5	18
Community Affairs	4	4	5	4	17
Elder Affairs	4	4	5	4	17
Children/ Family	4	4	5	4	17
Law Enforcement	4	5	4	3	16
Transportation	4	3	4	4	15
Environment Protection	2	4	4	3	13
Highway	4	1	4	4	13
Legal Services	3	3	4	3	13
Parole Commission	3	4	4	2	13
Corrections	4	4	2	2	12
Health Care Adm.	2	3	4	3	12
Juvenile	4	4	2	2	12
Labor	2	3	4	3	12
Insurance	3	2	3	3	11
Veteran	2	3	4	2	11
Agriculture	3	3	2	2	10
Game & Fish	1	2	3	2	8
State	2	3	0	3	8
Banking/ Finance	1	2	2	1	6
Retirement	2	2	0	2	6
Citrus	1	1	0	3	5
Military	1	1	1	2	5
Military Affairs	1	1	1	2	5
Management Service	1	2	1	1	5
Lottery	2	2	0	1	5

Business/Pro Regulations	0	1	0	1	2
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Results of Expert Panel Survey

By February 10, 1997, seventeen expert panel survey questionnaires were returned. The agencies that were recommended as the "exemplars" by three or more experts were Departments of Revenue, Education, Community Affairs, Children & Family, Elder Affairs, Law Enforcement, Corrections. On the other hand, the agencies listed as "least developed" by two or more experts were Departments of State, Business/Pro Regulation, Game & Fish, Health Care Administration, Citrus, and Military Services.

Based on the information from reviewing the agency plans and the expert panel survey, the Departments of Revenue, Law Enforcement, Community Affairs, Elder Affairs, and Children and Family were selected as the exemplary agencies (exemplars). On the other hand, the departments of State, Business/Profession Regulations, Health Care Administration, Military Affairs, Game, Fresh Water and Fish Commission, and Citrus were selected as non-exemplars for this research. Each of the above agencies was then contacted and asked to participate in this research. As a result, Departments of Revenue, Law Enforcement, and Community Affairs are included in this study as the exemplars. On the other hand, Department of State and Department of Business/Professional Regulations are included as the comparison agencies.

Strategic Planning Processes in the Selected Agencies

Although all of the Florida State agencies received the same instructions from the Governor's Office on how the agency strategic planning system should be implemented, the degree of implementation as well as the process that each agency adopts in implementing the new planning system vary considerably. This section provides brief descriptions on how strategic planning has been implemented in the selected Florida State agencies. These descriptions should prove helpful to the public managers contemplating the use of strategic planning.

Exemplars

Department of Revenue (DOR)

As in most of the Florida State agencies, the agency strategic planning process of Revenue was first implemented in 1992 because of the statutory requirements. A previous state budget director, Glen Robertson, was invited to help the department set up the new planning process. While the process helped the department to clarify its goals and objectives, the first two agency strategic plans of Revenue were still more of the traditional functional plan format reflecting the hierarchical organizational structure.

It should be noted here that the Department of Revenue has been known for its success in undertaking quality management programs (TQM). After the customers and suppliers of the department were defined, and the core business process was mapped using TQM programs in 1993, Revenue decided to reorganize its strategic planning process. The current strategic planning process was then started with examining the eighty goals and objectives established in the previous strategic plans of the department. To identify what measures were really directed at the core business processes of the department, the top managers (including the secretary, the assistant secretaries, the Strategic Planning Director, and the five division directors) were invited to an all-day meeting to discuss and prioritize the previously established goals and objectives based on the constructed business-process map. It was during the process that the visions and missions were redefined, the SWOT analysis was undertaken, and the five strategic issues were identified.

After the strategic issues, goals, and objectives of the department were decided, all of the bureau chiefs and higher managers (called "process managers" at Revenue) were invited to a meeting in which they were asked to rank all of the identified issues, goals and objectives from 1 to 10 according to the extent they felt that their unit could contribute to the success of the items. The Strategic Planning Office then used the results as the selection basis on which organizational members were to be involved in the

subsequent planning activities.

The process managers were also asked to nominate their own staff to participate in the different objective teams that were used to design the strategies to achieve the objectives identified previously. A strategy team was then organized for each of the developed strategies under the objective team to develop the action plans for implementing the strategy.

In addition to the regular evaluations on the success of the strategies, the department conducts quality assessment surveys to evaluate how its employees feel about the quality management programs as well as the strategic planning process, and to obtain inputs from the employees regarding the organizational strategies.

Finally, the Department of Revenue has started experimenting with performance-based budgeting while the strategic planning director indicated that she had seen more and more linkages between the agency strategic plan and their legislative budget requests.

Department of Community Affairs (DCA)

Similar to Revenue, the first two (1992 & 1993) strategic plans of DCA were perceived to be a variation of the traditional functional plan organized by organizational divisions with few department-wide issues or strategies identified. The current strategic planning process in DCA was started in 1995 with a SWOT analysis facilitated by the Strategic Planning and Policy Coordination Unit (SPPCU) under the Secretary's Office with the division directors of the department and their key staff. A strategic planning retreat, participated by the senior executives of the department (the secretary, the assistant Secretary, all division directors, all administrators, a part of the bureau chiefs, and planning staff), was then held partly based on the findings from the SWOT analysis to actually develop the content of the agency strategic plan. The major accomplishments of the retreat were the development of the visions and missions of DCA, and the strategic issues essential to the department as a whole.

As soon as the retreat was over, a cross-divisional strategic issue team was organized for each issue identified in the strategic planning retreat to develop the goals, objectives, and strategies related to the issue. The division directors were first asked to identify the employees whose positions were most related to each of the issues to participate in the issue teams. The SPPCU also asked for voluntary participation in the teams from any DCA member who was interested in any of the issues. As a result, more than one third of the DCA employees have participated in at least one of the issue teams. In addition to directly participating in the issue teams, the employees of DCA are asked to provide inputs to the agency strategic plan through surveys and electronic mails (all of the DCA employees working in Tallahassee have e-mail access).

Once the agency strategic plan is developed, the units that are responsible for implementing the strategies are designated and listed under each strategy. If there are more than one unit responsible for a particular strategy, one of them is assigned as the lead unit for accomplishing the strategy. Each division director is then asked to develop a performance agreement in which the strategies he is responsible for, the performance measures of the strategies, and the related goals and objectives are included with the DCA Secretary. Each division is also required to submit three quarterly status reports every year to the secretary to report their progress on implementing the strategies. If any of the goals or objectives listed in the performance agreement is below target, the division director is required to identify the difficulties in his status reports and to discuss with the secretary on how to improve the strategies.

In addition, while performance-based budgeting has just been experimented in one of the DCA divisions, the budgeting and human resource planning functions of the department are linked to the agency strategic plan in the way that division directors are asked to plan and specify the resources needed to achieve the designated tasks in their performance agreements with the secretary. The planning of financial and human resources in the performance agreement provide a strong basis for the top management to decide the resource allocations in the department.

Department of Law Enforcement (FDLE)

While strategic planning has been implemented in the Department of Law Enforcement for five years, the first two agency strategic plans of the department were perceived by the Governor's Office as well as the FDLE managers to be based on divisional functions with few department-wide issues identified.

In order to improve the planning effort, the top management of the department decided to make two changes on the agency strategic planning process in 1995. The first change is planning by listening to the customers. FDLE is a state law enforcement agency mainly responsible for coordinating and assisting federal and local law enforcement agencies in preventing and investigating criminal activities in the state. Therefore, FDLE top management chose to start its strategic planning process by soliciting the opinions of the users of the department's services. A manager input survey questionnaire was distributed to all law enforcement agencies in Florida asking for feedback on the quality of the services they received from FDLE. The survey also asked the responding agencies to identify issues with the FDLE services and ways that they thought could make the services better.

After the customers' opinions were collected and analyzed, the top managers of the department (including the FDLE Commissioner, divisional directors, and key planning staff) met to identify department-wide strategic issues based on the data collected through the manager input survey and other trends and conditions that the managers saw as important to the department. Three representatives from each division were then selected to join a department-wide work team to develop the strategies to deal with each of the identified issues.

The second major change on the planning process is the link of strategic planning to the department's performance-based budgeting. FDLE is the only state agency in Florida that has implemented a department-wide performance-based budgeting. During the stage of strategy development, special attention of the work team was paid to estimating the costs of the

strategies, and to developing quantifiable measures for each objective specified in the strategic plan. Each strategy was hence associated with an estimated cost as well as the measures for evaluating the success of the strategy.

Each division director is responsible for developing a performance contract in which the strategies he is responsible for, the performance measures of the strategies, and the related goals and objectives are included with the commissioner. The evaluation of implementing the strategies on the agency strategic plan is then made based on the performance contracts of the division directors.

Comparison Agencies

Department of State

From the beginning, the Department of State decided not to follow the format provided in *the Performance Report and Strategic Planning Instructions* issued by the Governor's Office based on the unique diverse functions (elections, cultural affairs, library, licensing, etc.) the department was performing. The top management decided that a plan divided by the major organizational divisions of the department was more suitable for the tasks of the department. It should be noted that the Department of State is a cabinet level department of the state with an elected department secretary. Therefore, the department has more discretion on whether or not the instructions from the Governor's office will be obeyed.

Strategic planning in the Department of State is more of a divisional function as opposed to a department-wide management system. Each year the division directors of the department are given a deadline to submit their divisional plan to the strategic planning coordinator at the Division of Administration. The division directors are asked to identify the strategic issues important to their own divisions, and to analyze the trends and conditions relevant to the issues. A set of strategies used to deal with the issues are then designed and presented within the divisional plans by the division directors and their planning staff to the strategic planning

coordinator of the department.

The planning coordinator is responsible for reviewing the divisional plans and making suggestions for revisions on the plans to the division directors. After the requested changes are made, the strategic planning coordinator composes the divisional plans into a single department-wide strategic plan and submitted the department plan draft to the Planning and Budgeting Director, the assistant secretary, and the secretary for approval. The three top managers then can ask the strategic planning coordinator to make revisions on the department plan as they see necessary. The revised draft of the department plan after reviewed the three top managers of the department is then submitted to the Governor's Office of Planning and Budgeting, the President of the Senate, and the House of Representatives.

Department of State has been conducting a pilot study in the Division of Licensing on performance-based budgeting in which the measures stated in the agency strategic plan are used to justify the department's legislative budget requests. Two more divisions are expected to join the pilot study next year.

Department of Business and Professional Regulations (DBPR)

For the agency strategic plan of the Department of Business and Professional Regulations, the top management of the department (including the department secretary and the assistant secretaries) first decides the strategic issues for the department. A strategic planning work team composed of eighteen employees (with two to three from each department division assigned by the division director) is then asked to develop the goals, objectives, and strategies for each issue identified by the top management.

Meanwhile, a strategic planning coordinator is assigned to the work team to make sure that the requirements of the Performance Report and Strategic Planning Instructions from the Governor's Office were followed, and to coordinate the drafting of the agency plan among the members from different divisions. After the work team completed the details of the agency strategic plan, the top management reviews the agency plan draft to

decide if any revision is necessary. Finally, if approved by the department secretary, the final agency strategic plan draft is submitted to the Governor's Office to be reviewed by the Governor's Strategic Planning Unit.

Discussion and Conclusion

How can a rational process like strategic planning be implemented in public organizations? It is clear from the above cases that, in general, the implementation of strategic planning has not been a simple straight-forward process for the Florida State agencies. Based on the agency planning experience as well as the political environments surrounding the agencies, each of the agencies selected for this study uses a somewhat different approach of planning. A few important lessons can be drawn from the implementation experience of the selected Florida state agencies.

I. Participation of Middle and Lower Level Organizational Members

First of all, the strategic planning processes in the selected exemplary agencies use a more participative process and their strategic planning processes are more compatible with the instructions from the Governor's Office than the comparison agencies. On the other hand, strategic planning processes in the other two agencies involve less organizational members and remain more as a divisional, staff function. Therefore, strategic planning has the potential to shift control of an organization to middle and lower level managers. Moreover, managers in the agencies with more participative planning processes tend to be more enthusiastic about, and committed to, the new management tool.

II. Relationships with the Environmental Stakeholders

Secondly, the selected agencies' relationships with the outside stakeholders such as the legislature have greatly influenced the implementation of strategic planning in the respective agencies. For examples, the Department of Revenue and the Department of Law Enforcement were both in good political standing. Department of Revenue had won several TQM awards from the governor's office. It was seen to be

actively introducing many successful management initiatives from the private business. Department of Law Enforcement was also seen as a high-performance organization, actively sought to be moved forward on the schedule of implementing agencies. Because of their reputations, both agencies were able to gain the support from the governor's office, the state legislature, and the public opinion to undertake the necessary restructuring of their organization.

On the other hand, the other agencies did not have such positive relationships with their stakeholders. They usually had more difficulties in gaining outside support for increasing their financial resources or changing their organizational structures.

III. New way of Organizational Decision Making

Thirdly, the case descriptions of the three Florida exemplars demonstrate a close adherence to the agency strategic planning instructions issued by the governor's office, as well as to the writings on strategic management in general, with agency strategic planning system explicitly addressing Moore's (1995) three strategic management functions of (1) articulating and integrating public value of their agency's mission, (2) managing outward towards principals and politics, and (3) managing inwards and improving the administrative capacity. In the exemplary agencies, strategic planning was not only well received and accepted by the agency managers, but also seen as a distinct way of organizational decision making. As Klay (1989) argued, strategic planning is more of an art than science. The success of public strategic planning is largely dependent on the will of the managers to deliberate upon the future of their organizations.

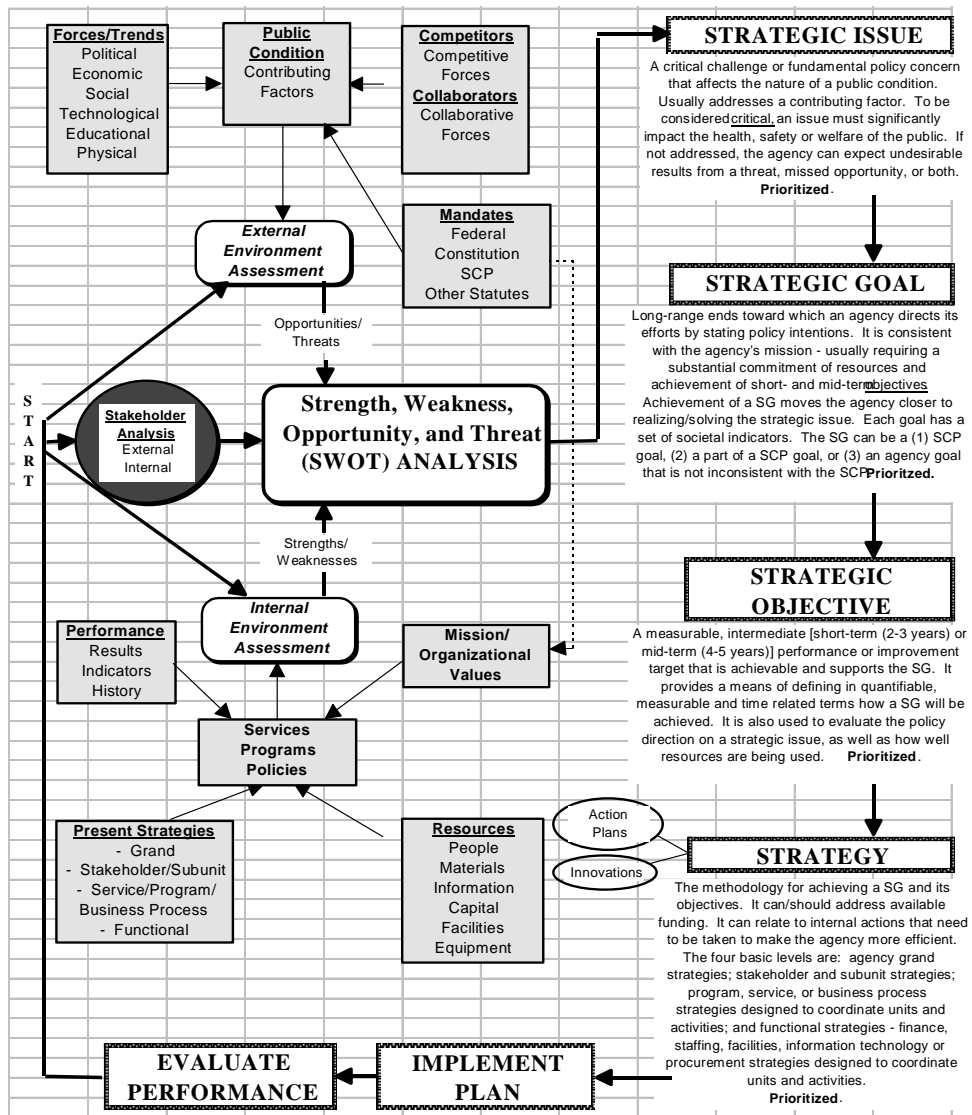
IV. Flexible Implementation

Finally, the cases described in this paper suggest that while Florida's agency strategic planning system was clearly designed to create central control and accountability (Berry, Brower & Flowers, 1999), it has proved to be flexible enough to permit very different approaches to implementation. It is illustrated in the cases that the efforts to implement strategic planning of

the agencies can be influenced to a large extent by the manner in which agency leadership defines strategic planning and the chronology of other management initiatives (such as TQM) under way. As Eadie (1983) indicated: "If there is a message, it is that successful application is a matter of careful tailoring to the unique circumstances of a particular public organization."

Even though the application of strategic planning in the Florida State agencies has far to go before it is completed, it has yielded much valuable experience that public managers elsewhere can learn. Through the reviews on the agency strategic plans and the interviews with the agency managers, it is more than likely that the focused applications of strategic planning in the exemplary agencies will prove successful and provide a foundation based on which the implementation of strategic planning will expand. To the very least extent, the experience in Florida proves that while public strategic planning is in its infancy, it is helpful and, perhaps more importantly, it is doable.

Appendix I: Strategy Change Cycle (Bryson, 1995)



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策略規劃之執行：

美國佛州政府執行單位得失經驗的評估*

黃朝盟**

摘 要

任何組織都必須從事某種形式的組織規劃，然而策略規劃卻有其不同於一般組織規劃之處，因為策略規劃是一種「預期環境的需求，並結合組織的目標與資源，以發展出確保組織目標可順利達成之行動計畫」的管理模式。雖然自一九八〇年代以來，公共行政者已逐漸接受文獻中倡導之策略規劃的益處，但直到目前為止，仍然只有少數人真正了解策略規劃的意義，至於熟知如何正確執行策略規劃的人則更是屈指可數了。

本文的目的即在提供美國佛羅里達州州政府機關執行策略規劃的經驗。在本研究執行之時，佛州州政府已有長達五年以上之策略規劃的經驗，本文首先以文獻回顧的方式，檢視公部門策略規劃的著作，以建立研究的概念架構。其次，本文提供佛州州政府策略規劃系統的起源，並解釋其發展的過程，作為探討佛州策略規劃的歷史背景。本研究隨之檢視佛州二十六個局處的年度策略計畫，並以專家小組調查（expert panel survey）的方法，選出執行策略規劃最成功的單位以及作為比較的組織。最後，本文並提供獲選單位執行策略規劃的經驗，作為未來我國公共組織執行策略規劃的參考。

* 兩位評審委員所賜之寶貴意見，對本文內容的改進助益良多，特此致謝。又本文的相關研究已發表於一九九八年，華盛頓州西雅圖市舉辦之美國公共行政學會全國大會，感謝佛州州立大學教授 Dr. Frances Berry 提供的指導。

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關鍵詞：策略規劃、執行評估、佛羅里達、州政府、政府再造、專家小組