

## **STRATEGIC PLANNING IN ILLINOIS: A STATE AT THE CROSSROADS**

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**ABSTRACT.** In 1999, the governor of Illinois mandated strategic planning in all state agencies, the creation of an Office of Strategic Planning (OSP) and the formation of an academic advisory council to guide it. This article discusses how agencies responded, while focusing on the behavior of the various actors involved: agency staff, top management officials and the organizations themselves. It covers key interim agency results, and general outcome indicators for the eight state strategic issues. The State is now at the crossroads. It has a newly elected governor from a different political party and the OSP and academic advisory council no longer exist. Will a new movement of strategic planning and performance metrics make a real difference to the citizens of Illinois?

### **INTRODUCTION**

There are signs of rebirth of strategic planning as a decentralized management tool (see endnote 1). Many organizations are finding that it is now more than a "been there-done that" perspective of the past. As a result, many organizations of all types are using strategic planning to focus the staff and stakeholders on improving their outcomes and delivering better service to all stakeholders. Strategic planning is literally found everywhere. It is used in international non-government organizations (NGOs) such as CARE-International in Brussels, neighborhood health organizations in Canada, disability agencies in Australia, universities in Ireland, all the way to a small environmental youth nonprofit organization outside Chicago. This focus has even affected government at all levels with increasing involvement in strategic

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planning. In Europe, the Economic Commission (EU) is finalizing its plans; in Canada, strategic planning is practiced "in federal and provincial administrations" (Paquin, 1998, p. 226), and it is routinely used in many other countries including Australia and England. In the U.S., the Governmental Performance and Results Act of 1993 (GPRA) requires all federal agencies to prepare a strategic plan showing outcome-related goals and objectives, how these are to be achieved, and the key factors external to the agencies. Thirteen of 35 major U.S. cities cited in *Governing Magazine* ("City Grade Report," 2001) have citywide strategic plans to help implement their local governmental programs and improve their communication with their stakeholders. In addition, twenty-nine states ("State Grade Report," 2001) have developed formal statewide strategic plans, "The Government Performance Project, Grading the States".

This article is about the recent focus on statewide strategic planning in the politically charged midwestern state of Illinois where political parties, in traditional fashion, jockey for leadership position and for the attention of voters. It is a state where one party (Republican) has controlled the Governor's office for many years, up until 2003. As in most states, there are great human and social needs and a desire to be more efficient and more effective in managing those needs, along with improving technological advances and resolving public issues. Public expectations of government are high and the government's response, in the minds of many, has been traditionally bureaucratically low. In a study of the performance of all 50 US states, *Governing Magazine* rated Illinois as a C+ in 1999 in the category of "Managing For Results." Their findings showed that "there are no statewide goals or strategic plan, and no legislative mandate for strategic planning by agencies", "The Government Performance Project, Grading the States" ("The Government Performance," 2000). This category helped lower the state's overall grade to a B- rating.

### BACKGROUND

It was against this backdrop that Illinois took some initiatives to strive toward excellence. One of the tools used in this effort is statewide strategic planning. Berry and Wechsler (1995, p. 159) state that the initiation to use strategic planning in state agencies "has been primarily a decision of individual agency leaders." However, in Illinois, Governor

George H. Ryan early in his first year of office developed two strategic planning related initiatives. He (1) set in motion a comprehensive year-long statewide performance review of all executive agencies, programs, laws and regulations; and (2) created the Office of Strategic Planning to develop a comprehensive approach to dealing with the state's future needs. His Executive Order #7 established the Office of Statewide Performance Review (OPR), while Executive Order #8 created the Illinois Office of Strategic Planning (OSP).

Executive Order #8 focused on the need for Illinois' government to develop and implement statewide service objectives based upon external and internal customer and stakeholder driven expectations. It stated that citizens demand and deserve public accountability, performance and results-oriented government operations. Realizing that the delivery of service on these key points required a comprehensive, strategic, outcome-based, future-oriented methodology, he created the Office of Strategic Planning headed by a Director of State Planning, located within the Office of the Governor.

Several of the Articles (provisions) in the Executive Order are noteworthy to this paper and help set the tone for analysis of the strategic planning process within the state. Article 2 mandates the development and implementation of a standardized Strategic Management System for use by those agencies under the jurisdiction of the governor. This system would integrate strategic planning with quality improvement efforts, performance planning, outcome-based budgeting and performance monitoring and reporting. Article 3 requires the OSP to seek the assistance of Illinois' higher education community in the development and implementation of an Illinois "Planning for Excellence" effort through the use of a strategic management system, which would apply the ideals of performance management and public accountability. Article 5, in part, links the results of the Statewide Performance Review project to the planning process. The Governor's goal was "to have these two projects work together to insure that all programs are fiscally responsible and are able to meet their goals" (State of Illinois, 1999, p. 1). Article 6 mandates OSP complete a comprehensive statewide strategic plan.

Analyzing strategic planning in U.S. states, Berry and Wechsler (1995) found that one-third of the respondents rated a mandate from their governor as important in the decision to initiate strategic planning in their agency. However, this study found "far fewer felt that they were

legally required" to do so (p. 161). In Illinois, the Executive Order changed this dynamic. Strategic planning was no longer optional. As a result, the first comprehensive strategic planning document ever produced for the state of Illinois was finalized.

### **Illinois Office of Strategic Planning**

The role of the Illinois Office of Strategic Planning (OSP) was to work with all agencies, boards and commissions to anticipate future needs and trends and to help make sure that government realizes the implications of present decisions. This initiative would hold agencies accountable for program results by requiring agencies to clarify their mission, set program goals, and measure performance of those goals. Starting in 1999, state agencies had to accomplish several actions: (1) establish goals that define the level of performance to be achieved by each program, (2) express the goals in an objective, measurable way, (3) describe the processes and resources required to achieve the goals, and (4) provide a basis for comparing actual program results with established goals.

The OSP was, by design, a very small 2-person office in the Governor's Office. Plans included having some additional staff "on detail" from other state offices as the effort intensified. The individual appointed by the Governor to head the OSP had served over 30 years as Director of Management and Budget in the Secretary of State's office and had worked for both Democratic and Republican officials. His budgetary experience and "certified government financial manager" designation focused him on the importance of linking results to budgets. This was to be a key theme of the Director - "linkage, linkage, linkage", as a spin-off from the economist and realtor mantra of "location, location, location".

At the same time that the OSP was created by an executive order, the Office of Performance Review was authorized. This specialized office has the mission to link performance results of state agencies to the budget so that the strategic plans and the budgets prepared are not two distinct actions. The Director of this Performance Review Office has been involved in some of the OSP actions and training. This Office is also organizationally under the Office of the Governor. There has been close cooperation between the OSP and the OPR throughout the strategic planning process.

### **Establishment of the Advisory Council**

To meet Article 3 of the Executive Order, OSP sent letters in April 1999 to selected individuals in the higher education community throughout the state inviting them to serve as a scholar-in-residence on what was later to become the Illinois Strategic Planning Advisory Council. Ultimately, there were ten active members, or Scholars-in-Residence, from six universities across the state: DePaul University, Millikin University, Northern Illinois University, University of Illinois at Chicago, University of Illinois at Springfield, and University of Illinois at Urbana-Champaign. The role of these individuals was to help OSP establish strategic planning guidelines, map out a realistic schedule for a comprehensive statewide strategic plan, deliver actual strategic planning training to state agencies, review draft plans and provide guidance on the adequacy of them. Eventually, a core of four of these "scholars" worked very closely with the OSP Director as senior advisors throughout the entire three-year life of the process.

In addition to coming together three times each year to review the status of the schedules for agency completion, actively plan for future actions, and share ideas on workable successful approaches to assist OSP in the process, the Advisory Council offered frequent advice to the OSP on how best to implement a strategy for agencies to continue progress. More importantly, they provided actual "hands-on" training and facilitation of strategic planning for agencies in large conference settings, small workshop groups, and, in some cases, served as contractors to provide direct consulting activities with individual agencies. Instead of limiting this body to only advising its sponsoring office, these scholars-in-residence worked directly with numerous agencies in group or one-on-one settings. In some cases, members of the Advisory Council traveled with the OSP Director to private companies and research centers to meet with key individuals and obtain first-hand information about various strategic planning operations at those locations as benchmarks to compare the state's efforts.

### **Focus of the Strategic Planning Effort**

The primary initial emphasis for Illinois concentrated on 21 of the state agencies that constitutionally report directly to the Governor. These agencies control approximately 80 percent of the state's annual expenditures for operations. A list of these agencies appears in Table 1. These agencies are divided into four major categories: (1) Economic

Development and Infrastructure, (2) Government Services, (3) Human Services, and (4) Public Safety. There were approximately 40 major state agencies, boards and commissions operating in Illinois, all representing 68,000 employees and the citizens of Illinois. OSP met often with representatives from these 21 key agencies. Usually it was to receive updates on progress meeting the established date of October 15, 2000 for completion of their strategic plan.

Several of these agencies already had recently engaged in some type of detailed strategic planning activity. These included the Illinois State Police, Department of Revenue, Department of Transportation, and later, the Central Management Services. The OSP sought to use them as advising agencies and called them "Focus Agencies". These agencies took to heart the needed linkage between strategic planning, strategic thinking and operational management. They were frequently asked by OSP to participate at conference and training workshops to discuss how their success with strategic planning and the approach they took on issues from surveying stakeholders, to linking budgets to outcomes of the plans.

**TABLE 1**  
**The Key Target 21-State Agencies**

Aging	Guardianship and Advocacy Commission
Agriculture	Human Services
Capital Development Board	Insurance
Central Management Services	Lottery
Children and Family Services	Natural Resources
Commerce Commission	Public Aid
Commerce and Community Affairs	Public Health
Corrections	Revenue
Emergency Management Agency	State Police
Employment Security	Transportation
Environmental Protection Agency	

### Developing the Strategic Planning Model

To approach the difficult issue of organizational change through strategic planning in Illinois government, OSP used a facilitative style. Wilson (1998, p. 512) states: "What we need is a process that is

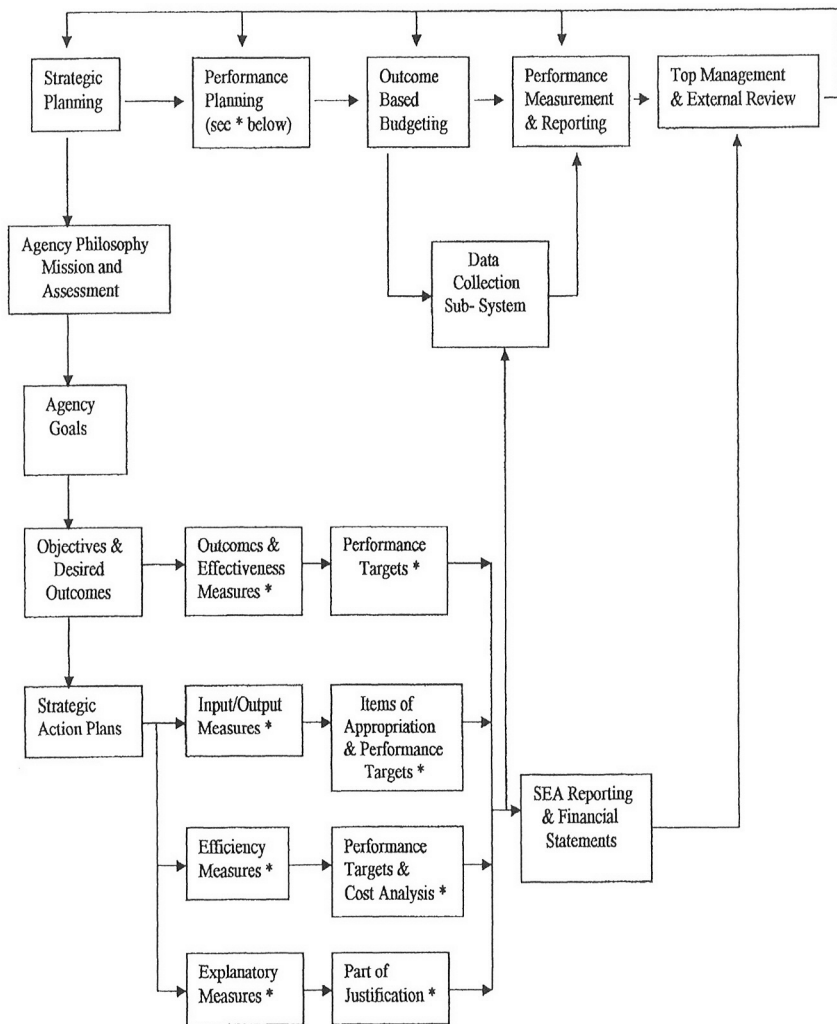
sufficiently tight to give structure to our thinking, but sufficiently loose to give fullest expression to our intuition and imagination... Focus less on the process, more on the creative thinking...that it should generate.” This was the approach followed by OSP; not to personally write the state plan through a centralized approach, but rather empower each of the 21 agencies to prepare their own plans at their operating levels. OSP served as the catalyst for strategic thinking. The key operational strategists were the program and policy executives in each agency. By using this approach, it was hoped that a greater degree of agency "buy-in" would occur.

The key to strategic planning from the OSP's perspective was that it would be integrated with other functions of management - program design, organizing, budget, staffing, controlling and evaluating and implementation. OSP used the definition of strategic planning by Goodstein, Nelson and Pfeffer (1993, p. 3) as “a continuous and systematic process where the guiding members of an organization make decisions about its future, develop necessary procedures and operations to achieve that future and determine how success is to be measured.”

Illinois needed an academically correct, but practical approach to implement strategic planning throughout state government. OSP needed to have the agencies follow a well-proven model of strategic planning so that the state could eventually easily "roll-up" the agencies' plans into one formal statewide strategic plan. The OSP Director developed a diagram of the strategic management system (see Figure 1). From there, he designed a model to begin discussions on strategic planning with state agency heads (see Figure 2). This served as the starting point to show the interrelationship of strategic planning to performance based management. As such, OSP decided to adapt the strategic planning process model of John Bryson (1995) as the state's model. Bryson is the author of a most respected and widely adopted text in the field of strategic planning.

OSP labeled it "the strategic issues management" model. In fact, OSP followed the Bryson process model so closely, with only minor adaptation, that John Bryson was added to the Advisory Council with the formal title of "Concept Scholar." In essence, OSP closely followed Bryson's 10-step strategy change cycle with few exceptions. Bryson's model was useful as it used the critical agency SWOT (strengths,

**FIGURE 1**  
**Illinois Strategic Management System**

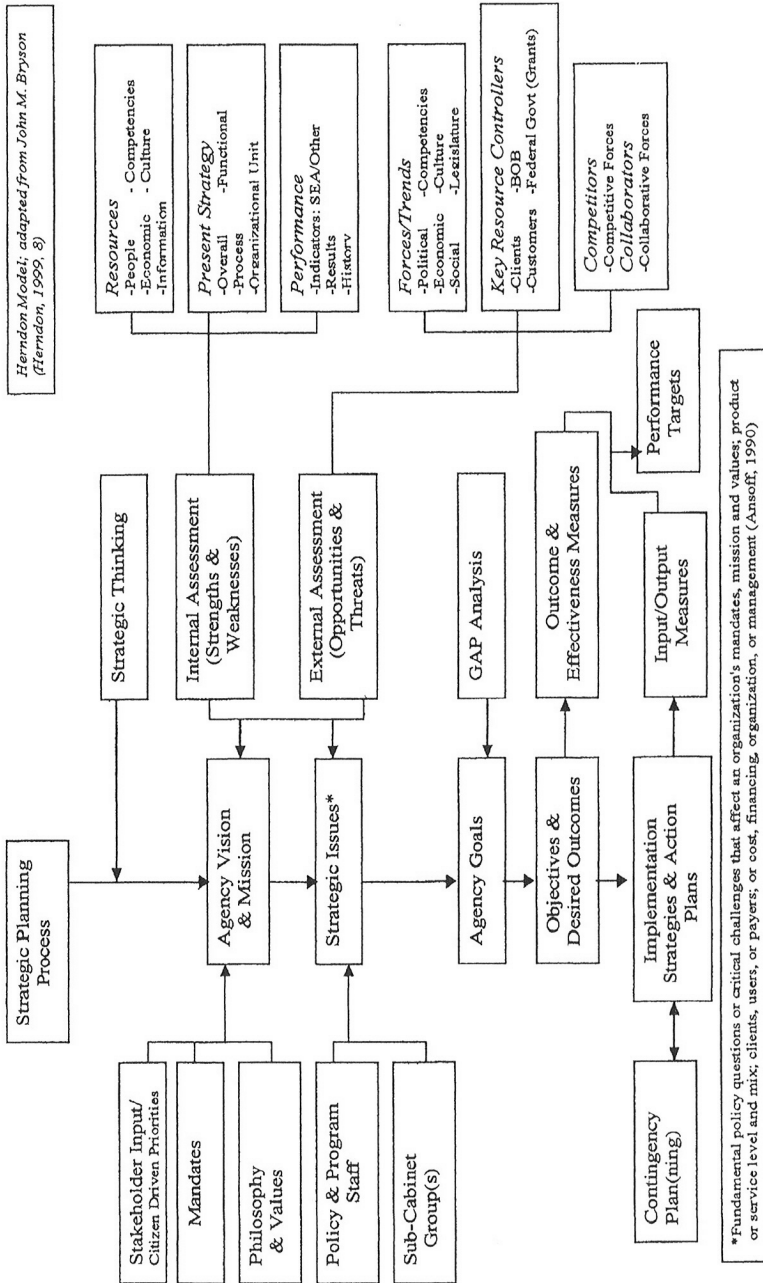


Note: The Performance Plan \* serves as the basis for the Agency's appropriation(s) request.  
(Source: Herndon, 2001, 4)





FIGURE 4  
Illinois Strategic Planning Process



weaknesses, opportunities, and threats) analyses as underpinnings from which Illinois agencies could develop their strategic issues. As O'Neal states (2003), strategic issues are "a planning consideration in determining how the organization will focus its efforts and prioritize its resources (p. 16). Bryson's model was the ideal approach to link the state's focus in this massive effort. In addition, the Advisory Council believed that the state agencies needed to trust an established process that would provide them with a successful approach to strategic planning and one that would show how these agencies would benefit from this effort. This was important since a heavy dose of successful organizational change would be necessary to demonstrate the ability to implement this new management perspective.

Some of the typical concerns voiced over using strategic planning, listed in Table 2, had to be overcome to build trust in the system. According to Wilson (1994, p. 13):

Criticism (in the past) focused on the failed promise of strategic planning; companies had set up elaborate planning systems and devised sophisticated strategies, but little or nothing had changed in corporate performance. The process dominated the staff. Too much emphasis on analysis, too little on true strategic insights. Planning systems were virtually designed to produce no results.

Scott, Mitchell and Birnbaum (1981, p. 282) believe that the process of "strategic planning has been seen as having limited impact on organization adaptation" from both the organization's perspective as well as from the "individual-level perspective (who) also views strategic planning as having little consequence" (p. 282). The authors stated that some see:

plans are of little use in developing the organization's adaptation to an unknown future, because of imperfect information and the retrospective construction of reality. The best strategic planning can hope to accomplish is to help make sense out of the past. It is the "act" of planning, in other words, that helps give meaning to valuable past actions and not the plan itself (p. 282).

The Advisory Council and OSP knew a way had to be found to overcome this resistance. Wilson (1994, p. 14) found that line managers, when "excluded from the strategic planning process, dissociated themselves from its conclusions and execution." According to Ogan and

**TABLE 2**  
**Why Some Organizations View Strategic Planning Negatively**

- It is more tactical than strategic.
- It written by a centralized planning office in isolation of the staff who must implement it.
- It involves many resources and energy but it only relegated to a file drawer/shelf.
- The process is typically poorly conceptualized.
- The process is not executed well.
- It rarely makes difference to the daily organizational decisions.
- Strategic planning only involves a team of senior managers of the organization.
- It is something that the top official delegates to lower senior-level people to monitor.
- It is attempted so often that the staff grows weary of hearing that another plan is underway - "we have done it before" becomes the office cry.
- Typically it is independent of the organization's management process resulting in no linkage seen or really required.
- It becomes an end in itself; no strategic thinking results because of the above.
- Champions do not usually exist; if one does emerge, it is either "lip service" near the top, or at too low a level to permeate the organization silos.

Bateman (1991, p. 652): "Effectively managing resistance means inviting others' involvement in planning and implementing the change, exhibiting supportive leadership, reinforcing the new behaviors, and sometimes using coercive measures." OSP believed that by following the Bryson model, this trust would occur. As a result, they arranged for Bryson to provide a daylong workshop on strategic planning to the 21 state agency representatives in April 2000. Many who were skeptical of some strategic planning principles became at least tentative believers after hearing Bryson's presentation. There were 120 agency representatives who took part in the workshop, facilitated by some of the Advisory Council members. Numerous comments by the attendees following the workshop attested to their willingness to believe that the Bryson model would definitely assist them in preparing their strategic plans. OSP continued to educate large numbers of state employees from key

agencies about the change to strategic planning. From 60-80 employees attended many of the OSP follow-up sessions.

### **Development of the Actual Agency Plans**

Developing and implementing strategic planning for quality improvements, better performance planning and outcome-based budgeting (per Article 2 in the Executive Order) requires change in organization culture in Illinois government. OSP and the Advisory Council knew that it would be difficult to change this culture rapidly. Both the OSP and the Advisory Council understood that the first year's plans by agencies would be only a start in the process and that refinement would start occurring in the second year.

Agency directors' differed in their approaches to preparing strategic plans. In many cases, they assembled a rather large group, and charged them to compile a plan for the agency. This group became the agency "committee" or "team." In some cases, certain individuals reluctantly volunteered for this assignment, while others eagerly sought it out. Typically little guidance was provided at first. However, with additional OSP workshops and handouts, these groups were better able to understand a useful approach.

Some of the agencies did an outstanding job of preparing meaningful strategic plans, usually with in-house staff, with frequent communication with OSP and focus agencies. Six of the 21 key agencies' plans were accepted by OSP on the initial submission. Eight of them needed only minor modifications. The remaining seven needed major work for acceptability by OSP. Eventually, four of these seven were successfully revised, leaving the remaining three very weakly prepared.

Leadership styles made the difference in the approach used during the training sessions and implementation process. Leadership of agency committees by selected staff managers varied rather widely. In some cases, agencies used an individual who worked in a "planning" function; in others, it was someone in the central budgeting office. There were some cases of agency communication managers and line program directors serving as the lead on these groups. For example, in six human service agencies, the leaders of the strategic planning process included:

- Executive assistant to the Director,
- Chief of staff,

- Chief of a newly created office of strategic planning,
- Deputy director for programs,
- Acting director of a specialty function, and
- Acting deputy director of a health specialty

Some agencies chose to prepare the strategic plans by themselves, using no outside assistance at all. In some cases, OSP found many components to be so vague that use of the *plan* to help "the organization achieve its objectives" and to serve as "an objective systematic approach for making major decisions in an organization" (from Article #5 of the Executive Order) appeared dubious. The linkage between the planning components and *strategically* managing the organization was often lacking. Too many of these "partial" strategic plans lacked an agency-wide perspective. Instead, some relied on the hope that the additive factor of preparing multiple mini-program plans would somehow present the agency's grand plan. They did not. Seven (mentioned above) of the 21 agencies listed in Table 1 had initial plans so weak that OSP suggested to them that it was necessary that the Advisory Council provide specialized assistance to bring them up to acceptability. Two of these seven agencies ultimately chose to use an Advisory Council member to successfully assist them in completely redoing their plans. In total, nine of the 21 agencies used a consultant, either from the Advisory Council or by a private contractor, while 12 did not use consultants of any type. In some cases, Advisory Council members provided assistance by identifying strategic issues, designing questionnaires for stakeholder response and input, helping the agency develop strategic action options for strategic issues, reviewing preliminary plans, and working through SWOT (strengths, weaknesses, opportunities, and threats) analyses.

### ORGANIZATION BEHAVIOR OF STATE ACTORS

Quite naturally, some key people in several state agencies did not hide the fact that they had mixed reactions to the Governor's Executive Order. Illinois is a highly politically-charged state and some believed that they could out-wait the Governor and his Executive Order mandates. After all, strategic planning would consume agency resources - time, money, and manpower. This disturbed not only some top personnel in state agencies, but also trickled down to some supervisors, many who felt that this effort would draw needed resources and attention away from their projects and programs. In addition, some agencies already had

prepared *strategic* plans years earlier and several staff members stated that nothing ever resulted from those plans, as they had been shelved permanently.

There were numerous examples of negative and positive organizational behaviors demonstrated during the strategic planning process by the actors involved. These actors are discussed below in three categories: the first are individual agency participants who were involved in workshop sessions, the second are the agencies themselves as reflected by their organization cultures, and the third are the agencies top management individuals.

### Individual Participants

*Antagonists.* These said that they were told they had to come to these training sessions - directed to do so by the organization or their supervisor. Some viewed strategic planning as another "make-work" effort. Others stated that they had already worked on previous plans, including strategic plans, which went nowhere except on the shelf or file drawers - all unused. One individual said that at least the training served as a way to get out of work for a day! A few were actually quite hostile to the training exercises and interactions. Several came to sessions late, were not engaging, and did not have much, if anything, to contribute to the discussions and group learning. When they did, it was to ridicule the effort. In some training sessions, no one wanted to step forward to present any small group findings to the plenary group.

These antagonists seemed to dot the landscape at various introductory large, open meetings held by the OSP. While responses from both the OSP Director and members of the Advisory Council frequently rebutted this skepticism along conceptual lines, as well as related positive personal experiences they had encountered, occasional moans could still be heard from parts of the audience. While it is hard to assess specific numbers, approximately 20 percent of those present fell into this group. This was not unexpected among this large group given both the history of strategic planning in the state and early perceptions of change to a new process. In trying to persuade all participants to see a clear, new approach to strategic planning, the OSP found, according to Organ and Bateman (1991, p. 632): "Both sides will seek early on to appeal to those who are uncommitted, (those) with no strong feelings for or against the change. Appeals to this group may take the forms of lobbying, distortion, propaganda, persuasion, cashing in credits from old

favors, implied threats, appeal to loyalty and friendship, or mixture of all the above.”

It took intensive small breakout sessions during training facilitated by the Advisory Council members to turn many, but not all, of these individuals' views around. As the author was one of these facilitators, it was interesting to note, after these active sessions how some of these antagonists changed as the "light went on" and they could begin to see how strategic planning might aid them in their programs. They moved into the next category then since it "might work", but only, of course, "if everything fell into place at work."

***Doubting Thomases.*** Those individuals in this category (about 35 percent) went more eagerly to all meetings, but they felt that while strategic planning sounded good, they were not really sold on the concept of it. Many started out quite ambivalent. They had to be physically shown that something positive might come from using strategic planning. Examples of other organizations were used during workshop sessions to illustrate how it can assist in performance. However, when asked, they said they believed that too many restrictions and barriers in their job or agency (e.g. workload, time pressures, bosses, traditions) were present to make strategic planning actually happen. They had to see it work in their own agency to believe. They hoped it would, but still had doubts over the process and results.

***Good Citizens.*** These individuals (approximately 25 percent) attended all meetings and were active and quite engaged in small group workshop sessions. They believed that perhaps there could be something of value with strategic planning, but they were personally unsure at this time. They remained concerned, not so much about the process, but that anything productive would ever be accomplished with strategic planning, since they believed that the agency would continue to "do business as usual". However, they also felt that since the agency and the Governor's office were working together on strategic planning, there "must be something useful to it". So they said they would do their part to try to make it work, for the good of the organization.

***Change Agents.*** These individuals, already active in their organizations, were waiting for an opportunity to find a new tool with which to create an impact in their organization or program. Strategic planning gave them new life in this quest. These change agents in the group (about 10 -15 percent) were extremely active and very alive in training sessions,

including volunteering to frequently make summary presentations to larger assembled groups. They were seen taking copious notes and were eager to engage facilitators during all the workshop sessions. They could see the immediate linkage of strategic planning to their management activities and discussed it openly in larger group settings. It was not surprising to hear that these participants maintained or sought leadership roles in the strategic planning process in their agencies. They often led small strategic planning teams in their agencies and worked to cascade the training throughout the organization.

### **Organizations As Participants**

Organizations took uniquely different approaches to the Governor's strategic planning efforts. Contact with these agencies and OSP and the Advisory Council, seemed to group the agencies into several general categories, as listed below.

**Supportive:** The general philosophy of these agencies could be defined as: We have a new marching order, let's get on with it -- to reap whatever benefits we can from a fresh look at the strategic planning process;

**Lip Service:** These agencies could be defined as: Let's go through the motions, assign some medium level staff specialist to lead the effort and quickly prepare some a fairly busy document termed a 'strategic' plan and be done with it; and

**Resistive:** In these agencies: There is no reason to dedicate key resources to this effort, so assign someone to attend OSP meetings, take notes, put something together that gives us the most minimal efforts to 'address' strategic planning; but take no active effort to implement it since the legislature will no doubt step in, see the resource drain, and stop this effort. After all, we have already done this before; it didn't change how we did business; we are now all too busy to 'mess around' with this and it is too costly with no real useful results.

These approaches may account for the uneven results of the various agencies' initial strategic plans and the modifications needed. OSP and the Advisory Council, by reviewing the documents, could sense the tensions in some of these organizations.



### Top Management Officials As Participants

Based on the operating styles of the various top management officials involved in Illinois' strategic planning effort, three distinct leadership types emerged. These are discussed below.

**Game Face.** Some of the agencies' top management individuals attending selected meetings appeared to be highly interested and receptive to strategic planning. However, they were only at executive meetings called by the Governor's Office and involving the agency heads. They knew that being visible at these specific times was key to remaining in this select circle of appointed actors. Much head-shaking and verbal agreement was demonstrated at these sessions. However, when it came time to be involved in the actual workings of strategic planning with their staff members, these individuals delegated the difficult efforts to others. These "leaders" explained that they had more important things to accomplish than strategic planning and that the staff "would understand". Very few of these individuals attended any of the actual training sessions. While these individuals withdrew from the actual strategic planning process, they were quick to be certain that they had some "product" that they could present to the Governor's Office.

**Spear Carriers.** These top management agency officials attended meetings called by the Governor's Office as well as actual training sessions. They showed energy and were seemingly quite receptive to strategic planning and the actual process. These leaders were visible to their staff members during parts of the training and at the conferences involving strategic planning. They observed some of the working sessions and encouraged their staff to pay attention and bring back to the office some useful techniques on "making strategic planning work." These directors floated in and out of various sessions. They stated that strategic planning was a truly important effort and that the staff could count on them to trumpet the process when they returned to the agency. These leaders would contact OSP on occasion to seek verification that their agency was going along the proper path to a successful planning process. They would bring this information back to their agencies and personally pass the word to the working group actually developing the strategic plan.

**"Truly Committed."** On the other hand, there were some top agency management officials who showed total commitment to both the strategic planning process and the importance of linkage to their agency's

outcomes. These were the few, totally committed leaders. They were far more visible during the training sessions, to such a degree that they actively participated in the actual learning activities along side of their staff in attendance. They rolled up their sleeves and "went to work" next to their staff to better understand the process and really learn how to use it to improve the management and leadership of their total agency. The fact that these leaders, sat with their staff and worked along side of them did much to instill confidence in the process, infuse trust and energy in one another, and show that the process was of utmost importance.

As an example of this commitment, one agency director requested that the Governor's Office schedule a separate 2-day training session for only his agency. Several expert facilitators ran the sessions and the agency director was "hands-on" throughout the 2-day series of exercises and report-outs to the larger group. The agency director provided extensive remarks to open the first day and to close the second day. These remarks were far more than the usual "I hope you all enjoyed the sessions and got something out of it." Instead, his remarks focused on what the group had learned, how he personally grew in the application of strategic planning in their agency and how the organization would respond better to this new approach to doing business. A year later, this Director called for another 2-day session off-site with facilitators to assess where the agency was currently heading and to use the session as a springboard to "jump-start" the next year. At this session, 80 staff members were present including many lower-level support staff who would typically not even be invited to such a "management-focused" program. This helped foster organizational change much more quickly.

In a different case of commitment, some division heads of another agency saw the need for additional specialized training for their staff. These individuals contacted OSP requesting 2-days of training for 20 of their key staff members who would comprise the majority of the team involved in preparing the agency's strategic plan. However, in this case, the agency director never did show up for the training sessions. Both the facilitators and employees noted the director's absence.

### "SKUNK WORKS"

OSP borrowed a page from Peters and Waterman's 1982 text, *In Search of Excellence*, and started a "skunk works" group. In this classic bestseller, "skunk works" were "bands of 8-10 zealots off in the corner,

often outproducing...groups that" had greater numbers (p. 201); "located in dingy second-floor loft...miles from .... headquarters (p. 211). These were notoriously pragmatic" (p. 212) champions.

The OSP group followed the "skunk works" philosophy and met off-site to remain an autonomous group, fiercely involved in the strategic planning process. Illinois even kept in the spirit of this "loft" image by holding some meetings at the closed state fairgrounds in one of the older second floor cramped offices. In addition to three Advisory Council members active in the skunk works process, seven individuals from various state agencies were involved. While these individuals represented their agencies, their work focus was on the plans developed by other agencies, to avoid being involved in analyses of their own plans.

The Illinois Office of Strategic Planning had the skunk works group meet frequently and had them use the extensive plans from the 21 major Constitutional agencies (with pages often numbering 50-100 pages) to ferret out key strategic issues, goals, and objectives. The approach was to combine these plans into one smaller document that the Governor could use as a comprehensive strategic plan for Illinois, and demonstrate to the public the excellent efforts made by these state agencies as a method to improve both outcomes and responsiveness for state programs and for Illinois citizens.

The organization culture of this close-knit group was maintained, not only by working together off-site, but also through the distribution of sweatshirts with "Illinois Strategic Planning Skunk Works" stenciled on them, to show the independence and pride of this working group. Emails and conference calls were used between meetings to keep the members engaged. One agency provided a special room where skunk works members could simultaneously and anonymously (if desired) use computerized Decision GroupWare to send comments, add items, and challenge issues discussed.

## PHASE II OF STRATEGIC PLANNING

While the 21 strategic plans of the constitutional agencies reporting to the Governor were completed by January 2000, the Executive Order also required smaller agencies, boards and commissions throughout the state under the Governor to do the same. OSP held a training conference with representatives from these 19 agencies (see Table 3) to enable them

**TABLE 3**  
**Smaller Agencies, Commissions, and Boards**

Office of Banks & Real Estate	IL. Racing Board
Board of Higher Education	IL. State Toll Highway Authority
Department of Labor	Liquor Control Commission
Financial Institutions	Military Affairs
Historic Preservation Agency	Nuclear Safety
Human Rights	Pollution Control Board
IL. Council on Developmental Disabilities	Professional Regulations
IL. Gaming Board	State Fire Marshal
IL. Industrial Commission	Veterans Affairs
IL. Law Enforcement Training Standards Board	

to move quickly and develop their own strategic plans. The 2-day training used Advisory Council members and some of the focus agencies to provide training on various topics for these agencies. The deadline for these strategic plans was August 15, 2001. Most met this date with a few exceptions. Some of these entities took the advantage of contacting people throughout state government who had been involved in their strategic plans a year earlier for guidance and help. In addition, OSP distributed a "how-to guide" (Herndon, 2001) to assist these organizations in strategic planning. Review of these plans is currently underway. However, some needed specialized assistance after OSP review found their strategic plans to be deficient.

### **Organizational Learning Laboratory**

The next step in this strategic planning effort in Illinois was to develop an Organizational Learning Laboratory to assist interested agencies and individuals in improving their knowledge of strategic planning and how it links to performance reviews and measurements and stakeholder involvement. The OSP believed that organization learning can be "conceived of as a principal means of achieving the strategic renewal of an enterprise" (Crossan, Lane & White, 1999, p. 522). OSP views are similar to Wilson (1994, p. 525) that:

Institutionalizing is the process of embedding learning that has occurred by individuals and groups into the organization...Institutionalizing is the process of ensuring that routinized actions occur. Tasks are defined, actions specified,

and organisational mechanisms put in place to ensure that certain actions occur.

The importance of the organization learning lab is based on what Wilson (1994, p. 529) found: "the underlying assumption is that organizations are more than simply a collection of individuals; organizational learning is different than the simple sum of the learning of its members." As a result, "planning is more a matter of continuous organizational learning (scanning, interpreting, and adapting to environmental change) than it is of control" (Wilson, 1994, p. 18). State agencies have no mandate to use the Organization Learning Lab. It was designed instead as a "community of practice" (T. Herndon, personal communication, September 7, 2001). The effort was to focus on continuous improvement through continuous learning and is a natural extension to keep learning about agency outcomes and the change process.

## Findings

**Early Interim Results.** The first few years involved training, experimentation and working with agencies in the initial effort to have strategic planning embedded into the state management system. Some agencies have mentioned specific results from the statewide strategic planning that they have experienced to this point in their strategic planning effort. These are listed in Tables 4 and 5. Most focus on improved internal management.

**TABLE 4**  
**Current Partial Agency Results**

### **1. Clarification of agency direction and goals \***

- Changing from funding being the primary driving force behind agency operations, to using strategic planning to drive their agency
- Maintaining an agency-wide perspective, not the aggregation of each independent program
- Making goals & objectives clearer to people throughout the organization
- Communicating better about organizational objectives

### **2. Assisting in policy and budget decision-making \***

- Linking strategic planning to annual management plan to performance measures and budgeting for the first time as routine part of the planning process

TABLE 4 (Continued)

- Assisting agency in prioritization in decision making activities
  - Developing new measurements of performance (outcomes and benefits), rather than measurements of activities (being busy)
  - Seeing closer linkage between planning and funding. If an area saves money, that program can use it for projects that would not have been otherwise funded
  - Using tax dollars more effectively
- 3. Enhancement of client and external relations \***
- Reaching out to external stakeholders on an on-going basis using scheduled meetings and satisfaction surveys
  - Orienting customer to "stakeholders have value" and not "the agency knows best" as in the past
  - Recognizing those who work closely with stakeholders in the agency
  - Improving stakeholder feedback to the third level of learning, as defined by Peter Senge
  - Starting to talk with other agencies and as a result, have started to tear down the "walls" around one another
  - Planning initiatives recognized by leading scholars
- 4. Improvement in internal management \***
- Refining agency performance measures, now linked closer to agency mission with a positive impact on services to consumers
  - Identifying core services and core customers
  - Improving response time to external inquiries
  - Communicating focused on multi-location, multi-level, and multi-program, not isolated messages
  - Involving 5% of agency directly in planning & implementation; >20% in goals/objectives orientations
  - Using spontaneous learning at retreats, through people actually talking to each other between meetings, and improvements being requested before deadlines approach
  - Improving morale and optimism among all agency employees
  - Increasing employee morale after agency took action based on an internal stakeholder survey that raised issue on recognition
  - Changing culture slightly and improvement in strategic thinking
- 5. Agency reorganization\*** (none identified)
- 6. Improved service delivery \***
- Enabling agency to take stock in its work and document successes, and identify

**TABLE 4 (Continued)**

gaps and needs in its services. This leads to documentation to support need for funding of new initiatives.

- Recognizing that change is occurring and the focus is now on challenging the status quo in service delivery and organization roles
- Realizing the breadth of agencies' cross cutting programs
- Improving safety process and communication for users
- Allocating more time and money to programs and services

Notes: \* Divided into Berry and Wechsler [1995] categories.

**TABLE 5**

**Agency Identification of Improvements Needed:  
Berry and Wechsler's Improvement in Internal Management**

1. Need to strengthen accountability to the plan by assigning responsibility to each component to drive accountability deeper in the organization
2. Need to improve the method of communication to all staff needs to be improved through newsletters and Intranet
3. Need to move from the steering committee, which developed the first process, to reach others for greater staff involvement.
4. Need to assign specific responsibility of the planning process to smaller work groups, as a way to facilitate continuous improvement
5. Need for staff recognition for achievements related to the strategic plan and performance measures.
6. Need to recognize staff whose efforts impacted the agency's performance and continuous improvement

One of the key outcomes came as a result of Illinois undergoing \$500 million in budget cuts due to the current economic ramifications following the September 11, 2001 terrorists' attacks in the U.S. Agencies active in the strategic planning process state they were in a better position to offer realistic alternatives for their part of these reductions. The plan was that as agency-wide strategic planning becomes implemented at the program activity levels, the annual management plans were to link to the annual budget starting in 2003.

**Projected Outcome Indicators.** Sample general outcome indicators that could be used to assess how well the strategic planning process performed in bringing about improvements are found in Table 6. These were based on the "Blueprint of Strategic Issues" that was prepared by OSP for the Governor to show a "roll-up" of all agency strategic plans and focus on Illinois' eight strategic issues listed below:

- community of services that enhances health and well-being;
- prosperous and growing economy that is technologically advanced;
- safe and secure society;
- effective, accountable and responsive state government;
- literate, educated and skilled society engaged in lifelong learning;
- reliable, reasonably priced and environmentally responsible energy
- healthy, sustainable environment; and
- a secure homeland.

**TABLE 6**  
**Sample General Indicators to Assess Strategic Planning Process Outcomes**

<p><b>1. Community of Services that Enhance Health and Well-Being*</b></p> <ul style="list-style-type: none"> <li>- Greater percentage of people recovering from mental illness</li> <li>- Decreased infant mortality</li> <li>- Safe health care system that provides quality care</li> <li>- More independent living opportunities for senior citizens</li> <li>- Stabilized families so that children can remain safely at home or return home if removed</li> </ul> <p><b>2. Prosperous and Growing Economy that is Technologically Advanced*</b></p> <ul style="list-style-type: none"> <li>- Increased domestic commercial markets for Illinois products</li> <li>- Increased value-added economic and business activity for the agriculture industry</li> <li>- Increased skills of the existing workforce</li> <li>- Improved state transportation infrastructure (highways, bridges, railroads and public transportation)</li> <li>- Increased number of new technology-driven firms and products entering the marketplace</li> </ul> <p><b>3. Safe and Secure Society*</b></p> <ul style="list-style-type: none"> <li>- Lower state crime rate</li> </ul>
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TABLE 6 (Continued)

- Higher quality and timely forensic services
  - Lower crime rate among former inmates of state corrections system
  - Improved juvenile and criminal justice system services
  - Fewer deaths and less property loss resulting from natural disasters
- 4. Effective, Accountable and Responsive State Government\***
- Greater access to state programs and services
  - Better coordinated management, decision-making and reporting
  - Continuous learning and improvement in public administration
  - A completed comprehensive state strategic plan linked to the budget
  - Increased public citizen awareness of state programs and services
  - Definable and recognizable citizen-focused performance management
- 5. Literate, Educated and Skilled Society Engaged in Lifelong Learning\***
- Illinois in top 5 states with workforce capable of meeting changing corporate - knowledge & skills needs
  - All students meet the Illinois Standards
  - A more knowledgeable, skilled and able workforce
  - More special-needs persons in educational, training and employment programs
  - Better delivery of education services through technology
- 6. Healthy, Sustainable Environment\***
- Restored and enhanced natural habitats
  - Increased outdoor safety
  - Increased resource-compatibility of recreational activities
  - Improved public understanding of resource protection needs and opportunities
  - Improved air and water quality
- 7. Reliable, Reasonably Priced and Environmentally Responsible Energy\***
- Reduced growth of electrical demand through conservation and energy efficiency
  - Increased fuel self-sufficiency
  - Expanded use of Illinois coal within the state
  - Fewer petroleum and gasoline spills
  - Expanded application of clean coal technologies for electric power generation
  - Existence of community-based energy programs
  - More options for businesses to average or avoid large fluctuations in energy costs
- 8. A Secure Homeland\***
- Minimized service disruptions and economic losses
  - More effective, efficient and timely responses to emergencies and terrorist threats
  - Increased public confidence in its food and water supply
  - Integrated and coordinated public health response to a mass disaster

Notes: \* Based on Blueprint of Illinois Strategic Issues (State of Illinois, 2001).

**Lessons Learned.** Knowledge that a group of totally committed leaders in agencies was created took on far more value and significance than the Advisory Council hoped for, especially during the early stage of strategic planning. Some of these more committed leaders already had in place a culture of continuous process improvement. As a result, there was an early belief that a transformation to strategic planning in most agencies would not be too difficult to implement. The OSP and the Advisory Council held mixed reactions to this view at the end of the three years.

It is essential that an organizational culture of shared belief be present throughout the organization, just not at the top. This is emphasized by Simpson (1998, p. 626) in that it is important that:

The strategies and tactics cascade into lower levels of the organisation. People at lower levels in the organisation need to clearly understand how they personally impact the strategy and its priorities. They need to be able to connect their work to a tactic, which is in turn connected to a strategy, which is in turn connected to some kind of objective or goal. Probably the most common reason that most strategy work is a waste of time is that it doesn't change behavior five levels down in the organisation.

Without this focus, it would be very difficult to institutionalize strategic planning in a state agency. As an agency "rolls-out" the strategic planning process to upper and mid level managers, and then ultimately to all its employees, the organization's culture will play a key role in the organizational members' acceptance of this change. Only a few lessons from the agencies have emerged to this point. These are listed in Table 7.

In this politically-charged state, conflict frequently occurs between the governor's office and the legislature. In 1998, a bill was introduced to mandate strategic planning, but it never made it out of committee. Since then three other bills have been introduced - all with the same result. The Governor chose the Executive Order approach to immediately "jump-start" the process. The issue still remains to show evidence of outcomes and linkage to the budget.

A note is needed about the role of strategic planning in *organizational performance*. The argument that it has a positive impact has strong basic appeal. The prescriptive literature "implies that there is

**TABLE 7**  
**Preliminary Agency Lessons Learned**

1. Measuring objectives at an agency level is difficult and takes much more time than anticipated
2. Programs' staffs were overwhelmed with time consuming quarterly reporting of performance
3. The customer is not only the citizen, but also all residents and those who do business in the state
4. The federal government is recognized now as a customer due to the funding provided
5. There must be an improved understanding of the need to clarify performance measurements
6. A better acceptance of change has occurred
7. The jury is still out at present in the issue of a quicker response to change
8. More are willing to see the linkage between strategic planning and budget and performance measurement.

a positive association between strategic planning and ... performance, with the direction of causation from strategic planning to performance" (Glaister & Falshaw, 1999, p. 107). Griggs (2000, p. 8) reviewed 80 studies in the literature and found that "60 per cent of them identified a favourable link between strategic planning and performance, with a further 8 per cent giving qualified support." Andersen (2000) states that "a closer look at newer studies reveals that strategic planning, measured on the basis of the conventional strategic management paradigm, seems to show a positive association with performance" (p. 187). He found that strategic planning "enhances both economic performance and organizational innovation" (p. 196). Griggs (2000, p. 10) says "that although strategic planning can improve performance, it is not a necessary condition". There are "numerous variables that can affect performance... so that the changes detected in company performance may not have been affected by strategic planning, or may have only been partially affected" (p. 10).

It is not the purpose of this article to prove causality and performance with strategic planning in Illinois or to suggest that the approach taken should be adopted elsewhere. However, strategic planning seems to have started to change the organizational culture in

state agencies. Results are occurring that may not have without the strategic planning mandated focus by the Governor's Executive Order. This paper supports Bryson's (1995, pp. 239-240) view that "it may take several years to know if some important strategy has worked or not. In the meantime, therefore, try to label as much as possible that comes out of the process a success - count every small win and work hard to improve the process along the way" as well as improvements to strategic thinking. As such, immediate quantitative outcomes are not yet available yet. Several states that started strategic planning some years ago (e.g.: Virginia, Texas, Oregon) have contacted OSP to say that Illinois is farther along on the process at this stage than they were then.

Those involved should understand that the "real purpose of strategic planning is to facilitate strategic thinking" (Heracleous, 1998, p. 482). Bryson (1995) agrees that strategic thinking is "more important than any particular approach to strategic planning" (22).

#### DECISION TIME: ILLINOIS AT THE CROSSROADS

Even though some time has passed, Illinois is fast approaching crossroads in strategic planning. Now that all 21 of the major state agencies, and the 19 smaller agencies, boards and commissions completed their first strategic planning process, would they actually use it to manage their agency programs? Or, once again, would an initiative to improve outcome performance be cast aside in favor of the status quo? Some *options* existed for these agencies.

**Option 1.** Agencies can fully adopt strategic planning as the process through which to improve performance accountability, recognize and respond to stakeholder concerns, develop and meet long-term outcomes for programs, and as a result, improve delivery of services to Illinois' residents and partners. By doing so, the Governor who started the strategic planning impetus and the "Planning for Excellence" focus would leave a legacy program. This would continue to produce positive results for stakeholders with state agencies linking their programs closer to other agencies through cross-cutting programs. This streamlining of government reduces duplication, increases joint collaboration in resolving stakeholder concerns and brings a synergistic approach by agencies to respond to collective strategic issues. Based on what Shrader, Taylor and Dalton (1984) reported, there is "relatively strong evidence that strategic planning is associated with improved performance in

growing and diversified firms" (p. 159). Their study also concluded "the effects of strategic planning on organizational performance may be apparent only after long periods of time; shorter time frames may actually misrepresent the relationship" (p. 164).

**Option 2.** Another option involves retaining strategic planning for only those agencies that see direct benefits to using the strategic planning process to improve performance accountability, respond to stakeholder concerns, develop and meet long-term outcomes for programs. These agencies would maintain strategic planning as linkage to their "corporate" management plans and, as a result, operate strategically, at least theoretically. The difference here would be the limited number of agencies that would maintain involvement in strategic planning and the "Planning for Excellence" program.

**Option 3.** The last option, with the loss of a championing Governor, builds upon bureaucratic inertia and resistance to change. This may result in a cessation in or a diminishing of the current strategic planning effort and a return to "business as usual" prior to the Governor's Executive Order. Executive orders do not automatically carry over from one governor to the next. The victors then would be all those antagonists who said strategic planning wouldn't work. Within this political environment, it can be easy for agencies to take a typical bureaucratic stance and tread water while waiting to see which direction the new Governor of Illinois now wants to move. Some believe that the force of Illinois as a pilot state for the Governmental Accounting Standards Board (GASB) research project in Service Efforts and Accomplishments (SEA) will maintain the emphasis on strategic planning in Illinois.

## EPILOGUE

In 2003, a newly elected Governor took office, the first Democratic governor in Illinois since 1976. Therefore, to bring this discussion to the current phase, this epilogue is divided into two parts.

First, what of the successes already accomplished and the strides made in improving responsiveness to Illinois residents? Strong momentum for statewide strategic planning has started. Many professionals are hoping that since strategic planning is "good government", it will be good for the state and its residents to continue with it with future governors.

However, the general citizenry had only a limited idea that this "Planning for Excellence" through strategic planning was even underway to improve their state's service delivery. Publicity in the media about the strategic planning effort in Illinois was totally absent all throughout the multi-year process. So the average citizen had no knowledge of this intense effort to improve state government. The author believes that the reason is because of the highly politically-charged nature of Illinois government. Illinois has had a history of command and control climate. Press coverage on strategic planning by the previous Governor's Office may have signaled a frontal assault on the political system. This could have resulted in placing defensive shields around operating directives and, accordingly, hindered the continuing progress of strategic planning within state government agencies. It is interesting to note that discussions on strategic planning with elected representatives of the Legislature (General Assembly) were absent during this period. The philosophy seemed to have been "better to go quietly about the work of institutionalizing strategic planning - albeit incrementally - instead". The concept of "do it first and then show what was done" could be considered as the better part of valor in this case.

There had been an excellent web site on the Governor's Office home page that linked directly to *Strategic Planning*. This link included: the "Governor's Planning for Excellence" program, a summary of the state's strategic issues, a manual for agency strategic planners, advisory council members' names, and details on Illinois Learning Lab for Advanced Strategic Management. However, the web site ([www.state.il.us/gov](http://www.state.il.us/gov)) has been removed by the current Administration. Strategic planning has been merged with performance management in the Illinois Office of Management and Budget. However, none of those who worked on strategic planning during the formative three years are in that office. So the learning curve has to start over again.

Secondly, however, strategic planning finally focused Illinois state agencies to move into strategic and holistic, or systems, thinking. While much more is needed, this is a good sign for the state's future. Still though, how will Illinois traverse the major crossroads that appear ahead?

There is some evidence that past organizational learning is proving to be a catalyst for continued strategic thinking and improved outcomes. In late summer 2003, the state's Office of Management and Budget (OMB) solicited firms to bid on a proposal to analyze the strategic

planning efforts of 33 agencies and to work with these agencies to develop appropriate performance measurements. The key focus of this work is on performance measures that capture the progress of agency priorities, initiatives and objectives. Hopefully these metrics will link to agencies' strategic planning processes.

While all agencies had already developed their strategic plans under the former governor, under the review of the Advisory Council, and some quite sophisticatedly, all agencies had to redraft another strategic plan in summer 2003. This time the plans had to align with the new state priorities: reform and renewal, jobs, schools, health care, public safety, and a balanced budget. These are certainly different than the state's earlier eight strategic issues. However, those agencies who took the time and positive effort to develop a sound strategic plan over the past three years should have a much easier time to translate that effort to the new required state format. Others who did not, who thought at least that strategic planning would die with a new governor, had to scramble to meet the late summer 2003 deadline.

The Learning Lab (for Advanced Strategic Management), a by-product of the OSP efforts under the previous Governor, continues to thrive under the auspices of the Lincoln Foundation for Performance Excellence. The Learning Lab's mission is to promote continuous performance improvement through continuous organizational learning. The Lincoln Foundation is the non-profit organization that annually uses volunteer examiners to rigorously review nominated non-profit, education, government, health care and private sector organizations and awards the best with a statewide citation for their level of quality performance.

The solid foundation built over the past several years appears to be paying dividends. While the new Governor's Office has a different personality and culture these days, some have said that there has been a more rigorous push in certain ways to focus on strategic planning and its outcomes. Others believe that strategic planning throughout the state government is 'alive and gaining steam', through a different, more budget oriented approach and seeking some greater simplicity at the top levels.

With strategic planning now housed in the Illinois Office of Management and Budget, greater linkages to the budget process may be more easily considered. A new planning process underway appears to link with the Governor's list of priorities. Those in command however

need to be cautious that the mere presence of numerous agency performance metrics does not necessarily translate to the delivery of key services to the public or even that priorities are met. Government typically "addresses" issues - talks about them, targets some money for them, tries to convince the public something is happening - but does little to solve issues. Balanced scorecards, agency report cards and other reporting devices are only as good as the information (not raw data) contained in them.

As one who was present for three years in the thick of the action as the Advisory Council's Associate Chair, the author hopes that the new movement toward strategic planning and performance metrics are good signs of progress to help transform Illinois government to continued excellence. Citizens deserve solid performance management in the delivery of services, along with public accountability of state resources. The State of Illinois remains at the crossroads; many are still watching the direction it takes.

#### NOTES

1. The term "rebirth" is used to indicate that strategic planning has been undergoing change. Wilson (1998) states that the popularity of strategic planning was strong in the 1970s. Starting with the 1980s "critics justifiability lambasted the 'failed promise' of strategic planning" (p. 508). There was some resurgence in the late 1980s, but it faded in early 1990s "with a swing away from long-term strategy toward short-term downsizing, reengineering and restructuring" (p. 508). Mintzberg's book, *The Rise and Fall of Strategic Planning* (1994b), excerpted in *Harvard Business Review* (Mintzberg, 1994a), cites similar concerns. In 1996, the cover of *Business Week* pronounced "Strategic Planning - It's Back!" This on- and off-again roller coaster ride of strategic planning has created doubts in its value to help organizations improve and concerns about its stable benefits. As a result, many still possess a jaded view toward the process.

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