

#### **INTRODUCTION**

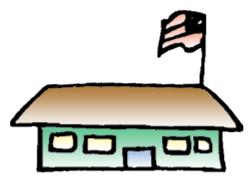
Strategic planning is a term that has been loosely applied to a variety of approaches that seek to arrange or project a stratagem to a course of action. Unfortunately, what usually gets left out is the "strategic" part. Project management, operational planning, programming, calendaring – all are forms of planning, but none of them are strategic. Being strategic is different from "getting something done".

Strategic planning, as used in this document, means the author team spent significant time establishing a vision of a future state for Benzie County. The authors first considered what Benzie County Government could be if we set our sights on the County mission and evaluated everything against that mission. In terms of county government, the mission is pretty simple and straightforward:

"Provide best-in-class services at affordable cost".

The authors clarify that this strategic plan deals with the delivery of services and how Benzie County government works and not with community planning that falls under the jurisdiction of the Benzie County Planning Commission. Hopefully the work of the Planning Commission will be enhanced and facilitated by efficient and effective County government, but that is an outcome that is intended for every citizen and endeavor in the County.

Finally, the strategic plan window presented here is five (5) years (2015-2020), beyond which future impressions and needs get fuzzy. The drafting authors believe the Bold Steps contained in this document are attainable, affordable, and essential. We always seem to be called to do more with less, and this plan helps us achieve that – using technology, improving communications, engaging our citizens, developing efficiencies, and sharing costs.



EXECUTIVE SUMMARY

By way of background, the current Benzie County Administrator came to employment in December 2013 with extensive strategic planning experience. In fact, part of the hiring process was to make a Board presentation regarding strategic planning. After working through an annual cycle of events and gaining Benzie County experience, it makes sense to capitalize on that planning experience to see how the County might benefit. The authors of this draft plan included: Maridee Cutler – Deputy County Administrator, Hope Cicansky – Magistrate, Tom Kelley – County Commissioner, Michelle Thompson – County Treasurer, Peg Minster – Chair of Benzie County Planning Commission, Tom Longanbach – County Equalization Director, Glen Rineer – County Commissioner, Lori Cota – Planning Commissioner, Bill Kennis – Executive Director of Benzie Bus, Frank Post – County Emergency Coordinator, and facilitated by Karl Sparks – County Administrator.

The Strategic Plan focuses on five areas that were thought would bring the biggest positive impact to the future state of the County, especially in terms of supporting the County's mission – provide best-in-class services at affordable costs. Those "Five Bold Steps" are:

- Forecast multiple year revenues/expenditures
- Plan for space and facilities maintenance needs
- Build an IT roadmap and dashboard
- Coordinate grants, shared services, and regionalization
- Create a comprehensive human resources program

The Strategic Plan is graphic, iterative, and relies on regular communication and feedback regarding tasks, accomplishments, problem solving, and involvement from a variety of stakeholders. This is not a plan that sits on the shelf in a binder, but an outline of tasks that required planning and execution based in the workday world. Executives, employees, citizens, business owners, farmers, and groups are encouraged to become part of the team structure that carries out this Strategic Plan.

The cost impact is meant to be minimal. Each team is tasked with finding the means by which to get the works done and to be creative in the process – share costs, write grants, get low cost loans, analyze and show that a small investment will yield high returns.

The timeline is five years beginning in February 2015. Many stakeholder groups will hear about this plan and be invited to share ideas to enhance the plan. The key to success will be to keep this in the forefront, bringing stakeholder groups up-to-date every six months and using their input to revise the plan for the next six months.

### **BACKGROUND**

Benzie County is Michigan's smallest county by size. The population is about 17,500 - not the smallest but it ranks in the bottom third of State county populations. About 60% of the land area is State or federally owned. As with most northwest Michigan counties, Benzie's population fluctuates significantly between summer and winter and those populations are vastly different in character and government service demands. Small, rural, rising costs, and the recent recession are all factors that keep Benzie County scrambling to meet technology and service demands. For example, more and more citizens are moving to hand-held internet devices requiring a "smarter" web site, more online services, and a greater demand for information. A paper-based approach to business processes is getting more and more expensive and cannot be sustained over the long haul, due to rising storage and retrieval costs.

Benzie County has also not kept pace with policy development and uniform guidelines. Employees serve without baseline professional development opportunities, without a compensation policy, without leadership development, and without current policy manuals. Purchasing, hiring, performance management, information technology security, and budget guidelines are all areas in need of process re-engineering and standardization. As citizen's service demands and State requirements grow, resources are under a constant strain. Control of these circumstances requires strategic planning as a way forward. Throwing additional employees at any issue will only exacerbate problems. Staff reductions are not anticipated as a result of these plans, but holding back employment growth has to be a stated outcome.



# **PROCESS**

The drafting authors followed The Grove Consultants International methodology as a process to formulate this Strategic Plan. Grove Consultants methodology is highly graphic and emphasizes action statements rather than detailed

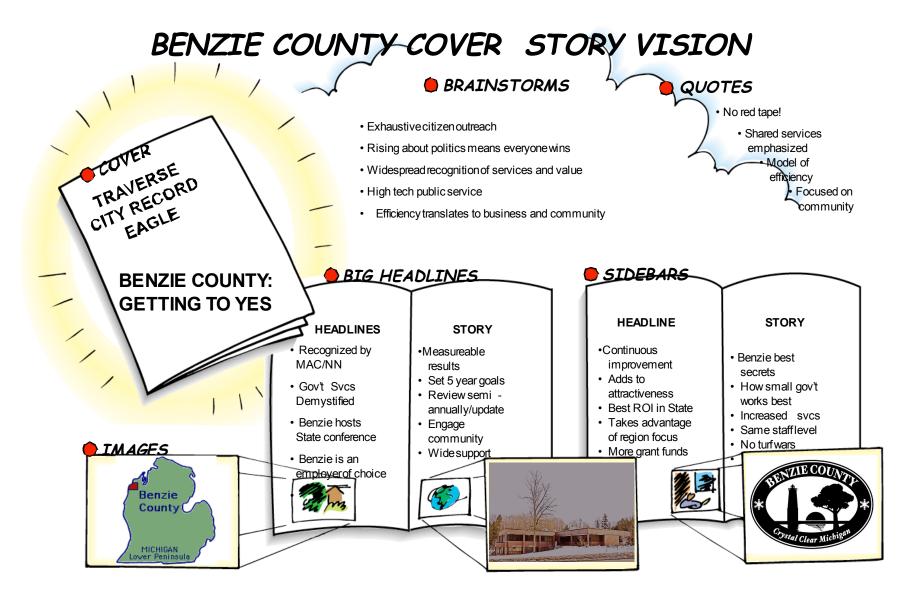
specifics. Attention is focused on teams defining the work and getting tasks done rather than interpreting written step-by-step instructions. Because it is graphic, the plan tends to appeal on a greater scale with stakeholder audiences, to attract more participation, and more time is spent on doing rather than documenting. For more information about the Grove Consultants methodology, visit their website at: <a href="http://www.grove.com/visual\_planning.html">http://www.grove.com/visual\_planning.html</a>.

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This document is only the initial draft of the strategic plan and will go through several iterations of presentation and feedback before it is brought to the Board of Commissioners for approval. The final approval target date for Board approval is February 2015.

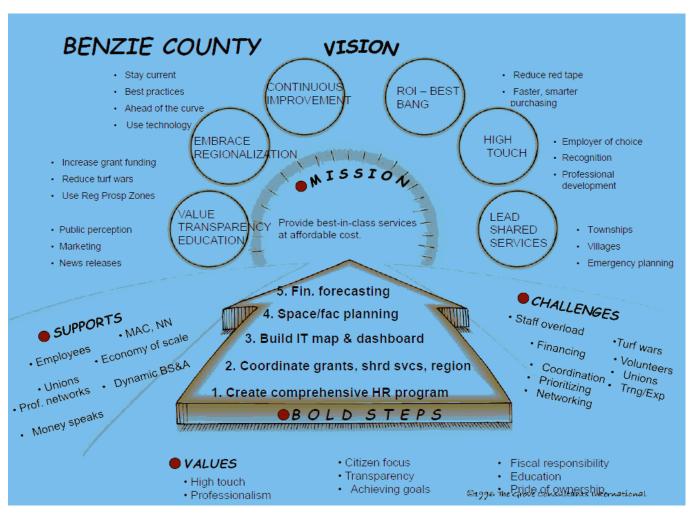
After the usual meeting start-up housekeeping, the authoring team created a future vision for Benzie County government. This is typically one of the most difficult and time-consuming parts of any strategic planning process – trying to concentrate on what could be while setting aside barriers and not jumping to solutions. We accomplished visioning through a Grove Consultants template that explores the concept of creating a newspaper story that reports the end result of the strategic plan being wildly successful. What would be newsworthy? What would capture the interest of readers? What would the headlines read? The Side Lines? The newspaper story approach focuses a group on the vision actually being realized and not on the process to get there.

See the Benzie County Cover Story Vision next.

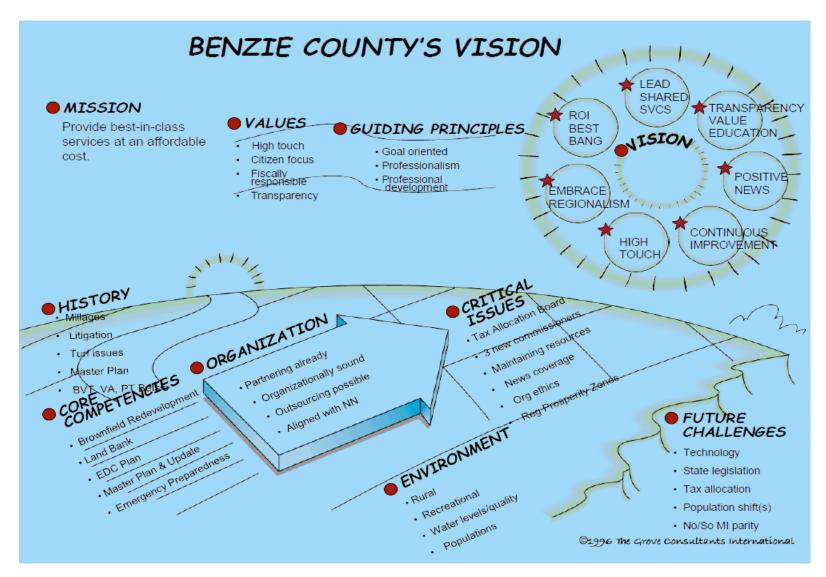


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From the cover story visioning, the authoring team pulled vision statements and supporting ideas, focusing on the future and what could be. With a mission statement and visions in place, five bold moves were identitied that would move the County to this future vision. This became the Five Bold Steps (as depicted in the following template). It was only at this point in the planning process that the author team began to consider outside influences such as supporting mechanisms, challenges, and on an underlying value system.



With a clear mission, focused vision statements, and five priorities established, the author team now considered the realities that would need to be taken into account.



# **GAME PLAN**

Now that the realities were recognized, the authoring team then began to explore how to approach the Five Bold Steps. A game plan breaks down an action proposition into manageable, measurable, achievable steps. It also provides

a timeline for those steps to help ensure there is sufficient duration to complete each step. While the strategic plan focuses the vision on where we want to be in five years, a game plan aims at a realistic assessment of what can be accomplished in the next two years. Taking each bold step and deciding what could be accomplished in two years, we realized the overall goals will not be reached for some time. The first step, then is to decide what interim objectives can be pinpointed to get us closer to the overall five-year vision(s). This approach again emphasizes a strategic orientation by concentrating on the end result first, then working back through the action steps to attain that two-year objective. In each of the following five game plans (one for each Bold Step), you will see the objectives intended for a two-year time frame.

In turn, that two-year time frame is broken down into six-month segments under which action steps can be planned. Generally, a game plan shows the progression for a series of related action steps that lead to the realization of an objective. This organizational approach helped the authoring team think through the logical steps and the time required to complete each step. It is also best to initially focus on the most achievable tasks, or tasks with the greatest positive impact, or tasks with the highest profile (or a combination of these considerations).

Finally, each game plan requires that a task team identify success factors for accomplishing their work. These can described as interim milestones reached as tasks are completed. They can represent measureable criteria for determining interim success. Success factors are the celebration points along the long haul to the final realization of the vision.

Game plans are the task plans around which work and teams are organized. There are many keys to success in such an undertaking, but the major ones are these:

- Executives must support the plan in what is termed "executive sponsorship". This includes the Board of Commissioners and County elected officials.
- Extend means of input in the planning and execution of the plan.
- Clear team leadership for each game plan.
- Enthusiastic participation from a wide variety of stakeholders in the teams' work.
- Regular communication, reporting, and updating of the plan.
- Celebration of milestones and accomplishments.

## Comprehensive Human Resources Program

This bold step was chosen because employees are a determining factor in how well an organization functions. In every industry, including government, it has been convincingly demonstrated that employees who are treated well, fairly, and respectfully are the keystones to success. As a "best practice", employee programs pay dividends in efficiency, engagement, customer service, and public perception.

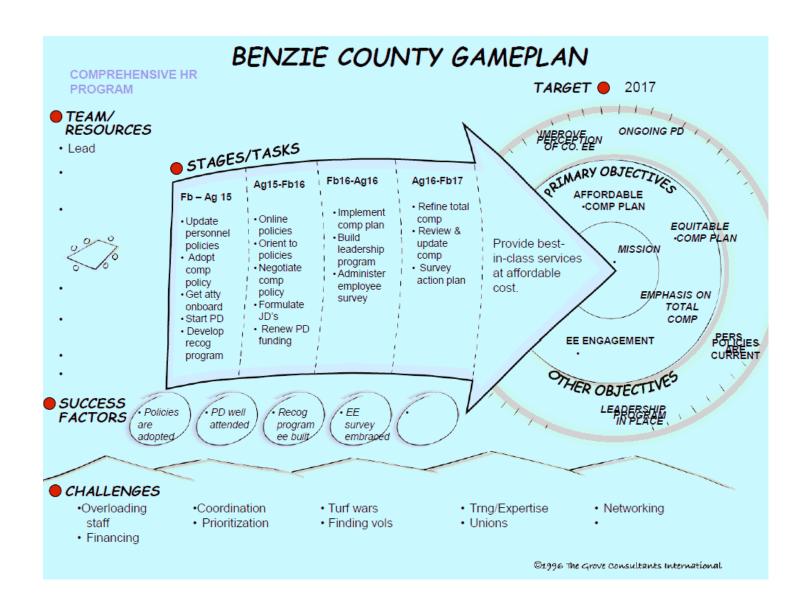
Wages and salaries are the basis of employee programs, and Benzie County does not have a formal policy or a standardize approach to compensation management. This is not to say that Benzie County needs to pay better than other employers, but it should have a consistent measuring stick by which to administer pay.

Benefits are another basic factor but do not currently serve to further engagement. Good comparisons with like employers and regular communication to employees is needed to raise awareness about true costs of employment and how well we stack up against others.

Currently, there are no resources dedicated to employee professional development locally. We rely on sponsored education programs which can be expensive and may miss the mark. We should be offering basic managerial and leadership programs, as well as policy orientations. Employees feel valued when investments like this are offered and engaged when they know the policies and why they were implemented.

Encouraging employees to assist in developing plans, procedures, processes, and policies contributes heavily toward engagement – a cornerstone of a successful organization. If handled correctly, an employee survey can be a tool to further engagement. Too many times an organization will conduct a survey, only to analyze it and draw some loose conclusions. As a tool, a survey provides a way to methodically review every survey item, take note of the things that are working well, correct things that need improvement, and accept the things that cannot be changed. A stakeholder group meeting on a regular basis and publishing their results demonstrates that employees have a voice, that voice was heard, and action was taken.

Finally, basic human resource functions are not in place and must be addressed – current job descriptions, a performance management process, and up-to-date policies are all lacking and must be put into place.



# Information Technology Roadmap and Dashboard

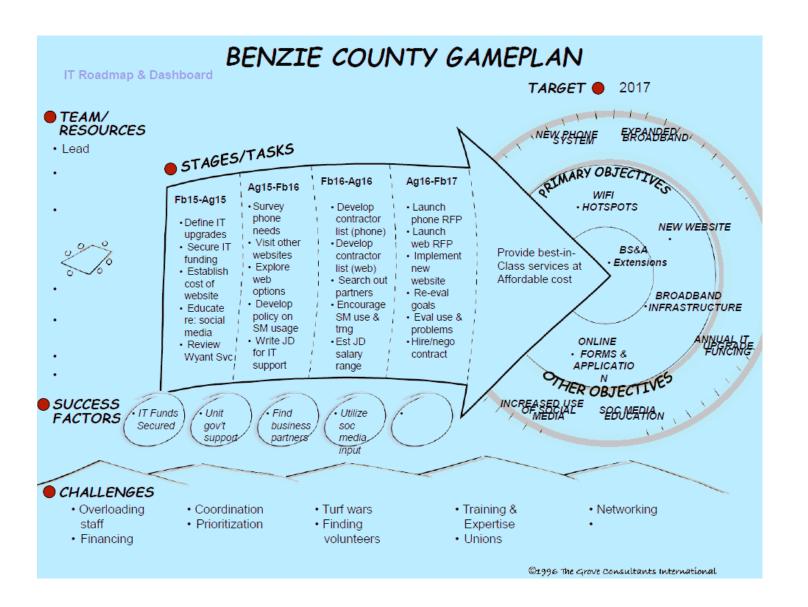
Information Technology (IT) for Benzie County government can best be described as "unrealized potential". For example, the Government Center is located directly on a major trunk of the State's fiber optic system (Merit). We take advantage of that by accessing incredibly high speed internet service for our Beulah, MI site. However, there are a host of services offered by Merit that we are only now beginning to look into – Voice Over Internet Phone (VOIP), cloud storage, and server sharing. All of these services could advance Benzie County to better technology infrastructure at substantially lower cost.

Likewise, Benzie County purchased BS&A business software in 2013. However, implementation of features was limited due to time constraints, training funds, and relatively little endemic IT knowledge. In other words, extending the features of BS&A software would provide effective controls, efficiencies in our business processes, and would contain expansion of staff in the future.

There is a definite lack of hardware knowledge within Benzie County government. We rely heavily on a contractual provider (Wyant) to determine needs, purchase, install and maintain our hardware environment. This makes elected officials and staff uneasy about whether we are getting the right hardware at the right cost to meet our current and future needs. It is widely recognized that we need to invest in local expertise, if only to be sure our contractual provider is providing us with the most cost effective options.

Our website is dated and does not serve the County well. As citizens become more and more internet focuses, the demand for online services is going to increase. Online services also decrease the need for additional staff, when developed well.

The County has not explored the use of social media to enhance or substantiate government services. Social media can be used to gather views on specific services or programs, keep citizens informed about important issues, and to serve as a focal point during large-scale emergencies.



## Facilities Plan for Space and Maintenance

In recent years the recession has restricted the County budget, especially in the area of building maintenance and particularly at the Government Center. Countertops are crumbling, flooring is worn, wood walls/doors are in need of refinishing, stairwells are shoddy, and most offices have not been painted in years. In the interest of protecting and providing citizen services, maintenance has been sacrificed. Now we find ourselves in a position where several major areas of cost lie before us. Postponing those costs will only make them go higher, not to mention failing at stewardship of County facilities.

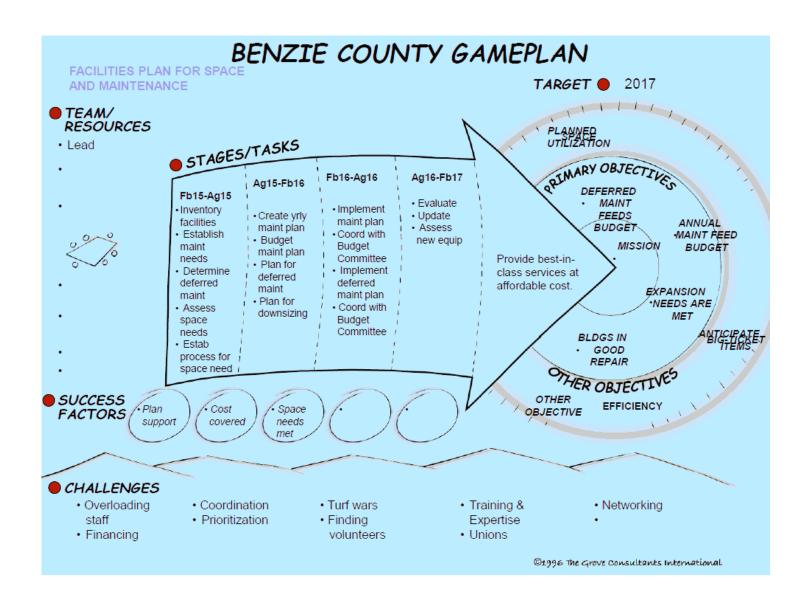
We need an inventory and long range plan so that each year we can address at least one of these major areas of "deferred maintenance".

We also tend to be reactionary in responding to space needs, e.g., the Prosecutor's office was in grave need of additional space before anything was actually done. Likewise, the County Administrator's Office is not large enough for the number of employees and is not laid out in a manner conducive to private conversations associated with such things as bargaining, individual employee health concerns, grievance handling, that are now held in a small, open office. There are other areas that have surpluses of space. Long term, we should look at hiring a professional space planner to look at operations and staffing for recommendations about the most efficient use of space.

Finally, we know there are additional space requirements coming our way, along with space acquisition that needs advanced planning. For example, Dispatch/911 is over-crowded and looking go build/buy/lease new space. EMS is considering its locations and service areas and may lose its current space in Frankfort. On the other hand, the County will acquire a building on M-115 in 2016 and must decide whether to be a landlord or sell the building with lease stipulations. We also have a space at the Government Center leased to DHS, and they have been talking about leaving.

One significant impact which we hope to avoid is adding to the volume of archived paper files. The Government Center has no additional space for archives. We need to use scanning to archive the files and make them easily accessible. We also need to settle on one archiving system, and hopefully one that will allow multiple access point, and online routing during processing. The alternatives of adding costly space or sending them off-site appeals to practically no one.

A comprehensive plan would assist the County in budgeting and moving proactively to properly maintain current space while making sure future options are considered and planned.

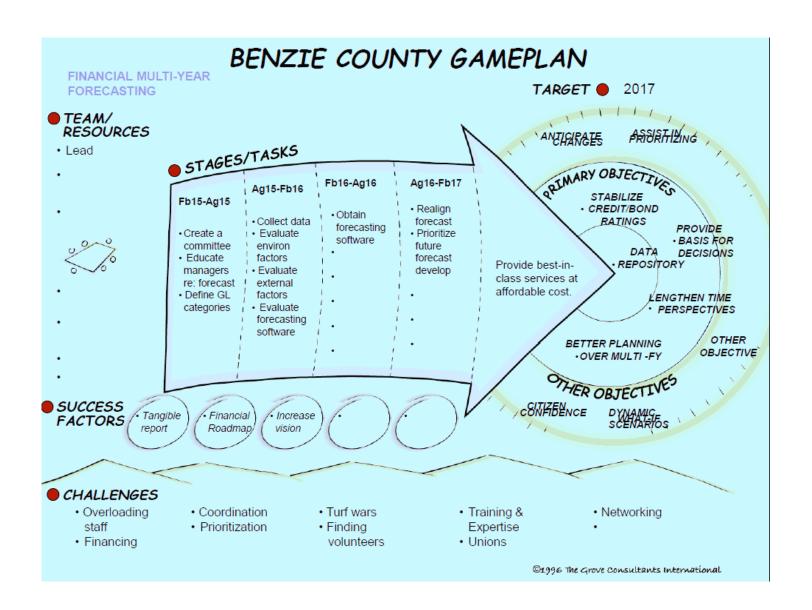


# Multi-year Financial Forecasting

Up until now the County has relied on annual budget planning as its primary financial forecasting tool. Many times, decisions made in the current fiscal year affect subsequent years, e.g., union compensation agreements, vehicle lease/purchase plans. Certainly, planning for major expenses in future years would provide a better sense of what needs to be done and how those priorities shake out, e.g., replace the phone system, deferred maintenance projects, BS&S software extensions, space planning.

Multi-year financial forecasting has a positive effect on the County's bond rating and credit. Finally, a multi-year forecast can provide the Board, elected officials, and budget managers with an expanded view of financial plans and the impact(s) of current decisions.

There are forecasting tools available that help capture anticipated financial events and allow "what-if" scenarios. This will be very helpful when considering negotiating positions, long term debt, multi-year debt, and overall planning for the next fiscal year and beyond.



# Coordinate Grants, Shared Services and Regionalization

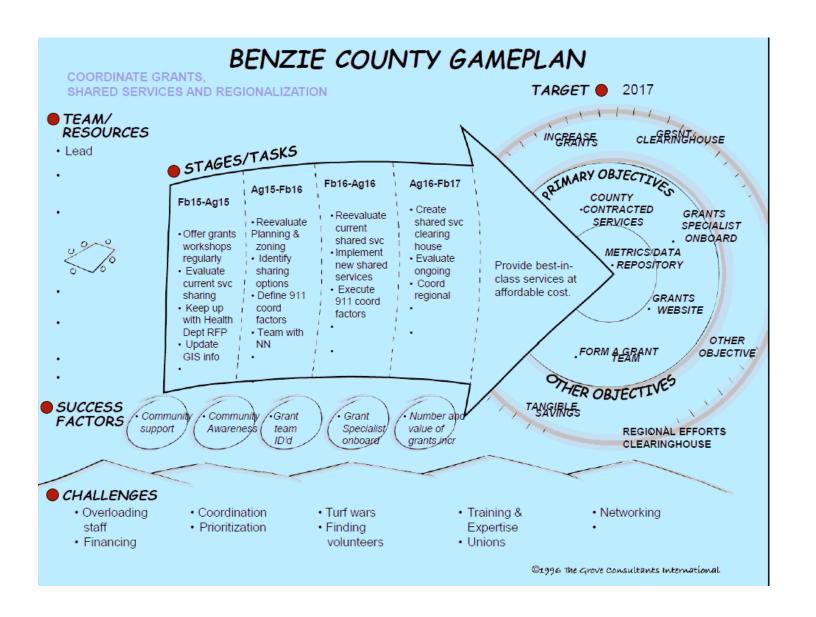
During the recent "Summit" conference, one of the presenters stirred significant interest in grant sourcing, writing, and administration. At present there is no concerted effort or central resource for grants but there is general consensus that the County and County government units are missing out on revenue. Once a grant has been awarded, the Treasurer's Office has taken care of grant administration at the County level. Otherwise, County departments and County unit governments are pretty much on their own to find and apply for grants.

We are missing a central grants resource who can search out available grants, provide grant-writing workshops, establish a database of grant applications and awards, develop a grants knowledge center (boilerplate language, statistics, metrics, data, help resources), and write a procedure/process for grant approvals/acceptance/and budgeting.

Many grants automatically include an administration fee and/or one could be included in each grant. If we are successful in expanding our grant awards, the cost of a grants person, the tools they would develop, and the administration after award would all be offset by this income.

At the County, we have already had some experience with "shared services" – medical examiner, health department, mental health services, TNT, and the courts. There may be other areas where sharing services makes sense, both operationally as well as in efficiency. There are grants, assistance and low-cost loans available for those entities that show partnerships with others to provide new or improved services. We think we have already have several models from which we can build others. We were particularly interested in building shared services with townships and villages – as a collective group, we might be able to serve ourselves and our communities better by shared services like a website or BS&A training.

Finally, with the re-election of Governor Snyder, his plan for Regional Prosperity Zones will be enhanced and moved into more dramatic operations. For us to take advantage of this (or maybe to avoid being disadvantaged by this), we should lead this effort for Northwest Michigan. Networks Northwest is already rebuilding its structure around this model and we can probably expect more to be tied to this regional approach, particularly at the State level and for State funding. While it may be understandable that people want to protect their "turf" and dislike intervention by a larger entity, nevertheless, the reality is that we will be seeing more and more constraints and enticements based on regionalization. We might as well lead that effort instead of fighting it – to our detriment.



#### PLAN EXECUTION AND COMMUNICATION

The authoring team met November 21<sup>st</sup> and 24<sup>th</sup>, 2014 to draft the initial Strategic Plan. Before the plan is finalized and approved, many stakeholder groups need to hear about the plan and provide input. After the plan is adopted, it is also reviewed, evaluated, and revised on a regular basis. Therefore, this strategic plan is always evolving – always a work in progress. This should not be taken to mean that the mission or visions change, but the execution of the tasks becomes more refined and further defined as time passes. We become more knowledgeable, more aware of dependencies, and more accomplished at the tasks.

The next phase after drafting the plan is to present to as many stakeholder groups as possible for their questions and input. This also begins the communication process. Although not an exhaustive list, the authoring team suggested:

- Benzie County Leadership Forum (elected officials and department managers for Benzie County government)
- Rotaries (Frankfort and Sunrise)
- Townships and villages (government)
- League of Women Voters
- Committees, authorities, and commissions of Benzie County
- Benzie County related organizations (e.g., Council on Aging, Health Department, Mental Health, Road Commission, Maples)
- Employees of Benzie County
- Unions representing County employees
- Benzie County joint courts
- Partnership organizations (e.g., Grand Traverse County, Manistee County, Leelanau County, TNT, Frankfort)
- NW Regional Prosperity Zone
- Current Board and new Board of County Commissioners
- Other?

As we present to these initial stakeholders, we expect to get additional ideas about presentation opportunities. The timeline for initial presentations and input is December 2014 and January 2015, with a final presentation for approval by the new County Board of Commissioners in February 2015.

The success of this Strategic Plan hinges on wide communication and broad participation in execution. Through these presentations, we hope to attract stakeholders from a variety of backgrounds to enlist in the teams carrying out the tasks. Most importantly is to identify a team leader for each Bold Step who can plan and coordinate the team's task activities. Ownership, responsibility, and personal interest are vital factors in making progress through this strategic plan. For the time being, the County Administrator can serve as overall Strategic Plan Coordinator, but will work through Five Bold Step team leaders to keep the plan on track.

At a minimum, the entire team will come together every six months to report on tasks accomplished, successes, problem resolution, and planning for the next six months' of plan tasks. In addition, the teams will set tasks for the last 6 months of the two-year planning period. In other words, teams will always have a two-year plan ahead of them and the more they accomplish, the more refined their two-year plans and two-year objectives will become.

The Coordinator and/or Team Leaders will also report out to stakeholders every six months to report progress and to share the refined plans for the next six months. It will be important to show stakeholders that the Strategic Plan is working and on track. It will also bring to light areas that are problematic, which could well serve to elicit new solutions and assistance from stakeholders.

Finally, it should be made clear that this Strategic Plan does NOT constitute a funding request. Much can be accomplished without additional funds or staff. Where funds are needed, it will be part of each team's responsibility to resolve where those funds might be found, e.g., grant proposals, low cost loans, regular budget cycle proposals that cite a return on investment, expenditures with an overall cost savings, etc.

This Plan is very much an iterative process. We expect that if approved, it will become a major area of interest for the Board of Commissioners, elected officials in every level of government, County employees, County and regional partners, and certainly for the citizens of Benzie County.

