

# Strategic Plan Framework

For FY 2007-08 & FY 2008-09

El Dorado County, California

El Dorado County  
Board of Supervisors

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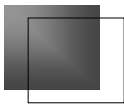
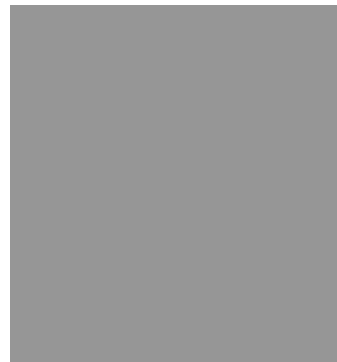
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# Introduction



## WHY A STRATEGIC PLAN?

The purpose of strategic planning is to establish long-term goals, annual objectives, and concrete actions or strategies to accomplish an organization's mission. It forces us out of the tendency to see only what is immediately in front of us, and compels us to look ahead in order to anticipate challenges. It is a process of investigation, learning, and trial and error. If done correctly, strategic planning can move an organization beyond performance measurement and into performance management.

Although the benefits of strategic planning are clear, the effort often fails. Author and management consultant Stephen R. Covey once said that people and their managers are working so hard to be sure things are done right, they hardly have time to decide if they are doing the right things. This is especially true of public sector management where the organization has little control or discretion over the types and timing of problems it must confront.

The sheer volume of County initiatives, law enforcement and corrections, road construction and maintenance, libraries, public and mental health, social services, animal control, parks, prosecution and defense, building and planning services, leaves little time for strategic planning. Add to these external functions the necessary internal operations such as human resources, auditing, information technology, and fleet management and the ability to plan is even further constrained.

Despite these challenges, El Dorado County must think strategically. In an era of diminishing resources and increasing expectations, the County must not be like a rudderless ship tossed about by the wind and waves. This strategic plan will serve as the County's guide or compass. As such, the strategic plan is an active document that translates our vision and mission into actionable strategies and meaningful performance indicators.

# Context for Strategy

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The context for developing strategy is first set through the Board of Supervisors adoption of the County's Vision, Mission and Customer Service statements. These broad statements of philosophy are then distilled into a few distinct strategic priorities or themes. With these in hand, County management then develops actionable strategic goals and objectives, which define in greater detail what the strategic priorities mean in El Dorado County. In short these goals and objectives are desired outcomes. Ideally, the strategic goals are items the County should either *increase, decrease, or maintain.*

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# The Balanced Scorecard

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“The balanced scorecard is a *management system* (not only a measurement system) that enables organizations to clarify their vision and strategy and translate them into action. It provides feedback around both the internal business processes and external outcomes in order to continuously improve strategic performance and results. When fully deployed, the balanced scorecard transforms strategic planning from an academic exercise into the nerve center of an enterprise” (Averson, P., 1998. From: <http://www.balancedscorecard.org/basics/bsc1.html>).

The balanced scorecard is characterized by four perspectives:

- **Serve the Customer.** This is the customer perspective. Managers must know if the organization is meeting customer needs. They must determine the answer to the question: Is the organization delivering the services customers want?
- **Run the Organization.** This is the internal business process perspective. Managers need to focus on those critical operations that enable them to satisfy customers. Managers must answer the questions: Can the organization improve upon a service by changing the way a service is delivered?
- **Manage Resources.** This is the financial perspective. Managers must focus on how to meet service needs in an efficient manner. They must answer the question: Is the service delivered at a reasonable cost?
- **Cultivate Employees.** This is the learning and growth perspective. An organization’s ability to improve and meet customer demands ties directly to the employees’ ability to meet those demands. Managers must answer the question: Is the organization recruiting a skilled workforce, developing employee training, and maintaining technology for continuous improvement?

## **VISION STATEMENT**

***EL DORADO COUNTY WILL  
REMAIN THE LEADER IN  
SUPPORTING OUR SAFE,  
HEALTHY, AND VIBRANT  
COMMUNITIES, WISELY  
MANAGING OUR NATURAL  
RESOURCES, AND  
PRESERVING OUR LOCAL  
HERITAGE.***

The Vision Statement answers the question, “What does the El Dorado County organization aspire to be?”

## **MISSION STATEMENT**

***EL DORADO COUNTY  
GOVERNMENT WILL  
PROVIDE EFFICIENT,  
COURTEOUS, AND  
EFFECTIVE SERVICES AND  
INFRASTRUCTURE FOR THE  
SAFETY, PROTECTION, AND  
WELL-BEING OF OUR  
RESIDENTS, BUSINESSES  
AND VISITORS.***

The Mission Statement answers the question, “What is the purpose of the El Dorado County organization?”

## **CUSTOMER SERVICE STATEMENT**

***ALL CUSTOMERS WILL  
RECEIVE QUALITY SERVICE  
AND ACCURATE  
INFORMATION IN A  
COURTEOUS,  
PROFESSIONAL, AND  
TIMELY MANNER.***

The Customer Service Statement answers the question, “What should all customers (internal and external) expect from us?”

# Strategic Priorities

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El Dorado County’s strategic priorities include Public Infrastructure, Economic Development, Financial Stability, Workforce Development, Effective Services, and Customer Satisfaction. These broad categories represent the heart of the County’s Vision, Mission, and Customer Service philosophy.



Public Infrastructure

Economic Development

Financial Stability

Organizational Development

Effective Services

Customer Satisfaction

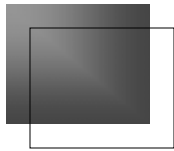


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Sometimes referred to as an environmental scan, a S.W.O.T. analysis is a strategic planning tool used to evaluate the internal Strengths and Weaknesses, as well as the external Opportunities and Threats of each strategic priority. El Dorado County management has conducted extensive analysis of the strengths, weaknesses, opportunities, and threats of each identified strategic priority. Along with analysis from the Chief Administrative Office, past environmental scan efforts have included the services of an independent consultant, utilized internal and external interviews, and engaged department heads on many occasions. The following section briefly outlines some of the major strengths, weaknesses, opportunities, and threats revolving around the strategic priorities. A S.W.O.T. analysis is a continuous process. This section is offered as a template for thought, not a comprehensive analysis.

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**S**trengths  
**W**eaknesses  
**O**pportunities  
**T**hreats



# PUBLIC INFRASTRUCTURE

## STRENGTHS

The County has laid out an aggressive Capital Improvement Program. Plans include construction of a new Sheriff Administration Building, a new Sheriff substation in the western end of the County, and new jail and animal control facilities for west slope. In addition, the Department of Transportation is planning the busiest construction season in its history including the Missouri Flat interchange project.

## WEAKNESSES

The County has a sizable backlog of deferred maintenance projects and a significant inventory of aging roads and facilities. The facilities space plan revealed that County facilities in many cases are, or will soon be, inadequate to house the County's workforce. In turn, this space constrain hampers the ability to serve citizens.



## OPPORTUNITIES

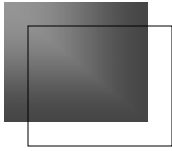
The relationship between state and local governments has improved and stabilized since the passage of Proposition 1A. Tobacco securitization funds as well as revenue from the new casino present new funding opportunities.

## THREATS

Growth continues to fuel residents' expectations for public infrastructure. However, residents in general remain adverse toward increased fees. Rising construction costs have complicated some projects. The geography of the County requires multiple service centers.







# ECONOMIC DEVELOPMENT

## STRENGTHS

There is consensus that the County has strong economic development potential. Travel and tourism are strong and growing. Economic data suggests a strong trend for small local businesses within the county. Economic development is a significant aspect of the County's General Plan.

## WEAKNESSES

The County currently lacks an Economic Development Coordinator. In addition, the County has a reputation for not being business friendly. Understanding the implications of the General Plan poses an obstacle for economic development.

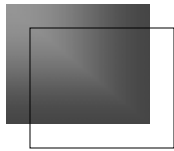
## OPPORTUNITIES

New infrastructure enhancements create economic growth opportunities. Significant growth in the housing sector creates demand for retail and commercial services. SACOG is expecting job development in El Dorado County to help solve congestion problems on Highway 50.

## THREATS

High cost of living contributes to less than desirable levels of business and job growth. Sales tax leakage to neighboring jurisdictions poses a continual threat. Our housing-based economy is subject to boom and bust.





# FINANCIAL STABILITY

## STRENGTHS

The County has strong financial leadership. There has been modest growth in the General Fund with a strong reserve.

## WEAKNESSES

The County currently operates on a pay-as-you-go Capital Improvement Plan. As a result, the majority of discretionary revenue goes toward capital improvements versus program delivery. County budget and accounting systems are outdated yet very costly to replace.

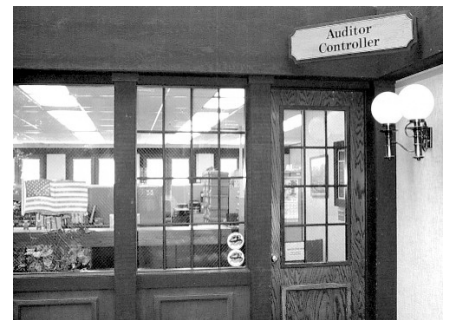


## OPPORTUNITIES

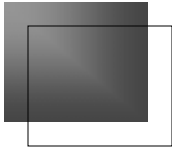
State and local government relationships have improved with the passage of Proposition 1A. The County will be able to compete for its share of new state bond funds. Tobacco securitization and new casino funds will have a positive impact on county cash flow.

## THREATS

The State faces an uncertain economic outlook and a significant structural deficit. Several new state budget proposals create additional service mandates for local governments. County residents are generally debt adverse which limits the County's ability for debt financing. Escalation of healthcare costs is an increasing threat.



Microsoft Excel - Financial Statements				
	A	B	C	D
11	End of Any Month, Comparison Columns			
12	end of last annual year			
13		April 30, 2003	December 31, 2002	
14	XYZ Corporation Inc.			
15	BALANCE SHEET			
16		Notes	April 30 2003	December 31 2002
17	ASSETS			
18	Current Assets			
19	Cash	5	269,506	318,697
20	Accounts Receivable	7	1,479,934	1,538,494
21	Inventories	8	489,825	520,133
22	Prepaid Expenses	9	12,129	23,659
23	<b>Total Current Assets</b>		<b>2,250,394</b>	<b>2,400,983</b>
24	Property and Equipment (at Cost)			
25	Land & Building	10	603,247	677,191
26	Machinery and Equipment		345,595	326,052
27	Furniture and Fixtures		53,172	47,506
28	<b>Total Property and Equipment</b>		<b>1,002,014</b>	<b>1,051,150</b>
29	Less: Accumulated Depreciation		429,573	419,540
30	<b>Net Book Value</b>		<b>572,441</b>	<b>631,610</b>
31	Other Assets			
32	Investment in Revenue Bond	12	326,068	300,260
33	Patents, Trademarks and Goodwill	13	45,264	52,500
34	<b>Total Other Assets</b>		<b>372,332</b>	<b>352,760</b>
35	<b>TOTAL ASSETS</b>		<b>3,196,667</b>	<b>3,385,352</b>



# ORGANIZATIONAL DEVELOPMENT

## STRENGTHS

Compensation and the relationships with employee unions have significantly improved in recent years. Management is supportive of employee enrichment. New department heads and employees bring fresh ideas and perspectives.

## WEAKNESSES

The Human Resources Department remains significantly understaffed. County benefits are weaker than surrounding jurisdictions. The County lacks a succession plan to replace retiring workers. Departments tend to “silo” themselves which hampers a team environment. Some of this is due to the fact that the County’s facilities and workforce are dispersed, limiting opportunity for collaboration. The County does not have an employee recognition program.



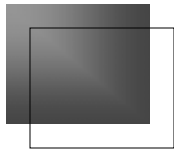
## OPPORTUNITIES

El Dorado County has an attractive quality of life. The workforce in El Dorado County is more educated than average.

## THREATS

The County’s current workforce is aging. Competition from the private sector for highly trained workers prevents the County from filling crucial positions. High cost of housing in El Dorado County is an obstacle for recruitment and retention of employees.





# EFFECTIVE SERVICES

## STRENGTHS

The County budget is stable and able to fund existing service levels. Multiple County departments such as Child Support Services have been recognized for highly effective services. Overall El Dorado County is a safe place to live, which suggests some level of effectiveness in County operation.

## WEAKNESSES

The volume and variety of County services makes consistent service delivery challenging. The geographic separation of County facilities and workforce makes managing service delivery challenging. Departments are challenged to maintain multiple services centers to serve a geographically dispersed customer base.

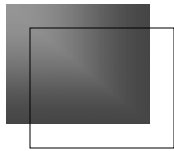
## OPPORTUNITIES

The new Citizen Satisfaction Survey will be a useful tool to gauge the public's expectation and level of satisfaction with County services.

## THREATS

The County is geographically fragmented which leads to disparate service expectations and needs. Adequate funding is a recurring obstacle.





## CUSTOMER SATISFACTION

### STRENGTHS

A Customer Service Task Team has been formed to assess and improve upon current customer service practice. The County will soon launch GovDelivery, an e-mail based information subscription service which will make communicating with the public more effective.

### WEAKNESSES

Lack of communication and understanding between departments can complicate efforts to efficiently serve the public. The Customer Service Task Team employee survey indicated a need to improve service to the public.



### OPPORTUNITIES

There is an increased expectation and acceptance of new technologies in service delivery. Citizens are increasing using the internet to research services and request information.

### THREATS

In-migration to the County from different areas brings differing expectations of public services. Some residents are of the opinion that the County has a reputation for poor customer service.



# Goals and Objectives

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Again, the goals and objectives are management's effort at translating the broad strategic priorities into more narrowly defined targets or desired outcomes. By designing purposeful strategies and realistic performance indicators to effect these outcomes, department-level functions will more closely align with the larger County-wide strategic priorities. Categorized by the four balanced scorecard perspectives, the goals and objectives are the first steps toward translating strategy into action.

Clearly, many of the goals and objectives cross over multiple strategic priorities. For example, "Invest in Infrastructure" obviously addresses the strategic priority of public infrastructure. However, this goal may also contribute to the strategic priorities of economic development, effective services, and possibly even customer satisfaction. Rather than mutually exclusive categories, the goals and objectives commingle and work together to address the strategic priorities.



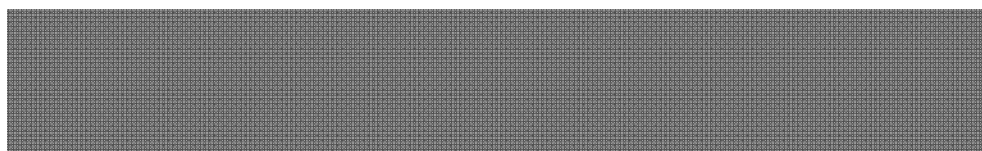
# Goals and Objectives

Defined and Categorized by Balanced Scorecard Perspectives

## SERVE THE CUSTOMER

### WHAT IS OUR MISSION AND VISION?

STRATEGIC GOAL	DESCRIPTION	STRATEGIC PRIORITIES ADDRESSED
Reduce Crime	Decrease crime with community oriented enforcement and other strategies that target crime categories or offenders.	Effective Services Public Infrastructure
Maintain Vibrant and Healthy Communities	Provide programs and services that promote the safety, vitality, and health of people within our communities.	All
Increase Infrastructure Maintenance	Optimize investment in existing roads and facilities resulting in increased value to the public.	Public Infrastructure
Safeguard the Environment	Wisely manage our natural resources and preserve our local heritage.	Economic Development Effective Services
Promote Economic Opportunity	Provide programs and services that enhance the quality of life and make El Dorado an attractive location for quality jobs and businesses.	Economic Development Organizational Development Effective Services



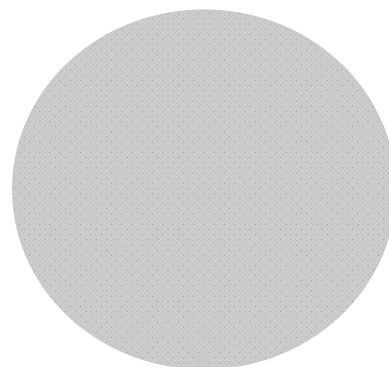
# Goals and Objectives

Defined and Categorized by Balanced Scorecard Perspectives

## RUN THE BUSINESS

**AT WHAT PROCESSES MUST WE EXCEL TO ACHIEVE THE MISSION AND VISION?**

STRATEGIC GOAL	DESCRIPTION	STRATEGIC PRIORITIES ADDRESSED
Develop Collaborative Solutions	Establish internal and external partnerships to solve problems.	All
Enhance Customer Service	Improve quality service and accuracy of information to internal and external customers.	Customer Satisfaction
Improve Technology Efficiencies	Explore and integrate technology to increase operational efficiencies and improve service delivery.	Public Infrastructure Effective Services Customer Satisfaction
Improve External and Internal Communication	Improve the exchange of ideas with the general public and between County employees.	Effective Services Customer Satisfaction





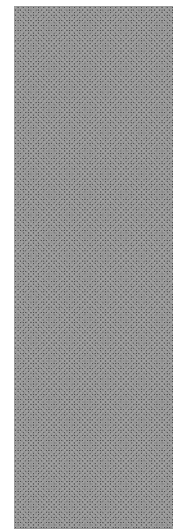
# Goals and Objectives

Defined and Categorized by Balanced Scorecard Perspectives

## MANAGE RESOURCES

HOW DO WE ENSURE VALUE IN ACHIEVING THE MISSION AND VISION?

STRATEGIC GOAL	DESCRIPTION	STRATEGIC PRIORITIES ADDRESSED
Maximize Funding Opportunities	Seek partnerships and other revenue sources to get the most out of existing funds and capitalize on new opportunities.	Public Infrastructure Financial Stability
Invest in Infrastructure	Assure adequate County roads and facilities in anticipation of the public need.	Public Infrastructure Economic Development Customer Satisfaction
Maintain Fiscal Efficiency and Stability	Maintain an emphasis on sound fiscal management that provides for sustainable County operations.	Financial Stability Customer Satisfaction



# Goals and Objectives

Defined and Categorized by Balanced Scorecard Perspectives

## CULTIVATE EMPLOYEES

**HOW DO WE CREATE A WORKFORCE THAT ACHIEVES THE MISSION AND VISION?**

STRATEGIC GOAL	DESCRIPTION	STRATEGIC PRIORITIES ADDRESSED
Recruit and Retain Skilled Workforce	Attract, select and retain a qualified workforce.	Financial Stability Organizational Development Effective Service Customer Satisfaction
Promote Positive Employee Climate	Promote an environment where employees are empowered, motivated, and productive.	Organizational Development Customer Satisfaction
Promote Learning and Growth	Create a learning environment where employees are encouraged to test ideas and explore new methods.	Organizational Development