

MAINE'S GUIDE TO STRATEGIC PLANNING

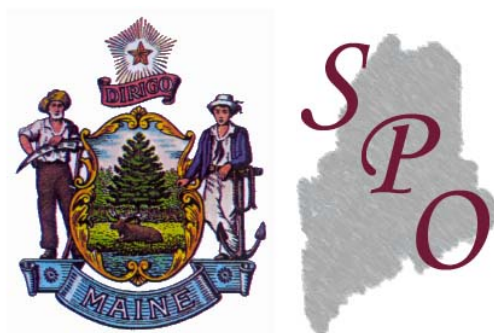


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This guide is designed to help Maine's state agencies with strategic planning. It outlines Maine's strategic plan model, lays out the planning process, helps the agency identify critical issues, and guides the development of goals, objectives, and strategies.

A companion guide, *Maine's Guide to Performance Measurement*, is intended to assist agencies with developing, monitoring, and reporting relevant performance measures.

While this guide is drawn from many sources, the principal source was the Commonwealth of Virginia, Department of Planning and Budget, *Virginia's Planning and Performance Handbook*, last updated on October 30, 1998.

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SUMMARY

The Maine Legislature enacted requirements for strategic planning by state government in 1995. Each agency must develop and biennially update a strategic plan that establishes expected outcomes and quantifiable performance measures to provide the foundation for performance budgeting.

Planning and budgeting are interactive. The strategic plan charts an agency's direction while the budget provides the resources to implement it. Goals and objectives help agencies set priorities for budget development. Assumptions about available resources affect what can be achieved. Since government funding is limited, strategic planning can help agencies focus on what's important. A strategic plan that ignores fiscal reality will not be realized. Conversely, resource allocation without strategic thinking is shortsighted and will be unresponsive to future conditions.¹

A performance government framework

More than the foundation for performance budgeting, the strategic plan provides a long-term vision to guide decisions and actions. It is the core of a performance government system that focuses the agency on achieving its public purposes.

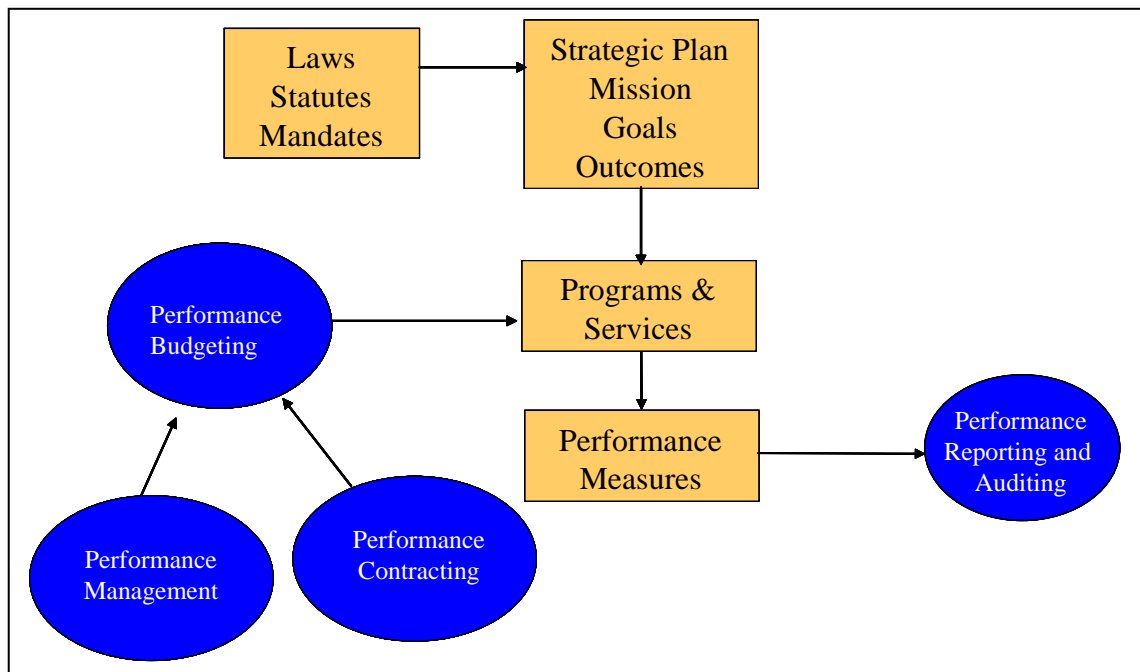


Figure 1: Maine's Performance Government System

Performance government in Maine comprises four elements:

Performance Budgeting:

performance information that allows decision-makers to assess how spending impacts the agency's goals and objectives

<i>Performance Contracting:</i>	performance standards that ensure vendors' services and products are aligned with the agency's goals and objectives
<i>Performance Management:</i>	performance expectations that help employees understand how their tasks contribute to the agency's goals and objectives
<i>Performance Reporting & Auditing:</i>	public reports of progress towards the agency's goals and objectives with an evaluation of performance by an oversight body.

And supporting them all is data –quantifiable measures of performance. Measurement data give decision-makers information to evaluate an agency's performance at all levels. Performance measures at the strategic level focus on long-term outcomes and help the agency assess whether it is achieving its public purpose. Outputs, efficiency, and short-term outcome measures apply to an agency's budget and operations. A separate guide, *Maine's Guide to Performance Measurement*, is available to assist agencies with developing, monitoring, and reporting relevant performance measures.

An organizational compass

Any organization needs a sense of purpose and direction if it is going to make the best use of its energy and resources. It is too easy to assume that goals and aspirations are shared and understood by everyone when often they are not. A strategic plan forges shared values that motivate staff.² Equally, there is a need to prevent day-day pressures from simply taking over. The operational demands on an agency, particularly in terms of its day-day service provision, are enormous. The burden of these demands can be consuming and cause decision-makers to lose sight of the forest for the trees.³ The strategic plan lays out what the agency wants to achieve in the future, provides a roadmap to get there, and makes sure everyone can follow it. It is an organizational compass.

A process

A strategic plan is not the same thing as strategic planning. The first pertains to a document; the latter refers to a process. A great deal of the value of strategic planning is realized during the process of planning –a common understanding of purpose and direction, the motivation and enhancement of staff morale, and the collaboration among state and nonstate agencies. To make the most of these benefits, it is important to involve as many people as possible (internal and external to the organization) to form consensus around the agency's goals and objectives.⁴

Characteristics of strategic planning

Strategic planning has four characteristics that differentiate it from traditional program or project planning.

- ***Emphasizes strategic thinking:*** A strategic plan looks at the agency as a whole (and even beyond), rather than individual programs or units. It creates a vision that guides day-day decisions and operations. A strategic plan takes a high-level, long-term view and empowers agencies to visualize the future.

- ***Defines the end result to be achieved:*** Fundamental to strategic planning is an understanding of the ends to be achieved (outcomes). Embodied in the mission, goals, and objectives, the strategic plan defines the agency’s public purpose and provides information to know whether it is successfully achieving it.

- ***Imparts ‘foresight.’***⁵ Every strategic planning process begins with an assessment of long-term trends and events and their likely consequences for the agency. Organizations that are aware of the changes that will cause them to act differently can prepare for and manage their organization smoothly through whatever changes are involved.⁶



- ***Paves the way for collaboration:*** Outcomes rarely can be achieved by a single organization alone. Outcomes are often impacted by factors outside the realm of government. They frequently overlap agency boundaries and require the efforts of multiple agencies (and even levels of government) to achieve. Nevertheless, government agencies do affect policy outcomes (otherwise, why would they exist?) and they are accountable for what they can influence. And, in collaboration with others with similar goals and objectives, state agencies can achieve more than they could alone.

Maine’s strategic planning requirements

P.L. 1995, Chapter 705 (as amended) requires each state agency that receives a legislative appropriation or allocation to have a strategic plan that is consistent with statutes and enabling legislation and to:

- update the strategic plan on December 1 of even-numbered years
- seek input of legislators on the strategic plan revisions
- collaborate with other agencies with similar goals and objectives
- prepare budget proposals consistent with the strategic plan

Other requirements

- Bureau of the Budget reviews, revises, alters, increases, or decreases agency budget proposals in a strategic plan and performance budgeting approach
- The Governor submits budget recommendations in a strategic plan and performance budget format
- The Commission on Performance Budget recommends a method to audit performance

Strategic planning is a tool to set priorities and to make informed decisions about the future. It helps everyone in an agency work towards a common set of goals. It facilitates employees’ understanding of how their jobs support the agency’s mission. It informs citizens about the agency’s purpose and accomplishments. But, strategic planning is not a quick fix. It is a long-term investment with payoffs that increase over time. By paying constant attention to priorities contained in goals and objectives, better results can be achieved.⁷

SECTION 1.
INTRODUCTION

*A strategic plan helps an agency understand its present situation, examine how current and future trends may affect it, and lays a course for future direction to achieve its public policy mandates.*⁸

A standard planning process can be illustrated by four simple, yet provocative questions:⁹

1. What is our legislated mandate?
2. What are we supposed to accomplish?
3. How are we going to accomplish it?
4. How will we know if we're successful?

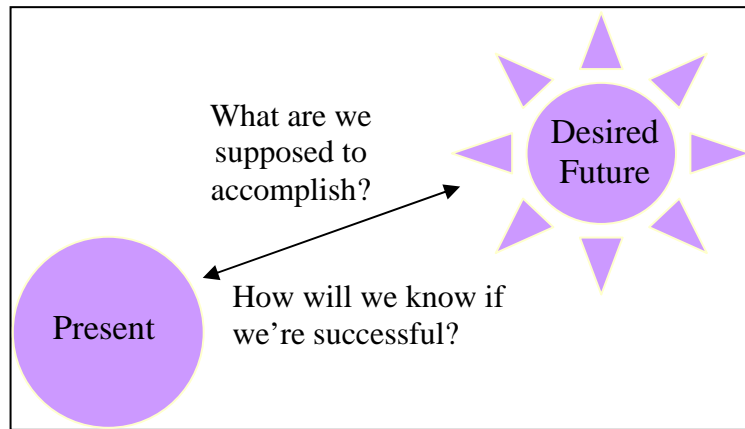


Figure 2: What is a strategic plan?

**Purpose of
Strategic
Planning**

Strategic planning for Maine state government serves a number of distinct, though related, purposes:

- To provide a context to **link the budget process** and other legislative processes with priority issues
- To establish **statewide direction** in key policy areas to move away from crisis-driven decision-making
- To bring **focused issues** to policy-makers for review and debate
- To provide the basis for **aligning resources** in a rational manner to address the critical issues facing the state now and in the future
- To make state government **more responsive** to the needs of Mainers by placing greater emphasis on results rather than solely on service efforts and outputs
- To establish a means of **coordinating policy concerns** of public officials with implementation efforts
- To build interagency, intergovernmental, and public/private/nonprofit **partnerships**
- To provide a forum for **communicating accomplishments** to Maine citizens

Maine's Strategic Plan Model

There are many different strategic planning models. Maine's model was designed specifically to facilitate performance budgeting. It is based on legislatively-derived missions and statutorily-defined programs to which the Legislature appropriates or allocates funds.

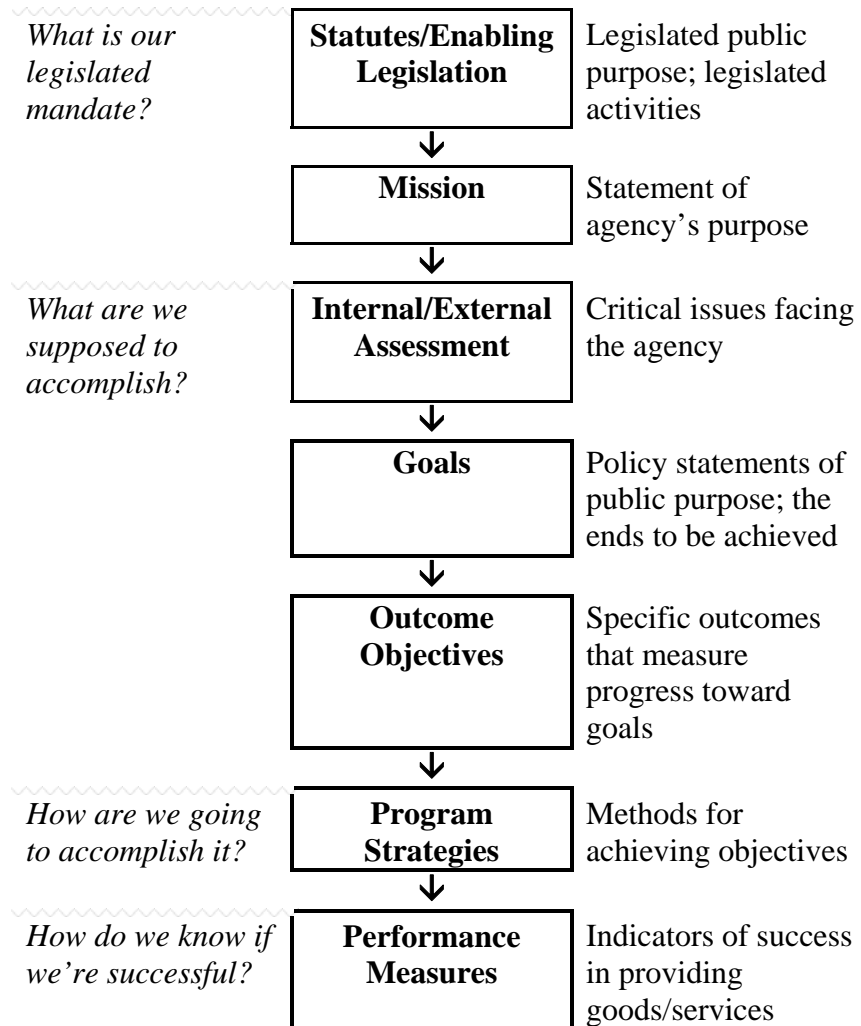


Figure 3: Maine's Strategic Plan Components

Strategic vs. Operational¹⁰

Strategic planning is not the same as short-term operational planning. Most of us can and do plan for the short term. We plan what tasks need to be completed for a project due in three months; lay out the time lines and deliverables for a federal grant; and we determine what needs to be done to produce the unit's work products over the course of a year.¹¹

Strategic planning is longer-term. It frequently spans 5-10 years. It is also, well, *strategic*. Strategic functions are those associated with the purpose of the agency. Strategic decisions have a long-term affect on the organization and fundamentally affect the organization's goals. Strategic issues cross program boundaries. In government, strategic direction rarely changes, except perhaps with amendments to enabling

Successful Strategic Planning¹²

statutes. Thus strategic planning involves identifying trends and their impacts, goal-setting, prioritizing to guide the use of resources, and assessing the effect of an agency's policies.

Operational functions are those associated with management and service-delivery. They are designed to assure that resources are effectively and efficiently used to achieve strategic objectives. Most operational activities are cyclical –that is they follow a definite pattern and timetable that is repeated. Operational management involves activities such as determining staffing levels, developing better ways to implement projects, coordinating service delivery, administering personnel policies, managing operating budgets, and evaluating program results.

The line between strategic and operational management is sometimes blurred. Nevertheless, operational management involves activities that implement a program within the context of a strategic plan. For example, the State's decision to create a bond bank is a strategic decision. But the bonds it selects to finance in a given year is an operational decision.

The success of strategic planning rests with an agency's ability to construct a supportive environment within which to implement the process. A successful strategic planning process:

- ✓ Has **strong leadership**.
- ✓ Is participatory and not left solely to planners. It **involves staff** at all levels, from executives and managers to line staff, ensuring the plan has buy-in from everyone in the agency.
- ✓ Is **flexible**, fits the organization, and is user-friendly.
- ✓ **Produces understanding** and common purpose throughout the organization.
- ✓ **Creates awareness** of the environment in which the agency functions.
- ✓ Develops and conveys **compelling evidence** for the agency's goals and objectives.
- ✓ Is **visionary** in its goals and objectives; defines the expected outcome.
- ✓ Is **realistic** in its strategies; based on available resources.
- ✓ **Leads to resource decisions**, often requiring tradeoffs or the redirection of resources, and greater collaboration to achieve results.
- ✓ Embraces divergent views and **builds a shared consensus**.
- ✓ Has a **facilitated** process to move things along; avoids infinite wordsmithing.
- ✓ Is **fresh and continuous**, not stale and static. Both the plan and the planning process are reviewed and modified regularly.

SECTION 2.
GETTING
ORGANIZED

**Designate Staff
Roles**

Before agencies begin strategic planning, they design a process to fit their purpose, resources, and environment.

Someone must have clear responsibility for the agency's strategic planning effort. The agency may designate an individual or a team to coordinate the planning process. Experience indicates that this process needs to remain close to the commissioner or agency leader's office. It is recommended that the coordinator be selected from the agency's senior management team. The agency also needs 1-2 people to write the strategic plan.



Agency Leaders

Agency leaders are responsible for the overall process which includes:

- Keep the agency focused on the goals and objectives in the plan
- Support, champion the strategic planning process
- Assign a key person to coordinate the strategic planning effort and a team to lead it
- Provide the needed resources for planning
- Define the timing of the process
- Keep the Governor and agency's legislative policy committee informed
- Assess agency's accomplish of its goals and objectives

*Strategic Planning
Coordinator*

The coordinator of the strategic planning process is responsible for coordinating the planning process, including:

- Identify the overall structure and timeline of the process
- Schedule and facilitate meetings
- Keep the process on track and on time
- Keep agency leaders informed

*Strategic Planning
Team*

The strategic planning team is responsible for carrying out the planning process, including:

- Identify participants and their roles
- Implement a communications strategy to keep employees fully informed
- Develop a work plan for the planning process
- Solicit input from a variety of stakeholders
- Define critical issues the agency faces
- Draft, review, and revise the strategic plan

Potential Strategic Planning Team Members¹³

An agency's strategic planning team is enhanced when members have an in-depth knowledge about the agency and its operations, understand the various needs of constituents, and demonstrate an ability to get things done. Frequently, the senior management of an agency makes up the team. In addition, the following staff members may add valuable perspectives to the planning process:

- Program Managers
- Budget Managers
- Facility Managers
- Human Resource Managers
- Information System Managers
- Public Information Personnel
- Quality Coordinator
- Legislative Liaison

Prepare Employees for Strategic Planning¹⁴

Strategic planning can give employees a different view of the world which can be motivating and fulfilling. An agency that takes care to enhance employee understanding of the world in which they operate will improve employee satisfaction and productivity.

- ✓ Train staff in a culture of results-oriented performance government
- ✓ Explain individual roles in agency outcomes
- ✓ Use employee knowledge to map and improve work processes
- ✓ Link employee tasks to the agency goals and objectives

Keeping employees informed about what's going on and their role in the strategic planning process helps them feel a part of it. It is important to lay out the strategic planning process and timeline and identify the specific places where employees will be asked to contribute.

DO

- Involve staff at the earliest stages
- Provide feedback about how the agency uses or responds to employee input
- Give staff the skills and knowledge that they need to learn how to participate
- Use a variety of methods and settings for involving staff
- Communicate regularly, even if you have nothing new to say



DON'T

- Bring staff into the process at the last stage
- Overload staff with information
- Consult them 'to death'
- Raise expectations that cannot be fulfilled
- Ask for token participation¹⁵

Identify and Involve Stakeholders

Methods of involving staff:

- ✓ Employee surveys and questionnaires
- ✓ Workshops, seminars, videos
- ✓ Team briefings, focus groups, planning meetings
- ✓ Employee newsletters, posters, printed materials
- ✓ Web feedback or e-mail

For the strategic plan to be credible and effective, the different parties with interests in the agency's outcomes need to be involved from the outset. These stakeholders may include:

- Governor's Office
- Legislators
- Other state agency/department staff
- Federal partners
- Employees
- Constituent and client groups
- Businesses
- Local government officials
- Members of citizen advisory or governing boards
- Interest groups




To include every single person at every stage of the planning process would be unmanageable.

- **Engage your legislative policy committee early on.** Ask them in what manner they would like to be involved. Legislators need to understand your goals and objectives since they will make funding decisions based on them.
- **There are three stages where stakeholders' input is best sought.** Convene stakeholders in a session at the outset of your strategic planning process to identify critical issues and trends around which you will set the agency's goals and objectives. Later in the process, ask stakeholders to review drafts goals and objectives. Finally, use stakeholders to help you identify how performance is best measured.
- **Establish an advisory board** (or use existing advisory groups) of outside interests to meet with you periodically during the strategic planning process. The advisory committee includes, in addition to interested parties, a few "neutral" people who have been through strategic planning in their businesses or organization and can help you through the process.

- **Use representative stakeholders.** For example, if local governments are a stakeholder, ask 1-2 town managers or selectmen or a representative from the Maine Municipal Association to participate.
- **Electronic media can be used to great advantage** in involving stakeholders. Post information on the agency's web site. Use interactive web-based technology to survey stakeholders and solicit feedback as well as to keep people informed.
- **Clearly communicate stakeholders' roles.** Stakeholders are often eager to participate. However, you can spend a lot of time discussing strategies and programs, when you really want them to help identify emerging issues.

Agencies commonly wrestle with how to reach and involve isolated stakeholders or those that they might not even know are stakeholders. It requires some forward thinking about who is being inadvertently left out and/or who might be the partners of the future. For example, housebound, illiterate, or people without transportation to attend meetings can easily be overlooked. In one case, an agency whose purpose was to foster community volunteerism suddenly found a whole new audience with service needs after September 11 (volunteer rescue workers) that it hadn't anticipated. Foresight and innovation are the bywords. Some innovative methods to involve citizens include:

- **Listening Days:** agencies take to the streets (in shopping malls, in residential areas, or knocking on doors) to hear about local concerns, test local opinion, or discuss government issues.
- **Citizens' Juries:** small groups of representative citizens are assembled for a limited time for specific consultation on controversial issues. Jurors, who are generally members of the public without specific expertise in the area being discussed, are briefed on the issue at hand, interview key players, and make a formal recommendation to the government agency.
- **Citizens' Panels:** large groups of citizens (500+) that are broadly representative of the community agree to serve set terms. They are available to participate in telephone polls or surveys on issues where citizen input is desired.¹⁶

	<p>Stakeholders implement your plan! Stakeholders vote on your budget! Stakeholders are the final determinant of whether you've achieved your public purpose!</p>
<p>KEY POINT!</p>	

Coordinate with other State Agencies

Maine law requires that state agencies coordinate their strategic planning efforts with other state agencies that share similar goals and objectives.

Interagency coordination of strategic plans is expected to accomplish two things: 1) to identify where state efforts might be more effective with coordinated strategies; and 2) to reconcile goals, objectives, and strategies that might be in conflict.

Steps to coordinate strategic plans:

- ✓ Identify the goals and objectives in other agencies that are similar to your own.
- ✓ Review the objectives to identify any that are in common or in conflict with your objectives.
- ✓ Meet with other departments or agencies as needed to coordinate efforts or reconcile conflicts.
- ✓ Revise your strategic plan and performance budgets as needed. Identify collaborative efforts or unresolved conflicts in the internal/external assessment of the strategic plan.



The Bureau of the Budget groups agencies into policy areas to display the budget. Often agencies in the same policy area will share goals and objectives. To determine which agencies have similar goals and objectives, look to the agencies within your policy area.

To Hire or Not to Hire (a Consultant)?

Advantages:

- Has time to spend
- Possesses technical expertise
- Can bring a fresh look to old issues or problems

Disadvantages

- Takes money
- Lacks in-depth knowledge of agency issues
- Can be relied on too heavily

Either way, it is important to make sure that the organization ‘owns’ the plan and that it does not become the consultant’s plan.

Often an agency will use an outside facilitator, not to write the plan, but to guide the process and to manage meetings. The facilitator is a neutral party who guides participants through the planning process, keeps the discussion flowing, and ensures that all views are considered. This leaves the team of senior managers free to fully participate in the meetings without having to manage the meeting process.¹⁷

SECTION 3:
WHAT IS OUR
LEGISLATED
MANDATE?

A useful starting point for any strategic planning process is to clarify what it is the agency is supposed to be doing. Strategic planning begins with a mission based on the agency's statutory public purposes. Then the agency looks at what affects its ability to implement its mission. Sometimes called an environmental scan, or SWOT analysis (strengths, weaknesses, opportunities, threats), Maine's strategic planning model refers to this stage as an internal/external assessment. It involves identifying and assessing how events and long-term trends either limit or help the agency fulfill its mission.

Clarify Public Purpose

It is important to know what the Legislature intended when creating an agency, its programs, or any other mandate for which it made the agency responsible. Why was it created? What was it intended to do? What problem was it supposed to address? What benefit was it designed to provide citizens? A variety of mandates (old and new) encompass the agency's public purpose:

- Enabling statutes
- Amendments to statute
- Budget language
- Special Acts, Resolves
- Executive Orders
- Grant Requirements
- Federal Laws

Examine your Mandates¹⁸

The strategic planning team identifies the agency's significant mandates and assesses the purpose of each one.



See Worksheet A to assess consistency with agency mandates.

The strategic planning process also gives the agency an opportunity to review its mandates with the intent of identifying any that may need to be modified or eliminated.



See Worksheet B to analyze agency mandates.

Define your Mission

A mission is a broad, comprehensive (but brief) statement defining an agency’s organizational purpose. It reveals the image the agency seeks to project; reflects the agency self-concept; indicates the primary services or products it provides; and identifies the principle constituents that it seeks to satisfy. Simply put, the mission conveys the rationale behind the agency’s existence.¹⁹

A mission answers three questions:

1. What does the agency do?
2. Why does it do it?
3. For whom?



Most agencies have mission statements. Furthermore, mission statements do not change much from one biennium to the next. A mission statement would only substantively change if the Legislature rewrote the agency’s enabling legislation. While it will not be necessary for most agencies to rewrite their mission, it may be helpful to review it to make sure it is still meaningful and understood by everyone.

Examples of Missions	<p>Maine Dept of Agriculture: To create opportunities for Maine farmers (<i>for whom</i>) to succeed in agriculture (<i>why</i>) by making Maine a leader in innovative agricultural approaches (<i>what</i>).</p> <p>Maine Hospice Association: Hospice exists to provide support and care (<i>what</i>) for persons in the last phases of incurable disease (<i>for whom</i>) so that they might live as fully and comfortably as possible (<i>why</i>).</p> <p>Maine Public Utilities Commission: Regulates utilities (<i>what</i>) to ensure safe, adequate, and reliable utility services (<i>why</i>) are available to Maine customers (<i>for whom</i>) at rates that are just and reasonable for both customers and public utilities.</p>
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Getting to Hong Kong

A mission statement provides employees with a constancy of purpose to keep everyone working together. All agency employees should be able to identify their specific working relationship to this defined mission. Suppose an agency’s mission is to get to Hong Kong. If one employee is going to Hong Kong, another to India, and another to South America, the agency will fail. Employees need to understand what they are working towards (to get to Hong Kong); they should be able to articulate it (“Our agency is going to Hong Kong”); and they should know how their work is contributing to their ultimate purpose (getting to Hong Kong).

Criteria for Mission Statements²⁰

- ✓ Clear and concise
- ✓ Intuitive
- ✓ Understood by a wide audience of agency constituents
- ✓ Addresses the agency’s mandates
- ✓ Identifies the basic needs the agency was designed to manage
- ✓ Is realistic
- ✓ Defines whom the agency serves
- ✓ Serves as the foundation for agency direction
- ✓ Acknowledges the expectations of the agency’s primary constituents

The Art of Mission-writing²¹

The mission of the agency identifies its unique contribution. As distilled from its enabling statutes, the mission succinctly describes the agency purposes and the most important reasons for its works. A mission is:

- Crisp, not mushy
- Succinct, not Long-winded
- Eloquent, not Bureaucratic
- Unique, not Universal
- Focused, not “All things to all people”

Which organization is more focused?

Example of Focused vs. Unfocused Mission	US Department of Commerce	US Coast Guard
	Promotes job creation, economic growth, sustainable development, and improved standards of living for all Americans by working in partnership with business, universities, communities, and workers.	Our mission is to protect the public, the environment, and US economic interests through the prevention and mitigation of marine incidents.



See Worksheet C to conduct a mission audit.
See Worksheet D for a mission statement checklist.

Mission, Vision, Values...Oh, my!

In addition to a mission statement, some agencies develop a vision and values. It’s easy to confuse the three, but they are different and convey different information. While it is not necessary to have all three, an agency may choose to.

Mission: What our purpose is (why we exist)

Vision: What we’re committed to (what the perfect world would be)

Values: What we believe in (how we carry out our business)

Recent Accomplishments²²

Examples of Mission, Vision, Values²³

The Maine Department of Transportation

Mission: The Department plans, develops, and maintains a safe, efficient, and cost-effective transportation system that contributes to the economic growth of the State of Maine and the well-being of its people.

Vision: The Department envisions **a safe, efficient, and economical transportation system that is cost effective, energy efficient, environmentally sound, and responsive to the diverse needs and values of the people of Maine.**

Values:

- **Leadership in innovation, creativity and technology for the continuing development of a balanced transportation system**
- **Quality products and professional service for our customers**
- **Openness, honest, integrity, and credibility in communications with internal and external customers**
- **Mutual respect and recognition of the contributions that diversity brings to job performance and creativity**

An excellent ice-breaker for a strategic planning session with any group is to brainstorm a list of recent accomplishments. This gives participants a chance to step back and reflect on what happened during the strategic plan's most recent implementation period. It can even be a celebratory event to recognize organizational and individual successes.

The discussion about successes can be followed by identifying areas where the agency wants to do more or where it failed to achieve what it set out to do. The agency should pay particular attention to the degree that the rush of daily activities and periodic crises diverted attention away from planned activities.

The strategic planning team assembles a comprehensive list of both accomplishments and areas for improvement to inform their strategic thinking.

Brainstorm Questions

- ✓ What were our major accomplishments over the past two years?
- ✓ How does the accomplishment relate to the role and purpose that the agency serves?
- ✓ How do citizens or customers served benefit from the accomplishment?


- ✓ How could the accomplishment be improved upon?
- ✓ In what area did we not accomplish what we intended?
- ✓ What diverted us from achieving what we intended?

Assess the Environment

Future Situation²⁵

Each agency functions within an environment –internal and external – that limits or enhances its ability to influence events. The purpose of the assessment is to facilitate the agency’s recognition of current and future issues that may affect its operations and results.

The internal/external assessment sets the stage for the agency’s strategic planning process. It is the basis for each element thereafter. It identifies critical factors that provide the basis for agency goals. It provides data necessary to establish objectives. And it lays out resource or other constraints to implementing programs.

 <p>KEY POINT!</p>	<p>Successful management in both the public and private sectors requires '<i>foresight</i>,' the systematic identification and analysis of trends and events that affect the organization –shifting demographics, changing economic conditions, emerging issues, etc.²⁶</p>
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Brainstorm Questions

- ✓ Is the challenge or problem that the agency is designed to address growing or diminishing? What did the trend look like over the past five years?
- ✓ What are the major issues or problems that the agency faces? Are these local, statewide, or national in scope? Why are these issues or problems of such importance?
- ✓ What current events or policy issues have captured the attention of the public? How do these affect the agency?
- ✓ Are we meeting the expectations of our primary constituency?

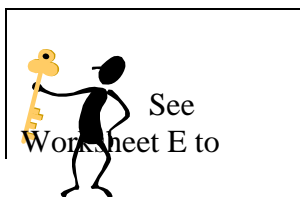
Current Situation²⁴

- ✓ Is the agency's organizational structure helping or inhibiting progress towards its mission?
- ✓ What forces are at work that might affect or alter key elements of our environment? Are trends likely to continue or are changes forecast?
- ✓ What major problems are anticipated? What effects could they have on the agency?
- ✓ What could we be doing to better meet the needs of our customers?
- ✓ What challenges or opportunities exist that we should overcome or exploit?

conduct an internal/external assessment.

Many Factors Influence an Agency and its Mission²⁷

Critical Issues



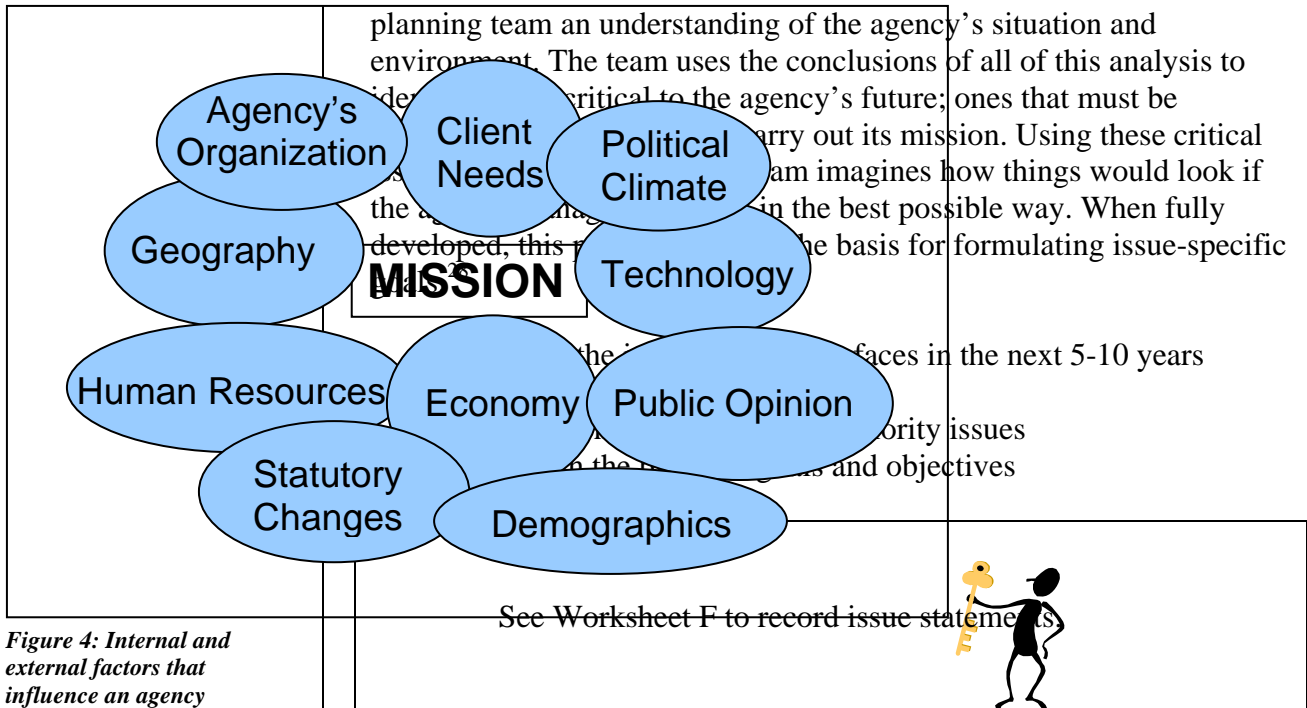


Figure 4: Internal and external factors that influence an agency



Don't forget to ask stakeholders their views on the trends and events

that will likely influence the agency's ability to carry out its mission. Surveys, interviews, or focus groups can be used to solicit input from stakeholders.

The assessment of accomplishments, stakeholder input, and the internal/external assessment give the

Methods for Prioritizing Issues²⁹

is compared to Item C and Item C is deemed to more important. Item A is compared to Item D, E, F, etc. until all possible pairs have been considered. Tally how many times each item has been named the more important among the pairings and rank the items based on frequency.

Method 2: Colored Dots

Write all the issues on flipcharts and give 4-6 colored dots to each planning team member. Each color represents a numerical value (i.e. red has the value six and represents the most important issue). Each person places the dots beside the issue he or she considers important. When all dots are placed, the scores are tabulated and the highest scoring items are listed in priority order.

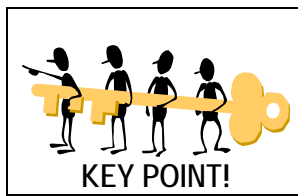
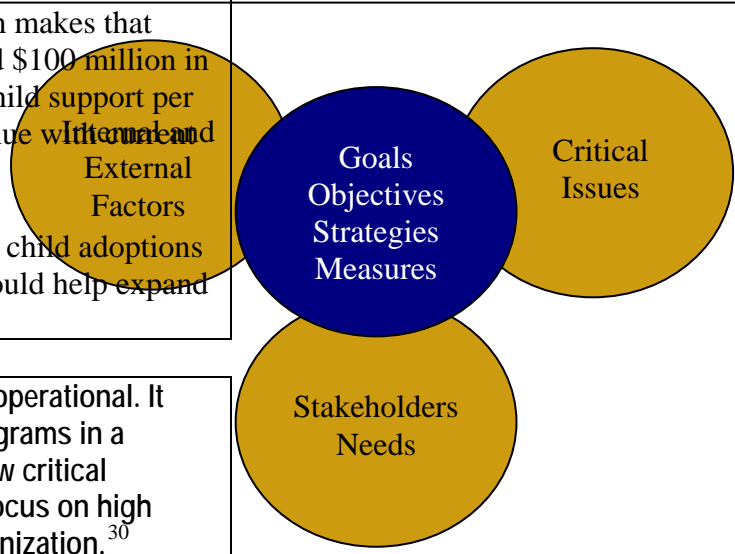
Method 3: The Train Model³¹

Write all the issues on flipcharts. Each issue represents a railcar. For each railcar, the group identifies whether it has already left the station, whether it is going in the wrong direction, or whether it is derailed (off the track). The critical issues for the agency to address are the ones that

Example of Issue Statements	1. Homelessness of children is on the rise (doubling the last five years and the agency is increasing Homeless shelters full and rarely appropriate for children).
	2. Child support is a critical issue for Maine families and often is the difference which makes that family self supporting. In 2001, Maine collected \$100 million in child support collections, doubling amount of child support per year collected since 1994. This effort can continue with internal and external factors.
	3. The Bureau has been successful in increasing child adoptions over the past three years. Additional funding would help expand this effort.

require more time and effort than is warranted or may be beyond repair.

Information that Drives the Strategic Plan



A critical issue is strategic, not operational. It impacts several or all of the programs in a budget unit. Identifying these few critical concerns can help the agency focus on high priority goals for the whole organization.³⁰

Method 1: Paired Comparisons

Item A is compared to Item B and deemed to be the one of greater importance. Item A

SECTION 4: WHAT ARE WE SUPPOSED TO ACCOMPLISH?

Goals

The strategic planning team now has the information it needs to write the strategic plan.

Figure 5: Information that drives the strategic plan

In a strategic plan, agencies portray where they want to be in terms of outcomes. Outcomes are the

end result of an agency's products or services. Goal statements broadly describe an agency's desired outcomes. Objectives are specific, measurable statements of outcomes. Together, goals and objectives describe what success looks like if an agency fully implemented its mission.³²



Goals are broad, ambitious statements of policy that are derived from the agency's mission. They are statements of the ends for which the agency is striving. They are public purpose statements of what the agency is created to achieve.

To generate goals, have the strategic planning team visualize their notions of success in addressing critical issues and capture them on a flip chart. Identify themes or similarities, talk about differences, and synthesize each theme area into a coherent goal statement.³³

Characteristics of well-written goals

- ✓ Goals are in harmony with the agency mission
- ✓ Achievement of goals will help the agency fulfill its mission
- ✓ Goals are consistent with the agency's enabling legislation

When Goals aren't Goals

- desired state for agency's customers and citizens
- ✓ Goals reflect agency priorities
- ✓ Goals address gaps between current and desired status of human condition
- ✓ Goals are broad and unmeasurable

Examples of Goals	<ol style="list-style-type: none"> 1. Every employer can find employees and every person can find employment that meets their aspirations. 2. To ensure that all children are healthy and free from harm. 3. Every citizen can breathe clean air every day of the year. 4. Maine's public education system will prepare students to succeed.
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- ✓ When they don't address the citizen or customer condition
- ✓ When they don't address agency purpose
- ✓ When they are not challenging or future-oriented
- ✓ When they talk about providing an agency service
- ✓ When they relate to an administrative function
- ✓ When they're measurable and time-certain

- ✓ Goals are derived from the internal/external assessment and reflect critical issues
- ✓ Goals are futuristic
- ✓ Goals are challenging; they raise the bar
- ✓ Goals provide clear direction for agency action
- ✓ Goals describe a future,

Examples of Non-Goals	<ol style="list-style-type: none"> 1. To develop partnerships among service providers to low income people (<i>doesn't address client condition, more appropriate as an action step</i>). 2. To automate our accounts payable system by the end of the year (<i>administrative, measurable, time certain, more appropriate as an action step</i>). 3. To sustain above average economic growth (<i>unclear purpose</i>). 4. To create access to public lands (<i>addresses an agency function</i>).
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Rewriting Goals

1. To sustain above average economic growth.

Better: To assure that Mainers can prosper in a growing economy.

2. To create access to public lands.

Better: To assure that all Maine people enjoy the state's parks and public lands.

Objectives



See Worksheet G to frame goal statements.
See Worksheet H for a goal check list.

The goal statements developed in the preceding step establish a general framework for the strategic plan. They describe where the agency wants to go and how it wants to look when it gets there. They focus the agency actions toward clearly defined purposes. Objectives define specific results that will show movement toward a goal.³⁴ Objectives are SMART.



Specific –gives specificity to the goal; defines specific accomplishments to make progress toward the goal.

Masurable – are quantifiable; the agency can measure where it is now and where it wants to be.

Achievable – are challenging, yet attainable. They are realistic.

Results-oriented – focuses on outcomes, not agency functions or services.

Time-certain – specifies a time frame for being achieved.

Specific

Objectives begin to define what the broad, visionary words in the goals mean. They give the goals greater specificity.

Examples of Defining Goals	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p><i>Strategic planners ask themselves, “What would success look like if children were healthy and free from harm?”</i></p> <p>What constitutes healthy children?</p> <ul style="list-style-type: none">○ children are the proper body weight for their age○ children have fewer childhood diseases○ children get proper medical treatment○ children have a nutritious diet○ children get the proper amount of physical exercise <p>What do we mean when we say ‘free from harm?’</p> <ul style="list-style-type: none">○ children are not abused or neglected○ child are not living on the streets○ children have safe home environments○ children have parental supports
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Achievable

Objectives lay out the accomplishments to be achieved that, taken together, will help the agency achieve its goal. They break the goals into manageable pieces that are achievable in the foreseeable future.

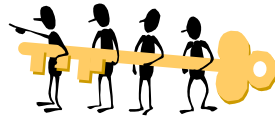
Examples of Mileposts	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p><i>Strategic planners ask themselves, “What has to happen if we are going to reach this goal?”</i></p> <ul style="list-style-type: none">○ Fewer children become ill with childhood diseases○ Fewer children are abused○ Fewer children are homeless
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Measurable

Where goals are broad and unmeasurable, objectives are quantifiable. An agency can assess the status of its accomplishments.

Examples of Measures	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p><i>Strategic planners would ask themselves, “What would we measure to know if children are healthy and free from harm?”</i></p> <ul style="list-style-type: none">○ Percent reduction in incidence of vaccine preventable disease○ Number of substantiated incidents of reported child abuse○ Number of fathers who pay child support on time○ Percent of children placed in adoptive homes
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KEY POINT!



The real art of setting objectives is to create challenging, but achievable ones. The best objectives are those that stretch the capacity of an organization, but are, nonetheless, possible. This results in genuine improvement in programs and services. Impossible outcomes, on the other hand, set the agency up to fail.³⁵

Results-oriented

Objectives state the results of an agency's effort; what's different for others because of the agency's actions. Outcomes represent the actual results achieved. They assess the impact of agency actions on customers or citizens.

Examples of Outcomes

- Not the number of job trainees trained, but...
 - job trainees placed in a job
- Not the number of welfare cases assisted, but...
 - welfare recipients who can support their families
- Not the number of mental health patients receiving treatment, but...
 - treated patients who can live independently
- Not the number of inmates incarcerated, but...
 - corrections recidivism rate (rate of released inmates that reoffend)
- Not the number of businesses assisted, but...
 - new businesses attracted to the state


There is always a tendency to drift back into outputs and away from outcomes. The reasons for this are: 1) we control the outputs; 2) we are nervous about our ability to achieve outcomes over which we don't have full control; and 3) we find it hard to measure outcomes, which requires dollars for research and monitoring. But this tendency must be overcome to truly respond to citizens' needs.

Intermediate Indicators: For many government programs, their impacts may not be measured for many years or may not represent a single outcome, rather a series of outcomes that progressively lead to the program's ultimate outcome. For example, consider a state trade office whose outcome is to increase trade and create jobs. Because this is a long-term result, there may be intermediate outcome indicators to gauge its progress, such as:

- number of Maine firms deciding to export
- number of Maine firms making foreign market contact
- number of Maine firms delivering to a foreign market
- number of Maine firms adding new, export-related jobs³⁶

Surrogate Measures: In some cases it is difficult to measure the actual outcome. The measure may need to be a surrogate measure. For example, the primary purpose of a fire service may be the prevention of fire. But it may not be possible to measure the number of fires that did not burn. Instead, objectives such as a reduction in the amount of fire losses or improvement in controlling fire spread after arrival may be used as reasonable surrogates.³⁷

Clearly stating a program’s expected outcome is not as easy as it appears. Frequently in the public sector diverse groups have differing and sometimes competing ideas about the most desirable outcome. For example, the outcome for a job training program might be simply that the trainee gets a job. Someone else thinks it should be that the trainee gets a job that pays a livable wage. Yet another believes the trainee should get a job that pays a wage equal to or greater than his or her prior wage. Still someone else believes the outcome is that the trainee gets a job that fulfills his or her career expectations. The best outcome is the one that is generally accepted and understood by program’s users, policy-makers, staff and program managers, and citizens.³⁸

<p>KEY POINT!</p> 	<p>An outcome is never about what the agency does; it is about what is different for others as a result of what the agency does.</p>
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Ask yourself:

- ✓ Why are we doing this?
- ✓ What’s the result of what we do?
- ✓ What’s the impact on the people we serve?
- ✓ What’s different for people because of what we do?

And then what?

To get from output to outcome, try asking yourself, “...and then what?” until you reach a logical endpoint that represents a program’s outcome. For example:

<p>Example of “...and then what?”</p>	<p><i>Our objective is to organize one training session per month. ...and then what?</i></p> <p><i>We’ll put 50 displaced workers through each session for a total of 600 workers trained by the end of the year ...and then what?</i></p> <p><i>We’ll compile a list of 100 companies that we know are growing and set up interviews for the trainees. ...and then what?</i></p> <p><i>We’ll place at least half (300) of the trainees in those companies within one year ...that’s the outcome!</i></p>
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Time-certain

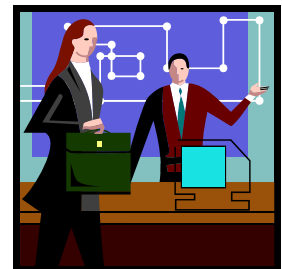
Example of “..and then what?”	<p><i>Our objective is to conduct a statewide anti-smoking public service campaign. ...and then what?</i></p> <p><i>We’ll run seven spots statewide on 30 TV stations that reach 25,000 young people. ...and then what?</i></p> <p><i>As a result of the campaign, 5,000 young people will stop smoking. ...and then what?</i></p> <p><i>Maine’s mortality rate for smoking-related illnesses will decrease by 2%. ...that’s the outcome!</i></p>
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Objectives lay out the time frame in which progress will be accomplished.

Examples of Time-certain	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p><i>Strategic planners would ask themselves, “By when can we achieve incremental improvements in the outcome?”</i></p> <ul style="list-style-type: none"> ✓ What is our current level of performance? ✓ How much improvement can we make over the life of the plan? ✓ How much improvement can we make over the biennium given the level of funding resources available? ✓ How much improvement is desired by our stakeholders?
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Each objective is accompanied by:

- ✓ a baseline data point and year
- ✓ historical data and projections of data trends into the future
- ✓ analyses of the data and what impacts the achievement of the objective
- ✓ targets of what the agency expects to occur



Note: The strategic plan is the only place where historical trends and future projections of objectives appear. Objectives appear in the performance budget, but only as statements of outcome, not with baselines and targets. This was a compromise that Maine’s executive and legislative branches made to facilitate implementing performance budgeting. Making a direct link between expenditures and accomplishing a specific level of outcome in a two-year budget cycle is difficult. Therefore, requests for budget appropriations and allocations are coupled with the achievement of targets for a series of program-specific performance measures, not with reaching an outcome target for an objective. In this way, agencies are held accountable for biennial performance targets that relate directly to program expenditures and they still monitor and understand the long-term impact of their programs.

***When Objectives
Aren't Objectives***

Examples of Objectives	<p>Goal: Every employer can find employees and every person can find employment that meets their aspirations. Objective: By 2005, the percentage of Maine employers indicating they have no difficulty finding workers with the skills required will increase by 25%.</p> <p>Goal: To ensure that all children are healthy and free from harm. Objective: Decrease the number of substantiated incidents of reported child abuse by 10% by 2005.</p> <p>Goal: Every citizen can breathe clean air every day of the year. Objective: Increase the percentage of Maine people who live in areas where clean air standards are met 90% of the time by 10% by 2008.</p> <p>Goal: Maine's public education system will prepare students to succeed. Objective: Increase the percent of graduating high school seniors who enroll in post-secondary education within 1 year of graduation from 90% to 93% by 2006.</p>
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- ✓ When they don't relate to the agency goal
- ✓ When they don't address the citizen or customer condition
- ✓ When they're broad and unmeasurable
- ✓ When they talk about providing an agency service
- ✓ When they relate to an administrative function
- ✓ When they're not challenging and ambitious

Examples of Non-Objectives	<p>Goal: Every employer can find employees and every person can find employment that meets their aspirations. Objective: Increase the percentage of Maine workers employed. (<i>Not time specific, not relevant to the goal</i>)</p> <p>Goal: To ensure that all children are healthy and free from harm. Objective: Increase the percentage of child safety assessments completed within 24 hours. (<i>Talks about what the agency does, not the result of what the agency does, more appropriate as a performance measure</i>)</p> <p>Goal: Every citizen can breathe clean air every day of the year. Objective: Ensure environmental air quality standards are met by licensed facilities. (<i>Broad, unmeasurable, does not address the impact on the client/customer</i>)</p> <p>Goal: Maine's public education system will prepare students to succeed. Objective: Administer achievement tests to 100% of children in grades 4, 8, and 11. (<i>Talks about an agency function, more appropriate as an action item</i>)</p>
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Rewriting the Objectives

1. To reduce license processing time (*does not describe the impact on the customer/client, more appropriate as an action step*)

Better: To reduce the average cost per license renewal by businesses by 5% by 2003.

2. Eliminate highway fatalities (*too broad, unachievable, not time specific*)

Better: To reduce the highway death rate by 10% in 10 years

To complete 750 weapons background checks this year (*does not describe the impact on the customer/client, more appropriate as an action step*)

Better: To reduce the number of criminal offenses by concealed weapons permit holders by 25% by 2005.



See Worksheet I to frame objectives.
See Worksheet J for an objective check list.

Tracking Outcomes

Often, programs in combination with one another (together with programs in other agencies) help an agency make progress toward an outcome. What's more outcomes are often influenced by factors beyond the agency's control. It is important to track their status nevertheless. Otherwise, the agency will not know if conditions are improving, getting worse, or staying the same. Tracking the outcomes represented by the objectives will assist the agency with assessing its environment, evaluating external factors, understanding how it influences its objectives, and determining what (and whose) other actions impact them. A strategic plan that does not track outcomes is a lot like the old Maine farmer driving his car. When his wife asks, "Do you know where we're going?" he replies, "No, but we're making good time."

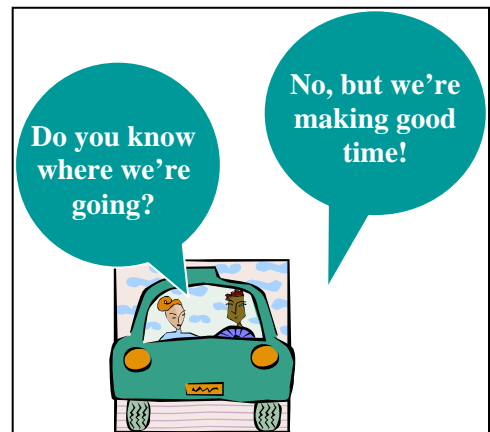


Figure 6: What happens when an agency does not track outcomes.

SECTION 5:
HOW ARE WE
GOING TO
ACCOMPLISH IT?

Strategies

Strategies are the methods the agency will use to achieve its goals and objectives – the programs to be implemented or services to be delivered. Even though strategies are the most detailed level of the plan, they are still broad and strategic.

Strategies are clearly linked to the agency’s goals and objectives.

Examples of Strategies	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p>Objective: Decrease the number of substantiated incidents of reported child abuse by 10% by 2005.</p> <p>Strategies:</p> <ol style="list-style-type: none"> 1. Provide services to prevent and protect children from abuse and neglect 2. Provide foster care support and services 3. Provide care for the children in the care and custody of the department
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Linking to the Budget

In Maine, to facilitate performance budgeting, strategies are the budget program to which the Legislature appropriates or allocates funds. Because they equate to budget programs, they are referred to as “Program Strategies.” Program strategies are defined by the Legislature in the budget process. While budget programs often encompass a bureau or division within an agency, they sometimes equate to stand-alone programs or initiatives. Each budget program is assigned a unique program number in the budget and financial management system. For the strategies in the example above, each of these relates to a program in the Maine Department of Human Services’ budget:

- **Bureau of Child and Family Services 0307** – Provide services to prevent and protect children from abuse and neglect
- **Foster Care 0137** - Provide foster care support and services
- **Child Welfare Services 0139** - Provide care for the children in the care and custody of the department³⁹

The program strategy is a descriptive statement of the budget program’s public purpose. It states what the program does in one sentence.



Examples of Strategies⁴⁰	<p>Air Quality 0250 - Conduct a program of air quality management to control emissions of air contaminants.</p> <p>Maine Criminal Justice Academy 0290 - Provide a central training facility for all law enforcement, corrections, and criminal justice personnel.</p> <p>Maine Residents Property Tax Program 0648- Administer a tax refund program for low and middle income residents.</p>
--	--

A strategy does not have to describe why it is being implemented. The “why” is already stated in the program’s goal and objective.

Rewriting the Strategies	<p>Goal: To ensure that Maine people and communities are protected from further criminal behavior from offenders who are under the department’s jurisdiction.</p> <p>Objective: To reduce the rate of recidivism of adult offenders who have been released from the department’s jurisdiction.</p> <p>Program Strategy: To provide public safety to Maine citizens by confining the state’s highest security and most dangerous offenders and providing education, treatment, and work opportunities.⁴¹</p> <p>Better Program Strategy: To operate the Maine State prison and its educational, treatment and work programs for adult offenders.</p>
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Characteristics of Strategies

- ✓ Clear, easy to understand, not bureaucratic
- ✓ Describes the agency function; the goods or services provided
- ✓ Broad enough to cover the major activities being funded
- ✓ Consistent with the program’s enabling statute

While program strategies are defined by the Legislature, an agency undertaking strategic planning thoroughly evaluates each program in its strategic context.

- ✓ Is the program strategy relevant to the agency’s high priority goals and objectives? Which objective is the program helping to achieve? How effectively is it doing so?
- ✓ Will this strategy help the agency make progress towards its objective?
- ✓ Would you create this program today, if it didn’t already exist?

- ✓ What should be done differently, in light of the critical issues that the agency faces?
- ✓ Is there another way to achieve the goals and objectives?
- ✓ Is someone else administering a program that complements or conflicts with the agency's goals and objectives?



See Worksheet K to identify program strategies.

SECTION 6:
HOW DO WE
KNOW IF WE'RE
SUCCESSFUL?

Performance measures are the final element of the strategic plan. Performance measures provide hard data to know how well a program strategy is being implemented.

An agency develops a few, key, high-level measures for each program strategy. At this level in the strategic plan, measures are intended to help decision-makers evaluate a program's effect rather than its detailed operations. Budget program measures are often short-term outcomes or strategic outputs.



Performance Measures

Characteristics of Performance Measures

- ✓ Provide useful data so that decision-makers and citizens can evaluate whether the agency is achieving its goals and objectives
- ✓ Provide useful data so that decision-makers and citizens can evaluate the efficiency and effectiveness of program strategies
- ✓ Provides accurate and reliable data over time
- ✓ Are clear and easy to understand


An agency need not measure every activity under the program strategy rather it limits itself to a few key measures. Select measures:

- that cover the major activities being funded
- that document the success of the program
- that provide useful information to decision-makers
- that identify areas where improvement is needed
- for which data is readily available

Examples of Performance Measures	<p>Goal: To ensure that all children are healthy and free from harm.</p> <p>Objective: Decrease the number of substantiated incidents of reported child abuse by 10% by 2005.</p> <p>Program Strategy: Provide foster care support and services.</p> <p>Performance Measures</p> <ol style="list-style-type: none"> 1. Percent of foster care children who remain in the department's care for 36 months or less 2. Percent of families where intervention occurred which required no further intervention 3. Percent of family safety assessments completed within 24 hours 4. Percent of foster homes licensed that are in compliance with state standards
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The key is to develop performance measures that relate to the objectives and that help decision-makers understand the impact that programs have on strategic goals and objectives. They must be relevant to the goal and objective.

Example of Relevant Performance Measures	<p>Goal: To ensure and enhance clean air so that all Maine people can breathe and thrive.</p> <p>Objective: All Mainers can breathe clean air every day of the year.</p> <p>Program Strategy: Administer a statewide program of air quality management to control sources of emission of air contaminants.</p> <p>Performance Measures:</p> <ol style="list-style-type: none"> 1. No. of ozone exceedance days/year 2. Tons of pollutants emitted 3. Compliance rate for licensed facilities⁴² <p><i>Strategic planners ask, "Do these performance measures help decision-makers understand the relationship between the program and the outcome it is designed to achieve?"</i></p>
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	<p>See Worksheet L to review program strategies</p> <p>See Worksheet M to identify performance measures</p> <p>See Worksheet N to select key measures</p>
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For more information about developing performance measures, see *Maine's Guide to Performance Measurement*, Revised February 2002.

SECTION 7:
FINAL THOUGHTS

So, What's an Objective, Again?

Key Words

How Many Goals Should we Have?

The components of a strategic plan flow logically from the mission statement and address critical issues identified by the agency and its stakeholders.

Goals – what the world would look like if you completely fulfilled your mission.

Objectives – what you measure to know that you achieved your goal.

Program Strategies – what methods you employ to achieve your goals and objectives.


Performance Measures – what you measure to know whether your methods are effective and efficient.

GOALS	OBJECTIVES	PROGRAM STRATEGIES
Ensure Enhance Assure Prevent Eliminate	Increase Decrease Reduce Achieve Maintain	Implement Manage Provide Administer Conduct

Because goals, objectives, and strategies are high level, only a few are necessary. This depends on the size of an agency and the size of its budget. The Department of Human Services has seven goals. The State Planning Office has only one.

Rule of Thumb	<p>Goals: 4-5 per agency Objectives: 2-3 per goal Program Strategies: 3-4 per objective Performance Measures: 3-6 per program strategy</p>
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It is important to find a balance between enough information that allows decision-makers to properly assess its primary functions, but not too much so as to overwhelm them.



See Worksheet O for a final strategic plan checklist

SECTION 9: USE
THE STRATEGIC
PLAN

**Leading the
Organization**⁴³

Once a strategic plan is developed it becomes the basis for managing the organization. It helps the agency make decisions that are consistent with its public purpose. It guides budget development, program operations, unit and staff assignments, and program evaluation. It also helps the agency communicate its results.

Agency leaders use strategic planning to keep their programs and staff focused on accomplishing their public purposes. A leader uses the organization's time and resources on activities that will yield the greatest benefit to achieve its goals and objectives. A leader:

- ✓ Sets challenging yet achievable goals for the agency and publicly supports efforts to achieve those goals
- ✓ Obtains and prioritizes necessary resources to achieve desired outcomes
- ✓ Anticipates obstacles to reaching objectives and plans contingent actions accordingly
- ✓ Keeps focused on the goals of the agency when confronted with distracting situations
- ✓ Clearly communicates group and Maine State Government goals and manages the performance of others to meet those goals
- ✓ Utilizes formal reviews to determine progress against agreed upon goals
- ✓ Introduces and implements "best practices" around setting and measuring goals into the organization
- ✓ Develops reward and recognition structures that identify and reinforce results-oriented behavior in Maine State Government
- ✓ Regularly evaluates and compares work being done to its goals and objectives

**Performance
Budgeting**

A performance budget bases resource needs on achieving goals and objectives in a strategic plan.

Characteristics of Performance Budgeting

- ✓ Aligns spending priorities with goals and objectives
- ✓ Focuses on the quantitative relationship between dollars and what's being accomplished
- ✓ Looks at results expected in the years beyond those covered by the budget
- ✓ Provides measurable evidence of what's being accomplished
- ✓ Uses cost and performance information together for budgeting decisions

Agencies prepare their biennial budget proposals based on the resources needed to achieve specific levels of performance. The expectations for performance are laid out in the agency's performance measures for their program budgets. Each performance measure has a baseline (what level of performance is currently being achieved) and a target for each year of the biennial budget proposal (what level of performance is expected). The agency commits to achieving its targets over the two-year budget period with the funding provided. Every two years, the agency assesses progress towards its long-term goals and objectives when updating its strategic plan.

While it is not the only factor considered, performance information provides legislators with valuable information to help them make policy and budget decisions.

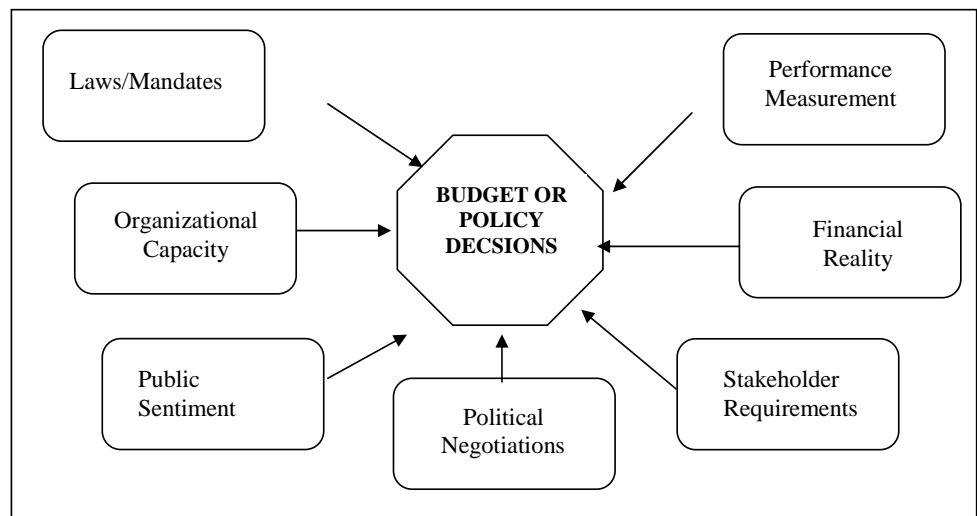


Figure 7: Factors that inform budget decisions⁴⁴

Program Evaluation

Program evaluation and strategic planning are not the same. Performance information does not tell decision-makers *why* performance is at the level it is. A more rigorous examination of factors that affect performance constitutes a full program evaluation. Frequently this involves academic tools such as research design evaluation, statistical testing, and cause-effect studies. Often program evaluation is done by the agency or sometimes by outside, independent evaluators or auditors.

Maine's Government Evaluation Act

Maine's state agencies periodically prepare program evaluation reports for the Legislature under the Government Evaluation Act (GEA). The GEA reports assist the Legislature with evaluating an agency's efficiency and performance in carrying out its legislative mandate. A strategic plan is integral to preparing program evaluation reports.

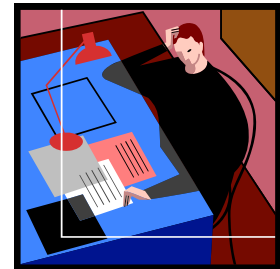
Work Planning and Short-term Actions⁴⁵

The agency's strategic plan contains key elements of the program evaluation report. The Legislature asks agencies to identify constituencies served, to establish priorities, including goals and objectives for each priority, to assess the agency's achievement of its goals and objectives, and to identify emerging issues in their program evaluation reports –all of which are contained in the strategic plan.

It is not sufficient for an agency to submit its strategic plan as a substitute for its program evaluation report. However, the strategic plan is a significant part of the supporting documentation for the submittal.

While the strategic plan forms the broad framework within which an agency operates, it is generally implemented through a series of short-term work plans (sometimes referred to as action plans, operational plans, or yearly plans). Work plans specify who does what and when it's to be done.

Work plans link an agency's strategic goals and objectives to its day-to-day operations. While an agency uses a 5-10 year horizon for its strategic plan, the work plan concentrates on what an agency can do within a specific year to execute its strategic direction.



Work plans are geared towards operations, procedures, and processes. They lay out the steps involved in completing work. They:

- ✓ Designate a lead person for implementing the work plan
- ✓ Detail the steps involved
- ✓ Set a time frame for completing each step
- ✓ Assign responsibility for each step
- ✓ Determine resources necessary to carry it out

Work plans can be developed for an organizational unit, for a federal grant, or for a specific project. They form the basis for unit, team, and individual job tasks (including performance expectations for performance appraisal) for the given period. Employees can see their tasks in the work plan and understand how their efforts contribute to the agency's goals and objectives.



See Worksheet P for a sample work plan format

Performance Contracting

Because state government buys many services that are delivered by others, a strategic plan can guide the delivery of purchased services.

Known as performance contracting, agencies, when purchasing services, clearly spell out the desired end result expected of the contractor, but leave the manner in which work is to be performed to the contractor's discretion.

Characteristics of Performance Contracting

- ✓ Ensures purchased services help achieve the agency's goals and objectives
- ✓ Ensures contractors understand the agency's goals
- ✓ Enhances accountability for purchased services
- ✓ Shifts the focus from a process or product to the outcome
- ✓ Measures the work to be performed

For example, instead of requiring a contractor to perform an explicit number of site visits and provide an exact number of hours of counseling, the contractor is held accountable for increasing the number of crisis events of mental health patients that are managed without hospitalization, which as one of the agency's performance measures, links to its strategic plan.

Communicating Success

A strategic plan is also a tool to communicate results achieved by the agency and it provides a framework for readers to understand those results. State government agencies face a multitude of complex problems and issues. It is unrealistic to expect legislators, citizens, and stakeholders to understand them all. However, a strategic plan can make information readily available, such as:

- the agency's purpose
- emerging issues that the agency faces
- future-oriented goals that describe the agency's priorities
- clearly-written, succinct outcome statements (objectives) of what's intended to be achieved
- well-defined, balanced performance measures that demonstrate program effectiveness

SECTION 9:
WORKSHEETS⁴⁶

Worksheet A – Consistency with Statutory Responsibilities

Worksheet B- Analysis of Mandates

Worksheet C – Mission Audit

Worksheet D – Mission Statement Checklist

Worksheet E – Internal/External Assessment

Worksheet F – Priority Issues

Worksheet G – Goals

Worksheet H – Goal Checklist

Worksheet I – Objectives to Support Goals

Worksheet J – Objective Checklist

Worksheet K – Program Strategies

Worksheet L – Program Evaluation

Worksheet M – Performance Measures

Worksheet N – Key Measures

Worksheet O – Final Strategic Plan Checklist

Worksheet P – Sample Work Plan Format

WORKSHEET A - CONSISTENCY WITH STATUTORY RESPONSIBILITIES

	<i>Purpose</i>	<i>Intended Outcome</i>
Enabling Statute		
Amendments to Statute		
Budget Language		
Special Acts, Resolves		
Executive Orders		
Grant Requirements		
Federal Laws		
Other Requirements		

WORKSHEET B - ANALYSIS OF MANDATES

<i>What do the mandates say the agency will do?</i>	<i>Are we doing them?</i>	<i>Does the mandate directly relate to our mission?</i>	<i>What resources are required to carry out the mandate?</i>	<i>Should the mandate be changed, eliminated, or added?</i>

WORKSHEET C - MISSION AUDIT

<p>What business are we in? What is our purpose?</p>	
<p>What basic social needs or problems was the agency created to address?</p>	
<p>What does the agency do concerning these needs or problems?</p>	
<p>What makes the agency unique or distinctive?</p>	
<p>How is the mission understood by: a) managers b) staff c) constituent groups d) legislators e) general public</p>	
<p>What are the primary points that should be contained in the mission statement to address: a) what the agency does b) why it does it c) for whom? Review statutory citations to determine consistency with laws.</p>	
<p>Is the agency's current mission statement still useful and suitable? How should it be revised?</p>	

WORKSHEET D - MISSION STATEMENT CHECKLIST

- Is the mission statement consistent with agency mandates?
- Is the agency mission statement clear and concise?
- Is the mission statement easily understood by the agency's staff, constituents, and customers?
- Does the mission statement indicate what the agency intends to accomplish in terms of its purpose?
- Does the agency mission statement define whom it serves?
- Is the agency's mission statement realistic?
- Does the mission statement acknowledge and take into consideration customer and constituent expectations?
- Does the mission statement convey the image that the agency seeks to project?
- Can employees relate to the mission statement?

WORKSHEET E - INTERNAL/EXTERNAL ASSESSMENT

External Trends

<p>What changes are occurring that affect us?</p>		
<p>Are we meeting the expectations of our primary constituents? What could we be doing to better meet their needs?</p>		
<p>What opportunities or challenges exist that we should exploit or overcome?</p>	<p><i>Opportunities</i></p>	<p><i>Challenges</i></p>

Impact on Agency

<p>Of the trends identified, which ones have the greatest implications for the agency?</p>	
<p>How will these trends impact the agency's:</p> <ul style="list-style-type: none"> a) financial resources b) human resources c) number and types of products or services provided d) agency's organizational structure e) agency's management practices 	

Internal Factors

<p>What aspects of the agency's structure, organization, procedures, and policies are helpful in accomplishing the agency's mission? Which aspects are barriers?</p>	
<p>Is current staff adequate in numbers, qualifications, and skill level to achieve intended results?</p>	
<p>Are financial resources adequate to accomplish what the agency wants to accomplish? What alterations are needed?</p>	
<p>Are financial resource allocations congruent with agency priorities?</p>	
<p>How are the facilities, equipment, and technology helpful in achieving desired results? How are they impediments?</p>	

WORKSHEET F - PRIORITY ISSUES

<i>Describe the important policy issues that the agency faces? Why is it an issue? Can the agency do something about it? What happens if it is not addressed?</i>	<i>If the agency managed the issue in its best interest, how would things look for our customers/Maine citizens?</i>
ISSUE 1:	
ISSUE 2:	
ISSUE 3:	
ISSUE 4:	
ISSUE 5:	
ISSUE 6:	

WORKSHEET G – GOALS

ISSUE #1

Desired Future:	
Agency Role:	
Goal Statement:	

ISSUE #2

Desired Future:	
Agency Role:	
Goal Statement:	

ISSUE #3

Desired Future:	
Agency Role:	
Goal Statement:	

ISSUE #4

Desired Future:	
Agency Role:	
Goal Statement:	

ISSUE #5

Desired Future:	
Agency Role:	
Goal Statement:	

ISSUE #6

Desired Future:	
Agency Role:	
Goal Statement:	

WORKSHEET H - GOAL CHECKLIST

- Does the goal provide clear policy direction for agency action?
- Is the goal consistent with agency statutes?
- Is it clearly related to the agency's mission?
- Does the goal describe what the agency hopes to achieve?
- Does the goal describe the public purpose of the agency?
- Is the goal externally-focused (i.e. does it describe what is different for others as a result of what the agency does)?
- Is the goal broad and unmeasurable?
- Is the goal future-oriented and unrestricted by time?

WORKSHEET I - OBJECTIVES TO SUPPORT THE GOAL

Develop one worksheet for each Goal

Issue:	
Goal:	
Describe specific outcomes that mark progress toward the goal. Think of this in terms of doable, measurable achievements that, if accomplished, would help make progress to toward the goals.	
Describe any factors that may influence the outcome(s).	
Objective Statement(s):	
What specifically will the agency measure to track accomplishment of the objective(s)?	

WORKSHEET J - OBJECTIVE CHECKLIST

- Does meeting the objective demonstrate measurable progress toward the agency's public purpose as described by the goal?
- Is it consistent with agency statute?
- Does it clearly state what the agency intends to accomplish?
- Is it measurable within a specific period of time?
- Does it indicate who the customer is and describe the impact on that customer?
- Is it externally-focused (i.e. does it describe what is different for others as a result of what the agency does)?

WORKSHEET K - PROGRAM STRATEGIES

<i>List programs as defined by the Legislature in the budget</i>	<i>What does the program do?</i>	<i>What objective does this program strategy support?</i>	<i>What would tell you that this program is successful?</i>

WORKSHEET L - PROGRAM EVALUATION

Complete one worksheet for each program.

PROGRAM NUMBER: _____ PROGRAM NAME: _____

<i>Resources available for the program (Inputs)</i>	<i>Products or Services provided (Outputs)</i>	<i>Primary Customer (Service)</i>	<i>Activities to improve efficiencies (Efficiency)</i>	<i>Results you expect to accomplish (Outcomes)</i>		
				<i>Short-term</i>	<i>Intermediate</i>	<i>Long-term</i>

WORKSHEET M - PERFORMANCE MEASURES

PROGRAM NUMBER: _____ PROGRAM NAME: _____

	<i>What would tell you if you are effective?</i>	<i>How would you measure it?</i>	<i>Performance Measure</i>
Input			
Output			
Service			
Efficiency			
Short-term outcome			
Intermediate outcome			
Long-term outcome			

WORKSHEET N - KEY MEASURES

For budget purposes, agencies display only those key measures that will help decision-makers evaluate the program's success in meeting its stated goals and objectives. Complete one worksheet for each program.

		Goal:
		Objective:
		Program Strategy:
YES	NO	Individual Performance Measure
		Does the performance measure relate directly to the goal and objective of the program?
		Is the performance measure important to policy-makers?
		Is the performance measure important to managers?
		Is the performance measure important to customers/citizens?
		Is the performance measure strategic or related to a policy issue?
		Is it possible to cost-effectively collect accurate and reliable data for the performance measure?

YES	NO	Collectively
		Taken together, will these performance measures help you make progress towards your outcomes in your goals and objectives?
		Do these performance measures accurately reflect the key accomplishments of the program?
		Is there at least one outcome measure for the program?
		Is there a mix of different types of performance measures (output, efficiency, service, outcomes)
		With the measures, can policy-makers evaluate what the program does and how well it does it?
		Do the measures provide a focus for staff action?
		Are the measures related to the bulk of the program's budget resources?
		Do the measures reflect the program's priorities?

WORKSHEET O - FINAL STRATEGIC PLAN CHECKLIST

Is your mission still relevant and consistent with statute? _____YES _____NO

Have you conducted a thorough analysis of the trends and issues that will affect your ability to implement your mission? Are the priority issues addressed by your goals and objectives? _____YES _____NO
_____YES _____NO

Are your goals and objectives consistent with your enabling statute? _____YES _____NO

Are your goals and objectives outcome-based? _____YES _____NO

Is your objective measurable? Is the measurement data and analysis of progress towards your objective contained in your strategic plan? _____YES _____NO
_____YES _____NO

Can you articulate the relationship between the outputs in the performance measures and the outcome in your objective --that is are the outcomes impacted by your outputs? _____YES _____NO

Have you narrowed your performance measures to the key few measures needed for the budget? _____YES _____NO

Do you have baseline data for all of your performance measures? _____YES _____NO

Can you verify your data? Do you have systems in place to ensure it is accurate? _____YES _____NO
_____YES _____NO

Did you involve your legislative oversight committee in the development of your strategic plan and performance measures? _____YES _____NO

WORKSHEET P – SAMPLE WORK PLAN FORMAT

Work Plan for FY 2002

Goal:				
Objective:				
Program Strategy:				
Action Step	Responsible Person	Time Frame	Resources Required	Completion Date

SECTION 10:
REFERENCES &
ENDNOTES

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End Notes

- ¹ Arizona, p. 3
- ² Clarke, p. 14
- ³ Clarke, p. 61
- ⁴ Arizona, p. 10
- ⁵ Walter and Chaote, p. 20
- ⁶ Clarke, p. 14
- ⁷ Virginia, p. 7 and Arizona, p. 3
- ⁸ Virginia, p. 21
- ⁹ Virginia, p. 24
- ¹⁰ Walter and Choate, pp. 21-23
- ¹¹ Chynoweth, p. V
- ¹² Arizona, p. 6 and Virginia, pp. 23-24.
- ¹³ Virginia, pp. 31-37
- ¹⁴ Virginia, p. 32
- ¹⁵ Dept of Environment, Transport, and the Regions, p. 38
- ¹⁶ Kaplan, pp. 31-35
- ¹⁷ Arizona, p. 8
- ¹⁸ Virginia, pp. 43-45
- ¹⁹ Virginia, p. 53
- ²⁰ Virginia, p. 53
- ²¹ Walters, p. 86
- ²² Virginia, pp. 39-40
- ²³ Maine DOT website
- ²⁴ Virginia, p. 61
- ²⁵ Virginia p. 62
- ²⁶ Walter & Choate, p. 25
- ²⁷ Arizona, p. 16
- ²⁸ Virginia, pp. 71-79
- ²⁹ Virginia, p. 63
- ³⁰ Arizona, p. 32
- ³¹ Hannum
- ³² Chynoweth, p. 83
- ³³ Virginia, p. 82
- ³⁴ Virginia, p. 92
- ³⁵ Arizona, p. 39
- ³⁶ Virginia, p. 139
- ³⁷ GASB Clearinghouse
- ³⁸ Ibid.
- ³⁹ Governor's Budget, 2002-2003
- ⁴⁰ Ibid.
- ⁴¹ Ibid.
- ⁴² Ibid.
- ⁴³ State of Maine, Maine Management Service, Leadership Competencies, definition for *Results-oriented*
- ⁴⁴ Steinmann
- ⁴⁵ Virginia, p. 103
- ⁴⁶ Adapted from Virginia pp. W1-W47

SECTION 11: MAINE'S PERFORMANCE BUDGETING LAW

P.L. 1995, Chapter 705
P.L. 1996, Chapter 184 (revisions)
P.L. 1997, Chapter 764 (revisions)
P.L. 1999, Chapter 561 (revisions)

Be it enacted by the People of the State of Maine as follows:

5 MRSA § 1710-K et seq

§ 1710-K. Performance Budgeting; definitions

1. Definitions. As used in this chapter, unless the context otherwise indicates, the following terms have the following meanings.

A. “*Commission*” means the Commission on Performance Budgeting

B. “*Measurable Objective*” means a specific, quantifiable outcome that defines how the agency will achieve its goals and that defines the actual impact on the public being served rather than the level of effort expended by the agency. The use of the measurable objective is a tool to assess the effectiveness of an agency’s performance and the public benefit derived.

C. “*Performance Budgeting*” means the method for developing and finalizing an agency’s request for appropriations or allocations derived from its strategic plan and consistent with an agency’s statutory responsibilities. Performance budgeting allocates resources based on the achievement of measurable objectives, which in turn, are related to the agency’s mission and goals.

D. Repealed.

E. “*Program*” means a grouping of activities and expected results that are directed towards the accomplishment of a set of goals and objectives consistent with statutorily-defined missions and represents a department, bureau, division, or operational entity to which the Legislature appropriates or allocates resources as defined by the Legislature.

F. “*State Agency*” means an executive department, executive agency, independent agency, organization, corporation, or association that receives a direct allocation or other appropriation from the State or is required to comply with chapter 149, except that for the purposes of this chapter “state agency” does not include the Maine Sardine Council, the Maine Lobster Promotion Council, the Maine Potato Board, the Maine Dairy Promotion Board, the Maine Dairy and Nutrition Council, the Maine Blueberry Commission, or the Maine Indian Tribal-State Commission. “State agency” does not include the legislative branch or the judicial branch.

G. “*Strategic Plan*” means a long-range, policy-oriented document that maps an explicit path between the present and a vision of the future. A strategic plan is derived

from an assessment, goal-setting, and decision-making process that relies on careful consideration of an agency's capabilities and environment. A strategic plan identifies a state agency's statutorily defined mission, goals, measurable objectives, and strategies and leads to priority-based resource allocation and other decisions. For purposes of implementing this chapter, the Bureau of the Budget may prescribe the format and process for developing a strategic plan for performance budgeting.

H. Repealed.

I. "Department of agency goals" means general ends toward which a department or agency directs its efforts based on issues that have been identified as priorities. They are broad statements of department or agency policy, as derived from the statutorily defined mission, that are ambitious and provide a direction toward which the department of agency intends to head.

J. "Strategy" means the methods to achieve department or agency goals and objectives. A strategy may be employed by a department or agency bureau, division, program or organizational entity having identifiable management responsibility and measures of accountability approved by the Legislature.

§ 1710-L. Commission on Performance Budgeting established; membership; appointment

1. Commission established. The Commission on Performance Budgeting, as established in section 12004-L, subsection 29-C, is established to monitor, track, and guide performance budgeting in State Government and to report to the Legislature and the Governor periodically on recommendations for improvements in performance budgeting.

2. Membership. The commission is composed of the following 13 members:

A. Two members of the Senate and 2 members of the House of Representatives who serve on the joint standing committee of the Legislature having jurisdiction over appropriations and financial affairs, appointed by the presiding officers of their respective legislative bodies;

B. One member of the Senate and one member of the House of Representatives who serve on the joint standing committee having jurisdiction over state and local government matters, appointed by the presiding officer of their respective legislative bodies;

C. Six members representing state departments, appointed by the Governor; and

D. One member representing the judiciary, appointed by the Chief Justice.

At least one of the legislative members appointed by the President of the Senate and one of the members appointed by the Speaker of the House of Representatives must belong to the political party that has the 2nd largest number of members in the legislative body of that appointed member.

3. Chair. The President of the Senate and the Speaker of the House of Representatives shall appoint a chair from among the legislative members of the commission.

4. Time of appointment; terms. Commission members must be appointed in January of each odd-numbered year and serve 2-year terms, except that the initial commission members must be appointed within 30 days of the effective date of this section and serve until January 1998.

§ 1710-M. Duties of commission

1. Provision of guidance and advice. Provide strategic guidance and advice to the Legislature and the Governor regarding performance budgeting in State Government, including the methods and strategies used by departments and agencies for the collection and evaluation of information related to programs and services provided, public benefits, services not provided, coordination, alternatives, and impact. The commission shall also provide guidance and advice on the methods and strategies for implementing performance budgeting in State Government;

2. Evaluation. Evaluate the structure and system of performance budgeting in State Government;

3. Review of performance budgeting information. Receive and review performance budgeting information on a periodic basis from the Legislature and the Governor;

4. Research. Research national trends among other states in the implementation of performance budgeting; and

4-A. Auditing. No later than January 15, 2001, recommend to the Legislature and the Governor the most cost-effective method for State Government to annually validate measurable objectives and conduct audits of the performance budgets for the most recent fiscal year.

5. Report. Report periodically to the Legislature and the Governor on recommendation for improvements in performance budgeting in State Government.

§ 1710-N. Staffing

The commission shall receive staff assistance from the Legislative Council. The State Planning Office, the Bureau of the Budget, the Department of Audit, and the Department of Administrative and Financial Services shall provide staff assistance upon the request of the chair of the commission. The heads of all departments and agencies of State Government shall cooperate with the commission on matters related to performance budgeting including, as necessary, the provision of staff to work with the Bureau of Budget, the State Planning Office, the Legislative Council, the Department of Audit, and the Department of Administrative and Financial Services.

§ 1710-O. Meetings

The commission shall meet at least quarterly. Additional meetings may be called by a majority vote of the commission or by the Chair of the commission. All meetings are open to the public.

§ 1710-P. Performance Budgeting

State government shall fully implement performance budgeting, according to the following schedule:

1. Repealed

1-A. Development of draft strategic plan. By December 1, 1998, each state agency shall develop a draft strategic plan. During preparation of the plan, each agency shall consult with and receive comments from the joint standing committee of the Legislature having jurisdiction over that agency's matters. Each state agency shall provide copies of its draft strategic plan to the Director of the State Planning Office, the State Budget Officer, the Director of the Office of Fiscal and Program Review, the Director of the Office of Policy and Legal Analysis and the joint standing committee of the Legislature having jurisdiction over that agency's matters for their review and comment.

2. Repealed

3. Repealed.

3-A. Repealed.

3-B. Submission of final strategic plan for legislative review. No later than December 1, 1999, each state agency shall submit its final strategic plan for review and comment to the joint standing committee of the Legislature having jurisdiction over that agency's matters. Copies of each final strategic plan must be provided to the Director of the State Planning Office, the State Budget Officer, the Director of the Office of Fiscal and Program Review and the Director of the Office of Policy & Legal Analysis.

4. Repealed.

5. Repealed.

6. Repealed.

6-A. Interagency coordination of strategic plans. By September 1, 2001, each state agency shall identify programs within the agency that have the same or similar goals and objectives as one or more other state agencies; consult with those agencies; coordinate strategies for achieving those goals and objectives so the goals, objectives, and strategies of the agencies are not in conflict; and submit revised strategic plans for review and comment to the Director of the State Planning Office, the State Budget Officer, the Director of the Office of Fiscal &

Program Review, the Director of the Office of Policy & Legal Analysis and the joint standing committee of the Legislature having jurisdiction over that agency's matters.

7. Repealed.

8. Repealed.

9. Prototype performance budget. By December 31, 1999, the Governor shall present a prototype budget bill and budget document to the Second Regular Session of the 119th Legislature for its review in a performance budget format utilizing performance measures and indicators that reflect legislatively approved appropriations and allocations for fiscal years 1999-2000 and 2000-01. The Second Regular Session of the 119th Legislature shall, by resolve, make recommendations to the Governor for changes or modifications to the prototype budget bill and budget document for use in the 2002-2003 biennial budget submission.

10. Development of state agency budget proposals consistent with strategic plans. By September 1, 2000, in accordance with section 1665, each state agency and associations receiving or desiring to receive state funds under provisions of law shall prepare and submit to the Bureau of the Budget proposals for the 2002-2003 biennium in a strategic plan and performance budget format prescribed by the Bureau of the Budget. Goals, measurable objectives and strategies for each program must be identified in a budget document and a budget bill. In accordance with section 1666, the Governor, with assistance from the Bureau of the Budget, shall review, revise, alter, and increase or decrease the budget proposals in a strategic plan and performance budgeting approach for submission to the First Regular Session of the 120th Legislature including a budget document and budget bills representing the Governor's budget recommendations and priorities in a strategic plan and performance budget format for the 2002-2003 biennium.

11. Biennial strategic plan revisions and performance budgets. Each state agency shall periodically review, and after consultation with the joint standing committee of the Legislature having jurisdiction over that agency's matters, update and revise its strategic plan, including goals, measurable objectives and strategies for fulfilling its statutory responsibilities. Revised plans must be submitted no later than December 1, 2000 and no later than December 1st of each even-numbered year thereafter to the Director of the State Planning Office, the State Budget Officer, the Director of the Office of Fiscal and Program Review, the Director of the Office of Policy and Legal Analysis and the joint standing committee of the Legislature having jurisdiction over that agency's matters for their review and comment.

12. Participation. The legislative branch and the judicial branch may elect to participate or to not participate in any aspect of this chapter.

The goals, measurable objective and strategies, as revised, that support each program for which an appropriation or allocation is provided or sought must be identified in each budget document and budget bill representing the Governor's budget recommendations and priorities in subsequent biennia.

§ 1710-Q. Repeal.

This chapter is repealed July 1, 2007.

1. Report on repeal; legislation. The Commission on Performance Budgeting shall provide recommendations by January 1, 2003 to the Governor and the joint standing committee of the legislature having jurisdiction over State Government matters concerning the need for repealing the repeal of the Maine Revised Statutes, Title 5, chapter 151-C and extending authorization for the implementation of performance budgeting. The committee may report a bill based on these recommendations.