THE EFFECT OF PARTICIPATIVE STRATEGIC PLANNING PROCESS ON JOB SATISFACTION: THE EXPERIENCE OF LOCAL GOVERNMENT AGENCIES

Soonhee Kim*

Abstract: Strategic planning has been emphasized in the public sector to enhance government performance and accountability. However, little empirical research exists on participative management in strategic planning and its impact on employees' job satisfaction in government agencies. This study explores the relationships between employees' perceived input in strategic plan development, knowledge of the strategic plan, role clarity in strategic planning, and job satisfaction in local government agencies. The results of multiple regression analysis demonstrate that employees who perceive they have input in a department's strategic plan development express higher levels of job satisfaction than others who do not. The present study also supports the view that employees' clear understanding of their roles in accomplishing the goals in strategic plan is positively associated with job satisfaction. In this regard, organizational leaders' commitment to participative management and empowerment in the process of strategic planning should be emphasized in the public sector.

INTRODUCTION

As a result of emphasis on performance and results oriented government services, effective human resources management, including team empowerment, participative management, strategic planning, and job satisfaction have been emphasized in academia and government agencies (Bozeman and Straussman, 1990; Rainey, 1991; Noer, 1993; DeLon and Taher, 1996; DeSantis and Durst, 1996; Ting, 1996; U.S. Merit System Protection Board, 1998a, 1998b; U.S .GAO, 1999). Strategic planning has been the focus of numerous studies over the years and has received increased attention recently in the public sector (e.g., Eadie, 1983; Bryson, Freeman, and Roering, 1986; Carr and Littman, 1990; Wechlser and Backoff, 1990; Miesing and Andersen, 1991; Osborne and Gaebler, 1992; Radin, 1998).

Several researchers have found that strategic planning has been widely implemented in federal, state, and local governments (Berman and West, 1998; Poister and Streib, 1994; Berry and Wechsler, 1995; Radin, 1998). According to Berman and West (1998), strategic planning is the most widely used productivity improvement strategies in both municipalities and nonprofit organizations. Based on a survey of state agencies, Berry and Wechsler (1995) also found that 60 percent of state agencies report using some strategic planning. The Government Performance and Results Act (GPRA) of 1993 has also had strong impact on results oriented strategic plan development in the federal government agencies (Radin, 1998).

DeSantis and Durst(1996) argued that renewed interest in increasing performance levels in government should interest public administrators in identifying factors that affect job satisfaction. Scholars also emphasize that it is important to

* Professor, University of Nevada of Las Vegas

clearly specify the variables affecting job satis-faction to reduce the problems commonly associated with low job satisfaction such as absenteeism, reduced commitment to organi-zations, turnover, and stress(Kemery, Bedeian, Mmossholder, and Touliatos, 1985; Kemery, Mossholder, and Bedeian, 1987; Farrell and Stamm, 1988; Brooke and Price, 1989; Barling, Wade, and Fullagar, 1990; Pierce, Rubenfeld, and Morgan, 1991; Eby, Freeman, Rush, and Lance, 1999). Given the significant cost of employee absenteeism and turnover for organizational perfor-mance, it is important to specify the variables, such as job enrichment, quality of work life, and the role of managers, affecting job satisfaction in government agencies (Bruce and Blackburn, 1992; Rainey, 1997). The research of job satisfaction related to job-related factors has focused on pay, promotion opportunities, job clarity, and human relations in the public sector(Daley, 1986; Lewis, 1987; National Commission on the Public Service, 1989; Ting, 1996; U.S. Merit Systems Protection Board, 1990a, 1990b). Participative management has been also introduced as both a job-related factor and as an organizational factor affecting employees' job satisfaction(Drucker, 1954, 1974; Likert, 1967; Daley, 1986; Berstein, 1993).

Government agencies' strategic planning, in-cluding empowerment and teamwork management, has brought a research question regarding the relationship between participative strategic planning process and employees' job satisfaction in the public sector. What is the relationship between employees' perceived input in strategic planning development and job satisfaction? How does employees' knowledge of departmental strategic planning and role clarity in strategic planning affect job satisfaction? Although participative manage-ment and strategic planning have been emphasized in results-oriented public management, little empirical research exists on the relationships between participative management in strategic

planning and job satisfaction. The purpose of this study is to explore the relationships between employees' perceived input in a department's strategic plan development, knowledge of strategic planning, role clarity in strategic planning, and job satisfaction in local government agencies.

This paper begins by elaborating participative management, strategic planning, and job satis-faction based on literature review in both private and public sectors. It then moves to discuss employees' participation in strategic planning and job satisfaction. Three hypotheses tested in this study are presented at the end of the literature review. The major findings, with particular emphasis on employees' perceived input in strategic planning and role clarity related to job satisfaction are highlighted. The final section of the paper also discusses lessons and implications of the findings for public management and public personnel management.

PARTICIPATIVE MANAGEMENT, STRATEGIC PLANNING, AND JOB SATISFACTION

Berry and Wechsler(1995: 159) define strategic planning as "a systematic process for managing the organization and its future direction in relation to its environment and the demands of external stakeholders, including strategy formulation, anal-ysis of agency strengths and weaknesses, iden-tification of agency stakeholders, implementation of strategic actions, and issue management." Bryson(1988: 5) further defines strategic planning as "a disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does." Although there has been growing amounts of literature on strategic planning in the public sector since the 1980s(Eadie, 1983; Bryson, Freeman, and Roering, 1986; Carr and Littman, 1990; Wechlser

and Backoff, 1990; Miesing and Andersen, 1991; Osborne and Gaebler, 1992; Radin, 1998), the Government Performance and Results Act(GPRA) of 1993 has had an especially strong impact on strategic planning in the public sector.

The GPRA requires the federal agencies to develop strategic plans including comprehensive mission statements, and a specification of general goals, objectives, and performance evaluation. In addition, the GPRA requires the federal agencies to specify annual performance plans, and to report annual program performance results(Radin, 1998). Several scholars (Broom, 1995; Melkers and Willouhby, 1998) have found similar legislation in most state governments. Others also reported that strategic planning has been implemented in state and local governments(Berman and West, 1998; Poister and Streib; 1994; Berry and Wechsler, 1995). For example, research results of a survey of municipal managers(Poister and Streib, 1994) state that 60 percent of the respondents indicate using strategic planning in their jurisdictions.

Participative Strategic Planning Process

Historically, management theory (Maslow, 1954; Argyris, 1957; MaGgregor, 1960; Bennis, 1966; Herzberg, 1966, 1968; Likert, 1967) has emphasized the importance of the coordination of organization-human relationship both for enhancing productivity and for developing human capital. Focusing on human motivation and its impact on job satisfaction and productivity, scholars have conducted research on participative management and empowerment(Drucker, 1954, 1974; Likert, 1967; Ouchi, 1981; Pascale and Athos, 1981; Spreitzer, et al., 1997). Participation is a process in which influence is shared among individuals who are otherwise hierarchical unequals (Wagner, 1994). Participatory management practices thus balance the involvement of managers and their subordinates in information-processing, decision-making, or problem- solving endeavors(Wagner, 1994).

Many managers, union leaders, and scholars share the belief that such practices have substantial positive effects on performance and satisfaction at work(Hoerr, 1989; Jackson, 1983; Peterson, 1991; Bluestone and Bluestone, 1992; Berstein, 1993).

In line with the research on participative management, participative decision-making (PDM) (Brewster, et al., 1994) has been emphasized in relation to job satisfaction (Cotton et al., 1988; Macy et al., 1989). Several studies have demonstrated that PDM can be beneficial to worker's mental health and job satisfaction(Miller and Monge, 1986; Spector, 1986; Fisher, 1989; Ganster, 1989) in a couple of ways. First, it reflects an intrinsic biological drive of workers to influence the work environment(Ganster, 1989; Ganster and Fuilier, 1989), inspiring feelings of mastery and competence associated with exerting such influence successfully over the environment (Fisher, 1989). Second, PDM allows individuals to manipulate the environment to reduce sources of stress.

Daniel and Baily(1999), however, indicated that evidence of an impact of participative decision-making(PDM) upon job satisfaction has not always been consistent. The relationship between PDM and job satisfaction could be non-linear and contingent upon individual and situational variables(Warr, 1990; Cotton, 1993, 1995; Daniels and Guppy, 1994). For example, given the importance of strategic decisions to work environments(Hickson et al., 1986), Daniel and Baily(1999) argued that the context within which individuals participate in decisions concerning the fundamental nature of their work environment may be a key moderator of the relationship between PDM, role stressors and job satisfaction. An organization's strategy is its long-term direction and objectives(Johnson and Schloes, 1993), affecting the whole organization(Hickson et al., 1986). Strategic decisions are those that concern the fundamental nature of the organization, including decisions of what activities the organization

should engage in, the acquisition and divestment of resources, and the nature and pace of change(Asch and Bowman, 1989). Individuals who participate in strategic decision making processes are able to influence their working environment in the broadest possible manner. Therefore, the context in which strategies are developed is likely to moderate the PDM-job satisfaction relationship(Daniel and Baily, 1999).

On the other hand, Spreitzer and colleagues (1997) noted that the notions of empowerment are derived from theories of participative management and employee involvement. The basic assumption is that participative management advocates sharing managers' decision- making power with employees to enhance performance and work satisfaction. Spreitzer and colleagues(1997) also addressed the idea that key focuses of the quality of life movement were on enhancing employee satisfaction, improving intrinsic motivation, and helping employees to feel good about their work and jobs. Therefore, work satisfaction was one of the earliest anticipated outcomes of empowerment. Several scholars found associations between empowerment and job satisfaction at the individual level of analysis(Tymon, 1988; Thomas and Tymon, 1994; Spreitzer et al, 1997).

Based on a survey of state agencies, Berry and Wechsler(1995) found that a participatory process, such as lower level staffs' inclusion in strategic plan development is one of the trends in strategic planning evolution in state agencies. However, there is not much empirical research on participative strategic planning process and its relationship with employees' job satisfaction and productivity in the public sector. This study explored the following research question: How does employees' perceived input in a department's strategic plan development affect their job satisfaction? The following hypothesis was examined in this study.

Hypothesis 1: Employees who perceive their input in the development of a department's strategic plan will have higher levels of job satisfaction than others who do not.

Knowledge of Strategic Planning and Role Clarity

Several researchers emphasized that individuals are motivated not only by their extrinsic needs, but also by job-related factors, such as task clarity, skill utilization, task significance, and social interactions(Hackman and Lawler, 1971; Hackman and Oldham, 1976; Daley, 1986; Glisson and Durick, 1988; Ting, 1996). Additionally, research showed that an accurate understanding of job tasks helps employees reduce job uncertainty and increase job satisfaction(Wanous, 1977; Bedeian and Armenakis, 1981; Glisson and Durick, 1988).

Hart and Banbury(1994) indicated that different processes of strategy development or strategic decision making occur across organizations, and even within the same organization. Given the complexity of strategic decision, strategy development is likely to multifaceted. In the planning process, definitions of strategic goals and analysis of strategic options are of great importance. Through participation in strategic planning, employees can have a clear understanding of strategic goals and precise plans for their implementation. In addition, employees can clarify their roles to reduce role ambiguity and role conflict during the implementation of strategic plans. Furthermore, involvement in the process of defining strategic objectives and selecting strategic options may increase influence over the organizational environment(Daniel and Baily, 1999).

How do job-related factors in strategic planning, such as employees' knowledge of goals, the objectives of strategic planning, and role clarity in strategic planning, affect job satisfaction? I proposed two dimensions of job-related factors in strategic planning that affect employees' job

satisfaction: employee's knowledge of a department's strategic planning, and role clarity in strategic planning. This study tested the following hypotheses:

Hypothesis 2: Employees who have higher levels of knowledge of a department's strategic plan will have higher levels of job satisfaction.

Hypothesis 3: Employees who perceive higher levels of role clarity in accomplishing the goals in a department's strategic plan will have higher levels of job satisfaction.

Strategic Planning in Clark County in Nevada

Clark County,[1] in Nevada, has established a variety of organizational planning and quality initiatives, including Total Quality Management and strategic planning and performance measurement, over the past decade(Clark County, 1999; Drake, 1999). In 1997, the Department of Administrative Services in Clark County, and the Board of County Commissioners proposed the County-wide Strategic Planning and tasked the County Manager with developing a system that would demonstrate the results being achieved through Clark County government services(Drake, 1999). The County Manager formed a County-wide Strategic Planning Team and developed a model and a process that would provide for the consistent development of strategic plans and performance

---

1) Clark County, with a population of 1,040,688(60 percent of the state population), is the most populous of Nevada's 17 counties(Clark County, 1999). With an annual expenditure level of approximately $1.8 billion, Clark County has one of the most complex and unique configurations (Clark County, 1999). The County is comprised of 7.927 square miles and includes five incorporated cities: Las Vegas, Henderson, North Las Vegas, Boulder City and Mesquite; thirteen unincorporated towns; one school district; four library districts; one urban and two rural fire districts; one sanitation district; one urban and three rural water districts; and eleven judicial townships.

measurements for the departments within Clark County government. Each department was required to appoint a Strategic Planning Liaison who acts as the point of contact for all strategic planning issues. Training classes were provided for all levels of management and for Strategic Planning Liaisons on the strategic planning model and process.

In 1999, based on a consistent model incorporating results-focused performance measurements, all departments submitted strategic plans. When each department completed its strategic plans, workshops were held for all directors, assistant directors, managers and strategic planning liaisons to discuss strategies and approaches for implementing their strategic plans. These workshops emphasized the roles of the managers and directors of each department and their responsibilities for ensuring that the plans were carried out. In addition, participants were provided a review concerning the ongoing monitoring of progress and the importance of integrating their strategic plans and performance measures into their daily business operations. Drake(1999) indicated that a management level incentive plan was adopted that links potential bonuses to the accomplishment of strategic plan objectives. In spite of the criticism of top-down communication flow related to strategic planning, Drake(1999) asserted that the continuing evolution of planning and quality initiatives has also served as a basis for creating an organizational culture geared toward the pursuit of delivering quality services to the community. In 1999, Clark County conducted an employee survey to evaluate strategic planning procedures, work environments, and employees' job satisfaction.

RESEARCH METHOD

This study was based on data from the Clark County Employee Survey conducted in 1999. In order to improve the work environment of the

employees, Clark County in Nevada has conducted an employee survey in 1999. For the survey, Clark County contracted with the Cannon Center for Survey Research(CCSR) at the University of Nevada, Las Vegas(UNLV) to collect, enter, and analyze the data. The following section will discuss specific data collection procedures.

Sample Selection and Survey Administration

Once the Cannon Center for Survey Research (CCSR) had provided an original copy of the 1999 Clark County Employee Opinion Survey, the Department of Administrative Services in Clark County coordinated the printing and distribution of the surveys. Based on the number of employees in 24 departments[2], payroll clerks distributed the surveys with the March 23rd payroll checks, and sent reminders with the April 9th payroll checks. Employees were given three options for returning the surveys: 1) placing them in locked drop boxes located in County buildings, 2) direct mailing to CCSR, or 3) direct faxing to CCSR. Surveys from the drop boxes were picked up during the week of April 19th, while surveys by mail and fax were accepted until data entry was complete. The survey was distributed to 4,097 employees, with 1,576 employees responding, for a response rate of 38.5 percent. Response rates among departments ranged from 30 to 80 percent.

Survey Measures

The twelve items survey focused on participative

2) Participant departments in the survey: Administrative Services, Airport, Assessor, Building, Business License, Center for Enterprise Information Technology(CEIT), Clerk, Comprehensive Planning, Comptroller, Constable-Henderson, Constable-Las Vegas, Coroner, County Commission/Finance, Family & Youth Services, General Services, Human Resources, Internal Audit, Justice Court-Las Vegas, Public Administrator, Public Works, Recorder, Sanitation, Social Services, and Treasurer.

management of strategic planning and job satisfaction. Five items were measured on a five-point Likert-type scale, with 1 for "strongly agree" and 5 for "strongly disagree." Three items were measured with the scale of "excellent," "good," "fair," "poor," or "no opinion." Also five control variables were included in the survey: supervisory communications, teamwork experience, union membership, position(management/ non-management), and years of employment in a department (see Appendix).

Independent Variables: Three independent variables related to participative management of strategic planning were developed for this study: employees' perceived input in a department's strategic plan development, knowledge of strategic planning, and role clarity in strategic planning. The following item was used for participation in strategic plan development: "I feel that I had input in the development of my department's strategic planning process." Knowledge of strategic planning was operationally defined using the following indicator: "My understanding of the department's strategic plan mission, vision and goals is ("excellent," "good," "fair," "poor," or "no opinion"). Role clarity in strategic planning was defined using the following indicator: I understand my role in accomplishing the goals in my department's strategic plan."

Dependent Variable: Job satisfaction was composed of four items from the survey instrument asking to what extent they feel satisfied with their current jobs in Clark County (1) "Overall, compared to other places I could work, Clark County is: "excellent," "good," "fair," "poor," or "no opinion," (2) "Compared to other places I could work, I feel my career opportunities at Clark County are: "excellent," "good," "fair," "poor," or no "opinion," (3) "My job provides me with a sense of accomplishment," and (4) I receive the recognition that I deserve for my work. The items all loaded heavily on a single factor and produced a

reliability coefficient of 0.81. None of the items produced meaningful off-loadings.

Control Variables: Five control variables were included in the survey: supervisory communications, teamwork experience, union membership, position (management/non-management), and years of employment in a department(see Appendix). The literature increasingly revealed a relationship between supervisor characteristics and levels of job satisfaction (Daley, 1986; Harrick, Vanek, and Michlitsch, 1986; Emmert and Taher, 1992). Emmert and Taher(1992) found social environment and job- related feedback to be important determinants of job satisfaction for both public professional and blue-collar employees. In general, their research found that people who have positive perceptions of the job environment and related well with their fellow employees and supervisors displayed higher levels of job satisfaction than those workers with negative perceptions of both. The following item was used for supervisory relationships: "My supervisor and I communicate well with each other about work related topics."

Teamwork experience was used as a control because it has been shown to influence job satisfaction positively(Cordery et al., 1991; Kirkman and Rosen, 1999). The following item was used for the teamwork experience: "In the past two years, I participated in ___ work and/or improvement teams." The numerical scales, 0, 1, 2, 3, and 4 or more, were provided for this measure. Previous research has shown that having a professional or managerial-level job was associated with higher levels of job satisfaction (Lewis, 1987; DeLon and Taher, 1996). Using a dummy variable, the variable of position was measured by the following indicator: "I am on the Management or Executive Plan." The study controlled for union membership among participants using a dummy variable coded 1 for those with union memberships. The study also included years of work in a department as a control variable: "How many years have you worked in

your department?" (0 ~ 3 years, 4 ~ 7 years, 8 ~ 10 years, more than 10 years).

RESULTS AND FINDINGS

The major respondents were from non-management position(94%). Among the survey respondents, only 203 respondents(12.9%) had participated in teamwork more than three times. Around 38 percent of the survey respondents were union members. The years of work at the department were various: 0 ~ 3 years(39%), 4 ~ 7 years(26%), 8 ~ 10 years (11%), and more than 10 years(23%). Further background information, including means, standard deviations, and correlations, is included in Table 1.

Using 1,576 samples of the Clark County survey, a multiple regression analysis(Ordinary-Least-Squares) was conducted for this study. The multiple regression model was exploratory to analyze the effect of participative strategic planning process on employees' job satisfaction. The results of the multiple regression model appear in Table 2. The equation was statistically significant (Adjusted R^2 = .396, p < .001). The major findings of the regression analysis were as follows.

The results of the model demonstrated that employees' perceived input in the development of a department's strategic plan is strongly associated with job satisfaction(Table 2). It suggests that employees who believe they have input in departmental strategic planning, perceive a higher level of job satisfaction than employees who do not believe they have input in strategic planning(β = .25, p < .001). As earlier discussed, several studies(Berstein, 1993; Bluestone and Bluestone, 1992; Hoerr, 1989; Peterson, 1991; Wagner, 1994) showed that participative management practices have positive effects on job satisfaction. The study result supports these research findings. Therefore, hypothesis 1 was supported in the regression analysis of this study.

Table 1. Descriptive Statistics and Correlations.

Variable	Mean (N)	s.d (rang)	1	2	3	4	5	6	7	8	9
1. Job Satisfaction	2.38 (1576)	0.83 (1-5)	1								
2. Knowledge of Department Strategic planning	2.55 (1415)	1.00 (1-4)	.44**								
3. Perceived input in strategic planning development	3.28 (1566)	1.24 (1-5)	.50**	.63**	1						
4. Role clarity in Strategic Planning	2.79 (1567)	1.15 (1-5)	.47**	.70**	.65*	1					
5. Effective Communication with supervisors	2.20 (1572)	1.08 (1-5)	.50**	.34**	.33*	.36**	1				
6. Teamwork experience	.97 (1521)	1.26 (0-4)	-18**	.28**	-.40**	-30**	-14**	1			
7. Management position	.06 (1542)	0.24 (0-1)	-17**	-23**	-.31**	.22**	-10**	.24**	1		
8. Union membership	.38 (1551)	0.48 (0-1)	.13**	.09**	.16**	.12**	07**	-.05*	-15**	1	
9. Yeasr of work	2.19 (1555)	1.18 (1-4)	.08**	-.00	-.00	-.02	-.00	.13**	.09**	.13**	1

** $p < .01$ (2-tailed), * $p < .05$ (2-tailed). (Years of work, 1= 0~3 years, 2= 4~7 years, 3= 8~10 years, 4= more than 10 years: Management position, 1= yes, and 0= no; Union membership, 1= yes, and 0= no.)

Table 2. Results of Regression Analysis (Participative Strategic Planning Process and Job Satisfaction).

Independent variables	Standardized Regression Coefficient (β)	Standard Error (s.e.)	t
Perceived input in strategic planning development	0.25***	0.02	8.20***
Knowledge of Department Strategic planning	0.10**	0.02	3.49**
Role clarity in Strategic Planning	0.11***	0.02	3.65***
Control Variables			
Effective Communication with supervisors	0.35***	0.02	15.59***
Teamwork	0.02	0.02	0.70
Management position	-0.02	0.08	-0.79
Union membership	0.03	0.04	1.16
Years of work at Department	0.07**	0.02	3.27**
Constant		0.07	9.86
R^2	0.399		
Adjusted R^2	0.396		
F	118.25***		

*** $p < .001$, ** $p < .01$

The findings in Table 2 indicated that employees' knowledge of a department's strategic plan is significantly associated with job satisfaction. The results suggest that employees who have well informed knowledge of strategic planning in their department perceive a higher level of job satisfaction than others who do not have knowledge of a department's strategic plan(β = .10, $p < .01$). The results of the model also demonstrated that employees' role clarity in a department's strategic planning is also strongly associated with job satisfaction(Table 2). It suggests that employees who experience higher levels of role clarity in accomplishing the goals in a department's strategic plan perceive a higher level of job satisfaction than employees who do not have role clarity in a department's strategic planning(β =.11, $p < .001$).

Therefore, hypothesis 2 and hypothesis 3 received support. The results of the study demonstrate that supervisory relationship is also strongly associated with job satisfaction (Table 2). It suggests that employees who have effective communications with their supervisor, perceive a higher level of job satisfaction than others who do not believe in effective communications with their supervisors(β = .35, $p < .001$). It also indicates that supervisory communications might be a primary means to link participative strategic planning process to employees' job satisfaction. The years of work at department is significantly related to job satisfaction. It shows that employees who have worked at their department in a short time of period more likely to express higher levels of satisfaction with their jobs. Overall, the results support that individuals are motivated by positive job-related factors, such as task clarity, skill utilization, task significance, and social interactions(Hackman and Lawler, 1971; Hackman and Oldham, 1976; Ting, 1996).

IMPLICATIONS AND DISCUSSION

This study examined the effect of participative strategic planning process on employees' job satisfaction in local government agencies. Interestingly, the results suggested that employees who believe in their input in the strategic planning process perceive a higher level of job satisfaction than those who do not. In general, the results demonstrated that participative management is an important job- related and an organizational factor affecting job satisfaction(Drucker, 1954, 1974; Likert, 1967; Ouchi, 1981; Pascale and Athos, 1981; Spreitzer, et al, 1997). The present study also extended research on the relationship between employees' knowledge of strategic planning and job satisfaction. The study results supported a positive relationship between employees' knowledge of strategic plans in their departments and employees' job satisfaction. The study also highlighted employees' role clarity in strategic planning as a job-related factor affecting employee job satisfaction. The results demonstrated that employees who have a clear understanding of their roles in accomplishing the goals in a department's strategic plan have a higher level of job satisfaction than others who do not(Hackman and Lawler, 1971; Hackman and Oldham, 1976; Ting, 1996). In general, the results demonstrated that participative strategic planning process is an important organizational factor affecting employees' job satisfaction.

What are the implications of the findings of this study for public administration? The results have important implications for public management, strategic planning management, and public personnel management. In practice, the essential implication of the findings is that executive leaders and managers should become aware of the importance of factors including employees' participation in strategic plan development, well informed strategic plans, and role clarity in

strategic plans related to employee job satisfaction. When agencies develop leadership development programs or strategic plan training for managers and supervisors, they should consider the leadership of participative management and empowerment of employees as one of the key components of the programs.

The study's findings demonstrated that employees' perceived input in strategic planning positively affects employee job satisfaction. The study's findings suggest that participative management of strategic planning might contribute positively to organizational effectiveness. As Daniels and Bailey(1999) indicated, individuals who participate in the strategic decision-making process are able to influence their work environments in the broadest possible manners. Therefore, the result of this present study supported the positive associations between empowerment and job satisfaction(Tymon, 1988; Thomas and Tymon, 1994; Spreitzer et al., 1997). In this respect, strategic planning procedures in agencies should invite employees as a key stakeholders affecting successful implementation of the strategic plan. More generally, the results of the present study indicated that employees' knowledge of a department's strategic planning and role clarity in accomplishing the goals of strategic plans would affect the success of the strategic planning in public agencies.

Under these circumstances, effective supervisory communications should be emphasized to facilitate the process of strategic planning among executive leaders, managers, and front - line employees. Strategic planning might focus on restructuring the current workforce structure related to standard operational system changes. In that case, effective communication between supervisors and employees would be a significant factor facilitating the implementation of strategic planning in organizations. Supervisors should inform employees of the objectives and job expectations under the new

organizational structure. At the same time, employees' participation in the process of strategic planning should be emphasized at the stage of initiating strategic planning, as should implementation of the strategic planning.

All of the suggestions described above would not be easily accomplished without organizational leaders' commitment to changing organizational culture from the traditional patterns of hierarchical structure to flexible organizational structure, emphasizing participative management and empowerment in agencies. Several studies(Tichy and DeVanna, 1990; Northhouse, 1997; Zajac and Al-Kazemi, 1997) emphasized transformational leadership, in which leaders actively respond to fundamental changes in the environment to engage programs of learning, change, and renewal in organization. To respond to new needs of employees and the environmental changes of the organization under strategic planning, executive leaders and managers should consider several efforts to facilitate participative management in strategic planning. For example, the regular distribution of newsletters and memorandums will provide employees with information on strategic planning procedures. Second, management can set up regular focus group meetings with employees and supervisors from different work units to share issues of strategic planning relating to their operational system changes, the relationships among work units, and organizational effectiveness. Additionally, training programs for managers and supervisors emphasizing leadership in participative management and effective communication skills would facilitate the implementation of strategic plans, as well as teamwork management practices in agencies.

FUTURE RESEARCH AND CONCLUSION

Several relationships explored in this study

suggest important future research. In the future, multiple studies of the association between participative strategic planning process and job satisfaction would provide validation of the present research and identify diverse aspects of job-related factors and organizational factors affecting job satisfaction. For example, researchers can develop various measures for employees' participation in strategic planning, knowledge of strategic plans, and role clarity in strategic planning. Several limitations of the present study should also be noted. First, more empirical data based on multiple measures of variables, in-depth interviews, and participatory observation should be collected to improve empirical validity of the research. Second, the present study did not collect information regarding pay, the work environment, job characteristics, gender, family structure, education, and age. Future studies should include these variables as job related characteristics and as individual characteristics affecting job satisfaction.

In conclusion, the findings reported in this study showed how employees' participation in strategic plan development, knowledge of strategic planning, and role clarity in strategic planning affect job satisfaction. Thus, the study suggests that participative management in strategic planning process can enhance employees' job satisfaction. In this regard, management's commitment to participative management and organizational leadership focusing on culture change should be emphasized in the public sector.

Appendix : Survey Measures

Items were measured on a five-point Likert-type scale, with 1 for "strongly agree" and 5 for "strongly disagree" unless otherwise noted.

Independent Variables

Input in strategic planning : I feel that I had input in the development of my department's strategic planning process.

Knowledge of strategic planning : My understanding of department's strategic plan mission, vision and goals is: "excellent," "good," "fair," "poor," or "no opinion."

Role clarity in strategic planning : I understand my role in accomplishing the goals in my department's strategic plan.

Dependent Variable

Job satisfaction (coefficient alpha: 0.81.) : Overall, compared to other places I could work, Clark County is: "excellent," "good," "fair," "poor," or "no opinion."

Compared to other places I could work, I feel my career opportunities at Clark County are: "excellent," "good," "fair," "poor," or "no opinion."

My job provides me with a sense of accomplishment.

I receive the recognition that I deserve for my work.

Control Variables

My supervisor and I communicate well with each other about work related topics.

Teamwork experience: In the past two years, I participated in ___ work and/or improvement teams. Numerical scales were provided for this measure: 0, 1, 2, 3, 4 or more.

Position: I am on the Management or Executive Plan. ("Yes," or "No").

Union membership: I am a member of a collective bargaining unit (union). ("Yes," or "No")

Years of work at the department: How many years have you worked in your department? ("0～3 years," "4～7 years," "8～10 years," or "more than 10 years")

Bibliography

Argyris, C. 1957. *Personality and Organizations*. New York: Harper and Brothers.

Asch, D., and C. Bowman. 1989. *Readings in Strategic Management*. Basingstoke: Macmillan.

Barling, J., B. Wade, and C. Fullagar. 1990. Predicting employee commitment to company and union: Divergent models. *Journal of Occupational Psychology* 63(1): 49~63.

Bedeian, A. G., and A. A. Armenakis. 1981. A path-analytic study of the consequences of role conflict and ambiguity. *Academy of Management Journal* 24: 417~424.

Bennis, W. 1966. *Changing Organizations*. New York: McGraw-Hill.

Berman M. Evan, and West P. Jonathan. 1998. Productivity Enhancement Efforts in Public and Nonprofit Organizations. *Public Productivity & Management Review* 22(2): 207~219.

Bernstein, A. 1993. Making teamwork work and appeasing Uncle Sam. *Business Week* 25: 101.

Berry, F. S., and B. Wechsler. 1995. State agencies' experience with strategic planning: Findings from a national survey. *Public Administration Review* 55: 159~168.

Bluestone, B., and I. Bluestone. 1992. *Negotiating the Future: A Labor Perspective on American Business*. New York: Basic Books.

Bozeman, B., and J. D. Straussman. 1990. *Public Management Strategies: Guidelines for Managerial Effectiveness*. San Francisco: Jessey-Bass Publishers.

Brewster, C., A. Hegewisch, L. Mayne, and O. Tregaskis. 1994. Employee communication and participation. in C. Brewster and A. Hefewisch (eds.), *Policy and Practice in European Human Resource Management: The Price Waterhouse Cranfield Survey*. New York: Routledge, pp. 154~167.

Brooke, P. P. and J. L. Price. 1989. The determinants of employee absenteeism: An empirical test of a causal model. *Journal of Occupational Psychology* 62(1): 1~19.

Broom, C. A. 1995. Performance-based government models: Building a track record. *Public Budgeting and Finance* 15(4): 3~17.

Bryson, J. M. 1988. *Strategic Planning for Public and Nonprofit Organizations: A Guide to Strengthening and Sustaining Organizational Achievement*. San Francisco: Jossey-Bass.

_____, R. E. Freeman, and W. D. Roering. 1986. Strategic planning in the public sector: Approaches and directions. In B. Checkoway (ed.), *Strategic Perspectives on Planning Practices*. Lexington, MA: Lexington Books, pp. 65~85.

Carr, D. K. and I. D. Littman. 1990. *Excellence in Government: Total Quality Management in the 1990's*. Arlington, VA: Coopers & Lybrand.

Clark County in Nevada. 1999. Clark County Strategic Plan. (www.co.clark.nv.us).

Cordery, J. L., W. S. Mueller, and L. M. Smith. 1991. Attitudinal and behavioral effects of autonomous group working: A longitudinal field study. *Academy of Management Journal* 34(2): 464~476.

_____. 1993. *Employee Involvement*. Newbury Park, CA: Sage.

_____. 1995. Participation's effect on performance and satisfaction: A reconsideration of Wagner. *Academy of Management Review* 20(2): 276~278.

Cotton, J. L., D. A. Vollrath, K. L. Frogatt, M. L. Lengnick-Hall, and K. R. Jennings. 1988. Employee participation: Diverse forms and different outcomes. *Academy of Management Review* 13(1): 8~22.

Daley, D. M. 1986. Humanistic management and organizational success: The effect of job and work environment characteristics on organizational effectiveness, public responsiveness,

and job satisfaction. *Public Personnel Management* 15: 131 ~ 142.

Daniels, K. and A. Guppy. 1994. Occupational stress, social support, job control and psychological well-being. *Human Relations* 47(12): 1523 ~ 1544.

_____, and A. Bailey. 1999. Strategy development processes and participation in decision-making: Predictors of role stressors and job satisfaction. *Journal of Applied Management Studies* 8(1): 27 ~ 42.

DeSantis, V. S. and S. L. Durst. 1996. Comparing job satisfaction among public and private sector employees. *American Review of Public Administration* 26(3): 327 ~ 339.

DeLeon, L. and W. Taher. 1996. Expectations and job satisfaction of local-government professionals. *American Review of Public Administration* 26(4): 401 ~ 416.

Drake, D. 1999. *The Journey from Strategic Planning Performance Measurement: Managing for Results.* Unpublished research paper, Department of Administrative Services, Clark County, Nevada.

Drucker, P. 1954. *The Practice of Management.* New York: Harper and Row.

_____. 1974. *Management: Tasks, Responsibilities, Practices.* New York: Harper and Row.

Eadie, D.C . 1983. Putting a powerful tool to practical use: The application of strategic planning in the public sector. *Public Administration Review* 43: 447 ~ 452.

Emmert, M. A., and W. A. Taher. 1992. Public sector professionals: The effects of public sector jobs on motivation, job satisfaction and work involvement. *American Review of Public Administration* 22: 37 ~ 48.

Farrell, D., and C. L. Stamm. 1988. Meta-analysis of the correlates of employee absence. *Human Relations* 41(3): 211 ~ 227.

Fisher. S. 1989. Stress, control, worry pre-

scriptions and the implications for health at work: A psychological model. In S. L. Sauter, J. J. Hurrell, and C. L. Cooper (eds.). *Job Control and Worker Health.* Chichester: Wiley, pp. 205 ~ 236.

Ganster, D. C. 1989. Worker control and well-being: A review of research in the workplace. In S. L. Sauter, J. J. Hurrell, and C. L. Cooper (eds.). *Job Control and Worker Health.* Chichester: Wiley, pp. 3 ~ 23.

Ganster, D. C., and M. R. Fusilier. 1989. Control in the Workplace. In C. L. Cooper, and I. T. Robertson (eds.). *International Review of Industrial and Organizational Psychology.* Chischester: Wiley, pp. 235 ~ 280.

Glisson, C., and M. Durick. 1988. Predictors of job satisfaction and organizational commitment in human service organizations. *Administrative Science Quarterly* 33: 61 ~ 81.

Hackman, J. R., and E. E. Lawler. 1971. Employee reactions to job characteristics. *Journal of Applied Psychology* 55: 259 ~ 286.

Hackman, J., and G. Oldham. 1976. Motivation through the design of work: Test of a theory. *Organizational Behavior and Human Performance* 16: 250 ~ 279.

Hart, S., and C. Banbury. 1994. How strategy-making processes can make a difference. *Strategic Management Journal* 15(3): 251 ~ 269.

Harrick, E. J., G. R. Vanek, and J. F. Michlitsch. 1986. Alternative work schedules, productivity, leave usage, and employee attitudes: A field study. *Public Personnel Management* 15: 159 ~ 169.

Herzberg, F. 1966. *Work and the Nature of Man. Cleveland,* OH: World Publishing.

_____. 1968. One more time: How do you motivate employees? *Harvard Business Review* 46: 53 ~ 62.

Hickson, D. J., R. J. Butler, D. Cray, G. R. Mallory, and D. C. Wilson. 1986. *Top*

Decisions: Strategic Decision Making in Organizations. Oxford: Blackwell.

Hoerr, J. 1989. The payoff from teamwork: The gains cue substantialSo why isn't it spreding faster? *Busienss Week* 10: 58 ~ 59.

Jackson, S. E. 1983. Participation in decision-making as a strategy for reducing job- related strain. *Journal of Applied Psychology* 68(1): 3 ~ 19.

Kemery, E. D., A. G. Bedeian, K. W. Mossholder, and J. Touliatos. 1985. Outcomes of role stress: A multisample constructive replication. *Academy of Management Journal* 28(2): 363 ~ 375.

_____, K. W. Mossholder, and A. G. Bedeian. 1987. Role stress, physical symptomology, and turnover intentions: A causal analysis of three alternative specifications. *Journal of Occupational Behavior* 8(1): 11 ~ 23.

Kirkman, B. L. and B. Rosen. 1999. Beyond self-management: Antecedents and consequences of team empowerment. *Academy of Management Journal* 42(1): 58 ~ 74.

Lewis, G. B. 1987. Men and women toward the top: Backgrounds, careers, and potential of federal middle managers. *Public Personnel Management* 21: 473 ~ 491.

Likert, R. 1967. *The Human Organization: Its Management and Value.* New York: McGraw Hill.

Macy, B. A., M. F. Peterson, and L. W. Norton. 1989. A test of participation theory in a work redesign field setting: Degree of participation and comparison site contrasts. *Human Relations* 42(12): 1095 ~ 1165.

Maslow, A. 1954. *Motivation and Personality.* New York: Harper and Row.

McGregor, D. 1960. *The Human Side of Enterprise.* New York: McGraw-Hill.

Melkers, J., and K. Willoughby. 1998. The state of states: Performance-based budgeting require-ments in 47 out of 50. *Public Administration Review* 58: 66 ~ 73.

Miesing, P. & D. F. Andersen. 1991. The size and scope of strategic planning in state agencies: The New York experience. *American Review of Public Administration* 22: 119 ~ 137.

Miller, K. I., and P. R. Monge. 1986. Participation, satisfaction, and productivity: A meta-analytic review. *Academy of Management Journal* 29(4): 727 ~ 753.

National Commission on the Public Service. 1989. Leadership for America: Rebuilding the Public Service. Report to the Committee on Post Service and Civil Service, U.S. House Representatives, 101st Congress, 1st session. Report No. 101 ~ 4. Washington D.C.: U.S. Government Printing Office.

Noer, D. M. 1993. *Healing the Wounds: Overcoming the Trauma of Layoffs and Revitalizing Downsized Organizations.* San Francisco: Jossey-Bass.

Northhouse, P. G. 1997. *Leadership: Theory and Practice.* Thousand Oaks: Sage.

Ouchi, W. 1981. *Theory Z.* New York: Addison-Wesley.

Osborne, D. and T. Gaebler. 1992. *Reinventing Government: How the Entrepreneurial Spirit Is Transforming the Public Sector.* Reading, MA: Addison Wesley Publishing Co.

Pascale, R. and A. Athos. 1981. *The Art of Japanese Management.* New York: Simon and Schuster.

Peterson, D. E. 1991. *A Bitter idea: Redefining the Way Americans Work.* Boston: Houghton-Mifflin.

Poister, T. H., and G. Streib. 1994. Municipal management tools from 1976 to 1993: An overview and update. *Public Productivity and Management Review* 18: 115 ~ 125.

Radin, B. A. 1998. The Government Performance and Results Act (GPRA): Hydra- headed monster or flexible management tool? *Public*

Administration Review 58(4): 307~316.

Rainey, H. G. 1991. *Understanding and Managing Public Organizations.* San Francisco: Jessey-Bass Publishers.

Spector, P. E. 1986. Perceived control by employees: A meta-snalysis of studies concerning autonomy and participation at work. *Human Relations,* 39(10): 1005~1016.

Spreitzer, G. M., M. A. Kizilos, and S. W. Nason. 1997. A dimensional analysis of the relationship between psychological empowerment and effectiveness, satisfaction, and strain. *Journal of Management* 23(5): 679~704.

Thomas, K., and W. G. Tymon. 1994. Does empowerment always work: Understanding the role of intrinsic motivation and personal interaction. *Journal of Management Systems* 6(3): 345~367.

Ting, Y. 1996. Analysis of job satisfaction of the federal white-collar work force: Findings from the survey of federal employees. *American Review of Public Administration* 26(4): 439~456.

Tichy, N. M., and M. A. DeVanna. 1989. *The Transformational Leader.* New York: John Wiley.

Tymon, W. G. 1988. *An Empirical Investigation of a Cognitive Model of Empowerment.* Unpublished doctoral dissertation. Temple University, Philadelphia.

U. S. General Accounting Office.1999. *Human Capital: A Self-Assessment Checklist for Agency Leaders.* GAO/GGD-99~179.

U. S. Merit System Protection Board. 1990a. *Why Are Employees Leaving the Federal Government?* Wahington D.C.: MSPB.

⸻. 1990b. *Working for America: A Federal Employee Survey.* Wahington D.C.: MSPB.

⸻. 1998a. *Federal Supervisors and Strategic Human Resources Management.* Wahington D.C.:MSPB.

⸻. 1998b. *The Changing Federal Workplace: Employee Perspectives.* Wahington D.C.: MSPB.

Wagner, J. A. III. 1994. Participation's effect on performance and satisfaction: A reconsideration of research evidence. *Academy of Management Review* 19(2): 312~330.

Wanous, J. P. 1977. Organizational entry: Newcomers moving from outside to inside. *Psychological Bulletin* 87: 601 ~618.

Warr, P. 1990. Decision attitude, job demands, and employee well-being. *Work and Stress* 4(3): 285~294.

Wechsler, B., and R. Backoff. 1990. Policymaking and adminiatration in state agencies: Strategic management approaches. in F. S. Lane (ed.), *Current Issues in Public Adminsitration.* New York: St. Martin's Press, pp. 417~428.

Zajac, G., and A. Al-Kazemi. 1997. Reinventing government and redefining leadership. *Public Productivity and Management Review,* 20(4): 372~383.