
STRENGTH WEAKNESS OPPORTUNITY THREAT (S.W.O.T) ANALYSIS AS A DECISION-SUPPORT SYSTEM IN REGIONAL PUBLIC POLICY PLANNING :

(A BRIEF OVERVIEW OF CORPORATE ANALYSIS TOOL IN POLICY PLANNING IN GOVERNMENT SECTOR)

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Abstract : The process of policy making, strategy formulation goes through a number of methods and one such aspect is S.W.O.T. analysis i.e. Strengths ,Weaknesses, Opportunities, Threats analysis, which now is not only confined to business world but has spread its wings for policy formulation and environment analysis in the government sector too. It's a handy tool which can be used for regional planning purpose as been done in Hill economy of Europe. The systemized approach can give a concrete, clear cut methodology in decision making for Policy making and regional planning. The handy tool can be used as a systemized mechanism for the evidence based planning mechanism. The Research paper that has been the extract from the doctorate thesis entitled "STRENGTH, WEAKNESS, OPPORTUNITY, THREAT S.W.O.T. Analysis of Non Polluting Industries of Uttaranchal : (with Special Reference to District Dehradun)." – By Dr Bharti Jaiswal, briefly gives a glimpse of the S.W.O.T. Analysis approach that can be manifested in Regional Planning Process.

Key Words: Corporate Analysis Tool , Regional Planning, Planning Tools

1.01 Management and Corporate Analysis: Overview

"Management, as a term, has attained extensive dignity almost overnight in India; industrial engineers, medical practitioners, public administrators and even legislatures now consider it a fashion to talk in terms of management; leave aside the real managerial community".¹ It is evident that there is a wide spread awakening of management as a practice in India and other developing countries in this century. Human life represents a constant need to respond to changes. Obviously management practitioners in every field of knowledge cannot ignore the emerging trends.

"Management is actually multi dimensional, a task, a practice, a philosophy and a challenge. It has to anticipate future, to balance short range and long range goals and to achieve the objectives, for which the resources, including manpower, are to be guided and committed to action. It is here that the process of **policy making, strategy formulation and implementation play** the central role of effectively managing the business in private sector and administration in public sector."² The process of policy making, strategy formulation goes through a number of methods and one such aspect is S.W.O.T. analysis i.e. Strengths ,Weaknesses, Opportunities, Threats analysis, which now is not only confined to business world **but has spread its wings for policy formulation and environment analysis in the government sector too.**

- ✓ It provides the limits within which the decisions have to be made.
- ✓ They are generally expressed in the qualitative or conditional terms.
- ✓ It is pervasive in nature i.e., exists at all the levels in the organization.
- ✓ Policies and its formulation are today universal i.e. can be implied in business as well as non business fields.

1.02(b) Strategies and Corporate Strategies

A strategy is an action plan which sets the direction that a company will be taking. It is a decision making choice and would involve consideration for **internal strengths and weaknesses and external environment of affecting the company**. Strategy was earlier used for military maneuvering but it is now used in organization too.

In a business set up, a planner should see the plans and policies of his competitors and then modify or re-adjust his plans so that he may prove the superiority of his product or service. Strategy can also be used in the sense that it helps in the determination of organizational objectives and the deployment of resources of achieving them. "Strategy is the pattern of objectives, purposes, or goals, stated in such a way as to define what business the company is in or is to be in and the kind of company is or is to be."⁷

T.Ramasamy has given a more explicit definition when he says, "Strategy is the determination of basic long-term goals and objectives of an enterprise, the adoption of course of action and the allocation of resources necessary for carrying out these goals."⁸

A strategy is thus a broad plan for bringing the organization from the present position to the desired in future. The question like: Where is the organization now? Where does it want to go in? What should be done to take it there?

1.02 (b)(i) Features of Strategies Formulation

The above discussion brings out the following features of strategies⁹:

- ✓ Strategies consist of general programme of action to be pursued for achieving organizational goals.
- ✓ Strategy involves choices that determine the nature and direction of the organization's activities towards the attainment of goals.
- ✓ Strategies include tactics used by the opponents. They are meant not only to achieve business goals but also to counter certain steps taken by the competitors.
- ✓ Strategy is a right combination of both internal and external factors. The strengths and weaknesses of the organization and the likely impact of external factors should be analyzed before deciding a policy for the future.
- ✓ Strategies are never static. They have to be modified or changed as per the needs of the situation.

- ✓ Strategies may involve even contradictory action. Since they depend upon many variable factors, a manager may take an action today and may reverse it tomorrow depending upon the situation.
- ✓ Strategy is forward looking. Its orientation will be towards future. The past actions can be used as a guideline for future decisions.
- ✓ Strategies are formulated only at the top level management. Lower level management is only expected to execute them.

1.03 The Nature and Purpose of Strategies and Policies

“Strategies and Policies are closely related. Both give direction, both are the framework for plans, both is the basis of operational plans and both affect all areas of managing. Authors differ in at least one major aspect about strategies.”¹⁰ Some writers focus on both the endpoints (purpose, mission, goals and objectives) and the means of achieving them (policies and plans). Others emphasis the means to the ends in the strategic process rather than the ends perse.

Thus strategy refers to the determination of the purpose (mission) and the basic long-term objective of an enterprise and the adoption of courses of action and allocation of resources necessary to achieve these aims. Therefore, objectives are a part of the strategy formulation.

“Policies are general statements or understanding the guide manager’s thinking in decision making. They ensure that decisions fall within certain boundaries. They usually do not require actions but are intended to guide managers in their commitment to the decision they usually do not require action but are intended to guide managers in their commitment to the decision they ultimately make. The essence of policy is discretion. Strategy, on the other hand, concerns the direct in which human and material resources will be applied in order to increase the chances of achieving selected objectives.”¹¹

1.04 Process for Organization Analysis for Planning, Policy & Strategy Formulation

1.04 (a) Inputs from the External Environment

Inputs from the **external environment include people, capital and managerial skills, as well as technical knowledge and skills.** In addition, various groups of people make demands on the enterprise. For example, employees want higher pay, more benefits, and job security. On the other hand, consumers demand safe and reliable products at reasonable prices. Suppliers want assurance that their products will be bought. Stockholders want not only a high return on their investment but also security for their money. Federal, state, and local governments depend on taxes paid by the enterprise, but they also expect the enterprise to comply with their laws. Similarly, the community demands that enterprises be “good citizens,” providing the maximum number of jobs with a minimum of pollution. Other claimants to the enterprise may include financial institutions and labour unions; even competitors have a legitimate claim for fair play. It is clear that many of these claims are incongruent, and it is the manager’s job to integrate the legitimate objectives of the claimants. This may need to be done through compromises, trade-offs, and denials of the manager’s own ego.

1.04 (b) Inputs from Industry

As suggested by Professor Michael Porter the formulation of a strategy requires the **evaluation and analysis of the external environment**. The focus is on the kind of competition within an industry, the possibility of new firms entering the market, the availability of substitute products or services, the bargaining positions of the suppliers, and buyers/customers.

1.04 (c) Inputs from Enterprise Profile

The enterprise profile is usually the starting point for determining where the company is and where it should go. Thus, top managers determine the basic purpose of the enterprise and clarify the firm's geographic orientation, such as whether it should operate in selected regions, in all states in the United States, or even in different countries. In addition, managers assess the competitive situation of their firm.

One can also often infer from the advertisements what is important for a company in terms of geographic orientation, product emphasis, and strategies in cooperating with partners and even competitors. Here are some examples¹²:

- ✓ For SIDCUL it is "Either we will find or make one."
- ✓ Uttaranchal Tourism it is "Simply heaven"
- ✓ For Konica it is "Giving the customer a voice in product design."
- ✓ For AMWAY it is "Made in America, sold around the world."
- ✓ For Cannon it is "Working both with partners and competitors."

1.04(d) Inputs from Orientation, Values, and Vision of Executives

"The enterprise profile is shaped by the people, especially executives and their orientation and values are important for formulating the strategy. They set the organizational climate, and they determine the direction of the firm through their vision. Consequently, their values, their preferences and their attitudes toward risks have to be carefully examined because they have an impact on the strategy."¹³

1.04 (e) Inputs from Mission (Purpose), Objectives, and Strategic Intent

"The mission, also sometimes called as "purpose", is the answer to the question: What is our business? The major objectives are the end points towards which the activities of the enterprise are directed. These topics were discussed in the previous chapter. Strategic intent is the commitment to win in the competitive environment. Professors Gary Hamel and C K Prahalad analyzed the companies that had achieved global leadership. They found that those firms had an obsession with winning, not only at the top-level but also throughout the organization. This obsession is called "strategic intent" and is illustrated by Komatsu's intent to "encircle Caterpillar," its main rival, or Canon's idea to "Beat Xerox," or Honda's become an automotive pioneer such as "a second Ford." The authors pointed out that the strategic intent requires a personal effort and commitment. The intent statement is stable over time and focuses on the essence of winning."¹⁴

The present and future external environment must be assessed in terms of threats and opportunities. The evaluation focuses on the competitive situation as well as on economic, social, political, legal, demographic and geographic factors. In addition, the environment is scanned for technological developments, for products and services on the market, and for other factors necessary for determining the competitive situation of the enterprise.

1.04 (g) Inputs from Internal Environment

Similarly, the firm's internal environment should be adjusted and evaluated with respect to its resources and its weaknesses, and strengths in research and development, production, operations, procurement, marketing and product and services. Other internal factors, that are important for formulating a strategy and should be assessed, include human resources and financial resources, as well as the company image, the organization structure and climate, the planning and control system, and relations with customers.

1.05(a) Environment Scanning Through Inputs and Strategies Formulation

- ✓ The process of taking stock and involves thorough examination of both the internal status of the organization and the external context in of the organization in which it is situated.
- ✓ A method that enables decision makers both to understand the external environment and the interconnections of its various sectors and to translate this understanding into the institutions planning and decision-making processes.
- ✓ A kind of radar to scan the world systematically and signal the new, the unexpected, the major and the minor.
- ✓ The exploration phase of a strategic planning process. Scanning is our opportunity to take a fresh, objective look at educational needs.
- ✓ The process of using information about the world in decision making.

"Strategic alternatives are developed on the basis of an analysis of the external and internal environment. This process is known as environmental scanning which covers basically S.W.O.T. analysis as the chief component. An organization may pursue many different kinds of strategies. It may specialize or concentrate, as the Korean Hyundai Company did by producing lower-prices cars (in contrast to General Motors, for example, which has a complete product line ranging from inexpensive to luxury cars).

Alternatively, a firm may diversify, extending the operation into new and profitable markets. K-Mart formed a Specialty Retailing Group that includes stores such as Walden Book Company Inc.; Builder's Square, Inc.; Designer Depot; and Pay Less Drug Stores Northwest, Inc. Still another strategy is to go international and expand the operation into other countries." ¹⁵Similarly, the State of Uttaranchal (Now Uttarakhand) *too is having diversified nature of industrialization such as Agro based industrialization, Tourism based industrialization etc, and all this has been done through the tool of environmental scanning discussed as under in the following chart.*

1.05 (b) Environmental Scanning Process in Chart Form

Synthesize and act on scanning information: Translate scanning information into actionable ideas.	
COMPONENTS OF ENVIRONMENTAL SCANNING	
uncontrollable factors	<p>Macro environment factors</p> <ul style="list-style-type: none"> ➤ Social/demographic/cultural factor ➤ Technological/scientific know how and progress. ➤ Economic/occupational, Interest rates. ➤ Political :How stable is the political environment? ➤ Environmental : Does the population have a strong/weak opinion on green issues? <p>Microenvironment factors (Controllable factors)</p> <ul style="list-style-type: none"> ➤ Internal Factors
Conduct a S.W.O.T. Analysis on factors after deep analysis are compartmentalized in four sectors:	
Strengths	Weaknesses
Opportunities	Threats
A strength = a resource of capacity the organization can use effectively to achieve its objectives	A weakness = a limitation, fault or defect in the organization that will keep it from achieving its objectives
An opportunity = any favourable situation in the organization's environment	A threat = any unfavourable situation in the organization's environment that is potentially damaging to its strategy.

Source : Self created with references from Koontz model.

1.05(c) Principles of Environmental Scanning

- ✓ Explore both sides of the ledger to gain a complete picture.
- ✓ Think macro and micro.
- ✓ Use multiple lenses to look at the same information or situation.
- ✓ Look for ways to triangulate information.
- ✓ Think beyond felt needs and opportunities

1.06 (a) S.W.O.T. Analysis Matrix / T.O.W.S. Matrix¹⁶

“A modern tool for analysis of the situation that effects the situation of a particular business or organization. The brief overview of the strategic planning process clearly indicates that the methodology of strategic planning consist of environment scanning which in turn can be done through a very handy managerial tool known as S.W.O.T. Analysis(Strengths , Weaknesses, Opportunities, Threats) analysis .It can also be written in the reverse manner i.e. T.O.W.S. (Threats, Opportunities, Weaknesses, Strengths) analysis.”

1.06 (b) Steps to Conducting a SWOT Analysis

- ✓ Driving Forces (Environmental Scan data is presented).
- ✓ Generate list of Strengths, Weaknesses, Opportunities, and Threats.
- ✓ Clarification of S.W.O.T.
- ✓ Prioritization.
- ✓ Desired State & Implications to unit.
- ✓ Strategy Development.
- ✓ Incorporation of strategies into strategic plans.
- ✓ Documentation.

1.07 S.W.O.T. as a Decision-Support System in Public Policy Planning

The SWOT analysis approach also referred to as the “design school model”;¹⁷ seeks to address the question of strategy formation from a two-fold perspective: from an *external* appraisal (of threats and opportunities in an environment) and from an *internal* appraisal (of strengths and weaknesses in an organization). The two perspectives can be differentiated by the different degree of control attainable within each. The dynamic and unrestricted nature of the external environment can seriously hamper the process of detailed strategic planning, whilst internal factors are – or at least should be – more easily manageable for the organizational entity in question.

“The model originally stems from the business management literature, where such an analysis has a clearly identifiable, strategic goal, as it is intended to shed light on outside opportunities and threats that can affect the future of a business, thereby suggesting some possible remedial actions that might be appropriate in certain circumstances. The internal analysis of a company’s strengths and weaknesses is in turn intended to highlight certain strategies that the company can exploit, in particular, drawing attention to certain practices that the company may need to correct. Analogous to this business strategy, public institutions may also use a similar method to outline the internal and external factors relevant to their strategic planning process. **During the 1980s, public administration embraced this classical model of strategic planning, adopting the basic managerial model across such areas as regional development and municipal planning .**”¹⁹

The actions to be undertaken that can be deduced from these four elements are:

- ✓ Build on strengths
- ✓ Eliminate weaknesses
- ✓ Exploit opportunities
- ✓ Mitigate the effect of threats

Within the regional development environment of the State, the S.W.O.T. instrument is intended to highlight those dominant and determining factors, both within and outside of the territory in question, which are likely to influence the success of the research, as well as to produce relevant strategic guidelines by linking the research to its environment. Simply put, the aim of the strategy is to increase the level of information and thus reduce uncertainty.

“The issue of S.W.O.T. as a theoretical academic exercise has been over-emphasized and may need further attention also within strategic planning. The management literature itself acknowledges that SWOT analyses (and similar strategic planning exercises) should not be detached theoretical academic exercises, but rather should be an empirical exercise, and should be applicable in nature. Once strategies have been formed, they become a matter of pure implementation and action. Even though the strategy formation stage (e.g. the assessment of strengths, weaknesses, opportunities and threats) is often depicted as thought independent of action, and strategy making as a process of conception rather than one of learning all of these elements are necessarily present in strategic planning process. Concentrating on whether or not planners, civil servants or academics can effectively model a SWOT analysis matrix, which will form the basis of their actual development strategies, seems to neglect the fact that all of the elements of such an analysis are necessarily situational: internal capability can be assessed only with respect to an external context comprised of markets, political and social forces, competitors and their actions.”²⁰ The SWOT should aim at proper analysis of its factors in detail and then should focus on implementation. It is to be remembered that it is a continuous exercise and hence feedback should be taken after implementation and the process should be continued.

1.08 Limitation of S.W.O.T. Analysis in Regional Planning

“The above-mentioned problem can also be stated in terms of planning/strategy formation and strategy implementation on different administrative levels. Regional SWOT analysis concentrates on the *region* in question, not on the *organization* undertaking the SWOT, as was originally intended in the management sphere. Thus the risk exists that the strengths or weaknesses of the organization implementing the strategy in a particular regional context will be overlooked”²¹. One could therefore argue that, difficult as it may be, organizational analysis of the *implementing* organization should be an integral part of any SWOT analysis. To be short and precise the macro level research through SWOT should be accompanied through micro level SWOT research of the organization in the broad research area. *Example: SWOT of the tourism industries has been done but it calls for the micro research of all those firms which formulates the tourism industry.*

“As general as the problems regarding the necessary balance between internal and external factors may be, it is, however, not only the analysis of the implementing organization that may pose problems. Unforeseen difficulties or unpredictability relating to external factors may also emerge. It has been argued in public planning debates that “any process of choice will become a process of planning (or strategic choice) if the selection of the current actions is made only after a formulation and comparison of possible solutions over a wider field of decisions relating to certain anticipated as well as current situations”.²² It has been argued in the SWOT literature, the uncertainty refers to the current situations as well as to the possible consequences of potential strategic choices, the uncertainty in strategic choice is inherent to the process of analysis itself and can only offer the planner conditional alternative solutions. “This naturally makes the importance of thoroughly researched and well-founded SWOT analyses all the greater. It may also require making implementation and strategic planning a more interwoven process, where planning and implementation are considered as part of the same interactive process”²³.

The context question in the strategy *formulation* stage is sometimes seen as secondary to the contextual nature of strategy *implementation*. This means that one should formulate strategies objectively, but the degree to which their implementation can be objective is dependent on the person or organization implementing the strategy. "The fact that the strategy formulation stage (and the SWOT analysis as an intrinsic part of it) is not necessarily undertaken by the same person/persons as the implementation stage is often overlooked. In addition, it is assumed that (business) leaders and executives view strategies as specific or subjective, whilst researchers apply scientific objectivity in their implementation of a strategy"²⁴. The art of implementing a strategy (i.e. deciding on how, and by what means the strategy should be applied) becomes the area in which these two opposites of subjectivity and objectivity meet. Therefore implementation and strategic planning should be inter-woven process i.e. must go side by side.

1.09 SWOT as Part of a Learning Process

Another important issue to bear in mind when considering the process of strategy formation within programming work is its nature as a *continuous learning process*, i.e. as learning taking place within regions themselves and their institutional structures. "The learning process itself can be analyzed as a cycle within which with the four stages of *experiencing, reviewing, concluding and planning* are mutually supportive. A strategic planning process cannot simply consist of undertaking a SWOT analysis and then going on to implement it."²⁵

Instead, programming should be seen as a cyclical process consisting of analyses, reassessments and evaluations, as well as implementation. When programming is grounded in a continuous cycle of assessments and evaluations, the nature of this cycle and the role of different types of learning (and *learners*) within it can give useful insights into the strengths and weaknesses within the programming process itself.

In order for a strategy process to be successful, a balanced combination of strategy formulation and implementation should be present in the team in charge of the strategy building. Ideally a team would represent a combination of people who, through the collection of their personal propensities towards a certain part of the learning cycle, together cover all the required elements of a learning cycle, from doing things in the implementation stage to theorizing on previous experience. Having a variety of learning types involved in the process avoids typical pitfalls or distortions of the learning cycle i.e. concentrating too heavily on any one of the elements, which then leads to a distortion in the learning process. This can happen in a number of ways: by collecting experiences without connecting them to action, leading to analysis paralysis, in which there is plenty of pondering with little action, or by jumping to conclusions as a survival strategy and circumventing the review stage, or even by aiming at quick fixes by over-emphasizing the planning stage to the detriment of reviewing and concluding. Thus SWOT should be continuous process of learning, reformulation and implementation.

1.09 (a) Stages of Implementing a SWOT Analysis

The stages of implementing a SWOT analysis include:

- ✓ A scan of the inventory of the programme: the detection of the *major trends* and *problems* likely to affect the future of the territory through a consideration of a number of important socio-

demographic, economic, political and physical indicators. The aim here is limited to the attainment of an overall picture illustrating the key issues the community in question will have to face.

- ✓ Creation of an inventory of *possible actions*.
- ✓ *External analysis of opportunities and threats*: a list of parameters of the environment which are not under the direct control of the public authorities, and which will strongly influence socio-economic development.
- ✓ *Internal analysis of strengths and weaknesses*: an inventory of the factors which are at least partly under the control of the public authority, and which may either promote or hinder socio-economic development.
- ✓ Classification of *possible actions*.
- ✓ Evaluation of a strategy, producing a *portfolio of activities*, containing a set of interventions, some of which link up strengths and opportunities while others try to compensate for weaknesses or to counteract threats. Interventions are to be placed along two axes: internal feasibility, strengths and weaknesses, and external environment, opportunities and threats.

The nature of the strategic cycle that emerges within the SWOT itself is not only continuous, but also a deeply path-dependent process, i.e. dependent on previous strategic, political and social choices. Although on a superficial level SWOT seems to be primarily a descriptive exercise, its role as part of the process of strategic and politico-economic decision making within the region in question cannot be overlooked.

SWOT analysis is expected to be in quantified terms (“where it lends itself to quantification”), using statistical data. The consistency of strategy and aims, with regard to specific features of the region(s) or sector(s) concerned is given particular attention. The nature of the data used in the analysis, the extent to which statistical data is in fact utilized, and the extent to which consistency prevails in the outlining of such analysis is one of the points of interest in the study.

1.10 SWOT within the context of strategic management for Private and Public Organizations

“SWOT analysis can hardly be discussed without linking it to the broader prescriptions of strategic management. As Igor Ansoff (1980) postulates, strategic management is to a great extent an exercise of adjusting an organization’s internal behavior to bring about necessary changes in its interaction with the surrounding environment. Moreover – and this makes Ansoff’s ideas particularly useful in this study – he argues for widening the organizational scope of strategic management from enterprises to all organizations. He speaks deliberately about *environment-serving organizations*, including both “for-profit” firms and “not-for-profit” agencies.”²⁶

Today, as was the case already twenty years ago when Ansoff’s book was published, the difference between the two categories has become extremely vague. This challenges the stereotype images of various types of organizations. Giant enterprises *can* be bureaucratic dinosaurs matching any caricature of traditional public administration, whereas units and agencies within the public administrative apparatus *can* show high degrees of efficiency, flexibility and creativity, all emblems willingly attached to private enterprises.

In the era of globalization the factors that lead to an increasing rate of organizational complexity have changed. In the traditional industrial economy complexity grew typically as a consequence of quantitative growth of the organization. Higher output was achieved by mobilizing more production factors. Both business and public organizations operate in an increasingly multicultural environment and face a need for replacing at least parts of the nationally differentiated decision-making processes with global ones.

In fact the success of an organization in arranging its relationship with its environment as a meaningful exchange of inputs and outputs can be seen as an issue that legitimizes the organization's very existence. Thus, deriving a systematic set of principles and methods to arrange the relationship between an organization's internal processes and its environment is a key task for strategic management.

Even if all notions about convergence of models crossing either national/cultural boundaries or the division lines between different organizational types are highly reasonable, there is one fundamental distinction that makes the difference between private and public organizations rather dramatic. The core of this distinction lies in the organization's ability to adjust its internal structure to information received from the environment. For private business organizations these adjustments have to be a continuous process, literally a question of life and death, as they are dependent on market relations, most of which are beyond the organization's immediate control.

"For the sake of necessity, private organizations can thus be taken as generally more adaptable than their public counterparts. Public organizations, in turn, are more constrained by regulations concerning their functions, by the circumstances of their existence and resource bases, and sometimes even annual funding. They are to a great extent dependent on political or administrative relations, most of which are regulated by agencies in the shared administrative apparatus. For them, returns on investment or profitability measured in monetary terms are not the key determinants. Instead, the public organizations' *raison d'être* lies in attempts to bring about (typically) piecemeal changes in guiding social development towards a goal that is partly agreed upon by political actors and partly shaped by a myriad of individual goals, valuations and ambitions"²⁷.

"Thus, it can be maintained that strategic management of a business organization is to a great extent an issue of arranging its internal adaptation to external changes in order to be able to respond to them in a positive way. For a public organization, internal adaptation due to impulses from the external environment is of secondary importance, since the organization as an entity can be seen as an instrument to change that environment. Moreover, a feature particularly typical to the designing of strategies in the field of spatial development is that the actors responsible for planning and implementation do not coincide: the public organizations in charge of the planning processes are seldom the primary actors who actually implement these plans."²⁸

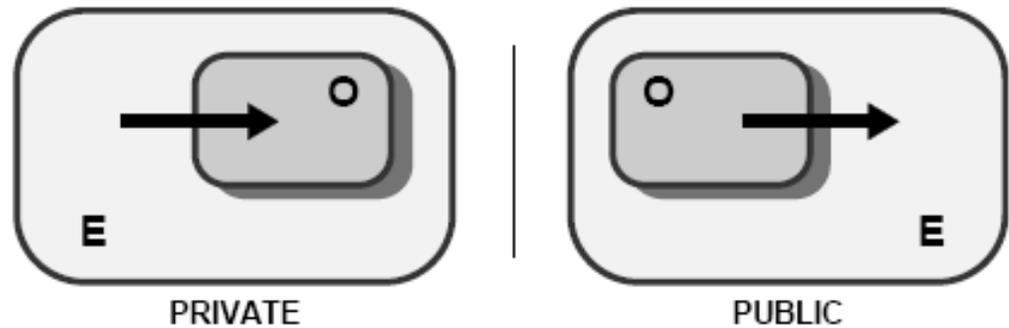


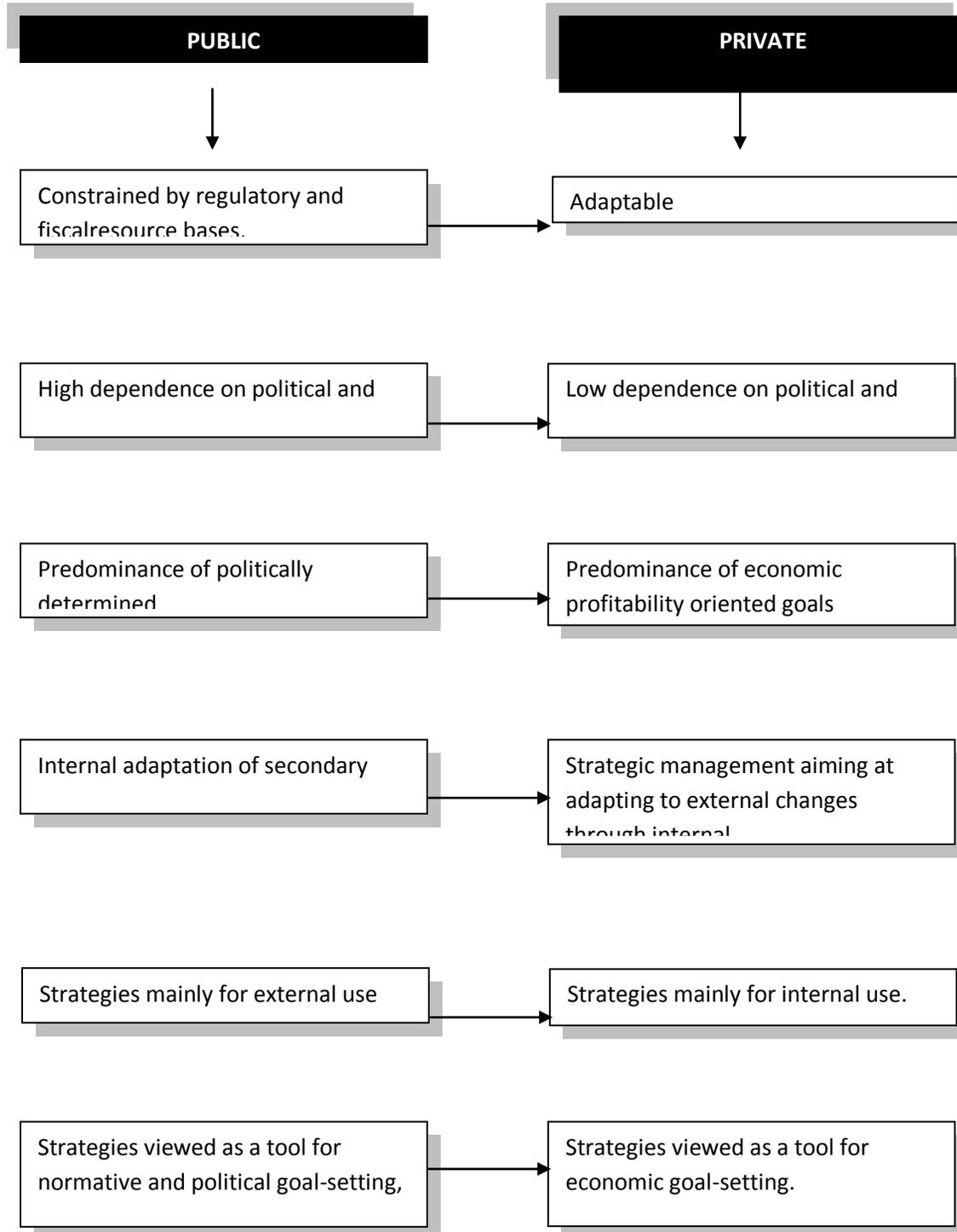
Figure 1.1 :Organisation (O) and its environment (E): different perspectives and orientations

From this it follows that deliberately designed strategies to manage the actor/environment relationship are different in private and public organizations. The same applies to the target group or the *stakeholders* of a given strategy. In private organizations strategies are made for internal use. This is particularly true of technical parts of the strategy, such as analyses concerning the strengths and weaknesses of the enterprise and the opportunities and threats in its environment.

Visions of the position an enterprise in the expected flow of events, which may well overshadow more detailed aspects of its strategy, are often made public as part of its image building. They may be used for marketing whatever the enterprise produces. The enterprise's strategy used in marketing communication is not even meant to correspond exactly to the strategy developed to serve an organization's internal decision-making. The term does refer to some generalized proclamation based on the internal strategy and reflecting it, but has been re-shaped and polished to serve primarily as a convincing marketing asset.

"This stands in stark contrast to the situation of public organizations. Public agencies frequently find themselves involved in a web of other actors, where they seek to promote the means that are seen as the best instruments to reach some agreed-upon goals"²⁹. The setting of official goals, then, is usually a normative process and an outcome of an ideological campaign, taking place at the highest political levels. The aim of the organizations is to change the state of the environment in the world outside them, but they typically have direct access to only a fraction of the resources needed to bring about that change. Thus, they need the help of other actors, and this means that they need instruments with which to convince these actors and to create spheres of commitment to ensure that their interpretations of the public interest are worth adopting as a commonly shared goal. This can be well understood by the chart given ahead:

Chart SWOT based planning in the public and private spheres: the central features



ABSTRACT

Parts of strategy used as a tool of
image building

Parts of strategy used as a tool of
image building.

Open access to strategies

Limited access to strategies

Strategy formation in wide
partnership

Strategy formation in a limited
partnership

Stakeholders difficult to discern

Stakeholders easily discernible

Political construction of a strategy

Technical construction of a strategy

Formulation and implementation
structures not necessarily
convergent

Formulation and implementation
structures convergent

1.11 S.W.O.T. within the context of some prevailing market factors

The S.W.O.T. can be taken up as a research base for the environment scanning of the following prevailing factors:

1. Land
 2. Labour
 3. Capital
 4. Entrepreneurship
 5. Marketing Facilities
 6. Time of Growth
 7. Internal factors
 8. P.E.S.T. Environment (Points are explained in the paragraphs below.)
- } Factors of Production

Factors of Production : All those items or factors which are required to get a commodity (called as product or output) as a result of productive activities are called inputs. It is well known fact that every productive activity involves utilization of certain basic or primary resources. Such resources are termed as agents or factors of production or inputs of the process. The factors taken in this research are the four basic factors of production which are explained as under:

1. Land: ³⁰In economics land has under its scope and includes all natural resources we get from nature i.e. all that is above and below the earth. Thus, mountains, rivers, oceans, plain surface, mineral deposits, weather elements, forests, fisheries etc. all are included in land. All these components are provided by nature free of cost to use. However, to be very precise it must be noted that these are original source of all material wealth. Hence, this parameter can be used for the research analysis.
2. Labour: ³¹ Labour has a much wider coverage in economics and involves all kinds of manual or mental, skilled or unskilled, scientific or artistic exertion put in by human beings for monetary consideration. Labour is the most important factor of production being the only active factor. Hence, it can be also used for the research analysis.
3. Capital : ³² All the articles of wealth other than land which are used for further production of wealth are called capital. Generally capital includes both natural and man made resources and can be categorized in following categories:
 - a) Fixed capital and circulating capital
 - b) Sunk and floating capital
 - c) Remunerative and auxiliary capital
 - d) Money capital

In any research money capital which also constitutes the investments in the state can be taken as the parameter for research. The money which is used for further production of capital is called capital. Money lying idle with a person or used for consumption can not be categorized as capital. Hence, that money which is invested further for production is capital can be duly used in this research.

4. Enterprise or Organisation³³: An entrepreneur or organizer coordinates all factors of production in order to achieve maximum efficiency. He also introduces new techniques of production, finances, administration etc. for the progress and development of the business. These days the success of any business widely depend upon the entrepreneurship. It is this reason that the states of Gujrat

LABORATIONS

and Maharashtra have progressed considerably. The leading examples from these places can be Dhirubhai Ambani, Tatas, Birlas. Hence, this parameter can also be used in the research.

5. Marketing Facilities: It includes all those facilities by which the finished product reaches the consumers. It includes transportation, advertising and selling techniques and search of new markets and market research. It is important component for the success of industries and hence can be a parameter for the present research.
6. Time of growth can be evaluated on the period of return and growth i.e. long term, Medium Term and Short Term growth. These parameters /variables could be also taken in the research base for policy palnning.
7. Internal Factors: includes the entire internal environment such as business philosophy, its objectives, relationships among employees and motivation strategy in an organization. This too contribute to the progress of the organization/government and hence cab be taken as the parameters for the research.
8. P.E.S.T. Analysis: Political, Economical, Social and Technological environment plays role in the progress of any industry or any organization, hence this important component could taken as the research variable for analysis.

They can be rated on the following basis:

Land	Availability
Labour	Type of Labour Availability
Capital	Availability
Entrepreneurship	Availability
Marketing Facilities	Favourability for Growth
Internal Factors	Favourability for Growth
Time of growth	Duration or time period for Growth.
P.E.S.T.	Favourability for Growth

1.12Conclusion: The socio-economic development of any region depends on careful assessment of all resources available in the region and the meticulous and judicious use of these resources for generating recurring revenues to boost the economy and improve the standard of living of the population of the region. Such an assessment is even more essential and evident for the newly formulated states like Uttarakhand that has just taken shape as a separate state. Practical applicability of S.W.O.T. in industrial environment in the State has been thus realized. Before moving a step ahead in the process of planned industrialization in this era of globalization, a state must know about its Strength, Weakness, Opportunity and Threat. This analysis will definitely help in providing a sharp vision to the future of industrialization in the regional backward economy, and of course, good decision making regarding planning strategy and investment strategy will, also get the desired direction.

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