

USDA Forest Service  
USDI Bureau of Land Management

# Change Management Plan



Draft: Version 3.1



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Note: The USDA Forest Service (FS) and USDI Bureau of Land Management (BLM) greatly appreciate the willingness of the Federal Aviation Administration (FAA) to share its "Change Management Plan" document. Reflecting the true spirit of knowledge sharing, this gesture enables the FS and BLM to learn from and build on FAA's extensive research in this area.

This document relies heavily on various sources, as indicated in the endnotes. Special credit should be given to the Army Chief Information Officer, who issued *Army Knowledge Management: A Strategic Plan for an Agile Force* and to Chris Collison & Geoff Parcell, whose book *Learning to Fly: Practical Lessons from one of the World's Leading Knowledge Companies* draws on their experience in British Petroleum.



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## 1.0 Introduction

This document presents the change management strategy that will be used to guide implementation of the USDA Forest Service (FS) and USDI Bureau of Land Management (BLM) knowledge sharing strategic plan<sup>1</sup>. Research has shown that organizations cannot impose the requirement to share knowledge. Rather, the organizations need to embed it in the processes managers and staff use in their jobs to foster the sharing of what they know.

Another document, KM Communications Plan,<sup>2</sup> describes the methods for communicating change and the training necessary to implement it.

## 2.0 Background

Table 2-1<sup>3</sup> describes the levels to which process and technology versus leadership and culture will have to change to enable knowledge management (KM).

Hierarchy Levels	
<i>Process &amp; Technology</i>	<i>Leadership &amp; Culture</i>
<p><b>Level 5 – Fully integrated knowledge environment:</b> In addition to functionality held at level 4, Web-based tools include intelligent agents to perform custom information outlook and filtering. Customer information networks are integrated into knowledge environment as appropriate. KM is supported by a variety of multi-media applications.</p> <p><b>Level 4 – Knowledge creation based operations:</b> In addition to core capabilities held at level 3, Web-based tools include workflow management capabilities. KM systems Integrate previously stand-alone decision support databases or systems in a single user interface.</p> <p><b>Level 3 – Knowledge based operations:</b> Information and knowledge are managed through a core set of Web-based groupware capabilities, including electronic libraries, subject matter expert registries, and collaboration tools organized around specific job roles and responsibilities.</p> <p><b>Level 2 – Know-how based operations:</b> Information and knowledge are captured electronically, organized, and shared through electronic mail and server-based “share folders.”</p> <p><b>Level 1 – Reactionary:</b> Information and knowledge are shared primarily through person-to-person exchange and electronic mail messages. Little or no use of shared electronic files through a common network.</p>	<p><b>Level 5 – Fully integrated knowledge environment:</b> Teams and individuals are empowered in an environment where learning happens all the time. Direct link exists at objectives, work processes, training, and rewards. Customer focus is sustained will-established back-channels.</p> <p><b>Level 4 – Knowledge creation based operations:</b> KM is inherent in business operations and intellectual assets are measured and nurtured. Focus is on overall linkage of knowledge reuse to performance enhancement in line with organization’s mission and business objectives. Role of knowledge stewards is well-established of organizational structure.</p> <p><b>Level 3 – Knowledge based operations:</b> High value perceived for KM and organizational learning. Knowledge creation, sharing, and reuse is evaluated and rewarded as part of employee appraisal process. Organization begins to measure intellectual assets to leverage KM best practices for knowledge stewards, e.g., knowledge officers and librarians.</p> <p><b>Level 2 – Know-how based operations:</b> Work processes benefit from documentation of methods and tools shared by all through electronic storage media. Culture supports learning beyond day-to-day needs.</p> <p><b>Level 1 – Reactionary:</b> Information and know-how reside with individuals, are seldom documented, and are shared as necessary to meet immediate needs. Work processes depend largely upon individual performers.</p>

**Table 2-1 Possible Levels of Development**



## 2.1 Creating the Environment

2.1.1 To create an environment within which knowledge rapidly flourishes and is shared, the organization needs:

- *The right conditions:* a common reliable infrastructure and a willingness to be entrepreneurial.
- *The right means:* a common model, tools, and processes.
- *The right actions:* methods to enable people to instinctively see, share, and use knowledge.

2.1.2 Further, the organization should be willing to put in place the:

- Policy.
- Leadership.
- Ability to fund KM.

2.1.3 When we discuss change management in regard to knowledge workers, it is key to accommodate their needs so they are motivated to stay on the job. Knowledge workers need to be treated with respect or they will move to better working conditions. One way to achieve this is by allowing them to telecommute and work flexible hours. As some people are more comfortable working odd hours or have non-work-related obligations that interfere with the normal working hours, they will be much happier if allowed to perform their duties at their own schedule. This means management must provide the conditions and support structure to enable such an environment. Figure 2.1 shows that work can be done anywhere, anytime.

2.1.4 The FS and BLM need to view their managers and staff as assets to the two agencies. The challenge is what the two agencies will do with these resources. The capabilities are knowledge-based, organization specific resources that combine action and cognition.

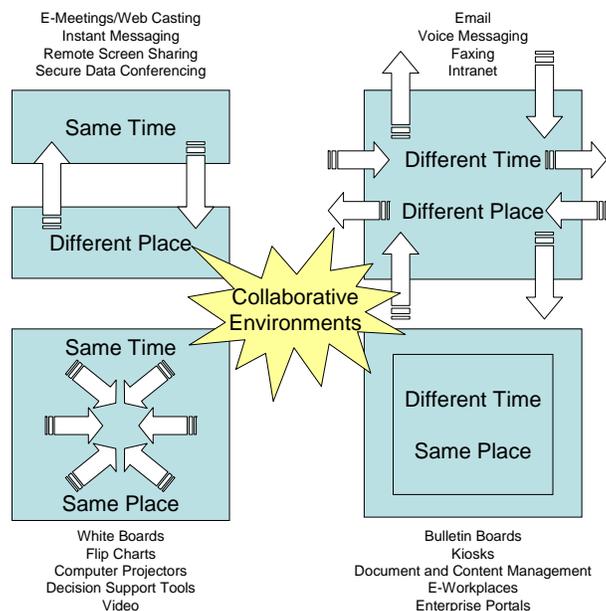


Figure 2.1 — Connect Anywhere<sup>4</sup>



## 2.2 KM as an Unconscious Competence

In the rest rooms in many of BP's offices, the mirrors have a sticker that reads, "You are looking at your Safety Officer." It makes a good point. BP's management has worked many years to embed the concept of safety management into the workforce – to spread the message that safety is everyone's responsibility.<sup>5</sup>

KM can be approached in a similar manner – the ideal outcome is that people will share what they know as part of their daily business without thinking about it as an extra task and that the FS and BLM leadership and can reinforce this perspective.

Figure 2.2 illustrates the point, as employees' behavior changes to the point that they understand the importance of KM to their jobs.

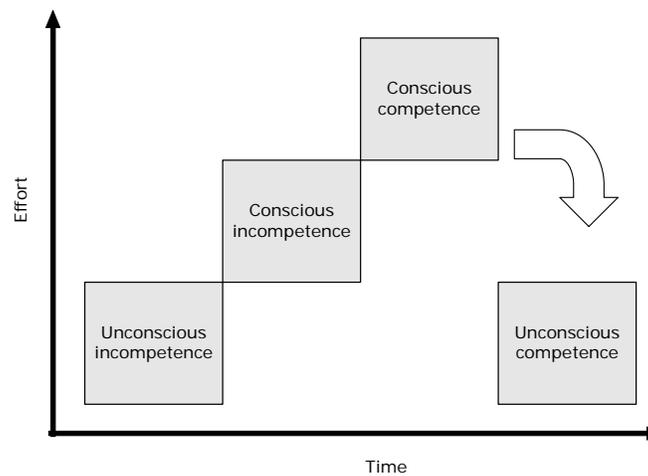


Figure 2.2 — KM as an Unconscious Competence<sup>6</sup>

## 2.3 The Holistic Model

KM should not be done for its own sake. The FS and BLM need to tie it to clear business objectives. Figure 2.3 shows how this can be done.

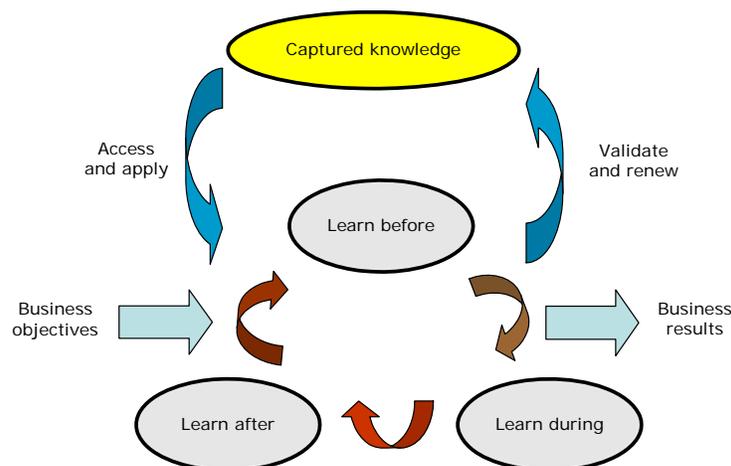


Figure 2.3 — The Holistic Model<sup>7</sup>



## 2.4 The Process

There are four pillars to KM:

- People.
- Processes and procedures.
- Learning.
- Technology.

Information technology (IT) is an enabler. If the IT component of a KM project is over 25 percent, it is really an IT project.<sup>8</sup>

Knowledge sharing leverages expertise and organizational know-how to improve:

**Responsiveness** – anticipate and respond to threats and opportunities.

**Innovation** – bring managers and staff together to share ideas.

**Competency** – enhance employees' skills.

**Efficiency** – make best use of intellectual assets.

This will help FS and BLM managers and staff work more effectively and let the two organizations solve customers' problems better. This is known as the RICE model.<sup>9</sup>

The knowledge life cycle goes through several stages:

- Conceptualization.
- Codification.
- Utilization.
- Sharing and distribution.
- Monitoring and review.

Figure 2.4 shows a different view of the same process.

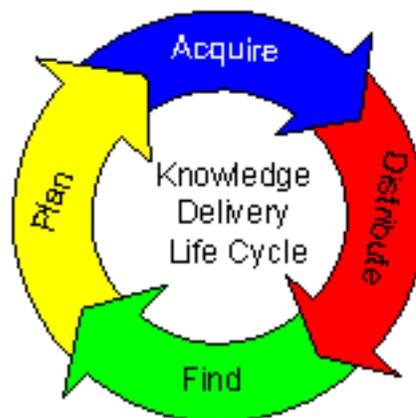


Figure 2.4 — The Knowledge Life Cycle



### 3.0 Change Management Concepts

“The politics accompanying hierarchies hamper the free exchange of knowledge. People are more open with their peers. They are much more willing to share and to listen.”<sup>10</sup>

Change management is the continuous process by which an organization effectively responds to changing business requirements, opportunities, or threats. This process requires the coordination of four management levers:

- Strategy.
- Operations.
- Culture.
- Reward.

The concept of change management is rooted in the principle of continuous assessment and feedback on the people, processes, and systems within the organization affected by change. Through the use of a change management strategy and plan, organizations follow clearly defined activities to implement change.

Changes in business practices and organizational culture do not happen quickly. However, as experience and understanding increase, and workers' beliefs and assumptions change, altering business culture and practices. Experience has shown that significant change usually fails not because of poor conception, but because of poor implementation. Change that is not carefully administered will either fail or have unforeseen consequences.

Figure 3.1<sup>11</sup> shows the transitions needed to promote change. An initial step for the FS and BLM is the development of the joint KM portal, which will support the two agencies in the successful management of change.

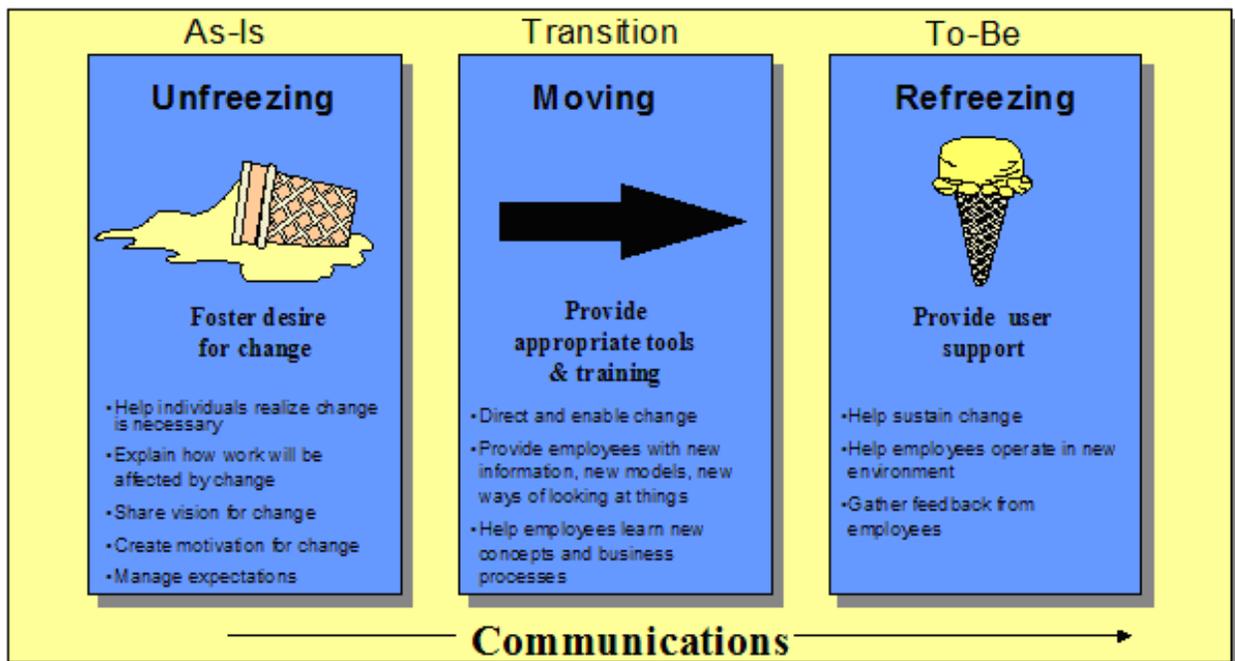


Figure 3.1 — Joint KM Portal Change Management Framework



Three key change management activities needed to ensure success are communications, training, and user support. Ongoing, consistent communication regarding the FS and BLM joint KM portal is requisite to a successful implementation. Training will ensure that FS and BLM managers and staff receive appropriate training in concepts and the FS and BLM joint KM portal tools, while effective post-implementation support will help to sustain the change. Together, these initiatives will encourage widespread support for the project.

The sections that follow present an approach to managing change and user support through the portal. The approach reflects a set of common steps:

- Establish objectives.
- Identify audiences.
- Develop messages and content.
- Plan for execution.
- Evaluate success.

### 3.1 Culture<sup>12</sup>

Most organizations are about excellence in performance and customer service, teamwork, responsible corporate behavior, integrity, and accountability. Unfortunately, these values do not necessarily translate into how people actually perform their work, how they interact with each other, and what motivates them. The reason is that most of the important rules are not captured anywhere.

New employees usually figure out quickly what their organization encourages and discourages, rewards and punishes. Is it a culture that rewards individual achievements or team play? Does it value risk taking or consensus building?

As large, successful institutions, the FS and BLM developed strong cultures that reinforced the existing cultures that made them great. In other words, the cultures reflect the environments from which managers and staff emerged.

However, as times have changed, it has been hard for these cultures to adapt to new needs. For example, the two agencies must become more agile when reacting to rapid market and unforeseen geo-ecological events, such as catastrophic fires and geo-political conditions, such as terrorist attacks and wars.

Meeting new exigencies is critical: the agencies' credibility is at stake with all its constituents – Congress, federal land management stakeholders and partners, and others. If it appears to them that the two agencies are not up to the challenge of accomplishing their mission, it could affect the agencies' appropriations, prestige, authority, and staff moral.

<b>Transformation must be top down</b>	<ul style="list-style-type: none"><li>▪ Create a compelling vision and reason to change.</li><li>▪ Ensure senior leaders act as one.</li><li>▪ Leverage cross-functional experts to design new processes.</li></ul>
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<p><b>Establish goals and meaningful metrics to guide progress</b></p>	<ul style="list-style-type: none"> <li>▪ Benchmark against similar processes... even from dissimilar organizations.</li> <li>▪ Use outside consultants and experts to calibrate goals and validate progress.</li> <li>▪ Focus on one or two issues at a time... avoid dilution of management attention.</li> </ul>
<p><b>Drive cultural transformation and monitor "buy in"</b></p>	<ul style="list-style-type: none"> <li>▪ Ensure clear, consistent communication.</li> <li>▪ Provide tools and processes.</li> <li>▪ Use effective recognition and reward.</li> <li>▪ Foster collaboration and creative employee development programs.</li> </ul>

**Table 3-1 — Cultural Transformation<sup>13</sup>**

#### **4.0 Getting the Environment Right<sup>14</sup>**

##### **4.1 Removing the Barriers to Sharing**

The FS and BLM need to purposely discover cross-programmatic, cross-agency barriers that prevent KM success. They then need to aggregate and analyze these barriers and strategize a plan to resolve them.

##### **4.2 Common Operating Environment**

[Ask IRM to review]

Moving the FS and BLM to one wide area network, using a single version of an operating system, and deploying the same applications and the same version of these applications throughout the two agencies will allow managers and staff to share with each other while the agencies save money. The FS and BLM currently purchase desktop hardware and software separately within each organization. Standardizing on the same hardware and software by deploying an enterprise license for both with the appropriate vendors will save the two agencies scarce resources by (1) economy of scale and (2) simplification of local help desk support while allowing employees to plug into a device anywhere on the network to access their files. This process will take several years to accomplish; however, the end result will enable employees of both agencies to better collaborate with each other.

##### **4.3 Processes to Encourage Sharing**

Often employees have difficulty asking for help because they think it may be interpreted as a sign of weakness. However, most people are willing to help if asked. Instead of asking for help, the FS and BLM should encourage employees to share what they need and see how many people will come forward with information and knowledge.

People share with others whom they know and trust.<sup>15</sup> Therefore it is easier to share within communities of peers. This is the idea behind communities of practice (COP) – employees learn from their peers in a safe environment. Further, your peers tend to listen and pay better attention to what you have to say.

Finally, there is executive support. Staff tends to emulate the behavior of their managers. By encouraging sharing at the top, it filters down through the



organization. Effective leaders communicate with their staff and share what they know. This is the flip side of "knowledge is power." As previously suggested, KM should be added as a requirement to manager and staff annual evaluations.

## **5.0 Rewards and Reinforcement**

Without motivating factors, it is difficult to get people to change the way they work. Change is widely accepted when there is a reward for accepting the transition and moving the focus toward the future state. Both monetary and non-monetary rewards reinforce the desired culture an organization is trying to adopt.

When developing a change strategy based on reward and reinforcement, it is important to create a shared-fate environment, that is, an atmosphere in which employees understand and commit to organizational goals and values. Before implementing the pilot, the project team will submit to the Joint Executive Advisory Board (JEAB) a proposal for providing rewards and reinforcement for active adoption of processes and tools. Active adoption will be measurable in terms of demonstrable business impact. The goal will be to identify measurable improvements that are directly attributable to the joint KM portal and to reward those responsible for leveraging the KM tools to achieve the improvements. Another goal will be to share success stories with other FS and BLM organizations as well as organizations that have not yet undertaken a initiative, thereby encouraging more widespread adoption of the joint KM portal as a platform for doing business.



## Appendix A – Acronyms

<b>BLM</b>	Bureau of Land Management
<b>BP</b>	British Petroleum
<b>COP</b>	Community of practice
<b>FS</b>	USDA Forest Service
<b>FY</b>	Fiscal year
<b>IT</b>	Information technology
<b>JEAB</b>	Joint Executive Advisory Board
<b>KMWG</b>	FS Knowledge Management Working Group
<b>KM</b>	Knowledge sharing
<b>USDA</b>	US Department of Agriculture
<b>USDI</b>	US Department of Interior

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<sup>1</sup> Giora Hadar, on loan from the Federal Aviation Administration (FAA), *KM Strategic Plan*, January 2005

<sup>2</sup> Giora Hadar, on loan from the FAA, *KM Communications Plan*, January 2005

<sup>3</sup> Army Chief Information Officer, *Army Knowledge Management: A Strategic Plan for an Agile Force, version 2.1* (Washington, DC: US Army, August 2001)

<sup>4</sup> IBM Lotus Software

<sup>5</sup> Chris Collison & Geoff Parcell, *Learning to Fly*, (Oxford, UK: Capstone Publishing Ltd., March 2001)

<sup>6</sup> Chris Collison & Geoff Parcell, *Learning to Fly*, (Oxford, UK: Capstone Publishing Ltd., March 2001)

<sup>7</sup> Chris Collison & Geoff Parcell, *Learning to Fly*, (Oxford, UK: Capstone Publishing Ltd., March 2001)

<sup>8</sup> Lawrence Prusak, IBM

<sup>9</sup> IBM Lotus Software

<sup>10</sup> Sir John Browne, the chief executive of British Petroleum

<sup>11</sup> <http://static.highbeam.com/t/thinkers/december011999/kurtlewinchangemanagementandgroupdynamics/>

<sup>12</sup> Adopted from Louis Gerstner's *Who Says Elephants Can't Dance? Inside IBM's Historic Turnaround* (Cambridge, MA: Harper Business School Press, November 2002)

<sup>13</sup> Todd Ramsey, IBM

<sup>14</sup> Adopted from Chris Collison & Geoff Parcell, *Learning to Fly*, (Oxford, UK: Capstone Publishing Ltd., March 2001)

<sup>15</sup> Giora Hadar, on loan from the FAA, *Trust and KM*, January 2005