



“The ‘How-to’ of Organizational Culture Change in the Canadian Forces”

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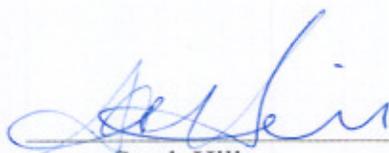
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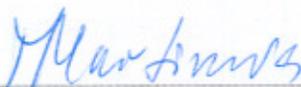


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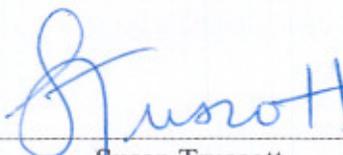
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Abstract

CF Transformation is the label given to a series of initiatives geared to re-organizing and re-focusing the Canadian Forces to better prepare for a radically changed global security environment. Organizational culture change will occur as a function of the implementation of CF Transformation. To ensure that the culture change is firmly aligned with the organizational direction envisioned by the Chief of Defence Staff, this report puts forward a change framework that highlights concrete actions that can be implemented as a means of facilitating desired change. The ideal sequence of actions, specific activities, research and other support mechanisms, and specific roles for organizational actors (leaders and followers) are outlined in some detail. Finally, CF Transformation activities are mapped onto the proposed change framework as an example of how the framework can assist in the evaluation of ongoing change. The report concludes with some recommendations for managing culture change as CF Transformation continues.

Résumé

La transformation des Forces canadiennes (FC) est le nom que l'on a donné à une série d'initiatives mises de l'avant pour réorganiser et réorienter les FC et les aider ainsi à mieux faire face à un contexte mondial complètement changé en matière de sécurité. Le changement culturel dans l'organisation est une activité qui fera partie de la mise en œuvre de la transformation des FC. Pour assurer ce que ce changement culturel s'aligne fermement sur l'orientation organisationnelle prévue par le Chef d'état-major de la Défense, le présent rapport propose un cadre de changement faisant ressortir des mesures concrètes que l'on pourrait mettre en œuvre pour faciliter le changement désiré. Le rapport présente également la séquence idéale de la mise en œuvre des mesures, des activités précises, des mécanismes de recherche et autres mesures de soutien ainsi que les rôles particuliers des intervenants dans l'organisation (les leaders et les suiveurs). Enfin, on a établi des correspondances entre les activités de transformation des FC et le cadre de changement proposé pour donner un exemple de la façon dont le cadre peut contribuer à évaluer le changement continu. Le rapport se termine par la présentation de recommandations relatives à la façon de gérer le changement culturel tout au long du processus de transformation des FC.

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Executive summary

Culture change is a massive undertaking within any organization. Major organizational changes within the Canadian Forces (CF) are occurring, not least in response to broad changes in the global security context. Culture change is both a by-product of large-scale organizational change and a desired effect of CF Transformation. This report presents a framework for understanding culture and culture change in the CF context, with explicit reference to CF Transformation activities.

Organizational culture and culture change are defined in [Section 2](#). The impetus for understanding culture change in the CF is articulated by identifying the shift from traditional to “non-traditional” organizations that is happening in many contexts, both public and private. Multiple frameworks for organizational culture change are briefly considered, and the requirement for a simplified framework applicable to the CF context is identified.

[Section 3](#) lays out in some detail a four-phase approach to culture change recommended for use in the CF. Phase one is labelled *diagnosis*, and outlines methods for understanding the current, past, and desired future cultures within an organization in order to develop a sense of the changes that are required and desired by individuals throughout the organization. Phase two puts forward methods for *building consensus* with respect to the new culture in order to ensure that culture change is understood in the same way by all organizational members and to support effective, consistent implementation of change initiatives. Phase three considers *implementation* of change initiatives, detailing activities that will maintain the momentum of change and minimize drift away from the original intent as implementation progresses. Phase four describes *stocktaking* activities that permit evaluation of implementation activities, suggesting points at which the change process can be re-aligned with the original intent should efforts have drifted away from the original intent.

[Section 4](#) considers the roles of particular actors in the organization with respect to change. The primary organizational leader(s) are the highest ranking leaders within the organization, and are those who are ultimately accountable for the success of organizational culture change. Specific behaviours and activities are detailed that will enhance the performance of primary organizational leaders as change progresses. The supporting roles of the senior leadership cadre, and of informal (or non-positional) leaders who are strongly influential within the organization are detailed next, highlighting means of identifying and maximizing the impact of individuals within these groups. The roles of followers are next described, including consideration of the kinds of resistance that followers may create to the forward momentum of change initiatives.

[Section 5](#) explicitly examines CF Transformation initiatives in light of the framework developed in section three, providing a comparison with the Treasury Board framework suggested as a template for use by all federal government departments. The simplified framework put forward for CF use is highly consistent with the more generic Treasury Board framework. Presented as a scorecard, CF Transformation activities are grouped into the four phases of the CF change framework and evaluated in terms of their coverage of the best practices identified in the framework.

The report concludes with four recommendations:

1. The CF should continue to encourage and support research aimed to better understand the subtleties of the cultures that contribute to the whole. Systematic research undertaken with a high degree of academic rigour will equip the CF leadership with the information that will be required to develop sensible and meaningful plans for the future. Social science methodologies as outlined in this report will likely yield the most meaningful results.

2. Communication must remain a priority throughout CF Transformation. Although always a requirement for healthy organizations, in times of change, communication assumes even greater importance. Ensuring that every individual associated with the organization understands and feels a part of the change is essential to its long-term success. Effective two-way communication is the best mechanism for encouraging individual engagement with the process. The importance of communication to the transformation of the CF into an agile, networked, professional force lends additional impetus to the requirement for open, ongoing communication throughout the change process.

3. Transparent stock-taking of progress as change occurs is an essential activity that should be visible to every individual within the organization. Public celebration of successes, and thoughtful consideration and redirection in those cases where change has not unfolded as desired, are important factors contributing to the ability of the organization to develop trust and confidence in the leadership's ability to successfully navigate organization-wide change. Stock-taking efforts also provide an opportunity to take a 'strategic pause' and allay some of the negative consequences of perpetual change for individuals. 'Change fatigue', for example, can be reduced by building opportunities for reflection and reconsideration into the overall change plan.

4. As indicated throughout this report, the social sciences provide many methodologies that can support change initiatives as they are planned, implemented, and evaluated. CF Transformation would benefit from the enhanced inclusion of such supports as it unfolds. Expertise in this area is currently available within the CF (e.g., some civilian defence scientists and military personnel selection officers are explicitly trained in social science methodologies), and could be better utilized.

McKee, B.B. & Hill, S. A. 2006. The "How-To" of Organizational Culture Change in the Canadian Forces. TM 2006-44, DRDC CORA.

Sommaire

Changer la culture au sein d'une organisation est une entreprise d'envergure. D'importants changements organisationnels sont en train de se produire au sein des Forces canadiennes (FC), notamment à la suite des bouleversements survenus en matière de sécurité à l'échelle mondiale. Le changement culturel est à la fois un produit dérivé d'une transformation organisationnelle majeure et un effet désiré de la transformation des FC. Le présent rapport propose un cadre permettant de comprendre la culture et le changement culturel dans le contexte des FC, ainsi que des références précises à des activités de transformation des FC.

La [section 2](#) définit la culture organisationnelle et le changement culturel. On y décrit l'impulsion nécessaire pour comprendre le changement culturel dans les FC en mettant en lumière le phénomène de transformation d'organisations traditionnelles en organisations « non traditionnelles », qui se produit actuellement dans de nombreux milieux tant publics que privés. On examine brièvement de nombreux cadres de changement de culture organisationnelle et on fait ressortir le besoin d'un cadre simplifié applicable au contexte des FC.

La [section 3](#) présente de façon assez détaillée une approche en quatre étapes du changement culturel que l'on recommande d'appliquer aux FC. La première étape de cette approche est le *diagnostic*. Celui-ci donne un aperçu des méthodes permettant de comprendre l'ancienne culture d'une organisation, sa culture actuelle ainsi que la culture désirée dans l'avenir, dans le but de cerner les changements demandés et désirés par des personnes dans tous les secteurs de l'organisation. La deuxième étape met de l'avant des méthodes favorisant l'*obtention d'un consensus* à l'égard de la nouvelle culture. Elle vise à assurer que tous les membres de l'organisation ont la même compréhension du changement culturel et à appuyer la mise en œuvre efficace et cohérente des initiatives de changement. La troisième étape tient compte de la *mise en œuvre* des initiatives de changement. Elle prévoit les activités détaillées qui maintiendront l'impulsion du changement et éviteront de s'écarter du but initial tout au long de la mise en œuvre. La quatrième étape décrit les activités d'*inventaire*, qui permettent d'évaluer les activités de mise en œuvre. Elle propose des jalons pour recentrer le processus de changement sur l'objectif initial, au cas où il s'en serait écarté.

À la [section 4](#), on se penche sur les rôles d'acteurs particuliers dans l'organisation en ce qui a trait au changement. Les principaux leaders organisationnels sont les personnes aux plus hauts échelons dans l'organisation et en tant que telles, elles ont la responsabilité ultime de la réussite du changement. Dans cette section, on présente des activités et des comportements précis qui permettront d'améliorer le rendement des principaux dirigeants au fur et à mesure de la mise en œuvre du changement. On décrit ensuite les rôles de soutien tenus par les principaux cadres supérieurs et par les leaders informels (non associés à un poste) qui ont une grande influence dans l'organisation, en soulignant des moyens de déterminer et d'accroître l'influence de certaines personnes au sein de ces groupes. On y décrit également le rôle des suiveurs, en tenant compte du type de résistance que ces personnes peuvent manifester au cours du déroulement des initiatives de changement.

La [section 5](#) examine de façon explicite des initiatives liées à la transformation des FC à la lumière du cadre présenté à la section trois, en établissant une comparaison avec le cadre proposé par le Conseil du Trésor aux fins d'utilisation par tous les ministères fédéraux. Le cadre simplifié recommandé pour les FC correspond tout à fait au cadre plus général du Conseil du Trésor. Présentées sous forme de carte de pointage, les activités de transformation des FC sont regroupées selon les quatre étapes du cadre de changement des FC et sont évaluées en fonction de leur degré de correspondance aux pratiques exemplaires soulignées dans le cadre.

Le rapport se termine par la formulation de quatre recommandations :

1. Les FC devraient continuer de favoriser et d'appuyer la recherche visant à mieux comprendre les subtilités des différentes cultures qui contribuent à l'ensemble de l'organisation. Grâce à des recherches systématiques entreprises avec un degré élevé de rigueur intellectuelle, les dirigeants des FC auront à leur disposition l'information nécessaire pour élaborer des plans concrets et valables pour l'avenir. On obtiendra vraisemblablement les meilleurs résultats si l'on utilise les méthodologies des sciences sociales présentées dans le présent rapport.
2. La communication doit demeurer une priorité tout au long du processus de transformation des FC. Bien qu'elle soit toujours nécessaire à la santé des organisations, la communication revêt une importance encore plus grande en période de changement. Pour assurer le succès du changement à long terme, il est essentiel que chaque personne en relation avec l'organisation comprenne le changement et sente qu'elle y prend part. Le meilleur moyen d'encourager la participation de chacun au processus est d'assurer une communication bilatérale efficace. L'importance de la communication en ce qui a trait à la transformation des FC en une force agile, connectée et professionnelle constitue une incitation supplémentaire à assurer une communication ouverte et continue pendant tout le processus de changement.
3. L'inventaire transparent des progrès réalisés au cours du processus de changement est une activité essentielle qui devrait être évidente pour chaque personne au sein de l'organisation. Entre autres, deux facteurs importants contribuent à inspirer la confiance des membres de l'organisation dans la capacité de leurs dirigeants à gérer un processus de changement à grande échelle : la reconnaissance publique des succès et, si le changement n'a pas produit l'effet désiré, l'examen approfondi de la situation et l'adoption d'une nouvelle orientation. L'inventaire des progrès offre également la possibilité de prendre une « pause stratégique » pour atténuer certaines des répercussions négatives liées au changement perpétuel sur les individus. La « lassitude face au changement », par exemple, peut être atténuée par l'intégration de possibilités de réflexion et de remise en question dans le plan de changement global.
4. Tel que mentionné tout au long du présent rapport, les sciences sociales fournissent de nombreuses méthodologies pouvant appuyer les initiatives de changement, que ce soit à l'étape de leur planification, de leur mise en œuvre ou de leur évaluation. La transformation des FC bénéficierait de l'intégration accrue de ces méthodes au cours de sa mise en œuvre. Les FC possèdent déjà une expertise dans ce domaine (certains scientifiques civils de la Défense et officiers de sélection du personnel militaire ont une formation en méthodologies des sciences sociales), laquelle pourrait être exploitée davantage.

McKee, B.B. & Hill, S. A. 2006. *Guide pratique du changement de la culture organisationnelle dans les Forces canadiennes (The “How-To” of Organizational Culture Change in the Canadian Forces)*. NT 2006-44, CARO, RDDC

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1 Introduction

For some time now, observers within and outside of the Canadian Forces (CF) have highlighted the need for a profound change in the way in which the organization conducts itself (e.g., Report of the Monitoring Committee on Change in DND and CF, 1997; Plante, 2000). These calls for organizational culture change have been prompted by the rapid and all-encompassing transformation of the national and international social, political, economic and security scene. Canada and the world have seen dramatic and rapid change in this, the post-industrial era. Most importantly, perhaps, for a military institution, the very nature and role of military forces has changed to reflect the new security realities of the world of the 21st century. Not only have the enemies changed, so too have their *modus operandi*. Furthermore, military forces have now recognized the wider security implications of natural disasters, intercommunal strife and localized conflicts. For these reasons, the CF have found themselves increasingly involved with peacekeeping duties, policing roles, disaster relief and operations other than warfare, as Figure 1 clearly shows.

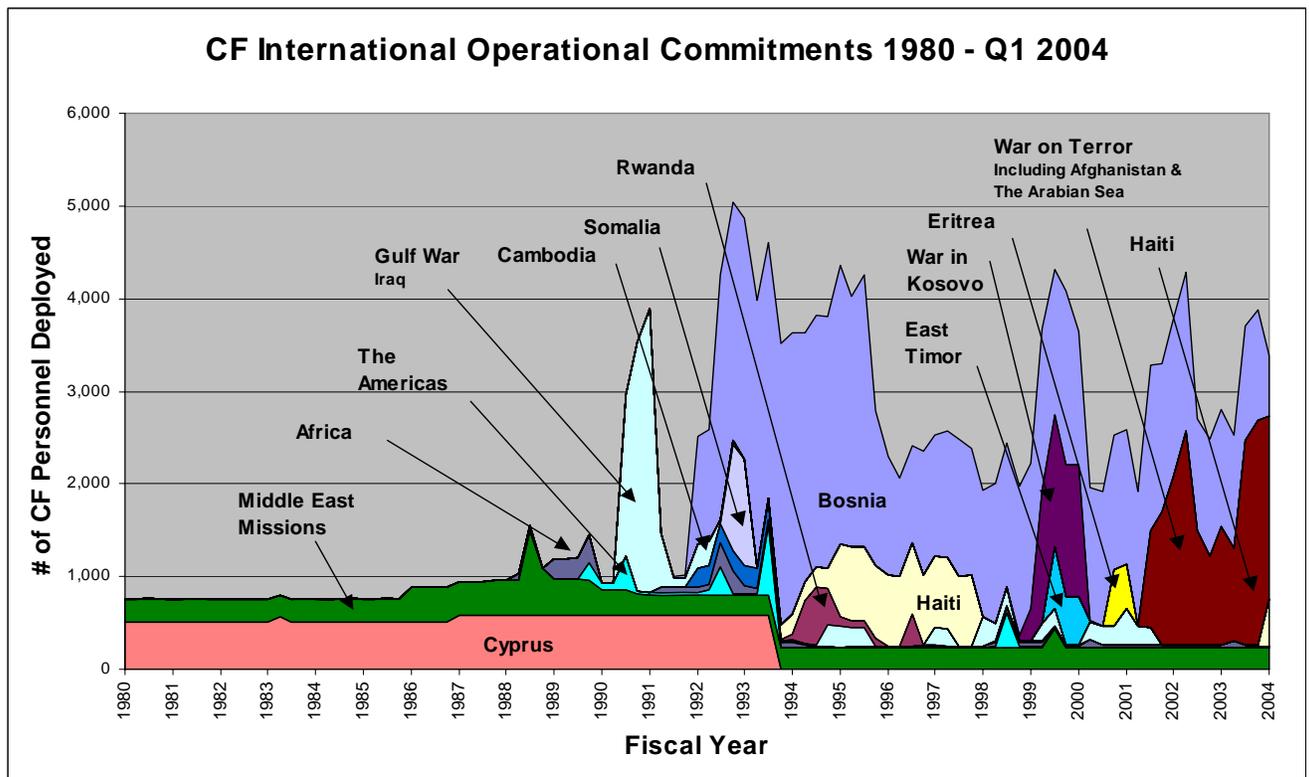


Figure 1: CF international operational commitments (1980-1st quarter 2004).

These new roles and duties have also created new relationships between the CF and other public and private sector organizations working in the field both at home and abroad. This expanded definition of security has brought with it a more extensive range of security partners, each with their own way of doing things. Such a radical transformation of roles, partners, and interactions at the national and international levels demands that the organization adapt new ways of functioning and incorporate new behaviours and practices. In a nutshell, this new reality requires that the organizational culture of the CF be radically transformed if it is to meet current and future needs.

In spite of the continued calls for culture change and the pressing need for such changes, the CF has proven itself slow to respond. At best, successive leaders within the CF have paid lip-service to change and initiated incremental alterations and amendments which often failed to permeate throughout the organization (Gosselin, 2005). Such attempts at change have essentially amounted to the development of some new processes and procedures and tinkering with existing structures through the partial introduction and implementation of new management techniques. From Total Quality Management (TQM) through Continuous Improvement, to Management, Command and Control Re-engineering (MCCR), the CF has searched for the magic bullet that would painlessly transform the organization into the lean fighting machine of the new era. However, as US Army General Sullivan, the Director of the Joint Staff in charge of transformation, put it, 'Working upon the margins, in increments, will not effect substantive and enduring transformation' (quoted in Jones, 2003: 1). The CF, as with other public sector agencies, has yet to show that it has learned this lesson.

While some previous failed attempts at culture change may be attributable to a lack of commitment, in other cases it would appear that a lack of understanding of organizational culture was to blame (Gosselin, 2005). To initiate real organizational culture change is a daunting task, made even more difficult if the initiators of such change have no game plan laid out in advance. Other organizations have successfully steered themselves to a revamped future and developed new, more adaptable cultures (Gates, 2005). For the CF to do the same requires an understanding of the existing culture, a firm idea of the nature of the desired culture, and a clearly articulated series of steps and actions that will take the organization from the former to the latter. That is the purpose of this paper.

This paper deals with culture change, not from a theoretical but from a practical perspective. This work builds upon two previous papers on organizational culture and culture change within the CF, which sought to define the terms and issues and outlined the broad theoretical parameters of the issue (McKee, 2004a; McKee, 2004b). Drawing on existing studies of successful instances of organizational cultural change, this paper addresses some key questions: How can culture change be fostered, implemented and integrated into a complex military organization? What steps need to be taken to ensure success? What roles do the various actors within the organization play to ensure success? What is offered in this paper is a practical 'how to' of organizational culture change.

2. Organizational Culture and Culture Change

2.1 Organizational Culture

That change is required for the better functioning of the organization has now gained wide acceptance throughout the CF. However, not all appear to accept that such change needs to be profound and long lasting. In keeping with previous practice, there are still those who would argue that the CF has seen too much change (Bland, 1999). For these people, it is the rest of society that must change. However, this position is becoming increasingly untenable in the face of the transformation of allied militaries and societies. Indeed, many would argue that the CF has a long way to go to achieve the kind of organizational culture necessary to face the realities of this century. What may be required is what Schneider and his colleagues (1996) refer to as Total Organizational Change (TOC). This is a fundamental culture shift, aimed at not only introducing, but maintaining and sustaining, change (Schneider, Brief & Guzzo, 1996). While talk of change itself is sure to instill fear among many members within an organization, the notion of ongoing, continuous change can provoke negative reactions, including rejection of the very idea that such continuous change is either likely or needed.

In discussing culture change within the CF, we are not talking about 'enhancing' the existing culture, as St-Onge (2004) has labeled it. Such fine-tuning and modification of the organization has been the hallmark of many previous attempts to align the CF with new realities, such processes have not consistently led to any fundamental modification in organizational or individual behaviours. Rather what must happen to achieve real culture change is a 'reframing' of the culture itself, where there is a '...renewal of assumptions and beliefs to correspond more closely to the evolving reality ...' (St. Onge, 2004): In this case, to the reality of a changing national and international security framework.

So what is organizational culture, aside from the latest managerial catch phrase? One of the most useful functional definitions of the term is provided by Schein (1984):

Organizational Culture is the pattern of basic assumptions that a given group has invented, discovered or developed in learning to cope with its problems of external adaptation and internal integration and that have worked well enough to be considered valid and therefore to be taught to new members as the correct way to perceive, think, and feel in relation to those problems. (p. 4)

This definition may be familiar to readers because it has been used in other work on organizational culture within the Department of National Defence (DND) and CF (e.g., Capstick, 2003; McKee, 2004a).

When speaking of organizational culture, then, we are referring to a deep-seated set of beliefs, attitudes and behaviours. While many members of an organization may not be conscious of, or able to articulate, what constitutes the organizational culture, it runs through their every action and is embedded deep within the collective memory. The implicit, invisible aspects of

the organization (e.g., values, beliefs, attitudes), combined with the visible manifestations and effects of those implicit aspects (e.g., behaviours, rituals) comprise organizational culture. New recruits to the organization are socialized into the organizational culture through formal and informal strategies, programmes and interactions. The organizational culture describes 'the way we do things around here'.

2.2 Organizational Culture Change

The very fundamental nature of culture leads some to see it as immovable, unchanging, and sacrosanct. Whether referring to a nation, a people, or an organization, a common misconception is that the culture of the body concerned cannot (or, all too often, should not) be changed. Such a perspective negates the fact that culture is a dynamic expression of a collectivity's commonly held values, beliefs, attitudes, and behaviours. As people (and the social setting within which they operate) change, so too does culture. Sometimes such change is almost imperceptible, especially to the individual actors who exist within the bounds of a given culture. This 'evolutionary' change occurs over time and may be planned or unplanned (Plante, 2000: 7). In contrast, culture change sometimes can be dramatic and profound; a revolutionary change (McKee, 2004a). Again, whether initiated intentionally by new leaders, external events, or internal tensions, such change implies rapid and dramatic transformation, such that the organization is visibly different after the change than it was before (See McKee, 2004a for a fuller discussion of organizational culture and culture change).

Culture is a complex phenomenon that permeates all aspects of an organization. The broad ramifications and impacts of change in one area cannot always be predicted or anticipated. The overlapping web of relationships, subcultures, and processes that make up an organization's culture create a context that may produce unforeseen and undesirable outcomes at variance with what was intended. With evolutionary change, the chances of this happening are lessened by the incremental nature of the change. This is particularly the case in smaller, more homogeneous organizations. Larger organizations, when confronted with revolutionary change, can face potential disaster. Furthermore, as Ogbonna and Harris (1998) observe, "attempts to 'manage' culture frequently degenerate into the enforcement of espoused behaviours" (p. 273). Just as handling a large truck that spins out on ice is easier when driving at 10 kilometres per hour than it is at 80 kilometres per hour, so too slower, more paced transformation of a large organization is more easily managed, but care must be taken to ensure that culture is being impacted in a meaningful and enduring fashion.

Organizations do not always have the luxury of engaging in incremental, evolutionary change, however. Indeed, the reality of the 21st century is one of rapid, ongoing change. The goal of the modern organization is to build the capacity for dealing with and managing continuous change. The organizational agility needed in the networked world of today's international security scene necessitates profound change of traditional military structures and operations (Verdon, 2005). This cannot be a slow, lengthy process. Although much of what must be accomplished will take a long time to fully impact on the organization and show the full results of the change, the changes needed to ensure relevance and success in the post cold war world will frequently be immediate and hard-hitting. These changes will impact upon the very culture itself, the basic foundations of the organization.

Culture change is not a simple exercise. Harrison and Shikom (1999) point out several important reasons for this. The deep-seated beliefs, attitudes and habits within an existing corporate culture may serve to enable people to resist change, particularly when it is at odds with existing interests and relationships of members. Furthermore, there is a lack of understanding of the mechanisms of change. For this reason, the outcomes to given interventions are not always predictable and there may be unintended results. The very notion of changing values and beliefs through intervention may raise ethical issues. Perhaps, most importantly, "... a successful program of culture change requires major commitments of organizational resources and can take a very long time" (Harrison & Shikom, 1999, p. 281). The bottom line is that to be successful, the process of organizational culture change demands care, perseverance and attention to detail.

2.3 Traditional and Non-Traditional Organizational Cultures

Developing a staged programme for culture change is, in large part, dependent on the nature of the change itself. All too often, leaders and others feel there needs to be change but cannot articulate the extent, direction, or substance of that change other than in a vague way. While it is usually impossible and probably not desirable to have too precise an idea of where the organization needs to be, it is necessary to have a strong enough picture, a vision, of the future to animate, motivate and direct worthwhile change. In the case of the CF, as with other militaries, a fairly comprehensive picture of the desired culture of the future can be built. The source for much of this information can be derived from the new security literature on such core concepts as 'Network enabled operations (NEOps)' and 'Effects based operations (EBO)'.

As Verdon (2005) points out, the Network enabled organization is one that is agile, responsive, and embraces collaboration in order to achieve desired effects, or outcomes. Key to achieving this degree of flexibility is a greater openness in the organization and more effective communication throughout. The 'traditional' organization, military or otherwise, as Dent and Krefft (2004) point out, is based on principles and notions that are at odds with these goals. As can be seen from Table 1 (below), the old principles upon which business and public sector institutions were based are ones that lead to the valuing of narrow self-interest and personal ambition. The new (non-traditional) corporate identity and culture is one that highlights cooperation and collective interests.

Table 1. Characteristics of traditional and non-traditional organizations

TRADITIONAL ORGANIZATION	NON-TRADITIONAL ORGANIZATION
<ul style="list-style-type: none"> • Information kept close to chest • Problems solved based on self interest • Expresses/demonstrates low trust in others • Relies mainly on past history in decision making • Clings to status quo and fights change • Promotes self-reliance with others 	<ul style="list-style-type: none"> • Self discloses • Problems solved creatively and collaboratively • Builds trust through words and actions • Embraces future with a clear vision • Encourages/welcomes/leverages change • Champions inter-reliance with others

(adapted from Dent & Krefft, 2004)

Moving from a “traditional organization” to something resembling a non-traditional, network enabled organization represents change on many levels. Structures and processes, the overt aspects of an organization, are relatively easily changed. Ensuring that change endures, however, requires a corresponding shift in the organizational culture.

3. Changing Culture

One longstanding approach to organizational change delineates three phases to the process (Lewin, 1951, cited in Sathe & Davidson, 2000). These are 'Unfreezing', 'Moving', and 'Freezing' (or 'Refreezing'). The first step (unfreezing) is designed to reduce '...the forces that maintain the status quo, breaking a well-established custom or social habit' (Sathe & Davidson, 2000). 'Moving' then involves building support for the change, identifying an end state, and shifting the values, attitudes and behaviours of the actors involved in the desired direction. In this classical approach to organizational culture change, the final state is seen as one that is constant, a clearly defined, specific goal that, when achieved, will result in the refreezing of the organization. As Sathe and Davidson (2000) state, this is the '...institutionalization of the new equilibrium' (p. 282). In this framing of culture change, such adaptations occur only occasionally.

A hallmark of the new environment, however, is the notion of continuous change. The end-state of organizational change will be a situation where change is incorporated into the way the organization works and so becomes a permanent feature. The notion of refreezing is perhaps outdated in the current context. The notion of an observably different outcome (culture) following organizational change, however, remains applicable.

Many researchers and practitioners have sought to expand on this original three stage model for change. Kaplan and Norton (1996), for example, outline a four phase cycle of organizational cultural change. Their schema for change involves an initial clarification of the vision, then translating this into a strategy with specific objectives. This is followed by communication of the objectives, and the establishment of a plan with set targets. Finally, there is implementation and assessment. Incorporating the notion of continuous change, implementation and assessment are followed by a reiteration of the process, starting with vision.

Sathe (1994, cited in Sathe & Davidson, 2000) elaborates somewhat on this framework and identifies seven phases. The initial phases include shocking the organization, breaking the old mindset, and making tough decisions. These three stages roughly parallel the 'unfreezing' period outlined on Lewin's model. The 'moving' stages then deal with demanding performance, tracking progress and weeding out those who will not change, while rewarding those who do. Finally, Sathe refers to a stage where the rebuilding of the new culture can begin.

Going somewhat further, Kotter (1995) details eight stages for achieving culture change. Critical in the early stages is the notion of establishing a sense of urgency. The organization's leaders must then form an influential coalition to guide the process and create a vision. This must be communicated to all members who should be empowered to act on the vision. A series of short-term wins (i.e., obvious and successful demonstrations of change, such as establishing and populating new organizational structures) should be planned and created which will then lead to consolidation of improvements. The final phase becomes institutionalization of the new approaches.

These models of organizational culture change, as is the case for many others (Jones, 2003; Saint-Onge, 2004; Plante, 2000; Hagberg, 2002; Alvesson, 2002), do not present a comprehensive and detailed plan of action individually for those seeking to effect such changes. Furthermore most of these articulations of the process of organizational culture change deal with the private sector only. The goals of profit driven corporations are very different from those of public sector agencies. Collectively, however, these models provide the necessary elements for a much better elaborated plan of action.

Within Canada, the Treasury Board Secretariat (TBS) has developed a five stage approach to culture change for public sector institutions which echoes many of the existing approaches developed for the private sector. This model of change involves an initial 'Understanding' stage, followed by a 'Vision and Strategic Planning' stage. Stage three deals with 'Implementing the Plan' and precedes a 'Transition' period and the final 'Follow up' stage (TBS, 2003). No systematically developed models of change specific to military organizations have appeared in the literature to date.

While individually these approaches can offer some insights into the process of culture change within modern military institutions, they fail to provide adequate detail on the specifics of such change. By identifying the core elements of the culture change process and supplementing this with ideas and observations drawn from a wide array of military and HR sources, we can begin to outline a more tailored approach to the issue of organizational culture change within the CF.

3.1 Changing culture: A phased approach

Common to almost all the analyses of the process of culture change reviewed above is the notion that a methodical approach is absolutely necessary so as to minimize dislocation, avoid unnecessary change and increase the likelihood that the organization will reach its goal(s). The phases presented here map onto established frameworks such as those noted above (some categories have been collapsed together or otherwise re-organized, but the critical concepts, phases, and stages are preserved in the four-phase approach advocated in this paper¹). Four key phases can be identified in the change process, each with its component stages. These phases are labeled here as 1) Diagnosis; 2) Consensus Building; 3) Implementation; and 4) Stocktaking. What follows is a detailed analysis of each of these phases highlighting useful methodologies, and known or predictable obstacles and pitfalls.

3.1.1 Phase 1 – Diagnosis

3.1.1.1 Current Organizational Culture

The necessary preliminary step to engaging in organizational culture change must involve the analysis of the current situation (Hagberg, 2002). This

¹ The choice of four stages for the change model presented in this paper is somewhat arbitrary, insofar as no empirical reason exists to break the process into any particular number of phases. Four stages were selected because they make conceptual sense in the CF context and can be easily aligned with other extant models of organizational change.

entails a comprehensive assessment of the current culture. Such an analysis includes gauging the attitudes and behaviours of members, monitoring the type, nature and extent of interactions between individuals and groups within the organization, and identifying core beliefs and values. All of this is easier said than done.

Some manifestations of organizational culture are readily observable. The institutional structure including committees, chains of command, roles and functions and work activities, all reveal aspects of the underlying culture. A structural-functional analysis (i.e., analysis of organizational structures and processes) will yield interesting information and provide possible insights into the deeper recesses of the organizational culture. However, as Schein (1984) notes, to fully understand the fundamental values and beliefs at the core of the institution requires much more delving and probing. By employing a wide range of qualitative and quantitative methodologies, many of which have been developed in the social sciences to critically examine various cultures, it is possible to gain a fuller appreciation and understanding of an organizational culture.

Mapping interactions between groups and individuals and identifying human networks, a hallmark of ethnographic research (Bernard, 1995), helps to develop a better picture of the informal structure of an organization. This requires detailed observation of the nature, extent and function of the interaction, the mechanisms for transmittal of information, and the behaviour of the actors involved. Within the context of the networked society, such a mapping may be more complex than was previously the case (e.g., including email exchanges and on-line interactions) but can lead to fruitful identification of culturally important transactions (Adamic & Adar, 2004). The exchanges that take place within the group and between sub-groups or 'tribes', reflect the subtleties of the culture and reveal some of the deeper-held values and beliefs. Through participant observation, the researcher can begin the identification of symbolic interaction, and observe the use of language and other less obvious manifestations of the organizational culture (Bernard, 1995).

Other 'qualitative' methodologies that provide necessary insights into the organizational culture include one-on-one interviews with key informants. This group may include both formal and informal leaders, gatekeepers and stakeholders (McKee, 2004b). However, care must be taken that no single respondent be seen as the sole authority on the culture regardless of their position or seniority. The complexity of organizational culture and its multidimensionality make it impossible, or at least highly unlikely, that one person will be the sole expert on the culture of the institution. Careful selection of a range of informants, reflective of various sub-cultures, ranks, and occupational groupings can allow the researcher to build a composite of the various levels and aspects of the culture as seen by those living it (Hill, 2005).

Organizational culture does not readily lend itself to quantification, although there are aspects of the phenomenon that can be captured using quantitative methodologies such as survey questionnaires. Asking members their views and opinions on the various cultural manifestations, structures and functions of the organization can reveal important insights into the nature of the culture. Many of these questions will be indirect and require that the researcher make inferences about underlying assumptions and beliefs. Within the CF, the Canadian Land Staff have conducted a major study using a detailed instrument to capture aspects of perceived army culture on the part of soldiers (DGLCD, 2005). This study also involved the mapping of core beliefs and attitudes and the comparative analysis of these data with data for the Canadian population as a whole.

Survey research, however, in itself is not sufficient to the building of a comprehensive picture of organizational culture. Although it is relatively simple to conduct a survey and obtain results that can be analysed using advanced statistical methods, this methodology alone does not necessarily lead to deeper levels of understanding of the organization. Unfortunately, consultants and researchers have not always recognized the limitations of such work and have often chosen to go the quantitative route alone in their analyses. For this reason, a host of tools exist for consultants and practitioners to gauge aspects of the culture of an organization through the application of surveys. Cameron and Quinn (2003), for example, have developed an Organizational Culture Assessment Instrument (OCAI). This measure identifies what the authors believe to be key dimensions of an organizational culture including leadership, management of employees, organizational glue, and strategic emphasis. These cultural indicators are assessed through quantitative methods to gauge the status of the organization. Hagberg Consulting have also developed a Cultural Assessment Tool that seeks to measure existing culture and cultural change over time by administering a set series of questions in a questionnaire to employees (Hagberg, 2002). Other similar tools include Denison's Organizational Culture Survey (2005) and Human Synergetics' 'Circumplex' (Human Synergetics International, 2006). In all these cases, additional quantitative methodologies (e.g., focus groups, interviews) may or may not be used to supplement the primary information retrieval tool, an employee survey.

The Canadian Land Staff recognized the limitations of a purely quantitative approach in their study of Army culture. For this reason, a major component of their research programme involved the Regimental System Study, conducted by an Anthropologist and focusing on ethnographic and qualitative methods (Capstick, 2002). This usage of a wide range of methodologies provides a greater opportunity for a three-dimensional and deeper analysis of the organizational culture and cultural influences. As Harrison and Shikom (1999) put it, 'By triangulating data from multiple sources, investigators considerably enhance the credibility and validity of their inferences' (p. 289).

3.1.1.2 Past Organizational Culture

Owing to the importance of institutional history, especially in a military context, understanding the past in terms of organizational culture can be a useful exercise in better understanding the present. Most importantly it can also provide insights into how the desired future organizational culture may be attained by allowing for the identification of change agents and mechanisms (Gladman & Roi, 2005).

An historical analysis of the development of the institution and its attendant culture should focus on more recent history to be of real use in projecting to the future. Key events, important documents and the development of policies and programmes can be analysed for their hidden cultural content. The use of certain language, for example, can indicate culture change. For example, the substitution of gender-neutral terms for solely masculine terminology can demonstrate, at one level, an important change in attitudes on the part of institutional actors.² Use of gender-neutral terminology might also suggest to members of the organization the organizationally endorsed approach to which their behaviour should be aligned. At the very least, adoption of new terminology can herald formal recognition of a new reality that may permeate the culture of the organization over time.

Looking back at where the organization has been can give researchers and practitioners key insights into why the culture as it currently exists “is the way it is”. The origins of certain practices, traditions, myths and legends provide another opportunity to dig deeper into the cultural reality and get to core values and beliefs. Furthermore, such research can permit the better understanding of the utility of some of these practices in the past, even though they may no longer be of use, and so provide a rationale for their existence. The formal and informal mechanisms for the transmittal of such practices and beliefs can also be made more apparent by looking at historical information over a period of time.

Historical analysis can also permit the identification of cause and effect in terms of change. Strategies that worked to create change can be scrutinised to identify the important agents of change and the patterns and mechanisms of such change. However, the further back one goes, as alluded to above, the less reliable this analysis may be for future forecasting and planning, particularly in a rapidly changing context such as the global security environment. Within a military context, steeped in historical tradition and folklore, historical analysis methodology can be illuminating and relatively easily employed. The wealth of stories, written documentation and rigorous record-keeping, hallmarks of most military institutions, allow for access to critical data sources for this type of analysis. Historical analyses are not only

² Attitude change is one indicator of the internalization of cultural change. Attitudes are only one predictor of behaviour, however, and others must also be considered (e.g., Ajzen, 1987), particularly in the context of organizational change.

compatible with military tradition, but help reveal the institutional culture that underlies the tradition (Gladman & Roi, 2005).

3.1.1.3 Future Organizational Culture

Assessments of where you are and where you have been pave the way for addressing the much more problematic notion of where you want to be in the future (the desired culture). Projecting to the future is, at best, an inexact and approximate exercise. However, organizations increasingly realise that they must attempt to make some educated guesses about the future if they are to survive and achieve their goals. For military organizations, the notion of informed planning has been a core practice since the first organized battles. Using all available intelligence, looking at past experiences and practices, current strengths and possible moves and counter-moves, is an essential element of battle planning on the part of most militaries. This same methodology can be usefully employed by military organizations in assessing the future and thereby articulating various objectives, including the nature of the desired culture.

Scenario-based planning is one of a number of future-oriented research strategies that have been successfully used in the public and private sectors (Donohue, 2005). This form of planning involves both external and internal environment scans. Scanning external sources for relevant demographic, political and economic trends provides insights into possible future societal directions as observed by key experts. These wider, external influences and trends can be mapped onto an organization's needs and resources, obtained through rigorous internal scanning and assessment. Combining these with organizational expertise can lead to the development of a broad range of possible futures. This in turn helps describe the kind of culture necessary to meet these futures, highlighting key elements and characteristics that will be required. This methodology has proven itself highly useful in a number of industries and has been used by both the Canadian and other armed forces for strategic human resource (HR) planning (McKee et al, 2004).

Other planning processes (e.g., capability based planning) are also strengthened by explicitly taking into consideration the culture of the organization. In the case of the CF, strategic decisions regarding military capabilities are essential to positive organizational growth and development. Cultural considerations are important in this context in terms of explaining and generating support for particular capability thrusts³, in the design and delivery of appropriate training, and as a means of monitoring the impact of particular capability decisions on the broader organizational culture.

³ For example, changes in the nature of capabilities that might undermine or otherwise change particular capabilities that have traditionally been the purview of a single environment, such as the Army.

While looking to the past, and assessing the future are important elements in culture building, they are only tools for the identification and elaboration of the desired culture. At this stage in the planning process, the actual future organizational structure – what Cameron and Quinn refer to as the ‘organizational architecture’ (2003) – need not be mapped out. However, as Reh (2005) points out, ‘Before you can change the company culture, you have to describe what you want the company culture to look like in the future’. The priority, at this point, must be the identification and clarification of the organization’s existing core values and strategic imperatives (Hagberg, 2002) and the broad elements of the future culture (the essential, desired behaviours, values and attitudes).

3.1.2 Phase 2 – Consensus building

Strategically, combining the analyses of past, present and future, is an exercise that is best driven by those who will spearhead the changes (Cameron & Quinn, 2003). At some point, early in the process, key leaders from throughout the organization must be identified to share in the synthesis of information and articulation of the desired future culture. These key leaders must consistently articulate the reasons underlying the change as well as working to shape the outcome. This means that critical gatekeepers, opinion makers, and culture guardians, must be included alongside the traditional managerial staff/leadership cadre. Within a military context, this would mean that at different times and in different ways, Corporals to Generals, and key civilian stakeholders, must be included in discussion about, and formulation of, the new culture. Depending on the size of this group, a number of strategies and processes can be employed to secure full participation.

Small working groups can be used to look at specific elements of culture and change, gain consensus on directions, and more finely develop strategies and plans (Robertson, 2001). Through various qualitative methodologies including brainstorming, scenario-based planning and focus groups, efforts can be better channeled towards results. Even in the composition and processes employed in these initial groups, efforts can be made to ‘do things differently’, visibly displaying to all that a new culture is being developed. Such working groups must include different personnel from all levels of the corporation or institution, and not just the upper management or leadership. Furthermore, rather than cloak these discussions in secrecy, as has often been done, the ‘new’ organization should ensure the free flow of information and actively seek input from all, particularly when the desired (future) culture seeks more open communication, transparency, and freer information flow. The conduct of these discussions should reflect the new culture by manifesting openness, frankness and respect. Rank (or positions in the hierarchy) is left at the door as participants are recognized as equally credible and equally valid in the process of culture building through consensus. The end result of these consultations will be a well-articulated organizational culture.

In the process of developing the new culture, recognition must be given to the existing subcultures. Rather than be seen as hindrances, these subcultures should be viewed as vehicles for change. Understanding the workings and importance of the subculture to the actors involved allows opportunities to more deeply and rapidly entrench the new (superordinate) culture. Subcultures both reflect and (collectively) constitute the

organizational culture. As Cameron and Quinn (2003) put it, “Similar to a hologram in which each unique element in the image contains the characteristics of the entire image in addition to its own identifying characteristics, subunit culture also contains core elements of the entire organization’s culture in addition to its own unique elements” (p. 15). The sub-unit culture(s) cannot be changed without understanding and changing/affecting the whole. Acknowledging the importance of the subcultures is critical to success in organizational culture change and therefore demands that key subculture leaders and developers be included in the consensus building process described above. These partners offer insights into the important elements of the subculture that need to be continued and reflected in the new culture, provide the possibility of alternative valid interpretations of information and trends, and allow for the early development of more informed and more effective strategies for the implementation of the new culture. Their inclusion as equal partners in the process of culture development becomes further evidence of a new way of doing things.

Another key role of the initial consensus makers must be to develop an implementation plan for the promotion of the new culture and the development of a greater organizational consensus around the change. This plan cannot be vague but must specify a realistic timetable, a planned series of actions, and a process for the evaluation of effectiveness.

The complexity of modern organizations makes the notion of careful planning critical to the success of new procedures, processes, or plans. This also applies to the adoption of a new corporate culture. However, this same complexity also makes it impossible to prepare for each and every contingency or possible outcome. Key to implementation of the new culture is the idea that those responsible for its promotion should expect the unexpected. Furthermore, leaders must recognise that in the new way of doing things, all participants and actors have the right to propose change. The development of a wider consensus around culture change and the exact nature of that change must be the driving force behind the implementation plan.

To be effective, such a plan, drawn up by a representative and key group within the organization, should have open communication as its core vehicle. The guidance from the top down needs to be blended with feedback from the bottom up. Not only does this further signify a new way of doing things but it also allows for greater inclusion and ‘buy-in’ to the culture change on the part of group members, and builds the notion of shared ownership of change (St. Onge, 2004).

This stage of the culture change process must be designed to generate and widen support for change (Cameron and Quinn, 2003). Through public meetings, townhalls, emails, and other formal and informal mechanisms, the advocates of change must make the case as to why change is needed (TBS, 2003) and have to be clear as to what will be changed and what can remain the same. The core messages should be relatively simple and will need to be repeated time and again for maximum impact (TBS, 2003). However, people must not get a sense that it is too late for input or that the proposed changes are a ‘fait accompli’. The broad directions, goals and major thrusts of the change initiative certainly must be worked out in advance. Identification of absolutely necessary change initiatives can also be conducted in the earlier phases of the change process. Nevertheless, personnel must have some scope for developing these plans, advancing ideas on best options and proposing alternative policies, mechanisms and programmes. The fact is that many of these people are more expert or experienced in some areas of organizational activity than the original planners and change initiators.

Accessing this expertise in implementing change makes good sense both in terms of human resourcing as well as organizational change. This consultative work must be seen as critical preparation for the transition to the new culture, paving the way for a less problematic implementation than otherwise might be the case. By communicating fully with people, rumours can be avoided or neutralized, misconceptions addressed and people may be put more at ease with the proposed change. As Keup et al (2001) point out, this process helps develop institutional readiness for change by building trust and allowing for more participative planning.

In many respects, this is the ‘marketing’ phase for culture change. The message must be honed, the messengers primed, and goals identified. Finding the best way to convey the message may also involve market research, through targeted focus groups or questionnaire surveys. Developing stories around the change can also help better convey the message and ease concerns (TBS, 2003). By saying the right thing and using the right language and images, the transition phase may prove less challenging for individual personnel and for the organization as a whole.

3.1.3 Phase 3 – Implementation

Throughout the implementation or transition phase from old to new, care must be taken not to fall into old habits (TBS, 2003). It is time and resource consuming to have to continually communicate with all levels of the organization on ongoing change initiatives and progress. However, that is exactly what must happen to avoid derailing the process (Cameron & Quinn, 2003). Changes in plans must be fully articulated and rationale(s) provided for such amendments. People need to be able to trust that they are being provided with all relevant information and that decisions are not being made behind their backs.

Importantly, at this stage people must be able to see change happen, and to recognize the advantages that have come with such change. Registering some small “wins” becomes vital at this point (Cameron & Quinn, 2003: 85). Identifying and changing some processes, programmes or policies that can be highlighted as successful and part of the overall change process will serve to provide momentum for change by encouraging change agents and demonstrating how quickly and effectively change can be made. Furthermore, if done properly such changes can demonstrate the utility and validity of the change process. Streamlining some processes that have been seen as irritants to staff, (e.g., procedures for obtaining permission to take leave), may go a long way to creating the right atmosphere for the acceptance or greater openness to change. Offering new rewards and awards that explicitly recognize change agents can also help.

Continuing to open opportunities for two-way communications must also be a priority throughout the implementation phase. The Treasury Board of Canada suggests a number of communication techniques for this phase of organizational change. These include the use of newsletters, brochures and on-line chat groups to provide regular updates; regular staff meetings to keep people abreast of developments; and inclusion of the change agenda in all management meetings (TBS, 2003). Keeping the change agenda in the limelight and ensuring people recognize the importance attached to the change ensures that momentum is maintained and interest continually generated.

Visibly showing that change is happening can also provide some necessary focus in the process and once more keep organizational change on the front burner. To this end, Cameron and Quinn suggest introducing new symbols (2003: 85). As visible manifestations of culture, symbols can hold great emotional sway over personnel, particularly in a military organization wherein symbols are objects of great respect. Changing these can be a difficult task. However, these same symbols may represent a culture that is no longer pertinent. Developing new symbols or modifying those in use can signal a deeper underlying change in organizational values. A good example of this is provided by the recent change of the CF Chaplaincy cap badge. The original Christian orientation of the Chaplaincy no longer reflects the fact that many CF personnel are non-Christian and the CF now provides spiritual support through non-Christian clergy. Changing the cap badge, through a process of consultation, may not have been easy. However, the Chaplaincy can now visibly demonstrate the openness of the CF to all Canadians, regardless of their religious persuasion.

As important as the symbols are, they are not the only subtle conveyors of an organizational culture. The metaphors and terminology used by an organization in the normal course of doing business are also important to consider when initiating and promoting change. Over time, specific images and language become associated with an institution and are seen as essential parts of what constitutes organizational distinctiveness. For many organizations, for example, the notion of the firm as 'family' has become deeply embedded into the way people communicate ideas and practices and convey messages internally. The implied, underlying notion is that managers are the parents who will look after the staff (children). The metaphorical use of 'family' is one that has held great currency among military organizations. Within the context of large, complex organizations, operating in a networked environment, however, such paternalistic images, language and practices are very much at odds with current reality. For this reason, some organizations have begun to talk instead about 'community', a term seen as more reflective of the new egalitarian work world. This metaphor also allows for a sense of interdependence, symbiotic relationships and flexible arrangements as opposed to the greater rigidity, hierarchy and dependence inherent in traditional notions of family.

In developing a new culture it is important to ensure that as many people as possible are comfortable with the change. Discomfort is a characteristic of all change. People are working outside their comfort zones and this will cause anxiety and resistance to the change. Making sure people have mechanisms for expressing and relieving these fears is vitally important. People affected by the change must be provided with support, networks, and rationales that allow them to become more willing participants in the organizational culture change. Indeed, an early indication of real change will be the existence of this support especially where previously such help was deemed unnecessary and the often heard military adage of 'suck it up' was the response to hardship faced during change.

Throughout the implementation phase, people must be provided with assistance to make the change as painless as possible, bearing in mind that one of the key elements in the new organizational culture is the entrenchment of change. Building the capacity for ongoing change means that there must be a level of comfort developed internally with the potential upheaval and uncertainty that comes with change. A negative experience in the current change process will deter people from embracing future change. As Sathe and Davidson put it, '...it is important that the organization create an atmosphere of psychological safety for engaging in the new behaviours and testing the waters of the new culture' (2000, p. 294).

St. Onge (2004), points out that during process of transitioning from old to new, personnel will experience a range of emotions. Initially there will be shock and people may perceive the change as a threat. This may give way to a period of immobilization, where staff try to ignore the fact that change is happening. As the change continues, there may be some sense of anger or frustration. This should give way, as the value of the change begins to be seen, to an acceptance of the change and eventually a welcoming of new processes and routines. Throughout this process, staff should be supported through constant reinforcement, information, and assistance in building supportive networks. The benefits of the change must be highlighted continually so that people do not lose sight of the goals or the reasons behind the transformation (St. Onge, 2004).

Change managers should not wait until the end of the process to measure impact and effectiveness of initiatives. While transforming to the new organizational culture, milestones should be established for all components of the institution. Goals should be established within specified time frames and with pre-set targets and parameters. These goals should be realistic. Indeed, during the implementation phase it may be useful to profile success stories, where teams or individuals have succeeded in reaching targets, and so communicating the message to all personnel that the process is working.

During any transition, there will be unforeseen events that can cause a reconsideration of some of the initial goals. During the scenario planning process some of these 'dark spots' may be identified or speculated upon, and contingency plans made in the event that they occur. While it may be difficult to foresee specific events, flexibility – another hallmark of the new, network-enabled organization – can be built into the system to allow for rapid change in plans and direction. To illustrate, while the actual events of 9/11 may have been hard to predict, the likelihood that there would be a high profile attack by terrorists on US soil and against important targets should have helped ensure a speedy response when disaster struck⁴. Through careful thought and general planning, the broad organizational goals can be maintained, new values and ways of doing things promoted, and unforeseen difficulties overcome that otherwise may have derailed the whole process.

The implementation phase may last for a relatively long time, depending on the nature and extent of the changes proposed and the level of opposition or resistance faced. Trying to keep momentum going may be difficult but is absolutely vital to success. This is where change agents must show creativity. One suggested way to ensure interest and commitment is maintained is by holding a funeral (Cameron & Quinn, 2003) where the past is celebrated, but recognised as dead and gone. As with any funeral, in addition to acknowledgement of the deceased (in this case the old way of doing things), there is an implied emphasis on the notion of moving on or going forward. Another strategy involves formally recognising and rewarding those who have succeeded in making the transformation work (Sathe & Davidson, 2000). Through official presentations and well-publicised events, the organisation can show that change is happening and that good things are coming to those leading the way. This positive reinforcement of innovation will help underscore the positive aspects of

⁴ Multiple factors likely contributed to the tragedy of 9/11, though a full discussion of these is beyond the scope of this paper. The important point here is that specific details about all possible future events cannot be known, and change strategies and processes must be sufficiently flexible and robust to accommodate both minor and major disruptions in the broader environment.

organizational change and generate increased support. Of course, it is vital that all members of the organization have some opportunity to engage with change initiatives, and thereby reap the rewards available to those who work to support the desired organizational change.

It bears repeating that the continued flow of information to all personnel throughout the implementation phase is vital (Cameron & Quinn, 2003; Plante, 2000; St.Onge, 2004). Finding new ways of communicating and listening should be a priority. The means of communication should reflect the changed culture and speak directly to each individual in the organization. Multiple modes of communication are desirable: Some personnel may respond better to informal, peer group meetings while others might prefer web-based chatrooms. Time and effort should be invested in determining the best messages, messengers, and vehicles for two-way communication throughout this phase of culture change.

Immersion in an organizational culture proceeds through both formal and informal mechanisms (McKee, 2004). Each organization will have in place courses, educational programmes and on the job training designed not only to allow people to acquire necessary skills but also to introduce them to the organizational culture. All training programmes must be carefully scrutinised in the implementation phase to ensure that they are promoting the new culture rather than upholding the old way of doing things. Promoting the values, attitudes and behaviours that have been identified as constituent elements of the desired culture can be achieved through sensitization in the formal training and educational programmes to the new language, new symbols, and new attitudes. While the content of the course or programme may not need to change, it may well be that the way in which it is presented may have to be changed. Promoting a more open organization may mean that there is less reliance on rote training and more on consultative, interactive methods for conveying knowledge. Those responsible for such training must not only be conversant with the new culture, but also must be committed advocates.

Much more difficult to influence are the informal mechanisms for cultural transmission. This is where the preliminary groundwork in understanding culture transmitters and mechanisms becomes particularly important. Knowing who conveys the message and how this is done, will allow for the development of specific programmes and strategies to infiltrate, or if need be circumvent, these informal processes. Shop-floor communication, supervisor training, and ongoing monitoring of what people are picking up and how this is being done, may allow for effective displacement of the old cultural ways by the new.

Throughout the implementation phase, it is important to continually monitor and evaluate the situation. Rather than wait until the process is nearing completion to gauge whether or not it has been successful, change managers must strive to set in place effective and precise measures for ongoing evaluation. The exercise of developing suitable measures in itself can help improve understanding of the objectives and process and can assist in designing activities and strategies that may increase the likelihood of success. It is to be expected that in the initial stages, necessary information may not be available, suitable measures may not be easily constructed, and some processes may not lend themselves to measurement. However, the use of proxy measures, at least in the interim, can still give useful readings on relative success or failure. The long-term objective would then be to ensure the right information was gathered on a regular basis to allow for more precise measures to be developed and included in the evaluation process.

3.1.4 Phase 4 – Stocktaking Phase

At key intervals in the ongoing change process, there has to be a strategic pause, a time when the organization collectively takes stock of where it has been, where it is going, and what has been achieved since initiation of transformation. This does not imply any ‘freezing’ of the status quo. Rather, to allow for a wide ranging, comprehensive evaluation of organizational culture change, there needs to be a refocusing of attention on the assessment process. As has been said, throughout the implementation phase, there should have been ongoing evaluation and re-evaluation of strategies and direction. However, at this point the organization has to take something of a ‘breather’ to re-assess the situation in its entirety.

Collectively scrutinising progress, reporting on successes and failures, and identifying gaps and shortfalls can be better accomplished if people do not have to worry too much about implementing elements of the new organizational culture. This evaluation process must be open to all. It should include opportunities, therefore, for input from all parts of the organization and should not simply be a top-down exercise. The information retrieved as part of the assessment should also be shared widely so that everyone understands the issues involved and the hurdles still to be overcome.

A mistake often made at this stage in the process is that of relying too heavily on hard data to measure progress. The evaluation process should include both quantitative and qualitative information, given that the phenomenon under investigation – organizational culture – cannot simply be measured with figures and percentages alone. To answer the question, ‘how far has the organization gone to achieving culture change?’ requires a rigorous examination of the deeper values, attitudes and behaviours that constitute the core of a cultural identity. Once more, therefore, at this stage in the process, there will be a need to utilize the full range of methodological tools employed in the initial phases of culture change.

This is not to say that there are not measurable indicators of culture change. As previously mentioned, throughout the implementation phase, managers and change agents should be developing such measures. In the stocktaking phase, these may be brought together in a systematic way to give a more global picture of what is going on. Building the bigger picture in this way can also provide further insights into the need for new measures or indicators, and allow for higher level analysis.

This phase also loops back into the diagnosis stage with a re-evaluation of initial assumptions. By looking again at external trends and pressures, combined within the internal stocktaking, planners can identify if there is a need for a redirection of efforts. The fact is that no organization will get it right first time. However, if initial homework has been done properly, the reassessment should be more of a tweaking of goals than a whole new realignment process. Furthermore, if the initial process has been carried out effectively, then the organization should be in a place where continued change is easier to implement having been incorporated more fully into the organizational culture.

4. The Roles of the Actors

The various stages outlined above constitute the script and stage directions for organizational culture change. However, as critical as knowing what to do is to achieving success, of equal importance is having the right people to do it. In the culture change process, then there are specific roles for a variety of actors. Key among these are the primary organizational leader(s), the senior leadership cadre, and non-positional (or informal) leaders. Also of importance, and often forgotten, are the followers, the people who are directly impacted by organizational change and who traditionally have had little say in the scope or direction of such change. These latter become all the more important owing to the fact that the new way of doing things provides them with a more pro-active and participatory role. No longer can an organization simply thrust initiatives on people with little or no consultation. For the purposes of this analysis of key factors in organizational culture change, this group of personnel may be categorised into ‘transformers’, ‘conservers’, and ‘reverters’ (McKee, 2004).

Much of the literature on culture change focuses on the role of the ‘leader’ and the ‘leadership team’, normally defined as the Chief (Executive) Officer and senior management. This group is obviously critical to success. However, they alone do not make up the organization. Effective culture change involves leaders throughout the organization, people in positions of authority or influence, gatekeepers and guardians of the culture. Many of these people will be further down the hierarchical chain of command than the commonly held notions of leaders (defined via their positions) might suggest.

4.1 Primary Organizational Leader(s)

A recent study of organizations and change (reported in Higgs & Rowland, 2006) revealed three primary roles for leaders. Least important in terms of ensuring successful change implementation was the leader’s role as a primary shaper of behaviour. Dependence upon the leader resulting from direct interventions geared to shape individual (subordinate) behaviour not only failed to contribute to successful change implementation, it became a barrier to success. Two other roles – framing change (making the case for the need to change), and creating capacity (developing subordinates and organizational structures and processes consistent with the desired change) – were critical to the successful implementation of a variety of change initiatives, however.

The senior leader in any organization has a primary role to play in the culture change process. Often this is the person who has instigated or served as the catalyst for change. In more hierarchical organizations, this will be the person who assumes command of the process and directs all others to achieve the specified goals. Importantly, in the past this has been the person who has defined the change and established the new direction and goals. However, this role is hardly one that is compatible with the recognized new organizational culture of a networked world. In spite of this, to varying degrees, senior leaders may fall into the trap of seeing themselves as the change agent and dictator of the new organizational culture.

In opposition to this “controlling” model of the leader, Wenek (2005) clearly articulates the competencies and qualities of the new, transformational leader. This person is seen, and sees him or herself, as the vehicle for change, facilitating the work and efforts of others in the organization. This leader assists in conveying the message of change and embodies and reflects the new, desired way of doing things (Bass & Avolio, 2001; St. Onge, 2004). As the face of the organization the senior leader has to walk the talk, demonstrating in his or her actions, words and attitudes, the desired culture. To do this, and to do it well, requires shelving some pre-conceived notions of what it is to be a leader. This is particularly true of traditionally hierarchical and command structures such as those in military organizations. The senior leader must carefully vet his or her behaviour, looking for any possible slips or omissions that might send the wrong message and undo the work of others in moving the institution forward.

Perhaps most importantly, the senior leader must be a good communicator, able to convey the message of the new culture in a way that others can understand and follow. The ability of a leader to talk with, and not down to, people is essential if change is to happen as desired. The key messenger must be believable. Building trust in the organization and in the culture change effort requires that the leader be seen as honest and credible. Any sense that this is not the case can spell disaster as people may think they are being misled and that there are ulterior motives for the planned changes.

Having a charismatic side can prove enormously helpful to innovative leaders as countless change success stories show. To use a private sector example, the turnaround of General Electric was not entirely due to the personality and drive of Frank Welch. However, the dynamism and charisma of this person certainly made the job easier, and helped result in dramatic organizational improvement and accomplishment of goals.

The primary organizational leader must be seen as frequently as possible and must be involved in the two-way communications between personnel and the institution (Guy & Beaman, 2005). Direct email access to the leader by staff can help convey a sense of openness. Daily or weekly updates on progress from the leader to all personnel, through web-based or traditional communication media may also assist. In-person meetings and addresses, where the leader directly debriefs personnel will be time consuming but can be critical in places and at times where the change initiative appears to be stalling. In all cases, the message from the leader must be personalized as much as possible so that people can recognize themselves in that message and also feel that their fears, issues and problems are being addressed. The bottom line is that the key elements of change and the new culture must be reiterated at each turn and new ways developed for the leader to spread a consistent message over time and across groups.

In conveying the message and communicating the culture change, the leader is faced with some important difficulties, especially within the context of a military organization in a democratic society (Jeffres, 2003). The leader’s voice may be competing against that of others in related arenas, such as politicians or other public sector managers, who may have other agendas not in keeping with the culture change programme. Furthermore, the change being advocated will often be an ‘unknown’ and therefore a ‘hard sell’ at the best of times. Finally, the size and complexity of the organization will require the leader to speak in subtly different ways to a number of audiences. The same terminology, stories, and metaphors cannot be used

indiscriminately throughout the organization but must be honed to suit the particular group or subgroup being addressed (Jeffres, 2003). In all of this, the leader must be seen as leading change with and for the entire institution, and not for the particular subgroup to which he or she is seen as belonging.

As Martin (2005) puts it, “the top executive should act as the Chief Culture Officer”. This means knowing what behaviours and attitudes need to be promoted to achieve the desired end state or being the expert in organizational culture. Without this intimate knowledge of the desired goal, the leader runs the risk of taking missteps or committing basic errors that will soon be picked up throughout the organization. Being clear about what must be done and where the organization is headed is a paramount responsibility for the primary organizational leader within this change process. Having the knowledge and confidence to do this will also depend on the leader’s understanding of his or her own leadership style (TBS, 2003). By knowing his/her strengths and weaknesses in terms of leadership abilities and his/her own comfort level with operating in certain ways, the senior leader can portray the new culture in a more believable way, with greater confidence, and be more at ease in doing so. This in turn can help others feel more comfortable and confident in the change especially at times when unease and discomfort may be heightened.

Thus, it is the leader’s role then to establish a safe atmosphere for communication, initiative, risk taking and change (Dent & Krefft, 2004). The senior leader can also help lessen conflict through promotion of trust and ‘win-win negotiation’ (Dent & Krefft, 2004), as well as by breaking down silos and dysfunctional internal competitiveness and turf wars. The role of ‘Chief Culture Officer’ may, therefore, carry with it multiple roles, including final arbitrator, leading risk taker, and primary innovator.

4.2 The Senior Leadership Cadre

Given the size of many modern organizations, it is clear that the primary organizational leader cannot be everywhere at once. The responsibility for carrying and embodying the culture change will have to be shared with others. Certainly, all personnel within an organization, from the most senior to the most junior, can play a role in organizational change. It is often desirable, however, to draw upon the expertise and experience of a subset of organizational leaders, particularly in the initial phases of large-scale change. In selecting these people, the senior leader must exercise great judgment. Many of these representatives will be drawn from the hierarchy of the organization (typically senior management or those in senior ranks), simply by virtue of the fact that they hold certain positions. However, there will be the impression that they have been deliberately chosen by the senior leader. The choice of these people, in other words, may not be in the hands of the senior leader, but that will not be the way many in the organization will view it. For this reason, these ‘secondary change leaders’ must be chosen wisely and must also be seen as trustworthy innovators rather than the same old tired bunch of managers people are used to seeing.

Not all those in positions of relative power have the ability to be change agents and influencers of people and their behaviour, however. The primary organizational leader must help decide who does what. Some of the existing formal leadership cadre must be recognised and given critical roles. Perhaps because they represent an important sub-culture (e.g., a

military environmental command or an occupational subgroup such as engineers), or have been with the organization a long time and are seen as trustworthy by many, these secondary change leaders must play an important part in helping convey the culture change. For those holding less sway, or who may not have a solid reputation within the organization, roles must be found that will not interfere with the process or detract from the needed change. Critical to success is the primary leader's ability to correctly gauge the organizational reputation and influence of members of his/her senior leadership cadre.

The senior leadership cadre in general must speak with one voice. They may have different ways of putting the message, as they speak to their own constituencies, but they must be saying the same thing. Any confusion or seeming contradiction in what is said or done by this group may serve to confuse personnel and derail the culture change process. Furthermore, their message must reinforce and supplement that of the primary organizational leader. This does not mean to say that they are simply mouthpieces for the senior leader. They, as with other leaders in the organization, should be part of the initial diagnosis team and should be included at an early point in the initial consensus building. The change they promote should be a change they have had a hand in helping to develop. They should, therefore, be committed proponents of the advocated new culture.

Communicating and living the new culture must also be the role of this group, as it is for the senior leader. They can act as surrogates for the leader, meeting people throughout the organization and using all available mechanisms to promote the new way of doing things. In their appointments and practices they must be seen to be furthering the new culture. Working at a lower level than the senior leader, they can select change agents to carry out key functions in critical areas. They also can better monitor where things are not working as planned and act accordingly. Through their behaviour, they can promote risk taking and innovation and reward those beneath them who have taken these messages to heart.

4.3 The Informal Leadership Group (Non-positional Leaders)

Much of the literature on culture change focuses on the role of the 'leader' and the 'leadership team', normally defined as the Chief Executive Officer (primary organizational leader) and senior management (senior leadership cadre). This group is obviously critical to success. However, they alone do not make up the organization. Effective culture change involves leaders throughout the organization, people in positions of authority or influence, gatekeepers and guardians of the culture. Many of these people will be further down the hierarchical chain of command than the commonly held notions of who is a leader (often defined via position) might suggest.

Throughout any modern, complex organization, there are to be found people who, for one reason or another, have acquired a following among other personnel. These people may be experts in their area who assist others in acquiring similar expertise. They may be long-time employees who have an in-depth knowledge of the organization and its workings. They may be people who have taken it upon themselves or have been appointed by others to voice concerns and opinions regarding the institution. Whether through formal or informal procedures and mechanisms, some members of an organization will find themselves in leadership positions. Although not always the decision-makers, they are the organizational

opinion-makers. From the corporals or shop stewards who voice complaints on behalf of their friends and members, to the General or Chief Executive Officer who chairs the Board, leaders have a critical role to play in changing the culture of an organization.

As has been said, leadership in a modern organization can now span many departments and people and will not be concentrated in one person as was the case in the past. That being said, it must also be remembered that part of the new desired culture speaks to the notion of a flatter organization where leaders can be found throughout from the General to the 'Strategic' Corporal. This being the case, the early research on the organizational structure and culture should have identified those people and positions of influence and power at all levels in the organization. The fact that a person is appointed to a position of authority allows them to be seen as a leader within the organization. However, there are within every organization, people who do not appear on an organizational chart in leadership roles. These 'informal' leaders are key to the success of all new initiatives and change efforts.

All too often, these people are seen as 'followers' when, as pointed out before, they are in fact leaders in almost all senses. Shop stewards, 'social' conveners, gatekeepers and informal team leaders are all people who have influence over others. All have constituencies within the organization. They have been either elected or selected unofficially to the position by their peers, outside of the official organizational structure. This allows them to be seen as close to the ground, echoing or voicing the feelings and attitudes of a group of employees. Furthermore, if they fail to carry out the functions for which they were selected, they would not be able to retain their credibility and position. This fact in itself ensures that such 'unofficial' leaders are in touch with their respective constituencies.

Bringing these people on-side with culture change at the earliest possible point in the process is essential. By including them in discussions, allowing them direct access to the formal leadership and to all information, the organization can better utilize this powerful resource. This group often represents a substantial number of other employees. Communicating with them means that change agents are transmitting the message to a much larger segment of people. Using these leaders as sounding boards, through focus groups and one-on-one interviews, assists at all stages in the change process. In the initial diagnosis and consensus building stages, this is the group you work with to test messages, ideas and assess the credibility of key messengers. In the later stages, these people offer a more manageable way to gauge effectiveness of various programmes and so evaluate the culture change process to that point.

4.4 The Followers

Not everyone in a given organization is a leader, even in the transformed organizations of the 21st century. Among those who can be said to be the 'followers', three distinct categories or groups can be identified from the literature, these are a) Transformers; b) Conservers; c) Reverters (Mc Kee, 2004a: 20).

4.4.1 Transformers

The fact that these people are fully accepting of culture change and embrace the new values and attitudes does not mean that they can then be ignored. It is this group who must be encouraged to become active and visible change agents. This entails ensuring that they are rewarded for their activities through public recognition and profile. Specific targeted communications strategies must be developed for these people, providing them with language, themes, and ideas to further their efforts towards culture change. For these advocates of change, therefore, reinforcement and encouragement must be ongoing and readily available. Ensuring that the ideas from this group are captured and broadcast can help others and demonstrate the perceived importance of their input by the organization. This can then further reinforce the resolve and commitment to change.

4.4.2 Conservers

As has been said, many people within a changing organization will experience dislocation, fear and uncertainty (St. Onge, 2004). This can manifest itself by way of, if not outright resistance, then reluctance to engage in transformation exercises and actions to conserve elements of the old culture that may no longer be applicable in the current reality. Failing to implement new initiatives and continuing dated practices will send the wrong signals to personnel and lead to confusion and misinterpretation. It is imperative to culture change that these people be brought inside given that they may constitute a significant group of personnel. Not only must they be persuaded of the need and advantage of culture change, care must be taken to ensure that they pay more than simply lip-service to the notion. If people fear for their jobs by not conforming to the new culture, they may chose to give the pretence of adopting the new language and behaviour but continue doing things in the same old way, thereby undermining the process.

Communications are key to helping move these people along. Providing messages and mechanisms to allow them to make sense of the changes, giving speedy answers to their questions, instituting support systems and addressing problems in an open and effective way, will contribute to an easier transformation to the new culture. Further, by communicating the message that change will happen, stressing that the culture change underway will proceed, the organization can help move people to accepting and becoming advocates of the new organizational culture. As previously mentioned, most of the organizational change experienced by personnel in the CF (and DND) over the past few decades, has been somewhat half-hearted and incomplete. This has allowed people to believe that if they just ignore the latest initiatives they too will go away. It becomes critical to success to dispel this misconception regarding the kind of total organizational change in which the organization will be engaged. This can be assisted through repeated messages that change is here and here to stay and actions that back up this claim.

The visible support and recognition given the transformers should play a role in persuading the conservers to embrace change. Clearly articulating the nature and scope of the effort, and listening to their concerns, can be powerful tools for encouraging conservers to embrace change. It may well be that those elements of the former culture they wish to retain have a place in the new organizational culture. Not everything that was done before was bad; not

everything valued in the past is now worthless (McKee, 2004a). The initial stages of culture change, and in particular the process of consultation, should be used to sort the wheat from the chaff in terms of cultural baggage. Reassurance that some (valued) elements of the old culture will be retained may help dispel fears and help convert conservers to transformation. Clearly, however, this will not always be the case. Some traditions and attitudes must change. For this reason, it is imperative that the nature of the change and the rationale behind it be clearly articulated.

4.4.3 Reverters

Throughout the organization, there will be those who refuse to have anything to do with the transformation process. Often they not only oppose the current change, but also campaign for a return to an even older way of doing things. This harkening back to a real or imagined past can find support among those in the most 'vulnerable' positions or those who have invested many years of service with the organization.

Transformation brings with it new ways of doing things. It makes some positions redundant. All attempts should be made to identify those positions at the earliest point in planning and make provision for those whose positions will be terminated or reallocated. Identifying redundancies early in the transformation process helps ease tensions and anxieties over future employment. It also provides more time for reeducating or retraining the displaced or for finding new jobs for them within the transformed organization. Once more, however, these steps may not resolve the situation. No matter how hard one may try, some people will remain entrenched in their opposition. Reverters can exist at any level in the organization, with resulting varied spheres of influence. At some point, it may become necessary to sever their connection with the organization. In doing so, a clear signal will be sent that this time the change is for real.

5. Mapping CF Transformation

This paper has attempted to map a detailed way forward for a transformative organization. Drawing on existing literature, a clear set of steps and measures can be taken to help make sure that the process for change is successful and, hopefully, less painful for personnel. Bitter organizational change over a long period will only leave a legacy of distrust and skepticism. Open, transparent change that explains the bad and the good and seeks to include all personnel can pay dividends in the long term. Furthermore, the organization that engages in this type of process also exemplifies in what it says and does, the nature of the organization it is seeking to become through this change process.

CF Transformation provides an unique opportunity to observe large-scale organizational change in real time. Given what has been presented in this paper as a roadmap for successful change, it is possible to begin addressing the question of how successful CF Transformation will ultimately be. To this end, initiatives undertaken within the CF in the past two years (immediately prior to the beginning of CF transformation to present) were mapped onto the framework developed in this paper. The results of this mapping are presented in Table 2.

For purposes of comparison, a similar framework developed by the Treasury Board of Canada (TBS, 2003) is presented. This information is provided because the Treasury Board framework was developed based upon the identification of best practices in culture change. These best practices nicely illustrate the activities outlined in describing our own framework. Further, the Treasury Board model was developed to guide change efforts across all Federal Government departments, and therefore should be consistent with models developed internally within any of those departments. As can be seen in Table 2, the proposed CF Change Framework is well aligned (though somewhat differently articulated) with the Treasury Board model.

Table 2: Mapping CF Transformation activities and initiatives onto the culture change framework

CF CHANGE FRAMEWORK	BEST PRACTICES (TREASURY BOARD CHANGE MODEL)	CURRENT CF APPROACH OR SITUATION ⁵	SCORECARD ⁶
Phase 1 – Diagnosis	Stage 1 – Understanding (Where are we now? Where do we want to be?)		
Deep understanding of past, present and future culture	Understanding of existing culture	Fragmented internal research approach to understanding culture (e.g., Army Culture Survey Project; Senior Decision Makers Project; Air Force Retention Culture Project); resistance to “intellectual” approaches to cultural assessment; lack of consistent articulation of nature of existing culture(s); limited ‘external’ research (e.g., English, 2004); DGMPS (formerly DMP Strat) tasked to develop a CF/DND Research Coordination capability to ensure an overarching framework for personnel research drives such research, that there is a CF-level prioritization process, & to eliminate redundancies/gaps in critical areas (e.g., culture).	Poor, but with the potential for improvement

⁵ Material highlighted here will be as specific as possible, identify documents where possible, and specify the indicators used to arrive at the “scorecard” rating provided in the next column.

⁶ Scores assigned are subjective, and have been applied as guidelines only. **Excellent** is a reflection of substantial overlap between the identified best practice and the current situation within the CF; **Good** is a reflection of some overlap between the identified best practice and the current situation within the CF; **Poor** is a reflection of little or no overlap between the identified best practice and the current situation within the CF; **Unknown** reflects a lack of information available to the author for evaluating the overlap between the identified best practice and the current situation within the CF.

CF CHANGE FRAMEWORK	BEST PRACTICES (TREASURY BOARD CHANGE MODEL)	CURRENT CF APPROACH OR SITUATION ⁵	SCORECARD ⁶
Development of vision to guide change efforts	Identification of need for change	Defence Policy Statement (2005); National Security Policy (2004); CDS Vision (2005) for CF Transformation; articulated differences (i.e., changes post cold-war) in external security/defence environment in all public fora; shift to Capability Based Planning as departmental strategy (requires broad interoperability and cultural alignment).	Excellent
	Select change model that's right for the organization	Director General for Strategic Change's (DGSC) framework (not implemented with respect to culture change); McKee & Hill (2006).	Unknown
	Review of past change efforts	Auditor General's report (2000); DGSC Stocktaking exercise (2005).	Good
Phase 2 – Consensus Building	Stage 2 – Vision and Strategic Planning (Building a thorough blueprint)		
Identification of, and consultation with, stakeholders and subcultures	Create a vision	CDS Vision (2005); Creation of Canadian Forces Transformation Team and Chief of Transformation office (2005); Culture projects network established (community of practice); Senior leaders' seminars and symposia (CDS seminar and retreats, Aligning the Defence Institution symposium); development of new DND strategic governance framework.	Good, but little evidence of consultation outside the senior leadership cadre in Ottawa
	Analyze gap between vision and where you are	Senior Decision Makers Project; CDS Action Team Reports.	Poor

CF CHANGE FRAMEWORK	BEST PRACTICES (TREASURY BOARD CHANGE MODEL)	CURRENT CF APPROACH OR SITUATION ⁵	SCORECARD ⁶
Development of change plan and success indicators	Develop plan and performance indicators	CDS' 6 principles; OP CONNECTION (recruiting); stand-up of new commands (internal restructuring); development of CF/DND strategic governance framework; Master Implementation Plans (MIPs); "Spiral" implementation of CF Transformation; Performance Management System.	Poor, alignment of activities not clear.
Engage in open, multi-media communications		CDS townhalls; Coverage in the Maple Leaf; CDS sitreps; CANFORGENs; Coverage in national media; CF Transformation and CDIA websites; Presentations to diverse groups (e.g., Carleton University 'Meg Bell' Lecture; address to Canadian Institute for Strategic Studies).	Good
Phase 3 – Implementation	Stage 3 – Implementation (How do we make it happen?)		
	CDS' and DM's role (Leaders' roles)	Senior Decision Makers Project; establishment of CDIA office (2006); creation of new operational commands (2005-2006).	Good, but details not broadly disseminated
"Quick hits" to launch main change effort; Draw explicit links between capacity and new ways of doing business	Making the case for change	CDS Vision; establishment of new commands.	Poor

CF CHANGE FRAMEWORK	BEST PRACTICES (TREASURY BOARD CHANGE MODEL)	CURRENT CF APPROACH OR SITUATION ⁵	SCORECARD ⁶
Development and use of new language, metaphors, symbols; Consistent communication of benefits of change; Development of feedback mechanisms	Techniques for communicating well	CDS townhalls; internal publications (Maple Leaf, service newsletters, CANFORGENS, electronic messages); websites; inclusion of 'transformation' questions on widely disseminated internal surveys (e.g., 'Your Say' survey).	Good, but limited
Development of support mechanisms	Building capacity	Establishment of CDIA office (2006); creation of new operational commands (2006); development of new CF/DND governance framework.	Good
	Stage 4 – Transition		
Monitor goals achieved	Letting go	Monitoring progress of campaign plans (ongoing).	Unknown
Utilize organizationally meaningful (existing) cultural transmitters	Dealing with resistance	CDS townhalls; (planned) revision of training course curriculum.	Unknown
Monitor internal and external contexts	Getting external systems consistent	Establishment of CDIA office (2006).	Poor
Phase 4 – Stocktaking	Stage 5 – Following up		
Formal evaluation of change initiatives; Benchmarking to success indicators	Monitor and assess	McKee & Hill (2006); in-progress evaluation of new commands.	Unknown

CF CHANGE FRAMEWORK	BEST PRACTICES (TREASURY BOARD CHANGE MODEL)	CURRENT CF APPROACH OR SITUATION ⁵	SCORECARD ⁶
Solicit feedback from all organizational members; Engage in two-way communication	Report on progress	CDS sitreps; press releases; CF Transformation website updates; inclusion of transformation items on 'Your Say' survey; feedback solicited after CDS townhalls.	Good, but with room for substantial improvement
Engage in an organization-wide 'planned strategic pause'	Re-evaluate		Unknown

Although this mapping exercise covers most of the CF Transformation-related initiatives, it is likely that some initiatives have not been included here, despite best efforts to collect all relevant information from CF/DND responsables. Gaps in the authors' awareness are further indications that there are inconsistencies and gaps in communication about transformation, even for those who are tracking its progress closely.

Examination of the first two columns of Table 2 clearly demonstrates the alignment of the proposed CF Change Framework with the Treasury Board change model, as should be the case if the CF (and DND) wishes to adhere to established best practices for change management, and to remain consistent with the rest of the federal government in terms of organizational change.

The distribution of activities over the proposed CF change framework is consistent with the fact that CF Transformation is an ongoing, dynamic process that will take time to be fully implemented. Specifically, much more work has occurred in phases 1 and 2 than in phases 3 and 4 to date. A closer examination of work that has been undertaken already reveals three important areas requiring attention, and suggests a mechanism for ensuring the continued alignment of CF Transformation with the original intent of the initiative.

First, the CF has gaps in its understanding of its own culture. Systematic research into the culture of the CF, subcultures that exist within the CF, and ways in which the CF is culturally congruent with DND and the broader Canadian society is sparse at best. As has been noted not infrequently, the plural of anecdote is not data, and systematic examination of multiple layers of culture are required to ensure that change efforts will not run afoul of deeply entrenched cultural factors that contribute in positive ways to the organizational health of the CF. Similarly, cultural barriers to successful implementation of CF Transformation have not been fully examined, and must be understood to ensure that change progresses in desired directions.

Second, CF Transformation is a complex set of initiatives that have not been explicitly aligned with one another in the form of an action plan. As noted previously, over-specification of the plan may not be desirable, yet some consistent articulation of what is planned can substantially reduce the anxiety that many individuals feel when confronted with massive change. The creation of new command structures has now been accomplished, and with this milestone, no further plans have been disseminated⁷. In order to maintain the momentum, articulating the way ahead for the near and mid-term is urgently required.

Third, and closely related to the previous point, communication about Transformation continues to be an issue requiring attention. Examination of Table 2 suggests that most communication to date (beyond the small circle of senior military leaders and civilian executives who have led Transformation thus far) has been 'outward', and has included little, if any, feedback from the majority of soldiers, sailors, airwomen and men, and civilians who are directly impacted by CF Transformation. To perpetuate the excitement and energy of Transformation, and to ensure that the changes endure, will require involving individuals at every level of the organization in the next steps of CF Transformation.

⁷ Some discussion of plans is ongoing at the most senior levels of the CF/DND (DGMPS, personal communication) but details regarding these plans have not been broadly disseminated.

Fortunately, the proposed CF change framework is conceptualized as an iterative process. The inclusion of monitoring, feedback, and reflection components (see particularly phase 4 of the framework) provides a mechanism for correcting oversights from earlier in the process (e.g., the research gap noted above) and renewing the energy and excitement that characterizes most new organizational initiatives. Creative thinking, honest feedback from throughout the organization, and renewed commitment to the vision that has guided CF Transformation thus far will carry the change process forward in positive ways.

6. Conclusion

Culture change is not a short-term activity, and it should never be entered into without a full appreciation of the subtleties of the existing culture. Proceeding through a massive organizational change such as CF Transformation provides a unique opportunity to address questions of how the organization manages change, and how cultural change in particular is (or is not) explicitly considered throughout the process.

Four recommendations follow from the discussion and analysis presented in the preceding sections.

The CF (and DND) should continue to encourage and support research aimed to better understand the subtleties of the cultures that contribute to the whole. Systematic research undertaken with a high degree of academic rigour will equip the CF leadership with the information that will be required to develop sensible and meaningful plans for the future. Social science methodologies as outlined in this report will likely yield the most meaningful results.

Communication must remain a priority throughout CF Transformation. Although always a requirement for healthy organizations, in times of change, communication assumes even greater importance. Ensuring that every individual associated with the organization understands and feels a part of the change is essential to its long-term success. Effective two-way communication is the best mechanism for encouraging individual engagement with the process. The importance of communication to the transformation of the CF into an agile, networked, professional force lends additional impetus to the requirement for open, ongoing communication throughout the change process.

Transparent stock-taking of progress as change occurs is an essential activity that should be visible to every individual within the organization. Public celebration of successes, and thoughtful consideration and redirection in those cases where change has not unfolded as desired, are important factors contributing to the ability of the organization to develop trust and confidence in the leadership's ability to successfully navigate organization-wide change. Stock-taking efforts also provide an opportunity to take a 'strategic pause' and allay some of the negative consequences of perpetual change for individuals. 'Change fatigue', for example, can be reduced by building opportunities for reflection and reconsideration into the overall change plan.

As indicated throughout this report, the social sciences provide many methodologies that can support change initiatives as they are planned, implemented, and evaluated. CF Transformation would benefit from the enhanced inclusion of such supports as it unfolds. Expertise in this area is currently available within the CF (e.g., some civilian defence scientists and military personnel selection officers are explicitly trained in social science methodologies), and could be better utilized.

To sum up, total organizational change, such as CF Transformation, requires the active participation of all organizational members. This report has outlined in some detail explicit

strategies for enhancing the success of such change, and for managing the change process as it unfolds. Important changes in the external and internal contexts have provided strong arguments in support of change. With coordinated, collective effort, the end result will be a stronger, more viable CF for the future.

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List of symbols/abbreviations/acronyms/initialisms

CANFORGEN	Canadian Forces General Message
CDIA	Chief of Defence Institution Alignment
CDS	Chief of Defence Staff
CF	Canadian Forces
DGSC	Director General of Strategic Change
DGMPS	Director General of Military Personnel Strategy
DMP Strat	Directorate of Military Personnel Strategy
DND	Department of National Defence
EBO	Effects Based Operations
HR	Human Resources
OCAI	Organizational Culture Assessment Instrument
MCCR	Management Command and Control Re-engineering
NEOps	Network Enabled Operations
TBS	Treasury Board Secretariat
TOC	Total Organizational Change
TQM	Total Quality Management

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CF Transformation is the label given to a series of initiatives geared to re-organizing and re-focusing the Canadian Forces to better prepare for a radically changed global security environment. Organizational culture change will occur as a function of the implementation of CF Transformation. To ensure that the culture change is firmly aligned with the organizational direction envisioned by the Chief of Defence Staff, this report puts forward a change framework that highlights concrete actions that can be implemented as a means of facilitating desired change. The ideal sequence of actions, specific activities, research and other support mechanisms, and specific roles for organizational actors (leaders and followers) are outlined in some detail. Finally, CF Transformation activities are mapped onto the proposed change framework as an example of how the framework can assist in the evaluation of ongoing change. The report concludes with some recommendations for managing culture change as CF Transformation continues.

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- organizational culture change
- change frameworks
- CF Transformation