

<b>UNIT</b> CODE: <b>MAN5010</b> TITLE: <b>MANAGEMENT 5</b>		<b>NAMES OF STUDENTS (PRINT CLEARLY)</b>  <table border="0"> <tr> <td><b>MELLO</b></td> <td><b>LEXMILIAN</b></td> <td><b>1013 7844</b></td> </tr> <tr> <td><b>REIS</b></td> <td><b>BERNARDO</b></td> <td><b>1013 4597</b></td> </tr> <tr> <td><small>FAMILY NAME</small></td> <td><small>FIRST NAME</small></td> <td></td> </tr> </table>		<b>MELLO</b>	<b>LEXMILIAN</b>	<b>1013 7844</b>	<b>REIS</b>	<b>BERNARDO</b>	<b>1013 4597</b>	<small>FAMILY NAME</small>	<small>FIRST NAME</small>		<b>STUDENT ID. NO.</b>  <b>1013 7844</b> <b>1013 4597</b>
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<b>Topic of assignment</b> <b>Choose an organization initiative (ie: <i>change by preparation</i>) and critique and assess the approach taken in light of an example and compare with theories written in contemporary, academic &amp; management literature.</b>													
<b>Group or tutorial (if applicable)</b>	<b>Course</b> <b>S66 - LEXMILIAN    S68 - BERNARDO</b>		<b>Campus</b> <b>ML</b>										
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# Assignment 1:

## Group Organization Case Study: Written report & Oral presentation.

**Q.** Choose an organization initiative (ie: *change by preparation*) and critique and assess the approach taken in light of an example and compare with theories written in contemporary, academic & management literature?

Analysing Regulatory Change Politics  
in the National Forest Management Planning  
under Presidents Bill Clinton and George W. Bush



**Student Name(s):** Lexmilian de Mello - Bernardo Reis  
**Student Number:** 1013 7844 1013 4597  
**Day & Time of Tutorial:** Thursday, 17:30

**Lecturer Name:** Warren Adams  
**Due Date:** 14<sup>th</sup> May 2009  
**Word Count:** 3406 (5020)

**Declaration:** “I certify that I can provide a copy of the attached assignment if required” - “I certify that the attached assignment is my own work and that all material drawn from other sources has been fully acknowledged”

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**Dated:** ...14<sup>th</sup> May 2009...

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## INTRODUCTION

**“American president’s legislative implementations changed a lot because of differing values and management styles – this only created confusion” (de Mello, 2009).**

The William J. Clinton administration over the ‘National Forest Management Act of 1976’ (NFMA) procedures changed significantly upon appointment of George W. Bush’s new cabinet (Davis, 2008).

Presidential efforts to change the NFMA were constantly scrutinized between the early 1990’s to present (Davis, 2008).

President Bush succeeded in changing some procedural facets of forest law by pushing forward the Healthy Forest Restoration Act of 2003 (HFRA) – this through the promulgation of agency rules (Davis, 2008).

In order to fully analyze the issue we have to examine regulatory changes from the beginning of Clinton’s administration to the present. However, as it becomes apparent, rule-making tactics differed a lot due to the diverse differences in ideology and management style.

The goal of this essay is to critically analyze president’s change management actions over federal policy and in turn try to suggest new ways in which this legislative gridlock should have taken place in this political arena.

## ISSUES

The structure in planning of the NFMA was controversial from the start. Environmental groups were more receptive to the new planning procedures due to the formation of new channels for expression of policy concerns. Throughout Clinton’s & Bush’s administration, representatives worked laboriously on a handbook of whose intention was to train local activists in the

use of strategies aimed at increasing the power of environmental groups over land-use activities within national forest plans (NFPs) (Davis, 2008).

An appeal procedures associated with an Environmental Impact Assessment (EIS) became popular as a means of challenging the forest-level plan as well as project decisions. It should also be noted that opposition to the NFMA planning procedures grew amongst forest service managing staff, members of congress, and industries (ie: timber industries and such...) (Davis, 2008).

It was apparent that wildlife-oriented regulations were complex, entailing research in order to maintain populations of vertebrates – ‘indicator species’ were utilized as a tool to monitor conservation goals (Davis, 2008).

Differing interests also arose as government institutions were economically dependant upon revenue of timber sales – the implemented rules put severe restrictions on the logging and other activities that could affect fish populations & habitats (Davis, 2008).

Forest administrators were dismayed by the time and expenses associated of forming *plan preparation*. In the mid-1980’s planning was costing \$200 million annually and by 1989 marginally a quarter of NFPs had not been completed and enacted on – nearly all the others were under appeal (Davis, 2008).

1960s and 1970s enacted environmental laws still had to be reconciled with NFMA planning, this caused an ‘analysis paralysis’. This included the following laws (Davis, 2008):

- Rodenticide Act
- Superfund
- Federal Insecticide
- Clean Water Act
- Clean Air Act
- Endangered Species Act (ESA)

The remainder shortfalls were hastily tweaked in order to change the 1982 planning regulations. This in turn led to the contracting of the Conservation Foundation and the School of Forestry at Purdue University to evaluate forest

planning – this in order to fix and develop policies and recommendations. Critics were quick to pin point corrective actions to be taken. This led to a timber-dominant agency that was apt to respond to multiple constituencies. As a result actions were proposed in a proactive manner that met the participative needs of the public and efficiency related goals within the planning processes (Davis, 2008).

Other facets that took place could be summarized as follows (Davis, 2008):

- Administrators increased the visibility of notice and comments for NFPs.
- Newspaper advertisements informed stakeholders about general public meetings within local vicinity to forests.
- Administrative burden associated with national forest planning was a key focus of interest, particularly the amounts of appeals to plans/projects/permits.
- Timber producing organizations were concerned about negative economic impacts from appeals.
- President Bush favored removal of logging restrictions.

#### CLINTON PLANNING RULE

Bill Clinton's actions in regards to the NFMA can be summarized as follows (Davis, 2008):

- In 1993 a timber summit including all key stakeholders to the Pacific Northwest – to conserve the 'spotted owl' whilst reaching a compromise of timber harvesting.
- Selection of 'staunch' environmentalists to head key agencies.
- A proactive stance in the White House, with a pro-environmental tone, was launched (termed: ecosystems management – ESM).
- The ESM chief officer was replaced by a respected wildlife biologist.
- A move to appoint central managerial priority within the national forest system



- Central managerial priority was convened within the national forest system.
- Utilized research findings from the ‘Sierra-Nevada’ ecosystem – (Republicans and the society of Forestry were not satisfied with this rule).
- An analytical approach to examine controversial proposals.

And in a general show of hands, we can see that Clinton embraced environmental protection in favor to timber policies. It was; however, send that the upstanding ecological sustainability was bad to public policy and probably illegal (Davis, 2008).

Most incoming regulations were suspended in May 2001 given Bush’s new administration (Davis, 2008).

#### PLANNING UNDER BUSH

George W. Bush implemented a number of changes to the NFMR legislations, in summary they can be listed as follows (Davis, 2008):

- Developmental emphasis within land reserves, including a greater support for wildfire and energy-related causes.
- Easement on restrictions of natural resource production.
- Tweaking of the previous ‘road-less’ and planned rules.
- Reduction in the National Environmental Policy Act (NEPA) rights to appeal decisions.
- Greater emphasis in preventing public influence.
- Lesser emphasis on *interagency* review (the new legislation passed with little changes in 2005).
- Further research on problems that may face workers.
- Identification and cumbering of excess analysis.
- Utilizing the term of ‘viable populations’ as primary analysis.



- The new draft relation was categorized as 'common sense'.
- The new rules were placed as being strategic as opposed to prescriptive.
- And there was a greater impediment to appeals.

The most drastic measure was to propose a strategic plan that oversaw protection of the whole fauna/flora in one wide perspective without emphasis to one single group (Davis, 2008).

Many argued that the new EMSs regulations were not a good substitute for NEPA-style communal participation since it was now seen that the public at large should be excluded from decisions of which should be left to the experts (Davis, 2008).

#### **WHY IS IT IMPORTANT?**

Critically analyzing the presidents' actions over federal policy is important because it involves the concepts of change management in the public sector; and its relations with important issues such as social responsibility, sustainable development, planning, ethics, leadership and control.

Different management styles between Clinton and Bush's administration reflect distinct public sector strategies. Bryson cited in Walsh, Lok and Jones (2006, p.134) defines "public sector strategy as the specific set of actions an agency needs to undertake to further its mission, meet its mandates, and satisfy its key stakeholders, particularly in the achievement of government outcomes".

Therefore, by analyzing the planning under both presidents' administrations we establish clear areas to contrast identify of divergences in strategy and ideology. These divergences produced a conflict of interest where the power and influence of the people and stakeholders involved, generated the results of the decision process (Hayes, 2007).



Most of the decisions related with NFMR legislations – it should be noted that under Bush’s administration decisions were not based in logic nor ethical arguments, instead a struggle for supremacy ensued in order to pursue specific group interests. In contrast, Clinton embraced environmental protection focusing through usage of a long term policy, though it was negative to public policy and probably illegal. It reflected his commitment with sustainable development and ethical issues (Davis, 2008).

### CONCEPTS FACED

The objective of this paper is not to focus on technical issues of a change process, it’s about understanding the change process through implementation tactics and “(...)how proponents of the change initiative try to justify and communicate it, how they try to get it through and on which ideological basis claims for supremacy are being made” (Diefenbach, 2007).

Nowadays, organisational change objectives in public management have been dominated by discourses and policies that are based on neo-liberalism. “It is a (inconsistent) set of assumptions and conclusions about how public sector-organisations should be organized, run and function in a quasi-business manner” (Diefenbach, 2007). Bush’s administration was one attempt to impose neo-conservative ideology portraying the initiative as a success. On the other hand, according with the great amount of evidences the change processes adopted, as well as its results, proved to be disappointing.

Clinton’s administration style showed a complete different ideology. He used communication and education tactics through different actions under his planning rule. Clinton’s anti-pollution politics emphasized his democratic values and his third way ideology. “This novel ideology created a middle path between socialism and neo-liberalism that moved parties of the Left closer to the center of the political spectrum” (Cole & Berdieve, 2004).

## THEORETICAL IDEAS

The proposals presented related some very important theoretical ideas, with the change management process in the public sector on these days.

One of the main ideas is the definition of sustainable development:

“...development that meets the needs of the present without compromising the ability of future generations to meet their own needs...” (Shah & Sunil, 2007, p. 12). There are over 500 definitions for sustainable development and sustainability generated by institutions, organisations and various governments. The terminology that surrounds the environmental, social and economic principles referred as the ‘triple bottom line’ is the most known (Shah & Sunil, 2007).

Another main idea is the concept of social responsibility. Windsor cited in Simmons (2008) claims: “the ethical behavior of a company towards society ... involving management acting responsibility in its relationship with all stakeholders who have a legitimate interest in the business”. Moreover, Bebeau et al cited in Simmons (2008) states: “ethical behavior is the outward manifestation of an organisation moral values - and an organisation demonstrates moral commitment when altruistic actions are given priority over those bringing purely institutional gain”.

## COMMUNICATION AND EDUCATION

The voice behavior demonstrated by both Clinton and Bush, during their years of administration, potentially aided NFMA and hindered communication proceedings. ‘Voice’ enhances public awareness and may promote perception for those concerned about the ecosystem’s welfare. A potentially key function of a leader is to promote change and research examining leadership prototypes has found that people generally associate voice-related with effective leadership (Fuller, Barnett, Hester, Relya, & Frey, 2007).

Educational resources could involve city county management at university level – workshops at state association conferences, learning from colleagues who have begun to address the challenge, and reading the literature on succession planning and related topics (Benest, 2004) could have aided in the process of efficient decision making. “Mission statements could have been put in place as an effective communication tool – variously referred to as statements of purpose, values statements, goals and strategies, corporate creed, corporate philosophy, and so on...” (Leuthesser & Kohli, 1997).

Communication troubles during Clinton’s drastic ecological changes led to a great deal of resistance to change.

Employees tend to ask themselves: What is going to happen to me? Will I lose my job? What kinds of decisions will the organization make regarding people? Will jobs be lost because of this change, and if so, what arrangements will be made for them? (Thompson, 1994)

The president’s discussed positively affect stakeholders co-operation through the means of communication, producing direct and indirect effects.

Communication through socialization, on Clinton’s part, lead to identification within environmental groups. Through the "verbal and nonverbal interactions of individuals," members derive the meanings necessary for them to "resolve ambiguity, to impose an informational framework or schema on organizational experience" (Sparks & Schenk, 2006).

It can be said that the president’s social identity pointed to specific outcomes of social identification with each organization and group. “Management is about crafting a strategic vision to enhance organizational effectiveness, and requires the effective use of the tools of communication” (Hunt, Tourish, & Hargie, 2000).

It could be argued that education that the president's in question ought to acquire were better communication skills (without bias) and that they should have learnt to apply these towards a goal that lead to long life sustainability. Communication is an important tool that should have been used not just from the functional point of view but towards the development of harmony, trust, and working relationships.

When Clinton involved friends, and environmental experts, there was mutual respect which surpassed a lot of the difficulties in implantation of strategy. If individuals did not have the full facts surrounding an issue, decision making would just become a more complex task to achieve.

Bush had a more drastic approach. He sought for a strategy which had poor communication with environmental groups and thus he avoided interruptions as most as possible by associating himself, and giving support, to the industry groups with complete lack of attention to the 'fine' details of the ecosystems that would be at stake.

The president's were also each sponsored through different lobbies during their campaign – sponsor socialization affected their views towards organizational citizenship behaviors. This process of communication by sponsors transmitted important behavioral expectations to the leaders in question.

Communication is an essential aspect of the administrator's role as a leader, and effective leadership creates effective management teams.

Individual stakeholders have their own idiosyncrasies, biases, and abilities that complicated the determination of hierarchy and specialization in order to ascertain what to change in the NFMA of 1976.

## PARTICIPATION

One key aspect that should be noted is that ‘everyone’ should have had a role in participation in the proceedings of the NFMA – this is the fundamental key to proactive thought. President’s Bush amendments that undermined the rights of some groups of voicing their opinion are in complete contrary contrast to the fundamentals of democracy by which the country was founded.

Fundamental basics in to warrant success to the national forestry examinations would entail:

- Get inside the stakeholder’s mind.
- Differentiate from previous mandates as being better.
- Improve and perfect on decisions based on rationality.

The latter was a job Bush addressed quite well as he used an economical approach in order to quantify the needs of the many versus the needs of the view.

Clinton sought to involve took a pro-environmental tone, which in turn encouraged vision and a great deal of courage. It is our opinion that Clinton displayed true leadership skills by going beyond the functional parameters to a longer strategic view towards what was best for the ‘whole’.

Sonfield, Lussier, Corman and McKinney (2001) identified that a entrepreneurial strategy matrix (ESM), as implemented by government officials during the NFMA reforms, exhibit little in the way of gender prejudice – although, the logging and affiliated industries were primarily composed of men. Sonfield et al, stated that there were no significant gender prejudices in his studies; these can be summarized as follows:

- There are no differences in the proportion of men and women entrepreneurs whose ventures fall into each of the ESM's four cells.

- There are no differences in the ESM strategies used by men and by women.
- There are no differences between men and women in their level of satisfaction with their business ventures performance (Sonfield et al, 2001)

As a note, organizational participation is a key element in encouraging worker involvement in decision making – there was much to learn from Clinton and Bush and the fact that they took opposing views over the legislative affairs of the national forestry.

Failure in both president's attempts at coming towards a common agreement was often attributed that it was the stakeholder's (mostly employees) fault to start with, and hence doubts as to whether workers (or public) had enough 'competence' to engage effectively in participation of key decisions.

### NEGOTIATION

**“Personality has been one of the most-studied factors in negotiation research” (Ma, 2008).**

Bush's and Clinton's administration have made apparent to us that a greater focus on how 'players' define and create negotiation became the key driving forces for all decisions that lead towards amendments/changes of the NFMA. Brandeburder et al. (cited in Ma, 2008) states “negotiation scholars argue that how competitors define negotiation may be more important than the actual moves negotiators make during negotiation” – competitors, in our terms, may co-relate to opposing factions pro/con environmental protection.

The impact of personality on negotiation has not been adequately studied, but the outcomes of personality on final results certainly have. When examining negotiation skills of the two main leaders in questions we may resort to the concept of 'bargainer' variables, but these portray only inconclusive findings

by their own. We could argue that Bush was influenced by the worker's front, which had in turn a higher monetary capital value than Clinton's pro-environmental lobby groups. "Negotiation is a cognitive decision-making process involving the consideration of the appropriate dispute objects and determination of acceptable behaviors to reconcile 'incompatible' interests" (Ma, 2008).

As Stephen Covey (2004) puts it, the most effective situation is to be in a Win-Win scenario, and of this we can clearly see in the national forestry debate that both leaders, Clinton and Bush, sought to such an agreement, albeit in different perspectives.

The personality traits that make 'the big five' in negotiation dealings are summarized as follows:

- Neuroticism (ie: Bush)
- Extraversion (ie: Clinton)
- Openness (ie: Clinton)
- Agreeableness (ie: Bush & Clinton)
- Conscientiousness (ie: Bush & Clinton)

Negotiations cannot be fully understood without a cognitive understanding of the negotiator (Ma, 2008).

Maybe too much emphasis was placed on the leader's decisions, and indeed they failed to account for pro-activeness using a 'bottom-up' principle.

The overwhelming pressures to abide to deadlines and schedules cast great doubt on the control of a supremacy top management. It is plausible that negotiations could have occurred better in Clinton's regime if he were to adopt a more responsive approach to contributions from individuals – which was what Bush did, by ignoring minority voices and opinions.

**Did you know?**

Former President Bill Clinton announced yesterday (14<sup>th</sup> Jan '04) that his foundation had negotiated deals with five major medical companies to steeply discount the price of two crucial diagnostic tests for H.I.V./AIDS in Africa and the Caribbean.

***"The New York Times '04"***

In no misunderstanding, Clinton was by far a better negotiator than Bush, and his failings to maintain support should not go unwarranted by this case alone.

### COERCION

Another implementation tactic to deal with the resistance to change is the coercion tactic (Samson & Daft, 2005). The American Heritage Collegiate Dictionary (cited in Giampetro & Emiliani, 2007) asserts the following definition of coercion: “To force someone to act or think in a certain way by use of pressure threats, or intimidation”. Taking this concept closer to the managerial environment, suggests the use of official power by managers to compel people to change (Samson & Daft, 2005).

President's Bush constitution's reforms that destabilized the rights of some groups to express their opinion are in the opposite side to the democracy principles. Bush made use of coercive force to take the power from the public and stakeholders in order to maintain some amendments that were facilitating his politics. The changes to the NFMR legislations also created a greater impediment to appeals (Davis, 2004).

Moreover, the Bush's government developed a 'parallel processing' strategy to modify the forest planning. The strategy was an arrangement of legislative and regulatory initiatives to limit the appeals progression for timber-harvesting projects, which can be interpreted as a coercion tactic. This gave his administration a good position to put into practice key parts of the statute in the appropriated time (Davis, 2004).

In addition, president's Clinton also used coercive force when placed a new environmental person in charge of the ESM (ecosystems management). The ESM chief officer was replaced by a respected wildlife biologist to set a pro-environmental tone in the White House (Davis, 2008).



Both presidents faced different dilemmas as government institutions were economically dependent upon income of timber sales. They used their coercive power in favor of their own groups and ideologies. Clinton tried ways to manage economic survivals in timber-dependent communities while preserving the ecosystems. On the other hand, Bush attempted to an overall easement on restrictions of natural resource production in favor of the timber logging association (Davis, 2008).

### **TOP MANAGEMENT SUPPORT**

The perceptible support of top management also plays a key role in the change management process. It can assist to beat the resistance to change. However, it can also interrupt the change process when managers are unsuccessful to sustain a project and make it difficult to reach the strategies objectives (Samson & Daft, 2005).

During the Clinton government, the top management support assisted his administration to overcome the resistance to change in the ECM. "...Clinton sought to initiate major changes in national forest policy by selecting key people within strategically important positions" (Davis, 2008). Besides that, Clinton forest-planning initiative was also strengthened by secretary Glickman's decision to set up a committee of scientists to counsel the Forest Service in the rule-making process. Therefore, Glickman used scientific credibility to support the new policy (Davis, 2008).

Furthermore, Bush administration officials support was fundamental to insure the achievement of a new regulation in the NFMA; and also to benefit important stakeholders during the legislative gridlock. For instance, Bush's government management staff instructed Forest Service administrators to apply to older rules placed before Clinton's proposal. In addition, Bush's top management support combined the strategy of problem redefinition with a modification of bureaucratic requirements. This strategy focused in the effectiveness of the related improvements rather than environmental

development. As a result, organizational participants that wanted to challenge the important features of the rule; faced a successful reduction on the number of administrative possibilities available (Davis, 2004).

Moreover, top management support has an enormous importance for public management administrations. Usually because change initiatives in the public sector are basically top-down. Clegg and Walsh (cited in Diefenbach, 2007) state “push systems in which senior managers and various types of expert push change initiatives into parts of their organizations”. Therefore, it describes that change has to be managed in a hierarchical way.

Together, the hierarchical understanding of management and change (‘being clear’) and the fierceness with which it is justified, communicated, and implemented by its proponents (‘being tough’) are core parts of a paternalistic ideology of leadership, of leaders who are knowledgeable, insight- and skilful – and their relations to those who are not. (Diefenbach, 2007)

## CONCLUSION

The National Forestry Act 1974 was never created perfectly. President Clinton initiatives in change management politics, ushered an era of which thought should be paid for the long run sustainability of the environment to the detriment of the economic needs of the social local economy. Upon succession of President Clinton by President Bush, new work relations were established that freed up many impediments put into place by Clinton administration. Bush’s regulatory change management politics, involved the implementation of mandates that eased restrictions for timber and natural resource industries, but as a side effect it did strip away most of the power of the public opinion.

Bill Clinton emphasized democratic ideals, thus providing a path between socialism and neo-liberalism when it came to implementation to anti-pollution

laws. George Bush saw little sense in the long term usage of sustainable development, and instead he saw it fit to implement a neo-conservative strategy which would produce more benefits than harms – this in sense of the local economy demands.

Lack of communication to ALL stakeholders led to Clinton's NFMA strategy demise, this as he mainly focused on the views of environmental groups. Bush's success in implementation of NFMA proceedings can be attributed that he gave support to more powerful organizations, which in turn had a greater say due to their wealth and involvement at stake. Participation from both pro/contra-environmental groups played a key aspect in implementing changes in both accounts – where some stakeholders may have adored one President; they may have loathed the other (there was no perfect compromise). It should be no mistake, Clinton was a better negotiator than Bush however, and the lobby groups in support of the latter would have had a much bigger influence on decisions than of the President's own actions himself.

Pure coercive force was seen to a limited amount. Clinton sought the aide of skilled friends for administrative positions, in order to set pro-environmental regulations. Bush, in the other hand, was influenced by the voice of the 'workers', maintaining some amendments that were facilitating his politics.

It was clearly evident that a 'bottoms-up' approach was not a successful strategy, and at the end of the day, key decisions came, in a hierarchical way, from support from top management. On a final note, it should be noted that world's change management politics in the public sector continue the same, even in the world's best democracies, that is, the voice of a few are heard to the detriment to the voice of the many.

**Thank You!**

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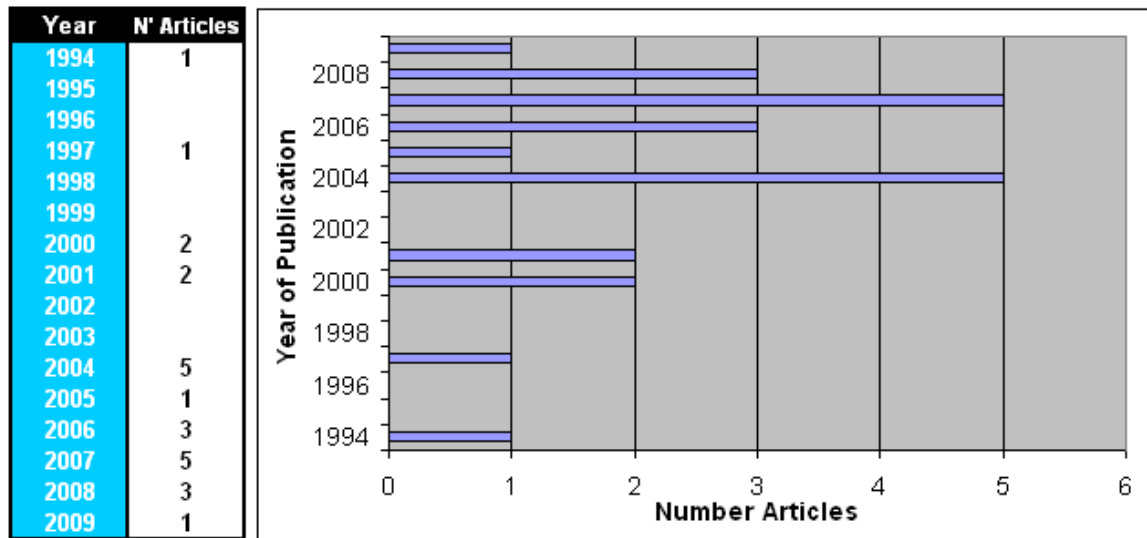
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**VALIDITY**

You may notice a wide discrepancy in dates of publications for our essay (listed below):



In order to account for the most pertinent ongoing change initiatives we had to research mostly articles from 2004 onwards. The vast majority of our articles fit this latter category. However, it should be emphasized that presidential efforts to change legislature for the NFMA ranged from the early 1990’s to late 2003, and indeed a certain degree of examination of these past articles was deemed crucial to reflect the view of the time.

We believe that the choice of the 25 articles for this essay warrant the integrity of this essay.