



Michigan.gov

Beyond technology: Michigan's human-centered approach to change

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EXECUTIVE SUMMARY

Michigan's enterprise organizational change management (EOCM) initiative addresses one of the most critical challenges in state government today – how to modernize rapidly without operational disruption. As enterprise initiatives expanded across cybersecurity, infrastructure, and digital services, the Michigan Department of Technology, Management & Budget (DTMB) implemented a unified, enterprise-wide approach to change management that standardizes how agencies prepare for and absorb change. The model integrates early into project planning, leverages human-centered design, and equips staff with the training and tools needed to support seamless rollouts.

Pilot projects validated this approach in real-world conditions. One initiative demonstrated the model's strength in high-people-dependency initiatives by achieving a 75 percent early adoption rate—far exceeding the historical average of roughly 20 percent—and only 146 help desk calls during statewide enforcement, preventing the typical call-center surge. Another pilot showed that the methodology scales effectively in high-operational-risk environments, migrating the ISP of hundreds of uniquely configured sites per month with 79 percent positive sentiment due to iterative readiness planning and targeted engagement. A third pilot, provided early insight into how the methodology surfaces readiness, scope, and alignment issues when technology foundations are still maturing. Together, the pilots confirmed that structured change management accelerates benefit realization while reducing disruption to operations and services.

By embedding EOCM into statewide delivery, Michigan created a sustainable capability that protects service continuity for millions of residents. This repeatable enterprise model now serves as a foundation for portfolio-level orchestration and stands as a national example of how states can modernize with discipline, predictability, and minimal disruption.

IDEA

What problems or opportunities does the project address?

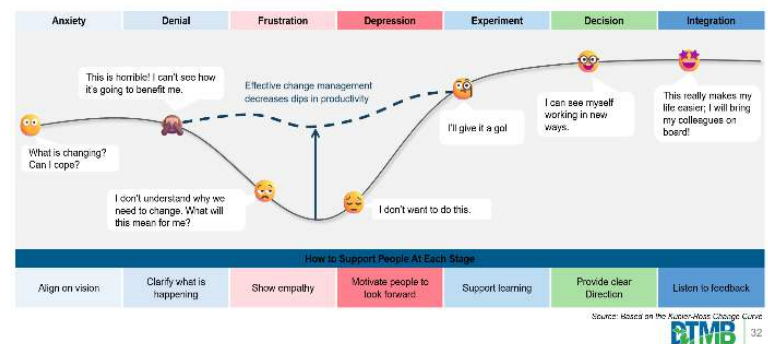
Michigan's modernization accelerated significantly in 2024 due to enterprise mandates in cloud adoption, cybersecurity hardening, and digital service expansion. This pace created a substantial operational risk across all state agencies. Prior to intervention, enterprise rollouts routinely led to:

- Increased errors, rework, and emergency workarounds.
- Operational slowdowns and inconsistent workflows.
- Higher demand on help desks and support teams.
- Policy and process breakdowns.
- Rising change fatigue and reduced staff morale.



Minimizing the change “dip”

The goal of taking a human-centered change approach is to understand your people's needs and make them feel valued and supported along the journey while preparing them for change.



Historically, these impacts translated to longer project timelines, delayed benefits realization, and higher costs for agencies already strained by competing priorities. The EOCM initiative directly addresses this problem by establishing disruption management as an enterprise-level capability. Instead of managing change project-by-project, EOCM ensures we take an enterprise-wide view, coordinating modernization efforts, reducing change fatigue, and supporting smooth, sustainable transitions across government operations.

The opportunity was to embed a repeatable, scalable EOCM methodology across all enterprise initiatives, creating consistent expectations, clearer coordination, and predictable adoption outcomes. By doing so, DTMB improved the way changes are introduced, communicated, and supported statewide – strengthening Michigan's modernization infrastructure.

DTMB regularly leads enterprise level technology, cybersecurity, and modernization efforts that affect all 19 executive branch departments, more than 55,000 State of Michigan employees, and the over 10 million residents who rely on government services. At the same time, DTMB teams are responsible for supporting day-to-day technology needs across state agencies.

Because statewide initiatives can create downstream impacts on agency projects, operations, and service delivery, a coordinated EOCM approach is essential. EOCM helps ensure that major changes are introduced in a way that protects continuity, minimizes disruption, manages change fatigue, and aligns DTMB and agency partners around shared expectations for readiness and adoption.

Why does it matter?

The business rationale for EOCM is grounded in measurable, statewide benefits:

- Cost avoidance through reduced rework, fewer emergency fixes, and shorter hyper care.
- Staffing stability, eliminating the need for surge teams to manage rollout disruptions.
- Improved adoption and faster time-to-value for enterprise technologies.
- Reduced risk exposure aligned with NASCIO priorities such as governance, modernization discipline, and workforce readiness.
- Stronger cross-agency coordination and better alignment between DTMB and its customers.

Without this initiative, Michigan would have faced compounding modernization fatigue, slowed adoption of critical technologies, increased security and operational risks, and degraded citizen-facing service levels.

Describe what makes the project innovative or distinct from similar initiatives.

Michigan's approach is distinct from traditional EOCM models in several ways:

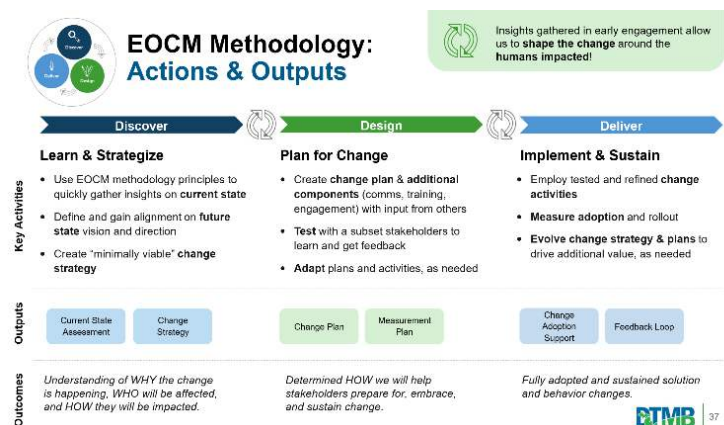
- A focus on operational continuity, not just user readiness.
- Role-based impact planning that identifies and mitigates high-impact areas early.
- Iterative feedback loops improving communication and training months before go live.
- Early warning indicators for sentiment, readiness, and adoption risk.
- A standardized toolkit, including adoption scoring models, stakeholder frameworks, and impact templates, to reduce variability and ensure repeatability.
- A shift from reactive change response to proactive disruption avoidance.
- Deliberate development of internal change-management skills, ensuring DTMB teams can sustain and continuously improve the capability over time.

Michigan also demonstrated the methodology's versatility by applying one streamlined, evidence-based model across three very different enterprise initiatives. This proved the approach is scalable regardless of scope, subject matter, or technical complexity. It reframes EOCM as modernization infrastructure, a "disruption dampener", embedded into statewide delivery rather than a support service applied at the end of each project.

What makes it universal?

Michigan's EOCM model aligns directly with several National Association of State Chief Information Officers (NASCIO) State Chief Information Officer (CIO) Top Ten Priorities:

- Cybersecurity and risk management
- Legacy modernization
- Workforce readiness
- Enterprise governance
- Digital government



Because the methodology uses common tools, templates, and governance structures, it is intentionally designed to be repeatable and transferable. Any state, regardless of size, maturity, or budget, can adopt this model to manage modernization without disrupting operations.

Key universal components include:

- Enterprise governance discipline that enables clear decision-making.
- Standardized tools and templates usable across any enterprise initiative.

- Scalable intake and prioritization frameworks.
- Cross-agency coordination and sequencing to reduce cumulative disruption.

These elements make Michigan’s EOCM model a practical blueprint for other states facing the same modernization pressures. It not only supports DTMB’s mission to deliver secure, efficient, user-focused solutions, but also contributes to the broader national CIO community by offering a proven, reusable model for statewide operational readiness.

IMPLEMENTATION

What was the roadmap and how does this project fit into an enterprise view?

The implementation followed a structured, multiphase roadmap – design, delivery, and workshop activities – aligned with DTMB’s enterprise operating model. The process mirrored a build–test–deploy engineering mindset supported by agile iteration, human-centered design, and continuous feedback.

The roadmap fits into an enterprise view by ensuring that EOCM becomes part of statewide delivery, not a project-by-project afterthought. Enterprise initiatives driven required a consistent, repeatable, and scalable model, and EOCM was intentionally embedded at the enterprise governance level.

Roadmap Highlights:

Phase 1: Design

- Facilitated multistakeholder planning sessions to define priorities, scope, and strategic direction.
- Conducted a comprehensive assessment of DTMB’s change readiness, building on prior process improvement efforts.
- Mapped issues and opportunities from the past five years of enterprise rollouts.
- Included diverse voices through interviews, workshops, and collaborative codesign activities.
- Developed a customized implementation plan, facilitation materials, and a standardized toolkit.
- Established training and certification programs, along with metrics to monitor practitioner progress.
- Evaluated current DTMB processes and governance structures for alignment and modernization needs.
- Documented all plans, agendas, materials, and facilitation deliverables in electronic format.

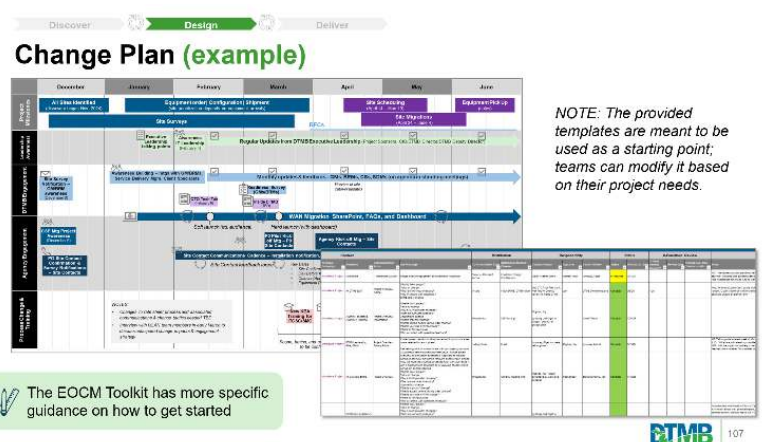
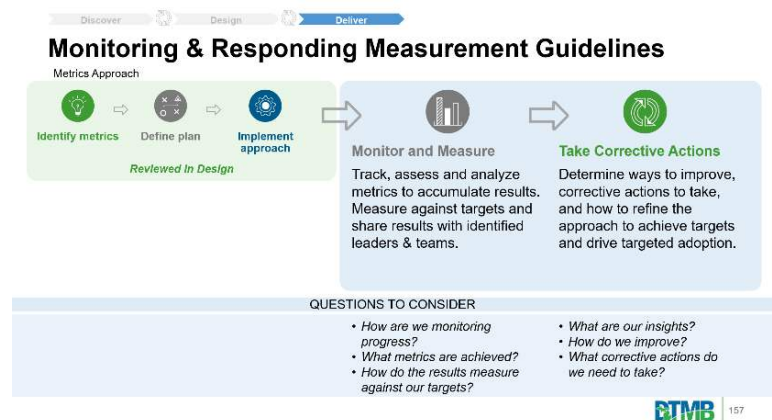
Phase 2: Delivery

- Led facilitation workshops that developed the enterprise EOCM methodology, strategic plan, and toolkits.
- Provided coaching, instruction, and hands-on guidance to build DTMB’s internal EOCM capability.
- Delivered training materials, templates, and “train the trainer” resources owned and fully tailorable by DTMB.
- Captured workshop output, next steps, and committee/subcommittee informational needs.
- Ensured all methodology components were designed for enterprise reuse across all DTMB initiatives.

Phase 3: Workshop activities and continuous improvement

- Analyzed workshop feedback to refine methodology, strategic initiatives, and certification content.
- Produced a comprehensive report including methodology documentation, training guidance, next steps, and recommended actions.
- Conducted quarterly health checks to monitor adoption, assess capability maturity, and recommend course corrections.

This roadmap ensured that EOCM matured from a vendor supported initiative into an embedded enterprise capability, owned and operated by DTMB.



Michigan piloted the EOCM methodology across three distinct enterprise initiatives—each representing different levels of people dependency, operational complexity, and organizational risk.

- Windows Hello demonstrated a high-adoption, behavior-change scenario, requiring 55,000 employees to alter their daily authentication routine.
- WAN Modernization reflected a lower people-dependency but high operational-risk environment, involving approximately 700 uniquely configured sites where downtime had real service implications.
- The Security Service Edge (SSE) pilot showed that change management can surface readiness and scope issues early, but it cannot substitute for a well-defined solution; instead, it highlighted the importance of stable project foundations.

Together, these pilots provided a rich testbed that validated the scalability and effectiveness of the EOCM model across very different types of enterprise change.

How is success measured?

Success is evaluated through operational and workforce readiness outcomes, including:

- Reduced help desk call volume and fewer post go live disruptions.
- Shortened stabilization periods across enterprise technology rollouts.
- Increased readiness and adoption scores across affected agencies.
- Higher quality communications and early mitigation of role-based impacts.
- Decreased need for emergency workarounds and rework.
- Demonstrated use of standardized templates and methodology across multiple enterprise programs.

These indicators confirm that modernization can occur without compromising continuity of state operations.

Who was involved?

The initiative was conceptually sponsored by the CIO and supported across leadership transitions through enterprise governance. Its success depended on close collaboration across DTMB's pillars and agency partners.

Key contributors included:

- DTMB executive leadership and CIO sponsorship.
- DTMB Enterprise Portfolio Management Office (EPMO).
- DTMB enterprise program teams.
- DTMB operational leadership.
- Trained change practitioners, EOCM specialists, and analysts.
- Agile delivery teams.
- Communications and training specialists.
- Agency subject matter experts (SMEs) participating in readiness assessments and role-based analysis.

Buy-in and adoption were obtained through:

- Leadership alignment sessions that framed EOCM as modernization infrastructure.
- A transparent planning process with interviews, workshops, and stakeholder codesign.
- Frequent feedback loops to refine messaging, training, and readiness activities.
- Communications emphasizing the value of reducing disruption and protecting agency operations.
- “Change Agility” branding that positioned the methodology as a skill set, not a mandate.
- Certification, coaching, and practical supports that empowered staff to apply the methodology on real projects.

By involving stakeholders from concept through rollout and pairing training with hands-on coaching, DTMB built both support and confidence in the enterprise model.

How did you do it?

Resources needed included:

- Human: Change specialists, practice leads, analysts, facilitators, trainers, and agency SMEs.
- Time: Integrated into the entire enterprise project lifecycle, from intake through go live stabilization.
- Financial: Low incremental cost due to reusable toolkits, state ownership of deliverables, and reduced rework from improved rollout quality.

Investing in activities and support during the execution of the new methodology—such as coaching, methodology tailoring, retrospective workshops, and quarterly health checks—added continuity and helped DTMB embed the practice long-term.

High-level technical architecture

The EOCM methodology is technology agnostic. It integrates with any enterprise platform (ERP modernization, cybersecurity hardening, IAM, HR systems, or digital services) because it focuses on workflow impacts, user behavior, readiness, and cross agency coordination – not the technology itself.

The architecture's value lies in its:

- Universal applicability across programs.
- Lightweight footprint and low operational overhead.
- Emphasis on human-centered design, operational continuity, and role-based impact identification.
- Reusable templates, tools, and playbooks that make enterprise rollouts predictable.

This made the approach scalable across diverse enterprise programs driven by DTMB while protecting the agencies they support from cumulative disruption.

IMPACT

What did the project make better?

Before EOCM, enterprise technology rollouts created unpredictable and often disruptive operational impacts across state agencies. Because many DTMB initiatives affect every department at once, agencies frequently experienced:

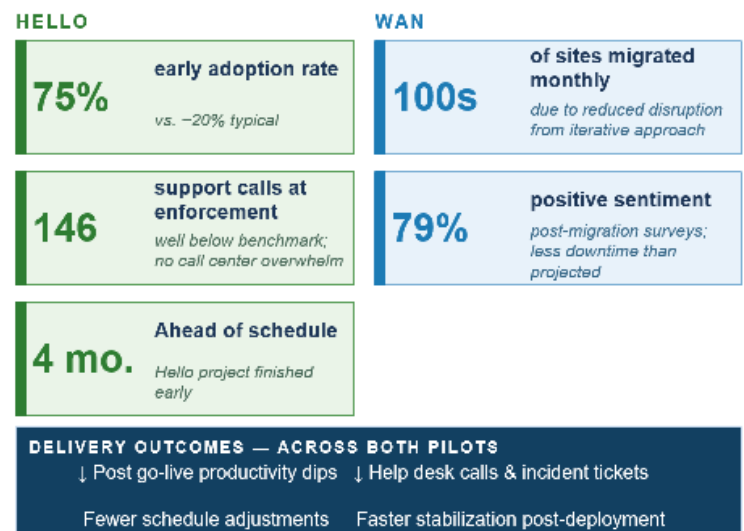
- Noticeable productivity dips.
- Unpredictable and inconsistent workflows.
- Compressed or mismatched training timelines.
- Increased help desk calls and high urgency tickets.
- Emergency workarounds and temporary fixes.
- High levels of change fatigue and declining morale.

This environment slowed modernization, reduced adoption, and strained Agency Services' ability to support the 19 state departments they serve. The pilot projects demonstrated how EOCM fundamentally changed this experience. By introducing structured readiness, communications sequencing, and behavior-change planning, enterprise rollouts became smoother and far less disruptive.

Collectively, the pilots produced improved agency confidence, better-timed training and communication, more predictable stabilization, fewer escalations, and significantly reduced workforce strain.

After EOCM, agencies reported materially improved rollout experiences. Enterprise changes, large or small, were introduced in ways that protected operations and maintained continuity of services. Outcomes included:

- Smoother transitions with significantly less disruption.
- Better sequencing of communications and training.
- Increased early adoption due to iterative adjustments and early readiness checkpoints.
- Lower workforce strain and improved staff confidence.
- Reduced downtime and fewer breaks in service delivery.
- More predictable project stabilization and fewer escalations.



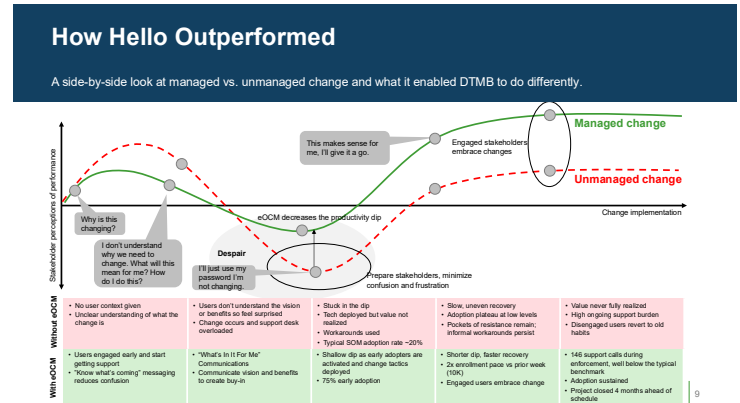
The initiative fundamentally shifted modernization from reactive problem solving to proactive disruption prevention, ensuring that enterprise technology improvements no longer create unintended downstream disruptions for agencies or citizens.

How do you know?

Michigan measured impact using a combination of quantitative metrics and qualitative feedback.

Quantitative indicators

- **Windows Hello**
 - Decreased help desk call volume compared to past enterprise rollouts.
 - 75% early adopter rate, compared to typical 20%, driven by improved communication and readiness planning.
 - Enrollment doubled week-over-week after 30-day communications were launched (20,000 users in two weeks).
 - Reduced post-go live productivity dips, based on agency performance measures.
 - Faster stabilization with fewer schedule adjustments and reduced hyper care duration.
 - Project finished 4 months ahead of schedule due to high early adoption momentum.
- **WAN Modernization**
 - 79% positive sentiment in post migration surveys.
 - Hundreds of WAN sites were onboarded monthly with minimal disruption due to early sentiment monitoring.
 - Project finished 3 months ahead of schedule as iterative refinements increased migration velocity and reduced downtime.



Emerging measures

- Percentage of project value dependent on adoption, enabling clearer ROI forecasting.
- Cumulative change load monitoring to prevent agency overload.
- Reduction in emergency rework, policy adjustments, and temporary workarounds.

Qualitative evidence

"Compared to previous enterprise rollouts, this transition was remarkably smooth. Our staff stayed productive, understood what was changing, and felt prepared well before go live. It was the first time we didn't experience a major dip in service delivery during a big technology shift." – Agency operational leader feedback

This feedback reflects a consistent trend across multiple departments: better timing, clearer expectations, and more confident end users.

What now?

Michigan is now maturing EOCM into an enterprise portfolio orchestration capability, where change sequencing and load management are coordinated across statewide programs. Next steps include:

- Embedding EOCM into all enterprise initiatives from intake through stabilization.
- Expanding cross-project forecasting to anticipate cumulative change impacts.
- Sustaining and advancing the standardized toolkit and certification program.
- Strengthening enterprise governance through consistent readiness and sentiment reporting.
- Reducing the marginal cost of EOCM support over time through repeatable, reusable models.

The initial investment is justified because the model delivers operational resilience, reduces modernization risk, accelerates the realization of benefits, and safeguards the continuity of government services – all while maintaining a low-cost, scalable, and transferable structure. As more enterprise programs adopt the model, its value compounds, making modernization faster, smoother, and less disruptive for the entire State of Michigan workforce and the residents they serve.