

CHAPTER TWO

MANAGEMENT OF CHANGE

2.1 INTRODUCTION

“Organisations exist in a dynamic environment in which changing ways of life, political trends and events in the environment, especially the ability to forecast the implications of these for managerial decision making, are now becoming a top priority for management, since past experience in the rapidly changing environment is often of little help when management has to deal with new problems. Knowledge of trends in the environment and identification of environmental dimensions that largely determine the progress of an organization, are also necessary for decision making to maximize efficiency” (Smit and De J Cronje, 1999:84-85). This knowledge requires scanning of the environment which enables management to timeously identify threats and challenges in the environment and, where possible, to transform them into opportunities.

This chapter attempts to highlight the role of school managers with regard to new value systems that were brought about by the new democratic government. A major issue, however, is how effective are school managers in implementing change? During the period before the 1994 elections, people (learners, educators and parents) were expected to fit into the environment rather than act on it to implement changes. Any action or statement that conflicted with ideologies of the principal (acting for the state), were frowned upon or regarded as insubordination (Mda and Mothata,

2000:65). In this chapter, the concept of management is no longer limited only to principals, it is a dynamic and inclusive concept that incorporates a participative approach and regards all stakeholders as active participants. The difference lies in the level at which each constituent operates. Participation is generally considered the most effective technique for overcoming resistance to change. It is also important in bringing together those affected to help implement the change (Smit and De J Cronje, 1999:267).

2.2 WHAT IS CHANGE?

According to Smit et al, (1999:260) organisational change can be defined as “a process in which an organization takes on new ideas to become different. The necessity for change can be brought about by factors in the external environment or within the organization itself”. In general terms change represent the struggle between what is and what is desired. “Change is also a deliberate effort to change the status quo by means of a complicated process that requires thorough strategic planning”(Van Der Bank, 2000:101). Change always aims at improvement.

Profound change requires investment – of time, energy, and resources. It requires a team genuinely committed to new organizational purposes, methods and working environments. The most important change initiatives seem to have these qualities:

- They are connected with real work goals and processes;
- They are connected with improving performance;
- They involve people who have the power to take action regarding these goals;

- They afford people an increased amount of opportunities to think and reflect without pressure to make decisions;
- They are intended to increase people's capacity, individually and collectively; and
- They focus on learning about learning, in settings that matter (Senge et al, 1999:43).

Some managers experience the new managerial work as a loss of power because much of their authority used to come from hierarchical position. Now that everything seems negotiable by everyone, they are confused about how to mobilize and motivate staff (Kanter, 1991:13). Most school managers in black schools have not had much management training in their role as change agents. They assume that a problem is solved when employees verbally agree to a change. Later they may learn that the employees have neither accepted nor learned how to implement the change.

Fear of change is understandable, but because the environment changes rapidly and it has been doing so increasingly, organisations cannot afford not to change. In this study the major task of a manager is to implement change, and that entails overcoming resistance to it. (Kotter and Schlesinger, 1991:67).

2.3 CHANGES IN EDUCATION

South Africa now has a new system of education. It emphasizes equal access and improving the quality. School managers and leaders will, in the future be judged on the quality of education, their school educational policy; and management in the educational institutions must change. Schools are now encouraged to become self-

managed and self-reliant. The manager is expected to form a school management team (SMT) made up of senior level staff. The SMT is responsible for the day-to-day running of the school and for putting the school's policies into practice, while the school governing body (SGB) determines the policies. (Managing and Leading Schools, 2000:1-2)

Aspects of the development of the new framework are discussed to assess the possible positive contribution of this framework to the provision of high quality education during educational change. 27 April 1994 was a watershed in the political, legal and educational history of South Africa. It ushered in a democratic political system, a supreme constitution to replace a system of parliamentary sovereignty and a single integrated and democratic education system in the place of fragmented systems marked by rigid divisions along racial lines at all levels of management (Beckmann, 1997:123).

The challenge that presented itself to South Africa on 27 April 1994 may best be summarized in the words of the Preamble to the Constitution of the Republic Of South Africa, 1996 (Act No.108 of 1996), namely to:

- Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights.
- Lay the fundamental democratic law that equally protects open society and in which government is based on the will of the people and every citizen.
- Improve the quality of life of each of all citizens and free potential of each person.

A government desiring to bring about dramatic changes to the education

management, is likely to use the new mechanisms of the new legislation rather than policy changes to do so most effectively

School governors and managers need to be familiar with some of the democratic principles that have informed and influenced policies regarding transformation in the structure and functions of school management and governance, such as, the national Constitution (1996), South African Schools Act (SASA) 1996, The White Paper on Education and Training (1995-6), and the National Qualification Framework (1996). (Mda and Mothata, 2000:66-68). The available policy documents focus primarily on dismantling discriminatory policies such as those which deny people the right of entry into certain schools; equal access to education resources; and opportunities for academic growth and economic advancement.

According to Beckmann et al (1995:8) the law of education regulates all the interactions of individuals, groups, independent bodies and officials within the system. In other words, the law of education is a collection of legal rules, principles and norms which come from Statute Law, Common Law and Case Law that have in common, elements that can be applied in education relationships and acts. The law of education helps school managers in schools because it governs the actions, functions and behaviour of all people and bodies that are involved in education. Educators know the legal concepts that apply to education matters and can safely make a decision or call on legal experts for advice.

The school as a learning institution involves different parties that have an interest in education. These parties include educators, learners, administrators, education

departments, parents, teacher organisations, and school governing bodies, NGO's, Churches and the community at large. Education management requires all these parties to work in partnership and collaboration. It is in this respect that the law of education is regarded as an important pivotal joint functioning within the education system. (Beckmann, 1995:8 -13). Educators can now judge in advance whether the decision he is to make will affect the rights of the other parties e.g. suspension or expulsion. The introduction of school governing bodies, a statutory body set up by an act of parliament, emphasizes the importance of the law. The governance of every public school is vested in its governing body (GDE Understanding the SASA, 1997:23).

2.4 THE NATURE OF CHANGE

More and more organizations today face a dynamic and changing environment. This in turn, is requiring these organizations to adapt (Robbins, 2001:540). All organisations undergo adjustments in reacting to change. Two fundamental types of organisational change can be distinguished, namely: Routine and Planned change.

Routine changes are minor changes and do not affect the organization as a whole. These changes are also called reactive because they are a response to problems as they develop. Such a response is sometimes done in haste and is poorly planned and executed.

Planned change involves the entire organization or a major part of it, to adapt to significant changes in the organisation's goals or direction, in reaction to expected

change in the environment. Planned change is designed and implemented in an orderly and timely fashion in anticipation of future events (Smit et al, 1999:260-261).

Essentially there are two goals of planned change. First, it seeks to improve the ability of the organization to adapt to changes in its environment. Second, it seeks to change employee behaviour. Efforts to stimulate innovation, empower employees, and introduce work teams are examples of planned change activities directed at responding to changes in the environment (Robbins, 2001:542).

2.5 TYPES OF CHANGE

Organisations may undertake change in the following four areas: strategy, structure, technology and people. When change is made in one of the above areas, that change will generally also bring about a change in another area. The four major types of change are discussed below:

- **Change in strategy.** Most organizations have strategic plans outlining the future course of the organization, taking into consideration the internal and external environments. South African schools are making major changes in education since the new democratic government came into existence.
- **Change in structure.** This change involves change in the basic components of the organization, decentralization, increasing authority and span of control. School organizations are undergoing a change in their organizational structure as they now have legitimate partners, school governing bodies.

- **Change in technology.** Technological changes involve the use of computers which may require hiring new people who understand the new technology or training existing personnel.
- **Change in people.** This change involves changes in performance, skills, attitudes, perceptions, behaviours and expectations of people. A change in organizational culture is also regarded as change in people. Major changes are currently being undertaken in the empowerment of previously disadvantaged people (Smit et al, 1999:263-264).

2.6 VISION AND CHANGE

Vision is a passionate, vivid picture of the future owned by the whole organisation. Building a shared vision is time consuming and can only be done by involving the whole team. In this study the visionary leader who is the manager, has to draw out and communicate the vision to ensure that his or her actions “role model” the vision, and to constantly challenge the management team to think differently and reinvent the past (Clarke, L. 1994:146).

During the process of strategic and operational change intentions are implanted over time. “ Schools need structural alteration and the decentralization of some of its strategic decisions by the creation of a problem solving committee. This committee should plan the organisation thereby broaden the participation in strategic decisions” (Pettigrew and Whipp, 1991:105).

Managers are often themselves products of the old system and may find it very difficult to initiate or lead change. This reverses their prior decisions and stances. The more things are changing, the more necessary it is to have someone at the top that sums up, models and articulates the vision for the future. The essence of visionary leadership lies in two aspects: articulating the vision and mobilising the energy of all people towards the vision. (Clarke, 1994:136). It constantly alerts the management team of new challenges and threats, and gives them alternative views and forces managers to reconsider and rethink their basic approaches for success.

“The problems faced by the manager are derived from the circumstances the leader inherits. The environment within and outside the environment, bound the areas of manoeuvre available to the new manager in deciding what to change and how to go about it” (Pettigrew and Whipp, 1991:105). In this study, managing change involves linking action by people at all levels of the organisation. The manager must construct a climate for change while at the same time laying out new directions, but prior to precise action being taken.

2.7 CHANGE PROCESS

The process of change often, is from the understanding an organisation develops of its environment. This research shows that it is not enough for organisation to regard judgements of their external world as only a technical procedure. On the contrary, the requirement is for organisations to become open learning systems. (Pettigrew and Whipp, 1991:105) In other words, assessment of the environment, cannot be the responsibility of the manager only, it needs teamwork.

“Kurt Lewin argued that successful change in organizations should follow three steps: **unfreezing** the status quo, **movement** to a new state, and **refreezing** the new change to make it permanent”(Robbins, 2001:551).

2.7.1 UNFREEZING

Unfreezing refers to the replacement of old ideas and practices by new ones. The value of this model can be seen in the example when the education department decided to fundamentally transform the South African education system, a paradigm shift from a teacher-and content-driven curriculum to an outcomes-based and learner-centred curriculum (Mda and Mothata, 2000:22). Once unfreezing has taken place, the next step, which is movement, can start.

2.7.2 MOVEMENT

Movement entails a process that is set in motion to change the established practices in favour of new procedures and behaviours. The reconstruction of the curriculum for schooling will be essential in order to rid the education and training system of the legacy of racism, dogmatism and outmoded teaching practices (ANC, 1994:10). As soon as the forces of change have had sufficient impact to bring about the desired changes, refreezing which is the last step in the process may commence.

2.7.3 REFREEZING

This is the final step in the change process and means that everything planned and learned in the steps of unfreezing and movement is now put into practice. The changes have now stabilized into a quasi-stationary equilibrium. (Van Der Bank, 2000:102). Refreezing means stabilizing a change intervention by balancing the driving and restraining forces. The **driving forces**, which direct behaviour away from the status quo, can be increased. The **restraining forces**, which hinder movement from the existing equilibrium, can be increased (Robbins, 2001:551)

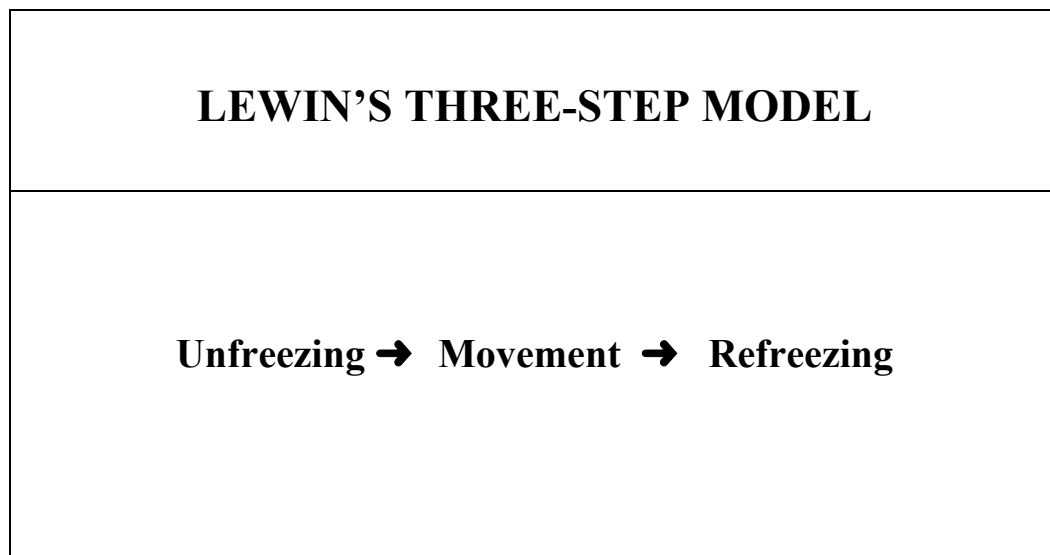


Figure 2.1 (The process of change. Adapted from Robbins, 2001:551)

2.8 ORGANISATIONAL CHANGE

When an organization is planning a change of any kind that will affect the day-to-day activities of people, “the relationship between pain (emotional cost) and pleasure (benefit to the individual) must be considered. Human beings are stimulated or (held-

back) based on their association of personal benefit or cost as a result of a change in their environment” (Ferguson, no date: 2). As a person is faced with change, he will evaluate or question whether or not making the change will cost a great deal in emotional stability or provide a great deal of personal benefit. It is this relationship that determines real, lasting change in a person.

School managers must lead change in schools in the direction of positive results. Therefore the process of change must be managed in a productive, effective and humane manner. In the management of change two aspects are of critical importance: the role of leadership and the importance of involving all stakeholders. Most individuals are not immediately comfortable with change. They react to change through stages (Van Der Bank, 2000:108-109).

2.9 REACTIONS TO CHANGE

Change is a process which has four distinct steps, namely shock, anger, denial and acceptance. “Change will always be a journey into the partially known or unknown. Complex changes represent great uncertainty because more is attempted, and most important: the solution is not known in advance” (OWB700, 2000:103). According to Ferguson (no date: 4), the following are reactions to change:

2.9.1 SHOCK

Once a change has been announced, usually the first reaction people have is to meet the change with a sense of shock. They ask themselves, “Where did this come from?” “What is going on?, or This isn’t what I agreed to!” Here lies the dilemma for

management. Making people feel good about change is the challenge. School managers should prepare and reassure people about what is happening (Fergusson, no date: 4).

2.9.2 ANGER

After the shock of the new situation, most people, if they view the change as a negative impact on their personal situation, become very angry. Many times they will begin a process of looking for the person or persons to blame. They may talk about the new situation in very negative terms, such as, "It won't work!" or "I'm not going to support this!" This anger, if not addressed, may lead to some actually trying to sabotage the change process (Fergusson, no date: 4)

2.9.3 DENIAL

A person going through this phase will make up excuses why he should not be held accountable for anything that goes wrong with the organization as a result of the change. For example, he may make the excuse, "The change will never work!" This attempt to disassociate himself from the new situation often causes the person to alienate himself from the group (Fergusson, no date: 4).

2.9.4 ACCEPTANCE

"Once the person has accepted the change as real and that it is going to happen, he begins to rationalize his role in the new situation. Not only can an individual accept the situation and begin to work towards the new vision, but one can also accept the situation as having a negative impact and choose to leave the organization". Either way, the individual has accepted the fact that the new environment exists (Fergusson, no date: 4)

2.10 RESISTANCE TO CHANGE

Change creates anxiety, uncertainty and stress, even for those managing change. Even people who are fully committed to change may experience stress. Seldom are there any guarantees that the new approach will, that it will deliver the goods (Carnall, 1991:91). One of the most well documented findings from the studies of individual and organizational behaviour is that their members resist change. Resistance to change doesn't necessarily surface in standardized ways. Resistance can be overt, implicit, immediate, or referred. It is easiest for management to deal with resistance when it is overt and immediate. The greater challenge is managing resistance that is implicit or deferred. Implicit resistance efforts are more subtle – loss of loyalty to the organization, loss of motivation to work, increased errors or mistakes, increased absenteeism due to “sickness” – and, hence, more difficult to recognize (Robbins, 2001:545).

Sources of resistance are: individual and organisational sources. In the real world the sources often overlap. The following types of resistance are evident in the school organization:

2.10.1 INDIVIDUAL RESISTANCE

Individual sources of resistance to change reside in basic human characteristics such as perceptions, personalities, and needs. The following are reasons why individuals may resist change in school organisations:

- **Habit**

As human beings, we are creatures of habit. We all rely on habits or programmed responses. But when confronted with change, this tendency to respond in our accustomed ways becomes a source of resistance. For example, when you are moved to a new office building, it means you are likely to have to change many habits.

- **Security**

People with a high need for security are likely to resist change because it threatens their feelings of safety. For example, when the Department of Education announced that some people were to be declared in excess, many employees feared that their jobs were in jeopardy.

- **Fear of the Unknown**

Employees in school organizations hold the same dislike for uncertainty. If, for example, the introduction of Outcomes Based Education means workers will have to learn the new curriculum, some may fear that they will be unable to do so. They may, therefore, develop a negative attitude towards O.B.E.

- **Selective Information Processing**

Individuals shape their world through their perceptions. Once they have created this world, it resists change. They ignore information that challenges the world they have created. Educators who are faced with the introduction of OBE may ignore the arguments their managers make in explaining why a knowledge of OBE is necessary or the potential benefits the change will provide them (Robbins, 2001:545-546).

2.10.2 ORGANISATIONAL RESISTANCE

Educational institutions, which exist to open minds and challenge established doctrine, are themselves extremely resistant to change. Most school systems are using essentially the same teaching methods today as they were 50 years ago. Major sources of organizational resistance are as follows:

- **Structural Inertia**

Organisations have built-in mechanisms to produce stability. For example, training and other socialization techniques reinforce specific role requirements and skills. Formalisation provides job descriptions, rules, and procedures for employees to follow. Baron (1990:575) also states that, because jobs are designed to have stability, it is often difficult to overcome the resistance created by the many forces that create the stability (Baron, 1990: 575).

- **Group Inertia**

Even if individuals want to change their behaviour, group norms may act as a constraint. An individual union member, for instance, may be willing to accept

changes in his work suggested by management. But, if union norms dictate resisting any change made by management, he is likely to resist (Baron, 1990: 575).

- **Threat to established power relationships**

Since the School Governing Bodies (SGBs) will be responsible for developing policies on substantive issues, this tends to threaten long-established power relationships within the school organization. The introduction of participative decision-making or self-managed work teams is the kind of change that is often seen as threatening by managers (Robbins, 2001:547-548).

2.11 OVERCOMING RESISTANCE TO CHANGE

Most people naturally resist change. By anticipating, identifying and even welcoming resistance, we give ourselves the chance to convert raw objections into energy for change (Buckley, 1994:123). By creating and maintaining a climate that is receptive to change, much resistance can be avoided. Several useful steps have been suggested and are summarised here:

2.11.1 COMMUNICATION

Resistance can be reduced through communicating with employees to help them see the logic of a change. This tactic basically assumes that the source of resistance lies in poor communication: If employees receive the full facts and get any misunderstanding cleared up, resistance will subside (Robbins, 2001:548)

2.11.2 PARTICIPATION

It is well established that people who participate in making a decision tend to be more committed to the outcomes of the decision than those who are not involved.

Organisational changes that are “sprung” on the work force with little or no warning, might be expected to encounter resistance, until employees have a chance to assess how the change affects them (Baron, 1990:576).

2.11.3 SUPPORT

It is very important for school managers to display supportive and considerate leadership behaviours when change is being implemented. Supportive managers make a special effort to create a more pleasant and enjoyable working environment by being approachable and really listening to the ideas and views of stakeholders as well as providing opportunities for training if necessary (Van Der Bank, 2000:113).

2.11.4 REWARD

One rather obvious, and quite successful mechanism for facilitating change, is rewarding people for behaving in the desired fashion. This is especially critical when an organisation is in the transition period of introducing change ((Baron, 1990:576).

2.11.5 PLANNING

Sometimes, people are reluctant to change because they fear what the future has in store for them. It is imperative for top management to plan well in advance for changes to be implemented. Introducing change incrementally could lessen the impact of change on educators and allow them time to adjust to new expectations and conditions (Van Der Bank, 2000:114).

2.11.6 COERCION

This strategy or method should only be used as a last resort after all other methods have failed. This is the application of direct force upon the resisters. Subordinates can be threatened with decreased promotional opportunities or job transfer to achieve compliance with change (Van Der Bank, 2000:114).

2.12 CHANGE MANAGEMENT

Managing change involves linking action by the people at all levels of the organisation. More promising is the construction of a climate for change while at the same time laying out new directions, but prior to precise action being taken. An emotional atmosphere in which people feel that the manager is empathetic and non-judgemental towards the employee and their needs, is a climate in which people will be more open about their feelings and resistance (Fergusson, no date: 6).

- Changes require careful planning and sensitive implementation. Evidently typical pitfalls in school organisations have to do with lack of top management involvement; lack of clear goals; lack of flexibility in planning, and a failure to monitor and review performance against plans using the targets set as standards (Carnall, 1990: 57).

The following are strategies for managing change:

- Establish a management structure to implement change – have a steering group, have a wide discussion of issues that entail involvement of all participants.

- Plan extensively for the implementation of change – establish targets and milestones as well as resources required and search for best strategies.
- Have effective leadership at all levels – emphasise personal accountability, teambuilding, vision and communication.
- Use long term criteria in change planning and implementation – focus on future requirements and develop skills and technology.
- Have flexible controls – focus on solutions to problems and show recognition for success.
- Have a communication plan – have regular and repeated communications and allow two-way feedback (Carnall, 1990: 60-62).

2.13 HOW CHANGE IS IMPLEMENTED

Change is itself a process and must be treated as such. An organisation cannot expect people to change the way they have done things for years, overnight. Change is not something that should be taken lightly. It is complex, and if managed properly, can be very beneficial to the employees and the organisation as a whole.

People should be educated about upcoming changes before they occur. The nature as well as the logic behind the change should be communicated to employees. This can be done by means of one-on-one discussions, presentations to groups or reports and memos. Participation gives employees a chance to express their fears about proposed changes. Support is more psychological in the sense that it involves listening to problems and being understanding. It is also best to negotiate a proposed change in order to reach an agreement (Smit et al, 1999: 267).

There are three aspects to the transition of people through change, namely: discontinuation of the old way of doing things; migration; and starting the new way of doing things.

- **Discontinuation of the old way of doing things**

It is during this part of the transition that many of the reactions to change are experienced. Managers should, expect and accept signs of grieving; give people information over and over again; and show how endings ensure the continuity of what is important.

- **Migration**

Migration is the in-between part of the transition. You have to let go of the old way but haven't quite got to the point of fully grasping the new way. This can be a very difficult time, yet it can be a very innovative and creative time. Things to look for, are: anxiety, absenteeism, teamwork is undermined, and people are vulnerable to attacks from outside.

- **Starting the new way of doing things**

This part of the transition is very important in that it is here that you solidify the changes the organization has made. It is here that lasting changes takes place. To reinforce the new behaviour, the manager should:

- Be consistent – and not reward old behaviours.
- Ensure quick success.
- Symbolise the new identity.
- Celebrate the new success.

There are only a few ideas on how to manage the transition of change in an organization. It is important to note that there are many schools of thought on this subject but all have a common theme – open and honest communication is essential throughout the transition (www.c3i.osd.mil/bpr/bprcd/7223c7.htm).

In order for these features to prevail, a range of secondary complementary management action is required to reinforce them. There has to be a coherence of purpose among the senior management, even though individual emphases may differ. There is however concerns about lack of capacity, financial and in terms of human resources, which may impede the successful implementation of the new changes in education. A further concern is the fact that some parties appear to attach little or no value to agreement and seem to disregard them along with the law and order in general, for example, the disruptive behaviour of some students, insubordination from educators and interference from some parent members of the SGB (Beckmann, 1997: 137-141). Although there are some encouraging developments regarding the implementation of management of change, in this study, concerned efforts will have to be made to counter factors that may adversely affect the development during change.

2.14 RESEARCH ON CHANGE

According to Legotlo (1994:73), a manager in any organisation like a school is confronted by a municipality of challenges, like learning the nuts and bolts of school management and the norms and values of the school community . Schwartz and

Harvey (1992:295) point out that some staff members may be reluctant to accept the views of the manager and as such make his task difficult.

Sometimes the leadership style of the previous principal could also cause some problems for the principal introducing change in the education. Much as he is expected to introduce change, he may face challenges if he differs with how things were done in the past. (Weindlings, 1987:334) Management also perceived staff morale as a problem. Increased demands made on teachers as a result of increased curriculum developments, new forms of assessment and change in teaching approaches, have negative effects on staff morale.

Patterson (1993:5) emphasises the need for changing the rules and values of the past. As one focuses on both the how and what of change, more than one of these strategies is likely to be involved. Typically the more successful cases of intervention involve the best elements of more than one strategy. At least four tactics of change are used; all of which contribute to the success of managing change in education. They are:

- ❖ Restructure
- ❖ Group decision making
- ❖ Group problem solving and
- ❖ Experimentation

The integration of South African schools must be looked at against the background of the educational history of the country. Much as this is part of restructuring, in the traditionally Black schools, there are still only Black learners from different ethnic

groups. The change more evident after the 1994 elections is one of meaningful stakeholder participation in institutional management in governance of schools (Mda and Mothata, 2000: 65). It is imperative that all levels of education management and governance develop strategies to solve problems experienced in the management of change in schools. It is important for school managers and governors to regularly evaluate the process of change; embark on ongoing planning; reinforce what works; and remain committed to educational goals (Mda and Mothata, 2000: 84).

In conclusion it could be stated that research on management of change appears to be in an early stage of development. However with the ever increasing changes introduced in the education arena, the success of the implementation of change needs more attention than ever before .

2.15 CONCLUSION

School managers must have a knowledge of how people function. This is not an easy task, for no two people are the same. “Forces of change exist both within the school organisation and in the environment. Change triggers emotional reaction because of the uncertainty involved and most organisational change efforts run into some form of employee resistance. Resistance to change can be overcome by education and communication, participation and involvement, facilitation and support, negotiation and rewards, and coercion and manipulation. Organisational culture and climate have a major influence on change because change often entails transforming basic values and beliefs” (Smit and De J Cronje, 1999:273).

The next chapter will explore the effects of managing change on climate and inter-personal relations within the traditionally Black schools in the Gauteng Province. Change has a profound effect on how people react in organisations. Conflicts of interest brought about by change and the exchange relations will be explained. The climate and culture existing in Black schools will be highlighted.