CHAPTER 3

CHANGE AND MANAGEMENT OF CHANGE IN SCHOOL MANAGEMENT

3.1   Introduction

The radical changes currently taking place in the structure and organisation of the South African education system are real and visible. The following are examples of legislation that has been promulgated since 1994: The White Paper on Education and Training (15 March 1995); The South African Schools Act (1996); Education White Paper 3 (1997) and the Green Paper on Further Education and Training (15 April 1998). These changes will affect school management as a whole and have a direct impact on school governance, school funding, the content of curricula, teaching methods and the cultivation of the culture of teaching and learning by both teachers and learners. The involvement of parents and/or guardians in education is of supreme importance in the new dispensation (White Paper on Education and Training 1995:19, 70).

Some changes are seen as positive and supportive, others are viewed as negative and threatening. The demands on teachers and principals of increased standards of performance, professional commitment and personal adaptability to these changes have also multiplied.

In the South African situation, change in education is an overused term. With the change in the political system, change in education to be in line with the democratic nature of the country was not only imminent but imperative. Hopkins and Reynolds (1994:13) hold the view that "Change is becoming all pervasive, it is here to stay" and this is indeed so in the South African situation. John Sayer (1989:31) also contends that "… the pace of discovery and change will continue to accelerate so that it becomes the habit and expectation".

The focus of this chapter will be on change and how to manage it in schools to improve the quality of education offered in public schools. The changes that have been introduced in the South African Department of Education since the institution of democratic rule in 1994 are many and it will be the aim of this chapter to make an in-depth study of the literature in order to

explore how the effective management of these changes can bring about an improvement in the quality of education offered in public schools.

3.2   What is change?

Education systems have changed and are still changing and this has been so ever since the beginning of humanity. What is new, however, is the rapid rate of change which has greatly reduced the time allowed for adaptation. Whitaker (1993:49) contends that change "… involves moving from a present state to a different future. Many changes at both personal and organisational level, require new knowledge and skills to enable us to adapt successfully to new requirements and circumstances".

The South African transition from apartheid to democracy requires "… that all existing practices, institutions and values are viewed anew, revisited and rethought in terms of their fitness for the new era (Education White Paper 3 1997:7). This is a complete change as all aspects are revisited and re-evaluated to see if they are still relevant to the new dispensation. If not, changes will have to take place, otherwise minor changes will still have to be made to enable it to fit into the new system.   Murgatroyd (1992:182) views educational change as involving managers moving "… their organisations from where they are to where they want them to be". This of course is in terms of improvement or specific educational attainments for example attendance levels.

Arcaro (1995:3) further contends that for change to happen "Education must undergo a paradigm shift. Old norms and beliefs must be challenged".

It is important to note therefore that change requires a shift in the affected people's way of thinking, believing and styles of working and for this to happen smoothly people must be prepared to part with some of their most cherished norms and beliefs and be ready to embrace the new.

Bennet *et al* (1992:2) regard change as not only "… about the creation of new policies and procedures to implement external mandates …" but as "… also about the development of personal strategies by individuals to respond to, and seek to influence the impact of structural and cultural change: personal change as much as organisational change". They further assert

that "… change is about altering both practice and organisation and individuals' perceptions of their roles and responsibilities" (1992:10).

The significance of this is that teachers and all stakeholders in schools should change their styles of working, their ways of thinking and perception to suit the new system of education. If needs be, all stakeholders should attend workshops which will help them how to run their schools and manage these changes. They should furthermore be workshopped to understand and accept change. This is crucial if change is to succeed.

To Bruckerhoff (1988:5-9) change means "… alteration or transformation". It occurs at two levels, namely at the surface and in principle. At the surface, change implies the substitution of one item or technique for another. Change in principle involves a thorough reorganisation of ideas according to a new principle". It must be noted, however, that change *per se* "… can be beneficial or detrimental to organisations and it can bring growth or decline or an alteration in form" (Hall 1987:197). In the South African context, change is mostly about redressing the imbalances that existed in the previous political dispensation and thus can be said to be more beneficial than detrimental. All former 17 education departments were integrated in 1996 while it was also the first year in which matric examinations were common to all students. (The Report of the Task Team on Education Management Development (1996:17) makes it clear that the effect of the legacy of the apartheid era was the creation of 17 education departments). In the process of change, some organisations will benefit (the previously disadvantaged ones) while some will have a decline in their way of operating. (When resources are shared equitably, those who used to have more will be affected). The aim of change in the South African context, however, is that change should bring about improvement.

The Collins Paperback Thesaurus defines change and transformation as follows:

- change: alter, convert or transform

- transformation: alteration, change, conversion, metamorphosis or radical change (1995:94, 651).

From the above definition it is evident that change and transformation means the same and for this reason change and transformation will be regarded as synonyms in this research project.

Some regard change as an improvement which is aimed at reaching perfection. Sir Winston Churchill once said: "There is nothing wrong with change if it is in the right direction. To improve is to change, so to be perfect is to have changed often" (Jablonski 1992:5). Jacobs (1995:19) views change as "… the disruption of our expectations". According to him "… status quo = Expectations being met change = Disruption of Expectations". In his view human beings "… feel the most competent, confident and comfortable when our expectations or control stability and predictability are being met. Change occurs when this balance shifts and expectations are disrupted".

Change, in the TQM process, requires a new way of thinking and a new way of valuing, and a new work ethic (Weller 1998:6).

Constantly striving for change and creating a willingness in people to participate in this change is tantamount to practising total quality management which is continuous improvement. To continue improving is to continue changing.

3.2.1   Change in the South African education system

The dawn of democracy in South Africa in 1994 ushered in a set of policies and laws in education which were aimed at bringing about change in the education system. The launching of strategies like the Corporate Plan (2000 – 2004) and Tirisano (1999:1-15) were aimed at speeding up changes in the South African education system. This also shows how strongly committed the education leadership was concerning the immediate realisation of these changes.

Real educative change come about from shared commitment, negotiation and partnership in learning (Sayer 1990:38). Change in the South African education system was advanced by both legislation in the form of for example The White Paper on Education and Training (1995), Education White Paper 3 (1997) and also through negotiation in the Education Labour Relations Council where all stakeholders are represented by their unions and organisations. We can therefore contend with Sayer that real change comes about through shared commitment and negotiation.

The educational changes in South Africa are sweeping, evolving not only the essential remodelling of an outdated system, but a paradigm shift in the attitude we adopt towards the entire educational process. These widespread and sweeping changes will be fully realised with the completion of the implementation of Curriculum 2005 (Department of Education 1997:4). It is interesting to note that another change concerning Curriculum 2005 has taken place in 2000. A review committee was set up on 8 February 2000 to investigate:

- Steps to be taken in respect of the implementation of the new curriculum in Grades 4 and 8 in 2001.

- Key success factors and strategies for a strengthened implementation of the new curriculum.

- The structure of the new curriculum.

- The level of understanding of outcomes-based education.

The Minister of Education sought "… a substantive review of the new curriculum and its implementation … the rationale for and viability of the learning areas, learning programmes, phase organisers, range of knowledge to be covered, the assessment criteria and expected levels of learner achievement and the rationale for and viability of the sixty six specific outcomes to be achieved in relation to critical outcomes" (Department of Education 2000:1-2).

The Report of the Task Team on Education Management Development set up in 1996, further verifies the above. "The provisions of Department of Education White Papers one and two, the report of the Review Committee on school organisation, Governance and Funding (the Hunter Committee Report), the new national legislation (the National Education Policy Act and the South African Schools Act) as well as provincial legislation and policy documents, all point South Africa towards a school-based system of education management" (Department of Education 1996:12). This means that schools should be properly managed if the new curriculum is to succeed. For schools to be properly managed, school managers should be given appropriate training in various managerial skills to equip them fully in the daily management of their schools.

The advent of democracy in South Africa signalled the end of the country's divided past and it could therefore not be business as usual in schools, colleges, technikons and universities. A single national system of education and training had to be formed which will best serve all people and the new-found democracy. To spearhead these changes, the ministry of education published the White Paper on Education and training on 15 March 1995 as the first policy document with the clear message that education and training must change.

Negotiations on the various aspects of change (for example funding, governance, equity and redeployment) have and are taking place in the bargaining chambers by all stakeholders represented by the Education and Labour Relations Council. Change in the South African education system is still an ongoing process as some aspects are still to be implemented while some are still under negotiation (for example redeployment in some provinces like the Northern Province is still to take place). This change does not only concern primary and secondary education but tertiary education as well. The Education White Paper 3 of 1997 is a policy document for change in higher education. These changes may affect others negatively (if one is to be redeployed to a distant place or if one is retrenched because one's position has been phased out (directors general in the former homelands) but the main aim of these changes is for the betterment or improvement of services or performance. Instead of regarding changes with disdain, they should be accepted as challenges, the intention of which is to continuously improve performance, thus engaging all in total quality management.

Change is therefore a process of continual innovation in every conceivable area of society (Brevis *et al* 1992:86). It is important to note, however, that those involved in and affected by change must of necessity undergo a paradigm shift. Their way of thinking, doing and perceiving must also change if change is to happen smoothly. Change is a difficult concept to define. In simple terms it means changing the *status quo* – changing a state of stability to instability, moving from the predictable to the unpredictable, or from the known to the unknown (Brevis *et al* 1992:86).

Change means doing the same thing in a different way and this different way must be the best way possible – the most effective way. More often than not, change should be for the better. Educational change will therefore also mean forsaking old ways (in the South African context – the old fragmented way) of operating, that is, managing in an autocratic way and teaching in a one-way process (learners as passive recipients) and embracing new ways of teaching (learners

as active participants) and managing (participatively and involving all stakeholders). This also means that all involved in change should undergo a paradigm shift – a change in their attitudes, ways of thinking and styles of working and also understand and accept change as a process of life. It is only when all stakeholders understand why there should be change and not feel threatened by it that they will accept and support change. The reasons for educational change should be made clear to all to enable change to occur with minimal resistance.

3.3   Assumptions underlying changes

Before any change process is embarked upon, there are several assumptions that must be considered. The following are the assumptions that underlie change:

- The change process involves learning something new, as well as discontinuing current attitudes, behaviours or organisational practices.

- Change will not occur unless there is motivation to change. This is often the most difficult part of the change process.

- People are the hub of all organisational changes. Any change, whether in terms of structure, group process, reward systems or job design requires individuals to change.

- Resistance to change is found even when the goals of change are highly desirable.

- Effective change requires reinforcing new behaviours, attitudes and organisational practices (Kreitner & Kinicki 1998:619).

The above assumptions need to be known by all who are involved in the change process. This will help them in understanding the change process and human behaviour as a result of change.

3.4   Assumptions underlying the change process

Educational change also takes time to unfold. This change process involves three states or conditions, four basic steps and the three phases in changing as outlined below.

Any major organisational change involves three states or conditions in which the organisation finds itself at a particular period in its existence. The states or conditions are as follows:

the future state $\rightarrow$ where leadership wants the organisation to get to;

the present state $\rightarrow$ where the organisation currently is; and

the transition state $\rightarrow$ the set of conditions and activities that the organisation must go through to move from the present to the future (Berkhard & Harris 1987:29)

In other words, for change to happen in a school, those leading change must know the current situation of the school and they must also have a clear vision as to where they want to take the school to and thirdly they must anticipate the conditions and activities that the school must go through from its present condition to the envisaged future condition.
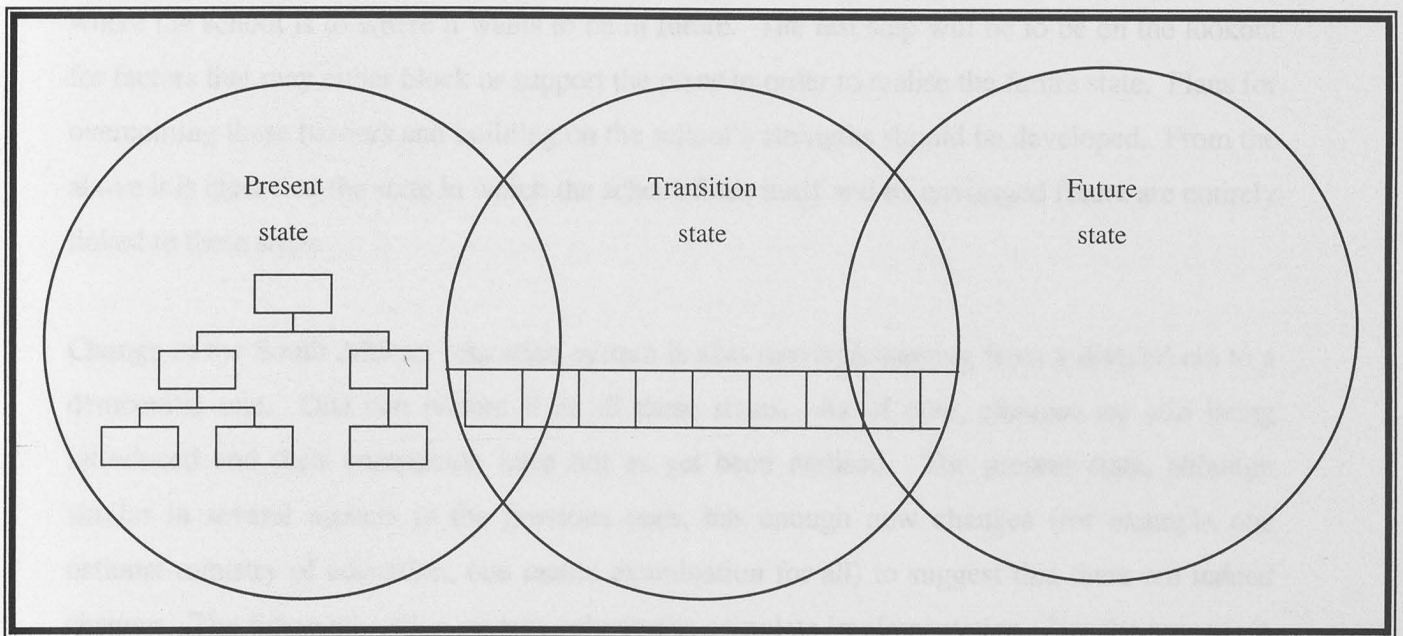
Figure 3.1: The Change Process (Beckhard & Harris 1987:29)

In order for change to happen, there are steps that the change process and schools must take into consideration. These steps are linked to the states or conditions above.

Tearle (1992:89) identifies four basic steps for any major change to take place:

• Picture yourself in the future.

- Picture yourself today.

- Develop plans to move from where you are today to where you want to be in the future.

- Identify factors that will either block or support your plans. Develop plans for overcoming these barriers and building on your strengths.

Murgatroyd (1992:182) also concurs with Berkhard and Harris as well as Tearle and Whitaker that managers prefer change processes (strategies) "… which will move the organisation from where they are to where they want them to be".

In the first step, the school must picture itself in the condition it wants to be in the future. In other words, what is it that the school wants to achieve after implementing the changes. Once it is clear on what it wants to be in future, then it must assess its present picture. What is it that needs to be changed or to be improved upon in order to realise the future picture, and once the present picture has been assessed, then plans and strategies should be developed to move from where the school is to where it wants to be in future. The last step will be to be on the lookout for factors that may either block or support the plans in order to realise the future state. Plans for overcoming these barriers and building on the school's strengths should be developed. From the above it is clear that the state in which the school finds itself and its envisaged future are entirely linked to these steps.

Change in the South African education system is also moving/changing from a divided era to a democratic one. One can picture it in all these states. As of now, changes are still being introduced and their completion have not as yet been realised. The present state, although similar in several aspects to the previous ones, has enough new changes (for example one national ministry of education, one matric examination for all) to suggest that there are indeed changes. The future education system only awaits complete implementation. But the process to get this completely implemented by the year 2005 or 2006, and thereby bringing about a complete overhaul of the education system, is already underway.

Fullan (1991:48) views change as a process and not an event and according to him this process goes through three phases, namely:

- the initiation phase – this is the mobilisation or adoption stage;

- the implementation phase – this involves the first experiences of attempting to put an idea or reform into practice; and

- the continuation phase – which refers to whether the change gets built-in as an ongoing part of the system or disappears by way of a decision to discard it.

Figure 3.2 illustrates this process:
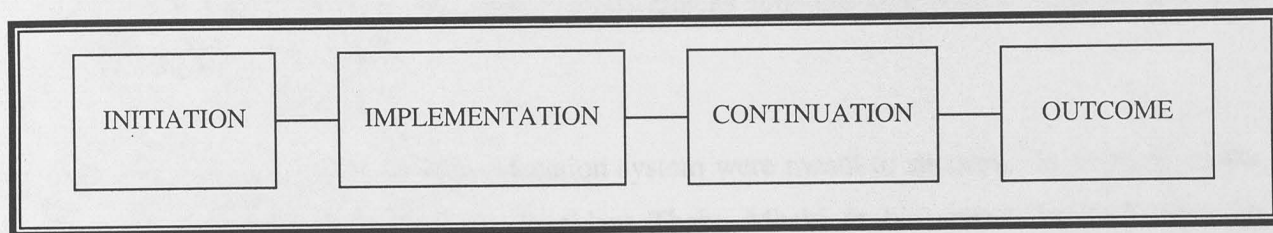
Figure 3.2: The Change Process (Fullan 1991:48)

This process simply means that some group of people or someone for whatever reasons initiates a certain programme or direction of change. This direction of change which may be defined at the early stages, moves to a stage or phase of attempted use called implementation which can be more or less effective in that trial stage. Continuation is an extension of the implementation phase in that the new programme is sustained beyond the first year or two depending on the time frame chosen. After this, the outcome or results would be visible. Results could include improved student learning and attitude, new skills, attitudes or improved problem solving capacity of the school as an organisation, depending on the set objectives to be realised after implementation of the change process (Fullan 1991:48).

Any form of educational change will entail the above-mentioned three states and the major aspect will still be the management of the transition state. The South African education system is geared for a complete change and one can concur with Whitaker (1993:49) that the change is from a present state (teacher centred, passive learners and content based) to a different future state (which is learner centred with the teacher as facilitator and outcome based) (Department of Education 1997:5-6).

These processes of change correspond to the steps and states mentioned earlier on, in that once the states and the steps have been considered, then change (the future state or picture of the

future school) is initiated and this programme or direction of change moves to a stage of implementation to see what effects the changes will bring to the school. If the changes become effective then they reach a stage of continuation where the change programme is sustained, further depending on the time frame chosen. After this the outcome or the results of the changes will be visible. If not successful, then the process is revised again until the envisaged changes get built in. The PDSA-cycle can be used in this regard. It is related to the process above. PLAN entails defining the system (initiation), DO entails trying out improvement plans (implementation), STUDY means studying the results (outcome) and ACT entails standardising improvements and planning for future improvements (continuation which depends on initial success) (Leddick 1993:42).

The changes in the South African education system were meant to succeed. In response to the low pace of change in education, President Thabo Mbeki in his speech in Parliament on 25 June 1999, had this to say: "A great deal of work has already been done, but we will ensure that existing policies and programmes are carried out with a sense of urgency and commitment to their success" (Department of Education 1999:1).

3.5   The sources of change

Change, as occurring in the South African education system, originates both from within organisations (schools) and from outside the organisations. The schools, emanating from historically different departments with differing curricula and standards were, with the creation of a single National Department of Education, ready to embrace change as it was already obvious that change was inevitable (Department of Education 1995:18). It could no longer be business as usual. Changes in legislation were also necessary as decision-makers were also intent on bringing about a complete overhaul of education as a whole. The need for change was therefore clear, what was left was how to manage this transition as change could not please everyone in the organisation, more especially those affected directly by this change.

Fullan (1991:17) views the sources of educational change as being threefold, namely:

- through natural disasters such as earthquakes, flood, famines and the like;

- through external forces such as imported technology and values and immigration; and

- through internal contradictions, such as when indigenous changes in technology lead to new social patterns and needs, or when one or more groups in a society perceive a discrepancy between educational values and outcomes affecting themselves or others in whom they have an interest.

He further asserts that "… change may come about either because it is imposed on us (by natural events or deliberate reform) or because we voluntarily participate in or even initiate change when we find dissatisfaction, inconsistency, or intolerability in our current situation" (Fullan 1991:31).

Pressures for educational change in South Africa also stem from external forces and internal contradictions. South Africa cannot afford to be a spectator when other countries are advancing technologically and has thus to make her presence felt in this regard. The latter (internal contradictions) ushered in a new social order in South Africa and this necessitated a new educational order which is in line with the new social order. This is more so as most people were dissatisfied and could no longer tolerate the old educational and political order. The following are the sources of change in the South African education system:

3.5.1   Legislation and the legacy of apartheid

Most of the changes in South Africa are triggered by legislation and the needs to redress the legacy of apartheid education. The South African education system, in particular public schools, are faced with serious problems: A high dropout rate, a shortage of people who are being trained in science and technology, poor basic education and poor examination results (Department of Education 1995:21; Department of Education 1996:10). It was in view of this that various legislation, policies and programmes were put in place to speed up change. Policy documents like the White Paper on Education and training (1995) and the Education White Paper 2 (1996) as well as the South African Schools Act (1996) were passed by Parliament to ensure that change occurs. Various programmes like the Corporate Plan (2000 – 2004) and the *Tirisano: Working Together to Build a South African Education and Training System for the 21ˢᵗ Century* were initiated in order to realise these changes.

The Department of National Education views the changes in the South African education system as being aimed at:

- making more South Africans and South African products and services more competitive in an increasingly competitive world;

- producing more qualified South Africans, more consistently and predictably by equipping them for the real world; and

- elevating the real skills and learning levels of the South African learner by promoting a thirst for knowledge, love of learning and a determination to succeed (Department of Education Arts, Culture and Sports Northern Province 1997:4).

Change in the South African education system was indeed necessary. Not only were people dissatisfied with the previous education system *per se*, but also the shift in the political scene demanded a shift in people's attitudes. The democratic system of government demanded democratic school governance and a system of education which caters for all the citizens of the country equally. To remedy the ills of the former system, change was necessary (Department of Education 1995:21).

The commitment to change by the Department of Education is a clear indication of their serious concern with equity and quality in the education system. Equal redistribution of resources and manpower can go a long way towards improving the quality of performance in institutions of learning (Department of Education 1995:5).

According to the Green Paper on Further Education and Training (15 April 1998:8) "… some of the most pressing demands for change arise from the legacy of apartheid and the social inequalities it generated". Furthermore, the "… redress of the wrongs inflicted under apartheid is a fundamental demand of our new society, and a central principle of this Green Paper" (1998:11). This indicates that legislation and the need to redress the wrongs of the previous education system was a serious source of change in the South African education system.

3.5.2   New political order

The coming into being of a democratic government after the 1994 elections demanded the creation of a democratic education system under a single national ministry. The following factors are an indication that a new political order (democratic order) needed an education system which will be in line with the way the country is to be governed.

Change in the South African education system was triggered by a need for an education system that will:

- advance the democratic transformation of our society;

- combat racism and sexism and all other forms of unfair discrimination and intolerance;

- contribute towards the eradication of poverty, and towards the economic well-being of our society;

- protect and develop our different cultures and languages (Department of Education Arts, Culture and Sports Northern Province 1997:1).

Although there was much dissatisfaction with the past education system, the transition to democracy triggered a large number of legislations for change (eg The White Paper on Education and Training 15 March 1995; South African Schools Act 1996 and Education White Paper 3, 1997). With a democratic government in place, a democratic education system was also required. The need to redress the inefficiencies of the past divisive education system was also a great source of educational transformation. It is for the above reasons that educational change in South Africa was imperative. There was no other way of redressing the legacy of apartheid than having to subject the education system to complete transformation.

3.6   Types of changes

In view of the sources of change outlined above, the types of changes introduced in South Africa can be divided into three, namely adaptive change where some of the practices from the old system are adapted into the new system (this type of change is not threatening as most of it is

familiar); innovative change which involves something new to the organisation or modifying existing ways of doing things (most of the things introduced here are unfamiliar); and radically innovative change where a practice totally new to the industry is introduced. The more unfamiliar the changes are, the more threatening to those who are affected by them.
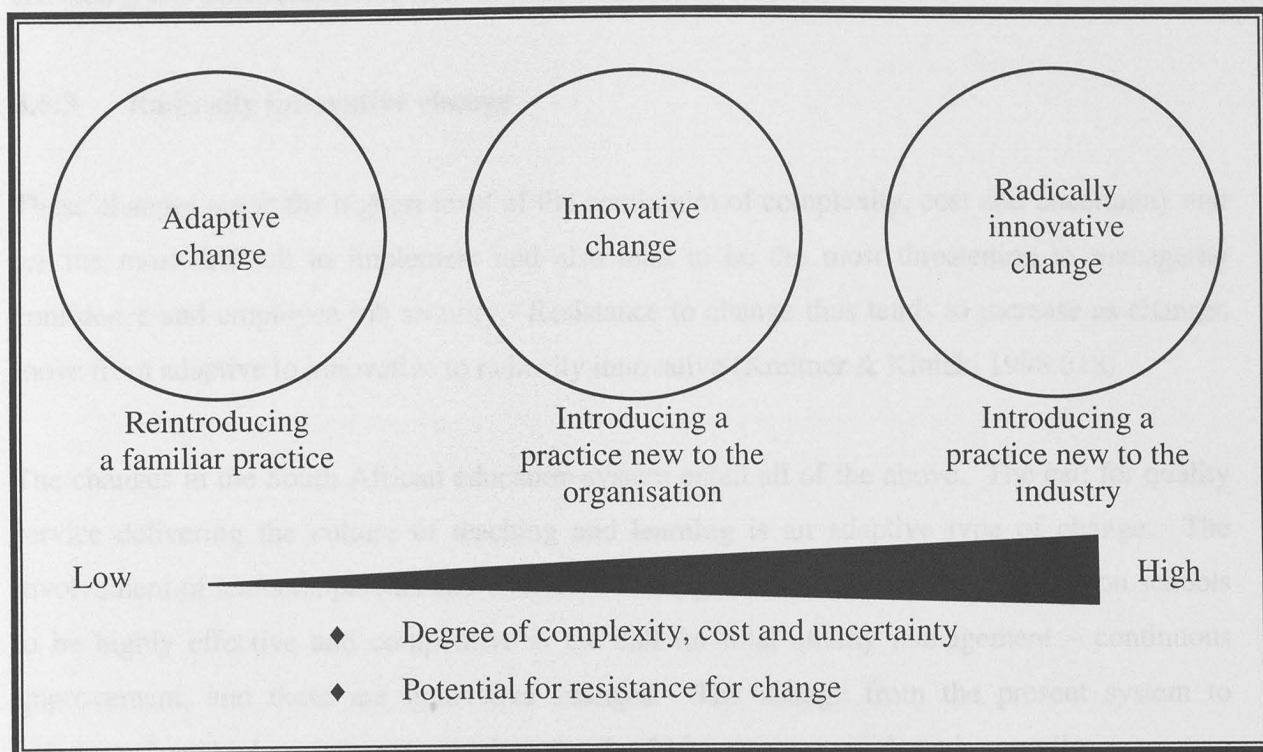
Figure 3.3: Types of Changes (Kreitner & Kinicki 1998:618)

3.6.1   Adaptive change

Adaptive change is lowest in complexity, cost effectiveness and uncertainty as it involves re-implementation of a change in the same organisational unit at a later time or imitation of a similar change by a different unit. These changes are particularly non-threatening to employees because they are familiar (Kreitner & Kinicki 1998:618). In other words, because only minor changes have been adapted into the new system, these changes are acceptable to most people as they are still familiar.

3.6.2   Innovative change

Innovative changes are at the centre of the continuum of complexity, cost and uncertainty. They involve the introduction of something new to the organisation or modifying existing ways of

doing things.   As it involves the introduction of unfamiliar things, there is thus greater uncertainty and this makes fear of change a problem with innovative changes (Kreitner & Kinicki 1998:618). As most of the things introduced are unfamiliar people, feel insecure as they are forced to let go of some of the practices they were used to. Some become confused as they see their good world crumbling and they see their future as bleak.

3.6.3   Radically innovative change

These changes are at the highest level of the continuum of complexity, cost and uncertainty and are the most difficult to implement and also tend to be the most threatening to managerial confidence and employee job security. Resistance to change thus tends to increase as changes move from adaptive to innovative to radically innovative (Kreitner & Kinicki 1998:618).

The changes in the South African education system entail all of the above. The call for quality service delivering the culture of teaching and learning is an adaptive type of change. The involvement of learners, parents and educators in the governance of schools, the call on schools to be highly effective and competitive is the call for total quality management – continuous improvement, and these are innovative changes. The change from the present system to outcomes based education or curriculum for the 21st century as reviewed cursorily, presents a radically innovative change. The streamlining of education personnel – the redeployment process, retraining and or retrenchments by way of voluntary severance packages – are some of the radically innovative changes introduced in South Africa.

3.7   Stages or phases in changing

Change demands that those affected move from the known to the unknown and this requires a management role to assist the process. Any form of substantial change in our lives involves a number of reactive stages. Change is a process as already mentioned in paragraph 3.3 above. The stages or phases of change have to do with those affected by change. In other words, once change has been introduced, those affected by change usually go through the following stages or phases in their reaction to change. The steps and stages in the change process differs from the stages in changing in that the former have more to do with the states or conditions for the organisation and the steps that the organisation should consider and follow in order to implement change effectively while the latter have to do with the stages or phases which the

affected should go through once change has been introduced. They follow on each other and those affected should know what the different stages involve and how they are also to be managed.

Fink in Whitaker (1993:64-66) identified the following four stages:

3.7.1   The shock stage

This stage involves:

- strong emotional feelings of confusion and disbelief (could this be happening to me?);

- a sense that the familiar structures and boundaries of the world are crumbling;

- clear and coherent thought is difficult to apply in the face of strong feelings and sometimes wild and irrational solutions are a characteristics verbal response; and

- organisational changes are often as traumatic as bereavement, accident or as a relationship crisis, but when threatened or imposed from outside or above can involve a sense of disorientation, confusion and threat.

This stage is also known as the denial stage because the affected at first deny that this is happening to him/her. He/she is so shocked that he/she cannot believe that the change is real (Reynolds 1994:17).

3.7.2   The withdrawal stage

This follows when an awareness of the implications for changes begin to emerge.

- In trying to keep the familiar world intact, people search for ways of avoiding the consequences of change and struggle to maintain the status quo.

- Counter arguments will be rehearsed and resistance rationales developed.

The withdrawal stage is also called the resistance stage because once there is denial, counter arguments will be made and resistance mechanisms developed. This is a way of refusing to accept and embrace change, hoping that it will disappear. When one withdraws it means one is not interested and committed and hence the resistance (Reynolds 1994:17).

3.7.3   Acknowledgement stage

In this stage:

- A sense of the inevitability of the changes eventually begin to emerge.

- There is a realisation that energy to resist avoidance will need to be greater than that required to go forward with the flow of new developments.

- A need to keep in step and not to draw much attention to behaviour also creeps in.

- A fear of isolation, of perhaps being deserted by others, particularly from those we look to for approval is also very strong.

- Acknowledgement is often accompanied by a deep sense of uncertainty and insecurity.

When one realises that there is no way that the change can be wished away, one is bound to ultimately face the inevitable. One is bound to explore the possibilities of accepting these changes. This is a stage of acknowledgement that the changes have to happen. This stage is also known as the exploration stage (Reynolds 1994:17).

3.7.4   Adaptation stage

This stage is reached when:

- rational acceptance of change is matched by emotional and psychological adjustment;

- inner confusion and uncertainty begin to give way as preparations for change are made, anxieties are reduced and the practical steps forward are identified.

This stage is also known as the commitment stage, because after exploring the possibilities of accepting change, commitment to ultimately accept it follows and the changes are then adapted into the new order (Reynolds 1994:17).

It involves:

- an internal switch from an attachment to the ways of the past to a belief that the future will at least be all right and at best beneficial and rewarding;

- it can sometimes involve compromise and a determination to pursue passive resistance; and

- to a few, adaptation may involve a departure from the situation altogether and the pursuit of another career.

The above stages indicate that those affected by change undergo a difficult time. When the adaption stage is ultimately reached, it means that those who have been affected have resolved to face the inevitable. While adaptation for a few may involve leaving the situation and pursuing another career, to many it may mean adapting to the new situation and being prepared to change.

Fullan (1991:31-32) regards real change as involving loss, anxiety and struggle. He further summarises it thus: "All real change involves passing through the zones of uncertainty ... the situation of being at sea, of being lost, of confronting more information than you can handle".

The rationalisation process as advocated by the White Paper on Education and Training (1995:51) resulted in the above feelings of loss, anxiety and struggle. In instances where directors-general, chief directors and directors were required to be redeployed as their positions in the former homelands were phased out, the above feelings were experienced. The redeployment process of teachers as agreed upon in the Education Labour Relations Council also brought the above feelings to bear on those identified as being in excess. The stages of change as identified by Whitaker and the resultant feelings referred to by Fullan are similar to what happened to those affected by the redeployment process in the South African education system. (Department of Education 1996:15).

In a message by Prof Sibusiso Bengu, former Minister of Education on the right-sizing of education, he stated that: "Transformation is a painful process because it involves change. Education as a whole is involved in this change and in different ways it is painful to everyone involved in education. I am sympathetic towards those affected by redeployment, and I also have the highest regard for their contribution towards transformation" (Sowetan 12 June 1996:10).

3.7.5   Managing the phases/stages of change

The above stages of change are crucial for successful change to occur. In all the stages above, the role of the manager is crucial, for if the stages are not properly managed, chaos may reign but with proper management of each stage, change can be accepted with a minimum of stress (Whitaker 1993:66).

Whitaker (1993:66-67) summarises the strategies for their management as follows:

3.7.5.1   Managing the shock stage

The key stance is conveying an acceptance of the effects that change can have on people. Strategies will need to include:

- acknowledging and accepting the state of shock;
- offering understanding;
- conveying empathy;
- creating opportunities for perceived grievances to be aired; and
- encouraging the disclosure of feelings.

3.7.5.2   Managing the withdrawal stage

The key stance is accepting that resistance to change is a natural reaction. Strategies will need to include:

- a counselling approach which encourages individuals to disclose their frustrations and anxieties;

- providing sensitive and attentive listening; and

- sensing the anxieties involved.

3.7.5.3   Managing the acknowledgement stage

The key stance is that of being ready and able to provide information and explanation. Strategies will include:

- helping others to activate their resources for change by reviewing appropriate skills and competency.

3.7.5.4   Managing the adaptation stage

The key stance is that of providing practical help and support. Strategies will include:

- designing new systems and procedures;

- developing familiarity with the new resources and materials;

- considering new methods and techniques; and

- being available with practical help (Reynolds 1994:17).

It must be emphasised that proper management of change by those leading change (principals in schools) will lead to its acceptance by those affected. It is of crucial importance therefore that those leading change should have the skills to manage change effectively. They should show understanding of the changes and their impact on the affected, should know the advantages of accepting changes and convey this to the affected in an understanding way. Managing the various stages of change effectively will ultimately lead to the acceptance of change with little damage to the affected.

The above stages of change and their management is an indication of what transpires when change is understood and properly handled. Much of the confusion, anger and uncertainty that usually ensues with the onset of change can be avoided if much thought is given to its management.

3.8 The impact of change on organisations

The confusion, anger and uncertainty that change evokes in an organisation is immense. In an individual a number of feelings are evoked as a result of change. Moving from the familiar to the unfamiliar indeed involves risks and as such, it is important for managers and all agents of change to be sensitive and understanding during this period of change. To those affected, change is painful because not only does it involve the loss of familiar and firmly held beliefs and ideas, it also involves anxiety about the new required levels of competence that the new future will demand and it involves also a struggle to survive. Whitaker (1993:67) summarises the feelings that ensue as follows:

3.8.1   Loss

This involves loss of firmly held beliefs and ideas, of established patterns of behaviour, of comfortable habits and of confidence and self-esteem

3.8.2   Anxiety

It involves anxiety about required levels of understanding, about new skills, about what the future will be like, about being able to cope and about being seen as different.

3.8.3   Struggle

This involves a struggle to survive, to acquire new competence and to gain respect and recognition.

Fullan and Hargreaves (1992:49) view the imposition of change as having far-reaching repercussions. According to them the imposition of change "… can lead to low morale, dissatisfaction and reduced commitment".

In the Northern Region of the Northern Province Department of Education, schools were required through a Provincial Circular to form a School Right-Sizing Committee with the aim of identifying educators who are in excess in order to redeploy them to other schools or areas where there may be greater needs. Although these committees were formed and educators identified,

most educators have not been redeployed, not because of their refusal but because the provincial department has stalled this process for the time being pending further discussions. Those who had already been identified as being in excess are demoralised, dissatisfied and their commitment is greatly reduced because they are insecure and unsure of their future. Proper management of change is necessary to motivate these demotivated teachers (Department of Education 1996:11, 15).

Most of the affected schools experienced many problems as a result of the above. To cite a practical example, one school had 11 educators who were declared to be in excess. They formed themselves into a group which was anti-management and anti-those who were not declared in excess. Rumourmongering became the order of the day and teaching became difficult as they saw themselves as people on the move and were always on a go-slow strike. They would go to their classes late and return very early. Management had it very tough. The performance of the learners at the end of the year was abysmal in those schools because of these educators who were non-committal.

A skilled manager will convey an informed and sensitive understanding of the impact of change and the difficulties to be surmounted to accomplish it. Such managerial qualities will enable one not only to manage change well, but also to can offer new opportunities and exciting prospects to the affected.

The rationalisation of teacher training colleges in the Far North Region (Region 3) of the Northern Province Department of Education where the number of colleges were reduced from four to only one, is a practical example of this. Most teachers were retrained in new directions and competencies in order to make themselves relevant. The three former colleges are being transformed into a youth college, a finishing centre and a technical skills training centre respectively. Teachers thus affected could not escape the impact of the above feelings as some were required to change direction, thus losing some of their firmly held beliefs and ideas while at the same time struggling to acquire new competencies. In 2001 the remaining colleges were taken over by the universities nearest to them and most of the lecturers redeployed to the district office pending their permanent redeployment to schools or offices and districts. This led to the total closure of colleges of education.

3.9   Resistance to change

Change is a bitter pill to swallow for the affected. Not only does it involve taking risks but it also involves venturing into the unknown and the unfamiliar. It is stressful, therefore it usually meets with resistance from those affected. Resistance to change can be defined as a passive or active refusal to accept innovations. When a person refuses passively or verbally to co-operate in the face of introducing new ways of doing things while still insisting on doing it the former way, such a person is resisting change. Resistance can either be positive or negative. Lack of knowledge or understanding of the reasons for change can also contribute to this.

3.9.1   Systematic and behavioural resistance

Systematic resistance occurs where there is a lack of knowledge, information, skills and managerial capacity on the part of those subjected to change. Behavioural resistance will be evident by the individual's refusal to perform certain tasks. It is more emotionally charged as it affects the behaviour of the affected. While the former will be influenced by a lack of knowledge, information and skills, the latter will evince his resistance by displaying his behaviour.

Whitaker (1993:62) identified the following reasons for resistance to change:

- fear of the unknown;
- lack of information;
- misinformation;
- historical factors;
- threat to core skills and competence;
- threat to status;
- threat to power base;
- no perceived benefits;
- strong peer group norm;
- low trust organisational culture;
- poor relationships;
- fear of failure;

- fear of looking stupid;
- reluctance to experiment;
- custom bound; and
- reluctance to let go.

Reynolds (1994:17) views the following as reasons for resistance to change:

- the failure of both management and employees to buy wholeheartedly into the change process (their total commitment thereto);
- the failure to realise that change is not a top-down kind of thing; and
- imposing major changes before people are ready to accept them may also increase human resistance to change.

He further suggests that resistance comes in two forms, namely systematic and behavioural. Systematic resistance tends to occur when there is a lack of knowledge, information, skill and managerial capacity. Behavioural resistance is more emotionally centred and derives from the reactions, perceptions and assumptions of individuals and groups in the organisation, for example, lack of trust is much more difficult to manage than lack of information.

3.9.2   Positive resistance

Jacobs (1995:23) views resistance to change as of a positive and a negative type. A positive response to change may go through five phases:

- uninformed optimism;
- informed pessimism (during which people may check out of the process or buy in);
- light at the end of the tunnel;
- informed optimism; and
- completion.

In brief, this change was originally perceived as positive. When people come to know about the change, they become disillusioned to such an extent that some decide to get out of the process while some decide to stay. Those who opted for the latter, begin to see the direction in which the

change is taking them and they are now fully informed of the change which gives them confidence in the future and enables them to accept change – this then completes the positive response to change.

The five phases above predict people's resistance to change they originally perceived as positive.

3.9.3   Negative resistance

A negative response to change may go through eight phases. These phases predict resistance to change that is initially perceived as negative by the targets. In such cases they feel they are trapped in a change they do not want and can not control. The eight phases are:

- • stability (that precedes the announcement of the change project)

- • immobilisation;

- • denial;

- • anger;

- • bargaining;

- • depression;

- • testing; and

- • acceptance (Jacobs 1995:23-24).

The above phases simply mean that the change was perceived as negative from the onset. Once the announcement of the change was made, those affected were so shocked that they could not move. This was followed by feelings of denial and anger. After discussions there was agreement between the affected and those initiating change which was followed by a period of unhappiness and immense difficulties (testing) but ultimately they accepted the change(s).

Jacobs (1995:22) reiterates that resistance to change is a natural and understandable human reaction to disruption brought on by the change. The above assertion by Jacobs cannot be denied for any change introduced to a group of people will have to be met with either positive or negative reactions. It is human nature and should be understood that way.

3.9.4   Management of resistance to change

When change is introduced in a school or an institution, some form of resistance from those affected is expected. Resistance is something that cannot be wished away. What is crucial is that managers or principals in schools should know how to manage it. They should know the advantages of change and convince those affected of the benefits that will accrue from accepting change.

This is so because managers and leaders often view resistance to change as if it is directed at them personally. For change to be accepted, the involvement of the persons affected should be sought and it must be borne in mind that those affected must feel that this change is not imposed on them from above. The affected persons should understand what the change is about and what benefits, if any, will accrue to them. If they are involved throughout, then they will accept it (Reynolds 1994:17).

Those leading change should be ready to listen to those who are affected by the process and be willing to help. The leaders should be ready to explain a number of times, showing understanding and caring. Whitaker (1993:64) takes the following views with regard to managers of change:

- Managers need to be deeply caring and concerned about what it is that staff feel they are having to give up and to be seen as an ally in this process, and not as an opponent.

- Managers also need to help colleagues to protect what they perceive to be under threat while moving them towards new methods and strategies.

- In the process of change it is vital to try to avoid undermining the individual's sense of competence and professional well-being by appearing to reject or devalue their established practices.

The significance of the above theory lies in the fact that its implementation will minimise or reduce resistance to change. This will enable people to understand and accept change. Managers of change will not spend sleepless nights wondering why people are so resistant to change but will understand the trauma, confusion and fear that people affected by change usually go through and ultimately succumbing to it.

Fullan and Hargreaves (1992:49) contend that if schools and teachers face changes not of their own devising, one way forward is for managers to take an active, participative democratic approach to the management of that change. They need to find out and to understand what the change means for individuals and for the institution and then develop, implement and evaluate strategies which take account of these differential meanings.

They further assert that change will always exist and that there will also always be those who are opposed to change. They therefore advised those in the position of implementing and imposing change, to:

- consult with practitioners and find out what the change actually means for as many teachers as possible, taking the different types and sizes of schools into consideration;

- be sensitive to the personal as well as the professional needs and interests of the teachers who will be required to carry out the changes;

- resource changes at an adequate and appropriate level;

- make adequate provision for in-service education and provide continuing support; and

- treat teachers as autonomous and capable professionals and have trust in their abilities (Fullan & Hargreaves 1992:50).

The above would help teachers and all those involved in the change process to have some measure of control over what is happening and this would also give them some sense of ownership which ultimately would ensure that the proposed change be successfully implemented with the help of participants.

If some of the above ideas are incorporated in the values and assumptions which underpin approaches to the management of change and leadership, much discomfort, pain and frustration could be avoided. Much stress, confrontation and even animosity usually arise within the school

staff when change has been handled in a clumsy and insensitive way. Change is a sensitive issue and should be handled with care and understanding.

3.10 Management of change

For educational change to get off the ground with minimal stress and frustration, managers of schools must acquire the necessary know-how of change management.

Bennet *et al* (1992:12) reiterate thus: "The management of educational change, it seems is essentially a rational task, connecting the new into the old so that what is required is done but the vision of the organisation and its task held by those who lead it is somehow sustained". In other words, this emphasises the importance of the actions of managers in bringing about change and this should never be underestimated as it is crucial to successful management of change.

Flatow (1995:27) regards the management of change as something that requires continuous attention. In the management of change the following aspects should be taken cognisance of:

- Developing a knowledge base that allows you to hypothesise what might happen in the future. This can be done by identifying what has happened, is still happening and has a high probability of continuing to happen and course change.

- Brainstorming how to leverage your core competencies to generate next generation opportunities against this learning – this will allow you to generate what actions will get you to the future first.

- Integrating what you have learned into your business plans.

If managers are to succeed in coping with change, then they require a paradigm shift in their approach to change. Although it is not easy to achieve such shifts in understanding and beliefs, failure to achieve this will leave them with no option other than to continue to wallow helplessly in the face of the inevitable.

Whitaker (1993:19) views the paradigm shift as "… a profound change in the thoughts, perceptions and values that form a particular view of reality".

A paradigm is a shared set of assumptions, a framework of thought, a game with a set of rules, a basic way of perceiving, thinking and doing and associated with a particular vision of reality or a set of rules and regulations that first define boundaries and tell you what to do to be successful within those boundaries. A paradigm shift can further be described as a move from one paradigm to another, from one way of looking at something to a new way, a move to a new mindset, a new attitude, a new way of thinking, and a change to a new game with a new set of rules – when the rules change, then part of our world changes (Department of Education 1997:6). In the South African education context, a paradigm shift was indeed necessary. From a divided education system to a unified one requires that we change our ways of thinking and doing in order to accept one another. From a racially divided system to a non-racial one requires a change in how we view things and people. From many departments of education (along ethnic lines) to a single national department of education for all requires a great shift in thinking, attitude and total commitment to a new way of doing things - together and no longer separate as in the past. Moving from a separate system of governance to a democratic system of governance requires that we also change our separate systems of education to a democratic one. This also requires that we change our mindset from that of going our separate ways to that of total involvement of all stakeholders and interested groups (Department of Education 1995:17, 18, 20).

The paradigm shift in the South African education system is prompted *inter alia* by a number of reasons, including the following:

- The education system

   In the first instance the Minister of Education reiterated in the White Paper on Education and Training (1995) that the central problem facing education and training in South Africa is that South Africa has never had a truly national system of education and training. This is due to the previous dispensation which promoted a racially and culturally segregated and differentiated education system based on a philosophy of Christian National Education (CNE) as stipulated in the National Education Policy Act (Number 39 of 1967). Up to and including 1983 the various education departments in South Africa operated, to a large extent, independently of one another and there was no significant indication of a common curriculum followed by all. A measure of commonality was only evident in Grade 12

(Standard 10) through the role played by the then Joint Matriculation Board in curriculum development, examination and certification (Department of Education 1997:8).

- Curriculum development initiatives

The curriculum is regarded as central to the education process. Its policies are developed and changed in specific circumstances involving political and economic considerations. According to the National Education Policy Initiative (NEPI) report (1992), a curriculum policy for South Africa needs to be grounded in an analysis of existing circumstance, and be meshed with goals for future social development. It was stated in no uncertain terms by the Minister of Education that education and training must change and therefore it cannot be "business as usual".

The curriculum of the former dispensation has been regarded as irrelevant for some learners and has moreover been regarded as not giving a proper reflection of the perspectives of particular sub-groups (Department of Education 1997:10).

- The integration of education and training

Education and training are essential elements of human resource development and as envisaged in the White Paper on Education and Training (1995) new, flexible and appropriate curricula which cut across traditional divisions of skills and knowledge are needed. An integrated approach to learning rejects the rigid divisions between academic and applied, between theory and practice and between knowledge and skills (Department of Education 1997:11).

- New decision-making structures and processes

The Ministry of Education has committed itself to a fully participatory process of curriculum development and training in which the teaching profession, teacher educators, subject advisors and other learning practitioners play a leading role, along with academic subject specialists and researchers. The process must be open and transparent, with proposals and critique being requested from any persons or bodies with interests in the learning process and learning outcomes (Department of Education 1997:12).

From the above it is clear that if change is to be managed well, then the way of thinking, perceiving and doing things must change in favour of a new way. Educators must be prepared to part with the past and be ready to embrace the new. It is this shift in all their ways of doing, perceiving and thinking that will enable educators to cope with change and regard it as a challenge and not as a threat.

3.10.1 Managing educational change

Hopkins and Reynolds (1994:14) view the following as guidelines for the management of educational change: In the first instance, change must be made everyone's business. As Fullan and Hargraves (1992:745) comment, "… no change would be more fundamental than a dramatic expansion of the capacity of individuals and organisations to understand and deal with change". This implies that everyone within a school or an organisation needs to become skilful and knowledgeable about the business of change, in other words everyone needs to be in some sense a change agent.

Secondly, it is usual for most people to resist change because it is threatening and uncomfortable. If managers are to be successful change agents, then they should view change not as a burden or something to be suffered but welcome it as an opportunity, a challenge. In order to survive, managers will have to adapt and modify their behaviour to suit the envisaged changes (Hopkins & Reynolds 1994:14).

In the third place, problems should not be wished away but should be embraced and made friends by managers, for it is only through immersing themselves in problems that they can come up with solutions (Fullan & Miles 1992:745).

In South Africa there are examples of schools which succeeded in managing educational change well to such an extent that they were able to change their schools into effective, quality schools. The St Andrews Preparatory School in Grahamstown is a very good example in this regard (Steyn 1996:134; Steyn 2000:273). This example by a South African school is a motivation to other schools that if change is well managed, people will embrace and accept it. The benefits will then follow as reflected above. Management of change is crucial for change to be accepted and implemented.

School improvement, like the human condition, is largely about problem-solving, by understanding this and becoming skilled in the process of problem-solving, they can develop as individuals and also cope more effectively with the future.

3.10.2 Top-management commitment to change and its management

Without leadership which is committed to change and its proper management, change cannot occur easily. The changes in South Africa were also introduced because the leadership was committed. In introducing the Corporate Plan of the Department of Education, the director-general stated that: "All these are an indication of our commitment to continuous improvement in performing our main functions, which is to develop and maintain the education system of our country (Corporate Plan 2000 – 2004:2). In the launch of the Call to Action – Trisano-programme, the Minister of Education, after consultation with provincial colleagues in the Council of Education Ministers, indicated that they have a strong, committed leadership for the 21st century. This leadership, he said, embodies remarkable qualities of patriotism, talent, experience and commitment to contribute to the transformation of our education and training system (Call to Action 1999:4). This committed leadership is also needed at school level where principals and school management teams are expected to lead and manage the change process. Unless they are committed to change and its management, the required results may not be attained.

Managing change is not easy. Managers must also, through their own behaviour, demonstrate their own commitment to effectiveness, excellence and improvement. For them to achieve their priorities they must be willing to invest in the training, relocation of decisions and reorganisation. They must be ready and prepared for the following changes:

- Changes - in the ways work is done:
  people managing their own work
  inspection closer to work

- Changes - in personnel policies:
  rewarding innovation and creativity along with production and stability

- Changes - in roles:

    building more independent entrepreneurial groups with a large organisation

- Re-examining current beliefs, assumptions, norms and customs (Berkhard & Harris 1987:115-116).

In other words, long-held beliefs, assumptions, norms and customs must be revisited or re-examined with the aim of changing those aspects that are no longer relevant or in line with the present dispensation. The most important aspects will be exposed and therefore remain and be utilised even in the new dispensation.

3.10.3 Guidelines for managing change

The following are the eight guidelines for managing change.

3.10.3.1 Effective communication

This must occur before, during and after the change. A written statement or description of the change(s), containing clear guidelines or goals for the change, how the transition will come about and specifically how people will be affected. The way change is communicated is more important than the change itself. In communication the following should be noted:

- Be empathetic   Care for the people during the change and they will care for the organisation. Change is very emotional.

- Be candid   Be frank and straightforward – it is critical to successful change management.

- Be in continuous communication   Continue communicating before, during and even after the change (Schwartz 1994:3).

In support of the above, Morrison (1994:15) contends that part of the successful management of change is to identify participants' perceptions, attitudes, values, beliefs and opinions and to ensure that these are fully informed. Effective communication should be an on-going process and not something which is given attention only at the beginning of the process. One important

task of the management of change is to identify and address the concerns that people have at different stages of the change process (Morrison 1998:16).

3.10.3.2 Involve people and encourage participation

Involvement and participation tends to minimise resistance to change, build ownership of the change and motivate people to make the change work (Schwartz 1994:3). In order to manage change effectively, change must be made everyone's business (Reynolds 1994:14). It must further be realised that "… no change would be more fundamental than a dramatic expansion of the capacity of individuals and organisations to understand and deal with change" (Fullan & Miles 1992:645). This then means that the involvement and participation of people in change will minimise resistance to change.

3.10.3.3 Allow people to say goodbye

People should be given the opportunity to mourn or disengage from the past. Some methods, norms or leadership qualities may be identified that can be passed along and utilised in the future. Reynolds (1994:17) contends that those affected by change should be given an opportunity to candidly ask questions and express whatever fears, anger or hopes they have about the changes going on – as well as demands being made on them during meetings with those leading change. This will help in releasing the tension and "saying goodbye" to some of the old beliefs and practices.

3.10.3.4 Provide training in new values and behaviours

Everyone involved in change must be provided with training and development in the new values by training individuals and groups, providing information on how and why the training was developed, incorporate and explain new values and behaviours in the training and lastly evaluate the style, format and objective of formal and informal training needs that will accompany the change process (Schwartz 1994:3). Hopkins and Reynolds (1994:14) contend that by being skilled in the process of problem solving it can help everyone involved in change to cope effectively with the change. Training in the new values and behaviour is very important as it will empower individuals to be in line with the new expected behaviour.

3.10.3.5   Get emotionally tuned in

Seek out people to speak about the changes and to help understand which changes are irreversible and which changes they can influence. Problems that arise should be discussed (Schwartz 1994:3). Management can invite people from outside the organisation to come and speak about change, its advantages for the people and the organisation and during which people are given the opportunity to ask questions and get clarification.

3.10.3.6   Provide feedback

Continued feedback and information regarding the change are vital to successful transition. This can be done by providing work team meetings, holding informal one-on-one meetings, conferences and interviews. Performance reviews and evaluations can also be used to reinforce change surveys. Task forces and sensing groups can also be conducted (Schwartz 1994:16). It is also very important that the people who are affected are always kept informed about the changes being planned, why these changes are necessary and how these changes will benefit and improve the organisation (school) once they are achieved (Reynolds 1994:17).

3.10.3.7   Establish a reward system

In order to motivate people to behave in ways that will lead to desired outcomes, rewards are necessary. Rewards such as bonuses, pay systems, recognition, promotions and job assignments should be carefully examined and designed to support the direction of the transition (Schwartz 1994:16). This means then, that resources needed for the successful implementation of for example time and money should be allocated by the manager and the manager should demonstrate the ability and willingness to commit what is needed to the project. Those who facilitate the implementation process should be rewarded while expressing displeasure with those who inhibit acceptance of the change (Jacobs 1995:21).

3.10.3.8   Develop new group norms and a new mission statement

A sense of direction with a clear picture of how the organisation and sub-groups fit together should be developed as it is essential for successful transition. Otherwise people and groups will tend to operate as separate entities. Once you have determined your group's clients or

customers, you will then determine the organisation's mission or goals that your organisation will pursue. You must also know the current group norms by listening to and observing how people act toward one another in order to accomplish their work. Those norms that are no longer working must be pointed out and specific, alternative ways of behaving must be suggested (Schwartz 1994:16).

The above guidelines can help those leading change management to do so effectively. The effective management of change will enable people to understand why there should be changes and be in a position to accept them. They will then be able to adapt their behaviours and attitudes to the new situation.

In the South African education system, change was brought about mainly through legislation. Communication about the impending changes was mostly achieved through resolutions arrived at the bargaining chamber of the Education Labour Relations Council and this was not properly understood by those affected by change. The above guidelines, if properly followed, can minimise resistance to change and promote successful organisational change.

From the above it is evident that the manager should possess the skill of managing change. His intervention should show understanding and artistry. The manager should have a clear understanding of the *whats*, *hows* and *whys* of the change management process and adopt a flexible attitude which will enable him to revisit and re-examine some of his former beliefs, norms, values and customs.

3.10.4   Challenges facing managers of change

As a result of pressures to change, those charged with the management of change are faced with the dilemma of balancing change and stability. The following are key challenges:

3.10.4.1   Changing the shape of organisations (schools)

In response to increased competition and rapidly expanding patterns of restructuring, many organisations are having to transform their own shape, in other words: "The nature of the industry has changed, and so have its activities and participants" (Berkhard & Harris 1987:4).

As a result of changes, institutions may be forced to reconsider their existence. This may entail reconsidering and restructuring the activities which the institutions were engaged in the past, those who took part in these activities and the way in which these activities were executed. The changes will be necessary in order to realign and restructure, thus enabling them to survive.

3.10.4.2   Changes in the mission or reason to be

If changes are introduced in an organisation, the organisation (school) should re-examine its reason to be (mission) and adapt this to suit its new mission. A concerted effort to achieve the mission of the particular institution will also ensure its survival.

The South African education system is an example of this with the change of government, a change in the mission of the department was also a necessity. The mission of the Department of Education is to provide leadership in the construction of a South African education and training system for the 21st century (Corporate Plan 2000 – 2004). This implies that even mission statements of the individual schools will have to change to be in line with the departmental mission.

Fullan and Hargreaves (1992:41) regard teachers' aims and purposes as having important influences on their perceptions and experiences of their jobs. More often than not change may affect these things which they value most and if affected, then teachers will no longer find a match between their aims and purposes. Not that teachers' values are necessarily right, but their perceptions and experiences will be influenced by the extent to which there is a match between their aims, purposes and values and those pertaining to the system where they are employed.

Managers of change should therefore help teachers in the reformulation of their aims and purposes if they are at variance with the changes.

3.10.4.3   Changes in ways of doing business

This may take the form of re-defining one's strategy for the business (planning the general corporate strategy). It may also necessitate the changing of the organisation's priorities. The only way for organisations to survive in these fast changing times is to do business in a competitive way.

Some older teachers, when faced with changes, often claim to "… have seen it all before". This implies that these teachers have complied and carried on as if nothing had happened. "Even when changes are legally enforced it may be possible to go through the motions and present an appearance of change without any real change taking place, although this becomes increasingly difficult when monitoring and assessment are involved as they tend increasingly to be (Fullan & Hargreaves 1992:45).

With the changes in place "… it cannot be business as usual" (Department of Education 1995:15). Those involved in change have to change their way of doing things to be in line with the new ways of doing things. This has to happen if they still want to remain relevant in the new dispensation.

Those not satisfied with their jobs after the introduction of changes may decide to shift the balance or weight which they give to their work in the context of their lives as a whole. In other words, they reduce the importance they attach to work and put more time, effort and energy into their families or into a particular interest or an alternative, supplementary career (Fullan & Hargreaves 1992:48). Managers are faced with the challenge of rekindling the commitment of fellow-workers to give their best in order for change to take hold.

3.10.4.4 Changes in ownership

Everyone in the organisation must feel that he or she is a co-owner of the organisation. This will enable him or her to also own its problems and challenges facing the organisation which is essential to provide the innovation and quality necessary to produce competitive service.

All those involved with the organisation must perceive it as their own and if they are co-owners, they too will strive towards its success and survival. They will try to make the organisation attractive by rendering service of quality.

3.10.4.5 Downsizing

Managers of change are often faced with the dilemma of those who would prefer to leave teaching entirely and to start a new career. This is more difficult for experienced teachers who

have already made considerable personal investments in teaching, not least in terms of time and who also tend to have financial and familial commitments (Fullan & Hargreaves 1992:46).

In the Northern Province Department of Education downsizing, or rationalisation as it is also known, is still a challenge to managers. Recently a circular minute on the implementation of the mutually agreed severage package for educators was withdrawn. This circular minute was encouraging all those who were declared in excess through the redeployment process to take packages as their chances of finding permanent employment was said to be nil due to the fact that there are very few vacant positions and many educators competing for them.

For a number of years the general pattern for organisations has been growth. However, because of advances in technological innovation, robotics and information technology, organisations have adopted the pattern of downsizing, working leaner and smarter and reducing growth in order to ensure survival and further growth later (Berkhard & Harris 1987:3).

Downsizing must aim at providing quality service. With this should come growth and delivery of quality service which ensures competitiveness and survival in these changing times.

3.10.4.6 Changes and culture

By culture is meant "… a set of artefacts, beliefs, values, norms and ground rules that defines and significantly influences how the organisation operates" (Berkhard & Harris 1987:7).

Educational changes must change the culture of the people in the organisation if success is to be achieved. If their beliefs, values and norms are different, then it will be difficult if not impossible to follow and achieve set goals and the mission of the organisation. The change in the culture of all in the organisation will have a profound influence on the success of the changes introduced.

Changes can undermine the values, beliefs and the ways of doing things which make up teacher cultures. This can result in people losing their sense of meaning and direction, their "framework of reality", their confidence that they know what to do and consequently they experience confusion and a kind of alienation. This will be to the detriment of their work and their commitment will decrease. It is important that managers help people make sense of the changes

and what it means for them and then develop new routines and build up a new corpus of beliefs, expectations and values (Fullan & Hargreaves 1992:44).

Managers of change must convince those they lead of the necessity of adjustment and adaptation if change is to take hold. Changing one's ways of doing things is not easy, but if one is convinced of the benefits of change, one can achieve this with ease. Managers must help their followers see the benefits of change.

3.11 The development of a policy and legislative framework for change and quality education

Since its inception after the 1994 elections, the South African Department of Education signalled that a number of changes were in the pipeline. With the publication of the White Paper on Education and Training on 15 March 1995, the various education departments from the previous dispensation were to be brought under one department with one ministry of education. This in itself was a big change in education for it entails equal distribution of resources, equal pupil-teacher ratios for all schools (primary 1:40, secondary 1:35) to be phased in before the end of 1999, school funding and democratic governance, introduction of school governing bodies, etc. Some of these have been implemented, though there is still a shortage as far as teachers are concerned.

The adoption of a new Constitution for South Africa together with the introduction of new education legislation and policy based on the principles contained in the Constitution, are important as they provide a framework for change and the provision of quality education for all learners.

The following are some of the legislation and policy documents on education introduced to spearhead change in the South African education system. Under each act or policy document the kind of change advocated will be given briefly.

3.11.1 The Constitution

Through a number of provisions the Constitution recognises basic human rights for all citizens, including key socio-economic rights. One of these basic rights is the right to education:

"Everyone has the right –

(a)   to a basic education including adult basic education, and

(b)   to further education, which the state through reasonable measures must make progressively available and accessible."

Section 9(2) of the Constitution provides not only for the provision of basic education but more importantly for the right to equal educational provision for all learners. The Constitution was therefore the first to recognise the change to a situation where quality education is provided to all learners in the country (Department of Education 1997:41).

3.11.2   White Paper on Education and Training (15 March 1995)

The White Paper on Education and Training was the first policy document on education by the democratic government. It was released on 15 March 1995. It provides a comprehensive framework for the transformation process which is needed to change the education system into one which will meet the needs of al learners.

The policy document advocated amongst others, the following changes:

- the pre-democratic, 19 ethnic departments of education should make way for one non-racial national department of education and provincial departments of education;

- the governance of schools should also be democratic – involving all stakeholders – parents, educators and learners;

- allocation of resources should also be equitably deployed and an emphasis on redressing the legacy of inequality should be stepped up;

- improvement of the quality of education and training by capacitating educators, managers, SGB members and LRC members to equip them with skills to manage, teach and learn effectively and efficiently; and

- the education system should also change and promote the values underlying the democratic process and the charter of fundamental rights, the importance of due process of law and by teaching values and skills for conflict management and conflict resolution, the importance of mediation and the benefits of tolerance and co-operation (White Paper 1 1995:17-22).

A practical example is that of Potgietersrus Primary School and Vryburg High School which were forced to be multi-cultural schools as it was no longer legal to operate monocultural schools in the country since 1994 (Van der Linde 2000:2-3).

- The curriculum, teaching methods and textbooks selected at all levels and in all programmes of education and training should encourage independent and critical thought, the capacity to question, enquire and reason and should be diversified (an example is the OBE and the revised curriculum for the 21st century) (White Paper 1 1995:22).

- This document also acknowledges past evils and conflicts and in their places offers a national agenda of reconciliation and reconstruction which can lead to national unity, well being and peace. It further calls on all South Africans to try and understand each other's history, culture, values and aspirations and not turn away from them if the best is to be made of our common future (White Paper 1 1995:17).

As the first policy document it gave the direction that the new education system should follow. "It is time to declare that a new era has dawned," which means that "management practices, relations between school principals and their staff, between teachers and students, between schools and parents, campus rules, disciplinary culture and procedures, student organisations and much else, must come under the microscope in order to ensure compliance with the nation's new constitutionally protected human rights culture (White Paper 1 1995:44).

The fact that all learners will be subjected to a common education system which is non-racial means that continuous improvement is across the board. The way standards are set and performance assessed will be similar and even new quality assurance mechanisms developed will be used commonly to all learners. In this way the democratic and non-racial in terms of quality management will be linked as quality management will be for all.

From the above it is clear that the White Paper 1 had far reaching repercussions. It is based entirely on democratic governance of schools as it is the case with the governance of the country.

3.11.3 The procedure manual for the implementation of matters emanating from Resolution No 3 of 1996

It is about agreement on a three-year conditions of service adjustment package for educators. It includes *inter alia*, the following:

- The right-sizing of the public service.

- The pupil-teacher ratios of 1:40 for primary schools and 1:35 for secondary schools shall apply as agreed in the Education Labour Relations Council.

- The redeployment of educators where they are in excess at schools or areas where they are needed, also in accordance with set rules.

- Voluntary severance packages in cases where the educator would like to quit due to various reasons, including unwillingness to be redeployed.

- Restructuring of pension benefits.

- Maximum employer contribution to medical scheme membership fees.

This resolution was aimed at bringing about equity in the distribution of educators as per pupil-teacher ratio.

3.11.4 South African Schools Act 1996 (Act No 84 of 1996) 15 November 1996

The Act deals *inter alia*, with the following:

3.11.4.1 Learners

It gives clarity on admission to public schools, the language policy of public schools, freedom of conscience and religion at public schools, code of conduct, suspension and expulsion from public schools, prohibition of corporal punishment and a representative council of learners.

3.11.4.2 Public schools

This section deals with the provision and status, governance and professional management of public schools, the constitution and functions of governing bodies, and election of governing bodies.

3.11.4.3 Funding of public schools

The funding of public schools should be the responsibility of governing bodies. School fees at public schools also falls under SGBs as well as audits or the examination of financial records and statements.

3.11.4.4 Independent schools

Independent schools have to be registered with the Department of Education. Their funding should be the responsibility of the parents of the learners attending those schools although the Department used to subsidise them.

3.11.4.5 Transitional provisions

The aim of the above act was to bring about the transformation and democratisation of education. "The democratisation of education includes the idea that stakeholders such as parents, teachers, learners and other members of the community must participate in the activities of the school" (Potgieter, *et al* 1997:6).

Another important aim of the Act is the improvement of the quality of the education of all learners. The Act therefore seeks to change education for the better. With the emphasis on

equity and effectiveness, better facilities, better trained teachers, better methods of teaching and better school conditions will be realised. Once these are realised, total quality management (improvement) will also be attained.

3.11.5   Curriculum 2005 (24 March 1997)

This curriculum was launched on 24 March 1997. It is considered the heart of educational change - altering what and how we learn. This new curriculum which is called "… the outcomes-based approach" would foster learning which encompasses a culture of human rights, multi-lingualism, multi-culturalism and a sensitivity towards reconciliation and nation building (Rohan 1997:2).

This approach is aimed at the realisation of eight essential outcomes – what the learners should be able to successfully demonstrate, for example their ability to:

- Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation.

- Identify and solve problems by using creative and critical thinking.

- Organise and manage themselves and their activities responsibly and effectively.

- Work effectively with others in a team, group, organisation and community.

- Collect, analyse, organise and critically evaluate information.

- Use science and technology effectively and critically showing responsibility towards the environment and the health of others.

- Understand that the world is a set of related systems. This means that problem-solving contexts do not exist in isolation.

- Show awareness of the importance of effective learning strategies, responsible citizenship, cultural sensitivity, education and career opportunities and entrepreneurial abilities.

To achieve the above essential outcomes, eight learning areas have been chosen:

- Language, literacy and communication
- Mathematical literacy, mathematics and mathematical sciences
- Human and social sciences
- Natural sciences
- Technology
- Arts and culture
- Economic and management sciences
- Life orientation

(Anstey 1997:2; Rohan 1997:2)

Before any lesson commences, the educator must make it clear to his learners what the outcomes are which they expect the learners to demonstrate successfully as a result of the experiences they have gone through. Unlike in the past where educators would merely cover the curriculum, this curriculum demands that educators ensure that learners master the content, concepts or skills before advancing. This will be shown not by practice assignments (formative assessment) as in the past, but by outcome demonstrations of the skill so acquired (summative assessment) (Department of Education 1997:40).

The following figure depicts a balanced curriculum:
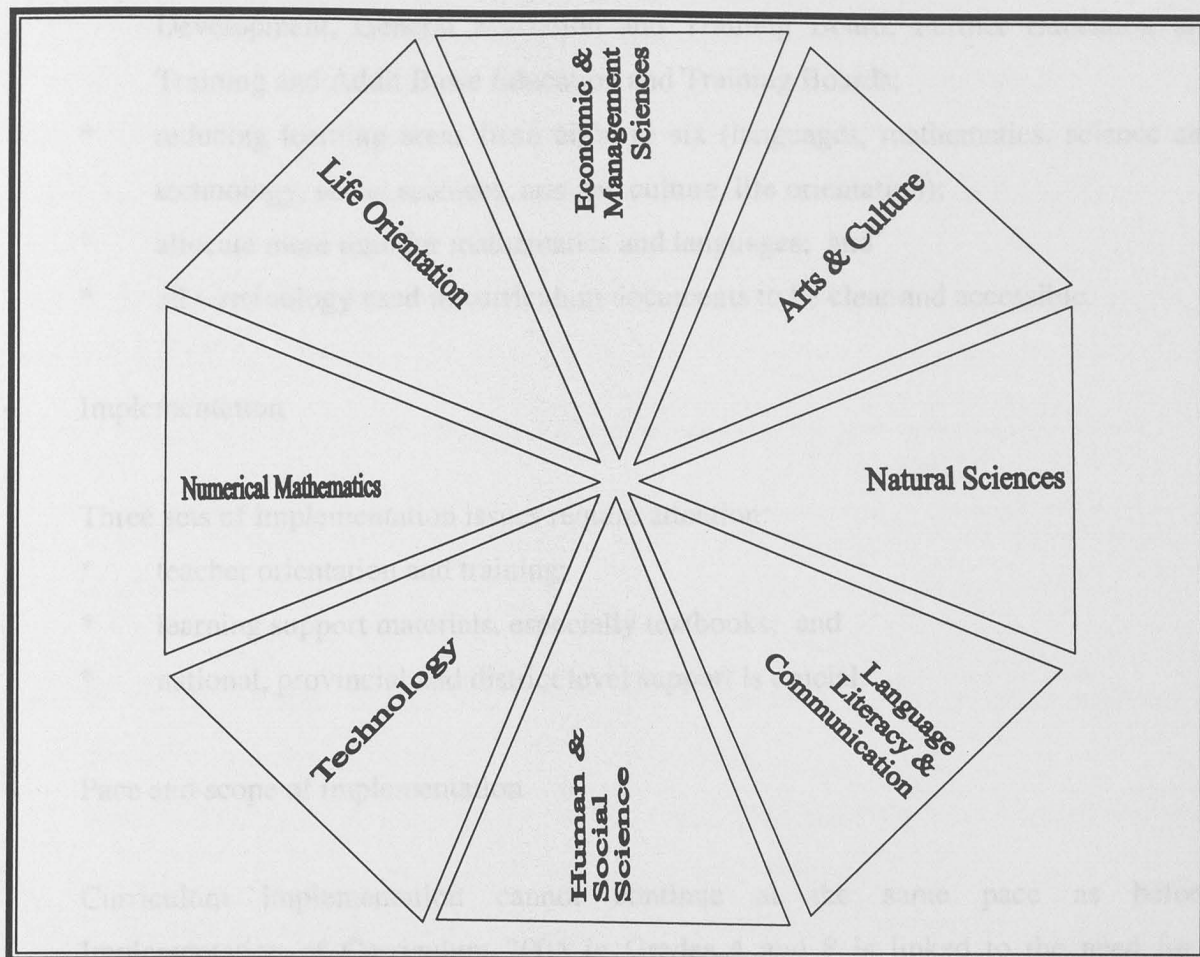
Figure 3.4: A balanced curriculum (National Department of Education (1997:15)

According to this new curriculum all learning, whether it takes place in formal or informal settings, will be recognised and learners will be able to move between the education and work environment.

Initially the new system which started in 1998 with Grades 1 and 7 was planned to be implemented as in the table below, but that was not to be. Because of the institution of the Review Committee the implementation of this curriculum in Grade 8 and Grade 4 was done in 2001 in the Northern Province instead of the planned 1999. The Review Committee proposed that a revised and streamlined outcomes based curriculum be introduced within manageable time frames to achieve the social and educational goals of a curriculum for the 21st century. The recommendations fall into three main categories:

- Structure and design of the revised curriculum:

*   development of a National Curriculum Statement for Early Childhood Development, General Education and Training Board, Further Education and Training and Adult Basic Education and Training Boards;

*   reducing learning areas from eight to six (languages, mathematics, science and technology, social sciences, arts and culture, life orientation);

*   allocate more time for mathematics and languages; and

*   all terminology used in curriculum documents to be clear and accessible.

- Implementation

Three sets of implementation issues require attention:

*   teacher orientation and training;

*   learning support materials, especially textbooks; and

*   national, provincial and district level support is crucial.

- Pace and scope of implementation

Curriculum implementation cannot continue at the same pace as before. Implementation of Curriculum 2005 in Grades 4 and 8 is linked to the need for a revised, improved curriculum on the one hand while continuing with Curriculum 2005 in its current form on the other. The phasing in of the implementation of the revised curriculum should be done within manageable time frames (Department of Education 2000:4-6).

PRESENT STANDARDS		
1998	Grade 1	Sub A
1999	Grades 2 and 8	Sub B and Standard 6
2000	Grades 3 and 9	Standard 1 and Standard 7
2001	Grades 4 and 10	Standard 2 and Standard 8

| 2002 | Grades 5 and 11 | Standard 3 and Standard 9 |
| 2003 | Grades 6 and 12 | Standard 4 and Standard 10 |

Table 3.1 Present standards (Rohan 1997:2; Department of Education 1997:187)

The envisaged new education system differs from the old or current education system as indicated in the table below:

OLD	NEW
• Learners passively accept what they are taught without questioning it	• Learners actively involved in finding and interpreting information for themselves
• Exams are the main method of evaluating learners' abilities	• Learners are assessed on an ongoing basis
• Rote learning	• Critical thinking, reasoning, reflection and action
• Syllabuses stick rigidly to their subjects and do not deal with related fields of study	• Emphasis on integrating the different types of knowledge relevant to learners. Deals with real life
• Textbook/worksheet-bound and teacher centred	• Learner centred, teacher is facilitator, teacher constantly uses groupwork and teamwork to consolidate the new approach
• Sees syllabus as rigid and non-negotiable	• Learning programmes seen as guides that allow teachers to be innovative and creative in designing programmes
• Teachers responsible for learning; motivation dependent on the personality of teacher	• Learners take responsibility for their learning, learners motivated by constant feedback and affirmation of their worth
• Emphasis on what the teacher hopes to achieve	• Emphasis on outcomes – what the learner becomes and understands

OLD	NEW
• Subjects have to be learned within a specified period of time	• Learners are free to learn at their own pace
• Input from parents and public on what and how pupils are taught is not welcomed	• Comment and suggestions from parents and the public is encouraged

Table 3.2: Old vs New (Anstey 1997:2; Department of Education 1997:6-7)

Piloting of the outcomes based education curriculum was done during the third school term of 1997. In each province 30 schools were selected for this pilot. Evidence from around the country suggests that the piloting of outcomes based education was a great success and schools in all provinces showed a willingness and preparedness for its implementation in Grade I in 1998.

All of the above legislation advocating change have only one thing in common: The quest for quality education. The aim of change in the South African education system is a change for the better – the new education system should deliver quality education to the people. This can only be realised if educators, learners and all those in the hierarchy of education management engage and insist on continuous improvement on the delivery of services. If all stakeholders buy into this philosophy of total quality management, mediocre performance will be something of the past. Dedication, commitment and the culture of teaching and learning will be back in full force for TQM is aimed at improving on your previous performance, and never to perform at a lower level. The only way forward is either to achieve the same good results or improve on them continuously – an unending process. All the legislated changes and even those that are still to be introduced in the future are all aimed at the continuous improvement of performance – total quality management.

3.11.6   Implications for change

If all of the above legislation for change, new curricula, agreements and resolutions are practically implemented *per se*, then real change in education will be evident. All of the

above are aimed at transforming the education system into a viable system which caters for all South Africans.

The essence of this education system is democratic, non-racial, non-sexist and non-religious in nature and outlook. This system seeks to involve all stakeholders in education, namely parents, teachers, learners, government, non-governmental organisations as well as members of the community. These stakeholders are also involved in the governance of schools as members of governing bodies. Together they help shape the education system. The practical implementation of the above will have far reaching implications for change in the South African education system. The above-mentioned legislation and policy documents which advocate change are all geared towards the implementation of these changes with the ultimate aim of the provision of continuous quality education. The educational changes introduced in the South African education system are not merely for window dressing but are changes which are aimed at bringing about quality and equal education to all learners, something which was lacking in the previous education system. The implications of the above legislation are immense. It is evident that both the political and educational leadership are in favour of change in the South African education system with the hope that the new education system will ensure access to quality education for all learners in the country.

3.11.7   Change and the establishment of total quality management

Change in the South African education system was externally driven. Although it was evident after the 1994 elections that changes in education were imminent to be in line with the democratic nature of the country, it took the political will to shift the direction and vision of the education system. The national Department of Education had to come up with policy frameworks to bring about these changes.

The provisions of Department of Education White Papers One (1995) and Two (1996), the report of the Review Committee on School Organisation, Government and Funding (the Hunter Committee Report), the new national legislation (the National Education Policy Act and the South African Schools Act (1996)), as well as provincial legislation and policy documents (for example school governance: The election of school governing bodies – Guide for establishing school governing bodies 1997 Northern Province) all point the South African education system to a new direction.

All the above policy documents and legislation were aimed at achieving continuous improvement in the performance of all schools. The focus was and is on "building effective schools staffed with effective people (educators, school management teams and support staff) with the common purpose of promoting effective learning" (Report on Education Management Development 1996:33). The change in the South African education system was aim directed.   It was directed at achieving total quality management – continuous improvement in all aspects of schooling.

3.12 Conclusion

The former fragmented education and training systems were based on the Christian National Education and Bantu Education systems. By their very nature they did not promote the idea that people should think analytically or be critical and creative. Moreover, learners were not encouraged to come up with new ideas and take control of their learning situations and their lives (Christie 1990:50-57).

All the changes introduced in the South African education system were aimed at bringing about an education system which is not only aimed at increasing the general knowledge of the learners, but to develop their skills, critical thinking, attitudes and understanding. The ultimate aim is the attainment of continuous improvement of the quality of education offered in all public schools. Total quality management, an approach which focusses on the continuous improvement of all the processes is an approach which can help public schools improve and provide quality education to all learners as it has assisted business organisations to compete globally (Steyn 1999:357).

South African society is fast paced and simply keeping up with current events can be a challenge. As the rate of change increases, individuals and organisations need a way to manage that change – to make sense of it and put it in perspective.   Total quality management, a change process within itself, provides an avenue for coping with change and directing it toward a positive outcome for the future (Jablonski 1992:3).

It should be noted, however, that change in the South African education system is mostly for the better. Sir Winston Churchill stated: "There is nothing wrong with change if it is in the

right direction. To improve is to change, so to be perfect is to have changed often". To constantly strive for change and create a willingness on behalf of your people to participate in this change is to practice total quality management (Jablonski 1992:5).

Another action research by a South African was also done in a primary school in Gauteng. In his doctoral thesis on action research in a South African primary school, Hayward (1998) successfully applied the PDSA-cycle to various areas in the school, including physical resources, the curriculum, learner management, marketing, the organisational climate and staff development (Steyn 1999:360; Steyn: 2000:268).

The South African education system, more particularly the public schools is beset with serious problems like a high drop-out rate, poor basic education and poor examination results. The White Paper on Education and Training (1995:21) called for quality across the board and this leaves no option but to engage the TQM-approach as the only approach which is dedicated to the goal of achieving the highest standards of performance as required by their customers (Murgatroyd & Morgan 1993:60). The word *total* in TQM suggests that it affects all who work in the school as well as all activities undertaken in the name of the school.

The above examples of successful implementation of TQM-principles in South African schools could well be a promising invitation to other South African schools which are in dire need of quality education.

It is interesting to note that most of the changes introduced and those still in the pipeline are real, visible and for the betterment of education in general and as such cannot be regretted. In other words, these changes are here to stay and it is up to the managers of educational institutions to manage these changes in a manner that will make them meaningful and acceptable to bring about continuous improvement in the performance of all schools.