

CHAPTER II

PLANNING EDUCATIONAL CHANGE AND REFORM

2.1 INTRODUCTION

Bereday & Lauwreys (1967 : 71) remark that while many countries have educational plans on paper, they are faced with the problem of getting these into action. Failure to implement the plans results from a shortage of funds, unanticipated bottlenecks in teacher-supply or facilities, unforeseen imbalances between the flow of students and the educational capacity at different levels. The most crucial cause of unsuccessful implementation, apart from lack of adequate administrative machinery and personnel, is lack of sufficient understanding and support for the selected plans by those who must implement them.

In this chapter therefore, a distinction between educational reform, change and innovation will be drawn before focusing attention on the different types and categories of educational change. Three models of planning educational change will be described with the intention of determining whether the nature of planning which preceded the educational reforms of the 1978-88 period in Bophuthatswana was adequate. Finally attention will be focused briefly at the planning process per se, the prerequisites for efficient educational planning and constraints that militate against effective educational planning.

2.2 DISTINGUISHING EDUCATIONAL INNOVATION, CHANGE AND REFORM

2.2.1 Innovation

Miles (in Moorish, 1976 : 22) regards innovation as "a more planned improvement which is deliberate, routinized and willed; and is unlikely to occur frequently". Bishop (1986 : 5) regards innovation as a deliberate intrusion into the fabric of a culture intended to change the existing order of things.

Innovation in education therefore refers to the introduction of something new to accustomed practices in learning and teaching, whether in objectives, content or methods. It is introduced on an experimental basis with the aim of improvement. The affiliation of the teacher-training colleges to the University of Bophuthatswana with the latter having to monitor the maintenance of proper academic standards, is one such innovation.

2.2.2 Change

Change refers to any variation or alteration to the system structure, size and scope. It connotes the idea of making something different but does not necessarily imply the creation of something new or better. Change occurs spontaneously and may or may not lead to improvement. For this reason, thorough planning is needed to ensure the attainment of any set goals.

Change according to Kravets may include everything, as long as it is different and it does not necessarily carry with it implications of planning (Hechter, 1981 : 99).

2.2.3 Reforms

Educational reforms are attempts to attain educational, social and economic objectives through planned changes and innovations in the education system of a society. Kravets (in Hechter, 1981 : 103) regards reform as "a concept that implies more than patchwork and localized innovation or variety. It encompasses the educational system itself or subsystems within that system. It covers the whole country or major aspects of the educational effort within it."

The value of the reform process depends upon the extent to which the reforms answer to the desires and expectations of the school and the community, and give concrete answers to the most vital problems.

As an integral part of social transformation, educational reform entails major changes in educational policies, educational objectives, administrative procedures and organizational structures (McCaig, 1981 : 72).

Attempts to introduce new practices and approaches to the existing educational system in order to bring about improvement, which manifest themselves as change and innovations all constitute reform.

2.3 CATEGORIES OF CHANGE

Depending on the objectives and degree to which the education system has got to be infused with new ideas or restructured, Havelock (1969 : 8.49) identified the following categories of educational change:

- * The system may be in need of a change in both the size and scope of educational operations which mainly hinge on the capital available to respond to the popular demand for education. A reform that entails the introduction of computer-based education is a major operation that would require considerable capital to provide for the physical and human resources to implement such a change.
- * In the second category, he classifies the acquisition of new skills to handle a new curriculum which necessitates the retraining or in-service training of teachers. This may also involve the introduction of a wide variety of new hardware into the school system like computers and language laboratories.
- * The third category is of changed goals. This may be a case where self-instructional, programmed instruction or heuristic methods are adopted and the teacher has to adjust to a new role of facilitator of the learning process and not an authoritative source of information. In this case,

the learner is assisted by the teacher to find answers to his/her own problems.

- * Finally, he refers to changed values and orientations where long-held principles and aims are declared obsolete and new ones have to be adopted. The scrapping of the Std. 8 public examination for the secondary level, constitutes such changes.

2.4 TYPES OF EDUCATIONAL CHANGE

Based upon the nature and extent of educational change required, the process may result from one or a combination of the following changes as identified by Havelock (1969 : 8.49-8.51):

- 2.4.1 **Substitution** - This is the most common type of change that involves the mere replacement of a teacher, or substitution of one textbook, or a learning method or piece of hardware by another - all of which require adequate planning. The mere substitution of one administrator by another may well mean a series of new systems of organization and procedures to the institution.
- 2.4.2 **Alteration** - This entails bringing about certain alterations to existing structures as against the introduction of entirely new elements. This would be applicable to the appointment of specialists to handle an existing subject like Guidance in the curriculum. Such an alteration needs thorough planning as it will impinge upon the roles of the other members of staff.
- 2.4.3 **Addition** - Through it new elements are added without disturbing the existing educational structure. The introduction of audio-visual aids or the use of psychometric tests to assist in career-choice for secondary school-leavers will require the retraining

and in-service training of the teachers in the use of the new devices.

- 2.4.4 **Restructuring** - it entails the physical re-arrangement of work-space to allow, for example, for small group teaching or to allow for individualized instruction. The grouping of learners into homogenous groups based on their aptitude calls for thorough planning on the part of the teacher to provide each group with a relevant learning task at any given time.
- 2.4.5 **Elimination of behavioural patterns and habits** - involves doing away with the practice for example of using end-of-the-year examinations as a yardstick for promoting students to the next school level and adopting a system of continuous assessment. This will affect the working habits of both the learner and of the teacher as facilitator as it requires them to apply themselves consistently to the learning task.
- 2.4.6 **Reinforcing of old behaviour** - may take the form of in-service programmes that help teachers to keep abreast of new skills and techniques in education. Through refresher courses, certain instructional skills and approaches which have proved successful in eliciting a positive response from the learners, are disseminated.

There is need for planning any of the above-mentioned changes because learning new knowledge and skills may be traumatic for teachers who lack the experience and self-confidence to learn new procedures and techniques and thus require greater care and support to adopt new ones.

2.5 **BASIC ASSUMPTIONS ABOUT CHANGE.**

The following assumptions about change, with a view towards

reform and how it can best be facilitated, were produced by the Concerns-Based Adoption Model (Hord, 1987 : 93-96) - an empirically based conceptual framework which analyzed the experiences of individuals who implemented change.

2.5.1 Change is a process, not an event.

The successful implementation of change depends upon the realisation, by those who implement change, that it is a process that occurs over a period of years and not an object or an event of discrete and identifiable dimensions. Change should be regarded as an ongoing, multidimensional process instead of a specific point in time that has to be reached and passed by.

2.5.2 Change is made by individuals first.

This assumption warns against the consideration of change as a package or programme that affects people and does not form part of their day-to-day educational activities. Individuals within the system should be the primary focus of the change process, for their active participation in a change programme is what makes a difference between theoretical plans on paper and their practical implementation.

Participation ensures the right of all concerned with a change to take part in the initial stages of pre-planning, planning and decision-making through to its implementation and evaluation. It creates a sense of commitment for the change instead of passive acceptance (Anon, 1981 : 65-66).

2.5.3 Change is a highly personal experience.

Too often plans to change the education system regard individuals as numerical, largely interchangeable units, thus making little allowance for differences in their response to and acceptance of the change process. Though the changes do affect them individually, they are expected to behave collectively. Failure

to accommodate individual differences in the planning process can inhibit the process of initiation and implementation of change.

2.5.4 Change entails multilevel developmental growth.

Once change is understood as a continuous process that takes place over a period of time, then how it affects individuals will influence their emotional, social, intellectual and behavioural response to the changes. Real change will alter the feelings, skills and attitudes of individuals in accordance with identified objectives and only then can such change be assimilated as part of their behaviour patterns.

Change towards educational reform involves new ideas and practices which require a modification or complete change of the usual patterns of teacher behaviour. To switch over from old modes of behaviour to new ways is a demanding task that requires time.

2.5.5 Change is better understood in operational terms.

The abstract concepts in which the goals and objectives of the change process are expressed can interfere with their implementation. Teachers will only appreciate the usefulness of an innovation or change in terms of how it affects their current classroom practice, and provides concrete answers to the most vital day-to-day problems.

Unless change is expressed in terms that relate to specific changes in behaviour, skills or attitudes, the planned changes will remain on paper and not be converted into everyday classroom practice. Failure by the teachers as the users of the plans to understand their practical application and implementation may sometimes be misinterpreted as a resistance to change.

2.5.6 Change facilitation must suit individual needs

In promoting the acceptance, adoption, implementation and

institutionalisation of educational reforms, the changes need to be geared towards the identified needs of the individual. How the change process is perceived by the user has implications for its success hence the plan facilitator should relate the change to the needs of the users. Successful reform must on the whole have meaning and relevance to the local population.

2.5.7 Change efforts should focus on individuals not on innovation

Because change is a highly personal experience, material changes for example, the building of new schools, the introduction of new curricula or computer-based teaching approaches do not necessarily constitute change. Only individuals can make meaningful change by altering their behaviour and acquiring new skills and changed attitudes towards their classroom practice.

Successful implementation of change should not focus on attempts to adapt the behaviour of the individual to suit a particular innovative package. The change process should rather be tailored to the needs and aspirations of the individuals.

From the above assumptions, the meaning and value of change lies in the human and not the material component. The extent to which those affected by the reform process will react to, adapt to and assimilate the reforms is crucial for the successful implementation of change.

2.6 PLANNING THE EDUCATIONAL CHANGE AND REFORM.

2.6.1 TYPES OF EDUCATIONAL PLANNING.

Depending upon the nature and extent of the changes and innovations needed towards reforming an education system, the planning process may involve different types of planning models or a combination thereof.

2.6.1.1 Centralised planning

Centralised educational planning is characteristic of a top-down approach which may be intended to ensure more rapid and co-ordinated change. The planning office at national or provincial level formulates broad educational policy and general goals which form the framework within which other organizational structures operate (Van der Westhuizen, (ed), 1991 : 141). Staffed by both economists, educators and social scientists, the planning office in a centralized system is likely to produce a comprehensive macro-plan that will achieve, apart from educational goals, economic, social and political goals (Spaulding, 1977 : 57). Because of its proximity to the office that co-ordinates national development planning, the planning office will understand the development priorities of that country.

Centralised planning at national level can contribute to efficient resource allocation, thus avoiding the duplication and overlap of services. It can enhance the co-ordination of educational programmes, facilities and services with those of other ministries in a way that will be supportive of the overall goals of the state (Rivera (ed), 1987 : 135).

A highly centralized and hierarchical educational planning (Chinapah, et al, 1989 : 13-14) may lead to under-utilization of available human and material resources. The concentration of decision-making at the top with little delegation of authority may stifle the implementation of educational reforms.

2.6.1.2 Decentralised planning

Decentralized educational planning results in the devolution of micro-planning in order to place certain aspects of the planning responsibility on those who will be affected by the change process at different levels. The involvement of the local community in the planning exercise, apart from increasing their sense of commitment to the change process, (Van der Westhuizen

(ed), 1991 : 141) acts as a marketing exercise for policies taken at the national level. Though centrally planned, the success of educational reforms requires that a reasonable degree of autonomy should be enjoyed by the administrators to modify or change decisions taken centrally and adapt them to community needs. In that way the outcome of the reform process will be more profitable to the communities and the hierarchical authorities than if the users were faced with mechanical application of decisions taken at a higher level (Anon, 1981 : 65). For this reason, planned changes become more meaningful when the planner, the implementer and the user participate in all the stages of the change process.

2.6.1.3 Participatory planning

Participatory planning is a decentralized form of planning where the right of all concerned in the change process is guaranteed to make an input in the planning process from the initial stages of pre-planning to the final implementation of the reforms and their evaluation (Birley, 1972 : 3).

The degree of participation, as well as the level of participation, depends upon the kind of plan being evolved. Nominal participation occurs when information is transmitted to participants to solicit their support for an activity already decided upon, like the conversion of certain secondary schools to science or comprehensive schools. In consultative participation, the advice and support of participants are sought, though the greater degree of decision-making is controlled by the decision maker. Responsible participation occurs where the local level has a chance to influence basic decisions with regard to the envisaged change (Anon, 1981 : 66; Thomson, 1977 : 94-95).

Though the involvement of local communities in the decision-making may slow down the planning process, the implementation stage which may entail building of schools or setting up literacy classes requires contributions and direct, responsible

participation by community members (Anon, 1981 : 67; Weiler, 1984 : 475).

The success of educational change and innovation calls for effective communication of plans and decisions taken at the national level to the local level for implementation.

2.6.1.4 Strategic Planning

A strategy is a consciously intended plan of action or guideline to deal with a particular situation.

Strategic planning is a long-term planning process which entails the setting of goals and objectives that serve as guidelines towards changing the operations of an educational system. The process involves an analysis of the major operation of the system so as to identify the adequacy and relevance of stated goals and objectives (Eyre, 1984 : 47). To this end then strategic planning which entails goal-setting, the co-ordination of the resource input process and goal-accomplishment is related to centralized educational planning.

Strategic planning provides a framework within which an organization like the education system can improve its functioning and responsiveness. It helps the organization to formulate plans and strategies that will ensure the attainment of the set goals. It also enables the administrators to prepare for and deal with the rapidly changing variables within which an organization operates (Stoner & Wankel, 1986 : 116).

2.6.1.5 Tactical Planning

Tactical planning is a short-term day-to-day exercise which occurs in the education system at different levels. It operates within the framework of the existing system to effect innovations and sectoral changes. The duration of a decision and its implementation, its range and orientation distinguishes between

a strategic plan and a tactical plan (Eyre, 1984 : 48). The decision to reclassify a number of schools as science schools or to design a new curriculum, requires long-term, strategic planning as it has implications for the entire education system as compared to the preparation of a lesson or equipping of a classroom in a school. Whereas strategic planning focuses on what goals and objectives should be achieved; tactical planning focuses on how the set objectives can be accomplished. Tactical planning therefor entails the development of policies, procedures and rules that guide decision-making (Hicks & Gullet, 1981 : 262).

2.6.2 CHANGE AS A REFORM PROCESS

Notwithstanding the nature and extent of the change being planned for, the process itself happens in five stages from the initiation of the plans to their implementation and evaluation (Hechter, 1981 : 80).

2.6.2.1 Stage of Assessing current practice and issuing directives for change and reform

It is important to review existing practices within the components of the educational system in order to elicit and gather diagnostic information and areas that require improvement. The need to effect major changes in the functioning of an existing educational system has to be carefully assessed. Although the directives for educational change and reform come mostly from politicians and the planning policies and goals are closely linked to the ideology of the ruling political party, the need exists to establish the users self-perceived needs as this will affect their readiness to adopt the change (Hord, 1987 : 63). Such involvement will according to Macdonald (1991 : 4) maximise the deployment of talent and create a sense of ownership of the expected change among the users.

In assessing the problems of the existing system the different

determinants, for example the social, political and economic policies, are to be considered as they determine the feasibility of the envisaged plan.

2.6.2.2 Stage of preparation and exploration of options

On the basis of the directive to institute certain changes in those areas of the educational system which are in need of improvement; general aims, goals and objectives of the envisaged reform are expressed in less theoretical terms. Past efforts to deal with the identified needs are analyzed while alternative strategies, solutions and the rational allocation of resources to achieve the stated objectives are explored (Hechter, 1981 : 84; Lauffer, 1978 : 78).

The context in which the envisaged innovation will be applied must be understood because as a deliberate intrusion into a particular culture the product of change must be compatible with existing values (Bishop, 1986 : 5).

2.6.2.3 Stage of approval and adoption

During this stage approval expressed through legislative action is given to the reform process by Government. In this way an educational reform proposal which may have been initiated by the ruling party, opposition party, at regional level or in the school is officially adopted as a broad institutional plan for change at national level.

The decision to adopt an innovation has to be understood by every individual within the organization as adoption has a considerable bearing on the successful implementation and institutionalization of change. The adoption and approval of the reform plan by government is crucial as it signifies an acceptance of full responsibility for the plan and all its implications as well as a readiness to facilitate its implementation (Hord, 1987 : 72).

2.6.2.4 Stage of implementation

Implementation is a stage that is challenging and offers great opportunities for participatory planning at the local level. The initiation or introduction of the reform process entails motivating and mobilising people to accept the need for change. It involves specifying in detail what tasks need to be carried out to achieve the set goals using the available resources. This will necessitate the training of staff and volunteers who will generate plans and procedures to translate the reform goals and objectives from theory into practice (Lauffer, 1978 : 73).

It is during implementation that teachers and others involved in the school system become acquainted with the planned change. Hord (1987 : 78) views hands-on, practical experience as a prerequisite for successful implementation which has no substitute. During this stage problems connected to the envisaged reforms emerge : some relate to the programme-design itself while others emanate from resistance, conflict based on interpersonal relationships of the participants and the community.

The stage of implementation is regarded as one of the great opportunities and substantial challenges when the input of all the change facilitators exert a major influence on the change process and conversely their behaviour is affected by the reform in a concrete and immediate way (Inbar, 1984 : 489).

Many plans have never seen the light of day because the implementation procedures were not included as part of the planning process. Hord (1987 : 78) remarks that a key point to consider in the successful implementation of the reform process is that someone has to be involved in effecting the planned changes and providing feedback and logistical support, as these processes will not happen of their own accord. It requires the effort of a number of committed, adequately prepared individuals.

2.6.2.5 Evaluation and institutionalization

Evaluation is an attempt to determine whether and to what extent progress has been made en route to goal realisation. It is a process aimed to determine goal achievement on the basis of evidence gathered through measurement and observation (Avenant, 1986 : 183).

Evaluation has to be a continuous process carried throughout the planning process starting from the assessment of the practices and operations of the existing education system to the final implementation of planned changes and reforms. However Hord (1987 : 134) warns that sufficient time should be allowed for the reform-process to progress as premature emphasis on outcome can have a damaging effect on innovation.

Through institutionalization the planned changes are assimilated in such a manner that they become part of the operations of the educational system. Institutionalization as the final stage of implementation denotes that the planned changes are in the system and continued to be implemented (Hord, 1987 : 82). As the final step in the reform process, institutionalization is reached when the new programme or approach is used in a co-ordinated, organized and meaningful way and it is regarded as the form and no longer as just an innovation.

Finally, in analysing the educational changes that have taken place over the 1978-1988 decade within the educational system of Bophuthatswana, care will be taken to determine how effectively each of the stages of change as a reform process has been implemented.

2.7 MODELS FOR PLANNED EDUCATIONAL CHANGE AND REFORM

The quality and extent of planning that preceed reforms to an educational system depends largely upon a clear understanding by the education planners of the type of change they need to plan

for. An analysis of the education system will indicate whether the planning has to focus on changes in the curriculum and educational technology in decision-making or in educational structures. The nature of the envisaged change will determine the best model and strategies to achieve successful change.

2.7.1 Research, development and diffusion model

Also referred to as the theory-into-practice by Moorish (1976 : 109) the model views the educational change process as a rational sequence of phases that begins with the discovery of an innovation, its development, production and dissemination to the user. The innovation is not analyzed from the view-point of the user. Research is not aimed at finding answers to specific human problems, but it starts from postulation of a set of ideas or theories which need transformation into action for acceptance and adoption by the passive user (Moorish, 1976 : 110; Dalin, 1970 : 439).

The model implies that there is a conceiver of the need for change, who researches, develops and designs procedures to implement change. The process entails elaborate planning on a massive scale which involves a division of labour among the participants to separate their roles and functions. The success of the model depends upon the availability of a rational, passive consumer/audience, willing to accept and adopt the innovation from the educational planners (Dalin, 1970 : 437). The change process according to this R,D and D model progresses through a number of stages which have been identified by Guba and Clark (in Havelock, 1969 : 10.39) as:

*<u>Research</u>,	- which embraces the basic scientific inquiry, an investigation of problems and gathering of information which may lead to identifying a need for change within the existing educational system.
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- *Development** - is a phase which is subdivided into activities of invention and design. Invention leads to a formulation of a new solution to an existing problem, it produces an innovation in its initial form. The design activity is aimed at ordering and systematizing the components of the invented solution into innovative packages suitable for implementation so that the change process occurs in an orderly and structured manner.
- *Diffusion,** - is a phase consisting of two activities - dissemination which creates widespread awareness of the innovation/invention among the users and demonstration which is geared towards affording the users an opportunity to examine and assess the qualities of the innovation.
- *Adoption,** - is the final phase which is meant to incorporate the innovation into the functioning system. It entails the sub-activities of:
- **trial** - which is aimed at making the innovation familiar so that its value and utility can be evaluated;
 - **the installation** - which is intended to fit the innovation into the existing system; and
 - **institutionalization** - which is meant to assimilate the invention as an integral part of the system.

According to Guba and Clark (in Havelock, 1969 : 10.42) the phases constitute a scheme for planning the process of change in an orderly way and they define the activities that occur at any stage of the change process. The Research Development and Diffusion model is meant to bridge the gap between theoretical

plans and their implementation. It ensures co-ordinated and planned activities by all involved in the change process.

The R,D and D model as a centre-periphery or top-down approach derives advantage from the fact that the more talented and experienced teachers and experts at the centre of the educational system will disseminate the reforms to the whole system. However its disadvantage lies in the fact that the users become the passive recipients of reforms whose origin was conceptualized and developed by some distant agency. This requires a greater effort to promote an awareness and interest for the innovation in the local community and to ensure flexibility in the changes themselves to cater for local needs and variations (Bishop, 1986 : 17).

2.7.2 Social-interaction model

The social-interaction model emphasizes patterns by which change diffuses through a social system, while the innovation itself is regarded as something relatively fixed and concrete as in the case of change in educational technology. The diffusion of the innovative strategy is dependent upon an interpersonal network of information. Dalin (1970 : 439) regards the individual's adoption of the innovation to be dependent upon his own network of social relations.

The position of the individual user within the social network; whether he is in the centre of the change process or on the periphery or in isolation, further can predict the rate of his acceptance of new ideas. Dalin (1970 : 438) further remarks that the degree and nature of informal contact between the individual and the innovator is crucial for the adoption process.

Finally, diffusion of a change process through the social system follows a predictable pattern of a slow beginning, followed by rapid diffusion and a long, late adoption period.

Roger (in Havelock, 1969 : 10.30) has identified the following stages through which the change process progresses according to the social interaction model:

***Awareness of innovation**

This stage which is a relatively passive one on the part of the user initiates a sequence of later stages that may culminate in adoption or rejection of the innovation. This awareness of a new idea creates a need for the innovation.

***Interest**

This phase is characterized by the active search by members of society for more information about the innovation. The search for information indicates the level of awareness and commitment and may affect the individuals' adoption process later.

***Evaluation of appropriateness**

The individual theoretically applies the innovation to his present and anticipated future situation and this will determine whether he will try it out or not.

***Trial**

Depending upon the outcome of his evaluation, the individual will use the innovation on a small scale in order to determine its utility which will determine the adoption of the new idea or innovation.

***Adoption**

This stage decides the continued use of the innovation in future by the individual which will ultimately lead to its

institutionalization and complete assimilation.

Finally, the social-interaction model is based upon the assumption that individuals belong to a network of social relations, which influence their behaviour. Each individual's adoption depends upon his place in the network. Informal personal contact is important during the adoption stage. Group membership and identification with a reference group largely influence the adoption rate of individuals (Hord, 1987 : 32).

As an unsystematic, unplanned and informal approach, its success depends upon the ability of the innovators to structure, co-ordinate and mobilise the network of individuals who are interested in the reform process (Bishop, 1986 : 18).

2.7.3 The problem-solving model

This model is built around the user of the innovation. It begins with an assumption that the user has a definite need which can be satisfied by the innovation. The change process embraces a series of activities starting with the identification and articulation of the user's need. Once the problem has been clearly formulated, a search can be conducted aimed at retrieval of information and ideas which can be used to articulate the innovation. The user concerns himself/herself with adapting the innovation, testing and evaluating its effectiveness in as far as it satisfies his/her need, while the outside change-agent who co-ordinates the change process plays a consultative role (Moorish, 1976 : 112).

Based upon the problem-solving model, Lippitt, Watson and Westley (in Havelock, 1969 : 10.55) identified the following phases:

***The development of a need for change**

This is the initial step which is regarded as the unfreezing phase when the users become aware of the problems which create

stress in a system. These problems need to be translated into a desire for change which can be attended to by an outside agent.

***Establishment of a change relationship**

This is a crucial phase which determines the success or failure of most change projects and it is dependent upon the quality of the relationship between the innovator or change agent and the client system.

***Diagnosis of the client system's problems**

This phase involves the search for the client system's problems and a clear interpretation and understanding by the change agent.

***Examination of alternative routes and goals**

During this phase the diagnosed theoretical problems which have been identified within the client system through research are translated into ideas for action. The innovator establishes goals to work towards in addressing the problems and priorities to be attended to. This process develops further into the weighing and evaluating of possible solutions with the aim of selecting the best alternative plan to be implemented.

***Transformation of intentions into actual change efforts**

This is the phase when plans are put into action and innovations are adopted. During the installation of the selected plans, formative evaluation of the success or failure of such innovations is built into the implementation strategy. On the basis of feedback received from those implementing the plans, a re-alignment can be made so as to adapt the plans to the identified needs.

***The generalization and stabilization of change**

This phase entails the assimilation of the innovation into the system and this is facilitated by the input which the innovation makes on the client system.

***Achieving of terminal relationship**

Successful change requires the change process to proceed through all the identified phases. After the terminal phase, usually there is a dependency by the client system on the change agent and this can be eased if the changed agent avails itself for consultation. Finally the innovation will diffuse through the rest of the system and become part thereof.

2.7.4 The power-coercive strategy

These are strategies to enforce innovations and reforms by groups of people who have the political, legal, administrative and economic power to do so. According to Bishop (1986 : 22) the imposition of an innovation is necessitated by time constraints, when quick and dramatic results are to be achieved, to overcome inertia and ensure efficiency.

Through this strategy, a change agent at the national level within the ministry can prove effective in initiating reform by circumventing all the red tape and getting the innovation moving. Though this is done for the sake of expediency, Bishop (1986 : 20-21) warns that the important relationship between the change agent and the users has to depend on respect and co-operation rather than on coercion and compliance. Such coercion may result in mechanical and superficial conformity or even open defiance. To ensure the genuine institutionalization of a reform process, the needs and problems of the users must be given attention (Thompson, 1981 : 184).

2.7.5 The planned linkage strategy

In this approach aspects of the other approaches are used to co-ordinate the reform efforts between the change-agents and the users. Agencies like teachers' centres, and resource centres provide support advice, provide resources, organize in-service courses, seminars, workshops, visits and in that way ensure that the reform process dovetails with private and public sector efforts (Bishop, 1986 : 20; Hord, 1987 : 45-47).

2.7.6 The systematic strategy

Identified by Bushnell and Rappaport (1971 : 8-10) this strategy for planning educational change consists of: diagnosing the problem, formulating objectives and criteria for effectiveness, identifying constraints and needed resources, selecting potential solutions, evaluating the alternatives, implementing the selected alternatives, evaluating and providing feedback.

A comparison of the three models for executing change reveals that while the Research and Diffusion model emphasizes the developer or initiator of the change process; the social-interaction model stresses the communicator or transmitter of the innovation, and problem-solving lays emphasis on the user. The Research and Diffusion model entails detailed planning before dissemination whereas social-interaction is more natural and spontaneous (Moorish, 1976 : 1 : 112).

Whereas the reform initiative in the R, D and D approach comes from the top, in participative problem-solving, it is the user in the periphery who feels the need for change. It is these local initiatives, local responsibility, self-help and reliance on local resources which augur well for the success of the reform process (Bishop, 1986 : 19).

The above reform strategies are rarely used in isolation. Depending upon varying circumstances, they are used more

effectively simultaneously. As Bishop (1986 : 23) puts it, developing countries do not await detailed research findings before mass implementation of reforms, they rather resort to action research and rolling reform as the change continues.

2.8 CONSTRAINTS IN THE PLANNING AND IMPLEMENTATION OF EDUCATIONAL REFORM

2.8.1 Personality traits that militate against change

Depending upon their personality traits, individuals will react differently towards change and reform. They may view reform as a threat and reject it or modify the new practices to resemble the old. Resistance because of personality traits may be based on the following forces, according to Watsons (in Moorish, 1976 : 114-115):

***Homeostasis**

This is the attitude to maintain a balance which is based upon an individual's need for security and permanence. Though innovation may be exciting or novel, all participants are anxious to see the innovation adopted and assimilated so that the state of homeostasis is resumed (Havelock, 1969 : 6.16).

***Habit**

Certain actions, words and behaviours become habitual and they form part of one's daily routine. If the nature of the innovation is not extensive, people will respond to it in their accustomed way or revert to old practices.

***Primacy**

How people react to a new situation sets a precedence for other new experiences later in life. Teachers may attend in-service courses or workshops and gain new ideas but later revert back to

their old practices. This stems from reluctance to adopt new and unfamiliar methods.

***Selective perception and retention**

This is the tendency to fit those new ideas that seem familiar into the existing data base or established outlook while blocking out what is new and foreign. Events, data and ideas are perceived in a way that will ensure security and a comfortable feeling.

***Dependence**

Resistance may be caused by the importance attached to group identity and a tendency to learn from our colleagues who share a common body of knowledge, ideas, views and strengths. If the reform process threatens acceptance by the group, it may be resisted.

***Super-ego**

Traditions, customs and beliefs may generate an ego in people which rejects an innovation as it represents something new, unfamiliar, different or alien to their own morals (Philips, 1977 : 131-133). For any model of planned educational change and reform to succeed, it must reduce resistance by the user.

2.8.2 Input factors from outside the educational system which inhibit change

Havelock (in Moorish, 1976 : 56-59) identifies the following factors from outside the educational system which have an inhibitory influence on educational change and reform:

***Resistance from the environment**

Unless there is some crisis in the internal functioning of the

education system, communities do not welcome or encourage change. This attitude is strongly supported by teachers who regard change as an imposed aspect which is meant to destabilise the school system. Communities and teachers would hold a different view towards change in the school system if they regarded the school according to Kostecki (1985 : 10) as:

"... a means for the development and consolidation of national unity, dissemination of a national language, promotion of self-sufficiency and self-reliance, strengthening of local institutions, reduction of cultural dependency on imported patterns, localisation of expatriate manpower and ensuring of the physical well-being and health of the population."

***Incompetence of outside agent**

Participation in the change process may be nominal or absent where the innovation is regarded as a burden or too complex to be involved in (Havelock, 1969 : 7.21; Moorish, 1976 : 57). This may stem from lack of understanding on the part of parents and community leaders about the learning process to understand the need for change and innovation. At times change can be rejected if it is perceived to be incongruent with the moral, religious, cultural and social functioning of the community (Dove, 1980 : 68).

***Overcentralization**

The concentration of decision-making in the hands of a few senior officials slows down the rate of change. A certain degree of autonomy has to be accorded to the people at the local level where the change process is being implemented (Havelock, 1969 : 6.24; Chinapah, et al, 1989 : 14). Through decentralized decision-making and planning, regional disparities arising from the uneven distribution of resources are minimized (Chinapah,

1989 : 15). In reaction to this type of overcentralization, Dow Lee (1980 : 248) remarks that:

"... unless local communities can share responsibility in the formulation of priorities for their schools, increasingly we are seen to fail to meet the very goal of equal opportunity which formed the cornerstone of our past endeavours."

***Teacher defensiveness**

Teachers resent some innovations which are engineered from outside without their participation. Any outside innovator is viewed as a threat and teachers shield behind the ritualistic use of procedures and norms that are socially and educationally acceptable. Unfortunately, while teachers are usually oversensitive to all forms of criticism, the school system is the one public institution that is open to criticism from the entire community (Moorish, 1976 : 58; Obanya, 1989 : 346).

***Absence of change-agent or linking-pin**

The absence of a recognised agent whose purpose is to bring and demonstrate new ideas, projects and practices to the school, teachers and administrators, acts as a barrier to change. Such an agent may consist of a small group of key people who are responsible for translating the initial reform intention into a programme of action. Such a group is characterised by a level of commitment and enthusiasm which will be crucial in overcoming administrative difficulties of reform implementation (Rudduck & Wilcox, 1988 : 64). The real change agent in education is a recognised university person or researcher, who has to pass through an administrative filter. His advice is not accepted with great vigour unless he is or has been a teacher of some repute (Moorish, 1976 : 58).

2.8.3 Output factors that militate against change

The following output factors which militate against educational change are identifiable:

***Confused goals**

The occurrence of contradictory goals (Kedutat, 1984 : 528) within the educational system which are supported equally by different participants of the school system inhibit change. The school authorities may be aiming at changes that are geared towards production of imaginative, co-operative, self-directed learners while the teaching staff give credit to obedient, self-disciplined and passive listeners. The refocus of goals should be a joint exercise to prevent conflicting efforts during implementation (Moorish, 1976 : 60; Havelock, 1969 : 6.17).

***Lack of rewards for innovation**

Great success will be achieved through educational change if the efforts of those at the helm of the change process are acknowledged and appreciated. Usually the people initiating and supporting change are paid equally with those who reject it and the former run a risk of failure. Innovation is regarded as a destabiliser and the change agent has to work hard in getting the support of the community if the change process has to take shape (Havelock, 1969 : 6.10).

***Uniformity of approach**

Because the school system has to deal with children from diverse backgrounds with varying aptitudes, interests, abilities and motivation, the innovation projects will give advantage to either the deprived or gifted children. It will focus more on child-centred or subject-centred approaches and as such may be accepted or rejected by the one or the other group. Innovative programmes should consider the fact that children are not homogeneous clay

that can be moulded into different shapes by the teacher and planning should accommodate these differences (Moorish, 1976 : 62).

***Difficulty in diagnosing weaknesses**

Diagnosis of weaknesses through research, as a forerunner of change and innovation, is often lacking (Chinapah, et al, 1989 : 19) or mostly retarded by the school. As an institution, it is highly sensitive to criticism and impervious to advice from the people whose children it is intended to educate. Teachers claim autonomy over the classroom environment and regard all others as intruders (Obanya, 1989 : 346). Parents are welcome when they donate funds for building a new library or sports pavilion, yet they are not expected to comment about the quality of education being offered (Moorish, 1976 : 65).

***Focus on present commitment and level of accountability**

The organisational and functional nature of the school system is a hindrance to self-introspection by the practitioners themselves. Both teachers and administrators are so overburdened by immediate problems and rigid programmes of syllabi and time-tables, so that they fail to detach themselves from the educational system and probe its weaknesses and evolve some innovative strategies. People who are directly involved in educational institutions are too busy to research, experiment or to do real creative work (Moorish, 1976 : 66).

***Lack of entrepreneurial models**

Most education systems display personnel hierarchies, wherein changes come from above in an authoritarian manner and rarely emerge from the work place. The school system therefor does not provide an environment where teachers can identify the need for change, develop the necessary change strategies and even see the process through to its successful implementation. While their

participation and involvement in the change process is so important, it is difficult to find total commitment in teachers who are known to be restrained and deferential, anxious to please their bosses, lacking in social boldness and adventure and less are competitive than professionals in the private sector (Moorish, 1976 : 67).

2.8.4 Political constraints

Educational planning is a technical process which determines to a large extent the success with which a nation uses its human, material and financial resources to achieve its educational objectives. There is a need to separate clearly the areas within which policy-makers, educational planners and administrators operate to avoid constraints upon the planning process.

***Fusion of political and technical decisions**

According to Ruscoe (1969 : 25) situations exist where the power to make political and technical decisions with regard to education issues reside in one office within the power hierarchy. Technical decisions which involve planning and forecasting the manpower needs are deferred or superseded by political decisions. Technical issues such as the siting and size of new schools in relation to the concentration of the school-going pupil population, is finally decided on political patronage of the community and not on merit (Ruscoe, 1969 : 22).

***Lack of clear educational objectives**

The lack of clear and specific educational objectives can act as a constraint on educational planning. Sometimes the goals of education are coined in general and vague terms such that the education planner is uncertain of what plans can best be designed to achieve the set goals. Since there is no indication of how the prescribed curricular and teaching approaches are intended to achieve the set objectives, planning becomes a tedious job

(Ruscoe, 1969 : 21).

***Politicization of knowledge**

In a highly politicized atmosphere, the acceptance of educational plans by decision-makers is most often dependent upon the political affiliation of the planner and not upon the value or objectivity of the information presented (Ruscoe, 1969 : 25). Even the results of research and educational data may be rejected, not because it is incorrect, inaccurate or inadequate but because the political credentials of the researchers are suspect; and so the information may be biased (Ruscoe, 1969 : 25).

From the above examples it is evident that political constraints on educational planning arise from the continual fusion of political and technical decisions.

The educational planner is neither a politician responsible for broad educational objectives nor an administrator, responsible for taking action to achieve the identified goals. He is a technician whose job is to develop and describe alternative technical means by which objectives may be achieved (Ruscoe, 1969 : 20).

2.8.5 Administrative constraints

Though the development of education plans based on educational policy is a technical process, the implementation of plans themselves is an administrative process. As such the implementation of plans for educational change require an administrative system which has the resources and the capabilities to administer all the steps necessary for change. This implies an administrative system which has been able to administer effectively the system as it exists at the present and which is also able to implement change (Ruscoe, 1969 : 27).

***Overcentralized administration**

Ruscoe (1969 : 28) noted that lack of an effective administration is almost synonymous with centralized educational authority. Such educational bureaucracy may be lethargic, with highly-routinized tasks, and any attempts to evaluate performance are unwelcome if not openly resisted. Therefore, planning which calls for change, does not arouse much support and the administrator who is concerned with plan implementation is faced with difficulties of activating a listless bureaucracy. Overcentralization results in inefficiency, rigidity and lack of participation which stems from lack of understanding and appreciation (Hanson, 1989 : 42).

***Lack of co-ordination**

Plan implementation may be hampered by lack of co-ordination and administrative support among a group of semi-autonomous divisions within a ministry of education. A division in charge of primary education and training of primary teachers may lack co-ordination with the next level and as such be oblivious of the necessity for related changes in secondary education which determines any change in the primary educating division (Obanya, 1989 : 346).

***Fragmentation of the educational system**

The fragmentation of the educational system such that private education is separate from centralized educational authority poses a problem for planners. The unavailability of information to the planner of important information as to present and future financing, extent of absorption of the school population and expansion of facilities to rural areas makes planning lopsided (Ruscoe, 1969 : 29; Obanya, 1989 : 346).

2.9 CHAPTER SUMMARY

Chapter 2 has outlined the nature of the planning process which

should be a point of departure towards the successful implementation of educational change and reform. Some models, approaches and strategies for planning educational change and reform were discussed. Also the factors which determine, the success and failure of educational reforms have been identified on the basis of which the planning exercise that preceded the implementation of change and reform in the Bophuthatswana educational system will be evaluated.