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A Case Study - Managing Change in
A Community College

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Abstract

The purpose of this study was to examine the impact of using a "process-oriented" model of managing change in an educational institution as distinct from the content-oriented approach commonly used in complex organizations.

The Community College nominated to take part in this study is situated in a major rural city in the state of Victoria, Australia. The institution services the post-secondary educational needs of a city of approximately 25,000 people and the surrounding district population (25km radius) of a further 75,000 people.

Formal discussions with the Director of the Community College identified a number of areas of concern related to staff morale and commitment. Confirmation of these concerns through discussions with many of the college's staff provided the basis for further discussions with the College Director to establish the need for the research and to formulate a consultant/client contract.

Four major research questions were posed for and answered in the research and the report.

The formation of a project team to implement the process-oriented model required the four identified constituency groups to meet and elect from the constituency, representatives that met the methodology's strict criteria.

The four constituencies were: 1. Senior Administrators, 2. Heads of Department, 3. Teachers, 4. Educational Support Staff. This project team was formed using a modified proportional representation strategy. The members were trained in the project methodology by an external consultant to avoid potential of bias being introduced by the researcher.

The project team met on ten separate occasions over a five month period. Using the project methodology and nominal group techniques the project team successfully completed two major change processes. A third and potentially challenging project was commenced, but later the college Director exercised his right of veto and withdrew the project from the team. The impact of this decision culminated in the collapse of the project through a withdrawal of commitment by the project team members. All efforts to reinstate the team failed and a decision to end the project research was eventually taken.

Follow-up activities of de-briefing interviews with the project team members and a sample of the members of each constituency provided the summary data for the research. All data accumulated during the research period are reported in the thesis and is a comparative analysis of the data against nominated criteria for successful change is also reported. Implications for replication and further research in the area of managing change complete the document.

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CHAPTER 1

INTRODUCTION

Background to the Study

An examination of the history of education in Australia shows a system initially very closely modelled on that of the British educational system. With the passage of time the Australian system developed its own unique format, pathways and outcomes consistent with the demands of the individual states of Australia. Initially, higher education in the form of institutions granting undergraduate degrees and graduate degrees was only available through Universities in each of the states. In Victoria, the second most populous state, there was only one University up until 1959. The University of Melbourne provided this form of higher education to relatively few participants in an expanding population. During the past 33 years four additional universities have been established, the fourth a "technology" university being constituted in 1990.

Parallel higher education, other than degree studies, became available throughout the State of Victoria at various Colleges and Institutes that provided unique programs to the Diploma level of study. Dependent either on the very specific demands of their locale or as the demands for student places at other institutions outstripped the capacities of existing institutions, the new colleges were established with limited charters of operation. As an example, in the late 1860s and early 1870 the Ballarat School of Mines was established.

Located in the heart of the developing goldfields and designed to cater for the very specific demands of the mining industry, this institution provided educational programs for mining engineers, surveyors, geologists and allied support trades of the era. Similarly, agricultural colleges developed in rural locations around the state and provided the specializations in farming programs specific to the needs of the local communities.

Primary and secondary teacher-training institutions were established as separate colleges as the teaching profession evolved from apprentice and assistant teacher models to one of pre-service training and education. The progress and development of all of these types of institutions matched very closely the demographic changes of the state and the economic shift from primary production to secondary industries in processing and manufacturing and the obvious call this made for a trained labour force. Various events in the history of the country including two World Wars, the economic depression of the 1930's and the "baby boom" era brought the educational system to a relatively stable state in the late 1960s. The stability came in the form of an unchanged model of operations despite the expanding enrolments and increasing number of schools.

The Era After World War II

The form of early years of compulsory schooling has remained relatively unchanged over the past 40 years. The primary school program was reduced from a nine (9) year

program to seven (7) years with the elevating of the minimum school leaving age and the expansion of the secondary schooling system. With the minimum school leaving age set at 15 years uniformly in mainland Australia, compulsory schooling continues into secondary schools to approximately the year 10 level.

The years 7-12 secondary education program is at this time undergoing a major reform and realignment. Prior to the implementation of a number of major recommendations from the Blackburn Committee, Ministerial Review of Post-compulsory Schooling (1984-85), secondary education was offered through two distinct routes. High schools with a years 7-12 program, focused clearly on those students wishing and able to pursue higher education, provided for two-thirds of the school age population. Technical Schools, also with a years 7-12 program, with a greater emphasis on vocational education with a minimal concern about the pursuit of higher education, provided for the remaining portion of school age children.

The current changes have produced a single secondary education system offered through all schools now commonly titled Secondary Colleges. The program is state wide and of equal merit and standing. Dependent upon the nature of expertise available in their staffing, the Secondary Colleges offer a variety of options at years 11 and 12 to cater for student preferences. The intent of this change is a single exit year 12 qualification that can be used as a credential for employment or placement at institutions for further study,

including the institutions of higher education. Considerable effort has been directed, by the Ministry of Education, at promoting the benefits of this qualification and the diversity of options that it opens to students. In addition to this promotional effort the Government, through its blueprint Ministerial Working Party Report for the next decade, "Victoria, the Next Step" (1987), has set target figures, to improve secondary school retention levels, at 90% of students completing year 12 studies by the year 1992.

During the period of evolution of the two secondary education pathways came an industrial and commercial call for additional and different higher education than was available through the Universities and Diploma level Colleges. To cater for this demand "Technical Colleges" attached to the secondary technical schools began to be established to satisfy the call for apprentice training and middle level technician and certificate programs targeted at industrial and commercial occupations not requiring the sophisticated educational qualification provided through higher education. The emergence of this sub-system created an apparently randomized multi-tiered, multi-functional system that lacked the cohesive responsiveness required for a maturing and fast developing social, industrial and commercial community. In 1965 the "Martin Commission", after much research and investigation recommended to the State Government through the Ministry of Education and with the endorsement of the Federal Government, that the technical colleges and the various other single and

multi-function post-secondary education institutions be separated within the Ministry of Education and reconstituted under a separate parliamentary act. The Post-Secondary Education Act was passed in 1968 and created the Colleges of Advanced Education. Typical of any Government bureaucracy that selectively endorses recommendations from such bodies as the Martin Commission, not all the existing institutions were drawn under the umbrella of the new Post-Secondary Education Act. Some technical colleges, particularly those in smaller rural locations, remained attached to their originating Technical Schools and continued to function under the rules of the old Parliamentary Act that governed the Ministry of Education.

The early days of the implementation of the new Parliamentary Act that created the Colleges of Advanced Education (C.A.E.) saw these Colleges attempt to rationalize their roles in the provision of higher education. Initially most Colleges remained outwardly unchanged and continued to offer programs such as teacher training, diploma studies in a range of fields, adult education in credit and non-credit areas and in some instances maintained a Technical College component that continued to offer apprentice training and certificate level programs. In some ways this change had done little toward settling the difficulties of post-secondary education. What existed at this stage was an inconsistency within the system, Technical Colleges aligned with and administered by the C.A.E.s and Technical Colleges aligned

with the secondary system, administered by the Ministry of Education, Secondary Schools Division. The result of this position clearly showed the folly of the partial implementation of the Martin Commission as the "Secondary" Technical Colleges attempted to align themselves to neighbouring C.A.E.s so that they might enjoy some of the benefits of the "independent" system and offer higher education programs in support of their local communities. As with most organizations flushed with relative independence, liberal funding and an increasing demand for their services, the C.A.E.s diversified and expanded to cater for the ever increasing educational role that was cast at their institutional feet. Collectively the planned and unplanned changes in the post-secondary education domain began to pressure the whole system for yet another change by the early 1970s.

The following Figure 1. shows the structure and various formal and informal links of the education system in Victoria circa 1970.

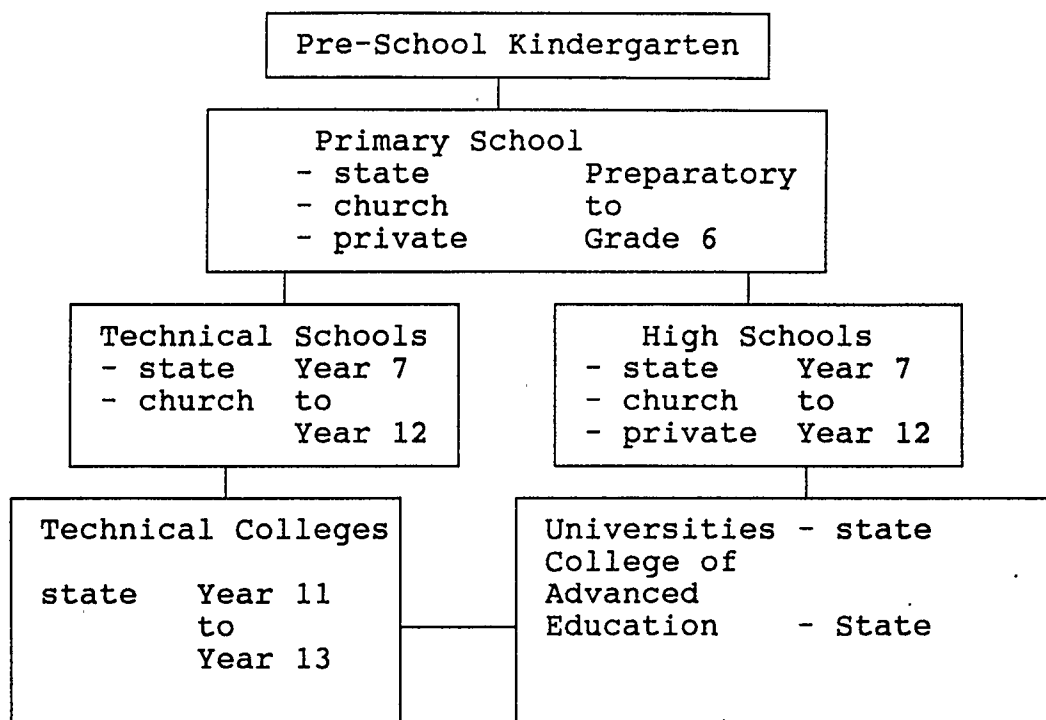


Figure 1. Education System in Victoria circa 1970

It must be noted that the preceding description of the evolution of the Victorian education system covers the public system only. There is, as with the British system on which it was modelled, a parallel private school system that offers the K-12 range of compulsory and voluntary schooling. No attempt is made to expand on this system because, while its funding system is substantially independent, the outcomes remain governed by the same Parliamentary Act on compulsory and post compulsory schooling as governs the State and Church systems. There are no private credentialled post-secondary education institutions in the State of Victoria at this time.

Kangan (1975) led an investigatory commission charged

with the responsibility of examining all facets of higher education in Australia. While the detail of this report is extensive and far-reaching in its implications, the most significant recommendations from this study's viewpoint, identify the need to rationalize the program offerings, to establish an articulated system and to establish an additional and separate post-secondary education stream under the title of Technical and Further Education from the rationalized offerings.

Technical and Further Education (T.A.F.E.) became a legitimate and separate domain of post-secondary education in Australia with the specific charter of catering to students not wishing or able to pursue the academic studies already offered in higher education spheres. The independently structured T.A.F.E. institutions were to provide opportunities for apprentice training, initial education and post-initial training in vocational fields and adult continuing education in fields of study other than those offered in the existing universities and colleges of advanced education.

Prior to the report (Kangan, 1975) and the ensuing changes, T.A.F.E. had operated in varying forms and to varying degrees under separate titles of "Technical Education" and "Further Education" each tied to separate administering and funding authorities. Further variations existed from State to State within Australia. In Victoria, the Ballarat School of Mines, established in 1870, is seen by many people as being the first T.A.F.E. College, although the School of Mines

history shows that it passed through many phases and formats of educational institution to its present day model.

The previous description indicates that the present day formally structured T.A.F.E. institutions had a number of historical origins; they can be classified into three major categories; first those institutions that were providing apprentice training, middle level certificates and adult education and enrichment programs as components of C.A.E.s; secondly, there were those Colleges that grew out of the Technical Schools system; the final classification of institution applies to those Colleges that were established after the Kangan recommendations were put in place. These Colleges were established from scratch, the development and locations being dictated to by demographics, political lobby and the need to service excess demands at existing Colleges.

There are now 33 relatively autonomous Colleges of T.A.F.E. in Victoria, all centrally base funded with a state-wide employing authority and reporting through their individual independent councils to the State Training Board (formerly the T.A.F.E. Board). In turn this Board reports through its General Manager to the State Minister of Education. This apparently complex line of authority and reporting structure operates primarily at the state wide policy level and the autonomy of the institutions is represented by their operating charter and constitutions within the state wide policy requirements. The various charters of operation limit some Colleges to education and

training in a single field of study such as Textiles or Hairdressing, others are multi-disciplined with studies in the broadest spectrum possible. The Colleges are spread throughout the State of Victoria with the bulk of them located in the suburbs surrounding the State capital of Melbourne. As would be expected, the size of institution varies with location, some as small as 60 staff and less than 2000 full and part-time enrolments, through to large city Colleges of over 800 staff and 18,000 full and part-time enrolments (Office of the State Training Board, 1989).

Figure 2 below shows the re-alignment of the various educational pathways that resulted from the latest change initiated by the Kangan Report.

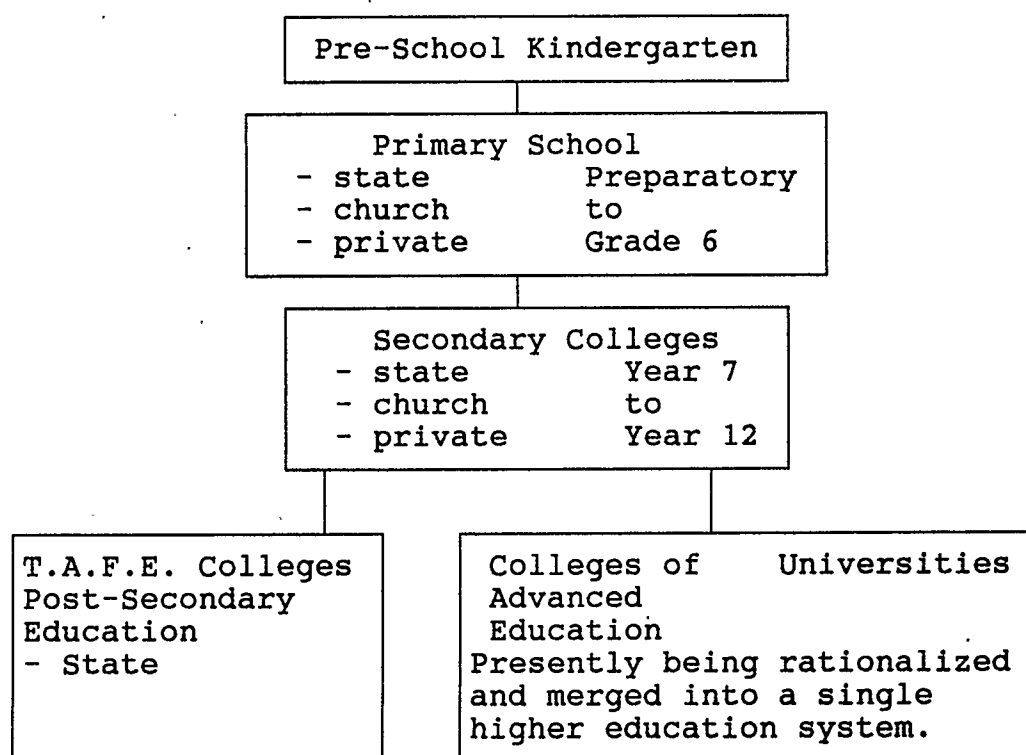


Figure 2. Education System in Victoria post-Kangan

The rural college of T.A.F.E. was the setting for this study. The College has 93 full-time teaching staff, 104 part-time teaching staff, and 55 full and part-time educational and administrative support staff. The College is located in a rural provincial city with a population approaching 25,000 people, that is supported by an agricultural economy with its associated secondary support industries. The College calendar of programs is defined as multi-disciplined with 15 teaching departments supporting 7800 full and part-time enrolments in its full spectrum of courses. The College has joint agreements with universities, colleges of advanced education and off-campus study centres to act as a remote campus offering selected higher education programs within limited fields of study depending upon local demand and suitable available local staffing. The College's mission statement includes a responsiveness to local community demand for the provision of relevant quality education and training.

Need for the Study

The rural college of T.A.F.E. of this study was formally established with its separation from a local secondary technical school in line with the Kangan recommendations of 1975. An examination of its model of administrative operations clearly indicated procedure and decision-making control that was "top down" and controlled by a few senior managers. The administrative structure inherited from the era of its secondary education beginnings contained three senior administrators exercising policy and procedural control of the

College operations. The incumbents of these senior positions did not appear to make a "paradigm shift" when the physical and administrative relocation took place at separation.

The constitution that governs the operations and responsibilities of the College Council clearly place the accountability for the College's academic and financial performance with that body. There is no argument with this state of affairs nor with right of the Council to delegate much of their authority to the College Director to ensure day-to-day operations proceed effectively and efficiently. Given the size and diversity of the institution it raised the serious question of the effectiveness of the chosen model to process all incoming information and adequately prepare for all decisions that needed to be taken.

Erlandson (1980) argued, with a great deal of literature support, that decision makers must take account of all possible inputs to a decision prior to evaluating contributing factors against potential strategies and desired outcomes. The three senior administrators, either by choice or simply because that is how it had always been done, controlled the distribution of all information from external sources to the College. It was the established practice of the Director through his personal assistant to target the distribution and required action for all incoming mail to be handled by the assistant directors. In turn the assistant directors, after reading the mail (presumably), would forward copies of selected mail to selected personnel based on the content of

the documents. In many instances this procedure worked appropriately and achieved the necessary action. The basic flaw in this methodology had a compounding effect as the information passed down the line to recipients. Only four people were aware of the total incoming mail. If an error existed in the initial distribution to assistant directors, then potential respondents to mail never became aware (formally) of the existence of an item. At the second stage of distribution the decision of the assistant director potentially denied access to information for parties peripherally involved or wishing to develop an involvement in an emerging area. Bartee and Cheyunski (1977) described the senior administrators of this type of organization as "Resource Providers". The supply of information and the information itself are resources to an organization. Any process that limits the access to information by a person who is expected to feed back appropriate advice to decision makers is not functioning an optimum condition.

The College's organizational structure established in the transition phase of separation in 1976 was a linear model very closely patterned on the structure prior to separation. Reviews of this structure had taken place in 1978, 1981, and 1983, and in each case only "cosmetic" changes had ensued. In each instance the reviews had proposed radical changes that had met stubborn resistance from the various formal and informal groups that would be most affected by the change. In 1981 a proposal to merge "families of trades" such as

electricians, plumbers, and building trades into a Building Industries division was opposed by department heads that perceived losses in both status, authority and resources if they agreed to the proposals. In 1983 a proposal to realign the functions of the assistant directors and their subordinates into three divisions of Teaching, Buildings & Services, and Personnel & Finances was not supported by personnel expecting a diminishing of career paths and the loss of access to "knowledgeable and sympathetic" senior management. In each instance the model chosen to examine, develop and manage the change strategy may not have been appropriate for the issues under consideration.

The changing spending priorities of national economics, with an increasing overseas debt and falling dollar values against trading partner currencies, were significant impacts on the State Government finances. As with any stated-funded organization in economic crisis situations, calls were made to the educational system to take cuts in base funding yet maintain existing levels of services. To the T.A.F.E. system these calls alone were not well received, however, they were combined with an additional challenge. The "futurists" within the government, combined with financial and policy experts, developed a series of proposals for economic reform and increased commitment to social justice issues that directly targetted T.A.F.E. as the major carriers of the reform. On a state-wide basis, T.A.F.E. was required to develop programs related to specific industries to up-grade the skills of

workers to increase the capacities of these industries to develop export products or import replacement products. Further, a simultaneous call was made for the development of support programs for disadvantaged client groups so that they might participate in the planned economic growth of the State as outlined in the Ministerial Working Party report "Victoria: The Next Step" (1987). The College of T.A.F.E. being studied had never faced challenges of these types; performance requirements that were tightly tied to financial resources and accountability statements that measured outcomes in student places and completion rates. Further complications came from reluctant client groups that were largely dissatisfied with educational institutions they perceived as failures of the "system" around them. The College did not have procedures, structures or strategies in place in any form that could be adapted to satisfy these new demands.

Fullan (1982), quoting an anonymous source, may have summed up the feelings of uncertainty experienced by the College staff: "If a new program works teachers get little of the credit; if it fails they get most of the blame."

The staff of the College did not express their concerns quite so succinctly, but rather with expressions for concern about the origins of the changes, the impact on existing known worthwhile programs and the roles that they might be expected to play in the change process and its outcomes. What was missing from the institution's operations was a clear model for the management of change that would apply equally well

under conditions of mandated change, planned change and innovation. A model was needed that could be implemented with haste, that took account of all sources of input and produced outcomes that are highly desirable and achievable while attracting the support of the classroom practitioners and their clients.

Theoretical Framework

The literature on organizational change reveals a large number of writers who propose models of change. A rationalization of these models indicates that the basis of change models rests in three categories, Normative Re-education, Planning and Action-Research. These change themes or categories are linked in a historical perspective by the pioneering work of Lewin (1951) on "Force Field Analysis and Social Change".

Change is motivated by a variety of factors ranging from socio-cultural pressures, political manoeuvring, technological advancement to self-help and conflict management. Regardless of the initiating factor there are "big picture" circumstances that one must take account of in managing the change. Change is a mixture of individual actions and general social forces. The structure of an organization can facilitate or constrain change initiatives. Change does not proceed in an orderly systematic, scientifically predictable fashion. One cannot pre-draw a map of change.

Scott identifies different factors that have varying levels of influence:

1. The size of the change
2. Who originated the change
3. The organizational climate
4. The perceived need for the change
5. The moment in history in which the change occurs
6. The management approach to change. (Scott, 1986)

The significance of these factors is supported by the work of Kirkpatrick (1985) where he draws together the approaches of a number of writers who propose philosophies and principles of change that address Scott's factors.

This research sought to develop a strategy of systematic improvement of an educational organization by an examination of the present state of affairs through diagnosis of two broad areas, institutional sub-systems and organizational processes. Nadler, Hackman and Lawler (1979) label this strategy as a deficiency model in that it sets up the two prime objectives of examining the problems through their symptoms and establishing management strategies to bring about improved effectiveness.

French and Bell (1990), in support of the views expressed by Beckhard (1969) that each organization must have an approach for the systematic improvement of the organization, indicate that this system must be able to cater for problem solving needs, resource variation, innovations, labour changes and the general review of the organization. Bowers and Franklin (1977) appropriately warn, with support from the work of Likert (1961), that one should not assume that a single

strategy or an "in" treatment will be appropriate in all situations.

French and Bell propose a set of optimum conditions to be met for successful change. These eleven conditions listed below are supported to various degrees of strength through the literature on change:

1. Felt Need-Perceptions of Organizational Problems by Key People;
2. Introduction of an External Behavioral Scientist-Consultant;
3. Initial and Ongoing Top-Level Support and Involvement, and a Long Term Perspective;
4. Active Involvement of Team Leaders;
5. Operationalizing of the Action Research Model and Early Success;
6. An Open Educational Philosophy About Organization Development;
7. Acknowledgment of the Congruency with Previous Good Practice;
8. Involvement of Personnel People and Congruency With Personnel Policy and Practice;
9. Development of Internal Resources and Facilitative Skills;
10. Effective Management of the O.D. Process and Stabilization of Changes;
11. Monitoring the Process and Measuring Results
(French and Bell, 1990).

French and Bell (1990) developed their "conditions" over time and through considerable consulting experience in a broad base of organizations. The educational setting with its unique situations that establish it as a specific sub-set of organizations require the managers of change to pay close attention to this uniqueness (Schmuck and Runkel, 1985).

Educational goals are distinct from corporate goals in that they are typically intangible, very diverse and may take as long as 10-12 years to be realized. Industrial organizations are, through their structures, clearly more differentiated than schools. The non-competitive nature of educational institutions shield them from the pressures experienced in an industrial setting to sustain a market share or profit position.

The approach in this research was to provide organizational members most affected by the sub-systems and the processes that interplay between the sub-systems of the organization, with the opportunity to determine what was to be reviewed. Many writers on change argue the important diagnostic step of any change project is best completed by those who are closest to the problems or have a perception of the problem from their individual position in the organization.

The essential need to create ownership of problems and change strategies to correct these problems is endorsed by the work of Odiorne (1981) and Bartee and Cheyunski (1977). To accommodate this approach the change agent role is

appropriately transferred from an individual to a group which represents the constituencies of the organization and which reflects the specific unique views of the constituencies. The self-diagnostic strategy eliminates this potential of bias by placing the important decisions of what data are valuable with the organizational members who generate the data.

Purpose of the Study

The case study described in this document reports on the effectiveness of the introduction of a model for the management of change that is both "power sharing" and participative. Bartunek and Keys (1982) suggest that power equalization and satisfaction for staff with the administration in a school are strongly positively related. Their research with an intervention strategy in a number of schools was compared to a similar number of control schools. Results clearly showed the existence of a relationship between the two factors that was most positive at stages of high activity changes. This characteristic appeared to wane after an initial peak and they attributed this to the lack of "newness" to changes over time. A predictable explanation for this result can be found in much of the research on change where the establishment of new norms of behaviour are seen to be a critical step in the change process. Lewin (1951), Lippitt, Watson & Westley (1958), Fullan (1975, 1982) and Charters and Jones (1974) all refer to the need for reformation of norms with terms such as "re-freezing", "stabilization" and "new equilibrium" as descriptors of the

establishment of new behaviour characteristics. The waning of the positive relationship between power sharing and satisfaction of staff is reasonably explained when as a norm the new behaviour is expected and accepted and no longer is recorded as extra ordinary behaviour.

Research Questions

The study was guided by four questions:

1. Would an appropriately trained and representative staff group, skilled in the application of decision making strategies gain sufficient confidence of the College Director that he would willingly share the power of his position in decision making with that group?

2. Would the use of self-diagnostic problem solving strategies enhance the staff ownership of problems and facilitate greater efforts toward producing positive change?

3. Would the resistance to change be diminished by increased participation of staff in the diagnostic process?

4. Were constituency members satisfied with their input into the change process?

With a fledgling College system as outlined previously, the expectations of changes and the predictability that there will be some changes as ongoing behaviour is itself a norm of the College organization. What was an additional but less acceptable norm for this institution was that there would be little opportunity to participate in the decision making related to any proposed changes. In the early writings of Rogers (1962) on change and decision making in education and

the works of Sayles and Strauss (1969) dealing with human behaviour in organizations, the critical factor of subordinate participation in decision making has been emphasized as a positive influence on outcomes. Their work cites a number of qualifiers to their overall conclusions. Such factors as the nature of the group, the problem being considered and the need for a good definition of effective decision-making warrant explicit definitions.

Erlandson (1980) makes the claim that all organizations tend to develop a standard method of processing change, that how it was done yesterday will be how it is done tomorrow. Experience would suggest that there is considerable truth in this view that the above elements are not appropriately identified, such as staff satisfaction, time of implementation as resisters covertly work against changes, and financial costs of time and material savings.

The model proposed in this case study attempted to use the existing structure of processing change and to build upon it in order to strengthen the acceptance of the process. By increasing participation in the diagnostic process of planned change there are several major gains being made. The Director, who retains full accountability for the outcomes of change processes, is much better informed of the impact of proposals within the various domains of the institution. The process takes on much of the action research model characteristics by recognizing the cyclical nature of the process and the chain reaction effects of a change. Action research is focussed on

immediate application, not on the development of a theory nor general application. Emphasis is placed on the here and now problem of a local setting with the findings being evaluated in terms of local applicability. Its purpose is to improve local practices (Best, 1977). The participation of all levels of the organization highlights strengths and weaknesses by airing the unique view of participants, thus providing to the process the vital feedback that can be defined as advice or consultation which can positively influence decision making processes. This strategy to increase subordinate participation allows the Director to delegate important responsibilities for developing strategies to solve problems or make recommendations for changes while maintaining effective leadership by maintaining control of the major decision - this is power sharing in action.

In any organizational development program that focuses on changing "what is" to a "highly desired" situation will be highly contingent on the data that are generated to describe the "what is" half of the equation. External consultants have the capacity within limits of time and participant acceptance to describe an interpretation of "what is". The only reliable views of this "what is" situation are held by those who are affected by it. Considering this view and the overall concept of the change process as being to bring about a new situation that removes the problems that create the "what is", then it is simplistically logically that the best way must be to have the people experiencing the problems create the changes that

will alleviate them. Bartee and Cheyunski (1977) call this an "ownership" problem. Sayles and Strauss (1969) offer a supporting argument by contending that participation will lead to greater cohesion, collaboration and acceptance of objectives.

Any carefully assembled group that is handed a problem to solve cannot be expected to simply take up the task and develop a workable solution on which they have consensus. Directions and a working structure, "the rules" of the process provide the essential link between participation and achievable outcome. The ownership of a decision is very much contingent on a similar ownership of the data that is provided to reach the decision. By providing a forum for constituent representatives to generate data related to a problem from the perspective of the constituency, one creates a situation whereby the ownership of the data is much more personalized and is independent of a third party consultant. Bartee and Cheyunski (1977) contend that the increased ownership of data facilitates the change process through an increased commitment to maximize the outcomes related to the original data.

The participation in a "self-diagnosis" process by representative members of a constituency recognizes the unique perceptions of the constituency as being vital to the change process. A "third party" consultant that deals with the key personnel of an organization is only able to formulate a diagnosis from a "third party" perspective that necessarily suffers from bias and remoteness. The bias, albeit

unintentional, comes from key personnel drawing their conclusions of problems in some area of an organization from the manner in which these problems affect them. This tends to produce statements such as "John's problem is that he cannot supply feedback on time", whereas from John's perspective on the same issue it may be that "Information takes so long to get to me that I need more time than the deadline to prepare a quality response." Both viewpoints are most likely valid but from the "problem" diagnostic viewpoint the root difficulty may well be at a secretarial or service area inappropriately organized to process data to meet all parties' needs. By the formation of a self diagnostic team that is representative of all the formally structured areas of an organization the perspectives of problems are shared for all parties to analyze. Given that this is the critical phase of any change process (Lorsch and Lawrence, 1972) then from the viewpoint that quality in means quality out, it is essential that data generated are an accurate view point from the participating constituencies. This in turn requires that the representatives must be true representatives of and supported by the members of their constituency. It follows that if the members of a constituency have confidence in their representative to do the best possible job on their behalf, then the probability that the constituent members will support the recommendations of a project team are greatly increased.

Feedback in a consultancy situation can take on two separate dimensions. The first is a summative style, where the

written report is impersonal, is filled with jargon, is remote, and tends to receive minimal response on the basis that, as it attempts to maintain a readable length, much of the supporting data and arguments is truncated. Secondly, a formative style with ongoing feedback provides information sessions, and informal meetings, which allows clients the increased opportunity to elaborate on issues, tease out contingencies and to generally feel participative. By the provision of this latter mechanism the greater interaction increases the potential of taking effective action in response to recommendations. This manner of interaction allows the client organization members to become motivated, involved and committed to the change process by greatly reducing the barriers and resistance to change.

Definition of Terms

Process-Oriented Diagnosis: This identifies a diagnostic approach that utilizes an outside consultant as a facilitator for a project team that identifies problem situations and relevant data pertaining to that problem.

Constituency: The group of organizational personnel who undertake similar duties and responsibilities within a particular structure of the organization.

Project Team: The representative members of the organization's constituencies working in collaboration on the diagnostic process.

Working Party/Task Force: The assembled organizational personnel charged with implementation responsibilities in

a change process.

Model: The established set of strategies, operations and components that interact or are linked to achieve an outcome.

Post-secondary Education: Any field of formalized study that is available to students after completing 12 years of schooling.

Adult Education: Any field of formalized study that is available to persons 18 years or older who have been absent from schooling for a minimum period of 1 year.

Higher Education: Any field of formalized study that requires the successful completion of year 12 studies as a prerequisite to enter degree or diploma studies.

Delimitations of the Study

This research study is delimited by the following:

1. The data gathered by this study were limited to a single multi-disciplined College within a system and may not therefore be generalized to other colleges.
2. The data gathered were at a Provincial City location. The impact of other environmental factors at different locations may vary the outcomes.
3. The study attempted to verify applicability of a model for change that could cope with mandated, planned and innovation change situations only.
3. The researcher supports the view that an organization requires a model process as a minimum situation to cope with the constancy of change.

4. Students as "product users" were omitted from the constituent groups and the project team because of their limited time at the College (1 year) and their high percentage of part-time enrolments.

Limitations of the Study

1. The instruments developed for data-gathering purposes were developed in conjunction with external consultant assistance, field tested with the collaborating organization and may have unintentional bias in construction and interpretation.
2. The model utilized was a minor variation to an established and proven model from industrial and community settings.
3. In carrying out the research design, a questionnaire was administered to 81 members of the college. It is assumed that the respondents answered in an honest manner.

CHAPTER 2

REVIEW OF RELATED RESEARCH AND LITERATURE

The review of literature and related research examined the recent adaptation of change processes to educational settings from the early work in industrial and commercial situations of organizational development.

Erlandson (1980) suggests that much of the early research into change in education borrowed very heavily from the literature of organizational development and the fields of sociology and behavioural science. He further contends that while these contributions have been significant, all have some limitations. In essence he is saying that to remain relevant and valid no process can be simply transferred and imposed on an educational institution that involves complex interpersonal and organizational structures without taking account of these factors. The practitioners who must cope with change in an educational institution are frequently dissuaded from serious examination of the research into educational change, due primarily to the tenuous conclusions and perhaps over-technical jargon or ill-defined terminology in the published reports. Further, the "quick fix" easy recipes of some publications have some base in the theoretical field but frequently lack the support of the institutional field trials necessary to verify their conclusions.

This scepticism aside, the literature and research provide strong support for the involvement of the principal of the institution as a prime key to the success or failure of

implemented change. His or her support in a direct visible fashion bears directly upon the adoption of the change. McCoy and Shreve (1983) analyzed the common behavioural characteristics of 10 successful principals in adopting and implementing change in their schools. These characteristics can be summarized into five significant categories:

1. Self-actualization and Commitment
2. Adaptability
3. Personal Interaction
4. Variable Strategies
5. Motivation Skills

Sayles and Strauss (1969) define these characteristics as leadership qualities and support their view with a dozen or more citations. Irrespective of the terminology used, the categories highlight the strengths demanded of any person who is to effectively fill the role of a change agent. Bartunek and Keys (1982) highlight an additional significant factor that relates to the influence of a Principal and that is the "power" of their position. The considerable research and effort that has been directed at developing power sharing strategies in schools clearly indicates the significance of this factor, such that, when this is added to the other factors used to describe effective Principals, they compound to create a role of crucial importance in the implementation of change. To this end then it must be recognized that within educational institutions where the functional responsibility of managing change is transferred to others who do not have

the "authority" of the Principal, the task is very much more demanding of that person's personal interaction and organizational skills.

Models of Change

Scott (1986), supported by the work of Bennett (1961), Fullan (1972, 1982) and Charters and Jones (1973) identified a four-stage framework of the levels of successful change. The initial stage is the submission or paperwork of the change. While this may be argued eloquently and heavily supported by precedent or research, it frequently fails to identify what the implementers are expected to do to make the change work. Hall and Loucks (1977), Daft and Becker (1978), Watson (1967) argue that no change has taken place in practice. However, the importance at this stage is in identifying the focus for the initial attempts at preparing an implementation strategy. Stage two sees the advent of support structures in the administrative side of the change, together with resources to support the implementers. While this stage is identifiable as having brought about a change, as of yet there is nothing in practice. Stage three can be identified as the point when the practitioners are observed in action exhibiting new behaviours, approaches or strategies that are consistent with the change's objectives. If these outward observable traits are not apparent then one of two conclusions is available; either the change is only a facade or the implementers are as yet unable to achieve the change, they have not yet learned what to do.

The fourth level, the success level, is the only true measure of successful implementation of change and it can only be determined through a summative evaluation of the benefits to the true client of the change. All too frequently reports of change efforts are published or presented after a formative evaluation is taken at the level three stage of the implementation of a change. The threatening step of evaluating at the fourth level is often omitted and we are forced to rely on the notoriously inaccurate verbal or written reports of implementation at level three as the basis of assessment of change (Fullan and Pomfret, 1977). Even if we can demonstrate change at levels one to three of an attempted change, there can be no true claim of success until level four is demonstrated.

Hall and Loucks (1977) use a much expanded range of levels to assess and facilitate the adoption of change and while these are consistent with the levels Scott advocates, they offer a broader range of descriptors of the implementers' performance and behaviour. However, in each of these methodologies the longitudinal factor of institutionalization of the change is not raised. Miles (1983) cites numerous research articles that deal with the process, adaption and implementation of change that failed to consider or showed only passing interest in the problem of institutionalization. While this is perhaps not surprising, what is of particular interest is the length of time that the factor of institutionalization has been under study. As far back as

Rogers (1962) when the "front end" of change processes were being examined, the question of durability of change was confronted as a continuation issue that tended to be emphasized as a factor dependent upon key "ifs", that is, if the key teacher liked it, if the funding remained intact, etc. Miles suggested that the institutionalization of change is not dependent solely on these types of single issues but rather a continuum of factors that must be addressed. From an extended study of various sites at which changes had been implemented and institutionalized, Miles (1983) formulated a model of the factors that affect the change and chance of institutionalization. To a large extent the Miles (1983) model appears as a graphic of a "force field analysis", with advocacy of supports and attempts to ward off threats. What is of particular use in this instance is to compare institutionalization factors of Miles (1983) with a number of other writers' models on change processes and implementation strategies. It is possible to identify the similarity and thus advocate the similarity of purpose of each and therefore the total generalizability of a standard model for each facet of change.

Miles (1983) advocates the primary importance of administrative commitment which leads to administrative pressure and support. Richard Gorton (1976) emphasizes the need to orient the target group to the proposed change by creating awareness, interest and commitment, following this is a planned program of introduction and support. Lewin (1951)

and Lippitt, Watson and Westley (1958) each have models that advocate the initial importance of similar factors, their terminology may vary but it appears that their intentions are identical. So it is possible to go on through many models, each varying slightly from the other but all paralleling the same approach. One is disposed to say then, that if all this information, models and research is available that supports such a unified direction in implementing change, where then is the failure at each or any phase coming from?

The answer is not found in examining the individual failures of change since each will have a different factor, event or time in the process when things began to fall apart. The successful managers of change, those that achieve success at Scott's (1986) level 3 and 4, have realized a number of factors that all had positive influences on the outcomes. Firstly, they have realized that change is a learning process which required very careful planning and the manager must become a teacher of adults and take on the strategies to teach adults to ensure that the operators at level 3 are able to achieve the most out of being the adult learners in the process. An understanding of this is far removed from the most common assumption that change is some event established by the launch of a policy document or the release of some new resources. Essentially these successful managers appreciate the importance of the "things" of change as the easy part, the hard part is to locate the staff and develop the support for these staff who want to learn how to do the change.

Secondly, successful managers of change are able to cope with the fact that change will never be neat and predictable. Change always involves unexpected events and uncertainty as the implementation progresses. They see the importance of sensing or have the "feel" for when things are not going smoothly and at attempting to work out what the implementation problem might be. Schon (1983) termed this "reflection in action", the art of "thinking on your feet", an art that Schon suggests is comparatively unstudied and rarely addressed in the professional training of the managers of change.

The paradoxes of change, why it goes smoothly in one location yet in another it seems so totally complex, unpredictable and intractable perhaps emphasizes the challenge of the change process. Fullan (1985) sums up Schon's "thinking on your feet" concept with the note:

"Effective approaches to managing change call for combining and balancing factors that do not appropriately go together - simultaneous simplicity-complexity, looseness-tightness, strong leadership-participation, rigidity-adaptability, evaluation-non-evaluation. More than anything else, effective strategies for improvement require an understanding of the process, a way of thinking that cannot be captured in any list of steps or phrases to be followed." (Fullan, 1985: p.18)

Yet another critical factor that the successful manager of change concerns himself with is the creation of a positive

atmosphere among the staff as a pre-condition to change as vital to the chances of success (Odiorne, 1981; Blake & Mouton, 1982; Fisher and Ury, 1983; Peters and Waterman, 1982). Researchers who advocate this factor commonly suggest that the essential atmosphere is characterized by regular, honest, informal and personal communication among all of those people who have a role in making attempted change work. The focus of this communication is on what is/is not working and how to do things better. The suggestions of how to do things better are not necessarily those of the manager, it is here where the paradox of strong leadership-participation is emphasized.

Associated with this understanding of the "phenomenology" of change is an appreciation of the fact that change means something quite different to each of the different levels of participation. It likewise involves an understanding or awareness that people in these various roles have quite different daily realities which influence what motivates them to adopt and stick with a change in quite different ways (Kirkpatrick 1985). The managers of change must seek to understand the personal background, abilities, motives and experiences of the participants to identify factors of strength and/or perhaps weakness that will need to be attended to during the implementation process (Kirkpatrick, 1985; Scott, 1987). Mandating or ordering people to change even with the presentation of carefully thought through arguments for change will, on its own, achieve only minimal compliance

or perhaps the window dressing of Scott's level 2, without the intention of achieving levels 3 and 4. It seems appropriate to repeat the quote of Fullan, quoting an anonymous source sums up the uncertain feelings of teaching staff involved in mandated change:

"if a new program works teachers get little of the credit, if it fails they get most of the blame."

(Fullan 1982 : p.107).

The effective promotion of change ideas creates in people a sense of "ownership" (Bartee & Cheyunski, 1977, Odiorne, 1981; Watson, 1988, Kanter, 1984) if they have a responsible role in determining factors such as "desirability of change", "time to do the change" and "likely difficulties of implementation". With ownership comes a commitment to work out the difficulties and stick with the process while the formative evaluations show its worth.

Resistance to Change

Initially change will involve some value judgments. The resisters to change invariably have a stake in the status quo and a change may bring them into conflict with some unsurfaced value based preference. The discussions of worth and benefits that quite responsibly must be part of the initial adoption process will be loaded with unresolvable arguments charged with feelings and emotions. Logical arguments to counter these views are unlikely to succeed in the first instance since their value base is entrenched. Massey (1984) suggests that for most people these values are age-based, structured by

all the social and family forces operating in the historical period in which the individuals spent the first 10 years of their life. The manager of change must take the time and effort to analyse the nature and source of the values in an attempt to determine a common ground (Blake & Mouton 1982) for starting to break down these barriers. Watson (1967) sounds a note of caution about the manager's observations of resistance in those who must participate in the change by suggesting that the outward demonstrations of resistance are most likely based on a deeper social conflict that may never surface. Lewin (1951) calls it "normative re-education" and acknowledges that norms are harder to change than performance behaviours because norms are the habits of individuals and as such are customary behaviour and highly resistant to change.

An examination of the techniques of "Force Field Analysis" (Lewin, 1951) indicates that the use of coercion or penalties against resisters to change may in some instances be effective (Hersey & Blanchard, 1972; Burack and Torda, 1979). However, these same writers agree that resistance barriers are more likely to be effectively reduced by a participative approach to change as an initial approach. Participation by those who must implement or are affected by the change increases the awareness of people, it creates an assurance with these people that they are able to influence the change. With the knowledge that there is some control over direction, speed and impact, people are able to better identify and resolve their personal resistance. Bennett (1961) suggests

that the fear that people have about change is linked to their security and this may take on many forms from economics to power, prestige and even adequacy to do the new job. Participation in the various phases of the change process builds a personal identification with the proposal for change that is created through the opportunity to amend, review and improve the quality of the change with a resultant reduction in resistance.

Management During the Change

The management of change and all that its associated problems represents, can never be the sole function of any organization. While the change process is occurring the normal operational procedures must continue during the process of the change. Nadler (1981) in describing his "Congruence Model" of change identifies the very important concern of managers during change that the transition phase between what was and what will be is in fact different to both of these states. The management strategies and procedures in the original state and those designed for the ideal state are what Nadler terms "steady state" models and not transition states. He suggests that individuals charged with management responsibilities must look for new strategies to perform their duties during this period and that these strategies will need to be modified at a constant rate as the ideal state proposed by a change comes closer to fruition. Perhaps the most critical need during transition is for reliable feedback mechanisms to provide information on the effectiveness of the transition. The

traditional mechanisms of the "old ways" will have disappeared with the onset of transition and new sensitive methods that are multiple and not adverse to bringing "bad news" become critical to the change process. Luke et al. (1973) in the report "A Structural Approach to Organizational Change" indicate the numerous difficulties of the "normal" management requirements during a transition phase that showed significant decreases as feedback mechanisms developed to provide the necessary inputs of data to correct and modify both the change and the "normal" management.

From the literature review the reader can assess the established base for the research to follow. The strategy used to establish a model for the successful management of change in an educational institution embodies the majority of the characteristics that are deemed influential in change processes.

CHAPTER 3

METHODOLOGY AND RESEARCH DESIGN

Change is a constant. The paradox of this statement, while creating some mental dissonance within many people, is accepted as an undeniable fact. It makes little difference if one is considering profit or non-profit organizations, private or government, big or small, or any of the other dichotomies of the world that one might wish to consider. The essential realization must be that change cannot be stopped, however it can be managed to such a degree that change benefits can be maximized for all concerned.

For this research a case study methodology was adopted. A case study was seen as the most appropriate methodology because T.A.F.E., having been caught up in the wave of reform, has created colleges that are unique to their locations and clientele needs. The members of the organizations have a key role in making change successful. A case study will provide a focus for these members as they seek practical help and personal support to make sense of their unique situations. A single College within the Technical and Further Education system of the State of Victoria was selected to participate in the implementation of a management of change model that emphasizes the participation of all the levels of staffing in the various phases of the change process. In reviewing the literature on change, many models of the change process are identified. A close examination of the suggested phases of

change from these models can be synthesized into seven essential steps - identifying a need, consulting and data gathering, preparing an action, orienting personnel, implementing action, supporting the change, evaluating (Lewin, 1951 Gorton, 1976 and Lippitt, Watson & Westley 1958).

It would seem to be simplistic, but a commonly expressed view of an organization's capacity to adapt to change is defined by their state of healthy or unhealthy being. Fairman (1983) developed a list of some 23 characteristics of organizations that identify their effectiveness in doing business. Similarly, the "Organizational Climate" can be used to identify the conditions within an organization that may be needed to change to increase effectiveness. To use a survey to analyze these conditions will not solve the problems of an organization, but may lead one where to look for possible root causes of problems.

Using these parameters as a guide, discussions with the Director of the college and selected members of staff provided the initial impetus for the research project. In part, these data prepared the way under phase 1 of the above synthesized model for the formation of a consultant-client contract.

For the purposes of this study, the first two phases of the generalized list above were condensed into a single diagnostic process. The traditional methodologies of diagnosis through interviews, survey analysis and participant observation tend to be dominated by a content influence that

is an unavoidable trait of the consultant preparing the diagnosis. The interview technique for diagnostic purposes (Lippitt, 1981) provides an opportunity for a third person to enter an organization and engage in direct dialogue and questioning of members of the organization on particular issues commonly decided by the consultant. This method undoubtedly provides an excellent opportunity to gain in-depth knowledge through a probing approach by the interviewer, however it does suffer from the potential of bias. Dooley, (1984), indicates that because an interviewer has knowledge of a researcher's hypotheses they may tend to probe to greater depth with respondents providing supporting data to a known hypothesis. Dooley cites the example of interviewers under-reporting certain behaviour when the known hypothesis suggested that respondents would do this for less socially accepted behavior, i.e. gambling.

The survey research or questionnaire (Likert, 1967) technique of data gathering, while generally being developed with rigour, may build in a direction by forming questions about factors that have been pre-determined to be important to the diagnosis. Expectedly, many of the questions will focus on issues of significance, however the bias of the questionnaire designer could prevail through subtle value judgements predetermined in anticipation of a change.

The technique of participant observation data gathering has the greatest chance of error of all strategies, since it

relies heavily on interpretation of events, behaviours and casual verbal comments by an observer attempting to make appropriate written or mental notes of their observations. The "value" bias alone is sufficient to raise doubts about this methodology, even taking account of such valuable aids as checklists, multiple observers and electronically recorded evidence in the data-gathering process.

For the diagnostic phase of this study a variation of the Bartee & Cheyunski (1977) model of "Process-Oriented Organization Diagnosis" was developed. Using a process-oriented approach to diagnosis rather than a traditional methodology alleviates a concern with the feedback loop of the traditional methodologies. In the survey, interview or observation methodology there is both a time delay in feedback to the clients and the clients are passive participants in the process. An interventionist using one of the traditional approaches generally provides to the client an interpretation of the data collected, possibly as a written report with an oral presentation and discussion with the client. The concern about bias, however unintentional, remains when a third party provides data interpretation.

To enhance the potential of ownership of problems, collected data and any developed corrective strategies, the process-oriented diagnostic methodology utilizes the inputs from a constituent team (group) of the organization as the initial phase of the change process. The variation of Bartee

and Cheyunski's model is in the formation of the constituent group. Bartee and Cheyunski utilized their model in a profit-motivated organization and drew together representatives of four particular groups within and associated with the organization; resource providers, technology developers, direct service providers and service acquirers as the constituent groups to provide the diagnostic data. For this study the service-acquirers, the students of the college, were not included as a constituency because of their short duration as members of the college. They were replaced by a representative of the constituent group of educational support staff, the technical providers for the organization. As a distinct variation from a profit-oriented private organization who are strongly motivated by feedback from customers (Nadler, 1977) the T.A.F.E. College, while not dismissing the value of feedback of clients, is considerably more affected by internal feedback in a change process. To the student "client" almost nothing of the internal organization is visible in the daily contact of classes. Further, less than 6% of the student enrolments in any one year are full-time students, the majority of the remaining students are one-time short-course enrolments concerned with an immediate educational or training need associated with their own employment or potential for employment. A further variation in the constituent group formation was in a modification in its membership numbers, the equal representation of parts was replaced with a proportional

representation of parts. This action was taken to (1) ensure the group was of workable size, (2) that weighting from any particular constituency reflected the size of the constituency and (3) that no constituent group could be seen to have a dominant position relative to the size of their membership.

Process-Oriented Diagnosis Methodology

Tushman (1977) described any organization as a political system made up of different individuals, groups and coalitions competing for power. The dynamics of any such organization are based around power and any significant change is seen to have potential to dismantle the present order and replace it with a new order that may diminish or increase the power of some parts of the organization. It must be realized that not all power is simply related to position. There are other equally valid forms of power that may be exercised in an organization. Ignoring the very obvious power of physical size and strength, there is power in position, i.e. subordinate and super-ordinate roles, there is power in knowledge, there is power in the control and distribution of material objects, and there is power in supply and withdrawing of labour. (Tushman, 1977, Hough, 1978). It is within these contexts of power that the personnel of an organization interpret their roles, responsibilities and relationships. The process-oriented diagnosis methodology seeks to take advantage of these differing understandings of an organization and its problems from the unique viewpoints of the constituent groups and the

individuals that represent them.

The four constituent groups identified for this case study are described by the functional responsibilities of their positions and their primary roles that these significantly different groups play in the daily operations of the College.

1. Senior Administrators: This group represents the essential resource providing function in that they distribute resources in terms of money, staffing, physical space and information to the organization. The senior administrators act on delegated responsibility (authority) through the College Council from the State Training Board.
2. Heads of Departments: This group is the collection of line managers who administer departmental budgets against daily operations in the essential prime task of providing programs and teachers to meet the client demands. Closely aligned to this responsibility is the managing of human resources to ensure the ongoing development of services that facilitate the growth of the organization.
3. Teachers: As the direct service providers these groups and individuals consistently interact with the consumers of the College services. With this group lies the essential responsibilities of quality control, relevance and customer service.
4. Educational Support Staff: Consistent with the

constituent title the group is charged with the responsibility of materially resourcing the direct service providers. As technical assistants or Librarians, their direct contact with clients is limited, but their endeavours and capacities to provide essential support are reflected significantly in the performances of the direct service providers.

As an essential criterion to ensure that the diagnostic process was a true and accurate analysis of the organization, great care was taken to get appropriate representation of each constituency on the project team. Criteria were established that would ensure that the project team had the total confidence of the College staff. For each constituency representative to be part of the project team they had to be elected from and by the constituency membership.

An unusual characteristic of this organization's history in nominating and electing representation to committees had been the tendency to consider popularity and balance between academic departments and trade departments ahead of any other considerations for the position to be filled. The results of this failing have been clearly demonstrated in staff representation on College Council, Staff Development Committees and Safety Committees. These people were very regular attendees (not unusual since they had an approved time allowance for the duty), but both inactive in committee and negligent in providing feedback to the staff that they

represented. To avoid this failing repeating itself in the project team considerable emphasis was placed on the two prime criteria for representation. First, the individual had sufficient experience in their present positions to possess a significant amount of information to be of value to the group and the organization, and secondly, they are sufficiently assertive to participate actively as a project team member.

The nominations and elections of constituent group representatives to the project team took place at subsequent meetings with the various groups of staff who indicated a desire to participate: Senior Administrators; one person from an identified group of six people: Department Heads; two people from a group of 14 people: Teaching Staff; three people from a group of 51; and finally Educational Support Staff; one person from a group of nineteen. While these numbers do not represent a true proportional representation, the scientific licence was taken to ensure a workable group size that could quickly establish an appropriate "group culture" (Johnson & Johnson, 1975).

With the project team formed an external consultant was engaged to train this group in "small group processes" (Van de Ven & Delbecq, 1971) consistent with the diagnostic strategies to be employed in the research project. The use of an outside consultant was seen as an advantage in the training of the project team to negate the possible confounding influences of the researcher developing training that could be seen to be

biased toward anticipated outcomes. The training consultant developed a full-day workshop on "group processes" that would be helpful to the group. After extensive consultation and discussion on the "Process-Oriented" diagnostic methodology between the researcher and the external consultant, a role play training project was also developed by the external consultant to introduce and familiarize the project team with the diagnostic strategy. The workshop for the project team was conducted at a neutral setting to avoid distraction from the workplace and in anticipation that this would free up discussion among the project team.

The following guidelines for the diagnostic strategy were outlined for the project team and implemented in the role play exercise to reinforce their acceptance.

1. The project team is to function as a peer group, the in-house position of each person bore no inherent power in the process.
2. Each person will prepare short written statements of their perceptions of an issue being analysed during a diagnostic session.
3. In turn the written statements of group members are displayed one at a time to the group and verbally described.
4. Group members may seek clarification of points being made without passing judgements or attempting evaluation or solution of the points.

5. All group members have the opportunity to identify if they have the same points on their own lists.
6. This process will continue until all group members are satisfied that the displayed list accurately includes all their points either as a specific item or is included in another member's item.
7. At the conclusion of the information sharing and recording the group has an opportunity to discuss, evaluate, support or refute any of the data. This discussion may continue until such time as all parties are satisfied that the displayed list of statements accurately reflects the current situation of the issue at hand.
8. Any statement that an individual is dissatisfied with should be noted and alongside that statement a new desired statement should be prepared. There is no limit to the extent of "idealism" for the new desired situation.
9. Items 3 to 6 will be repeated for the new "idealistic" listings.
10. At the completion of step 9 (repeat of steps 3-6) a priority voting by each participant for up to 3 statements will be conducted.
11. From the polling of priorities an agreed set of priority situations is developed and identified as requiring some action to change to a new desired situation.

12. The constituent group must then agree that it is within their capacity to develop an action plan to effect a change to the new desired situation.

These guidelines closely parallel those of the "Nominal Group Technique" (Van de Ven and Delbecq, 1971) in small group processes with changes appearing at the beginning and end of the process. These changes were thought to be necessary for the case study on the basis that the College had a tradition of hierarchical operations and this barrier to participation would take time and practice to break down. Finally, the decision on agreeing to the project team's capacity to develop an action plan was deemed as necessary in the light of the fact that some system-wide mandated changes were received as directives that included implementation procedures and time lines.

The final characteristic of the diagnostic phase is the inclusion of a facilitator to conduct the "workshop" process. The writer's experience suggests that no matter how carefully a group such as this project team is assembled, it will invariably suffer from problems of inertia. The facilitator is included to assist in the creation of conditions that will enhance the probability of full information sharing, control the tendency of confident members to dominate the sessions, and to encourage reluctant participants to contribute. Bennis (1969) suggested that persons perceiving that a situation is threatening will withhold information in the belief that this

will allow them to escape the evaluation of others who may dominate a meeting. The misperception in this situation may be in believing that an evaluation is of the person and not really the information. For this study considerable effort was put into creating a feeling that persons providing information derived from their own perceptions must be accepted as valid and of equal importance to all other information being shared. A strength of the process-oriented methodology lies in the constituent group members contributing information that is developed from their experience in the position from which the constituency is comprised. This is the unique and acceptably biased contribution of the individual.

The requirement of the facilitator to maintain a balance of contributions from all parties can be stressful in difficult diagnostic sessions. Another basic requirement of the facilitator is to promote the process of administering the rules even handedly and resisting the temptation to contribute to a discussion. A good facilitator will use probes and questions skilfully to maintain the pace of a workshop, avoid repetition and maximize the information sharing. By distancing himself from the data generated in a workshop session the facilitator forces the membership to accept ownership of the problems, this in turn orients the group to a more dynamic approach to change. The group sets priority statements in a positive mode, they accept that the "problem" is to change a present undesirable situation to an agreed

desirable situation. Statements are not couched in terms of "the problem is 'x' failed to keep us informed of..." which casts the ownership of the problem on to the mysterious other.

The second phase in the managing of change is to develop an action plan to bring about the changes to achieve the highly desirable situation. The project methodology provided two possible strategies to the project team. The project team would assume the task of identifying all the barriers to, and resistances to the movement from the present situation to the desirable situation together with those driving forces and/or "champions" of change that would aid the movement. The strategy used in this step is commonly known as "Force Field Analysis" (Lewin, 1951). Using a brainstorming technique, the project team would develop a parallel list of driving and resisting forces and adjacent to each item develop an action strategy that would either reduce or eliminate the resisting force or provide support for the driving force. Accepting the premise that greatly empowering driving forces is more likely to heighten resistance than override it, the project must concentrate its efforts on developing actions that reduce the resistances to change i.e. negative forces to change.

The training workshop provided by the outside consultant was designed to increase the project team's awareness of the many reasons why resistance to change develops. The literature on change treats this concern with a great deal of emphasis and provides an excellent overview of individual and

organizational behaviour in the face of change (Sayles & Strauss, 1969; Schmuck & Runkel, 1985; Kirkpatrick, 1985).

The alternative strategy would be for the project team to pass the responsibility for developing any action plans to a "task force" or "working party" to be nominated from the staff of the organization. This strategy has a number of advantages and disadvantages that the project team would need to consider in the light of the complexity of the highly desired position relative to the present state. There is the very obvious increase in participation that would be achieved by developing a working party to produce an action plan. Considerable time and effort would be committed to training this group and briefing them on the issues as discussed, this would be partially offset by ensuring that representation from the project team were part of the working party. The working party would be obliged to operate with the scenario as developed by the project team with the potential difficulty of a lesser measure of ownership of the outcomes as developed. To increase the ownership situation the working party would use the nominal group techniques to formulate an action plan.

When the "action plan" to achieve the desired movement is formulated, to increase the participation effect as the model is heavily committed to doing, this plan would be published and presented to all staff. A call is made with an established time line for verbal and written reactions to the action plan to be forwarded to any member of the working party. Taking

account of all inputs received at this stage allows the working party to review their original plan, evaluate any inputs and make revisions as appropriate. The idea of seeking additional participation input at this stage is more than simply increasing participation (highly desirable). The chance that additional information may arise to suggest modifications cannot be ignored, further, key players from the staff from either advocacy or resistor view points will be identified and useful to know from the working party members' viewpoint. The workshop training program will have prepared members of the working party to take an active role at this stage in "unfreezing" the staff from the present less desirable situation. The present norms of attitude, behaviour and workplace performance having been developed over time will not necessarily be dropped by the members of the organization to simply take up a new set of norms that purportedly are better suited to the new situation. Time and effort must be committed to re-education about the new norms through demonstrations of increased performance and benefits to the individual and the organization. Resistors to the change must be identified and counselled by project team personnel and the senior administrators must be seen as strong advocates of the change. McCoy and Shreve (1983) indicate the clear need for the director (principal) to be the champion of a planned change, he represents the key to success or failure of implementation on the basis of the commitment to change that he demonstrates

to the staff. The public expression of support, together with an active role in the implementation phase will be required for improved chance of success of a planned change.

It is at this stage that the critical point in the management of change is reached. The working party (which may be the constituency project team or the alternate nominated task force) has reached the implementation phase, having developed and reviewed their action plan they await the conferring of appropriate "power to implement" from the Director. As with any client-consultancy agreement, the ultimate decision to go ahead rests with the client, and a number of scenarios are possible. While the body of literature previously cited indicates the key role that the Director plays in supporting a planned change, it also clearly indicates that the same person maintains the power to veto, based upon the power of the position alone. The most desirable situation is clearly one of public support for the change, however other possibilities such as further review or an abridged strategy are real possible outcomes. The most desirable situation is the former strategy and every effort must be made to secure this support prior to commencement of the project or at the very worst time, that of implementation.

An implementation timetable that accounts for a flexibility of events contingent on the various outcomes achieved must be prepared. This timetable would be tentative and subject to change. Scott (1986), quoting Schön's work on

reflective action by teachers implementing an innovative practice, shows clearly that change is never "neat and predictable". There is a need to sense the implementation and should it be stumbling, be prepared to take corrective action. This must mean that a timetable of events can only be as good as the last step or event that proceeded unaltered. It is therefore incumbent on the working party to closely monitor events, adjust, halt and review or intensify action if the observations and recorded data indicate such a possibility. This regular monitoring represents the vital link between proposed action and successful implementation. It is in fact the support mechanism that the organization will be looking for during the period of chaos between the present state and the desired state. In some instances this support will be in terms of additional resources; other times it will mean minor variations to closely linked processes, or even simple morale-boosting conversation with those undergoing changes in their work practices. It may mean the instigation of additional training for some personnel that was unforeseen in the planning phase. Whatever the need the major point to be made is that a rigid inflexible attitude regarding an action plan implementation is as undesirable as the initial situation that prompted the change.

The final stage of the process comes in two steps. First, an evaluation of the change in behaviour in the short term, that is, has the desired priority situation been

achieved, is it producing the outcomes that were required, has the cost been at an acceptable level, is the new behaviour stabilized "refreezing" (Lewin, 1951) indicating that the new behaviour is accepted as a norm for the organization. To achieve this formative evaluation a new working party charged with the responsibility of reviewing the changed operations against the predicted and expected outcomes as prepared by the project team must be formed. Using the data of the project team as their starting point the new working party undertakes an objective view, i.e. is predicted outcome 'x' clearly visible in the new desired state? Yes/no; Has this been achieved within the proposed guidelines? Yes/no. The second and more difficult task given to this same evaluation team lies in the long term effects evaluation, the institutionalization effect. Hall and Loucks (1977), Miles (1983) and Parish and Arends (1983) all cite examples from their own studies of innovations and changes that initially appeared to overcome all the pitfalls of implementation only to survive for a minimal period within an organization. They cite the critical factors that influence institutionalization as being on-going support, acceptance and transfer of the practice.

For changes to be stable over time and able to survive factors such as personnel changes, procedural changes and even other organizational changes the re-freezing (Lewin, 1951) process must be strongly supported. A twelve month re-

evaluation period was set as a basic criteria for change to have been institutionalized and the initial evaluation team was required to re-examine the change against similar criteria for their initial evaluation.

CHAPTER 4

PRESENTATION AND ANALYSIS OF DATA

Introduction

This chapter presents the data accumulated over the working life of the project team. Data were collected in two ways: The project team records of their meetings and the observations of the researcher of the interactions during these meetings. These materials were supplemented by the data from interviews conducted with the project team members and a selected sample of constituent members completed after the project team ceased to function.

As the basis for the introduction to the methodology for the project, the final session of the training workshop was devoted to utilizing the nominal group technique to establish the priority statement of desired change. With an emphasis on wording the statement in a positive manner that does not direct responsibility to an individual, the project team sought to achieve a consensus view of a highly desirable ideal situation in a role play exercise that paralleled their present circumstances. The exercise was truncated to enable a de-briefing process to be included, but abided by the rules of the methodology to ensure realistic training was achieved. The outcome of the training exercise was of no consequence to the project save the de-briefing process which proved invaluable in clarifying the rules and

methodology.

Prior to the convening of the project team for its first meeting this researcher spent an extended period of time with the Director of the College in discussing two major contingencies of the project. Both of the factors related to commitment. It was agreed that the Director would speak at a staff meeting to endorse the objectives of the project and make public his commitment to support the outcomes of the project team's efforts. Secondly, the duration of the project was set at one year and it was agreed that the time commitment of the staff on the project team would be acknowledged as normal work activity for the purposes of the annual statistical audit.

Further discussion at this meeting highlighted several of the concerns that the Director and the staff identified as factors influencing morale. Factors of satisfaction, rewards and leadership had all arisen in the informal discussions. These were discussed in relation to the manner in which they were linked as factors and what can be achieved by this project to revitalize these areas. From these discussions it was agreed that the overall objective of the project from the College view was to improve the organization's effectiveness in managing change. To achieve this outcome such features as decision making, leadership, staff

participation and problem ownership will be questioned and perhaps subject to some changes. Given that the project is successful then the impact should be perceived in an improved organizational climate.

Project Team Meeting 1

All constituent group members present.

Consistent with the process-oriented diagnostic methodology, the role of facilitator was taken by this researcher with the additional responsibility of maintaining all the records and data of the work sessions.

Due to the constraints of other commitments and the normal operations of the College, a number of agreements were made within the group.

1. That work sessions would be on Mondays and limited to two hours between 11:00 a.m. and 2:00 p.m. thus allowing a variation in starting and finishing time dependent on other factors.
2. That an issue would be worked through to the Task Force phase before a decision on any other issue was raised.
3. That any constituent member could halt a session to discuss points with their constituency if they felt the need.

With consensus reached on each of these points each member of the project team was asked to prepare a short

list (5 or less) of problems he/she perceived about the College and its operations. No boundaries were set and a quiet time of five minutes was imposed. The nominal group technique was implemented as each member in turn shared the points on their lists. The only intervention from the facilitator came in the form of identifying speakers and adding notes to the lists at the request of the group. The round table discussions eventually reduced the lists to a single problem which they agreed to work on for the next session.

The Problem: The inefficient internal distribution of information affects the College's capacity to respond effectively to the system.

A number of observations together with the working party notes were made during the initial session of the project team operations. The Director for the first part of the session took a low key role with the discussion being led by the Heads of Departments and the teachers. At the completion of the listing of "problems" the participants agreed to restrict their first effort to a simple issue to increase their chances of success. Each member of the team contributed unique information to the description of the "present situation". The precondition of a peer group appeared to be well accepted by the team as the discussions developed.

Project Team Meeting 2

The project team used the established methodology to rework the problem statement into a positive mode and reached a consensus view that: "The problem is to develop a mail distribution system that is fast, accurate and complete."

In the course of the discussions the project team established the following final list of issues associated with, and descriptive of, the problem.

1. All mail (excluding personal mail) is opened by the Director's personal assistant.
2. The Director and his personal assistant collate the mail, decide the initial distribution to the Deputy Director and the Assistant Director and allocate responsibility for action.
3. The Deputy Director and the Assistant Director each decide on the distribution of copies of the mail within their divisions.
4. Copies of mail are only sent to Heads of Departments.
5. Only four people see the collated mail listing.
6. The reprographics department has delegated responsibility for College-wide distribution of allocated copies of mail.
7. All staff mail boxes are centrally located near the reprographics department.

8. No follow-up to see that assigned mail reaches the correct person.
9. Staff are not aware of information that might concern or interest them.
10. Time lag on distribution increases pressure for responses from final recipient.
11. Designated action not always assigned to the correct departments.
12. Follow-up procedures on action requirements not defined.

From the list of agreed present situation descriptions the project team developed the following list of ideal situations that they believed would be achievable through appropriate planned changes.

1. Mail sorting should take place at reception.
2. Mail sorting must be the first priority task of the receptionist.
3. Collated mail list should be distributed to all Heads of Departments and departmental notice boards.
4. Time line for distribution should be:
 - (a) Mail list prepared and distributed on day 1.
 - (b) Divisional distribution of copies of mail within one day of receipt of mail.
 - (c) Requests for copies other than assigned must be made through the Director's personal assistant for a same day pick-up.

5. Within the Director's discretion mail distribution for action and interest should be determined by the Assistant Directors.
6. Mail master file to be maintained by the Director's personal assistant.

Having reached agreement on the issue associated with the problem the project team decided to assume the Task Force role for this problem and develop the necessary action plan for implementation. The participants agreed that their next meeting should be a planning meeting and that each member should prepare draft material for that meeting.

Observations that were recorded, together with the field notes, were used to provide the following analysis. The rules of the process were well accepted and the facilitator had no reason to intervene in the workings of the session. Enthusiasm appeared to be high as the session developed the "ideal situation" listing. Contributions came from all members of the team and some humour filtered into the discussions during this session. When the decision to act as the Task Force had been taken and the next meeting scheduled the project team requested that some time should be devoted to discussion of the interaction within the group. It was agreed that within the remaining available time an informal evaluation should take place provided that the issues related to the

problem were not part of the discussion.

A number of the participants commented on their perception that the Director had taken a more active role in this session than the first meeting. They appeared to be satisfied with his response that he wanted to be a peer-group member and not the Director so he held back in the early session - he qualified this view with a comment that he felt comfortable in the team as of this session. Participants agreed that the discussions had concentrated on the problem and no negative comments about individuals in the organization had been raised.

Project Team Meeting 3

All constituent group members present.

The session opened with the facilitator reviewing the "ideal situation" as developed by the project team and called for any additional comment or review of individual points. No changes were made.

The action planning process was completed using a collaborative approach to identify potential resistance or barriers to each of the points in the priority listing. A force field analysis of each point was established by this process. Strategies were proposed to facilitate the various phases of implementation and specific members of the project team were identified to manage the implementation of the changes. It was agreed that the "Action Plans" would be released to the staff

for feedback and comment prior to implementation. Subject to feedback, reviews and alterations to the Actions Plans would be considered.

1. Action Plan 1: Manager - The Director

Convene a meeting of staff involved in handling mail under the present situation to discuss proposed changes.

Tasks to be completed:

Identify new roles and responsibilities.

Identify additional support required to assist new procedure.

Set acceptable operational parameters.

2. Action Plan 2. Manager - Teaching representative

Approach each individual staff member involved in the distribution process to identify existing constraints to procedures.

Convene a meeting of reprographics departmental staff and the area supervisor to:

Establish a departmental procedure for processing mail.

Establish a schedule with appropriate time lines.

Develop an inter-office memo to all departments on new procedure.

The Action Plans together with the priority statement indicating the overall objective of the change

were released to staff with a call for comments back to the project team within one week. There were very few return comments were received and those that there were, appeared positive in tone:

*... this will save me having to chase up documents that I hear about but never see

*... a simple change that will keep us better informed

*... may help to relieve the pressure on deadlines for the State Training Board.

Project Team Meeting 4

The fourth meeting of the project team was very short (only 40 minutes) and part of the discussion concentrated on the absence of one of the teacher members of the group. It was agreed by those present that the project was only one part of their workload and other activities might sometimes take precedence. Further the group agreed that a decision on abandonment of a scheduled meeting due to participant absence would be taken at the meeting should the situation arise.

After reviewing feedback comments the project team agreed to implement the existing Action Plans simultaneously and that the manager for each phase should report back to the project team on the progress from their perceptions. The participants decided that they should all take a monitoring role of the impact of the

change and provide feedback to the project team.

Project Team Meeting 5

All constituent group members present.

Reports from managers:

Action Plan 1. The manager reported that an air of tension was present at the start of the meeting and since everybody present was aware of the proposed change that it was beneficial to review the present situation and its origins. The discussions revealed the following points:

- (a) The existing process had simply evolved over time.
- (b) The former principal had decided who should be responsible for required action and this was the traditional practice.
- (c) Some mail sorting for the staff was done at reception.
- (d) The Director's PA. opened the mail immediately it was received to check for items marked urgent.
- (e) Re-assignment to the Assistant Directors was usually done when a spare moment arose.
- (f) Copies for action were passed to the Assistant Directors the next day.

The following points were raised in relation to the proposed procedures:

1. If all mail is to be sorted, opened and a collated list produced at reception as a priority action then with only one receptionist on duty back-up support

will be required to handle normal duties.

2. What should happen to mail marked "confidential"?
3. Should originals only be sent to the Directorate, if not who will make the required copies?
4. To ensure same day distribution, action mail will need to be with the Assistant Director by lunch. This will require him to either work through lunch or block out his appointment book straight after lunch every day.

The following agreements were reached with the parties affected by the change:

1. The receptionist will be provided with back-up support for the hour that it takes to process the mail.
2. Mail marked "confidential" is to be sent to the Director unopened.
3. The receptionist will provide a master collated mail list plus original mail and two copies to the Director as soon as practical.
4. Initial assignment of mail to the Assistant Director will be scheduled immediately after morning coffee break where possible.
5. The impact of the time lines on the Assistant Director's workload will be examined.

Action Plan 2. The manager reported that the individual discussions with the staff from the reprographics

department was very low-key and produced little comment in terms of resistance. All the staff and their area supervisor met in an informal session to review the impact of the new proposal for daily mail handling. The only issues raised by the reprographic personnel were related to priority order for work and the regular half day down time of copiers for routine maintenance. Discussions resolved to move the maintenance routine to the morning of the regular day. The area supervisor supported by the reprographics staff suggested that if a pick-up of mail for copying was ready by 2:00 p.m. each day then copying and distribution could be completed by 3:00 p.m. that same day, depending upon volume. The area supervisor further agreed to prepare a notice to all staff of the changes in routine and the impact expected on daily operations.

Project team members reported on their monitoring of the changes and informal discussions with people experiencing changes. Generally comments were all favourable. Heads of Departments were particularly pleased with being able to receive the collated list of mail and some reported having made requests for mail from the list not initially assigned to them. Some concerns were reported from the Directorate. The Director's Personal Assistant expressed a concern that she had lost a "job of importance" and this was replaced with the job

of making copies of mail for Heads of Departments. The Assistant Director indicated that he was having extreme difficulty making the 2:00 p.m. deadline for reprographics, and that on the day he was absent at a meeting the distribution was simply not done.

From the reports and the discussion that followed the project team agreed to the following follow-up processes:

1. Jack (manager of Action Plan 1) would work with the Deputy Director, Assistant Director and his personal assistant to attempt to solve their problems.
2. The monitoring process should continue with different project team members making a point of casual discussion with the various people affected by the changes.

Observations were recorded over the whole process of implementation and utilizing reports, and session notes synthesized into the following analysis. The facilitator role changed from the initial rules enforcer and group prompter to one of paraphrasing session comments and group chairperson. The peer group functioning was well accepted and this promoted lively discussion, pointed questioning and strong verbal support. Comments by some project team members that they were relieved that resistance had been quite minimal were endorsed by all participants and this was evident in the effervescent

retelling of incidents during the monitoring process.

No contingency plan for implementation problems had been set by the project team and the researcher decided that it was not appropriate to make any suggestions for a back-up strategy. While it was anticipated that the implementation would move satisfactorily it was considered that the independence of the group would be jeopardized if a suggestion of a back-up proposal was raised. The implementation managers each made a number of discretionary decisions to facilitate implementation. While the Action Plans had been developed through a collaborative approach within the project team, no attempts were made to prescribe a management style for implementation and it is reflective of the various positions within the organization of the particular managers when one examines the different styles chosen by the managers. The project team members showed visible measures of pride in the success of their initial venture and it was the decision of this researcher to utilize the following scheduled meeting to provide feedback to the group and to review the first project.

Project Team Meeting 6.

All constituent group members present.

Opening discussions focussed on feedback of the monitoring process for the implemented change. Minor difficulties were reported on the posting of mail lists

in departments (who would do the task) and the efficiency of the reprographics department. Discussions moved to consider the impact of this apparently minor change on the Assistant Director-Programs. Reported resistance from this area was of a subtle nature, comments regarding time lines, schedules for meetings and the constraint of time demanded by the change. It was agreed by the project team that the impact of this change highlighted the increasing workload in the Programs area of the College. The implementation manager for the action plan reported that discussions with the Assistant Director indicated acceptance of the mail distribution task but that the new routine interfered with his daily operation.

Participants made suggestions of alternative courses of action for the manager to follow and these were discussed at some length. Participants agreed that there had been an expectation that particular changes could start a cycle of changes and this may be an example. The Director led the discussion at this stage and reviewed some history of the College's structure development, and a comparison of this college and other similar colleges in the system. He suggested to the project team that perhaps the opportunity was presenting itself to re-examine the College structure. The Director indicated that several attempts had been made in the past to re-organize and rationalize the institution with little

effect. In each case the concepts of the changes had been his designs and put to open forums of the College Staff. Interest and effort always waned very quickly in the face of considerable verbal resistance, he discontinued the effort each time due to the apparent lack of grassroots support. He indicated that he had been reluctant to simply force the changes for the same reasons. The project team agreed to accept the challenge of this issue and commence work at their next scheduled meeting.

Project Team Meeting 7

All constituent group members present.

As a flow-on process from the initial change that was implemented the project team identified and agreed to define the problem without participating in the first phase of the diagnostic process. After a short discussion the problem as identified appropriately described the present situation.

Problem - The significant increase in the Programs area of the College has increased the workload in the directorate disproportionately.

Consistent with the project methodology the project team resolved to develop a positive statement of change that represented an achievable solution to the problem as stated. Using the techniques developed in the training workshop and used successfully in the initial project the group produced a positive idealized statement of the

desired situation.

"The problem is to design an organizational structure that distributes the workload effectively and enhances the efficiency of the College."

Using the positive mode statement the project team implemented the nominal group technique to develop an agreed list of descriptors of the present situation. The following list was developed during the working session:

1. The present structure was inherited with the split from the secondary system.
2. The Deputy Director is responsible for Staffing and Services plus acting for the Director on occasions.
3. The Assistant Director is responsible for Programs and Budgets plus sometimes representing the Director.
4. Annual enrolment increases are at 11% with staffing increases of 8% but only 2% in tenured positions.
5. Heads of Departments do all hiring of non-tenured staff.
6. Program growth is confined to non-traditional areas.
7. Actual decrease was in credentialled programs over past two years.
8. Program growth is in on-demand areas with scattered starting dates and short duration.
9. Majority of student increases are in non-traditional programs.

10. Internal processing of Authority to Conduct Courses is the same for credentialled and non-traditional areas.
11. Programs approval process is a dominating bureaucratic process of the Assistant Director and college Committees.
12. State Training Board is pressuring College to support local industry retraining.
13. Tendering documents for new courses requires the Assistant Director's endorsement.
14. Costing of courses up for tender not consistent.
15. All course materials have to be developed within the College.
16. Funding for new courses does not include support staff time.
17. Fields of study for new programs are becoming difficult to define.
18. College record keeping service overloaded, less efficient.
19. Department issues getting less of the Directorate attention.
20. Assistant Director's stress demonstrated in poor interpersonal relations.
21. Staff frustration being demonstrated by lack of commitment to college goals.
22. Work overload is outside the Deputy Director's

position description.

The project team expressed a consensus view that consultation with individual constituency groups should take place before any further work was attempted on the problem. Duplicate copies of the "to date" list was provided to each member of the project team to use in discussions with their constituencies.

Observations recorded, together with the field notes from the working session were used to develop the following points. Enthusiasm for the project was very high initially but appeared to wane as the situation descriptors appeared to focus on the Assistant Director. Some members on several occasions started to develop points but became hesitant and withdrew their comments. The Director attempted to encourage more detailed statements by making points such as "we are not personalizing this issue" and "your views are not being used against you", however the session did come to an involuntary halt. The facilitator reminded the group of their initial agreement to be able to discuss an issue with their constituency at any time, and this prompted the agreement to undertake consultation in their constituencies. Communication within the peer group remained as the key activity as debate and clarification of points was well controlled and open. At the point of stopping the process a number of unsolicited comments

came from the teachers about concerns for the size of the change that they could visualize. Other views expressed concern about the authority of a group such as this perhaps recommending changes to the whole system management. No attempt was made to answer these questions but an agreement was reached to resolve these concerns at some point in the process.

Project Team Meeting 8.

Two teacher constituency members absent.

Project team agreed to continue.

One of the teachers attended 30 minutes late and was welcomed.

The meeting was opened with a call for additional issues to be added to the list or identification of points that might need additional discussion or changes. A number of adjustments were made to several of the points to ensure they were accurate and truly descriptive.

Item 5 - Heads of Departments do all hiring of

non-tenured staff "with the approval of the Directorate".

- no debate.

Item 7 - Actual decrease in "the number of" credentialled programs over past two years "but there are more classes in some programs".

- no debate.

Item 18 - College record keeping service overloaded.

"less efficient" (deleted).

- some discussion on the definition of efficiency but it was agreed that it takes no more time to record data for credentialled or non-traditional courses.

Two additional descriptors were added to the list with the agreement of all participants.

23. Teaching contracts for non-tenured staff are processed by the Assistant Director.

24. Statewide responsibilities are demanding more of the Assistant Director's time away from the College.

With the addition of the changes to some items and the new descriptors completed the project team agreed to develop the list of ideal situations that could be achievable and supportive of the highly desired new situation. Discussion using the project methodology resolved the extensive list of proposals to a single statement.

1. Create an additional Assistant Director position that will enable the College responsibilities to be re-organized in a new dynamic structure.

Discussion on the priority statement continued but became directed at the significance of the proposed change and how the project team should proceed from this point. A proposal that a "task force" other than the

project team should develop the necessary action plans from the notes of the project team. Agreement was reached to form a "task force" and that this group should have members from the project team included to assist in interpretation of data and to provide support on the application of the methodology. The Director was nominated and agreed to manage the project and assemble the task force. Recommendations for participants were received from the group and supportive reasoning for inclusion was agreed to by the project team.

Task Force

State Training Board Representative (1)

- : Data on statewide structures
- : Data on position factors to validate position
- : Lobby for S.T.B. approval.

Union Executive Representatives (2)

- : Lobby for Union support of additional position.
- : Factors on career path development
- : Terms and Conditions of employment.

Directorate (All members) (3)

- : Existing positions subject to change.
- : Knowledge of duties and College procedures.

Heads of Departments (3)

- : Equal participation of Divisions
- : Knowledge of working relationships required.

Project Team Members (2)

- : Teacher and Support Staff members
- : Provide input from project team
- : Monitor methodology.

Teaching Staff (1)

- : Impact on role

Once again field notes and facilitator observations were drawn together for review and analysis to develop the following points. The mood of the previous meeting appeared to carry over to the start of meeting eight, discussion was less animated and limited to short statements and nodding agreements. The concerns verbalized by the project team members all related to the size of the assignment they were drafting for themselves. Comments from the Director that he was pleased to tackle the problem did not appear to alleviate some members' concerns. One of the teachers expressed a view that the priority statement seemed too simplistic in relation to the number of issues that they had described. The participants agreed that issues were extensive and that the solution would be more complex than the priority statement seemed to indicate. The consensus view to introduce an external task force with "external experts" was taken with considerable enthusiasm. Attempts by the two head of department members to raise the issue of previous restructuring efforts in the College were

stopped by the majority of participants agreeing that they did not wish to be influenced by earlier actions on this issue. All members agreed that the "task force" approach was better suited to the project than just the project team.

Task Force Meeting

The scheduled meeting of the task force was organized for a two-day workshop in order to resolve all the identified issues in a single working session. The external participants were all required to travel extended distances, and to bring these people to the College for a series of short workshops over 4 to 6 weeks was thought to be unreasonable and not conducive to maintaining continuity.

1. Day 1

(a) Session 1 - All members were present and one of the Union representatives who was experienced in facilitating nominal group technique workshops assumed the facilitator role with the agreement of all participants. The members of the project team outlined the activities of the constituent group that had brought this workshop into action. The facilitator exercised tight control over the first session and limited discussion of the identified issues to one working session of 1½ hours. The task force participants each contributed to the preliminary discussions and at the end

of the session reached consensus on accepting the priority position of the project team.

(b) Session 2 - The facilitator proposed an agenda for this session that called for the task force to break into three small groups and develop potential structures that could be implemented in the College. Specific instructions were given to confine discussion to idealized structures that ignored possible constraints and limiting factors. Supporting arguments for group decisions were asked for but it was acknowledged that these arguments would not be developed to any depth of detail. The three groups brought back to the assembled task force a number of potential structures that were presented to the total group. Discussion and debate on the proposals reduced the collective list to three possible structures that contained all of the points raised in the presentation.

Proposal 1. 3 Divisions each headed by an Assistant Director who is directly responsible to the Director.

Divisions : Trade Studies

: Middle Level Studies

: Educational Support Services.

Proposal 2. 3 Assistant Directors with College-wide responsibilities for facilities and services.

Responsibilities: : Programs

: Staffing and Budgets

: Buildings and Services

Proposal 3. 2 Divisions and a Deputy Director

Divisions : Trade Studies

: Academic Studies

Deputy Director

(c) Session 3 - The nominal group technique was applied to develop lists of strengths and weaknesses for each of these potential structures. Given that the proposals were hybrid models formed from the original group presentations, no specific group was seen to be an advocate of each of the proposals and this provided additional opportunity for participants to contribute to the listings. A process of elimination based on the number and magnitude of negatives for particular proposals resolved the ideal model to be the first one on the list.

The first day of the Task Force workshop ended with a consensus agreement to spend day two to more fully develop the proposed structure and prepare an action plan for implementation. Participants further agreed to prepare individual data on the position descriptions of the nominal head of each of these divisions.

This researcher was not involved in the Task Force workshop but filled the role of an observer for the three working sessions. Observations and field notes provided

data for the following analysis. All of the external experts were well known to each other and this appeared to contribute significantly to the operation of the workshop. The experience of participating in working groups of this nature showed through the contributions made by project team members and the external visitors. The co-opted participants were hesitant contributors in the first and second sessions but became more confident throughout the day. Because effective communication of ideas and viewpoints was the key to the operation of the workshop, the facilitator made a number of interventions for cross-checking of points and additional clarification during the day. This allowed the workshop to flow steadily through the sessions. Contributions from the Deputy Director and Assistant Director were initially quite minimal, as if there was some "fear" of disclosing data that might threaten their positions. To the credit of the Director and the facilitator these people became more animated and less hesitant through attempts to involve them in the workshop.

Fears expressed by the project team in their last meeting proved to be unfounded as the State Training Board representative enthusiastically supported the day's outcome and committed the system to endorsing the proposal. The Union representatives effectively reserved their decision by commenting that the role descriptions

would be a major factor in determining the success of the restructure attempt. Discussion during the after session socializing remained concentrated on the day's workshop. Unsolicited support for the facilitator and her work were endorsed generally. The Assistant Director joked about the day's mail not getting processed and indicating that tomorrow's mail might have to be the first item on the next day's agenda.

Expected coalitions formed during the working sessions, it was expected that the teachers and the union representatives would have similar views but the alignment of the Heads of Departments and the Directorate on a significant number of factors raised during the day was not expected. With a "straw" voting system being employed to endorse priority points or agreements on barriers to change it was impossible to determine if pre-workshop agreements had been prepared or if "block" voting was being employed. No negative comments about the day's workshop were recorded. Participants appeared to like the tight working schedule and commented favourably about the equality of the group.

2. Day 2

(a) Session 1 - The facilitator again set a tight agenda for the working sessions without prescribing the specific content of each session. A short description of the development strategy "DACUM" was provided for the

participants. This strategy is a variation on a Nominal Group Technique that uses a maximum number of rounds of comments to reach agreement on the validity of points. A review of the outcomes of Day 1 working sessions provided the following positive support statements for the proposed organizational structure:

1. Consistent ranking of nominal heads of each division
2. Broad range of responsibilities establishes realistic career step for incumbents
3. Structural pattern is simple, logical and easily understood by external people
4. Transfer of present responsibilities will be possible within a short period of time
5. Management tasks consistent within divisions
6. Structure flattens out the present model
7. Workload spread and diversified
8. Creates an additional career opportunity
9. Allows subordinates to deal with one person on many issues
10. Model consistent with other Colleges and supported by State Training Board.

A number of issues of concern were expressed and scheduled for discussion during the DACUM working session.

- A. Will require an established set of procedures to ensure consistency between divisions on issues of

mutual concern

- B. Splitting the teaching staff by field of study may create an artificial barrier between divisions
- C. Who will resolve responsibility for location of new fields of study
- D. Is there a logical balance of departments in each division.

The DACUM process first established consensus lists of the re-alignment of departments and functional roles of specialists within the divisions. With very little controversy over the logic of the organization the working group quickly re-established the Day 1 working relationship. The Union representatives confirmed the arrangement as suitable for "points factoring" to evaluate the supervisor level of classification and salary. Contributions from individuals who prepared proposals differed minimally from the final agreement.

(b) Session 2 - The DACUM procedure continued through this session to develop the position description and role document for the nominal heads of each division. Agreement was reached with all parties that the only difference required in position description should be in the listing of areas of responsibility within each of the divisions. The Director and State Training Board representatives were strong advocates of a common position description for all positions indicating the

position was one of educational management principally and content expertise represented a bonus. Participants agreed to pursue the process at this point rather than enter a philosophical argument on the basis of the strengths of various expertise.

The process progressed quickly through the roles nominated as mandatory and agreement was reached on these factors without dissension. The existing position description of the Deputy Director was maintained as a focus and model, minimal adjustments were made to the descriptions related to College wide responsibilities and general administrative tasks that were provided within this document. Extended debate and discussion developed over the need to divide the very specific responsibilities of programming, staffing and budgets. It took a third round listing of duties in both programming and budget control to reach consensus on the responsibilities associated with these duties. The majority of the resistance to change came from the incumbents who presented personalized views of their existing systems and their benefits as arguments for maintaining measurable status quo control over these significant areas. The persuasive arguments in favour of dual control in these domains came principally from the Heads of Departments, the people who deal directly with the senior administrators on these issues. Agreement

conditional on development of a "foolproof" system and procedure was reached after extensive debate. It was agreed that the issue of staffing was tied to both programming and budgets and had been essentially dealt with in the previous debate. The task force agreed that due to the "locally based but centrally administered hiring system" nature of staffing, that was tightly controlled under a Union-State Training Board agreement staffing was best left in the position description of the Deputy Director with consulting responsibilities included in the new Position Descriptions. The working session was extended through a "working lunch" to complete the draft of the position descriptions, and a short break was held prior to commencement of the final session.

(c) Session 3 - With the gain in time achieved through session two's working lunch and only a short break after the session the Task Force nominated the final session to work to develop an Implementation Strategy to accompany the Action Plan scheduled for this time period. It was agreed that the Action Plan and Implementation timetable would be published and opened to comment from the College Community. Emphasis was placed on including the total College Community to ensure bodies such as the College Council, College Committees (which included local community members) and students were given every opportunity to contribute to the process. Open

forum meetings were scheduled to hear comment on the Task Force outcomes.

The Action Plan developed quickly using the small group techniques to ensure participant contributions were not limited to a few dominant personalities. Volunteers offered their services to work on various phases of the agreed Action Plan and this approach was seen as acceptable to the group. Final agreement on the various phases of the Action Plan was reached without dissension. Positive comments on the group identity reached during the working sessions provide strong support for the process and the individuals nominating themselves for additional tasks.

3. Action Plan

- : A schematic diagram of the proposed new organizational structure together with supporting arguments would be prepared.
- : The Deputy and Assistant Directors would make a joint presentation to College Council on the proposed new structure. Details of the development process and the implementation timetable would be provided. Endorsement of the proposal would be sought.
- : After College Council Endorsement was received the proposal concept would be sent to the State Training Board for formal approval.

- : Details of the proposal would be released to the College Community and two open forums scheduled to receive comment.
- : The internal members of the Task Force would meet to review the outcomes of the public forums.
- : Draft position descriptions would be prepared and forwarded to the State Training Board for "Points Factor Evaluation" to establish salary levels.
- : Position to be advertised by December 1987.
- : Small project teams will be formed to develop procedure documents for processing internal documents.
- : When the final appointment is ratified the Directorate will review the new organizational structure.
- : Divisional meetings for Heads of Departments with their Assistant Director will establish operating procedures for Divisions.
- : Implementation review will take place at three month intervals.
- : Fine tuning of organizational structure will take place as required and involve members of the project team.

Discussion on various features of the Action Plan

resolved small difficulties with wording, timing and intent. The Task Force participants developed a cohesive approach to formulation of the plan and the peer-group model proved to be most effective in facilitating open and frank communications. All members expressed satisfaction at the outcome of the total workshop. As a contingency plan, the task force agreed to give discretionary powers to the Director should unforeseen difficulties arise. As implementation manager the Director could introduce variations to the implementation strategy that would facilitate the overall process. It was agreed that the Task Force would re-form if a major stumbling block developed through the implementation process. The participants agreed to meet as a group in December to conduct a formal review of the outcomes of the change. The workshop closed with a small social gathering.

The extensive workings of the second day workshop provided the researcher with detailed field notes and observations for analysis. The enthusiasm for the project was well demonstrated by the level of activity and achievements of the day, all participants contributed to the discussions and brought forward data, observations and information that assisted in the resolution of the issues. The peer-group working relationship was well established by the second day and as such assisted the

facilitator greatly in working through the agenda. Issues of controversy were dealt with in a formal manner, the "straw" voting process was only used on a few occasions and this reduced the pressure of the day. Debate on these issues could be defined as open and while viewpoints were initially opposing there was no conflict. The endorsement by all parties of the draft position description reflected the endeavours of the participants to provide a document that was truly descriptive of the newly defined organizational structure. The focus in each instance was on an educational management role and participants agreed to eliminate those types of constraints that create bureaucracies at the expense of action.

A set of collaborative decisions outcomes such as the Position Description and the Action Plan demonstrated the effectiveness of the communicating and the trust relationships that had developed. The personnel who had lost overall College responsibilities expressed satisfaction with descriptions of multi-function divisional tasks, indicating that these would improve their capacity to assist the development of their divisions. Unsolicited comments by the teacher participants indicated considerable satisfaction at being able to contribute positively to the outcomes of the workshop - statements such as - "I guess that this is the first time anybody ever asked me what I thought an

administrator should do - it feels good!" and - "I feel confident that we have touched all bases, the rest of the staff should be pleased with our efforts."

The final agreements to meet and review the Implementation and that everybody would make themselves available should a problem occur suggested that commitment to the project was complete and that participants felt an ownership related to the outcomes. The project team members agreed to schedule a constituency group meeting as soon as practical to discuss the Task Force workshop and its recommendations.

Project Team Meeting 9

One Head of Department absent, Director absent but attended after 15 minutes had elapsed. Participants agreed to continue meeting.

The project team members who had been part of the Task Force commenced an oral report of the two-day workshop. Since all members had a copy of the proposals from the workshop the discussion concentrated on the process of the workshop not the proposals. A question and answer session had commenced on the workshop and factors such as the influence of the outside experts were of general concern. The positive report of the strong working relationship and the skilled facilitator relieved these concerns in a very short time. The discussion began to concentrate on the implementation timetable when

the Director joined the meeting. He carried a facsimile document with him and suggested that perhaps the project team might like to tackle the new and quite desperate issue that he held in his hand. The facsimile document came from the State Training Board financial planning and budget branch and carried the endorsement of the General Manager of the State Training Board. The document was three pages in length and promised detailed follow-up papers within three days. The Director read a single short paragraph that stated - The college is to prepare draft papers for the 1988 budget discussions that indicate how the College will make savings of 6% in real terms for 1988 while achieving a productivity increase of 2½%. Further, re-alignment of budget priorities must show a direction consistent with State Government initiatives in Social Justice Policies and Economic Reform. To achieve greater participation of disadvantaged groups in the State's economic growth, programs developed to target specific skills shortages would carry funding above budget resourcing. The Economic Reform was targeted at re-skilling the workforce in nominated industries identified as having export earning potential or import replacement capacity.

The project team's reaction to the document was initially quite hostile with comments such as - "this represents an attack on terms and conditions of

employment" and "a 6% cut in real terms must mean a cut in programs, this College doesn't have that much fat."

After the initial outbursts, primarily from teachers and Heads of Departments, the facilitator drew the meeting to order and posed the following proposition: "The directive is a mandated change to the existing operational methods; does this group wish to tackle the problem or leave it with the College Administration to handle?" The participants were reminded that they had a process at their disposal and the endorsement of their individual constituencies to work on change strategies and this was exactly that.

Discussion remained at an animated level as the members attempted to internalize the issue, assess the impact on the College and propose alternatives. It was agreed that refusal to comply, while a potential strategy, would simply result in an overall cut in funds and leave the problem with the College. The Director informed the project team that as an officer of the State Government he was not in a position to simply refuse, and he wouldn't. The participants accepted the Director's point and resolved to take up the mandated change and prepare some initial material to take to their constituencies for discussion.

The project team acknowledged that the directive as received defined the problem in a negative sense and thus

needed to be re-written in a positive mode to be consistent with the methodology. Discussions continued as members raised points and issues in the form of descriptors to reach a final consensus position on a reworded statement that reflected the best possible positive outcome.

"The problem is to develop internal strategies that will maintain the status quo as a minimum position".

During the course of discussions to develop the idealized priority position the constituent group members reached consensus on the following descriptors as a limited but accurate list of present situation statements.

1. The directive as received left out much of the detail that would be necessary to implement the change.
2. Departments will not have planned for this contingency.
3. Teaching conditions are clearly under attack.
4. Existing departmental planning would need to be reviewed.
5. Non-tenured positions in the College are under threat.
6. Moral commitments to continuing students must be met.
7. Programs for disadvantaged groups require extra, not

less support.

8. Program costing is not readily available.
9. We have no list of Government targeted industries.
10. Government Social Justice Policy has not been internalized by the departments.
11. Some departments have only one program in which to make cuts.
12. Without a timeline and guidelines we have no starting point.

It was agreed to take copies of this list back to constituencies and departments for further discussion and return with additional data to the next meeting.

Project Team Meeting 10

This meeting was called at the request of the Director, at short notice and only three days after the last meeting. One Head of Department and the Support Staff representative were absent.

The Director opened the meeting with a very short statement; "Due to the time constraints and the particularly sensitive nature of some requests that have arrived with the additional papers, this project is to be handled by myself and the Assistant Directors."

Reaction among the group members was one of "stunned silence", some of the project team members made statement/questions like: "obviously you are not able to reveal the sensitive issues but what about the rest?"

The Director explained that he had been called to a statewide Directors briefing where he obtained the additional information and the various pro forma for the College's budget submission. He indicated that the issues could not be separated and that it was in the interests of the whole college to handle the work in his office. He thanked the project team for its work to this stage and left the meeting. Some low key discussion amongst the remaining project team members speculated on the "sensitive" issues and eventually the participants agreed to close the meeting.

Observations and field notes of the working sessions provided data for this reporting section. The impact of the mandated change appeared initially to reinforce the cohesiveness of the project team. There were expressions of concern over the nature of the change, but the participants resolved to maintain a positive approach to assessing the issues and preparing action plans to achieve their desired ideal position. The group adhered to the methodology of diagnosis process and contributed valid and significant information to the data file. The commonly held concern of referring the issues to their constituent groups indicated their perceptions of the magnitude of the change. Each of the participants displayed a confident approach to providing their unique views but expressed the collective view that the issues

must be fully discussed in the constituencies before action planning could be attempted. This changed dramatically with the Director's withdrawal of the project. Attempts to focus the group's attention were to no avail.

Attempts to call further meetings of the constituent group proved unsuccessful as minimal attendance resulted. This reflects the disappointment of the project team members in being excluded from the mandated change project. Comments regarding being "shut out" and "feeling let down" were prevalent with the teacher and non-teacher members. Neither of the H.O.D.s attended the meeting called after the withdrawal meeting, each was heavily committed in pursuing information for the budget submission and offered this as their reason for not being available.

Individual meetings were held between this researcher and the participants in the project team to discuss the closing down of the project, reasons given included the breakdown of commitment of the members, the increasing demands of departmental responsibilities and the newly developed demands created by the release of the new award conditions for teachers. Each of the participants was asked to agree to a de-briefing interview to be scheduled over the coming month. Agreement was reached with each member and the desire of

some members to continue was noted.

De-Briefing Interviews

De-briefing interviews were arranged with the project team members in small groups. The discussions took the form of a short list of structured questions and an open forum, no obligation to respond and assurance that anonymity would be maintained.

Group 1 - 1 Head of Department and 2 Teachers.

Responses to the questions and general comments were recorded and the participants offered the following personal perceptions of the project and the outcomes.

*... the small group skills I learned have been valuable in other work with my department.

*... the project was enlightening, great to get different viewpoints on the various problems

*... the model became easier with each session, now it is second nature

*... it was valuable to learn about what creates resistance and how it can be tackled

*... the basic model can be adapted to a great variety of settings

*... I guess I learned new tolerances for other sections of the College and their problems

*... the time commitment became excessive, way beyond what was negotiated: If it is to continue that will have to be looked at

*... the small group training needs to be extended beyond this group

*... the first change seemed so complicated for a small issue but now it works great

*... at times I was not comfortable with the Director present, I guess its because he's the boss

*... I think more extended workshops, like the restructuring would fix the time commitment problem.

The group also provided some feedback on improving the selection of constituent members, and the system of bringing issues (problems) to the group.

1. The meeting process to get constituent members was long and drawn-out, this needs to be simplified and speeded up. The conditions for membership need to be clarified and the jargon removed. The process was repetitive and this turns people off.
2. The generation of "problems" should not be restricted to the project team, a process of referral could be developed that might make the project team appear more responsive.

At the conclusion of the de-briefing the members agreed that they had enjoyed the experience and that the process must be continued in some form or other. Common views of personal growth and gaining new skills were expressed together with a group affinity that they believed would probably always exist.

Group 2 - 1 Head of Department, 1 Teacher, and 1 Support Staff member.

The de-briefing group had discussed its perceptions informally prior to the scheduled meeting and while not aware of the intended questions had come with some prepared suggestions and comments. Data and observations were recorded to provide the following summary.

*... being part of this project gave me a greater perception of contributing to the college than previously

*... the nominal group technique skills have been put to use in my classes, great for problem solving

*... I know we have State Training Board approval for the re-structure but I don't plan on holding my breath till it's in place

*... the group interaction was very satisfying, good to see other opinions getting recognized as valuable

*... the process is non-stressful, a real team process that respects viewpoints from a different side

*... at times I felt "pushy" when talking to other staff, you feel they see you as an elite group

*... I was always comfortable with Jack being present until the bombshell, that was a disappointment

*... I felt that the staff who I talked with only saw me as a Head of Department and I'm not really sure that my suggestions were accepted just because of that and not because they were valuable

*... there is some question as to if there has been a real power sharing outcome, the loss of the budget project puts a real damper on our efforts

*... the great potential of this model comes from its general capacity to be put in place quickly and to tackle any size issue

*... I feel very positive about being a participant and no longer just an employee.

The group discussion provided additional insights into potential changes for the model, primarily in establishment of the project team and the pre-workshop training, summarized below these views reflect a commonality with the first group's suggestions.

1. Reduce the time taken to nominate the constituent group members - eligibility should be automatic.
2. Team training exercises could be achieved as the start up process for a project - your need to be non-participatory really doesn't apply any more.
3. A mechanism must be established to put issues on the books that require "ideal solutions" to be developed, I don't have the answer to that question.

Group 3 - The Director

The debriefing interview with the Director was conducted privately to explore other issues as well as those put to the other project team members. It was considered to be essential to provide the Director with

an opportunity to make comments that would not be subject to member criticism nor be looked upon as a personal attack on particular participants. The general responses to the common questions put to each de-briefing group are summarized below and represent in most cases a consensus view of the impact of the model.

*... I am strongly supportive of the model, I will probably call it something different but will certainly continue the practice

*... The need to maintain College wide participation in the changes that are taking place must be emphasised - I think we have created a greater "belonging" and can improve on that,

*... If we are to have working groups in action then more people will need training and we must share the load.

*... In my position you always wonder what people think when you raise an issue, do they agree or even disagree because you're the Director - I think this exercise has shown that I can be an equal.

*... The time commitment was difficult for me and obviously for the others. We can fix that by sharing the job around the directorate.

The additional discussion raised with the Director the possibility of continuing the model in the long term and how this would be treated by the Directorate. The

researcher indicated that there was a need to monitor the utilization of the model over an extended period of time to conclude the research and to provide additional corrective training if required.

The Director indicated that the progress of the project had been discussed on several occasions within the normal weekly management meeting and it had been agreed to continue the model but that it would be necessary to "open up" the project. Nominations from the constituent groups would be called to participate in working parties for specific issues as they arose, these groups would work for the duration of the change project and be disbanded at that point. Several working parties might be in place at any one time and each would contain a member of the Directorate as project leader. As an on-going part of the College wide Staff Development program training in Nominal Group Techniques would be offered to potential members of the working parties.

Selected interviews were conducted with three staff of the college from each of the constituencies. These interviews were tightly structured and focussed on just three questions (see Appendix 2.) The following summary of the responses to the questions are paraphrased and presented as a cumulative set of opinions. Respondents were guaranteed anonymity and informed that the answers would be used in an aggregate and not individual

reporting.

Did your constituency representative consult with your group? Never (3) Few Times (5) Frequently (4)

Do you believe that you had sufficient opportunity to contribute to the change projects? Just enough (8) Could have had more (2) Too much (2)

Do you believe that your group made a good choice(s) in nominating your representative(s)? Yes (7) No (1) I Don't Know (2).

The opportunity to add unsolicited comments was given to each interviewee and not all chose to add to their responses on the structured questions. On a few occasions respondents chose to qualify their previous answers and expand their views. The following list of comments are reported in an abridged format to maintain the guarantee given to the respondents. These views must be taken with the acceptance that they represent only a small sample of the institution's membership, the scope of the project and the limitations of both personal and budget did not provide for extensive interviews of the total organization.

Comments:

: I don't consider reporting back to be consulting, do you?

: fully confident that (named person) could represent our views (2)

: (named person) had the full support of all Heads of Departments.

: We put her there, we had to trust that she could do the job for us.

:explained what was happening and asked for comment at a HOD meeting which was exactly what we expected to happen.

:didn't seem to feel a need to ask our opinion (2).

: with three of them there I figured we had the scene covered.

Institutionalization

The last of the de-briefing interviews was conducted in September of 1987 and from that point until January of 1989 a monitoring role of the working parties, the issues and the outcomes were recorded as a measure of the institutionalization of the model for managing change. This recording was completed in an attempt to monitor the long term effects of the implementation of a process-oriented methodology to managing change. The interest was not specifically in the "what" of these working parties, but rather in the "how" of their operating strategy, their formation and their acceptance by the college personnel. Institutionalization is seen to be the critical issue of the study. The various studies by Miles (1983) and Hall and Loucks (1977) indicated

strongly that the institutionalization of change fails to receive the full attention of change agents and managers of change.

Miles (1983) identifies "administrative commitment" as the key to the institutionalization of change, suggesting that factors such as support, assistance, stabilization and efforts to ward off threats all stem from this key.

The de-briefing interview with the Director of this college indicated that he was a strong supporter of the process-oriented approach to managing change and was prepared to commit the institution to this approach as issues arose. The monitoring of the working parties was used a test of institutionalization.

The following summary lists the data accumulated from that monitoring task. The order of listing is consistent with the order in which the working parties were established, on several occasions there was an overlap of time from commencement to completion and the implementation of separate working parties.

October 1987 - Development of College Policy on Equal Opportunity.

- All constituencies represented by a single participant
- Facilitator: College Equal Opportunity Officer.
- Outcome: Policy document ratified by College

council in March 1988.

December 1987 - Development of Standard Position Descriptions for promotion position of Teacher 2 (Master Teacher).

- All teaching constituencies represented by a single participant.
- Facilitator: Deputy Director.
- Outcome: Single Position Description Adopted by Management in February 1988.

February 1988 - Development of a Merger Proposal for Trade based and Academic based Electronics Departments.

- All teaching constituencies represented by two participants.
- Facilitator: Assistant Director - Programs.
- Outcome: Proposal put on hold subject to on-going investigations - March 1988.

February 1988 - Development of College Based Staff Development and Industrial Release strategy.

- All constituencies represented. 2 Teachers, 2 Support Staff, 1 Head of Department, and 1 Management.
- Facilitator: Deputy Director.
- Outcome: Proposal accepted by Management and Implemented April 1988.

April 1988 - Development of College Policy on A.I.D.S.

- All constituencies represented by single participant. External experts added to working party.
- Facilitator: College Counsellor.
- Outcome: Policy ratified by College Council December 1988.

July 1988 - Development of College Budget.

- All constituencies represented by two members.
- Facilitator: College Director.
- Outcome: Budget proposal that achieved 2.6% growth in State recurrent funding in October 1988.

August 1988 - Development of College Policy on Staff Selection Training.

- All teaching constituencies represented by single participant.
- Facilitator: Deputy Director.
- Outcome: Policy ratified by College Council October 1988

September 1988 - Development of College Strategy for Re-classification of Staff.

- All constituencies represented by one participant.
- Facilitator: Assistant Director Programs.
- Outcome: Proposal ratified by College Council December 1988. State Training Board endorsement pending.

October 1988 - Development of Re-structure of College

Council Sub-Committees.

- Working party of College Councillors, Directorate & Committee members.
- Facilitator: College Council Acting Deputy Chairman.
- Outcome: Restructure endorsed by College Council February 1989. Implementation delayed by State Government proposal to re-constitute College Councils.

December 1988 - Development of Re-structure and Relocation of Administrative Support Staff.

- All constituencies represented by 2 participants.
- Facilitator: Deputy Director.
- Outcome - delayed pending new award for Support Staff.

The working party model utilizing the techniques of the original project team remain in place to this time. The monitoring of change projects shown above indicates a consistency of structure in the working parties with that of the process-oriented model. The college undertook extensive staff development training in strategies consistent with the small group processes utilized in the project. The participation of constituency members in working parties is undertaken as a voluntary activity. It is accepted as the normal procedure that any change that requires input and discussion from constituencies

that may be affected by a proposed change should have their representation. The representation from constituencies to these working parties was solicited from the specific groups and the participation on such working parties is accepted as normal duty and carry specific time allowances against annual duty hours.

CHAPTER 5

INTERPRETATION AND DISCUSSION OF DATA

Review of the Research Process

The data generated in this case study and reported in the previous chapter are identifiable under two categories: (a) the empirical or hard data that are the recorded materials generated by the project team within its workshop meetings, and (b) the soft or qualitative data that were produced as a result of the observations of this researcher of the workings of the project team in the same workshop meetings.

The validity of the initial category of empirical data was tested and confirmed by the methodology of the project team's working strategy. Consensual validation was provided through the insistence that a consensus support was required for all points raised in the primary "what is" discussion. The subsequent "ideal" position was validated through an agreement that the generated data are the best possible description of what is most beneficial to the College. Additional support was gained through the provision to all project team members for review copies of the material outcomes of individual meetings in a written summary document distributed the day after each meeting. By providing the opportunity for constituency members to confer with their constituency membership on the issues raised and the views expressed

and recorded, the accuracy and credibility of data were subjected to multiple cross-checking and validation. The agreed project meeting process of reviewing the previous workshop's deliberations as an opening phase of subsequent meetings provides the project team members with a final opportunity to confirm their self generated data.

Feedback processes are enacted at other phases of the project whereby data from the project team workings are published and distributed to the whole staff with a call for written and verbal comment to be returned to the project team. In the instances where comments were received from the staff of the college they were positive and supportive in tone and language.

* ... this will save me having to chase up
documents that I hear about but never see
(project team meeting 3)

The fact that the number of feedback comments were few in number is interpreted as supportive in itself. The argument is that disagreement with, or objections to, the published materials is more likely to prompt responses than is satisfaction with the material. Schmuck and Runkle (1985), in discussing validity, suggest that when information gathered from two different sources agrees you are justified in being confident in the validity of the information.

Naturalistic research requires further tests of rigour beyond the credibility of data. The test of dependability is a measure of two aspects of the research, the neutrality of the research and the transferability of the process. Neutrality extends beyond the objectivity of the researcher, who must acknowledge the potential for introducing bias and undertake efforts to reduce this tendency, to the confirmability of the information obtained. The burden of proof lies with the information itself. The researcher reports the data so that they can be confirmed by the sources. By replicating the process on additional projects this study has partially fulfilled this criteria. A future study in a different setting is required to assess if the results are confirmable in a new context. Transferability is measured through the applicability of the process to the setting. Does the process fit the situational circumstances of the setting? The key concept is not one of generalizability but rather one of "a good fit" to the context as determined.

Comparison of Field Test Results Against Optimum Conditions for Success

French and Bell (1990) have proposed a set of 11 conditions for what they termed optimal success in organizational development. The literature review presented in Chapter 2 of this thesis shows a consistency

in the views of contemporary writers for the support of French and Bell's (1990) conditions. Change projects targeted at problem-solving efforts or the growth perspective of organizational effectiveness have a differing emphasis on the bench-mark ideals, but it is acknowledged that compliance with each of the French and Bell (1990) conditions contributes significantly to the opportunities created through the implementation of appropriate interventions.

From the data accumulated and reported in Chapter 4 and the conditions as outlined by French and Bell, a comparative analysis is used as a strategy for the identification of the effectiveness of the model applied in this case study.

1. Felt Need-Perceptions of Organizational Problems by Key People

The initial problem, as identified in the need for the study and the perceptions of the Director that a stagnancy in development was apparent, was reflected in the preliminary informal discussions with the college staff. While no major problems were identified there was a need for an effort to elevate the average and below average indications for the categories of "Satisfaction", "Rewards" and "Leadership" and generally "tune up" the organization.

2. Introduction of an External Behavioral Scientist-Consultant

French and Bell (1990) while being strong advocates for the use of external change-agent consultants with appropriate skills also acknowledge the potential of using internal change agents who are similarly skilled and able to maintain appropriate role congruency. The client-facilitator contract initially established in this case was for an internal change agent to co-ordinate and manage the overall project with the capacity to bring in expert consultants as required. An external consultant was used in the training phase for the project team participants. This was done to utilize a recognised expertise in small group processes. Early contact between the internal and external consultants established the general framework of the project and identified the training function to be undertaken by the external consultant with the project team when it was established. The use of the external consultant to conduct the initial training of the project team is interpreted as an empowering intervention from the project team perspective that introduced the model methodology and prepared the team to work effectively with small group activities. Further this was the preferred strategy from the research perspective since it reduced the potential confounding effects of the researcher training the project team and

introducing supportive bias related to the research questions. The use of an external consultant beyond this activity was not seen as an advantage given the potential limitations that this person would have in relation to the institution, the overall research, the cost and the possibility of unintentioned bias through any pre-disposition to their own outcome preferences. Anecdotal data accumulated in the de-briefing interviews showed strong support for the techniques learned in these training sessions and the potential for their application outside of the project setting.

* ... the nominal group technique skills
have been put to use in my classes, great
for problem solving
(de-briefing interview, group 2)

3. Initial and Ongoing Top-Level Support and Involvement, and a Long-Term Perspective

This condition as outlined by French and Bell (1990) receives much attention from writers in the field of Organizational Development. It is cited by most writers as the pre-eminent pre-condition for success in change projects. Clearly by any standard this project satisfied this requirement. The Director and the governing body, the College Council, of the college gave unqualified support for the project to proceed. The Director emphasized this support with a public announcement at a

staff meeting and demonstrated this support through active participation in the project team. Initial scepticism over the possible desire of the Director to control the project team's deliberations were refuted by clear statements from the Director of his wish to participate as a peer in the project team workshops.

* ... wanted to be a peer-group member and not the Director ... felt comfortable in the team as of this session (project team meeting 2)

Comments from other team member participants about their concerns with working with the Director showed a clear reversal of view in the reports of the project team meetings as they established an appropriate group culture with successive meetings.

Further evidence of the essential need for top-level support was demonstrated by the final collapse of the project when the Director withdrew a project from the team under external time and other imposed conditions. De-briefing interviews with each of the project team members showed a consistency in the reasons they gave for not being prepared to continue with the project.

While the Director at all times, including the de-briefing interview, declined to outline his reasons for withdrawing the budget project, the outcome of the situation can be described as crisis management. Perrow (1978) in "Demystifying Organization" suggests that

organizations under pressure from environmental forces revert to established practices to relieve this pressure. He further suggests that there are "acceptable models of distribution of responsibility" that have maintained the organization in the past and that these models have a reliability factor that allows organizations to function "normally" in crisis situations.

The consensus decision of the project members to publish action plans and call for feedback and opinions from the constituency members is in line with French and Bell's (1990) condition of maintaining a well-informed organization that is kept abreast of change objectives and strategies. The opportunity to participate through feedback and suggestions is seen to be appropriate when one accepts the claims of Marguiles and Wallace (1973) who contended that this opportunity afforded to those involved and affected by change efforts reinforces the commitment to these new goals.

4. Active Involvement of Team Leaders

The project methodology calls for constituent membership of all levels of the structure of the organization and as such each constituency group participated in identical pre-project briefings. At no point in the preliminary phase of the project was any attempt made to emphasize the relative importance of one constituency versus the others.

Once the project team was formed, the in-depth briefing on the project methodology and the team building and training exercise conducted by the external consultant made great efforts to emphasize the peer group nature of this working party. While this may seem to be in contrast to French and Bell's (1990) fourth condition in that there was a deliberate strategy to establish a "peer group" project team, an equally deliberate effort was followed to ensure that intact work teams were involved in establishing the implementation strategy that emerged from the action plans.

The conscious choice of titles of "Managers" of the Action Plans was taken to emphasize the change agent type function that these people carried out when working on the implementation with the separate work teams. These managers recognized the need to ensure both the formal and informal leaders needed to participate in the change strategy that targeted establishing new norms and procedures for each of the work teams affected by the changes. The opportunities for the intact work teams involved in the change efforts to provide opinions, potential variations and feedback on the action plans were enhanced through this process. From project team meeting 5 it can be seen that the intact work teams through their unique position were able to provide feedback that led to improvements through variations to

the action plans. Consistent with the opportunities afforded to work teams were the discretionary responsibilities given to the managers to accommodate variations to the action plans that were considered to be assisting the change effort. Schon (1983) terms this capacity to be the effective "thinking on your feet" quality that is a characteristic of a good manager. When the action plan managers reported back to the project team on the progress of implementation, they received full endorsement of the variations made to the action plans. This support is interpreted as evidence of a positive growth in the group culture of the project team.

5. Operationalizing of the Action Research Model and Early Success

The various phases of the action research model are clearly identifiable in the strategy applied by the project team. While these various phases are identifiable they do not have the same outward appearance as the traditional model. With a concentration on the process-orientation, the concepts of diagnosis, data gathering and feedback are merged into the working party team processes. The individual constituencies provided the diagnostic data from their own perspectives and the project team deliberations provided the feedback, the total group established the diagnosis through their consensus agreements on the descriptive data provided

through these previous mechanisms. Bartee and Cheyunski (1977) contend that the process-oriented model's superiority as a diagnostic methodology comes from the immediacy of the process and the active participation of data providers in the diagnostic process rather than the passive role they play in survey-feedback strategies.

The project team members indicated early in their deliberations that they wished to start with a project that was uncomplicated and had a high chance of success. The indications from their discussion suggested that their interpretation of success was, that the change would take place, be effective and would be well accepted by the organization. Given that this interpretation is quite valid if not somewhat narrow, from the perspective of this research an equally important measure of success is related to the operation of the project team. Evidence from the observations of the project team in action indicate that the initial project, while outwardly successful was also operationally successful.

* ... The project team members showed visible measures of pride in the success of their initial venture (project team meeting 5)

The project team working relationship developed a strong group culture, abided by the "rules" as established and maintained a project focus. Interaction with mutual respect for constituency viewpoints was positive and

lively. The facilitator role shifted from "rules enforcer" to one of true facilitation through tasks such as paraphrasing, recording data, and prompting of hesitant speakers. Comments from the project team members during the debriefing interviews affirm the view that the early successful project strengthened the project team's group confidence.

* ... the group interaction was very satisfying, good to see other opinions getting recognized as valuable
(de-briefing interview, group 2)

6. An Open, Educational Philosophy About Organization Development

Previous change efforts proposed in this College that were any more significant than cosmetic changes or routine changes associated with promotions or transfers had a record of "top-down" implementation from the senior administrative cartel of the college. These same changes had a consistent history of failure and institutional antagonism, one in particular to such a level that the effects lingered for an extended period of time and consequently tended to colour subsequent efforts in a poor light. To avoid a similar effect on this research project an extended period of time (4 months) was devoted to informing and discussing with the organization's members the nature of the project, its strategies and its

potential impact. The effects of this effort showed in a number of ways; initially with the unqualified support of the College Council and the Director; secondly with support of the various constituency groups who willingly participated in the nomination process, and finally in the general acceptance of the total college staff who showed tolerance through the implementation phase and then enthusiastically volunteered to participate in on-going applications of the various hybrids of the general model.

The educative concepts of the French and Bell condition for success are appropriately demonstrated by the expressed desire, as reported in the de-briefing interview, of the Director to ensure that additional staff were given equal opportunity to participate in both the training associated with the model and then the application of the model to on-going issues in the college. Further, comments by a number of the participating project team members of their utilization of acquired skills in alternate settings is sound testimony of the educational impact of the research project.

* ... the small group skills I learned
have been valuable in other work with my
department

(de-briefing interview, group 1)

7. Acknowledgment of the Congruency with Previous Good Practice

The organization's history, although quite brief as an institution with a great deal of autonomy, clearly shows a capacity for quality management during extended periods of relative equilibrium. Equally clear are the examples of the college's management practices failing to cope with environmental change. The deterioration of organizational health went beyond the perceived need that the Director had of his college. Staff morale reflected a greater need for improvement of their roles in the college organization. The positive strategy of attending to a problem or area of concern, through the application of appropriate skill and qualified expertise, rather than ignoring the situation in the hope that better times are not far away, is consistent with what behavioural scientists would term quality management. This administration enthusiastically embraced the opportunity to "fine tune" the organization through the application of appropriately designed and targeted problem solving processes.

The longitudinal data collected over the 12 months after the project team disbanded show an adoption by the organization of a modal strategy. An examination of the projects shows situational variations that would be expected. All indications are that this practice is a

management norm for participative involvement of the college members.

8. Involvement of Personnel People and Congruency With Personnel Policy and Practice

Human resources practices within the organization are primarily dictated by collective agreements with the teaching and ancillary staff unions, and variations from these agreements are rarely supported by union executives. Within these parameters, negotiations for the appropriate recognition of the time spent by members of the project team as "on load" duties were accepted by both senior management and the union branch officers as a reasonable description of the activities of the project team.

The positive outcomes of the participative approach to managing change activities were reflected in additional practices introduced by the Director of the college to deal with personnel issues. The introduction of a regularly scheduled meeting between union executive members and the senior administrators of the college is used to diagnose and defuse issues of potential conflict. This is seen as representing the front-end phase of the model for managing change in action as a preventative strategy targeted at maintaining organizational well-being.

9. Development of Internal Resources and Facilitative Skills

The concept of institutionalization (Miles, 1983) of a change can be viewed from multiple perspectives. Careful attention needs to be given not to "refreeze" norms so that they become impervious to future change efforts that may be dictated by new environmental conditions. One needs to ensure that the new practices are well accepted and being practiced as required. The alternate perspective is represented by the institutionalization of the model, that is, does the institution accept the process as demonstrated as an appropriate strategy to apply in future situations. Evidence from the long term observation of the managerial practices in the College suggest that within a range of acceptable variations the institution accepted the model as an appropriate strategy for use in change situations. The de-briefing interview with the Director shows his willingness to persevere with the model and his clear intentions to make available training programs for the members of the institutions so that they could participate effectively in the process.

* ... I am strongly supportive of the model,
I will probably call it something different
but will certainly continue the practice
(de-briefing interview, Director)

Clear support for expansion of the training programs to additional staff members is interpreted from the positive reporting in the project team de-briefing. The resource base of behavioral science knowledge and group process facilitators is expanded through the participation in the project and the benefits are demonstrated in in-house situations other than those shown in the longitudinal observations. Any application of small group process in classroom and departmental meetings would be interpreted as direct positive spin-off from the research project, indicating a need to follow-up the potential transfer of skills by college members to new situations.

* ... the nominal group technique skills
have been put to use in my classes, great
for problem solving

(de-briefing interview, group 1)

* ... the small group skills I learned
have been valuable in other work with my
department

(de-briefing interview, group 1)

10. Effective Management of the O.D. Process and Stabilization of Changes

French and Bell (1990) in emphasizing the need for effective management of the change process as a condition for optimal success have encapsulated the essential responsibility of the change agent. The direct support

of the project team through the application of expertise is a parallel and equally vital responsibility for the change agent. The facilitator by maintaining the focus of the project team on those issues that had a consensus agreement as being problems, ensured the managerial responsibility of the change agent was effectively exercised. An earlier reference to paradoxical management conditions is clearly evident in this situation, tight control of the focus of the group on agreed problems ran parallel to the facilitating of an open free wheeling discussion on ideal and fanciful desires for change situations.

The project team members demonstrated similar concern for their own performance when they agreed to spend a portion of Meeting 6 in reviewing their operations in the light of their individual perceptions of how they should function.

Similar to the non-coercive approach taken at the time the project team was initially formed, the individual project team members, who acted as change managers at the implementation phase of the first project, utilized an open approach to involve the intact work teams. These members who were affected by the changes participated in deciding the manner, pace and conditions of the change effort. These actions produced open communications from those involved in the change.

This is clearly demonstrated in the reported reactions of organization members, their registering of concerns and their call for support to carry out the changes. These are not the actions of individuals giving mere lip service to or cosmetic appearance of changed behaviour. The genuine interest and support of the project team for the issues raised in these actions by the work teams is demonstrated by the project team's prompt attention to determining solutions to these cyclic effects of a change effort.

A number of circumstances stand out as examples of these cyclic effects of change. The need to re-organize staffing at reception to cover for the mail opening/recording change. The change in photocopier maintenance schedules to facilitate the "mail" change. The variations to duties of the Directors personal assistant and the Deputy Director indicate the type of direct and prompt attention that the project team applied to the change process.

11. Monitoring the Process and Measuring Results

The internal "evaluators" of the change process and its outcomes are those members of the organization who observe and assess the impact of the changes on the human resources and operations of the organization. Given that other factors may intervene in the evaluation and make both measurement and interpretation difficult it is

nevertheless important to seek out this assessment. Unsolicited feedback and indications from formal interviewing as reported in chapter 4 show that the early successes perceived by the project team members were consistent across the organization. The long-term data that report the institutionalization of the process oriented approach to change indicates the acceptance of both the importance of participation and the strategy of the model in the constantly changing environment of the organization.

A careful examination of the change projects attempted after the demise of the original project team indicates a trend for the College Administration to rely on one of its own group to act as facilitator in the change projects. This action is interpreted as "maintenance of control" strategy exercised by the college management. While the facilitator abides by the initial conditions defined within the research methodology this situation is considered as acceptable. Should the facilitator abandon the role for one of active intervention in the working party deliberations then the nature of the working party changes, reverts to past practices and would be expected to quickly reduce the effectiveness of the group.

Of the eleven conditions identified by French and Bell (1990), one could not be considered to apply in this

case study (Number 8, Involvement of Personnel People....). The college does not have a functioning personnel department, these responsibilities are distributed to the Deputy Director and the Head of Administrative Support Services. With the remaining ten conditions described below, eight are satisfied to a high level of congruency and the remaining two could only be considered to be met at a minimal level. The condition "Perceptions of Organizational Problems" which led to the initial research project was demonstrated by the establishment of the client/consultant through the discussions of organizational problems observable within the organization. The use of both external and internal consultants with recognized knowledge and experience in the behavioral science field amply satisfies this criterion.

The support of the Director as the Director initially and the College Council as the governing body at the early phase of the project were enthusiastic, the ultimate withdrawal of the budget project by the Director indicates that this criterion cannot be seen to be met at more than a minimal level.

The active involvement of team leaders proved to be strongly supported at the implementation phase of the changes.

Early success as a criterion associated with the

Action Research strategy were strongly endorsed by the project team members who actively sought an initial project that would lead to participation, success and continual feedback. An Open, Educational Philosophy about Organizational Development was only minimally met as a criterion. While the educational gains of the process-oriented strategies appear in alternate settings to the project team meetings they are seen as incidentals rather than philosophical gains.

The previous good practices of the organization in managing change were acknowledged and built upon by this process. The Director's assurance of continuing the management of change strategy as a model strategy of good practice is ample evidence of support for this criteria. Similarly the Directors commitment, supported by the project team members call, to expand the in-house training in the methodology skills supports the criteria of development of Internal Resources. The monitoring role undertaken at the demise of the initial project team indicates on-going support for the O.D. process but a less than effective management of this process. As indicated in the analysis of the monitoring criteria, the trend by the college administration to insist on one of its own constituency to act as facilitator of the project group indicates a "maintenance of control" strategy that is not consistent with effective management.

Research Questions

The research project appeared to unfold as planned. The initial proposal received the endorsement of the institution's governing body and the subsequent contractual arrangements developed with the Director were supportive of the research and the staff who participated in the project team.

The research proposed four questions:

1. Would an appropriately trained and representative staff group skilled in the application of decision making strategies gain sufficient confidence of the College Director that he would willingly share the power of his position with that group?

The Director of the college showed by his participation in the project team as a peer group member that he was willing to undertake a collaborative role. The recognition that this group did not have to seek endorsement from the College administration for the actions that were proposed to initiate changes suggests that appropriate power was devolved to this group. The presence of the Director, albeit on his insistence as a peer group member, signalled that this group was acting as the Director in making decisions. When the external pressures on the Director to conform to mandated change regarding the budget for the institution reached a significant level, the Director exercised his power of

veto in withdrawing the project from the participative process. Perrow's (1978) condition of reverting to established practice to relieve pressure is clearly demonstrated by this example and as such one is not able to conclude that there was a true power sharing stance taken by the Director. Question one is answered in the negative with support from the longitudinal data that showed the dominant role taken by the senior management team in facilitating the working groups put into place subsequent to the initial research project.

2. Would the use of self-diagnostic problem solving strategies enhance the staff ownership of problems and facilitate greater efforts toward producing positive change?

Evidence provided by the data generated during the project team operation indicates that the second question is answered in the positive. The diagnostic material produced as descriptors of the "what is" view of the problem clearly indicates a focus on the problem and an equal sharing of the conditions that contributed to the present state. Equally in the discussion to create an appropriate ideal state all parties conceded a need to make changes to present norms to facilitate achieving the ideal. Discussions initiated in the project team meetings on the deliberations of the meeting clearly identified and confirmed for the participants that they had never

taken a "blaming" position nor had they allowed personalities to enter the discussions. The willingness of this group to assume the role of action planning and implementation together with its monitoring function suggests that there was an increased ownership of both the problem and the solution to the problem.

3. Would the resistance to change be diminished by increased participation of staff in the diagnostic process?

Resistance to change commands considerable discussion in the literature on change. Much is written about how resistance occurs as a defensive strategy to protect the security individuals perceive in the status quo position. A universal position held by many eminent writers supports the assertion that participation by members of an organization who are to do the change in deciding what, when and how to change, is crucial in reducing the resistance to change. For this study participation by the organizational members in all phases of the change process was emphasized. The constituencies participated in selecting their representatives to the project team; constituencies were consulted at various steps of the diagnosis; the proposed action plans were published, open for review and comment; the implementation strategy was developed more fully with the intact work teams who would be expected to make changes.

The total effect of this participation is concluded to have contributed significantly to the reduction of resistance to change. The first project change was implemented and institutionalized within a short period of time and this is supported by the unsolicited and solicited comments of those who were affected by the change. The second project achieved an outcome that had been abandoned on previous change efforts that used a mandated approach that heightened resistance to dramatic levels within the institution on those occasions. It is therefore concluded that the third question is supported.

4. Were constituency members satisfied with their input into the change process?

The results of the fourth and final question are inconclusive. Constituency consultation by project team members was not a dictated requirement but left to the discretion of the individual members based on their need to supplement their existing knowledge. Throughout the two completed projects the opportunity to consult with constituencies was consistently raised at the project team meetings. Random interviews by this researcher in each of the constituencies revealed that the administration constituency was never consulted by its project team member, the educational support staff were consulted on several occasions for the first project and not at all on the second project. Both the teaching

constituency and the Head of Department constituency reported only one formal consultation but a number of informal approaches on differing issues by their project team members.

The interviews conducted in the constituencies indicated absolute support for their members by comments such as - "fully confident that ... can represent our views"

- "... has the support of all Heads of Departments
- "we put her there, now we have to trust she can do the job for us"

- "... has explained what is happening and asked for comment at a Head of Departments meeting and that is just what we expected to happen"

While these comments are encouraging support for the individuals and the process that initially put them in their positions there are insufficient data to draw an absolute conclusion with regard to the research question.

CHAPTER 6
SUMMARY, CONCLUSIONS AND IMPLICATIONS
FOR FURTHER RESEARCH

A summary of the purpose, as well as the conclusions of the study, are presented in this chapter. A number of implications for further research related to the application of the process-oriented change model are presented for consideration.

Summary

The primary purpose of this study was to develop a process-oriented model for managing change that would be conducive to both power sharing and participation as it accomplished the objective of increasing organizational effectiveness in managing change. This model would be used to complement the existing quality management processes of the college to ensure the college maintained a responsive and caring approach to the development of the organization.

The literature on organizational development and planned change was reviewed to identify and synthesize the key characteristics and essential conditions needed to enhance the potential for success in managing change. The initial model as developed by Bartee and Cheyunski (1977) for process-oriented diagnostic processes was modified and enhanced for adaption to the total process of change beyond and including the diagnostic phase.

An initial contract for the conduct of the research was established with a rural multi-disciplined College of Technical and Further Education in the State of Victoria, Australia. The project was endorsed by the College's governing body and a project master time line was established. The project involved a multi-stage model which operated on a sequential strategy that utilized the behavioral science expertise of internal and external change agents.

Stage 1 - Front End Development Phase: Formal and informal discussions with the Director and a selected cross-section of the staff identified areas organizational performance that were in need of renewal. With this information as a base the project team was established within the project methodology guidelines. An external consultant/change agent was employed to develop and deliver training to the project team members. These developmental activities were targeted at small groups related to the model strategies and working environment processes to assist in the development of the skills required to introduce and implement the model's methodology.

Stage 2 - Diagnostic Phase: The data-gathering process that formed a vital component of a sound diagnosis in a problem solving strategy emphasized the process oriented methodology. The external consultant in the training

workshop instructed the project team members in the nominal group techniques of data gathering in the first stage of the project. The unique perspective that constituent members expressed in accumulating the data was expected and welcomed as these views of problems from the particular levels of an organization introduced a bias that enabled other project team members to better understand the nature of specific problems and the potential impact of change interventions. The project team utilized the "nominal group technique" to reach a consensus view of the problem and the various constituency descriptors of the problem. This same technique was applied to develop an "ideal state" description that could be achieved through strategic changes.

Stage 3 - Action Planning: With the development of a positive statement of the problem and its associated "ideal state" descriptors the project team had an option to prepare appropriate action plans or pass this responsibility to a working party that they could initiate. In the two change projects that were completed the project team exercised the alternatives for each case. For the initial change project the project team elected to develop the action plans. These plans were reviewed by the staff and feedback processes provided useful data for some minor variations to the plans. The

project team appointed implementation managers from its ranks who developed, with the intact work teams affected by the changes, appropriate implementation strategies. In the second scenario the project team chose to nominate a working party which included internal and external expertise, to develop the action plans. A critical source of input to the working party was maintained through project team members participating in the planning and conducting the initial briefing of the working party. The working party functioned similarly to the project team's action planning process with the exception that they completed their preparations over a two day workshop instead of through weekly meetings.

Stage 4 - Monitoring Implementation and Evaluating the Changes - The critical task of monitoring implementation was acknowledged as a team responsibility and was conducted through formal and informal strategies. Feedback from those organizational members who participated directly in the changes and those caught in the cyclic effects was generally positive. Variations of the proposed implementation strategies were made by the managers to ensure the smooth implementation of the changes. Subsequent project team meetings endorsed these variations as the managers provided implementation reports to the project team. Evaluation of the changes was established as a long-term confirmation of the

institutionalization of the changes and the general acceptance of the new norms by the organization's members. All feedback suggested positive acceptance of the changes and consequential improved operations of the college. The process-oriented model of managing change was field tested on three separate projects within the nominated organization. The first two projects were successfully completed and the third project was withdrawn from the project team within three days of the initial commencement of the process. The impact of the change of attitude by the college's management was such that the project team became disillusioned and were never able to meet as a complete project team from that point. Debriefing interviews conducted with the participants of the project team supplied valuable feedback data on the operation of the project team while they were working with the model's methodology. There was general agreement from the project team members that the model accomplished its objectives; it provided a well-structured participative method of managing change that effectively reduced resistance to change. The collaborative nature of the model maintained an open informative approach to managing change that was flexible yet purposeful.

Feedback from constituency members of the organization, other than those participating directly in the project team, reinforced the views expressed by the

participants of the project team. Recommendations regarding improvements to the project team formation phase of the overall research were provided from both debriefed interview groups.

Conclusions

A number of conclusions evolved out of the research.

1. The research process appeared to meet the rigour requirements for a study of this nature: the adapted model and the case study project were supported by the sample institution's governing body and a realistic time-frame was implemented. The training of project team members was conducted by an external consultant. The research data generated by the project team were self evaluated via the consensus methodology and later confirmed through debriefing interviews. The participant observation data accumulated by the researcher remained external to the projects and concentrated on the process only. The potential for bias in interpretation of the data was recognized by the researcher and countered through the debriefing process. The information and interpretations drawn from the research should have an acceptable degree of authenticity.
2. The study indicated that a participative model for managing change reduces the destructive resistance

to change.

3. The study indicates that power-sharing by an organization's Chief Executive Officer is transitory and dependent on the "crisis" potential evaluation of issues by the C.E.O.
4. The study indicates that an acceptable bias of constituent members that reflects their perspective and interpretation of problems facilitates the diagnostic process. The creation of an appropriate dissonance within the project team aids the problem solving by disclosing additional data useful to the process.
5. The study indicates that the requirement of consensus agreement for problem statements and problem descriptors enhances the group understanding of constituency perspectives of problems.
6. The study indicated that process-oriented methodology for managing change is adaptable to organizational enhancement activities as well as problem-solving projects.
7. The additional significant gain achieved through the project was the team building that took place with the participants. The development of a peer relationship that exhibited trust through effective communication and respect for individual viewpoints could be expected to transfer to the normal

functioning responsibilities of the participants within the college.

The research adds to the body of knowledge related to the management of change in the areas of institutionalization and crisis management. An organization can only be considered to have institutionalized a change management strategy when it models its response to mandated change similar to that which it applies to planned change. Features such as limited time frames, extra ordinary expectations and apparently limited flexibility, while adding to the crisis nature of change must be treated as barriers to change that have restraining forces that can be relieved.

In conclusion the study indicates that the process-oriented management of change model works as outlined given that the support of the senior management of the organization remains in place. The findings of the research indicate that improvements to the front end phase of establishing the project team would enhance the processes acceptability as a modal model for managing change. The findings of the research cannot be accepted as totally conclusive due to the limited application, but the results are encouraging and provide the basis for other researchers to develop additional studies.

Implications for Further Research

A reasonable expectation of case study research is

that it will spawn additional research with variation to settings or modifications to methodology that will provide new insights into the applicability of the model. The study has generated a number of implications for further research which could broaden our understanding of how management of change can best be facilitated in educational organizations attempting to cope with the constancy of change.

1. The constituency groups defined for this study excluded the student body on the basis of their limited time at the institution and the small percentage of full-time students. This constituency should be included in a replicated study when the student body is substantially full time and has a program of studies that is greater than one year.
2. Procedures defining the formation of the project team should be examined. The duration of this process was extended to compensate for the internal change agent and the need to establish a credible position with the college staff. The exclusive use of external change agents to facilitate the whole process would allow a significantly short establishment procedure to be implemented.
3. Should a fifth constituency of the student body (Product Consumers) be added to the project team then the modified proportional representation of

constituencies to the project team would become unworkable. To counter the difficulties that this system might create, a straight-forward equal representation of constituencies would be recommended. By having two persons per constituency to the project team a group of 10 persons would be within workable limits. Further modifications that would be worthwhile for future applications of the model include:

- (a) Conduct the diagnostic phase and the action planning phase as full day workshops rather than over an elongated meeting schedule.
 - (b) Convene individual project teams for a single activity and encourage this team to take the project to fruition.
 - (c) Establish the project team training workshop as an ongoing Staff Development activity that is repeated regularly, to develop a pool of pre-trained constituency members to participate in projects.
4. The study directed its attention to the management of change related to a problem-solving posture. The significant benefits to participants and the organization from the involvement in the process oriented methodology is reflected in the unintended changes in the operations of departments and

classroom activities. A similar effort applied to using the model in the more positive stance of enhancing the staff development and career development of the organizational members would provide an additional test of the model in a more encouraging situation.

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APPENDIX 1.

De-briefing Interview Questions to be Used With Project Team Members.

Question 1.

Now that you have experienced the model in practice, what do you believe that the model can do for the college?

Question 2.

What personal gains have you made from participating in the project?

Question 3.

What would you offer as options that could be incorporated in changes to improve the whole project process?

Would you like to add other views that these questions did not allow for in your earlier responses?

APPENDIX 2.

Questions for Use With Constituency Members:

Preamble:

You were aware of the existence and operation of a project team in the college that dealt with a number of change issues. I would like to ask you a number of short answer questions related to that project team and your personal interaction with the team.

Question 1.

Did your constituency representative consult with your group?

Never

A few times

Frequently

Question 2.

Do you believe that you had sufficient opportunity to contribute to the change projects?

Just enough

Could have been

Too much

more

Question 3.

Do you believe that your group made a good choice (s) in nominating your representative (s)?

Yes

No

I don't know

Is there anything that you wish to add to these comments that might be used to improve the process in the future.