

**CHANGE MANAGEMENT IN LOCAL GOVERNMENT:
A CASE STUDY OF BUFFALO CITY METROPOLITAN
MUNICIPALITY (2009-2011)**

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DECLARATION

I hereby declare that this Mini-Dissertation, that is submitted to the University of Fort Hare, in partial fulfilment of the requirements of the Masters of Public Administration degree, is indeed my own work. It has never been submitted previously to any university for any degree, except where it is fully acknowledged within this mini-dissertation.

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ABSTRACT

The main objective of this study was to explore how change can be understood from the change management perspective, especially in the local sphere of government. The study looked specifically at the Buffalo City Metropolitan Municipality journey through a significant shift or transition from a category B to Category A municipality during the 2011 Local Government elections. Based on change theory and a selected change management model, the framework for change management and issues related to it were constructed. Additionally, a synthesis of the most important phases and interventions in a strategic change process or project was created. The phases included: starting point, planning, implementation and evaluation, and securing.

Various literature sources were consulted during the study. Inter alia, these included Lewin's change management model, which states that change has to follow three stages—including, unfreezing, moving and refreezing. All these stages by Lewin(1951) emphasise the critical management role in driving planned or proactive change in order to address the likely emergence of resistance by observing a systematic process.

A qualitative approach was utilized in order to solicit in-depth information using a structured questionnaire. Respondents were visited by the researcher in their offices, to gather data. To this effect, a total 25 respondents from the top management, councillors and middle management were sampled and interviewed accordingly.

According to the findings of this study, important change management phases were recognized through researching theoretical literature—starting, planning and implementation phases. Empirical information at the starting phase involves analysis of the current and desired states and the need for change accompanied by guiding coalitions. In the planning phase, the most important interventions is project formulation, action plan development, analysis of prior and current strategic change initiatives and organizational structure analysis. In the change implementation phase the interventions of importance are the launch, quick-wins, creation of a sense of urgency, management of change resistance and communication of the change.

CHAPTER ONE: GENERAL INTRODUCTION AND BACKGROUND

1.1 INTRODUCTION AND BACKGROUND TO THE STUDY

Buffalo City Metropolitan Municipality is a category A municipality in the Eastern Cape province. It underwent a major change leading to the 2011 Local Government election as it transited from a category B to category A municipality. William (2003:98) asserts that ongoing change is an inevitable part of the current organizational context. William (2003:98) adds, "Change management practices are often cited as a reason for resistance to change, and as a cause of stress for individuals during change interventions." Congruent with the assertions above, Veldsman (1997:1) advocates that change should be managed.

Prosci (2012) concurs that change management is necessary because:

- Organizational change is prompted.
- Organizational change is made possible by individual change.
- Organizational outcomes are a culmination of individual change.
- Change Management is an enabling framework for managing the human element of change.
- Change management is applied to realize the benefits and desired outcomes of change.

Rick (2011) believes that, to successfully implement change initiatives, organizational leaders must identify the need for change and communicate it throughout the organization. They must also engage people at all levels of the organization by involving them in the design of the implementation strategy. This will help to ensure that employees at all levels of the organization embrace the proposed changes.

Queensland Government (2014:1) defines change management as a realistic analysis of technical aspects like organizational processes and systems to determine the actual need for change and a proposition that the human element needs to share center stage in the change management process because organizational change is enabled by individual change. Overlooking the latter and thus not involve the people in each step would hamper the change process. In other words, leaving the people behind has potential to render the change process counterproductive and place any organization

in a risky position of losing its good people, and with them skills and knowledge. Losing people is even more likely in case of a transitional change. To minimize chances of the unwanted loss, the following are the roadmaps to be followed in the change management process (Queensland Government, 2014:2), namely:

- Clear communication of the impacts and benefits that are foreseen as a result of the changes;
- Reinforcement to staff that their jobs are secure;
- Capturing of the views and contributions of staff in making the change;
- Regular updates on the steps that are taken to support staff through the change and train them in new systems.

If the theories cited above, which are in line with the old adage that “change is the only constant,” are anything for organisations to operate by, then organisations need to invest in their abilities to manage changes that they go through on an ongoing basis. Albeit general association with the business sector, these change management theories would prove useful for the public sector as well.

As mentioned above, in May of 2011, when Buffalo City Metropolitan Municipality proved not to be immune to changes that characterize organisations, the municipality underwent a major transitional change from being a local (also referred to as a Category B) to being a metropolitan (also referred to as a Category A) municipality. As a Category B municipality, Buffalo City shared responsibilities with Amatole District Municipality. Becoming a Category A municipality meant that the erstwhile Buffalo City Local Municipality was going to start enjoying exclusive authority to make rules over its area of jurisdiction (SALGA, 2011:6), while continuing to carry out the following objects of local government by every South African municipality, regardless of category, as enshrined in the country’s constitution (SALGA, 2001:9):

- Provide democratic and accountable government for local communities;
- Ensure sustainable provision of services to communities;

- Promote social and economic development ;
- Promote a safe and healthy environment; and
- Encourage communities and their organisations to become involved in local government matters.

The researcher believes that transition or change management was central and paramount during the transitional change that was undergone by the Buffalo City Metropolitan Municipality. A well-planned change management approach, led by internal and/or external experts, would ensure inclusion. In other words, it would assist the municipality in getting all key stakeholders on board from the onset. The transition would then be afforded ample time. As a result, as the transition unfolded, whether pleased or not with the turn of events, affected stakeholders would have an understanding of the route that the process took. In sum, transition or change management would ensure that there was a systematic planning, implementing, and monitoring of the transition at the Buffalo City Metropolitan Municipality, to ensure continuity and a fairly smooth service delivery.

1.2. STATEMENT OF THE PROBLEM

During the change that the municipality went through, national legislation was there to provide good guidelines on the “what” while a planned change management drive would provide the “how” of the change process. Moving from the premise that a proposed plan (that is, the “how”) was in place for change management to take place within the Buffalo City Metropolitan Municipality, an analysis of this process from a point of view of a planned approach will form the basis of this study and provide the foundation to the proposed main problem—that is, how can change be understood from a planned change management perspective? This study will attempt to address this research problem.

1.3. OBJECTIVES OF THE STUDY

The focus of this study is twofold—one, on the analysis of the impact of change management in the change event that the Buffalo City Metropolitan Municipality underwent; two, on the role of public participation during a change process. The objectives of this study will thus be:

- To analyse how change can be understood from a planned change management perspective;
- Test the untested confusion on the role of the IDP (as a process) and clear the misunderstanding regarding service delivery as contained in the IDP (as a strategic plan).

1.4. SIGNIFICANCE OF THE STUDY

Municipalities are at the coalface of service delivery and are established according to the constitution of the Republic of South Africa (1996). They engage directly with the local communities and remain custodians of the national mandate to the people. In line with this, this study will further highlight the change management processes in the Buffalo City Metropolitan Municipality that enable the institution to compile the Integrated Development Plan (IDP) document as a service delivery engine. The ruling party in the Metro (namely, the African National Congress) has a slogan that says, “Working together, we can do more,” which means that there must a good working relationship between the community and the municipality. The relationship cannot happen if there is no cohesion with regards to the public participation process in compiling the IDP as the strategic tool.

1.5. ETHICAL CONSIDERATIONS

According to Babbie (2008:70), anyone involved in a scientific research need to be aware of the general agreement shared by the researchers about what is proper and improper in the conduct of scientific inquiry. Babbie’s assertion will be recognised by the researcher through making sure that interactions with the respondents during this

study ensure their anonymity and respecting the confidentiality of the information they provide.

1.6. SCOPE AND LIMITATIONS OF THE STUDY

This study will be conducted in the Eastern Cape Province, Buffalo City Metropolitan Municipality, which acquired its metropolitan status during the 2011 local government elections. A blanket comparison of the Buffalo City Metropolitan Municipality context with the rest of the rural municipalities in the province would not be fair.

1.7. CLARIFICATION OF TERMS

Public participation: Public participation includes all aspects of identifying problems and opportunities, developing alternatives and making decisions. It uses tools and techniques that are common to a number of dispute resolution and communications fields.

Public Administration: Public Administration is the art of getting all governmental programmes done through officials of government in diverse ways, such as executive, legislative, judicial, immigration service, foreign affairs, financial, information and other works of government.

Integrated Development Planning: An Integrated Development Plan is a super plan for an area that gives an overall framework for development. It aims to co-ordinate the work of local and other spheres of government in a coherent plan to improve the quality of life for all the people living in an area. It should take into account the existing conditions and problems and resources available for development.

The plan should look at economic and social development for the area as a whole. It must set a framework for how land should be used, what infrastructure and services are needed and how the environment should be protected

Service delivery: A constitutional mandate of government to render the services to the people of the country where the government is formed.

Stakeholders: A person, group or organization that has interest or concern in an organization. Stakeholders can affect or be affected by the organization's actions, objectives and policies. Some examples of key stakeholders are creditors, directors, employees, government (and its agencies), owners (shareholders), suppliers, unions, and the community from which the business draws its resources

Metropolitan Municipality: A category “A” Municipality in terms of the Municipal Systems Act.

Service Delivery and Implementation Plan (SDBIP): The Municipal Finance Management Act No. 56 of 2003 prescribes that municipalities should formulate an annual Service Delivery and Budget Implementation Plan.

There are three key parts to the SDBIP namely: financial, service delivery and performance.

It is envisaged that the SDBIP, as an implementation tool for municipalities, will strengthen local accountability and governance for improved service delivery.

Section 1 of the MFMA defines the SDBIP as “a detailed plan approved by the Mayor of a municipality in terms of Section 53 (1)(c)(ii) for implementing the municipality’s delivery of services and the execution of its annual budget and which must include (as part of the top layer) the following:

- (a) Projections for each month of revenue to be collected, by source; and operational and capital expenditure, by vote; and
- (b) Service delivery targets and performance indicators.

Councillors: Councillors are representatives of their constituents and their immediate needs. They also have the responsibility that the decisions they take must address past imbalances and access to services and opportunities. At the same time, Councillors need to be conscious of the impact of these decisions on future generations. This is a large responsibility and needs to be made within a democratic framework that relies on frequent consultation with community members, ward committee members, organized interest groups, and close co-ordination amongst all levels of government from local to provincial to national.

1.8. PRELIMINARY FRAMEWORK FOR THE RESEARCH

This research will be divided into five chapters, with each chapter outlining specific details of the subject and a conclusion. The chapters will be as follows:

Chapter One: The introduction and the preliminary research process on the chosen subject and details about the institution chosen for research purposes in order to give the readers more insight about the research site.

Chapter two: A review of literature on relevant legislation as it relates to the change in question and public participation and current thinking on the subject of change management, for the purpose of benchmarking best practices.

Chapter three: In this chapter the methodology that will be used to gather the data in order to arrive at a certain conclusion will be outlined in detail.

Chapter four: In this chapter research findings, interpretation and analysis will be detailed and discussed. The researcher will be making sense of the data that will be gathered during the research process.

Chapter five: After a thorough analysis and interpretation in the previous chapter, there must be conclusion and recommendations that will be presented to the institution, for the purpose of system enhancement and for further research if necessary.

1.9 CONCLUSION

Buffalo City Metropolitan Municipality is a microcosm of the dynamic public sector. Its environment is highly legislated to ensure good governance in all its practices and processes. Legislation provides a good framework within which its ever-changing public administration occurs. Clear understanding of the legislation is critical if it has to be implemented properly. The understanding of the legislation is not an end in itself, however. Administrators in this environment require knowledge and understanding of the change management theories as well as the expertise to drive the change process successfully and as seamlessly as possible. In other words, conventional change management theories (processes) that have been tried and tested became necessary to augment legislation (principle) and together inform the change management

process that the Metro had to go through. This study is a means to establish a best practise for the public sector to employ to drive a successful change project. Chapter two explores relevant literature in this regard.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

The pieces of legislation that offer the “what” of the change process govern the establishment of municipalities, existing or new. These legislations include, inter alia, the country’s constitution, White Paper on Local Government, Local Government Municipal Structures Act, Local Government Municipal Financial Management Act, and Local Government Municipal Systems Act.

2.1.1 The Constitution of the Republic of South Africa

The change process that Buffalo City Metropolitan Municipality had to undergo was in line with Section 152 of the Constitution of the Republic of South Africa (1996:84). The section spells out the objects of local government, which municipalities are mandated to achieve.

2.1.2 The White Paper on Local Government of 1998

The challenges that the Buffalo City Metropolitan Municipality went through during its transition confirm an assertion that municipalities, regardless of category, were “all experiencing problems arising from the transition process” (White Paper Local Government of 1998:19).

Given the backdrop above, it became essential for the South African Cities Network to provide programmatic support to the Buffalo City Metropolitan Municipality to assist the Transitional Project Management Unit during the transition process.

2.1.3 The Municipal Structures Act

The Local Government & Traditional Affairs Minister officially established Buffalo City Metropolitan Municipality on 18 May 2011 according to sections 12-17 of the Municipal Structures Act 32 of 2000. As prescribed by the Act, one of the key changes that the establishment meant was that Buffalo City Metropolitan had to have a new set of by-laws (outward looking) from thenceforth.

2.1.4 The Municipal Finance Management Act

One of the researcher's initial assumptions during the build up towards assuming the Metropolitan status was that, with the new status would come an increased financial resource allocation. However, increasing internal and external demands and expectations for the new Metropolitan Municipality did not come with an increase in the resources to deal with these demands.

2.1.5. The Municipal Systems Act

The Buffalo City Metropolitan Municipality did not have a Performance Management System for non-section 56 employees prior to assuming the new status. However, the Local Government Municipal Systems Act (32 of 2000) requires municipalities to develop, implement, monitor and evaluate a Performance Management System. In line with this legislation, the Buffalo City Metropolitan Municipality established a Unit to facilitate the cascading of this system in July of 2011.

The Provincial Gazette Extraordinary of 28 July 2010 guided the transitional change. Buffalo City Metropolitan Municipality assumed the new name in line with Chapter 2, section 12, sub-section 3d of the Municipal Structures Act 117 (1998). It was elevated from the Category B to the Category A municipality—that is, a Metropolitan City—with a collective executive system (Municipal Structures Act 117 of 1998, section 8a), like the City of Tshwane. The Metropolitan status was given on the day of the municipal elections, which were held on 18 May 2011.

2.1.6 The Municipal Systems Act

The transitional change inferred above is legally considered when a municipality performs a majority of the local government functions, including health services that were shared between Buffalo City Local and Amatole District Municipalities. In addition to performing the myriad of functions, the municipality was faced by population growth to the tune of the threshold, due to urbanization such as, people migrating from areas such as the former Transkei and rural parts of the former Ciskei region, for better opportunities.

Furthermore, Buffalo City Metropolitan Municipality fitted the description of Metropolitan areas (White Paper on Local Government, 1998:51) in that it had large urban settlements with high population densities, complex and diversified economies, and a high degree of functional integration across a larger geographic area than the normal jurisdiction of a municipality. Moreover, its economic and social activities transcended municipal boundaries, and metropolitan residents lived in one locality, worked in another, and utilized recreational facilities across the metropolitan area.

Its area of jurisdiction covered the whole metropolitan area. In fact, a decade before the awarding of the metropolitan status, the Buffalo City Metropolitan Municipal area had undergone a merger of municipal areas that were previously divided into municipal jurisdictions—these included Bisho, Dimbaza, East London, Kidd's Beach, King William's Town, Mdantsane, Phakamisa, Zwelitsha—whose residents lived in one area and worked in another.

Several implications emanated from the assumption of the new status. One of them was that Buffalo City Local Municipality and Amatole District Municipality were subsequently disestablished (Provincial Gazette Extraordinary 2565, 16 May 2011:5). For the purpose of this study, change management, which formed an integral part of the transitional change process, will be addressed later in this research project.

The sum of the implications spelled changes in relation to organizational structures, human resource policies and staff compliment that were congruent with the Metropolitan status:

- *Organizational structure*: a new organizational structure that would be capable of taking on new inherent roles.
- *Processes and practices*: policies that informed the modus operandi for the erstwhile Buffalo City Local Municipality needed to be changed—financial and non-financial.
- *Staff migration*: insecurities mount during a change event.

Five work streams were established to provide technical mainframe for the basic compliance requirements expected of the new Metropolitan Municipality and render

the municipality ready to be a Metropolitan Municipality. The South African Cities Network assisted the process. The work streams included Governance & Corporate Planning, Spatial Planning & Infrastructure, Finance, Institutional Strategy & Performance Management and Agency-Based Services. Alongside dealing with the challenges mentioned above, the public expectation remained—that is, to meet “the key mandate of local government (with the support of provincial and national government) to eliminate the disparities and disadvantages that are a consequence of the policies of the past and to ensure, as rapidly as possible...” (South African Local Government Association, 2011:13).

2.2. The management of change

Smit (1992: 236) claims that organisations cannot escape the need to change. He defines it as any alteration of activities in an organisation due to external and/or internal forces. According to Smit (1992: 238), on one hand, external forces may range from industry-related through technological developments, to population growth. On the other hand, internal forces interact with the external forces and are mostly process and people-oriented. Smit (1992: 238) emphasises the critical management role in driving planned or proactive change in order to address the likely emergence of resistance by observing a systematic process that goes as follows:

- a. Be wary of the for change
- b. Recognise the primary need for change
- c. Diagnose the problem
- d. Identify alternative organisational development methods
- e. Recognise limiting conditions
- f. Selecting a method for change
- g. Implementing and evaluation the chosen change strategies (Smit, 1992: 238).

2.2.1 Lewin’s Model of change management

Similarly, Lewin’s (1951:47) early [change] model proposes the “how” in the form of 10 key steps that need to be followed closely, systematically. The steps do not replace the change process that is informed by legislation. According to the first stage of this model, it is critical to engage in an unfreezing process. Stage two corresponds with the actual change or moving and the last stage may be seen to represent the

refreezing process outlined by Lewin (1951:49). Lewin's steps are clarified and supported by Banham (2005) who cites Kotter's Eight-Stage Process, which starts with the creation of a sense of urgency; relies on creation of short-term wins and ends with anchoring the new approaches into organisational culture or re-freezing in Lewin's (1951:52) early model.

Cummings & Worley (2001:6) maintain that planned change can be contrasted across situations on three key dimensions: the magnitude of organisational change, the degree to which the client system is organized and whether the setting is domestic or international. According to Cummings & Worley (2001:18), these steps need to be contextualised.

2.2.1.1 Lewin's first stage - unfreezing

This stage being the first stage of change refers to the recognition by the organisation of a need for change in the status quo (Iles & Sutherland, 2001:32). It takes effect when the modus operandi is not pleasing to one or more key stakeholders—for example, in relation to current management practices and organisational performance (Iles & Sutherland, 2001:18). Subsequently, the latter leads to inevitable change as forces that resist change are minimised on one hand and factors that drive change are strengthened (Iles & Sutherland, 2001:18).

Iles & Sutherland, (2001:32) proposed the following non-substitutable focal areas during the unfreezing stage:

- Explaining why change is needed;
- Creating readiness for change among employees by providing co-worker support, providing tools for effective communication and participation in decision making; Providing organisational resources;
- Training and development in the new work practices and
- Managing uncertainty associated with change.

2.2.1.2 Explaining why change is needed

Skinner *et al.* (2005:27) states that, explaining why change is needed, requires investing time at the start of the change programme to prepare and support workers

and this is the essential step to minimise reluctance to change. Furthermore, *ibid* state that important insights and guidance which the literature offers are thus not being used to maximum effect.

2.2.1.3 Creating readiness for change among employees

Skinner *et al.* (2005:33) suggest approaches that can be employed to engender readiness, support, guide and motivate workers during an organisational change. Among others the author included the following:

- Participation in decision making.
- Gaining support; and
- Effective communication strategies.

2.2.1.4 Lewin's second stage – moving

Moving or changing refers to the second stage of change in Lewin's (1951:33) model. This stage has to do with moving to a new position. This is often achieved through a technique that is used to address negativity. Skinner *et al* (2004:21), propose that the employee engagement that is done at this stage is critical to promoting buy-in to new practices and process. Iles & Sutherland (2001:31) propose approaches to assist the transition from old to new work practices and processes, which include:

- Conducting of trial changes (trial & error);
- Engaging in ongoing monitoring and evaluation; and
- Supporting of workers, over time, to change their behaviour.
- Furthermore, Iles & Sutherland (2001:20), advocate that; changes that can be tested and evaluated on a trial basis are more likely to be accepted by workers.

2.2.1.5 Lewin's third stage – refreezing

2.2.1.5.1 Embedding in systems and procedures

Refreezing or confirmation is the final stage in Lewin's (1951:38) model of change. The focus is to make the change stick (Cummings & Worley, 2001:29). Coaching, training and appropriate reward systems are used to do so (Iles & Sutherland, 2001:13).

2.2.1.5.2. Aligning new approaches into organisational culture

Iles and Sutherland, (2001:45) asserts that the alignment of the organisation's culture, policies and practises is key to ensuring employees' support of change. According to the authors proper alignment encourages the deepening of new behaviours that are meant to become standard work practices.

The common thread in Lewin's (1951:23) model is communication. In the last stage, communication is mainly on the following:

- Celebration of successes;
- Continued clarification of changes to roles;
- Regular support and communication with supervisors; and
- Continued expressions of support from senior management (Lewin's, 1951:23).

2.2.2 Organisational change management

Dawson (2003:11) defines organisational change as "new ways of organising and working...." According to him, it is triggered by shifts in external and internal factors such as the following (ibid, 2003:15):

External factors	Internal factors
<ul style="list-style-type: none">• Government laws and regulations	Technology
<ul style="list-style-type: none">• Globalisation	Primary task
<ul style="list-style-type: none">• Political and social events	People
<ul style="list-style-type: none">• Technological advances	Administrative structures
<ul style="list-style-type: none">• Fluctuations in business cycles	

- Organisational growth and expansion



In the Buffalo City Metropolitan Municipality case, the main pushing factor for the change of the status into a Metro was growth and expansion as evidenced in its functions, population size and boundary lines.

2.2.3 Change management challenges

Houghton Mifflin Harcourt (2014) asserts that “planning and managing change can be the most challenging elements of a manager's job...and that the more a manager plans ahead of a change, the better for the subordinates and the organisation.” He continues to claim that “managers need to be aware that organizations change in a number of dimensions that often relate to one another.” These dimensions include:

- **Extent of planning** that is focussed at the experts who differ about how much change can be planned, hence managers still need to take steps to set up conditions that permit and even encourage change to occur.
- **Degree of change** ranging from incremental changes that tend to be relatively small, involving fine-tuning processes and behaviours within just one system or level of the organisation to quantum changes that are significant in nature to the point of altering how a company operates.
- **Degree of learning** which relates to the degree to which organisational members are actively involved in learning how to plan and implement change while helping solve an existing problem.
- **Target of change** which can be a top management team aimed at assisting it in becoming stronger leaders or lower level employees basic learning, such as customer services techniques.
- **Organization's structure** with reference to hierarchy or bureaucracy that may be counterproductive and/or emphasis on policies, procedures, and rules that are necessary to provide a clear structure that is lacking.

Moorhouse (2011) relates to a number of factors to be cognisant of while planning and implementing a change. He believes in people engagement even in the case of a change that is due to external factors. The benefit of that is that “the more impacted

stakeholders are involved and buy-in to the change the easier it will be to implement and achieve benefits.” To ensure this, he makes a few recommendations:

- Get majority buy-in and support by first making sense of the need for the change and ramifications of not welcoming the change for everyone.
- Reveal payoffs—including the originally intended and the not-directly-linked. For example, the new organisational structure that comes with becoming a Metro may lead to many temporary staff being awarded permanent positions.
- Communicate, communicate, communicate. Pitch change messages appropriately for all levels and groups.

In communicating change, it has to be considered that some change recipients may readily accept the new change while others may take a while before they do. It thus becomes important to paint a big picture that is appropriate for stakeholders, respectively. This cannot be done effectively without allowing stakeholder representation to thresh out all issues related to establishing a good understanding of the change. A representative group will inform a big part of the way forward.

One of the not-so-ideal times to introduce a new change is when there is already a lot of change going on in the organisation. For example, introducing a new structure in middle of a long job evaluation process, among other changes will likely feel like too much to deal with for those affected and they may fear that it might impact negatively on their positions and levels. This is different when more positive benefits are associated with the change. People will be more willing to deal with it.

In the case of many changes imposing themselves at once, the best route is to prioritise against benefit and strategic importance, considering the capability of the organisation to manage change and the capacity of the organisation to make a change. Break down the changes required and integrate them into existing programmes.

Altering the scope of existing programmes to get a mutually exclusive set of initiatives can help reduce the perceived volume of change. Demonstrating immediate benefits

of changes will encourage people to support more change. Rapid delivery of small but meaningful 'quick wins' early in the programme will send out powerful messages to the organisation.

Change management needs to be mainstreamed so that it is not seen to be an add-on at any level. A well-resourced coordination point, in-house or outsourced, with necessary expertise is still needed to guide and support the change activities which are incorporated in all internal programmes. For example, when an implementation milestone is put in the programme plan, it should also include communication activities prior to the roll-out and change interventions during the roll-out to encourage uptake.

2.2.4 Training and development

Training and development is mostly associated with facilitation, instruction, classroom learning, coaching, mentoring and so on (Moskowitz, 2008:2). In the final analysis, according to Moskowitz, training and development is synonymous with change in that when properly implemented, it is often to change or improve employees' skills sets and, in turn, improve their performance in support of the organisation's strategic objectives.

Therefore, if the transition into a Buffalo City Metropolitan Municipality is a strategic objective, then employees required proper training to prepare them to participate in the new Metro environment. There is no substitute for proper training—not even policies can ensure good practice (2008:23). And, there are consequences for senior management for not providing necessary training. While it is not the end in itself, training has potential to bring about good practice, especially if an assessment of whether or not it produced the desired results is done (2008:24). One of the reasons it may not yield the desired end can be if the employees do not accept the intervention (Noe, 2003:417).

The roots of Change Management can be found in the science of psychology. Many of the techniques helping people to deal with traumatic emotional issues have been applied to "help stakeholders deal with dramatic changes in how they earn their livelihoods" (anon., 1996). The nature of change has been described by Conner (2007:11). Based on Kuebler-Ross (1969) who researched the stages that terminal

patients and their families go through he developed a model that describes the emotional response during a change process that is viewed as negative. According to Conner (2007:16) this model can also be applied to organisational change.

Walton (2012:32) suggests that there are different types of change that require different management strategies, approaches and methods. In a business context therefore the scope of Change Management ranges from planned evolutions and reforms to business transformation. Top-Down approaches like business transformation (i.e. Business Process Reengineering or crisis management) are characterised by a high degree of intervention whereas bottom-up approaches like planned evolution or reforms (i.e. organisational development) are characterised by less intervention and by harmonising the goals of the corporation and the affected employees.

Traditionally the change process was described as moving from a stable state through the unstable state of changing to the desired state, being stable again. As stated by Lewin (1951) characterised these three stages as: 'unfreezing, changing and refreezing' the organisation. Consequently, that "a very useful framework for thinking about the change process is problem solving.

He sees managing change 'as a matter of moving from one state to another, specifically from the problem state to the solved state. Conventional reactive models aim to react in an optimal way to changes that are forced from the environment, like technological or legal changes. In contrast hereof proactive models like learning organisations moreover aim to anticipate change and to generate change from within the organisation. People are not being changed, they change.

2.2.5 Drivers of Change

Changes are inevitable and organisations and people face change at various times (Burnes, 2004:23). Change can be large, organic, revolutionary or evolutionary, sought after or resisted (Hayes, 2007:12). As well as the inevitability of change, organisations are experiencing change with increasing pace. The drivers of change include external factors not normally under the control of managers, such as politics, legislation, economic climate, technology advances and consumer demands as well

as competitor behaviour suggest Johnson & Scholes (2007) who argue that these external drivers can usefully be examined to identify their impact using PESTEL method of analysis.

An organisation's internal change drivers can be more difficult to recognise and diagnose but are typically more readily influenced by managers once identified, the most important part is identification in order to be better prepared to deal with them accurately. These can include the need to improve business processes, enhance quality of service or cut costs. In many cases technology based solutions need to be deployed to support the required improvements.

Lewin (1951:43) distinguish between three dimensions of strategic change. These dimensions are the WHAT, HOW and WHERE of change. identify the continuous interplay between the three change dimensions and argue that successful change is a result of the interaction between the content or what ; the process or how of change; and the organisational context or where of change. They suggest that the context an organisation is operating in is the major driver of change for an organisation and recommend a process of environmental assessment to continuously monitor the internal and external environment of the organisation.

As well as the growing complexity of the external and internal environment faced by organisations the pace of technology driven change has increased significantly since the first widespread deployment of IT systems in the 1980"s (Carnall, 2003:21). Technology advances can rapidly impact the expectations of consumers and the service delivery model of organisations and the change impact must be identified by organisations and understood and acted upon, in order to ensure operational effectiveness, competitiveness and customer satisfaction.

Given the pace of technology change organisations need to develop appropriate approaches to change management, embracing the best practice identified through research and organisational learning. It is imperative for organisations to deal with the turbulence in the business environment and anticipate constant change

2.3 Approaches to Change Management

2.3.1 Planned Change

Planned change is consciously undertaken and specifically directed by an organisation and differs from change which is imposed upon an organisation or change which comes about by accident (Burnes, 2004:9). Planned change is sometime referred to as top down, rational, linear or episodic (Hayes, 2007:12). He further states assert that planned change conceptualises change as a process that moves an organisation from one fixed position to another, through a number of planned steps.

Lewin (1951) developed a 3 phase model for planned organisational change which shows the transition of an organisation from one fixed state to another, through a process of unfreezing the current organisational state, moving and finally refreezing. The unfreezing stage is where organisations alter their way of thinking and become aware of the case for change. Lewin (1951) maintains that organisations need to abandon traditional behaviours before new ways of working can be accepted.

Moving is the process of making changes which achieve the new organisational form whilst the final step, refreezing, fixes and institutionalises the change. Lewin (1951) saw planned change as an opportunity for learning based participative programs of change.

Lewin's model attracts a significant degree of criticism based on the degree of turbulence in the business environment and its impact on the ability to plan and execute the plan in a linear manner. Additionally critics of Lewin's model cite the difficulty of ensuring all participants in the required change have the same common interest in making the change successful (Burnes, 2004) and the difficulties of achieving behavioural change. Burnes, (2004) further criticises the planned approach and argues that change should be managed as a continuous process of responding to a changing environment with organisations developing the ability to change in a fundamental manner. Lewin (1951) agree stating that incremental change is beneficial and manageable.

Despite the criticism Lewin's three step model continues to underpin models and theories of change. The terms mobilisation, move, sustain and institutionalise are now used but the concepts of unfreezing, moving and refreezing are still important together with the compelling reason and vision for change which are necessary to create a climate in which the change is understood and supported by those impacted.

2.3.2 Emergent Change

An emergent approach to change is identified as a pertinent response to deal with a volatile environment (Bamford & Forrester, 2003:13). A volatile environment drives change and makes the process unpredictable (Burnes, 2004:23), who argues the context as well as the speed and depth of change required are all important factors in determining the right approach.

Gradual change which can be achieved incrementally through improvisation and learning may be an appropriate response but other situations may require a more transformational change, and in some situations a combination of incremental and transformational change may be required (Burnes, 2004:12).

It is possible to use small incremental change to build momentum and support for change as well as create change capability and positive culture change (Bernerth, 2006:19). The emergent response is often identified with continuous improvement approaches and organisational learning, such as Kaizen, Total Quality Management and Lean Six Sigma (Hayes, 2007:43). Burnes (2004:27) states that the emergent approach is a continuous, dynamic and contested process that emerges in an unpredictable and unplanned way, thereby contrasting with the planned approach. Burnes (2004) makes the case that transformational change can result from a continuous or incremental process of change.

Emergent change focuses on "bottom up" action rather than "top down" control (Walker et al, 2007). Due to the rapid pace of change senior management cannot plan and implement every action required for change, argues Burner (2004:25), who suggests that senior managers should evolve their role from controller to facilitator. Burnes (2004), further emphasises that involvement of employees in identifying, developing and implementing the change is an important benefit of emergent change.

2.3.3 Contingent Change

Burnes (2004) describes the contingency theory of change which rejects the concept of one best approach, arguing that the change approach should be adopted through analysis of the environment in which the change is to be implemented. Burnes (2004), suggests a Framework for Change model which identifies the focus areas for change efforts based of the scale and pace of change required

Change is unpredictable and the approach needs to allow for unexpected impacts and revisions. Chaos theory has been suggested by Fitzgerald (2002:32) as a way of understanding change on the basis that effective organisations operate at the edge of chaos. Fitzgerald (2002:32) argues that an understanding of the application of chaos theory will help managers cope with the challenge of profound change in the turbulent global marketplace.

Higgins (1995:8) identifies that western cultures favoured large change programs whereas Japanese firms favour continuous improvement. Higgins argues that the two approaches are not mutually exclusive and suggested a convergence of approaches. Organisations continually change in order to improve incrementally as part of the quality management process, whilst identifying more strategic or contingent approaches to change driven by major technology advances, competitors, customers or market opportunities. The integration of planned and emergent approaches to change, dependent on the analysis of the context an organisation is operating in, coupled with an approach which takes into account the pace of change is now the requirement for most organisations (Burnes, 2004:18).

2.4 Leading and Managing Change

According to Pettigrew and Whipp (1991:77), the management of tasks are the “what of change and require skills focused on people processes and resources and leadership is the How of change. They argue that leaders must create the culture, be a role model for the required behaviours, live the values, inspire, motivate and support people. Kotterman (2006:44) states that defining leadership and management is difficult and that the terms are often used interchangeably, causing confusion.

Kotterman (2006) describes management as the process of continual planning, organising, supervising and controlling resources to achieve organisational goals, asserting that managers are responsible for implementing and improving these processes, whereas leaders are looking into the future in anticipation of the organisation’s strategic direction and long-term future. He further defines a distinction between managers, who are involved with the production of products or delivery of services, and leaders who are more concerned with the organisational environment and culture.

It is argued that whilst it is possible to distinguish leadership and management conceptually it is more difficult to do so in practice and, therefore, questions the value of the distinction. Whilst it may be difficult to allocate the "What" and the "How" of Change According to theories by Lewin and Burnes, the distinct managerial or leadership roles, there is a consensus that the successful management of change requires both effective leadership and management of the change process.

Kotter (1996) developed an eight step process for managing change which emphasises the behavioural aspects of change, notably the role of leaders, role models and team work. These include establishing the need for change, building capability, engagement, inclusion, rolling out and consolidation steps. Burnes (2004) identifies the commonality of exploration, planning, action and integration phases present in numerous change models.

2.4.1 Leadership and Culture

The models stress the significance of the leadership role in effective change management. Numerous aspects of change related expertise have been researched and developed which focus on the strategic, leadership and behavioural aspects of change (Burnes, 2004).

Burnes (2004) focussed on the personal qualities of change leaders as drivers of intentional change and argue leaders must communicate clearly and consistently the need and urgency of change. Leaders' messages must create receptivity and readiness for change.

Kotter (1996) states that change requires a new or changed organisational culture, but recognises that culture is difficult to change. Kotter (1996) argues that results need to come first and become embedded into the organisation's way of doing things.

2.4.2 Resistance to Change

Burnes (2004) identifies that organisation change programs often face serious problems with a large proportion of change programs failing or falling short of delivering the required outcomes. He further suggests that organisational culture, the role of change agents and the timing of change initiatives are factors influencing the resistance level and outcome of initiatives.

Resistance is often believed to be inevitable but it may be the result of the methods used to effect change, interpretation issues and miscommunication. Resistance by employees is associated with a fear of the unknown, threat to personal power and influence and loss of security argue Burnes (2004:25) who also identified that few managers systematically assess stakeholders who may resist a change initiative and find out why this is the case.

They further recommend ensuring that any misunderstanding of the change and what it implies is avoided, with the positioning of clear messages of the reasons for change. Kotter argues that much of what is deemed to be resistance to change is in fact resistance to uncertainty.

Lack of resources to support the change program can become a resisting force if it results in a lack of progress and longer timescales (Kotter, 2007). Timescales are important and visible progress to those involved and impacted by change is important, argues Kotter (2001). Kotter suggests that evidencing progress is being made is vital, and assesses that without short term visible progress employees can become disengaged and give up their efforts to support the change. Lack of knowledge about the impact of change can cause fear for individuals and negatively affect their relationship with their employer.

2.5 CONCLUSION

The South African government, in all its spheres, is highly legislated to the core. Officials in this space can never be found wanting when it comes to observing principles of good governance. Systems are available to interpret legislation in the event that there is ambiguity. Implementing legislation, inevitably, lands itself in change situations. On the other hand, change that is provided for in legislation can be quite daunting for people, which could help the change process when it leads to them having the inherent difficult conversations.

Change is by nature not easy to receive unless there is a clear and immediate benefit. In the public sector context, an understanding of change management principles becomes necessary to juxtapose with legislation to prepare for change to be received, effective and stick. Focus on the people is thus paramount because they get impacted by change and can influence the change to a very large extent. Chapter three presents a research methodology that was used to acquire requisite data and augment the reviewed literature.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 INTRODUCTION

In the previous chapter relevant literature has been extensively consulted in order to make meaning of the subject of this study and to substantiate any claim that may arise as a result of carrying it out. The research methodology presented in this chapter dictates the method to use for data acquisition. It sets up a means of refining raw data and contrives an approach so that the meanings that define below the surface of those data become manifested. And, it ushers to a conclusion or series of conclusions that lead to an expansion of the existing body of knowledge. The entire process of methodology is a unified effort as well as an appreciation of its component parts of the entire research process.

This chapter must therefore be understood as the specification of methods and procedures for acquiring the information needed for solving a problem. Decisions regarding what, where, when, how much, by what means concerning an inquiry or a research study constitute a research design.

3.2 Objectives of the study

The focus of this study is twofold—one, on the analysis of the impact of change management in the change event that the Buffalo City Metropolitan Municipality underwent; two, on the role of public participation during a change process. The objectives of this study will thus be:

- To analyse how change can be understood from a planned change management perspective;
- Test the untested confusion on the role of the IDP (as a process) and clear the misunderstanding regarding service delivery as contained in the IDP (as a strategic plan).

3.3 Research design

A research design is the conceptual structure within which research will be conducted and its constitution will be the blue print for the collection, measurement and analysis of data. It's the specification of methods and procedures for acquiring the information needed for solving the problem. Decisions regarding what, where, when, how much, by what means concerning an inquiry or a research study will constitute this research design.

This study employed both the *qualitative* and the *quantitative* research methods, more especially on the data presentation and interpretation.

3.3.1 Research Instrument

A research questionnaire was used for this research and was distributed to all respondents as per the selected sample size. All the respondents were given one week to respond to the questionnaire, to give them enough time to apply their minds in the questions and give honest responses. The questionnaires were accompanied by a letter from the university confirming that the researcher was indeed a registered student of the university and conducting the research for academic purposes only. A consent form to be completed by all research participants was sent to them.

3.3.1.1 Characteristics of a questionnaire as a research instrument

According to Babbie (Lincoln, 1994: 244), there are characteristics for questionnaires as research instruments. They are as follows:

- Each participant enters his/her own responses on the questionnaires, saving the researcher huge amount of time as compared to the time required to conduct research interview.
- It is cost effective than conducting personal interviews
- Data on a broad range of topics may be collected within a limited time and period.
- The format is standard for all subjects and is independent of the interviewer's mood

- Respondents feel they can remain anonymous and can express themselves in their own words without fear of identification. In view of the study being conducted, some of the respondents might not wish that their colleagues know how they feel about the system of managing the performance of the employees.

3.3.1.2 Mixed method

This study used a mixed research method. According to Bekink (2009:4), this method is an approach to inquiry that combines or associates both qualitative and quantitative forms.

Bekink, (2006:4) simply defined *qualitative research* as referring to the production of descriptions of how and why people do certain things. *Quantitative research* relies upon measurements and uses various scales. Moreover, *ibid* state numbers form a coding system by which different cases and different variables may be compared. Systematic changes in scores are interpreted or given meaning in terms of the actual world that they represent, numbers have the advantage of being exact. The three means exactly the same thing to every person who knows the concept and will mean exactly the same thing in different social, cultural and linguistic contest (Creswell, 2009:4).

The paradigm with phenomenological approach (Inter subjective, narrative) will be utilized in this study since it involves the analysis of the process followed in change management processes in Local Government. Therefore the study will be based on subjectivism epistemology (Lincoln, 1994:2). The study will also use the deductive approach from the existing documents in the municipal archives for the current year in order to describe the current change management processes as based on the guidelines as per the legislation.

According to Lincoln (1994), the confirmability of the data can be established through the retention of raw data such as notes, and other relevant documents for the later inspection and analysis in the process. The quality of the data will be tested using

confirmability, credibility, transferability and dependability in order to establish the validity and reliability.

Transferability will be tested using the existing documentations. It is expected that as the topic has not been researched before in the same environment in the Municipality, the researcher will be basing his opinion on a theoretical view and assumptions on the subject, but this will be prior to the evidence attained through the interview process.

According to Riege (2003:10), researchers and their investigated subjects are linked interactively, with the belief system of the researcher influencing the inquiry, which requires a dialogue between the researcher and subject. The dependability will be enhanced through safeguarding against any bias during the interview process.

3.4. Population sampling

3.4.1 Population

According to Welman (2005:52), “a population is the study object and consists of individuals, groups, organizations, human products, events or the conditions to which they are exposed.” Bless (1995:87) defines a target population as “a set of elements that the researcher focuses upon and to which results obtained by testing the sample should be generalized.” Therefore, it can be said that a target population relates with a research problem and it is where the sample is drawn in order to come up with accurate conclusions about the topic of interest. In this case, the population refers to the total number of political and administrative management and selected officials, which are to provide the researcher with the information required.

There are 50 Party Representatives in the Metro Council. Of the total, five will be selected to represent the population. In an effort to ensure reliability, the researcher will select members of the management team and officials which participated actively in the Buffalo City Metropolitan Municipality change process from being a local municipality. The sampling method used is discussed below.

3.4.2 Sampling Method

According to De Vos (2005:194), “a sample comprises elements of the population considered for actual inclusion in the study, or it can be viewed as a subset of measurement drawn from a population in which we are interested.” A sample is a portion of the total set of objects, events or individuals, which together comprise the subject of our study.

3.5 Data Gathering

A total of 25 questionnaires were distributed to 10 members of the middle management, 5 Councillors sampled from the pool of 50 Party Representative in the Council, 5 top management and 5 respondents from the directorate of corporate services.

To enhance the credibility of the findings, multiple sources were utilized to analyze the data gathered. The available and relevant legislation such as the Municipal Finance Management Act (MFMA), the Municipal Structures Act (MSA) and Municipal Systems Act (MSA) and other available policies ensure effective service delivery at the Local Government level. The findings of the research will be shared with the respondents. This will be for the purpose of testing their reaction to the research findings and the confirmation thereof.

The request for the completion of the questionnaires was forwarded to the identified respondents via email from the knowledge management department of the institution. Accompanying this e-mail request was a formal request letter drafted and signed by the researcher, and the letter from the university confirming that the student was indeed registered for the subject being researched upon.

3.6 Data Analysis

An in-depth description will be provided, emphasizing on contextual factors which cause the leadership to behave in a particular way. According to Lofland *et al* (2006:30), there are six ways of looking for patterns in a particular research, namely

frequencies, magnitude, structures, processes, causes and consequences. The data will be analyzed using this approach.

The approach will be to present the holistic view of the data rather than condensed view. The analysis will seek to describe the picture of “what is” in order to best respond to the objectives of the research. Information will be captured in word format as well as tabulated in a spreadsheet and classified with the corresponding respondents for the purpose of analysis.

3.7. Ethical Considerations

According to Babbie (2008:70), anyone involved in a scientific research need to be aware of the general agreement shared by the researchers about what is proper and improper in the conduct of scientific inquiry.

Therefore the respondents will be assured of their anonymity and confidentiality of the information provided. The respondents of the research will under no circumstances be revealed to anyone. The researcher will assure the respondents during the process that, their identity will always remain anonymous.

3.8 Conclusion

As depicted in the narratives in this chapter, the methodology and the research designs have been outlined including the research instruments that will be utilized. In the next chapter the researcher will detail findings as deduced from gathered data from the respondents and a detailed analysis thereof will be provided.

This study will unearth aspiration and willingness to be capacitated on various areas that would bring about improvement in the quality of life for many who experienced neglect for a number of years by the apartheid government. The next chapter will deal with data presentation, analysis and interpretation.

CHAPTER FOUR: FINDINGS OF THE RESEARCH INTERPRETATIONS AND ANALYSIS

4.1 INTRODUCTION

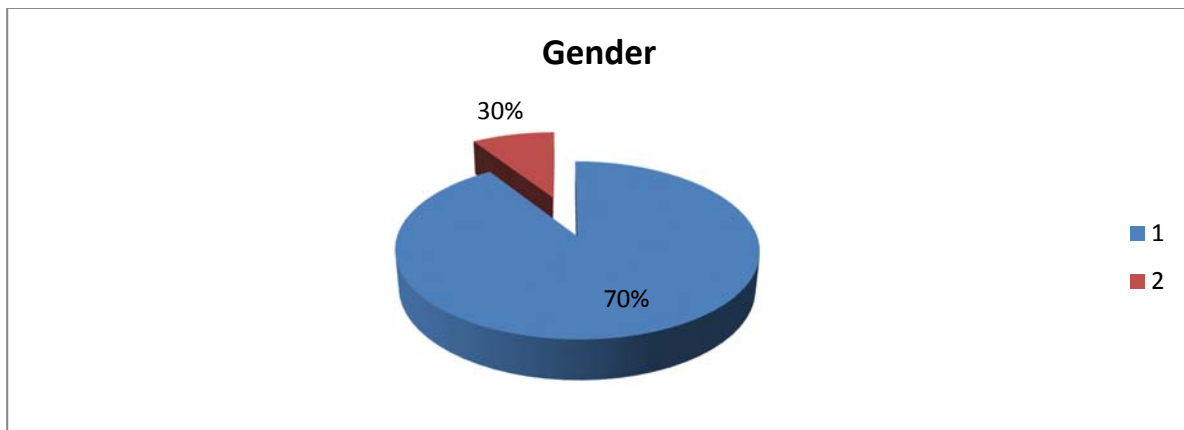
In the previous chapter, the methodology that was employed to collect data, including the methods and tools to analyse the data, are extensively discussed. In this chapter the researcher is aiming to present the findings of the research as well as present an analysis and interpretation of the raw data collected in order to make sense of it. Apart from the data collected and its analysis, this chapter will further provide a practical view of public participation strategies to be used in order to promote public engagement at all levels of the society. It is also the focus of this chapter to assess how Buffalo City Metropolitan Municipality adhered to legal framework of public participation.

According to legislations such as the Municipal Structures and Systems Acts, respectively, governance means working hand in hand with the public when carrying out government activities. This translates into good governance in local government in particular as they are the sphere closest to the people. It is thus evident that decisions taken without public participation in planning processes become questionable and the public cannot rally behind them. This then means that proper planning in the Local Government sphere becomes valid and relevant if the public contributed to those decisions. It is incumbent upon ward committees and ward councillors to mobilise communities to participate in the processes provided by the Municipality such as IDP as well as in the consultative structures, especially for a crucial like the transitional process from a category B to category A Municipality.

4.2 PARTICIPATION OF MEMBERS IN THE PROCESS

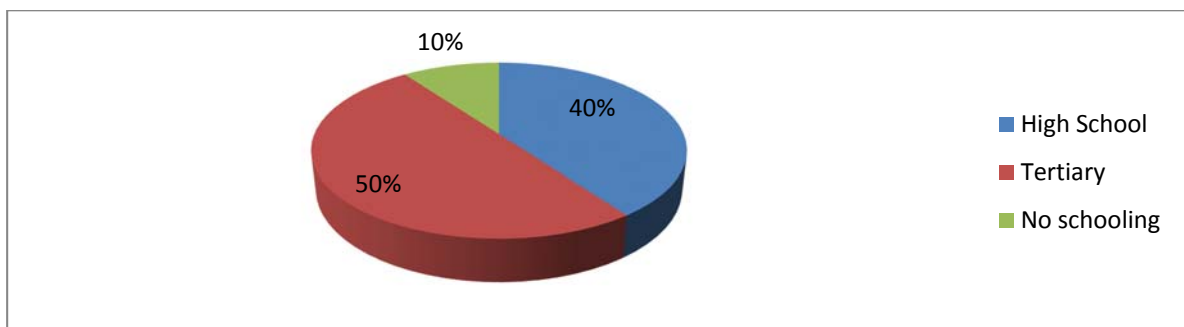
Of the members selected to complete questionnaires, the figures below illustrate the distribution regarding gender, educational levels, age distribution, language preference and marital status.

4.2.1 Gender



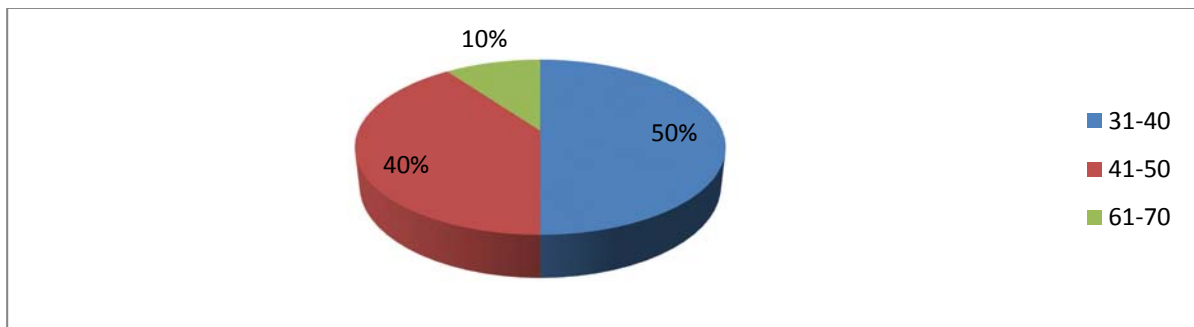
As indicated above, 70% of the respondents selected were females and 30% represents the number of male respondents selected in this study who were part of staff members.

4.2.2 Educational Levels



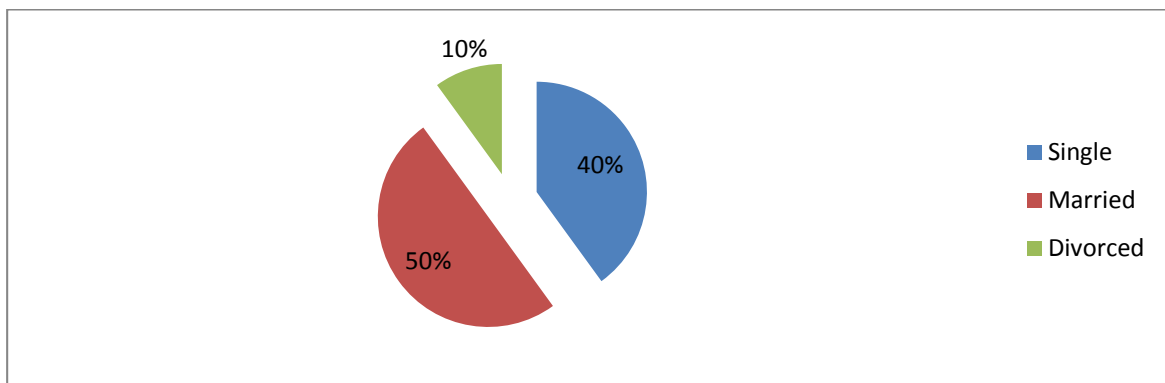
50% of the respondents stated that they have completed their tertiary education levels, whilst 40% had completed only the high school education. Only 10% indicated that they have no schooling background.

4.2.3 Age of the respondents



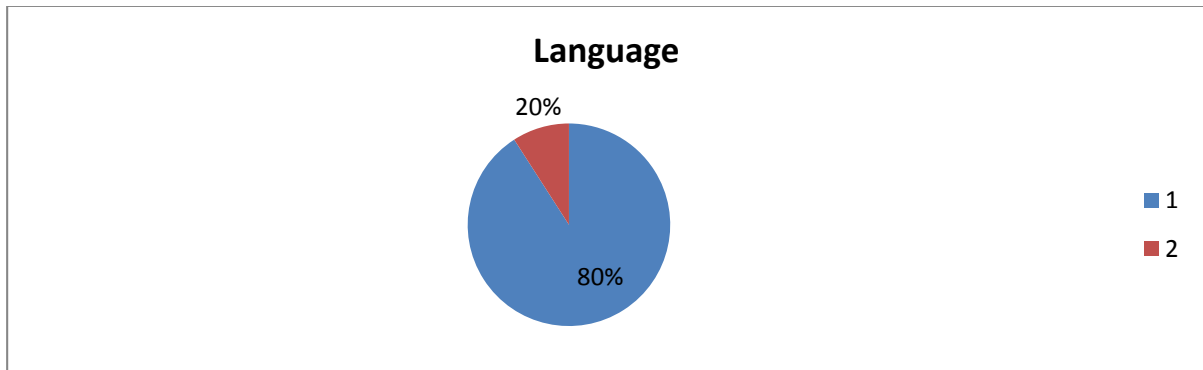
The respondents as selected, all came from a diverse background. 50% ranged between 31 and 40 years old. 40% of the respondents were between 41-50 and 10% between 61 and 70 years of age. This selection represents the diversity of the sampled population.

4.2.4 Marital Status of the respondents



Most importantly as well was to note and acknowledge their marital status accordingly. Only 10% of the respondents who indicated that they were divorced and had no marital commitments. Whilst 50% of the respondents indicated that they are married, 40% of the respondents indicated that they are single.

4.2.5 Home language

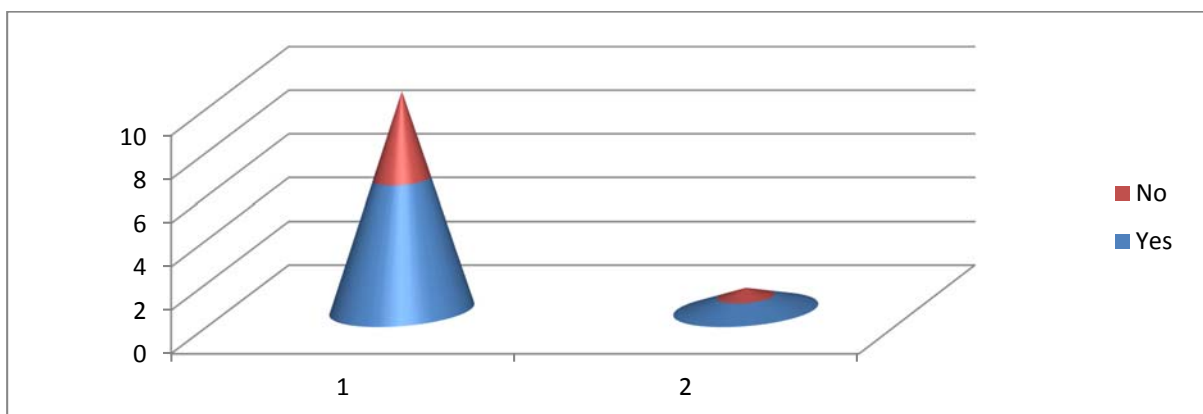


80% of the respondents stated that their home language is Xhosa, whilst the 10% stated that, their communication language is English.

4.3 CHANGE MANAGEMENT PROCESS

The change management programme in the municipality regarding the transition from local municipality to a category A municipality was very interactive and engaging to all stakeholders. During the meetings with the communities, all presentations were prepared in advance—that is, before the meetings could commence. The presentations were however prepared in English by the demarcation board.

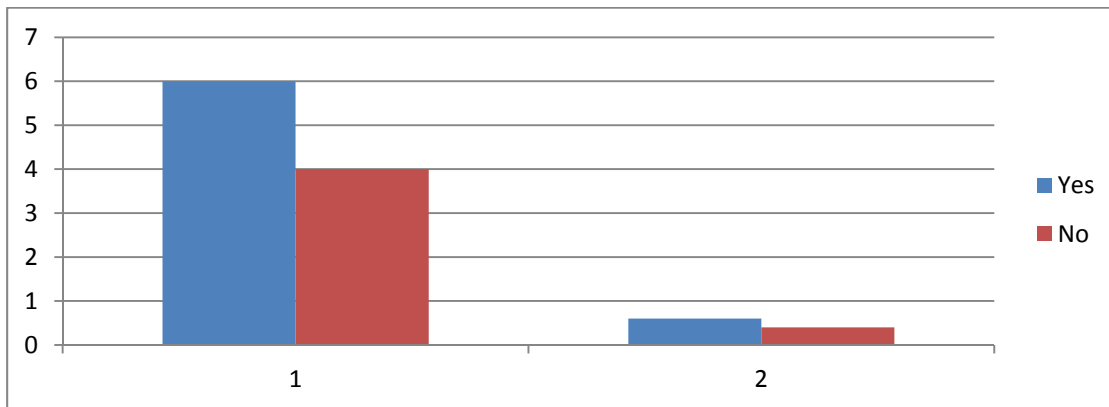
4.3.1 Understanding change management



For the purpose of this research, respondents were asked if they understood their role in the change management programme and its imperative. According to figure 4.3.1,

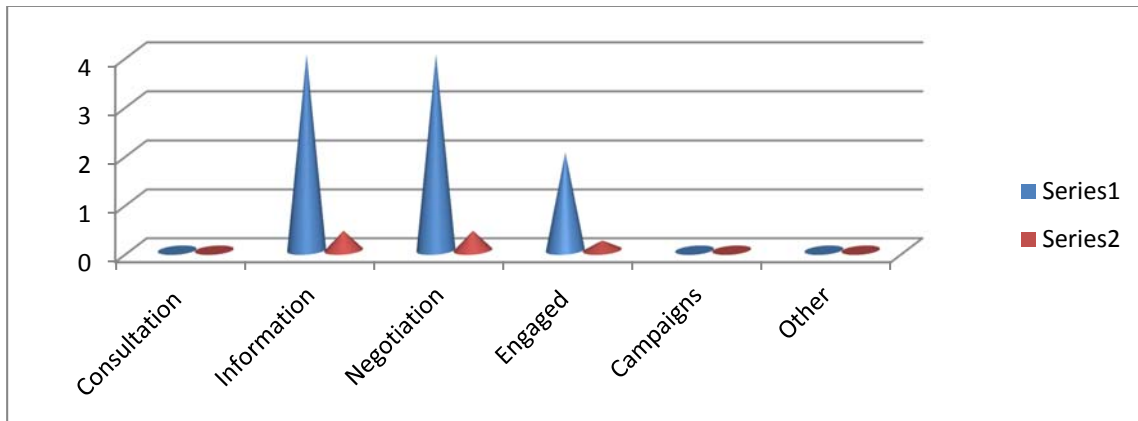
respondents responded by agreeing that they did understand their role, this was represented by 60% of them agreeing that they understood the imperative of change management and its contents. However, 40% of them stated that they did not understand it and its contents very well. This might be due to the reasons that, the presentations were often done by the demarcation board and not the municipality concerned.

4.3.2 Acknowledgement of the process



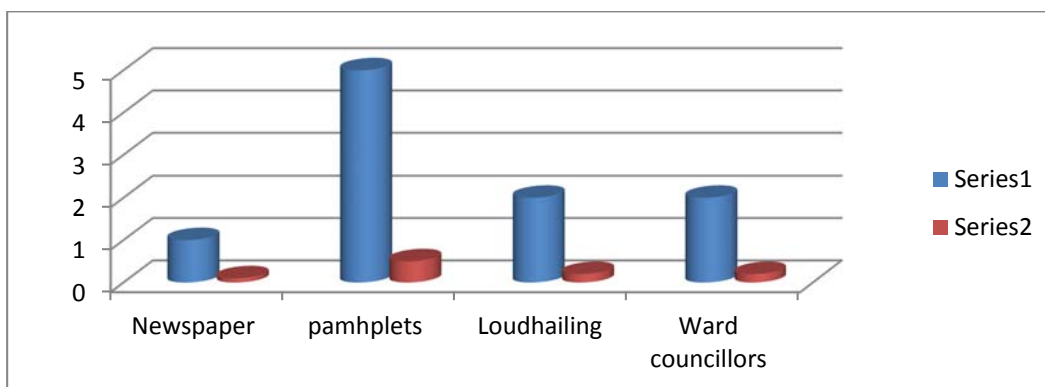
According to the findings of this study, 60% of the staff acknowledged that they knew the role of the change for them and their needs whilst 40% stated that they did not know the role change management played for them and their needs. This means, ward councillors and ward committees needed to play a pivotal role in mobilising communities in order to align their planning with the municipality.

4.3.3 Participative role of the work streams in the transition process



According to the legislation, Municipalities and communities have to be in alignment at all the times with regards to service delivery. As per the findings of this research, 40% of the respondents stated that the change management was merely for information only in the communities and therefore felt there was no role for them to play in the finalization of such document. Another 40% stated that they had a view that the process was merely for negotiation with them as community members. Some 20% felt strongly that they had a role to remain engaged with the Municipality through the process.

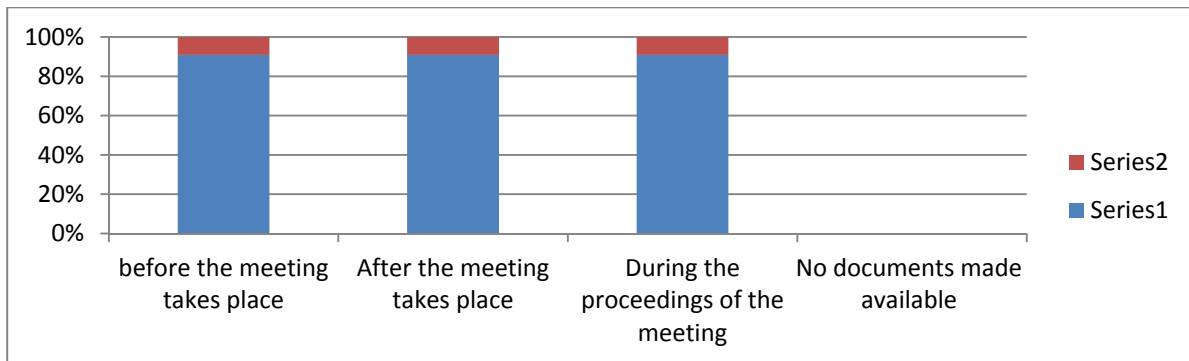
4.3.4 Stakeholder information



One of the purposes of the questionnaire was to ascertain how the municipality informed the staff members of the upcoming change process. Respondents expressed their views differently. 10% stated that they were normally informed through the newspaper adverts; whilst 50% stated that there were pamphlets which always

distributed such information prior to commencement. Another 20% stated that they always hear of the process through loud hailing done by the municipality in or in mass meetings whereas they prefer to be properly advised. The other 20% stated that their ward councillors always informed them.

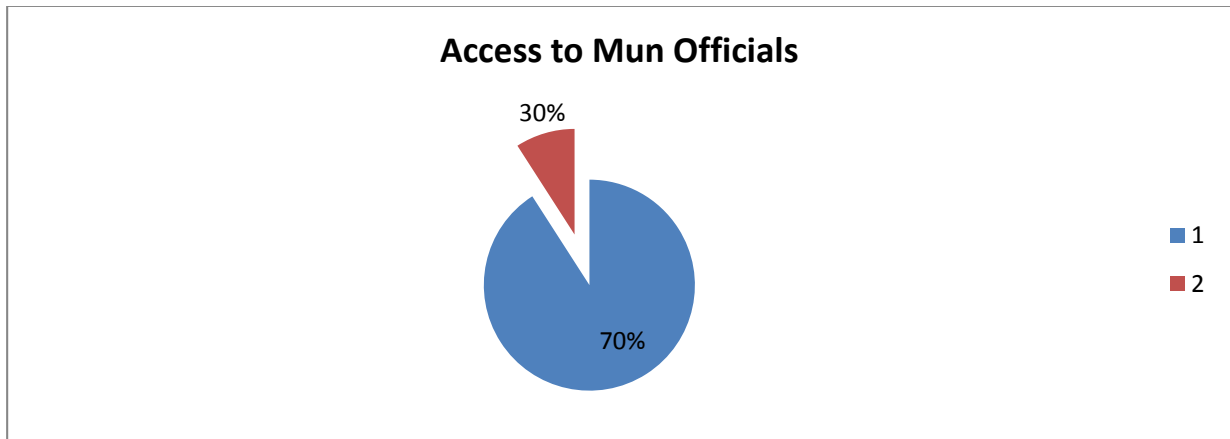
4.3.5 Information discussed at the meetings



All the information to be discussed at the IDP Hearing is very crucial in that communities have to be given an opportunity to go through the information so they can give meaningful participation in this regard.

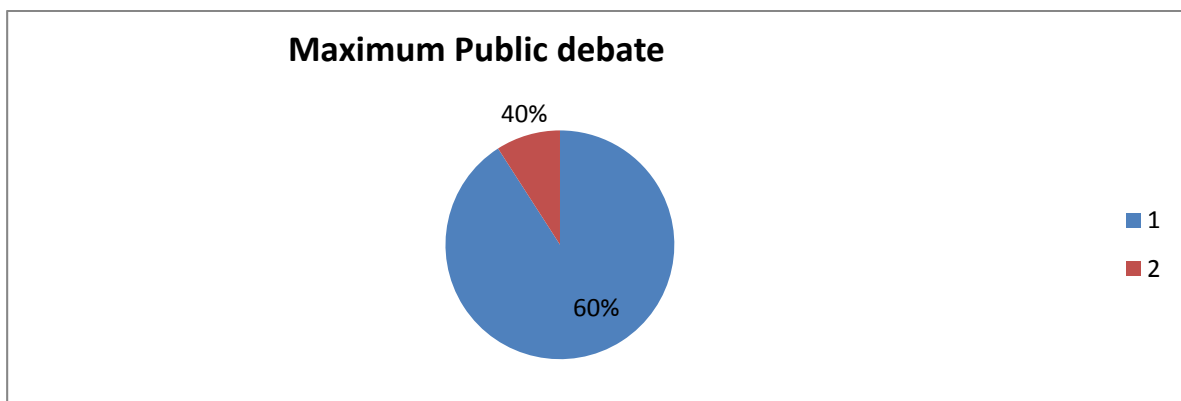
There were mixed views regarding the subject of the information discussed at the IDP Hearings. 20% of the respondents selected stated that they got the information to be discussed before the sessions commenced. Whilst 10% stated that they were only given information after the meeting had already taken place. 70% of the respondents indicated that, they got the information during the IDP Hearing. There was a strong view that, the Municipality would have to ensure that communities had access to such information and documents prior to the meeting in order for them to have meaningful participation.

4.3.6 Access to municipal officials



The question was posed regarding the access to Municipal officials to clarify certain issues should they not get addressed in the meeting. A majority of the respondents indicated that, they did have access to municipal officials regarding their projects. This was represented by 70% of the respondents. 30% of the respondents felt that they did not have such access. The location of municipal offices remained a key focus point as this facilitates easy access for the communities.

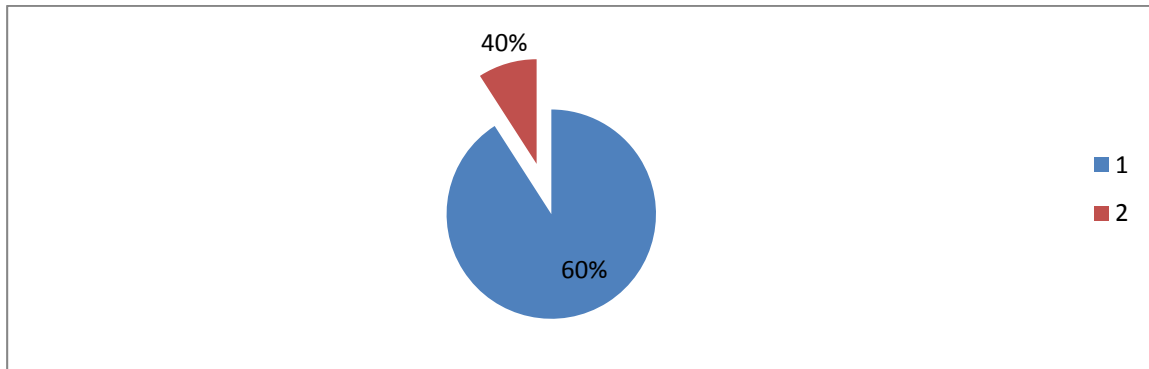
4.3.7 Maximum public debate



The questionnaire was based on the level of debate and questions asked and answered by the relevant authorities during the IDP Hearing. The purpose was to ascertain if there was an opportunity for community members to engage on important issues. 60% of the respondents felt that there is sufficient debate around the important issues during the IDP Hearing. Whilst there was also 40% of the respondents who felt

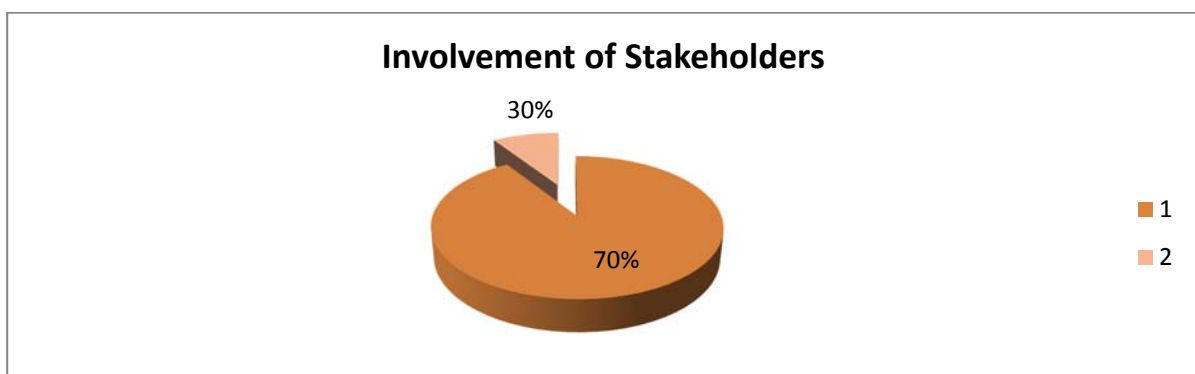
that the debate in the IDP Hearings are not sufficient enough to address the important issues.

4.3.8 Contents of the IDP as a strategic document



Majority of the respondents indicated that the IDP document that gets discussed in the meetings does not reflect their views and priority programmes. They felt that the municipality could improve on the documents they bring upon them. The dissatisfaction was represented by 60% of the respondents while 40% felt that the IDP reflected their respective needs.

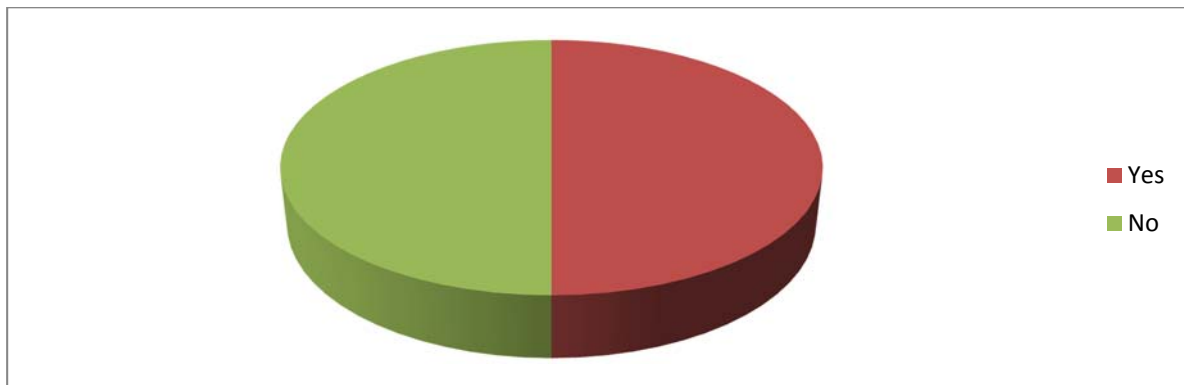
4.3.9 Involvement of stakeholders



In terms of the process going forward, the researcher felt that it was important to assist the municipality in this regard in terms of ensuring that the shortfalls are addressed for the next IDP Hearings. As a result, the respondents were asked if there was a necessity to involve stakeholders in the IDP process to ensure that there was alignment with their needs. 70% of the respondents felt that there was no need

because the municipality did as they felt it was important in prioritising certain issues. 30% of the respondents indicated that, there must be extreme involvement of the residents in the IDP of the municipality in order to ensure sustained developments in the communities they serve.

4.3.10 Participation of citizens



The participation of the citizens in the affairs of the municipality does to certain extent assist in the final budget of the municipality. This view was represented by 50% of the respondents selected. There was another 50% who felt that the Municipal budget was a set figure which they could not influence to be increased or reduced.

4.4 Integration of processes

Referring to the conceptual model, the integration stage is the stage which is focused on monitoring and reviewing the deliverables of change, embedding them into the organisation and learning from the experience of managing the process and using the new deliverables. The key areas of focus are quality and consolidation so that the benefits of change are realised.

The respondents were asked about the current change management processes and experience of managing change in the planning stage related questions. The current approach to change is largely informal and does not include recognisable quality and compliance steps. The respondents were asked about the management of organisational learning currently in place. No formal organisational learning

approaches are currently adopted. The organisation has recently developed a set of values which have been adopted.

4.5 Other change factors

The final questions for the interviewees focused on the elements of the conceptual model concerned with the implications of the strengths and weaknesses in the organisational culture and the demands caused by the pace of change today. The senior management described some issues currently being addressed. Some staff can behave in a confrontational way in times of stress and when management failed to consult as much as they should. The collective decision making processes adopted by the Executive team could be very time consuming and perhaps not conducive to the quick decisions that may be required for the project.

The lack of compliance with process and lack of ownership for issue resolution were felt to be issues which needed to be addressed generally and in support of the project. In general it was felt that there were many good working relationships and that the size of the organisation and single location encouraged good communication and cooperation. A number of interviewees commented that the organisation has a number of people who are keen to learn and develop.

The impact of the pace of change was discussed and there was agreement that the change brought about by the IT systems project would not be the end of the changes the organisation would have to manage. There was an acceptance that a pipeline of systems investment would need to be identified and managed more formally and that this would require skill set and behavioural change.

4.6 Dealing with Resistance

One of the most common ways to overcome resistance to change is to educate people about the actual change beforehand. Communication of ideas helps people see the need for and the logic of a change. The education process can involve one-on-one discussions, presentations to groups, or memos and reports. If the initiators involve the potential resisters in some aspect of the design and implementation of the change, they can often avert resistance. With a participative change effort, the initiators listen to the people the change involves and use their advice.

4.7 Facilitation and Support

Another way that managers can deal with potential resistance to change is by being supportive. This process might include providing training in new skills, or giving employees time off after a demanding period.

4.8 Negotiation and Agreement

In a scenario where someone or some group will clearly lose out in a change, and where that group has considerable power to resist it is imperative that a delicate balance is struck between the goals of management and the collective or group at large. A win-win scenario is ideal, if unachievable, the focus should be on minimising the impact.

Focusing on the individual then is imperative to alleviate any potential resistance to change. Providing employees a clear and consistent message about the course of change and its associated benefits, both individually and for the company coupled with active involvement and participation goes a long way in reshaping the mindset of a would-be change resistor. Providing managerial support from above is also crucial – the delivery of such support, whether it is training or additional vacation time helps garner trust and in turn further motivates the employee.

4.9 Choice of Strategy

In approaching an organisational change situation, managers explicitly or implicitly make strategic choices regarding the speed of the effort, the amount of preplanning, the involvement of others, and the relative emphasis they will give to different approaches. Successful change efforts seem to be those where these choices both are internally consistent and fit some key situational variables. Reorganisation is usually feared, because it means disturbance of the status quo, a threat to people's vested interests in their jobs, and an upset to established ways of doing things. For these reasons, needed reorganisation is often deferred, with a resulting loss in effectiveness and an increase in costs.

According to Kotter (2008:11), "...change initiatives often backfire because managers apply one size fits all approaches. To lead change, tailor strategies to the types of

resistance you'll encounter provide training." Few organisational change efforts tend to be complete failures, but few tend to be entirely successful either. Most efforts encounter problems; they often take longer than expected and desired, they sometimes kill morale, and they often cost a great deal in terms of managerial time or emotional upheaval.

4.10 Making Adjustments

Change management, like any form of management, must allow for revising plans or altering the process in the light of experience. Changes in corporate priority can often lead to revisions to a specific change initiative. The lead time for change management planning is often considerable, and market conditions, competitive pressures, or organisational restructurings can easily intervene before the change is completed, requiring an alteration of scope or direction.

Other similar factors cited are changes in alignment and commitment. Changes must be coordinated across various divisions and units with differing concerns; therefore, maintaining alignment among stakeholders and retaining their commitment to the process throughout the implementation of the change is a regular challenge for change managers. Another group of factors leading to plan adjustments involve availability of resources, time pressures and budgetary constraints.

Their importance speaks to the planning challenges in change management. It is sometimes difficult to forecast the full scope and time demands of a change project and its impact on budget and resources. There appears to be three crucial factors in preparing an organisation for a change process: Planning, Communicating, Active Involvement.

Effective change is a continual process and is challenging from both an operational and results driven approach. Successful change must have the appropriate organisational and social structure, either at the project or program level, within an organisation that will ensure and facilitate ongoing attention to the process of change. Supporting tools, resources and any necessary training must also be accounted for.

4.11 Successful Communications

The vital importance of communication in change management has been repeatedly stressed since the field was first developed. Clarity, continuity and constancy allow communication efforts to be most effective. Communication is a reciprocal process as management must listen as well as talk.

4.12 Engaging Employees

Successful implementation is greatly facilitated when people carrying out the change are engaged in the process and there is buy in to the strategy and tactics. The key focus areas are: acceptance, understanding, willing participation and enthusiasm. In order to fully engage stakeholders, two-way communication is critical in order to hear staff questions, concerns and suggestions as opposed to just top-down dissemination of instructions and information. Attention should also be paid to building motivation and incentives into the change process, such as recognition and rewards programs and links to compensation. Critical to the success of any change initiative are follow-up feedback loops during and after implementation, to evaluate the new processes and modify them if they are not having the intended impact on departments and individuals.

4.13 Overcoming Resistance and Sustaining Change

Follow-through is often the tedious and unglamorous part of change – the hard slog of identifying bottlenecks, flaws, and resistance; finding solutions; revising the plan; and rising to the challenges. External consultants may have come and gone by this time and senior management has turned its attention to other things, but the process is not complete and will not be so without sustained effort.

It is imperative that ownership falls on a certain individual or group to carry out follow through efforts, deriving and quantifying value from a completed change. Successes and any associated failures need to be measured and tracked, as these change initiatives are ultimately about results. “Casualties” of Change, however much management seeks to make the change a win-win situation, some change inevitably results in someone else’s demise.

Some departments may lose staff, responsibility, or budget, or suffer a loss of institutional clout and status. Some may take on new, perhaps less attractive, tasks

and responsibilities. Other units may have to work harder to lose valued perquisites or privileges. Institutional jealousies and rivalries may also come into play. Overcoming organisational resistance requires commitment and engagement from top leadership.

An effective and lasting resolution can only come from the top leadership, the ones that have in mind the best interests of the entire enterprise. Achieving strategic alignment is generally a problem of planning, sponsorship and commitment – the solutions lie in strengthening these areas.

4.14 Measuring Progress

Appropriate assessment of outputs and results is vital to sustain the business case for change and change management. Surveys and scorecards, which can be custom tailored to focus on the features that are more relevant to a given change process or to investigate issues of greatest concern, are the most commonly used metrics. Financial indicators such as revenue, costs and market share, although key financial measures which the market evaluates a company's performance focus on overall performance over a period of time and thus can be influenced by a number of factors that are independent of the change management process.

Therefore, as tools for tracking the course as a change, financial measures are relatively crude. Most of the remaining metrics are more specifically focused on the process of change. On-time completion is an obvious way to track the progress of a change implementation, especially when a project is phased and interim target dates can be set. Quality indicators can be focused on desired outcomes or on components of the change process such as training, communications, and the like. Process tools can be tracked to study implementation, and expectation indicators are customizable to fit local circumstances.

4.15 Achieving a Sustainable Plan

Sustainability in change management depends on a complex dance of strategy and tactics, overall vision, and meticulous attention to detail. It requires foresight and strategic planning. But plans must be revised in light of experience. An effective and sustainable plan not only requires attention to the overall business context (the market and competition) and business goals but also a close focus on the specifics of the process:

- Identifying resistance, redundancies, and inefficiencies and overcoming or eliminating them.
- Ensuring every necessary step in the change process is taken Building and maintaining internal relationships to ensure engagement.

Sustainability demands continuing commitment and support from the top, but it can only be put into effect by the actions of individuals throughout the organisation. Ultimately, sustaining change and bringing it through to success means that it must become institutionalized – a part of regular practice across the organisation. Tracking progress toward that goal consists of tracking a shift in corporate culture.

Achieving success within a change effort hinges upon the interaction and momentum generated via organisational alignment, leadership and external pressures that drive change. The first is Alignment, and is premised on obtaining buy-in across the enterprise as a key component or preparing for change. The ability to work on relationships with associates and secure positive attitudes are essential competencies for implementing change as achieving employee engagement is a recurring theme in successful studies of change management.

Leadership and Organisational Competency is the second foundation. Change leadership is perceived as an important enabler of success, especially when the top leaders are seen as models of desirable behaviours. When management sees change processes as a means to achieving strategic results, it implies that successful change management is an institutional priority and enabler of improved organisational performance. The final foundation is competitive pressures as it creates a sense of

urgency and clarity about the need for change. Ultimately, change for the sake of change is pointless, even counter-productive. Initiating any change requires justification, which is objective and clear to all, making it somewhat easier to make the case for change and bring associates on board.

4.16 Management commitment

All interviewees agreed that top management support is of importance also in the project. Three of the interviewees representing directorates thought that the commitment of the directorates' line and top managers could be better in their respective divisions. It was also noted that in some other divisions the commitment was much better. The fact that the top management of one of the division did not present the project to the engineers of that division is quite descriptive for the lack of commitment from management.

The top managers of one of the locations were said to see only the cost of the project and not what the project is actually aiming at. In those locations the employees are less happy with the project than in other locations. The project personnel on the other hand were mostly content with the support and commitment found in the project. The only thing that was wished for was that there would have been more reactions on how to cope with the delay in the project.

It was noted that it has been evident in the project that the choice of roll-in managers has quite an impact on the user's attitudes towards the new system. Not all roll-in managers have enough authority and influence. Also, there are roll-in managers and key users who's negative attitude have affected the employees' attitudes as well. An interviewee heavily involved in the trainings noted that such trainings were a top or line manager is present in the beginning and takes an active role in creating a positive feeling in the training sessions have been more successful than those were the manager takes a passive and negative stand.

Majority of the respondents mentioned that the established work streams performed a very good thing in the project. It is a team made up by middle management from directorates with the purpose of ensuring that the divisions are ready to take the

system into use. The issues discussed vary from detailed questions about data to other more general issues. It has been noted that the managers get to understand the users better through the internal processes and the managers' support for the project gets concrete and visible. The leader of the process was said to be good at communicating and presenting things and that was appreciated by the employees. It was stated that the team should have been formed directly in the beginning of the project. One problem in the work of the Com-Team has been to find a balance for how detailed issues should be presented and discussed in the team.

4.17 Organisational Change Management Issues

Organisational change management seems to have gotten quite little focus in Local Government project. The planning was said to be good but the realisation was not thought to be especially good and all in all quite random. The answers the interviewees gave on the question of how much effort was put on organisational change management signalled a feeling that the effort had been a bit random and that the concept of organisational change management was not very familiar, nor easily understood.

One thought was that change management got so little attention in this project because the system was thought to induce less change than the expectations from the broader community. As mentioned earlier in the chapter perhaps the biggest mistake related to organisational change management was to fail to see how much the technical change would actually affect the way of working. It was stated that explaining the change and how it will affect the ways of working for the employees was essential. In order to successfully communicate around the change is it necessary to understand the current situation and how the new procedures will differ from those of today. It was also stated that it has to be explained why the new change is introduced. One interviewee thought that all in all it is about creating a positive feeling around the system. Another respondent even noted that it is all about handling people's reaction to the change. Not only the employees should be targets for change management efforts, the attitudes of line managers and managers have to be handled as well. It was also said that some people in the project are much better at handling these kinds of issues than other, i.e. that the success of change management efforts is much dependent on personal qualities. One of the respondents thought that there should

have been more face-to-face communication during the project. Also another employee thought that more effort could have been put on communication. One respondent noted that although it is important with face-to-face communication as part of the change management effort this cannot be realised in a project of this size. There are simply too many employees so it is not possible to meet everyone. Therefore the “human filters” have to be taken into consideration when spreading some messages. Comments from the project team included a statement that all the communication channels were recommended.

One employee representative felt that the part of the training that explains why the change is being introduced is still missing. Another interviewee representing employees thought that the material explaining the whole solution and the whole idea with the change is important and should have been spread earlier. Representatives from the project team also mentioned the importance of getting people to focus on the overall idea behind introducing a change system—that is, to become category A municipality—rather than focusing on every small change that will happen in the working procedures – this was felt to be the case at the moment. Focus is not on the “big picture.”

One interviewee stated that training was the most important element of organisational change management. Also the majority of interviewees highlighted the importance of training if wanting to succeed in the project. At the time of the interviews only the key user had been trained so the employee trainings were only planned and not yet executed. But the existing plans and the persons responsible for training got good feedback from the interviewees representing the directorates and project management. Three interviewees noted that it might have been good to have postponed the very first training sessions in the project because there had been quite some questions that the project personnel had not been ready to answer at that point. The project personnel did at that time not yet have enough knowledge about the system and about the ways or working with the product data. In addition to that the system did not quite work when it was demonstrated.

Therefore, the key users attending the first training did maybe not get the best picture of the training. There was also some doubt about the length of the training. It was

thought that the planned two days long classroom training sessions would not be enough to get the users familiar enough with both the new processes and the application. But a remark to that was that the training is not only given in the classroom session but also through e-learning modules etc.

Another interviewee thought that the training was spread over too long a time-period and wondered if the employees will remember and know how to use the system at go-live. But the reality is that the training arrangements are very much dependent on resources and timetable and it was noted that both of these are quite restrained in the project. As one of the experts commented, implementation will not be postponed just because of the training schedule and hence there is a lot of pressure put on effective execution of the training. Furthermore the original thought was that key users would train the employees but now the key users have stated that they do not know how to use the system well enough and do not want to give the training. One of the interviewees concluded that these risks must at least be acknowledged. Similarly the important role the training plays for project success must be given attention. The training expert who was interviewed also stated that it would be good if the trainers would know more about the users' work to be able to better answer questions and plan the training. It would furthermore have been good if the trainers would have been participating already in the requirements collection.

From the training perspective the overall project delay has been very bad. Since training is the last event in the project it is dependent on everything that happens before that and because of the project delay and other problems the training has had to be re-planned several times. It has also led to a need for special effort on maintaining the knowledge of the key users who got their first training quite some time ago.

During the turnaround project the overall project budget shifted from other technical costs towards prioritizing costs that are related to people and time. This illustrates how also the people-related issues such as training, communication, and thinking about the implications on the ways of working in practice have gotten more attention. As stated before, the project was in the beginning almost only focused on the technical

implementation of the municipality turnaround to ensure uninterrupted service delivery to the people of Buffalo City.

4.18 Conclusion

In this chapter a detailed findings of the research as acquired from the raw data was analysed and explained. This was done for the purpose of giving meaning to the raw data received from the respondents. To this effect the researcher took some time aligning the current status quo to the intention of the project turnaround and the legislative imperativeness. In the next chapter, the researcher will outline the conclusion and bring to the fore the recommendations to the subject of change management in local government for the benefit of the entire sphere of local government.

CHAPTER FIVE: CONCLUSION AND RECOMMENDATIONS

5.1 Introduction

In the previous chapter the researcher outlined the detailed findings of the research and the analysis thereof to make sense of the raw data that was collected from the sampled respondents. It was further proven to be realistic that, while change management is inevitable, the engagement of the employees and the relevant stakeholders was very important to achieve the desired results.

This chapter provides a summary on the change management principle features of the research. The main findings are reviewed as well as the key concepts and theories that were identified in the literature. Additionally, suggestions for management practice are given followed by recommendations for future research.

5.2 Conclusions on the research

The dissertation has pointed out that many researchers emphasise that the reason for failure of new concepts is very often due to poor implementation rather than to the concept itself. The literature review in chapter two has explained that not addressing people related issues like resistance is named in most cases for implementation failure.

Also, some researchers and practitioners in the field of local government emphasise the importance of these issues and remind us on the implications that the redefinition of processes and the need for collaboration might have. Organisational change management that has its roots in the science of psychology aims to gain acceptance for changes by the affected people. The Change Management concepts methods and tools vary. Basic elements however are:

- A vision to align the organisation.
- Communicating why the changes are necessary
- Involving affected people actively in the change process (participation)
- Provide people with the skills to actively support the change process
- Marketing of new approaches
- Institutionalise new approaches to avoid erosion effects.

The discussion has shown that the research results support the key concepts of the literature—that is, the implementation of change management has to be viewed as a change process that impacts organisational culture and processes. Organisational structures, however, do not seem to be impacted. It was also shown that the results gained from the respondents support these views. Although not measurable in numbers, the research results have shown that the impact of utilising Change Management initiatives is viewed as relatively high. Although the impact is viewed that way; a Change Management concept is seldom a strategic element of the implementation plan. Consequently Change Management tools and methods are mainly utilised reactively instead of proactively.

The biggest challenge, however, might be to create awareness at senior management level and to convince senior management to release additional information and support for the Change Management initiative in order to improve the likelihood of a flawless and successful implementation. All change process results in risks and opportunities. A promising implementation approach that combines a relatively high opportunity for changes with a relatively low risk uses selected pilot areas for implementation. The innovative processes have to be transferred to the rest of the organisation. Promotion of the new approaches plays an important role at this point. The success of this approach is furthermore dependent on how well the piloted area can act as a role model.

5.2.1 Planning

The research shows that Buffalo City Metropolitan Municipality has experience of managing a significant planned change, in the form of a major organisational restructure, which was planned and managed by the Municipal Manager with the approval of Council. The interview findings show that the organisation has not specifically considered the appropriate approach to change management relating to the transition from category B to category A municipality and that the emergent change was not managed by any formal processes at that present moment. No specific approach to employee engagement had been developed to support the change management aspects but ad-hoc employee engagement had occurred. The questionnaire findings show that employees did support the Project but there is

evidence of concern about the implications for job roles and ability to do the job with the new systems. Concerns need to be addressed to avoid resistance to change. The questionnaire findings do also indicate some dissatisfaction with the speed of progress and desire to understand the timetable for the phases of implementation.

At present there is no clear accountability or defined process for managing planned or emergent change in the organisation or the associated employee engagement required. The findings from the interviews/research questionnaires indicate that the senior team think the organisation will find it difficult to adopt formal processes and comply with them. The research identifies that the best practice components of the planning stage of change namely, identifying the change approach, employee engagement and planning deliverables and resources are applicable but implementation of a best practice approach is challenging given the experience and capability of resources.

5.2.2 Actioning the change process

The interviews indicated that an agreed approach to stakeholder management has not been developed. The organisation is adopted the use of recognisable project management tools and disciplines to support the project and to facilitate effective working with relevant stakeholders. A suitable and agreed approach to resource planning, resource capability development and stakeholder management has not yet been identified.

The research indicates that the best practice components of the action stage of change, namely management of process and deliverables, leadership and development of resources and managing stakeholders are applicable but may prove challenging to implement due to resource capability and availability.

5.2.3 Integration of change management processes

Referring to the conceptual model the integration stage is the stage which is focused on monitoring and reviewing the deliverables of change, embedding them into the organisation and learning from the experience of managing the process and using the

new deliverables. The key areas of best practice relate to quality and consolidation, so that the benefits of change are realised.

The findings from the interviews in respect of the integration stage, together with the views expressed about the organisational culture (non-compliance, lack of ownership for issue resolution) indicate that this stage of change may be the most challenging for Buffalo City Metropolitan Municipality. The best practice components in the integration stage are applicable to the organisation but the skills and experience available to devise and implement a suitable approach for the organisation are not currently in place.

5.3 Recommendations

The aim of the research is “To make recommendations for the development of best practice in change management local government practice. This section sets out the recommendations which are based on the literature review, conceptual model and findings from the research. The recommendations are structured around the stages of change identified in the conceptual model namely, planning, action and integration.

5.3.1 Planning

Assign responsibility for the development and implementation of a change review approach for all identified change. The process would ensure that explicit decisions can be made to either, support the implementation of the change and assign suitable resources to achieve it or to reject proposed change for specific reasons, which can be communicated to stakeholders.

Recognise the extent to which successful change relies on the engagement of Employees and identify, recruit, empower and support resources to deliver required changes. Expect resistance to change due to the identified cultural issues and proactively develop an approach to manage resistance and deal with uncertainty. Create visibility of timescales and deliverables for the required changes and identify tasks to be completed which can be used to help employees and stakeholders understand the plan and participate in the change activities.

5.3.2 Actioning the change management process

Build on the progress made with regard to the adoption of formal project management disciplines and utilise appropriate management disciplines for all change initiatives. Recruit project management expertise and develop current employees to create a significant uplift in organisational capability.

- Assign responsibility for a change capability review and development of an associated training plan for internal resource.
- Ensure internal resources allocated to change management tasks are adequately supported to develop the skills required, giving priority to the enhancement of management capability and capacity
- Conduct stakeholder management analysis and assign responsibilities appropriately for internal and external stakeholders to members of the municipality, more especially the council committees. .

5.3.3 Integration of the change management process

Develop an approach to the deliverables of change which reviews the deliverables prior to implementation to ensure municipality fit and operational readiness and post implementation to ensure operational effectiveness and most importantly improve service delivery.

5.3.4 Opportunity for future research

The dissertation has shown that there are no definite measurement criteria existing that have common acceptance to evaluate the success of change management implementation. An interesting issue for future research should therefore be the development of a framework to evaluate an implementation in order to benchmark different implementation strategies.

Although the research has shown that organisational culture is viewed as an important factor for implementation success many aspects have not or only partially been addressed and might be interesting for future research. These include the following questions:

- What organisational culture is best supporting change management?

- How do different organisational cultures affect the success of senior management collaboration?
- Empowering of teams in the light of intercultural aspects?

Finally, the aspect of knowledge management seems to be interesting for further research. The interviews have especially highlighted the aspect that change management is also viewed as a tool for managing knowledge in order to keep and globally provide product development know-how. Further research could investigate what factors are important for additionally using a change management system for knowledge management.

The research shows that Buffalo City Metropolitan Municipality have considered external and internal drivers of change and used these to develop a compelling case for change. This has been communicated to and accepted by the Council who had approved significant funding for the project as a result. The case for change is understood to a large extent by employees, who indicate significant support for the systems changes in their questionnaire responses.

The case for change has been developed and communicated in an informal way with no specific accountability for the routine monitoring of change drivers and change related communication. The questionnaire findings show employees appreciate the communication activities undertaken to keep them informed.

5.4 Conclusion

This chapter provides a summary on the principle features of the research. The main findings are reviewed as well as the key concepts and theories that were identified in the literature. Additionally, suggestions for management practice are given, followed by recommendations for future research.

The researcher is confident that upon following the recommended approach of this research, the local government sphere can be assisted in managing the transition from different categories of municipalities in a more professional manner and the way in which service delivery can be improved.

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“ANNEXURE A”

RESEARCH QUESTIONNAIRES

1. Was there a constant and recurrently used system or process that provided information for current state analysis and/or need for change analysis prior to BCMM becoming a Metro?
2. For most of the change process, were people from various organizational levels and roles participants and listened to in analysis through an established manner (such as workshop meetings or interactive briefing sessions)?
3. Were the weak signals followed recurrently by a certain, defined manner such as top management meetings or through some output from systems?
4. Were scenarios created based on analysis of current state of an organization and environment?
5. Was the change project not started until crisis was on?
6. Were strategic changes delivered too late for responding to environmental issues?
7. Was it always part of change planning process and change project initiation to formulate strong and authoritative guiding coalition from among top managers and key stakeholders to promote the change?
8. Was the work of guiding coalition supported in order them to efficiently promote the change?
9. Were the key stakeholders of the process recognized and did they participate?
10. Was the organization formulation process a systematic process?
11. Was objective evaluation of capabilities, skills and experience the basis on the selection of organization members?
12. Were the attitudes in the organization members taken into account?
13. Did resisters participate in the planning at an early phase?
14. Was informal organization taken into account when planning the change?
15. Do HR systems support the creation of a new organization direction?
16. Was HR capacity monitored?
17. Was there an unambiguous, concrete and motivating target for a change created?
18. Was the target state efficiently and clearly communicated to the organization?
19. Were the action plans ambiguous, vague or insufficient?
20. Were there documentations about prior change (e.g. successes and failures and/or strengths and weaknesses) utilised for benchmarking purposes?
21. Were experiences or documentation about prior change projects revised before starting a new change process?
22. Were processes and structures improved in order to support change better?

23. Was there any constant criterion that was the basis for change prioritization?
24. Was organizational structure modified in order to better support the change as often as possible?
25. Was organizational structure modified in order to better support the time after change as often as possible?
26. Did organizational structures and systems sufficiently support, lead, train and reward participation during the change management process?
27. Was there a task rotation used?
28. Was sense of urgency and positive pressuring utilised in the change process?
29. Did the management team highlight the importance of the change by their own behaviour, style and actions?
30. Was managerial supervision assured somehow in the change management process?
31. Was a communication plan prepared for the change process?
32. Was change communications based only on making announcements?
33. Was participation used as a communication vehicle?
34. Are dialogue and other interactive channels and methods used in the change process?
35. Can change communications be said to be transparent in your organization?
36. Was the effectiveness of change communication monitored (e.g. through surveys)?
37. Are messages repeated in the change process?
38. Was there change communications directed to stakeholders as well?
39. Was change resistance recognized and monitored recurrently?
40. Was change resistance management recognized as a very important aspect in the change process?
41. Was participation utilized as a part of change resistance management?
42. Was empowerment utilized as a part of change resistance management?

ANNEXURE "B"

10 JULY 2015

The City Manager
Buffalo City Metropolitan Municipality
East London
South Africa

Dear Sir:

PERMISSION TO CONDUCT RESEARCH WITH MUNICIPAL OFFICIALS

I am a registered student at the University of Fort Hare doing the Masters in Public Administration, As a requirements of the degree, I am expected to conduct a research on a proposed subject. My proposed research topic is as follows" **Change Management in Local Government. A case study of Buffalo City Metropolitan Municipality**. This research is supervised by Professor Ijeoma from the Fort Hare University.

Ethical issues will be strictly adhered to, for example, the aim of the research, focus on topic, matters concerning confidentiality, secrecy and respondents will not be mentioned by names on the research report. Data will be collected through questionnaires and is strictly based on the research topic.

Your kind assistance in granting me permission will be highly appreciated.

MR A KWAKWENI

SUPPORTED/NOT SUPPORTED

MR A FANI
CITY MANAGER: BUFFALO CITY METROPOLITAN MUNICIPALITY