Mapping public sector reforms through thematic networks: A case of computerized driving licensing authority, Khyber Pakhtunkhwa

Muhammad Nauman Habib
City University of Science and Information Technology, Peshawar, Pakistan
Waseef Jamal
Institute of Management Sciences, Peshawar, Pakistan
Humera Manzoor
Kohat University of Science and Technology, Kohat, Pakistan

Abstract

The purpose of this study was to understand organizational change initiated in the public sector of Pakistan. This study investigated the case of reform initiative of Computerized driving licensing authority (CDLA) of Khyber Pakhtunkhwa Traffic Police (KPTP). Keeping in view the research questions, an in-depth study was conducted through the interpretivist research philosophy. Thirty semi-structured interviews were conducted from the top, middle and lower management (including permanent staff and project staff). Moreover, the secondary source of information was also used. For data analysis purpose, thematic networking technique was adopted as it helps in summarizing the whole set of information and also in presenting the codes in a simplified manner. Findings of the study show that change was planned and implemented in isolation from the internal stakeholders. Neither planned nor emergent change approach was adopted. New Public Management (NPM) features were evident, however, they were not planned properly. Moreover, the reasons for change, types and approach to change, causes of resistance to change, issues in implementation, the outcome of organizational change, and the role of technocrats were also identified. This study contributes theoretically by adding into the body of knowledge from the developing country perspective as well as by studying change in an autocratic system of police.

Keywords: Organizational change, public sector reforms, thematic networks, new public management, qualitative methodology.

Over the past two decades, the public sector has been facing problems that are rooted through changes in an economic system, ideological perspective, and institutional changes. Governments are blamed for inefficient and costly processes. Furthermore, they are also accused of non-reliability and accountability issues. These issues are global and are faced by both developed and developing countries (Alonso, Clifton, & Diaz-Fuentes, 2015). According to Hope (2001) the future of Public Administration lies in reforming and adopting the changes. Researchers, (such as Habib & Wazir, 2012; Habib & Jamal, 2013; Hope, 2001; Laegreid & Christensen, 2013) argue to bring efficiency and effectiveness in public sector through a radical transformation. Further, the pressure from public is mounting due to delay in services that are characterized since the outdated systems and practices are causing issues of scarcity of resources (HR, financial and infrastructure), customer-oriented approach, traditional administration approaches etc., moreover, several studies reported lack of motivated staff, political interference in appointments, HR not being aware of technological advancements, and lack of will to perform at every level are causing damage to the agenda of reforms (Sarker, 2005; Siddiquee, 2006;2007; Zaheer, Mushtaq, & Ishaq, 2008).

Worst conditions are reported in the police and related autocratic agencies. Due to the nature of work and rigid organizational structure, reforms are considered as near to impossible (Fleming & Lafferty, 2000; Jacobs, van Witteloostuijn, & Christe-Zeyse, 2013). Despite the barriers (e.g. corruption and misuse of power) government across the world are taking considerable steps to develop their institutions (Jacobs et al., 2013; Henry, 1994; McLaughlin & Murji, 1997). Over the past two decades, there has been an increase in reform initiatives. These reforms are mostly technology-driven, using scientific and managerial practices. The development of New Public Management (NPM) concept has abetted public sector reforms (PSR), yet, the remains of a bureaucratic structure in developing and underdeveloped world are hindering the success ratio of PSR through NPM. Although, there is an increasing trend of adopting private sector's managerial practices and applying them into the public sector. These initiatives however, are not productive in

autocratic organizations and specifically in the less developed world. Therefore, every NPM driven reform requires a different pattern that is supported by the organizational culture and nature of an organization (Fleming & Lafferty, 2000). It can be inferred that; every organization is a unique case and sheer replication/adaptation of one successful case cannot be replicated into the other organization. Particularly in the tall bureaucratic structures and autocratic organization (i.e. police).

In recent years, several radical reforms have been introduced in Pakistan. As per the provincial website, 126 reforms initiatives are implemented, 107 on-going reforms and 137 reforms are reported as under implementation (PMRU, 2017). In total, 370 reforms are initiated by the provincial government. Several studies have explored in the public sector of Pakistan in several organizations, such as; education sector Kronstadt (2004) water resource and management Wambia (2000), public banks Zaheer et al. (2008), police and law enforcement agencies (Abbas, 2009), land records by Gazdar (2009), Higher Education in Pakistan (Osama, Najam, Kassim-Lakha, Gilani, and King (2009), taxation (Ahmad, 2010). These studies are mainly descriptive and prescriptive in nature as they concentrate on how change should be implemented in public organizations. Some empirical the research in this regard address the employee perspectives only (Habib and Wazir, 2012) and do not provide a holistic view of the change process. Hence, we know less about the processual view of change and how it is managed over time in the specific context of police department in Pakistan, which this study aims to address. Furthermore, the essence of change has to be studied in-depth to understand the nature, causes, response of change and the way change has been initiated and implemented. Hence, this study aims to address the research gap by evaluating the change process and by providing a complete overview of organizational change in police departments. This study answers the following research questions:

1.   What are the causes of organizational change?
2.   How change was initiated and implemented?
3.   What was the response of employees towards organizational change?
4.   What were the expected outcomes?
5.   What is the situation of the organization after change implementation?

This paper is structured as follows: the first section provides a literature review followed by the methodology. The next section presents the findings and finally, the paper closes with discussion and conclusion.

Literature Review

The term reform is having many synonyms like making an adjustment to something, improve, alter, rebuild and change etc. however, in public sector, any change initiatives or improvement program or rectification of any problem and improvement has always been referred to as public sector reforms. Whereas, on the contrary, any such initiatives in the private sector has always been tagged as a change, a change process or an organizational change. The term 'reform' is often associated with the public sector. Kuipers et al. (2014) suggest that the concept of change is often considered to be broader than reforms. Similarly, the pioneers of public management argued that reform is different from improvement, modernization, and transformation (Pollitt & bouckaert, 2004). Some researchers argue that change in the public sector (i.e. PSR) and change in the private sector to be two different facets (e.g. Fernandez & Rainey, 2006) whereas others believe that change in the public and in the private sector involve identical change process (e.g. Robertson and Seneviratne (1995; Klarner, Probst, & Soparnot, 2008). Public Sector Reforms (PSR) are referred to changes adopted in the public sector which can be rooted in Weber's bureaucracy and public administration, public management, New Public Management (NPM) and e-governance. The major transformation has been evident after introduction of the concept of NPM (Hood, 1991; Hughes, 2012). NPM is based on several theories e.g. public-choice, principal-agent and mainly influenced by the theories of managerialism. Thus, it can be inferred that change process that is multifaceted and a multi-level phenomenon and is similar to the change in the private sector (Karp & Helgo, 2008). Hence, the (re)conceptualization of PSR as a change process will help to create a better understanding of the PSR. Further, most of the literature on organizational change and change management has been from the private sector and in the US/Anglo-centric countries (Van der Voet, Groeneveld, & Kuipers, 2014). However, despite the differences between the notions of public management and change management scholars, there seems to be agreement about the levels of reforms and order of change (i.e. sub-system, organization and sector change) (Kuipers et al., 2014).

Research shows that public sector organisations are complex due to the engagement of various stakeholders; hence, organizational change is not as simple as in the private sector (Robertson & Seneviratne, 1995). Public organizations are governed through different mechanisms that involve political influence and are characterized by bureaucratic structure and culture

(Fernandez & Rainey, 2006). However, NPM is reshaping the public organisations from the traditional Weber's bureaucracy towards a more market-driven approach. This has resulted into a gradual shift from the concept of public administration towards public management, which aims to make public sector more efficient, effective and citizen-centred (Van der Voet et al., 2014). Thus, the introduction of NPM has made public sector organisations more similar to the private sector (Hood, 1991, (Wise, 2002) Caldwell, 2009.). Also, research shows that the development of NPM as a tool for PSR in the public sector has significantly improved the services offered by public organizations but NPM has been mainly developed and adopted by developed countries (Wise, 2002). The developing countries have been following the same reform pattern but they are seldom aware of the real essence of the NPM (Manning, 2001).

In developing countries, the challenges involved in introducing and implementing reforms are different from developed countries. They lack a skilled workforce, resources, institutions and autonomy to develop and implement reforms in public organizations. Fleming and Lafferty (2000) studied the adaptation of managerial practices in Australia with a focus on two state's case studies. Reforms in the police department have been studied from criminal justice perspective (Wells, 2006), accountability and sustainability issues (Walker, 2012), officer's attitude and community policing (Lumb and Breazeale (2002) and in relation to work environment Jacob et al (2013). Yet, there are limited evidences of studying reforms in the police department with respect to the planning and implementation or organizational change. Organizational change has been studied under the macro-level (i.e. country-wise) and lacks contextual research. Pettigrew, Woodman, and Cameron (2001) suggest that a scholar shall focus on the background, content, process as well as the outcomes of change while studying the change process. The nature of organizational change has different perspectives (Higgs & Rowland, 2005) and it varies on the basis of its implementation (radical or incremental).

Research Methodology

The qualitative research approach has been used in this study because of its suitability to the research questions since the aim has been to understand individual interpretations. "Qualitative research is an approach for exploring and understanding the meaning individuals or groups ascribe to a social or human problem" (Creswell, 2013: 03). Qualitative research is exploratory in nature that involves an emergent design. (Creswell, 2012).

As a first process, access was negotiated to conduct this research in the traffic police department that involved several complications. The first author faced the issue of "Red-Tape". Dunn and Miller (2007). Keeping in view the ethical guideline of research and particularly the qualitative approach, the researchers first gained access to the management of CDLA at KPTP. After a detailed discussion and briefing on the nature of research, a formal request was sent to take permission to conduct interviews with the management and employees. Participants information sheets, consent forms, venue and dates of interview, the confidentiality of the information and other relevant details were discussed and finalized.

This organization was suitable to study the change process as a change had already been implemented and was considered to be successful. The selection of CLDA was based on its uniqueness as it was a part of traffic police which is different organization as compared to other service providers. The autocratic nature of police as a law enforcing agency holds unique characteristics which are not studied previously. Moreover, the organizational change in CDLA is considered one of the pioneer reform initiative in the province. Similarly, it has undergone through all stages of change, therefore, it was an ideal case to study.

Sampling and Sampling Technique

The sample was selected on the basis of relevance to the study. For this purpose, a purposive sampling technique was adopted. In this type of sampling, also called judgmental sampling, the participants are knowingly selected on the basis of the qualities possessed by the participants (Etikan, Musa, & Alkassim, 2016). This includes the research participants who are well informed about the phenomenon under study as well as being able to communicate the experiences and idea efficiently and without hesitation (Tongco, 2007). Heterogeneous methodology under the purposive sampling technique was adopted for choosing the sample. The participants were chosen by virtue of their similar life experience of the change process, however, individuals who experienced the change process and the ones who were the part of bringing organizational change were included to get a comparative view of the whole phenomenon.

The participants were divided into 3 groups to get an overview of the experiences from all the aspects of the change process. The participants were initially selected on the basis of their ranks, that is, top management, middle management and lower staff, as the rank of an individual

may affect the way they react to anything. Further to this step, the employees of project, Traffic Police and Transport department were radically added to the sample. The project management team were new to the already existing KPTP; therefore, they might have approached the situations in different ways. However, the involvement of the transport department as the later part of the change process is also signified as a separate group and therefore needed to be the part of the study. The third step involved the inclusion of employees who left or were transferred to the other departments and the ones who stayed as part of the whole change process from the start. The sample also included the participants of different ages to get a general view and in order to have different inputs on the basis of understandings. In total, thirty participants were interviewed using a semi-structured in-depth interview method. According to Fusch and Ness (2015) accurate size of the sample has enormous effects on the content and authentication of the conclusions (content validity). The "one-size-fit-for-all" (p. 1409) is considered erroneous specifically in the qualitative approach. Therefore, determination of saturation point is never fixed for similar studies and varies from study to study due to different factors. According to Mack, Woodsong, MacQueen, Guest, and Namey (2005) an ideal size and method for the revelation of 90-95 percent of the authentic data are 20-30 in-depth interviews. The sample size of the present study is thirty (30) which is ideal sample size for detailed identification of data. Respondents summary/details are mentioned in the table below;

Table 1. *Respondents demographics*

S#	Code	Role	Age Group	Job Status
1-14	PMI/PME	Project implementation	25-42	Contractual, Project based
15-26	KPTPM/E	Admin/Management	32-48	Regular employees of KPTP
27-28	KPTD	Management	30-35	Regular employees of Transport Department
29-30	DoST	Project/IT	28-34	Contractual

Data Processing and Analysis

Data collected through semi-structured interviews and from studying the official documents were used for analysis purposes. Interviews were based on the lived experiences of the participants. Those experiences were shared and the stories were collected (Creswell, 2013). Interviews were transcribed and rechecked for confirmation purpose. The processes of memo writing started after transcribing. Saldana (2015) believes that analytic memos are the process of moving from the data collection stage to the data analysis phase. Reading the transcripts again and again for several times is an important step (Birchall, 2014). After reading the transcripts, it will help in retrieving meaningful information. The extracted information is noted in the forms of memos. Charmaz and Belgrave (2007) takes memos as an intermediate step between coding and report writing. Narratives can have several turning points in the stories of every individual participant; therefore, it is important to conduct analytic memos before starting coding process so that all individual experiences about a specific situation can be made more meaningful and sequenced (Creswell, 2013). The process of data collection and analysis starts from the first interview. After the first interview transcription and memos, the preliminary categories are identified for data analysis (Charmaz, 2008; Saldana, 2015). This process continues and categories are refined and more refined after every interview until the saturation point is reached (Fusch & Ness, 2015).

Thematic Networks; An Analysis Tool

This study adopts (Attride-Stirling (2001)) thematic network technique for analyzing qualitative research. In presenting thematic analysis, this tool can be helpful and provides further support in presenting the findings in a network shape which is easy to understand. By using thematic networks, the data can be presented systematically and gives a brief idea of how themes are interlinked and related. Within this method, there are three layers of themes extracted from the data; basic themes, organizing themes and global themes. This helps in mapping the whole phenomenon into one web, where the global theme exhibits the characteristics of super-ordinate and serves as a final tenet to sum the whole analysis. Organizing themes are middle-order themes that link basic themes and global themes. The role of organizing themes is to cluster and summarize related basic themes and club them into a common phenomenon. Whereas, the basic themes are the lowest order themes extracted from data. Based on the components described under thematic network, this chapter provides a diagrammatic web of basic themes clubbed into organizing themes leading to a global theme. Donert (2009) recommended the use of thematic networking approach to reporting complex organizational change activities. Moreover, Nowell, Norris, White, and Moules (2017) argued that change is a complex process. Therefore, it requires a

comprehensive and in-depth study to report change (planning, implementation and evaluation stages). Thematic networking is one of the most trustworthy data analysis technique for presenting a comprehensive and clear picture (ibid).

Findings and Analysis

Basic, organizing and global themes

During the reading, rereading and extracting themes from the transcripts of interviews, the basic themes were leading to organizing themes as shown in figure 1.

Reasons for Change

Organizational change is mostly initiated as planned change, therefore, there are always reasons for the change. In the organization under study, there were several reasons due to which transformation took place. Information extracted from semi-structured in-depth interviews provided the basic themes that led to the organizing theme of reasons for the change. The basic themes included; self-interest, vested interest, the decline in revenue, standardization, red-tapism, the introduction of one window operations, external pressure, and problems with a manual system. These reasons led the driving license issuance authority to bring desirable change in an organization.

Types of change

There are various types of changes in an organization; for example, strategy, culture, people, process, and system etc. Data identified that there were three main types of changes i.e. System, process and people. Change in organization system was the main objective of reforms whereas, change in process was necessary to accommodate change in the system. Moreover, people-oriented change was also observed as a part of the implementation to assure the success of organizational change.

Approach to change

The public sector is a complex structure and there are several steps involved in bringing desirable change. This organizing theme was extracted from the basic themes carrying information about the approach adopted by public sector in KP. Initially, the reforms were launched as a project. After the approval of the project proposal, data collection and information gathering about the manual system was carried out. Upon gaining access to all the information, the next step was to design a software (based on the steps involved in the manual system). Once the software was designed and the processes were mapped, in another step, a pilot testing took place at one of the districts where only one process (learner permit) was run on a trial. At the time of pilot testing, in parallel, the manual system and processes were also operating. Results of the pilot test were positive and the software was running without any major issue. The process was smooth and after satisfactory outcomes, manual system and processes were stopped in Peshawar district and computerized one window operations were launched as direct approach and the manual/ old process was stopped.

Stakeholders involved in the change process

Involvement of internal and external stakeholders in any change process is very important. Information provided by the respondents reveals that the provincial government, directorate of information technology, top management of KP traffic police and some private firms were also involved during the change process. However, most of the internal stakeholders were not involved in this initiative.

Change outcomes

Every reform initiative has expected outcomes and so does the computerization of driving licensing in KP. The outcomes associated with this transformation including; Citizen's ease and facilitation, to bring efficiency, improve the process flow, effectiveness, increase revenue, bring transparency, introduce audit and trial system for bringing accountability mechanism, and to design work as per area of specialization.

Response to change

Human resource experiences change differently. Their response towards change can be positive, negative or no response (neutral). The information extracted from interviews revealed that there were differences in response from employees working at different organizational levels. For instance, lower-level employees were not accepting change and their response was negative which led to resistance to change. At the middle level, the response was mix and had a neutral response. Whereas, top management was in favour of transformation and were positive towards organizational change.

Constraints in implementation

Major issues and constraints in any change initiative are raised during the implementation stage. During the change process, resistance to change, limited resources,

software bugs issues, readiness to change, lack of planning, lack of cooperation, demoralizing behaviour of lower-level employees, delaying tactics, and skilled workforce issues were commonly reported by the respondents.

Causes of resistance

Whenever there is change, there will be resistance. Resistance to change from the lower level staff was reported in this case as well. On investigation, the causes of resistance were found. Data showed that project team members were outsiders and they were not accepted and therefore, they were not welcomed to do activity in KPTP. The factor of uncertainty was also one of the major reasons for resistance, especially from clerical staff. Moreover, the lack of knowledge of computer technology was also one of the major reasons for resistance. Other factors included status-quo, fear of an increase in workload, fear of unknown, fear of losing power and authority, vested interest, lack of information about change initiative, lack of involvement, typical public sector employee's mentality, lack of two-way communication, lack of learning attitude, and uncertainty due to radical change.

Overcoming resistance to change

Management is required to overcome resistance as soon as possible. Resistance serves as a major threat to the success of the organizational change. Thus, the management of KPTP started creating change awareness and readiness. Moreover, they adopted HRD approaches which included; mentoring, coaching, on-the-job training, guidance, and roleplays. On the other hand, those employees who were unable to learn and work in the new system were transferred and replaced by new hired skilled and specialized employees.

Success factors

Every organizational change/ reform initiative has its own critical success factors. Data extracted provided the success factors, including; top management support as a key to success, vision and will of top management, devoted and dedicated effort of the project team, top-down approach by the top management, forced and imposed change, and the autocratic nature of law enforcing agency helped in successful implementation of change.

New Public Management Characteristics

The public sector has been transformed from public administration towards the public management approach. In public management, characteristics are adapted from the private sector's managerial practices. Several NPM characteristics were evident in this reform initiative as well. For example use of IT, separation of provision & production, strategic management, management flexibility, financial efficiency, user charges, decentralization, and customer concept.

Discussion and Conclusion

This study presents a holistic view of the change process in one of the highly autocratic and bureaucratic organizations, that is, the traffic police department in Pakistan. In this organization, change was implemented to overcome the issues associated with the manual system. While doing so, the expertise of technocrats was utilized which led to the lack of involvement of internal stakeholders and ultimately into resistance to change that was subtle i.e. lack of cooperation, work delays, no confidence in the project team, destroying the instruments and lobbying against the digitalization. Here, change was enforced that ultimately led to the delay in response and increased barriers during the implementation stage. However, the commitment and vision of top management helped a lot in achieving desirable results.

Oyaya and Rifkin (2003) have found that process-oriented reforms are more sustainable and able to achieve objectives of government rather than outcome-based reforms. To reinvent the old and outdated operations, governments are transforming their processes with the help of information technology as done in the traffic police. Nevertheless, organizational change is a very risky and complicated process (Jacobs et al., 2013). Therefore, the planning stage shall be dealt with immense care as Brakman, Garretsen, Van Marrewijk and Van Witteloostuijn (2013) claims 30% failure is due to lack of proper planning. However, organizational change in KPTP was not planned properly because internal stakeholders were not involved in the planning process nor did the need assessment took place. Neither employees nor management was aware of this change until change agents arrived at the implementation stage. Therefore, there were issues when the team entered into the transition phase (movement).

Initially, change was implemented using a parallel approach where at the same time both old (manual) operations, as well as computerized operations, were taking place and later on the radical change took place. However, radical change was not initiated simultaneously. Transformation of the process and system was planned phase-wise (one district at a time). Van der Voet et al. (2014) found that organizational change in the public sector is more likely to be radical and it starts with a change in values of public sector organizations. This research also found similar

evidence that change was brought in the values. The focus (in terms of values) shifted towards improving the process to bring efficiency so that citizens (customers) can get quality of services with international standards. The objective of reforms in CDLA was to provide ease and support to citizens, bring efficiency, innovation, effectiveness, increase in revenue, bringing transparency and accountability, and introduction of audit and trial system. Isett et al. (2013) reported similar objectives of public management approach in New York's health sector. (Noblet et al. (2006); Oyaya and Rifkin (2003); Samaratunge et al. (2008); Sarker (2005) reported similar reform efforts in the public-sector organizations.

Van der Voet et al. (2014) emphasize on more participating approach rather than top-down approach in change implementation, however, in CDLA, it was forced and top-down approach. Similarly, two-way communication is crucial for the successful implementation of organizational change (Allen et al., 2007). Being forced change in KPTP's reforms in CDLA, it was one-way communication. This organization is a part of law enforcing agency has always remained an order and obey the system, therefore, the same one-way communication (top-down) was followed during change implementation.

During change implementation, every respondent appreciated the positive and supportive role of leadership (top management). Top management support, their vision and will remained key to success. Bakari et al. (2017) believe that leadership plays an important role in the success of change implementation. The role of top management in any type of reforms is crucial to achieve change objectives and outcomes (Hughes, 2016; Sminia & Van Nistelrooij, 2006; Vigoda-Gadot & Beeri, 2012).

Kuipers et al. (2014) found that system and process-oriented changes are most common in public sector organizational change efforts across the globe. Providing services under one roof (one-window operations) has been one of the major reasons for a change in public sector organizations and it was among the causes of change in CDLA of KPTP. This study also found that public sector employees were also the reason for organizational change. However, literature has very limited support to this finding as the published literature is overloaded with publications focused on process and system-oriented change (Kuipers et al., 2014). Employees (other than top management) were not involved in the organizational change process at CDLA. ADP was planned by externals and it was enforced on internal employees which led to resistance to change. The change would have been easier if internal stakeholders were involved in the process. Lines (2004) stressed on involving employees during change planning and implementation as they are well aware of the culture and process. Moreover, the involvement of employees in change will provide support in managing change effectively (Park & Lunt, 2017).

Human resource remained the missing and ignored link during reform initiative at CDLA. Rather than investing in the existing HR, management preferred to replace them with the new employee with the right skill set. Technology-driven change often results in such issue where an existing skilled workforce become unskilled and organization has to replace them (Bresnahan, Brynjolfsson, & Hitt, 2002). However, if the management put honest efforts, there are good chances that the existing workforce can be trained and retained (Edwards & Sohal, 2003). Research findings showed that lack of human resource development (HRD) and human resource management (HRM) strategies led to the situation where employee reached to the status-quo and did not accept change. Jacobs (2013) recognized these limitations as a cause for reforms in human capital strategy in the USA. Lack of training policy, workforce development policy, lack of funding in HRD, inadequate employee engagement, and lack of trust were the issues found in the USA's public sector. Similar issues were reported in this research where the focus remained of process and systems rather than on HRM or HRD.

It should also be noted that response to the NPM driving reforms varies from country to country (Turner, 2002). Every country has selected specific attributes and did not initiate reforms to the full extent (Mongkol, 2011). Reforms in CDLA are although market-driven reforms with the aim of socio-economic development, however, they do not fulfil the requirements of NPM driven reforms. Such conditions of countries are stated as unfamiliar with the menu (Turner, 2002). NPM driven reforms are not completely initiated in developing countries because of the presence of bureaucracy and its structure (McCourt, 2013). Manning (2001) predicted the lack of theoretical aspects of NPM in the public sector of developing countries. In the case of CDLA, the absence of theoretical perspective and lack of awareness regarding change was evident. This justifies the claim of literature.

This study also concludes that the approach to organizational change was different as the change was initiated outside without input from internal stakeholders. The change was treated as a project and once the project started delivering, there was a conflict of ownership between two of the provincial agencies over the authority. Moreover, the approach adopted to bring reforms was

parallel at the beginning (i.e. incremental) and later transformed into a radical approach. Moreover, change was not fulfilling any theoretical principles, steps, process or procedure. The characteristics of NPM were confusing and not practised properly, which indicates the lack of knowledge of the phenomenon. Similarly, the CSFs were different and the only commonality was top management support, leadership will and commitment. Although the change was a successful change, there were several components, factors, steps and principles of organizational change that were not evident in this initiative. Change is a complex process and it needs to be dealt with care and with the support of internal and external stakeholders. This research shows inconsistency with theory and practices from developed and under-developing countries. Findings of this study showed limitations and issues in planning as well as implementation stages of organizational change.

Research Contributions

First, this study contributes theoretically by (re)conceptualising public sector reforms as a change process that generates several experiences in the specific context of traffic police in an underdeveloped country. Unlike previous research, this study accommodates the viewpoints of the change initiators, change implementers and the employees who have experienced the change. This provides a multidimensional view of the change process in a provincial government organisation of traffic police department. This study highlights that change was neither planned nor emergent as the required steps were not initiated of any of the two types of organizational change. Secondly, this study investigated change from an employee's perspective while the previous studies remained focused on process-oriented change. Also, this study includes the experiences of the change initiators and change implementers along with the employees to understand the way it was planned and implemented. Third, previously, literature reported use of either planned or emergent change in PSR initiatives, however, in CDLA there was no evidence of either approach. This study identified a mix of approach which is a unique case in itself. There is a need to involve OD practitioners with the knowledge and experience of NPM and are aware of the transformation process in public sector organizations. Forth, this research identified that organizational change was planned in isolation from the organization of implementation. This is a significant contribution that the internal stakeholders were not aware of the organizational change until the project team (under ADP) approached top management for the implementation. Fifth, this study identified that the involvement of external and technocrats led to conflicting situations during the planning and implementation phases. It was found that external OD practitioners and agents are not welcomed into autocratic organizations. The sixth contribution of this study is regarding the lack of planning in public sector organizations. Moreover, lack of resources, lack of HR practices, lack of support, lack of commitment to change, lack of communication and many other factors were the part of findings that prevails in the public-sector organization. Moreover, this research found that technocrats might be area experts, but they may not necessarily be experts in change implementation, particularly in the autocratic and public sector organization.
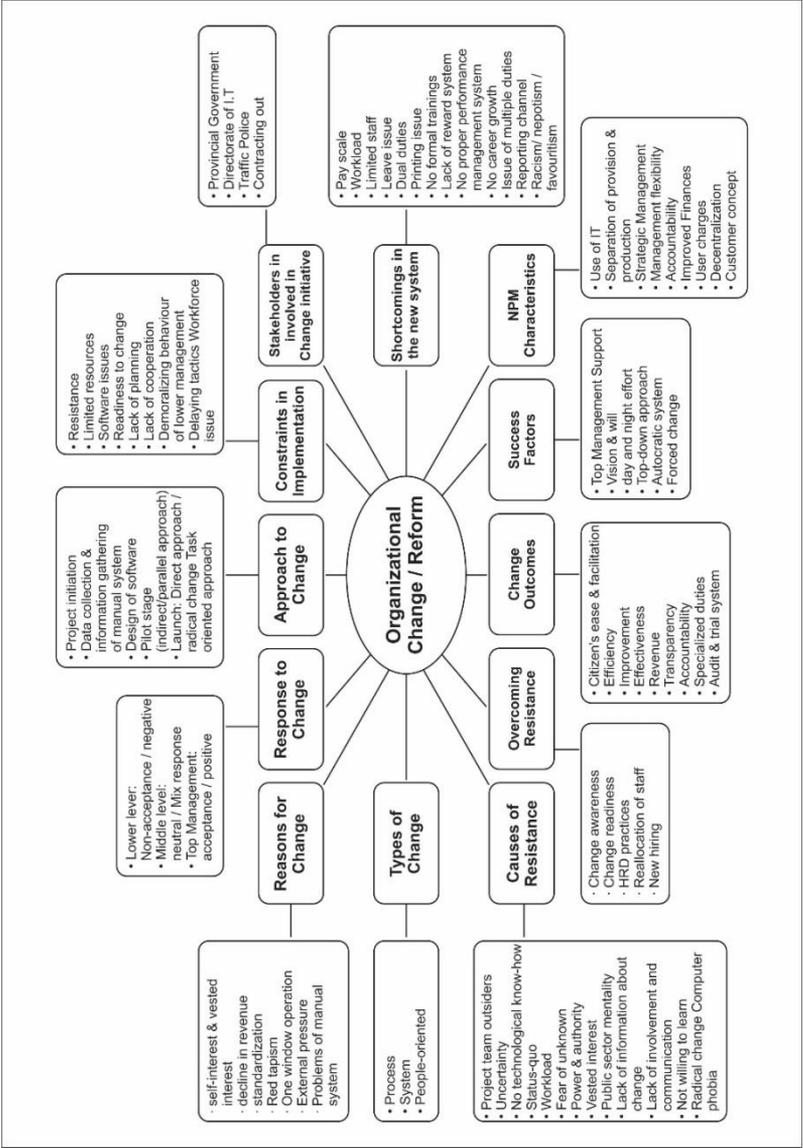
Organizational Change / Reform

Reasons for Change
- self-interest & vested interest
- decline in revenue
- standardization
- Red tapism
- One window operation
- External pressure
- Problems of manual system

Response to Change
- Lower lever: Non-acceptance / negative
- Middle level: neutral / Mix response
- Top Management: acceptance / positive

Approach to Change
- Project initiation
- Data collection & information gathering of manual system
- Design of software
- Pilot stage
- Launch: Direct approach (indirect/parallel approach) / radical change Task oriented approach

Constraints in Implementation
- Resistance
- Limited resources
- Software issues
- Readiness to change
- Lack of planning
- Lack of cooperation
- Demoralizing behaviour of lower management
- Delaying tactics Workforce issue

Stakeholders in involved in Change initiative
- Provincial Government
- Directorate of I.T
- Traffic Police
- Contracting out

Shortcomings in the new system
- Pay scale
- Workload
- Limited staff
- Leave issue
- Dual duties
- Printing issue
- No formal trainings
- Lack of reward system
- No proper performance management system
- No career growth
- Issue of multiple duties
- Reporting channel
- Racism/ nepotism / favouritism

NPM Characteristics
- Use of IT
- Separation of provision & production
- Strategic Management
- Management flexibility
- Accountability
- Improved Finances
- User charges
- Decentralization
- Customer concept

Success Factors
- Top Management Support
- Vision & will
- day and night effort
- Top-down approach
- Autocratic system
- Forced change

Change Outcomes
- Citizen's ease & facilitation
- Efficiency
- Improvement
- Effectiveness
- Revenue
- Transparency
- Accountability
- Specialized duties
- Audit & trial system

Overcoming Resistance
- Change awareness
- Change readiness
- HRD practices
- Reallocation of staff
- New hiring

Causes of Resistance
- Project team outsiders
- Uncertainty
- No technological know-how
- Status-quo
- Workload
- Fear of unknown
- Power & authority
- Vested interest
- Public sector mentality
- Lack of information about change
- Lack of involvement and communication
- Not willing to learn
- Radical change Computer phobia

Types of Change
- Process
- System
- People-oriented

Figure 1: Thematic Network

References

Abbas, H. (2009). Police & law enforcement reform in Pakistan: Crucial for counterinsurgency and counterterrorism success (Vol. 16). Michigan: Institute for Social Policy and Understanding.

Ahmad, S., Majeed, Z. u., Wahid, U., & Khan, M. A. (2010). A Review of Resource Mobilization Efforts of Federal Board of Revenue. *FBR Quarterly Review, 10*(3), 1-32.

Attride-Stirling, J. (2001). Thematic networks: an analytic tool for qualitative research. *Qualitative research, 1*(3), 385-405.

Birchall, J. (2014). Qualitative inquiry as a method to extract personal narratives: Approach to research into organizational climate change mitigation. *The Qualitative Report, 19*(38), 1.

Charmaz, K. (2008). Constructionism and the grounded theory method. *Handbook of constructionist research, 1*, 397-412.

Charmaz, K., & Belgrave, L. L. (2007). *Grounded theory*: Wiley Online Library.

Creswell, J. W. (2012). *Qualitative inquiry and research design: Choosing among five approaches*: Sage publications.

Creswell, J. W. (2013). *Research design: Qualitative, quantitative, and mixed methods approaches*: Sage publications.

Etikan, I., Musa, S. A., & Alkassim, R. S. (2016). Comparison of convenience sampling and purposive sampling. *American Journal of Theoretical and Applied Statistics, 5*(1), 1-4.

Fernandez, S., & Rainey, H. G. (2006). Managing successful organizational change in the public sector. *Public administration review, 66*(2), 168-176.

Fusch, P. I., & Ness, L. R. (2015). Are we there yet? Data saturation in qualitative research. *The Qualitative Report, 20*(9), 1408.

Gazdar, H. (2009). The fourth round, and why they fight on: An essay on the history of land and reform in Pakistan. Karachi: Collective for Social Science Research

Hood, C. (1991). A public management for all seasons? *Public administration, 69*(1), 3-19.

Hughes, O. E. (2012). *Public management and administration: An introduction*: Macmillan International Higher Education.

Karp, T., & Helgo, T. I. (2008). From change management to change leadership: Embracing chaotic change in public service organizations. *Journal of Change Management, 8*(1), 85-96.

Kickert, W. J. (2014). Specificity of change management in public organizations: Conditions for successful organizational change in Dutch ministerial departments. *The American Review of Public Administration, 44*(6), 693-717.

Klarner, P., Probst, G., & Soparnot, R. (2008). Organizational change capacity in public services: The case of the World Health Organization. *Journal of Change Management, 8*(1), 57-72.

Kronstadt, K. A. (2004). Education reform in Pakistan *Congressional Research Service* (pp. 1-7). Washington DC: Library of Congress

Mack, N., Woodsong, C., MacQueen, K. M., Guest, G., & Namey, E. (2005). Qualitative research methods: a data collectors field guide.

Manning, N. (2001). The legacy of the New Public Management in developing countries. *International Review of Administrative Sciences, 67*(2), 297-312.

Osama, A., Najam, A., Kassim-Lakha, S., Gilani, S. Z., & King, C. (2009). Pakistan's reform experiment. *Nature, 461*(7260), 38-39.

Pettigrew, A. M., Woodman, R. W., & Cameron, K. S. (2001). Studying organizational change and development: Challenges for future research. *Academy of management journal, 44*(4), 697-713.

PMRU. (2017). Provincial Department Reforms Implementation Monitoring Framework. *Khyber Pakhtunkhwa Provincial Departments Reforms Implementation and Performance Monitoring Framework.* Retrieved 13th February, 2017, from http://pmru.gkp.pk/reforms/

Pollitt, C., & Bouckaert, G. (2004). *Public management reform: A comparative analysis*: Oxford University Press, USA.

Robertson, P. J., & Seneviratne, S. J. (1995). Outcomes of planned organizational change in the public sector: A meta-analytic comparison to the private sector. *Public administration review*, 547-558.

Saldaña, J. (2015). *The coding manual for qualitative researchers*: Sage.

Tongco, M. D. C. (2007). Purposive sampling as a tool for informant selection. *Ethnobotany Research and Applications, 5*, 147-158.

Van der Voet, J., Groeneveld, S., & Kuipers, B. S. (2014). Talking the talk or walking the walk? The leadership of planned and emergent change in a public organization. *Journal of Change Management, 14*(2), 171-191.

Wambia, J. M. (2000). The political economy of water resources institutional reform in Pakistan. In A. Dinar (Ed.), *The Political Economy of Water Pricing Reforms* (pp. 359-380). New York: The World Bank.

Wise, L. R. (2002). Public management reform: Competing drivers of change. *Public administration review, 62*(5), 556-567.

Annexure-I: Mechanism for Data Collection and Access to the Respondents

A mechanism of conducting research was structured. The agreement was made on the following point;

- Participant's information sheet will be sent to the concerned person.
- Consent of participant to partake will be sent and signed by the participant.
- Interview's date, time, and venue will be decided with mutual understanding.
- Interviews will take place as scheduled and will be recorded.
- Confidentiality of the interviewee will be ensured by the researcher at any cost.
- The information collected in this process will be only used for research purpose.
- No harm will be done to the participant by keeping their names and biodata confidential.
- In case of directly quoting from the interview, pseudonyms or dummy numbers will be used.

Annexure-II: Interview Protocol

The process of data collection and analysis starts from the first interview. After the first interview transcription and memos, the preliminary categories are identified for data analysis. This process continues and categories are refined and more refined after every interview until the saturation point is reached. Transcription process was carefully conducted so that the possibility of omission of critical information is minimized. Thus, notes taking after every interview was important. The information extracted after each interview was characterized properly which helped in analysis. Example of interview protocol is produced in the matrix below.

Interview Protocol Matrix

	Background Information	RQ1: What is the situation of the organization after change implementation?	RQ2: What were the expected outcomes?	RQ3: What was the response of employees towards OC?	RQ4: How change was initiated and implemented?	RQ5: What are the causes of OC?
A brief introduction about yourself?	X					
Since how long you are associated with this organization?	X					
Please share your experience in this organization	X		X			

Have you been part of the manual operations? (probe: your experience, now and then?)	X	X		X		
Was it necessary to change the process? (probe: manual to digital to one window?)			X			X
How was change initiated?			X		X	
When did you hear about the change? (probe: your first response, situation, expectations….)				X	X	
(probe: reaction of employees? What does it meant to you? What kind of discussion was among employees)			X	X		X
Which system was better for operations? Digital or manual? (probe: why? Share your experience, the positives & negatives)		X		X		X
Any conflicts? Concerns showed by employees? Any story to narrate				X		
What sort of changes have you experienced?				X		
What was the approach of top management to ensure			X	X	X	

successful implementation? (probe: how were your concerns removed? What was your level of involvement?)						
How did you adjust? What support was provided by the management?			X	X		
Any training provided?				X	X	
What is your opinion of the new system? (probe: commitment, is it perfect? Any suggestions?)		X				X