

EXPLORING THE PROCESS OF ORGANIZATIONAL CHANGE IN DRIVING LICENSING AUTHORITY; A CASE STUDY

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ABSTRACT

Organizational change is taking place at a rapid pace in developing countries. It has been realized by the governments that there is a strong need for effective, efficient and citizen-centered services delivery in public sector organizations. In order to do so, the technological advancements are required to improve service quality and to ensure accountability. Therefore, automation and process-oriented changes are vital for that purpose. A driving licensing authority, operating under Khyber Pakhtunkhwa Traffic Police (KPTP) is one of the autocratic organization that issues driving licenses of all types to the citizens of this province. In 2005, the provincial government initiated a project of automating the process of issuance of driving license with the support of Directorate of information technology. The project team was hired (comprising of technocrats) to initiate the project. This was a unique case where law enforcing agency along with bureaucracy and technocrats worked together on one project. Computerized Driving Licensing Authority (CDLA) case serves as one of the pioneer case and one of its kind which is considered as a landmark case in the history of KP. To explore the process of organizational change in CDLA, a qualitative research was conducted where data was collected from 30 respondents working/worked at various management levels during the change phases. Data collected through semi-structured in-depth interviews and official documents were used to build a case for investigation. This study provides comprehensive insight into the organizational change in CDLA and the evaluation of study are presented in detail.

Key Words: Organizational Change, Public Sector Reforms, Qualitative Research, Traffic Police, Case Study

INTRODUCTION

Law enforcing agencies and particularly police department has an autocratic style of management and administration. In such organizations, change is considered riskier as compared to other services providing departments/organizations of the public sector (Jacobs, van Witteloostuijn & Christe-Zeyse, 2013). The rigid nature of police, culture and autocratic nature of this department make reforms difficult to initiate (Fleming & Lafferty, 2000). Corruption and misconduct are reported to be two of the major factors that government wants to eliminate through new managerial reforms and accountability mechanism (Henry, 1994; Jacobs et al., 2013; McLaughlin & Murji, 1997). However, it is important to note that the reforms mechanism adopted from the private sector has different implications because public sector in developing world is still governed under the bureaucratic structure. Similarly, the nature of work and culture of police services are different from other public-sector organizations as well as from the private sector. Despite the effectiveness and adaptation of

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New Public Management (NPM) in other public sector organizations, there is no proven effectiveness of NPM in Police organizations, thus, it may not be implemented and transposed in the same pattern (Ashby, Irving & Longley, 2007; Fleming & Lafferty, 2000). Thus, the private sector's managerial practices are not precisely applicable to the police department. The major differences in the culture and value system of police department contradict managerial practices of new public management, hence, the practical limitations affect the outcome of organizational change and reform initiatives in the police department.

Police as a law enforcing agency in Pakistan has insufficient numbers and resources, institutional disconnect, political challenges, lack of modernization and corruption, lack of counterterrorism capacity and interinstitutional complexities, poor analytical capacity, ineffective strategy, the ineffective criminal justice system, and lack of professionalism (Abbas, 2009). Lack of efficiency, legitimacy, and integrity are also reported by researchers as a challenge faced by police in Pakistan (Jackson, Asif, Bradford, & Zakira-Zakar, 2014). Thus, stressed that police being a service delivery organization require reforms with a focus on institutionalization, functional autonomy, control, and accountability. While doing so, Dutch police were introduced with the concept of having a board of governors where all key stakeholders were part of the board (Wagenaar & Soeparman, 2004). Moreover, reliance on the latest technology has been an ideal solution to the issues faced by the police departments (Sanders & Sheptycki, 2017) An interesting development has been the involvement of technocrats in the law enforcing agencies and that too in the presence of bureaucracy. Modernization of police services has been evolving for years and has gained importance in developed as well as developing world (Brown & Brudney, 2003; Garicano & Heaton, 2010; Nunn, 2001). Technological advancement, use of IT, modernization, citizen orientation etc. are all intended to improve police services, bring accountability, efficiency, and effectiveness (Sanders, Weston, & Schott, 2015; Tong, 2017).

Organization development is a complex process (Burke & Noumair, 2015). Particularly in public sector, it is very difficult to implement organizational change successfully and to bring desired reforms (Isett, Glied, Sparer, & Brown, 2013). Kickert argued that organizational change in the public sector is different from the private sector (as discussed in literature review). However, regardless of the differences, government's interest in reforming public sector organizations has increased (Pollitt & Bouckaert, 2004). While showed concern regarding the lack of organizational level change initiative's researches in public management literature. Similarly, another shortcoming in the literature of public management is the lack of studies from the perspective of change implementation (Tummers, Stejin, & Bekkers, 2012). Moreover, the lack of research from the Asian context in general and a handful studies from the developing countries has left the gap in understanding how organizational change is brought in this part of the world (Kuipers et al., 2014). Hence, it was imperative to conduct an in-depth study on the case where change has been successfully implemented in the public sector of developing country so that the change initiation, implementation, and success can be studied. This research question provides an answer to the underlying question in detail.

In Pakistan, besides police, there are several other services provided by police department including the issuance of the driving license. In 2007, the driving licensing authority of Khyber Pakhtunkhwa (KP) has initiated the modernization and automation with the support of technocrats. This was the first initiative of its kind in KP and Pakistan's police agencies. Moreover, for the first time in decades, a

department of police was handed over to technocrats for intervention in the autocratic police services to initiate reforms through automation and modernization. Therefore, this reform initiative's features required exploration. In order to understand the organizational change in KP's driving licensing authority, this research focus on following research questions;

1. How was organizational change initiated in driving licensing authority of KP?
2. What was the process of organizational change in driving licensing authority of KP?

THE CASE OF DRIVING LICENSING AUTHORITY

In Pakistan, every province and capital have their own driving licenses issuing authorities. The issue driving license for every type of vehicle's driving license including; motorcycle, motorcar, jeep, light transport vehicle (LTV), heavy transport vehicle (HTV), an international driving license in accordance with motor vehicles rules (MRV), 1969 of motor vehicles ordinance (MRO), 1965 notified under notification No. T-9/225-65, dated 1st September 1969. According to this legal document, the issuing authority shall be superintendent of Police (SP) or any gazette police officer nominated by him or additional SP of a division of the district. Whereas, in district Peshawar, Khyber Pakhtunkhwa (KP) the licensing authority rests with Assistant Inspector General (AIG) of police. In accordance to the legal document, every province and federal capital constituted a department or sub-department under the MRV. In KP, the driving licensing authority has been set up under the Traffic Police in each district and provincial capital.

Services provided by this department include; issuance of learner's permit, conduct driving test, conduct medical fitness test of the applicant, issue driving license, renewal of a driving license, license conversion, and issuance of the international license.

Since the beginning, the process was manual and lengthy. Application form, photographs, attestation, fee deposit in a designated bank branch and submission of all documents in the office of traffic police in the district or a provincial capital. Then the citizen has to receive a medical certificate from the doctor in the hospital located in police lines. After completing these requirements, service seeker returns to the office of traffic police and submit the form along with all required documents. The traffic clerk receives the information and records them into register manually and Motor Licensing Authority (MLA) after verification issues a manual driving license. This was a very time consuming and lengthy process with chances of many errors and issues associated with a record as well. Similarly, there was lack of efficiency and complaints from clients. Moreover, there were many limitations of the current system. The issue of record, application, and reporting were also evident. Issues related to Human Resource (HR) and cards issuance were found by the government. Thus, the government decided to re-engineer the whole process and introduce a standardized, IT-based one window operations for the issuance of driving licenses.

In 2005, Directorate of Science and Technology (DOST) developed PC-1 (Planning Commission-I) for a project under annual development project (ADP) to develop driving license management system and digitalize the whole process (computerization of driving licensing), ADP No: 836-30836. This project was approved with initial funding of Rs. 22.7 million which was later increased to Rs. 68 Million. This ADP was sponsored by the department of science technology and information technology, executed by Directorate of information technology whereas the operations were approved towards directorate of transport/ traffic police. the objectives of this project were to provide better services to citizens, efficiency, smooth the whole process and bring transparency (PC-I).

furthermore, the ADP aimed to link all districts under one system so that fake licenses can be controlled and renewal can be made possible from anyplace, and to improve the revenue generation. A project team was sent to traffic police officials for this purpose. The initial project team comprised of management information system (MIS) manager, network administrator, and database administrator (DBA). The approved project team under this scheme also included 48 computer operators and in total 54 project team members.

By 2011, all 24 districts of KP was computerized and the manual system was replaced by the IT-based digital system. One window operation has been set up and functioned effectively and efficiently with the objective to provide ease to the citizens.

As per the decision of provincial government cabinet dated 11th August 2004, all transport related function shall be shifted to transport department. However, despite the decision of cabinet, computerization of driving licensing project was initiated at traffic police offices in each district. Hence, as per the decision of KP government, it was supposed to be a function of transport department whereas the issuing authority as per MRV was of traffic police. Keeping in view the feedback from all stakeholders of the provincial government, it was decided to revisit the decision and devise a plan of action. In September 2008 transport department was established as per rule of business (1985), the government of KP. Since 2004, the interdepartmental conflict between transport and traffic department started to increase and it reached the peak over the years. ADP continued till 2012 and the project ended in traffic police the same year. Several times there has been amendments in MRV and rule of business but the conflict between these two departments was never-ending. Additionally, cases in the high court, justifications of legal forums, provincial level, secretary level and at top level continued but no resolution over the authority of issuance of driving licenses.

In 2012, a meeting was conducted for the transfer of motor driving licensing authority from traffic police to transport department. However, DIG traffic police strongly opposed this idea with logical arguments. Thus, there was disagreement and hence decided that DIG traffic and director transport will prepare a roadmap for that purpose. Moreover, it was also decided to transfer ADP project to transport department with an extension for next two years. Home and tribal affairs department issued a letter to the concerns (reference No. SO (police)/HD/1-6/2012) on July 17th, 2012 with instructions for handing over all project assets and resourced generated under the project. Another letter (No. DIR/TPT/BDU/CDL/1734-38) was issued with directives to extend ADP and transfer it to transport department. Therefore, the ADP project along the project staff moved to transport department. Regardless of the transaction, traffic police continued issuing driving licenses and at the same time, the transport department started issuing all types of driving licensing by using the same software and same system. The project staff moved to the transport department and traffic police announced regular vacancies in their own department for CDLA (computerized driving licensing authority). The regular staff replaced project team. 24 MLA, 1 DBA, 18 senior clerks, 33 junior clerks and 76 constable computer operators took charge of CDLA and were working throughout the province. Thus, the organizational structure was revised to adjust hierarchy of CDLA staff and connect them to the traffic police.

By the time project moved to another department, the driving licensing authority was well established and self-sufficient, therefore, without any financial constraints, they continued operations. At the end of 2012, shifting of CDLA project took place, however, the resources were not shifted. In a meanwhile, in 2013 the amendments in MRV were de-notified by home department and the traffic

police department was instructed to immediately stop CDLA. Further amendments were made in MRV in 2014 to accommodate director transport as an issuance authority.

The conflict between two departments of provincial government started in 2004. After 13 years of issues in relation to the issuance of driving authority, this issue has finally resolved in 2017. According to the notification No. SO(Lit)16-1/2016-17/Main File dated 22nd February 2017 an amendment in MRV was notified by the provincial government. As per this amendment driving licenses as well as international licenses for heavy vehicles and public service vehicles shall be issued by transport department while the rest shall be issued by traffic police.

The Story of the Organizational change process in KPTP

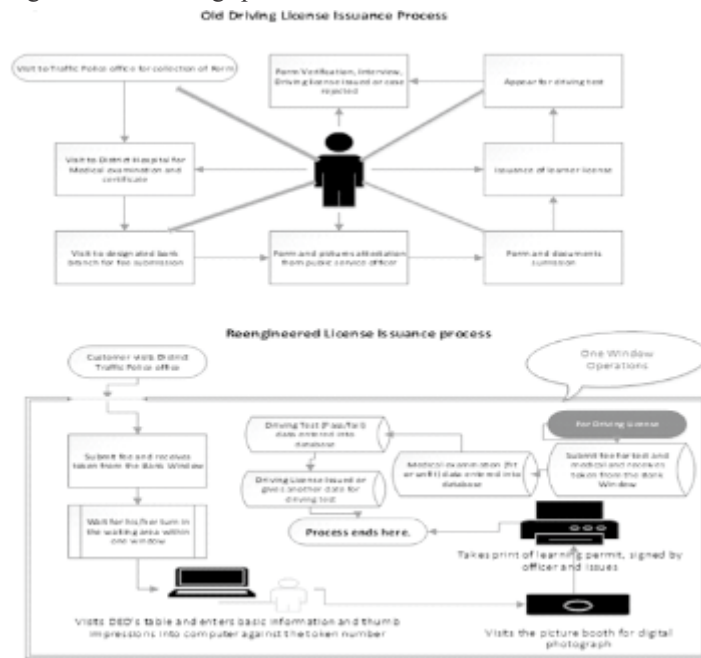


Figure: Old Vs New Process of CDLA

The drive of public sector reforms in KP started in 21st century. Since independence, organizations in public sector were administered with the rules and laws of 18th and 19th centuries (as a part of British colony). The traditional public administration practices and dependence on the manual system were practiced across the board. However, the external environment and public-sector trends were changing from public administration to public management. In KP, PSR initiatives started with the successful episode of organizational change in the project, “Computerization of Driving Licensing” launched at the KP traffic police in 2006-07. Therefore, this change initiative serves as a pioneer and role model for the rest of the initiatives. Over a half-century, public sector remained unchanged and there has been no major reform effort. Over the years public sector of KP remained dependent on old and outdated manual operations. For every process, ss in every department/organization, register, and file system was used and the whole system was dependent on manual operations.

“Change, was very necessary at that point in time because it was an absolute and obsolete manual system where finding an individual record in the register was very difficult. The technology was changing and so was the practices of the private sector. It was the need of the day and demand of the citizens for quality and standard services” (KPTPM01).

Keeping in view the shortcomings of the current system demands better services by citizens and the globalized shift in technology forced the KP's government to upgrade and redefine their processes and systems. In public sector, change is a difficult task. Not only difficult to initiate but also difficult to successfully implement. The legal aspects, political aspects, bureaucratic factors, culture and other human aspects are all the odds working against the successful implementations of organizational change in the public sector. This chapter discusses the change initiative from different aspects related to change; the drivers of change in the public sector of KP, Role of stakeholders, approaches to change, underlying limitations and constraints, and objectives of change. The detailed explanation of the whole process (as reported by the participants and reviewed documents) is explained below.

RESEARCH METHODOLOGY

This research paper is based on data triangulation approach. The main source of data was thirty in-depth interviews from the top, middle and lower management. Semi-structured interviews were conducted from previous as well as current employees who were involved in the change process. Moreover, official memos, letters, and notifications also helped in understanding the process of organizational change. Similarly, the newspaper articles were also used as a source of data. Triangulation of data helps in the exploration and explanation of issues (Robinson, 2014). We were well aware of the issue of gaining access for research purpose to the organizations in Asia stating that the tall bureaucratic hierarchy and quantitative research approach makes it more difficult to convince an organization to take part in qualitative research and specifically for the interviews. Thus, the authors initiated an informal meeting where the top management was invited and the purpose of research, as well as objectives of research, was discussed. After fulfilling all the requirements, interviews took place in various stages. As it was difficult to identify those employees and particularly the ones who were no longer part of this organization (either retired or transferred), therefore, identification and contacting those employees took time. Fourteen (14) participants were from the project implementation team, among whom eleven (11) left after the project ended, whereas, one (1) left the job and two (2) were still working at the time of interview. Their ages ranged from 22-45. Eleven (11) participants were from Traffic Police. Six (6) of them were currently working, five (5) were transferred and two (2) of them were retired. On an average, each interview lasted for about 45-90 minutes. We states that there are certain criteria to determine the quality of the research which is referred to as reliability and reliability. Validity and reliability of the methodology adopted for the study is extremely important. To justify the quality of the research and to attain validity and reliability, a researcher has to follow some steps throughout the research process (Morse, Barrett, Mayan, Olson, & Spiers, 2002). The issues associated with validity and reliability cannot completely be erased; however, its effects can be decreased (Cohen, Manion, & Morrison, 2013). Validity, in its initial versions, was considered as a something measures which it claims to measure, however, recently validity is measured by the honesty, productivity, and scope of the data, triangularization, participants, and objectivity of the research (Winter, 2000). Whereas, according to Mason (2002) validity for a qualitative study is to interpret and understand a phenomenon in other words, what the phenomenon

means and how is it achieved. Thus, the researchers took due care of validity and reliability of research, research methodology and analysis part. The interview guide was prepared prior to the interview's conduction. With every interview, some additional probing questions were added to ensure more depth into research. Keeping in view the research ethics, consent forms were circulated among the respondents. Moreover, information sheets were provided to each respondent prior to the interview. The present study aims at understanding the process of organizational change and the meaning given to it by the people involved in the process.

All interview was transcribed and the data collected through secondary sources at various stages provided rich information which was used in getting meaning out of the information. The information was read, again and again, marked and highlighted and labeled accordingly. The information extracted was arranged and rearranged in order to develop the case and analyze the whole process.

This organization has been through so many phases. For decades operating with lengthy, scattered and complicated processes and within a year the whole process was re-engineered into one window operations. From manual to an international standard, IT-based, and transparent system. Moreover, change itself is not an easy task and there have been many stories and many experiences of permanent employees, project team, and management. There has been a tremendous increase in the revenue and there are so many issues from 2004 till 2017. Although this organizational change, reform has been a success how and what was happening within this organization during the change initiative has to be explored

Organizational change in CDLA has its own unique features. First, it is considered as a pioneer reform initiative in the province of KP. Second, it is considered the most modern and technologically advanced reform initiative. Third, CDLA functions under the police department, therefore, it is interesting to understand reforms in law enforcing sector. Therefore, based on the facts that CDLA has undergone through all the stages of organizational change, being the pioneering initiative with respect to reforms, being a different type of an organization (police and associated departments are rarely studied in past), and being the technology-driven organization are all an interesting feature with the essence of NPM to select CDLA for research purpose.

PROCESS OF ORGANIZATIONAL CHANGE; ANALYSIS

Organizational change is a complex process and bringing change in the public sector is most difficult. In the case under investigation change was planned, approved, implemented and executed by different stakeholders which justify the claim of the complex nature of change in the public sector. In 2006, the project was proposed under ADP by the Directorate of IT. The project proposal was approved by provincial government and fund was released to the Directorate of IT. The aim of this ADP was the computerization of driving license. At that time driving license was issued by traffic police under MRO and MVO.

Directorate of IT appointed project team of three members i.e. Manager MIS, Database Administrator and Network Manager. They were appointed specifically for this project under ADP's approved vacancies. After their appointment, they were instructed to go to traffic police headquarters in Peshawar, the capital city of the province. There was no proper correspondence, communication between these two departments regarding the project nor were the traffic police informed about the arrival of the project team for the transformation of the current manual system of driving license issuance. Similarly, the project team was not equipped with the proper knowledge knowledge nor

were the planning formalized.

"We asked him that how will we start our work because that is a new organization for us and we know nothing about them nor we know anyone in that organization so how will we work" (PMI04).

This indicates the lack of involvement of project management team during the initial planning phase. It shows the gap between planners and implementers of organizational change in KP.

"Basically, it was initiated by IT department... Directorate of IT. We were recruited by them. We went there. We were recruited and we went there and we were sitting in the Directorate of IT without any work for almost a month. I am talking about the year 2007" (PMI07).

With limited knowledge, work experience (particularly lacking experience of the public sector) and being young they were not clear on how to proceed. However, they arrived at traffic police headquarter and met the head of traffic police. After the initial discussion in the meeting with top management, they agreed in principal and approved the launch of the project with a commitment of full support.

"I think the project was undergone little slowly because of the problem which I told you but at that time our secretary ordered us to go to traffic police authorities, meet them and just start your project (throat cleaning) so don't waste further time. It has been delayed for a long time" (PMI07).

The slow start of the project was evident because project team was not completely aware nor guided on how to proceed with the implementation of the project. Moreover, they were not aware of the culture and environment of KPTP.

Initial Approach

Initially, the project team used to visit the traffic police office and had no office set up to start the project. Upon request, they were assigned two rooms to start their operations and install the hardware. The major constraint was how to initiate and from where to start the process, thus, it was decided to understand the existing process and design a way forward. The limitation of the project team was that they were not aware of the system under practice. Therefore, the limited knowledge of the process and procedure was a major barrier in the beginning. As an external stakeholder, there were complications in understanding the organizational culture.

"we started going there and we use to sit there every day for the whole day. Without any reason because we had to learn things and understand everything. In the start, because they also had to know about us as they were thinking who they are and what are they doing here and from where those private people have come from and all that (laughing). All this meet and greet and all continued for one or two months, as it was very amazing part and fun time. We were like strangers and the comments were very funny that they made about us. It was a strange time" (PMI04).

Moreover, the process of gaining access to the information was made difficult by the lower management's non-cooperative attitude. Afterward, the top management brought into the picture to ensure support and clearly communicate the commitment and intention of top management towards organizational change.

"High-ups of the police department was in top management in favor of reforms and they were willing and supporting to bring organizational change. They wanted a new system where everything is available through a single click solution, but the current manual and register filing system that was in practice since 1947 so the change wasn't supported by anyone. However, slowly and gradually we took initiative and if I guess in September 2007 we started working and introduced issuance of learning driving permits" (PMI01).

Thus, the formal process of understanding the manual process started. Before initiating any organizational change, it is always very important to learn about the existing system, process,

structure, culture and working conditions.

“Afterwards we met other people SSP traffic, DSP, MLA means motor licensing authority. We meet all these people and gathered information, manual information about all the process about how manual driving licenses are issued, medical test, each and everything in the process, manual information, a manual procedure which were the following in the issuance of manual driving licenses. We acquired all the information” (PMI07).

Although the project was approved for transforming the manual system into computer-based and upgrade the whole process into one window operations there was no pre-planned software nor any infrastructure. Therefore, software development, process designing, hardware installation, standard operating procedures (SOPs), role identification, planning and initiating one window operations (under one roof) were to be done all together.

“We came here and gather all the information we installed our software, hardware and each and everything...It started in July 2006 so that was around February, March 2007 and we were not yet in a position to launch new process...Motor vehicle ordinance 1965 was the bible for driving licensing and we had it. It was having all the procedures in it each and everything forms and we also took information from the already existing staff. So, we developed a consolidated; software, hardware and we requested them for two rooms one server room and one for one window operations so they allotted two rooms so one room was a large one where data entry operators used to work and the other room was used as server room printing room as well as managers office. We did all the arrangements in those two rooms installing hardware networking establishing server hubs” (PMI08).

Understanding the culture of an organization is difficult to process. Simultaneously, getting adjusted is another issue. The slow-paced start of the project shows that data collection and getting to know the process is difficult.

“See implementation is the most difficult task. For implementation, aaaamm moving system from one process to another is the most difficult thing to do. We sat together and developed SOPs. Implementation (throat cleaning) we said SOPs are the way forward and we have to follow them. It was decided that we cannot change ummm bring change in one go so we shall move step by step. It was decided that phase-wise is the best way to implement” (PMI06).

After initial approach and gathering of relevant information, the software development was started and at the same time infrastructure development was initiated. During this course of action, the manual and existing system were in practice and services were provided to the citizens by issuing driving licenses through MLA in the whole provinces.

Pilot Phase

Before the inauguration of new system and process, it was necessary to pilot test it. Therefore, it was decided to launch a pilot version in the traffic police headquarters at the provincial capital. As discussed above, the operation started in the setup of two rooms.

“In the beginning, the software was not developed and we suddenly got under immense pressure that shows some concrete working. The prototype was not ready. We went into the state of uncertainty. Anyhow, we were able to launch the learning permit first. That was the first live prototype and we started issuing learning permit. It was tested for about three months. We couldn't launch full-fledged system at once because it was a system which was not tested and it was custom designed. There were chances of bugs and all that. Three to four months, the system had to take printed photographs of the clients” (PMI07).

It was necessary that before the launch of the new system, it should be tested and checked for any improvement as well as for the possible shortcomings. Initially, only one function of the driving licensing i.e. issuance of learner permit was started at only one office among the 24 districts of KP. While at the same time, the manual system of issuance of driving license continued to operate in parallel to the one window operations.

“In computerization, there are two approaches 1) direct and 2) indirect approach (parallel approach). The indirect approach, you move from the previous system to new system directly by removing the manual system at once and replace it with a computerized system. Whereas, in parallel approach, an organization continues with the manual system for some specific time period while at parallel the new system of computerization is running as well” (PMI01).

In the services sector, it is important to bring change in steps. The importance of pilot testing increases because it helps you in monitoring and taking necessary actions. The parallel approach reduces the pressure on the new system and provides space for it to take its time in getting ready to replace the previous system. As in this case, everything was new, the project team came as Organizational Development (OD) consultants with no knowledge of the organization and similarly the software was custom designed for this specific purpose by software developers, therefore, it required sufficient time and space to be tested and improved. In this case, the risk was minimized and the project team had sufficient time to test, monitor and improve everything.

“We did all the arrangements in those two rooms installing hardware networking establishing server hubs and we started issuance of computerized learning permit as parallel to manual system issuance of learning permit. We run the system for a month or so and during that one-month period, our software was tested to see if there are any bugs into it because off course as it was a new system, therefore, there must have been certain issues with the software and hardware” (PMI06).

It shows that a pilot test of any project is an important step. Particularly, when it involves technology. As new technology needs to be tested time and time again so that the desired results can be achieved.

“We couldn't launch full-fledged system at once because it was a system which was not tested and it was custom designed. There were chances of bugs and all that” (PMI08).

After the successful launch of parallel approach, the project manager decided that the new system was tested and ready to replace the existing manual system and therefore, the manual operations in Peshawar shall be stopped and converted to new process.

The Launching Stage

Transformation of the old system was also initiated in phases. After the successful launch of the pilot phase, at first, the transformation took place in the traffic police headquarters (Peshawar). The project was formally inaugurated and the old manual system was replaced by new computer technology-based system with new process and structure.

“After a month and a half of parallel operations, the manager decided that it is enough with the parallel system and we shall shut down the manual system and straight away start the complete computerized process” (PMI06).

After the successful takeover by new system and process, things were settling down and eventually, the day came when one window operations were inaugurated. After the successful transformation in Peshawar office, it was decided to start converting the driving licensing process and system in all the 24 districts of KP. Step by step each district office was digitalized and the operations was converted to the modernized operations that became a benchmark for the rest of departments.

“30th August sorry 31st August sorry uhhhhh or something ohh sorry December 2007 it was when we thought we are in a position to inaugurate Peshawar License branch from our Minister Information Technology or IG Peshawar or home minister whosoever is available. So, in Peshawar, in a year or more, ummmm in 15/16 months we were in a position to inaugurate. It was a very big achievement for us because within that time we started issuing learning permit, driving test, license conversion, and we started everything with the proper record and each and everything. Slowly and steadily there were issues in our record and other things but we use to resolve the issues with the help of MLA (Motor Licensing Authority). Things like developing reports on a daily basis for record keeping, for example: if we issued 200 learning permits per day, a report was generated for that and attached to the learning permits and sent to the record. Clerk use to verify the list against the issued licenses and the required documents. Required documents included deposit slip, computer-generated slip, and CNIC and it was signed by clerk and MLA after verification. Similarly, other licenses issued or renewed all record was cross-checked by clerks and gradually we made the whole process paperless, not paperless but computerized and we got rid of manual register system. There were issues with the software (throat clearing) anyhow, the software just got better and now after 10 or 11 years now the software is running Alhamdulillah very smoothly and it has now matured. As you know new thing takes time to get mature and we don't need anything or any add-ons and there are no complaints about bugs in the system” (PMI07).

By 2011, all districts were computerized and the new system was running smoothly. This was a successful initiative of the government of KP to bring reforms by using the latest technology. However, there has been a tug of war and interdepartmental conflict between traffic police and transport department over the authority of driving license issuance authority.

The process of organizational change in CDLA comprised of several steps. Figure 2 shows the phases of the change initiative. The process of transformation started with the approval of ADP proposed by Directorate of IT. After planning and approval of the project, the project team was appointed by Directorate of IT and after their joining, they were sent to implement the project. The newly hired project team conducted an initial meeting with top management of traffic police. after the approval of top management, project team collected information and devised its plan of action. After all the planning process, the organizational change was launched with a pilot test in the headquarter i.e. Peshawar. The success of pilot phase led to full launch and implementation of new one window operations and process. Planning, implementation and evaluation phases involved several stakeholders (see figure 3). This indicates that public sector organizations have many stakeholders and their involvement vary at every stage.

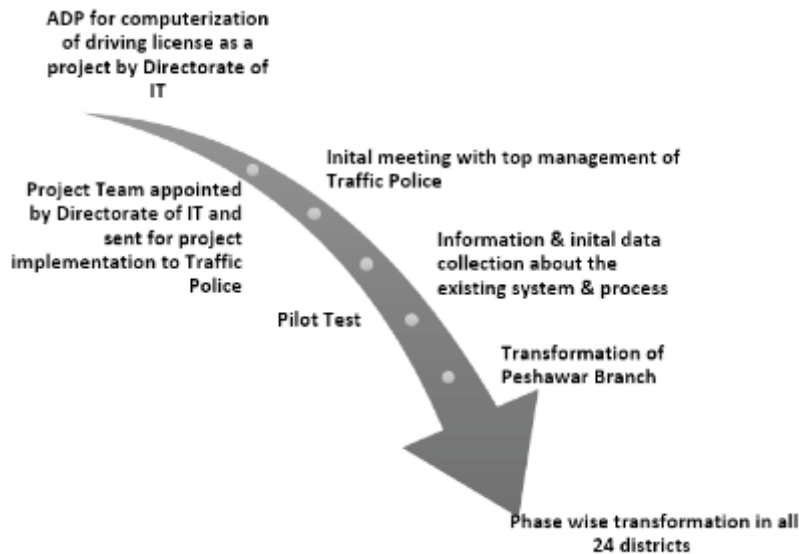


Figure 2: Phases of Organizational Change in Computerization of Driving Licensing

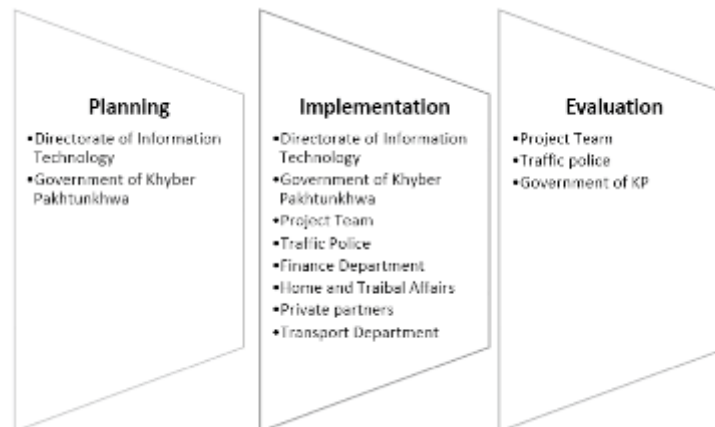


Figure 3: Involvement of stakeholders at various stages

Interdepartmental conflict over authority

Since the independence of Pakistan, the provincial authority of issuance of the driving license was vested in traffic police. By the virtue of related laws i.e. Government rule of Business, MRO and MVO, the SSP of traffic police were declared as issuance authority. The conflict over the authority of issuance of driving licenses started after the provincial cabinet's decision in 2004 to convert all transport related activities and particularly the driving license issuance to transport department. However, under the rule of law (MRO and MVR) the authority remained with the Gazette office in the police. Moreover, the transport department was not established and did not have operational offices in all districts. Therefore, the arguments from traffic police remained against this transfer of authority. Conflicts over the authority remained over the year and efforts were made on the legal forums, cabinet

level, secretary level, departmental levels and so on but the issue remained unresolved.

“I am talking about the year 2007. There was a conflict between transport and traffic police even at that time. Both were of the opinion that they shall be doing it and issuing driving licenses. Ultimately police had a worth and they said to start it” (PMI01).

Traffic police being the only public-sector organization (in 2007) with the authority to issue driving licenses. Even the project's initial funding was released to the KPTP.

“All the propelled things should be one and they should not be done separately. I think there should be one building and it should be named transport complex. Under one roof all services shall be provided related to transport. License, excise and taxation, route permit, emission test, and everything should be done within one building and then it will be called one window operation. It should be called transport complex. Worldwide this is the practice of one window operations but here things are different as people don't allow this to happen. Every time same story of power and delegation. I wish there should be one window operation... Your NIC is computerized, whosoever comes they should enter through thumb impression on the gate and his record should appear and then whatever services he requires, that shall be offered to him” (KPTD01).

Transport department was established in September 2008. After the years of efforts made by transport department to shift driving licensing as per cabinet decision was blocked and the traffic police continued issuance of driving licenses. In May 2012, the chief minister of KP approved the extension of ADP for one year and decided that it shall be transferred along with staff, assets and all resources to transport department (No. Dir/TPT/BDU/CDL/1734-38). The same was notified in July 2012 as a deadline for the transfer of driving licensing from traffic police to transport department.

“Handing over all assets, resources, and staff generated under the project “computerization of driving licensing” to transport department... placing the services of MMPs and their related staff under 36 posts created in transport department” the (No. SO(Police)/HD/1-6/2012, dated July 17, 2012).

Regardless of the decision, traffic police authorities did not agree to the transfer, despite the fact that the APD was channelized to transport department and the funds have also been released for the current year. Hence, in 2012, the project staff moved to transport department and they started issuing a driving license of all type while at the same time traffic police department continued their operations and hired permanent staff for that purpose.

It was a difficult time for everyone. Citizens did not know the authentic authority and paid a visit to both offices. This confusion continued and finally, in 2017 this issue over the authority resolved. The government of KP approved the amendment in MVR, 1965.

“for heavy transport vehicles or public service vehicles transport department is licensing authority while for all other vehicles traffic police shall be the authority” (Notification No. SO(Lit)16-1/2016-17/Main File, dated 20th February 2017).

Thus, the situation was sorted after almost ten years. The authority has clarified the issue by dividing the power of issue in authority. In light of the decision, light traffic vehicles (including motorcar, jeep, motorbike etc.) are to be issued by traffic police while the driving license of heavy transport vehicles is to be issued by the transport department.

DISCUSSION AND CONCLUSION

Transformational process for bringing organizational change in the public sector is a complex process. The case under study proved to be a long and lengthy process with several steps (see figure 2). The change was not brought radically, rather a stepwise process was adopted and the applicability of new system, the process was tested time and time again for corrective actions. The lack of planning at the project planning stage before the approval of ADP proved to be one of the most time-consuming activity. Similarly, lack of knowledge and involvement of technocrats as OD practitioners took time as well. In public sector, there are many forums and stakeholders (see figure 3). For any change to be incorporated, legal requirements must be met, approval of cabinet, approval of bureaucracy and the involvement of other departments as well as outsourcing of services makes it a complex process. Moreover, the approach in this transformation was indirect where the project was approved under one organization, planning and implementation took place at other departments. Amendments were made to the relevant laws and there have been many departments involved in this process. Thus, reforms were made and at a slow pace, in many phases, and with many issues emerging from and within this process. There is lack of vision and clarity from top to bottom created confusion. Moreover, the confusion led to series of conflicts among the KPTP permanent employees and the project team.

Reforms were forced using a top-down approach. This was helpful as the nature of organization was autocratic and employees were used to obeying the orders. Employees were forced to accept change and threatened to be transferred or strict disciplinary actions. There was lack of HRD and HRM practices, lack of motivation, lack of communication, lack of participation, lack of commitment, and lack of trust on IT as well as on the project team, which were the major issues. Similarly, fear of the unknown, lack of computer skills, status-quo, vested interest and self-interest, fear of an increase in workload and accountability, loss of power and authority, and the public-sector mentality were the causes of resistance.

The main aim of this reform was to overcome the problems of the manual system. The objectives were to become citizen-centered, more efficient, more effective, bring accountability and transparency, and to improve the revenue. These objectives were similar to the NPM based reform objective of developed and under developing world. However, the approach of implementation was different i.e. change was forced rather than educated, the change was top-down rather than bottom-up, the change was not communicated or announced as it was not an initiative of the organization rather than imposed by the government.

Research Implication

First, this study contributes to the body of knowledge by studying the developing country's organizational change initiative. Second, most of the published researches are based on quantitative research methods and have investigated the concept of change in generalized form. Whereas, this study was based on social constructionism and narratives to study the concept of organizational change in-depth and in detail. Moreover, the lived experiences of employees helped in understanding the whole process ranging from the process of planning, implementation and change management. Similarly, police and law enforcing organizations are not dominantly featured in the research and has gained less interest from the scholars and researchers, therefore, this research contribution with respect to research methodology and choice of organization provides a new dimension to the area of research. Third, two major organizational change approaches dominate the literature i.e. planned change and emergent change (Bamford & Forrester, 2003; Burnes, 2004; Neugebauer et al., 2016; Van der Voet et al., 2014). In this research, it was found that change was not following steps and

characteristics of planned or emergent change rather it was a hybrid approach, which means that NPM is not yet understood in this part of the world. Forth, the contribution of this study was to highlight this fact that the task of change implementation was assigned to the technocrats (IT experts) which led to conflict between internal stakeholders and project team. Thus, it implies that external members (change agents) are not accepted in the bureaucratic system and bureaucracy does not support external interferences.

Thus, the findings of this research are helpful in understanding the process, the success and failure factors need to be considered in the future change initiatives. In order to overcome the shortcomings of CDLA project, there is a need to involve all stakeholders during the planning phase. There is a need to create readiness to change among the management and employees.

Direction for future research

This study has concluded but raised more questions that need to be answered. The first question pertains to the existing organizational change theories. In this part of the world, not a single theory has been followed, thus, it raises a question that if the theories developed in the developed world are not applicable in developing world then how the concepts can correlate? Thus, there is a need to develop a theory that is relevant to the developing countries. Similarly, the approach adopted for change and the change process cannot be correlated with the existing literature, therefore, there is a need to investigate the adopted approaches and suggest the most appropriate approach. Furthermore, the process of organizational change is different from the rest of the world. This leads to a question that how sense-making and decision making is different as well as to the question whether these approaches are appropriate or not?

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